A G E N D A

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METRO

Agenda

MEETING:	METRO COUNCIL REGULAR MEETING
DATE:	August 5, 1999
DAY:	Thursday
TIME:	2:00 PM
PLACE:	Council Chamber

CALL TO ORDER AND ROLL CALL

1.	**INTRODUCTIONS**	
2.	**PORTLAND ART MUSEUM EXHIBITION PRESENTATION**	Buchanan
3.	**CITIZEN COMMUNICATIONS**	
4.	**EXECUTIVE OFFICER COMMUNICATIONS**	
5.	**AUDITOR COMMUNICATIONS** **A) Human Resources Benchmarks and Opportunities**	
6.	**MPAC COMMUNICATIONS**	
7.	**CONSENT AGENDA**	
7.1	Consideration of Minutes for the July 29, 1999 Metro Council Regular Meeting.	
8.	**RESOLUTIONS**	
8.1	**Resolution No. 99-2808A,** For the Purpose of Amending the Metropolitan Transportation Improvement Program (MTIP) to Program the Job Access and Reverse Commute Grant Program Between Canby and Wilsonville.	Kvistad
8.2	**Resolution No. 99-2809,** For the Purpose of Amending the Metropolitan Transportation Improvement Program (MTIP) to Program Section 5309 Funds for Rehabilitation and Expansion of the Powell Bus Garage.	Bragdon
8.3	**Resolution No. 99-2810,** For the Purpose of Authorizing Release of the 1999 Update to the Regional Transportation Plan for Jurisdictional and Public Comment.	Kvistad

8.4 **Resolution No. 99-2811A,** For the Purpose of Approving the South Willamette River Crossing Study Recommendations. — Bragdon

8.5 **Resolution No. 99-2818**, For the Purpose of Appointing Dean A Kampfer to the Solid Waste Rate Review Committee. — McLain

8.6 **Resolution No. 99-2820**, For the Purpose of Reaffirming Policies to Protect Environmentally Sensitive Lands and the Impact of these Policies on the Need to Expand the Urban Growth Boundary. — Bragdon

9. COUNCILOR COMMUNICATION

ADJOURN

Cable Schedule for August 5, 1999 Metro Council Meeting

	Sunday (8/9)	Monday (8/10)	Tuesday (8/11)	Wednesday (8/12)	Thursday (8/5)	Friday (8/6)	Saturday (8/7)
CHANNEL 11 (Community Access Network) (most of Portland area)						2:00 P.M. *	
CHANNEL 21 (TVCA) (Washington Co., Lake Oswego, Wilsonville)	7:00 P.M. *	1:00 A.M. *		7:00 P.M. *			
CHANNEL 30 (TVCA) (NE Washington Co. - people in Wash. Co. who get Portland TCI)	7:00 P.M. *			7:00 P.M.*			
CHANNEL 30 (CityNet 30) (most of Portland area)		POSSIBLE 2:00 P.M. (7/22 meeting)					
CHANNEL 30 (West Linn Cable Access) (West Linn, Rivergrove, Lake Oswego)	9:00 PM (7/22 ro 7/29 meeting)	12:00 P.M. (7/22 or 7/29 meeting)		12:00 P.M. (7/29 meeting)	6:00 P.M. (7/22 or 7/29 meeting)	7:00 P.M. (7/22 or 7/29 meeting)	7:00 A.M. (7/22 or 7/29 meeting)
CHANNEL 19 (Milwaukie TCI) (Milwaukie)	4:00 P.M. (7/22 or 7/29 meeting)					10:00 P.M. (7/22 or 7/29 meeting)	9:00 A.M. (7/22 or 7/29 meeting)

* These meetings may be preceded by a 30-minute public affairs program, *The Regional Report*, produced by Metro.

PLEASE NOTE THAT ALL SHOWING TIMES ARE TENTATIVE BASED ON THE INDIVIDUAL CABLE COMPANIES' SCHEDULES.

PUBLIC HEARINGS: Public Hearings are held on all Ordinances second read and on Resolutions upon request of the public. Agenda items may not be considered in the exact order. For questions about the agenda, call Clerk of the Council, Chris Billington, 797-1542. For assistance per the American Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office).

Agenda Item Number 5.0

HUMAN RESOURCES BENCHMARKS AND OPPORTUNITIES

Auditor Communications

Metro Council Meeting
Thursday, August 5, 1999
Council Chamber

Metro

Human Resources Benchmarks and Opportunities

July 1999

A Report by the Office of the Auditor

METRO

1999-10424-AUD

Alexis Dow, CPA
Metro Auditor

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METRO

OFFICE OF THE AUDITOR

July 8, 1999

To the Metro Council and Executive Officer:

We reviewed how Metro's human resources (HR) functions compare or "benchmark" against the HR functions at more than 100 private and public organizations. We identified top performers and looked at the activities that contributed to their standing.

Overall Metro's HR functions are essentially lean and efficient. However, HR staff turnover is high and Metro's number of job grades and titles is high.

This report identifies several areas for improvement and makes specific recommendations for improving Metro's HR processes. These include working with unions to manage the high number of grades and titles, extending union contract periods, creating an internal HR Department evaluation team and reducing the HR clerical load. Metro's HR function could also provide more tangible, integral benefits if Metro adopts a more cohesive and strategic approach to the overall management of its diverse operations and invests in HR decision support activities.

We reviewed a draft of this report with the Executive Officer. The last section of this report presents his written response.

We appreciate the cooperation and assistance provided by Metro staff as we conducted this review, particularly the staff from the Human Resources Department.

Very truly yours,

Alexis Dow, CPA
Metro Auditor

Auditor: Joe Gibbons

Contents

Executive Summary

This report describes how Metro's human resources (HR) functions compare or "benchmark" against the HR functions of more than 100 other organizations.

Benchmarking shows that most of Metro's HR functions are very lean, indicating that HR very efficiently performs its existing role. This leanness also suggests that HR lacks resources to support Metro's strategic activities.

Metro's existing HR operation is lean and efficient. Total HR cost per employee is about one-third of the average, and overhead and hiring costs are lower than average and top-ranked organizations. Yet, HR staff turnover is high and Metro's number of job grades and titles is high.

Some practices that may help Metro enhance its HR functions under the existing organizational structure include:

- Working with unions to reduce the high number of job grades and titles and to extend union contract periods.
- Creating an internal team that periodically evaluates HR function performance, effectiveness and opportunities for improvements.

Metro's HR function could provide more tangible benefits to Metro if it were involved in more strategic activities. HR staff could be more active in training staff, developing management skills, fostering productivity and motivating employees to adapt to ever changing environments. HR functions can be critical in a strategically aligned organization because HR closely relates to where management wants to go, how it will get there and the extent to which employees play a role. Presently, Metro's HR professionals are spread too thin to play an active role in what could be a more strategically oriented agency and HR function.

Metro is not the precise equivalent of the organizations in the benchmarking database. However, the study employed well-defined data collection procedures to ensure consistency and allow reasonable comparisons.

Metro budgeted slightly more than $1 million for HR related activities in 1998. Approximately 14 staff are dedicated to these functions.

Specific recommendations for Metro are detailed in the following section.

Recommendations

We identified several ways for Metro to improve its HR processes, primarily through application of best practices. Following are our recommendations.

1. **Evaluate reasons for and alternatives to Metro's large number of job grades and titles. This process should include identifying ways to incorporate the large number of current positions under fewer titles and grades. We suggest working with Metro's unions on the issue, emphasizing benefits of improved efficiencies and effectiveness through streamlined processes. We also recommend working with unions to establish longer-term collective bargaining agreements.**

   Metro has significantly more job grades and titles than average organizations. Higher numbers of job grades and titles require additional resources to manage and handle processing requirements. The most readily apparent reasons for Metro's high numbers relate to the job grades and titles associated with Metro's six unions, two distinct entities (Metro and MERC) and various specialized departments. HR consultants and others in the field affirmed the difficulties involved in addressing these issues. Based on considerable experience, they believe one potential solution involves working through collective bargaining agreements to emphasize the mutual benefits of fewer job titles and grades and longer-term labor agreements. A longer contract period equates to more stability and less negotiation effort for all parties.

2. **Establish an internal HR improvement team to periodically evaluate HR Department performance, effectiveness and opportunities for improvements.**

   The team should be composed of HR and personnel from other divisions knowledgeable about HR. Metro should consider using a HR consultant to help form the team and identify steps that can lead to improvements. The team's activities should address various HR issues, such as whether:

   - enhanced HR systems applications are cost effective.
   - certain HR functions should be outsourced.
   - certain administrative activities can be curtailed or eliminated.
   - the HR function has sufficient resources to fully meet its responsibilities.
   - HR staff turnover can be reduced.

3. **Identify and evaluate options that would reduce the HR Department administrative burden. Such options may include, among others, outsourcing, increasing the use of technology and changing staff mix.**

   The benchmark study highlighted the relatively high amount of HR resources dedicated to administrative activities such as employee record updates and acknowledging all job applications received. HR professionals perform some of this administrative work, displacing potentially more valuable use of their time. The study also disclosed Metro's low use of outsourcing and systems-related tools, both of which might help alleviate some of the administrative burden.

   Metro performs a number of HR-related administrative tasks in-house that some organizations outsource. Vendors who specialize in a particular area, such as benefits administration and payroll, offer expertise and efficiency through economies of scale. Best of class organizations outsource some administrative tasks, such as managing benefit plans, compensation administration and employee data. These actions often lead to reduced expenses.

   Best of class organizations tend to invest in HR-specific systems applications that lead to improved operations. Such systems may include "employee self-service" for many HR functions, such as changes in benefits, dependents and addresses. With enhanced systems applications, HR staff can be freed up for higher-level, more productive work. Enhanced systems may not be cost-effective in all organizations and individual applications should be evaluated from a cost/benefit perspective.

   Best of class organizations also periodically evaluate processes and activities, seeking ways to make things run more smoothly to provide better service and to deploy resources in the most advantageous manner.

4. **Emphasize the HR Department as a strategic partner in areas such as organizational structure, staff development and team development.**

   Currently Metro operates as a diverse, decentralized organization with many departments, each having a specialized mission. This structure uses HR as a purely administrative function. Metro's HR Department admirably fulfills

this role. However, best of class organizations have HR staff who focus on strategic results and serve as consultants to the organization's "customers."

Strategically focused HR staff help their internal customers become more effective by: (1) improving organizational structure; (2) developing teams; and (3) designing and developing strategies to position staff resources to meet future demands. They support operating departments in areas such as developing staffing goals and strategies, providing training, identifying better ways to attract and retain staff and identifying skills within the organization that can be better used and will add to employee development.

Presently Metro's HR professionals are spread too thin to play a proactive role in what could be a more strategically oriented agency and HR function.

Analysis of Key Benchmarking Indicators

The Hackett Group's report on Metro's HR processes presents 58 tables of comparisons between Metro and more than 100 other organizations. Their report appears in Appendix A. Information on The Hackett Group (THG) and benchmarking processes is described in the Background section of this report. With the assistance of HR Department managers and staff, we selected the most significant processes for presentation in this chapter.

Favorable Benchmarking Comparisons

Average wage rates	Benchmark 1
HR overhead cost	Benchmark 2
Employee selection cost and hiring statistics	Benchmark 3
Injury claims filed	Benchmark 4

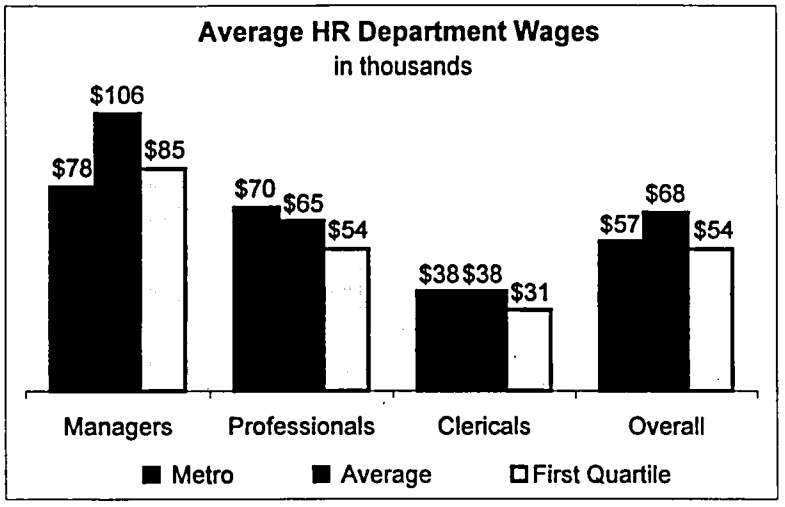
Benchmarking Comparisons Indicating Need for Improvements

Total HR cost and time allocation	Benchmark 5
HR decision support cost	Benchmark 6
HR staff mix	Benchmark 7
HR Department turnover rate	Benchmark 8
Job grades, titles and unions	Benchmark 9

Many of the comparisons summarized in this chapter show that Metro has opportunities to make some of its processes, procedures and functions more effective and efficient through use of selected best practices.

Some repetition occurs in our observations and discussion of best practices because many of the benchmarks involve similar or overlapping issues.

1 Average Wage Rates by HR Job Category



Metro's overall HR wage rates approach those of top performers.

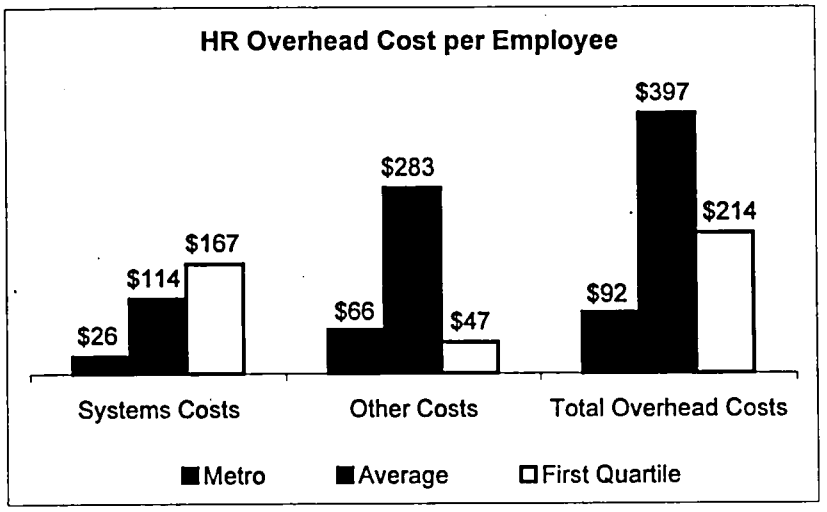
Explanation

- **Managers** perform oversight, planning, administrative and personnel functions, and include any person who supervises staff.
- **Professionals** perform analytical and technical functions requiring a high degree of skill and include persons with a management title but no supporting staff.
- Wage rates are "fully loaded" to include salaries and all benefits, such as Metro's PERS contributions, that total 33.5 percent of employee salary.

Benchmark observations

- Most HR organizations have a mix of junior and senior professionals. Because Metro's HR staffing level is small, its HR professionals are concentrated at the more experienced senior level.
- Metro HR has a larger percentage of clerical staff than average and first quartile organizations, which contributes to the overall lower wage rate.

2 HR Overhead Cost per Employee



Metro's HR overhead cost per employee is extremely low.

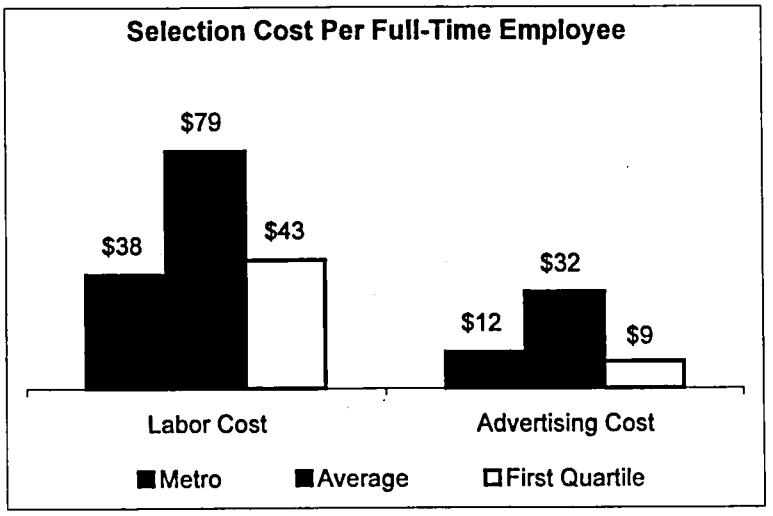
Explanation

- **Systems costs** are the expenses of providing computer processing, including software, hardware and management information services for HR processes. PeopleSoft is Metro's primary systems application.
- **Other costs** are all remaining non-personnel expenses, including facilities, training and travel expenses.

Benchmark Observations

- Low use of HR-specific systems applications contributes to Metro's low overhead costs. Examples of such technology include upgraded HR-specific PeopleSoft applications and employee self-service applications for HR purposes. Such technologies may be expensive, but they can also be cost-effective, efficient and provide more timely service.
- According to THG, average and first quartile organizations have higher other overhead costs primarily due to newer and more expensive facilities. Average organizations also spend more on travel and training.

3 Employee Selection Cost and Hiring Statistics



Metro has high volume and low cost associated with hiring new employees.

Hiring Statistics

	Metro	Average	First Quartile
Applications per placement	17	11	6
Number of placements per 1000 employees	175	167	89
Source of placements			
Internal	27%	35%	39%
External	73%	65%	61%
Two-year retention rate	89%	78%	89%

Explanation

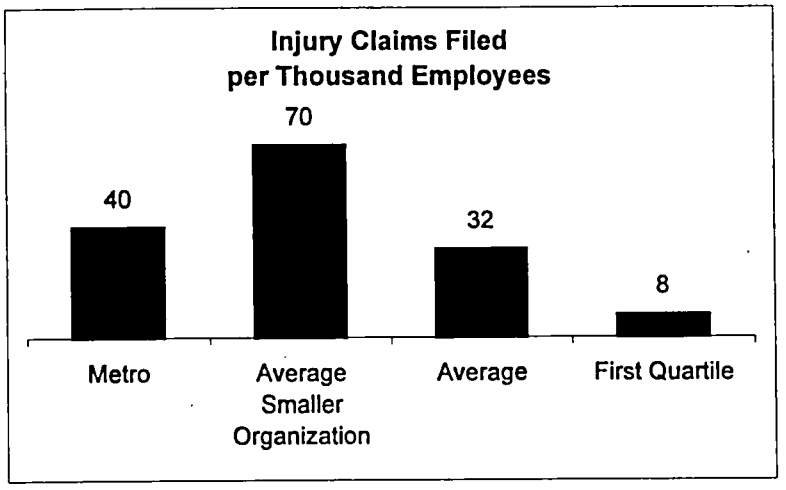
- Employee selection costs are incurred solely by HR Department staff and exclude costs incurred by other departments or business units. Employee selection costs are those costs associated with hiring new employees.

Benchmark Observations

- For its small size, Metro has a large number of job applicants. This is largely due to Metro's year-round/open-season hiring for many part-time and temporary positions, primarily for MERC, the zoo and parks.
- Metro's HR Department processes three times more applications per hire and places twice as many applicants per thousand employees than first quartile organizations.

- For the benchmark period, Metro had 589 fulltime employees and 1,797 total employees. THG believes this low percentage of full-time employees is not found in most organizations within its benchmarking database. This probably contributes to the higher number of placements per 1000 employees and the higher percentage of external hires.
- Metro's ability to retain hires for at least two years is comparable to top performing organizations.
- Metro policy is to advertise position openings in a variety of publications and locations, and to manage and answer all responses.
- Metro may have achieved an "economy of scale" in accepting and processing applications due to its relatively small size.

4 Injury Claims Filed per Thousand Employees



Metro has a relatively favorable rate of injury claims.

Explanation

- This benchmark measures total work-related employee injury claims filed in fiscal 1998. Some claims led to lost-time and disability injury claims.

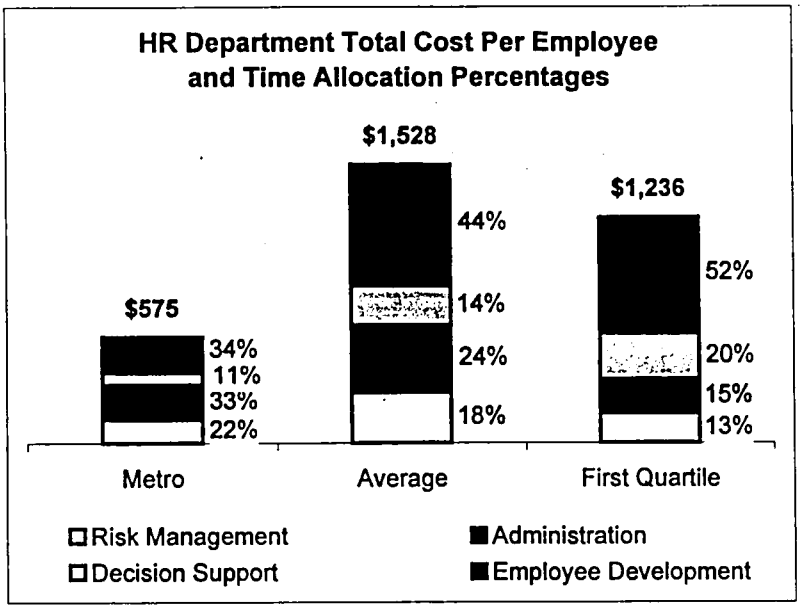
Benchmark Observations

- Average "smaller" organizations (less than 10,000 employees) experience 70 injury claims per thousand employees, which is higher than Metro.
- Metro's number of lost-time injury claims compares very favorably at 7.3 per 1,000. In Oregon, the statewide rate is 18.0 per thousand employees, 10.0 for state government employees and 14.0 for local government employees.

Best Practices That Can Further Close the Benchmarking Gap

- Analyze injury claims to identify factors contributing to the claims, types of injuries most often claimed and types of employees (i.e. full time, part-time, specific job positions) who file claims. Determine if trends exist. If so, establish or enhance training for groups or individuals identified as high risk and take other action to mitigate risk.
- Arrange formalized training and awareness programs to enhance safety.
- Develop an internal HR improvement team to periodically evaluate HR Department performance and effectiveness and identify opportunities for improvements.

5 Total HR Cost and Time Allocation



Metro dedicates significantly fewer resources to strategic processes that include decision support and employee development.

Explanation

- This benchmark measures total HR expenditures per employee and HR Department staff time devoted to four HR functions.

Benchmark Observations

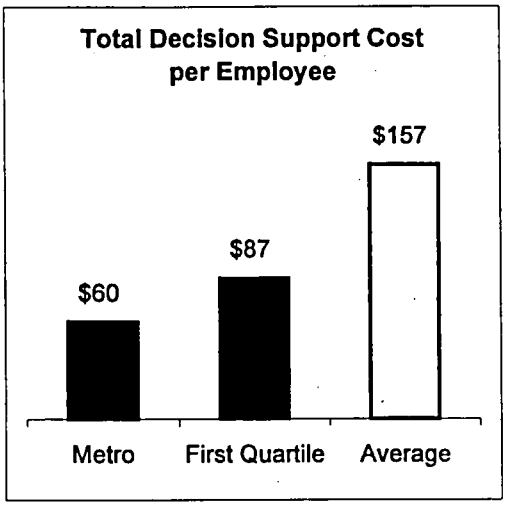
- Metro HR's overall cost is relatively low, suggesting potentially under-funded HR processes.
- Metro's HR resources dedicated to total HR administration approximate those of first quartile organizations, with the exception of administering savings plans.
- Savings (401K) plan administration costs are borne by the plan itself in many organizations. Metro absorbs this cost under the terms of its labor agreements.
- Metro HR resources supporting decisions and developing employees are only 25-30% of those used by both average and first quartile organizations.
- Metro's individual departments manage some HR-related functions, such as employee technical training, and a separate department handles risk management.
- The HR Department has taken some positive steps in the past two years to enhance its employee development and risk management functions. For example, the HR Department is working toward:

  - Establishing a core training curriculum for Metro/MERC employees that addresses such issues as sexual harassment, valuing diversity and equal employment opportunity-related subjects
  - Implementing a performance evaluation program for managers and supervisors.
- Metro HR staff performs a number of administrative tasks in-house that some organizations outsource, such as managing benefit plans, compensation administration and employee data.
- Metro HR staff perform a number of administrative tasks that can be accomplished using technology. For example:
  - HR staff input all employee data and changes to employee files. Employee self-service applications enable employees to enter their changes in benefits choices, dependents and addresses.
  - HR staff provide employees printed copies of HR related material, such as policy statements and personnel rules. Much of this data is available on Metro's computer network.

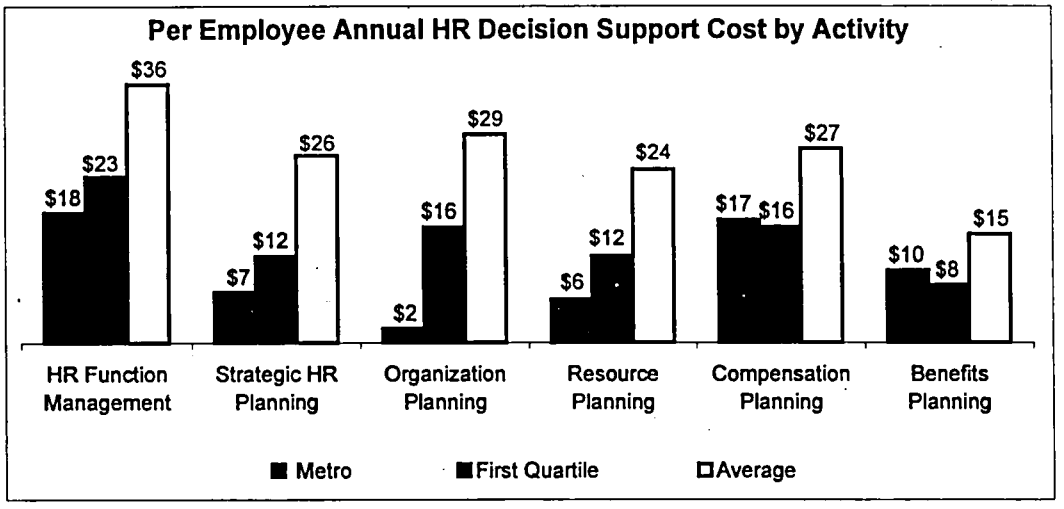
Best Practices That Can Close the Benchmarking Gap

- Outsource less critical administrative tasks, such as managing benefit plans, compensation administration, and employee data. Third parties who specialize in a particular area, such as administering benefits or payroll, offer HR managers expertise and cost efficiency through economies of scale.
- Invest in HR-specific systems applications that lead to improved operations. Some systems offer employee self-service for many HR functions, such as changes in benefits, dependents and addresses. HR staff are then freed up for higher-level work.
- Encourage use of existing network capabilities instead of printing copies of HR documents.
- Develop an internal HR improvement team to periodically evaluate HR Department performance, effectiveness and opportunities for improvements.
- Invest additional resources in HR activities that focus on strategic functions such as employee development and decision support.

6 HR Decision Support Cost per Employee



Metro's decision support cost per employee is lower than both first quartile and average organizations – in total and in potentially important areas.



Explanation

- **HR function management** is all activity related to setting up HR policies and procedures as well as general administration and personnel management.
- **Strategic HR planning** is all activity related to determining organizational and departmental HR goals and developing strategies to attain those goals. This proactive function helps management determine:
  - the current and future labor market for needed skills.
  - personnel management changes that will be needed.
  - new skills that will be needed within the organization.
  - recruiting techniques which are effective.
  - effective methods to attract and retain employees.

- **Organizational planning** is all activity related to designing the organization's structure and determining efforts needed to support changes in the structure.
- **Resource planning** is planning hourly, salaried and executive resources to support the organization's strategic objectives, including designing strategies to recruit and retain the highest quality workforce consistent with the organization's defined mission and goals.
- **Compensation planning** involves determining hourly, salaried and executive compensation.
- **Benefits planning** is determining employment benefit plans in accordance with the organization's defined direction, as well as legal and contracted obligations.

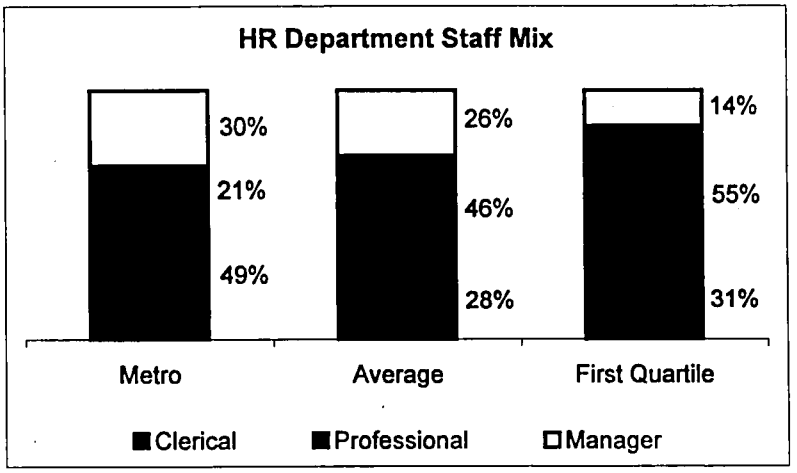
Benchmark Observations

- Decision support cost per employee is lower than first quartile and average organizations in important categories, such as strategic planning, organization planning and resource planning.
- Metro's HR Department completed two classification and compensation studies during the benchmark period, leading to possibly higher than usual compensation planning cost for the year.
- Public sector compensation planning costs are lower because there is no need to develop complex executive compensation programs involving such features as stock options and performance bonuses.
- Metro's diverse, decentralized and mission-oriented organization structure appears to preclude the need for extensive investment in HR professionals who provide HR decision support.

Best Practices That Can Close the Benchmarking Gap

- Develop an internal HR improvement team to periodically evaluate HR Department performance, effectiveness and opportunities for improvements.
- Invest additional resources in HR activities that focus on strategic functions such as employee development and decision support.

7 HR Staff Mix



Metro's HR Department dedicates a relatively large percent of its resources to clerical rather than strategic functions.

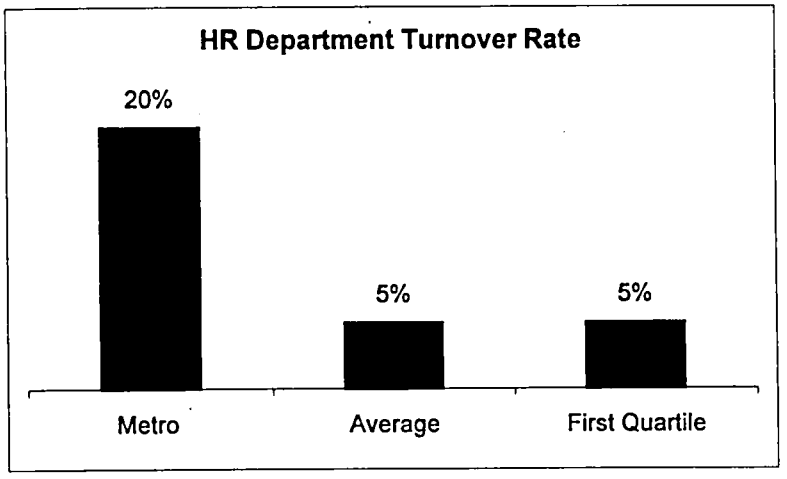
Benchmark Observations

- Metro's HR Department has a large percentage of clerical staff.
- Metro's HR professionals are often involved in administrative work, such as reclassifications, investigations, government compliance activities and creating reports.

Best Practices That Can Close the Benchmarking Gap

- Outsource less critical administrative tasks, such as managing benefit plans and employee data. Vendors who specialize in a particular area, such as benefits administration or payroll, offer HR managers expertise and efficiency through economies of scale.
- Invest in HR-specific systems applications that lead to greater efficiency. Some systems offer employee self-service for many HR functions, such as changes in benefits choices, dependents and addresses. HR staff are then freed up for higher-level work.
- Use HR generalists for analytical and technical functions, including supporting operating departments in areas such as staffing goals and strategies, training, identifying ways to more effectively attract and retain staff, and identifying skills within the organization that can be better utilized and add to employee development.
- Develop an internal HR improvement team to periodically evaluate HR function performance, effectiveness and opportunities for improvements, including adequacy and appropriateness of staffing.

8 HR Department Turnover Rate



Metro's HR Department experienced high turnover during the benchmark period.

Explanation

- This benchmark measures the turnover rate in HR departments in fiscal 1998.

Benchmark Observations

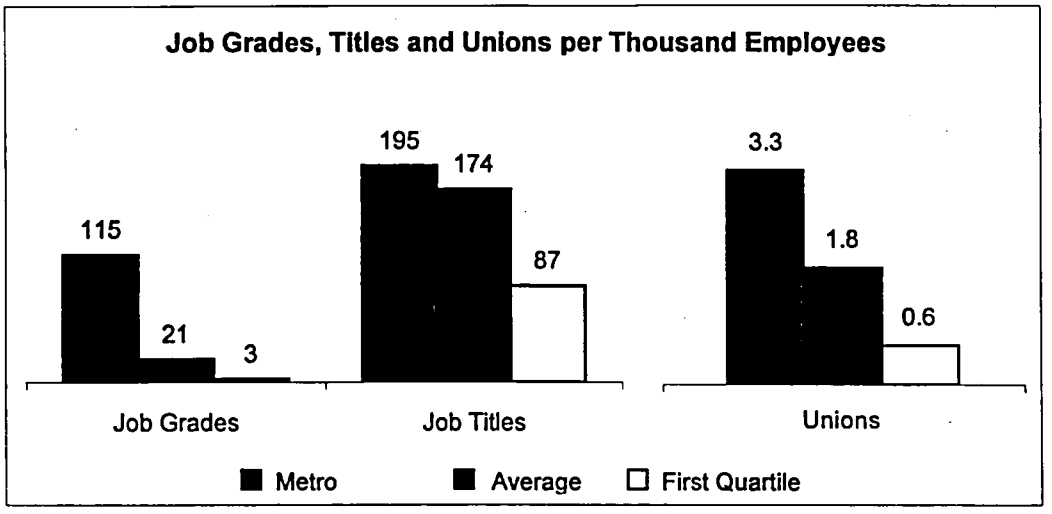
- After investing in employee hiring and development, turnover is expensive.
- Since Metro's HR Department is relatively small, a low number of staff departures can result in a high turnover percentage.
- Factors that may contribute to the high turnover rate include staff need for more challenging professional opportunities, more sense of accomplishment, better opportunities to advance, reduced administrative demands, better pay, etc.

Best Practices That Can Close the Benchmarking Gap

- Develop an internal HR improvement team to periodically evaluate HR Department performance, effectiveness and opportunities for improvements, including identifying which HR Department positions tend to have high turnover, factors contributing to turnover and whether action can be taken to retain employees.

9 Job Grades, Titles and Unions

Metro's numbers of job grades, titles and unions are very high.



Benchmark Observations

- Metro's ratio of job grades and titles to total employees is high.
- The difference between Metro and other organizations indicates a combination of factors relating to Metro's six unions and non-union structure, two distinct organizations (Metro and MERC) and various specialized but decentralized departments.
- Thirty-one percent of Metro's 1,798 employees belong to a union.
- The public sector usually has less flexibility in compensation arrangements, and government pay rates are often lower than private sector. Accordingly, government managers sometimes "create" new positions, grades and titles to justify salary and staffing increases.
- Additionally, collective bargaining agreements may lead to more job grades and titles. Labor contracts essentially "codify" the new and growing numbers of grades and titles.
- Five unions at Metro have 3-year contract periods; one has a 4-year period.

Best Practices That Can Close the Benchmarking Gap

- Streamline operations through "flattening" and incorporating more positions under fewer titles and grades.
- Proactively work with unions, emphasizing benefits of potentially improved efficiencies and effectiveness resulting from fewer grades and titles.
- Work with unions to implement longer contract periods, running five or more years. A longer contract period equates to more stability and less negotiation effort.

Background

This report presents benchmarking comparisons of Metro's HR processes against processes in HR departments at over 100 private and public organizations. Although some of Metro's benchmarked HR processes compare favorably, other benchmarked processes suggest that Metro has opportunities to adapt and apply best practices from other organizations. We base our analysis on benchmarking research that our contractor, The Hackett Group (THG), has conducted since 1991.

Benchmarking – A Diagnostic Tool

Benchmarking is an analysis of comparative data that can lead to insights that promote positive change. It is the discovery of specific practices responsible for high performance and understanding how these practices work. It is not a complex or highly conceptual method of improving operational effectiveness and efficiency. Rather, benchmarking is a management tool that works.

Benchmarking began in the private sector where businesses learned that they did not have to create new approaches to change their operations to improve profits. They found that they could realize more significant and pragmatic operational improvements by taking aspects of more effective operations and modifying practices for their operations.

Benchmarking in the Public Sector

In recent years, numerous government benchmarking experiences demonstrate that it is an effective way of doing business in environments that are becoming more results-oriented. For example, federal agencies have made significant operational improvements through their implementation of the Government Performance and Results Act. At the state level, the Oregon Legislature passed a government efficiency bill that set expectations for benchmarks and performance measures. Agencies have reported significant operational improvements as a result of such measurements. Benchmarking in the public sector has led to (1) working smarter toward effective results; (2) building on the work, experience, failures and successes of others; and (3) enhancing agency accountability and public trust.

The Hackett Group (THG)

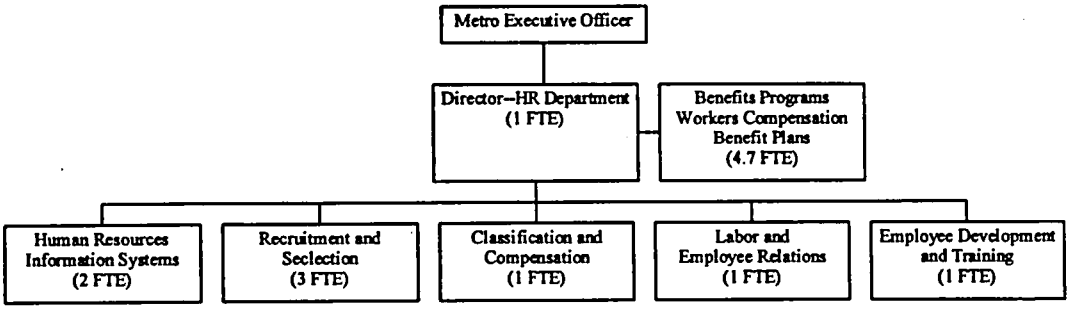
We performed our benchmarking survey through a contract with consultants at The Hackett Group, a widely recognized management consulting firm that specializes in benchmarking. THG's benchmarking studies have helped more than 1,300 organizations evaluate their operational efficiency and effectiveness, identify and adapt better approaches and implement positive change.

According to THG, it has the world's most comprehensive benchmarking database of organizations' key processes. THG's database represents a variety of organizations in private and public sectors in the production and services fields. The organizations against which we benchmarked Metro range in size from $200 million to nearly $43 billion in annual revenue, with HR department staffs as small as 11 and as large as 1,300. Although Metro is one of the smaller organizations, THG's benchmarking methodologies provide many comparisons that are relevant and applicable.

We present THG's summary benchmarking report on Metro's HR processes and our annotated comments in Appendix A.

Metro's Human Resources Department

Metro's HR Department supports Metro and MERC in the following areas: recruitment and selection, labor and employee relations, employee development and training, classification and compensation and HR information systems. The following illustration depicts the current organization of the HR Department. Other departments at Metro manage benefits programs, workers compensation, pension plans and health and welfare plans. These other functions are included in the benchmarking study because they are HR related activities.



Metro budgeted about $1,033,000 for HR related activities in 1998.

Objectives, Scope and Methodology

We conducted this work to determine how Metro's HR processes compare against a broad range of over 100 public and private organizations. Our objectives were to determine:

(1) the relative efficiency and effectiveness of Metro's HR functions.

(2) where "benchmarking gaps" exist. A benchmarking gap is the relative difference in performance, efficiency or effectiveness between a specific Metro HR activity and others in the database.

(3) where opportunities exist to narrow the benchmarking gap and enhance Metro's HR processes.

We worked with Metro's HR Department and THG in a multi-step benchmarking process. Our work included:

- attending THG's orientation and training meeting where THG consultants elaborated on HR process definitions and their questionnaire that asked 453 detailed questions on 21 HR processes for fiscal 1998.
- working with HR Department staff to collect data and complete the questionnaire.
- refining data on the completed questionnaire and verifying its accuracy and consistency.
- conferring with THG consultants on findings and implications of Metro's HR benchmarking.
- analyzing the implications of benchmarking gaps between Metro and other HR departments.

We worked with the HR Department to refine data presented in this report. In addition, we reviewed a 1991 performance audit of Metro's HR processes. Metro implemented most of the recommendations from that audit.

We recognize that Metro is not "typical" of the more than 100 HR departments benchmarked by THG, especially considering its small size and government environment. THG's precise definitions and data gathering processes helped create comparability in spite of organizational differences within the database. Our consistent use of THG's methodologies enabled us to compare Metro's HR processes to similar processes of other organizations, regardless of size or type of industry.

Our benchmarking study collected data across the following four broad HR categories and 21 HR processes.

Administration

- Health and Welfare Plans
- Pension Plans
- Savings Plans
- Compensation Administration
- Employee Data Management

Employee Development

- Employee Selection
- Training and Development
- Termination and Retirement
- Employee Relations

Decision Support

- Compensation Planning
- Benefits Planning
- Resource Planning
- Organization Planning
- Strategic HR Planning
- HR Management

Risk Management

- Labor Relations
- Employee Absence Management
- Supplier Management
- Government Compliance
- Benefits Program Cost Management
- Internal Compliance and Audit

We performed our work between July 1998 and May 1999 in accordance with generally accepted auditing standards.

Appendix A

Annotated THG Benchmark Report on Metro's HR Functions

The Hackett Group

T H G

Appendix 1 -- The Hackett Group Benchmarking Report on Metro's HR Processes (with Auditor's Italicized Annotations)

Metro Regional Government

Baseline

Item 1	Annual Total Human Resources Cost	($ Millions)	
	Systems Cost	$46,190	4%
	Outsourcing Cost	$90,486	10%
	Labor Cost	$777,549	75%
	Other Cost	$118,283	11%
	Total Annual HR Cost	$1,032,508	

-- "Systems Costs" include the costs include the hardware and software costs associated with HR functions.

-- "Outsourcing Costs" are all external costs associated with the delivery of HR processes and services.

-- "Labor Costs" include all compensation and fringe benefits for HR Department employees.

-- "Other Costs" are all remaining HR-related expenses, including supplies, postage, training and travel.

Item 2	Annual HR Cost Per Metro Employee		
	Systems Cost	$26	4%
	Outsourcing Cost	$50	10%
	Labor Cost	$433	75%
	Other Cost	$66	11%
	Total HR Cost Per Employee	$575	
	Total Number Of Employees	1,797	

-- The number of employees for most calculations represents all full-time, part-time and temporary/seasonal Metro employees, including those at MERC facilities, for whom HR processed documents in FY 1997-1998.

Item 3	Annual Labor Cost Per Employee		
	Decision Support	$53	12%
	Employee Development	$155	36%
	Risk Management	$98	23%
	Administration	$127	29%
	Total Annual Labor Cost	$433	

-- Decision Support includes HR activities on Employee Selection, Compensation Planning, Resource Planning, Benefits Planning, Organization Planning, Strategic HR Planning, and HR Management.

-- Employee Development Includes HR activities on Employee Selection, Training and Development, Termination and Retirement, and Employee Relations.

-- Risk Management includes HR activities on Labor Relations, Employee Absence Management, Supplier Management, Government Compliance, Benefits Programs Cost Management, and Internal Compliance/Audit.

-- Administration includes HR activities on Health and Welfare Plans, Pension and Savings Plans, Compensation Administration, and Employee Data Management.

Item	4	Annual Outsourcing Cost Per Employee		
		Decision Support	$0	0%
		Employee Development	$13	25%
		Risk Management	$14	27%
		Administration	$24	47%
		Total Annual Outsourcing Cost	$51	

Item	5	Annual Overhead Cost Per Employee	
		Systems Costs	$26
		Other Costs	$66
		Total Annual Overhead Cost	$92

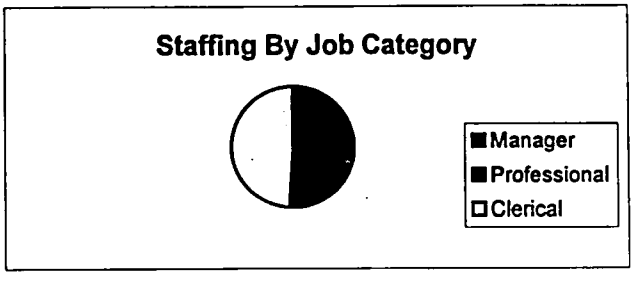
Item	6	Total Human Resources FTEs		
		Decision Support	1.5	11%
		Employee Development	4.6	34%
		Risk Management	3.0	22%
		Administration	4.6	33%
		Total FTEs	13.7	

Item	7	Human Resources FTEs Per Thousand Employees	
		Decision Support	0.8
		Employee Development	2.6
		Risk Management	1.7
		Administration	2.6
		Total FTEs Per Thousand Employees	7.7

Item	8	Human Resources FTE Time Allocation	
		Decision Support	11%
		Employee Development	34%
		Risk Management	22%
		Administration	33%

-- *See report Benchmark 5 for discussion.*

Item	9	Total Staffing By Job Category	FTEs	Percentage
		Manager	4.1	30%
		Professional	2.9	21%
		Clerical	6.7	49%
		Total Staffing By Job Category	13.7	100%



Item 10	Average Wage Rates By Job Category	Rate ($000)
	Manager	$78
	Professional	$70
	Clerical	$38
	Overall	$57

Item 11	Average Wage Rates By Process Category	Rate ($000)
	Administration	$50
	Risk Management	$58
	Employee Development	$61
	Decision Support	$63

Item 12	Number Of Systems	Systems
	Administration	1
	Risk Management	1
	Employee Development	1
	Decision Support	1
	Total	4

Item 13	Volume Comparisons	
	New Hires Per Thousand EEs	175
	Internal Placements Per Thousand EEs	47
	External Hires Per Thousand EEs	128
	Job Titles Per Thousand EEs	195
	Records Per Employee	3
	Resumes/Applications Per Placement	17

Item 14	Education, Experience, Turnover	
	Advanced Degrees	
	Managers	0%
	Professionals	50%
	Turnover Rate	20%
	Experience (Years)	15

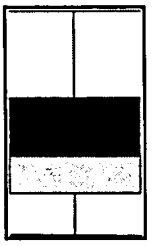
– Per THG's definition, advanced degrees are those that are HR-specific. Metro HR staff hold advanced degrees in other disciplines, such as law and education, which are not reflected here.

Benchmark Comparisons

Item 15	Annual HR Cost Per Employee	Metro	Average	1st Quartile
		$575	$1,528	$1,236

– See report Benchmark 5 for discussion.

Item 16 Annual Cost Per Employee Human Resources Cost--By Quartile



Quartile 4	$3,762
	$1,995
Quartile 3	$1,557
Quartile 2	$1,236
Quartile 1	$548

Metro--$575

-- *See report Benchmark 5 for discussion.*

Item 17 Annual HR Dept. Cost Per Employee	Metro		Average		1st Quartile	
Other Cost	$66	11%	$283	19%	$111	9%
Systems Cost	$26	4%	$114	7%	$148	12%
Outsourcing Cost	$50	10%	$373	24%	$371	30%
Labor Cost	$433	75%	$758	50%	$606	49%
Total HR Cost Per Employee	$575		$1,528		$1,236	

-- *See report Benchmark 5 for discussion.*

Item 18 Annual Labor Cost Per Employee	Metro		Average		1st Quartile	
Decision Support	$53	12%	$149	20%	$86	19%
Employee Development	$155	36%	$310	41%	$184	40%
Risk Management	$98	23%	$148	20%	$76	17%
Administration	$127	29%	$151	20%	$113	24%
Total Annual Labor Cost Per Employee	$433		$758		$459	

Item 19 Annual Outsourcing Cost Per Employee	Metro		Average		1st Quartile	
Decision Support	$0	0%	$8	2%	$1	1%
Employee Development	$13	25%	$96	26%	$15	19%
Risk Management	$14	27%	$28	7%	$2	2%
Administration	$24	47%	$241	65%	$59	78%
Annual Outsourcing Cost Per EE	$51		$373		$77	

Item 20 Annual Overhead Cost Per Employee	Metro		Average		1st Quartile	
Other Costs	$66	71%	$283	71%	$47	22%
Systems Costs	$26	29%	$114	29%	$167	78%
Total Annual Overhead Cost	$92		$397		$214	

-- *See report Benchmark 2 for discussion.*

Item 21 Total Human Resources FTEs Per Thousand Employees	Metro	Average	1st Quartile
Decision Support	0.8	1.5	2.0
Employee Development	2.6	4.7	5.2
Risk Management	1.7	2.1	1.3
Administration	2.6	2.7	1.5
Total FTEs Per Thousand Employees	7.7	11.0	10.0

Item 22 Human Resources FTE Time Allocation	Metro	Average	1st Quartile
Decision Support	11%	14%	20%
Employee Development	34%	44%	52%
Risk Management	22%	18%	13%
Administration	33%	24%	15%

– *See report Benchmark 5 for discussion.*

Item 23 Human Resources FTE Staff Mix	Metro	Average	1st Quartile
Clerical	49%	28%	31%
Professional	21%	46%	55%
Manager	30%	26%	14%

– *See report Benchmark 7 for discussion.*

Item 24 Average Wage Rates By Job Category	Metro	Average	1st Quartile
HR Managers ($000)	$78	$106	$85
HR Professionals ($000)	$70	$65	$54
HR Clericals ($000)	$38	$38	$31
Overall ($000)	$57	$68	$54

– *See report Benchmark 1 for discussion.*

Item 25 Average Wage Rates By Process Category	Metro	Average	1st Quartile
Administration ($000)	$50	$56	$40
Risk Management ($000)	$58	$69	$57
Employee Development ($000)	$61	$65	$54
Decision Support ($000)	$63	$95	$80

Item 26 Number Of Systems Per Thousand Employees	Metro		Average		1st Quartile	
Administration	0.56	25%	2.8	31%	0.7	37%
Risk Management	0.56	25%	2.5	28%	0.5	26%
Employee Development	0.56	25%	2.4	26%	0.4	21%
Decision Support	0.56	25%	1.4	15%	0.3	16%
Total Systems Per Thousand Employees	2.23		9.1		2	

Item 27 Placements Per Thousand Employees	Metro		Average		1st Quartile	
New Hires Per Thousand EEs	175		167		89	
Internal Placements	47	27%	58	35%	35	39%
External Hires	128	73%	109	65%	54	61%

– *See report Benchmark 3 for discussion.*

Item 28 Job Titles Per Thousand Employees	Metro	Average	1st Quartile
	195	174	87

– *See report Benchmark 9 for discussion.*

Item 29 Discrete Records Per Employee	Metro	Average	1st Quartile
	3	10	4

Item 30 Resumes/Applications Per Placement	Metro	Average	1st Quartile
	17	11	6

-- See report Benchmark 3 for discussion.

Item 31 HR Department Advanced Degrees	Metro	Average	1st Quartile
Manager	0%	20%	33%
Professional	50%	10%	12%

Item 32 HR Department Experience (Years)	Metro	Average	1st Quartile
	15	19	14

Item 33 HR Department Turnover Rate	Metro	Average	1st Quartile
	20%	5%	5%

-- See report Benchmark 8 for discussion.

Process Analysis

Item 34 Annual Administration Cost Per Employee	Metro		Average		1st Quartile	
Employee Data Management	$26	10%	$40	10%	$18	10%
Expatriate Administration	$0		$16	4%	$3	2%
Compensation Administration	$36	14%	$48	12%	$28	16%
Pension Plans Administration	$27	10%	$29	7%	$16	9%
Savings Plans Administration	$87	33%	$23	6%	$10	6%
Health & Welfare Plans Administration	$86	33%	$236	61%	$97	57%
Total Annual Administration Cost	$262		$392		$172	

Item 35 Annual Compensation Administration Cost Per Employee	Metro	Average	1st Quartile
	$36	$48	$28

Item 36 Compensation Administration FTEs Per Thousand Employee	Metro	Average	1st Quartile
	0.7	0.7	0.4

Item 37 Job Grades And Titles Per Thousand Employees	Metro	Average	1st Quartile
Job Grades Per 1,000 Employees	115	21	3
Job Titles Per 1,000 Employees	195	174	87

-- See report Benchmark 9 for discussion.

Item 38 Pay Adjustments Per Employee	Metro	Average	1st Quartile
Number of Pay Adjustments Per Employee	0.9	1.1	0.9

Item			Metro		Average		1st Quartile	
39	HR Data Management Cost Per Employee		$26		$40		$18	
40	Discrete Records Per Employee		3		10		4	
41	Record Updates Per Employee		2.6		4.1		2.0	
42	Annual Risk Management Cost Per Employee		Metro		Average		1st Quartile	
	Internal Compliance And Audit		$3	3%	$10	6%	$6	8%
	Benefits Programs Cost Management		$4	4%	$11	6%	$5	6%
	Government Compliance		$7	6%	$32	18%	$17	22%
	Supplier Management		$11	10%	$14	8%	$8	10%
	Labor Relations		$60	53%	$41	23%	$24	31%
	Employee Absence Management		$27	24%	$68	39%	$18	23%
	Annual Risk Management Cost		$112		$176		$78	
43	Employee Absence Management Cost Per Employee		Metro		Average		1st Quartile	
	Labor Cost Per Employee		$13	48%	$50	74%	$18	100%
	Outsourcing Cost Per Employee		$14	52%	$18	26%	$0	0%
	Process Cost Per Employee		$27		$68		$18	
44	Injury Claims Filed Per Thousand Employees		Metro		Average		1st Quartile	
			40		32		8	

-- See report Benchmark 4 for discussion.

Item			Metro		Average		1st Quartile	
45	Percent Of Work Days Lost to Absence		2%		4%		2%	
46	Labor Relations Cost Per Employee		Metro		Average		1st Quartile	
	Labor Cost Per Employee		$60	100%	$39	95%	$23	96%
	Outsourcing Cost Per Employee		$0	0%	$2	5%	$1	4%
	Process Cost Per Employee		$60		$41		$24	

-- Metro's Labor Relations costs may be relatively high because Metro's Labor Relations function manages six collective bargaining agreements in a relatively small organization.

Item			Metro		Average		1st Quartile	
47	Number Of Bargaining Units Per Thousand Employees		3.3		1.8		0.6	

Item			Metro		Average		1st Quartile	
Item	48	Annual Employee Development Cost Per Employee						
		Employee Relations	$52	31%	$91	22%	$51	26%
		Training & Development	$39	23%	$175	43%	$80	40%
		Employee Selection	$50	30%	$111	27%	$52	26%
		Termination/Retirement Mgmt.	$26	16%	$29	7%	$16	8%
		Total Employee Development Cost	$167		$406		$199	

Item			Metro		Average		1st Quartile	
Item	49	Employee Selection Cost Per Employee						
		Labor Cost Per Employee	$38	76%	$79	71%	$43	83%
		Outsourcing Cost Per Employee	$12	24%	$32	29%	$9	17%
		Process Cost Per Employee	$50		$111		$52	

-- See report Benchmark 3 for discussion.

Item			Metro	Average	1st Quartile
Item	50	Number Of Placements Per Thousand Employees	175	167	89

-- See report Benchmark 3 for discussion.

Item			Metro		Average		1st Quartile	
Item	51	Source Of Placements						
		Internal Placements	47	27%	58	35%	35	39%
		External Placements	128	73%	109	65%	54	61%

-- See report Benchmark 3 for discussion.

Item			Metro	Average	1st Quartile
Item	52	Two Year Retention Rate	89%	78%	89%

-- See report Benchmark 3 for discussion.

Item			Metro		Average		1st Quartile	
Item	53	Employee Relations Cost Per Employee						
		Labor Cost Per Employee	$52	100%	$88	97%	$50	98%
		Outsourcing Cost Per Employee	$0	0%	$3	3%	$1	1%
		Process Cost Per Employee	$52		$91		$51	

Item			Metro	Average	1st Quartile
Item	54	Employee Relations FTEs Per Thousand Employees	0.6	1.2	0.8

Item			Metro	Average	1st Quartile
Item	55	Number Of Employees Per HR Generalist	1,107	476	562

Item			Metro	Average
Item	56	HR Generalist's Time Allocation		
		Routine HR Work	12%	21%
		Employee Problems	12%	17%
		Line Manager	21%	18%
		Developing HR Plans	11%	9%
		Facilitating	11%	8%
		Crisis Relations	11%	8%
		Employee Selection	16%	14%
		Administrative Tasks	6%	6%

Item 57 Annual Decision Support Cost Per Employee

	Metro		Average		1st Quartile	
HR Function Management	$18	30%	$36	23%	$23	26%
Strategic HR Planning	$7	12%	$26	17%	$12	14%
Organization Planning	$2	3%	$29	18%	$16	18%
Resource Planning	$6	10%	$24	15%	$12	14%
Compensation Planning	$17	28%	$27	17%	$16	18%
Benefits Planning	$10	17%	$15	10%	$8	10%
Process Cost Per Employee	$60		$157		$87	

-- *See report Benchmark 6 for discussion.*

Item 58 Decision Support Best Practice Utilization

	Metro	1st Quartile
Integrated Strategic Planning	No	Yes
Explicit Training Plans	No	Yes
Resource Plans Identify Scarce Sets Of Skills	No	Yes

Response to the Report

M E M O R A N D U M

METRO

July 7, 1999

TO: Alexis Dow, CPA, Metro Auditor

FROM: Mike Burton, Executive Officer

SUBJECT: Response to HR Benchmarks and Opportunities

Thank you for the opportunity to respond to the HR Benchmarks and Opportunities Report. You and your staff have compiled a significant amount of information which will help Metro deliver services more effectively in the future.

For the most part, I concur with your recommendations. It should be noted that some of the timetables for implementing improvements will take longer than desirable. Our reasons include the fact that Metro will have a new HR Director in the fall of 1999 who will need time to assess and assimilate the information you've provided. Another reason is that some recommendations will require a change in the culture at Metro and how departments see the role of HR. This effort will be successful if the change is incremental and is fully accepted by all constituencies.

RECOMMENDATION RESPONSES

1. Evaluate reasons for and alternatives to Metro's large number of job grades and titles. This process should include identifying ways to incorporate the large number of current positions under fewer titles and grades. We suggest working with Metro's unions on the issue, emphasizing benefits of improved efficiencies and effectiveness through streamlined processes. We also recommend working with unions to establish longer-term collective bargaining agreements.

Agreement with Recommendation: I agree in part and disagree in part. I agree that the high numbers of job titles and grades at Metro are a product of multiple collective bargaining units, two distinct entities (Metro and MERC) and the specialization of the work being done in various departments. I disagree that multiple job titles and grades are impacted by fewer or more years in a collective bargaining agreement. Multiple job titles and grades are more a product of the

diverse nature of the functions performed by Metro/MERC employees and meeting the legitimate, changing business requirements within Metro and MERC. In other words, they are primarily driven by HR's internal customers, Metro/MERC departments and facilities.

Proposed Action Plan: HR will embark on a program of reviewing the classification structure at Metro and MERC with the aim of eliminating obsolete, unused classifications and reducing the number of job titles and grades by combining like classifications where possible. This effort will be continuous and ongoing. It should be noted that Metro just finished negotiating successor agreements with its two largest unions resulting in a 3-year agreement with AFSCME 3580 and a 4-year agreement with LIU 483.

2. Establish an internal HR improvement team to periodically evaluate HR department performance, effectiveness and opportunities for improvements.

Agreement with Recommendation: I agree.

Proposed Action Plan: Within FY 1999-00 an internal HR improvement team will be established and the services of an HR consultant will be considered to help with the team process and identify steps Metro can take which will lead to improvements. Areas the team will address include: whether enhanced HR systems applications are cost effective, outsourcing HR functions, curtailing or eliminating certain administrative activities, whether the HR function has sufficient resources to fully meet its responsibilities and reducing turnover in HR.

3. Identify and evaluate options that would reduce the HR Department administrative burden. Such options may include, among others, outsourcing, increasing the use of technology and changing staff mix.

Agreement with Recommendation: I agree for the most part. However, the recommendation seems to imply that HR professionals perform employee record updates and acknowledging job applications received. HR clerical staff perform this important body of work, not HR professionals.

Proposed Action Plan: Using the HR improvement team as a resource, we will explore expanding the use of PeopleSoft capabilities, the Internet and the IntraMet. Using a benefit-cost process we will look at acquiring additional resources to enhance the existing systems (i.e., employee self service, decentralized data entry, on-line job applications, etc.) which may allow for a change in staff mix. Once the IntraMet is fully operational, we will use it to provide information so that Metro staff can get more timely information and have instant access to HR and Benefit information. This may reduce the time HR and Benefit support staff and professionals spend generating redundant information as questions are asked.

4. Emphasize the HR Department as a strategic partner in areas such as organizational structure, staff development and team development.

Agreement with Recommendation: I agree.

Proposed Action Plan: The performance plan for the new HR Director will include the following:

1. By September of 2000

- Using the HR staff and the improvement team as a resource, develop an HR strategic plan for Metro including identification of HR core functions and the resources necessary to accomplish each element of the plan;

- Gain agreement from Metro's Executive Officer, Chief Operating Officer, and Cabinet on the elements of the plan and the resources needed;

- Budget needed resources in affordable increments for 200l-02, 2002-03 and 2003-04; and

- Evaluate and report progress annually

2. HR will continue to work with the Chief Operating Officer and Department Directors to identify staff development needs, design and develop ways to meet those needs, measure and report improvement. Team development may be one of the needs identified.

METRO

Metro Auditor
Report Evaluation Form

Fax... Write... Call...
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Our mission at the Office of the Metro Auditor is to assist and advise Metro in achieving honest, efficient management and full accountability to the public. We strive to provide Metro with accurate information, unbiased analysis and objective recommendations on how best to use public resources in support of the region's well-being.

Your feedback helps us do a better job. If you would please take a few minutes to fill out the following information for us, it will help us assess and improve our work.

Name of Audit Report: _____

Please rate the following elements of this report by checking the appropriate box.

	Too Little	Just Right	Too Much
Background Information	❑	❑	❑
Details	❑	❑	❑
Length of Report	❑	❑	❑
Clarity of Writing	❑	❑	❑
Potential Impact	❑	❑	❑

Suggestions for our report format: _____

_____

_____

Suggestions for future studies: _____

_____

_____

Other comments, ideas, thoughts: _____

_____

_____

Name (optional): _____

Thanks for taking the time to help us.

Fax: 797-1831
Mail: Metro Auditor, 600 NE Grand Avenue, Portland, OR' 97232-2736
Call: Alexis Dow, CPA, Metro Auditor, 797-1891
Email: dowa@metro.dst.or.us

Agenda Item Number 7.1

Consideration of the July 29, 1999 Metro Council Meeting minutes.

Metro Council Meeting
Thursday, August 5, 1999
Council Chamber

Agenda Item Number 8.1

Resolution No. 99-2808A. For the Purpose of Amending the Metropolitan Transportation Improvement Program (MTIP) to Program the Job Access and Reverse Commute Grant Program Between Canby and Wilsonville.

Metro Council Meeting
Thursday, August 5, 1999
Council Chamber

FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO PROGRAM THE JOB ACCESS AND REVERSE COMMUTE GRANT PROGRAM BETWEEN CANBY AND WILSONVILLE	)))))))	RESOLUTION NO. 99-2808A Introduced by Councilor Jon Kvistad, JPACT Chair

WHEREAS, The Oregon Office of Energy submitted a grant application to the Federal Transit Administration (FTA) to fund a Job Access and Reverse Commute grant program under Section 3037 of the Transportation Equity Act for the 21st Century (TEA-21); and

WHEREAS, Metro submitted a letter of support for the grant which stated that the plan was consistent with regional transportation goals and objectives in the *Regional Framework Plan* in the policy chapter of the *Regional Transportation Plan*; that Metro would amend the MTIP to show the project at such time as FTA approved the grant application and awarded a specific federal dollar amount; and that Metro desired to participate on the project steering committee; and

WHEREAS, FTA informed the Oregon Office of Energy that $150,000 of first-year federal funds have been awarded the plan, subject to local cash and/or in-kind match of $150,000; and

WHEREAS, The Oregon Office of Energy has requested that Metro amend the MTIP to reflect award of the federal funds; and

WHEREAS, All activities contemplated by the program are exempt with respect to regional air quality conformity issues; now, therefore,

BE IT RESOLVED,

1. That results of previously implemented pilot projects be provided by Aegis Transportation.

2. That cost and ridership estimates by Aegis and post-implementation evaluation by Oregon Office of Energy and SMART be developed.

3. That a project steering committee be established.

4. That costs be recognized and reimbursed to SMART to implement the proposal.

5. That Metro staff participate as the project moves through implementation.

6. That the MTIP is amended to show allocation of $150,000 of Section 3037 funds to the Job Access and Reverse Commute Program.

7. That the Executive Officer is authorized to assign staff to the project steering committee to implement the present award and to assure representation of Metro interests in implementation of any subsequent awards.

8. That the Executive Officer is authorized to request amendment of the STIP to reflect this action and to coordinate administrative details with staff of ODOT, the Oregon Office of Energy and others giving cash and/or in-kind match for the program.

9. That approval of this grant shall be conditioned on development of a Safety, Security and Liability Plan for approval by SMART and review by JPACT.

10. That at one and two-year milestones, an audit will be furnished to JPACT documenting start-up versus continuing operating and administrative expenses for the program.

_____

Rod Monroe, Presiding Officer

Approved as to Form:

_____

Daniel B. Cooper, General Counsel

BB:lmk
99-2808A.RES.DOC
7-20-99

TRANSPORTATION PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2808A, FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO PROGRAM THE JOB ACCESS AND REVERSE COMMUTE GRANT PROGRAM BETWEEN CANBY AND WILSONVILLE

Date: July 27, 1999 Presented by: Councilor Kvistad

Committee Recommendation: At its July 20 meeting, the Committee considered Resolution No. 99-2808A and voted 2-0 to send the resolution, as amended, to the Council with a do pass recommendation. Voting in favor: Councilors Atherton and Vice-Chair Bragdon. Chair Kvistad was excused.

Committee Issues/Discussion: Andy Cotugno, Transportation Planning Director, presented the staff report. He explained that the purpose of the resolution to amend the Metropolitan Transportation Improvement Plan (MTIP) to recognize a program to provide enhanced job access in the Wilsonville/Canby area. The program would provide a carpooling system that would provide door-to-door on-demand transportation services to assist individuals in accessing local job opportunities. The program would operate for a planned period of five years. It would be managed by a private vendor, Aegis Transportation, with oversight provided by the state Office of Energy and SMART (South Metropolitan Area Rapid Transit) with serves the Wilsonville area.

The Federal Transit Administration has approved a $150,000 grant which would fund 50% of the first year's budget for the program. The remaining initial funding would come from local capital and in-kind services. No Metro funds are involved in the project, but Metro must approve inclusion of the program in the MTIP as a prerequisite to receiving the federal grant. The state Office of Energy will submit annual requests for additional funding, with the local and federal shares remaining the same.

Vice-Chair Bragdon noted that two areas of concerns had been raised during JPACT review of the proposed resolution. First, concern was expressed about the safety and security of the proposed system that would allow private citizens to pick up and transport others to and from various job sites. He noted the Mr. Cotugno had drafted an amendment to require that safety and security plan be drafted and submitted for approval by SMART and review by JPACT. Councilor Atherton expressed concern about the liability of the public entities involved in the program, including Metro. In response to his concern, it was agreed that safety and security plan also would address liability issues.

Vice-Chair Bragdon indicated that the second area of concern related to the relatively high initial administration and overhead costs budgeted for the program. He noted that in the first partial year of operation that these costs would represent nearly 80% of the total projected operating costs. He indicated that he had worked with Mr. Cotugno to draft an amendment that would require an annual audit of administrative and operating costs during the first two years of the program, and that the results of the audit would be submitted for JPACT review.

The two amendments were adopted. Mr. Cotugno indicated that, in his opinion, the nature of the amendments would not require the resolution to be returned to JPACT for reconsideration.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2808A FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO PROGRAM THE JOB ACCESS AND REVERSE COMMUTE GRANT PROGRAM BETWEEN CANBY AND WILSONVILLE

DATE: June 15, 1999 Presented by: Andrew C. Cotugno

PROPOSED ACTION

This resolution would approve amending the Metropolitan Transportation Improvement Program (MTIP) to program $150,000 of Section 3037 funds awarded by the Federal Transit Administration (FTA) for first-year financing of the Job Access and Reverse Commute grant program. The resolution authorizes Metro representation on the program steering committee to implement the currently allocated funds and any other funds that may be awarded in the future.

TPAC and JPACT have reviewed this MTIP amendment and recommend approval of Resolution No. 99-2808.

BACKGROUND AND ANALYSIS

Section 3037 of the Transportation Equity Act for the 21st Century (TEA-21) authorized FTA competitive award of funds for Job Access and Reverse Commute Program proposals. The Oregon Office of Energy submitted a grant in December 1998 which outlined a program to develop a low-cost, semi-automated, telecommunications-linked carpool system.

Attachment 1 shows the FY 1999 budget. First-year federal financing was awarded in the amount of $150,000. Federal funds would be matched with local capital and in-kind services equaling $150,000. About 13 percent ($20,000) of the federal grant would be allocated for capital costs, including vans, palmtop computers and desktop computers and software. The remaining 87 percent ($130,000) is allocated for operating costs. This includes about 15 percent of the grant for dispatch and feeder services, 50 percent for project management integration and 21 percent for systems integration. The Office of Energy plans to submit another proposal to FTA for FY 2000.

Program participants include the Oregon Office of Energy, Wilsonville SMART and Aegis Transportation in Tigard.

A program description was provided to FTA and the program was the subject of a briefing before TPAC shortly after submission of the grant request. Attachment 2 is a letter of support from Mike Burton, Metro Executive Officer. The letter suggests that the Job Access and Reverse Commute Program address the following issues:

1. Provide results of previously implemented pilot projects by Aegis Transportation.

2. Development of cost and ridership estimates by Aegis and post-implementation evaluation by Oregon Office of Energy and SMART.

3. Establishment of a project steering committee.

4. Recognition and reimbursement of costs to SMART to implement the proposal.

5. Metro staff participation as the project moves through implementation.

ATTACHMENT 1

MEMO Friday, June 11, 1999

To: Bill Barber, Metro

From: Phil Carver, Oregon Office of Energy

Subject: Request for MTIP Amendment for FTA Job Access and Reverse Commute Grant Program between Canby and Wilsonville

This memo requests an amendment to the Metro Transportation Improvement Program to include the Oregon Office of Energy and the Oregon Department of Transportation's Division of Public Transit Job Access and Reverse Commute project. The Federal Transit Administration has approved the proposal. The project will use federal funds with local and state matching funds to develop a low-cost, semi-automated, Telecommunications-Linked Carpool (TLC) system (a.k.a. smart jitney system). It will offer real-time door-to-door service similar to taxis at the cost of carpooling between Canby and Wilsonville. If the TLC project works as anticipated, it will provide a low-cost, public-private approach to increase mobility and accessibility. The TLC concept builds upon the excellent bus and dial-a-ride system foundation already established by South Metro Area Rapid Transit (SMART) in Wilsonville.

FY 1999 BUDGET (partial year of operation)	FEDERAL	TOTAL
Rent 8 vans, 100 palmtop computers and purchase 2 desktop computers with software		
Capital Costs Subtotal	**$20,000**	**$40,000**
Activity: Schedule/Dispatch	$16,000	$32,000
Activity: Feeder services, emergency backup services and telecommunication services	$6,000	$12,000
Activity: Administration – project management, marketing, overhead, training, data collect	$76,000	$152,000
Activity: Administration – systems integration	$32,000	$64,000
Operating Costs Subtotal	**$130,000**	**$260,000**
GRAND TOTAL	**$150,000**	**$300,000**

The Canby to Wilsonville project is planned for 5 years.. The Office of Energy plans to submit a proposal to the FTA for FY 2000. For Fiscal Years 2000 and beyond the detailed costs will shift but the local and federal shares and the total budget will remain the same.

Thank you for considering this amendment.

cc Cynthia Thompson, Robert Behnke, Jean Palmateer
[F:\STAFF\RESOURCES\PCARVER\INTERNAL\TRANSPORT\MTIPREQ.DOC]

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1700 | FAX 503 797 1797

METRO

ATTACHMENT 2

December 30, 1998

Mr. William Nesmith
Conservation Administrator
Oregon Office of Energy
625 Marion St. NE, Suite 1
Salem, Oregon 97301-3742

Dear Mr. Nesmith:

I am writing in response to your proposed grant application to the Federal Transit Administration under the "Job Access and Reverse Commute Grant Program." We understand that your proposed application is in cooperation with Aegis Transportation Information Services, Inc. and is proposed as a service operated cooperatively with the City of Wilsonville through its transit operator, SMART. The specific proposal would involve operation of "smart jitneys" between Wilsonville and Canby, Woodburn and Newberg.

As the designated Metropolitan Planning Organization for the Portland region, Metro is required to endorse and program grant funds in the region's *Transportation Improvement Program*. Pending notification by the Federal Transit Administration of the grant award, we look forward to proposing such an action to Metro's Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council. In addition, we would be interested in participating with you and SMART in the implementation of the project.

In order to facilitate consideration of a *Transportation Improvement Program* amendment, we would suggest including a review opportunity at the January 29 meeting of the Transportation Policy Alternatives Committee (TPAC) and the February 11 meeting of the Joint Policy Advisory Committee on Transportation (JPACT). At that time, we would look forward to you addressing the following issues:

1. We would be interested in the results of any pilot projects implemented previously. We understand that Aegis, Inc. was involved in projects in Hawaii and California that could be instructive.

2. We would suggest that an early task be included in the work program to develop estimates of cost and ridership that would be anticipated and that a later task includes conducting a post-implementation evaluation of the experiment. In addition, we would suggest Aegis, Inc. be responsible for development of the anticipated costs and ridership but that ODOE and SMART be responsible for the post-implementation evaluation.

3. We would recommend establishment of a project steering committee to include ODOE, Metro, SMART, ODOT – Public Transit Division and several of the Wilsonville employers.

4. Implementation of the proposal will require the direct involvement of SMART; the grant should recognize their costs and include reimbursement.

5. We would be interested in participating in the project as it moves through implementation and would be willing to provide the 50 percent local match for staff time on the project assuming the other 50 percent is funded through the grant.

At the time of grant approval, we will initiate a formal amendment to the *Metropolitan Transportation Improvement Program* to program the grant and will request a comparable amendment of the *State Transportation Improvement Program* by the Oregon Department of Transportation.

Sincerely,

Mike Burton
Executive Officer

CC: Helen Knoll, FTA Region X Administrator
Robert Behnke, Aegis Transportation Information Services
Cynthia Thompson, SMART Transit Director
Martin Loring, ODOT Public Transit Division Manager
Dr. Phillip H. Carver, Oregon Department of Energy

Agenda Item Number 8.2

Resolution No. 99-2809, For the Purpose of Amending the Metropolitan Transportation Improvement Program (MTIP) to Program Section 5309 Funds for Rehabilitation and Expansion of the Powell Bus Garage.

Metro Council Meeting
Thursday, August 5,1999
Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO PROGRAM SECTION 5309 FUNDS FOR REHABILITATION AND EXPANSION OF THE POWELL BUS GARAGE	) RESOLUTION NO. 99-2809)) Introduced by) Councilor Jon Kvistad) JPACT Chair)

WHEREAS, Tri-Met has requested amendment of the Metropolitan Transportation Improvement Program (MTIP) to program $16.5 million of Section 5309 (formerly Section 3) New Start Discretionary funding for rehabilitation and expansion of the Powell Maintenance Facility; and

WHEREAS, Regional priorities were adopted by JPACT at their February 11, 1999 meeting, including this request for Discretionary funding; and

WHEREAS, The anticipated cash flow is: FY 00 - $0.5 million; FY 01 - $8.0 million; and FY 02 - $8.0 million; and

WHEREAS, Tri-Met presented this project to the state congressional delegation as second in priority only to completion of the Westside Light Rail project; and

WHEREAS, Tri-Met anticipates federal appropriation of funds for the project; and

WHEREAS, Tri-Met has stated its intent to pursue the project with general funds in the absence of complete or partial federal assistance; and

WHEREAS, Regionally supported expansion of the bus fleet necessitates expansion of Tri-Met's maintenance capability; and

WHEREAS, Identification of the project in the MTIP and State TIP is needed so that Tri-Met can proceed in a timely fashion on the project without eliminating the potential to receive reimbursement of general fund expenses should an appropriation be forthcoming; and

WHEREAS, Rehabilitation and expansion of such facilities is specifically exempt from regional air quality conformity analysis; now, therefore,

BE IT RESOLVED:

1. The MTIP is amended to reflect programming of $16.5 million of Section

5309 funds for rehabilitation and expansion of the Powell Maintenance Facility.

2. Staff is authorized to coordinate programming of the funds with Tri-Met and ODOT personnel with respect to phase of work and anticipated year of obligation.

ADOPTED by the Metro Council this ____ day of _____, 1999.

_____
Rod Monroe, Presiding Officer

Approved as to Form:

_____
Daniel B. Cooper, General Counsel

99-2809. Res.Doc
TW:lmk
6/29/99

TRANSPORTATION PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2809, FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PLAN (MTIP) TO PROGRAM SECTION 5309 FUNDS FOR REHABILITATION AND EXPANSION OF THE POWELL GARAGE

Date: July 27, 1999 Presented by: Councilor Kvistad

Committee Recommendation: At its July 20 meeting, the Committee considered Resolution No. 99-2809 and voted 2-0 to send the resolution to the Council with a do pass recommendation. Voting in favor: Councilors Atherton and Vice-Chair Bragdon. Chair Kvistad was excused.

Committee Issues/Discussion: Andy Cotugno, Transportation Planning Director, presented the staff report. He noted that proposed improvements in the region's transit system will require expansion of Tri-Met's Powell Garage. The resolution would endorse Tri-Met's intent to seek federal funds for the proposed expansion and make the necessary changes in the MTIP that are needed to receive the requested federal funds. He explained that it may take 1-2 years for a determination to be made concerning Tri-Met's funding request.

Cotugno noted that it is Tri-Met's intent to proceed with the project immediately using its own general fund resources. By including the project in the MTIP, Tri-Met would be eligible to seek reimbursement for already expended funds if federal approval were granted in a future year. The total estimated cost of the project is $16.5 million and would be scheduled over the next three fiscal years ($500,000 in the current fiscal year for initial design and engineering work).

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2809 FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO PROGRAM SECTION 5309 FUNDS FOR REHABILITATION AND EXPANSION OF THE POWELL BUS GARAGE

June 29, 1999 Presented by: Andrew C. Cotugno

PROPOSED ACTION

Approval of this resolution would amend the MTIP to allocate $16.5 million of Section 5309 (formerly FTA Section 3 "New Start") funds for design and construction of rehabilitation and expansion of maintenance facilities housed at Tri-Met's Powell Bus Garage.

TPAC has reviewed this amendment and recommends approval of Resolution No. 99-2809.

BACKGROUND AND ANALYSIS

The region has committed to expansion of transit service as part of its overall strategy to reduce dependence on and demand for single occupant auto travel and the consequent demand for new road construction. To meet these goals, Tri Met has steadily increased the size of its bus fleet, including a significant increment of new additions to the fleet recently approved in the Priorities 2000 allocation. Maintenance and housing of these vehicles requires expansion and rehabilitation of the existing Powell Bus Garage. This action was Tri Met' second highest priority communicated to the state congressional delegation for earmark of Section 5309 funds in the upcoming transportation appropriation bill; (completion of Westside funding was the first highest priority).

Tri-Met has requested programming of funds in anticipation of a Section 5309 appropriation. The expected schedule for obligation of the funds is as follows:

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FY 00   $0.500 for design
FY 01   $8.000 for construction
FY 02   $8.000 for construction
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Tri-Met already owns the needed property so no new right-of-way will be required. Additionally, this type of improvement to transit facilities is specifically exempted from regional air quality conformity analysis in controlling regulations. If the region does not succeed in winning an earmark in the current appropriation process, it is Tri-Met's intent to proceed with the project using their own general funds. (The MTIP would be technically amended to reflect the appropriate fund type.) However, by showing the project in the MTIP as an approved regional project, Tri-Met would be able to seek federal reimbursement of any general fund incurred expenses if an earmark is secured in future year appropriations.

Agenda Item Number 8.3

Resolution No. 99-2810, For the Purpose of Authorizing Release of the 1999 Update to the Regional Transportation Plan for Jurisdictional and Public Comment.

Metro Council Meeting
Thursday, August 5, 1999
Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AUTHORIZING RELEASE OF THE 1999 UPDATE TO THE REGIONAL TRANSPORTATION PLAN FOR JURISDICTIONAL AND PUBLIC COMMENT	RESOLUTION NO. 99-2810 Introduced by Councilor Jon Kvistad, Chair JPACT

WHEREAS, Pursuant to Title 23, Code of Federal Regulations (CFR) Part 450 and Title 49 CFR part 613, Metropolitan Planning Rules, the federal Transportation Equity Act for the 21st Century (TEA-21) regulations require metropolitan planning organizations to update transportation plans every three years; and

WHEREAS, The *Interim Federal Regional Transportation Plan* (RTP) established compliance with the 15 federal planning factors and other federal regulations through Metro Resolution No. 95-2138A in May 1995; and

WHEREAS, The updated RTP policies approved by Resolution No. 96-2327 in July 1996 established a new policy direction for the RTP that emphasizes implementation of the 2040 Growth Concept; and

WHEREAS, The state Transportation Planning Rule (TPR) requires metropolitan planning organizations to complete transportation system plans that satisfy requirements of the rule; and

WHEREAS, Preliminary findings on the draft RTP appear to comply with regional, state and federal planning requirements; now, therefore,

BE IT RESOLVED,

That the Metro Council hereby declares:

That the draft policies, analysis, recommended projects and financial plan

be compiled by staff into a draft RTP document for the purpose of public review and comment.

ADOPTED by the Metro Council this _____ day of _____, 1999.

_____
Rod Monroe, Presiding Officer

Approved as to Form:

_____
Daniel B. Cooper, General Counsel

TK:lmk
99-2810.RES.DOC
6-29-99

TRANSPORTATION PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2810, FOR THE PURPOSE OF AUTHORIZING RELEASE OF THE 1999 UPDATE TO THE REGIONAL TRANSPORTATION PLAN FOR JURISDICTIONAL AND PUBLIC COMMENT

Date: July 27, 1999 Presented by: Councilor Kvistad

Committee Recommendation: At its July 20 meeting, the Committee considered Resolution No. 99-2810 and voted 2-0 to send the resolution to the Council with a without recommendation. Voting in favor: Councilors Atherton and Vice-Chair Bragdon. Chair Kvistad was excused.

Committee Issues/Discussion: Andy Cotugno, Transportation Planning Director, presented the staff report. He noted that the intent the proposed resolution was to initiative the public comment period on the proposed 1999 update of the Regional Transportation Plan (RTP). The resolution would "freeze" the current draft document which would then become the document that would be the subject of the public review process. He explained that Metro has adopted a number of major growth management planning documents since the last RTP update and therefore the new update represents a significant rewrite of the existing plan.

Cotugno reviewed the policy used for the development of the update. He noted that the draft document is divided into two principal sections dealing with policy principals and a listing of the potential projects needed to meet these principals.

Councilor Atherton expressed concern that the policy section of the document should outline the basic principals and sources of funding that would be used for the various types of implementation projects that were being proposed. He indicated that it was his intent to develop and present such language during the public review process. He moved to amend the policy section of the table of contents of the draft plan to recognize that language would be added relating the financing policies.

Mr. Cotugno agreed that language should be added to the document related to financing, but recommended that the language be added to the implementation portion of the draft plan. Vice-Chair Bragdon concurred with Mr. Cotugno. Councilor Atherton's motion failed on a tie vote. Vice-Chair Bragdon then moved to amend the table of contents in the implementation section of the table of contents. This motion also failed on a tie vote. After additional discussion, the committee members agreed that it was necessary to move the document into the public comment phase of development and therefore agreed to send the resolution to the full Council without recommendation.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2810 FOR THE PURPOSE OF AUTHORIZING RELEASE OF THE 1999 UPDATE TO THE REGIONAL TRANSPORTATION PLAN FOR JURISDICTIONAL AND PUBLIC COMMENT

Date: June 17, 1999 Presented by: Andrew C. Cotugno

PROPOSED ACTION

This resolution would direct staff to complete a final draft of the updated *Regional Transportation Plan* (RTP) for public review and comment. The action would also authorize staff to prepare and print a series of public involvement materials that communicate the RTP policies, system analysis, recommended projects and financial analysis. These materials include:

- RTP Policies - Chapter 1 of the RTP has been updated for consistency with the *Regional Framework Plan* and the Functional Plan, and edited for readability and brevity.

- RTP Subarea Tabloids - these will be the focus of public review of draft RTP recommendations and include a brief description of strategic improvements, including proposed timing, and maps that illustrate the scope and nature of proposed improvements.

- Comprehensive Project List - in addition to the tabloid descriptions of the strategic improvements, committee members will also be provided with a more detailed list of all projects that are contained in the draft plan.

TPAC has reviewed the 1999 update to the Regional Transportation Plan and recommends approval of Resolution No. 99-2810.

FACTUAL BACKGROUND AND ANALYSIS

At the April 28, 1999 joint JPACT, MPAC and Council workshop on the RTP update, staff presented highlights from the final stage of the RTP update, including a system analysis, proposed 20-year transportation solutions, and financial strategies for implementing the plan. Together with the RTP policies approved by resolution in July 1996, transportation elements of the *Regional Framework Plan* and the *Urban Growth Management Functional Plan* (UGMFP) in 1998, these recommendations complete a four-year effort to update the RTP to reflect the 2040 Growth Concept.

The RTP update was guided by a 21-member Citizen Advisory Committee and included several public outreach efforts, special newsletter, and a number of joint JPACT, MPAC and Council workshops held at key decision points. The update also reflects the efforts of local officials, citizens and staff to develop transportation proposals that reflect the policy direction developed by the CAC and regional growth management policies. Of the nearly 1,000 projects proposed through the year 2020 to address expected growth and to implement the 2040 Growth Concept, more than half are new to the regional plan, and many were generated by citizen input. These projects range from relatively modest bicycle and pedestrian improvements to major transit and highway projects, each developed with an eye toward promoting safety, responding to growth or leveraging the 2040 Growth Concept.

During the past year, staff tested these projects through three separate rounds of transportation modeling. Each project proposed in the draft plan was reflected in the modeling assumptions, and projects were further refined after each round of modeling to better respond to projected travel needs

during the 20-year plan period. This phase of the RTP update was also based on a collaborative approach, with local jurisdictions overseeing the modeling process at every step, and modeling analysis completed in a series of workshops with the regional partners. As a result, the draft project list is a consensus-based product, with project recommendations that are based on detailed analysis.

During the next six months, staff recommends that the RTP update be completed through a two-step process of (1) approving the draft RTP recommendations for a final round of public review and comment through adoption of this resolution, and (2) adoption of the final updated RTP through a formal hearings process, leading to adoption by ordinance.

The "RTP Resolution Kit" was developed by staff as a starting point for completing the "official" RTP draft document and to develop user-friendly materials intended to help citizens and agencies review the contents of the plan. Upon Council action on these materials, final versions will be printed and distributed in late August, as detailed in Exhibit 'A.' This exhibit also outlines the general review process, as proposed by staff, culminating in adoption of the RTP in fall '99.

M E M O R A N D U M

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1700 | FAX 503 797 1794

METRO

DATE: June 29, 1999

TO: JPACT Members and Interested Parties

FROM: AC Andrew C. Cotugno, Transportation Director

SUBJECT: RTP Resolution Process

* * * * * * *

Purpose of the Resolution
The RTP resolution is to direct staff to prepare a final draft RTP document for public review based on the draft policies, preliminary analysis and proposed transportation projects. Council action on the resolution is scheduled for July 22, and the final draft RTP document for public review is scheduled for completion by early September. The following draft RTP resolution materials, dated June 17, have been compiled:

- **Draft RTP Resolution and staff report** (attached)
- **Draft Subarea Tabloids** (provided previously)
  The seven subarea tabloids present preliminary analysis of the impact of proposed transportation projects on the regional transportation system. Each tabloid includes a brief description of strategic improvements and a map of the subarea that illustrates the scope and nature of these proposed improvements.
- **Preliminary Draft Policy Document** (provided previously)
  This document represents a compilation of transportation policies that integrate Resolution No. 96-2327 Chapter 1 RTP Policy, Title 6 of the *Urban Growth Management Functional Plan* and Chapter 2 of the *Regional Framework Plan*. (RFP), including the RTP System Maps that were adopted in the RFP.
- **Draft List of Proposed System Improvements** (provided previously)
  This document provides a detailed list of all transportation programs and projects that are proposed for inclusion in the final draft RTP.

If you would like to receive additional copies of these materials, please contact Cheri Arthur at 797-1857.

TPAC and MTAC Actions
On June 25, TPAC met to review the draft RTP resolution materials and consider possible revisions for JPACT consideration. The attached memo, dated June 25, reflects the committee's recommendations to JPACT. TPAC's recommendations are presented in the form of "discussion" and "consent" items. Attachment A to the June 25 memo, "Proposed Discussion Items," includes substantial changes to the preliminary draft policy document and are intended to be the focus of JPACT discussion on July 8. Attachment B, "Proposed Consent Items," includes minor revisions for approval by JPACT by general consent.

On July 8, MTAC is scheduled to discuss the committee's recommendations on the draft RTP resolution materials. The focus of this discussion will be to: (1) acknowledge whether the draft resolution materials adequately address implementation of the transportation/land-use connection of the 2040 Growth Concept and (2) identify any policies that should be discussed in more detail by MPAC.

M E M O R A N D U M

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TEL 503 797 1700 | FAX 503 797 1794

METRO

DATE: June 25, 1999

TO: JPACT Members and Interested Parties

FROM: Andrew C. Cotugno, TPAC Chair

SUBJECT: Recommended Refinements to RTP Resolution Materials

* * * * * * *

On June 25, the Transportation Policy Alternatives Committee (TPAC) met to review the draft RTP resolution materials, and consider possible revisions for JPACT review. The attached recommendations are organized as follows:

Attachment 'A' **Proposed Discussion Items** - these items represent substantial changes to the draft policy document, and TPAC recommends that JPACT discuss these items individually as part of their review.

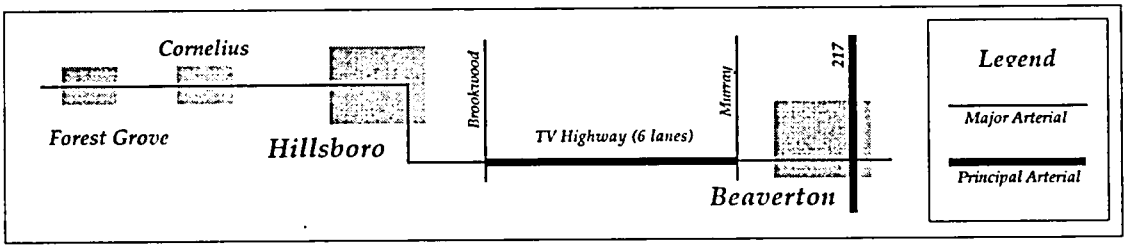
Attachment 'B' **Proposed Consent Items** - these items represent minor changes to the draft policy document, and TPAC recommends that JPACT approve these items by consent.

All of the proposed revisions are to system maps and policies contained in the preliminary draft policy document, dated June 17. Proposed edits to the system maps are reflected in the June 17 draft, with some exceptions. A revised set of system maps that reflect all revisions proposed in this memo will be forwarded to the Metro Council for consideration on July 22.

Attachment 'A'
Proposed Discussion Items

At their June 25 meeting, TPAC endorsed the following proposals and recommended their discussion before JPACT.

1. **Revise the functional classification maps to reflect proposed improvements to TV Highway.** Discussion: Though the entirety of TV Highway is classified as a "Principal Arterial" on the motor vehicle system map, only the segment between Beaverton and Hillsboro regional centers is dominated by regional, or through trips. Further, the "Principal Arterial" classification on TV Highway conflicts with street design classifications in the downtown's of Beaverton, Hillsboro and Cornelius. In the second round of RTP modeling, an aggressive, limited access design was tested for the segment of TV Highway between Murray and Brookwood, with promising results. The modeling assumptions will be further refined in the final round of RTP modeling, and a corridor refinement study will be recommended in the RTP to define the exact nature and implementation schedule for improvements along this route.



Based on these findings, staff recommends that the segment of TV Highway between Murray and Brookwood retain the "Principal Arterial" classification on the RTP motor vehicle map, with a primary function of linking these two regional centers. The remainder of the facility is proposed to be dropped to a "Major Arterial" classification, which is consistent with planned land uses and street design classifications.

This change would acknowledge that TV Highway is not the preferred regional route to Hillsboro from points other than Beaverton. For the "Principal Arterial" segment, staff recommends that the upcoming Round 3 refinement modeling of the strategic RTP include additional general purpose capacity improvements to six lanes, with access limitations and an expanded system of nearby parallel routes to the north and south. The regional street design map would be modified to include an "Urban Road" classification from Murray to Brookwood, to reflect the more mobility-oriented function envisioned along this section of TV Highway.

2. **Revise the functional classification maps to reflect impacts of Damascus and Pleasant Valley urban reserves on the function of Division Street, Powell Boulevard, 172nd Avenue and Foster Road.** Discussion: The expected growth in the Damascus/Pleasant Valley area is expected to have widespread effects on the regional transportation system. The Foster Road and Powell Boulevard arterial street corridors, in particular, are likely to be affected by the dramatic growth expected in this area. Based on a workshop with local jurisdictions involved in Damascus/Pleasant Valley planning, staff recommends a number of changes to the motor vehicle and street design classifications on these routes.

First, Powell Boulevard east of I-205 would change from "Minor Arterial" to "Major Arterial," to reflect a growing demand for this route to serve longer trips. The street design classification would change from "Community Street" to "Regional Street," and the boulevard intersections at 122nd and 182nd would be retained. As such, Powell would become the primary connection to Gresham

Regional Center from the west, with a five lane capacity improvement from I-205 to Gresham and an emphasis on access control.

In tandem with the proposed change in classifications for Powell Boulevard, the designation of Division Street east of 82nd Avenue is proposed to change from a "Major Arterial" classification to "Minor Arterial," reflecting an increased emphasis on serving more localized travel demand. The street design classification would change from "Regional Street" to "Community Street" from 82nd to Wallula and Burnside to 257th, with boulevard intersections at 112th, 122nd, 148th, 162nd and 182nd. A "Community Boulevard" designation is proposed from Wallula to Burnside, within the Gresham Regional Center. No capacity changes are planned for Division Street, but the changed motor vehicle and design emphasis would require fewer access management efforts in the future and is more compatible with planned land uses in the Division Street corridor.

Foster Road is also an attractive, important connection between the Damascus/Pleasant Valley area and employment areas in the I-205 corridor and Portland. As a result, future capacity improvements and access management are warranted, with a proposed change from "Minor Arterial" to "Major Arterial" from 122nd to 172nd to reflect an increased demand for through-trips. The street design classification is proposed to change from a "Community Street" to a "Regional Street" design, although topographic and environmental constraints would clearly limit any improvements along this portion of Foster.

A new proposal to link 172nd Avenue in the Pleasant Valley area to 190th/Highland Drive/181st in Gresham is also reflected on the updated maps. This proposal would establish a north/south arterial spine, linking proposed industrial areas in the Damascus area to I-84 and the Columbia Corridor. The proposed motor vehicle classification for 172nd would change from "Rural Arterial" to "Major Arterial", and the design classification would change to "Regional Street." These proposed designations would begin at Highway 212 on the south, and continue along 172nd Avenue and the proposed connection to 190th/Highland Drive/181st.

Attachment 'B'
Proposed Consent Items

At their June 25 meeting, TPAC endorsed the following concepts and recommended presenting them to JPACT as "consent items."

3. **Reflect the South Willamette Crossing Study recommendations on the RTP System Maps.**
   Discussion: The proposed recommendations for the South Willamette River Crossing Study call for replacing or maintaining the Sellwood Bridge with capacity for a two-lane bridge and improving the bicycle and pedestrian facilities on the bridge. The recommendations recognize the conflict between facilitating the traffic demands on Tacoma Street and the need for the street to support a mixed-use, pedestrian-oriented character through the Sellwood business district. The recommendations for (a) mitigating traffic impacts on Tacoma Street instead of increasing its capacity and (b) focusing capacity investments on regional facilities such as 99E/Highway 224 to serve regional traffic in the Southeast Corridor rather than establishing a new cross regional route between I-5 and I-205.

   This change in emphasis from regional trips to more local trips for Tacoma Street should be reflected in the motor vehicle and street design classifications for the street. Staff recommends that the motor vehicle classification be changed from "Major Arterial" to "Minor Arterial" from Highway 43 to Highway 99E. Further, because a portion of Tacoma Street is designated as a main street in the 2040 Growth Concept, staff recommends a "Community Boulevard" street design classification from the bridge to 17th Avenue; a "Community Street" design classification is recommended for the bridge, itself, and east of 17th Avenue. These motor vehicle and street design classifications would better represent the appropriate tradeoffs between traffic and community needs along Tacoma Street.

4. **Reflect the Hollywood Town Center recommendations for Sandy Boulevard on the RTP System Maps.**
   Discussion: The Hollywood Town Center Plan is nearing completion, and a number of transportation recommendations have resulted from this effort. Most notably, an increased emphasis on boulevard design elements along Sandy Boulevard is recommended, including a number of Boulevard Intersection designations outside the immediate Hollywood district. These locations along Sandy Boulevard include intersections at 20th, 28th, 33rd, and 52nd avenues. Staff recommends that these changes be incorporated into the regional street design map, assuming city of Portland and public endorsement of the plan.

5. **Amend the Regional Bicycle System Map to reflect the following minor edits:**
   - Change the map key to describe "Off-street multi-use paths" as "Regional corridor off-street multi-use paths." This classification was requested by JPACT, and includes facilities with an exclusive right-of-way, and generally serving both pedestrian and bicycle travel.

   - Amend the map to reflect the alignment of the North/South Forties project (a continuous bikeway that generally follows 41st, 42nd and 43rd Avenues from Woodstock to Holman) and the Tillamook Bikeway project. The City of Portland adopted these projects in 1998, one year after the most recent regional bicycle system map was adopted.

   - Change the map to include bikeway projects submitted for Rounds 1 and 2 RTP modeling, and bikeway projects identified in the Priorities 2000 funding process.

6. **Amend the Regional Freight System Map to:**
   - Include Foster Road from I-205 to 122nd as a freight connector, since this portion of Foster serves a number of industrial areas. This was originally part of the regional freight map and inadvertently deleted from version 4.0.

7. **Amend the Public Transportation System Map to show the following:**
   - Clarify the public transportation designation hierarchy for HCT corridors and Fixed-Guideway Transit, including light rail, commuter rail and streetcar, to show existing, planned and potential improvements for each category. Service areas with Potential Fixed-Guideway designations could consider and select a Regional Rapid Bus, Frequent Bus or Primary Bus improvement in the process of a corridor planning study. An amendment to the RTP would be made at the time of adoption of such a corridor study. Such a study may also recommend bus improvements to a lower priority corridor after a more detailed analysis of a study area with more than one Potential Fixed-Guideway Transit designation (i.e. the Highway 217 and Barbur corridors in the South Washington County service area).

   - Distinguish Planned Light Rail or Streetcar, which have committed financing or regionally adopted priority for financing, from Potential Fixed-Guideway Transit, which will require further study before obtaining public financing.

   - Change "Existing light rail" designation to include "Under construction" and add airport light rail to this category to reflect its current status.

   - The planned light rail designation is proposed to be updated to reflect the locally preferred strategy (LPS) decision for light rail in the South/North corridor with the expected amendments of the Interstate MAX study. The Interstate MAX amendment to the South/North LPS was adopted by the Metro Council on June 24, 1999, and staff recommends that the RTP system map reflect the new alignment.

   - An additional "Potential Fixed-Guideway" designation is proposed for the Sherwood-Tualatin-Milwaukie-Portland corridor to recognize the possibility of commuter rail service in this corridor.

   - Based on the Round 2 RTP modeling and analysis, a primary bus designation is proposed to be added between the Clackamas and Gresham regional centers, along Sunnyside Road, SE 172nd Avenue and Towle/Eastman Parkway. This route connects the centers with the emerging Pleasant Valley town center and adjacent neighborhoods.

   - A new category of "Potential Neighbor City Transit" is recommended to be added to the following corridors: Highway 30 north (Scappoose, St. Helens), Highway 26 east (Sandy), Highway 99E south (Canby), Interstate 5 south (Woodburn, Salem), and Highway 99W west (Newberg, McMinnville).

   - The addition of a map of major transit stops, as identified in the Primary Transit Network Phase II Report, and regionally significant park-and-rides. This is a requirement of the State Transportation Planning Rule and will provide guidance to the Local Transportation System Plans.

   - Amend the Chapter 1 policy text to state that the tri-county area's public transportation system is 100 percent accessible, including buses.

   - Finally, amend the Public Transportation System Map to show radial secondary service from the Tualatin and Wilsonville town centers.

8. **Add legend notation to explain the grouping of 2040 land use types on the RTP system maps.**

Agenda Item Number 8.4

Resolution No. 99-2811A, For the Purpose of Approving the South Willamette River Crossing Study Recommendations.

Metro Council Meeting
Thursday, August 5, 1999
Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE SOUTH WILLAMETTE RIVER CROSSING STUDY RECOMMENDATIONS	)))	RESOLUTION NO. 99-2811A Introduced by Jon Kvistad, JPACT Chair

WHEREAS, The Southeast Corridor Study recommendations (adopted by Resolution No. 89-1108) identified the need for a study to address the issue of travel constraints across the Willamette River and examine the need for new bridge capacity across it; and

WHEREAS, The *Interim Federal Regional Transportation Plan* identifies the South Willamette River crossing as an outstanding area for special study; and

WHEREAS, Metro led the South Willamette River Crossing Study in coordination with other affected jurisdictions to identify and prioritize multi-modal crossing improvement strategies in the South Willamette River corridor between the Marquam Bridge in Portland and I-205 Bridge in Oregon City; and

WHEREAS, The South Willamette River Crossing Study considered options to reduce vehicular crossing demand, to add vehicular, bicycle and pedestrian capacity to existing crossings and to add new crossings as adopted by Resolution No. 97-2529; and

WHEREAS, The study considered how well the options supported land use goals specified in the 2040 Growth Management Concept; and

WHEREAS, The study consulted the public in defining the crossing problem, developing and evaluating options, and in developing recommendations; and

WHEREAS, JPACT has reviewed the study findings and developed recommendations for public comment as summarized in the *Findings and Recommendations Report* for the South Willamette River Crossing Study as set forth in Exhibit A; and

WHEREAS, JPACT and Metro Council have solicited public comment on these recommendations and have reviewed the comments; now, therefore,

BE It RESOLVED that the Metro Council:

1. Recommends that the region can best support growth management goals for Southeast Portland by either preserving the existing Sellwood Bridge in its current condition or replacing it as a two-lane bridge. If the bridge is replaced, it should be of high aesthetic quality. In either case, the bridge should be improved to better meet the needs of pedestrians and bicycles. Further assessment of costs versus impacts of replacement versus rehabilitation should be considered in the environmental impact statement phase. Further environmental analysis is reuqired prior to a decision to build.

2. Recommends that, instead of adding capacity in the Sellwood or Milwaukie/ Lake Oswego area, actions to meet traffic needs should focus on:

- Mitigating traffic growth on Tacoma Street, Highway 99E and on Highway 43 and A Avenue in Lake Oswego where traffic conflicts with land-use goals.
- Increasing transit services and improving transit, bicycle and pedestrian facilities on either side of the river and across the river to support alternatives to driving. To reduce traffic demand, the region should consider investments in improved east-west transit service, bus priority treatment between central Portland and Clackamas County, and the potential use of the existing railroad bridge for passenger rail and/or bike/pedestrian improvements.
- Increasing motor vehicle capacity on appropriate regional facilities in order to direct traffic away from areas of conflict with land-use goals, such as improvements to McLoughlin Boulevard, Highway 224 and I-205.

3. In the long term, recommends that efforts should focus on bringing more jobs to East Clackamas County to reduce the need to travel across the river for work trips.

4. Recommends that the region further consider improvements to the Ross Island Bridge and the I-205 corridor/Oregon City Bridge to serve these independent needs, recognizing that the improvements would provide only modest benefits in relieving traffic on the Sellwood Bridge.

5. Directs staff to incorporate the recommendations into the next update of the Regional Transportation Plan, and supports revisions of the functional street classification for Tacoma Street from a major arterial to a minor arterial and the street design classification from a regional street design to a community boulevard design to better support the 2040 Growth Concept's main street designation for this street.

ADOPTED by the Metro Council this _____ day of _____ 1999.

_____
Rod Monroe, Presiding Officer

Approved as to Form:

_____
Daniel B. Cooper, General Counsel

CD:lmk
99-2811A.DOC
7-20=99

EXHIBIT A

SOUTH WILLAMETTE RIVER CROSSING STUDY

Findings and Recommendations Report

May 1999

Prepared by Metro's Transportation Department

METRO
Regional Services
Creating livable communities

Metro

If you live, work and play in the metropolitan area, Metro regional services matter to you and your family. That's because Metro is working to help ensure that you have

- access to nature
- clean air and water
- balanced transportation choices
- safe and stable neighborhoods
- access to arts and culture
- a strong regional economy
- resources for future generations

Metro serves 1.3 million people who live in Clackamas, Multnomah and Washington counties and the 24 cities in the Portland metropolitan area. Metro provides transportation and land-use planning services and oversees regional garbage disposal and recycling and waste reduction programs.

Metro manages regional parks and greenspaces and the Oregon Zoo (formerly the Metro Washington Park Zoo). It also oversees operation of the Oregon Convention Center, Civic Stadium, the Portland Center for the Performing Arts and the Portland Metropolitan Exposition (Expo) Center, all managed by the Metropolitan Exposition-Recreation Commission.

For more information about Metro or to schedule a speaker for a community group, call 797-1510 (public affairs) or 797-1540 (council).

Metro's web site: www.metro-region.org

Metro is governed by an executive officer, elected regionwide, and a seven-member council elected by districts. An auditor, also elected regionwide, reviews Metro's operations.

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Mike Burton

Auditor
Alexis Dow, CPA

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Rod Monroe
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Deputy Presiding Officer
Susan McLain
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District 5
Ed Washington

District 7
David Bragdon

SOUTH WILLAMETTE
RIVER CROSSING STUDY

Findings and Recommendations Report

May 1999
Metro Transportation Department

FIGURES

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Special thanks to the elected officials and citizens who worked together to draft JPACT recommendations for this study
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Councilor Ed Washington (Metro)
Councilor David Bragdon (Metro)
Dick Springer
Kevin Downing
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Findings and Recommendations Report

SOUTH WILLAMETTE
RIVER CROSSING STUDY

May 1999
Metro Transportation Department

INTRODUCTION

The South Willamette River Crossing Study was initiated to recommend multi-modal crossing improvements during the next 20 years for the Willamette River corridor between the Marquam Bridge in Portland and the I-205 Bridge in Oregon City. Metro's Joint Policy Advisory Committee on Transportation has developed recommendations for the South Willamette River Crossing Study for public comment. JPACT is a forum for local and regional elected officials and representatives of agencies involved in transportation to resolve transportation needs in this region.

This report summarizes the findings from the South Willamette River Crossing study and presents JPACT's recommendations for crossing improvements. After public review of the recommendations in this report, JPACT and the Metro Council will adopt final recommendations for inclusion into Metro's 20-year Regional Transportation Plan. Funding to implement South Willamette River Crossing Study recommendations will compete with funding for other projects in the plan.

Metro leads transportation planning studies that transcend local government boundaries and involve roadways owned by more than one jurisdiction or agency or in corridors that can be served by multiple modes of transportation. Metro's role in the study has been to bring jurisdictions and the public together to agree on crossing improvements that support regional growth management strategies.

During the course of this study, Metro has worked with the public and elected officials in jurisdictions most affected by existing crossing conditions. These include representatives from the cities of Gladstone, Lake Oswego, Milwaukie, Oregon City, Portland and West Linn; Multnomah and Clackamas counties; and Tri-Met and Oregon Department of Transportation.

The following sections in this report present a study summary and recommendations, describe the need for the South Willamette River Crossing Study, the study process, study assumptions, the evaluation methodology and the findings.

SUMMARY AND RECOMMENDATIONS

Metro's Joint Policy Advisory Committee on Transportation has recommended improvements for public comment in the South Willamette River corridor. The Metro Council and JPACT are seeking public comment on the recommendations contained in this report. In developing these recommendations, JPACT collected input from elected officials and the public in the jurisdictions most affected by the crossing options.

The South Willamette River Crossing Study was initiated to identify needed improvements for motor vehicles, transit, bicycles and pedestrians across the Willamette River between the Marquam Bridge in Portland and the I-205 Bridge in Oregon City.

Given other regional transportation funding priorities and potential community impacts, no new bridge crossing capacity is recommended in either the Sellwood or Milwaukie/ Lake Oswego areas during the next 20 years. Instead, regional traffic movements will continue to focus on the Ross Island and I-205 bridges. The study identifies needed projects at these locations plus other demand management and land-use strategies to address anticipated traffic growth for the study area. Study recommendations are illustrated on Figure 1 and presented in detail on page 6. Public comment on these recommendations is being accepted until June 15, 1999. A public hearing will be held on June 14, 1999.

What is Metro's role?

Metro leads transportation planning studies that transcend local government boundaries, involve roadways owned by more than one jurisdiction or agency and corridors that can be served by multiple modes of transportation. Metro's role in this study is to bring jurisdictions and the public together to agree on crossing improvements that best support regional and local growth management and transportation strategies. During the course of this study, Metro has worked with the cities of Gladstone, Lake Oswego, Milwaukie, Oregon City, Portland and West Linn; Multnomah and Clackamas counties; Tri-Met and the Oregon Department of Transportation.

Why study crossing improvements?

The Sellwood Bridge is the only river crossing between the Ross Island and the I-205 bridges, a distance of 10 miles. As such, it plays a significant role in the transportation system.

Built in 1925, the Sellwood Bridge is nearing the end of its lifespan. For safety and service, the bridge needs to be upgraded or replaced. The lanes and sidewalks are too narrow, and the bridge requires increasingly more maintenance. The study has addressed the question of whether the cost to maintain the bridge will become more expensive in the long term than the cost to replace it.

The study also addressed whether the bridge should be widened to increase its capacity if it were replaced. Alternatively, should a new bridge be built at a different location?

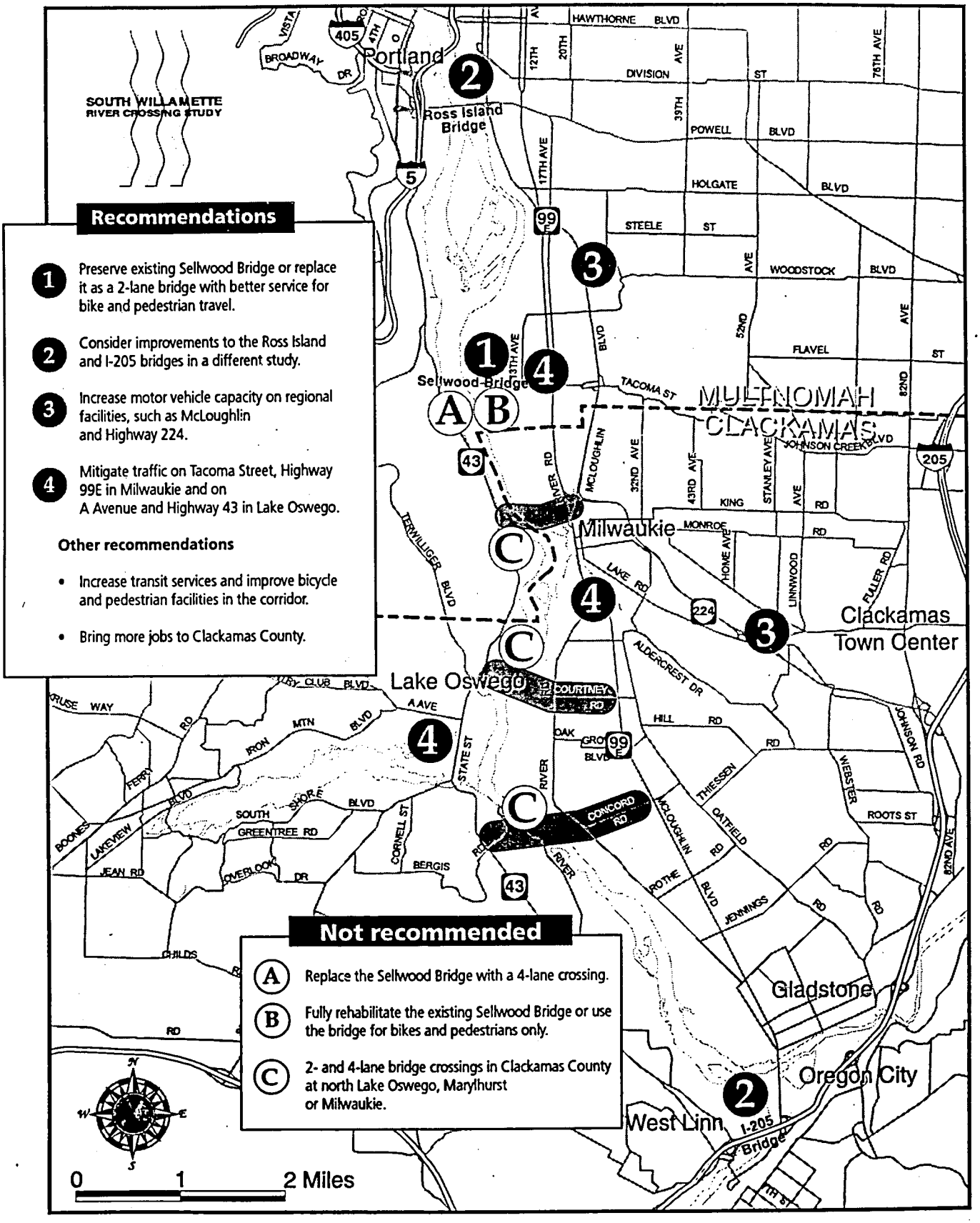


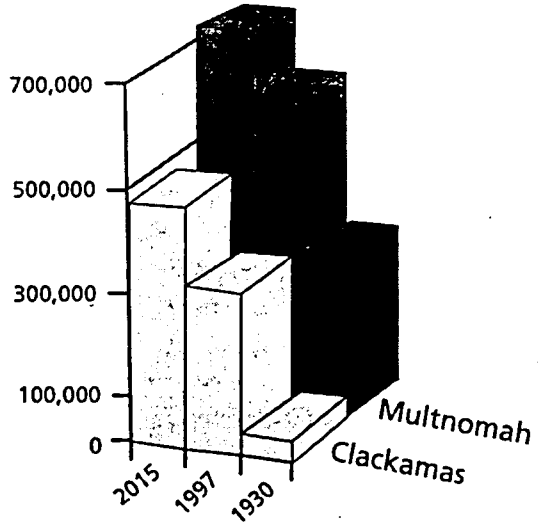
Figure 1 Recommended Crossing Improvements for the South Willamette River Corridor

Who uses the Sellwood Bridge?

The Sellwood Bridge primarily serves Portland, Milwaukie and Lake Oswego, and other areas of Multnomah and Clackamas counties. The bridge provides little service to areas east of I-205. These cities and counties have grown significantly in the past 73 years since the bridge opened; bridge traffic and congestion have grown as the population increased. Clackamas County population, for example, has grown tenfold since the bridge was built, and Multnomah County population has doubled, as shown in Figure 2.

Trip destination studies show that half of the traffic on the bridge is going between Clackamas County and Portland. The rest of the traffic involves various destinations around the tri-county area, as shown in Figure 3.

Figure 2
Population Growth in Multnomah and Clackamas Counties

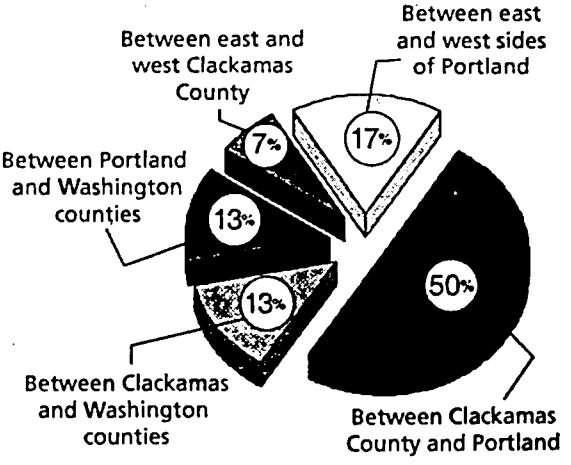


Number of river crossings has not kept up with the population growth.

What options in the Sellwood Bridge area did the study consider?

Metro initiated the South Willamette River Crossing Study in 1994 with a series of public meetings and workshops to solicit comments on the nature of the crossing problem and potential improvement options. The public identified more than 20 crossing options for consideration in the study. In 1997, the Joint Policy Advisory Committee on Transportation and Metro Council adopted a short list of options for evaluation that had the greatest potential to address the crossing problems at the Sellwood Bridge and support land-use goals.

Figure 3
Sellwood Bridge Use



Half the trips are between Clackamas County and Portland.

Options studied:

- Modifications to the existing Ross Island Bridge to reduce bottlenecks at its west end and to increase the bridge to three lanes each way.

- Alternative preservation strategies of the existing Sellwood Bridge:

  (1) in its current configuration
  (2) upgraded to meet seismic, bike and pedestrian standards
  (3) close it to traffic but leave it open as a bicycle and pedestrian-only facility.

- Replacement of the Sellwood Bridge as a two- or four-lane facility.

- A new crossing in Clackamas County in Milwaukie, North Lake Oswego or near Marylhurst College as a two- or four-lane facility.

- Additional transit services and programs that reduce travel demand.

Key crossing evaluation factors included the recognition of the need:

- for bridge alternatives to be sensitive to community needs within the study area. In particular, the need for Tacoma Street to support a mixed-use, pedestrian-friendly type of urban character through the Sellwood business district, for McLoughlin Boulevard to serve a similar function through downtown Milwaukie and Highway 43 and for A Avenue to serve this function through downtown Lake Oswego.

- to focus capacity investments in regional facilities (I-205, US 26, Highway 99E) to serve regional traffic in the Southeast Corridor rather than establishing a new cross-regional route between I-5 and I-205. Regional plans do not propose new regional routes between I-205 and I-5.

JPACT recommendations for further consideration

JPACT has developed a recommendation to address motor vehicle, transit, bicycle and pedestrian access across the river and is seeking public comment on them. The recommendations are:

- The region can best support growth management goals for Southeast Portland by either preserving the existing Sellwood Bridge in its current condition or replacing it as a two-lane bridge. If the bridge is replaced, it should be of high aesthetic quality. In either case, the bridge should be improved to better meet the needs of pedestrians and bicycles. Further assessment of costs versus impacts of replacement versus rehabilitation should be considered in the environmental impact statement phase. Further environmental analysis is required prior to a decision to build.

- Instead of adding capacity in the Sellwood or Milwaukie/Lake Oswego area, actions to meet traffic needs should focus on:

  - Mitigating traffic growth on Tacoma Street, Highway 99E in Milwaukie and on State Street in Lake Oswego where traffic conflicts with land-use goals.

  - Increasing transit services and improving transit, bicycle and pedestrian facilities on either side of the river and across the river to support alternatives to driving. The region should consider investments in more east-west bus routes, bus priority treatment, improved transit between central Portland and Clackamas County to reduce traffic demand, and the potential use of the existing railroad bridge for passenger rail and/or bike/pedestrian improvements.

  - Increasing motor vehicle capacity on appropriate regional facilities in order to direct traffic away from areas of conflict with land-use goals, such as improvements to McLoughlin Boulevard, Highway 224 and I-205.

In the long term, efforts should focus on bringing more jobs to Clackamas County to reduce the need to travel across the river for work trips.

The region should further consider improvements to the Ross Island Bridge and to the I-205 Corridor/Oregon City Bridge but not as an alternative to addressing the needs of the Sellwood Bridge. Analysis showed that improvements to the Ross Island and I-205 bridges would not reduce travel demand on the Sellwood Bridge but could support other regional growth management goals.

JPACT recommended options to be set aside

JPACT has recommended that the following options be set aside and ***not*** considered further:

- Pursuit of crossings at North Lake Oswego or near Marylhurst as either two- or four-lane bridges as they do not address South Willamette River crossing needs or other land-use goals.

- A new river crossing in Milwaukie. Such a crossing would reduce demand at the Sellwood Bridge but would not be the best way to support Milwaukie's land-use goals and would significantly change the character of existing communities on both sides of the river.

- Full rehabilitation of the existing Sellwood Bridge to bring it to current design standards because the costs would be greater than replacement costs.

- Using existing Sellwood Bridge for bicycles and pedestrians only (i.e., closed to traffic) as it would not address South Willamette River crossing needs or support land-use goals.

Next steps

- Adoption process:
  JPACT is seeking public comment until June 15 on these recommendations. There will be a public hearing before JPACT and the Metro Council's Transportation Planning Committee on Monday, June 14. The Metro Council will adopt a final decision sometime in July and forward recommendations for inclusion into the Regional Transportation Plan (RTP) currently being developed.

- Implementation:
  Prior to any bridge replacement or major bridge improvements, additional environmental studies would be needed. Funding of the recommended options will need to compete for funding with other transportation projects in the region, as identified in Metro's Regional Transporatation Plan.

THE NEED FOR THE SOUTH WILLAMETTE RIVER CROSSING STUDY

As defined in this study, the South Willamette River corridor extends for 12 miles between the Marquam Bridge (I-5) in Portland and I-205 Bridge in Oregon City. Located within this corridor are the cities of Portland, Milwuakie, Gladstone, Oregon City, West Linn and Lake Oswego, and Multnomah and Clackamas counties. The four-lane Ross Island, two-lane Sellwood and two-lane Oregon City bridges also cross the river in the corridor. The Sellwood Bridge is the only crossing in the corridor for approximately 10 miles between the Ross Island and I-205 bridges. Figure 4 illustrates the study corridor within the region.

2040 Growth Concept for the corridor

The 2040 Growth Concept is the adopted vision for accommodating population and employment growth in the metropolitan region. Within the South Willamette River corridor, the 2040 Growth Concept targets growth for the Portland central city, the Oregon City regional center and the Milwaukie regional center. Reducing speeds and increasing pedestrian crossings on McLoughlin Boulevard is a key part of Milwaukie regional center plans. The growth concept desginates West Linn and Lake Oswego as town centers with a target for less intense development than regional centers.

The growth concept designates several areas in the corridor as main streets, a land-use designation that supports mixed-use development and a pedestrian-friendly character. Tacoma Street in the Sellwood community east of the Sellwood Bridge, A Avenue in downtown Lake Oswego and Nevada Street in the Johns Landing area are examples of main street land-use desginations within the corridor.

Other portions of the corridor are targeted for less intense growth. On the east side of the river, the residential area along River Road and commercial area along McLoughlin Boulevard between Milwaukie and Gladstone are examples of areas planned for lower levels of density. On the west side of the river, the residential area along Highway 43 is an example of areas planned for lower density. The 2040 Growth Concept areas are shown on Figure 5 for the corridor.

Mobility needs generated by the 2040 Growth Concept

Bridges have played an important part in the development of downtown Portland, the Sellwood community and other parts of the region. The estimated population and employment growth accommodated in the 2040 Growth Concept will increase the demand to cross the river. On a daily basis, by 2015, people will cross the river more than 900,000 times in the metropolitan region. Metro expects about 79 percent of these trips to be made by people driving alone and the rest by walking, bicycling, sharing a ride or using transit.

In the South Willamette River corridor, travel demand to cross the river during peak hours exceeds the available crossing capacity for vehicles. As a result, the bridges are congested, particularly in the morning and afternoon peaks. In the coming years, Metro expects the congestion to extend over a longer time in the afternoon and affect both east and west bound traffic, not just traffic in the peak direction. The amount of delay for each vehicle will increase. Vehicle hours of delay in the afternoon peak is forecast to be 44 percent of the total vehicle hours traveled on the Sellwood Bridge.

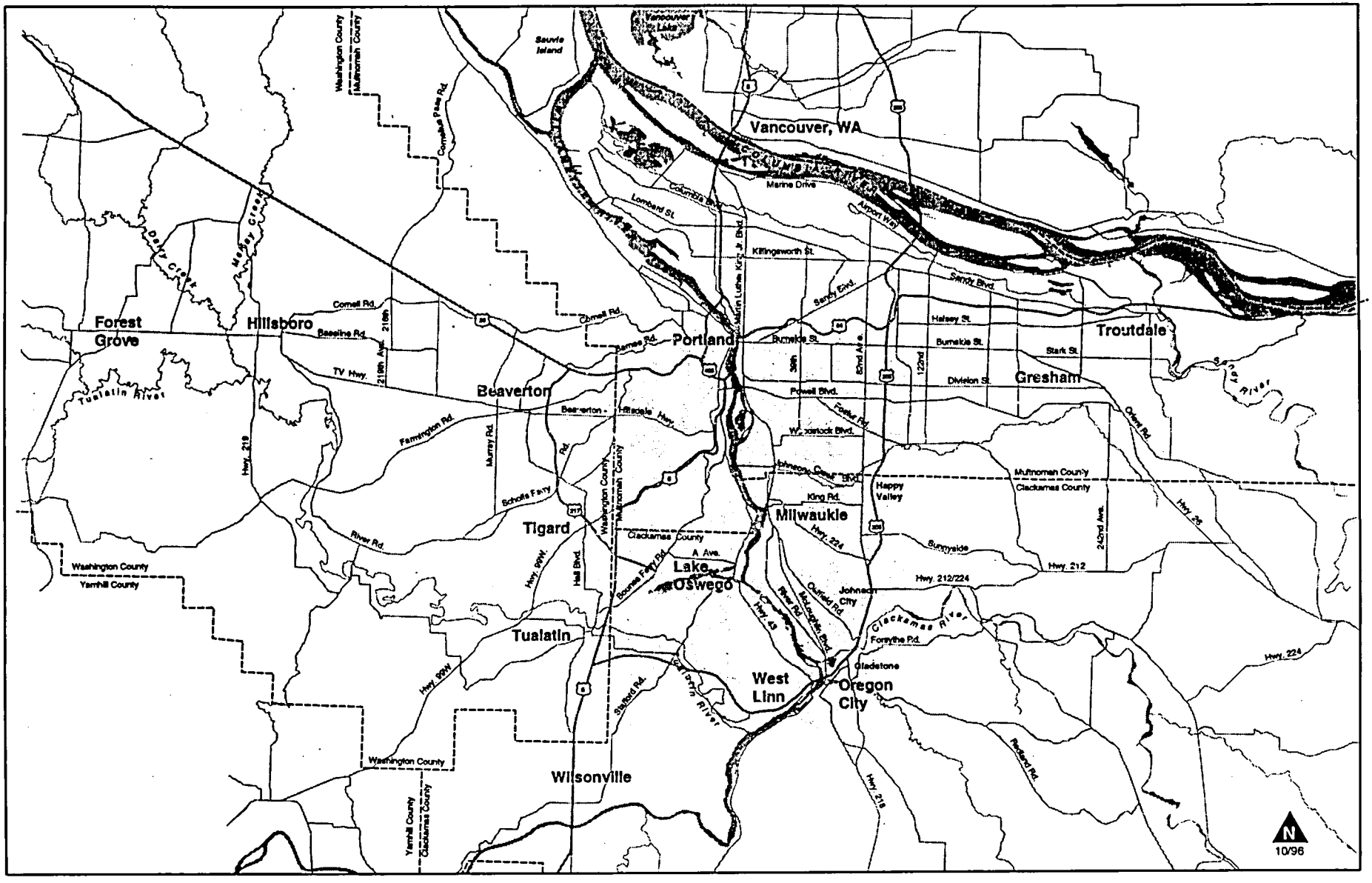


Figure 4 Study Area Within Regional Context

Figure 5 2040 Growth Concept Areas in the Corridor

For the two-hour afternoon period, Metro projects that the South Willamette River bridges and many of the roads leading to them will be congested at levels that are unacceptable or grossly unacceptable in 2015 and exceed policy standards. Metro's regional policies measure congestion during a two-hour afternoon period (between 4 and 6 p.m.). Different levels of congestion are acceptable in different areas. In the central city, regional centers, town centers and mixed-use areas, higher levels of congestion are accepted than in less dense areas because more travel alternatives are available. The Sellwood Bridge is expected to be at "grossly unacceptable" congestion levels for the peak two hours in both directions. Regional congestion thresholds are identified in the RTP as either preferred, acceptable or grossly unacceptable. The latter indicates essentially stop-and-go traffic during the two-hour afternoon peak. Conditions on both Highway 43 and Tacoma Street, leading to and from the Sellwood Bridge, are also expected to be congested, though largely in the peak direction. The other crossings are expected to be congested in the peak direction.

In addition to motor vehicle delay, congestion in the corridor creates conflicts with land-use goals. Congestion on Tacoma Street, A Avenue in Lake Oswego and McLoughlin Boulevard in downtown Milwaukie conflict with plans that reduce traffic flows with additional pedestrian crossings and more mixed-use development. Congestion also sends spillover traffic onto neighborhood streets that are not designed for through traffic leading to additional traffic and safety problems.

The lack of bridge capacity also contributes to longer vehicle trip lengths in the corridor. The average trip length for peak-hour vehicle trips in the metropolitan area is 5.5 miles. Because of the need for out-of-direction travel, average trip length for river crossings in the corridor are longer than the average for all trips. On the Sellwood Bridge, the average trip length for peak- hour trips is 8.3 miles or more than 50 percent longer than the regional average. Figure 6 illustrates the average trip length for the bridges in the corridor for 2015.

The Oregon State Land Conservation and Development Commission has established a goal for regions to reduce the vehicle miles traveled per capita during the next 20 years. Like other regions in the state, Metro has implemented policies to help reduce trip lengths and shift trips to other modes.

The Sellwood Bridge condition and use

The Sellwood Bridge is safe today but is nearing the end of its planned life span. Built in 1925, the bridge is considered structurally old and the lanes and sidewalks are narrow. The two 11-foot travel lanes on the bridge do not meet today's standards for vehicular traffic. In addition to routine deck replacement, painting and repair, the bridge needs to be upgraded to meet seismic standards. Although the bridge is currently stable, Multnomah County, which owns and maintains the bridge, monitors conditions at the west end of the bridge as a result of a shift in the piers that occurred in the 1960s. These conditions raise the question of the cost-effectiveness of continuing to preserve the existing bridge compared to the cost of replacing it.

In 1985, Multnomah County imposed weight restrictions as a means to extend the life of the bridge. Prohibiting trucks weighing more than 26,000 pounds from using the bridge limits commercial vehicle use of the Sellwood Bridge. The restriction is not as significant as it could be because the bridge is not part of a key freight route. The bridge lacks direct access to industrial areas and the steep grade on Southwest Taylors Ferry Road from Highway 43 to I-5 is difficult for large trucks to negotiate.

The single 4-foot, 3-inch sidewalk on the north side of the bridge does not meet today's standards for bicycle and pedestrian traffic. The significance of this limitation for bicycles and pedestrians has increased as the bicycle and pedestrian system has become more developed on both sides of the river, including improvements to the region's Springwater Corridor trail. Previous studies have

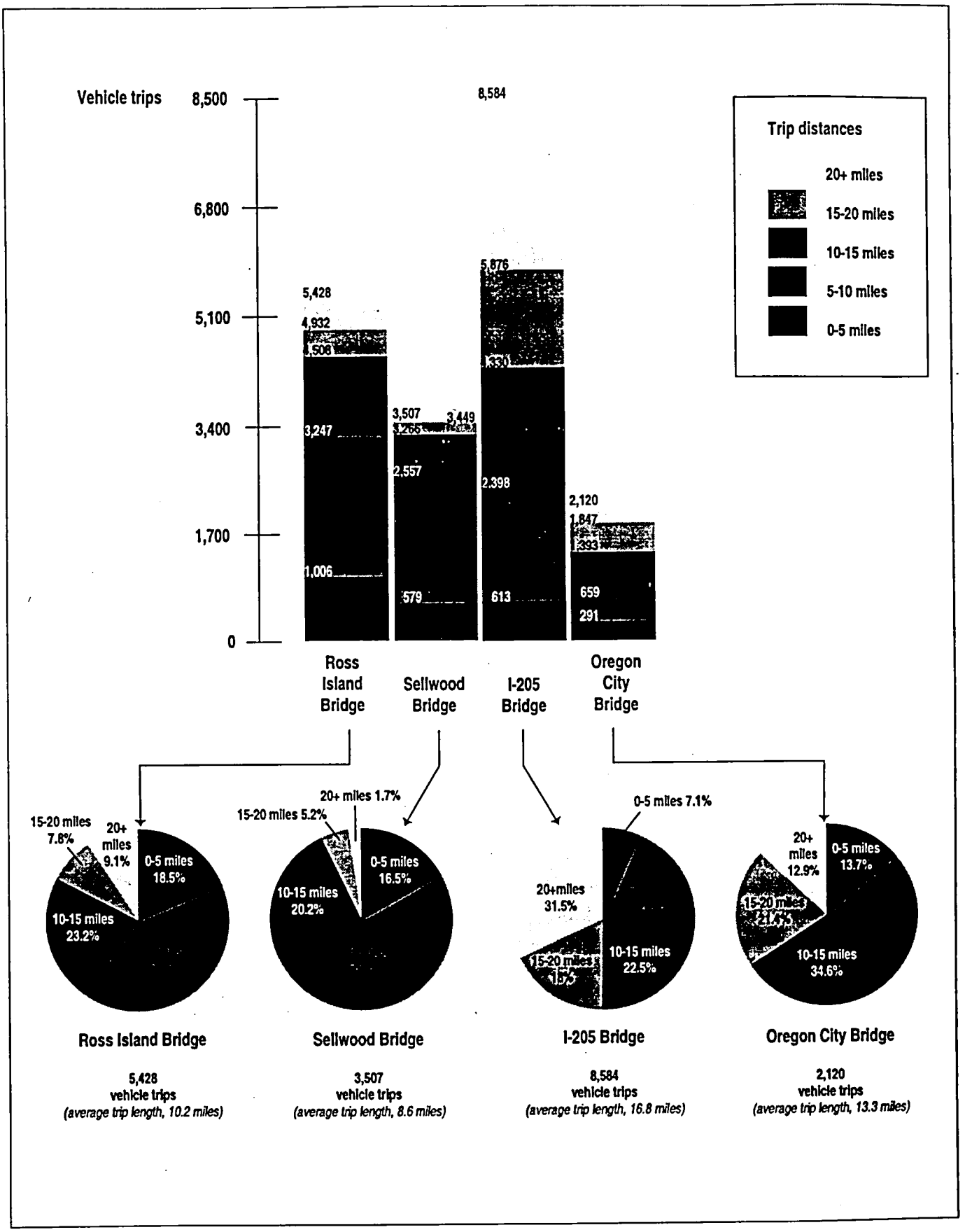


Figure 6 Average Trip Lengths for Crossings in the Corridor (2015)

looked for low-cost opportunities to improve pedestrian and bicycle conditions on the bridge. None have been found. The only recommendation that has emerged from previous studies was to relocate and consolidate the light standards. This would free six more inches of sidewalk space at a few spots on the bridge.

The Sellwood Bridge is used by people from throughout the region. About half of the use of the bridge in the afternoon peak is for trips between Portland and Clackamas County. Another 17 percent is for trips between the east and west side of the river in Portland, 7 percent between the east and west sides of the river in Clackamas County and 26 percent between either Portland or Clackamas and Washington counties.

The areas that use the bridge fall primarily between I-205 on the east, Highway 217 on the west, Tualatin and West Linn on the south and downtown Portland on the north. Figure 7 illustrates the origin and destination zones for people who use the Sellwood Bridge. The figure illustrates the concentration of bridge use that is higher in the areas closest to the bridge.

The role of the Sellwood Bridge in meeting regional travel demands conflicts with the role of Tacoma Street in meeting its main street land-use designation. With traffic volumes of about 3,500 vehicles per hour on the two-lane bridge, traffic on Tacoma Street is higher than for other main streets in the region. Tacoma Street is not designed for high traffic volumes. Its 60-foot width includes sidewalks on both sides of the street, two traffic lanes and two parking lanes, which are used for traffic during peak hours. Plans for Tacoma Street call for reducing its capacity to encourage additional pedestrian crossings and mixed-use development.

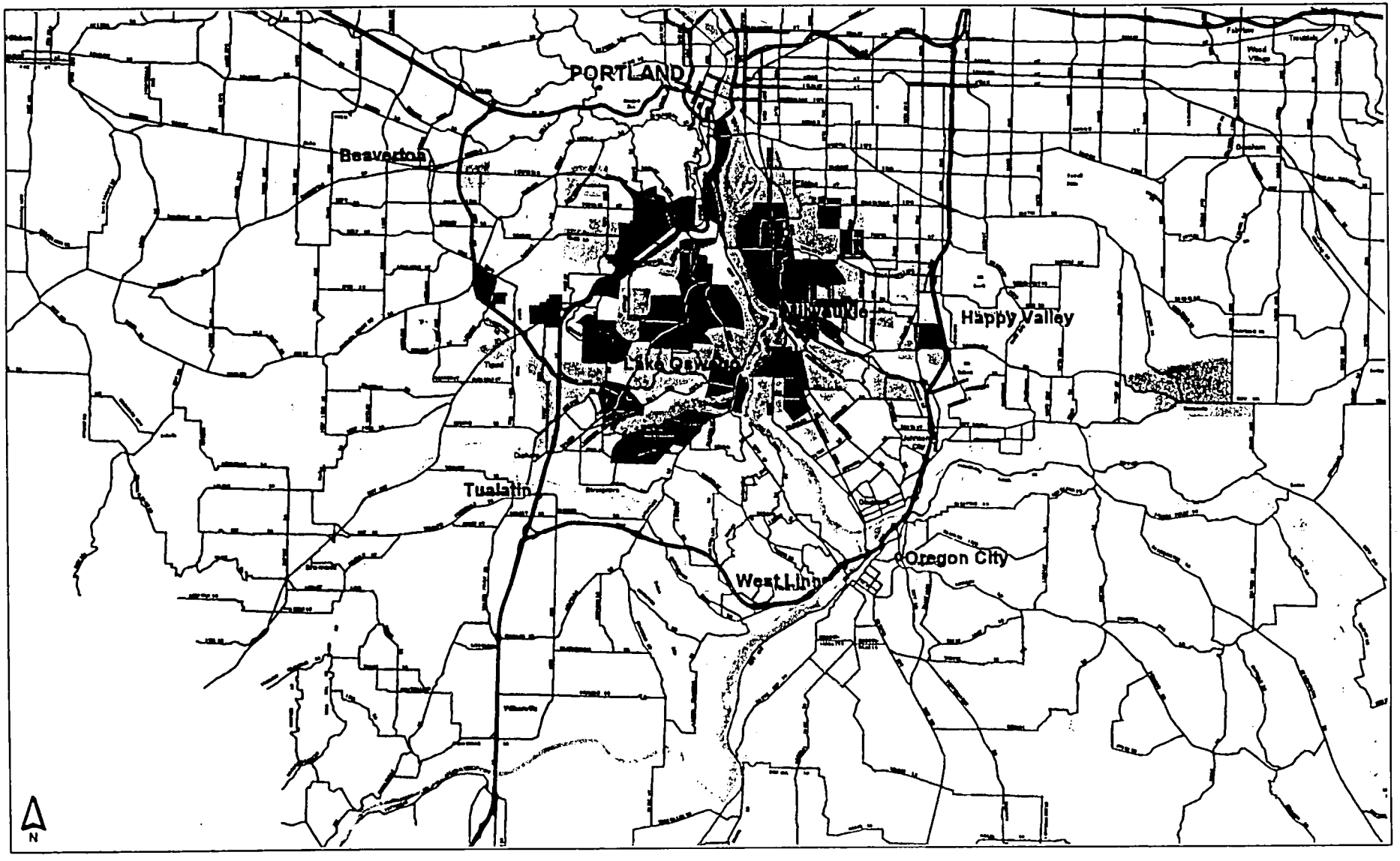


Figure 7 Sellwood Travel Shed

THE STUDY PROCESS

The South Willamette River Crossing Study process has included several levels of screening and analysis with opportunities for public comment at each stage. These stages are illustrated in Table 1. The major stages were identifying the problem and options, screening and evaluating the options.

Table 1 – South Willamette River Crossing Study Timeline

1989-94	Southeast Corridor Study and Regional Transportation Plan identify need for study
1994	South Willamette River Crossing initiated – public identifies crossing needs and options
1995-97	Screening process analyzes potential for crossing options to meet travel demand and avoid direct environmental impacts to parks, streams, schools, cemeteries and historic sites
1997	JPACT/Metro Council adopt options for evaluation
1998	Evaluation develops travel forecasts and costs of options and assesses potential support for 2040 Growth Concept
1999	JPACT develops recommendations for public comment
1999 (anticipated)	JPACT/Metro Council adopt recommendations and include recommendations in Regional Transportation Plan

Initial problem and option identification

In 1989, the Metro Council adopted recommendations of the Southeast Corridor Study that called for an examination of travel constraints across the Willamette River and the need for new bridge capacity. The Southeast Corridor Study, led by Metro, analyzed the growth in east/west traffic in lower Southeast Portland and in Milwaukie and evaluated the need for additional arterial capacity between Highway 99 and I-205. During the study, analysis revealed that travel across the river affected arterial congestion levels throughout the southeast corridor.

The Interim Federal Regional Transportation Plan, adopted by the Metro Council in 1995, identified the need for additional study in the southeast corridor to evaluate the adequacy of Willamette River crossings. Metro began the current study of the South Willamette River crossings in September 1994.

Metro initiated the South Willamette River Crossing Study with a series of public meetings and workshops to identify crossing problems and possible solutions. This process identified more than 20 possible options for consideration in the study. Initial review of the options identified those that had potential to meet crossing de-

mands and that avoided directly affecting park lands, a cemetery or national historic site, did not require tunneling or had multi-modal elements. Table 2 and Figure 8 describe these options and their merit for further consideration in the study. A public comment report, released in 1995, summarizes public comments on these initial issues.

Screening process

JPACT and the Metro Council screened the remaining options from the initial outreach effort to select a set of options for evaluation in the study. The screening process considered the potential of the option to meet the river crossing demands in the corridor. Options that had potential to meet travel demand were further evaluated in terms of how well they could meet demand and how well they could support the 2040 Growth Concept in the full evaluation.

The screening process analyzed travel sheds in the corridor. A travel shed identifies the area of the majority of bridge use. Options that had the potential to compete with the Sellwood Bridge travel shed were considered to have potential to help meet crossing demand in the corridor. The analysis showed that the I-205 travel shed had very little overlap with the Sellwood Bridge travel shed, while the Ross Island and Sellwood Bridge travel sheds overlapped to a greater extent. This suggested that many I-205 improvements would serve a different market than the Sellwood Bridge and would have little effect on Sellwood Bridge traffic. The full evaluation of the options confirmed this theory by documenting that options farthest to the north and south of the Sellwood Bridge had little effect on Sellwood Bridge traffic. Figures 9 and 10 illustrate the travel shed, or the areas that predominately use, the different bridges.

The screening process also considered the opportunity for the crossings to connect with regional instead of local streets and to avoid designated parklands or sensitive environmental areas. The National Environmental Policy Actrequires all prudent and feasible options be considered before recommending an alternative that impacts parks and other environmental areas. In anticipation of conducting a NEPA analysis on any of the options, options with direct impacts to parklands were set aside. Figure 11 summarizes options JPACT and the Metro Council recommended for further analysis and to be set aside as a result of the screening process (Resolution 97-2529). Public comments on these options and on the issues in the South Willamette River Crossing Study are included in a public comment report published in 1997.

As part of the screening process, JPACT and Metro Council recommended that the I-205 corridor should not be studied in the context of the study. Instead they recommended that I-205 should be studied in the context of supporting Oregon City and West Linn development and access plans and in terms of meeting long-distance state and regional travel needs. In addition, the Metro Council requested that the study consider the effect of adding a southbound lane on I-205 west of the river on the demand for a crossing in the South Willamette River corridor. A sensitivity test revealed that the additional lane on I-205 west of the bridge did not affect demand for crossings farther to the north.

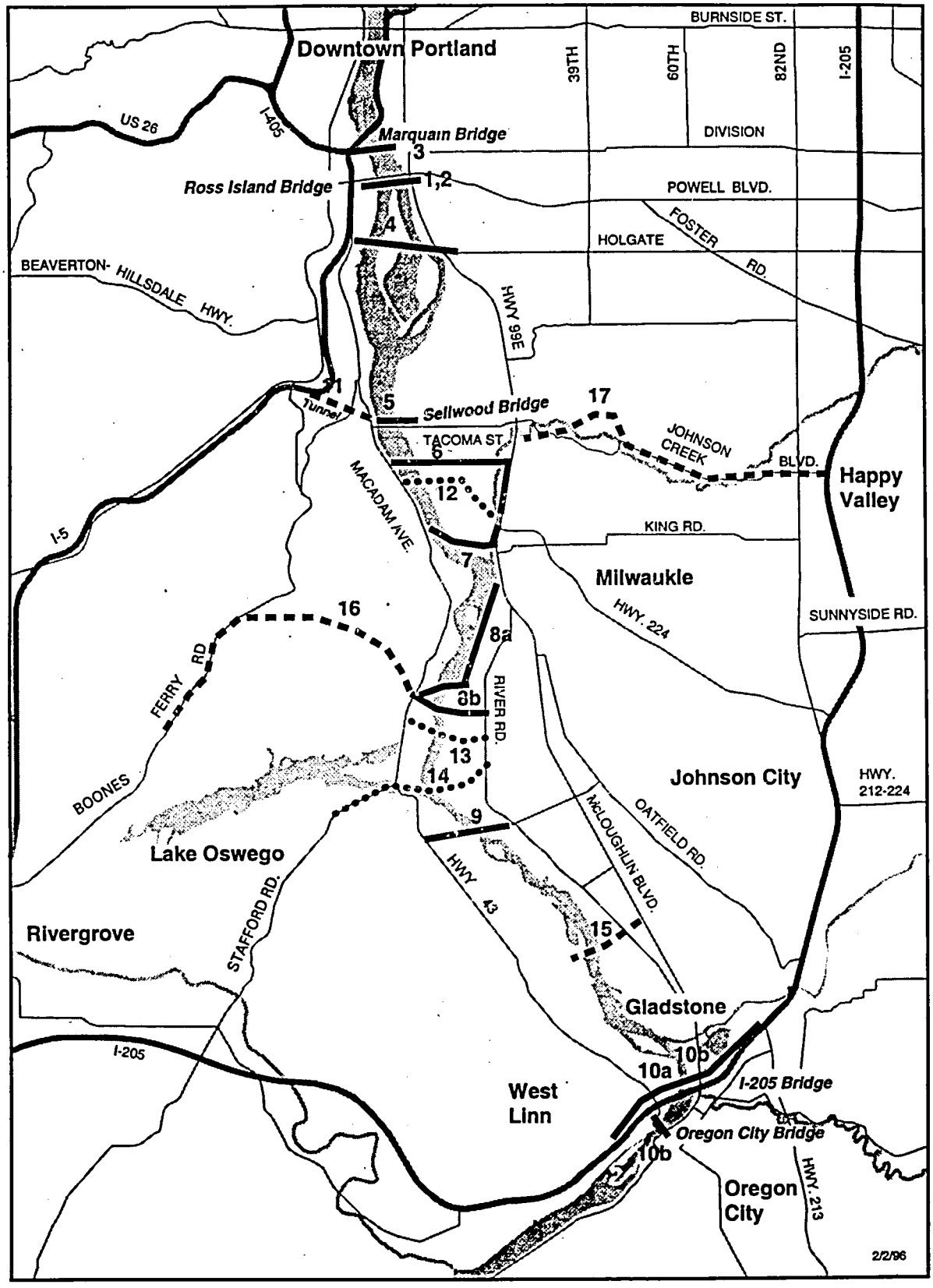
Description of the options evaluated in the study

Options approved by JPACT and the Metro Council for further study included modifications to the Ross Island Bridge, replacement and rehabilitation of the existing Sellwood Bridge, and new crossings in Clackamas County. In addition, JPACT and the Metro Council adopted an option for further study that would reduce the need for crossing improvements by reducing vehicular crossing demand. The study refined the options based on engineering feasibility and the need for connections to Highway 99E on the east and Highway 43 on the west. Figure 12 shows the options evaluated in the study as described below:

(A) Improve approaches to the west end of the Ross Island Bridge. This option reduces the

Table 2 – Potential Crossings Identified by the Public and Staff Recommendations

Title and Description	Carry Forward	Set Aside
1. Remove bottlenecks at bridgeheads at existing Ross Island Bridge	✓	
2. Remove bottlenecks at bridgeheads at existing Ross Island Bridge and add auto capacity	✓	
3. New Caruthers Bridge south of Marquam Bridge	✓	
4. New bridge near Holgate	✓	
5. Replace Sellwood Bridge	✓	
6. New bridge along Ochoco rail alignment	✓	
7. New bridge between Milwaukie and Riverwood	✓	
8a. New bridge parallel to (former) Southern Pacific alignment	✓	
8b. New bridge south of (former) Southern Pacific alignment	✓	
9. New bridge between South Lake Oswego and Oak Grove	✓	
10a. Add auto capacity and improve bicycle and pedestrian facilities on I-205 bridge	✓	
10b. Add new capacity to Oregon City Bridge in addition to adding auto capacity and improving bicycle and pedestrian facilities on I-205 bridge	✓	
11. Expand bicycle, pedestrian and vehicle capacity on Sellwood Bridge, improve westside approaches and connect Sellwood to I-5 north of Terwilliger via tunnel		✓
12. New bridge between Highway 43 and the Waverly County Club, then via tunnel to Highway 224		✓
13. New bridge between A Avenue in Lake Oswego to River Road in Oak Grove		✓
14. New bridge from Highway 43 through George Rogers Park to River Road in Oak Grove and upgrade McVey Avenue to a Parkway		✓
15. New bicycle and pedestrian-only bridge from Mary S. Young State Park in West Linn to the Jennings Lodge area		✓
16. New road through Tryon Creek State Park from Highway 43 to Boones Ferry Road		✓
17. New road between Highway 99E and I-205 along Tideman Johnson Park and Johnson Creek		✓



Multi-Modal River Crossings for Further Study

Multi-Modal River Crossings for Elimination from Further Study

Other Alternatives for Elimination from Further Study

Figure 8 Potential River Crossings

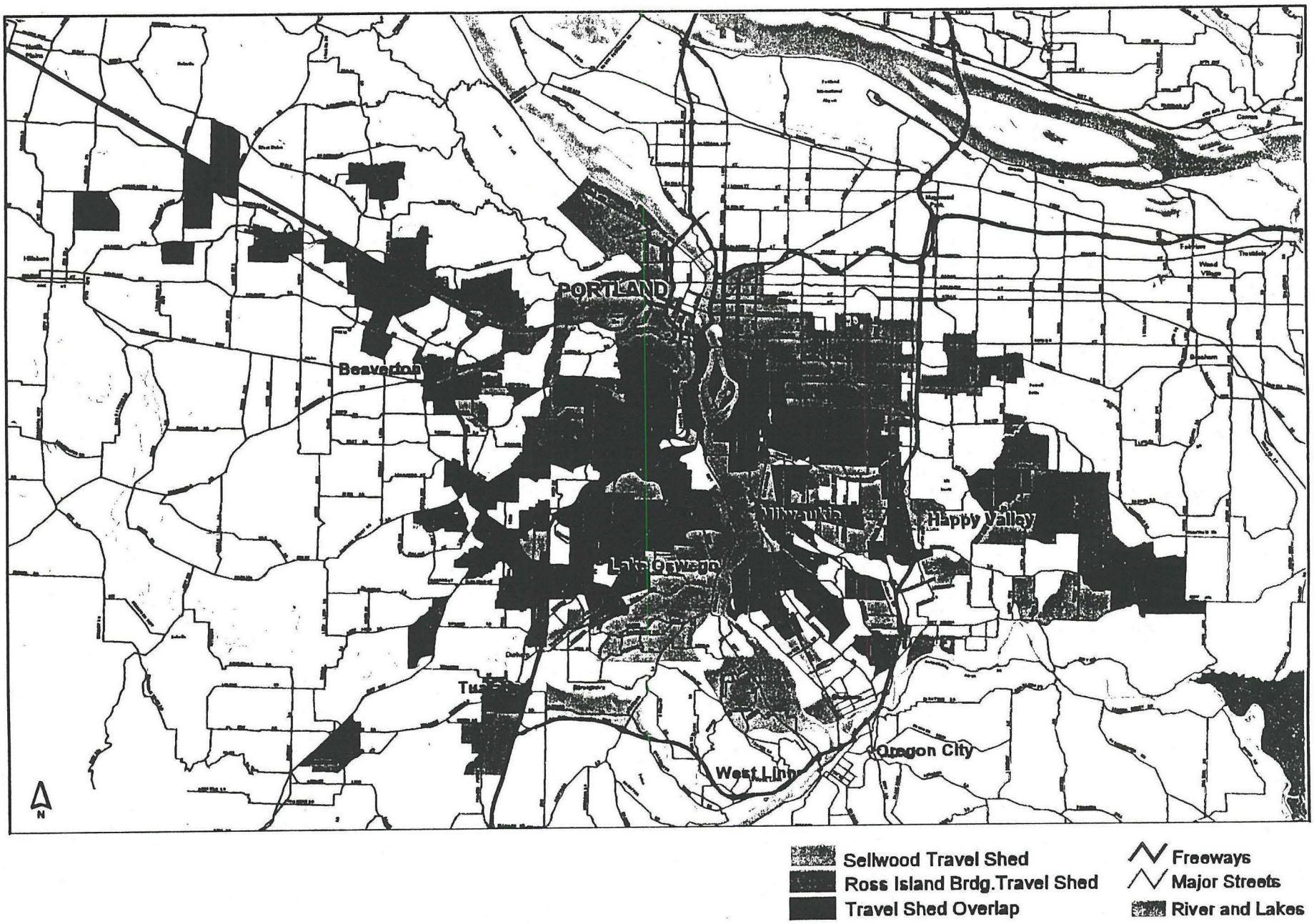


Figure 9 Travel Sheds for Sellwood and Ross Island Bridges

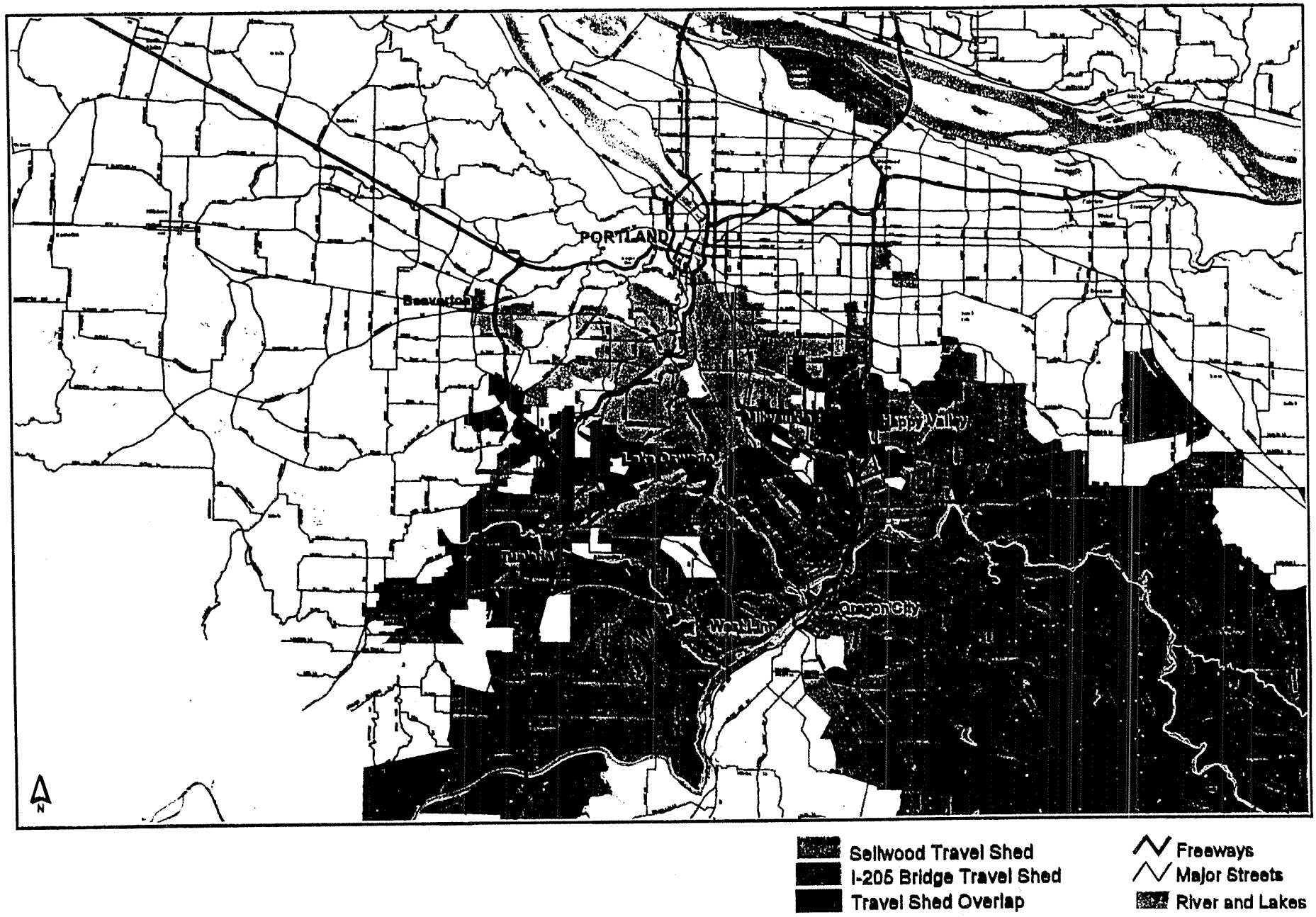
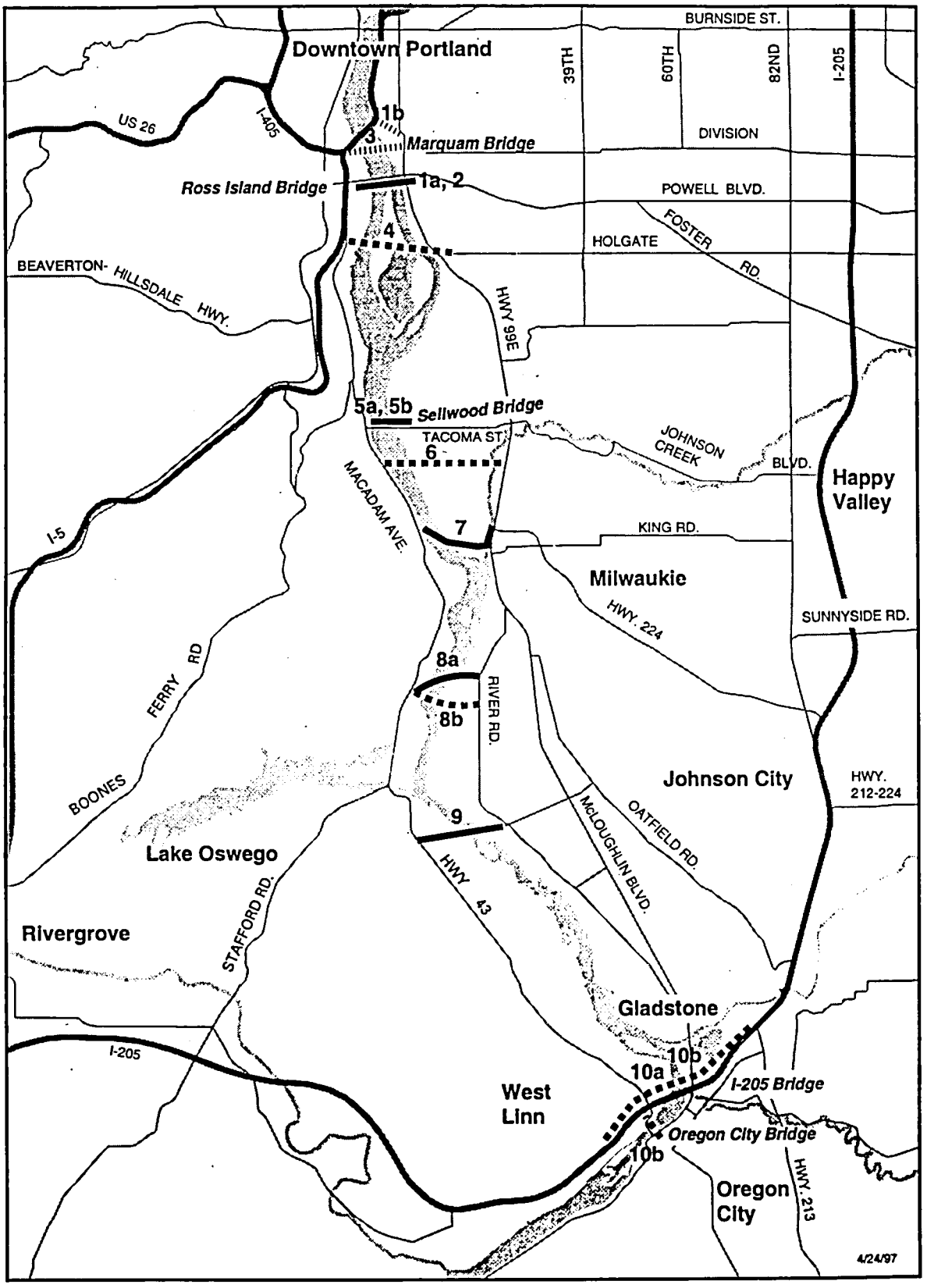


Figure 10 Travel Sheds for Sellwood and I-205 Bridges



Multi-modal river crossings recommended for further study

Multi-modal river crossings *not* recommended for further study

Set aside until evaluation of Option 1-a and Option 2 is complete

Figure 11 JPACT/Metro Council Adopted Screening Recommendations

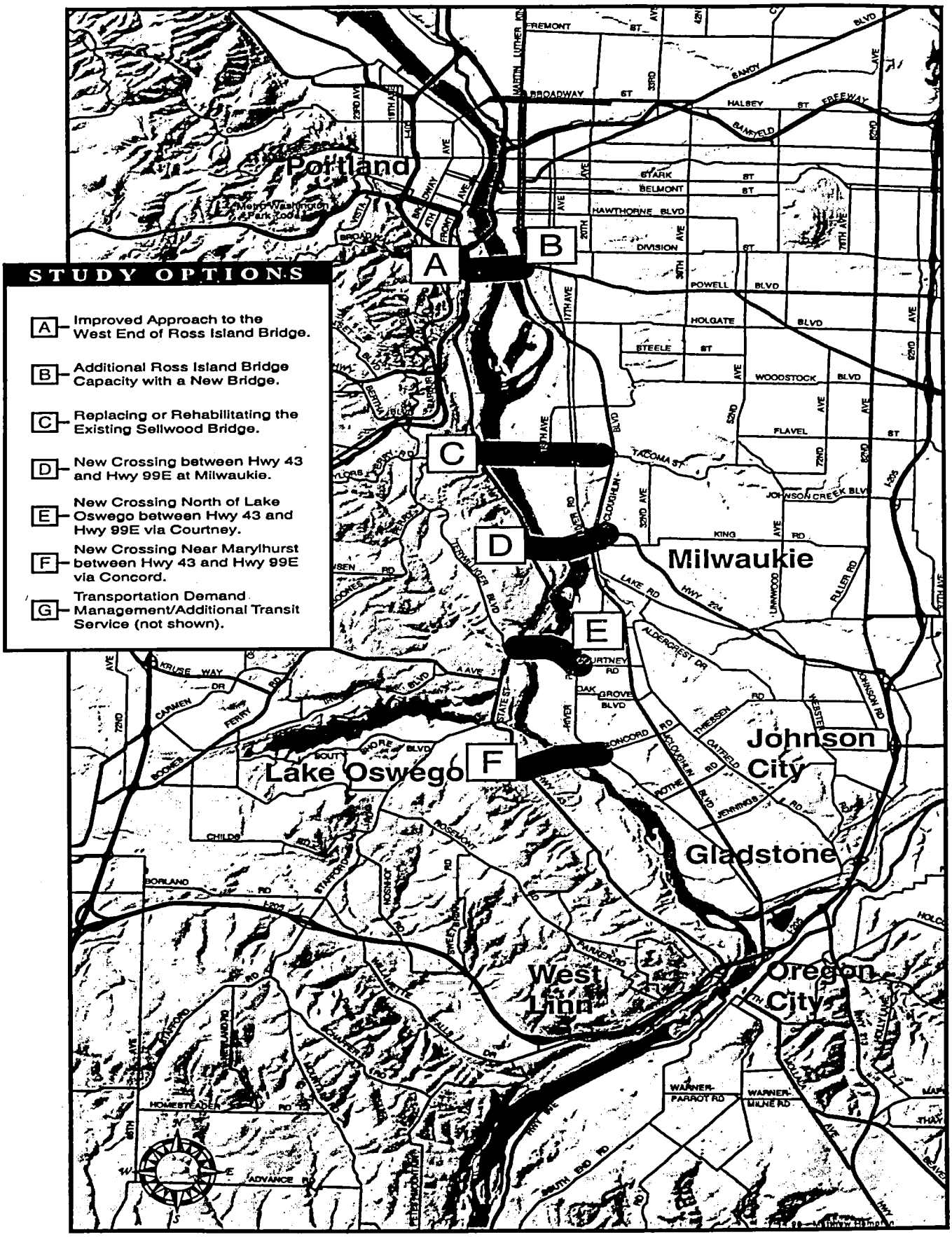


Figure 12 Study Options

bottleneck at the west end of the bridge and reroutes traffic around the Corbett/Lair Hill neighborhood.

(B) Improve approaches to the Ross Island Bridge (as in option A) and additional lanes on a new parallel bridge. Ramps from the Ross Island crossing connect to I-405 directly on the west and to Highway 99E on the east.

(C) Replace or rehabilitate the existing Sellwood Bridge. Replacement options include a two-lane and four-lane bridge. On the west, the replacement options shift the interchange with Highway 43 to the north and straighten the ramps. For the four-lane bridge, one variation widens Highway 43 to six lanes between Taylors Ferry Road and the bridge and widens Tacoma Street from the bridge to Highway 99E with on street parking, wider sidewalks, bike lanes, traffic lanes and turn lanes. Another variation does not widen Highway 43 and widens Tacoma Street only at Southeast 17th for a turn lane. Rehabilitation options include: maintain the bridge in its current configuration; maintain to meet today's seismic, vehicle, pedestrian and bicycle standards; and close it to traffic but leave it open as a bicycle and pedes trian-only facility.

(D) Add a new two or four-lane crossing between Highway 43 on the west and Milwaukie on the east. Variations of this option include direct access to Highway 224 and access to Highway 99E only.

(E) Add a new two- or four-lane crossing north of Lake Oswego between Highway 43 and Highway 99E via Courtney Road. To accommodate demand, cost estimates for the four-lane bridge option include widening Courtney Road to four lanes, grade separating Courtney Road at River Road and an inter - change with Courtney Road at Highway 99E.

(F) Add a new two- or four-lane crossing near Marylhurst College between Highway 43 and Highway 99E via Concord Road. To accommodate demand, the four-lane bridge option widens Concord Road from two lanes to four lanes.

(G) Implement transportation demand management programs and additional transit services to reduce river crossing demand. In addition to transit increases that are part of all options, this option includes additional light rail, commuter rail, additional east-west transit service, employer commute reduction programs and other programs to reduce vehicular travel demands.

STUDY ASSUMPTIONS

The evaluation year for the South Willamette River Crossing Study is 2015, a 20-year planning horizon from the initial year of the study. The study made several assumptions about population and employment, the future transportation network and transit services and about factors that affect the potential for bicycling and walking trips for year 2015.

Population and employment forecasts

The study used regional population and employment allocations developed for the year 2015. Within the Portland/Vancouver urbanized area, the population forecast for 2015 is 2.2 million and the employment forecast is 1.5 million. Figure 13 and Table 3 show the population and employment forecasts for areas in the region. The population growth for the corridor, in districts 1 and 4 on the map, average 20 percent between 1994 and 2015, which is lower than the regional average growth of 46 percent. The employment in the corridor increases 60 percent between 1994 and 2015, which is about average for the region.

Table 3 – 1994 and 2015 Population and Employment for Five Districts Within the Urbanized Portland/Vancouver Area

District	Population			Employment		
	1994	2015	increase	1994	2015	increase
1. Close in Clackamas County (Lake Oswego, West Linn, Milwaukie, Gladstone)	129,850	160,580	23.7%	63,220	120,980	91.4%
2. Washington County and NW Portland west of I-405	385,675	639,175	65.7%	269,420	462,805	71.8%
3. Outer Clackamas County (east of I-205), East Multnomah County (east of I-205 and south of I-84), Oregon City	290,195	458,455	58.0%	124,915	205,070	64.2%
4. SW Portland and SE Portland (south of Holgate and west of I-205)	150,410	175,095	16.4%	66,980	86,845	29.7%
5. N/NE/SE Portland and Clark County (includes N. Portland, Vancouver and SE Portland north of Holgate)	540,035	753,300	39.5%	423,115	621,850	47.0%
Totals	**1,496,165**	**2,186,605**	**46.1%**	**947,650**	**1,497,550**	**58.0%**

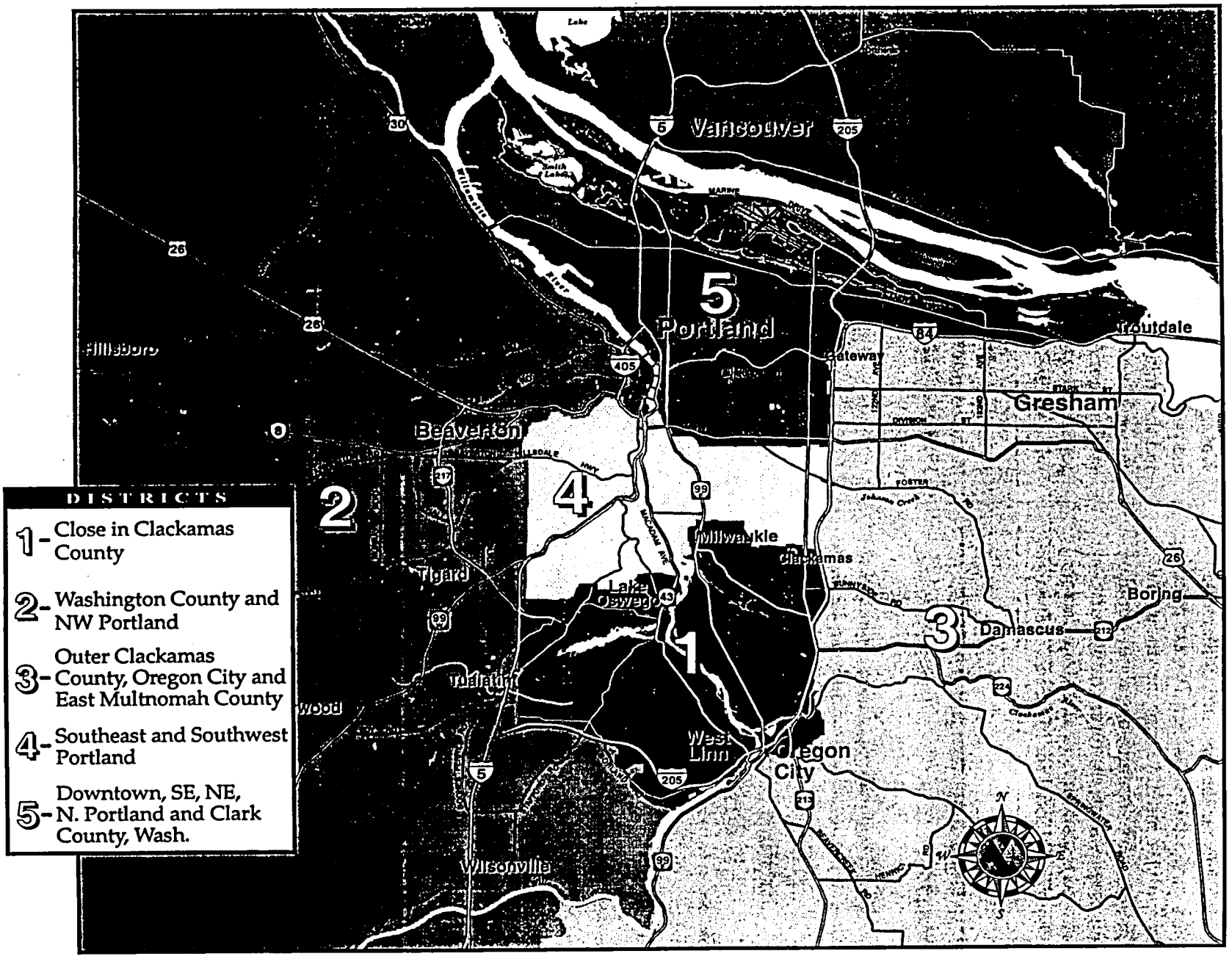


Figure 13 Five Districts for Population and Employment Forcasts

Transportation system

The study assumed transportation system improvements as specified in the Interim Federal Regional Transportation Plan (1995). For the South Willamette River corridor by 2015, these include:

- Turn lanes on Johnson Creek Boulevard as needed from Southeast 45th to Southeast 82nd and traffic management on Johnson Creek Boulevard from Southeast 36th to Southeast 45th
- New traffic signal and intersection improvements at Highway 43 and Terwilliger Boulevard, at A Avenue and at McVey Avenue
- I-5/217 interchange and ramp reconstruction
- New interchange at I-205/Highway 224 as the first part of the Sunrise Corridor
- Additional auxiliary lanes from Southeast Powell to Southeast Foster on I-205
- New Sunnybrook extension road from Southeast 82nd to Sunnyside Road at 108th
- New I-205 frontage road from Sunnyside Road to Southeast 92nd
- New Monterey overpass over I-205 to the frontage road

Transit service levels

For transit, the study assumed an increase in service hours beyond the currently funded level. Consistent with RTP objectives, the study assumed an average annual increase of 2.5 percent service hours compared to a currently funded annual increase of 1.5 percent service hours. Within the corridor, the additional service hours support more east-west service, service in areas currently without service and increases in service frequency on other routes. The study assumed that transit would shift to use the new crossing options. In addition, the study assumed that light-rail transit will extend from Clackamas Town Center in the south to Vancouver, Wash., in the north by 2015. Figure 14 illustrates the regional transit service network that the study assumed as a base for all of the options.

Mixed-use and intersection density factors

Metro's regional travel forecasting model projects the number of walking and bicycling trips based on the type and density of land uses and intersection density. Based on policy direction in adopted plans, this study assumed mixed-use development as proposed in the 2040 Growth Concept and a greater level of intersection densities than currently exist. As a result, this study assumed a greater share of bicycling and walking trips than currently exist.

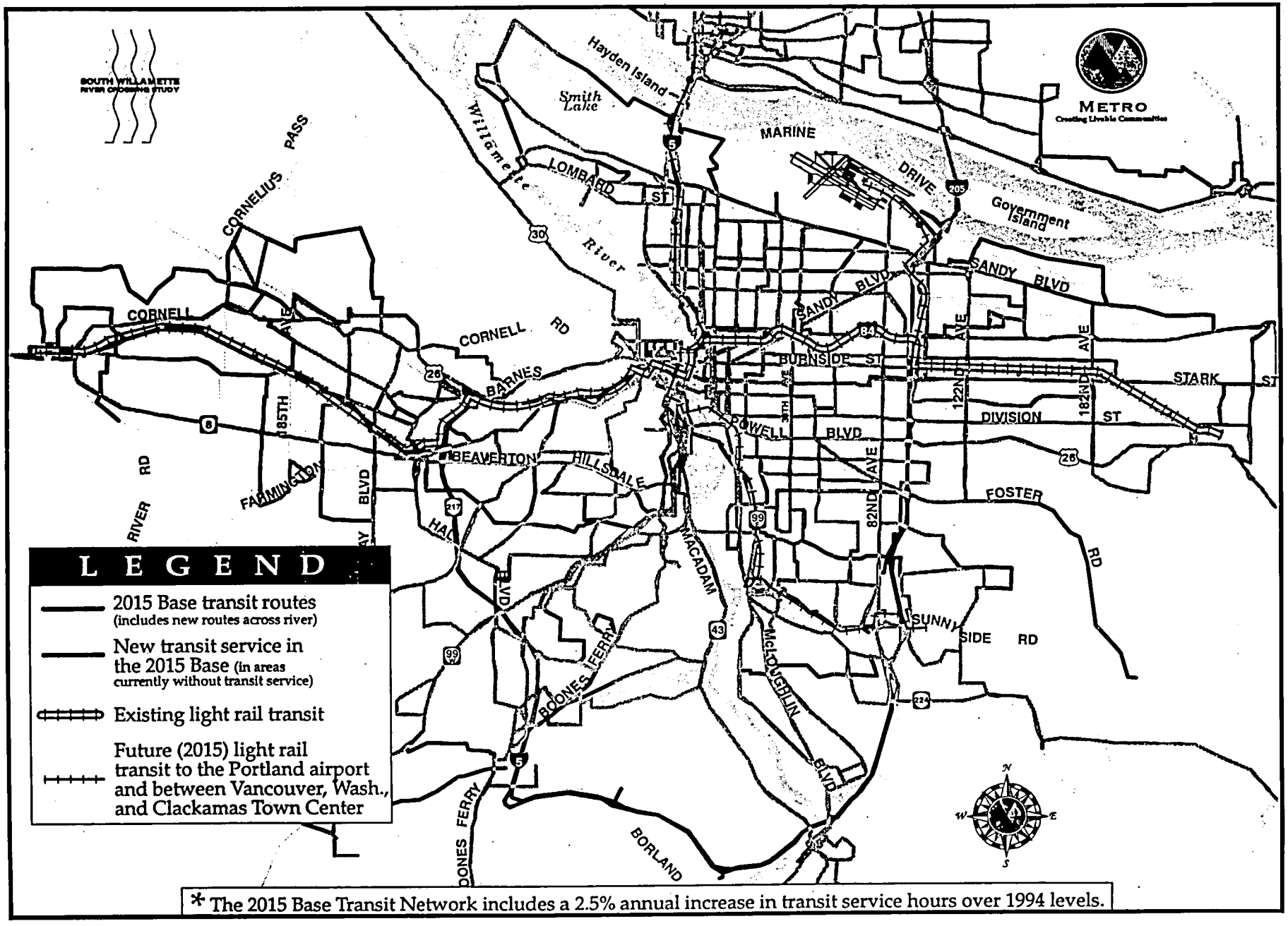


Figure 14 Base Transit Assumptions

EVALUATION METHODOLOGY

In the evaluation, the study considered travel demand forecasts, engineering feasibility and cost estimates, and the effect of the crossing and its impacts on the 2040 Growth Concept. This section describes the evaluation measures that JPACT considered in developing its recommendation and the methodology for forecasting travel demand, impacts and costs for the options.

Evaluation measures

The evaluation considered how well the crossing options would meet demand for travel across the river and how well they would support land-use plans and policies. Measures that JPACT considered in developing recommendations include:

- *The effect on daily river crossings for all modes.* This measure illustrates the effect that the crossing option would have on meeting the demand for crossing the river. It is a measure of daily crossings on all bridges from the St. Johns Bridge to the Oregon City Bridge and includes all modes.

- *The effect on vehicle miles traveled (VMT) per capita.* This measure illustrates how bridge options would result in more or less personal travel.

- *Access to 2040 Growth Concept areas targeted for growth.* Improving vehicular access could support development in areas that are or are not targeted for growth in the 2040 Growth Concept. This measures considers the potential for the options to serve the 2040 Growth Concept areas in the corridor based on their effect on vehicular access.

- *Effect on community and development plans.* This measure considers the effect of the crossing option on community and development plans. The measure considers the effects of the crossing structure itself and the additional traffic volumes on existing neighborhoods and planned development. This measure shows that options that improve vehicular access, even to areas targeted for growth, may conflict with specific community and development plans by increasing traffic volumes.

- *Effect on Sellwood and other bridge traffic.* This measure considers how effective the options would be on reducing the demands on the existing Sellwood Bridge and directly serving the crossing needs in the corridor. The evaluation also considered the effect on other bridges in the region.

- *Other traffic impacts.* This measure identifies the potential changes in traffic volumes on other roads in the corridor and identifies impacts that would require mitigation if the option were eventually constructed. The evaluation identifed traffic volume and levels of service changes on Highway 43 and Highway 99E and on east and west roads leading to each crossing. This study did not identify modifications needed to meet additional traffic demand on these roads. Such analysis would be needed in the next stage of study for the recommended options.

- *Costs.* This measure includes capital costs for different bridge types and approaches for those options that add capacity and preservation or replacement costs for those options that do not add new capacity. Costs are presented in 1998 dollars.

Travel forecasting methods

The study used Metro's regional travel forecasting model to estimate the changes in travel demand and travel patterns with the options. The travel forecasting model forecasts trip generation based on the population and employment forecasts and estimates a mode share for each trip. The model assigns vehicle trips to the transportation network based on the shortest travel times. The assignment reflects the availability of cross-

ings and congestion on the system. The model reflects the shifts in travel patterns that people would make if new capacity were available. More people would cross the river if a crossing were available. Similarly, the model estimates a greater share of travel on transit in corridors with improved service, thereby reflecting a reduction in traffic.

In the 1990s, Metro conducted a regional travel behavior survey and used the information to update the model. This information helps Metro forecast how people link different trip purposes together into one trip and shift travel patterns due to changes in congestion, parking prices and other factors. Travel forecasts for the South Willamette River Crossing Study used this updated travel behavior information.

The travel forecasts were used to assess how well the option would meet the crossing demand and support land-use plans and policies. The Travel Forecast Results Report is available that summarizes, for each option, the effect of the options on:

- person trips crossing the river
- mode share
- transit ridership
- bridge traffic volumes
- trip distribution for people using the bridges and other streets
- vehicle miles traveled per capita
- vehicle hours of delay on the bridges and other facilities
- traffic levels of service on bridges and other facilities
- travel demand across screenlines to the east and west of the river and on Highways 43 and 99E
- accessibility

The travel forecasts assumed that a two-lane Sellwood Bridge would exist in combination with all other options except for the option that converts the Sellwood Bridge to bicycle and pedestrian access only and that replaces the existing bridge with a four-lane bridge. The crossing recommendation could include any combination of the options for further study.

Costing estimates

Engineers from David Evans and Associates, on contract for this study, assessed the feasibility of and developed costs for the crossing options. Feasible crossing locations were defined as those that would meet design standards, including grades for the crossing and ramp connections at bridge ends. The analysis assumed the minimum amount of street closures and property acquisitions for each crossing while still avoiding environmentally sensitive properties, including schools, parks, historic sites and cemeteries. The cost estimates reflect a range of widths and ramp design on crossing approaches and different bridge construction styles. Cost estimates were developed for a cable-stayed bridge on the high end of costs and a post-tensioned segmental concrete box girder bridge at the low end. Figures 15 and 16 illustrate standard cross sections and the different bridge construction styles used in the cost estimates. For more information on cost estimates, the Engineering Summary Report prepared by Evans and Associated, is available for the South Willamette River Crossing Study.

The capital cost estimates include the crossing itself and the approaches and connections at either end from the bridge structure west to Highway 43 and east to Highway 99E. The cost estimates also include pedestrian and bicycle facilities on the crossing and connections with these facilities onto the highways. The cost estimates do not include improvements on other roads that would be needed to accommodate additional traffic due to the crossing. Measures to mitigate impacts from additional traffic would be developed if the crossing were recommended for further study.

For the options that preserve the existing Sellwood Bridge, the estimated life-cycle costs include non-routine costs associated with older steel truss bridges. Routine costs, which would be common to any bridge new or old, such as deck cleaning, bridge inspections and similar work, are not included. The 100-year period reflects the expected life span of modern concrete bridges. The costs were developed with the assistance of

the Multnomah County Bridge Division and reflect available bridge condition records.

The cost to preserve the existing bridge in its current condition includes maintenance of repairs from vehicle collisions, structural deck overlays, bridge bearing replacements, bridge painting, and a Phase 1 seismic upgrade that ties the superstructure to its supports to prevent dropping the bridge during an earthquake. Major rehabilitation projects in the cost estimate include new ramps for the west approach, new illumination, retrofit of the sliding foundations on the west end of the bridge, repair of concrete on the east approach structure, replacement of the timber inspection walkway, replacement of bridge rails and installation of a deck drainage system to prevent discharge into the river.

The cost to rehabilitate the existing bridge to meet current standards includes the costs of preserving the bridge in its current condition plus the cost to widen the bridge in addition to the cost to replace the east approach spans. The bridge would have the same cross-section as the other two-lane crossings studied, including two 14-foot traffic lanes, two 6-foot bicycle lanes and two 6-foot sidewalks. The full rehabilitation costs also assume Phase 2 seismic upgrade, which strengthens the footings and columns to prevent failure of the supports in a major earthquake. The full rehabilitation would allow trucks to use the bridge.

The cost estimate to preserve the bridge as a bicycle- and pedestrian-only facility does not include any seismic work on the bridge or major rehabilitation items and would involve closing the bridge to motor vehicle traffic.

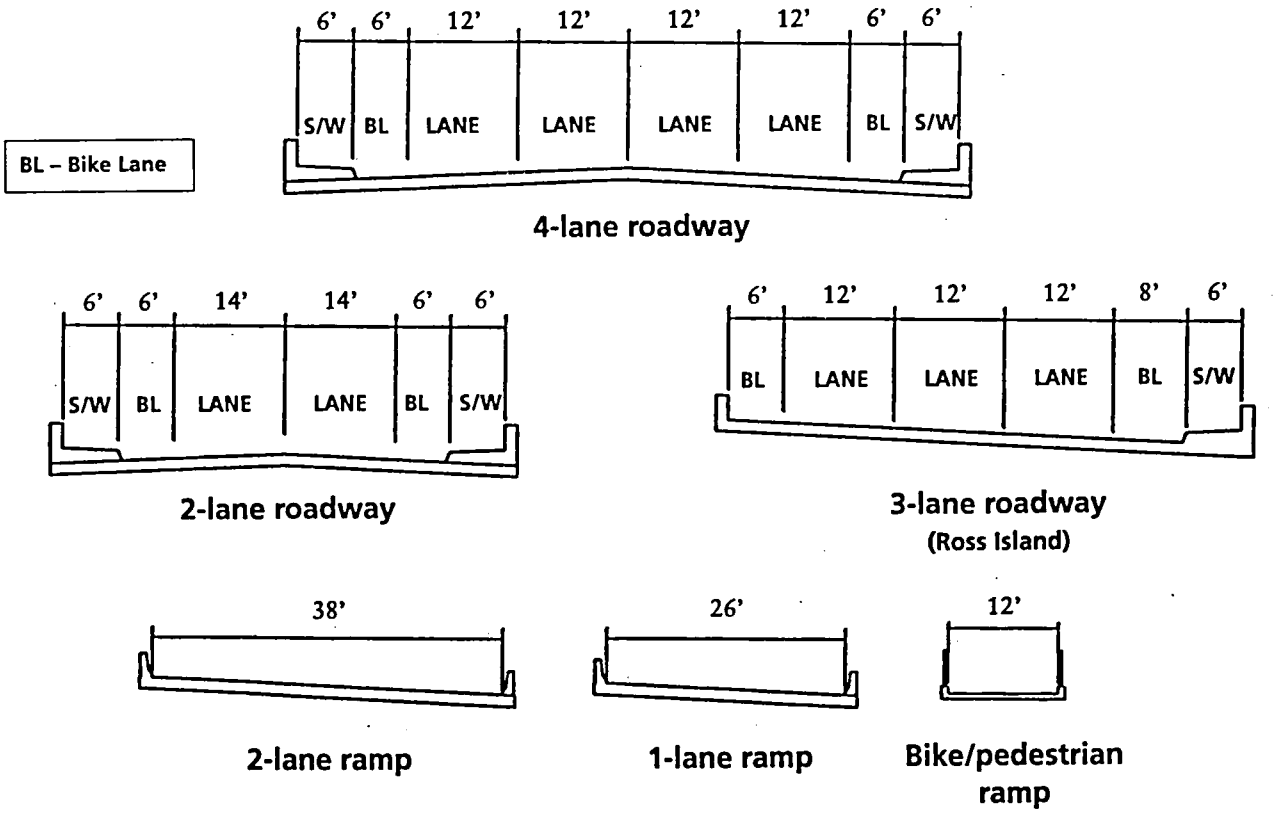
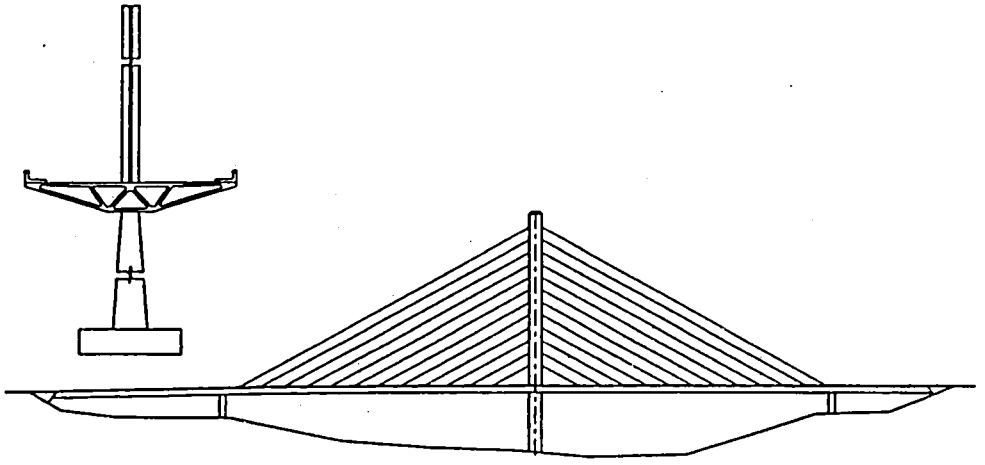
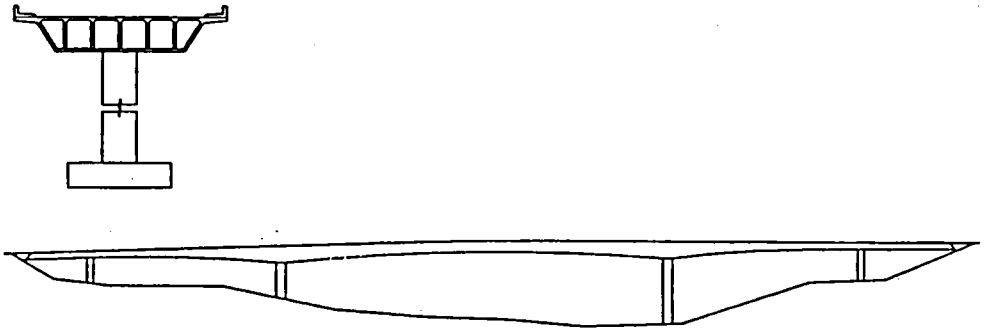


Figure 15 **Typical Structures and Roadways Assumed for Cost Estimates**

Source:
David Evans and Associates



Cable-stayed bridge



Post-tensioned segmental concrete box girder bridge

Figure 16 **Bridge Construction Styles Assumed for the Cost Estimates**

FINDINGS

This section presents the South Willamette River Crossing Study findings for options that offer no new river crossing capacity and options that add river crossing capacity. This section also presents the findings for the transportation demand management strategies and additional transit service option. The section analyzes how the options support land-use and transportation goals using the travel forecasts and engineering feasibility study. More information on the travel forecast results and the engineering feasibility is available in separate reports. All comparisons are to a 2015 "no-build" condition. The "no-build" assumes only projects identified in the 1995 RTP as previously described.

Findings for no new river crossing capacity options

Options that offer no additional river crossing capacity include the preservation options for the existing Sellwood Bridge, replacement of the Sellwood Bridge as two-lane bridge and modifications to the west ramps of the existing Ross Island Bridge. Key findings for these options are summarized in Table 4 and are:

Daily river crossings (St. Johns to I-205)

- Use of the Sellwood Bridge for bicycles and pedestrians only would not help meet the vehicular crossing demand in the corridor. The lack of a crossing would result in 5 percent fewer trips across the river daily. The other options that do not add capacity would not affect the number of people crossing the river daily in the region.

Vehicle miles traveled (VMT) per capita

- Use of the Sellwood Bridge for bicycles and pedestrians only would slightly increase the vehicle miles traveled per capita. The longer trip lengths that would result from the loss of the Sellwood Bridge to vehicular traffic would slightly increase VMT per capita. The other options that do not add capacity would not affect VMT.

Access to 2040 Growth Concept areas targeted for growth

- Options that do not add capacity would not increase vehicular access to 2040 Growth Concept areas targeted for growth. Without additional capacity, relative vehicular access to 2040 growth concept areas would not change. Closing the Sellwood Bridge to vehicle traffic would reduce relative access to targeted areas.

Effect on community and development plans

- The two-lane Sellwood Bridge, either replaced or rehabilitated, would better support plans for mixed-use development and pedestrian-friendly environment on Tacoma Street than a four-lane bridge. Even with a two-lane bridge, forecast traffic volume increases on Tacoma Street will conflict with community and development plans for the Sellwood area. A four-lane bridge would attract even more traffic. Because of this, the two-lane crossing would be more compatible with Tacoma Street plans than a four-lane crossing.

- The replacement of the existing Sellwood Bridge would require additional right-of-way, primarily west of the bridge. The engineering analysis assumed that if the bridge were re placed, the west ramps would be realigned. If the recommendation is to replace the bridge, additional analysis of community and environmental impacts would be required.

- Use of the Sellwood Bridge for bicycles and pedestrians only would not help meet goals for increasing mixed-use development on Tacoma Street. Without vehicular access on the bridge, traffic volumes would decrease by 80 percent on Tacoma Street, reducing the access this area

Table 4 – No New Capacity Across the River*

	Effect on daily river crossings (St. Johns to I-205)	Effect on VMT per capita	Auto access to 2040 Growth Concept areas targeted for growth	Effect on community and development plans	Effect on Sellwood Bridge traffic	Other traffic impacts	Preservation or replacement costs
Sellwood Bridge for bike/ pedestrian use only	Reduces river crossings by 5 percent	Increases VMT/capitaby .48 percent	Reduces access to Tacoma St. and Macadam area main streets	Lower traffic levels may affect Sellwood development	No cars on bridge, reduces traffic on Tacoma Street to 82 percent of existing traffic. Improves bike/ pedestrian access	Increases traffic at other crossings	$23 million
Preserve Sellwood Bridge to maintain current use	No change	No change	No change	No change	No change	No change	$40 million
Improve Sellwood Bridge to current standards	No change	No change	No change	No change	Allows truck use, improves bike/ pedestrian access	No change	$72 million
Replace Sellwood Bridge with 2-lane bridge	No change	No change	No change	Affects community at east and west bridge ends; no change on Tacoma main street	Allows truck use, improves bike/ pedestrian access	No change	$45-59 million
Modify West-end Ramps at Ross Island Bridge (No Sellwood Bridge changes)	No change	No change	No change	Supports plan for Corbett/Lair Hill /Terwilliger neighborhood; no change on Tacoma main street	No change	No change	$11 million

***Comparisons are to the "no-build" condition with a 2-lane Sellwood Bridge**

needs to maintain business and provide for desired development. Businesses in the Sellwood area indicate a severe drop in business would likely result from closure to traffic.

- Modifying the west approach to the Ross Island Bridge would support community development plans in the Corbett and Lair Hill neighborhoods. The option would redirect traffic west of the bridge away from the Corbett and Lair Hill neighborhood and support land-use plans for this area. The city of Portland is evaluating the costs and benefits of various design options for these modifications.

Effect on Sellwood and other bridge traffic

- Modifying the west approach to the Ross Island Bridge would have little effect on meeting river crossing demand in the corridor. The traffic flow improvements, though helpful in reducing delay at the Ross Island Bridge, would not shorten travel times enough to shift traffic from the Sellwood Bridge to the Ross Island Bridge.

- Use of the Sellwood Bridge for bicycles and pedestrians only would increase demand on other crossings. Without the Sellwood Bridge, other Willamette River bridges would carry slightly more traffic, adding to congestion elsewhere.

Other traffic impacts

- These options will not improve roadway levels of service on the crossings or on other roads leading to the crossings. Forecasts show that congestion on roadways in the corridor will increase over time.

Costs (in 1998 dollars)

- The cost to preserve the existing Sellwood Bridge in its current condition during the next 100 years would be comparable to the costs of replacing it as a two-lane bridge. The cost estimate is $40 million to preserve the bridge in its current condition and $45 to $59 million to replace it as a two-lane bridge. Replacement of the existing Sellwood Bridge would bring the pedestrian and bicycle facilities up to current standards and allow trucks to use the bridge while preserving the bridge would not. Improving the bicycle and pedestrian facilities on the existing bridge may be possible but it would add to the cost. Previous analyses have not identified any easy low-cost bicycle/pedestrian improvements.

- The cost to preserve the existing Sellwood Bridge to meet current standards would be greater than replacement costs. The cost would be $72 million to rehabilitate the Sellwood Bridge to meet current standards. Full rehabilitation of the existing bridge would bring the pedestrian and bicycle facilities up to current standards and allow trucks to use the bridge.

- Using the Sellwood Bridge for bicycles and pedestrians would cost less than other options. The cost to retain the Sellwood Bridge for 100 years as a bicycle- and pedestrian-only facility is estimated at $23 million. As noted, vehicular crossing demands however, would not be met.

Findings for new river crossing capacity options

Options that would add river crossing capacity include addition of two lanes on the existing Ross Island Bridge, replacement of the Sellwood Bridge as a four-lane bridge and new crossings in Clackamas County. Key findings for these options are summarized in Table 5 and are:

Daily river crossings (St. Johns to I-205)

- All crossings with additional capacity would increase travel across the river and help meet crossing demand in the corridor. New crossings in Clackamas County would attract more new trips across the river than options that add capacity to existing crossings. The crossing at North Lake Oswego would attract the most new daily crossings with an increase of 5 percent. The crossings at Marylhurst and Milwaukie would attract 3 percent more new crossings daily. Adding capacity at Ross Island

Table 5 – New Capacity at the Ross Island Bridge and in Clackamas County *

	Effect on daily river crossings (all modes) St. Johns to I-205	Effect on VMT per capita	Auto access to 2040 Growth Concept areas targeted for growth	Effect on community and development plans	Effect on Sellwood Bridge traffic	Other traffic impacts	Capital costs for different bridge types and approaches
6-lane Ross Island Bridge	Increases daily crossings by 2 percent	Increases VMT/capita by .4 percent	Serves Central Eastside industrial area and Central city	Conflicts with North Macadam district plans. Supports plan for Corbett/Lair Hill/ Terwilliger neighborhood	Reduces traffic by 2 percent	I-405, Powell Boulevard	$113 to $131 million
4-lane Sellwood Bridge	Increases daily crossings by less than 1 percent	Increases VMT/capita by .1 percent	Serves Tacoma St. and Macadam area main streets	Conflicts with Sellwood Moreland plans for Tacoma Street and impacts existing neighborhoods on east and some businesses on west	Increases traffic by 15 percent but reduces delay on bridge from 44 percent of vehicle hours to 6 percent	Tacoma Street, Highway 43	$59 to $106 million
4-lane Milwaukie crossing	Increases daily crossings by 3 percent	Increases VMT/capita by .7 percent	Serves Milwaukie regional center. Supports Tacoma Main Street	Conflicts with Milwaukie TSP policies and waterfront plans. Impacts existing east and west neighborhoods.	Reduces traffic by 44 percent	Highway 224, Highway 43, Highway 99E, Taylors Ferry Rd, A Ave. Reduces traffic on Tacoma and SE 17th	$114 to $157 million
4-lane North Lake Oswego crossing	Increases daily crossings by 5 percent	Increases VMT/capita by .4 percent	Serves Lake Oswego town center on the west. Serves areas not targeted for growth in 2040 on the east.	Conflicts with Lake Oswego town center Plans and Tryon Creek State Park policies. Impacts existing east and west neighborhoods.	Reduces traffic by 16 percent	Courtney Rd., River Rd., Highway 99E, A Ave., B Ave., Country Club, Terwilliger Blvd.	$122 to $145 million
4-lane Marylhurst crossing	Increases daily crossings by 3 percent	No change	Serves Lake Oswego and West Linn town centers on the west. Serves areas not targeted for growth in 2040 on the east.	Conflicts with Mary's Woods development plans. Impacts existing east and west neighborhoods.	Reduces traffic by 6 percent	Concord Rd., River Rd., Highway 99E, Highway 43, A Ave.	$119 to $137 million

***Comparisons are to the "no-build" condition with a 2-lane Sellwood Bridge**

Bridge would attract 2 percent new crossings; adding capacity at Sellwood Bridge would attract 1 percent new crossings. These percentage increases translate into 42,300 additional daily trips across the river with the North Lake Oswego crossing and 3,200 additional daily trips with the added capacity at the existing Sellwood Bridge. They include walk, bike, transit and shared ride trips as well as single-occupant vehicles.

Vehicle miles traveled per capita

- The additional capacity options would marginally increase vehicle miles traveled per capita in the region even though the options would reduce average lengths for trips within the corridor. For the region, VMT/capita would increase less than 1 percent from 14.15 to 14.25 compared to the 2015 "no-build." Average trip length within the corridor would shorten from 4 percent to 6 percent, depending on the option. Options with additional capacity would attract some longer cross-regional trips that would counter the effect of the shorter trips in the corridor.

Access to 2040 Growth Concept areas targeted for growth

- The added capacity at Ross Island Bridge and the new crossings at Milwaukie would improve access to areas targeted for growth while other new bridge options would improve access to areas not targeted for growth by the 2040 Growth Concept. Adding capacity at the Ross Island Bridge would increase access to the central city, including the Central Eastside industrial district, which is targeted for growth by the 2040 Growth Concept. The Milwaukie crossings would increase access to the Milwaukie regional center, an area targeted for growth. The other new crossing options would improve access to Tacoma main street, Lake Oswego and West Linn town centers and to outer neighborhoods and other areas targeted for less growth, or generally not target for growth.

Effect on community and development plans

- Additional traffic would increase the conflict between designing streets to accommodate greater traffic demand and designing streets to allow for more pedestrian use of the street and crossings. Traffic conflicts with plans to increase mixed-use development and pedestrian crossings on Tacoma Street in Sellwood particularly during peak hours. These traffic volumes are projected to increase 20 percent between 1994 and 2015. With a four-lane bridge, these traffic volumes would increase an additional 10 percent in the peak hours by 2015.

  Additional traffic volumes with a Milwuakie crossing would have a similar effect on achieving development plans in downtown Milwaukie. A new crossing in Milwaukie would increase traffic volumes on roads in Milwaukie. Plans to connect the waterfront area with downtown and reconnect the community north and south of Highway 224 are already impacted by traffic volumes. Additional traffic volumes with a new crossing would increase the difficulty of achieving development goals for downtown Milwaukie.

  On the west, Lake Oswego plans to mitigate the impact of traffic demand on Highway 43 and A Avenue through the downtown area. The new capacity crossing options would increase traffic volumes on these roads, further increasing the conflicts between designing the streets for traffic flow and designing the streets for greater pedestrian use and in support of mixed-use development.

- The added capacity to the Ross Island Bridge and new crossings near Marylhurst options would conflict with specific development plans. The North Macadam development project is a part of the Portland's plans to meet 2040 growth targets. The additional structure that would be required to add capacity to the Ross Island Bridge would conflict with these development plans. Similarly, a residential development is planned near Marylhurst that would

help Lake Oswego meet its growth targets. The Marylhurst crossing option near the development site would conflict with the project's feasibility.

- In areas not targeted for growth, the added capacity options would conflict with the character of existing neighborhoods. For example, the new crossings in Clackamas County would conflict with the existing neighborhoods to the west and east of the river. Bridge and ramp structures and increased traffic on Concord, Courtney, River Road and other roads leading to the new crossing would affect the character of these residential neighborhoods.

Effect on Sellwood and other bridge traffic

- The Milwaukie crossing would reduce traffic volumes on the Sellwood Bridge and improve the level of service on the bridge. The Milwaukie crossing would reduce demand for the Sellwood Bridge by 44 percent and reduce congestion levels on the Sellwood Bridge and Tacoma Street from grossly unacceptable to preferred. Other crossing options to the north and south would have less effect on the Sellwood Bridge. The North Lake Oswego crossing would reduce demand on the Sellwood Bridge by 16 percent and improve the level of service on Sellwood Bridge in the off-peak direction only. The Marylhurst crossing would reduce demand on the bridge by 6 percent and the Ross Island Bridge option would reduce it by 2 percent. Neither would improve level of service on the Sellwood Bridge.

- The Marylhurst and Ross Island crossings would reduce traffic demand on other bridges. The Marylhurst crossing would reduce demand on the I-205 Bridge by 6 percent to 8 percent and the Ross Island crossing option would reduce demand on other crossings in downtown Portland by less 1 percent.

- The two-lane crossings in Clackamas County would operate at unacceptable levels of service. Demand for a new crossing is strong enough that a new two-lane crossing in Clackamas County would operate at unacceptable levels of service in the peak hours in 2015. This forecast assumes a new two-lane crossing in addition to the existing two-lane Sellwood Bridge.

- The four-lane Sellwood Bridge would reduce delay for vehicles on the bridge but would increase delay on Highway 43, Tacoma Street and other roads leading to the bridge. With the added Sellwood Bridge capacity, the percent of bridge vehicle hours of delay would drop from 44 percent to 6 percent of vehicle hours during the afternoon peak two hours on the bridge. The option would increase traffic by 15 percent on the bridge, which would increase delay on other roads.

- The new crossings in Clackamas County would serve Clackamas County trips, primarily west of I-205. For the Milwaukie crossing, peak hour trips that start and end in Clackamas County would be 17 percent of the total crossing traffic. This percentage would increase with the crossings to the south. For the cross ing near Marylhurst, 55 percent of the peak trips would start and end in Clackamas County west of I-205.

Other traffic impacts

- The added capacity options would increase traffic volumes on roads leading to the crossing in proportion to the amount of new crossing trips they would attract. Because adding river crossing capacity would shift use of other bridges, not all trips on the new bridge would be new trips. Travel demand would be greatest for roads leading to the crossings for the crossings that add the most new trips. At the high end, in the afternoon peak two hours, the four-lane North Lake Oswego crossing would add about 2,800 new vehicles eastbound on roads leading to Highway 43, or about a 33 percent increase on these roads. East of Highway 99E and River Road, this option would add 3,500 new vehicles in the peak two hours or an increase of 23 percent. At the low end, the

four-lane Sellwood Bridge would add about 1 percent to the existing volumes both east of Highway 99E and west of the Highway 43. With the exception of Highway 224, these roads are not designated for increasing traffic capacity and if any of the options that add capacity were carried forward for further study, these traffic impacts would need to be addresssed.

- The added capacity options would increase traffic volumes and shift congested locations on Highway 43 and Highway 99E. For example, the Milwaukie crossing would increase southbound traffic on McLoughlin Boulevard in Milwaukie by 7 percent but reduce volumes on Highway 99E south of Tacoma Street by 16 percent. Likewise, the North Lake Oswego crossing would increase traffic on Highway 43 near Terwilliger by 75 percent but decrease southbound traffic on Highway 43 further to the south.

Costs (in 1998 dollars)

- The four-lane Sellwood Bridge cost would range from a low of $59 million to a high of $106 million. The lower cost reflects the least expensive bridge style and addition of a turn lane on Tacoma Street at Southeast 17th to accommodate increased turning movements. The higher cost reflects the more aesthetic bridge style and widening on both Highway 43 between the bridge and Taylors Ferry and on Tacoma Street between the bridge and Highway 99E.

- The four-lane Clackamas County crossings would range from $114 million to $157 million. In addition, funding would be needed to preserve or replace the existing Sellwood Bridge. The costs reflect a full interchange with the crossing at Highway 43. The range reflects various ramp connections to Highway 224 in the Milwaukie crossing, widening of Courtney Road and an interchange with Courtney Road at Highway 99E in the north Lake Oswego crossing and widening Concord Road with the Marylhurst crossing. The ranges also reflect the two bridge styles.

- The Ross Island Bridge with added capacity option would range from $113 million to $131 million. The cost includes ramp connections between the crossing and Highway 99E on the east and connections between the crossing and I-405/US 26 on the west. In addition, funding would be needed to preserve or replace the existing Sellwood Bridge.

Transportation demand management and additional transit services

This option was developed to determine how much of the river crossing demand could be met by increasing efforts to reduce vehicular demand. This option assumed increased transit services and other programs that reduce vehicular use beyond that which was included with the other options. These assumptions included:

- Additional transit service hours that would result in a 3.8 percent annual increase in service hours or about two and one-half times the level currently funded.

- Higher parking prices throughout the region to encourage transit use.

- Lower transit fares through employer-sponsored transit pass programs.

- Additional east-west transit services and more frequent service on other routes.

- Passenger rail service on the existing freight rail bridge between Lake Oswego and Milwaukie and along the Lake Oswego trolley line.

- Extension of the South/North light-rail line from Clackamas Town Center to Oregon City.

- Success in the ECO rule resulting in reduction of trips in the peak hours.

Key findings from this option are:

- The option would increase transit ridership by 10 percent, including a 10 percent increase for trips across the river. This would increase the daily transit use for trips across the river from 91,000 to 99,500 from the Fremont to I-205 bridges. In the afternoon peak two hours, this would add about 370 transit riders westbound and 1,730 riders eastbound across the river.

- The increase in transit use would reduce the auto mode share by less than 1 percent and would not change the level of service at the river crossings. Though important in increasing the number of trips across the river without the cost of a new crossing, the shift would be less than 1 percent of the total of the single-occupant vehicle mode share. The increase in transit use would occur over all crossings and not reduce the vehicle demand at any one crossing enough to affect level of service measures.

- The demand management efforts and additional transit services alone would not improve crossing facilities for bicycle and pedestrian use. This study did not assess the feasibility or cost of a stand-alone pedestrian and bicycle structure. It is possible that a bicycle- and pedestrian-only facility could be developed in conjunction with other options.

The demand management efforts and additional transit services option would contribute to meeting the crossing demand and support the 2040 Growth Concept. It would not require new structures or generate new traffic demand. The crossing recommendation combines elements of this option with other options.

TRANSPORTATION PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2811A, FOR THE PURPOSE OF APPROVING THE SOUTH WILLAMETTE RIVER CROSSING STUDY

Date: July 27, 1999 Presented by: Councilor Bragdon

Committee Recommendation: At its July 20 meeting, the Committee considered Resolution No. 99-2811A and voted 2-0 to send the resolution, as amended, to the Council with a do pass recommendation. Voting in favor: Councilors Atherton and Vice-Chair Bragdon. Chair Kvistad was excused.

Committee Issues/Discussion: Chris Deffebach, South Willamette River Crossing Study Manager, presented the staff report. She reviewed the findings and recommendations report included in the committee packet. She noted that the study had examined a broad range of crossing options from the Ross Island bridge in the north to the I-205 to the south.

The resolution includes the five basic recommendations resulting from the study. These include the following:

1) support the region's growth management goals by either preserving the Sellwood Bridge in its current condition or replacing it with a two-lane bridge.

2) meeting additional traffic needs by 1) mitigating traffic growth on Tacoma Street, Highway 99E and Highway 43 and A Avenue in Lake Oswego, 2) improving transit, bike and pedestrian facility along and crossing the river, and 3) increasing motor vehicle capacity to direct traffic in support of land use goals.

3) bringing more jobs to Clackamas County to reduce commuter travel across the river.

4) consideration of additional improvements on the Ross Island and I-205 bridges.

5) supports inclusion of changes in the functional street and regional street classifications of Tacoma Street in the next update of the Regional Transportation Plan

Deffebach noted that, based on the public comments received, the recommendations are supported by about a 70-30 margin. She indicated that those that opposed the recommendations focused on the need for increasing road capacity.

Councilor Atherton expressed concern about the wording of the third "be it resolved " clause which provides that "efforts should focus on bringing more jobs to Clackamas County". He noted that the Clackamas County boundary is not as important as addressing the broader geographic regional area that uses the bridge crossings to commute to work. He requested that the language be amended and Vice-Chair Bragdon agreed to modify the language to read "eastern Clackamas County." The amended resolution was then sent to the full Council.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2811A FOR THE PURPOSE OF APPROVING THE SOUTH WILLAMETTE RIVER CROSSING STUDY RECOMMENDATIONS

Date: July 20, 1999 Presented by: Andrew C. Cotugno/Chris Deffebach

PROPOSED ACTION

Resolution 99-2811 endorses the findings and recommendations for the South Willamette River Crossing Study and directs staff to incorporate the recommendations into the *Regional Transportation Plan.*

This action represents a commitment by JPACT and Metro Council to a multi-modal river crossing strategy that supports the 2040 Growth Concept in the corridor between the Marquam Bridge in Portland and the I-205 Bridge in Oregon City.

TPAC and JPACT have reviewed these recommendations and recommend approval of Resolution No. 99-2811.

FACTUAL BACKGROUND AND ANALYSIS

Study Background

The Sellwood Bridge is the only crossing for vehicles, pedestrians, bicycles and transit for a distance of approximately 10 miles between the Ross Island and I-205 bridges. The Sellwood Bridge is safe today but it is nearing the end of its lifespan. Built in 1925, the bridge is considered structurally old and the lanes and sidewalk are narrow. It does not meet seismic standards. For safety and service levels, the Sellwood Bridge needs to be upgraded or replaced. Due to its age, the bridge requires more and more maintenance, raising questions of cost-effectiveness compared to the cost of bridge replacement.

The Sellwood Bridge primarily serves Portland, Milwaukie, and Lake Oswego and other areas of Multnomah and Clackamas counties. Areas east of I-205 use the bridge very little. These cities and counties have grown in the past 73 years since the bridge was built. Bridge traffic and congestion have grown as the population increased.

Metro's role in the South Willamette River Crossing study has been to bring jurisdictions together to agree on crossing improvements that best support regional and local growth management strategies. Among other land use designations, the 2040 Growth Concept designates Tacoma Street as a Main Street in the Sellwood neighborhood; Lake Oswego and West Linn as Town Centers; and Milwuakie and Oregon City as Regional Centers. The 2040 Growth Concept results in increased demand for crossing the river while also calling for increasing the pedestrian-friendly and mixed use nature of Main Streets, Town Centers and Regional Centers. The *Regional Transportation Plan*, currently being updated, proposes

Highway 99E in Milwaukie and A Avenue in Lake Oswego as regional boulevard design classifications and major arterial functional classifications. Based on the recommendations from this study, the RTP proposes Tacoma Street in Sellwood as a community boulevard street design classification and minor arterial functional classification.

Metro initiated the South Willamette River Crossing Study in 1994 with public meetings and workshops to solicit comments on the nature of the crossing problem and potential improvement options. The public identified over 20 crossing options for consideration in the study.

In 1997, following public comment on the range of possible options, JPACT and Metro Council adopted a short list of options for evaluation in the South Willamette River Crossing Study. The options reflect a range of strategies that could accommodate travel demand and help support the 2040 Growth Concept. These options are:

- Modifications to the west end of the Ross Island Bridge with and without a new bridge parallel to the Ross Island Bridge to add capacity.

- Preservation of the existing Sellwood Bridge: 1) in its current configuration; 2) upgraded to meet seismic, traffic lane width and bike/pedestrian standards; or 3) closed to traffic but left open as a bicycle and pedestrian-only facility.

- Replacement of the Sellwood Bridge as a two or four-lane facility.

- A new crossing in Clackamas County in Milwaukie, North Lake Oswego or near Marylhurst College as a two or four-lane facility.

- Additional transit services and programs that reduce travel demand.

Study Findings

The study relied on Metro's travel demand forecasting model to evaluate how the options would change travel patterns and assess the effect on the 2040 Growth Concept. An engineering firm assessed the engineering feasibility and estimated capital and operating costs for the options for this study. Key findings include:

1. The Sellwood Bridge can best support land use goals by either preserving the existing bridge or replacing it as a two-lane bridge. If the bridge is replaced, the bridge should be of high aesthetic quality. In either case, the bridge needs improvement to better serve pedestrians and bicycles.

   Of the other Sellwood Bridge options, the study found that:
   - The four-lane Sellwood Bridge would add traffic to Tacoma Street that would increase the conflict between designing streets to accommodate greater traffic demand and designing streets to allow for more pedestrian use of the street and crossings.

- A full rehabilitation of the existing Sellwood Bridge to bring it to current design standards could cost more than to replace it as a two-lane bridge.

- Use of the existing Sellwood Bridge for bicycles and pedestrians only would not help meet the river crossing travel needs that the 2040 Growth Management concept creates and would cut off regional access to the Tacoma Main Street and Sellwood area, thereby inhibiting their viability.

2. To the north, the Ross Island Bridge needs improvements but not in the context of the Sellwood Bridge and the South Willamette River Crossing Study. The technical analysis showed that improvements to the Ross Island Bridge would not substantially reduce travel demand on the Sellwood Bridge and should not be considered in the context of meeting that need. Ross Island Bridge improvements could support other land use plans in that area and should be considered separately.

3. To the south, the I-205 corridor/Oregon City Bridge needs improvements. Technical analysis showed that the I-205 Bridge serves longer and more regional trips than the Sellwood Bridge and that improvements to the I-205 Bridge would not substantially reduce travel demands on the Sellwood Bridge. However, these improvements should be considered in the context of meeting other needs in Oregon City, West Linn and the I-205 corridor.

4. A new two or four-lane bridge at North Lake Oswego or near Marylhurst would not address South Willamette River Crossing or other needs. These crossings would attract new traffic to streets that are not targeted for additional traffic growth and would improve access to areas not targeted for growth in the 2040 Growth Concept. In addition, they would disrupt communities on either side of the river and interfere with development planned to meet 2040 growth targets.

5. A new bridge in Milwaukie would not be the best way to support land use goals for Milwaukie and would disrupt existing communities on either side of the river. Though a new bridge crossing in Milwaukie would reduce traffic from the Sellwood Bridge and Tacoma Street, it would increase traffic on streets in Milwaukie and on the west side of the river which would conflict with plans for these areas.

6. Existing and projected traffic volumes conflict with Main Street functions on Tacoma Street through the Sellwood business district, McLoughlin Boulevard through downtown Milwaukie and A Avenue and State Street in Lake Oswego. Rather than adding capacity in these areas, a better way to support the 2040 Growth Concept is to:

   - Mitigate traffic growth on Tacoma Street, Highway 99E in Milwuakie and on A Avenue and Highway 43 in Lake Oswego where through traffic conflicts with land use goals.

   - Increase transit services and improve transit, bicycle and pedestrian facilities on either side of the river and across the river to provide better alternatives to driving. Improvements could include more east-west bus routes, bus priority treatment and the

potential use of the existing railroad bridge between Milwaukie and Lake Oswego for passenger rail and/or bike/pedestrian facilities.

- Increase motor vehicle capacity on appropriate regional facilities in order to direct traffic away from areas of conflict with land use goals, such as improvements to McLoughlin Boulevard and Highway 224.

7. A fundamental river crossing issue is the need for commuting between Clackamas County and the west side of the river for work trips. Efforts to reduce the need for commuting across the river would help reduce crossing demand. Continuing efforts to encourage job growth east of the Willamette River in Clackamas County should be pursued to allow commuting to stay within the area.

Public Comment

Metro's Transportation Planning Committee and JPACT opened a public comment period and held a public hearing on the recommendations proposed in this resolution on June 14, 1999. The public comment report, which summarizes public comments and reproduces all comments received, is attached as Attachment A.

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ATTACHMENT A

South Willamette River Crossing Study

Public Comments:

May 1, 1999 through June 15, 1999

Including Testimony from June 15 1999 Public Hearing

Table of Contents

Introduction:

Summary of Comments

Introduction:

Summary of Comments

In March, 1999, Metro's Joint Policy Advisory Committee on Transportation (JPACT) approved recommendations for public comment on the South Willamette River Crossing Study. The study was initiated to identify needed improvements for motor vehicles, transit, bicycles and pedestrians across the Willamette River between the Marquam Bridge in Portland and the I-205 Bridge in Oregon City. A copy of the recommendations, as summarized in the newsletter for the study, is included in the appendix of this report.

This report summarizes public comment received on the JPACT proposed recommendations for the South Willamette River Crossing Study. The public comment period opened on May 1, 1999 and closed June 15, 1999. Metro's Transportation Committee and JPACT held a public hearing on the recommendations at Metro Regional Center on June 14, 1999. The following elected and appointed officials participated in the public hearing:

David Bragdon, Metro Council
Bill Atherton, Metro Council
Kay Van Sickel, ODOT
G.B. Arrington, Tri-Met (sitting in for Fred Hansen)
Charlie Hales, Commissioner, City of Portland
Bill Kennemer, Commissioner, Clackamas County
Sharron Kelley, Commissioner, Multnomah County

Outreach efforts to advertise the public comment period

Efforts used to make the public aware of the recommendations included:

Ads regarding the public hearing placed in the Clackamas County Review/Oregon City News, Sellwood Bee and The Oregonian, south edition
Newsletters mailed to approximately 1600 names on the South Willamette River Crossing Study mailing list
Press releases mailed to the media
The study recommendations and hearing date posted on the Metro webpage

In addition, several newspapers printed articles describing the recommendations and the hearing date, including the Sellwood Bee, Clackamas County Review, and the Voice, a publication of the Central Eastside Industrial Council.

Summary of comments received on the JPACT recommendations

Metro received a total of 44 comments, from 40 different people. Of these comments, 70% supported the recommendations and 30% supported additional river crossing capacity at the Sellwood Bridge or in Clackamas County.

A detailed description of the recommendations can be found in the newsletter located in the Appendix of this document on page 49. In brief, the recommendations are:

1. Preserve existing Sellwood Bridge or replace it as a 2-lane bridge with better service for bike and pedestrian travel.

2. Consider improvements to the Ross Island and I-205 bridges in a different study.
3. Increase motor vehicle capacity on regional facilities such as McLoughlin and Highway 224.
4. Mitigate traffic on Tacoma Street, Highway 99E in Milwaukie and on A Avenue and Highway 43 in Lake Oswego.

In general, 31 comments showed support for the recommendations. Of these:

21 showed general support
1 showed support with more emphasis on bikes
5 showed support with more emphasis on need for transit across the existing rail bridge
1 showed support, but not for adding capacity on other regional routes
2 showed support, with support as well for adding capacity to Ross Island Bridge

11 comments supported additional river-crossing capacity. Of these:

7 supported adding a new crossing in Clackamas County
2 supported widening the existing Sellwood Bridge
2 supported adding capacity at either the Sellwood Bridge, or in Clackamas County, and adding tolling to control demand

One person commented twice on the need for a Mt Hood Freeway.

Of those who supported the recommendations, four comments also identified the need to reclassify Tacoma Street in the Regional Transportation Plan (RTP). The draft RTP currently designates Tacoma Street as a regional street in design and a major arterial in function. Of the recommendations, one suggested reclassifying Tacoma Street as a neighborhood street, one as a community street and two as something more consistent with its Main Street land use designation. The recommendations before TPAC propose revising the Tacoma Street classification in the RTP from a major arterial to a minor arterial in function and from a regional street to a community boulevard in design.

Organization of this report

Metro received public comments on the South Willamette River Crossing Study recommendations at the public hearing, through e-mail, on the transportation hotline and telephone calls to Metro staff and in written correspondence to Metro staff. This report presents the minutes of the public hearing and written statements submitted at the hearing in Section One, e-mail comments are contained in Section Two, comments received by telephone are located in Section Three, and correspondence submitted to staff can be found in Section Four. Section Five contains an index of public comments arranged in alphabetical order by name of submitter and organization. Section Six, the Appendix, contains the South Willamette River Crossing Study newsletter, and an example of the ad that was placed in publications to advertise the public hearing.

Section One:

Minutes of the Metro Council TransportationCommittee and The Joint Policy Advisory Committee On Transportation Public Hearing -- Including Written Statements

MINUTES OF THE JOINT METRO COUNCIL TRANSPORTATION PLANNING/JPACT PUBLIC HEARING

Tuesday, June 14, 1999
Council Chamber

TP Members Present:	David Bragdon (Vice Chair); Bill Atherton,
JPACT MEMBERS PRESENT	Kay Van Sickel, ODOT; G.B. Arrington, Tri-Met (sitting in for Fred Hansen); Charlie Hales, City of Portland; Bill Kennemer, Clackamas County; Sharron Kelley, Multnomah County
TP Members Absent:	Jon Chair Kvistad (Chair), (excused)

Vice Chair Bragdon called the meeting to order at 5:30 PM. He noted that Chair Kvistad and Councilor Washington were both away on Metro business.

CALL TO ORDER AND ROLL CALL

1. INTRODUCTIONS

Vice Chair Bragdon explained tonight's hearing would close a public record process regarding river crossings which started in 1994. He noted that although the Sellwood Bridge was owned by Multnomah County, 70% of the trips across it were related to Clackamas County.

Chris Deffebach, Transportation Department, went to the map and pointed out key findings and how different options were chosen. She went over the results of the studies and mentioned again that the significant use of the Sellwood Bridge was from Clackamas County. She noted different ways to improve conditions and support development of both sides of the river and pointed out some potential new crossing locations. In addition to the Sellwood Bridge, she said they looked at the Ross Island and I-205 bridges, while recognizing those projects would not address the needs of the southern part of corridor or support the growth management plans for the Clackamas County area. She said they found that fully rehabilitating the bridge would cost more than replacing it, and closing it for pedestrian and bicycles only would not meet their growth management plans for Tacoma Street.

Charlie Hales, Commissioner, City of Portland, informed the committee that he would have to leave the hearing early due to multiple commitments, but assured them and the audience that he would carefully read the transcripts of the testimony offered. He commented that this project was an example of what people wanted to see in a public process. He felt it was most important to understand that land use plans ought to take precedence over transportation plans because the transportation plan was there to serve the community for what it wanted to do and be. He said the Sellwood Moreland neighborhood had come up with a vision for the future of their neighborhood and the recommendations here had the whole regional transportation plan deferring to the future of their neighborhood. He felt that was a sign of health that the region could pay attention to a community like that.

2. COMMUNICATIONS FROM REGIONAL PARTNERS

Carolyn Tomei, Mayor, City of Milwaukie, was impressed and pleased with the process and echoed what Commissioner Hales had said. She also read a prepared statement. "The City of Milwaukie supports the JPACT recommendation on the south Willamette River crossing. I want to express Milwaukie's thanks to the Metro council and the terrific staff and to JPACT for not only undertaking this study but also for careful consideration of the issues. You worked with us and the study's recommendations reflect that you listened to us as well. The City of Milwaukie recognizes that traffic congestion in the south Willamette River corridor is a very significant problem. However we believe that we should focus on improving the existing transportation system rather than building a new bridge. Milwaukie strongly supports the JPACT recommendation that a new river crossing in Milwaukie be set aside. A new bridge would not support Milwaukie's land use goals and it would significantly harm the character of our community. Milwaukie is making a major effort to make our downtown a special place and a new bridge would make our work there much more difficult. As you have heard me say before, a bridge in Milwaukie would be detrimental to our efforts because it would worsen traffic on Highway 224, consume valuable river front land, create uncertainty for potential investors and worsen the traffic congestion on Highway 43. In addition we are opposed to increasing the automobile capacity of the Sellwood Bridge because it would worsen traffic on Johnson Creek Boulevard and it would threaten the Sellwood revitalization. Although we believe a newer, bigger bridge is not the answer, the City of Milwaukie recognizes that we do have a significant transportation problem. We support JPACT's recommendations and we urge Metro to include recommendations that focus on improving bicycle and pedestrian options on both sides of the Willamette River. We need to do more than merely make it easier for bicycles to cross the Sellwood Bridge, we need to make it simple and safe to travel on the east side of the Willamette as well as the greenway path on the west side. We need to improve bus transportation. We need to make sure the buses take priority in travel on both sides of the Willamette. We are encouraged by Tri-Met's work to create rapid bus in the south corridor and we believe that this work should also assist people in using transit to commute from one part of Clackamas County to the other. We want to study the impact of other transit options. Some of the options we have been considering in Milwaukie include car pools, heavy commuter rail and water taxis. We would like to see mitigating traffic on the major routes in the region including Tacoma, Highway 43 and McLaughlin. I also want to thank JPACT and the Metro council for awarding $1.8 for a boulevard treatment on McLaughlin as part of Priorities 2000. As you know, McLaughlin cuts through our downtown and our river front. The boulevard features will help us create more of a sense of place in this critical thoroughfare. Thank you for your consideration. I appreciate your support and urge Metro to adopt the JPACT recommendations."

Councilor Atherton asked if she had any specific recommendations about connecting the bike paths.

Mayor Tomei said no, she thought there needed to be more studies done regarding the best way to improve the connectivity of the paths throughout region. She commented that it had been Commissioner Linn whose idea it was to look at the bridge crossing.

Vice Chair Bragdon thought the transportation improvement plan also included some study of the connectivity of the Springwater Trail.

Andy Cotugno, Transportation Director, answered that it was more than a study, it was a right-of-way acquisition.

Diane Linn, Multnomah Commissioner, commented that Multnomah County was technically responsible for the bridges. She supported the committee's recommendations. She noted that the discussions with the jurisdictions and involved citizens reflected her strong feelings about the neighborhood impacts a 4-lane bridge would have on Sellwood. She agreed with Commissioner Hales that transportation plans and actions had to be coordinated with land use plans.

Bill Kennemer, Clackamas County Commissioner, commented that Clackamas County also wanted to be good partners on this issue. He said they would be putting a big emphasis on commuter bus at JPACT. They thought it would help if transit was improved dramatically in the corridor. They also placed the location of jobs as high priority in the new urban reserves to keep people traveling shorter distances.

3. PUBLIC HEARING - SOUTH WILLAMETTE RIVER CROSSING

Ray Polani, 6110 SE Ankeny St., Portland, OR 97215-1245, Co-chair of Citizens for Better Transit, commented on the attachment to the agenda. He read, "given other regional funding priorities and potential community impacts, no new bridge crossing capacity is recommended in either the Sellwood or Milwaukie/Lake Oswego areas during the next 20 years." He noted a recommendation for public comment on the back page of the handout, "Increasing transit services and improving transit, bicycle and pedestrian facilities on either side of the river and across the river to support better alternatives to driving" is a recommendation. "To reduce traffic demand the region should consider investments in more east-west bus routes, bus priority treatment and the potential use of the existing railroad bridge for passenger rail and/or bike/pedestrian improvements". He noted that JPACT also recommended no further consideration of a new bridge or expansion or replacement of the Sellwood Bridge. He felt that in the context of this, a rail shuttle on the existing rail bridge between Milwaukie and Lake Oswego could be a low cost smashing success. He asked for consideration of that plan.

Ken McFarling, 7417 SE 20th Ave., Portland, OR 97202-6213, read his testimony in support of transit service across the bridge and no road expansion into the record. (See a copy of this written testimony in the permanent record of this meeting.)

Jim Howell, 3325 NE 45th, Portland, OR 97213, 2325 NE 45th Portland, OR , Assn. Of Oregon Rail and Transit Advocates (AORTA), passed out his handout and explained the reasons why they felt the bridge should be used for a shuttle service in addition to commuter rail. He said a shuttle system was a little different than commuter rail in that it would be very frequent service, interfacing with buses. He noted over 1,000 buses a day accessed the Milwaukie and Lake Oswego transit centers and if those were positioned for easy transfers, he felt it would be a highly used transit facility. He noted the map on the back of the handout showing how the shuttle service would fit into the bigger picture. He was bothered by the fact that the RTP was supposed to look ahead 20 years and there was no connection across the river on it. (See a copy of the handout in the permanent record of this meeting.)

Councilor Atherton asked about federal regulations on the use of the railroads.

Mr. Howell said equipment on the tracks had to meet Federal Railroad Administration (FRA) requirements. He said there was self powered passenger equipment that met those standards. He added that there were several used rail diesel cars available for sale in Toronto.

Art Lewellan, 3205 SE 8th, #7, Portland, OR 97202, L.O.T.I., read his testimony in strong disagreement with the JPACT recommendations about bridges. He did support the concept of regional towncenters. He wanted it known that he could not accept the fact that ODOT denied accountability and passed the buck on the problem. (A copy of this written testimony can be found in the permanent record of this meeting.)

Councilor Atherton asked when ODOT planned to resurface the Ross Island Bridge.

Kay Van Sickel, ODOT, said it was planned for sometime in January 2000.

Mr. Lewellan said he heard it was to begin in October.

Ms. Van Sickel said the bids would go out then but the work would start in January. She said the bridge could not be widened any more because it had already been widened as much as the structure would hold. Widening it any more would require a new bridge.

Doug Allen, 734 SE 47th Ave, Portland, OR 97 commented that he found the Metro webpage very helpful. He wondered why a suspended bike and pedestrian path could not work. He felt it was an idea that was maybe not obvious from the top of bridge. He felt it was a potentially inexpensive and friendly way to solve the problems. He felt the key to the Ross Island Bridge was in looking for transit priority treatments. He said there were multiple approaches to the bridge and the possibility for some good opportunities there. He was glad to hear the railroad option covered and added his support to that idea.

Vice Chair Bragdon noted that part of the mitigation plan for the Ross Island Bridge allowed for bus lanes.

Ms. Van Sickel added that ODOT was providing a lane for buses to access the Ross Island Bridge and give them some signal preemption benefits as well. They were also working with the City of Portland to remove some parking to allow freer flow of bus traffic. She said they had worked diligently to make sure the buses had access. They would keep the bridge open as much as possible during construction.

Mr. Allen asked if any of that treatment could continue after the repairs were done.

Ms. Van Sickel said there were several partners involved in the project, not just ODOT, so she could not answer for them.

Councilor Atherton asked if bus preemption had been tested anywhere.

G.B. Arrington, Director of Strategic Planning, Tri-Met, said a TEA-21 grant was earmarked for widely testing that throughout the region.

Austin Pritchard, 1636 SE Marion Portland, OR 987202, Sellwood-Moreland Neighborhood Transportation Committee, commended JPACT for their report. He was disappointed that the

second bridge alternative was not recommended, but pleased that a 4-lane bridge was not recommended. He was pleased that a recommendation to mitigate traffic on Tacoma Street was made. He felt that ought to be major consideration regarding future transportation plans through the area.

Kevin Downing, 6206 SE 21st, Portland, OR reported that his neighborhood held a meeting on the JPACT recommendations and solicited commentary. (He submitted a large citizen comment chart for the record. Contact the Council Archivist to view the chart.) He noted that the comments were generally favorable because Tacoma Street was an important part of the neighborhood. A lot of what they wanted to have happen in the neighborhood focused on Tacoma Street. He said people were moving into this neighborhood and spending more money on houses because they wanted to have a tight knit community that was not overwhelmed by traffic problems. He urged adoption of the recommendations, but noted there was some skepticism about the realization of those recommendations because their experience over the years had been the impact of being a preferred crossing point. He said they wanted Tacoma Street back as part of their neighborhood and intended to move forward with a request to improve the street. He acknowledged that fact that in order to make that work, they had to make sure upstream pressures to cross were also being addressed. He said they did not expect their neighborhood to lose its significance as a regional attraction because of the river, Oaks Bottom, Oaks Park, antique row, and good restaurants. He said they need a way to manage their neighborhood values and keep it nice for people.

Councilor Atherton asked when was bridge built and where revenues came from

Sharron Kelley, Multnomah County Commissioner, and Mr. Cotugno thought it had been a GO bond

Vice Chair Bragdon said St. John's, Sellwood, and Burnside had been done at the same time.

Mr. Downing said the bridge had always been a rubber tire crossing in response to a question from Councilor Atherton.

Lee Leighton, 6113 SE 17th Ave., Portland, OR, said he had often talked to neighbors about the scope and purpose of the river crossing study. He said Councilor Washington had done a great job chairing the committee and staff had done an excellent job communicating with neighbors. He felt they had good choices and recommendations. He said the region 2040 concept was the base for their recommendations. He said the Sellwood Moreland neighborhood plan envisioned public oriented commerce at the east side of the Sellwood Bridge and they continued to believe there was a strong high capacity transit opportunity there. He said he would like to see the committee push a little harder to emphasize the place characteristics of Tacoma Street as neighborhood place and main street and remove the regional street designation.

Peter F. Fry, 2153 SW Main, #104, Portland, OR , Central Eastside Industrial Council, felt the conclusions were good, however some fine tuning needed to be done. He had a concern about the technical analysis. He felt the conclusion that an expanded Ross Island bridge would not affect the Sellwood was not valid. He said since the bridge had been there a long time, things had been built to flow to it and it would take time to readjust that flow. He asked the committee to reconsider the west approach and its impact beneficially for neighbors on the west side. He

argued that fixing the east end would benefit Brooklyn in the same manner to make things flow smoother on the east side as well. He urged the committee to talk about the eastside neighborhoods a little bit and to look more aggressively at the Ross Island Bridge.

George Bingham, 100 Leonard St., Lake Oswego. OR 97034, said the Marquam Bridge had been designed with considerable amount of capacity that was still available. He asked why that was left out of the consideration. He was aware that the additional capacity could only be utilized by the construction of the Mt. Hood freeway, but that would relieve the pressure on Powell, Division and McLaughlin, as well as on Highways 224 and 212, as it was originally intended to do. He said the lightrail to Gresham had not been any help in the areas he was speaking about. He wanted to know why consideration of the Marquam Bridge was left out of this study.

Vice Chair Bragdon understood the findings of where trips were being made showed that the Marquam Bridge was not a factor in the east-west trips being made in the south. He asked Ms. Deffebach to elaborate.

Ms. Deffebach said the further north in corridor the less effect a new crossing would have. Their analysis showed that the Ross Island add capacity actually had more affect on the rest of the downtown bridges. In this case. The Marquam was a little too far and had a different kind of travel pattern for meeting the needs of the rest of the corridor. More significantly was that the regional transportation and land use plans did not envision the concept of the Mt. Hood freeway.

Commissioner Kennemer pointed out that another reason the Marquam would not have an affect on the problem was that 70% of the trips were Clackamas County related.

Vice Chair Bragdon thanked the citizens for being involved in this long process. He said the next step would be the Transportation Policy Alternatives committee, and then JPACT and the Metro Council in July. He noted that if the recommendations were adopted, they did come with a certain responsibility to go forward on studying other matters.

ADJOURN

There being no further business before the committee, Vice Chair Vice Chair Bragdon adjourned the meeting at 6:53 PM.

Respectfully submitted,

Cheryl Grant

Cheryl Grant
Council Assistant

ATTACHMENTS TO THE PUBLIC RECORD FOR THE JUNE 14, 1999 PUBLIC HEARING

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

DOC. NO.	DOCUMENT DATE	DOCUMENT DESCRIPTION
06149tph-01	June 14, 1999	Written testimony of Kenneth McFarling re: Mulwaukie/Lake Oswego Bridge Route
06149tph-02	no date	Handout from Jim Howell re: Milwaukie-Lake Oswego Rail Shuttle, "The Forgotten Bridge"
06149tph-03	June 14, 1999	Written testimony from Art Lewellan re: South Willamette River crossing
06149tph-04	May 1-June 15, 1999	South Willamette River Crossing Study Telephone Comments
06149tph-05	May 1-June 15, 1999	South Willamette River Crossing Study Written Comments
06149tph-06	May 1-June 15, 1999	South Willamette River Crossing Study E-Mail Comments
06149tph-07	May 1999	South Willamette River Crossing Study Findings and Recommendations Report
06149tph-08	May 1999	South Willamette River Crossing Study Travel Forecast Results Report.

Section Two:

E-mail Comments to Metro Staff

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From: <GSTORRSBNG@aol.com>
To: MetCen.MRC-PO(deffebachc)
Date: Thu, May 6, 1999 12:37 PM
Subject: South Willamette River Crossing Study

Dear Ms Deffebach

Thank you for advising me that public comments are requested prior to the hearing on subject study scheduled for June 14. I previously have raised one important point concerning the Metro study conducted by JPACT and will raise it again.

In the list of several alternatives for location of the Willamette river crossing there is still no mention whatever of the need for construction of the earlier labeled "Mount Hood Freeway." This alternative would take advantage of the designed full capacity of the Marquam Bridge and would channel traffic through Southeast Portland, as it was originally laid out, to finally connect with the existing four lane Route 26 in Gresham.

I am aware that its construction was shelved beecause of the desire of Neil Goldschmidt to construct light rail, but it's pretty obvious that the east light rail line has done practically nothing to relieve the traffic congestion that is using the Ross Island and Sellwood bridges on which your study seems to be concen-trated. In fact, ODOT is making studies of "improvements" that will completely trash the towns of Damascus and Boring to handle the excess of traffic on Route 212, and these changes will do absolutely nothing to improve the river crossing situation.

I am amazed that this alternative has been completely ignored.

Very truly yours,

George S Bingham
100 Leonard Street Apt 2-2
Lake Oswego, OR 97034

CC: MetCen.GWIA("michelemclellan@news.oregonian.com")

From: Sandy Carter <sandyc@co.clackamas.or.us>
To: MetCen.MRC-PO(deffebachc)
Date: Fri, May 21, 1999 11:36 AM
Subject: South Willamette River Crossing Study

I have to let your office know how disappointed I am in the final recommendations of this unendurably long public process. The nimbys won. It seems obvious to me, even though I live fairly close to a current crossing (the unfriendly I-205 Bridge), that the cost to the region in out-of-direction travel and congestion is simply too high. We will continue to need another connection, mid-way between the Sellwood and Oregon City. State Street or Terwilliger made the most sense, from a system-wide perspective. I'm extremely disappointed by the recommendations, which essentially band-aid the problem. Siting of any new development or transportation facility has become virtually impossible in the 90's, funding issues aside. I guess we'll have to pay the price before we come to our senses. And now, the legislature reopening the Westside Bypass can of worms. Perhaps we're actually de-volving. Best of luck to you in an impossible position. You cannot help those who don't see the big picture and will not change thoughtless, convenience-based behaviors that are this long imprinted. I despair. Sandy Carter, West Linn

Subject: Sellwood Bridge
Date: Fri, 07 May 1999 10:23:49 -0700
From: Susan Post <spost@pacifier.com>
To: deffebach@metro.dst.or.us

Hi,
I'd like to add my personal endorsement to the SMILE position on the Sellwood Bridge improvements. I've lived in Sellwood since 1985, south of Tacoma, and watched it steadily improve over the years. Keeping the bridge 2 lanes is paramount to continuing this pattern... a 4 lane bridge would have terrible effects on our neighborhood. Traffic on Tacoma already goes dangerously fast - a friend and I were almost hit by a truck running the light quite red... we leaped back onto the sidewalk or would have been smushed.
Improving the pedestrian - bicycle access on the bridge and discouraging Tacoma street pass through traffic would be a nice addition. It's not fair for the residents here to bear the brunt of the pain of commuters using our community as a thoroughfare while they head off for their little spots in the woods with no traffic.
Sincerely,
Susan Post
1224 SE Harney

Chris —
Tried to email this to you using the address I got from the Sellwood Bee but it came back.
Would appreciate your thoughts & a corrected address.
Thanks!
Sue

From: Virginia Hancock <Virginia.Hancock@directory.Reed.EDU>
To: MetCen.MRC-PO(deffebachc)
Date: Wed, Jun 2, 1999 3:27 PM
Subject: Sellwood Bridge

Dear Chris Deffebach:

I would like to add my comment to those being collected from members of the public as the future of the Sellwood Bridge continues to be discussed.

As a resident of the Sellwood neighborhood--one who lives only a block from Tacoma Street who walks in the neighborhood almost daily, and who also frequently drives, walks, or takes the bus over the Sellwood Bridge--I urge Metro to adopt a solution as near as possible to the recommendation coming from the South Willamette River Crossing Study (published in the May issue of The BEE, p. 12). That is, "preserve or replace the existing Sellwood Bridge as a two-lane facility, upgrading it for better pedestrian and bicycle access." (I admit to a sentimental fondness for the old bridge, and would like to see it preserved, but I realize that may well be impossible.)

Obviously the other parts of the recommendation are important in supporting it, but that first paragraph is, in my view, the real bottom line for the neighborhood. An enlarged bridge would be disastrous to community life, but maintenance of an efficient link to the west side is also essential for the viability of the Sellwood area. If the experts could also figure out some way of slowing the traffic on Tacoma without funneling it onto neighboring streets (one of which is mine), that would be highly desirable as well.

It's a terrible shame that the proposed light rail to Clackamas County was defeated in the last election; the new line would presumably have helped reduce demands on the bridge. In light of this defeat, the long-range goals also contained in the recommendations take on added importance.

Thank you for your hard work on this matter. (I was present for your beyond-the-call-of-duty-with-a-terrible-cold appearance at the community meeting last winter.) We all appreciate it.

Virginia Hancock
(Professor of Music, Reed College)
8021 S.E. 15th
Portland, OR 97202
232-5280
virginia.hancock@reed.edu

Section Three:

Comments to Metro's Transportation Hotline and Telephone Calls To Staff

South Willamette River Crossing Study
Public Comment Period
May 1 – June 15 1999
Telephone Comments

Name	Comment
Dennis O'Neil 641 6th Street Lake Oswego, OR 97034	Dennis O'Neil called on April 26, 1999, to say that he supports the recommendation that the Sellwood Bridge be rebuilt to be THE Bridge between north of I-205 and downtown Portland to move east-west traffic. He said he thinks that it is better to use existing the highway system rather than build all new on ramps and off ramps for a bridge south of there.
Marian Cross 1563 SE Tenino Portland, OR 97202 236-5462	Marian Cross called to suggest using Spokane Street for traffic one way, Tacoma Street for traffic the other way, and then adding on to the existing bridge for both ways. She understands that Spokane Street is residential but feels that the impacts wouldn't be that different from Tacoma, which is also residential. She believes that though the community would have impacts from more traffic, they would also have more benefits from the convenience of more traffic access. She has been stopped on the bridge during bridge repairs, while there were many trucks on the bridge and was afraid for her safety. Her parents bought the house she lives in 1919. She read about the study in the Bee and would like a copy of the newsletter. A newsletter was sent to her.
Gary Hart 632-6955	Gary Hart called on Saturday April 30, 1999 to say that he believed the committee had abrogated its responsibility just to placate a few by recommending not to add capacity for crossing the Willamette River. He suggested using tolls to manage demand. He said he is in favor of mass transit but that it won't work for all trips. He said we still need cars with the density we have here. He believes we do need additional investments in roads.

Dixie Clark 12625 SE Boatfield Road Milwaukie, OR 97222	Dixie Clark called on April 30, 1999. She said she would like more information about the South Willamette River Crossing Study. A recommendations report was mailed to her.
Peter Mortola 1664 SE Harney Portland, OR 97202 238-2021	Peter Mortola called on May 6, 1999. He said that he commutes from Sellwood to Lewis and Clark College everyday on his bicycle. He would very much like to see not only the bridge stay open during whatever changes happen to it if possible, but also that bicycle and pedestrian thoroughfares be broadened and be more safely divided from the car traffic.
Richard May	Richard May phoned on May 7. He received the newsletter and appreciated the information. He is a resident of the north part of West Moreland and said that the cut-through traffic to Clackamas County in his neighborhood is severe. He understands that wealthy communities on either side of the river would object, but he believes the only logical solution is for the expressway Highway 224 to extend with a bridge across the river to Highway 43.
Frank Upham	Frank Upham called the transportation hotline on May 7, 1999. He works in Portland, and has lived in the area outside of Gladstone for 27 years. He thinks it's ludicrous that we don't expand the Sellwood Bridge, or put another bridge across the Willamette between Oregon City and Sellwood. He said the traffic is horrendous trying to get across the river in the mornings and in the afternoons. To keep the Sellwood Bridge a two-lane bridge and not put another bridge between that and Oregon City is wrong. The traffic is not going to get any better and light rail is not going to solve it. The people are still going to want to use personal transportation going back and forth. Light rail will help, but will not solve the problem. The problem is getting across the river. He will be interested in seeing more about this study, and will look in the Daily Journal of Commerce for articles on this.
Judy Nelson 636-2196.	Judy Nelson of West Linn called on May 18, 1999. She would like to see bike/ped facilities added to the existing rail bridge between Lake Oswego and Milwaukie or a new bridge for bicycle and pedestrian use. The problem is that to get from one side to the other by bike is a long trip. It would be much shorter with a bike/ped bridge.

Sally McLarty (656-3795)	Sally McLarty called on June 10, 1999. Her comment was that she is not in favor of adding capacity across the river. Years ago, she thinks a Lake Oswego to Oak Grove crossing would have been a good idea but not now because the costs, including the misery cost, would be too much. She is in favor of painting left turn lanes on Highway 43 at key places where people want to turn.
Barbara Pereira	Barbara Pereira called today (6/15) to add more comments to her previous comments. She wanted to add that there are too many cars going to the Sellwood Bridge. As a result there are too many cars on the side streets and the side streets are not safe for children playing in them. She is against a four-lane Sellwood Bridge and supports bicycle and pedestrian improvements on the bridge.

Section Four:

Correspondence Submitted To Metro Staff

Comments on South Willamette Crossing Study Recommendations

Recommends a two lane bridge with pedestrian and bicycle improvements in Sellwood. Do you agree or disagree?

I STRONGLY SUPPORT AN IMPROVED 2 LANE BRIDGE WITH BICYCLE LANE & PED ACCESS. THIS ACCESS SHOULD BE INTEGRATED WITH BIKE LANE EAST TO MILWAUKIE AND WEST TO CONNECT WITH IMPROVEMENT TO EXISTING BIKE/PED PATHS.

Recommends mitigating traffic growth on Tacoma and other "Main Streets"; Increasing transit and improving transit service and pedestrian and bicycle facilities. Do you agree or disagree?

AGREE. I DO BELIEVE THAT TRAFFIC CALMING DEVICES SUCH AS ROUNDABOUTS OR OTHER MEANS SHOULD BE IMPLEMENTED ON EAST/WEST SIDE STREETS TO AVOID CURRENT TRAFFIC SHIFTING

Recommends Tacoma status as a "Main Street" be supported with mitigated traffic but doesn't call for a more appropriate street classification. Comments?

SEEMS LIKE A MORE APPROPRIATE STREET CLASS. IS DESIRABLE.

Other comments?

WOULD LIKE TO SEE INCREASED BUS SERVICE TO HELP WITH TRAFFIC MITIGATION, AS WELL AS IMPROVED BUS SHELTERS WITH GOOD LIGHTING AND SOME TYPE OF SECURITY PHONE. THIS SHOULD BE A PART OF A COMPREHENSIVE TRAFFIC PLAN FOR OUR NEIGHBORHOOD.

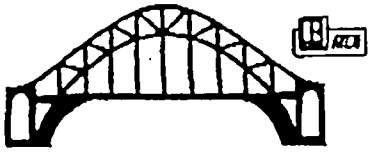
All written comments will be forwarded to Metro for inclusion in the public record on the consideration of the South Willamette Crossing Study. Name and address must be included for the comments to be considered.

Name SHAWN BAIRD

Address 1316 SE TENINO ST

PORTLAND, OR 97202

Date 5/12/99



BRIDGETOWN REALTY

May 10, 1999

South Willamette River Crossing Study
Metro Regional Services

It was with dismay that I reviewed your latest publication regarding the study. It did not appear to me that anything noteworthy is going to be done about the obvious need for a new Willamette River crossing south of the Sellwood Bridge.

As both a business owner located in West Linn along Highway 43, as well as a long-term resident of unincorporated North Clackamas County, I am struck by the dismissal of the needs of our areas. West Linn because it bears the brunt of traffic having to use Highway 43 to get to Lake Oswego and points west, and Oak Grove because there is no direct route to Lake Oswego. I-205 takes you way out of your way, and the Sellwood Bridge of course overtaxes Tacoma, and also adds a lot of mileage (first having to go north, then having to go south).

I would really like to know the reasons why JPact dismisssed the idea of a new crossing. You stated a new bridge does "not address South Willamette River crossing needs"; pray tell, why not? I think it would be helpful if you share with the public the reasons behind your recommendations.

Sincerely,

Deborah Betron
Owner/Broker

Portland Office: Red Lion Lloyd Center • 1000 N.E. Multnomah • Portland, Oregon 97232 • 503/287-9370 • FAX 503/281-2037
West Linn Office: • 21570 Willamette Drive • West Linn, Oregon 97068 • 503/655-8015 • FAX 503/655-8021

June 14, 1999

Jon Kvistad, Chair
JPACT
Metro
600 NE Grand Ave.
Portland, OR 97232

ELECTRONIC FACSIMILE: ORIGINAL BEING SENT BY US MAIL

Re: South Willamette River Crossing

The Coalition for a Livable Future's Transportation Reform Working Group urges JPACT and Metro to consider further examination of utilizing the railroad bridge between Lake Oswego and Milwaukee as a multi-modal connection.

This option was identified in the South Willamette River Crossing Study as one worthy of further consideration but there was no recommendation from the Task Force to do this.

We would like to see this project nominated for inclusion in the Regional Transportation Plan.

As developed by AORTA, one of our member organizations, this bridge could be used for a rail-based shuttle between the Milwaukee and Lake Oswego transit centers, connecting to bus lines serving both sides of the river. With small modifications the bridge could be adapted for bicycle and pedestrian traffic as well.

We believe this project would further 2040 goals with minimal neighborhood impact and at a low cost. The CLF strongly supports transportation investment in projects that are cost-effective, low-impact and move people efficiently. This currently under-utilized river crossing is a great opportunity.

Thank you for your consideration of this matter.

Sincerely,

Rex Burkholder
Chair, Transportation Reform Working Group
Coalition for a Livable Future

Comments on South Willamette Crossing Study Recommendations

Recommends a two lane bridge with pedestrian and bicycle improvements in Sellwood. Do you agree or disagree?

Agree!

Recommends mitigating traffic growth on Tacoma and other "Main Streets"; Increasing transit and improving transit service and pedestrian and bicycle facilities. Do you agree or disagree?

Agree!

Recommends Tacoma status as a "Main Street" be supported with mitigated traffic but doesn't call for a more appropriate street classification. Comments?

Tacoma needs to be re-classified as a neighborhood street

Other comments?

All written comments will be forwarded to Metro for inclusion in the public record on the consideration of the South Willamette Crossing Study. Name and address must be included for the comments to be considered.

Name Rick Canham

Address 1336 SE Clatsop
Portland 97202

Date 5/22/05

12701 S.W. Iron Mountain Blvd.
Portland, Oregon 97219
June 6, 1999

Chris Deffebach
METRO
FAX 797-1794

Dear Chris:

I want to congratulate you for both the thoroughness and the thoughtfulness exhibited in the South Willamette River Crossing Study. Your conclusions seem sound and your recommendations appropriate.

I am especially pleased, as a board member of Friends of Tryon Creek, that you have eliminated consideration of a bridge crossing at the intersection of Terwilliger and Highway 43.

Sincerely yours,

Connie L. Clark

Connie L. Clark

Comments on South Willamette Crossing Study Recommendations

Recommends a two lane bridge with pedestrian and bicycle improvements in Sellwood. Do you agree or disagree?

DISAGREE

Recommends mitigating traffic growth on Tacoma and other "Main Streets"; Increasing transit and improving transit service and pedestrian and bicycle facilities. Do you agree or disagree?

AGREE

Recommends Tacoma status as a "Main Street" be supported with mitigated traffic but doesn't call for a more appropriate street classification. Comments?

AGREE

Other comments?

YOUR FAILURE TO RECOMMEND REGIONAL AUTO CROSSINGS FOR CLACKAMAS COUNTY & CONTINUED FORCING SELLWOOD TO DEAL WITH REGION NEEDS SHOWS INABILITY OF JPAC TO FULFILL THEIR STATED PURPOSE,

All written comments will be forwarded to Metro for inclusion in the public record on the consideration of the South Willamette Crossing Study. Name and address must be included for the comments to be considered.

Name ALLE DEVILE

Address 1207 SE LAMBERT ST.
PORTLAND OR 97202

Date 5/22/97

c17

2806 NE 63rd Avenue
Portland, Oregon 97213-4608
May 11, 1999

To: Metro Council, c/o Chris Deffebach, Metro staff

From: Gloria Gardiner

Hearing date: June 14, 1999

Subject: *Public Comment on South Willamette River Crossing Study Recommendations*

Although I am on the Land Use Committee of the Board of the Rose City Park Neighborhood Association and work as an urban planner, I submit these comments as a Portland resident for the past 14 years.

The stated purpose of the South Willamette River Crossing Study was to evaluate potential transportation improvement options "that had the greatest potential to address the crossing problems at the Sellwood Bridge ***and support land-use goals.***" The need to integrate land use planning with transportation planning in the growing Portland metropolitan area cannot be overstated. The land use and transportation goals applicable to Metro-area transportation projects such as this one include:

1. the Regional Urban Growth Goals and Objectives (RUGGOs), Goal II (Urban Form), Objectives 14 (Air Quality), 16 (Protection of Agriculture and Forest Resource Lands), 18 (Public Services and Facilities), 19 (Transportation), 21 (Urban Vitality), 23 (Developed Urban Land), and 25 (Urban Design);
2. Titles 2 (Regional Parking Policy) and 6 (Regional Accessibility) of the Metro 2040 Urban Growth Management Functional Plan;
3. the Statewide Land Use Goals, especially Goals 11 (Public Facilities & Services), 12 (Transportation), and 13 (Energy Conservation); and OAR 660, Division 12, the State Transportation Planning Rule (TPR) that implements Goal 12.

The JPACT recommendations do a good job of focusing on solutions that make it more convenient for people to walk, bicycle, and use transit, as well as use motor vehicles, to meet their daily needs. A compact, multi-modal land use and travel pattern complements other city, regional, and state efforts to contain and manage urban growth, reduce air and water pollution, protect farm and forest land, conserve energy, and reduce the cost of public services.

The following South Willamette River Crossing Study options and recommendations foster the above-described goals:

1. No new bridge crossings, to avoid an increase in vehicular capacity.
2. Additional transit services and programs, to reduce private vehicle travel demand and

make alternative transportation modes more convenient.

3. Better bicycle and pedestrian facilities on the Sellwood bridge - and other river crossings. Same rationale as #2.

4. Maintaining the capacity of the Sellwood Bridge at two lanes. Same rationale as #1.

5. "Mitigating traffic growth on Tacoma Street, Highway 99E in Milwaukie and on Avenue A and Highway 43 in Lake Oswego where traffic conflicts with land-use goals," with traffic management measures and improvements that support the mixed-use, pedestrian-friendly character of these town center areas.

Examples: good connecting grid-like local street systems for multiple route options, instead of concentrating vehicle trips on a few arterials; increasing residential and commercial densities on major streets and transit routes elsewhere in the metropolitan area to spread out the population and traffic growth; minimizing curb cuts to limit vehicular turn movements and make sidewalks safer for pedestrians, such as by providing more on-street and structured parking and fewer on-site parking lots and driveways, especially between the curb and buildings; low vehicle speed limits; and pedestrian refuge medians, intersection bulb-outs, and other traffic-slowing and pedestrian-friendly improvements.

6. Bring more jobs to Clackamas County to improve its jobs/housing balance and thereby reduce westbound work trips across the river.

The following study options and recommendations ***would not*** foster the relevant goals:

1. Any additional river crossings, which would increase road capacity. "If you build it, they will come." In other words, traffic increases proportionately to any capacity increase; therefore, adding road capacity does not reduce traffic congestion.

2. Increase capacity on regional transportation facilities such as McLoughlin Boulevard, Highway 224, and I-205. Same rationale as #1.

3. Adding lanes on the Sellwood Bridge. Same rationale as #1.

4. Increasing the Ross Island Bridge to three lanes each way, or otherwise increasing its vehicular capacity. Same rationale as #1.

Thank you for considering these comments.

Respectfully submitted,

Gloria Gardiner

Gloria Gardiner

COMMENT ON THE MAILING ABOUT THE SOUTH WILLAMETTE RIVER CROSSING STUDY

I agree with the committee and applaud their recommendations to further address the four points listed on the back page and their recommendation to not consider the four items listed at the bottom of the page.

Some thoughts:

The most important current Sellwood Bridge issue is to insure that it is structurally safe.

It makes no sense to put a new bridge between the Sellwood and 205 bridges. There is no major highway proceeding west and no feasible place to put one----environmental, geographical, and financial issues are some of the reasons.

The recommended improvements to the Ross Island Bridge are very logical. There are five major highway routes near the west side. Most of the asphalt and concrete is there------perhaps somehow the right connections could be made.

It is important to pursue the efforts to modify our transportation behavior.

Nadine Haine
4084 Cedar Oak Drive
West Linn 97068

Comments on South Willamette Crossing Study Recommendations

Recommends a two lane bridge with pedestrian and bicycle improvements in Sellwood. Do you agree or disagree?

I agree with a 2 lane bridge. More room for bicycles and pedestrians. It is so scenic yet so dangerous as it exists.

Recommends mitigating traffic growth on Tacoma and other "Main Streets"; Increasing transit and improving transit service and pedestrian and bicycle facilities. Do you agree or disagree?

Agree - Tacoma could benefit from more traffic lights if it is to remain this busy. Also, if it remains this busy don't let cars park in the outer lane during any hours.

Kinder bicycle routes would be earth friendly.

Recommends Tacoma status as a "Main Street" be supported with mitigated traffic but doesn't call for a more appropriate street classification. Comments?

I'm not sure I understand this

Other comments?

Clackamas County and Milwaukie need to take some responsibility for this problem. Another bridge to the South is imperative along with renovations to the Sellwood Bridge. The beauty and charm of the Sellwood Bridge must be preserved. I know! Let's make it a toll bridge.... that'll slow down all these Starbuck coffee-drinking yuppies rushing to work.

All written comments will be forwarded to Metro for inclusion in the public record on the consideration of the South Willamette Crossing Study. Name and address must be included for the comments to be considered.

Name Janet Magoon

Address 5326 SE 8th Ave.

Portland, OR 97202

Date 5/24/99

Comments on South Willamette Crossing Study Recommendations

Recommends a two lane bridge with pedestrian and bicycle improvements in Sellwood. Do you agree or disagree?

I agree if the car width doesn't get wider but the sidewalk can get wider. How can we get less cars ~~people~~ on our Sellwood bridge? Any

Recommends mitigating traffic growth on Tacoma and other "Main Streets". Increasing transit and improving transit service and pedestrian and bicycle facilities. Do you agree or disagree?

other bridges to be built? What about people ferrys and no extra parking lots. Deal with what we have

Recommends Tacoma status as a "Main Street" be supported with mitigated traffic but doesn't call for a more appropriate street classification. Comments?

Other comments?

All written comments will be forwarded to Metro for inclusion in the public record on the consideration of the South Willamette Crossing Study. Name and address must be included for the comments to be considered.

Name Barbara Pereira

Address 1213 SE Umatilla

Date 5/2(?)/99 Saturday

Some bus driver recommended get rid of zones. 25.00 pass & seniors & teens $10.00. 50¢ for

think? I don't know if its good but Tri Met needs a bigger budget expand further & more often. Every time development comes in (I hope not) bus service. comes in.

Also, mass transit to coast — all along coast.

Where is your vision, Metro.)

We don't want confusion, freeway jams, highway anger.

Comments on South Willamette Crossing Study Recommendations

Recommends a two lane bridge with pedestrian and bicycle improvements in Sellwood. Do you agree or disagree?

Agree!

Recommends mitigating traffic growth on Tacoma and other "Main Streets"; Increasing transit and improving transit service and pedestrian and bicycle facilities. Do you agree or disagree?

Agree!

Recommends Tacoma status as a "Main Street" be supported with mitigated traffic but doesn't call for a more appropriate street classification. Comments?

Slowing traffic on Tacoma would be great for the neighborhood, no matter how you "classify the street".

Other comments?

A 4 lane bridge would be terrible for the Sellwood neighborhood. Easier bed / bicycle access to Willamette park would be great

All written comments will be forwarded to Metro for inclusion in the public record on the consideration of the South Willamette Crossing Study. Name and address must be included for the comments to be considered.

Name: Susan Post

Address 1224 SE Harney

PDX 97202

Date 5/23/99

Also looking forward to the bike/walk path along the railway to OMSI

D. J. PUETZ
637 SE Saint Andrews Dr.
Portland, OR 97202
(503) 236-9330, (503) 232-8722 fax , email: dpuetz@aol.com

DATE: Thursday, June 3, 1999

TO: Metro Regional Services, Metro Regional Services

FROM: Dennis Puetz

FAX NUMBER: 503 797-1749

PAGES: 1

MEMO: RE: South Willamette River Crossing

I would like to submit my comments for the June 14 public hearing regarding the South Willamette River Crossing study.

I am very much in favor of preserving the existing Sellwood Bridge and improving the bike and pedestrian travel access on the bridge.

The Sellwood/Morland area is already negatively impacted by the tremendous motor vehicle traffic that crosses through our neighborhood everyday. To build neighborhoods like the Sellwood/Morland area takes decades of time and energy, and allowing the continuation of the heavy motor traffic or an increase with a bigger-better bridge is not in the community's interest.

The value of increasing traffic on the Sellwood Bridge is not worth the costs, i.e. social and economic to the local community.

I think another alternative exists to get the motor vehicle traffic to and from where it is going and not through Sellwood/Morland area. Improving the Ross Island Bridge or building another bridge or even a tunnel under the Willamette or around the neighborhoods is a much better long-term plan.

Sincerely,

Dennis Puetz

North Clackamas Citizens Association

A COMMUNITY PLANNING ORGANIZATION

15442 S.E. Morning Glory Ct.
Milwaukie, OR 97267
June 11, 1999

Chris Deffenbach
Transportation Advisory Committee
600 N.E. Grand Avenue
Portland, OR 97232

RE: South Willamette Crossing Study

Dear Ms. Deffenbach

On June 8, 1999, members of our Community Planning Organization voted unanimously against the building of bridges at the Milwaukie, Marylhurst, or North Lake Oswego locations. Major new traffic would devastate the livability of neighborhoods along all the miles of new thoroughfares through which that major traffic would flow.

We strongly support JPACT's recommendations as to which options should not be considered in the search for South Willamette Crossing sites. Conversely, the selection of any of the above mentioned sites as South Willamette Crossing sites would likely engender exceedingly active opposition from people whose very livability would be destroyed as a result of new major traffic routes through their neighborhoods.

Sincerely.

Charles Serface

Charles Serface
President
North Clackamas Citizens Assoc.

Comments on South Willamette Crossing Study Recommendations

Recommends a two lane bridge with pedestrian and bicycle improvements in Sellwood. Do you agree or disagree?

disagree. I like it the way it is.

Recommends mitigating traffic growth on Tacoma and other "Main Streets"; Increasing transit and improving transit service and pedestrian and bicycle facilities. Do you agree or disagree?

another bridge might not actually reduce the numbers.

Recommends Tacoma status as a "Main Street" be supported with mitigated traffic but doesn't call for a more appropriate street classification. Comments?

Tacoma is busy enough.

Other comments?

I believe that the time has come to build another bridge. This might help Milwaukie folks to get to destinations west of Milwaukie. The traffic through Sellwood via Milwaukie and 17th doesn't need to be as heavy as it is today.

All written comments will be forwarded to Metro for inclusion in the public record on the consideration of the South Willamette Crossing Study. Name and address must be included for the comments to be considered.

Name MAGGIE ZIEGLER (30 years on 14th Ave)

Address 8137 SE 19

Portland Or. 97202

Date 5-22-94

June 10, 1999
The following eight comments were submitted to Metro on a three foot by six foot piece of white paper titled "What Do You Think?"

S.C. Budeau
1644 SE Harney
Portland, OR 97202

Restore Sellwood (or rebuild) to its 2-lane function w/ added bike and pedestrian areas. Restore Tacoma St. to its "main street" function and reconnect the neighborhood north and south of Tacoma, and, as an added bonus, allow homeowners along Tacoma on street parking in front of their homes. ENCOURAGE STRONGLY the powers that 'be' in Milwaukie and Clackamas County to allow the construction of a new four lane bridge south to relieve congestion in our two (or more) neighborhoods.

S. Baird
1346 SE Tenino
Portland, OR 97202

Absolutely support a two-lane bridge with improved ped/bike access. Please consider traffic-damping devices on adjacent residential streets to mitigate shifting of commuter traffic. Also, increased frequency of bus service.

Karen Williams
7634 SE 32 ND Ave
Portland, OR 97202

I agree with what was said at left. (2-lane bridge with ped/bike access, traffic damping on adjacent streets). I really support Clackamas County actively working to bring more jobs to the county so that county residents can commute to jobs within their own county (on the same side of the river). Since many who cross the river using the Sellwood Bridge live east of the river and work west of the river, shouldn't this also be a task for Multnomah County?
Note: indicates comment by S. Baird above.

S. Post
1224 SE Harney
Portland, OR 97202

Also agree with the comments here! Keep up the good work SMILE.
Note: indicates comments by S.C. Budeau, S Baird, and Karen Willams above.

Megge Van Valkenburg
6202 SE 21st
Portland, OR 97202

I agree with these comments.
Note: indicates comments by Karen Williams, and S. Baird above.

Janet Magoon
8326 SE 8th Ave
Portland, OR 97202

Milwaukie and Clackamas County really need to take some responsibility for the traffic coming through our neighborhood. Let's face it – population is not going to decrease – another bridge to the south should be part of this solution. And kill that sign they want to put in - Sellwood Bridge is a beautiful bridge. I'd like to see it preserved as closely to its original state as possible. Make it safer for people and bikes.

Barbara Pereira
1213 SE Umatilla
Portland, OR 97202

This is a community – a small neighborhood – we are not a freeway community. We love our informal neighborhood. Cars do a racing game who can get to the bridge first – to heck with walkers – people. What we need is a bridge for a local neighborhood –two lanes with wider sidewalks – not wider car width. What about people ferries too, going from 1 spot on lower Willamette East to West stopping at different locations and then to town Portland then to Vancouver then reverse. Also to stop at OMSI. Nothing wrong with lights on our Sellwood Bridge for a congratulation tribute. I really want a pedestrian, bicycle, runner bridge but I guess we can't get it. Oh, well! Let's do the above for Sellwood, our environment, Portland and the state. Hooray!!

Kevin Downing
6202 SE 21st
Portland, OR 97202

A two lane bridge best serves the neighborhood and the region by supporting a vital commercial/residential area. Redesignate Tacoma as a community street. Hold to the commitment to provide alternatives but we have serious reservations about how deeply Metro and Clackamas County will follow through.

Section Five:

Index of Public Comments

Index of Public Comments

Section Six:

The Appendix

South Willamette River Crossing Study public hearing

Attend a public hearing and share your comments before Metro's Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council's Transportation Committee

5:30 p.m. Monday, June 14

Metro Regional Center, council chamber
600 NE Grand Ave., Portland

JPACT recommendations call for no new lanes across the river. Other recommendations include:

- Preserve the existing Sellwood Bridge or replace it as a new two-lane bridge with better service for bike and pedestrian travel.
- Consider improvements to the Ross Island and I-205 bridges in a future study.
- Increase motor vehicle capacity on other regional facilities, such as McLoughlin Boulevard and Highway 224.
- Mitigate traffic on Tacoma Street, Highway 99E in Milwaukie, and on A Avenue and Highway 43 in Lake Oswego.

Deadline for public comments is 5 p.m. on June 15, 1999

You can also leave comments on the transportation hotline, 797-1900, option 5. Send comments to Metro, 600 NE Grand Ave., Portland, OR 97232 or fax to 797-1794. For more information, call 797-1921 or 797-1742.

METRO
Regional Services
Creating livable communities

SOUTH WILLAMETTE RIVER CROSSING STUDY

5 7/8" x 5"

SOUTH WILLAMETTE
RIVER CROSSING STUDY

South Willamette River Crossing Study

Metro's Joint Policy Advisory Committee on Transportation proposes river crossing strategy

Public hearing June 14

South Willamette River Crossing Study
600 NE Grand Ave.
Portland, OR 97232

If you live, work and play in the metropolitan area, Metro regional services matter to you and your family. That's because Metro is working to help ensure that you have access to nature, clean air and water, and resources for future generations.

Metro provides a broad range of services for 1.3 million people who live in Clackamas, Multnomah and Washington counties and the 24 cities in the Portland metropolitan area.

For more information, call 797-1700 or visit www.metro-region.org

TDD: 797-1804

Metro Regional Services
Creating livable communities

South Willamette River Crossing Study

Metro's Joint Policy Advisory Committee on Transportation proposes river crossing strategy

Metro's Joint Policy Advisory Committee on Transportation developed recommendations for the South Willamette River Crossing Study. The study was initiated to identify needed improvements for motor vehicles, transit, bicycles and pedestrians across the Willamette River between the Marquam Bridge in Portland and I-205 Bridge in Oregon City.

Given other regional transportation funding priorities and potential community impacts, no new bridge crossing capacity is recommended in either the Sellwood or Milwaukie/Lake Oswego areas during the next 20 years. Instead, improvements for regional traffic on Highway 99E, Highway 224, I-205 and the Ross Island Bridge are recommended. The study identifies needed projects at these locations plus other demand management and land-use strategies to address anticipated traffic growth for the study area. Study recommendations are listed in detail on the back page.

What is Metro's role?
Metro leads transportation planning studies that transcend local government boundaries and involve roadways owned by more than one jurisdiction or agency. Metro's role in this study is to bring jurisdictions together to agree on crossing improvements that best support regional and local growth management and transportation strategies. During the course of this study, Metro has worked with Gladstone, Lake Oswego, Milwaukie, Oregon City, Portland and West Linn; Multnomah and Clackamas counties; Tri-Met and the Oregon Department of Transportation.

JPACT (Joint Policy Advisory Committee on Transportation) is a forum for local and regional elected officials and representatives of agencies involved in transportation to resolve transportation needs in this region.

Why study crossing improvements?
The Sellwood Bridge is the only river crossing between the Ross Island and I-205 bridges, a distance of 10 miles. As such, it plays a significant role in the transportation system.

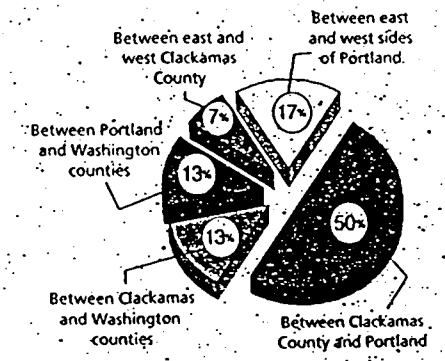
The Sellwood Bridge is considered functionally obsolete. Built in 1925, the structure is nearing the end of its lifespan. The lanes and sidewalks are too narrow, and the bridge requires increasingly more maintenance. For safety and service, the Sellwood Bridge needs to be upgraded or replaced. The study has addressed the question of whether the cost to maintain the bridge will become more expensive in the long term than the cost to replace it.

The study also addressed whether the bridge should be widened to increase its capacity if it were replaced. Alternatively, should a new bridge be built at a different location?

Who uses the Sellwood Bridge?
The bridge primarily serves Portland, Milwaukie and Lake Oswego and other areas of Multnomah and Clackamas counties. The bridge is used very little by areas east of I-205. These cities and counties have grown significantly in the past 73 years since the bridge opened; bridge traffic and congestion have grown as the population increased. Clackamas County population, for example, has grown tenfold since the bridge was built; Multnomah County population has doubled.

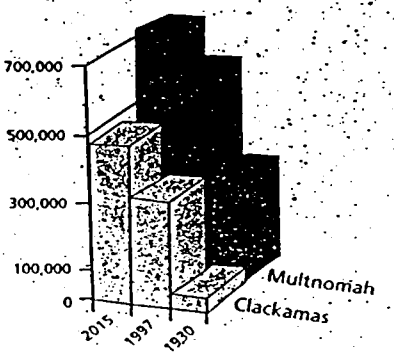
Trip destination studies show that half of the traffic on the bridge is going between Clackamas County and Portland. The rest of the traffic involves various destinations around the tri-county area.

Sellwood Bridge use



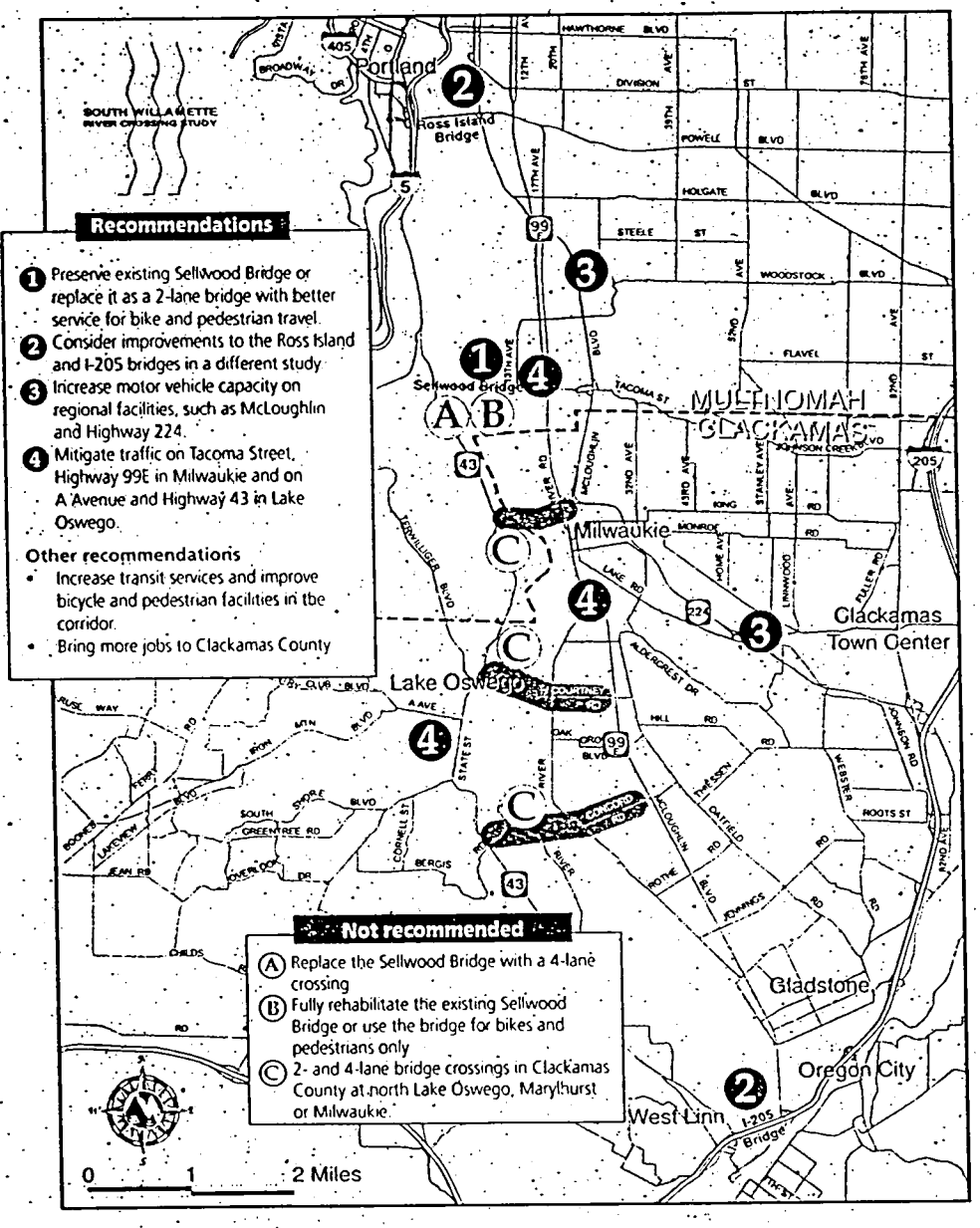
Half the trips are between Clackamas County and Portland.

County population growth



Number of river crossings has not kept up with population growth.

Recommendations for river crossing improvements in the South Willamette River Corridor



What options in the Sellwood Bridge area did the study consider?

In 1994, Metro initiated the South Willamette River Crossing Study with a series of public meetings and workshops to solicit comments on the nature of the crossing problem and potential improvement options. The public identified more than 20 crossing options for consideration in the study. In 1997, the Joint Policy Advisory Committee on Transportation and Metro Council adopted a short list of options for evaluation in the study that had the greatest potential to address the crossing problems at the Sellwood Bridge and support land-use goals.

Options included:

- Modifications to the existing Ross Island Bridge to reduce bottlenecks at the west end of the bridge and to increase the bridge to three lanes each way.
- Alternative preservation strategies of the existing Sellwood Bridge:

  (1) in its current configuration, (2) upgraded to meet current seismic, vehicular, bike and pedestrian standards, and (3) close it to traffic but leave it open as a bicycle and pedestrian-only facility.
- Replacement of the Sellwood Bridge as a two- or four-lane facility.
- A new crossing in Clackamas County in Milwaukie, north Lake Oswego or near Marylhurst College as a two- or four-lane facility.
- Additional transit services and programs that reduce travel demand.

Key factors included the recognition of the need:

- For bridge alternatives to be sensitive to community needs within the corridor. In particular, the need for Tacoma Street to support a mixed-use, pedestrian friendly character through the Sellwood business district, for Highway 99E to serve a similar function through downtown Milwaukie and for Highway 43 and A Avenue to serve this function through downtown Lake Oswego.
- To focus capacity investments in regional facilities (I-205, US 26, Highway 99E) to serve regional traffic in the Southeast Corridor rather than establishing a new cross regional route between I-5 and I-205.

South Willamette River Crossing Study timeline

1989-94 – Southeast Corridor Study and Regional Transportation Plan identify need for study

1994 – Public identifies crossing needs and options

1995-97 – Screening process analyzes potential for crossing options to meet travel demand and avoid direct environmental impacts to parks, streams, schools, cemeteries and historic sites

1997 – JPACT/Metro Council adopt options for evaluation

1998 – Evaluation develops travel forecasts and costs of options and assesses potential support for 2040 Growth Concept

1999 – JPACT develops recommendations for public comment

1999 anticipated – JPACT/Metro Council adopt recommendations and include recommendations in Regional Transportation Plan

JPACT recommendations for public comment

Metro's Joint Policy Advisory Committee on Transportation has developed a recommendation to address motor vehicle, bicycle, pedestrian and transit access across the river. Public comment is being sought on the following recommendations:

1. The region can best support growth management goals for Southeast Portland by either preserving the Sellwood Bridge in its current condition or replacing it as a two-lane bridge. If the bridge is replaced, it should be of high aesthetic quality. In either case, the bridge should be improved to better meet the needs of pedestrians and bicycles. Further assessment of costs versus impacts of replacement versus rehabilitation should be considered in the environmental impact statement phase. Further environmental analysis is required prior to a decision to build.

2. Instead of adding capacity in the Sellwood or Milwaukie/Lake Oswego areas, actions to meet traffic needs should focus on:

- Mitigating traffic growth on Tacoma Street, Highway 99E in Milwaukie and on A Avenue and Highway 43 in Lake Oswego where traffic conflicts with land-use goals.

- Increasing transit services and improving transit, bicycle and pedestrian facilities on either side of the river and across the river to support better alternatives to driving. To reduce traffic demand, the region should consider investments in more east-west bus routes, bus priority treatment and the potential use of the existing railroad bridge for passenger rail and/or bike/pedestrian improvements.

- Increasing motor vehicle capacity on appropriate regional facilities in order to direct traffic away from areas of conflict with land-use goals, such as improvements to McLoughlin Boulevard, Highway 224 and I-205.

3. In the long term, efforts should focus on bringing more jobs to Clackamas County to reduce the need to travel across the river for work trips.

4. The region should further consider improvements to the Ross Island Bridge and to the I-205 Corridor/ Oregon City Bridge but not as an alternative to addressing the needs of the Sellwood Bridge. Analysis showed that improvements to the Ross Island and I-205 bridges would not reduce travel demand on the Sellwood Bridge but could support other regional growth management goals.

JPACT has recommended that the following options be set aside and not considered further:

- Pursuit of crossings at North Lake Oswego or near Marylhurst as either two- or four-lane bridges as they do not address South Willamette River crossing needs or other land-use goals.

- A new river crossing in Milwaukie because it would not be the best way to support Milwaukie's land-use goals and would significantly change the character of existing communities on both sides of the river.

- Full rehabilitation of the existing Sellwood Bridge to bring it to current design standards because the costs would be greater than replacement costs.

- Using existing Sellwood Bridge for bicycles and pedestrians only (i.e., closed to traffic), as it would not address South Willamette River crossing needs or support land-use goals.

Next steps

JPACT is seeking public comment until June 15 on these recommendations. There will be a public hearing before JPACT and the Metro Council's Transportation Planning Committee at 5:30 p.m. Monday, June 14, at Metro Regional Center, 600 NE Grand Ave., Portland. The Metro Council will adopt a final decision sometime in July.

Prior to any bridge replacement or major bridge improvements, additional environmental studies would be needed. Funding of the recommended options will need to compete with funding for other transportation projects in the region.

How can the public get involved?

Attend the public hearing on June 14

Make public comment in person at the hearing or by mail to 600 NE Grand Ave., Portland, OR 97232, attention Chris Deffebach; phone message (503) 797-1921; fax 797-1794; or send e-mail to deffebachc@metro.dst.or.us Call the Metro transportation hotline, (503) 797-1900, option 5, for information about the hearing.

Call Metro staff Chris Deffebach at (503) 797-1921 or Tim Collins at (503) 797-1642 for more information, to brief your organization or to be added to the mailing list.

Printed on recycled-content paper
1999-10380-TRW 99196 tsm

Agenda Item Number 8.5

Resolution No. 99-2818, For the Purpose of Appointing Dean A. Kampfer to the Solid Waste Rate Review Committee.

Metro Council Meeting
Thursday, August 5, 1999
Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPOINTING DEAN A. KAMPFER TO THE SOLID WASTE RATE REVIEW COMMITTEE	))))	RESOLUTION NO. 99-2818 Introduced by Mike Burton, Executive Officer

WHEREAS, Chapter 5.08 of the Metro Code provides for the establishment of a Rate Review Committee composed of seven members, including one Metro Councilor who shall serve as Committee Chair and who shall be appointed by the Council Presiding Officer, and six other members who shall be appointed by the Executive Officer subject to confirmation by the Council; and,

WHEREAS, Committee member Garry Penning has tendered his resignation on the Solid Waste Rate Review Committee prior to expiration of his four-year term; and,

WHEREAS, Mr. Dean A. Kampfer has applied to serve on this committee and meets the required qualification of being in the business of hauling solid waste; and,

WHEREAS, the Executive Officer has recommended that Dean A. Kampfer be appointed to the Committee to complete Mr. Penning's term, which will expire in September, 2002; and,

WHEREAS, the resolution was submitted to the Executive Officer for consideration and was forwarded to the Council for approval; now, therefore,

BE IT RESOLVED, that Dean A. Kampfer is appointed to fill the remainder of Mr. Penning's term expiring September 2002.

ADOPTED by the Metro Council this _____ day of _____, 1999.

_____
Rod Monroe, Presiding Officer

Approved as to Form:

_____
Daniel B. Cooper, General Counsel

s:\share\b&ra\rrc\992818.res

REGIONAL ENVIRONMENTAL MANAGEMENT COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2818, FOR THE PURPOSE OF APPOINTING DEAN A. KAMPFER TO THE SOLID WASTE REVIEW COMMITTEE

Date: July 27, 1999 Presented by: Councilor McLain

Committee Recommendation: At its July 21 meeting, the Committee considered Resolution No. 99-2818 and voted unanimously to send the resolution to the Council with a do pass recommendation. Voting in favor: Councilors Park and McLain and Chair Washington.

Committee Issues/Discussion: Terry Petersen, Interim REM Director, presented the staff report. He explained that the purpose of the proposed resolution is to appoint Dean Kampfer to replace Garry Penning on the Solid Waste Rate Review Committee. He noted that the Metro Code provides that shall be two hauling industry representatives on the committee and Mr. Kampfer will fill one of those positions. Mr. Kampfer is currently employed by Waste Management and manages the former Citistics facility and the hauling operations of Miller's Sanitary Service that were recently purchased by Waste Management. Mr. Petersen indicated that Mr. Kampfer's appointment had recommended and supported by the principal local hauler's association.

EXECUTIVE SUMMARY
RESOLUTION 99-2818
SOLID WASTE RATE REVIEW COMMITTEE APPOINTMENT

PROPOSED ACTION

- Council confirmation of Dean A. Kampfer's appointment to the Solid Waste Rate Review Committee.

WHY NECESSARY

- Garry Penning resigned his position as one of the two Solid Waste Rate Review Committee members involved in the business of hauling solid waste, which expires in September 2002.

- The Tri-County Haulers' Association recommended Dean A. Kampfer to fill the Rate Review Committee term vacated by Mr. Penning.

ISSUES/CONCERNS

- Like Mr. Penning, Mr. Kampfer is employed by Waste Management, Inc.

- Dean Kampfer's experience and familiarity with the complexities of the rate and the regional regulatory framework would provide continuity in the rate process.

- Dean Kampfer was highly recommended by the Tri-County Haulers' Association to fill the Rate Review Committee term vacated by Mr. Penning.

- Dean Kampfer is engaged in the business of hauling solid waste.

BUDGET/FINANCIAL IMPACT

- None

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STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 99-2818, FOR THE PURPOSE OF APPOINTING DEAN A. KAMPFER TO THE SOLID WASTE RATE REVIEW COMMITTEE.

Date: June 28, 1999 Presented by: Terry Petersen, Leann Linson

FACTUAL BACKGROUND AND ANALYSIS

Ordinance No. 91-436A, Metro Code Chapter 5.08, establishes a seven-member Solid Waste Rate Review Committee, six members of which are to be appointed by the Executive Officer, subject to confirmation by the Council. The members appointed by the Executive Officer shall include the following individuals: two persons engaged in the business of hauling solid waste; one person with experience establishing rates; one person involved with a local recycling or waste reduction program; and one citizen rate-payer. The seventh committee member shall be a Metro Councilor, who shall be appointed by the Council Presiding Officer.

Garry Penning moved out of the Portland area and was no longer able to serve on the Rate Review Committee. Mr. Penning's term as one of the two members engaged in the business of hauling solid waste officially expires at the end of September 2002. The Tri-County Haulers' Association has recommended Dean A. Kampfer, Operations Analyst & Projects Manager of Waste Management International to complete Mr. Penning's term.

Mr. Kampfer has worked in the solid waste industry for many years and is an industry representative on the Solid Waste Advisory Committee. He is knowledgeable about Metro's budget and finance matters and rate-setting procedures.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends that Resolution No. 99-2818 be adopted, confirming the appointment of Dean A. Kampfer, a person engaged in the business of hauling solid waste, to complete the Solid Waste Rate Review Committee term vacated by Mr. Penning and expiring in September 2002.

SA: Ajb
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Attachment 1

WASTE MANAGEMENT

7227 NE 55th Avenue
Portland, OR 97218
(503) 331-2221
(503) 331-2219 Fax

June 28, 1999

Mr. Terry Peterson
Director of Regional Environmental Management
Metro
600 NE Grand Avenue
Portland, Oregon 97232

Dear Terry;

Please accept the enclosed biography as my application for a position on the Rate Review Committee.

I feel that my background in the solid waste industry would prove beneficial for this committee. Not only would I rely on my background, but we also have CPA's on staff with 15 years experience in cost analysis modeling and rate reviews for the various jurisdictions that we serve. I would use my industry experience combined with their financial expertise to review and assist in any necessary research.

If you have any questions or need any further information, please feel free to contact me.

Sincerely,

Dean A. Kampfer

Dean A. Kampfer
Waste Management
Facility Manager, Miller's Sanitary Service

cc: Ed Washington
Sara Adams

DEAN KAMPFER

SOLID WASTE EXPERIENCE:

- WASTE MANAGEMENT 1999- CURRENT
  FACILITY MANAGER, MILLER'S SANITARY SERVICE
- USA WASTE/SANIFIL/MDC 1996-1999
  OPERATIONS ANALYST/PROJECT MANAGER
  TRANSITION OF ACQUISITIONS, GOVERNMENT LIAISON, IMPLEMENTING OF A DROP BOX WASTE FLOW PLAN, RESIDENTIAL RE ROUTE AT MDC (24,000 CUSTOMER BASE), RESIDENTIAL RECYCLING COMMINGLE PILOT PROJECT, COMMERCIAL FRONT LOAD RE ROUTE AT MDC, RESIDENTIAL OPERATIONS MANAGER

- ALPINE DISPOSAL & RECYCLING 1991-1996
  PARTNER IN CHARGE OF OPERATIONS AND FINANCES OF COMPANY, DEVELOPED IMPLEMENTED DROP BOX SERVICE TO THE COMPANY, GOVERNMENTAL LIAISON

- KAMPFER'S SANITARY SERVICE, INC. 1980-1991
  OWNER/OPERATOR

SOLID WASTE INDUSTRY ASOCIATIONA AND COMMITTEE:

- CITY OF PORTLAND, RESIDENTIAL RECYCLING WORK GROUP MEMBER
- OREGON REFUSE & RECYCLING ASSOCIATION (ORRA)
  SERVED AS DIRECTOR FOR THE CITY OF PORTLAND DISTRICT
- TRI-COUNTY COUNCIL
  BOARD MEMBER
- PORTLAND ASSOCIATION OF SANITARY SERVICE OPERATORS
  OFFICER AND BOARD MEMBER
- SOLID WASTE ADVISORY COMMITTEE (METRO)
  REPRESENTATIVE ON BOARD
- REPRESENTED PORTLAND HAULERS IN THE CITY OF PORTLAND'S TRANSITION FROM AND UNREGULATED RESIDENTIAL COLLECTION SYSTEM TO THE CURRENT FRANCHISED SYSTEM
- WORKED WITH THE CITY OF PORTLAND TO DEVELOP A COMMERCIAL RECYCLING PLAN
- OREGON RECYCLING ASSOCIATION
  MEMBER

OTHER EMPLOYMENT:

- FREIGHTLINER CORPORATION 1976-1980
  MECHANICAL ENGINEER IN RESEARCH AND DEVELOPMENT DEPARTMENT

EDUCATION:

- OREGON STATE UNIVERSITY 1972-1976
  B.S. MECHANICAL ENGINEERING
  APPROVED MINOR IN BUSINESS

Agenda Item Number 8.6

Resolution No. 99-2820, For the Purpose of Reaffirming Policies to Protect Environmentally Sensitive Lands and the Impact of these Policies on the Need to Expand the Urban Growth Boundary.

Metro Council Meeting
Thursday, August 5, 1999
Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF REAFFIRMING POLICIES TO PROTECT ENVIRONMENTALLY SENSITIVE LANDS AND IDENTIFYING THE IMPACT OF THESE POLICIES ON THE NEED TO EXPAND THE URBAN GROWTH BOUNDARY	)))))	RESOLUTION NO 99-2820 Introduced by Growth Management Committee

WHEREAS, Metro has consistently supported policies which actively protect parks, open space, recreational trails and other environmentally sensitive lands, including expressing support in Resolution No. 97-2562B for protection of environmentally sensitive lands from development even if the demonstrated result is a loss of housing capacity inside the Urban Growth Boundary (UGB); and

WHEREAS, Metro has adopted water quality and flood regulations in Title 3 of the Urban Growth Management Functional Plan, to protect environmentally sensitive lands, such as riparian areas, wetlands, steep slopes, floodplains and flood prone soils, identified on regional maps adopted with these regulations; and

WHEREAS, additional work and possible regulations required by Title 3 and Statewide Goal 5 to protect fish and wildlife habitat began in 1999 and is scheduled to be completed in June, 2000; and

WHEREAS, the listing of several fish species as threatened under the federal Endangered Species Act is likely to require additional regional regulations affecting development in and adjacent to riparian corridors, upland areas, open space areas and areas producing stormwater runoff; and

WHEREAS, the protection of environmentally sensitive lands from development could result in a decline in both net buildable acres and the capacity for housing and employment on buildable lands inside the UGB; and

WHEREAS, Metro is required by state law to determine the buildable land supply and capacity of that land inside the UGB as part of maintaining a 20-year capacity for housing inside the UGB; and

WHEREAS, Metro complied with a 1997 state law which gave Metro a December, 1997 deadline to complete an estimate of the additional needed housing capacity for a 20-year UGB, concluding that capacity for about 32,300 dwelling units was needed to the year 2017; and

WHEREAS, Metro complied with the second provision of the 1997 state law by adding about 3,527 acres containing an initial estimated capacity of about 15,800 dwelling units to the UGB in December, 1998; and

WHEREAS, the purpose of Metro staff's year-long work for the 1999 Urban Growth Report is to comply with the third provision of the 1997 law to estimate the remaining needed capacity for a 20-year UGB to the year 2017, and either amend the UGB or request a time extension to complete the 20-year UGB; and

WHEREAS, "unbuildable lands" refers to about 15,950 acres of vacant land identified as environmentally constrained in the 1997 Urban Growth Report prior to adoption of the areas actually regulated by Title 3; and

WHEREAS, new data have been compiled on the effects of Title 3 regulations and the actual rate of the development on environmentally sensitive lands that indicates a past experience of a greater density of development on previously deemed "unbuildable" lands than the 1997 assumptions; and

WHEREAS, several variables in the 1997 Urban Growth Report have been estimated with greater precision in 1999, including a higher estimate of the housing capacity of 17,900 dwelling units for the 3,527 acres added to the UGB in 1998; and

WHEREAS, new data compiled since the 1997 Urban Growth Report's very low density estimate for the lands in a 200-foot riparian area setback from streams indicate that the actual housing capacity is greater than 1997 estimate; and

WHEREAS, the state law requiring a 20-year housing capacity for all UGBs also requires Metro to calculate UGB capacity using past experience and the estimated effect of any new regulations actually adopted; and

WHEREAS, using the new data compiled on past development experience on environmentally sensitive lands and estimating the effect of just the adopted Title 3 regulations would result in the rest of the 200-foot setbacks being "buildable" at the density experienced in the past for state-mandated UGB capacity calculation purposes; and

WHEREAS, such an estimate of housing capacity on environmentally sensitive lands based on past experiences and adopted Title 3 Water Quality and Flood regulations is likely to be reduced if Metro's Title 3 work on Statewide Goal 5 fish and wildlife habitat and federal Endangered Species Act requirements result in new regional regulations in the next year; and

WHEREAS, the Metro Council Growth Management Committee has directed that the staff's 1999 Urban Growth Report designate about 15,500 dwelling units representing the estimated capacity of the currently unregulated portion of the 200-foot stream setback used in 1997, as an environmental "placeholder," for compilation of further information needed to more accurately estimate the housing capacity of these lands; and

WHEREAS, the Metro Council intends to have hearings beginning in September, 1999, for public testimony on all of the estimates in the 1999 Urban Growth Report, including the environmental "placeholder," and now therefore,

BE IT RESOLVED:

1. That it remains the policy of the Metro Council that lands identified as "unbuildable" due to environmental constraints in the 2040 Growth Concept and the 1997 Urban Growth Report should be protected from development to the maximum extent possible by Metro and local jurisdictions until such time as Metro concludes its Goal 5 and Endangered Species Act analyses and actions.

2. That Metro encourages all local jurisdictions in the Metro region to actively protect environmentally sensitive areas, even if they include lands that Metro is required by state law to classify as "buildable" for its UGB inventory.

3. That a "placeholder" designation for analysis of UGB capacity of currently unregulated environmentally constrained lands should be construed as a recognition of uncertainty and regulatory flux while good faith efforts continue the work needed to resolve these uncertainties in the public interest.

4. That Metro encourages all local governments to participate in a coordinated approach to identifying and protecting environmentally sensitive lands, including riparian areas, open space and fish and wildlife habitat toward the goal of recovering salmon and steelhead and preventing future Endangered Species Act listing of other fish and wildlife species.

5. That Metro will comply with the 1999 requirement in state law to complete consideration of UGB amendments by either providing 20 years of housing capacity to the year 2017 in 1999, or seeking a time extension.

6. That public hearings beginning in September, 1999, shall receive public testimony on the text, assumptions and calculations in the 1999 Urban Growth Report and the actions Metro should take to comply with the remaining state law requirement for the regional UGB.

ADOPTED by the Metro Council this _____ day of _____ 1999.

_____
Rod Monroe, Presiding Officer

APPROVED AS TO FORM:

_____
Daniel B. Cooper, General Counsel

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7/12/99

GROWTH MAGEMENT COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2820, FOR THE PURPOSE OF REAFFIRMING POLICIES TO PROTECT ENVIRONMENTALLY SENSITIVE LANDS AND THE IMPACT OF THESE POLICIES ON THE NEED TO EXPAND THE URBAN GROWTH BOUNDARY.

Date: July 21, 1999 Presented by: Councilor Bragdon

Committee Action: At its July 20, 1999 meeting, the Growth Management Committee voted 3-0 to recommend Council adoption of Resolution No. 99-2820. Voting in favor: Councilors Bragdon, Park and McLain.

Council Issues/Discussion: Councilor Bragdon explained that this resolution parallels an earlier "green resolution"—97-2562. Both resolutions express Metro's desire for local governments to protect environmentally sensitive lands to the extent possible, while Metro investigates the possibility of adopting regulation for those lands to meet the goals or requirements of state Goal 5, federal Endangered Species Act (ESA) listings, or Metro's Regional Framework Plan.

The resolution further restates Metro policy that neither urban Growth Management Functional Plan requirements, nor the time needed to fulfill Goal 5 policy development require local jurisdictions to develop lands that are environmentally sensitive, but otherwise unregulated by Metro.

Resolution 99-2820 also contemplates public hearings in September of 1999 related to the assumptions and calculations in the 1999 Urban Growth Report and subsequent Council action relative to state requirements and UGB management.

It was also clarified that no land use decisions are contained in this resolution.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2820, FOR THE PURPOSE OF REAFFIRMING POLICIES TO PROTECT ENVIRONMENTALLY SENSITIVE LANDS AND IDENTIFYING THE IMPACT OF THESE POLICIES ON THE NEED TO EXPAND THE URBAN GROWTH BOUNDARY.

Date: July 14, 1999 Prepared by: Michael Morrissey

Proposed Action:
Resolution 99-2820 reaffirms existing Metro policy with regard to environmentally sensitive lands as they pertain to the Urban Growth Management Functional Plan, the 1999 Urban Growth Report and consideration of legislative amendment to the urban growth boundary, as required by state law.

Factual Background and Analysis:
Metro is engaged in complying with state law in assessing the need for sufficient land to meet a 20-year housing capacity need. The 1997 Urban Growth Report concluded a need for land that could accommodate approximately 32,000 dwelling units outside the urban growth boundary, in adopted urban reserves. In partial fulfillment of that need, in December of 1998 the Metro Council legislatively amended the urban growth boundary by adding about 3,527 acres, estimated to accommodate about 15,718 dwelling units.

Resolution 99-2820 focuses on the role played by environmentally sensitive lands in past and present housing need and capacity calculations, and as emphasized by Metro policy. For example, a prior resolution, No. 97-2562, reaffirmed Metro's commitment to the livability of the metropolitan region with regard to parks, open spaces and environmentally sensitive lands, in light of a (then) newly adopted Urban Growth Management Functional Plan. The resolution was directed to local governments, letting them know that if they felt lands in their jurisdiction needed special protection or designation, that that was a legitimate consideration, even in the possible event of a reduced capacity to accommodate additional housing.

Now, as the 1999 Urban Growth Report is being developed, and other regionally significant studies are taking place (Goal 5, stormwater and watershed management), Resolution 99-2820 affirms the value of environmentally sensitive lands, and calls on Metro's regional partners to help protect them from development to the maximum

extent possible, during the window of investigation of housing capacity within the urban growth boundary. This is the result of correspondence from the state, noting that excluding land non-protected or regulated land from the buildable lands inventory, did not meet state guidelines. This puts Metro in the position of wanting to protect such lands. But until documentation of their exact location, and creation of proper incentives, and/or regulatory measures, Metro must include such sensitive environmental lands in its buildable lands inventory.

The outcome of housing capacity indicated in 1999 Urban Growth Report, will in part be determined by Metro's calculation of environmentally sensitive lands. Metro is not only engaged with local jurisdictions in implementation of Title 3—Stream and Floodplain Protection, but is also developing additional recommendations related to fish and wildlife habitat, stormwater management and watershed management. These activities will also be considered in Metro's response to the Endangered Species Act (ESA) listing for salmon and steelhead in our region.

With regard to the 1999 Urban Growth Report, new information has been presented concerning actual development rates on environmentally constrained lands, including lands in Title 3 riparian buffers and lands within 200 feet of streams and wetlands, and on steep slopes. The council may also revise assumptions in the report about lands otherwise considered "unbuildable," due to environmental constraints, in order to calculate the capacity of the urban growth boundary.

The Metro Council intends to hold public hearings in September of 1999 on the Urban Growth Report, its assumptions and conclusions, including treatment of environmentally sensitive lands. In relation to state law requirements to finish the (second year) consideration of a 20 year land supply for housing need, Council action could adopt further amendment to the urban growth boundary, include definition of a "placeholder" for further analysis of environmentally constrained lands, and/or submit a possible request to DLCD for a time extension.

Human Resources Benchmarks & Opportunities

July 1999

METRO

A report by the Office of the Auditor
Alexis Dow, CPA

What is benchmarking?

- Diagnostic management tool
- Looked at "best practices" at 100 organizations and compared with Metro's current processes
- Not an absolute measure
- Benchmarking consultant - The Hackett Group

The Hackett Group

- Widely recognized consultants
- Specialize in benchmarking
- Most comprehensive database – 1,300 organizations

History of Benchmarking

- Began in private sector
  - pragmatic
  - it's costly to be an innovator
  - copy success
  - adapt to your own organization
- Allows innovation without being the "bleeding edge"
- Used in public sector in recent years

Public Sector Benchmarking

- Federal agencies – GPRA – Government Performance and Results Act
- Oregon – legislature passed a government efficiency bill
  - Set expectations for benchmarks and performance measures
- Agencies report significant operational improvements

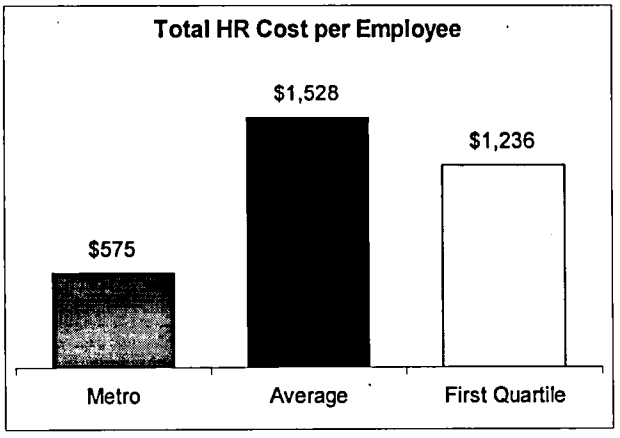
Benchmarking helps achieve:

- Building on others' work, experience and successes
- Working smarter toward effective results
- Enhancing agency accountability and public trust

Metro HR is lean and efficient

- Total HR cost per employee is about one-third of the average
- Overhead and hiring costs are more efficient than average and top-ranked organizations

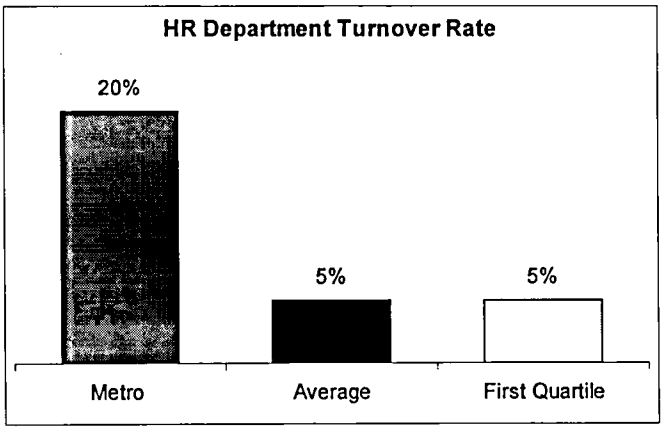
Total HR Cost per Employee



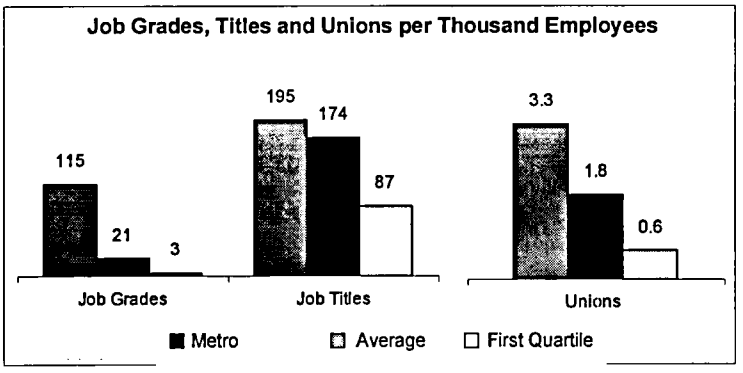
Areas for improvement

- HR staff turnover is high
- Number of job grades and titles is high

High HR staff turnover



Job Grades and Titles



Metro's HR Potential

- HR could provide more tangible benefits to Metro:
  - training staff
  - developing management skills
  - fostering productivity
  - motivating employees to adapt to ever changing environments

However . . .

Limited Resources

- Metro's HR professionals are currently spread too thin to play an active role in what could be a more strategically oriented agency and HR function.

Recommendations

- Evaluate Metro's high number of job grades and titles.
- Create an internal team to evaluate HR Department performance, effectiveness and need for improvements.
- Reduce the HR Department's administrative burden.
- Emphasize the HR Department as a strategic partner.