



**METRO**

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

**MEETING: TRANSPORTATION POLICY ALTERNATIVES COMMITTEE**  
**DATE: January 6, 2006**  
**TIME: 9:30 A.M.**  
**PLACE: Council Chambers, Metro Regional Center**

9:30	Call to Order and Declaration of a Quorum	Andy Cotugno, Chair
9:30	Citizen communications to TPAC on non-agenda items	Andy Cotugno, Chair
9:35	* Approval of December 2, 2005 Minutes	Andy Cotugno, Chair
9:40	Future Agenda Items	Andy Cotugno, Chair
	<ul style="list-style-type: none"> <li>• Freeway Loop Study (January 27)</li> <li>• Freight Data Collection (February)</li> <li>• Ozone Maintenance Plan</li> <li>• Willamette River Bridges (anytime)</li> <li>• Cost of Congestion Discussion (anytime)</li> </ul>	
9:45	* Resolution No. 06-3656, For the Purpose of Approving Portland Regional Federal Transportation Priorities for Federal Fiscal Year 2007 Appropriations – <u>RECOMMENDATION TO JPACT REQUESTED</u>	Andy Cotugno, Chair
10:20	* 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 - <u>RECOMMENDATION TO JPACT REQUESTED</u>	Pam Peck
10:45	* Resolution No. 06-3658 For the Purpose of Endorsing the Recommendations of the Highway 217 Corridor Transportation Plan – <u>RECOMMENDATION TO JPACT REQUESTED</u>	Bridget Wieghart
11:05	* Blue Print for Better Bicycling Report – <u>INFORMATION</u>	Scott Bricker
11:35	* MTIP Policy Objectives Update - <u>INFORMATION</u>	Ted Leybold
12:00	ADJOURN	Andy Cotugno, Chair

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

Please call 503-797-1916 for a paper copy



**METRO**

**TRANSPORTATION POLICY ALTERNATES COMMITTEE**

December 2, 2005

Metro Regional Center

**MEMBERS PRESENT**

**AFFILIATION**

Scott Bricker	Citizen
Greg DiLoreto	Citizen
Leland Johnson	Citizen
Nancy Kraushaar	City of Oregon City, representing Cities of Clackamas County
Mike McKillip	City of Tualatin, representing Cities of Washington County
Ron Papsdorf	City of Gresham, representing Cities of Multnomah County
John Rist	Clackamas County
Karen Schilling	Multnomah County
Chris Smith	Citizen
Paul Smith	City of Portland
Mike Williams	Washington State Department of Transportation (WSDOT)

**MEMBERS ABSENT**

**AFFILIATION**

Frank Angelo	Citizen
James Castaneda	Citizen
Brent Curtis	Washington County
John Hoefs	C-Tran
Susie Lahsene	Port of Portland
Dean Lookingbill	SW Washington RTC
Dave Nordberg	Oregon Department of Environmental Quality (DEQ)
Phil Selinger	TriMet
Jason Tell	Oregon Department of Transportation (ODOT – Region 1)
Jonathan Young	FHWA

**ALTERNATES PRESENT**

**AFFILIATION**

Andy Back	Washington County
Danielle Cowan	City of Wilsonville
Linda David	RTC
Marianne Fitzgerald	Oregon Department of Environmental Quality (DEQ)
Sorin Garber	Citizen
Alan Lehto	TriMet
Margaret Middleton	City of Beaverton
Lainie Smith	Oregon Department of Transportation (ODOT – Region 1)
Ron Weinman	Clackamas County

**GUESTS PRESENT**

**AFFILIATION**

Tony Abrams	CH2M
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Tamira Clark	ODOT
Gail Curtis	ODOT
Rebecca Eisiminger	Port of Vancouver
Carolyn Gassaway	ODOT
Kathryn Harrington	Citizen, Washington County
Jeanne Harrison	Portland Office of Transportation
Jim Howell	AORTA
Jim Redden	Portland Tribune
Terry Whisler	City of Cornelius
John Wiebke	City of Hillsboro

**STAFF**

Andy Cotugno	Kim Ellis	Tom Kloster	Ted Leybold	Jessica Martin
John Mermin	Robin McArthur			

**I. CALL TO ORDER, DECLARATION OF A QUORUM & INTRODUCTIONS**

Mr. Andy Cotugno called the meeting to order and declared a quorum at 9:32a.m. Mr. Cotugno introduced Mr. Paul Smith, new TPAC member, representing the City of Portland.

Mr. Chris Smith announced his upcoming appointment to MPAC and therefore will no longer be serving on TPAC.

**II. CITIZEN COMMUNICATIONS TO TPAC ON NON-AGENDA ITEMS**

There were none.

**III. INPUT ON FUTURE AGENDA ITEMS**

The committee members discussed and suggested the following future agenda items:

- Freight Data Collection (February)
- In-depth discussion of Cost of Congestion Study (anytime)

**IV. MEETING MINUTES OF OCTOBER 28, 2005**

ACTION TAKEN: Mr. John Rist moved and Ms. Marianne Fitzgerald seconded the motion to approve the October 28, 2005 meeting minutes. The motion passed.

**V. RTP UPDATE**

Mr. Tom Kloster appeared before the committee to present an update on the Regional Transportation Plan (RTP). 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.

Mr. Kloster directed the committee's attention to a letter sent from the Oregon Metropolitan Planning Organization (MPO) Consortium. The letter was generated in response to a recent FHWA interpretation of the SAFTEA-LU interim guidance on metropolitan planning, which states that the new law that extends planning update cycles from three to four years only apply to plans that have been certified to fully comply with SAFTEA-LU legislation. The letter concludes that the effects of the interpretation adds significant cost and redundancy in efforts to update metropolitan transportation plans in Oregon and requests clarification of the interpretation.

Ms. Kim Ellis reviewed the major milestones of the 2035 Regional Transportation Plan. Phase I (from now to February 2006) tasks include:

- Engage stakeholders
- Identify key issues/questions for resolution
- Draft work program
- System conditions and issues with State of Transportation in the Region report
- Targeted public involvement

The committee discussed a set of policy questions generated by the Metro council, listed on the last page of the handout.

Mr. Ron Papsdorf cautioned against allowing public opinion solely drive decisions on a 20-year investment plan.

Ms. Karen Schilling noted that Multnomah County has employed the "Budgeting for Outcomes" process and spoke briefly about her experience with the process.

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

Mr. Cotugno presented Resolution 06-3651, which would approve an amendment to the UPWP to 1) approve additional activities in transportation planning programs and incorporate an increase of \$438,380 in the PL funding contract for FY 2006; 2) approve the addition of the Columbia River Crossing project of \$409,468 and authorize execution of a resulting IGA; 3) add \$75,000 for a TGM grant to fund consultant support for the Freight Study program, and 4) include new government transportation planning projects for which Metro now has an administrative oversight role.

ACTION TAKEN: Mr. Greg DiLoreto moved, seconded by Mr., Mike McKillip, to approve Resolution 06-3651. The motion passed.

## **VII. OREGON TRANSPORTATION PLAN UPDATE**

Ms. Gail Curtis and Ms. Carolyn Gassaway appeared before the committee to present the public review draft of the Oregon Transportation Plan. The presentation (included as part of this meeting record) covered:

- Overview and purpose of plan
- Plan process
- Draft policies
- System analysis
- Key initiatives

Several committee members commented that the percentages noted on the Annual Mode Growth Forecast were lower than those found by the Cost of Congestion study and the Washington Public Ports Association.

Mr. Cotugno asked Ms. Gassaway what is new about this plan as compared to the one 10 years ago. Ms. Gassaway responded that while they are going in the same direction, more emphasis is being placed on sustainability and the economy as well as a development emphasis on partnerships.

Mr. Cotugno asked anyone interested in forming a group to generate comments should contact Mr. Kloster.

### **VIII. PROJECT DELIVERY DRAFT REPORT**

Mr. Ted Leybold appeared before the committee to report on the Transportation Enhancement Improvement Program. He noted that the number of applications would be opened up to one per city, depending on population.

Mr. Leybold noted that he would be coming back to the committee next month to begin discussing the 2008-11 MTIP cycle process. He presented the final report of the project delivery subcommittee, the group formed to review the on-time and on-budget delivery of the local program portion of the MTIP. The report identified three areas that have effected project delivery performance: 1) Project solicitation and selection process; 2) Funding and Cost, and 3) Administration.

Mr. Leybold noted that the committee would be asked to adopt the final report at their January 6<sup>th</sup> meeting.

The committee discussed the recommendations listed in Exhibit B. Whether or not some of the recommendations provided value was discussed.

The committee agreed a workshop would be necessary in order to provide Mr. Leybold with more comments.

### **IX. ADJOURN**

As there was no further business, Mr. Cotugno adjourned the meeting at 12:25 p.m.

Respectfully submitted,

Jessica Martin  
Recording Secretary

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING ) RESOLUTION NO. 06-3656  
PORTLAND REGIONAL FEDERAL ) Introduced by Councilor Rex Burkholder  
TRANSPORTATION PRIORITIES FOR )  
FEDERAL FISCAL YEAR 2007 )  
APPROPRIATIONS )

WHEREAS, the Portland metropolitan region relies heavily on various federal funding sources to adequately plan for and develop the region's transportation infrastructure, and

WHEREAS, Metro must comply with a wide variety of federal requirements related to transportation planning and project funding, and

WHEREAS, Metro's Joint Policy Advisory Committee on Transportation (JPACT) has approved Exhibit A to this resolution, entitled, "Metro Area FY 07 Federal Transportation Appropriations Request List,"; now therefore

BE IT RESOLVED, that the Metro Council

1. Approve Exhibit A of this resolution, entitled "Metro Area FY 07 Federal Transportation Appropriations Request List" and directs that it be submitted to the Oregon Congressional delegation.

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

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David Bragdon, Council President

APPROVED AS TO FORM:

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Daniel B. Cooper, Metro Attorney

12-28-05

## Metro Area FY 07 Federal Transportation Appropriations Request List

Project Type/Name	Appropriation Request (\$million)	Source	Purpose
<b>Regional Highway Projects</b>			
I-5 Trade Corridor	\$ 5.00	National Corridor Program	PE/EIS
I-5/99W Connector	\$ 2.50	General Provisions Earmark	PE/EIS
ITS Equipment (ODOT)	\$ 1.50	ITS	Construction
<b>Total</b>	<b>\$ 9.00</b>		
<b>Regional Transit Priorities</b>			
Wilsonville-Beaverton Commuter Rail Project	\$ 27.50	5309 New Starts	Construction
South Corridor/I-205	\$ 25.00	5309 New Starts	Construction
TriMet Bus and Bus Related	\$ 8.00	5309 Bus	Construction
MAX System Alternatives Analysis	\$ 1.00	5339 New Starts	Planning
SMART Bus - Wilsonville - Multimodal Facility	\$ 1.75	5309 Bus	Construction
TriMet Clean Fuels Technology	\$ 4.00	5308 Clean Fuels Grant Program	Construction
Prototype Streetcar	\$ 1.00	5314	Construction
<b>Total</b>	<b>\$ 68.25</b>		
<b>Local Project Priorities</b>			
Portland: East Burnside Corridor Street Improvements	\$ 4.70	General Provisions Earmark	Construction
Portland: I-5/North Macadam Access	\$ 5.00	General Provisions Earmark	Construction
Multnomah: Sellwood Bridge	\$ 3.00	HBR	PE/EIS
Gresham: Springwater-US 26 Access	\$ 5.00	General Provisions Earmark	PE/EIS/ROW
Wilsonville: Kinsman Rd	\$ 2.00	General Provisions Earmark	Construction
Clackamas County: Beaver Creek Road	\$ 1.70	General Provisions Earmark	Construction
Hillsboro: Century Blvd. Bridge	\$ 5.00	General Provisions Earmark	PE/EIS
Port of Portland: I-205 and Airport Way	\$ 3.00	General Provisions Earmark	PE/EIS
Port of Portland: I-84/257th Interchange	\$ 1.00	General Provisions Earmark	PE/EIS
Metro TOD Revolving Fund	\$ 5.00	TCSP	Construction
<b>Total</b>	<b>\$ 35.40</b>		
<b>Non-Transportation Appropriations Bills</b>			
Port of Portland: Columbia River Channel Deepening	\$ 40.00	Energy & Water Appropriation	Construction
Portland Streetcar - Segment 3: To South Waterfront	\$ 1.00	HUD	Construction
TriMet Communications Systems	\$ 2.00	Homeland Security	Construction
<b>Total</b>	<b>\$ 43.00</b>		
<b>Support for OTA Transit Request</b>			
South Clackamas (Molalla) Transit District	\$ 0.20	5309 Bus	
City of Canby Operations Center/Buses	\$ 1.25	5309 Bus	
City of Sandy Operations Center/Garage	\$ 0.825	5309 Bus	
<b>Total</b>	<b>\$ 2.28</b>		
<b>Grand Total - Transportation Appropriations</b>	<b>\$ 157.93</b>		

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 06-3656, FOR THE PURPOSE OF APPROVING PORTLAND REGIONAL FEDERAL TRANSPORTATION PRIORITIES FOR FEDERAL FISCAL YEAR 2007 APPROPRIATIONS

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Date: December 20, 2005

Prepared by: Andy Cotugno

#### BACKGROUND

The region annually produces a position paper that outlines the views of the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT), a regional body that consists of local elected and appointed officials, on issues concerning transportation funding that are likely to be considered by Congress during the coming year. This year priorities are limited to FY '07 appropriations only since last year the Congress succeeded in adopting the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFTEA-LU).

The Portland region is pursuing an aggressive agenda to implement a high-capacity transit system. This effort involves implementing two projects concurrently within the next three to five years: finishing the Wilsonville to Beaverton commuter rail and initiating construction of the I-205/Downtown LRT. Project development is also underway for the next corridor to Milwaukie. Additionally, there are several complementary projects for which the region is requesting funding: bus and bus facility purchases regionwide, Wilsonville Park and Ride, highway projects and others. All of these projects have a strong economic development emphasis.

Oregon and Washington continue developing a cooperative strategy to address the transportation needs in the I-5 Trade Corridor. The paper outlines the Federal funding needs and sources for continuing this work and requests support for obtaining these funds. Other interstate issues addressed in the paper include Columbia River channel deepening.

This FY 07 appropriations request for earmarked funding from SAFTEA-LU represents the consolidated regional request. Additional independent requests should not be submitted by any member jurisdiction or agency represented by JPACT (with exception of ODOT outside the metro region).

#### ANALYSIS/INFORMATION

- 1. Known Opposition** None known.
- 2. Legal Antecedents** Projects within the region earmarked for federal funding must be consistent with the Regional Transportation Plan, adopted by Metro Resolution No. 03-3380A, For the Purpose of Designation of Adopting the 2004 Regional Transportation Plan as the Federal Metropolitan Transportation Plan to meet Federal Planning Requirements.
- 3. Anticipated Effects** Resolution would provide the US Congress and the Oregon Congressional delegation specifically with the region's priorities for transportation funding for use in the federal transportation appropriation process.
- 4. Budget Impacts** Metro is involved in planning related to several of the projects included in the priorities paper and must approve many of the requested funding allocations. Failure to obtain funding for one or more of the projects could affect the FY 07-08 Planning Department budget. However, most of the funding requests deal with implementation projects sponsored by jurisdictions other than Metro.



**RECOMMENDED ACTION**

Approve Resolution 06-3656 for submission to the Oregon Congressional delegation for consideration in the Federal Fiscal Year 07 Appropriations Bill.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CONSIDERATION OF ) RESOLUTION NO. 06-3655  
REGIONAL TRAVEL OPTIONS PROGRAM )  
WORK PLANS AND FUNDING SUB- ) Introduced by Rex Burkholder  
ALLOCATIONS FOR FISCAL YEARS 05-06  
AND 06-07.

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation established funding levels for the Regional Travel Options Program in the Metropolitan Transportation Improvement Program through the Transportation Priorities funding process adopted by Resolution No. 05-3606; and

WHEREAS, the Metro Council approved a five-year strategic plan for the Regional Travel Options Program in January 2004 that placed an emphasis on coordinating regional marketing activities and shifted the lead role for managing the program from TriMet to Metro; and

WHEREAS, the Regional Travel Options Subcommittee of the Transportation Policy Alternatives Committee (TPAC) adopted proposed work plans and funding sub-allocations to Metro, TriMet and Wilsonville SMART for Regional Travel Options program activities in fiscal years 2005-2006 and 2006-2007 on December 8, 2005; and

WHEREAS, the proposed work plans and funding sub-allocations support implementation of the Regional Travel Options Program five-year strategic plan; now therefore

BE IT RESOLVED that the Metro Council supports the Regional Travel Options Program fiscal year 2005-2006 and 2006-2007 work plans and funding sub-allocations.

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

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

APPROVED AS TO FORM:

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

Regional Travel Options Subcommittee of TPAC

Regional Travel Options Program  
**Proposed FY 05/06 work plan**

Regional Travel Options Program  
**Proposed FY 05/06 work plan**

Adopted Dec. 8, 2005 by the Regional Travel Options Subcommittee of TPAC

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**Regional Travel Options Subcommittee of TPAC**

- Lenny Anderson, Swan Island TMA
- Dan Bower, City of Portland
- Jan Bowers, City of Vancouver
- Rhonda Danielson, TriMet
- Sandra Doubleday, City of Gresham
- Susan Drake, DEQ
- Mohammed Fatthi, Clackamas County
- Kathryn Harrington, citizen
- Dan Kaempff, ODOT
- Matt Larsen, Multnomah County
- Gregg Leion, Washington County
- Jen Massa, City of Wilsonville SMART
- Pam Peck, Metro
- Gregg Snyder, citizen
- Greg Theisen, Port of Portland
- Rick Wallace, Oregon Office of Energy
- Dan Zalkow, citizen

## **Background**

The Regional Travel Options (RTO) Program implements regional policy to reduce reliance on the automobile and promote alternatives to driving for all trips. The program emphasizes all alternative modes of travel and all trip purposes, reflecting policies in the Regional Transportation Plan.

This scope of work continues implementation of the Regional Travel Options 5-Year Strategic Plan developed by the RTO subcommittee of the Transportation Policy Alternatives Committee (TPAC) in 2003. The strategic plan was adopted by the Joint Policy Advisory Committee on Transportation in December 2003 and by the Metro Council in January 2004. The strategic plan established the following program goals:

Goal 1 -- Develop a collaborative marketing campaign that is an “umbrella” for all travel options programs being implemented throughout the region.

Goal 2 -- Work with senior managers to become key advocates for RTO program and funding support at TPAC, JPACT and Metro Council.

Goal 3 -- Develop performance measures for all RTO programs, evaluate the success of these programs on an annual basis and use the results to refine future program investments and marketing strategies.

Goal 4 -- Develop an integrated RTO program organizational structure that supports a more collaborative approach to Regional Travel Options program implementation and decision making.

Goal 5 -- Develop regional policies that integrate RTO programs into other regional land use and transportation programs including the Centers Program, TOD Program, Corridors program, water quality programs and TriMet’s Transit Investment Plan.

Goal 6 -- Develop a funding plan that helps create a sustainable Regional Travel Options program.

## **Key program objectives for fiscal year 2005-2006**

- Complete all elements of program transition from TriMet to Metro, including TMA program, 2040 grant program and vanpool program.
- Complete Rideshare Program market analysis and implementation plan study and begin development of Regional Commuter Services Program in coordination with partner agencies and organizations.
- Develop regional marketing media and advertising campaign in partnership with ODOT, coordinate local marketing and outreach activities to support campaign, launch campaign in January 2006.
- Develop monitoring and evaluation strategy and complete 2004-2005 evaluation report.

## **Relationship to Metro Council goals and success factors**

The Regional Travel Options Program supports the following Metro Council goals and objectives\*:

*1.0 Encourage a strong and equitable regional economy.*

*1.4 Provide efficient access to jobs, services, centers, and industrial areas.*

RTO strategies support economic growth by increasing the capacity of current transportation infrastructure by providing and promoting alternatives to driving alone. The RTO program works directly with employers to find the best travel options for their employees through TriMet's Employer Outreach Program and local transportation management associations (TMAs). Services provided through the RTO program, such as carpool matching, vanpools and transit pass program ensure access to jobs for low-income residents of the region.

*3.0 Conserve Resources.*

*3.4 Use transportation investments and market responsive strategies to promote efficient and compact development, particularly in 2040 mixed-use areas and new urban areas.*

*3.6 Decrease the region's dependency on and consumption of fossil fuels.*

The RTO program can be used to increase the number of people bicycling and walking in centers. TMAs provide local leadership, which is one of the most critical components of developing successful community centers. The RTO program works to reduce drive-alone trips and vehicle miles of travel which results in decreased dependency on and consumption of fossil fuels.

*6.0 Protect and restore the natural environment, and integrate the natural and urban landscapes*

*6.2 Reduce pollution of air, water, and soil.*

Motor vehicles are the largest single source of air pollution in the Portland area. The RTO program will continue to work with Oregon DEQ to monitor progress towards reducing commute trips and the resulting air quality improvement. Stormwater runoff from street rights of way is the number one cause of water quality degradation in urban areas. Reducing the number of people driving prevents the expansion of roadways, which in turns prevent the amount of impervious surface being added to watersheds.

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\*Metro Council Goals and Objectives, Jan. 6, 2005: This document is not, in itself, a strategic plan as it does not define Metro's role in creating these outcomes, nor does it prescribe actions Metro may take. Metro's role in each outcome and the specific initiatives Metro will implement are being developed by the Metro Council through its strategic budget initiative and policy making processes. The Metro Council has committed to work with local governments, stakeholder groups, the region's residents, and Metro employees to collaboratively achieve the outcomes expressed in this document.

## **Program administration**

This scope of work continues implementation of the Regional Travel Options 5-Year Strategic Plan and supports the program structure called for by the strategic plan including administration and management of RTO program functions by Metro and better integration of RTO programs with Metro's Centers, TOD and Corridor programs.

The 1.2 FTE RTO program staff will:

- Chair and support RTO Subcommittee of TPAC, including logistics, scheduling and meeting summaries.
- Update RTO subcommittee bylaws to better support RTO program structure and decision-making.
- Conduct quarterly meetings of the Senior Managers group.
- Lead strategic planning for RTO Subcommittee including annual retreat and update of the strategic plan.
- RTO Subcommittee research and support on technical and financial issues.
- Create presentations about RTO programs for Metro committees and regional partners.
- Administer contracts for RTO programs.
- Develop and submit FTA application for CMAQ grant funds and administer grants for RTO programs.
- Identify local matching funds sources for future years.
- Complete Business Energy Tax Credit (BETC) applications and identify local pass through partner.
- Develop RTO program budgets and MTIP funding applications.
- Provide local transportation system plan support on achieving 2020 non-SOV targets.
- Define RTO program staff role in corridor planning studies, including development and analysis of TDM strategies.
- Define RTO program staff and subcommittee role in Regional Transportation Plan Update, including development and analysis of TDM strategies.
- Represent RTO program at Metro committees and jurisdictions and agency meetings.

### **Key milestones for FY 05/06**

- Nov/Dec 05 – RTO work programs and budgets reviewed and adopted by RTO subcommittee
- Jan 06 -- RTO work programs and budgets reviewed and adopted by TPAC, JPACT and the Metro Council
- Jan 06 – BETC applications completed
- Jan 06 – Program transition from TriMet to Metro complete
- March 06 – MTIP pre-application reviewed by RTO subcommittee
- April 06 – RTO subcommittee bylaws drafted
- May 06 – RTO subcommittee bylaws forwarded to TPAC, for review and approval
- May 06 – MTIP application reviewed and approved by RTO subcommittee
- June 06 – MTIP application submitted

- June 06 – RTO subcommittee annual retreat

**Deliverables**

- FY 06/07 budget
- RTO subcommittee meeting summaries
- Revised bylaws
- Updated strategic plan
- RTO annual retreat summary



## **Collaborative Marketing Program**

The RTO Collaborative Marketing Program coordinates all marketing and outreach efforts of the regional partners to create a broader public awareness of the travel options available to people traveling around the region and to reach new, targeted audiences. The overall program includes a regional marketing media and advertising campaign under development in coordination with ODOT and partner agencies from across Oregon, TriMet's Employer Outreach Program, Wilsonville SMART's TDM Program, and coordination of local partner marketing activities.

Metro's scope of work will focus on coordination of marketing activities carried out by all RTO partners to maximize the program's reach and effectiveness. In addition, the program will work to leverage the state's investment in the regional travel options marketing media and advertising campaign by conducting outreach at neighborhood and community events, providing incentives and giveaways to encourage behavior change, and aligning the messages and outreach strategies used by RTO partners with the messages developed for the advertising campaign.

The 1 FTE RTO program staff, augmented by internships and contracted professional services, will carry out the following tasks:

- Develop scope of services for employer outreach, determine what types of services will be provided, target markets, primary contacts for employers, collateral materials needs, training needs, quarterly outreach goals and tracking methods. Structure partner agreements and contracts to provide information needed for program evaluation.
- Develop RTO collateral materials consistent with the travel options marketing media and advertising campaign brand, including fact sheets, brochures, web pages, event display, and other collateral materials.
- Conduct outreach at key community events, including fairs, festivals and farmers markets, to provide information about travel options and one-on-one consultations with individuals and families willing to make behavior change. Develop a display booth consistent with the travel options marketing media and advertising campaign brand. Offer a commitment form, backed up with incentives for those who follow through by making behavior change.
- Revise the Carefree Commuter Challenge to reach greater numbers of commuters in suburban communities and leverage the travel options marketing media and advertising campaign. (Tentative – pending discussions with Westside Transportation Alliance [WTA])
- Develop regional calendar of events and coordinate presence of RTO partners.
- Support marketing working group for effective coordination and partner communication.
- Research and develop white papers on relationship of the use of travel options to health and economic development.
- Implement marketing plan for Bike There! map, coordinate map updates with Regional Transportation Planning staff, develop workplan for 2007 Bike There!

map, develop proposal for online bike trip planning tool and identify funding to support tool development.

**Key milestones for FY 05-06**

- Jan 06 -- Kick-off of regional travel options marketing media and advertising campaign.
- Jan 06 – White papers completed.
- March 06 – Events calendar completed
- April 06 – Collateral materials and events display completed.
- April 06 – Scope of services for employer outreach completed.
- May to June 06 -- Outreach at neighborhood and community events.
- June 06 – Bike There! workplan for 2007 map completed (milestones for map development will be included in the workplan)
- Spring 06 (tentative) – Carefree Commuter Challenge
- Ongoing – Implement Bike There! map marketing strategy

**Deliverables**

- Scope of services and partnership agreements for employer outreach
- RTO collateral materials and events display
- Regional calendar of events
- White papers on relationship of the use of travel options to health and economic development
- Revised Carfree Commuter Challenge defined
- Bike There! 2007 workplan, including online tool defined

## **Regional Rideshare - Vanpool Program**

This program markets carpooling and vanpooling, provides internet-based ride matching services through CarpoolMatchNW.org, and provides vanpool services. Program elements are in the process of transitioning from TriMet and the city of Portland to Metro and will be integrated in a regional rideshare program.

Metro's scope of work focuses on completing program transition activities, assuming operation of vanpool services in January 2006, and strengthening inter-regional ridesharing through enhanced carpooling and vanpooling services and development of a one stop shop for regional commuter services.

The .25 FTE RTO program staff, augmented by contracted professional services, will carry out the following tasks:

- Complete market research and implementation study.
- Release a request for proposals for vanpool operations and program management and develop agreements with vendors for provision of services.
- Develop a financial plan for vanpool operations including proposed policies for vanpool subsidies, pricing structure for passenger fares, provision of matching funds, target markets for new vanpool services, and scope for referral/incentive program.
- Update strategic plan program goals for starting new vanpool groups based on resource identified in the financial plan.
- Work with van vendors and area transit agencies to develop a system for reporting vanpool mileage to National Transit Data (NTD) and obtaining 5307 funds to create an additional funding source for vanpool operations in FY 08.
- Develop a "one-stop shop" for regional rideshare services including vanpool operations, carpool matching, and marketing of services. Develop a program work plan that includes objectives/targets for services, outreach and formation of new carpools, methods for tracking and reporting performance, and a marketing plan that identifies marketing messages, branding opportunities, such as a unified phone number and URL, and collateral materials needs including fact sheets, brochures, web pages and other collateral.
- Participate in development of statewide ridematching system, assist with defining specifications for system needs to meet the needs of the regional rideshare program.
- Improve CarpoolMatchNW web site by adding greater depth of knowledge and create more interactive functionalities.
- Support rideshare working group of RTO Subcommittee for effective coordination and partner communication.

### **Key milestones for FY 05-06**

- Jan 06 -- Transition vanpool program from TriMet to Metro.
- March 06 – Draft vanpool operations financial plan forwarded to RTO subcommittee for review and approval
- April 06 – Plan for one-stop shop for regional rideshare services program forwarded to RTO subcommittee for review and approval (program launch date and additional milestones to be determined in the plan)

- June 06 – Vanpool mileage reporting systems in place

**Deliverables**

- Market research and implementation plan study
- Financial plan for vanpool services
- Regional Rideshare Services Program workplan defined, including performance targets and marketing plan

## **Transportation Management Association (TMA) Program**

The TMA Program operates under the policy direction as provided in Metro Resolutions No.98-2676 and No.02-3183. TMAs are important private/public partnership tools that can be used effectively in the Central City, Regional Centers, Industrial Areas, and some Town Centers. TMAs provide important leadership development in Region 2040 centers that catalyze economic and community development.

The following TMAs provide trip reduction services to employers in the Portland metropolitan area: Clackamas Regional TMA, Gresham TMA, Lloyd TMA, Swan Island TMA, Troutdale TMA, and Westside Transportation Alliance.

RTO program staff will work with the TMAs to (note that Metro staff support for the tasks listed below is included in Program Administration):

- Complete transition of TMA program administration from TriMet to Metro.
- Involve TMAs in development of scope of services for employer outreach (as detailed in the Collaborative Marketing section of the workplan on page 5).
- Review TMA work plans for FY 06-07.
- Develop and administer TMA funding agreements.
- Hold quarterly meetings of TMA directors for effective coordination and partner communication.

### **Key milestones for FY 05-06**

- Aug 05 – TMA program transitioned to Metro
- Nov 05 – TMA directors meeting held
- Jan 06 – TMA directors meeting held
- April 06 – TMA directors meeting held
- May 06 – TMA funding agreements for FY 06-07 executed
- June 06 – TMA directors meeting held

### **Deliverables**

- TMA funding agreements
- Summaries of quarterly TMA director meetings
- Quarterly progress reports

## **2040 Initiatives Grant Program**

This program is administered by Metro with oversight from the RTO subcommittee. Grant funds are allocated bi-annually and fund TDM services and programs implemented by local jurisdictions, TMAs and non-profit groups located within Metro's boundary. Projects funded with 2040 grants must strive to reduce the usage of single occupant vehicles and/or daily vehicle miles traveled within a specific geographic location. All projects must quantify this reduction and quantify CO2 reduction or other air quality improvements.

In FY 06 the program will be administering grants the second year of grant funding awarded by the RTO subcommittee for 2004-2006. Grant administration FTE is included in Program Administration. In addition, RTO program staff will work with the RTO subcommittee to develop a grant allocation process, selection criteria, evaluation measures, budget and schedule for future grant allocations.

<b>Applicant/Project</b>	<b>FY 06 Funding</b>
SMART Walking Program	\$16,000
Lloyd District Pedestrian Program	\$10,925
Swan Island Vanpool Program	\$12,500
Portland/CarpoolMatchNW	\$60,000
Gresham TMA Bike Program	\$14,950
WTA Car Free Carefree	\$35,653

### **Key milestones for FY 05-06**

- March 06 – Grant allocation process, selection criteria, evaluation measures, budget and schedule for future grant allocations forwarded to RTO subcommittee for review and approval. (Additional milestones will be included in the allocation schedule.)
- June 06 – Completion of 2004-2006 projects.

### **Deliverables**

- Revised grant allocation process defined
- Quarterly progress reports

## **Evaluation Program**

This program collects, analyzes and reports data for each RTO program to ensure that RTO program funds are invested in the most cost effective ways. This scope of work transitions primary responsibility for evaluation of the regional program from TriMet to Metro.

The .25 FTE RTO program staff, augmented by contracted professional services and with guidance from an evaluation working group, will work to identify and implement standard and consistent data collection methods for measuring program effectiveness. This effort will be informed by the recommendations in the *UrbanTrans Rideshare Program Market Research and Implementation Plan* report, as well as the *Metro 2040 Modal Targets Study* report. RTO program staff will be responsible for on going and consistent data collection and tracking.

RTO program staff will provide data to an independent third party, such as Portland State University Transportation Research Center, to produce a program evaluation report for 2004 –2005. The evaluation report will be used to refine program development, marketing and implementation. Previously the program has produced an annual evaluation report, with the last report documenting 2003 program impacts.

In addition, RTO program staff and the evaluation working group will participate in the development of Metro's Travel Behavior Survey of 6,000 households. Metro will track the travel behavior of 1,000 of these households for up to five years, providing the RTO program with the ability to examine many factors related to travel behavior and to track the long-term impact of transportation demand management strategies.

The .5 FTE RTO program staff will:

- Support an evaluation working group that includes members of the RTO subcommittee and TPAC. The working group will review the draft 2004-2005 evaluation report and will work with staff to develop a recommended framework for evaluating RTO programs.
- Determine awareness, participation, customer satisfaction and program impact measures that will be tracked and used to evaluate RTO programs.
- Identify land use measures that can be monitored and related to travel behavior data.
- Conduct on going data collection and tracking for all RTO funded programs.
- Develop a set of prediction factors that would be used to select the most cost-effective RTO programs for implementation.
- Evaluate Region 2040 Centers on a biannual basis to determine progress towards non-SOV modal targets.

### **Key milestones for FY 05-06**

- Jan 06 – Scope of work and production schedule for 2004-2005 evaluation report defined
- Jan 06 – Kick-off meeting for evaluation working group
- Feb 06 -- Process for developing prediction factors defined

- May 06 – 2004 to 2005 evaluation report forwarded to RTO subcommittee for initial review and discussion
- June 06 – 2004 to 2005 evaluation report presented to TPAC, JPACT and the Metro Council

**Deliverables**

- Evaluation working group formed
- 2004-2005 program evaluation report
- Data collection and tracking methods for future evaluation efforts defined



## Budget

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<b>Regional Travel Options Program Revenue FY 06</b>	
FFY 04 MTIP carry over revenue	
Metro RTO Program	\$227,106
FFY 05 MTIP categories (FFY 05 MTIP = Metro FY 06)	
Core TDM Program (TriMet)	\$403,000
Metro RTO Program	\$562,494
SMART TDM Program	\$55,000
Carryover from TriMet/Metro IGA	\$312,361
<b>Total Grants</b>	<b>\$1,559,961</b>
<b>Other program revenue sources</b>	
ODOT TDM funds	\$1,036,600
BETC (expected to be received in 05/06)	\$101,217
BETC carryover from FY 05	\$43,000
Local match (partners)	\$95,225
<b>Total other sources</b>	<b>\$1,276,042</b>
<b>Total revenues</b>	<b>\$2,836,003</b>

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<b>Revenue source</b>	<b>Grants</b>	<b>Match/Metro</b>	<b>Match/local</b>	<b>ODOT</b>	<b>Total</b>
<b>Program administration</b>					
Metro Program Manager (.5 FTE)	56,486	6,465			62,951
Metro Assoc Trans Planner (.25 FTE)	20,091	2,299			22,390
Administrative staff (.45 FTE)	35,292	4,040			39,332
Contingency and shared cost	3,033	347			3,380
<b>Total program administration</b>					<b>128,053</b>
<b>Collaborative marketing</b>					
Travel Options Marketing Campaign				1,036,600	1,036,600
Marketing/outreach interns (4 interns/160 hours each)	17,368	1,988			19,356
Metro Program Manager (.5 FTE)	56,486	6,465			62,951
Metro Program Assistant 2 (.5 FTE)	28,892	3,307			32,199
Materials and services (display, collateral, incentives)	73,266	8,385			81,651
TriMet employer program**	303,000		34,680		337,680
SMART TDM Program**	55,000		6,295		61,295
<b>Total collaborative marketing</b>					<b>1,631,732</b>
<b>Region 2040 Initiatives Grants**</b>	170,000		19,457		<b>189,457</b>
<b>Transportation Management Assoc. Program**</b>	174,000		19,915		<b>193,915</b>
<b>Regional Rideshare Program</b>					
Regional vanpool fleet operations (20% match)	130,248	32,562			162,810
Rideshare marketing materials and services	25,000	2,861			27,861
CarpoolMatch NW (customer service)***	30,000		3,433		33,433
Metro Assoc Management Analyst (.25 FTE)	19,150	2,192			21,342
<b>Total regional rideshare program</b>					<b>245,446</b>
<b>Evaluation and tracking</b>					
Regional evaluation (1 FTE TriMet)	100,000		11,445		111,445
Metro Travel Behavior Household Survey	22,433	2,567			25,000
Metro Assoc Trans Planner (.25 FTE)	20,091	2,299			22,390
Contracted professional services	35,892	4,108			40,000
<b>Total evaluation and tracking</b>					<b>198,835</b>
<b>Grant carry over for 2040 Initiatives Grants in FY 07</b>	<b>184,233</b>				<b>184,233</b>
<b>BETC carry over for future local match</b>					<b>64,332</b>
<b>Program total*</b>	<b>1,559,961</b>	<b>79,885</b>	<b>95,225</b>	<b>1,036,600</b>	<b>\$2,836,003</b>

**Budget notes:**

\*Proposed Metro staff support totals 2.7 FTE

\*\*Funding sub-allocations to TriMet, Wilsonville SMART, TMAs and 2040 grant recipients

\*\*\*An additional \$60,000 for improvements to the CarpoolMatchNW web site is included in the Region 2040 Initiatives Grants Program budget

Regional Travel Options Subcommittee of TPAC

Regional Travel Options Program  
**Proposed FY 06/07 work plan**

# Regional Travel Options Program

## **Proposed FY 06/07 work plan**

Adopted Dec. 8, 2005 by the Regional Travel Options Subcommittee of TPAC

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### **Regional Travel Options Subcommittee of TPAC**

Lenny Anderson, Swan Island TMA  
Dan Bower, City of Portland  
Jan Bowers, City of Vancouver  
Rhonda Danielson, TriMet  
Sandra Doubleday, City of Gresham  
Susan Drake, DEQ  
Mohammed Fatthi, Clackamas County  
Kathryn Harrington, citizen  
Dan Kaempff, ODOT  
Matt Larsen, Multnomah County  
Gregg Leion, Washington County  
Jen Massa, City of Wilsonville SMART  
Pam Peck, Metro  
Gregg Snyder, citizen  
Greg Theisen, Port of Portland  
Rick Wallace, Oregon Office of Energy  
Dan Zalkow, citizen

## **Background**

The Regional Travel Options (RTO) Program implements regional policy to reduce reliance on the automobile and promote alternatives to driving for all trips. The program emphasizes all alternative modes of travel and all trip purposes, reflecting policies in the Regional Transportation Plan.

This scope of work continues implementation of the Regional Travel Options 5-Year Strategic Plan developed by the RTO subcommittee of the Transportation Policy Alternatives Committee (TPAC) in 2003. The strategic plan was adopted by the Joint Policy Advisory Committee on Transportation in December 2003 and by the Metro Council in January 2004. The strategic plan established the following program goals:

Goal 1 -- Develop a collaborative marketing campaign that is an “umbrella” for all travel options programs being implemented throughout the region.

Goal 2 -- Work with senior managers to become key advocates for RTO program and funding support at TPAC, JPACT and Metro Council.

Goal 3 -- Develop performance measures for all RTO programs, evaluate the success of these programs on an annual basis and use the results to refine future program investments and marketing strategies.

Goal 4 -- Develop an integrated RTO program organizational structure that supports a more collaborative approach to Regional Travel Options program implementation and decision making.

Goal 5 -- Develop regional policies that integrate RTO programs into other regional land use and transportation programs including the Centers Program, TOD Program, Corridors program, water quality programs and TriMet’s Transit Investment Plan.

Goal 6 -- Develop a funding plan that helps create a sustainable Regional Travel Options program.

### **Key program objectives for fiscal year 2006-2007**

- Implement year two of the regional travel options marketing media and advertising campaign.
- Recommend target area for TravelSmart individual/household based marketing campaign in fiscal year 2007-2008.
- Launch one-stop shop for Regional Rideshare Program.
- Develop criteria for formation of new TMAs.
- Recommend prediction factors for selecting cost-effective RTO programs that produce desired program impacts.

## **Relationship to Metro Council goals and success factors**

The Regional Travel Options Program supports the following Metro Council goals and objectives\*:

*1.0 Encourage a strong and equitable regional economy.*

*1.4 Provide efficient access to jobs, services, centers, and industrial areas.*

RTO strategies support economic growth by increasing the capacity of current transportation infrastructure by providing and promoting alternatives to driving alone. The RTO program works directly with employers to find the best travel options for their employees through TriMet's Employer Outreach Program and local transportation management associations (TMAs). Services provided through the RTO program, such as carpool matching, vanpools and transit pass program ensure access to jobs for low-income residents of the region.

*3.0 Conserve Resources.*

*3.4 Use transportation investments and market responsive strategies to promote efficient and compact development, particularly in 2040 mixed-use areas and new urban areas.*

*3.6 Decrease the region's dependency on and consumption of fossil fuels.*

The RTO program can be used to increase the number of people bicycling and walking in centers. TMAs provide local leadership, which is one of the most critical components of developing successful community centers. The RTO program works to reduce drive-alone trips and vehicle miles of travel that results in decreased dependency on and consumption of fossil fuels.

*6.0 Protect and restore the natural environment, and integrate the natural and urban landscapes*

*6.2 Reduce pollution of air, water, and soil.*

Motor vehicles are the largest single source of air pollution in the Portland area. The RTO program will continue to work with Oregon DEQ to monitor progress towards reducing commute trips and the resulting air quality improvement. Stormwater runoff from street rights of way is the number one cause of water quality degradation in urban areas. Reducing the number of people driving prevents the expansion of roadways, which in turns prevent the amount of impervious surface being added to watersheds.

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\*Metro Council Goals and Objectives, Jan. 6, 2005: This document is not, in itself, a strategic plan as it does not define Metro's role in creating these outcomes, nor does it prescribe actions Metro may take. Metro's role in each outcome and the specific initiatives Metro will implement are being developed by the Metro Council through its strategic budget initiative and policy making processes. The Metro Council has committed to work with local governments, stakeholder groups, the region's residents, and Metro employees to collaboratively achieve the outcomes expressed in this document.

## **Program administration**

This scope of work continues implementation of the Regional Travel Options 5-Year Strategic Plan and supports the program structure called for by the strategic plan including administration and management of RTO program functions by Metro and better integration of RTO programs with Metro's Centers, TOD and Corridor programs.

The 1.3 FTE RTO program staff will:

- Chair and support RTO Subcommittee of TPAC, including logistics, scheduling and meeting summaries.
- Conduct quarterly meetings of the Senior Managers group.
- Lead strategic planning for RTO Subcommittee including annual retreat and update of the strategic plan.
- RTO Subcommittee research and support on technical and financial issues.
- Create presentations about RTO program for Metro committees and regional partners.
- Administer contracts for RTO programs.
- Develop and submit FTA application for CMAQ grant funds and administer grants for RTO programs.
- Identify local matching funds sources for future years.
- Complete Business Energy Tax Credit (BETC) applications and identify local pass through partner.
- Develop RTO program budget for FY 07-08.
- Track MTIP funding process and provide updates to RTO subcommittee members and other program partners.
- Provide local transportation system plan support on achieving 2020 non-SOV targets.
- Provide staff support for development and analysis of TDM strategies in corridor planning studies.
- Provide staff support for development and analysis of TDM strategies included in the Regional Transportation Plan Update.
- Represent RTO program at Metro committees and jurisdictions and agency meetings.

### **Key milestones for FY 06/07**

- Sept 06 – RTO 07/08 work programs and budgets reviewed and adopted by RTO subcommittee
- Oct 06 – RTO 07/08 work programs and budgets reviewed and adopted by TPAC, JPACT and the Metro Council
- Nov 06 – BETC applications completed
- June 07 – RTO subcommittee annual retreat
- Ongoing – Track MTIP allocation process
- Ongoing – Participate in Regional Transportation Plan Update and corridor planning studies.

### **Deliverables**

- FY 07/08 budget
- RTO subcommittee meeting summaries
- Updated strategic plan
- RTO annual retreat summary



## **Collaborative Marketing Program**

The RTO Collaborative Marketing Program coordinates all marketing and outreach efforts of the regional partners to create a broader public awareness of the travel options available to people traveling around the region and to reach new, targeted audiences. The program includes implementation of the second year of a regional marketing media and advertising campaign, TriMet's Employer Outreach Program, Wilsonville SMART's TDM Program, and coordination of local partner marketing activities.

Metro's scope of work will focus on coordination of marketing activities carried out by all RTO partners to maximize the program's reach and effectiveness. In addition, the program will leverage the state's investment in the regional travel options marketing media and advertising campaign by conducting outreach at neighborhood and community events, providing incentives and giveaways to encourage behavior change.

The 1.5 FTE RTO program staff, augmented by contracted professional services, will carry out the following tasks:

- Develop RTO collateral materials consistent with the regional travel options marketing media and advertising campaign brand, including fact sheets, brochures, web pages, and other collateral materials.
- Create an RTO presence at key community events, including fairs, festivals and farmers markets, to provide information about travel options and one-on-one consultations with individuals and families willing to make behavior change. Offer a commitment form, backed up with incentives for those who follow through by making behavior.
- Develop regional calendar of events and coordinate presence of RTO partners.
- Support marketing working group for effective coordination and partner communication.
- Audit existing school outreach and marketing programs and recommend RTO role in reaching families with children through school-based outreach.
- Recommend target market(s) for TravelSmart individual/household marketing project(s) funded in the 2006-2009 MTIP. Forward recommendations to the RTO subcommittee, TPAC, JPACT and the Metro Council as part of the RTO budget for fiscal years 2007-2008 and 2008-2009.

### **Key milestones for FY 06-07**

- July-Aug 06 -- Outreach at neighborhood and community events.
- Aug 06 – Recommendation on RTO role in school-based outreach forwarded to RTO subcommittee.
- Sept 06 – Recommendation on target area(s) for TravelSmart individual/household marketing project(s) in fiscal years 2008 and 2009 forwarded to RTO subcommittee.
- Oct 06 – Recommendation on target area(s) for TravelSmart project(s) forwarded to TPAC, JPACT and the Metro Council.
- March 07 – Events calendar completed
- May to June 07 -- Outreach at neighborhood and community events.

- Ongoing – Implement year two of the regional travel options marketing media and advertising campaign.
- Ongoing – Implement Bike There! map marketing strategy
- Milestones to be determined – Coordinate update, printing and marketing of 2007 Bike There! map, and possible development of online trip planning tool

**Deliverables**

- RTO collateral materials
- Regional calendar of events
- TravelSmart target areas defined

## **Regional Rideshare - Vanpool Program**

This program markets carpooling and vanpooling to employers, provides internet-based ride matching services through CarpoolMatchNW.org, and provides vanpool and shuttle services. The scope of work for fiscal year 2006-2007 includes development of new resources, launch of new or increased services in target markets identified in the August 2005 *Rideshare Program Market Research and Implementation Plan* report, and public launch of the one stop shop for provision of rideshare services.

The .5 FTE RTO program staff, augmented by contracted professional services, will carry out the following tasks:

- Work with van vendors and area transit agencies to report vanpool mileage to National Transit Data (NTD) to secure 5307 funds for vanpool operations in FY 08.
- Refine program financial plan.
- Implement vanpool pilot projects in target markets in collaboration with local outreach partners, including TMAs, with the goal of starting 10 new vanpool groups.
- Promote carpooling in targeted markets to meet targets/goals established in FY 06.
- Develop collateral materials including fact sheets, brochures, web pages, testimonials, and other collateral.
- Implement visual brand for program developed in FY 2005-2006 and launch one stop shop to the public.
- Continue participation in development of statewide ridematching system; determine timeline for migrating the regional system to the statewide system.
- Maintain CarpoolMatchNW web site until statewide matching system is available to provide these services for the region.
- Refine targets for services and outreach.
- Track and report on program performance.
- Support rideshare working group of RTO Subcommittee for effective coordination and partner communication.

### **Key milestones for FY 06-07**

- Milestones to be determined – Launch, administer and evaluate one-stop shop for regional rideshare services.
- Ongoing -- Implement vanpool mileage reporting strategy.

### **Deliverables**

- Promotion and marketing plan for 2007
- Regional rideshare services collateral materials
- Updated program financial plan

## **Transportation Management Association (TMA) Program**

The TMA Program operates under the policy direction as provided in Metro Resolutions No.98-2676 and No.02-3183. TMAs are important private/public partnership tools that can be used effectively in the Central City, Regional Centers, Industrial Areas, and some Town Centers. TMAs provide important leadership development in Region 2040 centers that catalyze economic and community development.

The following TMAs provide trip reduction services to employers in the Portland metropolitan area: Clackamas Regional TMA, Gresham TMA, Lloyd TMA, Swan Island TMA, Troutdale TMA, and Westside Transportation Alliance.

RTO program staff will work with the TMAs to (note that FTE for these tasks is included in Program Administration):

- Conduct a study to better understand why the Tualatin and Columbia Corridor TMAs were not successful and use the results to create new criteria for the TMA approval process.
- Explore opportunities to develop TMAs in regional centers where significant transportation investments are being made. Over the next 3-5 years this will include proposed TMA start-ups in Hillsboro, Washington Square, Gateway and Oregon City (if they are ripe for TMA formation).
- Develop work plans for each TMA that support the unique character of each regional center and industrial areas and recognizing that at different levels of development.
- Hold quarterly meetings of TMA directors.
- Track TMA performance toward meeting outreach and performance targets.
- Recommend options for better linking TMA performance to funding.
- Develop performance measures for TMAs.
- Recommend options for better linking performance to funding.

### **Key milestones for FY 06-07**

- Oct 06 – TMA directors meeting held
- Jan 07 – TMA directors meeting held
- April 07 – TMA directors meeting held
- May 07 – TMA funding agreements for FY 06-07 executed
- June 07 – TMA directors meeting held
- Milestones to be determined – Recommend criteria for formation of new TMAs.

### **Deliverables**

- Report on factors that create a successful TMA
- TMA agreements
- Summaries of quarterly TMA director meetings
- Quarterly progress reports

## **2040 Initiatives Grant Program**

This program is administered by Metro with oversight from the RTO subcommittee. Grant funds are allocated bi-annually and fund TDM services and programs implemented by local jurisdictions, TMAs and non-profit groups located within Metro's boundary. Projects funded with 2040 grants must strive to reduce the usage of single occupant vehicles and/or daily vehicle miles traveled within a specific geographic location. All projects must quantify this reduction and quantify CO2 reduction or other air quality improvements.

In FY 07 the program will be administering grants awarded by the RTO subcommittee for 2006-2008. Grant administration FTE is included in Program Administration. 2040 grant funds available for 2006-2008 total \$291,350 for a 2-year program total of \$324,696.

### **Key milestones for FY 05-06**

- July 06 – Work on 2006-2008 projects begins.
- Oct 06 – Quarterly progress reports submitted to Metro
- Jan 07 – Quarterly progress reports submitted to Metro
- April 07 – Quarterly progress reports submitted to Metro
- July 07 – Quarterly progress reports submitted to Metro

### **Deliverables**

- Quarterly progress reports

## **Evaluation Program**

This program collects, analyzes and reports data for each RTO program to ensure that RTO program funds are invested in the most cost effective ways. A biannual evaluation report is used to refine program development, marketing and implementation to ensure that limited program dollars are invested in the most cost effective ways.

The .65 FTE RTO program staff will be responsible for on going and consistent data collection and tracking that will be used to produce an evaluation report for 2006-2007 in fiscal year 08. RTO program staff and the evaluation working group will continue to participate in the development of Metro's longitudinal Travel Behavior Survey of 1,000 households for up to five years and recommend survey projects for future years that will assist with evaluation of the RTO program and could result in models that would better predict the impact of investments in TDM strategies and infrastructure for travel options.

The .65 FTE RTO program staff will:

- Support RTO evaluation working group for effective partner involvement in the RTO evaluation program.
- Conduct on going data collection and tracking for all RTO funded programs.
- Create a central database for the RTO program that can be used in conjunction with other regional travel behavior data to monitor each program component.
- Develop a set of prediction factors that would be used to select RTO programs for implementation based on cost-effectiveness and ability to achieve desired program impacts.
- Recommend options for RTO participation in the longitudinal Travel Behavioral Survey.

### **Key milestones for FY 06-07**

- July 06 – Workplan for development of program database and prediction factors completed. The plan will identify milestones for the evaluation program in FY 06-07.
- Ongoing – Data collection and program tracking.

### **Deliverables**

- Program effectiveness prediction factors.
- Central database completed.

## Budget

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### Regional Travel Options Program Revenue FY 07

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FFY 06 MTIP categories (FFY 06 MTIP = Metro FY 07)

Regional evaluation (TriMet)	\$100,000	
TriMet employer program	\$195,000	
Core TDM Program	\$987,000	
Telework (ODOE)	\$27,000	
BETC (ODOE)	\$27,000	
SMART TDM Program	\$121,000	
Carry over for 2040 Initiatives Grants	\$184,233	
<b>Total grant revenue</b>		<b>\$1,641,233</b>

Other program revenue sources

ODOT TDM funds	\$823,435	
BETC (expected to be received in 06/07)	\$112,037	
BETC carryover from FY 06	\$64,332	
Local match (partners)	\$91,010	
<b>Total other sources</b>		<b>\$1,090,814</b>

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<b>Total revenues</b>		<b>\$2,732,047</b>
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<b>Revenue source</b>	<b>Grants</b>	<b>Match/Metro</b>	<b>Match/Local</b>	<b>ODOT</b>	<b>Total</b>
<b>Program administration</b>					
Metro Program Manager (.5 FTE)	\$57,306	\$6,559			\$63,865
Metro Assoc Trans Planner (.5 FTE)	\$42,805	\$4,899			\$47,704
Administrative staff (.3 FTE)	\$18,145	\$2,077			\$20,222
Contingency and shared cost	\$20,324	\$2,326			\$22,650
<b>Total program administration</b>					<b>\$154,441</b>
<b>Collaborative marketing</b>					
Travel Options Marketing Campaign				\$823,435	\$823,435
Metro Program Manager (.5 FTE)	\$57,306	\$6,559			\$63,865
Marketing/outreach interns (4 interns/320 hours each)	\$35,228	\$4,032			\$39,260
Metro Program Assistant 2 (1 FTE)	\$57,784	\$6,614			\$64,398
Materials and services (collateral, incentives)	\$29,415	\$3,366			\$32,781
TriMet employer program*	\$350,000			\$40,059	\$390,059
SMART TDM Program (07 and 08)*	\$121,000			\$13,849	\$134,849
<b>Total collaboration marketing</b>					<b>\$1,548,647</b>
<b>Region 2040 Initiatives Grants (2006-2008)*</b>	\$145,675		\$16,673		<b>\$162,348</b>
<b>Transportation Management Assoc. (TMA) Program*</b>	\$148,500		\$16,996		<b>\$165,496</b>
<b>Regional rideshare program</b>					
Regional vanpool fleet operations (20% match)	\$130,248	\$32,562			\$162,810
Vanpool pilot projects operations (20% match)	\$88,000	\$22,000			\$110,000
Rideshare marketing materials and services	\$40,000	\$4,578			\$44,578
CarpoolMatch NW (maintenance)	\$30,000			\$3,433	\$33,433
Metro Assoc Management Analyst (.5 FTE)	\$40,766	\$4,666			\$45,432
<b>Total regional rideshare program</b>					<b>\$396,253</b>
<b>Evaluation and tracking</b>					
Metro Travel Behavior Household Survey	\$22,433	\$2,567			\$25,000
Metro Assoc Trans Planner (.5 FTE)	\$42,805	\$4,899			\$47,704
Data Resources and Transportation Research (.15 FTE)	\$17,817	\$2,039			\$19,856
<b>Total evaluation and tracking</b>					<b>\$92,560</b>
<b>Grant carry over for 2040 Initiatives Grants in FY 08**</b>	\$145,675				<b>\$145,675</b>
<b>BETC carry over for future local match</b>					<b>\$66,627</b>
<b>Program total***</b>	<b>\$1,641,232</b>	<b>\$109,743</b>	<b>\$91,010</b>	<b>\$823,435</b>	<b>\$2,732,047</b>

Regional Travel Options Program  
Proposed FY 06-07 work plan, adopted Dec. 8, 2005



**Budget notes:**

\*Funding sub-allocations to TriMet, Wilsonville SMART, TMAs and 2040 grant recipients

\*\*2040 grant funds available for 7/06-6/08 will total \$291,350 for a 2-year program total of \$324,696

\*\*\*Proposed Metro staff totals 3.95 FTE

## STAFF REPORT

### FOR THE PURPOSE OF CONSIDERATION OF REGIONAL TRAVEL OPTIONS PROGRAM WORK PLANS AND FUNDING SUB-ALLOCATIONS FOR FISCAL YEARS 05-06 AND 06-07.

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Date: December 21, 2005

Prepared by: Pam Peck

#### BACKGROUND

The Regional Travel Options (RTO) Program implements regional policy to reduce reliance on the automobile and promote alternatives to driving for all trips. The program emphasizes all alternative modes of travel and all trip purposes, reflecting policies in the Regional Transportation Plan. The Metro Council approved a five-year strategic plan for the Regional Travel Options program in 2004 that placed an emphasis on coordinating regional marketing activities and shifted the lead role for managing the program from TriMet to Metro.

Key components of the RTO program include a collaborative marketing program, regional rideshare program, transportation management association program, and grant program that provides funds to partner agencies and organizations through a competitive project selection process. Most program activities are implemented by partner organizations and agencies or consultant contracts administered by Metro.

The Metro Council and Joint Policy Advisory Committee on Transportation established funding levels for the Regional Travel Options Program in the 2004-2007 Metropolitan Transportation Improvement Program through the Transportation Priorities funding process. The Regional Travel Options Subcommittee of TPAC is charged with recommending detailed work plans and funding sub-allocations to partner agencies and organizations to support program implementation activities.

The subcommittee adopted the attached proposed work plans for fiscal year 2005-2006 and 2006-2007 at their December 8, 2005 meeting. The work plans implement the program's five-year strategic plan and include a narrative for program activities and recommendations for sub-allocation of program funds to Metro, TriMet, Wilsonville SMART, and area transportation management associations.

#### ANALYSIS/INFORMATION

1. **Known Opposition:** None.
2. **Legal Antecedents:** None.
3. **Anticipated Effects:** Provides certainty on funding sub-allocations levels for RTO partner agencies and organizations.
4. **Budget Impacts:** None anticipated, however the program relies on revenue generated through Business Energy Tax Credit (BETC) Program to meet local matching requirements for federal grant funds. The BETC program is currently under review by the Oregon Department of Energy. Revised rules may impact project eligibility requirements and could decrease the amount of revenue available through this program. In FY 2005/2006 the RTO program will explore and develop additional matching fund options.

**RECOMMENDED ACTION**

The Chief Operating Officer recommends approval of Resolution 05-3655.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING 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, which was comprised of 17 jurisdictional members representing interest areas within the corridor and three at-large citizen members selected through a public solicitation process, began meeting in September 2003; 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 PAC recommendations for this phase of 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 A) 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 A); 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

**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.\*
  - 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

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

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.

## STAFF REPORT

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

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Date: December 29, 2005

Prepared by: Richard Brandman  
Bridget Wiegart  
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. 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 regional and town centers and retaining the livability of nearby communities.

The study's Policy Advisory Committee (PAC) consisted of 17 members representing interests areas 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 A 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.

#### *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 to 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 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 Option A, but projection shows 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.\*

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.

**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

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\* Based on currently anticipated funding sources

improvements critical for access to regional centers. The evaluation also identified a series of north-south arterial and 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 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

**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 of the Washington Square Greenbelt 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 A).

**Transit Service serving the Highway 217 corridor** – The finding 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.

## **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 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. 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 budget impacts. 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 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.

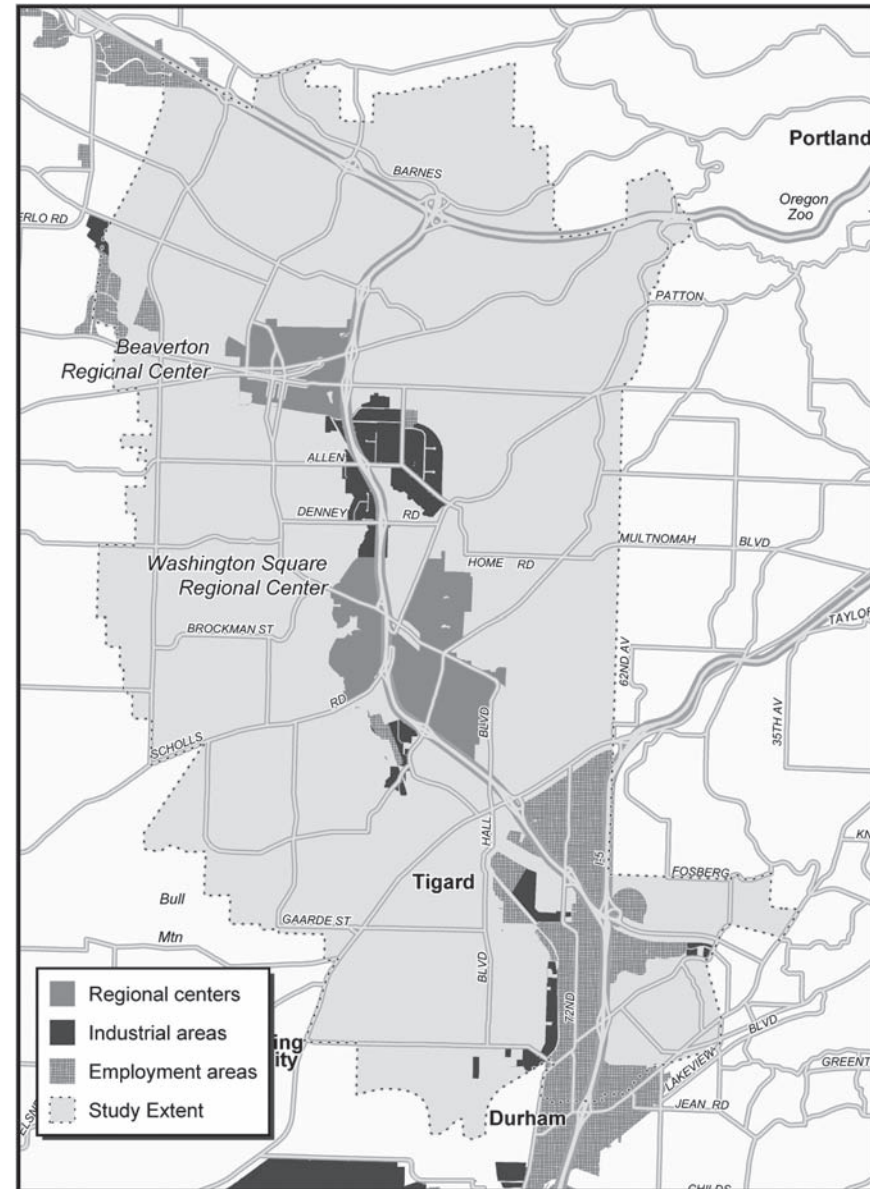
## Study goals and objectives

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

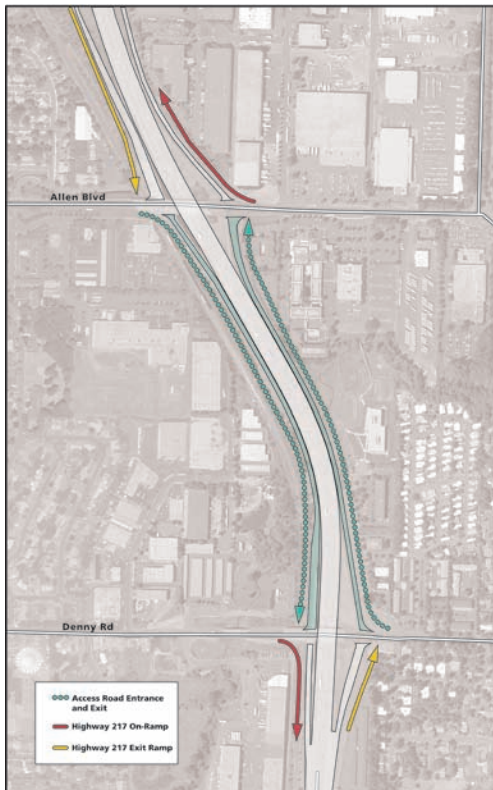
### Bicycle/pedestrian improvements

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

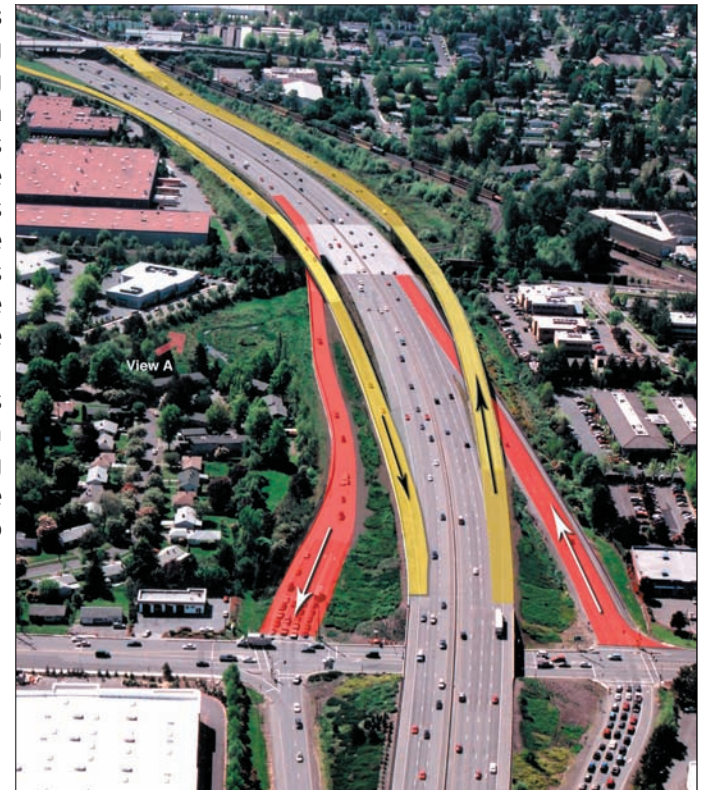


### Split diamonds

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.

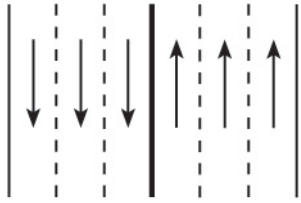
**Funding considerations:** Due to a lack of state transportation funds available, funding considerations have been a major focus of the study. State and regional policy requires every major project to consider tolling. In the proposed options, tolls are a “user fee” charged only to people who use the 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.

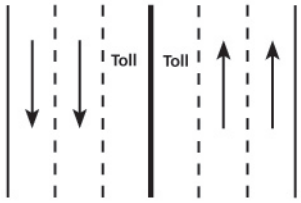
## Option A – Six Lanes



**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.

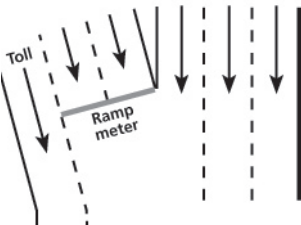
## Option B – Six Lanes With Express Toll Lanes



**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.

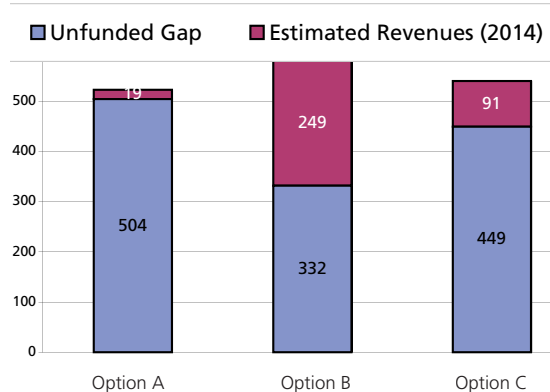
## Option C – Six Lanes With Tolled Ramp Meter Bypass



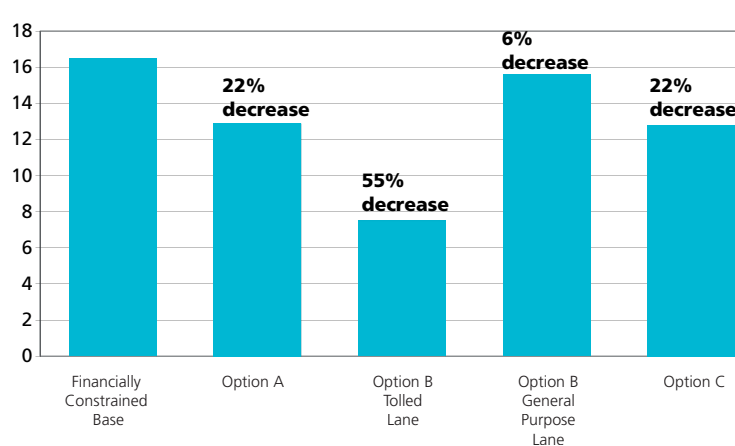
**Overview:** This option would include an additional unrestricted travel lane in each direction on Highway 217 in addition to a new lane on the entrance ramps. Drivers who choose to use the new express ramp lane to bypass the queue at the ramp meter would pay a toll. Trucks would be allowed to use the 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.

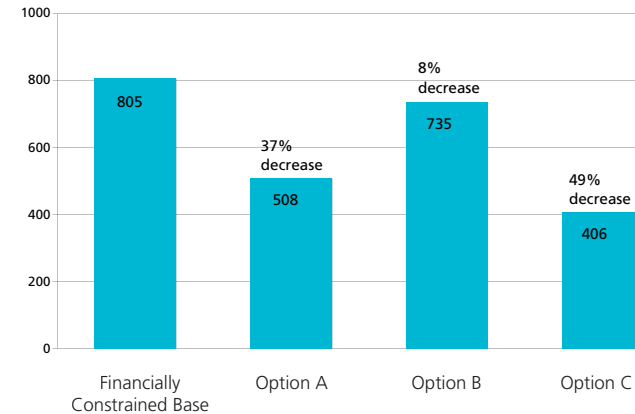
**Estimated Construction Costs and Funding Gap (2014)**  
Phase II Alternatives



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

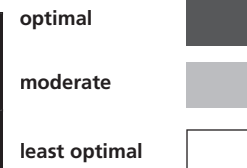


**Hours of Vehicle Delay on Highway 217**



**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



\*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.hw217.org](http://www.hw217.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.

THE BICYCLE TRANSPORTATION ALLIANCE



**Blueprint for Better Biking  
40 Ways to Get There**



# A Blueprint: 40 Ways to Get There

Portland's investment in bikeways has paid off, with bicycling as a means of transportation more than tripling in the last decade.

## A Great Start

The Bicycle Transportation Alliance is Oregon's voice for cyclists. Thanks in part to the BTA's advocacy and educational efforts, Portland leads the country in bike-friendliness for a city its size, being named America's Best Bicycling City three times by *Bicycling* magazine. We're continuing to push the envelope to discover new ways to provide more transportation choices for people in the Portland metro area.

Since the BTA's start in 1990, Portland has quadrupled our miles of bikeways, tripled the number of people riding bikes, and developed a vibrant bicycle culture. Our efforts are working. But we need to do more.

## Setting the Scene

Fueled by a desire to be designed the nation's first "Platinum-rated" bicycling city (a designation by the League of American Bicyclists), and create a clear path for our future, the BTA is launching a campaign to focus the region's decisionmakers on a set of forty tangible improvements.

The *Blueprint for Better Biking* provides a list of 40 priority projects that would help the Portland Metro area achieve a new level of success in bicycling. We recommend innovative, popular, and realistic solutions to substantially increase cycling. We feature low-cost, high-return solutions and projects that fill serious gaps in the current network. We offer solutions based on a set of consistent principles that are appropriate to the different urban and suburban contexts.

This project defines the future direction of the BTA's bicycling advocacy. It is intended to inspire cyclists and our agency partners, and develop partnerships and advance cycling for the good of all. The BTA brings you the *Blueprint for Better Biking: 40 Ways to Get There*.

## Goals of the Blueprint Report

The goal of the *Blueprint for Better Biking* is to identify a consistent set of bicycling facilities, policies, and programs that will drastically increase bicycling among a wide range of users including adults, elderly and youth.

- Implementing our recommendations will:
- Increase the safety, accessibility and convenience of all major bike routes.
  - Inspire new bicyclists by making cycling a viable option for all types of transportation trips and recreational and fitness purposes.
  - Increase the quality of experience for cyclists.



PHOTO BY CHRIS HO, CHRISHOPHOTO.COM

# What People Want..

## Process: People Generated our Vision

In our quest to develop a vision that increases bicycling, we focused on listening to people. The BTA worked with experts and listened to everyday and novice cyclists.

Starting in 2004, the BTA:

- Convened a cabinet of experts on bicycling facilities, programs, and policy to serve as our advisory committee.
- Surveyed over 900 Portland area residents about cycling.
- Met with bicycling planners, presented at bicycle advisory committees, and ran a series of ground-truthing bike rides called “Ride the Region.”
- Researched cost-effective techniques that will attract current and emerging cyclists.

## Themes and Challenges

Our research identified four major themes summarizing the challenges common to everyday bicycling:

### 1. Cycling Around Cars

Cycling in traffic, around automobiles, is the top concern of cyclists of all levels of skill and experience. Increasing the number of low-traffic bicycling routes is especially important for parents and families, people with limited cycling experience, seniors, and those who simply prefer an aesthetically pleasing ride.

### 2. Complete Routes

Bicycle lanes and facilities often end, disappear, or have key gaps. Gaps at dangerous intersections are a major barrier to inexperienced cyclists.

### 3. Motorist Behavior

As congestion, speeding, and driver aggression increases, driver behavior has become an increasing concern for cyclists. Cyclists feel endangered when motorists speed, run red lights, fail to yield, and drive while drunk or talking on cell phones.

### 4. Quality of the Facilities

Debris, poor street conditions, and lack of clear signs and markings are critical problems cited by many regular cyclists, especially in suburban areas. Conditions that are acceptable for motorists can be barriers for cyclists.

### Action

The *Blueprint for Better Biking* defines a vision that addresses these four themes.

The BTA’s strategy to increase bicycling focuses on both current and potential bicyclists. We identify different kinds of cyclists and discuss facilities to accommodate each type. Our strategies focus on generating the largest increase in bicycling among the total population.

Nearly 500,000 Americans ride their bicycles to work on a daily basis, and 52 percent of Americans want to bike more than they do.



PHOTO BY HUGH BYNUM





# Blueprint for Success

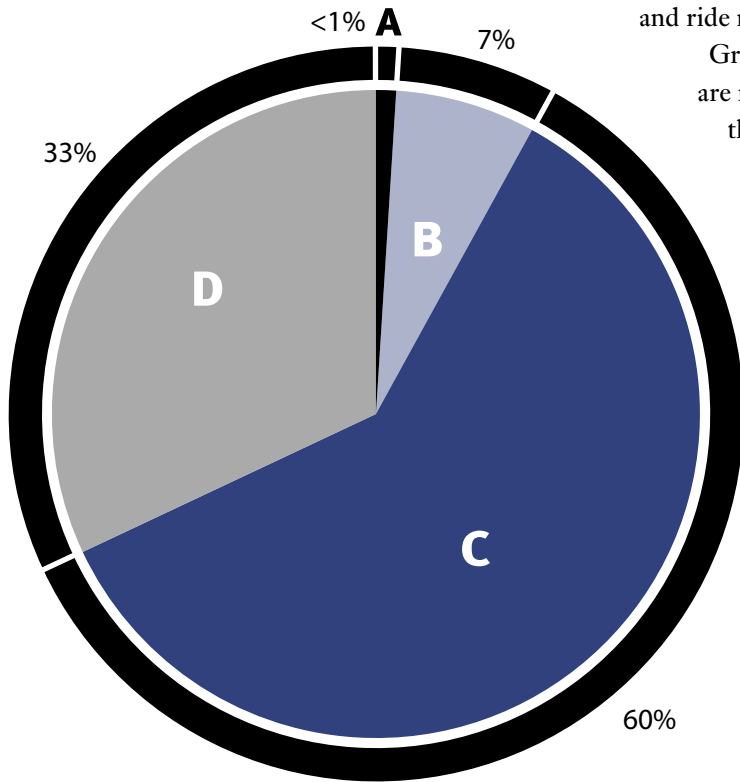
**BTA Vision:** create a network of bicycle routes that attracts all people, using clearly identified, well-maintained, and connected bikeways that minimizes exposure to automobile traffic.

## 1. Increased User Base

Research shows that most Portlanders enjoy bicycling and would bicycle for recreation, exercise, and to get around. We have categorized these people into three groups:

**Group A** is a small group of “strong and fearless” riders who ride anywhere, on any road. **Group B** are “enthused and confident” cyclists who ride regularly on most types of bikeways. **Group C**, the “interested and concerned,” are the largest group that ride in smallest numbers. They require low-traffic and no-traffic routes to feel safe and ride more often.

Groups B and C are roughly two-thirds of the population.



- A** FEARLESS
- B** CONFIDENT
- C** INTERESTED
- D** NON-CYCLISTS

The potential is great to drastically increase bicycling rates in the metro area by creating new low-traffic, well-placed bikeways.

## 2. Comprehensive Bikeway Network

A comprehensive network of connected bikeways is key to attracting Group B and C cyclists. Low-traffic bicycle streets will link to off-street or higher traffic, longer-distance routes. Each type of route should be designed for appropriate user groups.

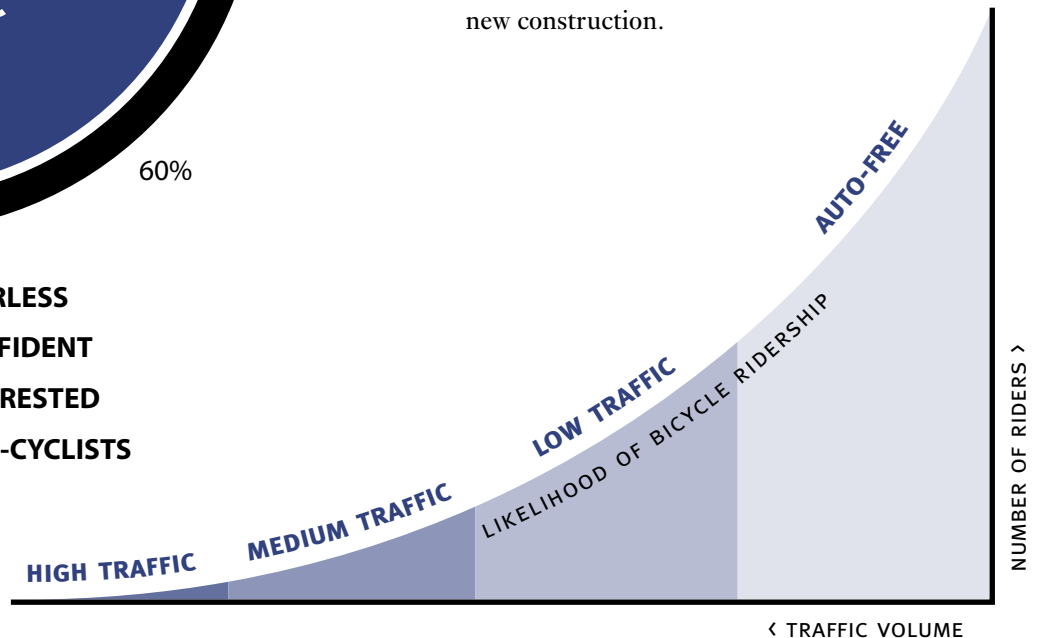
### Low Traffic Streets

**Bicycle Boulevards** - Streets where bicycles are prioritized. Boulevards provide connected routes and are easily identified with pavement markings and signs. The most effective boulevards restrict automobile travel and improve major intersection crossings.

**Woonerfs**, the Dutch word for “living streets,” are extremely low traffic, low speed streets where walkers and bicyclists share the road with autos.

### Bike Lanes: A tool for major roadways

Striping bike lanes is a low-cost way to convert primary streets into bicycle-friendly streets. Bicycle lanes on mid-traffic streets are primary commuting routes for Group A and B cyclists; they should be included in new construction.



### 3. Solutions for the Suburbs

Bicycling in the suburbs is less common and logistically more difficult than in older urban areas. Urban centers, including Portland's, have a network of connected lower-traffic streets; most suburban through-streets have higher volumes and speeds.

Suburban areas often start with bike lanes on high-traffic streets, providing access for Group A cyclists. A wider range of solutions will appeal to more riders.

### 4. Cultural Shift

Targeted marketing and promotions are effective in increasing first time and continued bicycling. Examples include:

#### Car Free Sundays

On any given Sunday, two million of Bogotá, Columbia's seven million residents take to the streets on bicycle and foot using the 120 km of streets that are closed to cars.

#### Travel Smart

A social marketing program that identifies and works with individuals that want to change the way they travel. In Portland's pilot programs, participants reduced car trips by 12%.

#### Safe Routes to School

Nationwide only 15% of children walk and bike to school. Ongoing efforts in pilot communities have doubled children's bicycling and walking to school.

#### Financial Incentives and Employer Support

Would a \$200 cash-out compensation entice more bikers? Federal law allows employers to offer tax-exempt incentives to employees who take transit or carpool. This could be extended to bicycling.

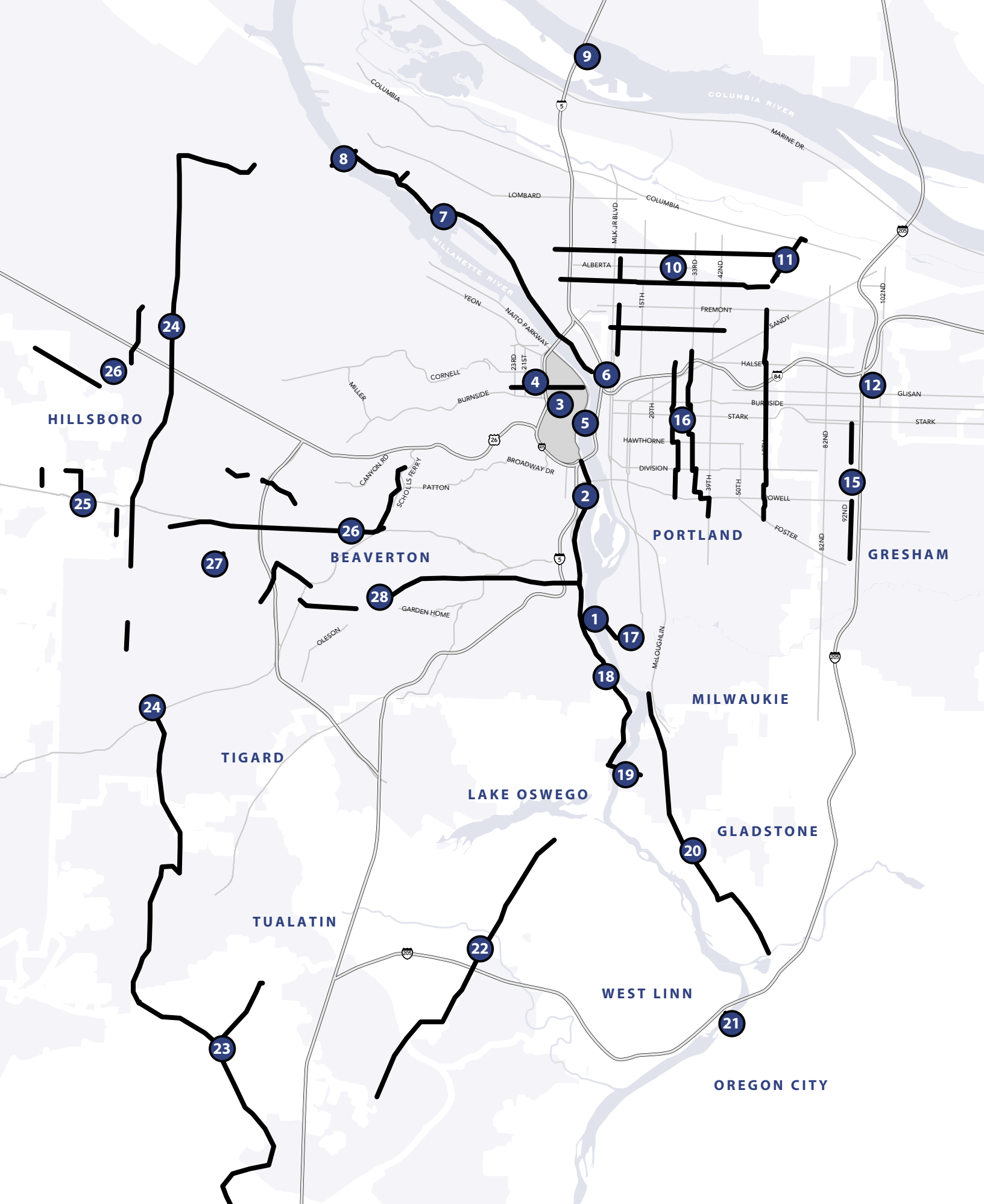
### SUBURBAN SOLUTIONS:

BIKEWAY TYPE	ATTRIBUTES
Shared Use Paths	Build paths with new developments along power lines, waterways, utilities and in parks.
Low-traffic Network	Identify and mark existing low-traffic suburban streets. Add bicycle "cut-throughs" to schools, parks, and between subdivisions.
Safe Routes to Schools	Develop programs and parent-coalitions to help more children walk and bike to school.
Centers and Campuses	Focus high-cost facilities in town centers and on campuses to encourage limited auto use areas.



PHOTO BY HUGH BYNUM







# The Top 40 Projects

## 1: Sellwood Bridge

The biggest barrier identified by Portland-area, the Sellwood Bridge is nearly uncrossable. Bicyclists cannot legally use the narrow sidewalks, and the busy traffic lanes are narrow. The bridge is over three miles from a safe alternative.



## 2: South Waterfront Path

The South Waterfront development district will transform Portland’s waterfront with new residential and employment districts. This area is also a major gap in the Willamette riverfront trails system.

## 3: Central City Bicycle Plan

Getting to and around Portland’s central city is a challenge for cyclists. The downtown Bicycle Plan update will target west-side access and accommodations for less-experienced cyclists. Other issues include: access to and from Waterfront Park; north-south bikeways; signs and markings; and bicycle parking.



## 4: NW Flanders St.: Bike Boulevard

Flanders Street was identified as a future bicycle boulevard in the Burnside Street plan. This new bicycle route will connect the Pearl and Nob Hill business district with a bike- and pedestrian-only bridge over I-405.

## 5: Morrison Bridge

The Morrison Bridge connects SE Portland and the Esplanade to central downtown Portland. Bicyclists cannot safely cross the bridge and must detour to bridges either north or south.

## 6: Rose Quarter

The Rose Quarter is a “black hole” for cyclists; the direct and intuitive connection between the well-used Eastside Esplanade and the Vancouver/Williams bikeways is prohibited through the Rose Quarter Transit Center.

**Focus on Bottlenecks.**  
**Bridges and freeway crossings are non-negotiable; even a well-designed network fails if cyclists can’t cross the rivers and freeways.**



: This symbol marks the projects most likely to increase cycling

**Note: projects 29-40 not shown on this map**



## Top 40 Projects (cont'd)



PHOTO BY HUGH BYNUM

**Vancouver's Waterfront Renaissance Trail runs 3.5 miles and costs \$3.5 million. The trail has helped catalyze over \$300 million in private redevelopment along the inner waterfront and downtown.**

### 7: North Willamette Greenway Trail

Part of the Willamette River Greenway vision, this trail creates a new route from the Eastbank Esplanade north through Swan Island to the St. Johns. It will connect major employment centers, the Lewis and Clark Discovery Greenway Trail, and Marine Drive.

### 8: St. Johns Bridge

The only bridge for 5 miles, the St. Johns is very dangerous for cyclists. If improved it would connect North Portland to Forest Park, job sites in industrial Northwest Portland, and Sauvie Island. A possible two-lane solution with bike lanes would accommodate all users.

### 9: I-5 Bridge Access: Portland

Traveling from Portland to Vancouver is confusing and disconcerting, even for experienced cyclists. The I-5 bridge crossing lacks adequate markings and has gaps, especially at Jantzen Beach, deterring bicycling between the cities.

### 10: North/NE Portland – New East-West Bikeways

North and Northeast Portland lack high-quality, connective low-traffic bikeways running east-west (such as SE Ankeny and SE Lincoln/Harrison). Improvements can be made on existing routes such as NE Tillamook or Knott; a new set of bicycle boulevards are recommended (e.g. N Failing, N Mason, and N Bryant).



### 11: NE Cully Boulevard

NE Cully improvements will serve an economically challenged community and improve a dangerous gap for cyclists.

### 12: I-205 Bike Path Crossings

The I-205 path has dangerous crossings at a number of major streets; the crossing at NE Glisan is particularly hazardous. Trails target new and inexperienced users, making safe trail crossings especially important to protect all users.

### 13: Gresham Fairview Trail

This trail will be a major north-south connection in east Multnomah County. Starting at the Springwater Corridor in Gresham, it crosses the eastside MAX light-rail and will continue at the Columbia River connecting to the existing Lewis and Clark Discovery Greenway Trail along Marine Drive.

### 14: Springwater Corridor to Mt. Hood

Extending the popular Springwater Corridor southeast to Mt. Hood, connecting to the Pacific Crest Trail will provide an outstanding destination for bicycle tourists and a recreation opportunity for metro-area residents.

### 15: 92nd Ave

SE 92nd Ave will fill gaps in the connection between the Lents neighborhood and other parts of Portland, including Rocky Butte. The Route must develop an innovative and easily identifiable way to cross I-84.

### 16: North-South Eastside Bikeways

NE and SE Portland lack safe and accessible north-south connections. Crossing I-84 is especially challenging. Possible improved/new crossings include 7th, 24th, 28th, 52nd, and 74th Avenues.

### 17: Close the Springwater Gap

Connecting the final gap in the popular Springwater Trail corridor will complete the off-street route between Boring and downtown Portland.

### 18: Highway 43 and Willamette Shoreline Trail

Cyclists going between West Linn/Lake Oswego and Portland face Highway 43, one of the most dangerous and challenging gaps in the region. The “Willamette Shoreline” corridor might include an updated streetcar line, must include a high-quality bicycling route.



**19: Lake Oswego to Milwaukie Crossing**

Crossing the river is again a barrier for cyclists, here between Lake Oswego and Milwaukie/Gladstone. A possible solution is to convert an existing railroad bridge into a bicycle/pedestrian river crossing.

**20: Trolley Trail**

This north-south route will connect Sellwood, Milwaukie, Oregon City, and Gladstone along a former streetcar line. It will connect to the Springwater Corridor and to the Willamette River trail network.

**21: West Linn to Oregon City Crossing**

Recreational and transportation cyclists have no safe way to cross the river between West Linn and Oregon City. An improved crossing added to the historic bridge will provide a necessary link between two important town centers.

**22: Stafford Road**

Stafford Road has no shoulders, fast-moving traffic, and is located in a rapidly-growing area. It is also a popular route for recreational riders. Addition of safety shoulders or bike lanes will greatly improve bicyclist safety on Stafford.

**23: Tonquin Trail**

The Tonquin Trail is a proposed 19-mile path linking Wilsonville, Tualatin and Sherwood. The Mt. Scott-Scouter's Loop Trail is a proposed trail that would link Happy Valley and the Sunnyside Road area to future development in Pleasant Valley, Damascus and the Sunrise Corridor.



**24: Beaverton Powerline Trail**

A powerline corridor owned by PGE and BPA runs from the Tualatin River north to Forest Park. More than two miles of this 16-mile trail concept are complete.

**25: Low-Traffic Suburban Routes**

To increase cycling among suburban residents, well-marked low-traffic bicycle networks must be developed. Even among current cyclists, many suburban riders develop their own circuitous neighborhood routes. A formalized network will creatively identify existing routes and mark them with high-visibility treatments.



**26: Gaps in Suburban Bikeways**

Suburban bicycle routes are often high-traffic streets with bicycle lanes. These bikeways must be connected and major gaps fixed. Sample gaps to be fixed are: SW Garden Home Road; Beaverton-Hillsdale Highway at Scholls Ferry; SW Walker Road; SW Barbur Blvd.; Bethany Road.

**27: SW Hall Boulevard**

SW Hall Blvd. leads directly in and out of downtown Beaverton. An unmanageable gap is a barrier for shoppers, recreational cyclists, MAX users and folks just trying to visit Beaverton's renowned Farmer's Market.

Every day thousands of bicyclists travel downtown to work and shop. Every cyclist frees up a parking space, improving the economic vitality of downtown.



PHOTO BY HUGH BYNUM

## Top 40 Projects (cont'd)

### Effective low-traffic

#### bikeways include:

- Low car volumes

obtained by diverting auto traffic at intersections with arterial streets.

- Low traffic speeds

obtained through design (traffic calming, skinny streets, street trees, striping), markings, and enforcement.

- Innovative signs and markings for designated bikeways that raise driver awareness, slow vehicle speeds, and make the street welcoming for bicyclists.

- Connected network that allows cyclists to travel to major destination centers.

### 28: Fanno Creek Trail

Beginning at Willamette Park, this trail will stretch 15 miles south-west through Beaverton, Tigard, and Durham, ending at the Tualatin River. With half of the trail complete or under construction, this trail network will provide access to other north-south trails and the Willamette River Greenway trails.



### 29: Low-Speeds/Low-Volume Bikeways

Portland's Bicycle Boulevards and European Woonerfs are successful street treatments that reduce speeds in residential neighborhoods and provide cyclists with excellent cross-town routes. Building more of these facilities will be a cost-effective way to attract new riders.



### 30: Signs and Markings

Bikeway signage and pavement markings indicate routes and provide navigation, safety, and security functions. Ideal systems are easily seen, on-street markings visible by both cyclists and drivers. Markings are used to indicate bicycle boulevards, to direct cyclists to major routes and paths, indicate route shifts, and alert drivers to cyclists' expected presence.

### 31: Maintenance of Bikeways

Bikeway maintenance is a core concern for cyclists. Maintenance includes sweeping bike lanes and paths, paving and pothole repair, landscaping, and street marking repainting. Jurisdictions must schedule regular sweeping and improve responsiveness, especially in Washington County and for blue bike lanes.

### 32: Employer-Based Incentive Programs

Current law provides employer-based tax breaks for car parking and transit. Developing employer-based programs that offer cyclists cash-out or other incentives will increase the number of people who bike or walk.

### 33: Tourism Center

A regional tourism center and office will increase bicycle tourism by promoting bicycling, providing tourism information and offering services to people interested in traveling in Oregon.

### 34: Enforcement Campaigns

Enforcement campaigns targeting the most dangerous violators will increase safety. Motorist violations include running red lights; aggressive and drunk driving, failure to yield, and speeding in low-speed zones. Cyclist violations include wrong-way riding, improper lights, and red light running. Police liaisons will help facilitate community-based enforcement and coordinate with engineers. Diversion programs will increase public acceptance.



### 35: Education Campaigns

Education campaigns will teach the rights and responsibilities of bicycling. Institutionalized education programs are preferred, such as mandatory drivers' education, improved DMV literature and testing, and outreach via Commercial Driver's Licensing. Billboard and advertising campaigns can communicate public messages and raise visibility.

### 36: Car-Free Events

Worldwide, cities host events to make walking and biking easier for families, children, and the elderly. The most successful are regular, weekly events that close a portion of the roads. Others prohibit auto use in a larger zones. In Portland, Bridge Pedal is one event that touches these concepts, with 20,000 bicyclists and walkers!

**37: Safe Routes to School**

Safe Routes to School programs increase bicycling and walking to school through a comprehensive approach that includes engineering, education, encouragement, and enforcement components. Programs engage schools, parents, children and community groups.



**38: Bike Parking**

Improved end-of-trip bike parking, both long-term and short-term, will increase the number of people who bike to retail and commercial districts, transit stops, campuses, and jobsites.

**39: MAX Station Bicycle Hubs**

In order to connect transit and cycling, bicycle hubs should be placed at every MAX station. They will include signage, bike-route maps, on-demand bike lockers, and bike tourism information. Safe and well-marked bike routes leading to each stop will enhance the system.

**40: Oregon Center for Bicycling and Walking**

Founding this institute at Portland State University will incubate, test, and evaluate, and propose innovative bicycle and walking plans, street treatments, etc., as well as providing a center for learning and research.

Bicycling at a moderate pace for just 30 minutes, three times a week, provides great improvements in cardiovascular health, body weight, and mental health.





# Blueprint for Better Biking

The Blueprint for Better Biking is a project of the Bicycle Transportation Alliance. Contact us at 503.226.0676 or [www.bta4bikes.org](http://www.bta4bikes.org)

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*Thank you participants, including the over 900 survey respondents and Bicycle Advisory Committees.*

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Bicycle Safety, Julie Yip 503-986-4196

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**METRO**

DATE: December 29, 2005  
TO: TPAC and Interested Parties  
FROM: Ted Leybold: Principal Transportation Planner  
SUBJECT: 2008-11 Transportation Priorities Policy Update process

\* \* \* \* \*

TPAC will be discussing the policy update to the 2008-11 Transportation Priorities program at the January 6<sup>th</sup> TPAC meeting in preparation of making a recommendation to JPACT at its January 29<sup>th</sup> meeting.

I have attached a draft schedule and the existing policy report (from the 2006-09 update process) for your consideration. Following are issues that have arisen during administration of the program that could potentially be addressed through this policy update process as a starting point for discussion. They are also listed in more detail at the end of the draft policy report.

### **Potential Policy Issues**

#### Process Issues

Evaluate options to apply or not apply new SAFETEA process provisions.

Implementation of pre-application process.

#### Policy Direction

Retain screening criteria, sub-regional application limits and qualitative issues listing.

Integration of Final Cut narrowing policies from 2006-09 process. (see attached)

Option of reserving funds to address inflation allocation to existing projects.

Clarification of Economic Development objectives – What issues should be addressed and measured?

Opportunity to provide more direction on program objectives, modal emphasis, project element emphasis or other policy direction on narrowing or broadening scope of projects to be considered.

### Technical Refinement Issues

Integration of Operations issues measures into evaluation of modal categories and potential creation of an Operations program allocation category.

Updates to Economic Development measures and resources to conduct analysis.

Potential to improve link between policy direction and technical measures.

New EPA guidance on Environmental Justice methodology.

Depending on process selected, implement or do not implement new SAFETEA provisions on technical analysis.

Potential methods to encourage use of recycled materials in transportation projects in response to FHWA directive.



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

# **Policy Report**

**December 29, 2005**

*Metro Staff draft for TPAC  
discussion*



**METRO**

PEOPLE PLACES  
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## 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.

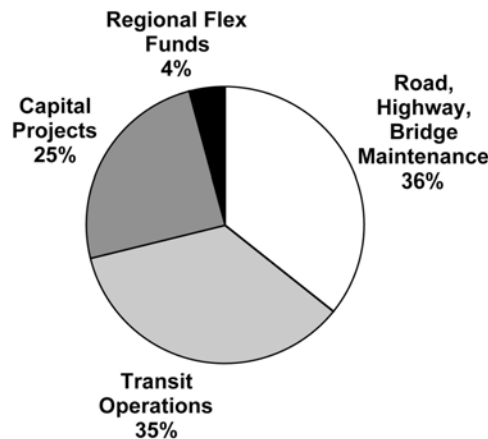
Recent data demonstrates that approximately \$425 million is spent in this region on operation and maintenance of the existing transportation system. While there are unmet needs within operations and maintenance, the relatively small potential impact that regional flexible funds would have on these needs 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 and 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 are 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
  
- C. Boulevard, Pedestrian and TOD projects located within:
  - i. Tier I or II 2040 land use areas other than corridors are 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 incentive 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

#### 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.

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.
- Technical rankings and qualitative factors
- Funding projects throughout the region

#### Further Policy Direction Provided During Narrowing Process

Technical staff consults with JPACT and the Metro Council following the public comment period and prior to forming a recommendation for a final cut list that balances candidate project costs with forecasted revenues. During the 2006-09 narrowing process, the following additional policy guidance was provided.

1. Support economic development in priority land use areas.

In addition to the quantitative technical summary, provide information in the staff report on how each project or modal category of projects addresses:

- link to retention and/or attraction of traded-sector jobs,
- transportation barrier to development in 2040 priority land use areas
- support of livability and attractiveness of the region.

2. Emphasize priority modal categories in the following manner:

A. Emphasize projects in the bicycle, boulevard, freight, green street demonstration, pedestrian, regional transportation options, transit oriented development and transit categories by:

- proposing the top-ranked projects at clear break points in technical scoring in all of the emphasis categories (with limited consideration of qualitative issues and public comments).

B. Nominate 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).

C. 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.

3. As a means of further emphasis on implementation of Green Street principles, the following measures should also be implemented:

- Staff may propose conditional approval of project funding to further review of the feasibility of including green street elements, particularly interception and infiltration elements.
- Strong consideration will be given to funding the Livable Streets Update application in the Planning category. This work would document the latest research and further the training and education of green street implementation in the region.

This guidance will be integrated into the relevant program policies for 2008-11, along with any other policy guidance provided during the consideration and adoption of this policy report. JPACT and the Metro Council will again be consulted following the public comment period of the 2008-11 process for opportunity to provide further policy guidance for the program.

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

JPACT and Metro Council may consider directing Metro staff to work with TPAC to address the following issues.

### **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 may develop alternatives to provide additional regional funds to existing projects prior to committing to new projects.

## **2. Refine technical criteria for integration of Operations issues into existing modal categories and the potential for a new programmatic Operations modal category**

The Transport subcommittee of TPAC is beginning development of Regional Comprehensive Transportation Operations strategic plans for six transportation operations elements and a comprehensive strategic plan for the entire operations system. This strategic plan may guide how to most cost-effectively integrate operational elements into all regional transportation projects as well as prioritize stand-alone Operations projects.

The Transport subcommittee may be requested to review and comment on the technical rankings of the 2008-11 Transportation Priority candidate applications for recommendations on integration of Operations elements into those projects.

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

Impacts of small-scale transportation projects on economic development activities are not always direct or clear. Comparison of projects between modes is difficult. May be more regional policy direction regarding economic development objectives developed since the last allocation process. Technical staff may investigate clarification of the economic development objectives of the program and improve the measures used to evaluate those objectives.

## **4. 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

## **5. Update the Environmental Justice analysis to address new federal guidance**

The Environmental Protection Agency has issued guidance on how to conduct Environmental Justice and Title VI compliance analysis that will modify past practices to inform decision makers on the impacts of transportation spending in the region.

## **6. Potential new evaluation measures to address SAFETEA provisions**

If it is determined that the 2008-11 MTIP will need to be compliant with SAFETEA authorization regulations, additional technical analysis may be necessary for allocation of regional flexible funds through the Transportation Priorities process.

## **7. Use of recycled materials**

Technical staff should develop alternatives for compliance with the FHWA directive of selecting materials for transportation projects, recycled materials should be considered first for projects funded with regional flexible funds.

Assign the MTIP Subcommittee and TPAC to work with professional experts in this field to study this issue and develop recommendations on how to further address it in the 2008-11 Transportation Priorities process.

## **8. Other improvements to technical measures**

TPAC may identify other technical criteria or measure issues they wish to address.