



**METRO**

TEL 503-797-1916 FAX 503-797-1930

**MEETING: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

**DATE: February 9, 2006**

**TIME: 7:30 A.M.**

**PLACE: Council Chambers, Metro Regional Center**

<b>7:30</b>	<b>CALL TO ORDER AND DECLARATION OF A QUORUM</b>	<b>Rex Burkholder, Chair</b>
<b>7:30</b>	<b>INTRODUCTIONS</b>	<b>Rex Burkholder, Chair</b>
<b>7:35</b>	<b>CITIZEN COMMUNICATIONS</b>	
<b>7:40</b>	<b>COMMENTS FROM THE CHAIR</b>	<b>Rex Burkholder, Chair</b>
<b>7:45</b>	<b>CONSENT AGENDA</b>	<b>Rex Burkholder, Chair</b>
	* Consideration of JPACT minutes for December 1, 2005, December 15, 2005 and January 19, 2006	
	<b>ACTION ITEMS</b>	
	* Resolution 06-3665, For the Purpose of Adopting the Policy Direction, Program Objectives, Procedures and Criteria For the Transportation Priorities 2008-11 Allocation Process and Metropolitan Transportation Improvement Program (MTIP) – <u>JPACT APPROVAL REQUESTED</u>	<b>Ted Leybold, Metro</b>
	* ODOT STIP – Modernization Candidate List – <u>INFORMATION AND DISCUSSION</u>	<b>Jason Tell, ODOT</b>
	* Resolution No. 06-3658, For the Purpose of Endorsing the Recommendations of the Highway 217 Corridor Transportation Plan – <u>JPACT APPROVAL REQUESTED</u>	<b>Richard Brandman, Metro Bridget Wiegart, Metro</b>
	* Oregon Transportation Plan Comment Letter – <u>JPACT APPROVAL REQUESTED</u>	<b>Tom Kloster, Metro</b>
	* Resolution No. 06-3664, For the Purpose of Amending the 2006-09 Metropolitan Transportation Improvement Program to Include High Priority Project Funding From the Federal Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFTEA) and The Oregon Immediate Opportunity Fund – <u>JPACT APPROVAL REQUESTED</u>	<b>Ted Leybold, Metro</b>
	<b>INFORMATION ITEM</b>	
	* Bi-State Coordination Committee 2005 Annual Report – <u>INFORMATION</u>	<b>Rex Burkholder, Chair</b>
	<b>OTHER COMMITTEE BUSINESS</b>	<b>Rex Burkholder, Chair</b>
<b>9:00</b>	<b>ADJOURN</b>	<b>Rex Burkholder, Chair</b>

\* Material available electronically.  
 \*\* Material to be emailed at a later date.  
 # Material provided at meeting.  
 All material will be available at the meeting.



**METRO**

**JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

December 1, 2005

Metro Regional Center – Council Chambers

MEMBERS PRESENT

AFFILIATION

Rex Burkholder, Chair	Metro Council
Rod Park, Vice Chair	Metro Council
Sam Adams	City of Portland
Bill Kennemer	Clackamas County
Matthew Garrett	Oregon Department of Transportation (ODOT - Region 1)
Rob Drake	City of Beaverton, representing Cities of Washington County
Fred Hansen	TriMet
Royce Pollard	City of Vancouver
Paul Thalhoffer	City of Troutdale, representing Cities of Multnomah County

MEMBERS ABSENT

AFFILIATION

Brian Newman	Metro Council
Maria Rojo de Steffey	Multnomah County
Lynn Peterson	City of Lake Oswego, representing Cities of Clackamas County
Roy Rogers	Washington County
Dick Pedersen	Oregon Department of Environmental Quality (DEQ)
Steve Stuart	Clark County
Don Wagner	Washington State Department of Transportation (WSDOT)
Bill Wyatt	Port of Portland

ALTERNATES PRESENT

AFFILIATION

Charles Becker	City of Gresham, representing Cities of Multnomah County
Doug Ficco	Washington State Department of Transportation (WSDOT)
Susie Lahsene	Port of Portland
Dean Lookingbill	Southwest Washington Regional Transportation Council

GUESTS PRESENT

AFFILIATION

Ed Abrahamson	City of Portland
Lenny Anderson	Swan Island TWA
Kenny Asher	PDC
Steve Bates	RHH
Kathy Busse	Washington County
Kim Carlson	NWDA Transportation Committee
Cindy Catto	Phoenix Rising Consulting

GUESTS PRESENT (cont.)AFFILIATION

Roland Chlapowski	City of Portland
Olivia Clark	TriMet
Steve Clark	Community Newspapers
David Cox	FHWA
Corky Collier	Columbia Corridor Association
Tom Dechenne	NB & S
Bob Duehmig	OHSU
Bob Durean	Andersen Construction
Evan Dust	HDR Inc.
Fred Eberle	ODOT
Gary Eichman	Oregon Transfer Co.
Rebecca Eisiminger	Port of Vancouver
Michelle Eraut	FHWA
Sorin Garber	SGCG
John Gillam	City of Portland
Pam Gilmour	Clackamas County
Cary Goodman	ODOT
Jerry Grossnickle	Bernert Barge Lines
Bruce Halperin	Portland Freight Committee
Kathryn Harrington	Citizen, Washington County
Marion Haynes	PBA
Eric Holmes	City of Battleground
Jon Howell	AORTA
Leland Johnson	Jet Delivery Systems
Susan Keil	City of Portland
Emily Lawton	FHWA
Alan Lehto	TriMet
Tom Markgraf	CRC
Sharon Nasset	ETA
Jim Nave	Union Pacific Rail Road
Karen Schilling	Multnomah County
Paul Smith	City of Portland
Ron Papsdorf	City of Gresham
Ed Pickering	C-Tran
John Rist	Clackamas County
Bob Short	Glacier NW
Dick Swennes	Portland Freight Committee
Satvinder Sandhu	FHWA
Jonathan Schlueter	Westside Economic Alliance
Chris Smith	TPAC
Jason Tell	ODOT
Charlie Tindall	Blue Line Transportation Company
Dave Unsworth	TriMet
John Wiebke	City of Hillsboro
Chris Warner	Governor's Office
Glen Weisbrod	Economic Development Research Group
Tracy AnnWhalen	PFC ESCO Corp
Jon Young	FHWA

## STAFF

Richard Brandman	Andy Cotugno	Jessica Martin	Robin McArthur
Pam Peck	Amelia Porterfield	Randy Tucker	Kathryn Schutte
Gina Whitehill-Baziuk		Patty Unfried Montgomery	
Deena Platman	Bridget Wieghart		

### I. CALL TO ORDER, INTRODUCTIONS AND WELCOME

Chair Rex Burkholder called the meeting to order at 7:30am and welcomed everyone to the special presentation of the *Cost of Congestion to the Economy in the Portland Metropolitan Area*. Chair Burkholder introduced Mr. Glen Weisbrod, President of the Economic Development Research Group.

### II. COST OF CONESTION PRESENTATION

Mr. Glen Weisbrod appeared before the committee and presented information on The Cost of Congestion to the Economy of the Portland Region (presentation attached to this document).

The report concludes that despite Portland's excellent rail, marine, highway and air connections to national and international destinations, projected growth in freight and general traffic cannot be accommodated on the current system. Increasing congestion, even with currently planned improvements, will significantly impact the region's ability to maintain and grow business, as well as quality of life issues.

The report found that:

- Action is needed to remain competitive with other regions that are planning large investments in their transportation infrastructure.
- Being a trade hub, Portland's competitiveness is largely dependent on efficient transportation, and congestion threatens the region's economic vitality.
- Businesses are reporting that traffic congestion is already costing them money.
- Failure to invest adequately in transportation improvements will result in a potential loss valued at \$844 million annually by 2025.
- Additional Regional investment in transportation would generate a benefit of at least \$2 for each dollar spent.

Mr. Matt Garrett inquired as to how some of the other regions that have undertaken similar studies are funding their strategies to take action to address congestion. Mr. Weisbrod noted that various funding strategies are being implemented including privatization and tolling.

Mr. David Cox inquired as to whether the study considered safety and pollution issues surrounding more cars on the road. Mr. Weisbrod responded that while the air pollution impacts are dramatic, they were asked to only look at the economic link to congestion, as people tend to understand the environmental impacts of having more cars on the road, but not necessarily the business and economic relationship.

Mr. Fred Hansen asked how Seattle's economy could be booming while also enduring immense traffic. Mr. Weisbrod stated that while some areas seem to be doing well, they will not be able to sustain that success and that long run competitiveness is more important than short-term successes.

Ms. Marion Haynes stated that they hoped to raise awareness of transportation issues with this study. The study is just the first step, helping to reframe the discussion of how to talk about the problems, so that those who address them will do so more informed.

Mr. Burkholder concluded the discussion by noting how critical it is that the business community and governments develop relationships in order to address these issues as a region.

#### VII. OTHER COMMITTEE BUSINESS

There was none.

#### VIII. ADJOURN

There being no further business, Chair Rex Burkholder adjourned the meeting at 8:55 a.m.

Respectfully submitted,

Jessica Martin  
Recording Secretary



**METRO**

**Joint Policy Advisory Committee on Transportation**

**MINUTES**

December 15, 2005  
7:30 a.m. – 9:00 a.m.  
Council Chambers

MEMBERS PRESENT

AFFILIATION

Rex Burkholder, Chair	Metro Council
Sam Adams	City of Portland
Brian Newman	Metro Council
Bill Kennemer	Clackamas County
Roy Rogers	Washington County
Rob Drake	City of Beaverton, representing Cities of Washington County
Lynn Peterson	City of Lake Oswego, representing Cities of Clackamas County
Dick Pedersen	Oregon Department of Environmental Quality (DEQ)
Fred Hansen	TriMet
Paul Thalhoffer	City of Troutdale, representing Cities of Multnomah County
Don Wagner	Washington State Department of Transportation (WSDOT)
Bill Wyatt	Port of Portland

MEMBERS ABSENT

AFFILIATION

Matthew Garrett	Oregon Department of Transportation (ODOT - Region 1)
Rod Park, Vice Chair	Metro Council
Maria Rojo de Steffey	Multnomah County
Steve Stuart	Clark County
Royce Pollard	City of Vancouver

ALTERNATES PRESENT

AFFILIATION

Chuck Becker	City of Beaverton, representing Cities of Multnomah County
James Bernard	Cities of Clackamas County
Dean Lookingbill	Southwest Washington Regional Transportation Council
Jason Tell	Oregon Department of Transportation (ODOT - Region 1)

OTHER COUNCILORS PRESENT

Robert Liberty	Metro Council
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GUESTS PRESENT

AFFILIATION

Kenny Asher	City of Milwaukie
Mecky Blizzard	Office of Congressman Blumenauer

<u>GUESTS PRESENT</u>	(cont)	<u>AFFILIATION</u>
Kathy Busse		Washington County
Olivia Clark		TriMet
Jef Dalin		City of Cornelius
Rick Finn		Port of Portland
Marianne Fitzgerald		DEQ
Ann Gardner		Schnitzer Steel
Kathryn Harrington		Citizen, Washington County
Mark Kemball		OHSU
Tom Markgraf		CRC
Sharon Nasset		ETA
Ron Papsdorf		City of Gresham
Karen Schilling		Multnomah County
Terry Whisler		City of Cornelius
John Wiebke		City of Hillsboro

STAFF

Richard Brandman, Jon Coney, Andy Cotugno, Kim Ellis, Tom Kloster, Jessica Martin, Kathryn Sofich, Randy Tucker

I. CALL TO ORDER, INTRODUCTIONS AND WELCOME OF NEW MEMBERS

Chair Rex Burkholder declared a quorum and called the meeting to order at 7:39 a.m.

II. CITIZEN COMMUNICATIONS

Ms. Sharon Nasset, 4772 N. Lombard, appeared before the committee and stated her appreciation for the Cost of Congestion report presented December 1<sup>st</sup>. She also spoke of the importance of how public transportation works versus how it looks, noting specifically that people working non-traditional hours do not have access to public transportation as well as those living in areas outside of the city have bus stops that have no shelters, benches or paved places to wait.

III. COMMENTS FROM THE CHAIR

Chair Burkholder announced that the January 19, 2006 JPACT meeting would start at 7:15a.m. in order to accommodate Ms. Gail Ackerman, who would be presenting an Oregon Transportation Plan update.

IV. CONSENT AGENDA

**Minutes**

ACTION TAKEN: Mayor Rob Drake moved for approval of the amended October 13<sup>th</sup> and November 10<sup>th</sup> meeting minutes. Councilor. Lynn Peterson seconded the motion and it passed.

V. DISCUSSION ITEMS

**FY 07 Appropriations**

Mr. Andy Cotugno appeared before the committee and directed the committee's attention to the FY 07 Appropriations Requests memo (included as part of this meeting record). He noted that he was looking for agreement from the committee on priority projects in order to bring forward a resolution for approval at the January 19<sup>th</sup> JPACT meeting. Staff suggested that Portland, ODOT, Metro and the Port of Portland and each County in cooperation with the Cities of each County submit 2 or fewer priority projects. If that is not possible, staff suggested prioritizing projects.

The committee discussed at length the staff recommendations.

Ms. Peterson stated that narrowing Clackamas County's projects to two was a difficult process and she would prefer not to then have to rank the two projects.

MOTION: Mr. Roy Rogers moved, seconded by Mr. Rob Drake, to have Portland, ODOT, Metro, the Port of Portland and each County narrow their list to 2 projects each.

Mr. Sam Adams spoke against the motion, stating his preference for ranking 3 to 4 projects rather than narrowing to 2.

Ms. Peterson stated that Clackamas County and the Cities of Clackamas County invested a significant effort in narrowing their project list to 2.

CALL FOR THE QUESTION: Chair Burkholder called for the question.

Without further discussion, the committee voted on the motion under consideration.

ACTION: With Mr. Adams, Councilor Newman and Mr. Bill Wyatt voting against, and the remaining committee members present voting in favor, the motion passed.

Mr. Cotugno asked how and whether the committee wanted to recognize jurisdictions seeking earmarks outside the JPACT process. After discussion, the committee agreed that additional independent requests should not be submitted by any member jurisdiction or agency represented by JPACT (with exception of ODOT outside the metro region).

**RTP UPDATE**

Mr. Tom Kloster appeared before the committee to present information on the Regional Transportation Plan (RTP) Update. The Metro Council initiated an update to the RTP that will be closely coordinated with the 2040 New Look and culminate with the new 2035 RTP in December 2007. The update will address regional, state and federal planning requirements and incorporate new policy direction stemming from the 2040 New Look. The update will occur in phases, as dictated by varying state and federal planning requirements. It will also incorporate a new approach to developing the federal financial constrained system using the "budgeting for outcomes" process.

Three questions were posed to the committee:

1. What outcomes are you looking for from the RTP update?
2. Does the Budgeting for Outcomes approach resemble any process you have used? How do we tailor this to the update?
3. Which stakeholders are critical to the success of this approach?

Mr. Adams expressed his accord with the approach, as it connects actual expenditures with results.

## **CORRIDORS LETTER**

Councilor Robert Liberty appeared before the committee to present a letter from the Metro Council to JPACT regarding Resolution No. 05-3616A, which updated the Work Program for Corridor Refinement Planning. Councilor Liberty stated that the Council had considerable discussion about the relationship of the corridor plans with the current effort of taking a new look at the choices the region faces in the future. He added that while the Council understands the importance of building needed transportation improvements, the corridor studies should be conducted in the context of the broader efforts being examined, which include: how the region grows in the existing urban areas; how to create new communities in areas added to the UGB; and how to balance urban and agricultural needs and respect the concerns of neighboring communities as the region expands.

## **RESOLUTION 06-3651, FOR THE PURPOSE OF AMENDING THE FY06 UNIFIED PLANNING WORK PROGRAM (UPWP)**

Mr. Cotugno appeared before the committee to present Resolution 06-3651, which would add a series of revenue commitments to the work program so they could be drawn upon.

ACTION: Mr. Fred Hansen moved, seconded by Councilor Newman, to approve Resolution 06-3651. The motion passed.

## **COST OF CONGESTION**

Chair Burkholder directed the committee's attention to a packed of press clippings from local papers. Due to a shortage of time, he noted that a more in-depth discussion on the cost of congestion would be held at the next JPACT Finance committee meeting on January 26<sup>th</sup>.

## **VII. OTHER COMMITTEE BUSINESS**

There was none.

## **VIII. ADJOURN**

There being no further business, Chair Rex Burkholder adjourned the meeting at 9:03 a.m.

Respectfully submitted,

Jessica Martin  
Recording Secretary



**METRO**

**Joint Policy Advisory Committee on Transportation**

**MINUTES**

January 19, 2006  
7:15 a.m. – 9:00 a.m.  
Council Chambers

MEMBERS PRESENT

AFFILIATION

Rex Burkholder, Chair	Metro Council
Rod Park, Vice Chair	Metro Council
Brian Newman	Metro Council
Sam Adams	City of Portland
Bill Kennemer	Clackamas County
Roy Rogers	Washington County
Rob Drake	City of Beaverton, representing Cities of Washington County
Lynn Peterson	City of Lake Oswego, representing Cities of Clackamas County
Dick Pedersen	Oregon Department of Environmental Quality (DEQ)
Fred Hansen	TriMet
Cathy Nelson	Oregon Department of Transportation (ODOT - Region 1)
Paul Thalhoffer	City of Troutdale, representing Cities of Multnomah County
Don Wagner	Washington State Department of Transportation (WSDOT)
Bill Wyatt	Port of Portland

MEMBERS ABSENT

AFFILIATION

Maria Rojo de Steffey	Multnomah County
Steve Stuart	Clark County
Royce Pollard	City of Vancouver

ALTERNATES PRESENT

AFFILIATION

James Bernard	Cities of Clackamas County
Dean Lookingbill	Southwest Washington Regional Transportation Council
Jason Tell	Oregon Department of Transportation (ODOT - Region 1)

OTHER COUNCILORS PRESENT

Carl Hosticka	Metro Council
Jef Dalin	City of Cornelius
Richard Kidd	Mayor, City of Forest Grove
David Bragdon	Metro Council President

GUESTS PRESENT)

AFFILIATION

Gail Achterman	Commissioner, Oregon Transportation Commission
John Arroyo	NW Cement Providers Group
Jerri Bohard	ODOT
Scott Bricker	BTA
Bill Burgel	HDR
Kathy Busse	Washington County
Roland Chlapowski	City of Portland
Olivia Clark	TriMet
Tom Cox	Citizen
Lee McDowell	Mercer Industries
Dan Mercer	Mercer Industries
Sharon Nasset	ETA
Dave Nordberg	DEQ
Ron Papsdorf	City of Gresham
Deb Redman	HDR
John Rist	Clackamas County
Phil Selinger	TriMet
Paul Smith	City of Portland
John Wiebke	City of Hillsboro
Dave Williams	Parametrix
Pam Wilson	PacWest Communications

STAFF

Richard Brandman, Tom Kloster, Jessica Martin, Robin McArthur, Pam Peck, Patty Unfred Montgomery, Bridget Wieghart

I. CALL TO ORDER, INTRODUCTIONS AND WELCOME OF NEW MEMBERS

Chair Rex Burkholder declared a quorum and called the meeting to order at 7:15 a.m.

II. DISCUSSION ITEMS

**Oregon Transportation Plan (OTP) Update**

Chair Burkholder introduced and welcomed Oregon Transportation Commissioner, Ms. Gail Achterman.

Commissioner Achterman briefly provided some background information on the OTP. The plan is a 25-year statewide multimodal plan, which addresses all modes of transport on public, private, state and local systems. The plan was last updated in 1992.

Ms. Achterman presented a PowerPoint presentation of the public review draft of the Oregon Transportation Plan (included as part of this meeting record). The presentation included information on:

- Plan Oversight and Schedule
- Challenges
- Growing VMT and Funding Gap

- Opportunities
- OTP Analyses
- OTP Response
- Policy Themes
- OTP Investment Strategies
- Key Initiatives
- Potential Strategic Capacity Enhancement Investments

Commissioner Achterman noted that public transportation becomes even more important with an aging population, as seen in Baker County, OR, where public transportation has experienced exponential growth. She added that while there has been a tendency to build affordable housing where the land is the cheapest, those areas tend to have poor access to transportation.

Commissioner Achterman noted that this year, the 2006 Northwest Transportation Conference (NWTC) would be held at the Oregon State University CH2M-HILL Alumni Center February 7-9. The theme is *Road Ecology - Surface Transportation and the Environment*. Those interested in attending should contact Robert Bertini.

I. CALL TO ORDER, INTRODUCTIONS AND WELCOME OF NEW MEMBERS (Continued)

Chair Burkholder welcomed and introduced Ms. Cathy Nelson, the interim ODOT Region 1 Manager.

III. CONSENT AGENDA

**Minutes**

Due to time constraints, Chair Burkholder noted that approval of the December 1<sup>st</sup> and 15<sup>th</sup> minutes would be postponed until the next regular meeting of the committee on February 9<sup>th</sup>.

II. DISCUSSION ITEMS (Continued)

**Resolution No. 06-3656, For the Purpose of Approving Portland Regional Federal Transportation Priorities For Federal Fiscal Year 2007 Appropriations**

Mr. Richard Brandman appeared before the committee to present Resolution No. 06-3656 which would provide Congress and the Oregon Congressional delegation with the region's priorities for transportation funding for use in the federal transportation appropriation process.

Mr. Brandman presented a copy of the resolution, as accepted by TPAC, as well as an amended version of Exhibit A (included as part of this meeting record), which included several additions to the project list. Mr. Brandman briefly reviewed the changes, which included:

- Increase the TriMet Communications Systems project to \$18.75million
- Increase the City of Sandy Operations Center/Garage project to \$1.0145million
- Add a project category titled: Support for Washington/Clark County Priorities
- Add two projects under the new category titled: I-5 Trade Corridor and C-Tran Bus & Bus Related

Chair Burkholder announced he received a letter of support for Resolution 06-3656 from JPACT member Ms. Maria Rojo de Steffey, who was unable to attend the meeting today.

ACTION: Mr. Bill Kennemer moved, seconded by Mr. Fred Hansen, to amend Resolution 06-3658 with the proposed additions (as shown on the handout titled "Proposed Version of Exhibit A"). The motion passed.

ACTION: Mr. Sam Adams moved, seconded by Councilor Brian Newman, to approve Resolution 06-3658 as amended. The motion passed.

**Resolution No. 06-3655, For the Purpose of Consideration of the Regional Travel Options Program Work Plans and Funding Sub-Allocations for Fiscal Years 05-06 and 06-07**

Ms. Pam Peck appeared before the committee to present Resolution No. 06-3655, which would provide certainty on funding sub-allocations levels for Regional Transportation Options (RTO) partner agencies and organizations. Ms. Peck presented a PowerPoint presentation (included as part of this meeting record) of the proposed work plans and funding sub-allocations of the RTO program. The presentation included information on the following:

- List of program partners
- Program components:
  - Program Administration
  - Evaluation Program
  - Collaborative Marketing
  - Regional Rideshare Program
  - Transportation Management Assoc. (TMA) Program
  - Region 2040 Initiatives Grant Program
- Program budget and funding sub-allocations
- Drive Less. Save More marketing campaign.

Ms. Peck noted that the marketing campaign would begin in February. The goal of the program is to increase awareness of the need to reduce drive-alone auto trips. She introduced Ms. Pam Wilson with PacWest Communications who spoke briefly about the media campaign.

Ms. Wilson stated that there would be a kick-off event on Wednesday, February 1<sup>st</sup> at 11:15am at Washington Square. She encouraged all committee members to attend and pledge to reduce their single person car trips. She added that television commercials would begin to run February 2<sup>nd</sup>.

ACTION: Councilor Rod Park moved, seconded by Mayor Rob Drake, to approve Resolution 06-3655. The motion passed.

**Resolution No. 06-3658, For the Purpose of Endorsing the Recommendation of the Highway 217 Corridor Transportation Plan**

Councilor Carl Hosticka appeared before the committee to present Resolution No. 06-3658, which would adopt the recommendations of the Highway 217 Corridor Transportation Plan. Councilor Hosticka provided some background information. In 2001, Metro led a regional effort to develop a strategy for completion of the 18 corridor refinement plans identified in the RTP. That analysis found significant congestion and land use needs and jurisdictional support for finding solutions in the Highway 217 Corridor. In order to provide access between key 2040 land uses including the Washington Square and Beaverton Regional Centers, the Lake Grove, Tigard, Sunset and Cedar Mill Town Centers, and Hillsboro, Tualatin, Kruse Way and other industrial and employment areas, a corridor planning study was initiated

in 2003. The goal of the Highway 217 Corridor study was to develop transportation improvements that could be implemented in the next 20 years to provide for efficient movement of people and goods through and within the corridor while supporting economically dynamic and attractive growth within regional and town centers and retaining the livability of nearby neighborhoods. He noted that the study's Policy Advisory Committee (PAC) consisted of elected officials, including two JPACT members Ms. Lynn Peterson and Mr. Rob Drake, and citizen members selected through a public solicitation process.

Mr. Brandman added that the recommendation before the committee is a multimodal recommendation. The committee examined arterials, bike, pedestrian and transit options. He also added that the public involvement process was extensive, including a public forum, speaker's bureau events, two open houses, a newsletter and an online questionnaire.

Ms. Wieghart stated that the resolution would adopt the Policy Advisory Committee (PAC) recommendation as a guide for further work in the corridor. She directed the committee's attention to Exhibit A of the Resolution (included as part of this meeting record). She noted that the committee spent a great deal of time discussing the regional transportation finance issues within the region and statewide.

Ms. Wieghart reviewed Exhibit A, the executive summary of the PAC recommendation. She directed the committee's attention to the notes at the end of Exhibit A, which included:

1. ODOD did not endorse the recommendation, which would seek to add Highway 217 to the list of Highways of Statewide Significance.
2. TPAC had serious reservations with the recommendation, which would, seek to add Highway 217 to the list of Highways of Statewide Significance.

TPAC suggested alternative language to the recommendation, which included:

- If the list of Highways of Statewide Significance is reopened by the Oregon Transportation Commission (OTC), the Joint Policy Advisory Committee on Transportation (JPACT) should consider nominating the Highway 217 Project.
- ODOT and Metro should develop a financing strategy for this project
- ODOT should seek to include the Highway 217 project in the next round of solicitation or the Oregon Innovative Partnership Program (OIPP) to assess the private sector interest in financing this project.

Ms. Lynn Peterson, also a PAC committee member, stated that she supports all the recommendations except adding the project to the list of statewide significance, as it doesn't send a clear message about what our priorities are.

Ms. Nelson stated her support for TPAC's comments, in particular, seeking to include the project in the next round of solicitations for the OIPP.

ACTION: Ms. Nelson moved, seconded by Ms. Peterson, to amend Resolution 06-3658 to include TPAC's comments.

Mr. Roy Rogers stated it would be difficult for him to vote in support of the resolution as amended, as the Washington County Coordinating Committee reviewed the resolution prior to receiving TPAC's comments. He requested the opportunity to go back to the coordinating committee to discuss the added language.

ACTION: Councilor Rod Park moved, seconded by Mr. Kennemer, to postpone Resolution 06-3658 to the next JPACT meeting in order to review the language. The motion passed.

### **MTIP Policy Objectives Update**

Mr. Ted Leybold appeared before the committee to report on the 2008-11 Transportation Priorities Policy Update process. Mr. Leybold asked that JPACT members provide direction to TPAC staff on what their priorities are for this policy update. In order to stay in sync with ODOT's STIP process, he will be presenting a draft for adoption at the February 9<sup>th</sup> JPACT meeting.

### **JPACT / MPAC Meeting Issues**

Mayor Richard Kidd appeared before the committee to present information on Metro's Policy Advisory Committee (MPAC) 2006 work plan. As Chair of MPAC, Mayor Kidd stated the importance of having MPAC's decisions dovetail with JPACT's decisions, as the job/housing balance immensely affects transportation. He directed the committee's attention to two handouts 1) 2006 MPAC Work Program Issues, and 2) 2006 JPACT Work Plan Topics (both handouts included with this meeting record). He asked the committee to review both lists and identify areas of overlap. He announced his plans to invite Chair Burkholder to the February 22<sup>nd</sup> MPAC meeting, to discuss each committee's role.

### **VI. OTHER COMMITTEE BUSINESS**

Chair Burkholder reminded the group that there would be a prep meeting for JPACT members traveling to Washington, D.C. on Monday, February 6<sup>th</sup> at 5pm in the Council Chamber.

### **VII. CITIZEN COMMUNICATIONS**

There were none.

### **VIII. ADJOURN**

There being no further business, Chair Rex Burkholder adjourned the meeting at 9:15 a.m.

Respectfully submitted,

Jessica Martin  
Recording Secretary



**METRO**

DATE: February 9, 2005  
TO: JPACT and Interested Parties  
FROM: Ted Leybold: MTIP Program Manager  
SUBJECT: 2008-11 Transportation Priorities Policy Update process

\* \* \* \* \*

Attached is a draft Policy Report for the 2008-11 Metropolitan Transportation Improvement Program. The report includes existing policies for the program as adopted by JPACT and the Metro Council. Also included below is identification of policy issues that may be addressed prior to the upcoming Transportation Priorities allocation process and MTIP report adoption.

JPACT is requested to recommend a policy report to Metro Council for consideration at its February 23rd meeting.

### **Transportation Priorities 2008-11 Refinement Issues**

Following are potential policy issues that could be addressed in the 2008-11 MTIP Policy Report with a recommendation from Metro staff.

#### **1. Consideration of inflation allocation to existing projects**

Due to several factors: higher than forecast land acquisition and commodities costs, amount of competing construction activity and increasing environmental mitigation costs, existing projects are receiving bids higher than projected costs.

**TPAC recommendation:** Allow existing project sponsors to apply for additional regional flexible funds when project cost inflation threatens delivery of project. Add following language to Factors Used to Develop Narrowing Recommendations of “recommend additional funding for existing projects when the project scores well and documents legitimate cost increases relative to unanticipated inflationary factors.”

New funds awarded to existing projects will be prioritized for advancement within the financial plan to maintain project schedules. To address a portion of this issue in future allocations, all applications will use standardized cost-estimate methodologies that include inflation factors based on the latest estimates for inflation expected in the transportation construction sector.

## **2. Improve integration of Transportation System Management and Operation (TSMO) solutions into the MTIP program**

The Transport subcommittee of TPAC is beginning development of a comprehensive strategic plan for the operation and management of the transportation system. This strategic plan may guide how to most cost-effectively integrate operational elements into all regional transportation projects as well prioritize operation and management strategies for the region.

Two potential strategies for improving the integration of TSMO strategies into the MTIP include:

- Updating the screening criteria and technical measures used to score and rank projects to include incentives for projects that include relevant TSMO elements.
- Creating a programmatic allocation of funds for TSMO implementation similar to the Regional Travel Options program.

A more comprehensive summary of options for integrating TSMO into the MTIP program is attached in a memorandum from the planning subcommittee of Transport.

### **TPAC recommendation:**

- Update the policy report to include a screening criterion that Intelligent Transportation System (ITS) elements of a project be included in a relevant plan and is consistent, or can be incorporated into, the regional ITS architecture.
- Technical measures outlined in the project solicitation packet should also be updated to encourage integration of TSMO strategies per Recommendation #3 of the attached memorandum from the Transport Planning subcommittee.
- Consider the merit of a programmatic allocation for TSMO activities of a regional scale, similar to the Regional Travel Options Program, relative to other competitive applications.

For future allocations, TPAC is interested in further discussion with Transport on the development of a new program Goal (similar to Safety or 2040 Land Use) and potential point allocation for integration of TSMO strategies into a project or program application.

## **3. Refinement of economic development objectives and measures**

Comments MTIP project staff received during the previous allocation process indicated that the technical evaluation of projects applications relative to the policy objective of economic development was not clear. Additionally, there has been more policy analysis

of economic development related issues in the region subsequent to the previous Transportation Priorities allocation process.

Current technical evaluation to address this policy objective include elements of the 2040 Land Use evaluation category that emphasizes projects serving industrial and mixed-use centers, points for progress in creating a mixed-use center or removing transportation barriers to development of industrial areas, inclusion of a freight category for freight mobility projects, and a qualitative summary of project impacts on economic development that includes any specific links to retention or recruitment of traded-sector jobs.

Policy makers may wish provide more specific economic development objectives or request additional policy options for the program given new policy work of the regional Comprehensive Economic Development Strategy work, the Regional Business Plan or the recent Cost of Congestion study.

**TPAC recommendation:** No recommendation. JPACT may wish to provide further direction on more specific economic development objectives.

#### **4. Potential new policy direction related to state Legislative strategy or regional strategy for new transportation funding initiatives**

Should there be a policy emphasis for the allocation of regional flexible funds in the upcoming cycle relative to a regional strategy for pursuing new transportation revenues at the state legislature or through regional initiatives? Potential strategies could include:

- an emphasis on project development work to prepare projects for implementation by new funding sources,
- an emphasis on specific modes or types of projects to leverage new funds.

**TPAC recommendation:** No specific recommendation. Monitor discussions and potential recommendations of JPACT Finance Subcommittee for potential recommendations that could be integrated into the Transportation Priorities and Metropolitan Transportation Improvement Program process.

### **Other Policy Related Management Issues**

#### **Project Delivery Subcommittee recommendations**

The Project Delivery subcommittee of TPAC is making several recommendations related to the allocation of regional flexible funds that should be incorporated into the Transportation Priorities process, including:

- implementation of pre-application process
- opportunities to simplify program policy objectives or technical criteria/measures
- opportunities to narrow or directly identify project types or modal categories to be funded

No changes to policy report recommended at this time, although further development of recommendations related to economic development objectives may be related to simplification or narrowing of policy directives and/or technical measures. Other project delivery report recommendations are administrative in nature.

**SAFETEA Implementation:**

**Diesel Retrofit as Priority for CMAQ funding**

SAFETEA identifies implementation of diesel retrofit technology as a “priority” for CMAQ funding. Draft federal regulatory guidance is expected to be released this spring and finalized by early 2007. Transportation Improvement Programs approved after July 1, 2007 are expected to be fully SAFETEA compliant. The 2008-11 Metro area TIP is currently scheduled to be approved in the fall of 2007 and therefore would need to demonstrate compliance with SAFETEA regulations. The Transportation Priorities allocation process and the MTIP may need to adjust its policies and/or process to address this issue.

**To: TransPort TAC**  
**From: TransPort Planning Subcommittee**  
**Re: Integrating ITS and System Management into the MTIP Process**

The Planning Subcommittee met on Thursday, January 5<sup>th</sup> to discuss its regional strategic ITS plan and the integration of ITS and system management into the process through which Metro develops its Metropolitan Transportation Improvement Program (MTIP). This memo has been prepared to articulate the subcommittee's recommendations on how this integration can be accomplished. The memo outlines several approaches for TransPort to consider advancing to TPAC.

**Introduction**

In the language of recent federal, state and regional transportation policy is a growing emphasis on getting more out of the existing infrastructure. Sometimes, the cause is a physical lack of alternatives: there is no room to widen a highway or add a rail line. Sometimes, especially recently, the motivation is the scarcity of public funds for transportation investment. In both cases, the priority has become how to manage and operate the existing transportation system. In the most recent federal transportation legislation, SAFETEA, the term given to this subject is Transportation System Management and Operations (TSMO).

TSMO includes a wide variety of strategies, such as traffic signal coordination and incident management. Some of these strategies emphasize the use of advanced technologies but not all. Many of the familiar examples of TSMO fall under the heading of Intelligent Transportation Systems (ITS): coordinated signal systems, traveler information (tripcheck.com and Transit Tracker), variable message signs.

Regionally and nationally, many ITS projects have been deployed using discretionary (earmark) funds because significant amounts of "demonstration grants" for ITS were included in ISTEA (1991) and TEA-21 (1998). Before SAFETEA but even more so now, however, the emphasis is shifting from implementing ITS projects in isolation to integrating ITS elements into conventional projects. For example, to install hardware in the roadway that detects vehicles and influences signal timing, it used to be common for this work to be separate from repaving. Today, it is becoming the norm for the signal and detector work to be incorporated into the scope of the rehabilitation of the roadway.

Despite the importance of TSMO strategies, including ITS and the value of integrating these strategies into conventional projects, project sponsors have encountered difficulty in the capital programming process. In response, the recently-formed Planning Subcommittee of the TransPort TAC has been working with Metro staff to identify possible changes to the MTIP criteria that will encourage the integration of TSMO strategies.

That collaborative effort has produced several recommendations that are discussed in this proposal.

- First, the Subcommittee recommends the adoption of a new screening criterion to ensure that when ITS strategies are included in projects, they are consistent with

- regional ITS plans that have already been developed, such as MTIP projects come from the RTP.
- Second, the Subcommittee recommends the addition of bonus points in certain categories for projects that are regional initiatives, resulting from multi-agency collaboration.
  - Third, the Subcommittee offers two alternatives for encouraging the deployment of TSMO and ITS strategies. The first alternative is to create new or revise existing criteria. The proposal includes an array of recommendations for the relevant categories and goals. The second alternative is the addition of a fifth goal for Transportation System Management and Operations. Here, the proposal articulates the rationale for a fifth goal.
  - Fourth, the Subcommittee is also in the process of developing a proposal for Metro to create a new programmatic allocation for certain kinds of ITS or TSMO projects; this is complementary to the preceding three recommendations.

The sense of the subcommittee is that we are at an important moment of opportunity. The most recent Metro RTP update, the draft Oregon Transportation Plan and even the recent federal transportation authorizing legislation, SAFETEA, all explicitly address the need to utilize system management as a first resort. And in light of the funding crisis facing the region and the state, the time is especially right to focus on any approach to transportation planning that promotes cost-effectiveness. By introducing these recommendations, the Planning Subcommittee's aim is to stimulate a discussion that has already begun but has yet to coalesce around a specific issue. The subcommittee does not expect for these recommendations to be the final step in determining how ITS and TSMO should be integrated into the MTIP process.

### **Recommendation #1: Add a New Screening Criterion**

#### *Screening Criteria*

Effective April 8, 2005, an FHWA Rule requires that if any project that includes ITS elements receives federal funding, it must be consistent with the regional ITS architecture<sup>1</sup>. The architecture, which was developed in 2004, identifies all the lines of communication and shared responsibility associated with planned ITS deployments in the region. For example, the architecture might document that Agency A promises to share data with Agency B when it implements a project that involves collecting that data; to be consistent, Agency A must honor that commitment when it receives federal funding to implement the project. While an inconsistency is most likely to be resolved by amending the architecture, early consideration of consistency with the architecture is a virtue in any relevant project.

The TransPort Subcommittee recommends that a new screening criterion be established that emphasizes the importance of architecture consistency so that the issue is addressed as early as possible. The Subcommittee's draft language for this criterion is as follows: "Is the project included in a relevant and current implementation plan? Also, is the project consistent with the regional ITS architecture? Alternatively, are there plans to ensure that the consistency requirement will be addressed?"

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<sup>1</sup> Citation. A nearly identical FTA policy requires the same of federally-funded transit projects

**Recommendation #2: Add a New Bonus Question***Bonus Points*

The development of regional ITS architectures is one example of a growing emphasis in federal transportation policy on regional coordination. From incident management (COMET trucks, i.e.) to traveler information (TriMet's Transit Tracker, i.e.), many system management approaches and ITS deployments are most valuable when they are closely coordinated among multiple agencies. Whether it is ITS-related or not, a project that adopts this regional mentality should be rewarded above and beyond its "conventional" merits.

The TransPort Planning Subcommittee recommends that a new bonus question be added to the following categories: Bicycle, Freight, Pedestrian, Roadway & Bridge, TOD, and Transit. To reward coordination of issues between agencies and jurisdictions: "Project has been jointly developed and submitted and/or implementation of the project involves two or more agencies from the metropolitan area."

Another issue that may merit attention for bonus points is the generation of data. Many operational programs, especially ITS deployments generate data that can be used in real-time for traveler information or later for planning purposes.

The TransPort Planning Subcommittee recommends further bonus points be provided for any transportation investment that generates and shares data that can be used for other purposes, such as traveler information and planning.

**Recommendation #3: Make Minor Changes to Existing Technical Criteria***Introduction*

The rationale for Metro's system of categories (Bicycle, Pedestrian, Green Streets, etc.) is that capital programming should be based on the comparison of apples to apples and not to oranges. The approach recognizes that a bicycle project would not prosper under the criteria that are used to identify the best road and bridge projects. Historically, this has been true of ITS projects and, nationally speaking, a large portion of ITS deployments have been made possible by discretionary (i.e. earmark) funding. Federal policy, however, has been moving in the direction of integrating or "mainstreaming" ITS into the planning process. This implies that ITS should be included in regional transportation plans (rather than in isolated ITS deployment plans) and that they should somehow be considered side by side with "conventional" projects.

The following section includes descriptions of two approaches supported by the TransPort Planning Subcommittee. Both work within the existing framework of categories; a proposal is under development that will suggest the creation of a new category, perhaps on a demonstration basis akin to the Green Streets initiative.

*Proposed changes to existing criteria*

In close cooperation with Metro staff, the TransPort Planning Subcommittee has reviewed the existing criteria and identified relevant goals within some of the categories where either new criteria could be added or minor changes could be made to existing criteria in order to encourage the integration of ITS elements into conventional projects. Considering the four goals (project effectiveness, land use, safety, and cost-effectiveness) that provide the framework for the

technical evaluation criteria, the check marks in the matrix below indicate where the subcommittee feels it could be relevant to address ITS.

Category	Project-Effectiveness	Land Use	Safety	Cost-Effectiveness
Bicycle	✓		✓	
Boulevard	✓		✓	
Freight	✓	✓	✓	✓
Green Street			✓	
Pedestrian	✓		✓	
Road/Bridge- Capacity	✓		✓	✓
Road/Bridge – Rehab	✓		✓	✓
RTO	✓			
TOD	✓			
Transit	✓			✓

Here are a few examples to illustrate:

- By enhancing the performance of specific facilities, ITS elements can improve the appeal of sites for industrial development that requires high quality freight access. Therefore, ITS is relevant for the land use goal within the freight category
- Technology can be used to improve traffic safety, especially at intersections for bicyclists and pedestrians, thus the relevance under the safety goal in those two categories.
- The traveler information that can be produced in near real-time from ITS-generated data can be used to encourage transit ridership; thus, ITS is relevant for the project-effectiveness in the Regional Travel Options (RTO) category.
- System management approaches, including ITS, can be used to avert or minimize the expansion of congested roadways, hence the relevance of cost-effectiveness for road and bridge projects, whether they are new capacity or rehabilitation projects.

*Proposed addition of a new goal*

As an alternative to making minor adjustments to some of the goals within a subset of the categories, the Planning Subcommittee has also considered the addition of a new (fifth) goal for Transportation System Management and Operations. Reaching this conclusion required careful consideration of what the Subcommittee understands to be the characteristics of a goal. Performance, Land Use, Safety and Cost-Effectiveness each reflect major policy objectives of the Regional Transportation Plan and the core issues that are important to users of the transportation system. We have asked ourselves whether Transportation System Management and Operations (TSMO) rises to this standard and we believe, especially in light of the SAFETEA-LU legislation, that it does.

As discussed in the introduction, many metropolitan areas face major constraints on the physical expansion of the transportation infrastructure. The driving force behind this position varies: air quality, fiscal constraints, physical limitations and community impacts, among others, lead transportation agencies to conclude that they presently face an era of managing and operating their existing systems. As such, TSMO deserves to be a goal on par with safety and the others.

A new goal would allow Metro to codify its commitment to managing existing infrastructure. It would demonstrate that considering system management and operations a universal concern comparable to cost-effectiveness. It would have the benefit of consolidating the various attributes that are sought in the criteria that were discussed in the previous section. For example, the criteria under this new goal could reward projects that use advanced technologies or management strategies to avoid expanding capacity.

The TransPort Planning Subcommittee...(address reliability/predictability)

**Recommendation #4: Establish a New Programmatic Allocation for ITS/TSMO**

In its discussion of the approaches that have been presented above, the subcommittee was thinking specifically of advanced technologies or system management strategies being included as components of larger projects. In contrast, several members of the subcommittee pointed out that there are two types of projects that would still not be competitive, even if the aforementioned recommendations were carried out. The first of these are regional initiatives for which there are many participating agencies but no one agency to act as project sponsor. The second are projects that are solely ITS investments, as opposed to conventional projects that include ITS. For these two types of projects, the subcommittee plans to develop an application to Metro to create a new programmatic allocation. The programmatic allocation would complement the MTIP recommendations discussed previously in this memo, which are explicitly intended to promote conventional projects that include ITS elements.

**Conclusion**

The core of this issue is that Transportation System Management and Operations (TSMO) is a policy that has been promoted by a number of plans and even federal law but has yet to be meaningfully integrated into the metropolitan transportation planning process. To a significant extent, it is the fiscal crisis facing most public agencies that has brought system management to the foreground because the strategies it supports are consistently cost-effective, especially relative to major capital investments.

The Planning Subcommittee of the TransPort TAC has undertaken to identify how TSMO can be integrated into the MTIP development process. Intelligent Transportation Systems (ITS) have received a great deal of attention within this discussion mainly because many of the system management strategies deployed in recent years have emphasized advanced technologies. As the discussion moves forward, the successes and benefits associated with this ITS experience should help build support for other TSMO strategies. The Planning Subcommittee and the full Transport TAC are looking forward to working with Metro staff, TPAC and JPACT as the region works on this together.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE	)	RESOLUTION NO. 06-3665
POLICY DIRECTION, PROGRAM OBJECTIVES,	)	
PROCEDURES AND CRITERIA FOR THE	)	Introduced by Councilor Rex Burkholder
TRANSPORTATION PRIORITIES 2008-11	)	
ALLOCATION PROCESS AND	)	
METROPOLITAN TRANSPORTATION	)	
IMPROVEMENT PROGRAM (MTIP)	)	

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council will be awarding regional flexible funds to transportation projects in the region through the Transportation Priorities process, and

WHEREAS these funding awards, as well as all other federal transportation spending in the region will be programmed in the (MTIP); and

WHEREAS, JPACT and the Metro Council wish to provide policy direction on the objectives of the Transportation Priorities funding process and programming of funds in the MTIP; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT for the policy direction, program objectives, procedures and criteria for the Transportation Priorities 2008-11 allocation process and Metropolitan Transportation Improvement Program as described in Exhibit A.

ADOPTED by the Metro Council this \_\_\_\_\_ day of February, 2006.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney



**Exhibit A of  
Resolution 06-3665**

**Transportation Priorities  
2008-11 Allocation Process  
and Metropolitan  
Transportation Improvement  
Program Update**

# **Policy Report**

**February 9, 2005**

*TPAC recommendation to JPACT*



**METRO**

PEOPLE PLACES  
OPEN SPACES

## Regional Transportation Funding and the Transportation Priorities Program

There are several different sources of transportation funding in the region, many of which are dedicated to specific purposes or modes.

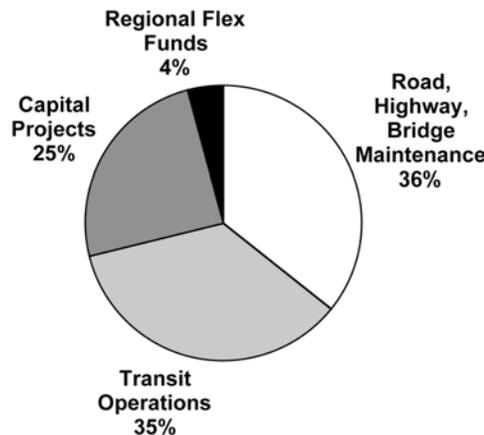
Recent data demonstrates that approximately \$425 million is spent in this region on operation and maintenance of the existing transportation system. While there are unmet needs within operations and maintenance, the relatively small potential impact that regional flexible funds would have on these needs and because there are other potential means to address these needs, JPACT and the Metro Council have adopted policy against using regional flexible funds for these purposes. Exceptions include the Transportation Demand Management (TDM) programs as they have demonstrated a high cost-effectiveness at reducing the need for capital projects, because they lack other sources of public funding to leverage private funding and because they directly benefit priority 2040 land-use areas. A second exception is expenditures on the expansion of transit service. This exception has been limited to situations where the transit provider can demonstrate the ability to fund the increased transit service in the subsequent MTIP funding cycle.

Capital spending in the region for new capital transportation projects outside of regional flexible funding is approximately \$180 million per year. This includes funding for state highways, new transit capital projects, port landside facilities and local spending.

Approximately \$26 million of regional flexible funds are spent each year in the Metro region. This funding is summarized in the following Figure 1.

**Figure 1**

### Annual Regional Transportation Spending \$630 million



Recent acts by the state legislature have provided one-time revenue sources for transportation improvements in the region. This includes \$22 in road capacity projects in OTIA I & II, a portion of the expected \$31 million for capacity projects in OTIA III and a portion of OTIA III funds targeted for freight mobility, industrial access and job creation (\$100 million state wide). These funds directly supplement the construction of road capacity projects in the region.

Additionally, \$34 in highway capacity and \$158 million in highway, bridge and road reconstruction funding programmed to this region for expenditure by 2010. These highway funds will be supplemented by highway projects of statewide significance (\$100 million statewide), and match to OTC-requested federal earmarks (\$200 million statewide) that will be programmed to this region by Oregon Transportation Commission.

This increase in state revenue dedicated to highway and road capacity and preservation and bridge repair and reconstruction represents the first major increase in state resources in more than a decade. Prior to this increase, regional flexible funds were used to fund a number of highway capacity projects, such as the I-5/Highway 217 interchange, capacity improvements on Highway 26, the Tacoma Street over crossing of Highway 99E and the Nyberg Road interchange.

## **2006-09 Transportation Priorities Allocation Process and Policy Direction**

The 2006-09 Transportation Priorities process began with the adoption of the following program policy direction.

The primary policy objective for the MTIP program and the allocation of region flexible transportation funds is to:

- Leverage economic development in priority 2040 land-use areas through investment to support
  - 2040 Tier I and II mixed-use areas (central city, regional centers, town centers, main streets and station communities)
  - 2040 Tier I and II industrial areas (regionally significant industrial areas and industrial areas), and
  - 2040 Tier I and II mixed-use and industrial areas within UGB expansion areas with completed concept plans.

Other policy objectives include:

- Emphasize modes that do not have other sources of dedicated revenues
- Complete gaps in modal systems
- Develop a multi-modal transportation system with a strong emphasis on funding bicycle, boulevard, freight, green street demonstration, pedestrian, regional transportation options, transit oriented development and transit projects and programs.
- Meet the average annual requirements of the State Implementation Plan for air quality for the provision of pedestrian and bicycle facilities

These policy objectives are implemented through limits on the number and type of applications allowed from the sub-regional transportation coordinating committees, project eligibility and screening criteria, the Region 2040 match advantage incentive, technical evaluation measures, qualitative issues (including public comments), the factors used to develop the narrowing recommendation, and any additional policy direction received from JPACT and the Metro Council during the narrowing process.

### Sub-regional Application Limits

The region has three transportation coordinating committees: Clackamas County, East Multnomah County and Washington County, to coordinate various transportation issues, including the number and type of applications to the Transportation Priorities process. The City of Portland has an internal coordinating process among its transportation, planning, development and parks agencies. Each sub-area may only apply for an amount of regional flexible funds equal

to twice the amount they would receive under a sub-allocation by percentage of regional population. Due to the time and cost involved in preparation, evaluation and selection of projects, this is a means of containing the costs association with this process to those projects of highest priority to the applicants.

Furthermore, each sub-area may only submit road capacity, reconstruction and bridge projects in total project costs of no more than 60% of their target maximum. This ensures a range of CMAQ eligible projects will be eligible from across the region.

### Region 2040 Match Advantage

The Region 2040 Match Advantage is summarized as follows:

- A. Bridge, Road Capacity, Road Reconstruction, and Transit Projects located within:
  - i. Tier I or II 2040 land use areas other than corridors,
  - ii. one mile of a Tier I 2040 land use areas if the facility directly serves that area is eligible for up to 89.73% match of regional funds.
- B. Freight projects located within:
  - i. Tier I or II 2040 industrial areas or inter-modal facility,
  - ii. within 1 mile of a Tier I industrial area or inter-modal facility if the facility directly serves that area or facility is eligible for up to 89.73% match of regional funds.
- C. Boulevard, Pedestrian and TOD projects located within:
  - i. Tier I or II 2040 land use areas other than corridors is eligible for up to an 89.73% match of regional funds.
- D. Planning and Green Street Demonstration projects are eligible for 89.73% match of regional funds.
- E. The RTO program is not subject to the region 2040 match advantage program as it is programmatic in nature and some RTO programs or projects may be eligible for 100% funding from regional flexible fund sources. The RTO Subcommittee may utilize other incentive criteria for emphasizing projects and programs in Region 2040 priority land use areas.
- F. All other projects would be eligible for up to a 70% match of regional funds.

### Project Eligibility and Screening Criteria

Following are the project eligibility and screening criteria.

#### *Eligibility Criteria for all projects*

To be eligible for funding, a project must be a part of the of the 2004 Regional Transportation Plan's financially constrained system project list. A jurisdiction may apply for project not currently in the financially constrained project list under the following conditions:

- jurisdiction assumes risk in requesting approval of amendment to the RTP financially constrained system,

- jurisdiction identifies a project of similar costs (within 10%) currently in the RTP financially constrained system that it may request be removed to maintain financial constraint,
- the project is likely to be determined exempt from air quality impacts based on federal guidance.

*Screening Criteria for all projects*

- Highway, road and boulevard projects must be consistent with regional street design guidelines.
- Project designs must be consistent with the Functional Classification System of the 2004 RTP.
- No funding for on-going operations or maintenance, except for the RTO program and start-up transit operations that demonstrate capacity for future operation funds to replace regional flexible funds by the next MTIP funding cycle.
- Applicant jurisdiction must be in compliance with the Metro functional plan or has received an extension to complete compliance planning activities. If the applicant jurisdiction is not in compliance work has not received an extension, it must provide documentation of good faith effort in making progress toward accomplishment of its compliance work program. The work program documentation must be approved by the governing body of the applicant jurisdiction at a meeting open to the public and submitted to metro prior to the release of the draft technical evaluation of project applications by Metro staff.
- Project must meet Metro’s requirements for public involvement and have received support of governing body at a public meeting as a local priority for regional flexible funding. Adoption of a resolution at a public meeting would qualify as receiving support of the governing body. Documentation of such support would need to be provided prior to release of a technical evaluation of any project.
- Statement that project is deliverable within funding time frame and brief summary of anticipated project development schedule
- Intelligent Transportation System (ITS) elements of a project be included in a relevant plan and is consistent, or can be incorporated into, the regional ITS architecture.

Technical Evaluation Measures

Projects are quantitatively evaluated within one of twelve modal categories (planning applications are not quantitatively evaluated). Measures are developed to address the program policy objectives and are generally categorized into project effectiveness (25 points), 2040 land use objectives (40 points), safety (20 points) and cost-effectiveness (15 points). Bonus points are sometimes available to address additional goals such as inclusion of green street project elements. The Green Street category, as a demonstration category, does not follow the point allocation distribution described above but rather the point system emphasizes inclusion of Green Street design elements.

Evaluation measures are refined each funding cycle to better address program policy objectives.

## Qualitative Criteria

The use of qualitative criteria was limited as a means for technical staff to recommend elevating a project to receive funding over other higher technically ranked projects within their same project categories.

### Qualitative criteria

- Minimum logical project phase
- Linked to another high priority project
- Over-match
- Past regional commitment\*
- Includes significant multi-modal benefits
- Affordable housing connection
- Assists the recovery of endangered fish species
- Other factors not reflected by technical criteria

Any project could receive a recommendation from Metro staff or TPAC for funding based on these administrative criteria only if it is technically ranked no more than 10 technical points lower than the highest technically ranked project not to receive funding in the same project category (e.g. a project with a technical score of 75 could receive funding based on administrative criteria if the highest technically ranked project in the same project category that did not receive funding had a technical score of 85 or lower).

\* Previous funding of Preliminary Engineering (PE) does constitute a past regional commitment to a project and should be listed as a consideration for funding. Projects are typically allocated funding for PE because they are promising projects for future funding. However, funding of PE or other project development work does not guarantee a future financial commitment for construction of these projects.

## Factors Used to Develop Narrowing Recommendations

In developing both the first cut and final cut narrowing recommendations, technical staff consider the following information and policies:

- Honoring previous funding commitments made by JPACT and the Metro Council.
- Program policy direction relating to:
  - economic development in priority land use areas,
  - modal emphasis on bicycle, boulevard, green streets demonstration, freight, pedestrian, RTO, TOD and transit,
  - addressing system gaps,
  - emphasis on modes without other dedicated sources of revenue
  - meeting SIP air quality requirements for miles of bike and pedestrian projects.
- Funding projects throughout the region.
- Technical rankings and qualitative factors:
  - the top-ranked projects at clear break points in technical scoring in the bicycle, boulevard, freight, green streets, pedestrian, regional travel options, transit and TOD categories (with limited consideration of qualitative issues and public comments).
  - projects in the road capacity, reconstruction or bridge categories when the project competes well within its modal category for 2040 land use technical score and over all technical score, and the project best addresses (relative to competing candidate projects) one or more of the following criteria:

- project leverages traded-sector development in Tier I or II mixed-use and industrial areas;
  - funds are needed for project development and/or match to leverage large sources of discretionary funding from other sources;
  - the project provides new bike, pedestrian, transit or green street elements that would not otherwise be constructed without regional flexible funding (new elements that do not currently exist or elements beyond minimum design standards).
- recommend additional funding for existing projects when the project scores well and documents legitimate cost increases relative to unanticipated inflationary factors.
- When considering nomination of applications to fund project development or match costs, address the following:
  - Strong potential to leverage discretionary (competitive) revenues.
  - Partnering agencies illustrate a financial strategy (not a commitment) to complete construction that does not rely on large, future allocations from Transportation Priorities funding.
  - Partnering agencies demonstrate how dedicated road or bridge revenues are used within their agencies on competing road or bridge priorities.
- As a means of further emphasis on implementation of Green Street principles, staff may propose conditional approval of project funding to further review of the feasibility of including green street elements.

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 06-3665, FOR THE PURPOSE OF ADOPTING THE POLICY DIRECTION, PROGRAM OBJECTIVES, PROCEDURES AND CRITERIA FOR THE TRANSPORTATION PRIORITIES 2008-11 ALLOCATION PROCESS AND METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP)

---

Date: February 23, 2006

Prepared by: Ted Leybold

### BACKGROUND

This resolution would approve a report outlining the policy direction, program objectives, and procedures that will be used during the Transportation Priorities 2008-11 Allocation Process and MTIP update to nominate, evaluate, and select projects to receive federal transportation funds in the fiscal year 2010-11 biennium.

The Metro Council and the Executive Officer are preparing a request to local jurisdictions to submit projects to Metro for evaluation and award of regional flexible transportation funding. Regional flexible transportation funds are those portion of federal funds accounted for in the MTIP that are allocated through the JPACT/Metro Council decision-making process. This process is referred to as the Transportation Priorities 2006-09 allocation.

Metro and ODOT update the MTIP/STIP every two years to schedule funding for the following four-year period. The Transportation Priorities 2008-11 allocation encompasses the four-year period of federal fiscal years 2008 through 2011. This update will therefore adjust, as necessary, funds already allocated to projects in fiscal years 2008 and 2009 in the current approved MTIP. It will also allocate funds to new projects in the last two years (2010 and 2011) of the new MTIP.

The regional flexible funds available in the Transportation Priorities 2008-11 allocation is composed of two types of federal transportation assistance, which come with differing restrictions. The most flexible funds are surface transportation program (STP) funds that may be used for virtually any transportation purpose, identified in the Financially Constrained RTP, short of building local residential streets.

The second category of money is Congestion Mitigation/Air Quality (CMAQ) funds. CMAQ funds cannot be used to build new lanes for automobile travel. Also, projects that use CMAQ funds must demonstrate that some improvement of air quality will result from building or operating the project.

### ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** Updates the 2006-09 Transportation Priorities and MTIP Policy report, adopted by Metro Council Resolution 04-3431 on March 18, 2004 (FOR THE PURPOSE OF ADOPTING THE POLICY DIRECTION, PROGRAM OBJECTIVES, PROCEDURES AND CRITERIA FOR THE TRANSPORTATION PRIORITIES 2006-09 ALLOCATION PROCESS AND METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP)).

3. **Anticipated Effects** Adoption of this resolution will provide the policy direction, program objectives, and procedures that will be used during the Transportation Priorities 2008-11 Allocation Process and MTIP update to nominate, evaluate, and select projects to receive federal transportation funds in the fiscal year 2010-11 biennium as described in Exhibit A of Resolution 06-3665.
4. **Budget Impacts** None.

**RECOMMENDED ACTION**

Metro staff recommends the approval of Resolution No. 06-3665.



# Oregon

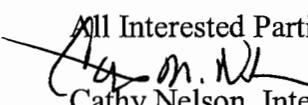
Theodore R. Kulongoski, Governor

## Department of Transportation

Region 1  
123 NW Flanders  
Portland, OR 97209-4037  
(503) 731-8200  
FAX (503) 731-8259

Date: January 24, 2006

To: All Interested Parties

From:   
Cathy Nelson, Interim Region 1 Manager

Subject: 2008-2011 Statewide Transportation Improvement Program (STIP) Update

The Oregon Department of Transportation (ODOT), Region 1, is asking for you to help shape statewide, regional and local transportation funding decisions for the next STIP update. Please join us to discuss and comment on these important transportation projects.

The draft STIP is ODOT's scheduling and funding document for transportation projects. Region 1 is now in the process of identifying, selecting and scoping candidate transportation projects to be funded with state and federal transportation dollars between 2008 and 2011. ODOT will hold four open house meetings around the region to share information on various programs, funding and candidate projects.

Portland - Tuesday, February 7<sup>th</sup> 5 - 8 pm

Metro Regional Center  
Metro Council Chambers, Room 370 A/B  
600 NE Grand Avenue

- This will be a joint public meeting with the Oregon Transportation Plan

Hillsboro - Thursday, February 9<sup>th</sup> 5 - 8 pm

Hillsboro Civic Center  
150 East Main Street (Downtown Hillsboro)  
Room 113C

Hood River - Wednesday February 15<sup>th</sup> 4 - 8pm

Hood River Library  
503 State Street

- This will be a joint public meeting with the Oregon Transportation Plan

Oregon City - Thursday, February 16<sup>th</sup> 4 - 8 pm

Willamette Falls Hospital Community Center (corner of 15th & Washington St.)  
519 15<sup>th</sup> Street

You may also participate by sending your comments in by mail or email to the following addresses:

Region 1 STIP Coordinator or [R1STIP@odot.state.or.us](mailto:R1STIP@odot.state.or.us)  
123 NW Flanders St.  
Portland, Oregon 97209

Please include 2008-2011 STIP Comments in the Subject Line. **Comments are due by Friday, April 14, 2006.** For more information on the 2008-2011 STIP Update, visit our webs site:  
<http://www.oregon.gov/ODOT/TD/TP/0811stip.shtml>



**Modernization Program**  
**Project Candidate List for 2008-2011**  
**Statewide Transportation Improvement Program (STIP)**  
**Region 1, Oregon Department of Transportation**

**Introduction**

The draft Statewide Transportation Improvement Program (STIP) is ODOT's project funding and scheduling document. It identifies the transportation projects to be funded from 2008 to 2011. Funding in the STIP is allocated among different program categories, each with different objectives.

This paper focuses on one program category: Modernization. The primary goal of modernization projects is to add capacity to the highway system in order to facilitate existing traffic and/or accommodate projected traffic growth.

This paper also describes how Region 1 developed a candidate list of modernization projects for this STIP update, and how stakeholders and the public can participate in funding decisions. Information about other program categories such as preservation, bridge, safety and operations is not yet available but will be released soon for public review and comment.

**Background**

The Oregon Transportation Commission (OTC) adopted funding allocations for the 2008-2011 STIP at their December 2005 meeting. The OTC allocated increased federal highway funds to the Modernization Program to cover debt service payments on the Oregon Transportation Investment Act (OTIA) bonds that are scheduled to begin in 2008. The result is the Modernization Program funding levels available for new projects will remain flat, at roughly the 2006-2009 STIP levels. Without this action, available modernization funding levels would have dropped in half.

Region 1 received a STIP modernization target of \$74 million in early January 2006 to program for the 2008-2011 STIP. A significant amount of funding will be needed to ensure projects currently programmed for construction are fully funded and remain on schedule, so the amount available to fund new projects will be less than \$50 million.

Region 1 will select and prioritize modernization projects based on the Project Eligibility Criteria and Prioritization Factors approved by the Oregon Transportation Commission in September 2005.

Eligibility Criteria

- Are consistent with the applicable acknowledged Transportation System Plan (TSP) or, in the absence of an applicable acknowledged TSP, the applicable acknowledged comprehensive plan and any adopted TSP.
- Are consistent with the Oregon Highway Plan policy on Major Improvements (Policy 1G, Action 1.G.1), where applicable.

Prioritization Factors

- Project readiness
- Projects that best support the policies of the Oregon Highway Plan
- Projects that support freight mobility
- Projects that leverage other funds and public benefits
- Class 1 and 3 projects that have completed an environmental milestone of a Record of Decision or Finding of No Significant Impact.

A copy of the factors may be found on our web site at:

**[http://www.oregon.gov/ODOT/TD/TP/0811stip.shtml#2008\\_2011\\_STIP\\_Criteria](http://www.oregon.gov/ODOT/TD/TP/0811stip.shtml#2008_2011_STIP_Criteria)**

## The Candidate List

Attached is a copy of Region 1's candidate list of modernization projects. This list assumes approximately 150% of the actual amount of funding available for modernization projects in Region 1 between 2008 and 2011. The candidate list of projects was generated from prior STIPs, the Regional Transportation Plan, local transportation system plans and the Oregon Freight Advisory Committee Recommendations for high priority freight mobility projects. It is also based on recommendations from the Northwest Area Commission on Transportation and consultation with local governments and other stakeholders. The cost estimates associated with each project are based on planning level estimates. More detailed project cost estimates will be developed later this spring through project scoping.

Over the next few months, Region 1 will need to fiscally constrain the candidate modernization list to meet its funding target of \$74 million. We are seeking comments to narrow the candidate list of modernization projects to the available funding level. Adding a new project to the list would require eliminating or reducing funding for one or more projects on the candidate list.

There are several ways to participate in the project selection process:

- **Attend one or more public meetings** – There are four public meetings scheduled to discuss the 150% candidate list. These will be open house style meetings where the public will have a chance to learn more about the candidate projects, talk to ODOT staff and provide comments. There will be additional public meetings scheduled in the fall for public comment on the final recommended list of modernization projects for the Oregon Transportation Commission.
- **Mail or email comments to ODOT** – comments received by mail or email will receive equal consideration as comments received at public meetings. Mail comments to Region 1 STIP Coordinator, 123 NW Flanders St., Portland, Oregon 97209 or email to [R1STIP@odot.state.or.us](mailto:R1STIP@odot.state.or.us).

## Next Steps

Region 1 will accept input on the candidate list of modernization projects from **January 27, 2006 through April 14, 2006**. This is just the first step in the process to update the STIP. The following is a preliminary timeline of additional steps and opportunities for public input.

- |                  |  |
|------------------|--|
| April 2006:      | <b><u>April 14<sup>th</sup> is the Deadline</u></b> for comments on the Candidate Project List.<br>Region begins programming projects. |
| May – July 2006: | Develop a recommended list and fiscally constrain all Region 1 STIP project lists to 100%.   |
| August 2006:     | Region 1 submits Draft Recommended project list to Salem for printing.   |
| September 2006:  | ODOT prints Draft STIP document and distribute to public.  |
| October 2006:    | Public comment period begins for the Statewide 2008-2011 Draft STIP.   |

**ODOT Region 1 150% Candidate Modernization Project List for 2008-2011 Statewide Transportation Improvement Program (STIP)**

Key Number	Project Name	150%*	Pre-Estimate*	Project Description	County	RTP #	Freight
<b>2008</b>	<b>Region 1 Allocation = \$19.362M + (DSTIP = \$1.5M)</b>	x 1,000	x 1,000				
13720	I-205/Mall Light Rail Unit 3	\$ 5,000		Capital funding for light rail project.	Clack/Mult.		
13957	US26: Staley's Junction Improvement	\$ 500		Interchange Improvements at US26 and OR47.	Washington		State Rt, OFAC
13762	Sellwood Bridge EIS (D-STIP)	\$ 1,500	\$ 1,500	Funding for EIS work.	Multnomah	1012	
13955	2008 PE, R/W and Utilities for I-5 Delta Park Phase 1	\$ 2,104		Funding for project development, right of way acquisition and utility relocations.	Multnomah		
12076	I-5: Delta Park Phase 1 (Victory Blvd. - Lombard St.)	\$ 16,000	\$ 67,000	Constructs third lane SB. Fully funds project programmed in the 2006-2009 STIP.	Multnomah		State Rt, OFAC
13957	US26: Staley's Junction Improvement	\$ 5,000	\$ 12,000	Fully funds project programmed in 2006-2009 STIP.	Washington		State Rt, OFAC
14030	I-84: Replace/Lengthen Bridge Structure MP64.44 (Hood River exit 64)	\$ 1,539	\$ 1,539	Fully funds an OTIA 3 Bridge replacement project on I-84 in Hood River at OR35.	Hood River	N/A	State Rt, OFAC
TBD	I-5: Delta Park Phase 2 (Access Improvements at Columbia Blvd)	\$ 9,000	\$ 60,000	Access improvements at I-5/Columbia Blvd. This phase funds protective right of way acquisition and begins preliminary engineering.	Multnomah	4006	State Rt, OFAC
	<i>Subtotal</i>	\$ 40,643	\$ 142,039				
<b>2009</b>	<b>Region 1 Allocation = \$17.199M + (DSTIP = \$0)</b>						
13759	Pedestrian & Bicycle Elements for Pres projects	\$ 1,000	\$ 1,000	Funds bicycle and pedestrian facilities for 2008-2011 STIP Preservation Projects.	Various		
13953	US26: Langensand Rd - Brightwood Loop Rd	\$ 1,400	\$ 1,400	Constructs safety improvements between mp27 and mp41.	Clackamas		State Rt
13964	2009 PE, R/W and Utilities for US26 Glencoe Road	\$ 3,117		Funding for project development, right of way acquisition and utility relocations.	Various		
12885	US26: Sunset Hwy @ Glencoe Road	\$ 6,000	\$ 26,000	Constructs new interchange at US26 and Glencoe Road. This phase funds preliminary engineering and protective right of way acquisition. Also funds PE and construction for Glencoe Rd (US26 - West Union).	Washington		State Rt, OFAC
TBD	US30: Widening at Van Street	\$ 1,700	\$ 1,700	Widens US30 and constructs a left turn lane to Van St.(Clatskanie).	Columbia	N/A	State Rt
TBD	US30: Widening at Tide Creek	\$ 1,100	\$ 1,100	Widens US30 and constructs a turn lane to Tide Creek. (Columbia City).	Columbia	N/A	State Rt
	<i>Subtotal</i>	\$ 14,317	\$ 31,200				
<b>2010</b>	<b>Region 1 Allocation = \$17.508M + (DSTIP = \$451k)</b>						
TBD	I-5 SB / I-205 Merge: Acceleration Lane	\$ 3,000	\$ 3,000	Constructs acceleration lane at merge of I-205/I-5 SB for improved operations and safety.	Washington		State Rt
TBD	US26: 185th Ave - Cornell Road Widening	\$ 19,500	\$ 19,500	Continues widening from Cornell Road to SW 185th.	Washington	3011	State Rt
TBD	Troutdale Marine Dr/Backage Road	\$ 7,900	\$ 7,900	Completes Interchange Area Management Plan and constructs a new 2-lane road from I-84 EB off ramp (Marine Dr.) to 257th. Project in local Transportation System Plan.	Multnomah	Amend	
	<i>Subtotal</i>	\$ 30,400	\$ 30,400				
<b>2011</b>	<b>Region 1 Allocation = \$17.508M + (DSTIP = \$451k)</b>						
TBD	US26: Springwater Interchange Phase 1	\$ 5,800	\$ 5,800	Constructs at-grade intersection to serve Springwater industrial area.	Multnomah	phase of 2051	State Rt
TBD	I-5: Wilsonville Interchange	\$ 10,500	\$ 25,000	Funds interchange improvements at I-5 and Wilsonville. Project to be phased.	Clackamas	6138	State Rt, OFAC
TBD	OR212/OR224 Sunrise Corridor	\$ 7,000	\$ 60,000	Funds preliminary engineering and protective right of way acquisition.			OFAC
	<i>Subtotal</i>	\$ 23,300	\$ 90,800				
	Candidate List of 150%	\$ 108,660	\$ 290,039				
	<b>Region 1 Modernization Target w/ DSTIP</b>	<b>\$ 73,979</b>		Region 1 Target = \$73.979M available for 08-11 STIP includes \$2.402M for DSTIP			
	<b>Bold = Projects funded in the 2006-2009 STIP</b>			<b>08/09 already programmed = \$14.621M</b>			

OFAC = Project identified on Oregon Freight Advisory Committee Recommendations for High Priority Freight Mobility Projects

State Rt = Project on Oregon State Highway Freight System

**\* Project cost based on planning level estimates and are subject to revision after project scoping.**

January 24, 2006

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE ) RESOLUTION NO. 06-3658  
RECOMMENDATIONS OF THE HIGHWAY 217 )  
CORRIDOR TRANSPORTATION PLAN ) Introduced by: Councilor Carl Hosticka

WHEREAS, on August 10, 2000 the Metro Council adopted Ordinance No. 00-869A, For the Purpose of Adopting the 2000 Regional Transportation Plan (RTP); Amending Ordinance No. 96-647C and Ordinance No. 97-715B, Metro's 2000 Regional Transportation Update with the intent to adopt subsequent amendments from specific outstanding corridor studies; and

WHEREAS, the 2000 RTP, adopted by ordinance, together with portions of the 1996 Urban Growth Management Functional Plan serve as the regional Transportation System Plan (TSP) required by the State Transportation Planning Rule; and

WHEREAS, on July 26, 2001 the Metro Council adopted Resolution No. 01-3089, For the Purpose of Endorsing the Findings and Recommendations of the Corridor Initiatives Project, which identified a work program for completion of the corridor refinement plans; and

WHEREAS, on June 27, 2002 the Metro Council adopted Resolution No. 02-946A, For the Purpose of Adopting the Post-Acknowledgement Amendments to the 2000 Regional Transportation Plan (RTP) amending the RTP to incorporate the corridor refinement work program; and

WHEREAS, due to the current and anticipated growth and congestion and the need to provide transportation access to support the 2040 Plan, that Resolution identified the Highway 217 Corridor as a priority for completion in the first planning period; and

WHEREAS, on September 24, 2002 Metro executed a three-party Grant Agreement with the Federal Highway Administration (FHWA) and the Oregon Department of Transportation (ODOT) to receive \$400,000 in FHWA funds and provide \$100,000 local match that would fund the Value Pricing portion of the Highway 217 Corridor Study; and

WHEREAS, on June 12, 2003, the Metro Council adopted Resolution No. 03-3331, For the Purpose of Confirming Appointments to the Highway 217 Policy Advisory Committee (PAC), which appointed twenty members to the Highway 217 Corridor PAC to guide the study technical and public involvement processes and to provide interim and final recommendations; and

WHEREAS, the Committee was comprised of 17 jurisdictional members representing interest areas within the corridor and three at-large citizen members selected through a public solicitation process and a list of members is Exhibit C to this Resolution; and

WHEREAS, the Highway 217 Corridor planning has been completed in partnership with Washington County, and the Cities of Beaverton, Tigard, Tualatin and Lake Oswego, ODOT and TriMet who participated in advisory committees and reviewed key products; and

WHEREAS, the project included a significant public involvement program as outlined in the Staff Report to this Resolution; and

WHEREAS, Metro has coordinated extensively with the various land use and transportation planning efforts in the corridor; and

WHEREAS, the Highway 217 Corridor Study has investigated a number of multi-modal options in the two phases of study; and

WHEREAS, the Highway 217 Corridor PAC was involved in the development and evaluation of options, and provided recommendations at the end of Phase I and II of this study; and

WHEREAS, Metro Council has been briefed on the study findings and PAC recommendations at the conclusion of Phase I and Phase II of the Highway 217 Corridor Study; and

WHEREAS, Exhibit A of this Resolution contains an Executive Summary of the PAC recommendations, and Exhibit B of this Resolution contains PAC recommendations for the Highway 217 Corridor Transportation Plan and outlines specific subsequent next steps for planning and project development work (“next steps”), and Attachment 1 to the Staff Report, the Highway 217 Corridor Study Phase II Overview Report (November 16, 2005), contains study findings and summary conclusions and Attachment 2 to the Staff Report is the Highway 217 Corridor Study – Public Involvement Summary (November 2005); now, therefore

BE IT RESOLVED by the Metro Council;

1. That the Highway 217 Corridor Transportation Plan Recommendation (Exhibit B) is hereby approved and adopted as a program for additional project development and planning work in the corridor; and
2. That Metro Council directs staff to prepare amendments to the RTP in accordance with the Recommendation (Exhibit B); and
3. That Metro Council directs staff to work with other jurisdictions to implement appropriate amendments to local plans and additional planning and project development efforts as outlined in the Recommendations.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 2006.

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David Bragdon, Council President

Approved as to Form:

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Daniel B. Cooper, Metro Attorney

Highway 217 Corridor Transportation Plan

**POLICY ADVISORY COMMITTEE (PAC) RECOMMENDATION  
Executive Summary**

**I. Overall recommendations for regional consideration**

1. The PAC recognizes that the region needs additional transportation funding and supports efforts to increase funding at federal, state and local levels.
2. Due to the large funding gaps under all options, in the near term, seek higher funding priority for Highway 217 improvements at federal, state and local levels. This includes:
  - Seeking to fund priority interchanges through various federal, state, regional funding packages
  - Seeking to add Highway 217 to the list of Highways of Statewide Significance.<sup>1, 2</sup>
  - Initiate a corridor study of I-5 from Highway 217 to Wilsonville.

**II. Highway 217 traffic lanes**

The study found a need for a new through lane in each direction on Highway 217.

- Oregon Department of Transportation (ODOT), Metro and local jurisdictions should seek funding for a Highway 217 Environmental Impact Statement (EIS) in the 2008-2011 Statewide Transportation Improvement Program (STIP), which would include consideration of a new through lane in each direction as either a general purpose or as a tolled lane.
- Amend the Regional Transportation Plan (RTP) to recognize that the new lane could be either a general purpose or a tolled lane and to include the EIS in the Financially Constrained system.

**III. Highway 217 interchanges**

In the short term, the PAC recommends further developing and evaluating a prioritized list of interchange improvements as part of a National Environmental Protection Act (NEPA) process. The improvements include braided ramps (or other appropriate improvements) between five major interchanges as well other several other major interchange improvements within the corridor. The recommendation also directs:

- ODOT, Metro and local jurisdictions to seek to include the design and construction of the Beaverton-Hillsdale/Allen ramp braids or other high priority interchange improvements in the 2010-2013 STIP and amend the RTP accordingly.
- Amendment of local and regional plans to include these interchange improvements.

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<sup>1</sup> ODOT did not endorse this element of the recommendation.

<sup>2</sup> TPAC had serious reservations about this element of the recommendation and suggested alternative language:

- If the list of Highways of Statewide Significance is reopened by the Oregon Transportation Commission (OTC), the Joint Policy Advisory Committee on Transportation (JPACT) should consider nominating the Highway 217 project.
- ODOT and Metro should develop a financing strategy for this project.
- ODOT should seek to include the Highway 217 project in the next round of solicitations for the Oregon Innovative Partnership Program to assess the private sector interest in financing this project.

#### **IV. Arterials**

In the short term, Metro and local jurisdictions should seek to fund design and construction of key arterial improvements already within the financially constrained plans. The PAC recommends that local jurisdictions further evaluate the priority of six other north-south improvements designated in Exhibit B as part of their Transportation System Plan process and seek to include priority improvements in the Financially Constrained Plan.

#### **V. Bicycle and pedestrian facilities**

The PAC recommends that priority be given to the projects designated in Exhibit B (many in existing plans) needed to complete a north-south route west of Highway 217. ODOT, Metro and the local jurisdictions should seek funding to construct the financially constrained projects identified in the PAC recommendation above. ODOT, Metro and local jurisdictions should also seek to include the new projects in the next RTP Financially Constrained Plan and fund them, as monies become available through federal, state or local allocations.

#### **VI. Transit service**

TriMet, Metro and local jurisdictions should seek to move up the timeline for implementing planned corridor transit improvements in the next RTP. Additionally, express bus service on Highway 217, expanded commuter rail service and other appropriate transit service increases should be examined as part of future RTP updates, the EIS and/or TriMet's 2005 Transit Investment Plan.

Highway 217 Corridor Transportation Plan

**POLICY ADVISORY COMMITTEE RECOMMENDATION**

Note: For brevity this Exhibit does not include study findings or conclusions, which are summarized in the Staff Report.

**I. Overall recommendations for regional consideration**

1. The Policy Advisory Committee (PAC) recognizes that the region needs additional transportation funding and supports efforts to increase funding at federal, state and local levels.
2. Due to the large funding gaps under all options, in the near term, seek higher funding priority for Highway 217 improvements at federal, state and local levels.
  - Oregon Department of Transportation (ODOT), Metro and local jurisdictions should seek to include priority interchanges or other appropriate elements of the Highway 217 project in any state, regional or local transportation funding measure.
  - ODOT, Metro and local jurisdictions should consider seeking a federal earmark for Highway 217 in the next federal transportation reauthorization.
  - Seek funding to commence a corridor study of the section of I-5 between Highway 217 and Wilsonville. The Highway 217 study highlighted the severity of the future bottleneck at this location. Each of the options worsened this bottleneck, particularly Options A and C, which drew the most new traffic to the corridor.
  - ODOT, Metro and local jurisdictions should seek to amend the list of Highways of Statewide Significance to include the Highway 217 project.<sup>1,2</sup>
  - PAC members shall advocate for the above policy recommendations as appropriate.

**II. Highway 217 traffic lanes**

*Recommendation*

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<sup>1</sup> ODOT did not endorse this portion of the recommendation.

<sup>2</sup> TPAC had serious reservations about this element of the recommendation and suggests consideration of the following alternative language:

- If the list of Highways of Statewide Significance is reopened by the Oregon Transportation Commission (OTC), the Joint Policy Advisory Committee on Transportation (JPACT) should consider nominating the Highway 217 project.
- ODOT and Metro should develop a financing strategy for this project.
- ODOT should seek to include the Highway 217 project in the next round of solicitations for the Oregon Innovative Partnership Program to assess the private sector interest in financing this project.

All of the options improve transportation performance on the corridor.

- The PAC recommends that the general purpose and express toll lane options be carried forward.
- The tolled ramp meter bypass option should not continue as a separate option due to lack of public acceptance, limited potential revenues and the lack of projected usage for many of the tolled ramp meter bypass locations. Tolled ramp meter bypass locations that have potential should be evaluated further in the Environmental Impact Statement (EIS) process as part of the tolled lane option.

#### *Next steps*

Amend the Regional Transportation Plan (RTP) to indicate that the third through lane in each direction could be either a general purpose or a tolled lane. Metro, ODOT, Washington County, and the Cities of Beaverton and Tigard should seek to amend the RTP to advance the project development work of the new through lane in each direction into the Financially Constrained RTP.

Metro, ODOT and the local jurisdictions should seek to include in the draft 2008-2011 Statewide Transportation Improvement Program (STIP) funding for the Highway 217 EIS. The Highway 217 EIS is important so that ramp and interchange improvements on the entire facility can be implemented as funding becomes available. Additionally, the study would determine whether the lane should be a general-purpose lane or an express tolled lane. The EIS should also further consider the revenue contribution and test public acceptance of tolling selected ramp meter bypasses as part of the tolled lane option. It should also consider the advisability of allowing trucks larger than 26,000 pounds on a tolled lane. Finally, the EIS should develop more detailed revenue and usage forecasts for the tolled lane and a financing and phasing plan for the preferred alternative.

### **III. Highway 217 interchanges**

#### *Recommendation*

In the short term, the PAC recommends further developing and evaluating the following interchange improvements as part of a National Environmental Protection Act (NEPA) process (along with other appropriate options). The following list provides a general order of priority for the recommended interchange improvements, but implementation of these projects should respond to funding opportunities and local transportation needs and could occur in a different order. Engineering and specific design of the improvements should be evaluated in the NEPA process.

#### First Tier Priority

- Beaverton-Hillsdale/Allen Blvd. ramp braids
- Allen/Denney Road interchange

#### Second Tier Priority

- Canyon/Walker Road ramp braids
- Scholls Ferry/Greenburg Road ramp braids
- Greenburg Road (major interchange improvement, possibly single point interchange)

#### Third Tier Priority

- SW 72nd Avenue (additional turn lanes with major interchange improvement – design to be determined)

- Barnes Road (widening with additional turn lanes)
- Progress interchange (interchange improvements including widening and additional turn lanes)
- Highway 99W (revised access lanes to/from Highway 217, widening and additional turn lanes)

*Next steps*

Seek to amend local and regional transportation plans to add the interchange improvements. ODOT, Metro and local jurisdictions should seek to include the design and construction of the Beaverton-Hillsdale/Allen ramp braids or other high priority interchange improvements in the 2010-2013 STIP.

**IV. Arterials**

*Recommendation*

In the short term, design and construct the arterial improvements within the financially constrained plans. The PAC recommends that local jurisdictions further evaluate the priority of the following north-south improvements as part of their Transportation System Plan process. These projects are:

- Greenburg Road Improvement (RTP 6031) – widens to 5 lanes from Tiedeman to Highway 99W;
- Nimbus Avenue Extension (RTP 6053) – a two-lane roadway extension from Nimbus to Greenburg;
- Hall Boulevard Extension (RTP “I”) – a new five-lane arterial north of Center Street to connect with Jenkins Road at Cedar Hills Blvd;
- 103rd Avenue (RTP 6012) – improve existing roadway on SW 103rd and construct new intersection alignments to provide a connection from Western Avenue to Walker Road;
- Nimbus Road Extension (RTP 3037) – a two-lane roadway extension of Nimbus Road from Hall Boulevard to Denney Road; and
- Hall Boulevard Improvement (RTP 6013 and 6030 North) – widen to 5 lanes from Scholls Ferry Road to Highway 99W.

*Next steps*

Metro and the local jurisdictions should seek to find funding for key corridor arterial improvements already in the RTP Financially Constrained Plan as part of the Metropolitan Transportation Improvement Program updates. As part of the next RTP, local jurisdictions should seek to include priority north-south improvements from the preliminary PAC recommendation arterial list in the Financially Constrained Plan.

**V. Bicycle and pedestrian facilities**

*Recommendation*

The PAC recommends that priority be given to the following projects that complete a north-south route:

In the Financially Constrained RTP:

- Cedar Hills Blvd. Improvement (RTP 3075) – Butner Road to Walker Road;

- Hall Blvd. Bikeway (RTP 3046) - Beaverton-Hillsdale Hwy. to Cedar Hills Blvd.;
- Watson Ave. Bikeway (RTP 3047) - Beaverton-Hillsdale Hwy. to Hall Blvd.; and
- Hall Blvd. Bikeway (RTP 3074) - gap at Allen Blvd.

In the Priority RTP System:

- Nimbus Ave. Extension (RTP 6053) - replacement for Cascade Blvd.

New projects (not currently in the 2000 RTP):

- Hunziker Street - Hall Blvd. to 72nd Avenue;
- Multi-use path - connecting I-5 to SW 72nd Avenue; and
- Pedestrian path/walk improvements on all improved viaducts crossing Highway 217 and a bicycle/pedestrian connection over Highway 217, or associated with the overcrossing improvements on Denney Road, to the Fanno Creek Region Trail; and a connection to the Washington Square Regional Center trail.

*Next steps*

The bicycle and pedestrian improvements to overcrossings and viaducts identified above should be included in the Highway 217 project. ODOT, Metro and the local jurisdictions should seek funding to construct the financially constrained projects identified in the PAC recommendation above. ODOT, Metro and local jurisdictions should also seek to include the new projects in the next RTP Financially Constrained Plan and fund them, as funds become available.

**VI. Transit service**

*Recommendation*

The PAC recommends continued increases in transit service in the corridor study area over the next twenty years per the RTP. Express bus service on Highway 217, expanded commuter rail service and other appropriate transit service increases should be examined as part of future RTP updates and TriMet's 2005 Transit Investment Plan.

*Next steps*

TriMet, Metro and local jurisdictions should seek to move up the timeline for implementing planned corridor transit improvements in the next RTP. Express bus service on Highway 217 and other appropriate transit service increases should be examined as part of the EIS and future Regional Transportation Plan updates.

Highway 217 Policy Advisory Committee Members

**Brian Moore** – PAC Chair; Tigard City Council; PGE

**Frank Angelo** – Westside Economic Alliance Transportation Committee Chair

**Dan Aberg** – Westside Transportation Alliance

**Steve Clark** – Community Newspapers; Westside Economic Alliance

**Domonic Biggi** – Beaverton Chamber of Commerce; Beaverton Foods

**Nathalie Darcy** – Garden Home resident

**Rob Drake** – Mayor of Beaverton; member of Metro's Joint Policy Advisory Committee on Transportation

**Matthew Garret** – ODOT Region 1

**Kent Haldorson** – citizen representative, north of Highway 217

**S. Joan Hamrick** – citizen representative, south of Highway 217

**Van Hooper** – Sysco Food Systems

**Carl Hosticka** – Metro Councilor, District 3

**James A. Johnson** – frequent user of Highway 217

**John Kaye** – Tektronix

**George Machan** – Cornforth Consultants, Inc.

**Jim Persey** – Greenway Neighborhood Association Committee Chair

**Lynn Peterson** – Lake Oswego City Council

**Jack Reardon** – Washington Square

**Dick Schouten** – Washington County Board of Commissioners

**Dennis Thomas** – Beaverton School District

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 06-3658, FOR THE PURPOSE OF ADOPTING THE RECOMMENDATIONS OF THE HIGHWAY 217 CORRIDOR TRANSPORTATION PLAN

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Date: December 29, 2005

Prepared by: Richard Brandman  
Bridget Wieghart  
John Gray

#### **BACKGROUND**

Chapter 6.7.5 of the 2004 Regional Transportation Plan (RTP) lists the Highway 217 Corridor as a Major Corridor Refinement in which the corridor planning process should be used to determine the mode, function and general location for the project or set of projects needed to meet projected travel demand. In each planning process, a number of transportation options will be developed and evaluated together with the Transportation System Plans of jurisdictions within the Corridor.

In 2001, Metro led a regional effort to develop a strategy for completion of the 18 corridor refinement plans identified in the RTP. That analysis found significant congestion and land use needs and jurisdictional support for finding solutions in the Highway 217 Corridor. In order to provide access between key 2040 land uses including the Washington Square and Beaverton Regional Centers, the Lake Grove, Tigard, Sunset, and Cedar Mill Town Centers, and Hillsboro, Tualatin, Kruse Way and other industrial and employment areas, a corridor planning study was initiated in 2003. The specific goal of the Highway 217 Corridor study was to develop transportation improvements that could be implemented in the next 20 years to provide for efficient movement of people and goods through and within the corridor while supporting economically dynamic and attractive growth within regional and town centers and retaining the livability of nearby neighborhoods.

The study's Policy Advisory Committee (PAC) consisted of 17 members (Exhibit C) representing areas of interest suggested by the jurisdictions of Washington County, the cities of Beaverton, Tigard, Tualatin, and Lake Oswego, Oregon Department of Transportation (ODOT) and TriMet within the corridor and three at-large citizen members selected through a public solicitation process. Partner jurisdictions participated in technical advisory and project management committees together with members from the affected communities and interested parties worked and developed the recommendation attached as Exhibit B to this Resolution.

The overall objective of the Highway 217 Corridor Transportation Study was to define and preliminarily evaluate an initial range of multi-modal options that will accommodate the 2025 corridor travel demand in a way that supports the 2040 Concept Plan. The study was completed in two phases. In phase I, six multi-modal options were developed and analyzed. Options were evaluated as to how well they addressed the study objectives of travel performance, environmental and neighborhood effects, financial feasibility and cost effectiveness. Based on that evaluation, which was completed in the Fall of 2004, the options were refined to three options that were studied in more detail during phase II. This Resolution adopts the conclusions of phase II (Exhibit B).

## *Outreach Activities*

The Highway 217 Transportation Corridor Study included an extensive public involvement program. The public involvement program included media advertisement, public forums, online questionnaires, written flyers, direct contact with all employers with over 100 employees within ½ mile of Highway 217, two sets of focus groups and 38 speaker's bureau meetings with community groups. These public involvement efforts together with the Transportation Improvement Plans and Comprehensive Land Use Plans of the Cities of Beaverton, Tigard and Tualatin, the Beaverton and Washington Square Regional Center Plans, the Fanno Creek Greenway Trail and Washington Square Regional Center Trail and the Washington County Commuter Rail Project were reviewed and considered in the course of developing and evaluating options in the Highway 217 Transportation Corridor Study.

## *Summary Conclusions*

The study developed and reviewed multi-modal solutions, which were reviewed and evaluated by mode.

**Highway 217 traffic lanes** – The findings supported the need for one additional lane in each direction and further study of whether that lane should be a general purpose or a toll lane. The evaluation found that congestion within the corridor will increase from three to eight hours a day if no improvements are made over the next twenty years. There is a need and support for a new through lane in each direction south of Canyon Road on Highway 217.

- The additional general-purpose lane (Option A) in each direction offers the most overall congestion relief and the fastest average drive time on Highway 217. However, it is anticipated to have the largest funding gap (\$504 million) in 2014.<sup>1</sup>
- The express toll lane (Option B) offers some overall congestion relief and the fastest travel time on Highway 217 for toll lane travelers. It offers an incentive for carpool travel and possible transit and would have the smallest funding gap (\$332 million) in 2014.<sup>1</sup>
- The general purpose lane with ramp meter bypass (Option C) has similar travel benefits as Option A, but projections show limited revenue potential – approximately one-third that of the express toll lane (Option B) in 2014 so the funding gap is \$449 million for this option.<sup>1</sup>

The public reaction to the general purpose and express toll lane was much more positive than to the tolled ramp meter bypass. Many people preferred the traditional general-purpose lane to the tolled lane from a transportation perspective. However, due to concerns about the potential timeline for improvements for the general-purpose option and the sense that tolling is a fair way to pay for improvements (i.e. those that benefit pay for it) most people expressed support for further study of the toll lane. Public comments were much more negative about Option C (the tolled ramp meter bypass option). There was a perception that the ramp meter bypasses are unfair and that people will respond negatively to those who travel on them.

**Highway 217 interchanges** – Due to the close spacing of Highway 217 interchanges and the growth in traffic volumes, the findings supported the need for major interchange improvements to avoid serious congestion and safety problems on the highway and adjacent intersections. None of the interchanges meet current highway spacing standards and interchange improvements are necessary to meet level of service standards in 2025. These improvement projects are included in the recommendation.

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<sup>1</sup> Based on currently anticipated funding sources

**Arterials adjacent to the Highway 217** – The findings supported the need for major improvement to roadways identified in the Financially Constrained RTP and the recommendation to prioritize an additional six north-south arterials in the list of Priority RTP system improvements.

The arterial improvements in proximity to the corridor in the RTP Financially Constrained System are improvements critical for access to regional centers. The evaluation also identified a series of north-south arterial improvements and/or extensions to Greenburg Road, Hall Boulevard, Nimbus Avenue and SW 103<sup>rd</sup> Avenue that support the corridor travel needs.

While these are not part of the recommended Highway 217 project, the north-south arterials would significantly enhance local access to regional and town centers, reduce congestion on Highway 217 and were better at reducing congestion than a package that also included several east-west arterial improvements

**Bike and pedestrian facilities adjacent to Highway 217** – A series of bikeways have been planned on the west side of Highway 217 in the cities of Beaverton and Tigard; however, several portions of that bikeway have not been constructed. The completion of the bikeway trails would provide a continuous route to the west of Highway 217. Therefore, the recommendation calls for prioritization of four projects already identified in the Financially Constrained RTP, one project in the Priority RTP system and three projects not currently in the 2000 RTP.

Additionally, there is a recognized need to provide a route for the Fanno Creek Regional Trail where it crosses Highway 217 (between Denney Road and Allen Blvd.). Phase I considered a trail underneath Highway 217; however, this is not desirable due to seasonal flooding and safety issues. Therefore, improvement should be made to the Denney over-crossing or a separate overpass should be provided. A connection to the Washington Square Regional Center Trail is also needed. Both of these projects will be included in future studies and are included in all options considered in the Phase II evaluation (Exhibit B).

**Transit Service serving the Highway 217 corridor** – The findings supported the recommendation to increase transit service in the corridor as identified in the RTP and to study additional commuter rail service and express bus service on Highway 217 as part of the Environmental Impact Statement (EIS).

Peak hour commuter rail service between Wilsonville and Beaverton was assumed in all options. This and other transit improvements in the financially constrained system are needed to provide travel options and reduce congestion. Express bus service studied assumed to be provided on Highway 217 in the tolled options attracted good ridership and achieved significant time savings over existing planned service.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

No known organized opposition. The PAC recommendation attempts to address several key messages that were consistently mentioned throughout much of the public outreach and public comment period. These themes include:

- Strong support for increasing road capacity;
- Strong support for finding a long-term solution to area congestion;
- Strong support for a speedy conclusion;
- Strong opposition to the express ramp meter bypass option (Option C);

- Uneasiness with the concept of tolling;
- Interest in other funding sources to complete the project;
- Perception that current funding is adequate;
- Support for improvements to arterials and interchanges; and
- A mixed reaction to transit and bike/pedestrian path improvements.

The full public involvement report (Highway 217 Corridor Study – Public Involvement Summary November 2005) is Attachment 2 to this Staff Report.

The Transportation Policy Alternatives Committee (TPAC) had serious concerns about the recommendation to reopen the list of Highways of Statewide Significance due to the number of unfunded projects in this Resolution already on that list. TPAC proposed alternative language with respect to that one element of the recommendation. Otherwise, TPAC supported the remainder of the recommendation.

## **2. Legal Antecedents**

### State:

- Oregon State Transportation Planning Rule (TPR) section 660-12-020
- Oregon State TPR section 660-12-025

The Oregon State Transportation Planning Rule (TPR) section 660-12-020 requires that regional transportation system plans establish a coordinated network of transportation facilities adequate to serve regional transportation needs. Section 660-12-025 of the TPR allows Metro and other Metropolitan Planning Organizations to defer decisions regarding function, general location and mode as long as they can demonstrate that the refinement effort will be completed in a timely manner.

### Metro:

- 2004 Regional Transportation Plan
- Ordinance No. 00-869A, For the Purpose of Adopting the 2000 Regional Transportation Plan; Amending Ordinance No. 96-647C and Ordinance No. 97-715B, Adopted August 10, 2000.
- Resolution No. 01-3089, For the Purpose of Endorsing the Findings and Recommendations of the Corridor Initiatives Project, Adopted July 26, 2001.
- Resolution No. 02-946A, For the Purpose of Adopting the Post-Acknowledgement Amendments to the 2000 RTP, Adopted June 27, 2002.
- Resolution No. 03-3331, For the Purpose of Confirming Appointments to the Highway 217 Policy Advisory Committee (PAC), Adopted June 12, 2003.

On June 15, 2001, the 2000 RTP was acknowledged by the Land Conservation and Development Commission (LCDC). The RTP, as well as the Western Bypass Study and Resolution No. 97-2497, For the Purpose of Endorsing the Recommended Arterial and Highway Improvements Contained Within ODOT's Western Bypass Study and Amending the 1995 Interim Federal Regional Transportation Plan, and all local TSPS have identified a need for capacity increases in the Highway 217 Corridor. In the summer of 2002, the RTP was amended to incorporate a work program for completion of the corridor refinement studies that are needed to develop solutions to transportation needs. That work program identified the Highway 217 Corridor as a top priority.

## **3. Anticipated Effects**

There are a number of recommendations that are designed to move transportation projects in the corridor forward. The highway and interchange options are proposed for further review and refinement in an

Environmental Impact Statement (EIS). Selected arterial, bicycle and pedestrian projects would be prioritized and funded through in local and regional transportation system plans and improvement programs.

Additionally, a number of overall recommendations from the study are for local jurisdictions, Metro and the State to seek funding authorization for priority interchange improvements and other appropriate elements of the Highway 217 study.

#### **4. Budget Impacts**

No direct impacts on Metro's budget. The recommendation highlights the need for additional transportation funding. It calls for Metro and local jurisdictions seek to amend the list of Highways of Statewide Significance to include Highway 217. In addition the recommendation asks ODOT, Metro and the local jurisdictions to seek to include priority interchanges and other elements of the Highway 217 Corridor Transportation study in any state, regional or local transportation funding measures. Finally, it directs ODOT, Metro and local jurisdictions to consider seeking a federal earmark for Highway 217 in the next federal transportation reauthorization.

#### **RECOMMENDED ACTION**

Staff recommends the adoption of Resolution No. 06-3658, which contains the PAC recommendation.

# Highway 217 Corridor Study

## *Phase II Overview Report - Study Findings and Recommendation*

November 16, 2005



*Beaverton-Hillsdale Highway*



*Scholls Ferry Road*



*Allen Boulevard*



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FINAL

# Background And Overview

## Study purpose

Highway 217 is the major north-south transportation route for the urbanized portion of Washington County. Traffic volumes have doubled in the past 20 years as the county has grown into a booming high-tech and residential center. Peak corridor travel is expected to increase an additional 30 percent during the next 20 years.

Every transportation planning effort that has looked at this part of the region has identified the need for additional capacity on Highway 217.

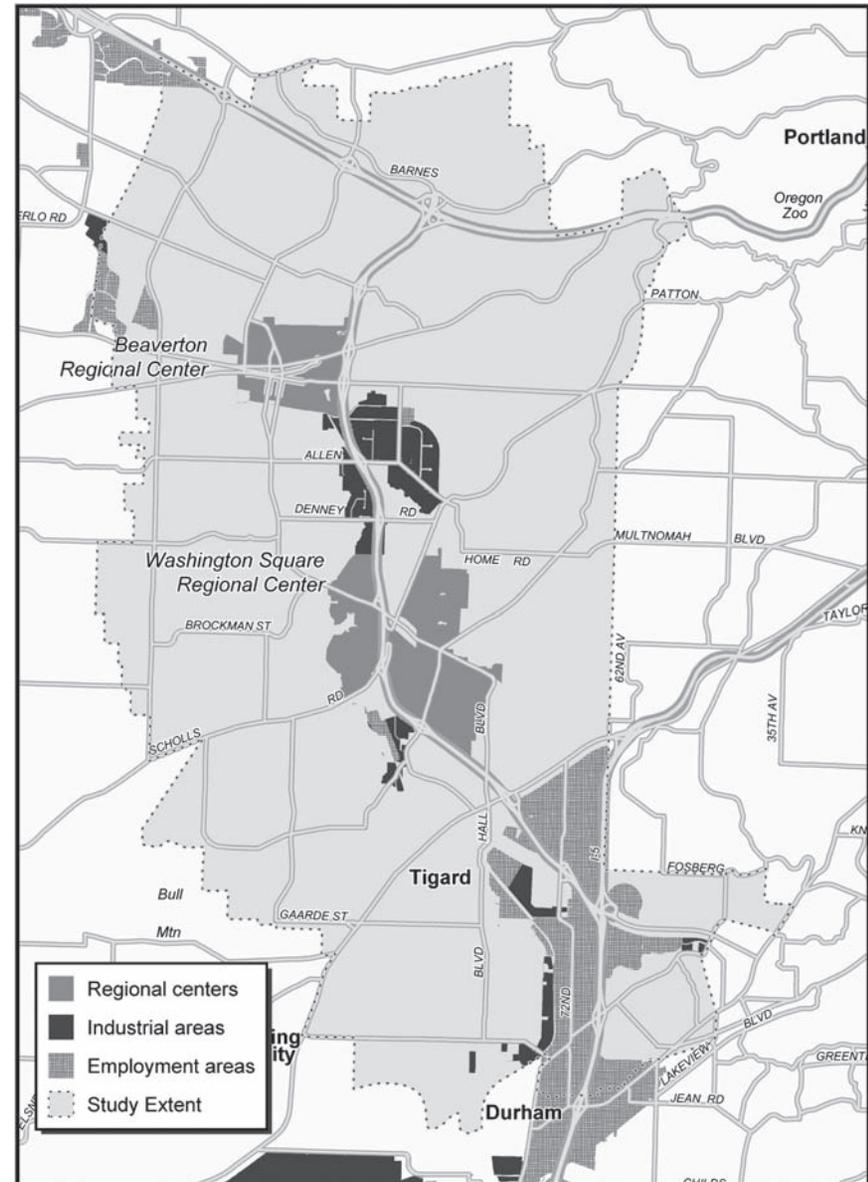
## Study goals and objectives

The goal of the Highway 217 Corridor Study is to develop transportation improvements that will be implemented in the next 20 years to provide for efficient movement of people and goods through and within the corridor while supporting economically dynamic and attractive regional and town centers and retaining the livability of nearby communities.

### Objectives:

1. Provide a proactive, comprehensive and engaging public involvement effort.
2. Enhance effectiveness of the transportation system.
3. Provide a feasibility assessment of each alternative.
4. Support neighborhoods, businesses and the natural environment.
5. Ensure that benefits and impacts associated with selected strategies are equitable to minority and low-income communities in the corridor.
6. Conduct a conclusive and thorough study with results that can be implemented.

The study, which began in 2003, is a cooperative effort by Metro, Washington County, the Oregon Department of Transportation, TriMet, and the cities of Beaverton, Lake Oswego and Tigard.



## Critical issues

- **Increased transportation needs** have resulted from employment and residential growth in Washington County.
- Highway 217 is the **principal north/south access** to Beaverton and Washington Square regional centers, five town centers, and industrial and employment areas in Kruse Way, Hillsboro, Tualatin, and Wilsonville.
- Today's **peak hours of congestion** will nearly triple by 2025 (from 2.5 to 8 hours).
- **Safety concerns** are the result of short distances between interchanges.
- **Freight traffic** has doubled in the past ten years (8 percent of current traffic volume).
- The cities of Beaverton and Tigard have developed a series of **trails, paths and bikeways** which need to be linked together to connect regional centers and community resources.
- **Pedestrian trails** and walks in the corridor have notable gaps that need to be completed.

## Policy advisory committee (PAC)

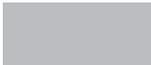
A committee comprised of 20 elected officials, business representatives and area residents has been providing guidance throughout the study process. Final committee recommendations on options to move forward and other next steps will be presented to regional elected officials later this fall.

## Study approach

The Highway 217 Corridor Study is being completed in two phases. Phase I developed and analyzed a wide range of multi-modal alternatives in the fall of 2004. Alternatives were evaluated as to how well they addressed the study objectives in terms of travel performance, environmental and neighborhood effects, financial feasibility and cost effectiveness. Based on this evaluation, the alternatives were refined to three options that have been studied in more detail. This report summarizes the findings of the Phase II evaluation, and the preliminary PAC recommendation.

### Highway 217 Alternatives

	Phase I	Phase II
<b>Option 1</b>	Arterial, transit and interchange improvements	Selected arterials to be included with all options
<b>Option 2</b>	Six lane without interchange improvements	Not considered for further action
<b>Option 3</b>	<b>Six lane plus interchange improvements</b>	<b>Moved forward to Phase II as Option A</b>
<b>Option 4</b>	Six lane with carpool lanes	Not considered for further action
<b>Option 5</b>	<b>Six lane with express toll lanes</b>	<b>Moved forward to Phase II as Option B</b>
<b>Option 6</b>	<b>Six lane with tolled ramp meter bypass</b>	<b>Moved forward to Phase II as Option C</b>

 = options moved forward to Phase II

# Phase II Options And Findings

## Key study elements common to all options

### Interchange improvements\*

#### **Braided Ramps:**

Walker/Canyon  
Beaverton-Hillsdale/Allen  
Scholls Ferry/Greenburg

#### **Split Diamond:**

Allen/Denney

#### **Other:**

Barnes Road  
SW 72nd Ave.  
Hall Blvd.  
Highway 99W

\* Potentially preferred interchange designs

### Arterial improvements\*

Parts of:

Walker Road  
Cedar Hills  
Canyon Road  
125th Ave.  
Oleson Road  
Allen Blvd.  
Greenburg Road  
SW 72nd Ave.  
Gaarde Street  
Dartmouth Street  
Nimbus Road

\* Included in the RTP Financially Constrained list

### Transit improvements

Bus service enhancements  
Commuter rail from  
Wilsonville to Beaverton

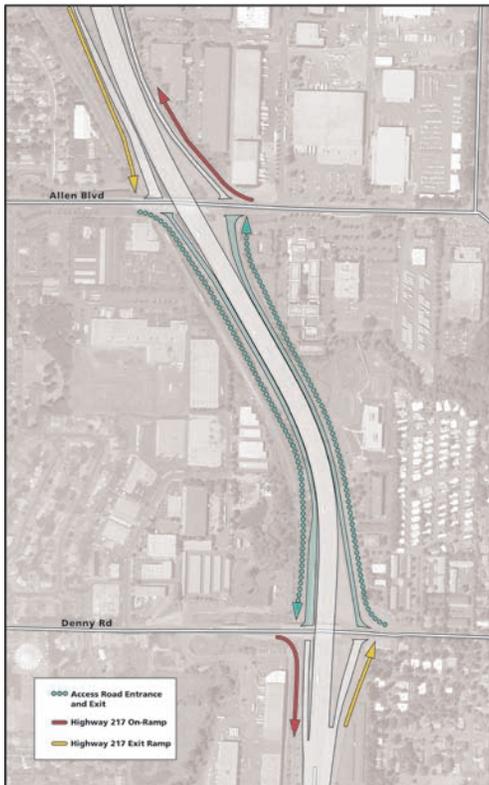
### Bicycle/pedestrian improvements

Parts of:

Cedar Hills Blvd.  
Watson Ave.  
Beaverton Creek Greenway  
Hunziker Street  
Hall Blvd.  
Multi-use path between  
I-5 and Hwy. 217

### Regional trails improvements

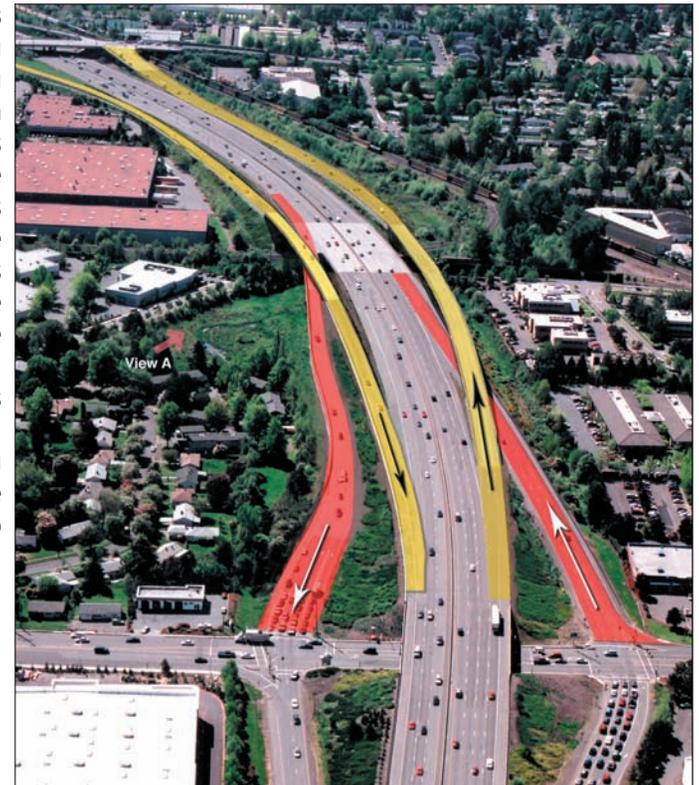
Fanno Creek Trail  
(crossing of Hwy. 217)  
Washington Square Greenbelt



### Split diamonds

address the merge/weave conflict by reducing the number of interchanges and connecting them with frontage roads. This solution was applied at Canyon Road and Beaverton-Hillsdale Highway on Highway 217 where access to two streets is combined into one interchange. Drivers entering Highway 217 going north from Beaverton-Hillsdale Highway use a frontage road to enter at the Canyon Road entrance.

**Braided ramps** separate exiting traffic from entering traffic by creating a bridge for vehicles entering the freeway that does not descend to the lane of traffic exiting the freeway. In this way, traffic engineers "braid" ramps with some traffic crossing over and some crossing under to prevent accidents.



## Phase II Options And Findings

### Overall findings

**Access to regional centers:** All options would improve access to regional centers within the study corridor. However, the study has identified a series of north-south arterial improvements that would significantly enhance local access. These include improvements and extensions to portions of Greenburg Road, Nimbus Avenue, Hall Boulevard and SW 103 Avenue.

**Bicycle/pedestrian recommendations:** After several months of study, meetings with the bicycle/pedestrian community, and an open house, a series of bike lane and multi-use trail improvements were identified to complete a north-south route about a half-mile west of Highway 217. Bicycle/pedestrian recommendations are included in all options.

**Transportation opportunities/limitations:** All options include intersection improvements that significantly improve both the flow and safety on Highway 217. All of the options currently under consideration draw more traffic to the bottleneck on I-5, south of Highway 217.

**Freight:** Highway 217 is a critical connection for the movement of goods and services from and to industrial areas in Hillsboro and Tualatin and to the centers of Beaverton, Tigard, Lake Oswego and Washington Square. All of the options provide time savings for trucks. The general purpose lane options provide overall congestion relief for all vehicles. The express toll lane offers the most benefits to small trucks who were assumed to have access to a fast and reliable trip on the toll lanes. The tolled ramp meter bypasses offer benefits to small and large trucks who could pay to bypass the queue.

**Base case:** In the evaluation of all multi-modal portions of this study, the Base Case assumed the current 4-lane highway design and existing intersections evaluated with 2025 levels of residential and employment development. It also includes arterial and transit service improvements which are anticipated to be built by 2025.

**Level of study analysis:** Approximately one to three percent of actual engineering for each option has been completed. More detailed design and environmental analysis is needed before a final alternative can be selected and built.

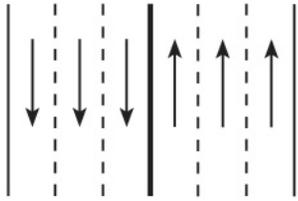
**Funding considerations:** Due to a lack of state transportation funds available, funding considerations have been a major focus of the study. State and regional policy requires every major project to consider tolling. In the proposed options, tolls are a “user fee” charged only to people who use the new tolled lane and/or ramp meter bypass. Other funding options have been and will continue to be considered. Due to the large funding gaps and the size of the project, a phased project is likely.

**Phasing of construction:** Given traditional funding amounts, a combination of interchange reconstructions and arterial street improvements could be made prior to the construction of new through lanes on Highway 217. Making these improvements first will address some immediate congestion and safety problems and will assist in reducing construction disruption. If additional funds become available, the project could be constructed in geographic segments. Priority interchange improvements include Beaverton-Hillsdale, Allen and Denney. The earliest completion date has been calculated to be 2014, however this assumes an immediate start to a preliminary engineering/environmental impact statement as well as securing funding.

**Equity for all users:** Results from other tolling projects around the country indicate that all income groups use and favor an express toll lane, although it is used more often by those in higher income groups. With a tolled lane, everyone has travel choices including using the regular (untolled) lane, driving on the tolled lane at a reduced fee during less congested times of the day, carpooling to share the fee and taking transit.

Congestion is greatest during traditional commuting hours (early morning and late afternoon). Studies of existing tolling projects show that higher income drivers tend to travel more during these peak hours. Unlike a peak toll, the gas tax requires everyone to pay the same fee, even if they are traveling during uncongested hours.

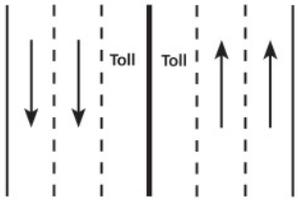
## Option A – Six Lanes



**Overview:** This option would include an additional travel lane in each direction that will be open to all traffic on Highway 217. Like all options, includes substantial interchange improvements to resolve merge and weave conflicts which create safety and congestion problems.

- This option offers the most overall congestion relief and fastest average drive times for all drivers on Highway 217 (saves 3 minutes over base case).
- Wetland impacts: approximately 2.8 acres.
- Largest funding gap – capital cost \$523 million with an estimated funding gap of \$504 million (in 2014).
- Without supplemental revenues, estimated construction completed in 2089.
- Overall congestion relief benefits all trucks.
- Public acceptance: prefer ease of general purpose lane but concerns about projected construction timeline with traditional funding sources.

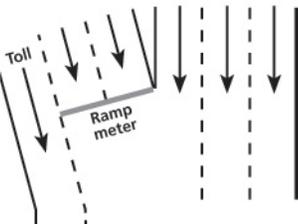
## Option B – Six Lanes With Express Toll Lanes



**Overview:** This option would include a rush-hour toll lane in each direction in addition to the existing lanes of Hwy 217. Drivers would be able to enter and leave the express lane at I-5 and US 26 as well as at one intermediate point between the Washington Square and Beaverton regional centers. Tolls would be collected electronically without requiring stopping at a tollbooth. It also includes bypasses of ramp meters for toll lane users. Express bus service has been provided to take advantage of time savings on toll lanes and ramps.

- Fastest travel time in toll lanes (saves 8.5 minutes over base case).
- Saves travel time in general purpose lanes (saves 1 minute).
- Express trip incentive for transit and carpools.
- Wetland impacts: approximately 3.2 acres.
- Smallest funding gap – capital cost \$581 million with an estimated funding gap of \$332 million (in 2014).
- Without supplemental revenues, estimated construction completed in 2028.
- Small trucks access toll lane and all trucks use ramp meter bypasses.
- Public acceptance: more acceptable as funding mechanism but reservations about complexity and feasibility of tolled facilities and about equity for all users.

## Option C – Six Lanes With Tolloed Ramp Meter Bypass

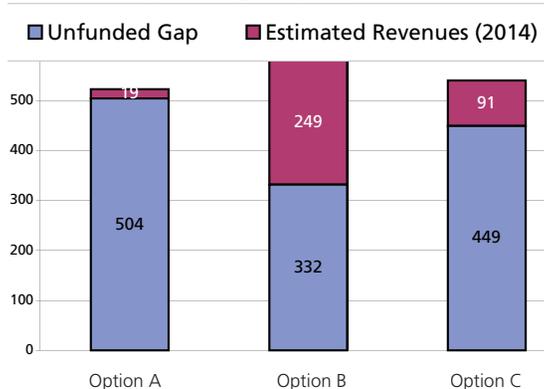


**Overview:** This option would include an additional unrestricted travel lane in each direction on Highway 217 in addition to a new lane on the entrance ramps. Drivers who choose to use the new express ramp lane to bypass the queue at the ramp meter would pay a toll. Trucks would be allowed to use the bypass lanes. Express bus service has been provided to take advantage of time savings on toll lanes and ramps.

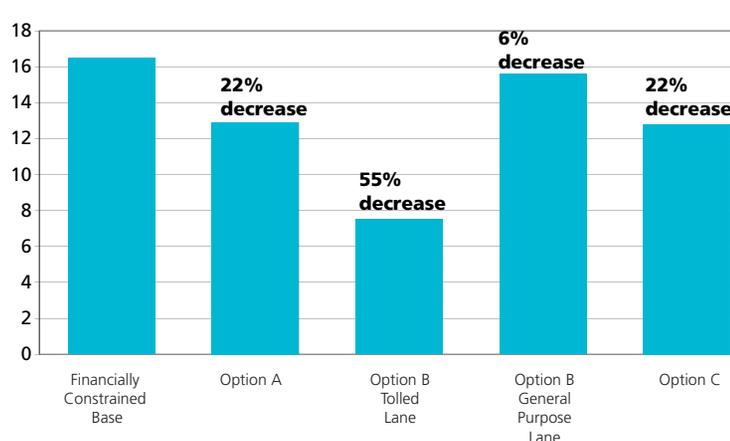
- This option offers the most overall congestion relief and fastest average drive times for all drivers on Highway 217 (saves 3 minutes over base case).
- Wetland impacts: approximately 2.8 acres.
- Significant funding gap – capital cost \$540 million with an estimated funding gap of \$449 million (in 2014).
- All trucks can access ramp meter bypasses.
- Without supplemental revenues, estimated construction completed in 2042.
- Public acceptance: limited toll revenue and negative perception of ramp bypass concept reduces the attractiveness of this option.

*Note: All capital costs are in 2005 dollars.*

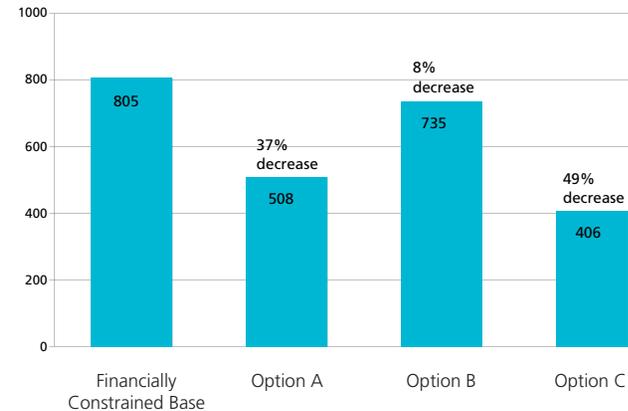
**Estimated Construction Costs and Funding Gap (2014)**  
Phase II Alternatives



**Average Auto Travel Time on Highway 217 (in minutes)**  
Southbound from US 26 to I-5



**Hours of Vehicle Delay on Highway 217**



**Summary of key findings**

	Transportation		Environmental	Financial feasibility	Public opinion
	Over-all congestion relief and drive time on Highway 217	Fastest possible drive time	Potential impact to identified wetlands	Projected funding gap in 2014	Acceptance
<b>Option A</b> Six lanes	optimal	moderate	moderate	least optimal	moderate
<b>Option B</b> Six lanes with express toll lanes	moderate	optimal	moderate	optimal	moderate
<b>Option C</b> Six lanes with tolled ramp meter bypass	optimal	moderate	moderate	moderate	least optimal

optimal   
 moderate   
 least optimal   
 \*From Phase I analysis

For more detailed information on key findings, see the following reports: "Transportation Performance Report", Metro, July 27, 2005, Memo: "Phase II - Potential Environmental Impacts", Metro, August 26, 2005, Memo: "When Could Highway 217 Alternatives Be Built with Traditional Funding?", ECONorthwest, August 29, 2005, "Phase II Public Involvement Summary", Metro, September 2005

# Highway 217 Corridor Study Preliminary PAC Recommendation

**December 2005/January 2006: The final PAC recommendation will be forwarded to the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council for review and approval.**

Conclusions from corridor studies are drawn without the level of engineering analysis and detailed environmental analysis that is completed as part of an Environmental Impact Statement (EIS). The EIS would be the next logical step for many projects identified or proposed in this document.

## Overall recommendations for regional consideration

*The PAC recognizes that the region needs additional transportation funding and supports efforts to increase funding at federal, state and local levels.*

*Due to the large funding gaps under all options, in the near term, seek higher funding priority for Highway 217 improvements at federal, state and local levels.*

- ODOT, Metro and local jurisdictions should seek to include priority interchanges or other appropriate elements of the Highway 217 project in any state, regional or local transportation funding measure.
- ODOT, Metro and local jurisdictions should consider seeking a federal earmark for Highway 217 in the next federal transportation reauthorization.
- Seek funding to commence a corridor study of the section of I-5 between Highway 217 and Wilsonville. The Highway 217 study highlighted the severity of the future bottleneck at this location. Each of the options worsened this bottleneck, particularly Options A and C, which drew the most new traffic to the corridor.
- Policy Advisory Committee members shall advocate for the above policy recommendations as appropriate.
- ODOT, Metro and local jurisdictions should seek to amend the list of Highways of Statewide Significance to include the Highway 217 project.\*

\* ODOT did not endorse this portion of the recommendation.

# Highway 217 Corridor Study Preliminary PAC Recommendation

## Highway 217 traffic lanes

### Summary conclusion

The evaluation found that congestion within the corridor will increase from three to eight hours a day if no improvements are made over the next twenty years. There is a need and support for a new through lane in each direction south of Canyon Road on Highway 217.

- The general purpose lane (Option A) offers the most overall congestion relief and the fastest average drive time on Highway 217. However, it is anticipated to have the largest funding gap (\$504 million) in 2014.\*
- The express toll lane (Option B) offers some overall congestion relief and the fastest travel time on Highway 217 for toll lane travelers. It offers an incentive for carpool travel and possible transit and would have the smallest funding gap (\$332 million) in 2014.\*
- The general purpose lane with ramp meter bypass (Option C) has similar travel benefits as the general purpose lane, but projections show limited revenue potential – approximately one-third that of the express toll lane option in 2014 so the funding gap is \$449 million for this option.\*

Public comments were much more negative about Option C (the tolled ramp meter bypass option). There was a perception that the ramp meter bypasses are unfair and that people will respond negatively to those who travel on them. The public reaction to the general purpose and express toll lane was much more positive. Many people preferred the traditional general purpose lane to the tolled lane from a transportation perspective. However, due to concerns about the potential timeline for improvements for the general purpose option and the sense that tolling is a fair way to pay for improvements (i.e. those that benefit pay for it), most people expressed support for further study of the toll lane.

### Recommendation

All of the options improve transportation performance on the corridor. The PAC recommends that the general purpose and express toll lane options be carried forward. The tolled ramp meter bypass option should not continue as a separate option due to lack of public acceptance, limited potential revenues and the lack of projected usage for many of the tolled ramp meter bypass locations. Tolled ramp meter bypass locations that have potential should be evaluated further in the EIS process as part of the tolled lane option.

### Next steps

Amend the Regional Transportation Plan (RTP) to indicate that the third through lane in each direction could be either a general purpose or a tolled lane. Metro, ODOT, Washington County, Beaverton and Tigard should seek to amend the RTP to advance the project development work of the new through lane in each direction into the Financially Constrained RTP.

Metro, ODOT and the local jurisdictions should seek to include in the draft 2008-2011 STIP funding for the Highway 217 Environmental Impact Statement. The Highway 217 EIS is important so that ramp and interchange improvements on the entire facility can be implemented as funding becomes available. Additionally, the study would determine whether the lane should be a general-purpose lane or an express tolled lane. The EIS should also further consider the revenue contribution and test public acceptance of tolling selected ramp meter bypasses as part of the tolled lane option. It should also consider the advisability of allowing trucks larger than 26,000 pounds on a tolled lane. Finally, the EIS should develop more detailed revenue and usage forecasts for the tolled lane and a financing and phasing plan for the preferred alternative.

\* Based on currently anticipated funding sources.

# Highway 217 Corridor Study Preliminary PAC Recommendation

## Highway 217 interchanges

### Summary conclusion

Due to the close spacing of interchanges and the growth in traffic volumes, major interchange improvements are needed to avoid serious congestion and safety problems on the highway and adjacent intersections. None of the interchanges meet current highway spacing standards and interchange improvements are necessary to meet level of service standards in 2025.

### Recommendation

In the short term, the PAC recommends further developing and evaluating the following interchange improvements as part of a National Environmental Protection Act (NEPA) process (along with other appropriate options). The following list provides a general order of priority for the recommended interchange improvements, but implementation of these projects should respond to funding opportunities and local transportation needs and could occur in a different order. Engineering and specific design of the improvements should be evaluated in the NEPA process.

#### First Tier Priority

Beaverton-Hillsdale/Allen Blvd. ramp braids  
Allen/Denney Road interchange

#### Second Tier Priority

Canyon/Walker Road ramp braids  
Scholls Ferry/Greenburg Road ramp braids  
Greenburg Road (major interchange improvement, possibly single point interchange)

#### Third Tier Priority

SW 72nd Avenue (additional turn lanes with major interchange improvement – design to be determined)  
Barnes Road (widening with additional turn lanes)  
Progress interchange (interchange improvements including widening and additional turn lanes)  
Highway 99W (revised access lanes to/from Highway 217, widening and additional turn lanes)

### Next steps

Seek to amend local and regional transportation plans to add the interchange improvements. ODOT, Metro and local jurisdictions should seek to include the design and construction of the Beaverton-Hillsdale/Allen ramp braids or other high priority interchange improvements in the 2010-2013 State Transportation Improvement Plan (STIP).

## Arterials

### Summary conclusion

The arterial improvements in proximity to the corridor in the RTP Financially Constrained System are critical for access to regional centers. These are listed on page four of the Phase II overview report. The evaluation also identified a series of north-south arterial improvements and extensions to Greenburg Road, Hall Boulevard, Nimbus Avenue and SW 103rd Avenue which support the corridor travel needs. While these are not part of the recommended Highway 217 options, the north-south arterials would significantly enhance local access to regional and town centers, reduce congestion on Highway 217 and were better at reducing congestion than a package that also included several east-west arterial improvements.

### Recommendation

In the short term, design and construct the arterial improvements within the financially constrained plans. The PAC recommends that local jurisdictions further evaluate the priority of the following north-south improvements as part of their Transportation System Plan process. These projects are:

- Greenburg Road Improvement (RTP 6031) – widens to 5 lanes from Tiedeman to Highway 99W.
- Nimbus Avenue Extension (RTP 6053) – a two-lane roadway extension from Nimbus to Greenburg.
- Hall Boulevard Extension (RTP “I”) – a new five-lane arterial north of Center Street to connect with Jenkins Road at Cedar Hills Blvd.
- 103rd Avenue (RTP 6012) – improve existing roadway on SW 103rd and construct new intersection alignments to provide a connection from Western Avenue to Walker Road.
- Nimbus Road Extension (RTP 3037) – a two-lane roadway extension of Nimbus Road from Hall Boulevard to Denney Road.
- Hall Boulevard Improvement (RTP 6013 and 6030 North) – widen to 5 lanes from Scholls Ferry Road to Highway 99W.

### Next steps

Metro and the local jurisdictions should seek to find funding for key corridor arterial improvements already in the RTP Financially Constrained Plan as part of the Metropolitan Transportation Improvement Program updates. As part of the next RTP, local jurisdictions should seek to include priority north-south improvements from the preliminary PAC recommendation arterial list in the Financially Constrained Plan.

# Highway 217 Corridor Study Preliminary PAC Recommendation

## Bicycle and pedestrian facilities

### Summary conclusion

The study found a need for a north-south route to the west of Highway 217. A series of bikeways have been planned on the west side of Highway 217 in the cities of Beaverton and Tigard; however, several portions of that bikeway have not been constructed. The completion of the bikeway trails would provide a continuous route to the west of Highway 217.

Additionally, there is a recognized need to provide a route for the Fanno Creek Regional Trail where it crosses Highway 217 (between Denney Road and Allen Blvd.). Phase I considered a trail underneath Highway 217, however, this is not desirable due to seasonal flooding and safety issues. Therefore, improvements should be made to the Denney over-crossing or a separate overpass should be provided. A connection of the Washington Square Greenbelt is also needed. Both of these projects will be included in future studies and are included in all alternatives considered in the Phase II evaluation.

### Recommendation

The PAC recommends that priority be given to the following projects that complete a north-south route:

In the Financially Constrained RTP:

- Cedar Hills Blvd. Improvement (RTP 3075) – Butner Road to Walker Road;
- Hall Blvd. Bikeway (RTP 3046) - Beaverton-Hillsdale Hwy. to Cedar Hills Blvd.;
- Watson Ave. Bikeway (RTP 3047) - Beaverton-Hillsdale Hwy. to Hall Blvd.;
- Hall Blvd. Bikeway (RTP 3074) - gap at Allen Blvd.

In the Priority RTP System:

- Nimbus Ave. Extension (RTP 6053) - replacement for Cascade Blvd.

New projects (not currently in the 2000 RTP):

- Hunziker Street - Hall Blvd. to 72nd Avenue;
- Multi-use path - connecting I-5 to SW 72nd Avenue;
- Pedestrian path/walk improvements on all improved viaducts crossing Highway 217 and a bicycle/pedestrian connection over Highway 217, or associated with the overcrossing improvements on Denney Road, to the Fanno Creek Region Trail; and a connection to the Washington Square Regional Center trail.

### Next steps

The bicycle and pedestrian improvements to overcrossings and viaducts identified above should be included in the Highway 217 project. ODOT, Metro and the local jurisdictions should seek funding to construct the financially constrained projects identified in the PAC recommendation above. ODOT, Metro and local jurisdictions should also seek to include the new projects in the next RTP Financially Constrained Plan and fund them, as funds become available.

## Transit service

### Summary conclusion

Peak hour commuter rail service between Wilsonville and Beaverton was assumed in all options. This and other transit improvements in the financially constrained system are needed to provide travel options and reduce congestion. Express bus service studied assumed to be provided on Highway 217 in the tolled alternatives attracted good ridership and achieved significant time savings over existing planned service.

### Recommendation

The PAC recommends continued increases in transit service in the corridor study area over the next twenty years per the RTP. Express bus service on Highway 217, expanded commuter rail service and other appropriate transit service increases should be examined as part of future RTP updates and TriMet's 2005 Transit Investment Plan.

### Next steps

TriMet, Metro and local jurisdictions should seek to move up the timeline for implementing planned corridor transit improvements in the next RTP. Express bus service on Highway 217 and other appropriate transit service increases should be examined as part of the EIS and future Regional Transportation Plan updates.

**More information is available at [www.metro.dst.or.us](http://www.metro.dst.or.us), send e-mail to [trans@metro.dst.or.us](mailto:trans@metro.dst.or.us) or call Metro Transportation Planning at (503) 797-1757.**



**METRO**

PEOPLE PLACES  
OPEN SPACES



Highway 217 Corridor Study  
Public Involvement Summary  
November 2005

**I. Introduction**

The Highway 217 Corridor Study, which began in 2003, is studying transportation improvements in the corridor of Washington County stretching from Highway 26 to I-5. Traffic volumes on Highway 217 have doubled in the past 20 years and peak corridor travel is expected to increase an additional 30 percent during the next 20 years.

Phase I of the study narrowed the set of highway improvement options from six to three in the fall of 2004. Phase I offered numerous opportunities for public involvement including stakeholder interviews, focus groups, two questionnaires, open houses and meetings with community and neighborhood groups. It also included innovative outreach efforts such as use of billboard advertising and an on-line open house.

Phase II has provided additional study of the options selected for further consideration:

- Option A – additional general purpose lane in each direction
- Option B – additional lane in each direction to be an express tolled lane
- Option C – additional general purpose lane in each direction plus tolled ramp meter bypasses

Phase II public involvement had two main components – an initial education outreach to share the results of Phase I and Phase II options under consideration and, following the preliminary Policy Advisory Committee recommendation, a public comment outreach period from September 22 to October 28, 2005.

## **II. Summary of outreach activities**

### **1. Initial Phase II outreach summary**

- a. Metro staff produced a video slide show presentation for use at Speaker's Bureau events. Utilizing the video presentation at public speaking engagements allowed a consistent message to be communicated to the public and provided illustration of the concepts under consideration for better understanding.
- b. A newsletter was produced in spring 2005 that summarized the study goals, process, Phase I findings, Phase II options, timeline and public involvement opportunities.
- c. Metro staff and PAC members made over 30 presentations to community groups, neighborhood associations, business organizations and local governments, speaking to a total of over 500 people.
- d. Focus groups were gathered to discuss two specific topics – the Allen/Denney interchanges (two open houses were held) and freight issues (40 members of the freight community were invited to a focus group discussion).
- e. The September Metro Councilor newsletters for Districts 3 and 4, sent to constituents and Community Planning Organizations in the southwest part of the region, contained articles about the Highway 217 study, including upcoming public comment opportunities and the public forum scheduled for October 19.

### **2. Public comment period following PAC preliminary recommendation –**

- a. A Phase II overview report was produced for use in the public comment period following the preliminary PAC recommendation. This report provided a brief history, discussion of Phase II findings, financing and cost information, the continued study timeline and public involvement opportunities, as well as the PAC preliminary recommendation. This report was available on the Metro website as well as in print.
- b. Media outreach – A news release was distributed on September 22 to all local media. The release included information about public comment opportunities, including the on-line questionnaire and public forum scheduled for October 19. News articles following the preliminary recommendation were published in the following print media:
  - The Oregonian, September 22
  - The Oregonian, September 26, Metro front page
  - The Hillsboro Argus, September 27
  - Beaverton Valley Times, September 29
  - Tigard, Tualatin, Sherwood Times, October 6
  - The Oregonian, October 6

The following papers printed editorials, all favorable to including the tolling option for further study:

- Tigard, Tualatin, Sherwood Times, September 29 – “Tolls might be needed to fund region’s new roads”
- The Oregonian, October 3 – “Letting drivers vote with their dollars: Toll lanes should seriously be considered for financing highway construction in Oregon”
- Lake Oswego Review and West Linn Tidings, October 6 – “Tolls may be needed to pay for new roads: We’ve never like the notion of toll roads, but there may not be any other choices”

The following papers printed information about the October 19 forum:

- The Oregonian, October 16, Metro section
- The Oregonian, October 18, Washington County section

The following TV news stations aired a segment on the public forum, some including the visual simulations from the slide presentation and interviews with PAC members Metro Councilor Carl Hosticka and Washington County Commissioner Dick Schouten:

- ABC affiliate Channel 2 (5 and 11 p.m. news)
- CBS affiliate Channel 6
- NBC affiliate Channel 8

- c. Newspaper advertisements citing the public forum and online questionnaire were placed in the October 13 Oregonian (South and West Metro editions), and the October 13 Lake Oswego Review, Beaverton Valley Times, and Tigard, Tualatin, Sherwood Times.
- d. An online questionnaire was developed which could be accessed from the Metro website or [www.hwy217.org](http://www.hwy217.org). Both online access and printed versions were available at the public forum.
- e. Email communication about the preliminary PAC recommendation and public comment opportunities was sent to all people who had requested notification about the Highway 217 study, all CPO and neighborhood organization contacts within the corridor area, all freight contacts, and to both PAC and TAC members for forwarding to constituents or posting on websites.
- f. Written flyers and/or letters were sent to any of the above who did not have email contact information.
- g. All employers with over 100 employees within ½ mile of Highway 217 were sent a letter and flyer. In addition, all employers with over 500 employees and most of the other employers were contacted by phone and sent information for their employee newsletters. The following are those that are known to have sent information to their employees:
  - a. Intel
  - b. Farmer’s Insurance

- c. Pacific Care
  - d. Providence St. Vincent's
  - e. Northwest Evaluation
  - f. Catlin Gable
  - g. Spherion
  - h. Kaiser Permanente, Beaverton medical office
  - i. Employment Trends
  - j. Tigard Tualatin School District
  - k. Safeco
  - l. W&H Pacific
- h. The Speaker's Bureau continued during the public comment period with the following presentations:
- a. Westside Economic Alliance, September 22 – Discussion featuring PAC members Metro Councilor Carl Hosticka, PAC Chair Brian Moore and Steve Clark, facilitated by Frank Angelo.
  - b. Washington County Public Affairs Forum, September 26 – Presentations by Washington County Commissioner Dick Schouten and Metro staff to 40-50 members, televised on cable channel four times the following week.
  - c. Beaverton Bicycle Advisory Committee, October 4 – Presentation by Metro staff, 10 members present. Alternative discussion about preferred bike commuter alignment parallel to Hwy 217.
  - d. Beaverton Rotary, October 5 – Presentation by Metro Councilor Carl Hosticka and Metro staff, 60-70 members present.
  - e. Fans of Fanno Creek, October 13 – Presentation by Metro staff and PAC member Nathalie Darcy. Discussion centered on wetland impact and public comment opportunities.
- i. Public forum – A public forum and open house was held on October 19 at the Beaverton Library. The event was attended by 45 citizens, three TV news crews, and two print reporters. The forum was open for two hours and featured:
- a. Illustrated stations explaining the project history and timeline, options considered, findings of the study, and the PAC recommendation. Each station was staffed by members of the Highway 217 Technical Advisory Committee who were available to answer questions and explain details.
  - b. Video simulation of the concepts
  - c. A PAC listening post at which citizens could speak directly to PAC members about their concerns or issues
  - d. Questionnaire – participants could take the online questionnaire at one of two computer stations or complete a written version of the same questionnaire.

### **III. Public outreach findings – Public comment period September 22-October 28, 2005**

Note: Copies of all public comments are available in the Highway 217 Phase II public comment record.

#### **1. Public forum –**

- a. Verbal feedback at the public forum was very positive about the content and setup of the information. Staff reported that most people they spoke to did not have strong opinions but were seeking more information about the options. Concerns expressed about tolling generally resulted from a perception that Highway 217 is not long enough for a toll lane, doesn't have enough end-to-end traffic to support an express lane and has bottlenecks at both ends. Some people had questions about the options and about local road improvements and some mentioned concerns about neighborhood impacts, specifically regarding noise issues.
- b. Seven people took the opportunity to speak to PAC members at the listening post. Comments at the listening post were varied and included the following: need to have the project implemented sooner rather than later, queries as to how projects are funded and prioritized for construction, project too costly and not effective long-term, look at Western Bypass, toll road not economically viable – need more general purpose lanes, toll road discriminates against low income people, concerns about sound barriers and impact to wetlands, charge transit and bike riders to pay for more road capacity.

#### **2. Speaker's Bureau events**

- a. The Westside Economic Alliance, Washington County Public Affairs Forum and Beaverton Rotary events were more formal presentations with time for questions and answers at the end. Questions generally focused on transportation funding, tolling details, and timeline for construction.
- b. The Beaverton Bicycle Advisory Committee discussed making a new recommendation calling for development of a bike/ped trail parallel to 217 within 100 to 200 feet of the roadway lanes and including those project costs in overall 217 construction funding plans.
- c. The discussion with Fans of Fanno Creek centered on concerns about impacts to wetlands and clarification that more data will be available in the next phase of the project.

#### **3. E-mail – 42 e-mail comments were received.**

- a. The largest number of the e-mail comments felt that adding an additional lane on 217 is not the best long-term solution and instead advocated for a bypass road from I-5 to Hwy 26 further west, some specifically referring to the Western Bypass discussed years ago.

- b. A large number of comments specifically opposed tolling for a variety of reasons, ranging from a perception that tolling is not a good long-term funding solution, to concerns about equity, to concerns that Oregonians would not accept or use a toll lane.
  - c. Several others supported Option A, the general purpose lane, but did not select a funding preference.
  - d. Other e-mails supported Option B (the express toll lane), additional investment in transit along 217, or bike path improvements.
4. **Phone** – 11 phone, voice mail or verbal comments were received.
- a. Most opposed tolling and the rest were fairly evenly divided between support of both Options A and B and in favor of the Western Bypass.
  - b. Additional comments included suggestions to lengthen ramp meter access lanes to highways, make new development pay for infrastructure demands such as roads, and tie license fees to the weight of the vehicle.
  - c. Several questions were asked and answered.
5. **Written** – 7 written comments were received, including letters on behalf of the Vose Neighborhood Association Committee (NAC), Beaverton Committee for Citizens Involvement (BCCI), and Five Oaks Triple Creek NAC.
- a. Several letters, including these community groups, favored Option A or opposed tolling because of concerns about cost/benefit analysis, the economic viability of tolling on 217, equity concerns, and/or a perception that tolling would be too confusing.
  - b. Other suggestions included education about tailgating as a way to reduce congestion, improvement of transit to Washington Square, and interchange improvements.
6. **Questionnaire** – 352 questionnaires were completed. Like other forms of public engagement, the questionnaire provides important indicators of concerns which should be considered in future analysis and project implementation. It should be noted that this is not a scientific survey and respondents were self-selected.
- a. Demographic information – Participants were required to give their zip code but all other demographic questions were optional. About 300 people completed most of the demographic questions.
    - Approximately one-third of participants came from the six zip codes around or directly adjacent to Highway 217; one-third came from zip codes west and north of the Highway 217 corridor area; the rest may be commuters, occasional users or just interested parties.

- About two-thirds of the respondents who completed the demographic section were male, older than 35, and/or had completed education levels of college or above.
- Approximately half were in the income level range of \$50-100,000
- The vast majority owned rather than rented their homes.
- Given the population increase in the corridor, it was interesting to note that newcomers to the area did, by and large, not take the questionnaire. Less than 40 of the respondents have lived in the metro region fewer than five years and well over one-third have lived in the corridor over 20 years.

b. Questionnaire responses –

i. Options –

1. Participants rated the addition of highway lanes as very important, interchange and arterial improvements as important, and transit, bike and pedestrian trail improvements as somewhat important.
2. Nearly everyone who took the questionnaire indicated that they would use a new general purpose lane if built, while about one-third would use the tolled express lane, transit or bike/ped paths.
3. Both Options A and B had high levels of support for further study while Option A alone had slightly more.
4. Option C was overwhelmingly rejected for further consideration.

ii. Issues –

1. Providing congestion relief for all lanes was of primary importance but the time it takes to build the project was also considered to be important.
2. Other issues were ranked in the following order: environmental impacts, choice of travel modes and availability of express trip.
3. In a separate question about the importance of a guaranteed express trip, many participants stated that it was not important. About one-third felt that an express trip was important or very important.

iii. Funding –

1. The most preferred funding options included the addition of other funding sources, underscoring the importance that participants attributed to completing construction as quickly as possible. The most accepted option did not include tolling and the second choice included tolling.
2. Interestingly, when a menu of additional funding sources to complete the project was suggested, tolling was the most preferred option, with state/local gas tax and vehicle registration fee following close behind. So while tolling registered as a concern in other areas, it was preferred over other additional funding options. Property taxes were selected as the worst option.
3. Support for tolling as a means of helping construct the project sooner was fairly split. This reinforces the divide among respondents who strongly support and those who oppose tolling as a funding option.

iv. Phasing – Interchange improvements in order of importance ranked by respondents are: Allen/Denney, Scholls Ferry/Greenburg, Canyon/Walker, and Beaverton-Hillsdale/Allen.

c. Additional comments – 160 participants provided open-ended comments in the questionnaire with a variety of issues, concerns and suggestions (listed in order of number of comments).

- The most common general comment indicated opposition to tolling, either because the respondents didn't feel it would work on this highway or be accepted in this region, because they felt it unfairly favored higher income people, or because they preferred another source of additional funding to provide revenue.
- Many people suggested finding another funding source to make the project happen, with the most popular suggestion being an additional gas tax.
- A large number of participants stressed the importance of a long-term solution and a majority of those specifically favored a bypass highway connecting I-5 with Highway 26 to the west of Highway 217.
- Many people stressed the importance of making improvements to Highway 217 as soon as possible.

- Other issues mentioned include support for tolling, support for arterial or interchange improvements, and support for transit improvements.
- Some participants felt that current transportation funding was adequate and that funds should be shifted to pay for improvements to Highway 217.
- The final two issues mentioned were support for bike trails and carpool lanes.

#### **IV. Key Phase II public outreach findings**

Several key messages were consistent throughout much of the Phase II public outreach and public comment period.

1. **Strong support for increasing road capacity** – Nearly all those that commented concurred that improvements were needed on Highway 217 and most of those people felt that at least one additional lane in each direction was needed.
2. **Strong support for finding a long-term solution to area congestion** – Many community members felt that adding an additional lane to Highway 217 was a “band-aid” for a bigger problem. Many of those suggested building a bypass instead, that would connect I-5 with Highway 26 to the west of 217.
3. **Strong support for a speedy conclusion** – Public comments made clear that the majority feel that Highway 217 is a problem that needs improvement sooner rather than later. Many people expressed concern that even by the earliest suggested date of completion, which was 2014, any of the suggested options would already be outdated at current growth rates.
4. **Strong opposition to express ramp meter bypass option (Option C)** – This is the most conclusive result from all forms of public comment and the questionnaire presented similar opposition. The unsolicited term used most often, from the focus groups to the freight discussion group to written comments, was a concern that this option would result in incidents of “road rage”. Little discussion centered on other aspects of this option, such as feasibility as a revenue source or design issues.
5. **Uneasiness with the concept of tolling** – Many of the written comments and questionnaire open-ended responses indicate a concern or negative reaction to the concept of tolling. Written comments tended to be more critical of tolling and more supportive of the need for additional general-purpose highway lanes. However, in contrast during verbal discussions most of those who were concerned about the tolling option, and many of those who opposed the tolling option, agreed that it should be included for further study because of financial considerations. The freight focus group supported a tolled lane as long as large trucks would be permitted access to the facility, and others expressed conditional support for tolling if it ended when the project was paid for and/or only operated during peak traffic times. Despite the expressed concerns about tolling, when forced to make a choice, questionnaire participants selected tolling as the preferred alternate source of funding.
6. **Interest in other funding sources to complete the project** – While some expressed the view that there was currently adequate funding to construct the project, a larger number expressed support for looking at alternate sources of revenue to pay for construction. The general reaction was that the public would support funds specifically slated for improvements to Highway 217. (This

concur with a report that Adam Davis, partner of Davis, Hibbitts and Midghall, a public opinion research and consulting firm, gave to the Highway 217 PAC at the June meeting. In Davis' research, he found that Washington County residents are more likely to support funding of transportation projects. In general, residents feel that local government's first priority should be a reduction of traffic congestion.) Specific suggestions from public comments include a gas tax, bond measure, vehicle registration fee, and a tax or fee charged to bicyclists. Others felt that "big business" and new construction should shoulder a larger share of the cost of growth and the infrastructure required to sustain it, including road expansion projects.

7. **Perception that current funding is adequate** – Some written and verbal comments expressed a strong opinion that transportation funding is adequate but is misspent by government. Some felt that too much money is spent on transit and bike/pedestrian improvements and that these alternative transportation modes fail to pay for themselves and don't do enough to reduce congestion. Others felt that money was wasted on studies instead of putting the money into construction of roads. (These views also concur with the Davis report showing a growing lack of public understanding of public finance and a growing dissatisfaction with government.)
8. **Support for improvements to arterials and interchanges** – Both the Phase II findings and the public suggested that improvements to arterials, particularly north-south through streets, would help reduce current and future congestion on Highway 217. The public seemed to also agree that the current close spacing and design of interchanges on Highway 217 was a problem that needed to be corrected soon.
9. **Mixed reaction to transit and bike/pedestrian path improvements** – Nearly an equal number of people felt strongly either that funding for these projects is a waste of money that should be spent on providing highway capacity or that not enough emphasis is given to these alternative modes as a long-term solution to congestion. Relatively few open-ended comments brought up either of these issues.

One issue that became more prominent in the latter part of the public outreach process was a discussion of equity in regard to tolling. In the earlier parts of Phase II outreach, the general perception seemed to be that tolling was a fair way to provide additional funding for the project and was seen as a "user fee". The issue of equity and perception of tolling as discriminating among low-income people became more of a prominent concern expressed during the formal public comment period. Many of the people that opposed tolling did so because they felt that tolling discriminated against low-income people and favored the wealthy.

## **V. Conclusion**

The public reached through this public involvement process strongly agreed that:

- improvements were needed in the Highway 217 corridor,
- additional road capacity is needed, and
- improvements need to happen quickly.
- There was a strong sense of urgency expressed in getting something done now but also a need to look at a long-term solution to the problems in this corridor.
- The Western Bypass that was studied and rejected by the region several years ago was mentioned repeatedly. Some of the public seem to be unaware that the Highway 217 corridor study was one of the outcomes of the Western Bypass study or else disagree that Highway 217 is an efficient long-term solution.

The issue of tolling remains controversial in discussions with the public and elicits strong responses.

- In the next phase of study, a scientific survey could be undertaken to get a valid sense of the general public's opinion, but it is clear that opposition to tolling on this project will be voiced by a sector of the public.
- As mentioned previously, the reasons for opposing tolling are varied and it would be helpful to further explore those concerns.
- From interaction and written or questionnaire responses, it was also apparent that there remained some confusion about the exact nature of the tolling option on Highway 217 – that it was limited to the additional lanes and that cars would not have to stop and pay a fare at toll booths.

## **Next steps**

No matter which option(s) is/are selected to go forward for further study, from a public comment perspective several issues should be addressed.

- If the tolling option is selected to go forward for more study, additional education about electronic tolling and variable pricing is needed.
- There is a need for clarification and increased public information about the transportation funding process, since there seems to be general confusion about funding sources and availability.
- Other revenue sources, including tolling, gas tax and vehicle registration fees, should be studied further to clarify whether these are feasible ways to bring improvements to Highway 217.

# 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: January 27, 2006  
TO: JPACT Members and Interested Parties  
FROM: Tom Kloster, Transportation Planning Manager  
SUBJECT: Oregon Transportation Plan (OTP) Draft Comments

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ODOT has recently completed a public review draft of the Oregon Transportation Plan and is seeking comments by March 1. The OTP is the state's long-range multimodal transportation plan for Oregon's highways, bicycle and pedestrian facilities, public transportation, airports, pipelines, ports and railroads. The OTP establishes policies, strategies and initiatives for addressing the challenges and opportunities in the next 25 years and guides transportation investment decisions. The plan provides the framework for the state's modal plans as well as MPO, City and County Transportation System Plans.

Last updated in 1992, the current update adds more emphasis on sustainability, economic development and innovative partnerships. The underlying message of the plan is that transportation, as we've known it in Oregon will have to change, and that decisions about how to manage and fund transportation must adapt to new fiscal and environmental realities. Without additional funding, the plan argues a need to focus on preservation of the current system rather than expansion. The attached letter includes draft comments from JPACT to the Oregon Transportation Commission. The attached draft comments incorporate suggestions from the January 10th TPAC workshop.

As with the recent update to the Transportation Planning Rule (TPR), it is critical that the state hear from individual jurisdictions in the Metro region, in addition to consensus comments from the region as a whole. ODOT's comment period for the draft OTP ends on March 1, 2005. While comments from local elected officials are ideal, there are less formal opportunities to comment on ODOT's website: <http://www.oregon.gov/ODOT/TD/TP/otpOutreach.shtml>.

February 9, 2006

The Honorable Stuart Foster, Chair  
Oregon Transportation Commission  
355 Capitol St. NE Room 101  
Salem, OR 97301-3871

Dear Chairman Foster:

Thank you for the opportunity to participate in the update to the Oregon Transportation Plan (OTP). The Portland metropolitan region was well represented at each of the OTP policy committees and on the OTP Steering committee, and we appreciate your efforts to involve us in this important work.

The draft OTP marks a departure for the state's transportation system, with a continued emphasis on transportation solutions that are environmentally sustainable, and fit within a fiscal environment where most resources are consumed by maintenance and operations demands of the existing system. We generally support this new direction, partly because we acknowledge the pragmatic assessment of the fiscal situation, but mostly because the overarching ethic of sustainability reflects a strong desire by Oregonians to find new ways to meet travel demand that do not sacrifice community livability and environmental quality. However, it is also important to recognize that parts of the state – the I-5 corridor in particular, are expected to grow dramatically in coming years, and new infrastructure will be needed to serve and shape this expected growth. We believe that the plan downplays this need, and will worsen the fiscal situation for needed infrastructure investments.

The draft OTP is an important step in this direction. However, the draft OTP defers many specifics on the state's transportation future to separate modal plans that are expected to be completed as a follow-up to the OTP update. This is a significant burden to place on the modal plans, and we will look to ODOT and the OTC to ensure that this work is completed in a timely and comprehensive manner that actually implements the OTP. We recommend that the OTC set a specific timeline and scope for completing the modal plans, and a development process that reaches out to the local partner who will be implementing it.

We offer the following comments as friendly amendments to the plan:

## Major Issues

### *Create a Strategic implementation plan (p. IV-4)*

We support the development of a strategic implementation plan, a crucial item for supporting the key initiatives in the OTP. The description of the implementation plan should be expanded and clarified. To ensure the completion of the plan in a timely manner, it is worthwhile to set a timeline for the development of the state modal plans (which will be completed prior to the implementation plan). The list of strategic capacity enhancements (p.IV-23) needs more refinement; it is premature to specify them in the OTP. This list should be developed during updates to the various modal plans and OTP implementation plan. We recommend the following edits to page IV-4 to clarify this objective:

“The potential for implementing the 25-year OTP will be enhanced by the development of a strategic ~~implementation~~ plan that clarifies agency roles and responsibilities and

defines specific actions and timelines for implementation of the Plan. It is particularly important to clarify ~~the role of how~~ ODOT and the OTC ~~for implementation beyond the state highway system and current bicycle and pedestrian, public transportation, and rail programs will work in partnership with government and private partners to advance the plan through an innovative combination of targeted investments, programs and policies that might fall outside the conventional scope and practices of ODOT. It is also important to define the timing and priority for carrying out the OTP actions so that plan implementation is strategic and a part of ODOT's and other transportation agencies' programs.~~

We also recommend refining the list of potential investments on page IV-23, some of which would more appropriately be included in updates to ODOT modal plans, since they include what appear to be specific projects and investment priorities. Most notably, the reference to a "north south highway and rail super corridor" is vague, and would best be included as either a more broadly defined transportation objective, or deferred to modal plans where it could be fleshed out as a series of specific projects and investments.

***Use Performance measures for accountability (p.IV-4,6)***

Performance measures are valuable tools, but should be used to inform decision makers, and not directly produce project or policy decisions. For example, the highway level-of-service (LOS) standard has traditionally been used as a definition of when a roadway is failing due to demand outstripping capacity, and then used to approve or deny land use actions or expand roadways. Yet the LOS standard fails to consider a range of travel modes in a given corridor, the real effects of "failure" on a particular link in the transportation system, or public expectations for mobility on a facility. Instead, performance measures should be developed as set of comprehensive measures that provide policy makers with a broad understanding of both system performance and tradeoffs inherent to new capacity investments.

The OTP should establish a more comprehensive performance measures policy that includes all modes, is driven by land use plans as well as transportation function, and is tempered by the fiscal realities that face the state's transportation program. The measures should be based on traditional, observed data and perceived performance by system users. Based on these comments, we recommend the following text edits to page IV-4 and 6:

"Use performance measures ~~for accountability to comprehensively monitor multi-modal transportation system performance, and inform transportation and land use policy decisions.~~

Performance measures are the metrics by which the results of particular efforts and judgments about the state of a system can be made. Performance measures can provide ~~the quantitative and qualitative~~ evidence of system performance ~~needed to guide policy making,~~ and serve as a way of reporting back to stakeholders and the general public on the results of ~~implementing~~ the OTP; ~~including investment choices.~~ (p.IV-4)

p.IV-6: "~~Minimum and desired LOS~~" ~~Develop performance measure policy for each mode"~~

### ***Development of the Transportation Industry (p.II-12)***

The OTP should call out the state's interest in promoting transportation industries, such as the production of freight cars, trucks, streetcars, light-rail vehicles and commuter bicycles. The plan should also call out the importance of transportation dependent industries that could not exist without the transportation investments that have been made, and will require additional investments to flourish. These include the steel and bulk commodity industries of Oregon.

In particular, "green" industries not only reflect Oregon values and planning policies, they also respond to a growing, international demand for sustainable technologies and practices. The recent federal reauthorization bill allocated \$4 million to the Portland area for the development of a prototype streetcar. Incubating these industries would benefit Oregon's economy by creating jobs that anticipate a new economy based on environmental sustainability. The state is also a national leader in "green street" design practices, developed by ODOT and local governments in response to the recent Salmon and Steelhead endangered species listing. These practices and the emerging technologies they embrace represent a major new market within the transportation industry. To reflect this emphasis on sustainable practices and industries, we recommend adding a new Strategy (3.3.3) to Policy 3.3 (p.II-12):

*"Partner with transit agencies and the private sector to incubate sustainable transportation industries such as streetcars/light-rail vehicles, building practices and materials for green street designs, and commuter bicycles. Continue to foster the growth of existing transportation industry, such as Freightliner (heavy-truck manufacturer), Gunderson Inc. (rail freight-car manufacturer), and transportation-dependent industries such as steel production and bulk commodities, and."*

### ***Other Issues***

#### ***Recognize the freight relationship of Metro-area facilities for statewide goods movement – Revised Strategy for Policy 3.1***

We recommend the following edits to strategy 3.1.1 of Policy 3.1 (p. II-9)

*"Develop coordinated state, regional and local transportation plans and master plans that address freight needs, issues and economic strategies. State modal plans should establish the relationship between transportation facilities in the metropolitan area and statewide goods movement. Co-locate economic activities and appropriate transportation facilities with convenient and reliable access to freight transportation options."*

#### ***Recognize importance of downtowns and main streets for economic vitality – Revised Strategy for Policy 3.2***

We are concerned that the definition of economic vitality is too limited. The OTP should recognize that transportation improvements within main streets / mixed-use centers are important economic development tools. This idea is already supported in the Sustainability goal (p.II-14-15), but should also be included within the Economic Vitality goal.

We recommend adding a new strategy (3.2.6) to policy 3.2 (p.II-11):

*"Coordinate private and public resources to provide transportation improvements and services that help stimulate active and vital downtowns and main streets."*

### ***Local Street design***

The OTP should recognize that the state has no interest in local facilities that are not state highways or NHS routes, aside from general safety and an adequate level of connectivity that serves local circulation. Removing state design requirements for local streets would make it easier to implement innovative designs, such as “woonerfs”, on local streets that would have no impact on the state system, but would allow local governments to innovate in street designs. Likewise, in metropolitan areas, the OTP should propose a strategy for bringing ODOT district highways to urban standards and transferring to local administration, since most have been replaced by limited access principal highways.

***Innovative Partnerships*** (p.II-20,21,23,25; p.IV-3,4,11,12)

We generally support the concept of innovative partnerships to better provide transportation services and creatively deal with funding shortages. But the concept leaves many questions unanswered: does any level of private participation elevate a particular project above others in priority? What is the minimum percentage of private investment needed to justify a project that would otherwise be deemed unaffordable? The OTP should attempt to answer these questions to the degree possible, since there are several efforts underway to initiate public/private partnerships.

***Legislative Action Plan***

The OTP does not establish a clear strategy for what legislative action is needed to fund transportation improvements. While the focus on system management and optimization is an important new direction for the OTP, the state is also facing unprecedented growth, particularly in the I-5 corridor and the Portland metropolitan region. No amount of system management will allow for the current system to accommodate the amount of growth forecast for the Metro region, and the OTP should begin establishing an action plan for addressing this funding need investment. Complicating the funding picture is the rapid growth of operations and maintenance obligations for the current system, a trend that is rapidly consuming existing transportation revenue streams.

The need for a legislative action plan is demonstrated by Investment Strategy Level 1 (p.IV-14), a scenario that would clearly not be acceptable to the public – that despite a growing population, state funding would only cover operation and maintenance costs. Thus, it is important for the OTP to frame these issues as potential legislative options in the form of an action plan. Following the “Implementation Principles” (p. IV-4), we recommend adding a new section, “Implementation through Legislative Action.” It should lay out specific options and actions needed by the legislature to implement the plan.

Thank you for the opportunity to comment. We look forward to working with you as partners in implementing the new Oregon Transportation Plan through our efforts in the metropolitan region.

Sincerely,

David Bragdon, President  
Metro Council

Rex Burkholder, Chair  
Joint Policy Advisory Committee on Transportation

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2006-	)	RESOLUTION NO. 06-3664
09 METROPOLITAN TRANSPORTATION	)	
IMPROVEMENT PROGRAM (MTIP) TO	)	Introduced by Councilor Rex Burkholder
INCLUDE HIGH PRIORITY PROJECT	)	
FUNDING FROM THE FEDERAL SAFE,	)	
ACCOUNTABLE, FLEXIBLE, EFFICIENT	)	
TRANSPORTATION EQUITY ACT (SAFETEA)	)	
AND THE OREGON IMMEDIATE	)	
OPPORTUNITY FUND	)	

WHEREAS, transportation project funding has been authorized for projects in the Metro area through the Safe, Accountable, Flexible, Efficient, Transportation Equity Act, and

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) are authorized to program these project funds into the Metropolitan Transportation Improvement Program (MTIP); and

WHEREAS, inclusion in the MTIP is required for the project sponsor to access the authorized funds; and

WHEREAS, Metro has found the projects listed in Exhibit "A" recommended for amendment into the MTIP to be exempt from air quality conformity determination and has consulted with appropriate air quality agencies regarding these findings; and

WHEREAS, these projects are consistent with the Regional Transportation Plan; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT to include the programming of transportation project funding as listed in Exhibit "A" into the 2006-09 Metropolitan Transportation Improvement Program.

ADOPTED by the Metro Council this 9th day of February, 2006.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

# Exhibit A

Resolution 06-3664

The Portland metropolitan area received several project funding earmarks through the SAFETEA High Priority Projects and funding from the State Immediate Opportunity Fund. Programming of funds to these projects is outlined in tables below.

As the Portland metropolitan area is in maintenance status for CO, an air quality conformity analysis and consultation is required prior to programming of these funds into the Metropolitan Transportation Improvement Program. Also included below are the findings for the air quality consultation process.

The following projects are determined to be exempt from conformity determination by rule per Table 2 of the EPA Guidance.

## SAFETEA High Priority Project earmarks

	2006	2007	2008	2009
Metro Regional Trail Program				
Planning - Project Development	\$2,000,000			
PE - Final Design		\$1,000,000		
Right-of-Way			\$1,000,000	
Construction				\$1,000,000

Air Quality: Bicycle and pedestrian facilities.

Domestically Produced Streetcar	2006	2007	2008	2009
Planning - Project Development	\$1,000,000			
Construction		\$1,000,000	\$1,000,000	\$1,000,000

Mass Transit: Purchase of rail car for minor expansion of the fleet. Project will design and build one additional streetcar to add to the fleet of eight streetcars, more than 600 buses and 60 light rail vehicles serving the Portland central city.

Union Station	2006	2007	2008	2009
Construction	\$33,200	\$16,600	\$16,600	\$16,600

Mass Transit: Renovation of transit buildings or structures. Project will fund repairs to Union Station terminal building.

South Metro Area Rapid Transit Bus Purchase and Bus Facility	2006	2007	2008	2009
Transit Capital	\$82,600	\$41,800	\$41,800	\$41,800

**Mass Transit: Purchase of bus for replacement or minor expansion of the fleet. Renovation of transit buildings or structures. Project will fund purchase of one bus to replace existing aging bus and work on maintenance facility.**

**Oregon Immediate Opportunity Fund Project**

NE Sandy Boulevard @ 223 <sup>rd</sup> Avenue	2006	2007	2008	2009
PE - Final Design	\$90,000			
Right-of-Way	\$76,000			
Construction	\$1,075,000			

Safety: widening narrow pavements (no additional travel lanes). Project will reconstruct and widen pavement at the intersection of NE Sandy Boulevard and 223<sup>rd</sup> Avenue to better facilitate turning movements for trucks.

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 06-3664, FOR THE PURPOSE OF AMENDING THE 2006-09 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO INCLUDE HIGH PRIORITY PROJECT FUNDING FROM THE FEDERAL SAFE, ACCOUNTABLE, FLEXIBLE, EQUITABLE TRANSPORTATION EQUITY ACT (SAFETEA) AND OREGON IMMEDIATE OPPORTUNITY FUND

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Date: February 9, 2006

Prepared by: Ted Leybold

### BACKGROUND

To access federal transportation funds and to demonstrate projects will not have an adverse impact to the region's air quality, transportation projects must be included in the Metropolitan Transportation Improvement Program (MTIP). Five projects that have been determined as not having a measurable impact and in conformance with air quality regulations have been provided funding through the federal transportation authorization act (SAFETEA) and the Oregon Immediate Opportunity fund.

The projects and the funding made available are listed in Exhibit "A" of Resolution 06-3664. This resolution would approve amending the 2006-09 Metropolitan Transportation Improvement Program to include programming of transportation project funds obtained for these projects.

### ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** Amends the 2006-09 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 05-3606 on August 18, 2005 (For the Purpose of Approving the 2006-09 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).
3. **Anticipated Effects** Adoption of this resolution will make available federal transportation project funding to local jurisdictions for projects listed in Exhibit "A" of Resolution 06-3664.
4. **Budget Impacts** None.

### RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 06-3664.

# 2005 Annual Report

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## **Bi-State Coordination Committee**

January 2006

# **Bi-State Coordination Committee**

The Bi-State Coordination Committee is chartered by member agencies to review, discuss and make recommendations about transportation and land use issues of bi-state significance.

*Metro*  
*Councilor Rex Burkholder*  
*CHAIR*

*City of Vancouver*  
*Mayor Royce Pollard*  
*Vice-Chair*

*Clark County*  
*Commissioner Steve Stuart*

*Multnomah County*  
*Commissioner Serena Cruz*

*City of Portland*  
*Commissioner Sam Adams*

*City of Battle Ground*  
*Eric Holmes, City Manager*

*City of Gresham*  
*Mayor Chuck Becker*

*C-TRAN*  
*Lynne Griffith, Executive*  
*Director/CEO*

*Tri-Met*  
*Fred Hansen, General Manager*

*Port of Vancouver*  
*Larry Paulson, Executive Director*

*Port of Portland*  
*Bill Wyatt, Executive Director*

*WSDOT*  
*Don Wagner, SW Administrator*

*ODOT*  
*Matthew Garrett, Reg. 1 Manager*

**Bi-State Coordination Committee**  
**2005 Annual Report**  
**Summary**

The Bi-State Coordination Committee is chartered by member agencies on both sides of the Columbia River including the cities of Vancouver and Battle Ground, Washington and Portland and Gresham, Oregon, Multnomah and Clark counties, the ports of Vancouver and Portland, TriMet and CTRAN, Washington State Department of Transportation, Oregon Department of Transportation and Metro. The Committee reviews, discusses and makes recommendations about transportation and land use issues of bi-state significance.

During 2005, the Bi-State Coordination Committee accomplished the following:

- Determined that the two MPO forecasts of future jobs and housing should be coordinated and that 2030 should be the forecast horizon year for bi-state transportation projects;
- Made recommendations concerning alternatives for the I-5 Delta Park Project;
- Provided additional time for discussion and coordination of issues concerning the I-5 Columbia River Crossing;
- Discussed high occupancy vehicle lanes on I-5 in southwest Washington;
- Kept local officials up to date on heavy rail/freight movement in the bi-state area;
- Discussed the Cost of Congestion Report and possible actions to address this issue.
- Discussed the West Coast Corridor Coalition and implications for the Bi-State area.

A detailed description of Bi-State Coordination Committee work in a month-by month format follows.

## **January**

The January 27 Bi-State Coordination Committee was cancelled in lieu of the first I-5 Columbia River Task Force meeting scheduled for February 3. Bi-State Coordination Committee members are included in the Task Force membership.

## **February**

The Bi-State Coordination Committee participated in the February 3 Columbia River Crossing Task Force meeting. It was determined that coordination and scheduling of the Bi-State Coordination Committee will need to take into consideration the quarterly CRC Task Force meetings. Accordingly, a draft schedule of Bi-State Coordination Committee meetings was circulated for review to the membership. Bi-State Coordination Committee issues for 2005 suggested for consideration included: 1) the I-5 Delta Park to Lombard Project, 2) coordination of growth forecasts, 3) a Rail Forum, 4) a TDM Forum, 5) environmental justice, 6) coordination with the Task Force and 7) other issues of Bi-State concern.

## **March**

The Bi-State Coordination Committee met on March 31 and discussed the following: 1) the 2004 Annual Report and committee goals for 2005; 2) high occupancy vehicle lanes on Interstate 5 in Southwest Washington; 3) the I-5 Delta Park/Lombard Project; 4) forecasts of new jobs and people and coordination of estimates for the Metro region and Clark County; 5) the West Coast Corridor Coalition; and, 6) Federal Reauthorization and transportation legislation and election of officers.

## **April**

The Bi-State Coordination Committee met on April 21 and discussed the following: 1) the four I-5 Delta Park to Lombard Project lane options and designs the 2004 Annual Report and committee goals for 2005; the upcoming May 4, I-5 Columbia River Crossing Task Force meeting and Freight Rail. Kate Deane, ODOT provided a detailed presentation of the I-5 Delta Park project alternatives. Bi-State members applauded the substantial set of facts about the potential impacts and benefits of each alternative and determined that the Bi-State Coordination Committee would review the evaluation data and provide ODOT with the Committee's opinions and recommendations about the alternatives. In the Committee discussion of the I-5 Columbia River Crossing Task Force, there was discussion about how to best coordinate the Bi-State Coordination Committee with the Task Force. The chair and members indicated their interest in having Task Force meeting materials available to the Bi-State and for Bi-State discussion prior to Task Force meetings. A presentation about Freight Rail was also provided by Mark Turpel, outlining the national and west coast freight rail picture, describing multi-

state and state, regional and local public/private efforts to support freight rail. This work provides an overview to specific freight rail presentations to be made at the June 16 Bi-State Coordination Committee meeting.

## **May**

The Bi-State Coordination Committee members attended the May 4, I-5 Columbia River Crossing Task Force meeting. At this meeting, several issues were discussed including the need to clarify how the I-5 Transportation and Trade Partnership *Strategic Plan* will be addressed in the Columbia River Crossing Project. More specifically, *the Strategic Plan* recommended three through lanes at the river crossing and at the Task Force meeting, the Washington State and Oregon transportation department staff indicated that four or more lanes would likely need to be investigated as well as an expectation by the Federal Highway Administration that a third crossing would also need to be investigated as part of the project. Bi-State Coordination Committee members asked that the Task Force's mission be clarified with regard to the *Strategic Plan*.

## **June**

The June 30 Bi-State Coordination Committee meeting including: 1) I-5 Delta Park to Lombard project alternatives and selection recommendations; 2) further discussion of the May 4 Columbia River Task Force materials, especially the vision and values document and how the project should be coordinated with the previous I-5 Transportation and Trade Partnership Strategic Plan; 3) a presentation about heavy rail and public/private partnerships provided by continuing discussion of freight rail by the Port of Portland and Port of Vancouver; and, 4) adoption of year 2030 as the forecast horizon for bi-state transportation projects.

In a related matter, the Bi-State Coordination Committee recommendation concerning high occupancy vehicles on I-5 at Delta Park to Lombard in Oregon and from 99th Street to Mill Plain in Vancouver, Washington was discussed at TPAC and JPACT with the result being a recommendation to ODOT that an HOV lane alternative continue to be included for analysis of alternatives and that ODOT and Washington State Department of Transportation continue to collaborate on the analysis of the potential of a managed lane from 99th Street in Vancouver, Washington to the Fremont Bridge, particularly in light of upcoming I-5 River Crossing Project decisions.

## **July**

The Bi-State Coordination Committee did not meet in July. However, the following activities were completed during the month:

- Coordination with the Regional Transportation Council of Southwest

Washington on comments to the Washington State Transportation Commission at their July meeting in Vancouver, Washington.

- Participation in the July Regional Transportation Advisory Committee meeting, especially discussion of year 2030 assumptions for land use and transportation in Clark County.

## **August**

The Bi-State Coordination Committee did not meet during August. However, the following activities were completed during the month:

- Comments were submitted to the Columbia River Crossing Task Force concerning the draft *Vision and Values Statement* and met with CRC Oregon Director.
- Comments were submitted to ODOT proposals for an I-5 Delta Park to Lombard Enhancement Fund.
- Staff coordinated with the Regional Transportation Council of Southwest Washington on Columbia River Task Force proposed decision-making organization discussions.

## **September**

Held the September 29 Bi-State Coordination Committee meeting which included discussion of the Columbia River Crossing Values and Vision statement; coordination of 2030 forecasts of jobs and housing; updates on the I-5 Delta Park to Lombard Project and vote on the CTRAN funding ballot measure and discussion of coordination of a possible gubernatorial forum.

In addition, staff coordinated and participated in discussions about the I-5 Delta Park to Lombard Enhancement Fund. Further, RTC and Metro staff coordinated concerning Columbia River Task Force proposed decision-making organization discussions and on 2030 forecast.

## **October**

No Bi-State Coordination Committee was held in October.

## **November**

The November 3 Bi-State Coordination Committee meeting included a presentation of Metro's "New Look" and discussion of how the land use decisions made on each side of the Columbia River can impact land use, transportation and the economy on the other side. Transportation funding approaches, including tolling, common aspects and differences were also presented and discussed.

## **December**

A joint Bi-State Coordination Committee/ JPACT meeting was held December 1. The meeting was wholly devoted to a presentation and discussion of the Cost of Congestion Report held December 1.

Materials following this page were distributed at the meeting.

**HIGHWAY 217 CORRIDOR TRANSPORTATION PLAN RECOMMENDATION**  
**Policy Advisory Committee (PAC) Recommendation with changes from the Joint Policy Advisory**  
**Committee on Transportation (JPACT)**

~~Policy Advisory Committee Recommendation~~

Note: For brevity this Exhibit does not include study findings or conclusions, which are summarized in the Staff Report.

**I. Overall recommendations for regional consideration**

1. ~~The Policy Advisory Committee (PAC) recognizes that the region needs additional transportation funding and supports efforts to increase funding at federal, state and local levels.~~
2. Due to the large funding gaps under all options, in the near term, seek higher funding priority for Highway 217 improvements at federal, state and local levels.
  - Oregon Department of Transportation (ODOT), Metro and local jurisdictions should seek to include priority interchanges or other appropriate elements of the Highway 217 project in any state, regional or local transportation funding measure.
  - ODOT, Metro and local jurisdictions should consider seeking a federal earmark for Highway 217 in the next federal transportation reauthorization.
  - Seek funding to commence a corridor study of the section of I-5 between Highway 217 and Wilsonville. The Highway 217 study highlighted the severity of the future bottleneck at this location. Each of the options worsened this bottleneck, particularly Options A and C, which drew the most new traffic to the corridor.
  - If the list of Highways of Statewide Significance is reopened by the Oregon Transportation Commission (OTC), JPACT should consider nominating the Highway 217 project.
  - ODOT and Metro should develop a financing strategy for this project.
  - ODOT should seek to include the Highway 217 project in the next round of solicitations for the Oregon Innovative Partnership Program to assess the private sector interest in financing this project.

~~ODOT, Metro and local jurisdictions should seek to amend the list of Highways of Statewide Significance to include the Highway 217 project.<sup>1,2</sup>~~

<sup>1</sup>-ODOT did not endorse this portion of the recommendation.

<sup>2</sup>-TPAC had serious reservations about this element of the recommendation and suggests consideration of the following alternative language:

- If the list of Highways of Statewide Significance is reopened by the Oregon Transportation Commission (OTC), the Joint Policy Advisory Committee on Transportation (JPACT) should consider nominating the Highway 217 project.
- ODOT and Metro should develop a financing strategy for this project.

- PAC members shall advocate for the above policy recommendations as appropriate.

## **II. Highway 217 traffic lanes**

### *Recommendation*

All of the options improve transportation performance on the corridor.

- The PAC recommends that the general purpose and express toll lane options be carried forward.
- The tolled ramp meter bypass option should not continue as a separate option due to lack of public acceptance, limited potential revenues and the lack of projected usage for many of the tolled ramp meter bypass locations. Tolled ramp meter bypass locations that have potential should be evaluated further in the Environmental Impact Statement (EIS) process as part of the tolled lane option.

### *Next steps*

Amend the Regional Transportation Plan (RTP) to indicate that the third through lane in each direction could be either a general purpose or a tolled lane. Metro, ODOT, Washington County, and the Cities of Beaverton and Tigard should seek to amend the RTP to advance the project development work of the new through lane in each direction into the Financially Constrained RTP.

Metro, ODOT and the local jurisdictions should seek to include in the draft 2008-2011 Statewide Transportation Improvement Program (STIP) funding for the Highway 217 EIS. The Highway 217 EIS is important so that ramp and interchange improvements on the entire facility can be implemented as funding becomes available. Additionally, the study would determine whether the lane should be a general-purpose lane or an express tolled lane. The EIS should also further consider the revenue contribution and test public acceptance of tolling selected ramp meter bypasses as part of the tolled lane option. It should also consider the advisability of allowing trucks larger than 26,000 pounds on a tolled lane. Finally, the EIS should develop more detailed revenue and usage forecasts for the tolled lane and a financing and phasing plan for the preferred alternative.

## **III. Highway 217 interchanges**

### *Recommendation*

In the short term, the PAC recommends further developing and evaluating the following interchange improvements as part of a National Environmental Protection Act (NEPA) process (along with other appropriate options). The following list provides a general order of priority for the recommended interchange improvements, but implementation of these projects should respond to funding opportunities and local transportation needs and could occur in a different order. Engineering and specific design of the improvements should be evaluated in the NEPA process.

#### First Tier Priority

- Beaverton-Hillsdale/Allen Blvd. ramp braids

- 
- ~~ODOT should seek to include the Highway 217 project in the next round of solicitations for the Oregon Innovative Partnership Program to assess the private sector interest in financing this project.~~

- Allen/Denney Road interchange

#### Second Tier Priority

- Canyon/Walker Road ramp braids
- Scholls Ferry/Greenburg Road ramp braids
- Greenburg Road (major interchange improvement, possibly single point interchange)

#### Third Tier Priority

- SW 72nd Avenue (additional turn lanes with major interchange improvement – design to be determined)
- Barnes Road (widening with additional turn lanes)
- Progress interchange (interchange improvements including widening and additional turn lanes)
- Highway 99W (revised access lanes to/from Highway 217, widening and additional turn lanes)

#### *Next steps*

Seek to amend local and regional transportation plans to add the interchange improvements. ODOT, Metro and local jurisdictions should seek to include the design and construction of the Beaverton-Hillsdale/Allen ramp braids or other high priority interchange improvements in the 2010-2013 STIP.

### **IV. Arterials**

#### *Recommendation*

In the short term, design and construct the arterial improvements within the financially constrained plans. The PAC recommends that local jurisdictions further evaluate the priority of the following north-south improvements as part of their Transportation System Plan process. These projects are:

- Greenburg Road Improvement (RTP 6031) – widens to 5 lanes from Tiedeman to Highway 99W;
- Nimbus Avenue Extension (RTP 6053) – a two-lane roadway extension from Nimbus to Greenburg;
- Hall Boulevard Extension (RTP “T”) – a new five-lane arterial north of Center Street to connect with Jenkins Road at Cedar Hills Blvd;
- 103rd Avenue (RTP 6012) – improve existing roadway on SW 103rd and construct new intersection alignments to provide a connection from Western Avenue to Walker Road;
- Nimbus Road Extension (RTP 3037) – a two-lane roadway extension of Nimbus Road from Hall Boulevard to Denney Road; and
- Hall Boulevard Improvement (RTP 6013 and 6030 North) – widen to 5 lanes from Scholls Ferry Road to Highway 99W.

#### *Next steps*

Metro and the local jurisdictions should seek to find funding for key corridor arterial improvements already in the RTP Financially Constrained Plan as part of the Metropolitan Transportation Improvement Program updates. As part of the next RTP, local jurisdictions should seek to include priority north-south improvements from the preliminary PAC recommendation arterial list in the Financially Constrained Plan.

## V. Bicycle and pedestrian facilities

### *Recommendation*

The PAC recommends that priority be given to the following projects that complete a north-south route:

In the Financially Constrained RTP:

- Cedar Hills Blvd. Improvement (RTP 3075) – Butner Road to Walker Road;
- Hall Blvd. Bikeway (RTP 3046) - Beaverton-Hillsdale Hwy. to Cedar Hills Blvd.;
- Watson Ave. Bikeway (RTP 3047) - Beaverton-Hillsdale Hwy. to Hall Blvd.; and
- Hall Blvd. Bikeway (RTP 3074) - gap at Allen Blvd.

In the Priority RTP System:

- Nimbus Ave. Extension (RTP 6053) - replacement for Cascade Blvd.

New projects (not currently in the 2000 RTP):

- Hunziker Street - Hall Blvd. to 72nd Avenue;
- Multi-use path - connecting I-5 to SW 72nd Avenue; and
- Pedestrian path/walk improvements on all improved viaducts crossing Highway 217 and a bicycle/pedestrian connection over Highway 217, or associated with the overcrossing improvements on Denney Road, to the Fanno Creek Region Trail; and a connection to the Washington Square Regional Center trail.

### *Next steps*

The bicycle and pedestrian improvements to overcrossings and viaducts identified above should be included in the Highway 217 project. ODOT, Metro and the local jurisdictions should seek funding to construct the financially constrained projects identified in the PAC recommendation above. ODOT, Metro and local jurisdictions should also seek to include the new projects in the next RTP Financially Constrained Plan and fund them, as funds become available.

## VI. **Transit service**

### *Recommendation*

The PAC recommends continued increases in transit service in the corridor study area over the next twenty years per the RTP. Express bus service on Highway 217, expanded commuter rail service and other appropriate transit service increases should be examined as part of future RTP updates and TriMet's 2005 Transit Investment Plan.

### *Next steps*

TriMet, Metro and local jurisdictions should seek to move up the timeline for implementing planned corridor transit improvements in the next RTP. Express bus service on Highway 217 and other appropriate transit service increases should be examined as part of the EIS and future Regional Transportation Plan updates.

## A Tale of Two Highways of Statewide Significance

	<u>I-5 @ Jantzen Beach</u>	<u>Highway 217</u>
Length of Study Area	5.5 Miles	7.44 Miles
Through Lane Capacity	Three Through Lanes	Two Through Lanes
Daily Vehicle Volume (2000)	125,000 Vehicles	110,000 Vehicles
Daily Vehicle Volume (2020)	180,000 Vehicles	140,000 Vehicles
On Ramps / Off Ramps	7 Southbound 9 Northbound	9 Southbound 8 Northbound
Structural Challenges	Navigable Waterway Aviation Overflight Drawbridge (Lift) ESA Restrictions	

## Daily Commuter Movements In The Portland Region

The December issue of Commerce magazine, published by the Daily Journal of Commerce, cited some useful comparisons for 10 Oregon cities. Using U.S. Census Bureau figures, the article compared resident populations against daytime population estimates, to indicate how many commuters enter or leave the city each day. Among the four PMSA cities listed, for example, the numbers were as follows:

<u>City</u>	<u>Resident Population</u>	<u>Daytime Population</u>	<u>% Change</u>
Portland	529,121	650,864	23.0 %
Gresham	90,205	76,135	--15.6 %
Beaverton	76,129	86,002	13.0 %
Hillsboro	70,186	86,140	22.7 %

Source: Daily Journal of Commerce, December 2005

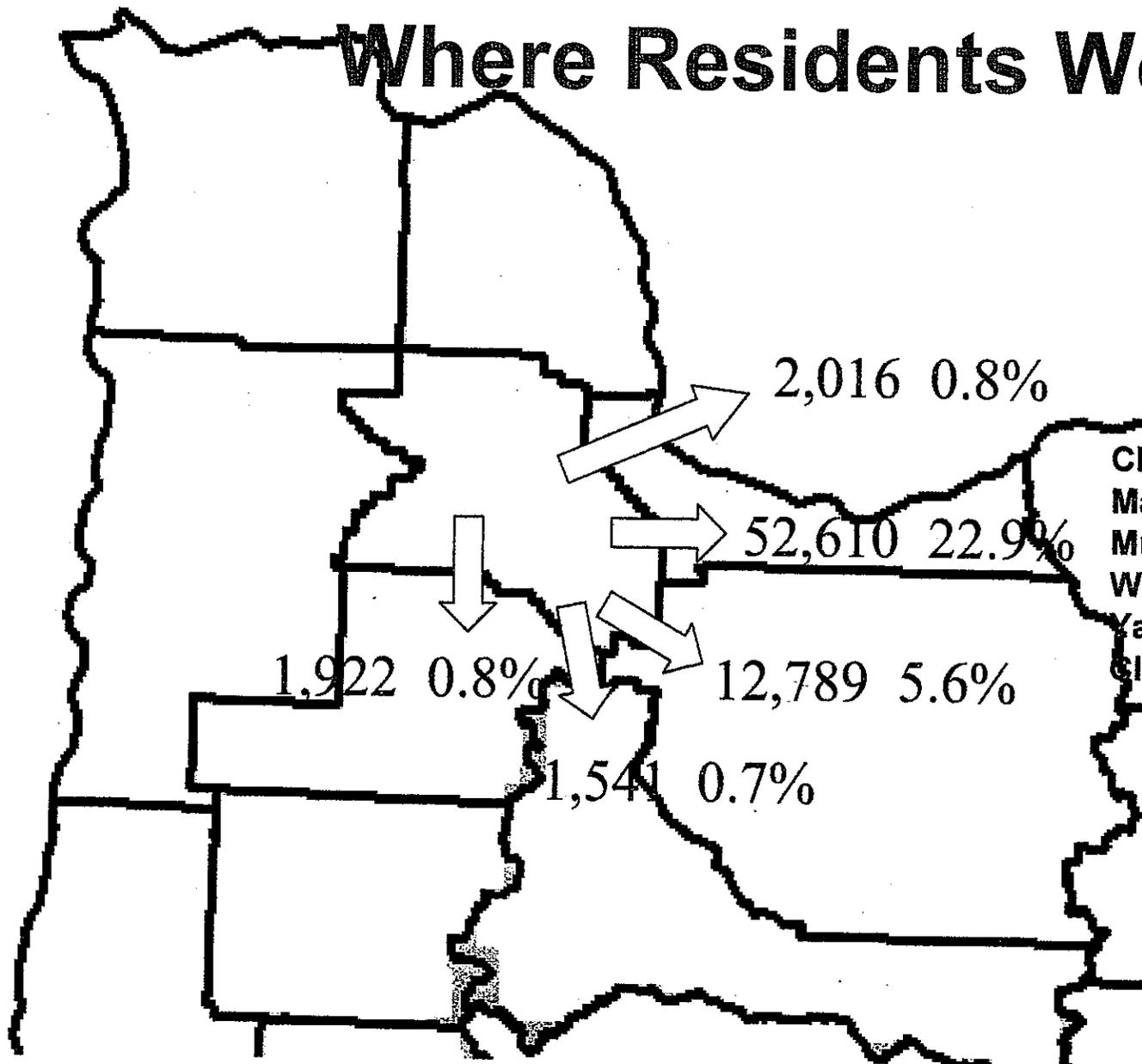
## Designing A Regional Transportation System

Highway 217 serves as the major north-south corridor in eastern Washington County, and serves residents and workers in 6 metropolitan area counties with direct access to their work places. The Highway currently handles 110,000 vehicles per day, a number that is expected to increase to 140,000 by 2030. Where are all these vehicles coming from? And where are they all going?

Washington County Residents Working In Clark County	→	2,016 5,604	→	<b>Clark County Residents</b> Working In Washington County
Washington County Residents Working In Clackamas County	→	12,789 19,590	→	<b>Clackamas County Residents</b> Working In Washington County
Washington County Residents Working In Marion County	→	1,541 4,598	→	<b>Marion County Residents</b> Working In Washington County
Washington County Residents Working In Multnomah County	→	52,610 32,587	→	<b>Multnomah County Residents</b> Working In Washington County
Washington County Residents Working In Yamhill County	→	1,922 6,653	→	<b>Yamhill County Residents</b> Working In Washington County
Washington County Residents Working In Columbia County	→	N A 2,191	→	<b>Columbia County Residents</b> Working In Washington County
Washington County Residents Who Commute To Metro Area Counties	→	70,878 71,223	→	<b>Metro Area Residents Who Commute</b> To Work In Washington County

Source: Work Source Oregon, July 2005

# Where Residents Work



Clackamas	12,789	5.6%
Marion	1,541	0.7%
Multnomah	52,610	22.9%
Washington	155,583	67.8%
Yamhill	1,922	0.8%
Clark, WA	2,016	0.8%

