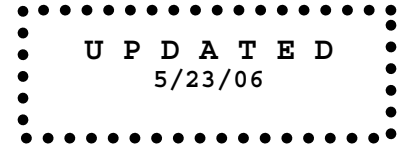




**METRO**

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



**MEETING: TRANSPORTATION POLICY ALTERNATIVES COMMITTEE**

**DATE: May 26, 2006**

*\*Please Note Earlier Start Time*

**TIME: \*9:00 A.M.**

**PLACE: Rooms 370A/B, Metro Regional Center**

9:00	Call to Order and Declaration of a Quorum	Andy Cotugno
9:00	Citizen communications to TPAC on non-agenda items	Andy Cotugno
9:05	* Approval of April 28, 2006 Minutes	Andy Cotugno
9:10	Future Agenda Items	Andy Cotugno
	<ul style="list-style-type: none"> <li>• Elderly &amp; Disabled Transportation Plan and Land Use Study</li> <li>• TriMet Annual Service Plan</li> <li>• Willamette River Bridges (anytime)</li> <li>• Cost of Congestion Discussion (anytime)</li> <li>• Damascus Concept Plan</li> <li>• Freight Data Collection</li> <li>• New Look Updates</li> <li>• Columbia River Crossing Updates</li> </ul>	
#	Eastside Streetcar Update - <u>INFORMATION</u>	Ross Roberts
*	2035 RTP Draft Work Program – <u>RECOMMENDATION TO JPACT REQUESTED</u>	Kim Ellis
*	Resolution 06-3704, For the Purpose of Determining The Consistency Of The Interstate 5, Delta Park to Lombard Project With The Regional Transportation Plan And Recommending Approval By The Oregon Department Of Transportation – <u>RECOMMENDATION TO JPACT REQUESTED</u>	Kate Deane & Mark Turpel
**	Technical Analysis and Recommendation of Prioritization Factors on the Modernization Candidate Projects of Region 1 Draft STIP – <u>RECOMMENDATION TO JPACT REQUESTED</u>	Lidwien Rahman & Ted Leybold
12:00	ADJOURN	Andy Cotugno

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\* Material available electronically. Please call 503-797-1916 for a paper copy  
 \*\* Material to be emailed at a later date.  
 # Material provided at meeting.  
 All material will be available at the meeting.



**METRO**

**TRANSPORTATION POLICY ALTERNATES COMMITTEE**

April 28, 2006

Metro Regional Center

**MEMBERS PRESENT**

Scott Bricker  
Nancy Kraushaar  
Dave Nordberg  
Ron Papsdorf  
Phil Selinger  
Karen Schilling  
Lainie Smith  
Paul Smith  
Ron Weinman  
Jonathan Young

**AFFILIATION**

Citizen  
City of Oregon City, representing Cities of Clackamas County  
Oregon Department of Environmental Quality (DEQ)  
City of Gresham, representing Cities of Multnomah County  
TriMet  
Multnomah County  
Oregon Department of Transportation (ODOT – Region 1)  
City of Portland  
Clackamas County  
FHWA

**MEMBERS ABSENT**

Frank Angelo  
James Castaneda  
Brent Curtis  
Greg DiLoreto  
John Hoefs  
Leland Johnson  
Susie Lahsene  
Dean Lookingbill  
Mike McKillip  
Mike Williams

**AFFILIATION**

Citizen  
Citizen  
Washington County  
Citizen  
C-Tran  
Citizen  
Port of Portland  
SW Washington RTC  
City of Tualatin, representing Cities of Washington County  
Washington State Department of Transportation (WSDOT)

**ALTERNATES PRESENT** **AFFILIATION**

Andy Back  
Marianne Fitzgerald  
Sorin Garber  
Margaret Middleton  
Robin McCaffrey

Washington County  
Oregon Department of Environmental Quality (DEQ)  
Citizen  
City of Beaverton, representing Cities of Washington County  
Port of Portland

**GUESTS PRESENT**

Terry Whisler  
Cory-Ann Wind  
Lidwien Rahman

**AFFILIATION**

Cornelius  
DEQ  
ODOT

## **STAFF**

Andy Cotugno, John Gray, Ted Leybold, Jessica Martin, Robin McArthur, Mark Turpel

## **CALL TO ORDER, DECLARATION OF A QUORUM & INTRODUCTIONS**

Mr. Andy Cotugno called the meeting to order and declared a quorum at 9:31 a.m.

Mr. Cotugno introduced Mr. John Makler who briefly mentioned a few upcoming trainings.

Mr. Cotugno briefly updated the committee on the Regional Transportation Plan (RTP) update. He noted that approximately 70 people attended the forum last week and a broad spectrum of interests were represented including members of the Metro Council, JPACT, MPAC, MTAC, TPAC MCCI and business and community groups. Mr. Cotugno provided a handout (included as part of this meeting record), which noted the common themes that emerged from the small group discussions. A formal summary of the forum is being prepared and will be posted on Metro's website soon. He noted that the forum input is being used to develop a draft work plan, which is anticipated to be released on May 10<sup>th</sup>, and then go through Metro's standing committees for comment and review. A joint TPAC/MTAC workshop is planned for May 15<sup>th</sup> from 2-4pm to discuss the draft work program.

## **CITIZEN COMMUNICATIONS TO TPAC ON NON-AGENDA ITEMS**

There were none.

## **INPUT ON FUTURE AGENDA ITEMS**

Due to time constraints, the committee did not discuss future agenda items.

## **MINUTES OF MARCH 31, 2006 MEETING**

ACTION TAKEN: Mr. Paul Smith moved and Mr. Dave Nordberg seconded the motion to approve the March 31, 2006 meeting minutes. Hearing no objections, the motion passed.

## **RESOLUTION NO. 06-3695, FOR THE PURPOSE OF RECOMMENDING APPROVAL OF THE DRAFT 2006 PORTLAND-VANCOUVER OZONE MAINTENANCE PLAN**

Ms. Marianne Fitzgerald and Mr. Mark Turpel appeared before the committee to present Resolution No. 06-3695, which would ensure that federal regulations are met and air quality standards maintained. Ms. Fitzgerald noted that she had given a PowerPoint presentation to TPAC at their last meeting that summarized the purpose and import of the proposed Ozone Air Quality Maintenance Plan for the Portland metropolitan area.

Mr. Turpel noted that he would give an annual update on vmt per capita in the next agenda item. Prior to taking action on the resolution, Chair Cotugno requested the air quality annual update be discussed as some of the information in the air quality update related to the proposed Ozone Plan requirements.

## **AIR QUALITY ANNUAL UPDATE**

Mr. Turpel presented the annual air quality update (included as part of this meeting record). He briefly reviewed the issues of importance to the region that have either come up or likely to be addressed in the coming year. In particular, he discussed the latest data about vehicle miles traveled per capita (vmt/capita) in the region. He noted that a vmt/capita measure had been included in the Carbon Monoxide Air Quality Maintenance Plan and was proposed to be included in the Ozone Air Quality Maintenance Plan as a Transportation Control Measure (TCM). The TCM has a "trigger" of five percent increase in vmt/capita. He stated that the latest vmt/capita data showed a five percent increase. In reviewing the data, he found that the newest data included portions of Wilsonville, Sherwood and Damascus and that the geographic extent of the latest data was different than the historical data and that this could explain the reported increase in vmt/capita.

In finishing his annual air quality report, Mr. Turpel also directed the committee to page four of the report, and noted that there would be a diesel emissions reductions funding forum on May 9<sup>th</sup>. The forum is expected to kick-off projects that could address some of the air toxics that both federal and state programs have targeted.

With regard to the Ozone Plan, TPAC members suggested that the vmt/capita measure remain substantially as proposed with triggers for reassessment should vmt per capita increase by the five percent trigger or more. However, they also suggested that the additional nominal numbers representing the absolute vmt per capita be deleted so that adjustments in the geography of the area where vmt per capita is measured is not tied to older data based on a smaller urban area.

#### **RESOLUTION NO. 06-3695, FOR THE PURPOSE OF RECOMMENDING APPROVAL OF THE DRAFT 2006 PORTLAND-VANCOUVER OZONE MAINTENANCE PLAN**

ACTION TAKEN: Mr. Selinger moved, seconded by Mr. Nordberg to approve Resolution No. 06-3695 as amended. The motion passed. Chair Cotugno directed staff to note TPAC's recommendation about the TCM in a revised staff report for JPACT and Metro Council consideration.

#### **BLUEPRINT FOR BETTER BIKING**

Mr. Scott Bricker appeared before the committee and presented the Blueprint for Better Biking Report (included as part of the meeting record). In their quest to develop a vision that increases bicycling, the Bicycle Transportation Alliance (BTA) convened a cabinet of experts on bicycling facilities, programs and policy to serve as their advisory committee. They surveyed over 900 Portland area residents about cycling, met with bicycle planners and researched cost-effective techniques that would attract current and emerging cyclists. Their research identified four major themes including:

- Cycling around cars – cycling in traffic and around automobiles is a top concern of cyclists of all levels and experience.
- Complete Routes – Bicycle lanes and facilities often end, disappear or have key gaps.
- Motorist Behavior – Cyclists feel endangered when motorists speed, run red lights, fail to yield and drive while drunk or talking on cell phones.
- Quality of Facilities – Debris, poor street conditions and lack of clear signs and markings are critical problems cited by many regular cyclists.

The report lists the top 40 projects, with the Sellwood Bridge topping the list. Through their research, they also discovered that the majority of people require low-traffic and no-traffic routes to feel safe and ride more often. The committee briefly discussed the cost effectiveness of taking a more strategic approach in providing improvements on the preferred low-traffic facilities rather than higher traffic facilities.

### **REGION 1 DRAFT STIP RECOMMENDATION: DRAFT SCHEDULE, PROCESS AND EVALUATION FACTORS**

Ms. Lainie Smith and Mr. Ted Leybold appeared before the committee to present information on the proposed STIP Modernization recommendation process. Ms. Smith distributed a STIP informational pamphlet, 2008-11 STIP development timeline and project eligibility criteria and prioritization factor sheet (included as part of this meeting record).

Ms. Smith discussed the process used by ODOT in coming up with the 150% list of modernization projects and how the Oregon Transportation Commission (OTC) eligibility and prioritization criteria were applied.

Next, in order to arrive at a 100% list, ODOT and Metro staff will prepare a matrix applying the OTC prioritization criteria to the projects on the 150% list and to other projects proposed in comments submitted to ODOT during the recent comment period. The staff proposes to apply the criteria that address both the OTC and local prioritization criteria to projects in the Metro area.

Ms. Smith and Mr. Leybold reviewed the STIP timeline, and TPAC & JPACT schedule, noting that the committee will be asked to make a recommendation on the prioritized list of projects. Mr. Leybold noted that if the committee could not reach agreement, a special TPAC meeting would be held.

Mr. Leybold asked committee members to contact him with comments on the evaluation factors or projects on the 150% list, especially if they have additional information on the projects within their jurisdiction.

Mr. Terry Whisler requested that projects that are cut from the 150% be noted as such, but still appear on the list.

### **AIR QUALITY CONFORMITY CONSULTATION**

As the Portland metropolitan area is in maintenance status for CO, an air quality conformity analysis and consultation is required prior to programming new projects into the Metropolitan Transportation Improvement Program. The conformity consultation was presented in coordination with Resolution No. 06-3684 (see below).

### **RESOLUTION NO 06-3684, FOR THE PURPOSE OF AMENDING THE 2006-09 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM TO ADD NEW PROJECTS RECEIVING FUNDING FROM SAFETEA-LU AND FROM AN AWARD OF THE STATE TRANSPORTATION ENHANCEMENTS DISCRETIONARY FUNDS**

Mr. Ted Leybold introduced Resolution No. 06-3684 which would add several projects to the Metropolitan Transportation Improvement Program (MTIP). The Portland metropolitan area received several project funding earmarks through the SAFETEA High Priority Project and/or

Transportation Improvements Program funding, an award of discretionary Transportation Enhancements funds, and locally funded projects in the City of Gresham. Mr. Leybold directed the committee's attention to Exhibit A (included as part of this meeting record), which outlines the programming of funds to the proposed additional projects.

Mr. Turpel directed the committee's attention to a copy of an email (included as part of this meeting record) to representatives from the EPA, FTA, DEQ, and TriMet, asking them to comment on an assessment he provided in order to ensure that air quality conformity determinations regulations have been addressed for the projects which may not have been included in the air quality conformed plan or MTIP. Further, he noted that Mr. David Nordberg had inquired about the 190th and Giese Road projects, which, while included in the 2017 air quality test, had not been included in the 2010 test. Mr. Turpel noted that in further investigation of the air quality analysis, these two projects had been included in both the 2010 and 2017 air quality tests and had met the federal and state air quality standards.

Ms. Michelle Eraut with Federal Highways replied to the email that she needed more information for the following projects in order to determine if a regional analysis and conformity determination would be needed:

- Barber Road
- Columbia Corridor Rail
- Macadam Avenue off-ramp
- Gresham Civic LRT Station and Plaza
- 190<sup>th</sup> Avenue Project
- Giese Road
- Tualatin River Wildlife Refuge Access

The committee discussed amending the resolution by removing the projects listed by Federal Highways but proceeding with the others.

Mr. Ron Papsdorf noted that the Giese Road and 190<sup>th</sup> Avenue projects were already included in the air quality process. Gresham is poised to annex 540 acres and the Giese Road and 190<sup>th</sup> Avenue projects are essential to getting there. He added that Gresham is on an aggressive timeline to complete these projects and holding off a month or two could significantly affect them. Mr. Papsdorf requested the conformity determination for the above projects include language that states that while the projects were scheduled for construction in the 2026-2025timefram in the RTP, they were modeled as constructed by 2010in the 2005 MTIP air quality conformity determination.

### **AIR QUALITY CONFORMITY CONSULTATION**

**MOTION:** Mr. Paul Smith moved and Mr. Phil Selinger seconded the motion to approve the conformity determination.

**MOTION TO AMEND:** Mr. Papsdorf moved to accept the conformity determination with the added language mentioned above. The motion passed.

### **RESOLUTION NO 06-3684, FOR THE PURPOSE OF AMENDING THE 2006-09 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM TO ADD NEW**

**PROJECTS RECEIVING FUNDING FROM SAFETEA-LU AND FROM AN AWARD OF THE STATE TRANSPORTATION ENHANCEMENTS DISCRETIONARY FUNDS**

ACTION: Mr. Ron Weinman moved and Ms. Karen Schilling seconded the motion to approve Resolution No. 06-3684 as amended. The motion passed.

**TRANSPORTATION ENHANCEMENT FUNDS**

Mr. Leybold appeared before the committee and provided a brief overview of the Transportation Enhancement (TE) Program. Metro's role in the TE process is to review project applications and apply eligibility criteria to gauge consistency with Metro policies and guidelines. Projects that meet the eligibility criteria will receive a letter of endorsement from Metro that will be submitted with final applications. Additionally, following the public comment period on the eligible project list, JPACT and the Metro Council may decide to engage in a process to prioritize project applications from within the region to submit as input to the State TE Committee and the OTC.

**CONNECTOREGON UPDATE**

Mr. John Gray appeared before the committee to present an update on *ConnectOregon*, a lottery-bond-based initiative (\$100 million) approved by the Oregon Legislative Assembly to invest in air, rail, marine and transit infrastructure to ensure Oregon's transportation system is strong, diverse, and efficient.

The project applications have been reviewed by four advisory committees (air, rail, freight and public transit), the Area Commissions on Transportation and a specially created Portland metro area committee, as there is not an ACT covering the Portland metro area. This ensures a wide and comprehensive discussion of which projects to recommend to the Oregon Transportation Commission

Mr. Gray distributed the ACT-1 membership roster and the applicant summary ranking.

Chair Cotugno asked if the scoring was consistent. Mr. Gray responded that the criteria and weighting, which was determined by the committee, consisted of five areas of equal weight: Reduces transportation costs, Connects two or modes, A critical link in system, Creates jobs and Other.

He noted that the committee meets next on May 2<sup>nd</sup> to discuss the initial rating.

The next step in the process is the formation a super ACT. The super ACT membership includes two representatives from each ACT (Metro Council Rex Burkholder and Ms. Ann Gardner, Schnitzer Steel will represent ACT – 1) who will make the final recommendation to the OTC.

**ADJOURN**

As there was no further business, Mr. Cotugno adjourned the meeting at 11:45p.m.

Respectfully submitted,

Jessica Martin  
Recording Secretary

## Executive Summary

### Overview

This Evaluation Report contains the analysis of transit alternatives for a loop circulator in Portland's Central City. This Executive Summary section presents the results of the evaluation in an abbreviated summary form. The Summary section that follows provides more detail regarding the definition of the alternatives, goals and objectives, design considerations and evaluation measures. The individual report chapters that follow provide full detail and documentation regarding this alternatives analysis. This analysis was conducted in a manner intended to be consistent with the Federal Transit Administration's (FTA) newly created Small Starts program, current guidance for Alternatives Analysis and the National Environmental Policy Act.

### Definition of Alternatives

All alternatives were based on the Regional Transportation Plan's 2025 Financially Constrained network and include:

The **No-Build Alternative** fulfills the role of a **Small Starts Baseline** as it includes incremental service increases in the corridor and serves the same downtown circulation travel market as the Streetcar Alternative.

The **Streetcar Alternative** is defined as the **Full Loop** alignment, and has three **Minimum Operable Segments (MOS)**; **Oregon Street, Morrison Street**, and at the Oregon Museum of Science and Industry, referred to as **OMSI**. These are shown in Figure ES-1

The **Streetcar Alternative** was analyzed using the MLK/Grand couplet alignment through the Central Eastside. The **Two-way Grand Design Option** could also be used for the Central Eastside segment of the loop, and is presented as an alternative to the MLK/Grand couplet alignment. The alternatives are presented schematically in Figures ES-2 through ES-5, showing the operating plan for each alternative. For the MOS alternatives, a connecting bus completes the full loop.

The results of key evaluation measures is presented below. A more detailed accounting of all evaluation measures is presented in the Summary, and in Chapter 3 of this report.

### Transit Ridership Results

Each alternative results in an increase in Streetcar and total transit ridership compared to the 2025 No-Build Alternative, with the Full Loop resulting in the largest increase. Figure ES-5 shows this breakdown.

All of the build alternatives have over 50 percent of their ridership and at least some portion of the trip occurring in the Central Eastside. The OMSI MOS and Full Loop alternatives would exhibit the highest percentage of streetcar ridership on the eastside at approximately 75 percent.

Compared to the No-Build alternative, the Full Loop and OMSI MOS alternatives would improve transit connectivity through the Central Eastside by providing a limited stop, one-seat ride through the eastside. Streetcar alternatives would provide greater transit capacity and would result in more riders per mile of operation.



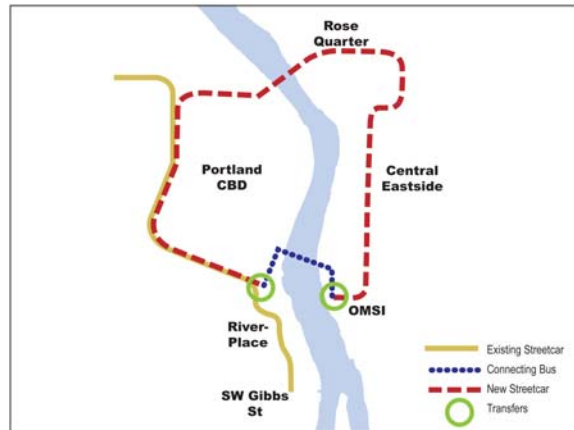
Figure ES-1  
Streetcar Alternative and the Minimum Operable Segments (MOS)



**Figure ES-2**  
**Streetcar Alternative Service Concept**



**Figure ES-3**  
**OMSI MOS Service Concept**



**Figure ES-4**  
**Morrison MOS Service Concept**

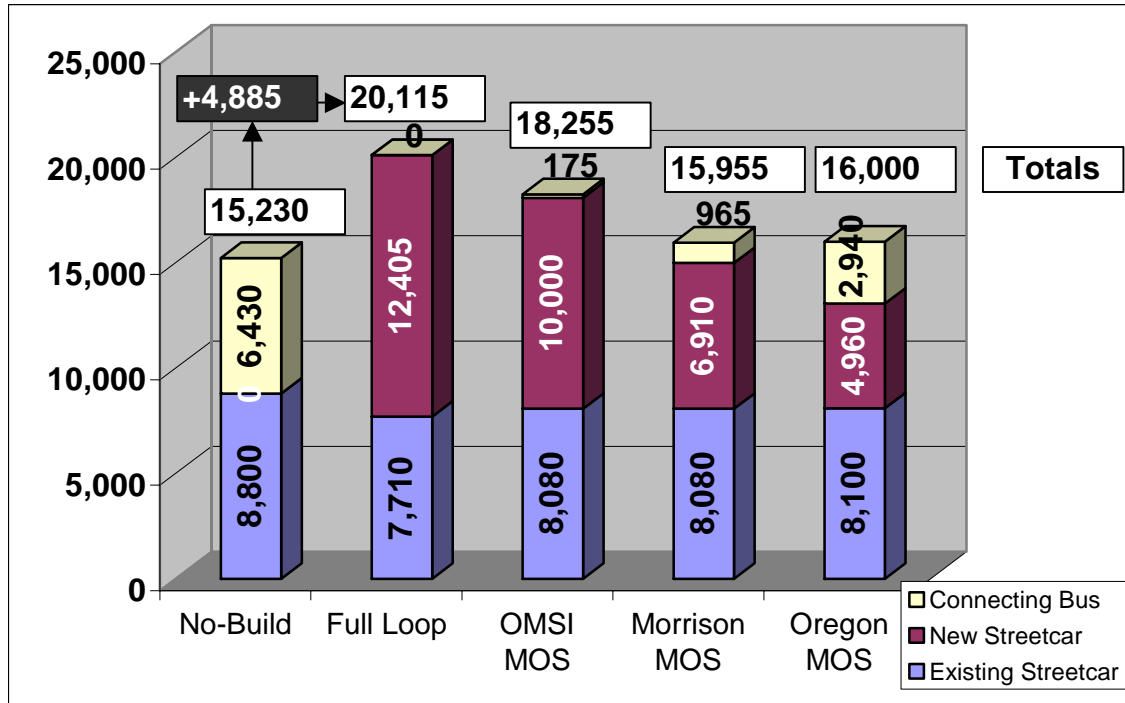


**Figure ES-5**  
**Oregon MOS Service Concept**



The introduction of Streetcar service on the eastside would further complement the eastside grid system by dispersing trips across an array of destinations. The Full Loop alternative would have the best overall improvement in total transit travel times to/from and within the corridor compared to the No-Build alternative.

Figure ES-6  
Streetcar and Bus Ridership Average Weekday – Year 2025



The full loop Streetcar Alternative, and to a lesser degree the MOSs, meet the project’s goal of creating a Central City circulator transit project that distributes trips throughout the districts it serves.

All of the build alternatives provide improved connections between key visitor destinations in the Central City. The presence of streetcar stops, rails and catenary would make streetcar relatively more easily identifiable than standard fixed route bus service, which lacks permanent guideway improvements.

All of the build alternatives would result in reduced parking demand compared to the No-Build, because more internal transit trips within the corridor are accommodated on transit.

### Land Use and Development Policy Results

All of the alternatives would be consistent with state, local and regional land use plans and policies in effect in the Central City. The Full Loop would go the farthest toward implementing specific policies regarding a Central City transit circulator and fostering transit supportive development.

The region's compact urban form, land use mix, short average trip lengths and the presence of viable alternatives to the single occupant vehicle are directly attributable to the region’s land use

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and transportation plans and policies. These have resulted in transit trips, including bus, streetcar and light rail, that have grown substantially more than vehicle miles traveled, a trend that is unusual compared to the rest of the country. Residents of the Central City, with its high level of transit service and density and mix of uses, make fewer auto trips, own fewer cars, and use transit more than their counterparts in other parts of the region. Figure ES-6 summarizes this trend historically.

### **Economic Development Policy Results**

The existing Portland Streetcar line demonstrates the impact of transit on development. This can be illustrated by the response of the private sector development community to announced plans to build a streetcar line in downtown Portland. In 1997, the City of Portland gave final approval to Portland Streetcar Inc., to proceed with construction and operation of streetcar service in downtown Portland. July 2001, streetcar operation commenced. Based on the experience of the Portland Streetcar, the private sector is willing to develop at a higher density along a streetcar line as evidenced by signed developer agreements to build to higher floor area ratios contingent on the presence of the streetcar. After 1997, those areas within one block of the streetcar experienced much greater development than areas two, three or more blocks from the alignment. Specifically, since the commitment to streetcar service was made, lands within one block of the streetcar were built to within 90 percent of allowed density (FAR), while lands within two blocks only built to a little over 70 percent and areas three blocks distant built to a little over 60 percent of allowed density.

Based on the experience of the Portland Streetcar and application of that experience to the Eastside project through analysis of existing zoning, floor area ratios, redevelopment potential and other factors, substantially more housing and mixed use development could occur on the eastside with the Full Loop Streetcar or MOSs than with the No-Build, commensurate with the length of the project. The percent of maximum floor area ratio (FAR) was used to assess what might occur on the Eastside. Given the existing zoning, an additional 3,432 housing units could be expected between 2005 and 2025 if a the OMSI MOS or Full Loop projects were built. The shorter MOSs would result in fewer additional housing units.

The Eastside has numerous proposed economic development projects that would benefit from transit and especially a streetcar because of the streetcars' demonstrated higher attraction of riders and greater passenger capacity. This larger public investment in a streetcar would likely result in greater private investments in the Eastside than would occur with the provision of bus service.

### **Traffic Impact Results**

The proposed Eastside Streetcar route would operate in mixed traffic on existing streets within the corridor. During the PM Peak periods traffic congestion is relatively heavy along this corridor, which would in turn impact streetcar operations. The Streetcar operations are dependent on the general traffic flow of the roadway system the streetcar is operating in, and key locations where the streetcar requires signalization changes or other exclusive provisions to integrate with the general traffic flow.

Future 2009 (opening year) and 2025 PM peak hour traffic analyses were conducted at 51 intersections along the SE MLK Jr. Boulevard/SE Grand Avenue couplet and the NE Broadway/NE Weidler couplet. For the year 2009 PM peak hour traffic operations, four intersections along the proposed route are anticipated to operate at an intersection level of service (LOS) E to F, and/or a volume to capacity Ratio (V/C) greater than 1.00. For the year 2025 PM

peak hour traffic operations, 17 intersections along the proposed route are anticipated to operate at a LOS E to F, and/or a V/C greater than 1.00.

Future PM peak hour traffic conditions may have some impact on streetcar operations due to congestion along this corridor. Six of the intersections would be impacted by Streetcar operations, where general traffic is stopped for the streetcar to turn into mixed traffic through either a new traffic signal or the addition of a new phase to the existing traffic signal. These changes would not significantly alter the existing signal timing and progression of traffic along these roadways.

As part of the proposed Streetcar alignment, several signal and roadway changes are proposed to successfully integrate Streetcar into mixed traffic. Changes would include special signal phases, queue jumps, roadway widening, and striping and lane changes. These changes were incorporated into the traffic analysis for Streetcar to OMSI and are summarized in this section. Any of the MOS Alternatives would have the same improvements up to the respective terminus locations.

### **Design Considerations**

Further investigation into potential improvements to move the streetcar through the corridor faster and more reliably as well as ways to improve the pedestrian environment should be conducted during the next phase of this study. Based on community support, engineering judgment, and the 2009 and 2025 traffic analysis, several design issues have been identified and will be evaluated further during the next phase of the project. These design issues focus on streetcar operations and the pedestrian environment. Current plans in the corridor will help with the pedestrian environment and additional considerations could be made to improve on the pedestrian access and safety along the Broadway/Weidler and MLK Jr./Grand couplets.

### **Two Way Grand Design Option**

The Two-Way Grand Design Option was developed as an alternative to the MLK Boulevard/Grand Avenue couplet to address transfer connection to radial bus lines and to improve the pedestrian environment. The Two-Way Grand Avenue Design Option has been designed so that it could be applied to any of the MOSs with the exception of the Oregon MOS which doesn't extend to the Central Eastside, and does not preclude either two-way Grand Avenue design option or the MLK/Grand couplet alignment extension to the Central Eastside.

With the Two-way Grand Avenue alignment, Grand Avenue would be converted to a two-way street. Streetcar would operate in both directions in the travel lanes with traffic. The proposed streetcar alignment would remain the same north of E Burnside Street. Southbound streetcar would turn northbound on E Burnside and southbound on SE Grand Avenue. Both northbound and southbound streetcar would operate on SE Grand Avenue. SE 7<sup>th</sup> Avenue would provide for the northbound general traffic function to replace SE Grand Avenue.

The Two-Way Grand Design Option would require extensive roadway improvements to SE 7<sup>th</sup> Avenue to carry northbound auto trips diverted from SE Grand Avenue. Transitions to and from SE Grand Avenue would be required at SE Stephens Street on the southern end and NE Couch Street on the northern end of the alignment. Additionally, roadway improvements would be needed to change NE Grand Avenue from one-way traffic operation to two-way traffic operation.

This design option would change both the function and classification of SE Grand Avenue and SE 7<sup>th</sup> Avenue. This would likely require an amendment to the City of Portland *Transportation System Plan* (TSP) and Metro's *Regional Transportation Plan* (RTP) street classification

designations. This design option would also likely result in traffic impacts, diversion of traffic into the adjacent neighborhoods, impacts to the Industrial Sanctuary, and private property impacts. During the next phase of study, if the Two-Way Grand design option were chosen as the preferred alternative, then further refinement of this design option would be needed. A full discussion of design considerations is included in Chapter 4 of the *Evaluation Report*.

**Financial Feasibility**

Assessing financial feasibility at the Alternatives Analysis phase of project development is a matter of comparing capital, operating and maintenance costs against proposed revenue sources. Funding sources generally solidify as a project moves through the project development process. In this section, proposed costs and revenues are presented and potential shortages and surpluses identified.

Capital cost estimates are provided in 2005 dollars and inflated to year of expenditure (YOE). The construction is assumed to be conducted from September 2007 to September 2009. Construction inflation has been assumed to be 5% per year through 2008. The cost estimates are based on a build-up of FTA cost categories and appropriate contingencies and are presented below.

**Table ES-1  
Capital Costs**

<b>Project Alternative</b>	<b>(\$2005 dollars)</b>	<b>(\$ YOE dollars)</b>
Oregon MOS	\$84,000,000	\$100,506,000
Morrison MOS (MLK-Grand)	\$105,000,000	\$125,632,000
Morrison MOS (Two Way Grand)	\$119,000,000	\$142,380,000
OMSI MOS (MLK-Grand)	\$142,000,000	\$169,905,000
OMSI (Two-Way Grand)	\$156,000,000	\$186,653,000
Full Loop	\$153,000,000	\$187,026,000
Full Loop (2-Way Grand)	\$167,000,000	\$203,774,000

*Source:* URS, Portland Streetcar Inc, April 2006

A preliminary inventory of funding sources indicate a potential of \$100-125 million available for total project costs, which would not be sufficient to fund the entire Full Loop at this time. The Oregon MOS and Morrison MOS have listed sources (not fully committed) that could assure the completion of the project. The OMSI MOS and Full Loop require identification of \$35-47 million in additional sources of funding in order to be constructed in a single project phase. Additional revenue would need to be identified if the entire project is to be constructed in one phase. Descriptions of proposed revenue sources are presented below.

- **Federal Small Starts** (60%): up to \$75,000,000.
- **Committed Federal funding** (HUD, MTIP): \$4,200,000.
- **Local Improvement District:** \$6,000,000 to \$10,000,000
- **Bridge Funds:** \$9,000,000
- **Portland Development Commission Funding:** \$25,000,000-\$35,000,000.
- **City of Portland Funding:** \$4,000,000

The Oregon MOS and Morrison MOS have listed sources (not fully committed) that could assure the completion of the project. The OMSI MOS and Full Loop require identification of \$35-47 million in additional sources of funding in order to be constructed in a single project phase.

Operations and maintenance costs are presented in Table ES-2 below. These costs refer to the difference between the alternatives and the No-Build and include connecting bus and streetcar costs.

**Table ES-2  
Operating and Maintenance Costs (\$ 2005)**

<b>Project Alternative</b>	<b>Operating Cost</b>
Full Loop	\$ 5,262,000
OMSI MOS	\$ 5,325,100
Morrison MOS	\$ 4,928,200
Oregon MOS	\$ 4,642,200

*Source:* TriMet 2006

Operating revenue commitments have not been made for the Eastside Transit Project. However, funding mechanisms are in place that could potentially generate enough operating revenue to expand the streetcar system. More work will be required between TriMet and the City of Portland to develop a mutually agreeable funding plan, and to identify potential additional funding sources if necessary.

### **Cost-Effectiveness**

Cost effectiveness provides a measure of how effectively the investment in capital, operating and maintenance funds that would be required for each alternative translates into ridership on the new streetcar line. The Full Loop is the most cost-effective alternative in terms of total annualized capital and operating cost per new streetcar rider, annualized federal cost per new streetcar rider and operating cost per streetcar rider. Cost-effectiveness decreases as the length of the project alternative decreases.

The Full Loop alternative, which has the highest cost, would also have the most riders, resulting in the lowest cost per streetcar rider of \$4.25. The remaining MOS alternatives, with fewer additional new streetcar miles, and therefore lower cost and ridership, show a cost per rider figure commensurate with the length of the new streetcar line; the OMSI MOS cost per rider is \$5.01, Morrison MOS is \$5.80, and the Oregon MOS is \$6.86.

The Full Loop alternative results in the lowest federal cost per streetcar rider at \$1.77 per rider. The remaining MOS alternative's, show an increasing federal cost per streetcar rider commensurate with the length and ridership of the new streetcar line. Specifically, the OMSI MOS federal cost per rider is \$2.03, Morrison MOS is \$2.17, and the Oregon MOS is \$2.39.

The Full Loop alternative would have the lowest operating cost per streetcar rider at \$1.30 per rider. The remaining MOS alternatives show increasing operating cost per rider as ridership declines with each successive shorter streetcar alternative.

### **Project Decision Making**

The outcome of the Eastside Transit Alternatives Analysis will be the adoption of a locally preferred alternative. The LPA will specify the mode, alignment, and termini of the transit project and may also set forth a phasing strategy for the project if a minimum operable segment (MOS) is chosen.

Public involvement and comment has taken place since 2005 and will continue through the LPA process. The LPA recommendation will be generated by jurisdiction senior staff that serve on the Project Management Group (PMG). The citizen committee for the project, the Eastside Project Advisory Committee (EPAC) will also generate a recommendation. The Steering Committee,

which is composed of elected officials and executive staff of Metro, TriMet, the Oregon Department of Transportation (ODOT), the Cities of Portland and Lake Oswego, and Multnomah and Clackamas Counties will review the PMG and EPAC recommendations as well as public comment and will issue a LPA recommendation. The Portland City Council, Multnomah County Commission, TriMet Board and Portland Streetcar Board will make recommendations to the Metro Council either supporting or amending the Steering Committee Recommendation. The region's MPO body, the Joint Policy Advisory Committee on Transportation will make a LPA decision recommendation to the Metro Council. The Metro Council will then make the final LPA decision. It should be noted that the Steering Committee oversees both the Eastside Transit Alternatives Analysis and the Portland to Lake Oswego Transit and Trail Alternatives Analysis.





**METRO**

DATE: May 18, 2006  
TO: TPAC and Interested Parties  
FROM: Kim Ellis, Principal Transportation Planner  
SUBJECT: 2035 Regional Transportation Plan Update Discussion Draft Work Program –  
Comments to Date and Recommendations

\*\*\*\*\*

### **Background**

Staff and the ECONorthwest team prepared a draft work program and public participation plan that was released on May 10 for review by Metro's standing committees. Copies were also provided to the County Coordinating Committees. The draft work program integrates with the overall New Look work program (and outreach activities) and responds to the key issues identified during the scoping phase.

Since May 10, opportunity for specific input was provided to the Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT, Metro Technical Advisory Committee (MTAC), Transportation Policy Advisory Committee (TPAC), the Regional Travel Options (RTO) Subcommittee of TPAC and the Bi-State Transportation Committee.

Attached please find a memo to MPAC that identifies proposed changes to the discussion draft work program based on comments received to date and recommendations approved by MTAC on May 17. The proposed changes respond to comments provided by MPAC on May 10, JPACT on May 11, RTO subcommittee on May 11, a joint TPAC/MTAC workshop on May 15 and MTAC on May 17. No issues were raised by the Bi-State Transportation Committee on May 18. MPAC is anticipated to make a recommendation on May 24.

### **May 26 TPAC Meeting**

The attached memo will be updated to reflect MPAC's final comments and recommendations, and updated copies will be provided to TPAC on May 26. TPAC will be asked to make a recommendation to JPACT on the draft work program, including proposed changes recommended by MPAC. MPAC and TPAC's recommendations will be forwarded to JPACT for consideration on June 8 and the Metro Council on June 15.

Please contact me if you have questions by e-mail at [ellisk@metro.dst.or.us](mailto:ellisk@metro.dst.or.us) or by phone at (503) 797-1617.



DATE: May 17, 2006  
TO: MPAC and Interested Parties  
FROM: Kim Ellis, Principal Transportation Planner  
SUBJECT: 2035 RTP Update Work Program – Recommendation to TPAC and JPACT Requested

\*\*\*\*\*

**Action Requested:** *MPAC approval of Attachment 1, which identifies proposed changes to the discussion draft work program based on comments received to date and recommendations approved by MTAC on May 17.*

## **Background**

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area. Last September, the Metro Council initiated an update to the regional transportation plan with approval of Resolution #05-3610A. The 2035 RTP update represents the first significant update to the plan in six years. The planning process will incorporate a new “outcomes-based” approach to more effectively respond to the growth and funding issues facing the region and prioritize transportation investments to best deliver desired outcomes.

The process will build on new information learned from the Cost of Congestion Study and New Look work program. The process will also address new federal, state and regional planning requirements, including SAFETEA-LU legislation, recent Transportation Planning Rule amendments and new policy direction from the New Look planning process. The update is anticipated to be complete by November 2007 to allow adequate time to complete air quality conformity analysis and federal consultation before the current plan expires on March 8, 2008.

## **Scoping Phase**

The first phase of the update included a formal scoping period to develop a detailed work plan to guide the update process. In March, Metro staff and the consultant team facilitated a series of focused policy-level discussions with the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) to kick-off the scoping phase to begin building agreement on the overall approach for the RTP update prior to engaging other key stakeholders in the process.

In April and May, the discussions were expanded to include the Metro Policy Advisory Committee (MPAC), Metro Technical Advisory Committee (MTAC), Transportation Policy Advisory Committee (TPAC), the Regional Travel Options (RTO) Subcommittee of TPAC and the Bi-State Transportation Committee. In addition, on April 20, Metro Councilors, JPACT and

other key stakeholders from the Portland metropolitan region attended a Regional Transportation Forum, building on the March policy discussions. Participants included elected officials, city and county staff, and representatives from the business, environmental, and transportation community.

### **Key Issues for the Work Program**

Three key issues have emerged during the scoping phase discussions as most critical for the RTP update work program.

**Issue 1:** The work program needs to have a strong educational component throughout the process. Stakeholders have stressed the importance of providing fact-based information that is clear, visual and accessible.

**Issue 2:** The updated RTP needs to more realistically take into account serious fiscal constraints facing the region and be based on tangible (e.g., measurable) outcomes in the context of the broader New Look planning effort. Stakeholders relayed their clear understanding that transportation funding in the region would be under serious fiscal constraints due to a wide variety of factors including reductions in Federal contributions to local transportation funding, and a resistance to raising tax revenue at the State and Local level. They also expressed support for using desired outcomes to identify and prioritize transportation investments that are crucial to the region's economy and that most effectively integrate the land use, economic, environmental and transportation objectives embodied in the 2040 Growth Concept.

**Issue 3:** Effective coordination and collaborative partnerships will be key for the success of the RTP update. This coordination and partnering needs to occur with the local, regional, state and federal agencies and jurisdictions (including Washington State and the upper Willamette Valley), and be expanded to include the local and regional business community, environmental organizations, and other interest groups that have been traditionally under-represented. Building partnerships with agencies and jurisdictions and a broad array of business, environmental and other community-based organizations will help the outreach effort be more effective.

### **Next Steps**

Staff and the ECONorthwest team prepared a draft work program and public participation plan that was released on May 10 for review by Metro's standing committees. The draft work program integrates with the overall New Look work program (and outreach activities) and responds to the key issues identified during the scoping phase.

A summary of proposed work program changes identified since May 10 is included in Attachment 1, including comments provided at the May 10 MPAC meeting, a joint TPAC/MTAC workshop on May 15 and a May 17 MTAC meeting. Additional refinements may be identified as the discussion draft work program continues to be reviewed by other Metro committees, Federal Highway Administration staff and the Metro Council.

Please contact me if you have questions by e-mail at [ellisk@metro.dst.or.us](mailto:ellisk@metro.dst.or.us) or by phone at (503) 797-1617.

/attachment

# ATTACHMENT 1

## **Summary of Proposed Work Program Changes**

This section summarizes proposed work program changes identified since May 10, the source of the proposed change and recommendations for how to address the proposed changes. The comments and recommendations are divided into discussion items and consent items.

With MPAC approval, these recommendations will be forwarded to for consideration by TPAC on May 26, JPACT on June 8 and the Metro Council on June 15.

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## **DISCUSSION ITEMS**

**Comment 1:** MPAC should be more of a partner with JPACT in this RTP update. (MPAC, 5/10/06)

**Recommendation:** Agree. MPAC plays a significant role in this update – because of the link to the New Look, but also because adoption of the RTP is also considered a land use action under state law – it represents the transportation system plan for the region. The current draft work program identifies significant opportunities to foster this partnership throughout the process on key work program elements, such as development of an outcomes-based evaluation framework, identification of desired (and measurable) outcomes, development of land use/transportation scenarios and prioritizing transportation investments to best meet desired outcomes within fiscal constraints. Opportunities to hold Joint TPAC/MTAC workshops and possibly joint JPACT/MPAC meetings will be identified as the work program is implemented.

**Comment 2:** The work program should clarify how differences between MPAC and JPACT recommendations will be reconciled. (MTAC, 5/17/06)

**Recommendation:** Agree. The current draft work program identifies technical and policy development tasks and products for which MPAC will make formal recommendations to JPACT through TPAC – this is listed under the “Responsibilities” section for each task of the work program. Examples include development of an outcomes-based evaluation framework, identification of desired (and measurable) outcomes, development of land use/transportation scenarios and prioritizing transportation investments to best meet desired outcomes within fiscal constraints. The work program has been designed to build consensus on these items as part of the process. In the event that differences occur, joint MPAC/JPACT meetings will be held to discuss and reconcile differences on these and other critical policy issues. The work program will be revised to clarify this element of the decision-making structure of the process.

**Comment 3:** Incorporation of local transportation system plans (TSPs) needs to be emphasized in research and outreach efforts. The work program should be expanded to include an analysis of how local transportation system plans and capital improvement plans are implementing 2040 to identify how well 2040 is being implemented locally from a transportation perspective. This information could be used to highlight conflicts with 2040 and/or between local and regional plans. (MTAC, 5/17/06)

**Recommendation:** Agree. The current draft work program addresses these issues. Currently, the RTP incorporates local TSPs by including locally identified projects of regional significance that are consistent with regional policies and system designations. Consequently, the 2035 Base Case analysis of land use and transportation include both the RTP and local TSPs. As we assess the effectiveness of the base case and compare it to what outcomes the region wants to accomplish, the region will need to make some tough choices about what set of transportation investments and strategies we need to make at the regional and local level.

The Phase 2 research and analysis (particularly Tasks 4, 6, 7, 9 and 10) will inform those policy choices in the context of the broader New Look effort. Current RTP projects may be modified and new locally identified projects may be added to the RTP subject to the process described in the work program. Phase 3 of the RTP update includes a project solicitation process for projects to be forwarded to the RTP for consideration that best meet desired outcomes and New Look policy direction, and fall within the updated financially constrained revenue forecast developed during Phase 2. The system performance of projects included in an updated RTP Financially Constrained System will be conducted during Phase 3 after the project solicitation process to assess how well the updated plan meets the outcomes the region wants to accomplish.

Outreach for all of these elements will be conducted in partnership with public agencies and other key stakeholder groups with an emphasis on improving community awareness and understanding of the region's transportation needs and funding issues in the context of the broader New Look effort. A significant element of the research in Phase 2 is to identify desired outcomes and public priorities for transportation, and the public's willingness to pay for those outcomes and priorities. This will inform the outcomes and policy choices MPAC, JPACT and the Metro Council recommend.

## CONSENT ITEMS

**Comment 4:** The outreach strategies should be expanded to include a web blog for the RTP update. (MPAC, 5/10/06)

**Recommendation:** No change recommended. While this is an innovative approach for gathering public input, the draft public participation plan is intended to be targeted, yet representational throughout the update process. The relatively compact timeline and current staffing resources do not allow for meaningfully monitoring, compiling and reporting out more free-form input that would be provided through a web blog. The draft work program includes other web-based outreach strategies as well as focus groups, targeted workshops and other means that will be used to gather input throughout the process.

**Comment 5:** Revise the description of the various components of the public participation plan to clarify that Metro will conduct outreach in partnership with local governments. (Joint MTAC/TPAC Workshop, 5/15/06)

**Recommendation:** Agree. The public participation plan will be modified to make this clarification.

**Comment 6:** Expand the public participation plan to provide additional targeted workshops and to build new partnerships in the community with both the private sector and non-profits. This update should be an opportunity to meaningfully connect with groups that traditionally have not been part of previous RTP update processes, including users of the system, not just the providers. (Joint MTAC/TPAC Workshop, 5/15/06)

**Recommendation:** No change recommended. The draft public participation plan has been designed to be targeted, yet representational to include a broad spectrum of interests, including users of the system and groups that have been traditionally underrepresented in previous RTP updates. The draft plan includes 5 targeted workshops, 5 focus groups, 6 agency/jurisdictional outreach meetings and 5 technical workshops (called technical topic and interest area collaboration and coordination). At a broad level, the purpose of these meetings is to provide input on the technical work before and after it is completed. With the exception of the agency/jurisdictional outreach meetings – the remaining meetings will be specifically designed to include users of the system and groups that have been traditionally underrepresented. The draft participation plan fits within an estimated budget for this element of the update. In order to add more targeted workshops, or other outreach elements, a reduction in other outreach strategies will need to be identified. There is some flexibility to shift the number of targeted workshops, focus groups and technical team workshops (e.g., have 4 focus groups instead of 5 in order to add one more targeted workshop). This will be addressed as the work program is implemented to most effectively gather and use input to guide the technical work and policy development within the current estimated budget.

**Comment 7:** Create a sideboards document that describes the legal requirements for the RTP update that can be referenced throughout the process. (TPAC/MTAC workshop, 5/15/06)

**Recommendation:** Agree. A regulatory review memo has been prepared during the scoping phase that summarizes recent plans and regulatory changes with implications for the update to the Regional Transportation Plan. The memo will be modified as necessary to serve as this sideboard document, including integration of recent federal guidance on integrating the National Environmental Policy Act (NEPA) into system planning.

**Comment 8:** A base year of 2005 should be used for the background and research in Phase 2 of the update. The region changed significantly between 2000 and 2005, and if more recent information is available it should be used. (RTO Subcommittee, 5/11/06 and TPAC/MTAC Workshop, 5/15/06)

**Recommendation:** Agree, if more recent data is available. For modeling purposes, a base year of 2005 will be used for comparison with the 2035 Base Case during Phase 2 and RTP systems developed during Phase 3. More recent data will also be used, if readily available, for the system conditions analysis and assessment during Phase 2 (Tasks 7 – 10).

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DETERMINING THE ) RESOLUTION NO. 06-3704  
CONSISTENCY OF THE INTERSTATE 5/ )  
DELTA PARK TO LOMBARD PROJECT WITH )  
THE REGIONAL TRANSPORTATION PLAN ) Introduced by Councilor Rex Burkholder  
AND RECOMMENDING PROJECT APPROVAL )

WHEREAS, JPACT and the Metro Council approved the 2000 Regional Transportation Plan (RTP) by Ordinance No. 00-869A, For the Purpose of Adopting the 2000 Regional Transportation Plan; and,

WHEREAS, the approved 2000 RTP recounted the transportation conditions in the Interstate 5 north corridor and stated that "To address these problems, the I-5 Trade Corridor Study will evaluate different capacity and transit improvements in this corridor and make recommendations for inclusion in the Regional Transportation Plan"; and

WHEREAS, the I-5 Transportation and Trade Partnership *Strategic Plan* was endorsed by JPACT and Metro Council by Resolution No. 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations; and

WHEREAS, in Resolution No. 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations, JPACT and the Metro Council concluded that transportation improvements include: "Three through-lanes in each direction on I-5, between I-405 in Portland and I-205 in Clark County including southbound through Delta Park including designation of one of the three through lanes as an High Occupancy Vehicle (HOV) lane as feasible..." and directing Metro staff to incorporate this and other *Strategic Plan* recommendations into the next update of the Regional Transportation Plan (RTP) ; and

WHEREAS, JPACT and the Metro Council approved Ordinance No. 04-1045A, For the Purpose of Amending the 2000 Regional Transportation Plan ("RTP") for Consistency with the 2004 Interim Federal RTP and Statewide Planning Goals; and

WHEREAS, the approved 2004 RTP Project lists as project number 4005: "I-5 North Improvements, Lombard Street to Expo Center/Delta Park, widen to six lanes", as one of the financially constrained projects; and

WHEREAS, the approved 2004 RTP states that: "This heavily traveled route is the main connection between Portland and Vancouver. In addition to a number of planned and proposed highway capacity improvements, light rail is proposed along Interstate Avenue to the Expo Center, and may eventually extend to Vancouver. As improvements are implemented in this corridor, the following design considerations should be addressed: - consider HOV lanes and peak period pricing, -transit alternatives from Vancouver to Portland Central City (including light rail transit and express bus)..."; and

WHEREAS, the Oregon Department of Transportation (ODOT) initiated the I-5 Delta Park to Lombard Project, providing a public involvement process and prepared, based on public comment, project alternatives and an Environmental Assessment of alternatives which, if constructed, would widen this segment of I-5 to six lanes, including three lanes southbound; and

WHEREAS, ODOT assessed the likely outcome of a southbound HOV lane in addition to the existing northbound HOV lane; and

WHEREAS, the Columbia River Crossing Project will address transit, including HOV as well as highway, bicycle, pedestrian access in the I-5 bridge influence area immediately north of the I-5 Delta Park to Lombard segment; and

WHEREAS, ODOT convened a Hearings Panel that heard public testimony on the alternatives and Environmental Assessment in February 2006 and from which Hearings Panel recommendations were formulated for consideration; and

WHEREAS, the Bi-State Coordination Committee and the City of Portland have recommended approval of the I-5 Delta Park to Lombard project, including the Hearings Panel recommendations; now therefore

BE IT RESOLVED that the Metro Council:

1. Concludes that the I-5 Delta Park to Lombard Project, as described in the Hearings Panel recommendations attached as Exhibit "A" to this resolution, is consistent with the 2004 Regional Transportation Plan.
2. Concludes that the ODOT decision about whether the additional southbound lane on I-5 should be a general purpose lane, HOV or managed lane should be made in concert with the Columbia River Crossing Project or prior to the opening of the new lane to traffic, whichever is sooner and that such a decision about the additional southbound lane status should be made only after recommendations from the Bi-State Coordination Committee, JPACT and the Metro Council, with an amendment to the RTP as necessary.

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

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David Bragdon, Council President

Approved as to Form:

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Daniel B. Cooper, Metro Attorney



## **I-5 Delta Park: Victory to Lombard Section**

### **Recommendations of the I-5 Delta Park Hearings Panel for the Locally Preferred Alternative**

**April 28, 2006**

#### **Purpose:**

The purpose of this report is to convey the recommendations of the I-5 Delta Park Hearings Panel regarding the selection of a Preferred Alternative for the I-5 Delta Park Project. The Hearings Panel was composed of: Charlie Sciscione, ODOT Deputy Region 1 Manager, Cathy Nelson, ODOT Technical Services Manager/Chief Engineer, City of Portland Commissioner Sam Adams, Sue Keil, Director of the Portland Office of Transportation, Metro Councilor Rex Burkholder, and Vancouver Mayor Royce Pollard.

The recommendations are based on the findings of the Environmental Assessment, public comments on the Environmental Assessment, recommendations from the project's Citizen Advisory Committee and Environmental Justice Work Group, recommendations from local, regional and state staff, and input from ODOT's local, state and federal environmental regulators.

The Hearings Panel's recommendations will be sent to the Bi-State Coordinating Committee, the Portland City Council, the Joint Policy Advisory Committee on Transportation, and the Collaborative Environmental and Transportation Agreement for Streamlining (CETAS) for review and endorsement in May/June 2006. The Preferred Alternative will be documented in a Revised Environmental Assessment that is expected to be published in July/August 2006.

#### **Background:**

The I-5: Delta Park to Lombard project was one of several highway, transit and rail projects recommended by the I-5 Strategic Partnership. It is the first of the recommended projects to be developed for the I-5 Corridor. The Columbia River Crossing Project is the next project that will be developed. The public process for that project has recently been initiated.

Over the past three years, considerable public input has been solicited and considered at all stages of developing the I-5 Delta Park Project. ODOT formed two project advisory committees, a Citizen Advisory Committee and the Environmental Justice Work Group, to guide development of the project. The advisory committees and public input have influenced the development of the purpose and need statement for the project, the evaluation factors for the project, the range of alternatives studied in the Environmental Assessment, and the recommendation of the preferred alternative.

In developing this project ODOT has also worked closely with regional and local jurisdictions, most notably with staff from City of Portland's Transportation, Planning, Parks, and Environmental Services bureaus and staff from the Portland Development Commission.

The Environmental Assessment for this project included a No Build alternative and four Build alternatives. Each of the Build alternatives proposed the same improvements to the I-5 freeway including: widening I-5 to three lanes southbound, widening shoulders and medians northbound, reconstructing the southbound Columbia Blvd. on ramp as a merge lane, and geometric changes at the Columbia Blvd. and Lombard Blvd. interchanges. The four Build alternatives differed from one another in the proposed changes in access between Columbia Blvd. and I-5.

This project is anticipated to be constructed in two phases. Phase I construction would include the proposed I-5 freeway improvements. This phase of construction is anticipated to begin in 2008 and be completed in 2010. Phase II construction would include the proposed changes in access between Columbia Blvd. and I-5. A construction year for Phase II has not yet been established.

### **Recommendations:**

The Hearings Panel's recommendations are presented below and are separated into the following categories:

- ❖ Preferred Alternative Recommendation
- ❖ Recommended Changes to the Preferred Alternative
- ❖ Recommendations for Final Design and Construction Phases
- ❖ Mitigation Measures and Community Enhancements Recommendations
- ❖ High Occupancy Vehicle Lane Recommendations
- ❖ Phasing and Financing Recommendations

### **Preferred Alternative Recommendation:**

The Hearings Panel recommends Alternative 2-Argyle on the Hill as the preferred alternative for the I-5 Delta Park Project for the following reasons:

#### **Transportation:**

- ◆ The proposed improvements to I-5, which are common to all four Build alternatives, will improve the operation, efficiency and safety of the freeway in the project area. The greatest operation and efficiency improvements will be experienced during the mid-day, evening, and weekend periods.
- ◆ Alternative 2 reinforces existing access routes, maintains familiar freeway travel patterns, and makes the least change in freeway access.
- ◆ Alternative 2 does not require traffic calming measures to encourage use of the new freeway access route.
- ◆ Alternative 2 reconstructs the Denver Avenue Bridge over Columbia Blvd., which is a long-term capital maintenance/replacement liability concern for the City and ODOT.
- ◆ Alternative 2 has the least negative traffic impact on the operation of Portland International Raceway.

### **Neighborhood Livability:**

- ◆ Alternative 2 results in the greatest reduction in traffic on existing Argyle Way and would provide the greatest improvement to the pedestrian environment along the existing Argyle Way. The volume of auto and truck traffic on Argyle Way has been identified as negatively impacting future development in the Kenton Light Rail Station area. This alternative relocates Argyle Way to the periphery of the Kenton downtown, and away from Kenton Park, downtown Kenton and the light rail station.
- ◆ Alternative 2 results in a noticeable decrease in noise levels for approximately 3 blocks of mixed use/residential properties and Kenton Park.
- ◆ Alternative 2 minimizes impacts on the planned Columbia Slough Trail.

### **Environmental Impacts:**

- ◆ Alternative 2 has the least environmental impacts and is, therefore, consistent with City of Portland's Type II Environmental Review requirements and approval criteria.
- ◆ Alternative 2 affects less environmentally sensitive land by expanding existing development rather than building a new bridge over the Columbia Slough.
- ◆ Alternative 2 maintains the wildlife corridor for North and Northeast Portland by not breaking up existing habitat for birds and animals along the Columbia Slough with new bridges or roads.
- ◆ Alternative 2 minimizes impacts on the existing forested riparian strip located between the N. Denver Avenue bridge and the I-5 bridge. New bridges or roads along the slough would remove vegetation and replace it with new impervious surface. This would result in a potential increase in pollutants and sediment entering the slough.
- ◆ Alternative 2 requires the least amount of new impervious surface (paving). Impervious surfaces have the potential to increase stormwater runoff, raise water temperature, and increase pollutant loading into nearby waterways.

### **Economic/Redevelopment Impacts:**

- ◆ Alternative 2 minimizes business displacements.
- ◆ Alternative 2 has the potential to positively affect the redevelopment prospects of high density sites around Argyle Way and Interstate Avenue, provided funding certainty for the Phase II interchange work.
- ◆ Alternative 2 has the second lowest property acquisitions.

### **Recommendations for Changes to the Preferred Alternative:**

The Hearings Panel recommends that Alternative 2 be amended as follows and that these changes be documented in the project's Revised Environmental Assessment:

- ❖ The reconstruction of the Denver Avenue Bridge over the Columbia Slough should be added to Alternative 2. Reconstructing both of the Denver Avenue Bridges at the same time will minimize community disruption in the long term.

- ❖ The Schmeer Road realignment should be moved further south to minimize impacts to the TMT Development/Container Care property. The opportunity to move the Schmeer Road realignment further south is provided by reconstructing the Denver Avenue Bridge over the Columbia Slough.

**Recommendations for Final Design and Construction Phases:**

As Phase I and Phase II of the I-5 Delta Park Project go through the final design and construction work, the Hearings Panel recommends that:

- ❖ During Phase I, ODOT further investigate ramp meters and lane treatments on the Columbia Blvd. southbound on-ramp with the objective of balancing the desire for most efficient entry to I-5 for trucks with the operational needs of the ramp.
- ❖ ODOT develop Phase II improvements in cooperation with the Portland Office of Transportation to ensure that the local circulation elements (new Argyle Way, Denver Avenue Bridges and Schmeer Road) are developed with appropriate City input and review.
- ❖ ODOT ensure that development of Phase II improvements includes opportunities for public input on roadway and structures designs for local circulation elements including: the new Argyle Way, the Denver Avenue Bridges, and Schmeer Road.
- ❖ During development of Phase II improvements, ODOT continue to investigate design modifications for the new Argyle Way alignment balancing the objectives of minimizing property impacts, maximizing re-development opportunities, and optimizing transportation safety and operations.
- ❖ During development of Phase II improvements, ODOT continue to investigate design options for bicycle and pedestrian facilities on the Denver Avenue Bridges balancing the objectives of providing good bicycle and pedestrian access, accommodating freight movement, minimizing property impacts, and optimizing traffic safety and operations.
- ❖ During Phase I and Phase II, ODOT coordinate with the Portland Office of Transportation to provide for City review of the construction management plan, which will ensure the least possible business and community disruption during the construction of these improvements.
- ❖ ODOT work with the Portland Office of Transportation to vacate portions of the existing Argyle Way during Phase II construction to help the area around Argyle Way to reach its full redevelopment potential.
- ❖ ODOT and the Portland Office of Transportation develop an Intergovernmental Agreement(s) regarding the ownership and maintenance of local circulation elements of the project, the development of an access management plan for the interchange area, and the implementation of local system community enhancements.

**Mitigation Measures and Community Enhancements Recommendations:**

With regard to mitigation measures and community enhancements, the Hearings Panel recommends:

- ❖ Implementing the full mitigation and conservation measures outlined in the Environmental Assessment including: erosion and sediment control measures, air and water pollution control measures, wetlands mitigation measures, landscaping and riparian re-vegetation measures, fish conservation measures, fencing for the Columbian Cemetery, and meaningful workforce diversity and DBE goals.
- ❖ Adding an additional mitigation measure to the Environmental Assessment for ODOT to provide technical assistance during Phase II of construction to help local businesses prepare for the construction impacts of both of the Denver Avenue Bridge replacements.
- ❖ Setting the Community Enhancement Fund for the I-5 Delta Park Project at \$1 million.

**High Occupancy Vehicle Lane Recommendations:**

With regard to an HOV lane or other managed lane, the Hearings Panel recommends that:

- ❖ The I-5 Delta Park Revised Environmental Assessment identify that one of the I-5 southbound lanes may be operated as an HOV or managed lane in the future between, approximately, the Marine Drive and Alberta interchanges.
- ❖ ODOT make a decision about whether or not to operate a southbound HOV or managed lane in Oregon by the time the I-5 Delta Park Project is opened to traffic, in approximately 2010. In making this decision ODOT should seek recommendations from the Bi-State Coordination Committee, JPACT and Metro Council and seek an amendment to the RTP as necessary.
- ❖ ODOT conduct additional investigation of a southbound HOV or managed lane using traffic data and traffic models constructed for the Columbia River Crossing (CRC) Project in order to explore:
  - ◆ Transit service assumptions for a HOV or managed lane;
  - ◆ The length and duration of congestion on I-5, SR 14 and SR 500 with and without an HOV or managed lane;
  - ◆ The feasibility of operating the lane as a managed lane;
  - ◆ Enforcement levels needed for an HOV or managed lane;
  - ◆ How CRC Project decisions regarding future high-capacity transit, freeway, and transportation demand management would support operation of an HOV or managed lane in Oregon.
- ❖ ODOT coordinate its analysis and decision making regarding a southbound HOV or managed lane with the Bi-State Coordination Committee and appropriate Bi-State staff.
- ❖ The CRC Project continue to investigate HOV and managed lane concepts for the Portland/Vancouver I-5 corridor through the EIS.

The Hearings Panel makes these recommendations for the following reasons:

- ❖ Local, regional, state and federal policies are supportive of providing transportation options other than the single-occupancy vehicle in the I-5 corridor.
- ❖ More investigation of transit service levels, congestion impacts, feasibility, and enforcement is warranted prior to making a final decision about southbound HOV or managed lane implementation.
- ❖ Additional information about the long-range southbound HOV and managed lane system is likely to result from the Columbia River Crossing Project. The decision about implementation of a southbound HOV or managed lane in Oregon should be coordinated, to the greatest extent practicable, with the CRC Project direction for HOV and managed lanes.

**Phasing and Financing Recommendations:**

The Hearings Panel recommends that funding for design, property acquisition and construction of Phase II be prioritized by ODOT and the City, and a project implementation schedule for Phase II construction be established.

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 06-3704, FOR THE PURPOSE OF DETERMINING THE CONSISTENCY OF THE INTERSTATE 5/ DELTA PARK TO LOMBARD PROJECT WITH THE REGIONAL TRANSPORTATION PLAN AND RECOMMENDING PROJECT APPROVAL

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Date: May 17, 2006

Prepared by: Mark Turpel

## BACKGROUND

The Interstate 5 (I-5) freeway is the major West Coast road system serving people and good movement north and south via auto, bus and truck both in the Metro area and as far as the Canadian and Mexican borders.

The 2000 Regional Transportation Plan recognized the transportation challenges of the corridor along I-5 from the Marquam Bridge to the Interstate Bridge and referenced the I-5 Trade and Transportation Partnership project as a process that would identify needed transportation actions on both sides of the Columbia River in the vicinity of I-5. Governors Gary Locke and John Kitzhaber appointed a bi-state I-5 Transportation and Trade Task Force of community, business, and elected representatives in January 2001 to develop the plan. The Task Force adopted al *Strategic Plan* on June 2002. The recommendations included:

- Three through-lanes in each direction on I-5, including southbound through Delta Park.
- A phased light rail loop in Clark County in the vicinity of the I-5, SR500/4th Plain and I-205 corridors.
- An additional span or a replacement bridge for the I-5 crossing of the Columbia River, with up to 2 additional lanes for merging and 2 light rail tracks.
- Interchange improvements and additional merging lanes where needed between SR500 in Vancouver and Columbia Boulevard in Portland. These include a full interchange at Columbia Boulevard.
- Capacity improvements for freight rail.
- Bi-state coordination of land use and management of our transportation system to reduce demand on the freeway and to protect the corridor investments.
- Involving communities along the corridor to ensure that the final project outcomes are equitable.

In November 2002, the Metro Council endorsed the *Strategic Plan* by adopting Resolution No. 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations and directed staff to incorporate the *Strategic Plan* recommendations in the next update of the RTP.

In July 2004, the Metro Council approved the update of the RTP through adopting Ordinance 04-1045A For the Purpose of Amending the 2000 Regional Transportation Plan ("RTP") for Consistency with the 2004 Interim Federal RTP and Statewide Planning Goals. Accordingly, the 2004 Regional

Transportation Plan (RTP) includes project number 4005, widening to six lanes the segment of I-5 from Lombard Street at the southern end to Expo Center/Delta Park at the northern end. This project would provide a consistent freeway width and eliminate a current condition where there is a portion of the freeway segment with two southbound lanes, while the balance of the freeway segment has three lanes each direction.

However, the 2004 RTP also states: "...despite a range of different improvements to the I-5 interstate bridges and transit service, latent demand exists in the corridor that cannot be address with highway capacity improvements alone." The 2004 RTP further states: "Light Rail transit and expanded bus service along parallel arterial streets are effective alternatives to I-5 for access to the Portland central city." The 2004 RTP also states that design considerations should be considered including:

- "HOV lanes and peak period pricing
- transit alternatives from Vancouver to the Portland Central City (including light rail transit and express bus)..."

The I-5 Delta Park to Lombard Project was initiated to look at alternatives along I-5 between Lombard and Delta Park, and, in addition to the direct freeway improvements (primarily changing this segment of I-5 to three lanes each direction by adding one additional lane southbound), four interchange/access alternatives (Full Columbia Ramps, Argyle on the Hill, New Road by the Slough, and Columbia Connector) were identified and assessed. Further, the feasibility of operating the new southbound lane as an HOV lane was assessed.

Most recently, the Columbia River Crossing (CRC) Project has taken up where the I-5 Transportation and Trade Partnership left off with regard to highway, transit, bicycle and pedestrian movement across the Columbia River in the immediate vicinity of I-5, just north of the I-5 Delta Park Project. A wide range of transit alternatives will be reviewed and analyzed during this effort and should address the transit questions along I-5 north corridor in Oregon (as well as into Clark County). However, the CRC project could benefit from consideration of whether HOV lanes will be included in the Delta Park to Lombard segment. Accordingly, it has been recommended that ODOT not make a decision about the status of the I-5 Delta Park Project additional southbound lane (whether it should be a general purpose lane, HOV or managed lane) until the CRC Project is further along. This can be achieved because final engineering and even most of the construction can proceed without making a decision about the lane status.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

There have been concerns expressed by residents of the area along I-5 concerning additional air pollution, noise, dust and traffic congestion. These issues are described in the Environmental Assessment and Hearings Panel recommendations (Exhibit "A"). There have been concerns expressed about the operation of a new southbound lane as an HOV or managed lane, including representatives of trucking and Clark County commuters to the Metro area. Further, there have been concerns expressed about whether the proposed project helps implement the region's plans.

### **2. Legal Antecedents**

Resolution No. 98-2625, For the Purpose of Amending the Metropolitan Transportation Improvement Program to Approve a Six-Month High Occupancy Vehicle (HOV) Lane Demonstration on I-5 Northbound and Associated Financing.

Ordinance No. 00-869A, For the Purpose of Adopting the 2000 Regional Transportation Plan.



Resolution No. 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations.

Ordinance No. 04-1045A, For the Purpose of Amending the 2000 Regional Transportation Plan ("RTP") for Consistency with the 2004 Interim Federal RTP and Statewide Planning Goals.

**3. Anticipated Effects**

Construction of the I-5 Delta Park to Lombard Project as recommended by Exhibit "A".

**4. Budget Impacts**

No direct impacts to the Metro budget. The project is included in the list of Financially Constrained System Projects (number 4005) of the Regional Transportation Plan.

**RECOMMENDED ACTION**

Approve Resolution No. 06-3704, For the Purpose of Determining the Consistency of the Interstate 5/ Delta Park to Lombard Project with the Regional Transportation Plan and Recommending Project Approval.

M E M O R A N D U M

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



**METRO**

DATE: May 22, 2006  
TO: Transportation Priorities Modal Evaluators  
FROM: Ted Leybold: MTIP Manager  
SUBJECT: 2008-11 STIP Modernization Proposal

\* \* \* \* \*

Attached are the spreadsheets summarizing the draft technical analysis and proposal for the 2008-11 STIP Modernization program developed by ODOT and Metro staff. The technical analysis follows the measures outlined at the previous TPAC meeting and is consistent with the evaluation criteria established by the Oregon Transportation Commission.

The draft proposal focuses on following the JPACT guidance of focusing funds on addressing congestion and construction of projects. To achieve these objectives and to fund projects through out the region, it was necessary to request local contributions to projects. This proposal is meant to begin the discussion of the feasibility of local funding on these project.

Further explanation of the draft proposal will be provided at the TPAC meeting.

**Prioritization Summary of Potential ODOT Region 1 Modernization Projects  
2008-11 STIP**

Prioritization Criteria	Eligibility	Project Readiness	Oregon Highway Plan Consistency			Freight Mobility	Congestion and/or Freight Mobility (V/C ratio)	Leverage and Public Benefit			Environmental	
			Consistent with Constrained RTP and Local TSP	Adequate definition and planning	Funding PE, ROW, Construction			Consistent with Major Improvements Policy	Support 2040 land use	On State or Regional freight system or NHS intermodal connector		Support multi-modal freight movement
I-5 Delta Park Phase II: PE and ROW for Columbia Blvd access to I-5	High	High - Preferred all being selected this month as part of current EA	PE, ROW	High	High (Ind, TC)	yes - high OFAC priority	High	High - safe operations and congestion. (.7)	Potential transfer of Denver Ave., community enhancements	High (Columbia South Shore, Rivergate)	High	FONSI scheduled for adoption in 2006.
I-5 SB/I-205 SB Merge Lane extension	Low	High - came out of auxiliary lanes project design	PE to Con	High	Low	yes - high OFAC priority	Low	Med - safe operations and congestion. (.34 w/ 2 lanes)	Enhance benefits of Auxiliary lanes	Low	No	Categorical Exclusion?
US26: 185th to Cornell	High	Medium - US 26 corridor plan completed - earmark funds available for design	PE to Con	Med	Med (TC)	yes - high OFAC priority	Low	Med - congestion. (.76 w/ 3 lanes)	Low: \$1 million earmark for PD	High (Sunset Corridor)	No	Categorical Exclusion
Troutdale Marine Dr./Backage Road	Low: Troutdale TSP but not RTP.	Low: I-84/US26 connection plan not completed; RTP freight route on 242nd.	PE to Con	High: defers need for full interchange	High (Ind)	no - high OFAC priority	Med	Med - safe operations and congestion. (.89)	Med: \$1 million earmark for PD/PE	Med (former Reynolds Aluminium site - 700 acres)	No	?
US26: Springwater Interchange Phase I	High	Med - Refinement plan completed, EA/IAMP in '06-'09 DSTIP	PE to Con	High: defers need for full interchange	Med (Ind) but is timing ripe relative to other projects?	yes - medium OFAC priority	Low	Low	Low	High (Springwater; 10K jobs potential)	No	EA or EIS in '06-'09 STIP; scheduled to start 2006
I-5: Wilsonville Interchange (Refinement Plan, PE + ROW)	High (PE, ROW in constrained RTP)	Med - Wilsonville Freeway Access Study defined need, proposal includes refinement plan	PE to Con	High	High (Ind, TC)	yes - high OFAC priority	Low	High - congestion. (1.2)	High (local match)	High (Wilsonville-RSIA 194 acres vacant)	Possible	No (TBD)
Sunrise Corridor (PE, ROW)	High	Med - EIS underway	ROW	Low	Med (Ind)	yes - medium OFAC priority	Low	High - safe operations and congestion. (Hwy 212 = 1)	High (earmark, County, OTIA)	High (Clackamas and Damascus Industrial Areas)	No	EIS underway
Preservation Supplement for Ped/Bike	High	N/A	Con	High	Varies	Varies	Low	No	Possible	No	Yes	N/A
STA Implementation Project: Oregon City	High	High	Con	High	High	yes	Low	No. (.52)	High (MTIP, bridge and pres.projects)	Med	Yes	?
US26: Kane/257/Palmquist Intersection Realignment	High	Low: I-84/US26 connection plan not completed; RTP freight route on 242nd.	PE to Con	High	Low	in part (connection to US 26) - high OFAC priority	Low	Low - geometrics	Low	Med (access from Springwater to I-84)	Possible	?
<b>Developmental STIP or Planning Projects</b>												
Highway 217 EIS	High	High - 217 corridor plan	PE/EIS	Low	High (2 RC's)	yes - medium OFAC priority	Med - congestion + merge/weave issues	Congestion (Varies)	Low	Low	Possible	No (request is for EIS)
I-205/Powell Interchange EA/PE	High	High - Powell Foster Corridor Plan	PE	Med	Low	yes - medium OFA priority	No	Congestion (1.08)	Low	Low	Possible	No (request is for EA)
I-205 South: I-84 to I-5 EIS (OIPP coordination)	Low	Med - OIPP and recon. underway	EIS	Low	High (Ind, RC's, TC's)	yes - not on OFAC list	Med - congestion	No (Varies)	High (OIPP)	Med	Possible	No (request is for EIS)
I-405 Loop: I-5 to I-84 refinement plan	High (RTP # 4004)	Med - part of I-405 Loop Study	Plan	High	High (RC, Ind)	yes - high OFAC priority	High - congestion	High	Possible	Med	No	No (request is for refinement plan)
North Milwaukie Industrial Area Plan			Plan					N/A				

**Prioritization Summary of Potential ODOT Region 1 Developmental STIP Projects  
2008-11 STIP**

Prioritization Criteria	Eligibility		D-STIP Project Suitability	Oregon Highway Plan Consistency		Already Completed D-STIP Milestone(s)	Funding Identified for Development or Construction	Leverage and Public Benefit		Cost Estimate	Recommendation
	Addresses identified need	Has adequate funding to complete milestone		Consistent with Major Improvements Policy	Support 2040 land use			Over match, innovative financing, other infrastructure, jurisdictional transfer	Benefit multiple modes of travel		
Project											
Highway 217 EIS	High	Unk	High - 217 corridor plan	Unk - need to define EIS scope	High (2 RC's)	Refinement Plan completed	No	Low	Possible		
I-205/Powell Interchange EA/PE	High	Unk	High - Powell Foster Corridor Plan	Med	Low	Refinement Plan adopted	No	Low	Possible		
I-205 South: I-84 to I-5 EIS (OIPP coordination)	Low	Unk	Med - OIPP and recon. underway	Med - need more definition	High (Ind, RC's, TC's)	No	OIPP	High (OIPP)	Possible		\$0.000
I-405 Loop: I-5 to I-84 refinement plan	Low	Unk	Med - part of I-405 Loop Study	High	High (RC, Ind)	Refinement Plan drafted	No	Low	No		Planning funds
North Milwaukie Industrial Area Plan	High	Unk	North Milwaukie Industrial Area Plan - TGM	High	Med (station community)	Refinement Plan completed	No	Low	Yes		TGM funds

**Prioritization Summary of Potential ODOT Region 1 Modernization Projects  
2008-11 STIP**

	<b>Cost (millions)</b>	<b>Recommendation (millions)</b>	<b>Recommended Phase</b>
I-5 Delta Park Phase II: PE and ROW for Columbia Blvd access to I-5	\$9.000	\$7.000	PE, ROW
I-5 SB/I-205 SB Merge Lane extension	\$3.000	\$0.000	
US26: 185th to Cornell	\$19.500	\$14.000	PE to Con
Troutdale Marine Dr./Backage Road	\$7.900	\$0.000	
US26: Springwater Interchange Phase I	\$5.800	\$3.000	PE to Con
I-5: Wilsonville Interchange	\$10.500	\$8.000	PE to Con
Sunrise Corridor	\$7.000	\$0.000	
Preservation Supplement for Ped/Bike STA Implementation Project: McLouglin Blvd in Oregon City Phase 2 as example.	\$1.000	\$0.000	
US26: Kane/257th/Palmquist Interchange	\$3.450	\$0.000	
Highway 217 EIS	\$1 to \$3 million	\$0.000	
I-205/Powell Interchange EA/PE		\$0.000	
I-205 South: I-84 to I-5 EIS (OIPP coordination)		\$0.000	
I-405 Loop: I-5 to I-84 refinement plan		Planning funds	
North Milwaukie Industrial Area Plan		TGM funds	
<b>Total</b>	<b>\$67.150</b>	<b>\$32.000</b>	
Metro Area 2008-11 STIP Modernization Target after existing commitments	\$32 to \$33.5 million		
<b>Committed Projects in 2008-09</b>			
I-205/Mall LRT	\$5.000		
Sellwood Bridge	\$1.500		
I-5 Delta Park Ph. 1: PE/ROW	\$2.104		
Preservation supplement for Ped/Bike	\$1.000		
<b>New funding Committed to Projects in 2008-09</b>			
I-5 Delta Park Ph. 1: Construction	\$16.000		

Congressman Wu requesting \$3 million earmark. Appropriate to reserve local match?

Materials following this page were distributed at the meeting.

**I-5 Delta Park: Advisory Committee Members  
2003 - 2006**

**Citizen Advisory Committee Members:**

Don Arambula - Kenton Neighborhood Association  
Chris Bailey - Portland Metropolitan Exposition Center  
John Benson - Piedmont Neighborhood Association  
Toni Carr - Hayden Island Neighborhood Network (HINooN)  
Troy Clark - Friends of Smith and Bybee Lakes  
Joë Davis - UPS  
Ellen Eaton - Columbia Way Neighborhood Association  
Carl Flipper - Humboldt Target Area  
Meredith Gilbert - Friends of Historic Columbian Cemetery  
Dan Green - Roadway Express  
John Jenkins - Hayden Island Neighborhood Network (HINooN)  
Larry Mills - Kenton Neighborhood Association  
Tracy Whalen - ESCO  
John Wish - Independent Dispatch

**Environmental Justice Work Group Members:**

Jonath Colon Montesi  
Alex Dorsey - Northeast Economic Alliance  
Keith Edwards - IBEW  
Dave Frei - Arnada Neighborhood Association  
Kris Long - E.O.C. of Clark County  
Nathan Thuan Nguyen - Asian Family Center  
Lawrence Russell - Environmental Justice Action Group  
Connie Sherrard - Vancouver Housing Authority  
Jeri Sundvall-Williams - Environmental Justice Action Group  
Michelle Tworoger - Hayden Island  
Tzer Vue - Asian Family Center

**Community Enhancement Advisory Board Members:**

John Benson - Piedmont Neighborhood Association  
Rex Burkholder - Metro  
Nancy Clark - Humboldt Neighborhood Association  
Corkey Collier - Columbia Slough Watershed Council  
Jonath Colon Montesi  
Chris Duffy - Arbor Lodge Neighborhood Association  
Warren Jimenez - Commissioner Adams' Office  
Everette Rice - Office of Multicultural Health  
Lawrence Russell - Environmental Justice Action Group  
Doretta Schrock - Kenton Neighborhood Association  
Connie Sherrard - Vancouver Housing Authority  
Jeri Sundvall-Williams - Environmental Justice Action Group  
Matt Svymbersky - Kenton Neighborhood Association  
Michelle Tworoger - Hayden Island  
DeBorah Williams - Housing Authority of Portland - ETAP

## **I-5 Delta Park: Hearings Panel**

Commissioner Sam Adams  
Vancouver Mayor Royce Pollard  
Metro Councilor Rex Burkholder  
Charlie Sciscione - ODOT Deputy Region 1 Manager  
Cathy Nelson - ODOT Technical Services Manager/Chief Engineer  
Sue Keil - Director of the Portland Office of Transportation

## **I-5 Delta Park: Other Significant Contributors**

### **Citizens/Businesses:**

Jim Howell - Oregon Association of Railway Passengers  
Kim Dixon - Environmental Justice Action Group  
Pam Ferguson - Hayden Island Neighborhood Network (HINooN)  
Aaron Gray - Kenton Neighborhood Association  
Jack Olheiser - Hayden Island Neighborhood Network (HINooN)  
Eugene Rogers - Hayden Island Neighborhood Network (HINooN)  
Matthew Rotchford - Portland Metropolitan Exposition Center  
Steve Rupert - Kenton Neighborhood Association  
Paul Edgar - citizen  
Charlie Tindall - Blue Line Transportation Company  
Dan Bourbonais - American Linen (ALSCO)  
Lon Steiner - Ferguson  
Dan Gutzman - Pendelton  
Vanessa Kassab - TMT Development  
Ann Gardner - Schnitzer Investment

### **City Staff:**

John Gillam - PDOT  
Mike Coleman - PDOT  
Stuart Gwin - PDOT  
Lois Cortel - PDC  
Carol Herzberg - PDC  
Susan Kuhn - PDC  
Randy Evans - PDC  
Julia Gisler - Planning  
Gregg Everhart - Parks  
Sue Donaldson - Parks  
Mark Wiggington - Parks  
Kimberly Parsons - Development Review  
Susan Barthel - Environmental Services  
Rye Thompson - Environmental Services  
Mike Reed - Environmental Services

### **Consultants:**

Tom Arnold - Environmental Assessment  
Nanci Luna Jimenez - Environmental Justice Work Group Facilitation  
Vaughn Brown - Citizen Advisory Committee Facilitation  
Kristin Kibler - Public Outreach  
Mike Baker - Traffic Analysis

### **ODOT Staff:**

Kate Deane - Project Manager  
Susan Whitney - Environmental Project Manager  
ODOT Project Development Team



M E M O R A N D U M

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**METRO**

DATE: May 22, 2006  
TO: Transportation Priorities Modal Evaluators  
FROM: Ted Leybold: MTIP Manager  
SUBJECT: 2008-11 STIP Modernization Proposal

\* \* \* \* \*

Attached are the spreadsheets summarizing the draft technical analysis and a funding proposal for TPAC to use as a starting place for the 2008-11 STIP Modernization program developed by ODOT and Metro staff. The technical analysis follows the measures outlined at the previous TPAC meeting and is consistent with the evaluation criteria established by the Oregon Transportation Commission.

The draft proposal focuses on following the JPACT guidance of focusing funds on addressing congestion and construction of projects. To achieve these objectives and to fund projects through out the region, it was necessary to request local contributions to projects. This proposal is meant to begin the discussion of the feasibility of local funding on these projects.

Further explanation of the draft proposal will be provided at the TPAC meeting.

**Prioritization Summary of Potential ODOT Region 1 Developmental STIP Projects  
2008-11 STIP**

Prioritization Criteria	Eligibility		D-STIP Project Suitability	Oregon Highway Plan Consistency		Already Completed D-STIP Milestone(s)	Funding Identified for Development or Construction	Leverage and Public Benefit		Cost Estimate	Recommendation
	Addresses identified need	Has adequate funding to complete milestone		Consistent with Major Improvements Policy	Support 2040 land use			Over match, innovative financing, other infrastructure, jurisdictional transfer	Benefit multiple modes of travel		
Project											
Highway 217 EIS	High	Unk	High - 217 corridor plan	Unk - need to define EIS scope	High (2 RC's)	Refinement Plan completed	No	Low	Possible		
I-205/Powell Interchange EA/PE	High	Unk	High - Powell Foster Corridor Plan	Med	Low	Refinement Plan adopted	No	Low	Possible		
I-205 South: I-84 to I-5 EIS (OIPP coordination)	Low	Unk	Med - OIPP and recon. underway	Med - need more definition	High (Ind, RC's, TC's)	No	OIPP	High (OIPP)	Possible		\$0.000
I-405 Loop: I-5 to I-84 refinement plan	Low	Unk	Med - part of I-405 Loop Study	High	High (RC, Ind)	Refinement Plan drafted	No	Low	No		Planning funds
North Milwaukie Industrial Area Plan	High	Unk	North Milwaukie Industrial Area Plan - TGM	High	Med (station community)	Refinement Plan completed	No	Low	Yes		TGM funds

DRAFT

**Funding Allocation Summary of Potential ODOT Region 1 Modernization Projects  
2008-11 STIP**

	<b>Cost (millions)</b>	<b>Recommendation (millions)</b>	<b>Recommended Phase</b>	<b>Comments</b>
I-5 Delta Park Phase II: PE and ROW for Columbia Blvd access to I-5	\$9.000	\$7.000	PE, ROW	
I-5 SB/I-205 SB Merge Lane extension	\$3.000	\$0.000		
US26: 185th to Cornell	\$19.500	\$12.500	PE to Con	Requires Local Match
Troutdale Marine Dr./Backage Road	\$7.900	PE Earmark Available		
US26: Springwater Interchange Phase I	\$5.800	\$3.000	PE to Con	Requires Local Match
I-5: Wilsonville Interchange	\$10.500	\$8.000	PE to Con	Requires Local Match
Sunrise Corridor	\$7.000	\$0.000		
Preservation Supplement for Ped/Bike	\$1.000	Use SWIP Funds		
STA Implementation Project: McLouglin Blvd in Oregon City Phase 2 as example.	\$3.450	\$0.000		
US26: Kane/257th/Palmquist Interchange		\$0.000		
Highway 217 EIS	\$1 to \$3 million	\$0.000		
I-205/Powell Interchange EA/PE		\$0.000		
I-205 South: I-84 to I-5 EIS (OIPP coordination)		Seek OIPP Funds		
I-405 Loop: I-5 to I-84 refinement plan		Planning funds - no state set aside defined		
North Milwaukie Industrial Area Plan		TGM funds		
<b>Total</b>	<b>\$67.150</b>	<b>\$30.500</b>		
Metro Area 2008-11 STIP Modernization Target after existing commitments	\$32 to \$33.5 million			
<b>Committed Projects in 2008-09</b>				
I-205/Mall LRT	\$5.000			
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I-5 Delta Park Ph. 1: PE/ROW	\$2.104			
Preservation supplement for Ped/Bike	\$1.000			
<b>New funding Committed to Projects in 2008-09</b>				
I-5 Delta Park Ph. 1: Construction	\$16.000			

Congressman Wu requesting \$3 million earmark.

### **STIP Options**

1. Reduce I-5 Delta Park Phase II to PE only; establish ROW as regional priority for federal earmark
2. Allocate \$1-2million to Hwy 217 PE as matching funds in the event an earmark from Congressman Wu is successful; if not, reallocate to US 26 project.
3. Allocate \$1-2million to I-205 to match OIPP funds.

M E M O R A N D U M

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METRO

DATE: May 26, 2006  
TO: Transportation Policy Advisory Committee  
FROM: Kate Lyman, Planning Intern  
SUBJECT: Environmental Justice in current STIP projects

\* \* \* \* \*

The purpose of this memo is to inform you of the Environmental Justice status of currently proposed STIP modernization projects. Because the STIP is a federally aided program, it must comply with Title VI of the 1964 Civil Rights Act and the Civil Rights Restoration Act of 1987 as required by Title 23 Code of Federal Regulations (CFR) Part 200, and Title 49 CFR Part 21. STIP activities must also comply with the Executive Order of 1994 for Environmental Justice.

The importance of environmental justice analysis lies in ensuring that the costs and benefits of each transportation project are distributed equitably among communities in our region, and to minimize situations in which the benefits of a project do not incur to those who are impacted.

To this end, we have prepared the following analysis of economic and social indicators surrounding the seven proposed STIP projects. The table below lists the total population within census block groups surrounding each project, the total number and percentage of that population who self-identify as having earned twice the federally-regulated poverty income level for the year 2000 or less, the total number and percentage of persons who identify with different racial categories and Hispanic ethnicity, and the total number and percentage of persons who identified as not able to speak English. Numbers and percentages highlighted in **bold** are those that affect a significant portion of persons within that category; namely, greater than 2.5 times the regional average of that population or greater than 1000 total persons.

**TABLE 1: Environmental Justice Analysis for Currently Proposed STIP Projects**

<b>Project</b>	<b>Total Population</b>	<b>2x Poverty Level Income or Less</b>	<b>White Alone</b>	<b>Black Alone</b>	<b>American Indian-Alaskan Alone</b>	<b>Asian Alone</b>	<b>Hispanic Ethnicity</b>	<b>Non-English-Speaking</b>
<b>I-5: Delta Park Project</b>	8,796	2,919 (33%)	5,844 (66%)	1,285 (15%)	142 (2%)	504 (6%)	652 (7%)	209 (2%)
<b>I-5/I-205 Merge: Acceleration Lane</b>	4,900	384 (4%)	4,332 (88%)	9 (0%)	10 (0%)	276 (6%)	223 (5%)	69 (1%)
<b>US 26: 185<sup>th</sup> Ave to Cornell Road Widening</b>	13,569	2,468 (18%)	10,159 (75%)	122 (1%)	107 (1%)	2,267 (17%)	906 (7%)	599 (4%)
<b>Troutdale Marine Drive Backage Road</b>	5,196	834 (16%)	4,511 (87%)	143 (3%)	53 (1%)	215 (4%)	133 (3%)	69 (1%)
<b>US 26: Springwater Interchange Phase I</b>	11,175	2,187 (20%)	10,189 (91%)	100 (1%)	73 (1%)	141 (1%)	571 (5%)	84 (1%)
<b>Wilsonville Road Interchange</b>	11,490	2,304 (20%)	10,325 (90%)	79 (1%)	47 (0%)	279 (2%)	963 (8%)	311 (3%)
<b>Sunrise Corridor</b>	8,128	1,172 (14%)	7,144 (88%)	70 (1%)	0 (0%)	410 (5%)	371 (5%)	101 (1%)

\*Impacts greater than 2.5 the Regional Average OR greater than 1000 people

DAVID WU  
1ST DISTRICT, OREGON



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<http://www.house.gov/wu>

Congress of the United States  
House of Representatives

Washington, DC 20515-3701

May 25, 2006

COMMITTEES:

EDUCATION AND THE WORKFORCE

21ST CENTURY COMPETITIVENESS  
EMPLOYER-EMPLOYEE RELATIONS

SCIENCE

HANKING MEMBER  
ENVIRONMENT, TECHNOLOGY AND STANDARDS  
SPACE AND AERONAUTICS

Jason A. Tell  
Region 1 Manager  
Oregon Department of Transportation  
123 NW Flanders Street  
Portland, OR 97209-4012

Subject: Environmental Impact Statement for Widening Highway 217

Dear ~~Mr. Tell~~:

Thank you for your response to my letter regarding an Environmental Impact Statement (EIS) for widening Highway 217 in the Statewide Transportation Improvement Program (STIP). I am writing again to express my continued support for funding improvements to Highway 217.

In the next twenty years, Oregon's Department of Transportation (ODOT) estimates traffic on Highways 217 and 26 will increase by about two-thirds. The current and future state of Oregon's economic health will be threatened if Interstate 5, Highway 217, or Highway 26 is ignored. We need to address the growing costs associated with congestion on all of these critical arteries, and the most effective way to address that congestion is to use public funds to modernize both Highway 217 and Highway 26 with appropriate and necessary improvements.

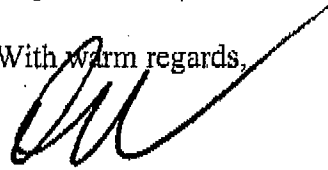
Businesses in high-tech and other sectors located in Washington County have contributed immensely to the economic well-being of all of Oregon. By addressing the needs of this economic engine by reducing traffic congestion and improving the flow of commerce that includes improvements to both Highway 217 and Highway 26, the state will see a tremendous return on its investment.

Because Highway 217 is such a priority, it is common sense to provide funds for an EIS from the State Transportation Improvement Program (STIP) and other sources of funding if necessary. It is essential that ODOT work with Metro, Washington County, the City of Beaverton, the City of Tigard, the City of Hillsboro and other local communities and agencies to find a suitable, long-term funding solution for this critical piece of infrastructure.

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Jason Tell  
May 25, 2006

I look forward to working with you and the rest of the regional partners on establishing the EIS funds to start the improvement process on Highway 217.

With warm regards,



David Wu  
Member of Congress

cc: Rex Burkholder, Metro Councilor, District 5, JPACT Chair  
Rod Park, Metro Councilor, District 1, JPACT  
Brian Newman, Metro Councilor, District 2, JPACT  
Rob Drake, Mayor of Beaverton, JPACT  
Tom Hughes, Mayor of Hillsboro, JPACT  
Tom Brian, Chair, Washington County Board of Commissioners, JPACT  
Roy Rogers, Washington County Commissioner, JPACT  
Craig Dirksen, Mayor of Tigard



REVISED

# ALTERNATIVE 2

*Argyle on the Hill*



DELTA  
PARK

