

110402c-01

MINUTES OF THE METRO COUNCIL MEETING

Thursday, November 7, 2002
Metro Council Chamber

Councilors Present: Carl Hosticka (Presiding Officer), Susan McLain, Rod Park, Bill Atherton, David Bragdon, Rod Monroe, Rex Burkholder

Councilors Absent: None

Presiding Officer Hosticka convened the Regular Council Meeting at 2:10 p.m.

1. INTRODUCTIONS

Presiding Officer Hosticka recognized Councilor Elect Brian Newman, Council President Elect David Bragdon and Lake Oswego Councilor Jack Hoffman.

2. CITIZEN COMMUNICATIONS

There were none.

3. AUDITOR COMMUNICATIONS

Alexis Dow, Metro Auditor, presented the results of her most recent audit, the Transfer Station Revenue Controls. She said the work was done under contract with the Rasmussen Group LLC. Karen Rasmussen spoke to why they did the audit, what the findings were and what Metro had gained from the audit process. She gave a power point presentation on the audit (a copy of which is found in the meeting record).

Councilor McLain asked what facilities the work was done on? She would like to have comparisons with other facilities. Ms. Rasmussen said she didn't compare any facilities locally but did do some reading about transfer station practices and activities across the country. Councilors Monroe and Burkholder felt that Ms. Rasmussen had done a very thorough job.

4. VALUE OF AGRICULTURAL LAND WITHIN THE REGION

Councilor Park introduced Phil Ward, Director of the Oregon Department of Agriculture and Jim Johnson, Oregon Department of Agriculture Land Use Specialist. They gave a presentation on the importance and impact of agriculture in the region (a copy of the power point presentation and additional materials are included in the meeting record). Mr. Ward spoke to the nursery industry and the other essential farm uses in the region. He also gave an overview of the diverse agricultural commodities produced in the region and which products were exported nationally and internationally. Presiding Officer Hosticka asked about farmers' markets. Mr. Johnson said the farmers markets were not the bulk market drivers that some of the other markets were. They were a critical access point for folks to enable them to get a reasonable price for a home grown product. He spoke to the value of those farmers' markets. He noted that Oregon must compete based on quality and uniqueness of the products. They were trying to find ways to make value added expansions happen in Oregon such as Tillamook.

Councilor McLain asked about high value prime farmland and multiple needs for that land. She felt that the Department of Agriculture needed to be involved in the conversation about where

their prime lands were and what land they could not live without. She spoke to the assets of farmers' market. She also suggested that they needed to be involved in transportation conversations as well to make sure their products were getting to market. Mr. Ward said infrastructure was dramatically important to the success of agriculture.

Councilor Bragdon asked to be briefed on international factors and how they have helped and hurt Oregon's agricultural industries. Mr. Ward said they have to have the international market to succeed but the international marketplace was a two-edge sword. He felt, as a nation, we must make sure we have a clearly level playing field with some of the trading partners. They have suffered competition challenges in the past. Oregon agriculture has been a dramatic user of the export marketplace and he explained why. The strength of the U.S. dollar has also effected the industry in the international marketplace. As we have seen the dollar soften recently, they have seen markets open up to their products. There were truly dependent upon the international marketplace in this state.

Councilor Atherton asked if small farms made sense in this agricultural economy. Mr. Ward said small farms were a significant piece of commercial agriculture. Mr. Johnson said he would like to see more planning with buffers. Councilor Park acknowledged members of the audience that had to do with agriculture. He then explained the process they were going through in consideration of the urban growth boundary expansion. Mr. Johnson said the Department of Agriculture had been involved in discussions related to the Urban Growth Boundary for the past five to six years. He felt that the Metro staff had been great at coordinating and dealing with the Department of Agriculture in terms of how the analysis should be done. The Department had looked very closely at the Executive Officer's recommendations. They had been involved in that process and felt that the process had been open-ended. Metro staff had looked at agriculture in the hierarchy that was required under state statute and had followed it better than most jurisdictions he had worked with.

Councilor Park appreciated the presentation and noted how important agriculture was to this state and this region. The question was, how were we going to protect it, how were we going to have it compete and how were we going to allow the urban portion of the economy a portion of that land base in an efficient fashion.

5. COMMUNITY MEDIA PROJECT UPDATE

Presiding Officer Hosticka said the Community Media Project update was in response to 10-day letter that was sent out on the contract for the project. Councilor McLain had suggested that this be brought before Council so they had a clearer understanding of what was being done.

Pam Peck, Planning Department, said the Community Media Project planned to conduct a competitive hiring process in early 2003 to hire a creative team to produce a pilot television program to be broadcast on Oregon Public Broadcasting about transportation and related land use and environmental issues (a copy of the project proposal and process was included in the meeting packet).

6. MPAC COMMUNICATIONS.

There were none.

7. CONSENT AGENDA

7.1 Consideration of Minutes for the October 24, 2002 Metro Council Regular Meeting

Motion	Councilor Park moved to adopt the meeting minutes of the October 24, 2002, Regular Council meeting.
Vote:	Councilors Bragdon, Atherton, Monroe, Park, Burkholder, McLain and Presiding Officer Hosticka voted aye. The vote was 7 aye, the motion passed.

8. ORDINANCES - FIRST READING

8.1 Ordinance No. 02-966, For the Purpose of Amending Chapter 2.04 Metro Contract Policies of the Metro Code to Conform to the Metro Charter Amendments Adopted on November 7, 2000, and Declaring an Emergency.

Presiding Officer Hosticka assigned Ordinance No. 02-966 to the Governmental Affairs Committee.

8.2 Ordinance No. 02-970, For the Purpose of Amending a Carrying Capacity Policy into the Future Vision and the Regional Framework Plan.

Presiding Officer Hosticka assigned Ordinance No. 02-970 to the Natural Resources Committee.

8.3 Ordinance No. 02-974, For the Purpose of Amending Title V Solid Waste of the Metro Code (Chapter 5.01 through Chapter 5.09) to Conform to the Metro Charter Amendments Adopted on November 7, 2000, and Declaring an Emergency.

Presiding Officer Hosticka assigned Ordinance No. 02-974 to the Governmental Affairs Committee.

8.4 Ordinance No. 02-976, For the Amending Title VII Excise Taxes and Title VIII Financing Powers of the Metro Code, to Conform to the Metro Charter Amendments Adopted on November 7, 2002, and Declaring an Emergency.

Presiding Officer Hosticka assigned Ordinance No. 02-976 to the Governmental Affairs Committee.

8.5 Ordinance No. 02-979, For the Purpose of Amending Metro Code Chapter 5.05 to include the Coffin Butte Landfill on the list of Designated Facilities; and Declaring an Emergency.

Presiding Officer Hosticka assigned Ordinance No. 02-979 to the Solid Waste and Recycling Committee.

8.6 Ordinance No. 02-981, For the Purpose of Amending Ordinance No. 95-625A to Amend the 2040 Growth Concept Map and Ordinance No. 96-647C to Amend the Employment and Industrial Areas Map, December 2002, and Declaring an Emergency.

Brenda Bernards, Planning Department, provided maps to the Ordinance, which were included in the meeting record. Presiding Officer Hosticka assigned Ordinance No. 02-981 to the Community Planning Committee.

8.7 Ordinance No. 02-982, For the Purpose of Amending the FY 2002-03 Budget and Appropriations Schedule to recognize \$104,570 in grant funds and government contributions from various state and local sources; transferring \$25,430 from Contingency to Operating Expenses; increasing the Regional Parks Fund Operating Expenses by \$130,000; amending the FY 2002-03 Capital Improvement Plan; and Declaring an Emergency.

Presiding Officer Hosticka assigned Ordinance No. 02-982 to the Budget and Finance Committee.

9. ORDINANCES - SECOND READING

9.1 Ordinance 02-958A, For the Purpose of Amending Chapter 1.01 Code Adoption and Application Index and Chapter 2.01 Council Organization and Procedures of the Metro Code to Conform to the Metro Charter Amendments Adopted on November 7, 2000, and Declaring an Emergency.

Motion	Councilor Monroe moved to adopt Ordinance No. 02-958A.
Seconded:	Councilor Bragdon seconded the motion

Councilor Monroe said this was a housekeeping ordinance, which would conform our Code to the Charter changes that took place as a result of the approval of Metro's restructuring. He gave examples of those changes. He urged support. Councilor Burkholder referred to page 18 concerning the annual budget. He felt this was one of the key pieces, giving that duty to the Council President.

Presiding Officer Hosticka opened a public hearing on Ordinance No. 02-958A. No one came forward. Presiding Officer closed the public hearing.

Vote:	Councilors Monroe, Atherton, Bragdon, McLain, Burkholder, Park, and Presiding Officer Hosticka voted aye. The vote was 7 aye, the motion passed.
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10. RESOLUTIONS

10.1 Resolution No. 02-3232, For the Purpose of Authorizing Metro to Enter Into Agreements to Purchase and Deliver Equipment on Behalf of Food Donation Infrastructure Grant Recipients in Lieu of Direct Cash Grants.

Motion	Councilor McLain moved to adopt Resolution No. 02-3232.
Seconded:	Councilor Atherton seconded the motion

Councilor McLain spoke to the exhibits of the resolution. This resolution gave Metro more opportunities and flexibility with how we give grants to organizations such as the Oregon Food Bank. She had expressed concerns about liability in the committee discussion and had been assured by our legal staff that we would not have any exposure because we had purchased the equipment itself versus giving hard dollars. She urged support and detailed possible savings. Councilor Burkholder said this resolution was tied to Metro's mission of reducing waste. He spoke to the potential savings and the indirect results of reducing food waste, which was to feed hungry people. Presiding Officer Hosticka suggested clarification for the public about the food donations.

Jennifer Erickson, Waste Reduction Division, said most of the food was surplus food that came from restaurants, prepared but not served, or it came from grocery stores such as slightly damaged produce. The majority of the foods were fresh or frozen foods that had not been served but were perfectly edible and were in high demand by food banks. Councilor McLain complimented Ms. Erickson for her work on this resolution.

Vote:	Councilors Atherton, Bragdon, McLain, Burkholder, Park, Monroe and Presiding Officer Hosticka voted aye. The vote was 7 aye, the motion passed.
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10.2 Resolution No. 02-3242, For the purpose of Confirming the Appointment of Eric Merrill to the Metro Solid Waste Advisory Committee (SWAC).

Motion	Councilor Monroe moved to adopt Resolution No. 02-3242.
Seconded:	Councilor Atherton seconded the motion

Councilor Monroe said Mr. Merrill had been very active in the solid waste business. He applied for the SWAC appointment, he would do a good job of representing the haulers on the north side of the Columbia River. He urged support.

Vote:	Councilors Bragdon, McLain, Burkholder, Monroe, Atherton, Park and Presiding Officer Hosticka voted aye. The vote was 7 aye, the motion passed.
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10.3 Resolution No. 02-3243, For the Purpose of Reappointing Metro Solid Waste Advisory Committee (SWAC) members and Alternative Members.

Motion	Councilor Monroe moved to adopt Resolution No. 02-3243.
Seconded:	Councilor Atherton seconded the motion

Councilor Monroe spoke to the purpose of resolution, which was to reappoint varies members of the Solid Waste Advisory Committee to two-year terms. He noted those individuals who were being reappointed (as found in the resolution). They had all served with distinction and wished to continue to serve. He urged support.

Vote:	Councilors McLain, Burkholder, Park, Monroe, Atherton, Bragdon and Presiding Officer Hosticka voted aye. The vote was 7 aye, the motion passed.
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11. COUNCILOR COMMUNICATION

Councilor Bragdon updated the Council on transition matters. He talked about the search process for the Chief Operating Officer (COO). He said the search consultant, Bob Murray and Associates would be here the week after next. Mr. Murray's assignment was to meet with all of the Councilors about their expectations. Lilly Aguilar, Human Resource Director, had drafted a situational analysis and job description for the COO position. He asked Council to provide their input to this draft. He and the Executive Officer would be inviting Metro employees to provide their suggestions as well. He also asked Council to provide him with the external stakeholders. It was unlikely that he would have a candidate to nominate by January 6, 2003. He announced that

his intent would be to nominate an interim Chief Operating Officer, who would be Mark Williams. He spoke to Mr. Williams' attributes. The second post for nomination and confirmation on January 6, 2003 was the Metro Attorney position. He was intending to nominate Dan Cooper for that position. He said the consultants would be coming back with a proposal for consolidation of the Executive Office and Council Office. Finally, he asked Council to find time on their January calendar to talk about some of these working relationships with the new structure.

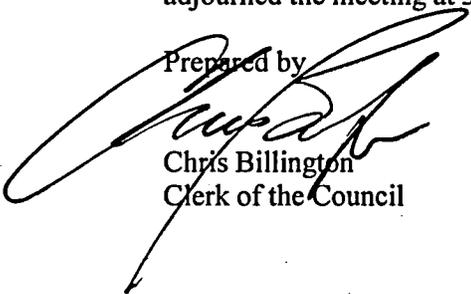
Councilor Monroe said he was pleased with Councilor Bragdon's first decision, his appointment of the Metro Attorney. Councilor McLain thanked Mr. Cooper for his willingness to serve.

Councilor Park announced that the Community Planning Committee would reconvene at 3:50 p.m. today.

12. ADJOURN

There being no further business to come before the Metro Council, Presiding Officer Hosticka adjourned the meeting at 3:46 p.m.

Prepared by



Chris Billington
Clerk of the Council

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF NOVEMBER 7, 2002

ITEM #	TOPIC	DOC DATE	DOCUMENT DESCRIPTION	DOC. NUMBER
3.0	AUDITOR'S REPORT	OCTOBER 2002	METRO REGIONAL ENVIRONMENTAL MANAGEMENT DEPARTMENT TRANSFER STATION REVENUE CONTROLS	110702C-01
4.0	AGRI-CULTURAL PAMPHLETS AND POWER POINT PRESENTATION	NOVEMBER 2002	POWER POINT PRESENTATION MADE BY DEPT OF AGRICULTURE CONCERNING AGRICULTURE IN THE METRO AREA TO METRO COUNCIL	110702C-02
8.5	ORDINANCE No. 02-979	NOVEMBER 2002	ORDINANCE No. 02-979, FOR THE PURPOSE OF AMENDING METRO CODE CHAPTER 5.05 TO INCLUDE THE COFFIN BUTTE LANDFILL ON THE LIST OF DESIGNATED FACILITIES; AND DECLARING AN EMERGENCY	110702C-03
8.6	ORDINANCE No. 02-891	NOVEMBER 2002	ORDINANCE No. 02-981, FOR THE PURPOSE OF AMENDING ORDINANCE No. 95-625A TO AMEND THE 2040 GROWTH CONCEPT MAP AND ORDINANCE No. 96-647C TO AMEND THE EMPLOYMENT AND INDUSTRIAL AREAS MAP - NOVEMBER 2002; AND DECLARING AN EMERGENCY.	110702C-04
10.1	RESOLUTION No. 02-3232	11/6/02	COMMITTEE REPORT FROM JOHN HOUSER TO METRO COUNCIL ON RESOLUTION No. 02-3232	110702C-05
10.2	RESOLUTION No. 02-3242	11/6/02	COMMITTEE REPORT FROM JOHN HOUSER TO METRO COUNCIL ON RESOLUTION No. 02-3242	110702C-06
10.3	RESOLUTION No. 02-3243	11/6/02	COMMITTEE REPORT FROM JOHN HOUSER TO METRO COUNCIL ON RESOLUTION No. 02-3243	110702C-07

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING)	ORDINANCE NO. 02-968A
ORDINANCE NO. 99-809, WHICH AMENDED)	
THE URBAN GROWTH BOUNDARY TO)	Introduced by Councilor McLain
INCLUDE FORMER URBAN RESERVE AREA)	
55W OF WASHINGTON COUNTY)	

WHEREAS, the Metro Council adopted Ordinance No. 99-809 on June 17, 1999 to amend the Urban Growth Boundary (UGB) and the 2040 Growth Concept Map to include former Urban Reserve Area 55W; and

WHEREAS, Ordinance No. 99-809 imposed conditions upon the City of Hillsboro to be met prior to urbanization of Area 55W; and

WHEREAS, circumstances in Area 55W have changed since adoption of Ordinance No. 99-809, including the acquisition of land and commencement of construction of a public school, adoption by the city of Hillsboro of ordinances implementing Title 3 of the Urban Growth Management Functional Plan, and adoption by the city of a transportation systems plan, such that accomplishment of some of the conditions is rendered impossible; and

WHEREAS, conditions 6(F)(1), 6(F)(2), 6(F)(3) and 6(F)(4) imposed upon the City of Hillsboro by Ordinance No. 99-809 have been implemented since adoption of the ordinance; and

WHEREAS, the Council has amended the Regional Transportation Plan since adoption of Ordinance No. 99-809 to include some of the transportation facilities identified in conditions in the ordinance; and

WHEREAS, the Council has amended Title 11 of the Urban Growth Management Functional Plan since adoption of Ordinance No. 99-809 to require amendments to local comprehensive plans to address the subjects of most of the conditions imposed upon the city of Hillsboro by the ordinance; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. Ordinance No. 99-809 is hereby amended to delete items 1 (designation of regional design types and 6 (conditions on amendment to UGB).
2. The regional design type consistent with the Metro 2040 Growth Concept for the land added to the UGB by Ordinance No. 99-809 shall be Inner Neighborhood, as shown on Exhibit A, attached and incorporated into this ordinance.
3. The amendment to the UGB is subject to compliance with Titles 7 (Affordable Housing) and 11 (Urban Growth Boundary Amendment Urban Reserve Plan Requirements) of the Urban Growth Management Functional Plan.

4. The amendment to the UGB is subject to compliance with the Regional Transportation Plan, including the requirements of Chapter 6 of that plan.
5. The amendment to the UGB is subject to the requirement that the City of Hillsboro and Washington County coordinate planning of transportation facilities required by Metro Code Title 11 to provide appropriate farm vehicle access to farm land outside, but adjacent to, the new UGB established by this ordinance.
6. The City of Hillsboro and Washington County shall include the area added to the UGB by Ordinance No. 99-809 in the applicable text and map provisions of their comprehensive plans.
7. The Findings of Fact and Conclusions of Law in Exhibit B, attached and incorporated into this ordinance, explain how Ordinance No. 02-968 complies with state law and the Regional Framework Plan.

ADOPTED by the Metro Council this _____ day of November, 2002.

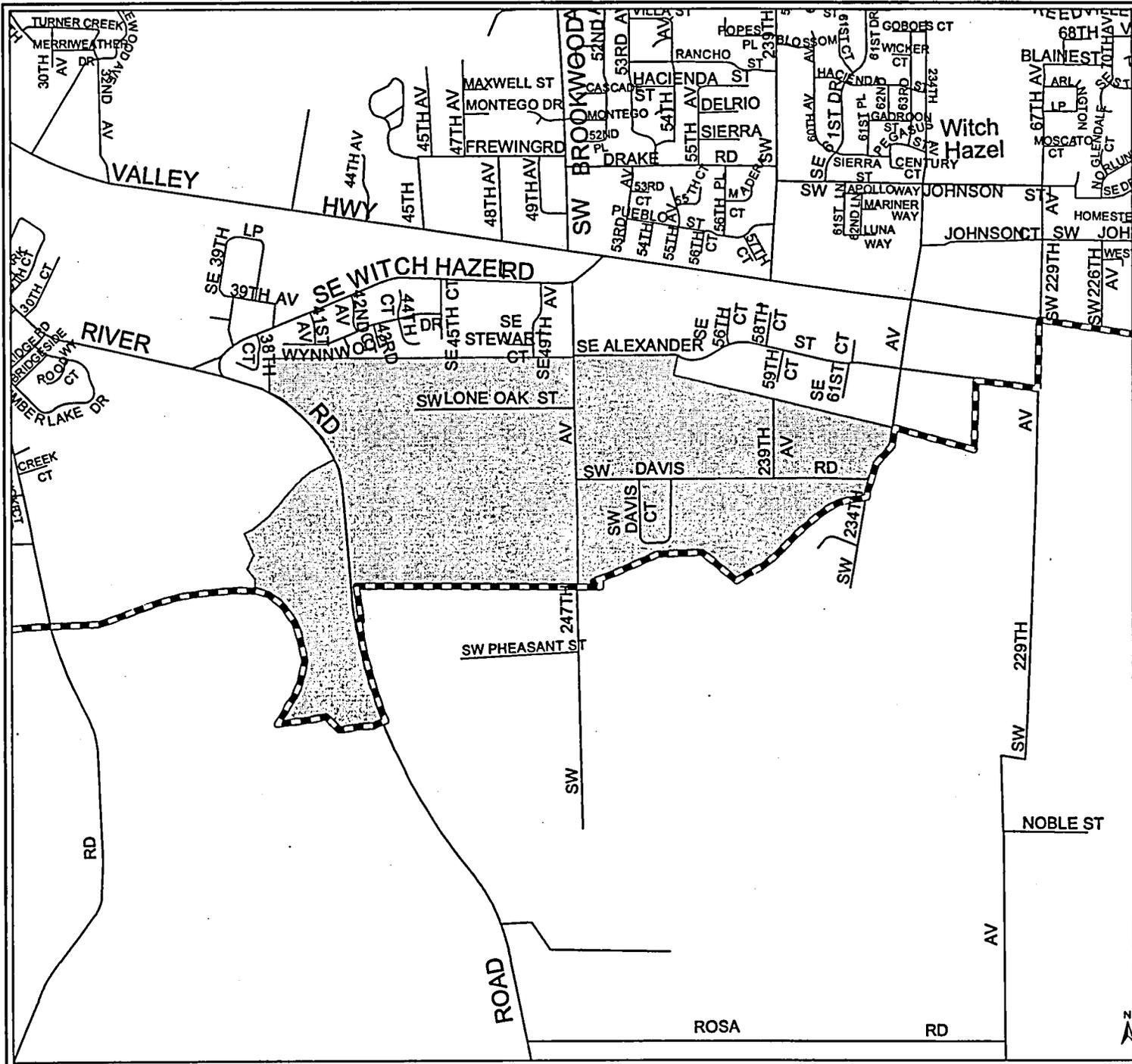
Carl Hosticka, Presiding Officer

Attest:

Approved as to Form:

Christina Billington, Recording Secretary

Daniel B. Cooper, General Counsel



ORDINANCE 02-968

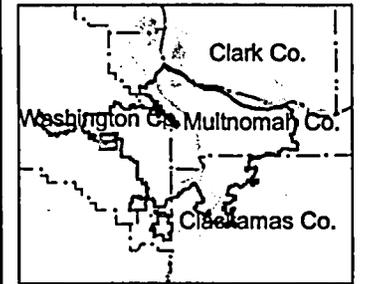
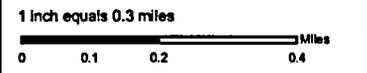
Exhibit A

 Area Proposed for Inner Neighborhood 2040 Design Type

 Urban Growth Boundary

SOURCES:
TAX LOT MAP
County Assessment and Taxation office, 2002. Data collection scale is 1"=100' in urban areas and 1"=200' or 1"=400' in rural areas. Horizontal accuracy is plus or minus five feet or better in Beaverton, Milwaukie, Oregon City, Tigard and Multnomah County. Other areas are plus or minus ten feet.

The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the accuracy of merchandise or fitness for a particular purpose, accompanying this product. However, notification of any errors will be appreciated.



Location Map



METRO DATA RESOURCE CENTER
600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232-2736
TEL (503) 797-1742 | FAX (503) 797-1909
dc@metro.dat.or.us | www.metro-region.org

FINDINGS OF FACT AND CONCLUSIONS OF LAW

Statewide Planning Goals

Goal 1 – Citizen Involvement: Metro submitted proposed Ordinance No. 02-968 to the Department of Land Conservation and Development in compliance with ORS 197.610(1). Metro also provided the notice required by Metro Code 3.01.050 and held a public hearing pursuant to Metro Code 3.01.015. Metro's ordinance complies with Goal 1.

Goal 2 – Land Use Planning: Ordinance No. 02-968 complies with the Regional Framework Plan, as set forth below and in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the Urban Growth Boundary (UGB). Metro developed Ordinance No. 02-968 in coordination with the City of Hillsboro and Washington County. Metro's ordinance complies with Goal 2.

Goal 3 – Agricultural Land: Ordinance No. 02-968 affects only land within the Urban Growth Boundary. Goal 3 does not apply to the land subject to the ordinance.

Goal 4 – Forest Land: Ordinance No. 02-968 affects only land within the Urban Growth Boundary. Goal 4 does not apply to the land subject to the ordinance.

Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces: Ordinance No. 02-968 requires the City of Hillsboro to provide interim and long-term protection to those Goal 5 resources protected by Title 3 of the Urban Growth Management Functional Plan (UGMFP). The City of Hillsboro will apply Goal 5 to the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP. This ordinance also complies with Goal 5 for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the UGB. Metro's ordinance complies with Goal 5.

Goal 6 – Air, Water and Land Resources Quality: The City of Hillsboro will apply Goal 6 to the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP. Ordinance No. 02-968 complies with Goal 6 for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the Urban Growth Boundary. Metro's ordinance complies with Goal 6.

Goal 7 – Areas Subject to Natural Disasters and Hazards: The City of Hillsboro will apply Goal 7 to the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP. Ordinance No. 02-968 complies with Goal 7 for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the UGB. Metro's ordinance complies with Goal 7.

Goal 8 – Recreational Needs: The City of Hillsboro will apply Goal 8 to the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP. Ordinance No. 02-968 complies with Goal 8 for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the Urban Growth Boundary. Metro's ordinance complies with Goal 8.

Goal 9 – Economic Development: The City of Hillsboro will apply Goal 9 to the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11,

section 3.07.1120 of the UGMFP. Section 3.07.1120E requires provision for sufficient commercial and industrial development for the area. Ordinance No. 02-968 also complies with Goal 9 for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the Urban Growth Boundary. Metro's ordinance complies with Goal 9.

Goal 10 – Housing: Ordinance No. 02-968 requires the City of Hillsboro to ensure that the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP, will allow at least 10 units per net developable, residential acre in Area 55W. Ordinance No. 02-968 complies with Goal 10 for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the Urban Growth Boundary. Metro's ordinance complies with Goal 10.

Goal 11 – Public Facilities and Services: Ordinance No. 02-968 requires the City of Hillsboro to ensure that the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP, will provide for a system of public facilities and services to support the 2040 Growth Concept design types for Area 55W. Ordinance No. 02-968 complies with Goal 11 for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the Urban Growth Boundary. Metro's ordinance complies with Goal 11.

Goal 12 – Transportation: Ordinance No. 02-968 requires the City of Hillsboro to ensure that the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP, will provide for a system of transportation to support the 2040 Growth Concept design types for Area 55W. That system must be consistent with Metro's acknowledged Regional Transportation Plan. Ordinance No. 02-968 complies with Goal 12 for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the Urban Growth Boundary. Metro's ordinance complies with Goal 12.

Goal 13- Energy Conservation: Ordinance No. 02-968 requires the City of Hillsboro to ensure that the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP, will allow at least 10 units per net developable, residential acre in Area 55W. This ensures the energy savings that come from implementation of the 2040 Growth Concept, acknowledged by LCDC on December 17, 1997. Ordinance No. 02-968 also complies with Goal 13 for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the Urban Growth Boundary. Metro's ordinance complies with Goal 13.

Goal 14 – Urbanization: Ordinance No. 02-968 involves the same Area 55W that Metro added to the Urban Growth Boundary by Ordinance No. 99-809 on June 17, 1999, acknowledged pursuant to ORS 197.625. Ordinance No. 02-968 revises the conditions imposed by Ordinance No. 99-809 upon expansion of the UGB. The new conditions continue to require the City of Hillsboro to comply with Title 11 of the UGMFP. For this reason and for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, Metro's ordinance complies with Goal 14.

Regional Framework Plan

Policy 1.1- Urban Form: This policy requires Metro to maintain a compact urban form, to protect existing neighborhoods and to work for affordable housing. Ordinance No. 02-968 helps achieve a compact urban form for the reason set forth in the finding on Statewide Planning Goal 10. For

this reason and for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, Metro's ordinance complies with Policy 1.1.

Policy 1.4 - Economic Opportunity: This policy requires Metro to designate areas for expansion of the UGB that will help achieve balance between housing cost and availability and wage levels. Ordinance No. 02-968 requires the City of Hillsboro to ensure that the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP, will allow at least 10 units per net developable, residential acre in Area 55W. For this reason and for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, Metro's ordinance complies with Policy 1.4.

Policy 1.6 – Growth Management: This policy requires Metro to manage the supply of urban land to achieve an efficient urban form, to provide a distinction between rural and urban land, to achieve redevelopment objectives, and to be consistent with the 2040 Growth Concept. Ordinance No. 02-968 requires the City of Hillsboro to ensure that the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP, comply with the Growth Concept. For this reason and for the reasons set forth in the Findings of Fact and Conclusions in Ordinance No. 99-809, Metro's ordinance complies with Policy 1.6.

Policy 1.9- Urban Growth Boundary: This policy requires Metro to locate the Urban Growth Boundary in a manner consistent with the statewide planning goals. As these findings, and the Findings of Fact and Conclusions in Ordinance No. 99-809, which included Area 55W in the Urban Growth Boundary, demonstrate, Ordinance No. 02-968 comply with the statewide planning goals.

Policy 1.14 – School Siting: This policy requires Metro to coordinate its planning with local governments and special districts to provide land for school facilities. One reason for revision of the conditions imposed by Ordinance No. 02-809 upon inclusion of Area 55W in the Urban Growth Boundary is to account for the siting of a public school in the Area, which rendered several of the conditions impossible to achieve. Ordinance No. 02-968 complies with Policy 1.14.

Regional Transportation Policies 2.0 (Intergovernmental Coordination), 3.0 (Urban Form); 4.0 (Consistency Between Land-use and Transportation Planning); 7.0 (Natural Environment); 8.0 (Water Quality); 9.0 (Clean Air); and 10.0 (Energy Efficiency) – Ordinance No. 02-968 requires the City of Hillsboro to ensure that the comprehensive plan and zoning designations that it applies to Area 55W pursuant to this ordinance and Title 11, section 3.07.1120 of the UGMFP, comply with the Regional Framework Plan and the 2040 Growth Concept. Plan and zone designations that comply with the Regional Framework Plan and the Growth Concept will also achieve these transportation policies.

STAFF REPORT

**FOR THE PURPOSE OF AMENDING ORDINANCE NO. 99-809, WHICH
AMENDED THE URBAN GROWTH BOUNDARY TO INCLUDE FORMER
URBAN RESERVE AREA 55W OF WASHINGTON COUNTY**

Date: October 24, 2002
Revised: November 8, 2002

Prepared and Presented by: Ray Valone

PROPOSED ACTION

Adoption of Ordinance No. 02-968 to amend Ordinance No. 99-809 by deleting items 1 and 6, reassigning a 2040 design type to the area and requiring the City of Hillsboro and Washington County to include the area within their comprehensive plans.

BACKGROUND AND ANALYSIS

On June 17, 1999, the Council adopted Ordinance No. 99-809 to include Area 55 West into the Urban Growth Boundary. Area 55 West is approximately 300 acres, located south of the city of Hillsboro. Ordinance No. 99-809 assigned the 2040 design type of Outer Neighborhood to the area and included a list of conditions of approval. These conditions include requirements for housing, schools, natural resource protection, stormwater, public facilities and transportation.

In a letter to the Metro Council, dated July 29, 2002, Mayor Hughes of Hillsboro requested that Metro delete or update the conditions as appropriate, particularly those dealing with densities, land use patterns, local transportation facilities, and issues now covered by regulations adopted subsequent to the Council action (Attachment A). Hillsboro staff submitted their suggested changes and reasons for those changes to Metro planning staff and the Office of General Council (Attachment B). After reviewing this submittal, staff agrees with Hillsboro that some conditions have already been met, others are no longer applicable and the remainder will be met through the requirements of Title 11 of the Functional Plan. Attachment C of this report includes the current status of each condition.

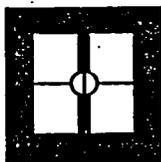
BUDGET IMPACT

Adoption of this ordinance has no budget impact.

EXECUTIVE OFFICER'S RECOMMENDATION

It is recommended that Ordinance 02-968 be adopted to recognize the changed circumstances and to facilitate the on-going effort by the City of Hillsboro to develop a community plan for future urbanization of Area 55 West.

CITY OF HILLSBORO



JUL 31 2002

July 29, 2002

Hon. Carl Hosticka, Presiding Officer
And Members
Metro Council
Hon. Mike Burton, Executive Officer
600 NE Grand Avenue
Portland, OR 97232-2736

RE: Request to amend Metro Ordinance No. 99-809

Dear Presiding Officer, Metro Councilors, and Executive Officer:

The City of Hillsboro has recently launched a public planning process to develop a Community Plan to guide future urbanization of Site 55 West (please see attached newsletter). The City has committed to completing the Community Plan by the end of the year. Our goal is to create a plan that will lay the foundation for a 2040 community that will serve as a model throughout the region. The plan will be consistent with the requirements of Metro Functional Plan Title 11, state Goal 14: Urbanization, the Regional Transportation Plan and other applicable requirements.

Metro Ordinance No. 99-809, approving the addition of Site 55 West into the UGB, includes several conditions that were to be addressed prior to urbanization of the site. City staff have been coordinating closely with Metro staff to review the conditions. It appears that many of them have either 1) already been met, 2) are now addressed by regulations, such as Title 3, that have been adopted since Ordinance No. 99-809 was passed, or 3) are no longer appropriate due to changing conditions and circumstances (such as the school district purchase of 20 acres in the middle of the site for an elementary school and possible future middle school).

We respectfully request that the Metro Council amend Ordinance No. 99-809 to delete or update the conditions as appropriate, particularly those dealing with densities, land use patterns, local transportation facilities, and issues now covered by regulations adopted subsequent to the Council action. We have forwarded our suggested amendments to Metro staff.

If you have any questions about this request, please contact our Long Range Planning Supervisor, Valerie Counts, at 503-681-6239. Thank you for your consideration of this request.

Sincerely,

Tom Hughes
Mayor

Attachment

Hillsboro Site 55 (West) Community Plan

The City of Hillsboro is developing a community plan for approximately 300 acres brought into the Metro Urban Growth Boundary (UGB) in 2000. This site, known as Site 55 (West) is located south of TV Highway, east of the Tualatin River and west of 229th in unincorporated Washington County. It includes a new elementary school that will replace Witch Hazel School and part of the Reserve Vineyards and Golf Club. Before this land can be developed, a community plan must be prepared to determine the future land uses and transportation system.

- Establish strategies for a public/private partnership to address phasing and cost distribution;
- Create development certainty in terms of land use patterns and physical development character; and
- Adopt specific measures to direct implementation of the plan.

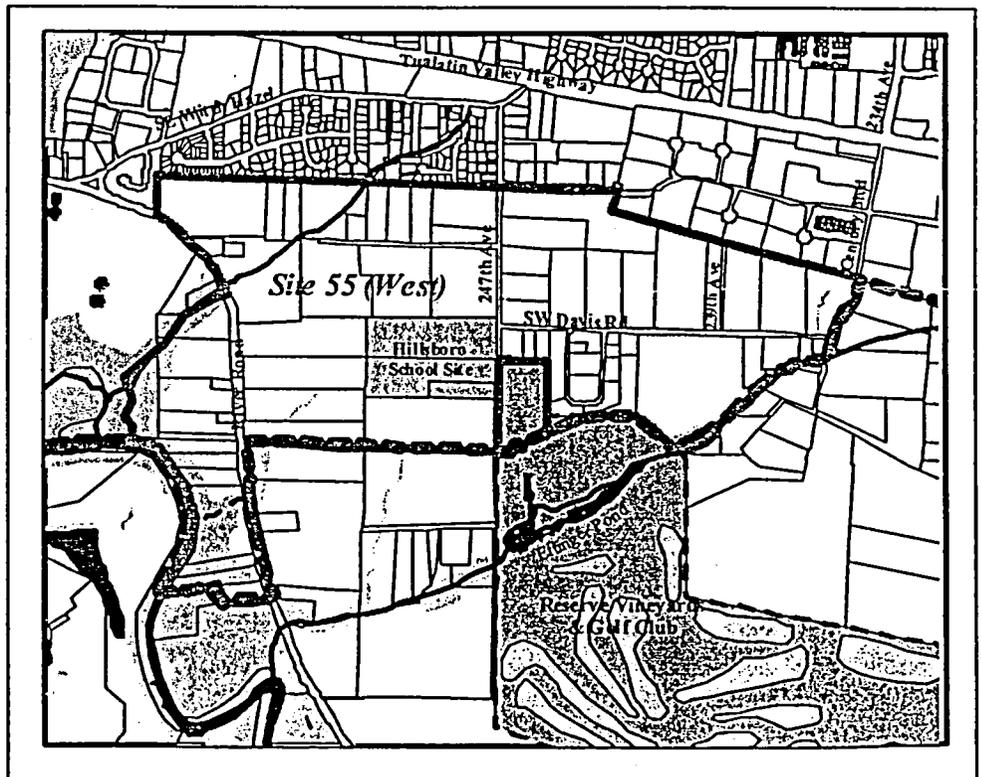
The City and a consultant team led by Parsons Brinckerhoff have made a commitment to design a high quality new urban community. The design will allow for a strong neighborhood feeling, with mostly residential development and enough retail and commercial to support the residential uses (such as a corner grocery store) with friendly streetscapes, pedestrian paths, bikeways and parks. The Plan will include transportation options to address traffic congestion. The goal is to make this area its own identifiable neighborhood that is well integrated with the adjoining part of the City.

What is a Community Plan?

A community plan identifies the desired land uses, public facility and transportation components for urban levels of development. The plan will address: urban services (e.g., water, sewer, storm drainage); future land uses and zoning; transportation needs (i.e., streets, transit, bike and pedestrian facilities); housing types and densities; employment, commercial, office and retail opportunities; parks and greenspaces; and public facility needs (e.g., police, fire, community centers, schools).

The objectives of the Community Planning process are to:

- Establish future land use patterns and residential densities with appropriate Comprehensive Plan map designations;
- Provide clear direction on infrastructure improvements required (particularly transportation);



Hasn't a Plan Already Been Done?

In 1999, a "concept" plan was developed for the 1,600 acres south of TV Highway known as Hillsboro South. Hillsboro Site 55 (West) was part of this larger planning process. Since that time, only Site 55 (West) was annexed to the UGB and the concept plan was never adopted by the City of Hillsboro.

The prior work, however, will not be ignored. This planning process will revisit the original concept plan for this site and determine what aspects are still relevant. In addition, changes to the site conditions, such as the construction of a new elementary school which will replace Witch Hazel School, will be considered.

Key questions that will be asked during the Community Planning process include:

- What type of housing, and at what density, is appropriate for the site?
- How much commercial development can be supported?
- What infrastructure has been put in place with the relocation of Witch Hazel Elementary School?
- How can the transportation system be enhanced to relieve traffic congestion?
- How can this area be compatible with the surrounding neighborhoods?

What is the Schedule?

The Community Planning process will be completed by December 2002. Public hearings at the Planning Commission and adoption by the City Council will occur early in 2003.

Who is Involved in Creating the Plan?

A citizen Task Force will provide advice and recommendations to the consultant team on the land use plan, including the key issues for urbanizing the land, development goals and objectives, and area land use design and urban service provision. Task Force members are

currently being sought by the City representing the following groups:

- Property Owner – east of 247th north of Davis
- Property Owner – west of River Road
- Property Owner – northeast of golf course
- Property Owner – east of 247th south of Davis
- Property Owner – north of Witch Hazel Creek
- Witch Hazel neighborhood
- Reserve Golf Course
- Roseway Industrial Park
- Alexander Street Businesses
- TV Highway Businesses
- Rural area to the south

A 20 member **Technical Advisory Committee (TAC)**, consisting of staff from the affected local governments and service agencies as well as private sector utilities, will provide technical advice, input, and review of urban service and natural resource issues affecting service provision and regulatory compliance.

How Can I get Involved?

Your input is important! There are two opportunities for property owners to be involved.

First, through the Task Force. Several on the Task Force have been reserved for property owners within Hillsboro Site 55 (West).

Second, through property owner meetings. In both August and October, property owner meetings will be held to seek your input on the key issues of concern in developing, and implementing the Community Plan. Watch your mailboxes for the dates and locations.

Please contact Karla Antonini at 503-681-6181 or karlaa@ci.hillsboro.or.us at the City of Hillsboro if you are interested in joining the Task Force or if you have any questions about the process.

Join us for a Site 55 (West) Community Plan Open House on August 13 from 7 to 9 pm in the cafeteria in the Public Services Building in Hillsboro (123 W Main ST).

SUBMISSION BY CITY OF HILLSBORO STAFF
(July 29, 2002)

Suggested Revisions to Conditions Metro Ordinance No. 99-809		
Condition No.	Comments	Recommendation
6 (A) – The land added to the Urban Growth Boundary by this ordinance shall be planned and zoned for housing uses to the extent and in a manner consistent with the acknowledged 2040 Growth Concept text and the regional design types for the Lands shown on Exhibit A.	The exact location of 2040 design types as shown in Exhibit A will need to be adjusted to reflect reasonable expectations for urbanization patterns in the context of current conditions and the public planning process underway.	Revise as shown: The land added to the Urban Growth Boundary by this ordinance shall be planned and zoned for housing uses to the extent and in a manner consistent with the acknowledged 2040 Growth Concept text and the regional design types. for the Lands shown on Exhibit A.
6 (B) (1) – The portions of the Lands west of River Road shall be designated for parks, greenspaces, Title 3 and recreation corridor uses substantially as shown on Exhibit D.	This condition should be deleted. Title 3 regulations have been implemented. The reconfiguration of the proposed land use pattern will likely result in different locations for park and recreation areas from those shown on Exhibit D. Goal 5 resource sites mapped by the City and Metro also may not be consistent with Exhibit D once the Natural Resource Management Program is developed and implemented.	Delete.
6 (B) (2), (3) (a) & (b) – (2) The portion of the Lands shown as “low-medium density” residential areas on Exhibit D shall be assigned low-medium density zoning of at least 7 dwelling units per net developable acre; (3) Development in the Gordon Creek neighborhood/main street around the SE Davis - Brookward intersection shown on Exhibit D shall be assigned the following zoning: a. The portion of the Lands shown as “Medium-high” density shall be assigned zoning averaging of at least 22 dwelling units per net developable acre; b. The portion of the Lands shown as “mixed use-high density” shall be assigned zoning of at least 29 dwelling units per net developable acre.	These conditions should be deleted. Plan designations and densities should be consistent with the low, medium and high density ranges in the Comprehensive Plan that were adopted to comply with Metro Functional Plan targets and with provisions of Title 11.	Delete.

<p>6 (B) (4) - Affordable housing shall be enhanced by zoning at least 35 acres of apartments, senior housing, or other multi-family housing among the higher density residential zoning in the Gordon Creek neighborhood/main street area averaging at least 25 dwelling units per net developable acre.</p>	<p>This condition should be deleted. The proposed Community Plan/Comprehensive Plan amendments would include provisions for affordable housing consistent with Title 11 of Metro's Functional Plan.</p>	<p>Delete.</p>
<p>6 (C) – Adoption of an urban comprehensive plan designation and urban zoning for this area shall include means to assure that speed, temperature, sedimentation and chemical composition of the stormwater runoff meet State and Federal water quality standards.</p>	<p>This condition should be deleted and replaced with the applicable language from Title 11. Washington County Clean Water Services is the agency that deals with state and federal water quality standards.</p>	<p>Delete.</p>
<p>6 (D) and (E) – D. Urban zoning shall address on-site stormwater detention requirements. The City shall consider a requirement that the amount of stormwater runoff after completion of development shall not be greater than the stormwater runoff before development. E. Adoption of an urban comprehensive plan designation and urban zoning for the subject area shall be approved only after the city has complied with all Title III Functional Plan requirements, and has addressed Federal requirements adopted pursuant to the Endangered Species Act.</p>	<p>These conditions should be deleted. Title 3, Clean Water Service's Healthy Streams Program, and the Tualatin Basin Approach address the regional Goal 5 work, ESA and the Clean Water Act. It is inappropriate to include the specifications of this condition in the zoning ordinance. Clean Water Services has jurisdiction over stormwater runoff.</p>	<p>Delete.</p>
<p>6 (F) (1) and (2) – F. Prior to the conversion of the urbanizable land created by this ordinance to urban land available for development, the City's comprehensive plan shall be amended to include the following provisions: (1) The functional classification of the Tualatin Valley Highway shall remain "principal arterial" consistent with the Regional Motor Vehicles System Map (1997) of the Regional Framework Plan. (2) The transportation element of the comprehensive plan shall be amended to require the Access Management Strategies in the August 25, 1998 Draft Hillsboro TSP, or substantially equivalent policies.</p>	<p>These conditions should be deleted as they have already been met through adoption of the City's TSP and related comprehensive plan amendments.</p>	<p>Delete.</p>

<p>6 (F) (3) – (3) The transportation element of the comprehensive plan shall be amended to adopt the alternative Level of Service provision authorized by Title 6 of Metro's Urban Growth Management Functional Plan at Metro Code 3.07.640 for the road system planned for this land added to the urban growth boundary by this ordinance.</p>	<p>These conditions should be deleted as they have already been met through adoption of the City's TSP and related comprehensive plan amendments</p>	<p>Delete.</p>
<p>6 (F) (4) -The transportation element of the comprehensive plan shall be amended to require the number of local street connections per mile required by Title 6 of Metro's Urban Growth Management Functional Plan at Metro Code 3.07.630 for the road system planned for the land added to the urban growth boundary by this ordinance.</p>	<p>This condition should be deleted as it has already been met by the City's Subdivision Ordinance that was amended to comply with Metro Functional Plan requirements. New connectivity standards in the RTP may need to be addressed in the current Hillsboro TSP update.</p>	<p>Delete.</p>
<p>6 (F) (5) - The transportation element of the comprehensive plan shall require the City to coordinate transit service with Tri-Met to phase in increased transit service as this area is developed.</p>	<p>This condition should be deleted. Comprehensive Plan Section 13, Transportation, Policy (B) (5) addresses coordination of transit service throughout the City.</p>	<p>Delete.</p>
<p>6 (F) (6) – Amendments to the public facilities plan in the Transportation System Plan shall be made with rough cost estimates for each of the following on-site transportation facilities needed for this area to address existing and future needed road improvements as identified in the transportation report of the urban reserve plan:</p> <ul style="list-style-type: none"> • Davis Road from River Road to Gordon Creek neighborhood/mainstreet center: new two lane community street. • Davis Road through the Gordon Creek neighborhood/mainstreet center: new three lane community boulevard. • Davis Road through the Gordon Creek neighborhood/mainstreet center to Century Blvd.: new two lane community street. 	<p>This condition should be deleted. The streets listed and the various design types and configurations were premised on a conceptual transportation system that would have served Site 55 in its entirety. Final street design and alignments will be determined through the Community Plan process.</p>	<p>Delete.</p>

<ul style="list-style-type: none"> • Brookwood Ave. from TV Highway to Gordon Creek neighborhood/mainstreet center: new two lane community street. • Brookwood to Gordon Creek neighborhood/mainstreet center: new three lane community boulevard. • Century Blvd. from TV Highway to Davis Road: new two lane community street. • Alexander St. from Brookwood Ave. to 229th: new two lane collector. • River Road from Witch Hazel to Gordon Creek: new three lane arterial. 		
<p>6 (F) (7) - Amendments to the Public Facilities Plan shall be made with rough cost estimates for each of the following off-site transportation facilities needed for this area to address existing and future needed road improvements identified in the approved urban reserve plan:</p> <ul style="list-style-type: none"> • River Road from Gordon Creek to Rosedale Road: reconstruct to two lanes. • River Road at Witch Hazel: left turn lane, signalization. • Brookwood/Witch Hazel at TV Highway: realignment, added lanes, new traffic and RR signalization. • Brookwood from TV Highway to Baseline: reconstruct to 3 lanes, and rebuild curves at Ash St. and Golden Road. • Brookwood Ave. from Baseline to Cornell: construct to three lanes. • Century Blvd. from Baseline to Century High School: new three lane roadway extension. • 229th from 2,000 feet north of Butternut Creek to Rosedale Road: reconstruct two lanes. 	<p>This condition lists numerous requirements for off-site improvements which were largely taken from the Concept Plan for Site 55 (West). Some of the improvements listed are already built, others are already in the TSP, some are no longer desirable, others can be added, as deemed appropriate, as part of the TSP update currently underway. The final determination of off-site improvements should be made based upon analyses of current conditions and needs as part of the Community Plan process. The TSP/PFP would be amended as required. It is recommended that provision of parallel east/west routes be considered to take pressure off of TV Highway.</p>	<p>Delete.</p>

<ul style="list-style-type: none"> • Brookwood at Cedar Street: channelization and signalization. • Brookwood at Bently: channelization and signalization. • Brookwood at Golden: channelization and signalization. 		
<p>6 (F) (8) - The transportation element of the comprehensive plan shall be amended to require completion of a corridor study of the Tualatin Valley Highway prior to urban development approvals for land added to the urban growth boundary by this ordinance to provide additional means of maintaining the through traffic capacity while providing acceptable access to and across this highway.</p>	<p>This condition has been superseded by RTP amendments that resulted from the corridor initiatives. An appropriate segment of TV Highway demonstrating a nexus between Site 55 West and anticipated impacts on TV Highway will be studied. An updated traffic analysis would be performed as part of the Community Plan. In addition, opening the new elementary school at 247th and Davis will allow the Witch Hazel school to be closed and subsequently demolished, which facilitates realignment of the Brookwood Avenue/TV Highway intersection. It is anticipated that this realignment will have a positive impact on TV Highway capacity.</p>	<p><u>Revise as shown.</u> 6 (F) (8) - The transportation element of the comprehensive plan shall be amended to require completion of <i>be consistent with the RTP regarding</i> a corridor study of the Tualatin Valley Highway prior to urban development approvals for land added to the urban growth boundary by this ordinance to provide additional <i>Based on findings of a traffic study to be conducted as part of the Community Plan process, a segment of TV Highway in the vicinity of Site 55 West shall be studied to determine necessary means for maintaining through traffic capacity while providing acceptable access to and across this highway.</i></p>
<p>6 (F) (9) – A school site plan consistent with ORS 195.110 that addresses the future needed school sites identified in the urban reserve plan.</p>	<p>This condition should be deleted. The School District has purchased approximately 20 acres at the southwest intersection of 247th and Davis Road and is in the development review process for a new 600 student K-12 elementary school to be constructed on the site. The District has also proposed possible construction of a middle school on the same property in the future. These schools will serve the needs of the population in Site 55 West consistent with the requirements of Metro Functional Plan Title 11.</p>	<p>Delete.</p>
<p>6 (F) (10) – Funding strategies and planning requirements shall be adopted for the acquisition and protection of adequate land to meet</p>	<p>This condition can be deleted as it is already addressed by Section 9, <u>Recreation</u> of the Comprehensive Plan, and</p>	<p>Delete.</p>

<p>or exceed locally adopted level of service standards for provision of public parks, natural areas, trails, and recreational facilities. Lands which are undeveloped due to natural hazards or environmental protection purposes (i.e., steep slopes, floodways, riparian corridors, wetlands, etc.) shall only be considered to meet the natural area level of service standards if the land will be preserved in perpetuity for public benefit.</p>	<p>Section 4.6.4, <u>System Improvement Goals</u>, of the Public Facilities Plan that was adopted as a supporting document to the comprehensive plan earlier this year. Funding strategies and requirements for parks and natural areas in Site 55 (West) will be consistent with the new City Park Master Plan that is currently being developed.</p>	
<p>6 (G) – The City of Hillsboro and Washington County shall coordinate transportation facilities to provide appropriate farm vehicle access to farm land outside, but adjacent to, the new urban growth boundary established by this ordinance.</p>	<p>This requirement for coordination between the City and County to provide farm vehicle access adjacent to Site 55 (West) will be addressed in appropriate Comprehensive Plan amendments through the Community Plan process.</p>	<p>No change.</p>
<p>7 – Consistent with ORS 268.390(3) and ORS 195.025(1), Washington County and the City of Hillsboro shall include the area added to the Urban Growth Boundary by this Ordinance as shown on the map in Exhibit B in applicable text and map provisions of their comprehensive plans.</p>	<p>The County recently adopted Ordinance No. 571 clarifying the process for changing the County Plan designation from rural to urban on property that has been added to a UGB. This process applies only to quasi-judicial plan amendments for individual properties. The City is in the process of preparing appropriate Comprehensive Plan map and text amendments as required prior to urbanization of the site.</p>	<p>No change.</p>

Status of Approval Conditions Metro Ordinance No. 99-809			
Ordinance Number	99-809 Condition	City of Hillsboro Comments (11/7/02)	Status of Condition/ Staff Recommendation
6 (A) –	The land added to the Urban Growth Boundary by this ordinance shall be planned and zoned for housing uses to the extent and in a manner consistent with the acknowledged 2040 Growth Concept text and the regional design types for the Lands shown on Exhibit A.	The exact location of 2040 design types as shown in Exhibit A will need to be adjusted to reflect reasonable expectations for urbanization patterns in the context of current conditions and the public planning process underway. This condition will be met through the City’s Community Planning Process based on the new Inner Neighborhood design type.	This condition will be fulfilled by the City of Hillsboro’s current community planning process pursuant to the requirements of Title 11 of the Urban Growth Management Functional Plan (Functional Plan). This title requires, in part, that residential densities be consistent with the assigned 2040 Growth Concept design type (Metro Code 3.07.1120(B)). Proposed Ordinance 02-968 applies the design type of Inner Neighborhood to Area 55 West.
6 (B) (1) –	The portions of the lands west of River Road shall be designated for parks, greenspaces, Title 3 and recreation corridor uses substantially as shown on Exhibit D.	This condition has been met through Title 3 implementation, and future implementation of City and regional Goal 5 programs. The reconfiguration of the proposed land use pattern will likely result in some modification of park and recreation areas shown on Exhibit D.	Exhibit D of Ordinance 99-809 is the concept plan map originally prepared for the entire Hillsboro South Urban Reserve Area, which included approximately 1,400 acres. The current community planning effort covers only Area 55 West and will result in a different land use plan and park plan relative to the rest of the City. Title 3 applies to specific natural resource areas and must be adhered to during any planning process.
6 (B) (2), (3) (a) & (b) –	(2) The portion of the lands shown as “low-medium density” residential areas on Exhibit D shall be assigned low-medium density zoning of at least 7 dwelling units per net developable acre; (3) Development in the Gordon Creek neighborhood/main street around the SE Davis - Brookwood intersection shown on Exhibit D shall be assigned the following zoning: a. The portion of the Lands shown as “Medium-high” density shall be assigned zoning averaging of at least 22 dwelling units per net developable acre; b. The portion of the Lands shown as “mixed use-high density” shall be assigned zoning of at least 29 dwelling units per net developable acre.	These conditions addressing densities will be met as modified to be consistent with designations in the Comprehensive Plan that were adopted to comply with Metro Functional Plan targets and with provisions of Title 11.	This condition will be fulfilled by the City’s community planning process, which must comply with the residential density provision of Title 11 [MC 3.07.1120(B)].

<p>6 (B) (4) - Affordable housing shall be enhanced by zoning at least 35 acres of apartments, senior housing, or other multi-family housing among the higher density residential zoning in the Gordon Creek neighborhood/main street area averaging at least 25 dwelling units per net developable acre.</p>	<p>This condition will be met through adoption of Community Plan/Comprehensive Plan amendments including provisions for affordable housing consistent with Titles 7 and 11 of Metro's Functional Plan.</p>	<p>This condition will be fulfilled by the City's community planning process, which must comply with the affordable housing provision of Title 11 [MC 3.07.1120(D)].</p>
<p>6 (C) – Adoption of an urban comprehensive plan designation and urban zoning for this area shall include means to assure that speed, temperature, sedimentation and chemical composition of the stormwater runoff meet State and Federal water quality standards.</p>	<p>This condition will be met through adoption of Comprehensive Plan amendments including provisions that address applicable language from Title 11. Washington County Clean Water Services is the agency that deals with state and federal water quality standards.</p>	<p>Title 11 of the Functional Plan requires the identification, mapping and funding strategy for protecting areas from development due to fish and wildlife habitat, water quality enhancement and mitigation, and natural hazards mitigation [MC 3.07.1120(G)]. In addition, Clean Water Services is the agency that implements Title 3 regulations and must meet state and federal water quality standards.</p>
<p>6 (D) and (E) – D. Urban zoning shall address on-site stormwater detention requirements. The City shall consider a requirement that the amount of stormwater runoff after completion of development shall not be greater than the stormwater runoff before development. E. Adoption of an urban comprehensive plan designation and urban zoning for the subject area shall be approved only after the city has complied with all Title 3 Functional Plan requirements, and has addressed Federal requirements adopted pursuant to the Endangered Species Act.</p>	<p>These conditions have been met through adoption of Title 3 requirements, and will be further met through adoption of Comprehensive Plan and code provisions addressing Clean Water Service's Healthy Streams Program, and the Tualatin Basin Approach and the regional Goal 5, ESA and the Clean Water Act. It is inappropriate to include the specifications of this condition in the zoning ordinance. Clean Water Services has jurisdiction over stormwater runoff.</p>	<p>Staff agrees with the comments in the second column.</p>
<p>6 (F) (1) and (2) – F. Prior to the conversion of the urbanizable land created by this ordinance to urban land available for development, the City's comprehensive plan shall be amended to include the following provisions: (1) The functional classification of the Tualatin Valley Highway shall remain "principal arterial" consistent with the Regional Motor Vehicles System Map (1997) of the Regional Framework Plan. (2) The transportation element of the comprehensive plan shall be amended to require the Access Management Strategies in the August 25, 1998 Draft Hillsboro TSP, or substantially</p>	<p>These conditions have been met through adoption of the City's TSP and related comprehensive plan amendments: TSP Ch. 8, Figure 8-3 - TV Hwy, Principal Arterial functional classification; TSP Ch. 8, page 8-59 - access management strategies; TSP Ch. 2, Policies 3 (Trip Reduction) and 4 (Performance); and Comprehensive Plan section 13, Transportation, policies A4 (safety) and G (accessibility).</p>	<p>Staff agrees with the comments in the second column and considers this condition satisfied.</p>

equivalent policies.		
<p>6 (F) (3) – (3) The transportation element of the comprehensive plan shall be amended to adopt the alternative Level of Service provision authorized by Title 6 of Metro’s Urban Growth Management Functional Plan at Metro Code 3.07.640 for the road system planned for this land added to the urban growth boundary by this ordinance.</p>	<p>These conditions have been met through adoption of the following provisions in the City’s TSP and related comprehensive plan amendments as follows: TSP Ch. 2, Goal 4 (Performance), Policy 1; and Comprehensive Plan section 13, Transportation, Policy D (2).</p>	<p>Staff agrees with the comments in the second column. In addition, Section 4 of proposed Ordinance 02-968 requires compliance with the RTP, including Chapter 6 of that plan. [Chapter 6 of the RTP has replaced the Title 6 requirements of the Functional Plan]</p>
<p>6 (F) (4) -The transportation element of the comprehensive plan shall be amended to require the number of local street connections per mile required by Title 6 of Metro’s Urban Growth Management Functional Plan at Metro Code 3.07.630 for the road system planned for the land added to the urban growth boundary by this ordinance.</p>	<p>This condition has been met through amendments made to the City’s Zoning Ordinance and TSP as follows: Zoning Ordinance section 133, Development Review, Standards (A)(18) and Special standards for pedestrian/bicycle accessways (B)(1); TSP Ch. 2 Policy 3 (Trip Reduction); TSP Goal 2 (Multi-modal travel) Policy 5; and TSP Ch. 8, Figs 8-9 through 8-16. New connectivity standards in the RTP may need to be addressed in the current Hillsboro TSP update.</p>	<p>Staff agrees with the comments in the second column. In addition, Section 4 of proposed Ordinance 02-968 requires compliance with the RTP, including Chapter 6 of that plan. [Chapter 6 of the RTP has replaced the Title 6 requirements of the Functional Plan]</p>
<p>6 (F) (5) - The transportation element of the comprehensive plan shall require the City to coordinate transit service with Tri-Met to phase in increased transit service as this area is developed.</p>	<p>This condition has been met through adoption of Comprehensive Plan section 13, Transportation, Policy (B) (5), which addresses coordination of transit service throughout the City.</p>	<p>Staff agrees with the comments in the second column and considers this condition satisfied.</p>
<p>6 (F) (6) – Amendments to the public facilities plan in the Transportation System Plan shall be made with rough cost estimates for each of the following on-site transportation facilities needed for this area to address existing and future needed road improvements as identified in the transportation report of the urban reserve plan:</p> <ul style="list-style-type: none"> ▪ Davis Road from River Road to Gordon Creek neighborhood/ mainstreet center: new two lane community street. ▪ Davis Road through the Gordon Creek neighborhood/mainstreet center: new three lane community boulevard. ▪ Davis Road through the Gordon Creek neighborhood/mainstreet center to Century Blvd.: new two lane community street. ▪ Brookwood Ave. from TV Highway to Gordon Creek 	<p>This condition will be met through the current planning process. The streets listed and the various design types and configurations were premised on a conceptual transportation system that would have served Site 55 in its entirety. Final street design and alignments will be determined through the Community Plan process.</p>	<p>Staff agrees with the comments in the second column. In addition, Title 11 of the Functional Plan requires a conceptual transportation plan consistent with the RTP that includes preliminary cost estimates and funding strategies [MC 3.07.1120(F)].</p>

<p>neighborhood/mainstreet center: new two lane community street.</p> <ul style="list-style-type: none"> ▪ Brookwood to Gordon Creek neighborhood/mainstreet center: new three lane community boulevard. ▪ Century Blvd. from TV Highway to Davis Road: new two lane community street. ▪ Alexander St. from Brookwood Ave. to 229th: new two lane collector. ▪ River Road from Witch Hazel to Gordon Creek: new three lane arterial. 		
<p>6 (F) (7) - Amendments to the Public Facilities Plan shall be made with rough cost estimates for each of the following off-site transportation facilities needed for this area to address existing and future needed road improvements identified in the approved urban reserve plan:</p> <ul style="list-style-type: none"> ▪ River Road from Gordon Creek to Rosedale Road: reconstruct to two lanes. ▪ River Road at Witch Hazel: left turn lane, signalization. ▪ Brookwood/Witch Hazel at TV Highway: realignment, added lanes, and new traffic and RR signalization. ▪ Brookwood from TV Highway to Baseline: reconstruct to 3 lanes, and rebuild curves at Ash St. and Golden Road. ▪ Brookwood Ave. from Baseline to Cornell: construct to three lanes. ▪ Century Blvd. from Baseline to Century High School: new three lane roadway extension. ▪ Century Blvd. from Baseline to Cornell Road: reconstruct to three lanes. ▪ 229th from 2,000 feet north of Butternut Creek to Rosedale Road: reconstruct two lanes. ▪ Brookwood at Cedar Street: channelization and signalization. ▪ Brookwood at Bently: channelization and signalization. ▪ Brookwood at Golden: channelization and signalization. 	<p>This condition lists numerous requirements for off-site improvements that were largely taken from the Concept Plan for Site 55 (West). Some of the improvements listed are already built, others are already in the TSP, some are no longer desirable; others can be added, as deemed appropriate, as part of the TSP update currently underway. The final determination of off-site improvements should be made based upon analyses of current conditions and needs as part of the Community Plan process. The TSP/PPF would be amended as required. It is recommended that provision of parallel east/west routes be considered to take pressure off of TV Highway.</p>	<p>Staff agrees with the comments in the second column. In addition, Title 11 of the Functional Plan requires a conceptual transportation plan consistent with the RTP that includes preliminary cost estimates and funding strategies [MC 3.07.1120(F)].</p>
<p>6 (F) (8) - The transportation element of the comprehensive plan shall be amended to require completion of a</p>	<p>This condition has been met through adoption of the City TSP and Comprehensive Plan</p>	<p>Staff agrees with the comments in the second column. In addition, Section 4 of proposed</p>

<p>corridor study of the Tualatin Valley Highway prior to urban development approvals for land added to the urban growth boundary by this ordinance to provide additional means of maintaining the through traffic capacity while providing acceptable access to and across this highway.</p>	<p>amendments as follows: TSP Policy 4; Comprehensive Plan section 13, Transportation, Policy D (3), Performance This condition has been superceded by RTP amendments that resulted from the corridor initiatives. An appropriate segment of TV Highway demonstrating a nexus between Site 55 West and anticipated impacts on TV Highway will be studied. An updated traffic analysis is being performed as part of the Community Plan. In addition, opening the new elementary school at 247th and Davis will allow the Witch Hazel school to be closed and subsequently demolished, which facilitates realignment of the Brookwood Avenue/TV Highway intersection. It is anticipated that this realignment will have a positive impact on TV Highway capacity.</p>	<p>Ordinance 02-968 requires the area to comply with the RTP, including Chapter 6 of that plan.</p>
<p>6 (F) (9) – A school site plan consistent with ORS 195.110 that addresses the future needed school sites identified in the urban reserve plan.</p>	<p>This condition has been met. The School District has purchased approximately 20 acres at the southwest intersection of 247th and Davis Road and is in the development review process for a new 600 student K-12 elementary school to be constructed on the site. The District has also proposed possible construction of a middle school on the same property in the future. These schools will serve the needs of the population in Site 55 West consistent with the requirements of Metro Functional Plan Title 11.</p>	<p>Staff agrees with the comments in the second column. Title 11 requires a conceptual school plan that provides for the amount of land and improvements needed to serve the area added to the UGB. As an update, the school is currently under construction.</p>
<p>6 (F) (10) – Funding strategies and planning requirements shall be adopted for the acquisition and protection of adequate land to meet or exceed locally adopted level of service standards for provision of public parks, natural areas, trails, and recreational facilities. Lands which are undeveloped due to natural hazards or environmental protection purposes (i.e., steep slopes, floodways, riparian corridors, wetlands, etc.) shall only be considered to meet the natural area level of service standards if the land will be preserved in perpetuity for public benefit.</p>	<p>This condition is met by Section 9, <u>Recreation</u>, of the Comprehensive Plan and Section 4.6.4, <u>System Improvement Goals</u>, of the Public Facilities Plan that was adopted as a supporting document to the comprehensive plan earlier this year. Funding strategies and requirements for parks and natural areas in Site 55 (West) will be consistent with the new City Park Master Plan that is currently being developed.</p>	<p>Staff agrees with the comments in the second column. Title 11 requires a conceptual public facilities and services plan, which includes a provision for parks [MC 3.07.1120(H)]. In addition, MC 3.07.1120(J) requires an urban growth diagram that shows general locations for public open spaces and parks.</p>

<p>6 (G) – The City of Hillsboro and Washington County shall coordinate transportation facilities to provide appropriate farm vehicle access to farmland outside, but adjacent to, the new urban growth boundary established by this ordinance.</p>	<p>This requirement for coordination between the City and County to provide farm vehicle access adjacent to Site 55 (West) will be addressed in appropriate Comprehensive Plan amendments through the Community Plan process.</p>	<p>Section 5 of proposed Ordinance 02-968 carries this condition forward by requiring the City and Washington County to provide appropriate farm vehicle access to farm land outside, but adjacent to Area 55 West.</p>
<p>7 – Consistent with ORS 268.390(3) and ORS 195.025(1), Washington County and the City of Hillsboro shall include the area added to the Urban Growth Boundary by this Ordinance as shown on the map in Exhibit B in applicable text and map provisions of their comprehensive plans.</p>	<p>The County recently adopted Ordinance No. 571 clarifying the process for changing the County Plan designation from rural to urban on property that has been added to a UGB. This process applies only to quasi-judicial plan amendments for individual properties. The City is in the process of preparing appropriate Comprehensive Plan map and text amendments as required prior to urbanization of the site.</p>	<p>Section 6 of proposed Ordinance 02-968 carries this condition forward by requiring the City and Washington County to include Area 55 West in the applicable text and map provisions of their comprehensive plans.</p>

111402c-03

Agenda Item Number 6.5

Ordinance No. 02-981A, For the Purpose of Amending Ordinance No. 95-625A to Amend the 2040 Growth Concept Map and Ordinance No. 06-947C to Amend the Employment and Industrial Area Map, and Declaring an Emergency

Second Reading

Metro Council Meeting
Thursday, November 14, 2002
Metro Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING) ORDINANCE NO. 02-981A
ORDINANCE NO. 95-625A TO AMEND THE)
2040 GROWTH CONCEPT MAP AND) Introduced by Executive Officer Mike Burton
ORDINANCE NO. 96-647C TO AMEND THE)
EMPLOYMENT AND INDUSTRIAL AREAS)
MAP -NOVEMBER 2002; AND DECLARING)
AN EMERGENCY)

WHEREAS, Metro's regional goals and objectives required by ORS 268.380, the Regional Urban Growth Goals and Objectives (RUGGO), were adopted December 14, 1995 in Ordinance No. 95-625A; and

WHEREAS, RUGGO was transmitted to the Land Conservation and Development Commission (LCDC) for acknowledgement of consistency with statewide land use planning goals; and

WHEREAS, LCDC acted on November 1, 1996 to authorize the RUGGO final acknowledgement Order dated December 9, 1996; and

WHEREAS, the Metro Council adopted the Urban Growth Management Functional Plan in Ordinance No. 96-647C on November 21, 1996 which includes Council-approved changes in certain 2040 Growth Concept design type designations as part of 2040 Growth Concept implementation; and

WHEREAS, functional plans must remain consistent with RUGGO, including the 2040 Growth Concept Map; and

WHEREAS, changes in industrial and employment areas in the Cities of Cornelius, Fairview, Forest Grove, Gresham, Portland, and Tualatin have been requested; and

WHEREAS, a change in the corridor in the City of Happy Valley has been requested; and

WHEREAS, the staff have recommended that changes be made to the Airport Light Rail Line Station Communities, and that the outer neighborhood designation be amended to inner neighborhood, the Town Center be moved north, and Employment Areas be added in Pleasant Valley, and that the rural reserve designations be removed; and

WHEREAS, RUGGO Goal 1 requires that amendments to RUGGO involve MPAC for public and local government review prior to final Metro Council action; and

WHEREAS, amendment of acknowledged RUGGO requires a 45 day notice to the Department of Land Conservation and Development under ORS 197.610 which has been sent; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. That the 2040 Growth Concept Map, a part of the Regional Urban Growth Goals and Objectives in Ordinance No. 95-625A, is hereby amended as indicated on the amended 2040 Growth Concept Map attached as Exhibit A.

2. That the amendments to the 2040 Growth Concept Map are described generally as follows:

A. City of Cornelius:

i. All Employment Area designations save the City's Development Services Facilities are changed to Industrial Areas.

ii. The Outer Neighborhood designation at the northwest corner of the City are changed to Industrial Area.

iii. The Employment Area designation east of N 10th Avenue and south of the railway tracks is changed to Outer Neighborhood.

iv. The Employment Area designation west of N 19th Avenue, north of the railway tracks to N Holladay Street is changed to Outer Neighborhood.

B. City of Fairview:

i. The Industrial Area designation in the vicinity of NE 238th and Sandy Boulevard is changed to Employment Area.

ii. The Employment Area designation on the lands occupied by NACCO is changed to Industrial Area.

C. City of Forest Grove:

i. The Employment Area designation west of Quince St/Martin Rd is changed to Industrial Area.

ii. The Inner Neighborhood designation west of Elm Street, north of 23rd Avenue is changed to Industrial Area.

iii. The Industrial Area designation on the Sewage Lagoons is changed to Inner Neighborhood.

iv. The Inner Neighborhood designation southeast of Highway 47 is changed to Industrial Area.

D. City of Gresham:

~~i. The Industrial Area designation commonly known as the brickyards is changed to Employment Area.~~

~~ii.i.~~ The Employment Area designation on Powell Boulevard is changed to Inner Neighborhood.

~~iii.ii.~~ The Employment and Industrial Area designation on Powell Boulevard west of SE 182nd Avenue is changed to Inner Neighborhood.

E. City of Happy Valley:

i. The Corridor designation on SE Mt. Scott Boulevard and SE 122nd/129th Avenues is changed to Outer Neighborhood.

F. Portland:

i. The Inner Neighborhood designation on the Oregon Health and Sciences University and the Veterans Hospital is changed to Employment Area.

ii. The Industrial Area designation on the Albina Fuel site at NE 33rd Avenue is changed to Inner Neighborhood.

iii. The center of the Light Rail Community Station at NE Going is moved to NE Prescott St.

iv. The Main Street designation on SE Tacoma Street west of SE 7th Street is changed to Inner Neighborhood.

v. A Main Street designation is added on SE 92nd Avenue between SE Harold and SE Duke Streets.

vi. A Main Street designation is added on NE and SE 102nd Avenue between NE Wiedler and SE Washington Streets.

vii. The Open Space designation on the center of the racetrack at Portland Meadows is changed to Industrial Area.

G. City of Tualatin:

i. The Inner Neighborhood designation on the Legacy Meridian Hospital is changed to Employment Area.

ii. The Employment Area designation north of SW Nyberg Road and west of the County line is changed to Inner Neighborhood.

iii. The Industrial Area designation southwest of SW Tualatin Road and north of SW Herman Road is changed to Inner Neighborhood.

iv. The Employment Area designation between SW Mohawk and SW Sagert Streets on SW Martinazzi Avenue is changed to Inner Neighborhood,

v. The Employment Area designation south of SW Nyberg Road, west of SW 65th Avenue and north of SW Sagert Street is changed to Inner Neighborhood.

H. Airport Light Rail Line Station Communities:

i. The Airport Light Rail Line Station Communities are changed from Potential Light Rail Stations to Light Rail Stations.

I. Pleasant Valley:

i. The Pleasant Valley Town Center is moved north to focus on the proposed new intersection of 172nd Avenue and Giese Road.

ii. The Outer Neighborhood designation in the Pleasant Valley area is changed to Inner Neighborhood.

iii. Employment Areas area added west of 190th Avenue at Giese Road and east of 172nd Avenue at Sager Road in Pleasant Valley.

J. Rural Reserves:

~~i. The Rural Reserve designation is removed from the map. The Exclusive Farm Use designation is expanded to include Forestlands and Renamed Resource Land.~~

3. That the Employment and Industrial Areas Map, a part of the Regional Urban Growth Goals and Objectives in Ordinance No. 96-647C, is hereby amended as indicated on the amended Title 4 Map attached as Exhibit B.

4. The amendments to the Employment and Industrial Areas Map are described generally as follows:

a. The Employment Areas in the City of Cornelius, save the City's Development Services Facilities are changed to Industrial Areas.

b. Industrial Areas are added to the northwest corner of Cornelius and to east of S 4th Avenue, south of Baseline Street.

c. Employment Areas east of N 10th, south of the railway tracks and west of N 19th, north of the railway tracks in Cornelius are removed.

d. The Industrial Area in the vicinity of NE 238th and Sandy Boulevard is changed to Employment Area in Fairview.

e. The Employment Area on the lands occupied by NACCO is changed to Industrial Area in Fairview

f. The Employment Area west of Quince Street/Martin Road in Forest Grove is changed to Industrial Area.

g. Industrial Areas are added east of Cedar Street at 23rd Place, west of Elm Street, north of 23rd Avenue, and southeast of Highway 47 in Forest Grove.

- h. The Industrial Area is removed from the Sewage Lagoons in Forest Grove.
- i. The Industrial Area south of 19th Avenue, east of B Street is removed in Forest Grove.
- ~~j. The Industrial Area commonly know as the brickyards is changed to Employment Area.~~
- ~~k.j.~~ The Employment Area on Powell Boulevard east of NW 182nd Avenue, west of NW Battaglia Avenue developed or zoned as residential or owned by Gresham for park purposes is removed.
- ~~j.k.~~ The Employment Area south of Powell Boulevard, west of SW Highland Drive in Gresham zoned for residential uses is removed.
- ~~l.~~ Employment Area is added on the Oregon Health and Sciences University and the Veterans Hospital site in Portland.
- ~~j.m.~~ The Industrial Area on the Albina Fuel site at NE 33rd Avenue is removed.
- ~~k.n.~~ Employment Area is added on the Legacy Meridian Hospital in Tualatin.
- ~~l.o.~~ Employment Areas are removed from SW Nyberg Road, west of the County line, from SW Martinazzin Avenue between SW Mohawk and SW Sagert Streets, and from SW Nyberg Road west of SW 65th Avenue, north of SW Saggert Street.
- ~~m.p.~~ The Industrial Area southwest of Tualatin Road north of SW Herman Road is removed.
- ~~n.q.~~ Employment Areas area added west of 190th Avenue at Giese Road and east of 172nd Avenue at Sager Road in Pleasant Valley.

5. This ordinance is necessary for the immediate preservation of public health, safety and welfare because state law requires Metro to ensure that the region's UGB includes a 20-year supply of buildable land for housing upon the completion of its analysis of the capacity of the boundary. The resulting decision will include amendments to the 2040 Growth Concept and Employment and Industrial Areas Maps and it is necessary to have the Map amendments effective at the same time. An emergency is therefore declared to exist, and this ordinance shall take effect immediately, pursuant to Metro Charter section 39(1).

ADOPTED by the Metro Council this _____ day of _____ 2002.

Carl Hosticka, Presiding Officer

ATTEST:

APPROVED AS TO FORM:

Recording Secretary
Ordinance No. 02-981A

Daniel B. Cooper, General Counsel

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Exhibit A

Proposed 2040 Growth Concept Map

Exhibit B

**Proposed Employment and Industrial Areas Map
Title 4**

STAFF REPORT

*CONSIDERATION OF ORDINANCE NO. 02-981A FOR THE
PURPOSE OF AMENDING ORDINANCE NO. 95-625A TO AMEND
THE 2040 GROWTH CONCEPT MAP AND THE TITLE 4:
INDUSTRIAL AND EMPLOYMENT AREAS MAP, NOVEMBER, 2002;
AND DECLARING AN EMERGENCY*

Date: November, 2002

**Presented by: Brenda Bernards
Prepared by: Brenda Bernards**

PROPOSED ACTION

Adoption of Ordinance No. 02-981A to amend the 2040 Growth Concept Map and the Employment and Industrial Areas Map.

BACKGROUND

As the jurisdictions work through the Urban Growth Management Functional Plan (Functional Plan) compliance process, a number of requests for amendments to the 2040 Growth Concept Map have been received. Requests for amendments to the 2040 Growth Concept Map were expected and staff anticipates that additional requests will come forward as more jurisdictions come into compliance with the requirements of the Functional Plan.

In April 2001, Metro Council adopted a substantial number of amendments to the 2040 Growth Concept Map and Employment and Industrial Areas Map. At that time, the Metro Council asked that the staff bring forward proposed map changes on an annual basis. A letter was sent to the Planning Directors of the local jurisdictions requesting that proposed map amendments. Requests for map amendments were received from the Cities of Cornelius, Fairview, Forest Grove, Gresham, Happy Valley, Portland, and Tualatin. In addition, Metro staff has initiated a number of mapping amendments.

ANALYSIS/INFORMATION

Known Opposition

There is no known opposition to the proposed legislation.

Legal Antecedents

The 2040 Growth Concept is a component of both the acknowledged Regional Urban Growth Goals and Objectives and the Regional Framework Plan. Authority to amend the 2040 Growth Concept map comes from ORS 268.380 and ORS 268.390(5). The Authority to amend the Employment and Industrial Areas Map comes from Metro Code 3.07.820.B.4.

Anticipated Effects

Adoption of this Ordinance will result in amendments to the 2040 Growth Concept and Employment and Industrial Areas Maps.

Budget Impacts

Adoption of this ordinance has no budget impact.

PROPOSED 2040 GROWTH CONCEPT MAP AND EMPLOYMENT AND INDUSTRIAL AREAS MAP AMENDMENTS

The Cities of Cornelius, Fairview, Forest Grove Gresham, Portland and Tualatin have requested amendments to their Industrial and Employment designations on the 2040 Growth Concept Map. These requests also require changes to the Title 4: Industrial Employment Areas Map. The City of Happy Valley has requested that a Corridor designation be removed. In addition to Employment and Industrial Areas related amendments, Portland has requested amendments to a number of Main Streets and the Interstate Max Line.

Metro staff is recommending a number of amendments including showing the Airport Max Light Rail Line as operating, and amending the design type designations in the Pleasant Valley area to reflect the planning that has occurred, and removing the Rural Reserve designation.

A number of the requested amendments to the Employment and Industrial Areas Map will not appear on the 2040 Growth Concept Map. This is because a number of the requests for amendments are to remove Employment and Industrial Areas from floodways and park lands. These sites are already shown on the 2040 Growth Concept Map as Public Parks and Open Spaces not the underlying Industrial or Employment Area Designation. A number of the requests for additions or removal of these areas are in Town Centers. As mixed-use areas overlay the Employment and Industrial Areas on the 2040 Growth Concept Map, these amendments to the Employment and Industrial Areas map show no apparent change to the 2040 Growth Concept map.

City of Cornelius

2040 Growth Concept Map Amendment Recommendation: Replace Employment Areas with Industrial Areas, add Industrial Areas and remove Employment Areas as shown on Map 1.

Employment and Industrial Areas Map Amendment Recommendation: Replace Employment Areas with Industrial Areas, add Industrial Areas and remove Employment Areas as shown on Map 2.

At this time, the City of Cornelius has only Employment Area designations. The City has requested that all of the Employment Areas on the 2040 Growth Concept Map and the Employment and Industrial Areas Map be replaced with Industrial Areas as these areas are zoned for industrial uses. The exception to this is a parcel used for the City's Development Services Facilities that will remain as an Employment Area as shown on Maps 1 and 2.

The City has requested that Industrial Area designation be added to the industrially zoned lands in the northwest corner of the City (a on Maps 1 and 2) and on the industrially zoned land east of S 4th Avenue and south of Baseline Street (b Map2). There is no change to the 2040 Growth Concept Map as a Corridor covers the new Industrial Area. The City has requested that the Employment designation be removed from the lands zoned for residential east of N 10th Avenue and south of the railway tracks (c on Maps 1 and 2) and west of N 19th Avenue, north of the railway tracks to N Holladay Street (d on Maps 1 and 2). These areas will be designated as Outer Neighborhood on the 2040 Growth Concept Map.

City of Fairview

2040 Growth Concept Map Amendment Recommendation: Replace Industrial Area with Employment Area, replace Employment Areas with Industrial Area as shown on Map 3

Employment and Industrial Areas Map Amendment Recommendation: Replace Industrial Area with Employment Area, replace Employment Area with Industrial Area as shown on Map 4

The City is requesting two map amendments in order to better reflect the land use and institutional structure of Fairview and the anticipated economic future. The first requested amendment would replace an Industrial Area designation with an Employment Area designation in the vicinity of NE 238th and Sandy Boulevard (a on Maps 3 and 4). This change is reflective of the growing commercial and industrial activities in this area. The second requested amendment would replace the Employment Area designation on the lands occupied by NACCO, Fairview's largest manufacturing facility with an Industrial Area designation (b on Maps 3 and 4).

City of Forest Grove

2040 Growth Concept Map Amendment Recommendation: Replace Employment Area with Industrial Area, replace Industrial Area with Inner Neighborhood, Replace Inner Neighborhood with Industrial Area as shown on Map 5.

Employment and Industrial Areas Map Amendment Recommendation: Replace Employment Area with Industrial Area, add and remove Industrial Area as shown on Map 6.

The City is requesting a number of map amendments in order that the 2040 Growth Concept and Employment and Industrial Areas Maps to better reflect the zoning in place in Forest Grove. The Employment Area designation west of Quince St/Martin Rd and north of railroad tracks would be replaced with an Industrial Area designation (a on Maps 5 and 6). Industrial Area designations are to be added east of Cedar Street at 23rd Place and west of Elm Street, north of 23rd Avenue (b on Maps 5 and 6). The Cedar Street addition would not be seen on the 2040 Growth Concept Map as this area is covered by the Town Center designation. The Elm Street addition would replace an Inner Neighborhood designation. The City has requested that the Industrial Area designation on the Sewage Lagoons be removed. Although this area is zoned as industrial, its current use precludes any type of industrial uses. The area would appear as an Inner Neighborhood and Open Space on the 2040 Growth Concept Map (c on Maps 5 and 6). The City has requested that the Industrial Area designation southeast of Highway 47 be extended to include the recently annexed areas of the City. The Industrial Area designation replaces an Inner Neighborhood designation on the 2040 Growth Concept Map (d on Maps 5 and 6). The City has requested that a triangle of land west of Fern Hill Road, south of Highway 47 designated as Employment Area be redesignated as Industrial Area (e on Map 5 and 6). The City has requested that the Industrial Area designation south of 19th Avenue be east of B Street be removed as this area is part of the Town Center (f on Map 6). There would be no change to the 2040 Growth Concept Map as this area is covered by the Town Center designation.

City of Gresham

2040 Growth Concept Map Amendment Recommendation: Replace Industrial Area with Employment Area, replace Employment Areas with Inner Neighborhood and Parks and Open Space as shown on Map 7.

Employment and Industrial Areas Map Amendment Recommendation: Replace Industrial Area with Employment Area, remove Employment Area as shown on Map 8.

Gresham is requesting a number of amendments to the lands designated as Industrial or Employment areas in ~~three~~two locations in the City.

~~The City is requesting that Industrial Area designation on the site, commonly known as the "brickyards," be removed and replaced with an Employment Area designation (a on Maps 7 and 8). Gresham is attempting to increase its family-wage employment opportunities and is intending to rezone this area to Business Park as part of its Periodic Review program. This zone is compatible with the Employment Area designation as it is primarily intended for manufacturing and related industrial activities and office~~

~~development. Secondary uses permitted as part of a mixed-use development include commercial services and retail uses. Both are restricted to a certain percentage of the total floor area.~~

The 2040 Growth Concept and Employment and Industrial Areas Maps includes an Employment Area along Powell Boulevard east of SE 182nd Avenue. A portion of this Employment Area is owned by the City and planned for public park and trail purposes. The City is requesting that these areas be removed from the Employment and Industrial Areas Map. The 2040 Growth Concept Map shows these City-owned properties as parks and open space (b-a on Maps 7 and 8).

A number of the sites within this Employment Area are zoned and developed as residential uses. The City is requesting that these sites be designated as Inner Neighborhood and removed from the Employment and Industrial Areas Map. The residential zones support the Corridor designation along Powell Boulevard (eb on Maps 7 and 8).

The 2040 Growth Concept and Employment and Industrial Areas Maps include a small Industrial Area and surrounded by Employment Area south of Powell Boulevard west of SE 182nd Avenue. This area is zoned for residential and mixed-use developments. Gresham has requested that the Industrial Area and the eastern portion of the Employment Area be removed from the Employment and Industrial Areas Map and be designated as Inner Neighborhood on the 2040 Growth Concept Map (d-c on Maps 7 and 8).

City of Happy Valley

2040 Growth Concept Map Amendment Recommendation: Replace Corridor designation with Inner and Outer Neighborhood as shown on Map 9.

The City is requesting that the Corridor designation on SE Mt. Scott Boulevard and SE 122nd/129th Avenues be removed (a on Map 9). The City has indicated that environmental constraints, existing development patterns and the fact that a substantial amount of the land along the Corridor is in public ownership limits the potential for increased development. In addition, the Corridor is poorly served by transit; the service is infrequent and does not run the full length of the Corridor. The northern portion of this corridor, between the Happy Valley City limits and Foster Road lies in the City of Portland. As the majority of this portion of the Corridor runs through the Lincoln Memorial and Willamette National Cemeteries, the City of Portland concurs with the removal of the Corridor designation.

City of Portland

2040 Growth Concept Map Amendments Recommendation: Replace Inner Neighborhood with Employment Area, Replace Industrial Area with Inner Neighborhood, Move Light Rail Station, Modify and add Main Streets, Remove Open Space designation, as shown on Map 10.

Employment and Industrial Areas Map Amendment Recommendation: Add Employment Area, Remove Industrial Area as shown on Map 11.

The City is requesting that the Inner Neighborhood designation on the Oregon Health and Science University and the Veterans Hospital be amended to Employment Area. These institutions have a combined employment base of more than 10,000 people and the City anticipates an increase in employment over the 30-year planning horizon for the Marquam Hill Plan (a on Maps 10 and 11).

The City has requested that the Industrial Designation on the Albina Fuel site at NE 33rd Avenue south of NE Broadway be removed. It is a remnant parcel once part of the larger Hyster Plan that is now a Fred Meyer Store. The remaining parcel is insufficient in size to constitute a viable Industrial Area. It would be shown as Inner Neighborhood on the 2040 Growth Concept Map b on Maps 10 and 11).

The 2040 Growth Concept shows a Light Rail Community Station along the Interstate Max Line at NE Going Street. This Community Station is located between NE Prescott and NE Skidmore Streets and the City is requesting that it be relocated to more accurately reflect its location (c on Map 10).

The City is requesting that the Main Street designation on SE Tacoma Street be shown from SE 7th Avenue to SE 17th Avenue, as SE Tacoma Street west of SE 7th Avenue is a bridge approach. Through the planning for the Lents Town Center and the Gateway Regional Center, two new Main Streets have been identified. These include SE 92nd Avenue between SE Harold and SE Duke Streets and NE and SE 102nd Avenue between NE Wiedler and SE Washington Streets (d on Map 10).

The 2040 Growth Concept Map shows the center of the racetrack at Portland Meadows as Open Space. The City is requesting that this be removed and designated as Industrial Area. The Employment and Industrial Areas Map shows this as Industrial Area, no amendment is necessary on this Map (e on Map 10).

City of Tualatin

2040 Growth Concept Map Amendment Recommendation: Replace Inner Neighborhood with Employment Area, Replace Employment Area with Inner Neighborhood, Replace Industrial Area with Inner Neighborhood as shown on Map 12.

Employment and Industrial Areas Map Amendment Recommendation: Add and Remove Employment Areas, Remove Industrial Areas as shown on Map 13.

Tualatin has requested a number of amendments to the Growth 2040 Concept and Employment and Industrial Areas Maps to more accurately reflect the City zoning.

The City has requested that the Legacy Meridian Hospital, east of SW 65th Avenue, north of SW Borland Road, and the area around the hospital be designated as Employment Area rather than as Inner Neighborhood to reflect the Medical Center and Commercial Office zoning (a on Maps 12 and 13). This would be added to the Employment and Industrial Areas Map.

The City has requested that the Employment Area designation be removed from the area zoned for medium and high density housing, north of SW Nyberg and west of the County line, and replaced with Inner Neighborhood (b on Maps 12 and 13).

The City has requested that the Industrial Area designation be removed from the area zoned for residential, southwest of SW Tualatin Rd and north of SW Herman Road, and the road-right-of-way where SW Herman and SW Tualatin Roads intersect and replaced with Inner Neighborhood (c on Maps 12 and 13).

The City has requested that area west of the railroad tracks and south of the old Tualatin-Sherwood Road be designated as Employment Area on the Employment and Industrial Areas Map. There would be no change to the 2040 Growth Concept Map as the Tualatin Town Center circle covers this area (d on Maps 12 and 13).

The City has requested that the Employment Area between SW Mohawk Street and SW Sagert Street on SW Martinazzi Avenue be removed and the area be designated as Inner Neighborhood (e on maps 12 and 13). The area is zoned as residential.

The City has requested that the Employment Area south of SW Nyberg Street, west of SW 65th Avenue and north of SW Sagert be redesignated as Inner Neighborhood (f on Maps 12 and 13). The are is zoned for residential.

Additional Map Changes

Airport Light Rail Line

2040 Growth Concept Map Amendment Recommendation: Replace Potential Light Rail Station with Light Rail Station designation as shown on Map 14.

Currently, the Light Rail Stations along the Airport Light Rail Line are shown as potential stations. This Line opened in September 2001 and the Stations should be shown as in place.

Pleasant Valley

2040 Growth Concept Map Amendment Recommendation: Move Town Center, Replace Outer Neighborhood with Inner Neighborhood as shown on Map 15.

Employment and Industrial Areas Map Amendment Recommendation: Add Employment Areas as shown on Map 16.

The Concept Planning for the Pleasant Valley area has recently been completed. The focus of the Town Center has moved north to the proposed new intersection of 172nd Avenue and Giese Road. The designation of Inner Neighborhood is a closer fit with the results of this effort and staff is recommending that the Outer Neighborhood designation be replaced with Inner Neighborhood. Two Employment Areas have been added. The first is located west of 190th Avenue at the Giese Road terminus and the second is located east of 172nd Avenue at Sager Road (a on Maps 15 and 16). As the Concept Plan for this area is further refined, additional amendments to the 2040 Growth Concept Map may be brought forward.

Rural Reserves

~~2040 Growth Concept Map Amendment Recommendation: Remove Rural Reserve designations, replace the Exclusive Farm Use Designation with a Resource Lands Designation.~~

~~In January 2000, the Oregon Court of Appeals upheld a decision by the Oregon Land Use Board of Appeals that said Metro erred in the way that it designated urban reserves in 1997. In particular, the court said Metro included resource land as urban reserves before it had considered all non-resource land. As a result of these decisions, with its adoption of Ordinance No. 01-892A, Council removed the urban reserve designation from the 2040 Growth Concept Map.~~

~~At that time, staff noted that the removal of the Urban Reserve designation raised a number of issues regarding the depiction of the areas outside of the Urban Growth Boundary on the 2040 Growth Concept Map and that staff would bring this issue forward to Council at a later date.~~

~~As the Council designated the Urban Reserves and the Rural Reserves in Ordinance No. 9X-xxx, and the Rural Reserves only apply when the Urban Reserves are in place, staff is recommending that the Rural Reserve be removed.~~

~~With the removal of the Rural Reserves, an indication of the location of the resource lands outside of the Urban Growth Boundary would be useful. At this time, the 2040 Growth Concept Map includes a designation of Exclusive Farm Use, staff is recommending that this be expanded to include Forestlands and the designation be renamed Resource Lands.~~

EXECUTIVE OFFICER'S RECOMMENDATION

That the recommended amendments to the 2040 Growth Concept and the Employment and Industrial Areas maps described above be adopted.

ATTACHMENT 1 – List of Maps

Map 1 – Cornelius 2020 Growth Concept Map Update

Map 2 – Cornelius Title 4 Map Update

Map 3 – Fairview 2040 Growth Concept Map Update

Map 4 – Fairview Title 4 Map Update

Map 5 – Forest Grove 2040 Growth Concept Map Update

Map 6 – Forest Grove Title 4 Map Update

Map 7 – Gresham 2040 Growth Concept Map Update

Map 8 – Gresham Title 4 Map Update

Map 9 – Happy Valley 2040 Growth Concept Map Update

Map 10 – Portland 2040 Growth Concept Map Update

Map 11 – Portland Title 4 Map Update

Map 12 – Tualatin 2040 Growth Concept Map Update

Map 13 – Tualatin Title 4 Map Update

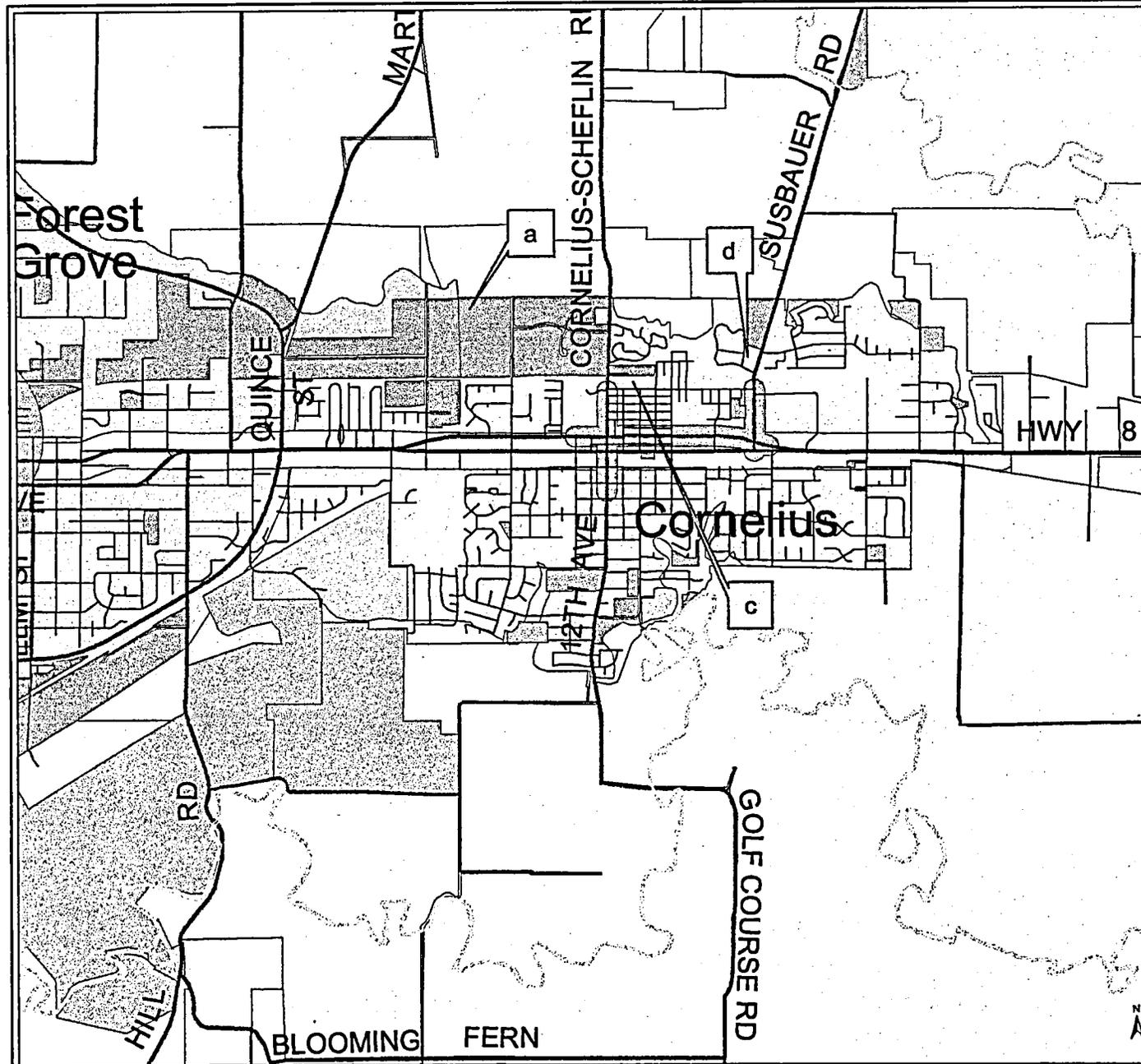
Map 14 – Airport Light Rail Line 2040 Growth Concept Map Update

Map 15 – Pleasant Valley 2040 Growth Concept Map Update

Map 16 – Pleasant Valley Title 4 Map Update

ATTACHMENT 1 – List of Maps

- Map 1 – Cornelius 2020 Growth Concept Map Update
- Map 2 – Cornelius Title 4 Map Update
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- Map 4 – Fairview Title 4 Map Update
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- Map 6 – Forest Grove Title 4 Map Update
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- Map 16 – Pleasant Valley Title 4 Map Update



R L I S
REGIONAL LAND INFORMATION SYSTEM

Map 1

Cornelius 2040 Growth Concept Map Update

- Parks
- Open Spaces
- Mainstreets
- Central City
- Regional Centers
- Town Centers
- Light Rail Stations
- Station Community
- Corridors
- Employment Areas
- Industrial Areas
- Resource Land
- Inner Neighborhood
- Outer Neighborhood

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1 inch equals 2,730 feet

Feet

0 1,100 2,200 4,400

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Washington Co. Multnomah Co.
Clackamas Co.

Location Map

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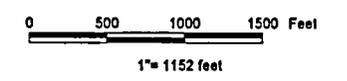
Map 2

Cornelius Title 4 Update

-  Employment Area
-  Industrial Area
-  Area Removed
-  UGB
-  City Boundary

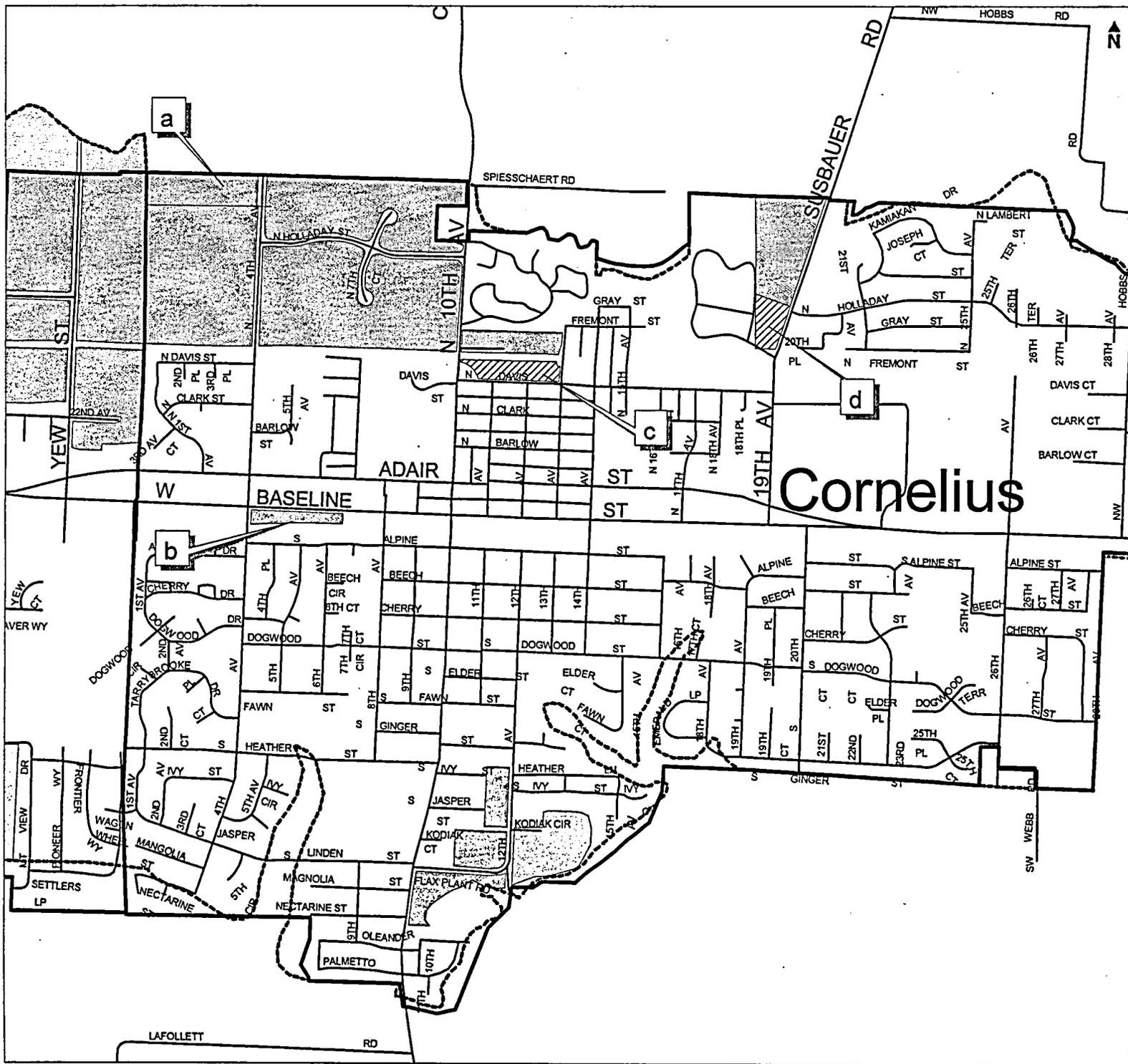
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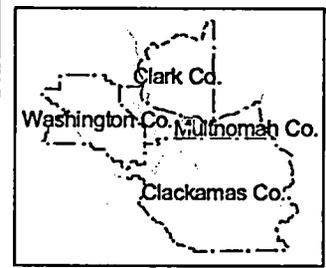
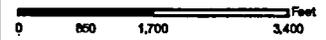
Map 3

Fairview 2040 Growth Concept Map Update

-  Parks
-  Open Spaces
-  Mainstreets
-  Central City
-  Regional Centers
-  Town Centers
-  Light Rail Stations
-  Station Community
-  Corridors
-  Employment Areas
-  Industrial Areas
-  Resource Land
-  Inner Neighborhood
-  Outer Neighborhood

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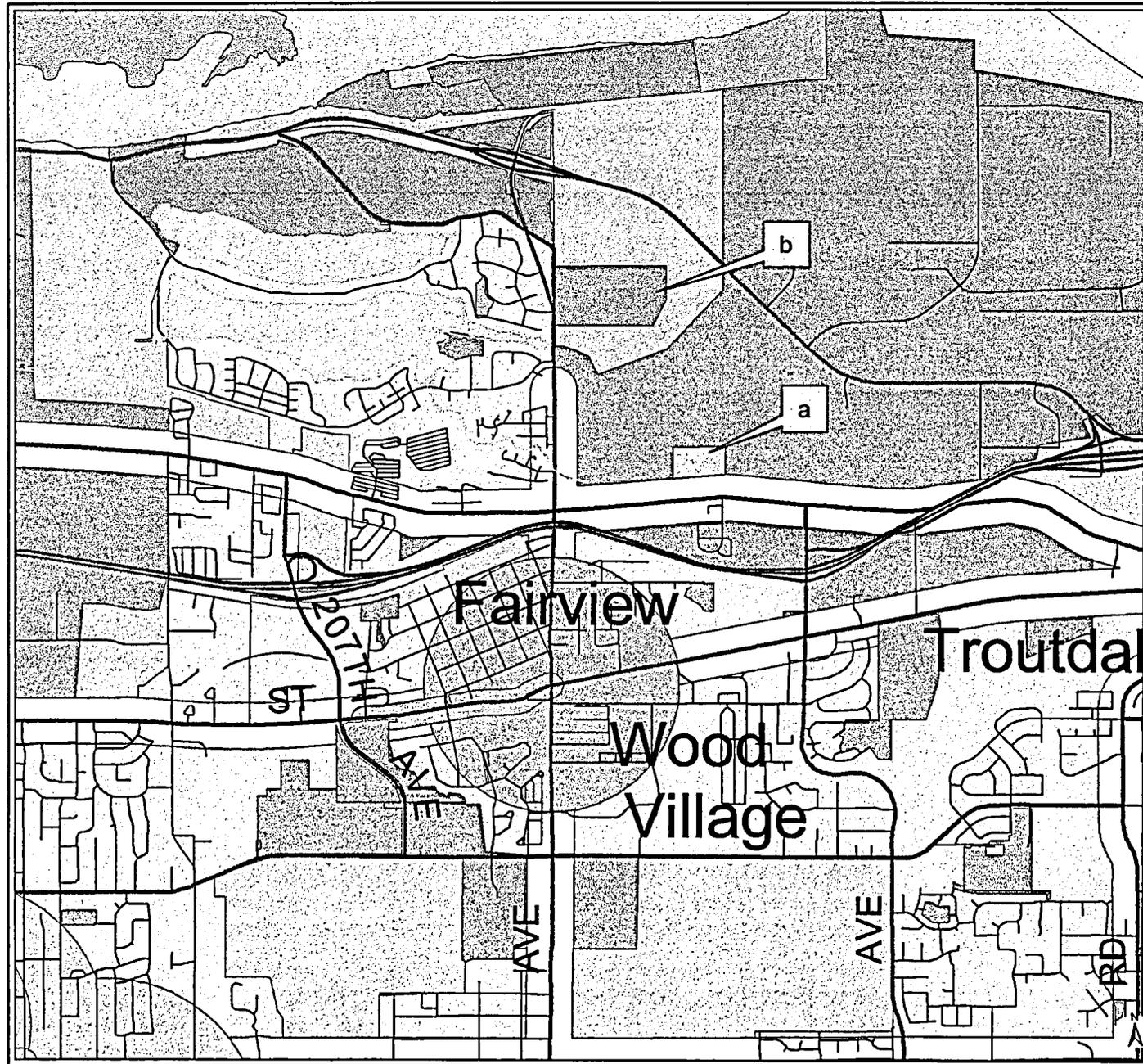
1 inch equals 2,158 feet



Location Map

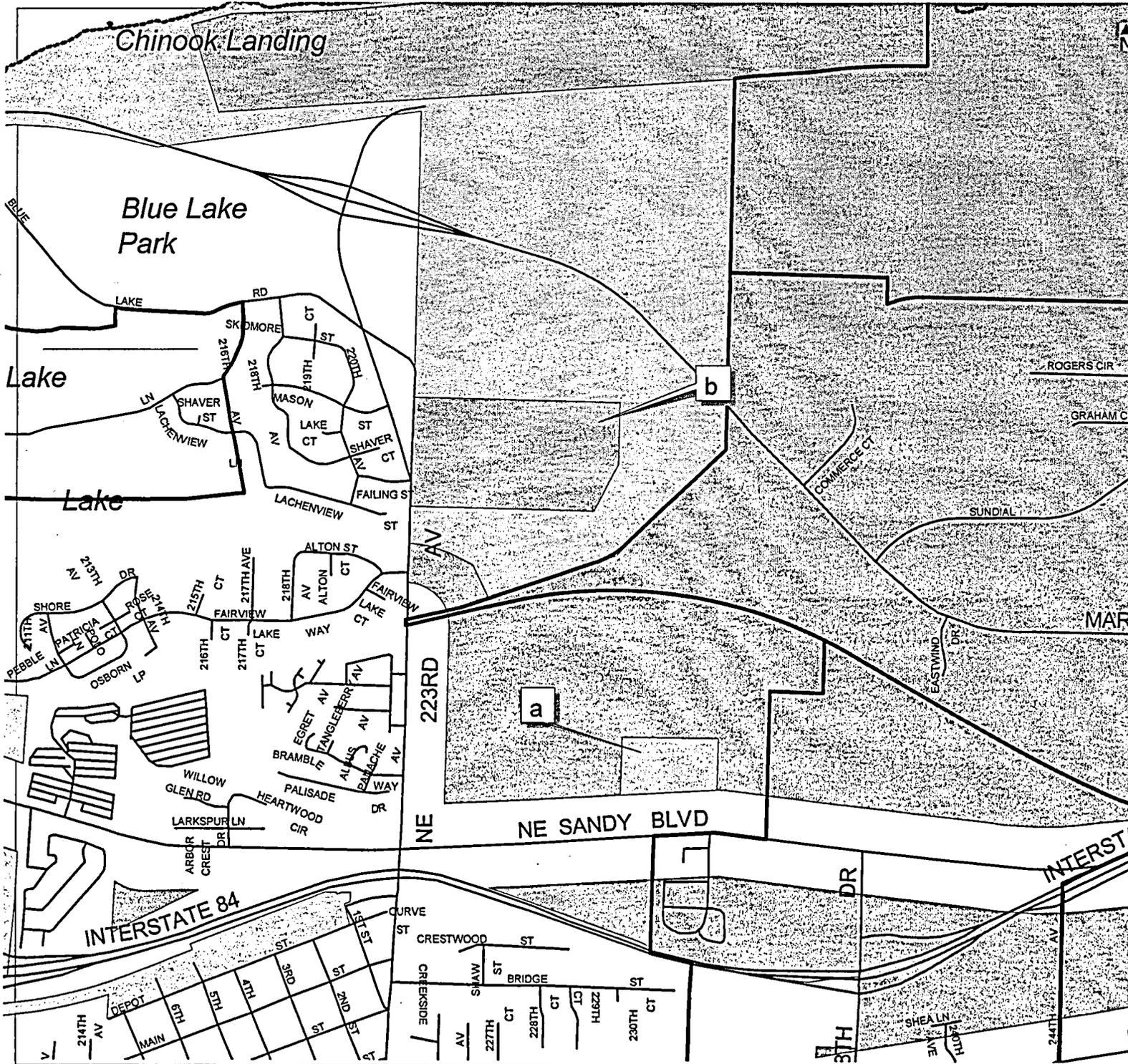


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Map 4

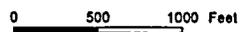
Fairview Title 4 Update



-  Employment Area
-  Industrial Area
-  Area Removed
-  UGB
-  City Boundary

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1" = 1152 feet



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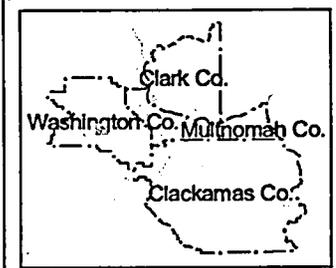
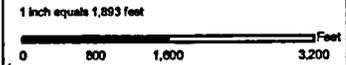
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Map 5

Forest Grove 2040 Growth Concept Map Update

- Parks
- Open Spaces
- Mainstreets
- Central City
- Regional Centers
- Town Centers
- Light Rail Stations
- Station Community
- Corridors
- Employment Areas
- Industrial Areas
- Resource Land
- Inner Neighborhood
- Outer Neighborhood

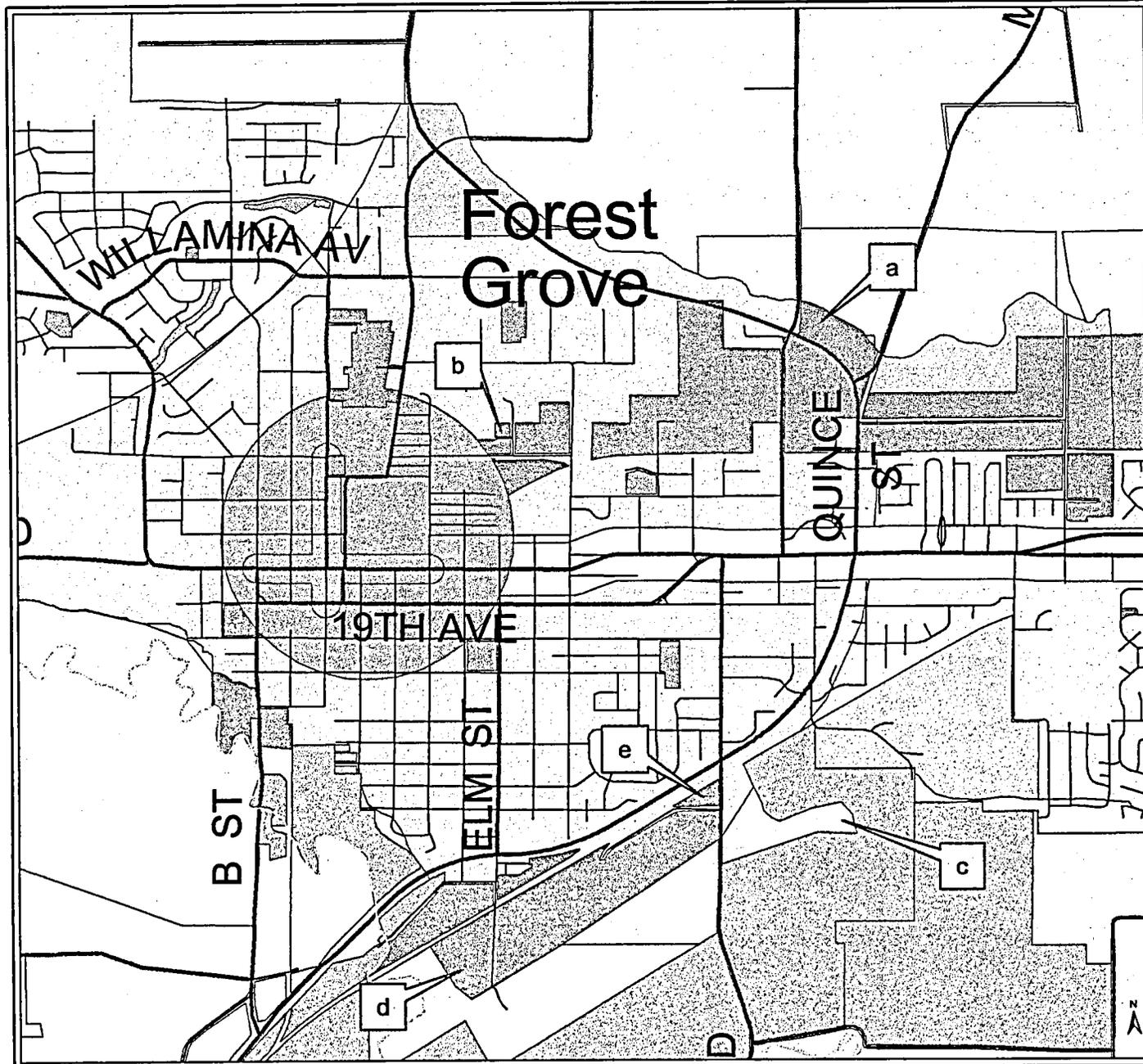
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Map 6

Forest Grove
Title 4 Update

-  Employment Area
-  Industrial Area
-  Area Removed
-  UGB
-  City Boundary

DRAFT

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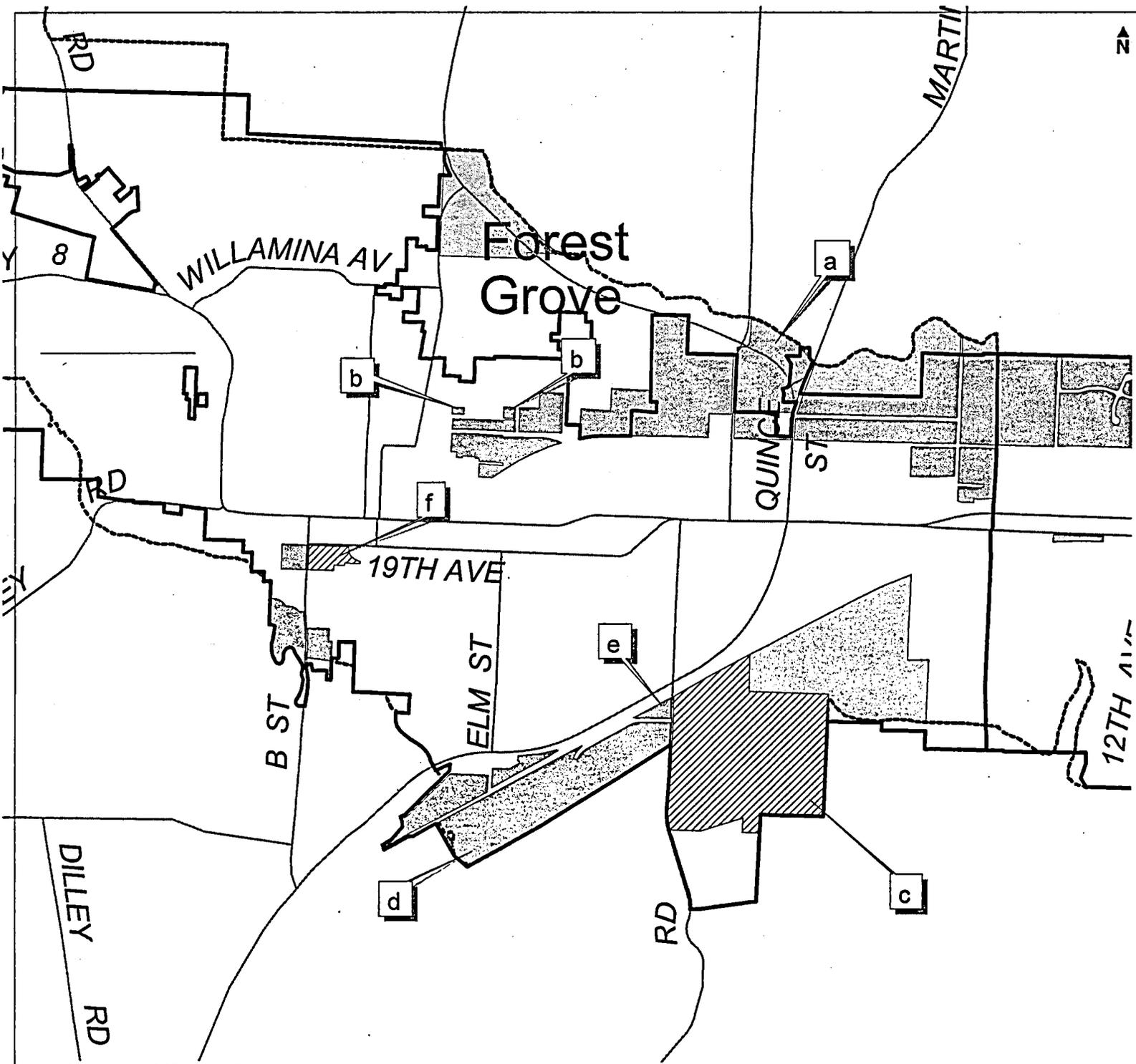


1" = 1152 feet



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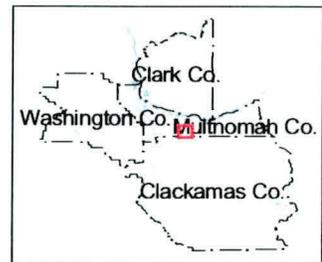
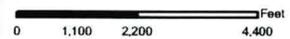
Map 7

Gresham 2040 Growth Concept Map Update

-  Parks
-  Open Spaces
-  Mainstreets
-  Central City
-  Regional Centers
-  Town Centers
-  Light Rail Stations
-  Station Community
-  Corridors
-  Employment Areas
-  Industrial Areas
-  Resource Land
-  Inner Neighborhood
-  Outer Neighborhood

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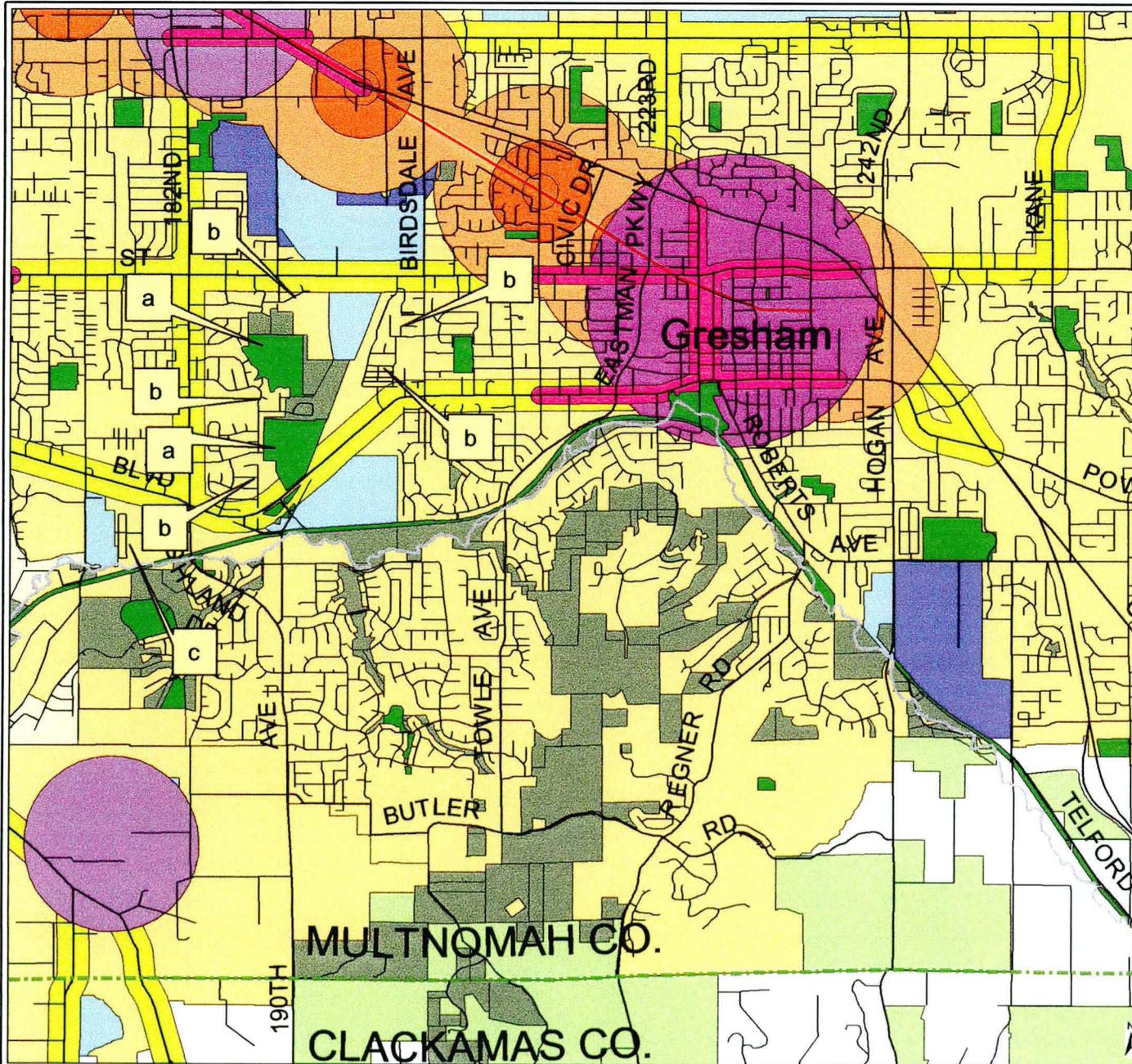
1 inch equals 3,147 feet



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Map 8
Gresham
Title 4 Update

-  Employment Area
-  Industrial Area
-  Area Removed
-  UGB
-  City Boundary

DRAFT

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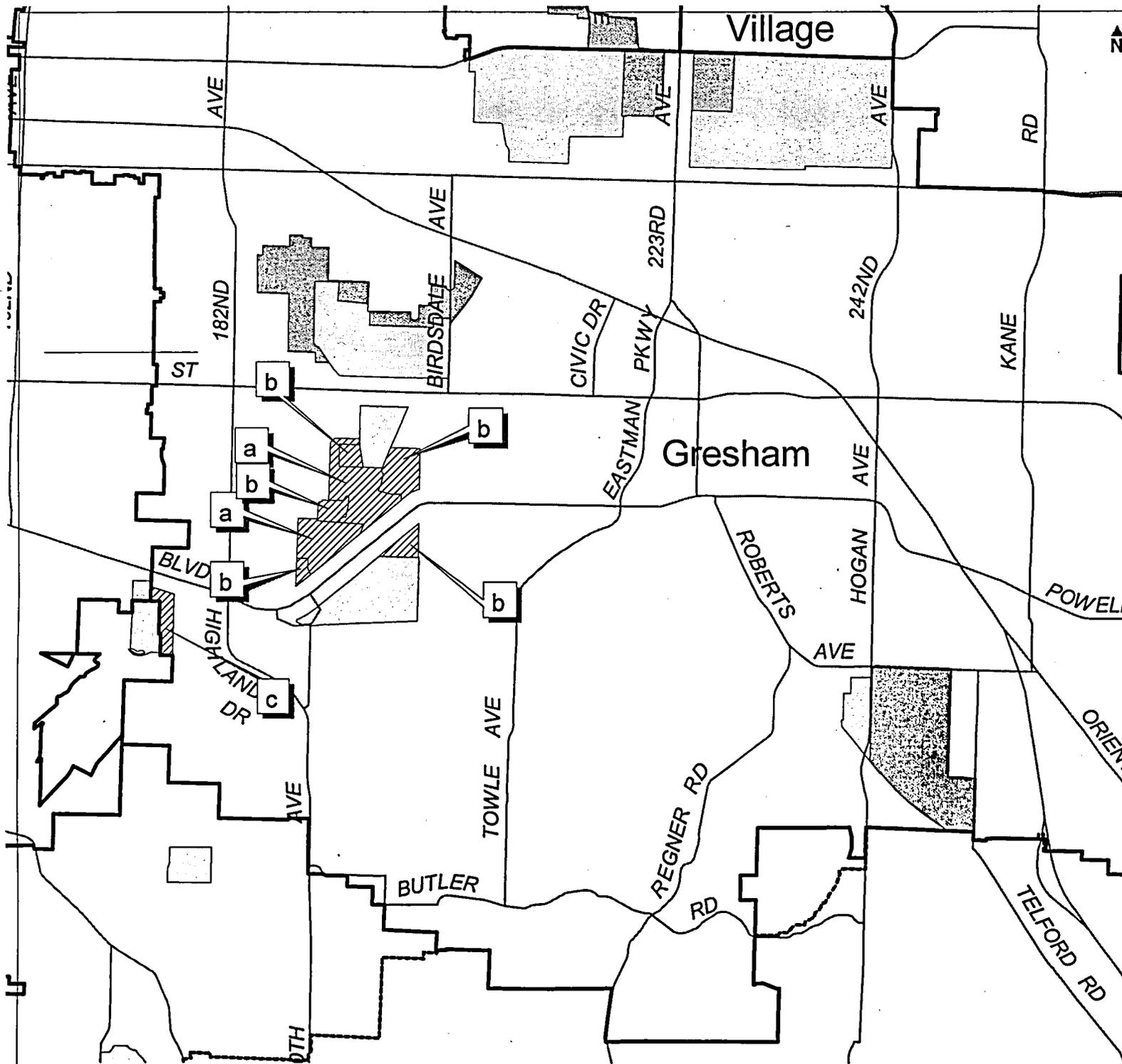
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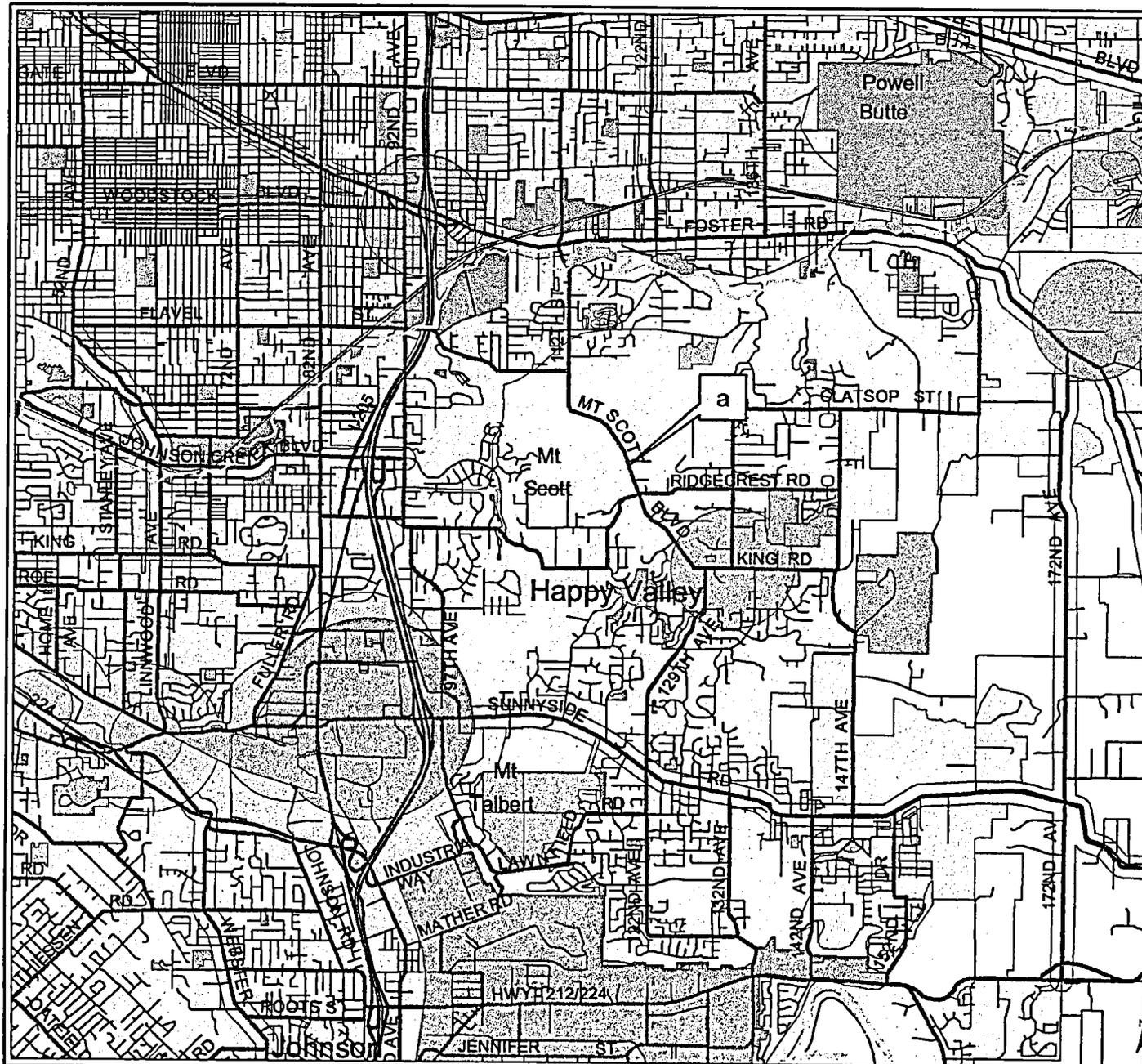
1" = 1152 feet



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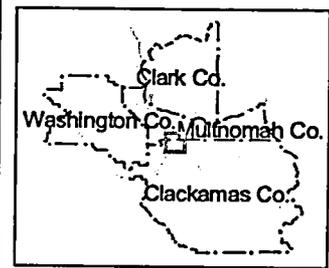
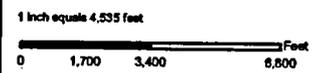


Map 9

Happy Valley 2040 Growth Concept Map Update

- Parks
- Open Spaces
- Mainstreets
- Central City
- Regional Centers
- Town Centers
- Light Rail Stations
- Station Community
- Corridors
- Employment Areas
- Industrial Areas
- Resource Land
- Inner Neighborhood
- Outer Neighborhood

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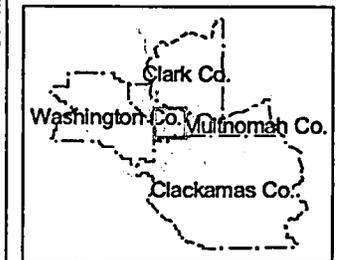
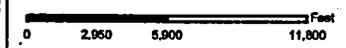
Map 10

Portland 2040 Growth Concept Map Update

-  Parks
-  Open Spaces
-  Mainstreets
-  Central City
-  Regional Centers
-  Town Centers
-  Light Rail Stations
-  Station Community
-  Corridors
-  Employment Areas
-  Industrial Areas
-  Resource Land
-  Inner Neighborhood
-  Outer Neighborhood

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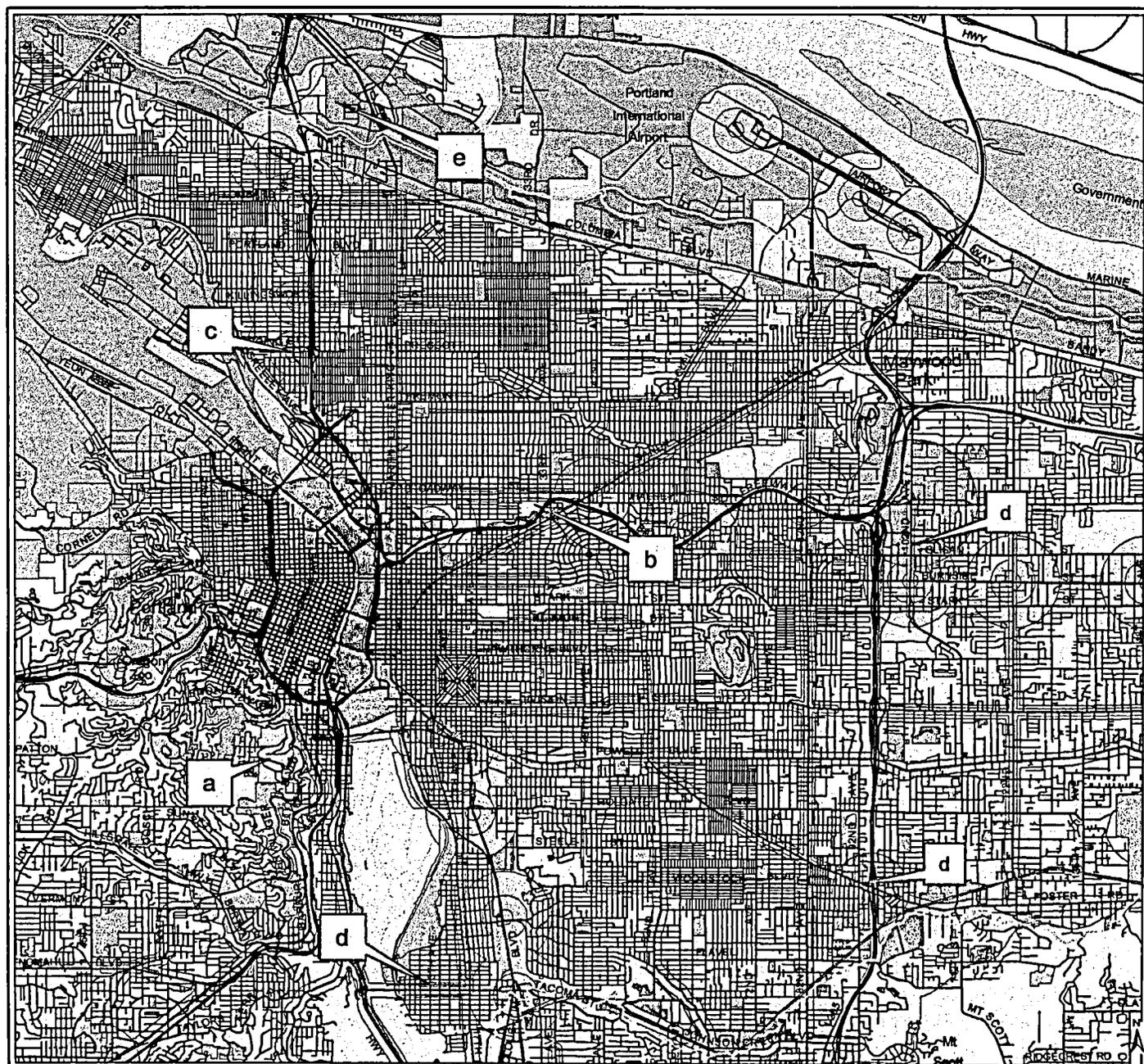
1 inch equals 7,219 feet



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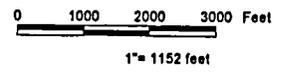


Map 11
Portland
Title 4 Update

-  Employment Area
-  Industrial Area
-  Area Removed
-  UGB
-  City Boundary

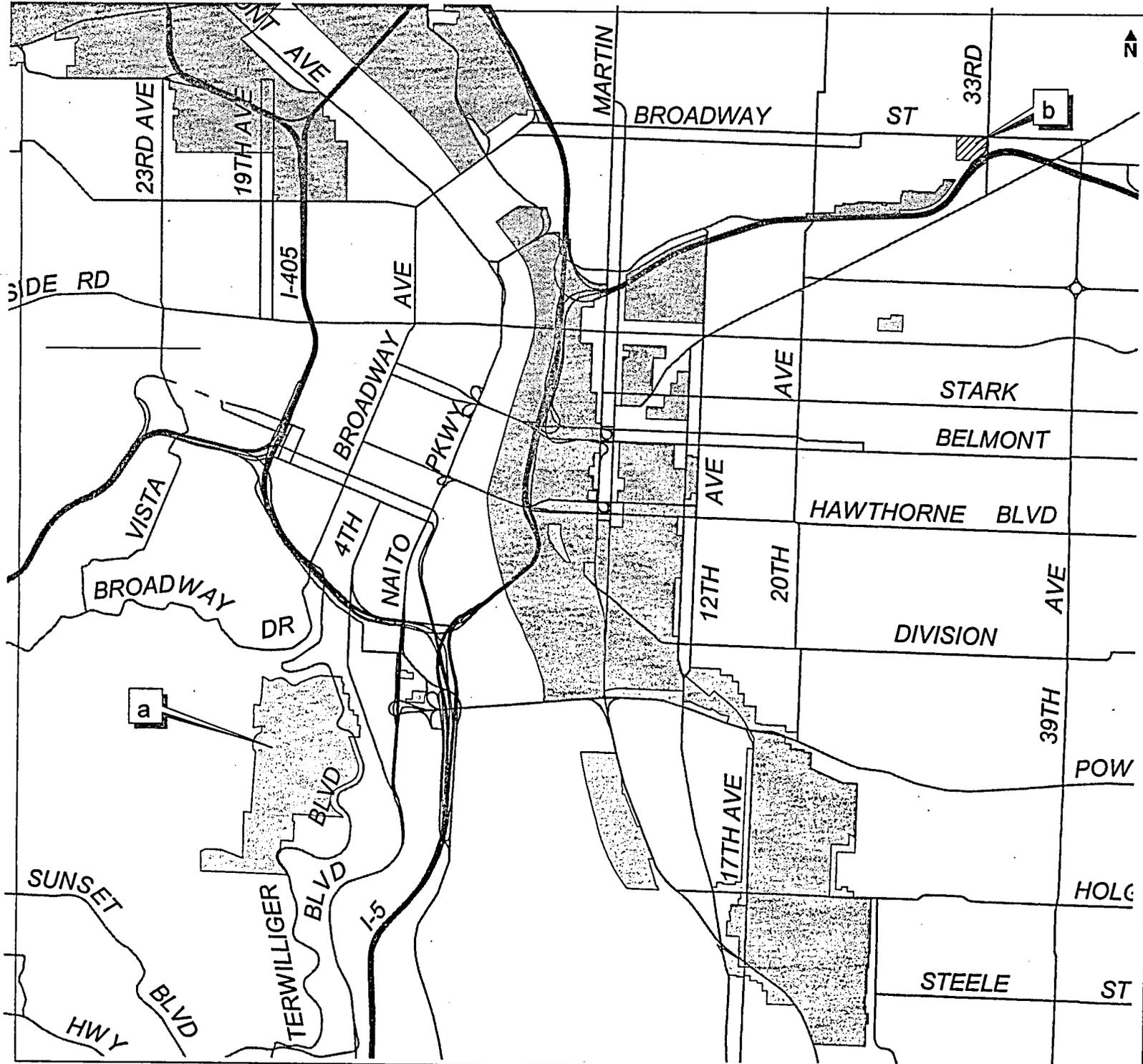
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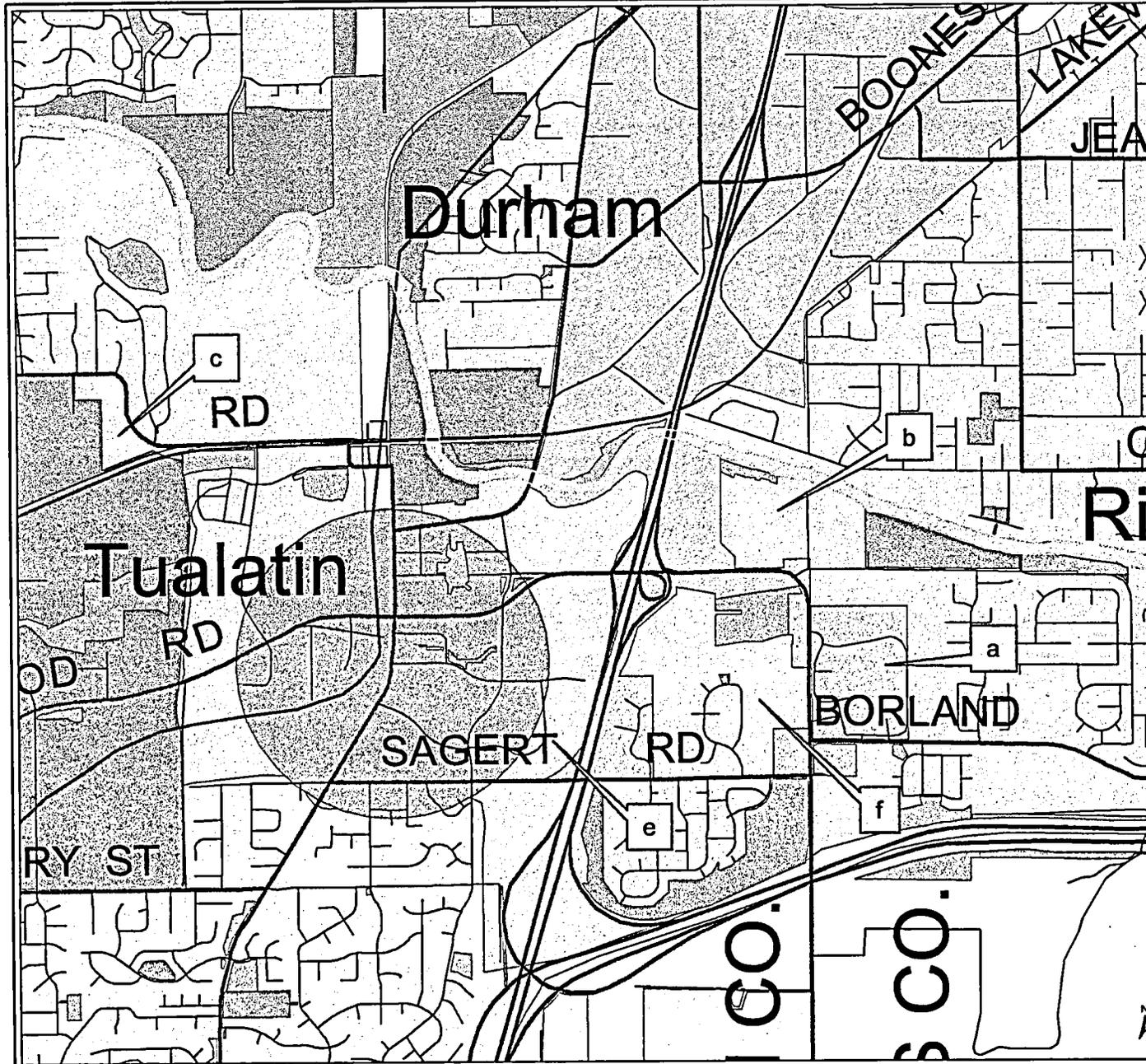
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R L I S
REGIONAL LAND INFORMATION SYSTEM

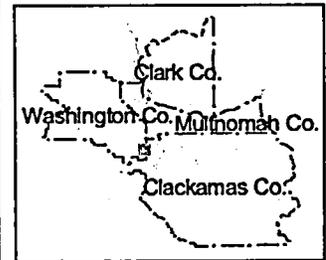
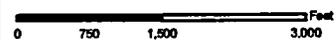
Map 12

Tualatin 2040 Growth Concept Map Update

- Parks
- Open Spaces
- Mainstreets
- Central City
- Regional Centers
- Town Centers
- Light Rail Stations
- Station Community
- Corridors
- Employment Areas
- Industrial Areas
- Resource Land
- Inner Neighborhood
- Outer Neighborhood

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1 inch equals 1,780 feet



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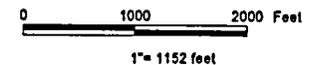
Map 13

Tualatin Title 4 Update

-  Employment Area
-  Industrial Area
-  Area Removed
-  UGB
-  City Boundary

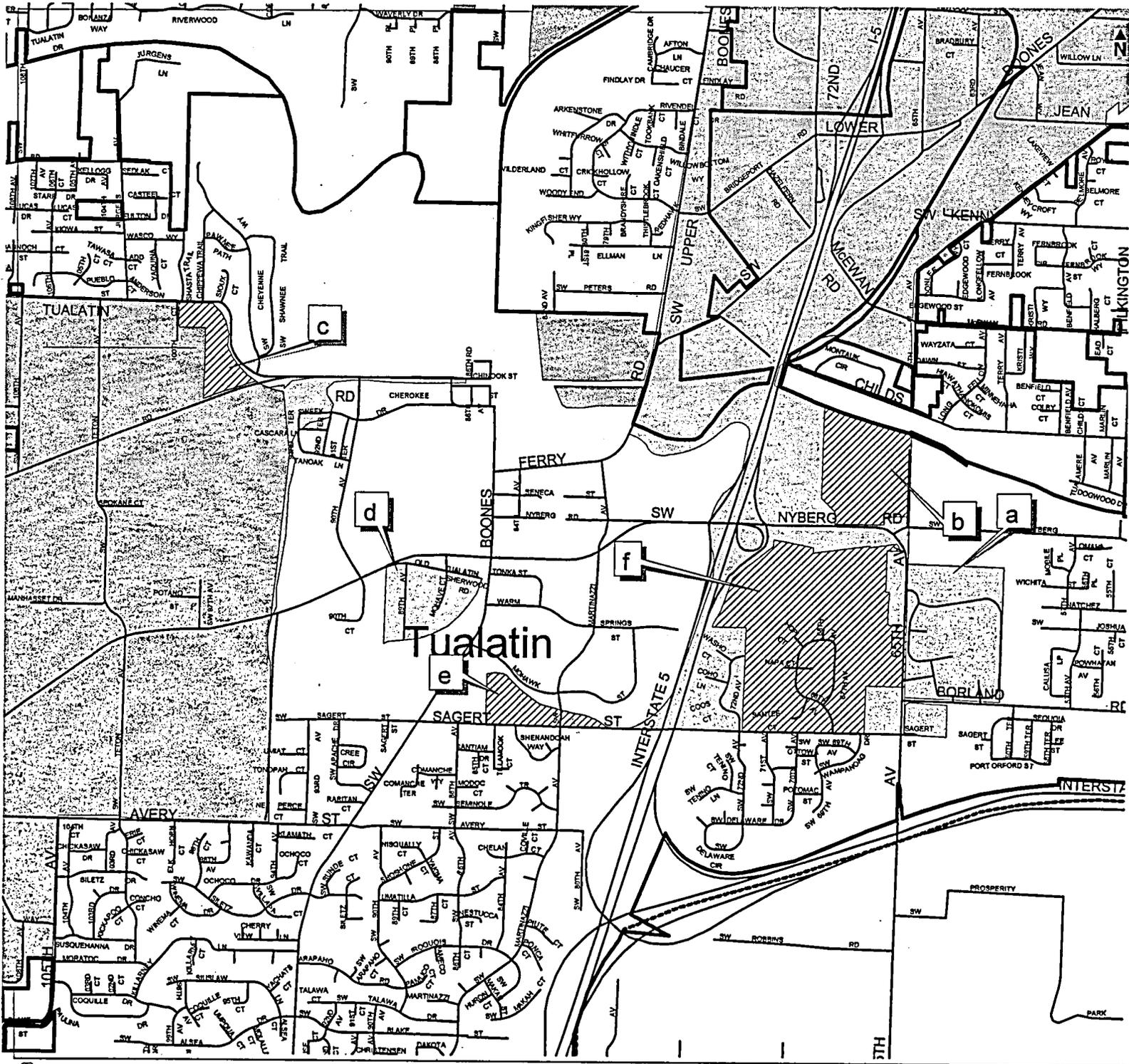
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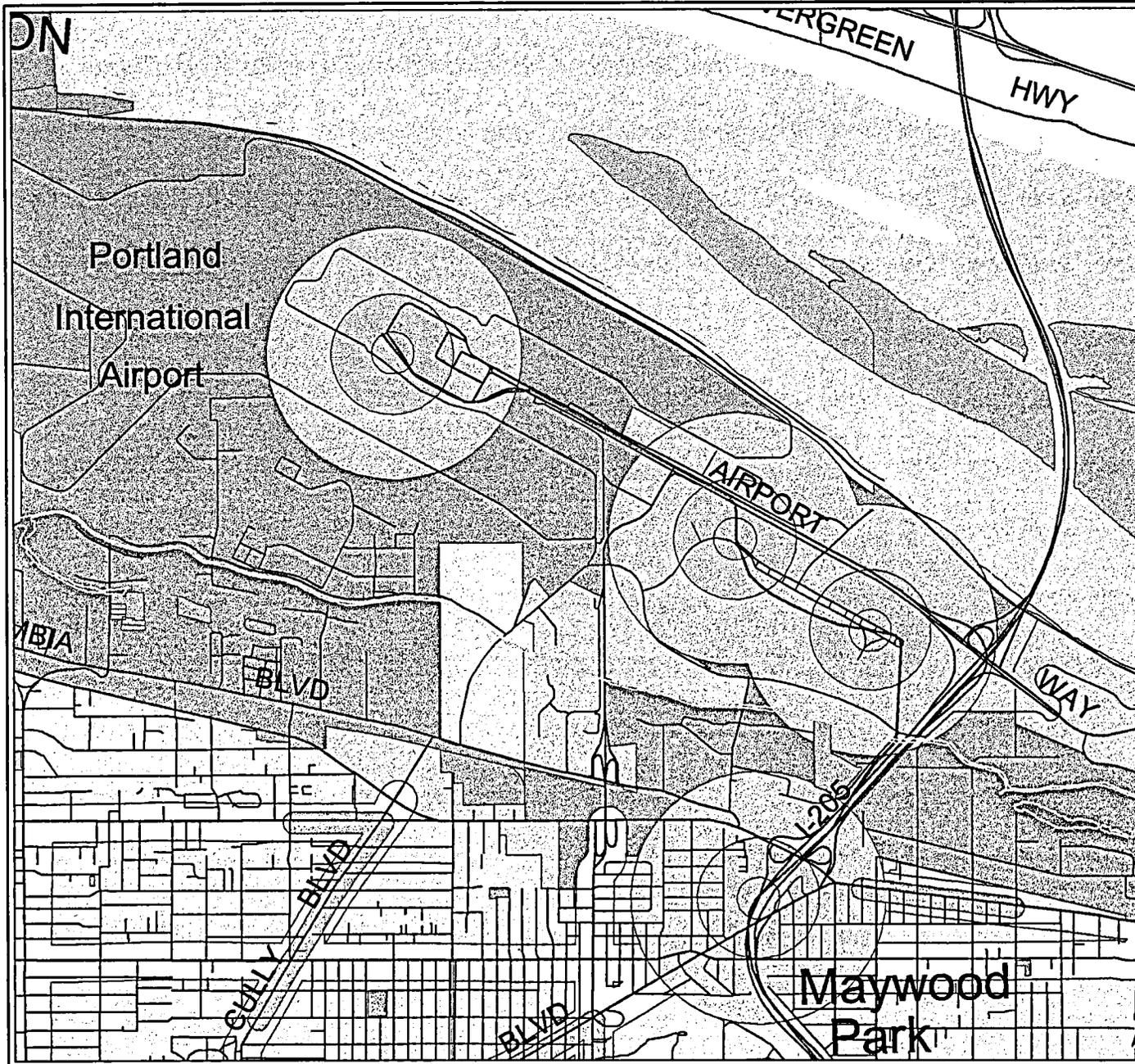
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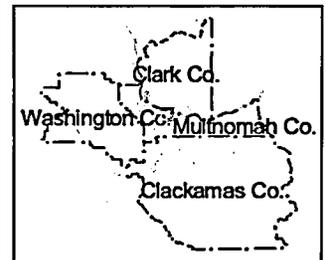
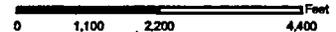
Map 14

Airport Light Rail 2040 Growth Concept Map Update

- Parks
- Open Spaces
- Mainstreets
- Central City
- Regional Centers
- Town Centers
- Light Rail Stations
- Station Community
- Corridors
- Employment Areas
- Industrial Areas
- Resource Land
- Inner Neighborhood
- Outer Neighborhood

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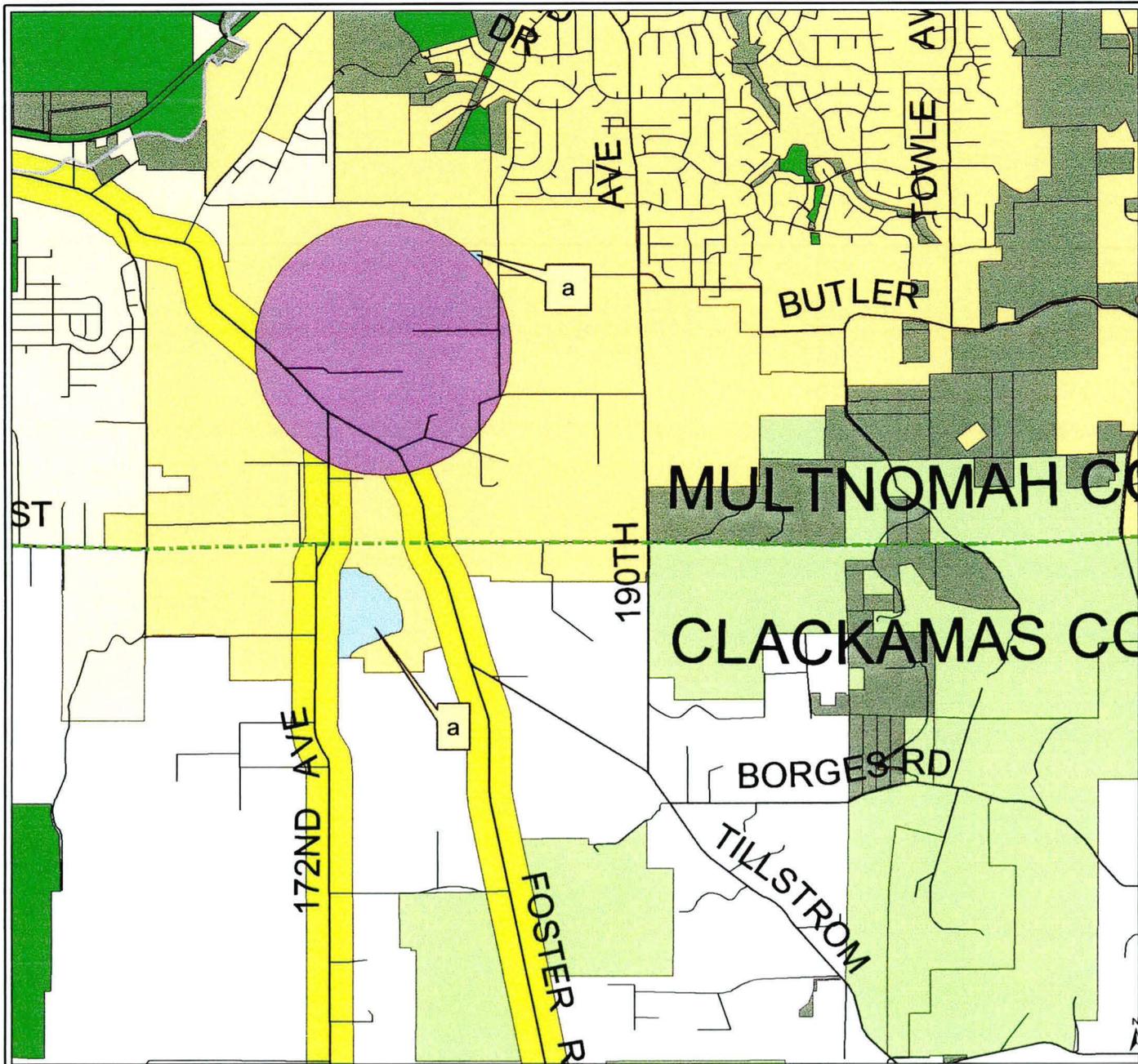
1 inch equals 2,639 feet



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Map 15

Pleasant Valley 2040 Growth Concept Map Update

- Parks
- Open Spaces
- Mainstreets
- Central City
- Regional Centers
- Town Centers
- Light Rail Stations
- Station Community
- Corridors
- Employment Areas
- Industrial Areas
- Resource Land
- Inner Neighborhood
- Outer Neighborhood

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1 inch equals 2,158 feet

0 750 1,500 3,000

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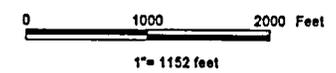
Map 16

Pleasant Valley
Title 4 Update

-  Employment Area
-  Industrial Area
-  Area Removed
-  UGB
-  City Boundary

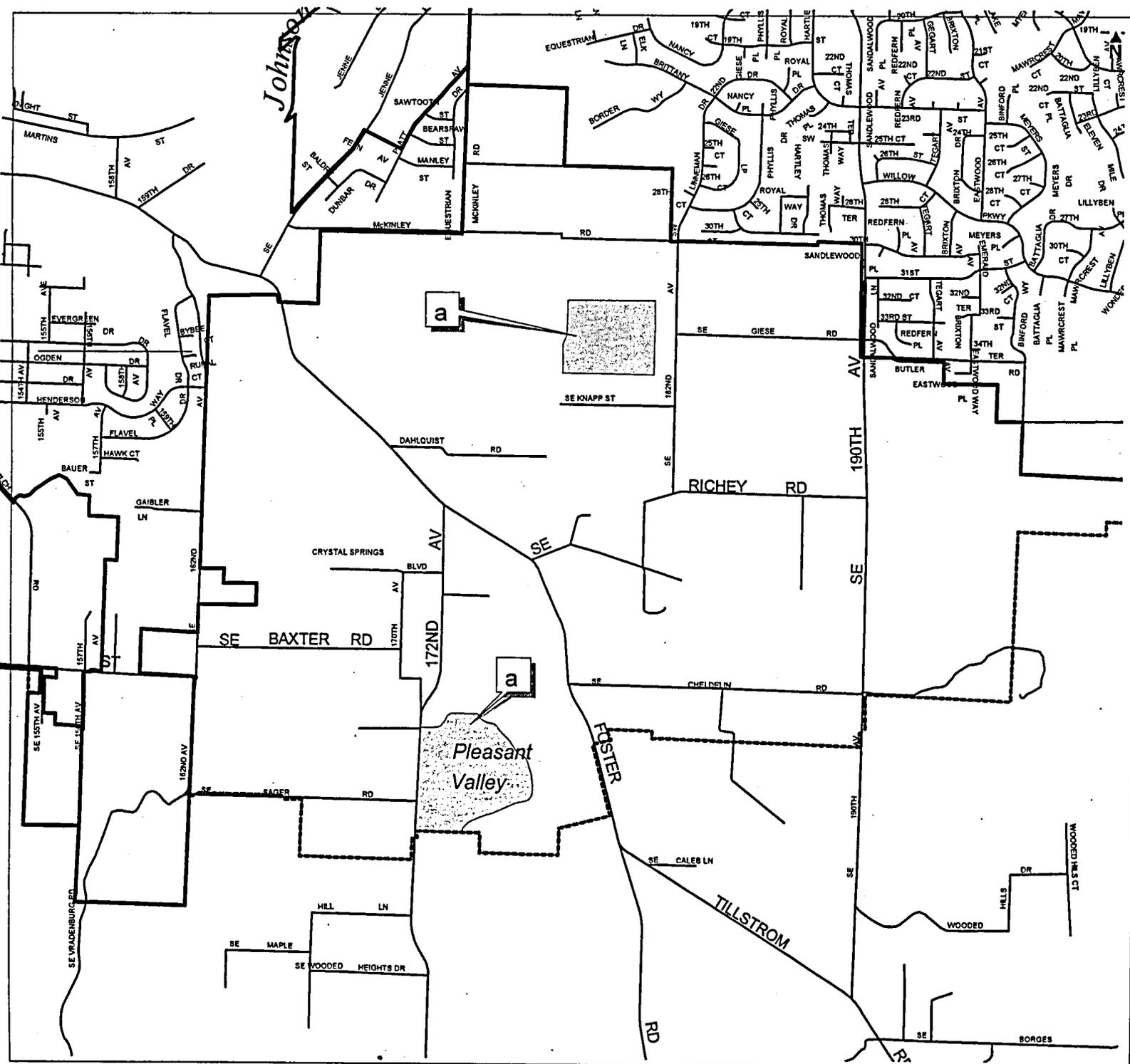
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COMMUNITY PLANNING COMMITTEE REPORT

CONSIDERATION OF ORDINANCE NO. 02-968A, FOR THE PURPOSE OF AMENDING ORDINANCE NO. 99-809 WHICH AMENDED THE URBAN GROWTH BOUNDARY TO INCLUDE FORMER URBAN RESERVE AREA 55W OF WASHINGTON COUNTY.

Date: November 13, 2002

Presented by: Councilor McLain

Committee Action: At its November 5th meeting, the Community Planning Committee voted 7-0 to recommend Council adoption of Ordinance 02-968A. Voting in favor: Councilors Atherton, Bragdon, Burkholder, Hosticka, McLain, Monroe and Park.

Background: Ordinance 02-968 concerns area 55W, near Hillsboro, brought into the urban growth boundary in June, 1999, via Ordinance 99-809. 99-809 identified conditions that had to be met prior to urbanization. These related to, for example, densities and land use patterns, affordable housing, natural resource protection and transportation. In July of 2002, the mayor of Hillsboro asked that conditions be acknowledged to be met, no longer applicable, or changed. Attachment B to the staff report for this ordinance identifies how Hillsboro believes the conditions should be resolved. Metro staff, including legal counsel, agree with Hillsboro reasoning and supporting facts, and also recommend a designation of inner neighborhood for the area.

Known Opposition: None

Budget Impact: None

Committee Issues/Discussion: Ray Valone, senior regional planner in the Community Planning department made the staff presentation. Councilor McLain expressed her desire to see a clearer accounting for the resolution of the conditions applied by ordinance 99-809. Her sense was that most had in fact been met, while attachment B calls largely for deleting the conditions. She asked that our staff indicate where they felt conditions had been, or are likely to be, met (staff has responded by adding a new attachment "C" to the staff report).

Metro Attorney Dan Cooper, responding to a question, said that when ordinance 99-809 was adopted, Title 11 of Metro's Urban Growth Management Functional Plan did not exist. Title 11 now provides conditions for urbanization of areas that were anticipated in the conditions placed in the prior ordinance.

TRANSPORTATION COMMITTEE REPORT**CONSIDERATION OF RESOLUTION NO. 02-3237A, FOR THE PURPOSE OF ENDORSING THE I-5 TRANSPORTATION AND TRADE STUDY RECOMMENDATIONS**

Date: November 14, 2002

Presented by: Councilor Burkholder

Committee Recommendation: At its November 7 meeting, the Transportation Committee voted 2-0 to recommend Council adoption of Resolution No. 02-3237A. Voting in favor: Councilor Monroe and Chair Burkholder. Voting against: None. Absent: Councilor Atherton.

Background: In 1999, Oregon Governor Kitzhaber and Washington Governor Locke initiated a public process to examine and make recommendations related to the I-5 Trade Corridor stretching north from the I-5/Fremont Bridge interchange in Oregon to the I-5/I205 interchange in Washington. The staff report for the proposed resolution provides a detailed review of the history and resulting recommendations from this effort which has become known as the I-5 Partnership.

Committee Issues/Discussion: Kate Dean, Oregon Department of Transportation, and Andy Cotugno, Metro Planning Director, presented the staff report. Dean presented a power point review of the history and work product of the I-5 Partnership entitled "Portland/Vancouver I-5 Transportation and Trade Partnership's Final Strategic Plan". Her review generally covered the historical material and recommendations addressed in the staff report for the resolution

She noted that the partnership included a 28-member task force and involved over 1700 citizens.

Andy Cotugno reviewed the contents of the proposed resolution. He presented an "A" version of the resolution that included several amendments proposed by the Transportation Policy Alternative Committee (TPAC). He explained that the basic purpose of the resolution was to endorse the recommendations of the I-5 Partnership. A similar endorsement will be requested from appropriate local government committees in southwest Washington. The resolution outlines several of the major recommendations. It also includes proposed actions related to bridge influence area (BIA) improvements near the current I-5 Interstate Bridge and directs Metro staff to incorporate the recommendations in the next update of the Regional Transportation Plan.

Cotugno then explained the proposed TPAC amendments. These include:

- 1) Clarification of a "Whereas" clause that the scope of the study included the area in the I-5 Corridor north of the Fremont Bridge instead of the I-84 interchange as shown in the original version of the resolution.
- 2) Including the entire title of the "Final Strategic Plan" in the "Be It Resolved" clause to clarify that the endorsement being sought applied to the entire document, not just the listed recommendations, and
- 3) Clarification that certain interchange improvements could include either auxiliary or arterial lanes.

Councilor Monroe expressed concern that the first "bullet" in the "Be It Resolved" clause related to three lanes of traffic along I-5 between I-205 in Clark County and Delta Park in North Portland did not specifically address to desire to have one of these lanes designated as a High Occupancy Vehicle

(HOV) lane. Mr. Cotugno drafted language to address this concern and his amendment language was adopted by the committee.

Key Public Testimony: None.

SOLID WASTE AND RECYCLING COMMITTEE REPORT**CONSIDERATION OF RESOLUTION NO. 02-3238, FOR THE PURPOSE OF CONSIDERING A DESIGNATED FACILITY AGREEMENT WITH VALLEY LANDFILLS, INC., FOR THE COFFIN BUTTE LANDFILL**

Date: November 12, 2002

Presented by: Councilor McLain

Committee Recommendation: At its November 6 meeting, the Solid Waste and Recycling Committee voted 3-0 to recommend Council adoption of Resolution No. 02-3238. Voting in favor: Councilors McLain, Monroe and Chair Atherton. Voting against: None. Absent: Councilors Bragdon and Park.

Background: Metro Code Chapter 5.05 authorizes certain disposal facilities to receive waste from the region under the terms of a designated facility agreement (DFA) that outlines the types of waste that may be received and any other conditions or limitations that may be placed on the receipt of such waste. DFA's have been established with several disposal facilities that are geographically located outside of Metro's boundaries. A DFA generally applies the same regulatory criteria to the facility that would be applied to a facility within the region. For example, a DFA facilitates the collection of Metro fees and taxes, requires the submission of certain information related to receiving of waste from the region and permit Metro to audit the facility to ensure that all applicable fees and taxes have been paid.

Chapter 5.05 lists those facilities that currently have DFA's. These include the Hillsboro Landfill, Lakeside Landfill, Columbia Ridge Landfill, Roosevelt Landfill, and Finley Butte Landfill. Several factors are considered in reviewing any request for a DFA. These include: 1) the environmental suitability of the disposal facility, compliance with federal, state and local rules and regulations, operational practices and controls, the impact on the region's recycling and waste reduction efforts, and the relationship with existing Metro contractual arrangements.

Committee Issues/Discussion: Roy Brower, REM Regulatory Affairs Manager, presented the staff report. He explained that the proposed resolution requests Council approval of a DFA for the Coffin Butte Landfill in Benton County, near Corvallis. He indicated that the operator of the landfill approached Metro with a request to obtain a DFA in late 2001. The principal purpose of the request was to address the disposal of special waste and MRF dry waste residual generated at the Willamette Resources facility in Wilsonville. Such waste was being disposed of at Coffin Butte under the terms of a non-system license. BFI/Allied operates both the landfill and the Wilsonville facility.

Brower indicated that a total of about 69,000 tons of material would be sent to Coffin Butte, about 40,000 tons of residual and special waste under the DFA, and 29,000 tons of putresible waste under the terms of an existing non-system license. This will represent about 16% of the material received at the landfill.

Councilor McLain asked how the proposed DFA differed from the existing ones. Brower responded that it was to the other "Title D" landfills such as Columbia Ridge and Roosevelt, but different from facilities such as Lakeside and Hillsboro that can accept only dry waste.

Councilor McLain also asked how the agreement would relate to Metro's existing disposal contract with Waste Management. Marv Fjordbeck, Senior Assistant Counsel responded that waste being sent to Coffin Butte under the terms of the DFA was not subject to the 10% requirement in Waste Management contract.

Councilor McLain asked about the enforcement provisions of the agreement and staff responded by referencing the specific provisions of the contract in Sections 6 and 9 that grant Metro the same enforcement authority that would apply to an in-region facility.

Key Public Testimony: None.

TRANSPORTATION COMMITTEE REPORT**CONSIDERATION OF RESOLUTION NO. 02-3245, FOR THE PURPOSE OF MAKING CITIZEN APPOINTMENTS TO THE TRANSPORTATION POLICY ALTERNATIVES COMMITTEE (TPAC) AND THE TRANSPORTATION DEMAND MANAGEMENT SUBCOMMITTEE (TDM)**

Date: November 14, 2002

Presented by: Councilor Burkholder

Committee Recommendation: At its November 7 meeting, the Transportation Committee voted 2-0 to recommend Council adoption of Resolution No. 02-3245. Voting in favor: Councilor Monroe and Chair Burkholder. Voting against: None. Absent: Councilor Atherton.

Background: The Transportation Policy Alternatives Committee (TPAC) membership includes six members of the general public and the Transportation Demand Management Subcommittee (TDM) includes three members of the general public. It is periodically necessary to appoint or reappoint individuals to fill these positions. Metro Code Chapter 2.19 requires that citizen positions on Metro committees be filled through a public application and interview process.

Five of the six TPAC citizen positions and all three of the TDM citizen positions have expired terms or are vacant as the result of resignations.

Committee Issues/Discussion: Pamela Peck, Senior Public Affairs Specialist, presented the staff report. She explained that the intent of the proposed resolution was to request Council approval of five nominees to citizen position on TPAC and the TDM subcommittee. She noted the extensive public notification process that occurred to solicit applications for the positions. These efforts included newspaper ads, post card notices, the Metro web page and a transportation hotline message. A total of 31 applications were received and 18 potential applicants were interviewed to select the nominees.

Chair Burkholder noted that both he and Councilor Monroe participated in the interview process and were impressed with the high caliber of applicants and prospective nominees. Councilor Monroe concurred and noted that he personally knew some of the nominees and that they will make excellent additions to the committees to which they are being appointed.

Key Public Testimony: None.

SOLID WASTE AND RECYCLING COMMITTEE REPORT**CONSIDERATION OF RESOLUTION NO. 02-3239, FOR THE PURPOSE OF AUTHORIZING RELEASE OF RFB #03-1032-REM FOR THE PROVISION OF DIESEL FUEL AND AUTHORIZED THE EXECUTIVE OFFICER TO EXECUTE THE RESULTING CONTRACT**

Date: November 6, 2002

Presented by: Councilor Atherton

Committee Recommendation: At its November 6 meeting, the Solid Waste and Recycling Committee voted 3-0 to recommend Council adoption of Resolution No. 02-3239. Voting in favor: Councilors McLain, Monroe and Chair Atherton. Voting against: None. Absent: Councilors Bragdon and Park.

Background: Since 1994, Metro has purchased the fuel used by its solid waste transport contractor, CSU Transport. Metro purchases the fuel to take advantage of a provision of federal law that exempts governmental fuel purchases from the federal gas tax. This tax currently totals \$.244/gallon. As a result, the contractor is currently saving about \$244,000 annually, which is passed back to Metro in the form of lower transportation costs.

The terms of the CSU contract provide that "Metro shall make fuel available in a manner reasonably acceptable to the Contractor and reasonably consistent with historical service levels obtained by Contractor." Metro has sought to implement this provision by requiring that the fuel be available from a facility located on State Highway 19 between Arlington and the Columbia Ridge Landfill.

The current fuel purchase contract with Devin Oil Company expires in February 2003.

Committee Issues/Discussion: Chuck Geyer, Senior Solid Waste Planner, presented the staff report. Geyer explained that the purpose of the resolution was to release a request for bids for a new fuel purchase contract. The term of the new contract would be through December 2007, with an extension option through December 2009. The current transport contract with CSU also expires in December 2009.

Geyer explained that, in addition to the locational requirement along Hwy. 19, the bid document requires the dispensing facility to have two high-pressure pumps and room for the queuing of trucks. The bid document also requires the use of branded, low sulfur fuel. Geyer noted that a draft of the bid documents had been provided to interested parties and potential bidders and that their comments have been attached to the staff report.

Councilor McLain asked about the potential seven-year length of the contract. Geyer responded that a longer contract could actually encourage competition by allowing potential vendors to spread the cost of any facility improvements required by the bid documents to be spread of a longer contract term.

Key Public Testimony: Mark Fitz, Star Oil Company, urged the committee to include language in the bid documents that would allow alternative fuels, such as biodiesel to be used. He indicated that several local businesses are exploring the potential for establishing a biodiesel production facility in Washington.

Geyer noted that REM staff had examined the potential for using biodiesel, but that at the present time there was no local source for such fuel. Both REM and legal staff noted that if a local biodiesel source became available, the contract could be amended to include the use of biodiesel.

BUDGET AND FINANCE COMMITTEE REPORT

CONSIDERATION OF **ORDINANCE NO. 02-971**, FOR THE PURPOSE OF AMENDING THE FY 2002-03 BUDGET AND APPROPRIATIONS SCHEDULE RECOGNIZING \$411,051 IN GRANT FUNDS FROM VARIOUS STATE, FEDERAL AND PRIVATE SOURCES; AND INCREASING THE REGIONAL PARKS FUND OPERATING EXPENSES BY \$411,051

Date: November 14, 2002

Presented by: Councilor McLain

Committee Recommendation: At its November 13 meeting, the Budget and Finance Committee voted 3-0 to recommend Council adoption of Ordinance No. 02-971. Voting in favor: Councilors Atherton, McLain and Chair Burkholder. Voting against: None. Absent: Councilors Bragdon and Monroe.

Background: In 1996, Metro's open spaces program purchased property at Gotter Bottom along the Tualatin River near the town of Scholls. Since that time, Metro has been attempting to obtain funding from a variety of sources to implement a habitat improvement and restoration plan on about 110 acres. Metro has been recently awarded a \$63,000 federal wetland restoration grant by the U.S.D.A and the Tualatin River Keepers has received a state grant of \$187,651. Receipt of these grants has triggered the availability of additional funding from the National Fish and Wildlife Foundation, the North America Wetlands Conservation Act, US Fish and Wildlife Services, Tualatin River Keepers and Ducks Unlimited.

When the FY 02-03 budget was adopted, it was not known that funding would become available during the current fiscal year. A budget amendment is needed to recognize the receipt of the funds and to authorize their expenditure.

Committee Issues/Discussion: Jeff Tucker and Jim Morgan of the Parks and Greenspaces Department presented the staff report. Morgan explained that the budget amendment outlined in the proposed ordinance would recognize the receipt of a total of \$411,051 in grant funds from seven different sources. The amendment would further authorize the expenditure of these funds. He noted that the intent of the restoration project is to return a 100-acre site to the native wetland that existed on the site prior to its conversion to farming. He indicated that the Tualatin River Keepers, Division of State Lands and Ducks Unlimited would perform various aspects of the restoration work.

Committee members had no questions.

Key Public Testimony: None.

BUDGET AND FINANCE COMMITTEE REPORT

CONSIDERATION OF ORDINANCE NO. 02-982, AN ORDINANCE AMENDING THE FY 2002-03 BUDGET AND APPROPRIATIONS SCHEDULE TO RECOGNIZE \$104,570 IN GRANT FUNDS AND GOVERNMENT CONTRIBUTIONS FROM VARIOUS STATE AND LOCAL SOURCES; TRANSFERRING EXPENSES; INCREASING REGIONAL PARKS FUND OPERATING EXPENSES BY \$130,000; AMENDING THE FY 2002-03 CAPITAL IMPROVEMENT PLAN; AND DECLARING AN EMERGENCY

Date: November 14, 2002

Presented by: Councilor Burkholder

Committee Recommendation: At its November 13 meeting, the Budget and Finance Committee voted 3-0 to recommend Council adoption of Ordinance No. 02-982. Voting in favor: Councilors Atherton, McLain and Chair Burkholder. Voting against: None. Absent: Councilors Bragdon and Monroe.

Background: An unanticipated accumulation of sediment around Metro's Gleason Boat Ramp will require emergency dredging of the area during the current fiscal year, about three years earlier than anticipated. Metro has assembled a total of \$130,000 in funding for this project from a variety of sources. These include: 1) \$58,500 in state and federal grants, 2) \$46,070 from the Port of Portland and the Multnomah County Sheriff's Office and 3) \$25,430 from Metro's Regional Parks Fund contingency.

When the FY 02-03 budget was adopted, it was not known that funding would be needed for such a project during the current fiscal year. A budget amendment is needed to recognize the receipt of the funds from other sources and to authorize their expenditure.

Committee Issues/Discussion: Jeff Tucker and Dan Krohmer of the Parks and Greenspaces Department presented the staff report. Krohmer explained that the budget amendment outlined in the proposed ordinance would recognize the receipt of a total of \$104,570 in grant and other funds from four different sources and authorize the transfer of \$25,430 from the Regional Parks Fund contingency to finance Metro's share of the project costs. The amendment would further authorize the expenditure of these funds.

It is anticipated that previous Council-approved improvements will, when completed, reduce or eliminate future sediment accumulation at the site.

Committee members had no questions.

Key Public Testimony: None.

CITY OF HILLSBORO



November 14, 2002

Hon. Carl Hosticka, Presiding Officer
And Members
Metro Council
600 N.E. Grand Avenue
Portland, OR 97232-2736

Dear Presiding Officer Hosticka and Metro Councilors:

The City of Hillsboro supports Ordinance No. 02-968, introduced by Councilor McLain for the purpose of amending Ordinance No. 99-809 which added the area known as Site 55 West to the Urban Growth Boundary in 1999.

Approval of Ordinance 02-968 will facilitate the City's ongoing efforts to prepare and adopt a Community Plan and implementation strategy that will guide urbanization of Site 55 West. We are excited about this project that will embrace 2040 principles to create a livable community that resonates with a vibrant sense of place and helps to meet the City's need for additional housing.

We very much appreciate the cooperative efforts of Metro staff in working with our staff on this matter, and are confident that a new community will be created of which we can all be proud.

Sincerely,

A handwritten signature in blue ink that reads "Tom Hughes".

Tom Hughes
Mayor

Introduction

- Bi-state planning project
- Sponsored by ODOT, WSDOT and FHWA
- Led by a 28-member bi-state Task Force
- Purpose of Project: Develop a strategic plan for I-5 Corridor between Portland and Vancouver



Project Overview/Purpose

- Multi-faceted plan – looking not only at freeway, but also...
 - transit service in the corridor
 - managing demand
 - Freight, inter-city passenger, and commuter rail

Status of Project

- A 28-member bi-state task force began its work on the plan in January 2001 and completed their recommendations in June 2002.
- Members of the committee included elected, business, neighborhood and community representatives.
- In developing the plan 7 rounds of public review were held.
- Approximately 1700 people participated in the process

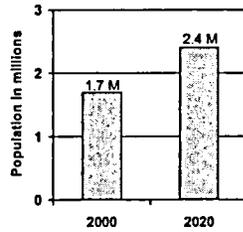
Why Plan for this Corridor?

- One of the most congested corridors
- Key corridor for freight movement – unique nexus for trade
- Anticipated growth - will make the corridor's problems worse
- Threatens economic promise and livability



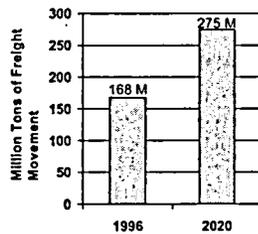
Population Growth

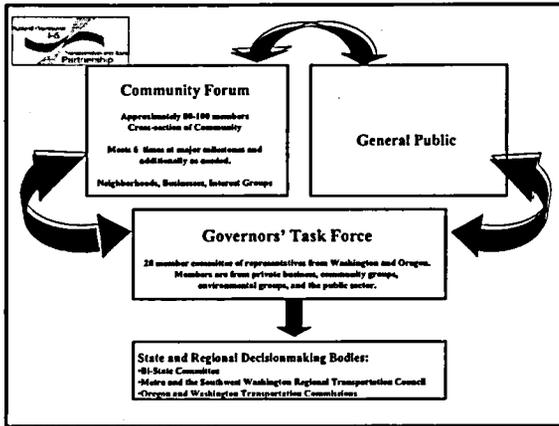
- Population Growth:
 - 1.7 million today
 - 2.4 million in 2020

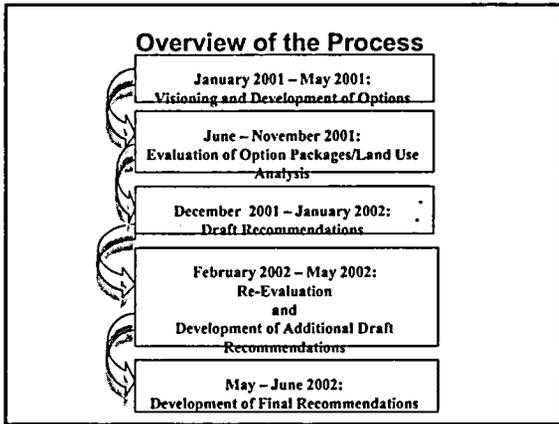


Growth in Trade

- Growth in Trade:
 - 168 million tons in 1996
 - 275 million in 2020







Involvement of the Community



- Task Force membership
- Community Forum
- Design workshops
- Public Input at milestones
- Environmental justice stakeholder meetings
- Public comment at meetings

I-5 Partnership Public Outreach Activities



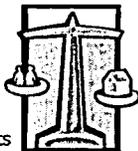
- **Mailings** (up to 45,000 people)
- **E-mail**
- **Canvassing**
- **7 rounds of open houses/public meetings**
- **Visits** with neighborhood, business and other groups
- **Website -- information and surveys** (over 4,500 primary computers have accessed the site over 330,000 times)
- **News features & Advertisements** -- billboard, media
- **Information sites** -- libraries, coffee shops, etc.

Vision & Values



- The final plan, when implemented, will improve our quality of life by:
 - Supporting balanced achievement of community, neighborhood, and regional goals for growth management, livability, the environment, and a healthy economy with promise for all.

Vision & Values - Continued



- Distributing fairly the associated benefits and impacts for the region and the neighborhoods adjacent to or affected by the Corridor and;
- Protecting our future with an improved and equitable balance of: livability, mobility, access, public health, environmental stewardship, economic vitality and environmental justice.

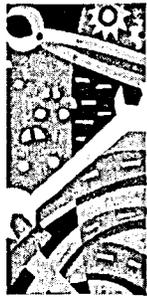
Evaluation Factors

- Maintain or Improve Transportation Performance
- Support Trade and Freight Movement and the Regional Economy
- Maintain or Enhance Quality of Life
- Avoid and Minimize Impacts to the Environment
- Support Regional Land Use Plans
- Distribute Benefits, Costs, and Impacts Equitably
- Evaluate Costs



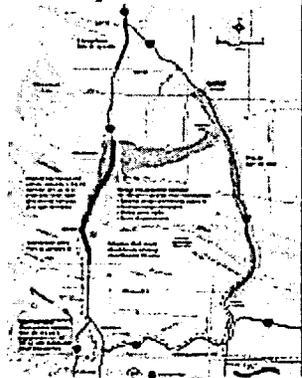
Option Packages Evaluated

- No Build
- Baseline
- Express Bus/3 Lanes
- Light Rail/3 Lanes
- Express Bus/4 Lanes
- Light Rail/4 Lanes
- West Arterial Road



Strategic Plan Recommendations

- Highway
- Transit
- TDM
- Land Use
- Environmental Justice
- Rail



Recommendations



- **Highway Recommendations:**

- The freeway should not be widened to add a 4th lane in each direction throughout the corridor
- I-5 should be 3-through lanes throughout the corridor, including Delta Park to Lombard
- Up to 2 additional lanes should be added across the Columbia River
- Interchange improvements between: SR 500 in Washington and Columbia Blvd in Oregon

Recommendations - Cont.



- **Transit Recommendations:**

- Light rail loop should be implemented in Washington and connect with the Oregon light rail system
- Basic transit service levels should be increased substantially, per regional priority/strategic plans

- **Land Use Accord:**

- No new bridge (highway or transit) until interchange management plans and station area plans are approved by an expanded bi-state committee

Recommendations - Cont.



- **Environmental Justice:**

- Establish a bi-state EJ Work Group to follow EIS
 - Impacts, Benefits, Outreach
- Establish a Community Enhancement Fund

- **Transportation Demand Management:**

- Commit to a comprehensive use of TDM/TSM strategies and pursue additional funding for transit and TDM/TSM strategies.
- Prepare an "I-5 TDM/TSM Corridor Plan"
- Fund and implement additional TDM/TSM strategies now.

Recommendations - Cont.



- **Rail:**
 - Pursue rail improvements to accommodate 20 year freight rail growth in the I-5 Corridor and frequent, efficient intercity passenger rail service.
 - Establish a public/private Bi-State rail forum
 - The rail forum and regional decision-makers should encourage funding for:
 - Additional inter-city passenger rail service in the Pacific Northwest High Speed Rail Corridor
 - High Speed Rail service in the Corridor; and
 - The replacement of the existing "swing span" with a "lift span" located closer to the center of the river channel

Next Steps



- EA for I-5: Delta Park to Lombard (Begins Fall 02)
- EIS for Bridge Influence Area (within 2 yrs)
- Working on adoption of land use accord with regional partners (Fall 02-Winter 03)

Portland / Vancouver

I-5



Transportation and Trade
Partnership

Final Strategic Plan June 2002

About this Document

This is the Final Strategic Plan for the I-5 Corridor. It has been approved for transmittal to the Governors of Washington and Oregon, RTC and Metro, WSDOT and ODOT, as the recommendations of the Portland/Vancouver I-5 Transportation and Trade Partnership Task Force for the I-5 Corridor.

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(See Attachments Document)

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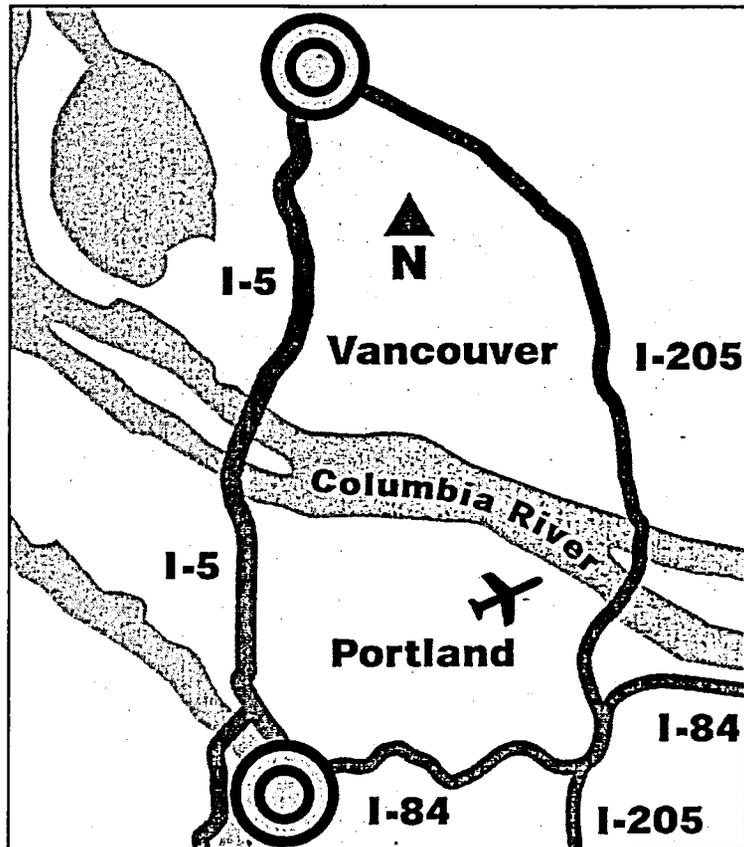
Introduction and Background

The I-5 Partnership brought together Washington and Oregon citizens and leaders to respond to concerns about growing congestion on I-5. Governors Gary Locke and John Kitzhaber have appointed a bi-state Task Force of community, business and elected representatives to develop a recommended Strategic Plan for the I-5 Corridor between I-84 in Oregon and I-205 in Washington.

As the only continuous Interstate on the West Coast, I-5 is critical to the local, regional and national economy. At the Columbia River I-5 provides a critical connection to two major ports, deep-water shipping, up-river barging, two transcontinental rail lines, and much of the region's industrial land.

In 1997, 14 million tons of freight (valued at \$17 billion) was shipped from the Oregon side of the metro area to locations in Washington. Shipments southbound from Washington into the Oregon side of the region totaled 28.5 million tons (worth an estimated \$7.5 billion).

Both the Ports of Portland and Vancouver are located in the I-5 Trade Corridor, as is much of the Portland/Vancouver industrial land.



For residents in the Portland and Vancouver area, I-5 provides one of two crossings of the Columbia River for transit and automobiles. It connects the communities of Portland and Vancouver for work, recreation, shopping and entertainment purposes. An average of 125,000 trips are made across the I-5 Bridge every day.

In 1999, a bi-state leadership committee considered the problem of growing congestion on the highway and rail systems in the I-5 Corridor. The committee recommended that the Portland/Vancouver region initiate a public process to develop a plan for the I-5 Corridor based on the following findings:

- **Doing nothing in the I-5 Corridor is unacceptable.** While there are some transportation improvements planned in the corridor, they are insufficient to address the transportation and economic needs of the corridor. Without additional improvements, congestion in the corridor will increase to unacceptable levels. Further, the increased congestion will have a significant impact on our economy, potentially limiting attraction and retention of business throughout our industrial areas.

- **There must be a multi-modal solution in the I-5 Corridor – there is no silver bullet.** The needs of the corridor will require highway, transit, and rail improvements, and better management of traffic demand. In other words, constructing new highway capacity alone will not solve the problem; neither does constructing only new transit capacity or new rail capacity.
- **Transportation funds are limited. Paying for improvements in the I-5 Corridor will require new funds.** The scale of improvements needed in the corridor far exceeds presently available state and federal funds. These sources can contribute but cannot completely pay for the improvements. Assuming the current structure of public funding, tolling will be required to pay for a new Columbia River crossing and other corridor improvements. From a historical perspective, tolls are not new. Tolls were used to construct the original I-5 bridges.
- **The region must consider measures that promote transportation- efficient development.** This includes a better balance of housing and jobs on both sides of the river and other measures that manage additional demand. Even with improvements in the I-5 Corridor, there will be a significant capacity problem that must be managed.

In January 2001, based on the above findings, Washington Governor Locke and Oregon Governor Kitzhaber initiated the Portland/Vancouver I-5 Transportation and Trade Partnership, also known as the I-5 Partnership. A 28-member Task Force was established to guide the development of the Strategic Plan for the corridor. This group worked for a year and a half, hosting 6 rounds of public meetings to get ideas and feedback from the community. In addition, a Community Forum of interested stakeholders from both states was invited to closely follow the strategic planning process and to provide input at each milestone in the study. The diagram on the following page depicts the overall planning process that was undertaken to develop the Strategic Plan.

The overall goal of this strategic planning effort was to determine the overall level of investment needed in the corridor for highways, transit and heavy rail, and to determine how to manage the transportation and land use system to protect investments in the corridor.

The Task Force's final product will be sent to the Oregon Transportation Commission, the Washington Department of Transportation, and to the metropolitan planning organizations in Portland and SW Washington for review and potential adoption into their transportation plans. After adoption, the environmental review and project development phase may begin.

Before any improvements suggested in this plan can be made, a formal environmental process must to be conducted under the requirements of the National Environmental Policy Act (NEPA) to identify the specific design of improvements and the impacts. The NEPA process is designed to ensure public participation in the process and a thorough assessment of environmental and community impacts. Through the NEPA process, plans for mitigating impacts that cannot be avoided will need to be developed. In addition, issues of environmental justice will receive a thorough exploration.

Overview of I-5 Partnership Planning Process

January 2001 – May 2001:

Visioning and Development of Options

Activities included: development of a Problem, Vision and Values Statement, identification of a wide range of ideas for the corridor, development of evaluation criteria, development and selection of a range of multi-modal option packages for the corridor to be evaluated.

June – November 2001:

Evaluation of Option Packages/Land Use Analysis

Activities included: evaluation of option packages, and analysis of the land use implications of making and not making transportation investments.

December 2001 – January 2002:

Draft Recommendations

Activities included: consideration of evaluation results, and feedback from the public and Community Forum members to develop draft recommendations. The draft recommendations primarily focused on transit and highway investments for the I-5 Corridor.

February 2002 – May 2002:

Re-Evaluation and

Development of Additional Draft Recommendations

Activities included: additional design and evaluation work in the Bridge Influence Area (SR 500 to Columbia Blvd) to assess the level of improvements needed in this section of the corridor and to develop new conceptual designs that had less community impact, particularly in Vancouver. During this period, work was also conducted to evaluate the needs of the heavy rail system, to analyze commuter rail, and to develop draft recommendations in the areas of: Transportation Demand Management and Transportation System Management (TDM/TSM), Environmental Justice, Land Use, and Finance.

May – June 2002:

Development of Final Recommendations

Activities included: consideration of evaluation results and feedback from the public and Community Forum members to develop final recommendations for the I-5 Corridor.

The Work Behind the Strategic Plan

Public Involvement and Outreach

Public involvement has been a key element in the development of this Strategic Plan. Community Forum meetings and Open Houses were held at each critical milestone. The table below is a listing of the meetings held.

Date	Event	Subject
January 2001	Community Forum Mtg.	Visioning/Brainstorming
February 2001	Open Houses	Visioning/Brainstorming
April 2001	Open Houses	Review of Draft Option Package Combos
May 2001	Community Forum & Open Houses	Review of Final Draft Option Packages
November 2001	Community Forum & Open Houses	Review of Evaluation Results
January 2002	Community Forum & Open Houses	Review of Working Draft Recommendations
May 2002	Community Forum & Open Houses	Review of Additional Work and Additional Draft Recommendations
June 2002	Open Houses	Review of Final Draft Recommendations

Public involvement was encouraged through a variety of tools including:

- Advertisements in regional and local papers
- Development of a 10,000 person mailing list
- Development of a 2,000 person e-mail list
- Door to door delivery of project information to businesses, homes and apartments along the potential improvement corridors
- Billboard advertisement
- Bus advertisement
- Project website that has been accessed over 400,000 times
- Web-based survey tools
- Press releases
- Public notices
- Toll-free telephone line
- Participation in community-based events such as neighborhood fairs
- Solicitation of speaking engagements to 275 business, community, and neighborhood groups
- Presentations to over 70 groups

Outreach efforts resulted in participation by nearly 1,700 people.

Transportation and Transportation-Related Analyses

To develop this Strategic Plan two separate analyses were undertaken, the first in the Summer-Fall 2001 when five multi-modal option packages were selected for further analysis. The option packages were based on ideas and comments from the public and consistency with the Problem, Vision and Values Statement. The option packages that were analyzed all included new river crossing capacity across the Columbia River for transit and vehicles. The option packages were:

- Express Bus/3 Lanes
- Light Rail/3 Lanes
- Express Bus/4-Lanes
- Light Rail/4-Lanes
- West Arterial Road

Each of the option packages was compared to three additional scenarios:

- Existing Conditions 2000 - the current state of the I-5 Corridor,
- No Build 2020 - what is expected to happen in the year 2020 if the Region builds only the currently funded projects, and
- Baseline 2020 - what is expected to happen in the year 2020 if the Region constructs the funded projects in "No Build" AND the other projects listed in the Region's 20 year plans.

The option packages also included a substantial increase in basic transit service levels in Portland and Clark County and the implementation of a strong transportation demand management program on both sides of the river. Maps of the option packages, with descriptions of the physical improvements and a comparison of transportation performance, can be found in **Attachment A, page A2.**

After adopting Draft Recommendations for the Corridor in January 2002, the Task Force asked for additional evaluation and design work to be completed on the Bridge Influence Area, between (SR500 and Columbia Blvd, and including light rail between the Expo Center and Downtown Vancouver). This focused examination of the bridge and its influence area resulted in the development of four river crossing concepts, which can be found in **Attachment B, page A17.**

This plan also has a component that focuses on the needs of the freight and passenger rail system. This analysis was a cooperative effort among the owners of the rail system (Burlington Northern/Santa Fe and Union Pacific) and the users of the system (Amtrak, the States of Oregon and Washington, the Ports of Vancouver and Portland, and the Cities of Portland and Vancouver). The rail analysis focused on an agreement among the parties about existing conditions, expected growth rates, short-term/incremental improvements to gain capacity and the long-term needs of the system.

Other Work

Other areas of analysis and work that contributed to the findings and recommendations in this report include:

- A new land use and transportation model, Metroscope, was used to conduct an analysis of the implications of making or not making improvements in the I-5 corridor. This analysis compared two scenarios: doing nothing more than Baseline improvements, and an improvement scenario similar to the LRT/4-Lane option package.
- An analysis of commuter rail as a component of a multi-modal system between Portland and Vancouver was undertaken.
- Two work groups of community stakeholders, one in Oregon and one in Washington, were invited to help the Task Force to develop findings and recommendations around the area of Environmental Justice. Ideas from these two work groups form the basis for much of the ongoing work that will need to be done in this corridor to: 1) identify, avoid and mitigate impacts from potential improvements, 2) ensure that benefits and impacts are equitably distributed, and 3) ensure that outreach efforts include meaningful involvement of low income and minority residents in the corridor.
- Three different work groups of technical staff from Oregon and Washington agencies were brought together to assist the Task Force in the development of findings and recommendations in the following areas:
 - Land Use Accord
 - Transportation Demand Management and Transportation System Management (TDM/TSM)
 - Financing options and tools

Cost Estimates in this Report

Within time and budget constraints this study has used the best travel-forecasting techniques and cost estimation methods available for the analysis. However, the purpose of the analysis was to compare alternative options. Although the cost estimates are fully appropriate for comparison of alternatives they were based on “conceptual designs” that are not developed in sufficient detail for budgeting purposes. In addition, all costs are estimated as if the options were constructed in 2001 and use 2001 dollars. No finance costs are included. More detailed cost estimates will be prepared in the EIS phase of the study and again for those projects selected for construction after preliminary engineering has been completed.

Key Definitions

Existing Conditions is the term used to describe the current state of the I-5 Corridor.

No Build is the term used to describe what is expected to happen in the year 2020 if the Region builds only the currently funded projects. The currently funded projects include: construction of Interstate Max light rail from the Rose Garden to the Expo Center in Portland; widening of I-5 to three lanes in each direction between 99th and Main in Vancouver; and other transit and highway projects outside the I-5 Corridor that have funding for construction over the next 4-6 years.

Baseline is the term used to describe what is expected to happen in the year 2020 if the Region constructs the funded projects in No Build AND the other projects listed in the Regions 20 year plans. Those projects include: widening of I-5 to 3 lanes in each direction between Delta Park and Lombard in Portland; widening of I-5 to 3 lanes in each direction between 99th and I-205 in Vancouver; the West Hayden Island Bridge, increased basic transit service throughout the Region; increased TDM/TSM throughout the Region; and other transit and highway capital projects outside the I-5 Corridor that are planned, but unfunded, over the next 20 years.

Option Packages is the term used to describe the various improvements and sets of improvements evaluated by the Task Force. The main option packages included: a) Express Bus/3 Lanes, b) LRT/3 Lanes, c) Express Bus/4 Lanes, d) LRT/4 Lanes, and e) West Arterial.

Express Bus - Short is an option for an express bus system in Clark County to the Expo Center Transit Center where riders would then transfer to the light rail system. It includes: express buses on I-5 in HOV lanes between 134th in Clark County and the Expo Transit Center; a new bridge to carry HOV lanes across the Columbia River; expanded park and ride and more feeder bus service.

Express Bus - Long is an option for an express bus system in Clark County to downtown Portland. It includes: express bus on I-5 in HOV lanes between 134th in Clark County and downtown Portland; a fourth lane in each direction between 134th and the Fremont Bridge that would operate as an HOV lane during peak periods; and expanded park and ride and more feeder bus service

Light Rail Loop is an option for a light rail system in Clark County. It includes a new bridge to carry light rail and expanded park and ride and more feeder bus service

Bridge Influence Area – The I-5 corridor, between Columbia Blvd. in Portland and SR 500 in Vancouver. Includes light rail between the Expo Center in Portland and downtown Vancouver.

Other Terms Used in the this Document:

- *CO* - carbon monoxide
- *EA* - Environmental Assessment
- *EIS* - Environmental Impact Statement
- *HOV* - high occupancy vehicle
- *LRT* - light rail transit
- *MAX* (Metropolitan Area Express) is Tri-Met's light rail system serving the greater Portland metropolitan area.
- *NEPA* - National Environmental Policy Act
- *NOx* – oxides of nitrogen
- *SR* – State Route
- *TDM* - transportation demand management. The purpose of TDM is to reduce, shorten or eliminate auto trips.
- *TSM* - transportation system management. It means managing the transportation system to increase efficiency.
- *VOC* – volatile organic compound

Vision for the Corridor

The foundation for this Strategic Plan is the Problem, Vision and Values Statement. This statement was crafted, edited and revised based on feedback from Community Forum members and public input. The recommendations in this document have been crafted to address the identified corridor problems and to do them in a manner that reflects the collective vision for the community. In other words, the Task Force has been guided by the Problem, Vision and Values Statement in developing this Plan.

Problem, Vision and Values Statement:

Problem

The Interstate 5 Corridor is the most critical segment of the regional transportation system in the Portland/Vancouver metropolitan area. The Corridor provides access to many of the Region's most important industrial sites and port facilities, and is a link to jobs throughout the Portland/Vancouver Region. Due to infrastructure deficiencies, lack of multi-modal options, land use patterns, and increasing congestion, businesses and individuals experience more frequent and longer delays in the Corridor. Without attention, the Corridor's problems are likely to increase significantly, further impacting the mobility, accessibility, livability and economic promise of the entire Region.

Vision and Values

This plan is a multi-faceted, integrated plan of transportation policies, capital expenditures, personal and business actions, and incentives to address the future needs of the I-5 Corridor.

The final plan, when implemented, will improve our quality of life by:

- Providing travel mobility, safety, reliability, accessibility and choice of transportation modes for users whether public, private, or commercial and recognizing the varied requirements of local, intra-corridor, and interstate movement;
- Supporting a sound regional economy by addressing the need to move freight efficiently, reliably, and safely through the Corridor;
- Supporting a healthy and vibrant land use mix of residential, commercial, industrial, recreational, cultural and historical areas;
- Respecting and protecting natural resources including air quality, wildlife habitat and water resources;
- Supporting balanced achievement of community, neighborhood, and regional goals for growth management, livability, the environment, and a healthy economy with promise for all;
- Distributing fairly the associated benefits and impacts for the region and the neighborhoods adjacent to or affected by the Corridor.

The result will protect our future with an improved and equitable balance of: livability, mobility, access, public health, environmental stewardship, economic vitality and environmental justice.

Strategic Plan Findings and Recommendations

I. The Need for Action

A1.1 Key Findings – Portland/Vancouver’s Unique Trade and Transportation Advantage:

- (a) The Portland/Vancouver area’s location at the convergence of two major rivers, two transcontinental rail lines, two interstate highways, and one international airport is a unique transportation advantage. This advantage allows companies to transport goods from ships and planes to trucks and rail cars in a low-cost, timely manner. The transportation facilities in the I-5 Corridor are at the heart of this system.
- (b) Because of this advantage, Portland ranks first on the West Coast in terms of the value of wholesale trade per capita. Employment in the transportation and distribution sectors represents a higher share of total employment than it does in most other cities, including Seattle, Los Angeles, and Houston.
- (c) The critical mass of trade and transportation companies allows all businesses to benefit from “bulk” prices in the transportation industry that they would not enjoy in other, more populated regions.
- (d) More than 6,000 distribution and logistics companies employ more than 100,000 people in the metro area and pay them family wages. This accounts for 10% of the region’s workforce. The combined payroll for these sectors totals \$4.7 billion – which is 13% of the region’s total \$36 billion annual payroll.
- (e) Of the freight moving in the Portland/Vancouver metro area, the majority, 64% is carried by truck. The remainder is carried by a variety of modes including: pipeline (10.8%) ocean (9.7%), rail (5.6%), barge 5.4%, intermodal (4.5%), and air (.1%).

A1.2 Key Findings – Future Growth:

- (a) Projected regional growth and an increase in trade are driving the demand for more travel in the I-5 Corridor. Today the Portland/Vancouver area’s population is about 1.7 million; by 2020, population is expected to increase to 2.4 million. Likewise, the amount of trade in the region is expected to increase from 168 million tons in 1996 to 275 million tons in 2020.
- (b) The I-5 Corridor will experience a significant growth in truck traffic over the next 20 years. Compared to today, conditions will decline in the future under the “No Build” scenario. Vehicle hours of delay on truck routes will increase by 93%, congested lane-miles on truck routes will increase by 58%, and the value of truck delay will increase by 140%.

A1.3 Key Findings – Freeway System:

- (a) Over 10,000 trucks are in the I-5 Corridor every day – carrying goods ranging from auto parts and furniture to fruit juice and clothing. Half of the goods they carry come from or are bound for Portland. The value of these shipments is more than \$26

billion a year. The value of these shipments is equivalent to one third of the metro area's gross product.

- (c) Compared to "Existing Conditions", freeway conditions will decline in the future. As a result of growth, daily traffic demand volumes on I-5 are expected to increase 44 percent from 125,000 in 2000 to 180,000 by 2020. Without transportation improvements in the corridor there will be a significant impact on travel time, delay and congestion.
- (d) Under a "No Build" scenario during the evening peak period¹:
 - Vehicle travel times between Downtown Portland and Salmon Creek increase 22%, from 38 minutes in 2000 to 44 minutes in 2020,
 - Vehicle hours of delay on all routes in the study area in will increase by 77% from, 18,000 hours in 2000 to 32,000 hours in 2020,
 - Congested lane-miles on I-5 and I-205 will increase by 40%, from 24% congested lane miles in 2000 to 33.7% congested lane miles in 2001,
 - The value of truck delay in the study area will increase by 140% from \$14.1 million in 2000 to \$34 million in 2020, and
 - Vehicle hours of delay on truck routes in the study area will increase by 92%, from 13,390 hours in 2000 to 25,767 hours in 2020.
- (e) "Baseline" improves these measures of transportation performance, but conditions remain worse than today. Comparing Baseline 2020 with today's conditions during the evening peak period:
 - Vehicle travel times increase by 5%, from 38 minutes in 2000 to 40 minutes in 2020,
 - Vehicle hours of delay for all routes in the study area will increase by 18%, from 18,000 hours in 2000 to 21,477 hours in 2020,
 - Congested lane-miles on I-5 and I-205 will increase by 26%, from 24% congested lane miles in 2000 to 30.4% congested lane miles in 2020,
 - The value of truck delay in the study area will increase by 88% from \$14.1 million in 2000 to \$26.5 million in 2020, and
 - Vehicle hours of delay on truck routes in the study area will increase by 28%, from 13,390 hours in 2000 to 17,088 hours in 2020.

AI.4 Key Findings – Transit System:

- (a) Compared to "Existing Conditions," transit conditions will decline in the future under the "No Build" option. Travel times in the I-5 Corridor will double from 27.3 minutes in 2000 to 55 minutes in 2020. This increase results due to the fact that transit riders will face a transfer from MAX to the bus system at the Expo Center and buses will encounter congestion at the freeway on ramps and across the bridge. Due to the increase in travel time, the number of people using transit in the I-5 Corridor from downtown Vancouver declines from 5.6% in 2000 to 4.9% in 2020, and the operating cost of maintaining current levels of bus service increase significantly due to longer travel times.

¹ Charts that graphically display transportation findings on pages 10 – 20 of this report can be found in Attachment A, starting on page A2.

- (b) "Baseline" improves transit travel times due to increased overall transit service in the Region, but travel times remain significantly higher than today (27 minutes today; 41 minutes in 2020). The operating cost to maintain the same level of bus service would likely increase proportionately with the travel time increase.

A1.5 Key Findings – Heavy Rail System:

- (a) Healthy and viable rail service in the I-5 Corridor is a critical component of the regional economy. It is an integral part of the region's comparative advantage in providing an inter-modal focus of marine, barge, highway, and rail services that contributes to the Portland/Vancouver area's recognition as a major national and international trade and distribution center.
- (b) The Region contains five major rail yards and numerous smaller yards and port terminals. The Region's rail system serves the states' largest collection of industrial customers and accesses a major, deep draft, ocean port. Inter-City passenger service (Amtrak/Cascades) operates over private railroad tracks; and the two transcontinental railroads (BNSF and UP) along with Amtrak operate over the BNSF Columbia River Rail Bridge.
- (c) Currently, 63 freight trains and 10 Amtrak trains per day cross the BNSF Bridge, not including local switching operations. Freight trains are projected to reach 90 per day in 20 years and long-range, inter-city passenger service plans call for 26 trains per day. Congestion on the region's rail system is approximately 100 hours of accumulated delay per day – this is roughly 50% of the delay experienced in Chicago or Los Angeles. Relatively speaking, there are fewer trains experiencing more delay on our system.
- (d) Congestion in the Portland/ Vancouver rail network presents a constraint on the viability of the region's continued economic growth.
- (e) Congestion in the rail network further constrains the opportunity for enhanced intercity passenger rail and commuter rail service along this segment of the federally designated Pacific Northwest High Speed Rail Corridor.
- (f) The capacity of the Portland-Vancouver rail network is not sufficient to meet current and future freight and inter-city passenger needs. There is insufficient capacity to support future development of the Ports of Portland and Vancouver. There will not be capacity to support increased inter-city passenger service from Eugene to Portland/Vancouver to Seattle.

A1.6 Key Findings – Overall:

- (a) Overall, in the absence of both freeway and transit investment in the I-5 Corridor, congestion and delay will grow steadily resulting in the AM and PM periods of congestion spreading into the early morning, mid-day, and evening hours.
- (b) Rush hour congestion is a fact of life in an urban area and is to be expected and tolerated to some degree. However, unpredictable delays and congestion throughout

the day cannot be tolerated without an adverse impact on the Portland/Vancouver region's economy and quality of life.

- (c) Future delays in the I-5 Corridor could impact the economy in the following ways:
- Freight and trade will incur additional cost from congestion especially during the midday.
 - The lack of reliability will increase transportation costs more than the increases in delay.
 - Increases in cost and uncertainty will influence business location and expansion decisions.
 - The lack of accessibility will limit the ability to attract future jobs in key industrial areas such as the Columbia Corridor.
- (d) Congestion on the rail system threatens our region's status as the Pacific Coast's low-cost rail port and puts rail companies and their regional customers at a disadvantage relative to other regions. It also threatens our plans to expand intercity passenger rail between Oregon and Washington.
- (e) The problems in the I-5 Corridor cannot be solved with freeway improvements alone. A high quality bi-state transit system is needed to provide an alternative to driving that provides an improvement in transit travel times and reliable service throughout the day.
- (f) The problems in the I-5 Corridor cannot be solved with transit, land use, and demand management actions alone. Additional capacity will need to be added to the road system to ensure that today's accessibility and reliability can be maintained and improved.

B1 Recommendation – Overall:

- (a) Physical improvements in the I-5 Corridor beyond those "Baseline" projects are warranted and necessary to meet the transportation, economic, and livability needs of the Portland/Vancouver Region.

II. Additional Transit Capacity and Service

A1.1 Key Findings - Transportation Performance:

- (a) Express Bus – Long and the Light Rail Loop significantly improve travel times compared to Baseline 2020, and slightly improves travel times compared to today.
- (b) Express Bus - Short provides a slight improvement to travel times compared to Baseline 2020, however when compared to existing transit travel times transit trips can be expected to be approximately nine minutes longer than they are today.
- (c) Transit ridership across the Columbia River (I-5 and I-205 corridors) is expected to increase under all transit options, with the greatest increase resulting from the Light Rail Loop. Compared to Baseline 2020, Express Bus- Short increases ridership by 38%, Express Bus – Long increases ridership by 63% and Light Rail Loop increases ridership by 94%.
- (d) The light rail loop provides the most consistent travel time and the best reliability of the transit options considered due to the fact that it runs in its own right of way, and is not impeded by roadway congestion.

A1.2 Key Findings - Environmental and Community Impacts:

- (a) There could be impacts to historic resources for all transit options, however, most of the impacts to historic resources appear to either be indirect or minor.
- (b) All transit options are likely to have a moderate impact on fish habitat, due to the fact that they involve new bridges that could have in-stream piers potentially affecting rearing or migration habitat.
- (c) Because the improvement area in the I-5 Corridor is highly urbanized, impacts to wildlife habitat, wetlands and native plant communities are likely to be minor for the highway improvements needed to support Express Bus options.
- (d) For light rail, the I-5 and I-205 segments would have minor impacts to wildlife, wetlands and plant communities. The current concept for the east/west segment could have moderate impacts to natural areas. Actual impacts for each of the segments would depend on the final alignment.
- (e) While it is not possible to make the transportation improvements considered in this planning effort without some level of impact to existing properties, the impacts to properties are highly dependent on the design and alignment of the projects.
- (f) For freeway improvements in the I-5 Corridor that are needed to support Express Bus, the greatest potential for impacts to property is on Hayden Island.
- (g) For the light rail loop, the I-5 and I-205 segments would have few displacements. As studied for this planning effort, it appears that there is a greater potential for property impacts on the east/west segment of the light rail loop. Refinement of various alignment options could reduce or avoid many of these impacts.

A1.3 Key Findings - Cost:

- (a) Express bus is the lowest cost of transit options due to the fact that it operates on the highway in an already established right of way (Express Bus – Short = \$14 million and for Express Bus – Long = \$32 million (in 2001 dollars)).
- (b) Light rail is the highest cost of the transit options due to the fact that it operates in its own right-of-way with a track system (\$1.222 billion (in 2001 dollars)).
- (c) The actual costs will vary depending on the final design, mitigation, inflation and other factors.

A1.4 Key Findings - Other:

- (a) Compared to light rail, buses have the following advantages:
 - Buses can be flexibly routed to serve different origins and destinations, and to address particular traffic congestion problems.
 - Buses can more effectively serve outlying population centers such as Battle Ground and Ridgefield.
 - Buses can be readily placed on new routes.
- (b) Compared to light rail, express buses serve a more limited transportation market. As evaluated, express bus was a point-to-point system that served the commuter market and ran Monday – Friday in the morning and evening peak periods only.
- (c) Compared to express bus, light rail has the following advantages:
 - Does the most to promote balanced (multi-modal) use of the system – transit ridership in downtown Vancouver increases by 40-50% with light rail, compared to 8-10% for express bus.
 - Serves a range of trip purposes throughout the day, seven days a week.
 - Provides consistent service to multiple points along the line and can be a catalyst for community redevelopment.
 - Is consistent with regional and local goals, and reinforces the Vancouver and Portland Central cities and regional centers such as Vancouver Mall and Gateway.
- (d) Across all measures, I-5 performs better when paired with light rail than with the express bus packages that were tested because light rail attracts more riders.

B1 Recommendations –Transit:

- (a) Light rail loop system, including feeder buses, and new and expanded park and ride lots, should be established in Clark County. In the interim, bi-state transit needs will continue to be served by express bus.
- (b) The light rail loop system should provide transit mobility, both within Clark County and between Washington and Oregon, in the I-5 and I-205 Corridors.
- (c) The light rail loop system may be constructed in phases.

- (d) Peak-hour, premium express bus service in the I-5 and I-205 Corridors to markets not well served by light rail may be provided as a supplemental service to light rail.
- (e) Transit service in the Corridor should be increased over the next 20 years as planned in the Metro and RTC 20-year transportation plans.

III. Additional Freeway Capacity

A1 Key Findings – Fixing 2-Lane Sections:

- (a) There are three, remaining two-lane sections on I-5 in the study area: 1) I-84-Fremont Bridge in the vicinity of the Rose Quarter, 2) Delta Park to Lombard, and 3) 99th St. to I-205 in Clark County.
- (b) Widening these two lane sections to three lanes, combined with an overall improvement in transit service throughout the Portland/Vancouver region as called for in Baseline 2020, allows freeway travel times through the corridor to remain about the same as they are today.
- (c) An environmental impact statement (EIS) has been completed for the project to widen I-5 to 3-lanes in each direction between 99th St. to I-205 in Clark County. This project is ready for construction and awaits funding.
- (d) An environmental assessment is currently underway for the project to widen I-5 to 3 lanes in each direction between Delta Park and Lombard. The environmental impacts of this project (air quality, natural resources, property impacts) are not expected to be significant.
- (e) At Columbia Boulevard in Portland, the on-ramp currently joins the freeway to become the third-lane on the freeway, thus providing ease of entry to the freeway for trucks. With the widening to three lanes, the Columbia Boulevard on-ramp would become a merge lane. Analysis shows that we can expect the reconfigured on-ramp merge from Columbia Boulevard to operate acceptably with this improvement. The existing ramp has a rising grade of 6% and enables heavy trucks to attain a speed of only 25 mph when entering the freeway. The Proposed ramp would have a 4% grade and a 1,400 foot acceleration lane enabling trucks to attain a speed of 45 mph within the acceleration lane before entering the freeway. The new on-ramp would operate at a level-of-service “C-D” during the peak periods which indicates generally smooth merging conditions.
- (f) Widening I-5 to 3-lanes in the vicinity of the Rose Quarter is likely to have implications for the entire freeway loop around downtown Portland. Changes to this or any other part of the freeway loop should consider the implications on the entire loop.
- (g) There are significant challenges at the junction of I-5 and I-84 near the Rose Quarter. These include safety and operational problems due to closely spaced interchanges and the land use objectives for the Rose Quarter area and Lloyd Center district.

B1 Recommendations – Fixing Two-Lane Sections:

- (a) I-5 should be widened to 3-lanes in each direction between: a) Delta Park and Lombard and b) 99th St. and I-205 in Clark County.
- (b) The Delta Park to Lombard project should go to construction as quickly as possible.

- (c) The transportation issues south of the I-5/Fremont Bridge junction must be addressed and solved. The Mayor of Portland, the Governor of the State of Oregon, and JPACT should join together to appoint a group of public and private sector stakeholders to study and make recommendations for long-term transportation solutions for the entire I-5/I-405 freeway loop.

A2.1 Key Findings –Overall Freeway Improvements:

- (a) Two central questions for this planning effort have been:
- Should the freeway be 3-through lanes in each direction between I-84 in Portland and I-205 in Clark County, or it should be expanded to 4-lanes in each direction?
 - Should there be new river crossing capacity for vehicles?
- (b) The current configuration of interchanges close to the existing Interstate Bridges results in operational problems that make the 6-lane bridge function more like a 4 lane bridge. This results in significant congestion and delay during the morning and evening peak periods. All option packages for making the freeway 3-lanes or for expanding it to 4-lanes assumed an additional or new bridge in the I-5 Corridor to address the problems with the existing bridges.
- (c) Compared to Baseline 2020, both the 3-lane and 4-lane options significantly improve travel times in the Corridor.
- During the evening peak periods, the Baseline 2020 travel time between downtown Portland and downtown Vancouver for autos and trucks is 30 minutes. Under the 3-lane options travel times are reduced by about 9 minutes; under the 4-lane option travel time is reduced by 12 minutes.
 - During the evening peak periods, travelers will experience about 21,450 hours of delay. Under the 3-lane options vehicle hours of delay is reduced by between 22-26% to approximately 16,000 hours of delay. Under the 4-lane option delay is reduced by 26%, also about 16,000 hours of delay.
- (d) Improved travel times and reduced delay observed in the 3-lane and 4-lane option packages are primarily attributable to the new capacity across the Columbia River in the I-5 Corridor.
- (e) If the 4 lanes are configured as a reversible express lane system (5-lanes in the peak direction and 3 lanes in the non-peak direction) additional transportation performance benefits can result. Time travel savings increase by an additional 10 minutes and delay is reduced by an additional 13% to approximately 13,000 hours of delay.
- (f) Options that add a 4th lane to the freeway in each direction have the potential to significantly impact traffic operations on the Portland freeway loop. The 4-lane options would increase southbound traffic volumes on I-405 by 9-12%, from 18,293 vehicles under 2020 Baseline to 20,000-25,000 vehicles under the 4 lane options. Near the Rose Quarter traffic volumes would by 15-30%, from 12,525 vehicles under 2020 Baseline to 14,361-16,351 vehicles under the 4-lane options. The higher traffic volumes would be observed if the 4th lane were added as a reversible express lane.

- (g) Options that limit the freeway to 3-lanes in each direction would increase southbound volumes on I-405 by less than one percent compared to Baseline 2020, and would increase southbound volumes on I-5 near the Rose Quarter by 5-7%, also compared to Baseline 2020.
- (h) I-5 is the most direct route for the majority of trips across the Columbia River due to the high number of employment and other activity centers that are served by I-5. With a new river crossing, people have a better ability to choose the shortest and most direct path for their trip.
- (i) With the improvements on I-5, volumes on the I-205 Bridge decrease because some trips that now occur on I-205 would shift to I-5. This allows the I-205 to better serve future planned growth in the I-205 corridor.

A2.2 Key Findings –Environmental and Community Impacts:

Historic:

- (a) There could be impacts to historic resources for both the 3-lane and the 4-lane options, however, most of the impacts to historic resources appear to either be indirect or minor.
- (b) Expanding the freeway to four lanes in each direction results in the potential for one major impact to one historic property owned by Multnomah County.
- (c) A replacement bridge would involve a full impact on the Columbia River Bridges. The existing northbound bridge is listed on the National Register of Historic Places and the southbound bridge is eligible for listing.

Natural Resources:

- (a) Both the 3-lane and the 4-lane options would have a moderate impact on fish habitat, because they involve new bridges that could have in-stream piers that would potentially effecting rearing or migration habitat.
- (b) Because the improvement area in the I-5 Corridor is highly urbanized, impacts to wildlife habitat, wetlands and native plant communities are likely to be minor for the Baseline, 3-lane and 4-lane options.

Property Impacts:

- (a) While it is not possible to make the transportation improvements considered in this planning effort without some level of impact to existing properties, these impacts are highly dependent on the design and alignment of the projects.
- (b) For improvements in the I-5 Corridor, the greatest potential for impacts to property is on Hayden Island. A replacement bridge has the least number of impacts due to the fact that it follows near the existing bridge and freeway alignment. In Washington, the design of freeway interchange improvements between SR 14 and SR 500 can greatly influence property displacements and impacts. Interchange improvements in Washington can be designed to minimize the number of property impacts.

Air Quality

- (a) In the future air quality is expected to be considerably better than it is today for CO, VOC and NOx. This is primarily due to cleaner burning fuels and lower emission vehicles. Comparing Existing Conditions to Baseline (2020) CO = 30% reduction, VOC = 73% reduction and NOx = 85% reduction.
- (b) While air quality is expected to improve in the future, the 3-lane and the 4-lane options have the potential to increase CO, VOC, and NOx emissions when compared to Baseline 2020.
- (c) Based on the analysis completed to date, the differences among option packages regarding air quality are relatively small. Adding a fourth lane to the freeway appears to have the most impact on air quality, compared to other options.
- (d) Air quality impacts are a concern that has been raised by advocates and community members alike. Additional examination of air quality impacts is warranted.

A2.3 Key Findings –Cost:

- (a) As conceptualized, preliminary cost estimates for the freeway options in 2001 dollars are:
 - 3-lane = \$1 billion (includes costs for interchange improvements between SR 500 and Lombard, and new river crossing capacity).
 - 4-lane = \$1.6 billion
- (b) The actual costs will vary depending on the final design, mitigation, inflation and other factors.

B2 Recommendations – Overall Freeway Capacity:

- (a) The Task Force recommends the I-5 freeway between the Fremont Bridge in Portland and the I-205 interchange in Vancouver be a maximum of 3 through lanes in each direction.
- (b) The Task Force considered expanding the capacity of the Corridor to 4 through lanes in each direction, but does not recommend this option.

A3 Key Findings –High Occupancy Vehicle (HOV) Lanes:

- (a) Provision of new river crossing capacity makes a continuous HOV system between Portland and Vancouver a possibility.
- (b) HOV performance is highly dependent upon the design of the new freeway system. Current design concepts require changes to better accommodate the HOV system. In some cases the bridge design affects HOV performance, for example, multiple bridges split freeway traffic and would limit HOV access. In addition, direct access ramps will need to be considered at key locations such as SR 500.

B3 Recommendations - High Occupancy Vehicle (HOV) Lanes:

- (a) Further exploration of HOV in the EIS is required to optimize the design of the system and to determine its overall effectiveness.
- (b) One of the 3 through lanes should be designated for use as a high occupancy vehicle (HOV) lane during the peak period, in the peak direction. Further exploration is required in the environmental impact statement to optimize its design, particularly within the Bridge Influence Area; and to determine its overall effectiveness in meeting the Regional objectives for the I-5 Corridor.

A4 Key Findings - Columbia Blvd Interchange:

- (a) Making Columbia Blvd. into a full access interchange will provide a direct connection to I-5 for one of the Region's busiest freight routes. It will reduce congestion at the Marine Dr. interchange, improve truck utilization of Columbia Blvd., and reduce traffic in the Kenton neighborhood.
- (b) Design of this interchange needs to be done in conjunction with the design of the entire Bridge Influence Area to ensure overall system functionality.

B4 Recommendations - Columbia Blvd. Interchange:

- (a) The Columbia Blvd. interchange in Oregon should be made into a full interchange (add ramps for southbound traffic to exit at Columbia Blvd. and for northbound traffic to enter the freeway from Columbia Blvd.).
- (b) Both the Delta Park to Lombard project and the Columbia Blvd. interchange project should be considered for design at the same time. As part of this design effort, there needs to be a phasing and financing plan, with the recognition that the Delta Park project is the first priority.

IV. Bridge and Bridge Influence Area (SR 500 to Columbia Blvd.)

A1.1 Key Findings – Freight Mobility and the Economy

- (a) According to USDOT's Freight Analysis Framework the I-5 Corridor carries the highest volume of freight in the states of Oregon and Washington. It is the key route for freight originating or destined for Portland and Seattle.
- (b) USDOT's Freight Analysis Framework also shows this segment of I-5 as one of the most congested freight routes in the nation.
- (c) By 2020, if we make no improvements in both our freeway and transit system, we can expect delay to nearly double from about 18,000 hours today to about 32,000 hours in 2020. This delay and the resulting congestion and loss of reliability have an economic cost to our community. Not only will the cost of doing business increase, individual business productivity will be reduced, resulting in a poor quality transportation system to key employment and industrial centers also threatens our long-term ability to attract and retain living wage employment in the region.
- (d) The BIA improvements would:
 - i. Reduce bottlenecks on the freeway and balance traffic flow.
 - ii. Improve key freight interchanges including Columbia Blvd., Marine Drive, and Mill Plain Blvd.
 - iii. Increase reliability and predictability on I-5.
 - iv. Improve bi-state transit service.
- (e) The benefits for the economy and freight include:
 - i. Improved access to and from key industrial destinations such as Port of Vancouver, Rivergate and Columbia Corridor.
 - ii. Improved access to and from key employment centers such as downtown Portland and downtown Vancouver, Columbia Corridor, Swan Island, and Lloyd Center.
 - iii. Improved travel times and reduced congestion on I-5.
 - iv. Increased reliability and predictability in transit service.
- (f) The benefits of BIA improvements help to create a positive business climate and help make the Region an attractive place to locate and expand business.

A1.2 Key Findings – River Crossing Capacity/Bridge Influence Area

- (a) Overall, the Bridge Influence Area (BIA) concepts show an improvement in freeway traffic speeds during the peak periods compared "Existing Conditions" and "Baseline."
- (b) Within the range of concepts considered, however, there are some important differences:
 - i. A replacement bridge provides the best performance in both the morning and the afternoon peak period.

- ii. A 8-lane system plus the arterial connection performs better in the afternoon than in the morning. The morning problems with this concept are primarily a function of design. The Concept places the HOV lane on a separate bridge. Because access to the separate bridge is limited in the BIA, many of the HOV trips return to the mainline just as they approach the existing bridge. This is occurring in about the same location as where the SR 14 on-ramp merges onto I-5 south. In combination, the two merges in the same location create congestion on the freeway. Additional engineering work may be able to solve the problems we observe for this Concept.
 - iii. A collector/distributor system shows the least improvement in performance. In the morning it provides some improvement over "Existing Conditions" and "Baseline," however, in the afternoon it provides little benefit. The design problems associated with this system are the least "fixable" due to its configuration.
- (c) An arterial bridge, constructed in combination with additional freeway lanes across the river could benefit the overall performance of the freeway system. It would provide a separate local connection across the river, reducing the need to use the mainline freeway system. The "Baseline" analysis shows that an arterial roadway would be heavily used primarily by localized trips.
 - (d) A two lane arterial-only bridge (no increase in freeway lanes) will not address the problems on the freeway. The arterial-only connection would only slightly improve freeway performance by removing local trips. Users of the freeway system would continue to experience a significant increase in congestion and delay throughout the I-5 Corridor.
 - (e) BIA improvements are likely to result in minimal traffic increases on I-5 outside the Bridge Influence Area. Traffic, however, will increase on roadways with direct access to the BIA. These traffic increases are different in Portland and Vancouver. Portland would see increases on arterial streets near the BIA, while Vancouver's increases would be on state freeways.

A1.3 Key Findings – Cost

- (a) Potential highway and transit costs in the BIA are all in the range of \$1.2 billion (in 2001 dollars). This estimate includes major maintenance and seismic retrofit costs for the existing bridges.
- (b) The actual costs will vary depending on the final design, mitigation, inflation and other factors.
- (c) There is not a significant enough cost differential to eliminate any of the options based on cost alone. A full exploration of life cycle costs of the existing bridges and seismic retrofit costs should be completed during the EIS.

A1.4 Key Findings – Property Impacts

- (a) Potential property impacts vary depending on the Concept. Potential impacts range between 15-43 displacements and 42-59 encroachments for the full bridge influence area (SR 500 to Columbia Blvd.). Generally, for all Concepts, the greatest number of potential displacements and encroachments would be to non-residential properties.
- (b) The replacement bridge Concept has the least number of likely property impacts due to the fact that the structure would be located near the existing bridge and freeway alignment.
- (c) The majority of the property impacts would occur in Portland where improvements cross Hayden Island.
- (a) Additional survey, engineering and design work in the EIS process is needed before the actual number and extent of the displacements and encroachments is known.

A1.5 Key Findings – Environmental Impacts

- (a) Since all Concepts included additional crossings of the Columbia River and North Portland Harbor, there may be potential impacts to fish habitat associated with bridge construction.
- (b) Three of the four Concepts encroach into the Delta Park green space area (60-120 feet depending on concept).
- (c) Three of the four Concepts have encroachments onto the radio tower wetlands site (100-240 feet depending on concept).
- (d) All Concepts have encroachments onto the Ft. Vancouver Historical Site (60-120 feet depending on concept). An encroachment over 60' would impact the FHWA building located near the SR14 ramp to I-5 northbound. However, no historic buildings would be impacted.
- (e) All Concepts would impact the Historic I-5 Columbia River Bridge with the full replacement bridge providing the most impact to the historic structure. The existing northbound bridge is registered on the National Register of Historic Places and the southbound bridge is eligible for registration.
- (f) The EIS process will allow a full exploration of impacts to natural, cultural, historic, fish and park resources to determine the best balance for the environment and the community. Additionally, potential impacts to the radio tower wetland and Delta Park vary by design concept and would under go a detailed evaluation in an EIS process.

A1.6 Key Findings – Safety

- (a) BIA improvements address traffic safety concerns resulting from the high number of closely spaced entrances and exits. Improvement concepts would significantly reduce the number of entrances and exits, by utilizing collector-distributor lanes adjacent to

the freeway lanes. In addition, for those locations where ramps remained closely spaced bridges would typically be used to separate the entering and exiting traffic.

- (b) None of the concepts considered would encroach on the restricted air space for the Pearson Air Park.
- (c) Impacts to marine navigation would be highest for those concepts that build a supplemental bridge. Multiple bridges with low-level lift span bridges would be built in close proximity to one another. Marine navigation hazards in the shipping channel would increase. The replacement bridge concept designed a high level-fixed span bridge that would relocate the navigational channel from the north shore to the center of the Columbia River. (Improvement to the rail bridge would also occur.) This concept would virtually eliminate the need for barge operators to navigate a curved path between the bridges.
- (d) Life-safety and emergency response to a catastrophic event is also a safety concern. The existing bridges do not meet current seismic standards and in the event of a major earthquake, they could fail. New bridges would be built to higher standards and would have a higher probability of withstanding a major earthquake.

AI.7 Key Findings – Implementation

- (a) Bridge concepts with 10 freeway lanes, and bridge concepts with 8 freeway plus arterial lanes, appear promising.
- (b) Collector-distributor bridge systems have design problems and therefore provide little transportation benefit; such design problems will be difficult to overcome.
- (c) A joint use (HWY/LRT) bridge could be cost effective, but needs further study in an EIS. Constructing both LRT and freeway improvements on a single bridge could potentially result in some cost savings compared to building separate bridges. However, many other factors should also be considered, including right-of-way impacts, whether the existing bridges will be maintained or replaced, implications for siting the LRT station on Hayden Island, and construction staging.
- (d) Supplemental or Replacement Bridge: The existing bridges provide three lanes of traffic in each direction. They cannot be widened economically. To provide an addition of two lanes of traffic in each direction (for a total of up to five lanes), the bridges will either have to be replaced with a wider bridge, or a supplemental bridge will need to be constructed adjacent to the existing bridges. While further study is needed to conclude whether a new bridge should be supplemental to the existing bridges or should replace them, the analyses have identified several factors that will influence that decision:
 - i. Traffic Operations: With a supplemental bridge, freeway traffic in one or both directions would be split into two traffic streams across the river. With two separate traffic streams, along with many closely spaced interchanges near the river, it is difficult to balance traffic flows, and the analyses indicated that congestion would be significant on the bridge serving the near-by interchanges.

By comparison, a replacement bridge would keep all directional traffic on one bridge, resulting in more balanced traffic flow.

- ii. Cost: Current cost estimates indicate that there is little cost differential between a supplemental and a replacement bridge. Further exploration of cost issues will need to continue in an EIS.
 - iii. Right-of-way impacts: Replacing the existing bridges with a new bridge would focus the new construction within the existing right-of-way, thus minimizing impacts to adjacent parcels on Hayden Island and in downtown Vancouver.
 - iv. Impacts to Property and Natural, Cultural and Historic Resources: All concepts are likely to have an impact on one or more of the key resources in the BIA. Concepts that build a new bridge (either supplemental or replacement) east of the existing bridges (upstream) have a higher probability of impacting the Fort Vancouver National Historic Site than those that replace the existing bridges in place, or those that build a new supplemental bridge to the west (downstream).
- (e) Some river crossing Concepts include the conversion of one of the existing freeway bridges for LRT use. While that is technically feasible, the cost of retrofitting the bridges to include the modified decking, electric systems, cathodic protection, and other conversion costs would be significant. If upgrading the bridge to meet current seismic standards is required, the retrofit costs could easily exceed the costs of a new LRT bridge. Further study of this concept would require a detailed investigation of the retrofit costs, and a comparison of those costs to a new bridge.
- (f) Concepts that provide for separate LRT and freeway bridges could potentially allow the LRT and highway projects to move forward independently of each other. However, further analyses are required to address the joint or separate bridge decision. Such a decision is likely to be based on LRT and highway alignment design requirements, right-of-way and environmental impacts, land use opportunities and constraints relative to siting an LRT station on Hayden Island, construction costs, traffic staging, operating concerns, and potentially other concerns as well.
- (g) If subsequent studies indicate that the two modes can and should be considered separately, there is potential timesaving for LRT, which may be implemented in a shorter time period given that substantial environmental and design work has already been completed in the South/North EIS.

B1 Recommendations –Bridge Influence Area:

- (a) New transit and vehicle capacity should be constructed across the Columbia River in the I-5 Corridor.
- (b) For vehicles, there should be 3 through lanes (and not more than 3) in each direction and up to two auxiliary and/or arterial lanes in each direction across the Columbia River (total 5 lanes in each direction). For transit, there should be two light rail tracks across the Columbia River in the I-5 Corridor.

- (c) In the Bridge Influence Area, SR 500 to Columbia Blvd., the freeway needs to be designed to balance all of the on and off traffic, consistent with 3 through lane Corridor capacity and up to 5 lanes of bridge capacity, in each direction.
- (d) In adding river-crossing capacity and making improvements in the Bridge Influence Area, every effort should be made to: A) avoid displacements and encroachments, and B) minimize the highway footprint in the Corridor, and C) minimize use of the freeway for local trips.
- (e) The proposed design should include safety considerations.
- (f) As a first step towards making improvements, the bi-state region should undertake an Environmental Impact Study for a new river crossing and potential improvements in the Bridge Influence Area.
- (g) In the EIS, the following BIA elements should be studied:
 - i. 8 or 10 lane freeway concepts;
 - ii. Replacement or Supplemental Bridge;
 - iii. Joint use or non-joint use Freeway/LRT Bridge;
 - iv. 8-lane freeway with joint LRT/2-lane arterial; and
 - v. HOV throughout the I-5 Corridor.
- (h) Evaluate whether or not a 6-lane freeway plus two 2-lane arterials, one in the vicinity of the I-5 corridor and one in the vicinity of the railroad bridge, is a viable alternative for consideration in the EIS.
- (i) The following concepts do not show promise for addressing the Corridor's problems and should not be considered in an EIS:
 - i. Collector-Distributor bridge concepts;
 - ii. Arterial-only bridge concepts; and
 - iii. Tunnel concepts.
- (j) Special consideration needs to be given to the architectural aesthetics of any new structures to be built, particularly any new bridge structures.

V. Additional Rail Capacity

Al.1 Key Findings – Freight and Inter-City Passenger Rail

- (a) Several low-to-medium cost solutions can significantly improve existing rail capacity. A series of projects have been identified by the railroads, Ports and the Oregon and Washington Departments of Transportation as viable, if funding were available. They are already well into planning or development, are operational, or are “relatively” low cost (\$132 million) compared to more major improvements.
- (b) Additional passenger service in the Portland-Vancouver corridor will require major rail capacity improvements north of Vancouver, and south of Portland, as well as agreements between the railroads and affected state departments of transportation.
- (c) The principal “incremental” improvements include:
 - i. Two-main track bypass around BNSF’s Vancouver Yard;
 - ii. Revised crossovers and higher turnout speeds at North Portland Junction;
 - iii. Second main track and increased track speeds between N. Portland Junction, Peninsula Junction, and Fir on UP’s Kenton Line;
 - iv. Expanded capacity and longer tracks at Ramsay and Barnes Yards; and
 - v. Connection in the SE quadrant at E. Portland between UP’s Brooklyn and Graham Lines.
 - vi. Increased track speeds between UP Willsburg Junction and UP Albina.
 - vii. An upgraded “Runner” or River Lead between Albina and East Portland, and a second track through the East Portland interlocking.
- (d) The “incremental improvements” are sufficient to address capacity needs for approximately 5 – 10 years, given a growth rate of 1.625% - 3.25% per year, at a performance level of 200 hours of delay (96 hours).
- (e) In approximately 10 - 20 years, additional improvements beyond the identified “incremental improvements” will be needed to accommodate growth of both inter-city passenger and freight rail, depending on economic growth rates and acceptable levels of service.
- (f) Within the next 10 to 20 years, improvements to accommodate the growth on the rail system may include: the separation of the UPRR and BNSF rail lines in the N. Portland Junction and additional capacity across the Columbia River.
- (g) The incremental improvements, and later additional improvements noted in (e) above, will provide acceptable freight capacity for 10 – 20 years, and some marginal capacity to accommodate the 10-year plans for 8 additional inter-city passenger trains, but not for commuter rail service.
- (h) Determining the exact nature and cost of these incremental and additional, future improvements will require further study.

- (i) If rail capacity does not increase, reliability will decline and travel time and shipping costs may increase. Rail shippers may be forced to divert traffic, change modes or relocate. Inter-city passenger service may not be able to be expanded.
- (j) If inter-city passenger rail service is to expand, privately-owned rail facilities will require public-private cooperation to address capacity issues that constrain the system.
- (k) The economics of freight movement make freight rail not as competitive with trucks at distances less than 500 miles, depending on commodity shipped.
- (l) If capacity improvements are not implemented, rail congestion will increase, and shippers will consider alternative modes of moving freight, particularly by truck.
- (m) The cost of delay to the freight railroads ----- as related to direct rail operating costs --- will vary depending on geographic area, and types of trains and commodities shipped. An average direct cost of delay is estimated at \$300 per hour of train delay. This figure, however, does not reflect the full impacts of the costs of delay, to both the railroads (potential loss of business revenue), and to the regional economy (jobs; loss of local businesses; and impacts on port development).
- (n) A lift span in the center of the railroad bridge would result in greater and safer use of the center span of the Interstate Bridges by barge traffic, resulting in fewer lifts of the Interstate Bridge and reducing delay on I-5.

AI.2 Key Findings – Commuter Rail

- (a) Commuter rail service cannot operate effectively on the freight rail network over the next 10 – 20 years, even with the identified incremental and additional network improvements. Commuter rail service could be instituted only on a separated passenger rail-only network. A separated passenger rail-only, high-speed rail system would improve intercity passenger rail service and could drive the feasibility of commuter rail in the region. However, the capacity analysis shows taking intercity passenger rail service off of the freight rail network would not free up enough capacity on the existing rail network.
- (b) The unconstrained commuter rail system modeled for the I-5 Partnership process provides fast travel times. It serves areas not well served by transit, particularly suburban and outlying areas (Salmon Creek, North Clark County, I-205 Corridor and East Clark County). It does not appear to serve the same market as light rail.
- (c) The cost of a separated passenger network is \$1.5 - \$1.7 billion. These higher costs have a higher level of uncertainty than the other studied options. This uncertainty is attributed to geologic issues, the potential for significant right-of-way costs, the need for environmental mitigation, and the need for additional connecting transit service, feeder bus service, and Rose Quarter station and connections.
- (d) The Commuter Rail service modeled assumes new dual tracks over the entire length of service area (Ridgefield to Washougal). Train frequencies, average speed, travel times, and estimated ridership is based on dual tracks throughout proposed network.

A combination of dual tracks, and single tracks with periodic sidings for train meets and passing may be possible, but will likely result in less frequent service, slower average speed, longer travel times, and reduced ridership.

- (e) Potential commuter rail right-of-way displacements associated with a new, dual-track system, include approximately: 35 residences on the Ridgefield line, 55 residences on the Washougal line, 4 to 5 industrial properties in Portland and 8 in Vancouver. The alignment may also require the relocation of SR 14 or the Evergreen Highway at several "pinch points" along the Washougal line. Finally, there will likely be additional neighborhood impacts from noise, traffic, retaining walls, and the high volume of feeder bus connections necessary to serve the 78th St./Lakeshore and Ridgefield stations.
- (f) Further study would be needed of the capacity of a joint LRT/transit bus/commuter rail service transit center at the Rose Quarter Transit Center to accommodate the high volume of transferring transit riders anticipated. The commuter rail service modeled assumes sufficient LRT and bus capacity for the necessary regional connections, but does not include the cost for a Transit center. Finally, this particular alignment is not consistent with the City of Portland's plan designation of Union Station as its Regional Transportation Center.
- (g) Commuter rail may impact the direction of growth in the region by facilitating the development of lower density residential housing patterns in suburban and outlying areas of Clark County, instead of to more serviceable urban locations.
- (h) The environmental impacts from commuter rail include the crossing of significant wetlands by the Ridgefield line, and the mitigation costs are not included in the above cost estimates.
- (i) In regions with similar population characteristics as the Portland/Vancouver area, all-day commuter rail service is not common. Most such systems operate peak-period service only. Systems that offer limited mid-day service have generally experienced a 10 - 20% increase in ridership over their daily, peak period ridership. Four-hour PM peak ridership estimates is 8,150, and using the 10 - 20% factor, 8,965 - 9,780 all-day riders.
- (j) As modeled, commuter rail with the light rail transit loop will reduce river crossings by 1,700 vehicles during the 4-hour PM peak period, or about 560 vehicles in the peak hour, both directions, both bridges. This is a 2% reduction in vehicle crossing of the Columbia River in the PM peak four hours.
- (k) Commuter rail creates potential funding competition between it and LRT because both are eligible for the same federal "New Starts" funding pool.

B1.1 Recommendations – Freight Rail

- (a) The proposed Bi-State Coordination Committee should establish a public/private forum to implement these rail recommendations. The “Bi-State Rail Forum” should be comprised of representatives from Oregon and Washington Departments of Transportation, regional planning agencies (Metro, RTC), Ports of Portland and Vancouver, cities of Portland and Vancouver, Amtrak and the Union Pacific and Burlington Northern/Santa Fe Railroads. The Rail Forum would serve as an advisory group to the Bi-State Coordination Committee for the identification of needed rail capacity improvements, highway/rail grade separations, and Port access projects.
- (b) The Bi-State Coordination Committee, through the Rail Forum, should initiate an aggressive program to:
- i. Facilitate the efficient rail movement of freight in the Portland/Vancouver region;
 - ii. Coordinate the multi-modal transportation services offered in the area to increase port access and streamline the movement of freight throughout the I-5 Corridor;
 - iii. Coordinate with other freight movers (truck, barge, marine, aviation) to facilitate inter-modal connections, minimize conflicts among modes, and maximize cooperation; and
 - iv. Develop strategies to implement the specific findings of the I-5 Partnership Rail Capacity Study, including prioritizing and scheduling the “incremental improvements.”
 - v. Study and pursue the rail infrastructure improvements required to accommodate anticipated 20 year freight rail growth in the I-5 Corridor and frequent, efficient intercity passenger rail service between Seattle, Portland and Eugene. This may include: the separation of the UPRR and BNSF rail lines in the N. Portland Junction and additional capacity across the Columbia River.
- (c) The Bi-State Coordination Committee, through the Rail Forum, should also:
- i. Negotiate the cost allocation responsibilities between public and private stakeholders;
 - ii. Work collaboratively with regional governments and agencies to advocate for the funding and implementation of rail projects at federal, state, regional and local levels; and
 - iii. Explore means to facilitate the operation of the BNSF Columbia River Rail Bridge by seeking funding for the replacement of the existing “swing span” with a “lift span” located closer to the center of the river channel. Locating a “lift span” in the center of the river will facilitate safer barge movements between the I-5 Interstate Bridge and the BNSF rail bridge. A “lift span” can

be opened and closed more quickly than a “swing span”, thus reducing the delay of crossing the river for freight rail.

- iv. Coordinate with the Congressional delegations of both states, regional agencies, and railroads, to encourage the US Coast Guard to recognize the hazard to navigation caused by the existing BNSF railroad bridge, and to award Truman-Hobbs Act funding to replace the existing “swing span” with a “lift span.”

B1.2 Recommendations – Inter-City Passenger Rail

(a) The Bi-State Coordination Committee, through the Rail Forum, should:

- i. Coordinate efforts by both states to encourage greater funding at the state and federal level for additional inter-city passenger rail service along the federally designated, Pacific Northwest High Speed Rail Corridor, recognizing the need to ensure compensating capacity to the private railroads for any loss of freight capacity;
- ii. Coordinate with the Congressional delegations of both states to encourage passage of pending federal legislation for enhanced funding of High Speed Rail service in the Corridor; and
- iii. Work cooperatively with freight railroads to add capacity to the existing rail lines, where appropriate, to enable additional operation of inter-city passenger rail service. This capacity might be achieved either by compensating capacity used by the addition of inter-city passenger trains on the freight network rail lines, or by separating passenger train service from the freight network and putting it on a passenger rail-only network, as appropriate; and
- iv. Support efforts to add capacity outside the Portland/Vancouver region that will improve train speeds and enable additional intercity passenger rail service.

B1.3 Recommendations – Commuter Rail

(a) Commuter rail should not be studied in an EIS at this time.

VI. Land Use and Land Use Accord

A1 Key Findings –Land Use:

- (a) Without changes in land use policy, the following land use development trends can be expected, regardless of the transportation actions taken in the I-5 Corridor:
 - i. Population and employment growth in the Portland/Vancouver region are developing in a dispersed pattern. A significant share of households and employment are locating at the urban fringe, within adopted zoning.
 - ii. There will be more job growth in Clark County than anticipated in our current adopted plans. Even with a reduced percentage of commuters crossing the river, I-5 will be congested.
 - iii. Industrial areas are at risk of being converted to commercial uses, threatening the availability of industrial land in the Portland/Vancouver region and increasing traffic congestion in the I-5 Corridor.
- (b) Without investment in the I-5 Corridor, we can expect that traffic congestion and reduced travel reliability will have an adverse economic effect on industries and businesses in the Corridor.
- (c) With highway and transit investments in the Corridor, there will be travel-time savings that can be expected to have the following benefits:
 - i. Attract employment growth toward the center of the region to the Columbia Corridor along the I-5 Corridor from elsewhere in the region;
 - ii. Strengthen the regional economy by attracting more jobs to the region;
 - iii. New job opportunities for residents near the I-5 Corridor because of their close proximity to the Corridor improvements being considered; and
 - iv. Mixed use and compact housing development around transit stations.
- (d) Highway and transit investments in the Corridor also carry risks if growth is not well managed:
 - i. Increased demand for housing in Clark County due to the location of jobs in the center of the region;
 - ii. Increased pressure to expand the Clark County urban growth area along the I-5 Corridor to the north; and
 - iii. Industrial areas are at greater risk of being converted to commercial uses at new and improved interchanges with the improved travel times at these locations.

- (e) Growth must be managed to ensure that:
 - i. Growth in Clark County does not result in new capacity being used by commuters, instead of for goods movement;
 - ii. The expected life span of investments is not shortened;
 - iii. Scarce industrial land is not converted to commercial uses; and
 - iv. Local jurisdictions implement necessary zoning and regulatory changes to attract mixed use and compact housings around transit stations.
- (f) The recommendations and potential improvements called for in this strategic plan are largely compatible with state, regional and local land use plans. (See Attachment C, Page A23.)

B.1. Recommendations – Land Use and Land Use Accord

- (a) To protect existing and new capacity and support economic development, RTC and Metro, along with other members of the current Bi-State Transportation Committee, should adopt and implement the Bi-State Coordination Accord. (See Attachment D, Pages A36). Key elements of the Accord include the following:
 - i. Jurisdictions and agencies agree to protect the I-5 Corridor and will manage development to:
 - 1. Preserve mobility and protect industrial land along I-5;
 - 2. Protect existing, modified and new interchanges;
 - 3. Adopt development plans for transit station areas; and
 - 4. Coordinate management plans.
 - ii. The Bi-State Transportation Committee will expand its role to review and advise JPACT, RTC, other councils, commissions and boards on:
 - 1. Management plans, interchange plans and agreements and transit station plans for the I-5 Corridor; and
 - 2. Other transportation, land use and economic development issues of bi-state significance.
 - iii. Jurisdictions and agencies agree before new river crossing capacity is added to adopt drafts of management plans, agreements and actions and include in environmental documents.
 - iv. Jurisdictions and agencies agree before I-5 is widened at Delta Park to:
 - 1. Form the Bi-State Coordination Committee; and
 - 2. Have the Committee review environmental documents.
 - v. Complete plans to manage existing interchanges with deliberate speed.
- (b) The Accord signatories need to develop the operational details of the Accord through the proposed Bi-State Coordination Committee.

VII. Transportation Demand/System Management (TDM/TSM)

A1 Key Findings – TDM/TSM:

- (a) Transportation Demand Management (TDM) and Transportation System Management (TSM) are essential strategies for improving our mobility. TDM is about reducing auto trips, shortening some, eliminating others, and making our transportation systems more efficient. TSM measures are designed to manage the transportation system to improve its operation, reliability and efficiency for all users. TSM measures can also be targeted to improve the transportation system for specific users such as carpools, transit or freight.
- (b) TDM/TSM can be thought of like a package of common business-management practices known as “asset management.” Just as business tries to increase efficiency, respond to its market and use new technology, so does TDM/TSM. Just as business tries to maximize its capital return through adding second employee shifts, TDM tries to maximize the existing highway capacity by managing peak demand and reducing the share of single occupant vehicle trips. Business may use “just-in-time” inventory while TSM uses traffic signal timing and timed transfers. A business uses express checkout stands and frequent flyer benefits while TDM offers HOV bypasses and discounted transit passes. Business develops new products – or new and improved products – while TDM develops new services like vanpooling – or new and improved transit routing.
- (c) There is no single silver bullet in the TDM/TSM arsenal. However, additional transit service is the single most important investment necessary to achieve TDM/TSM targets and TDM/TSM strategies are most effective when used in a coordinated approach. Current TDM measures focus primarily on peak period commute trips. Future TDM/TSM activities must be broadened to face the challenge of non-work trips as well.
- (d) Some TDM/TSM actions can be specifically targeted to the I-5 Corridor. However, most TDM/TSM actions can only be broadly applied, region-wide. The Bi-State Region has basic TDM/TSM service levels in place. Policies and employer-based programs have increased the visibility and success of demand management programs and have helped to extend them throughout the Region.
- (e) TDM and TSM actions are an important part of the I-5 Corridor Strategic Plan. They can minimize transportation capacity needed in the I-5 Corridor and maximize the transportation system’s reliability, efficiency and useable life. While the focus is on achieving Corridor-wide targets, these targets cannot be met without Regional goals being in place.

- (f) The TDM/TSM recommendations will be most effective only if the Region also provides and implements the other Strategic Plan recommendations, especially:
 - i. Transit services will be provided to Clark County with an LRT loop and supplementary express bus service;
 - ii. Current planned park and ride lots will be funded and constructed. Additional park and ride spaces will be made available to support the light rail system;
 - iii. An HOV lane will operate in both directions between Going Street in Portland and 134th Street in Vancouver;
 - iv. The new river crossing(s) will include a quality bicycle/pedestrian facility; and
 - v. Land use actions that support alternative mode share will continue to be pursued in the Region and I-5 Corridor.
- (g) Costs and effectiveness for the most-promising TDM/TSM actions have not currently been quantified due to the interrelated nature of the activities and lack of detailed accounting for individual TDM and TSM costs. For example, TDM education program success depends on the availability of good transit service, the price of parking, the quality of the education program and many other costs that are not estimated separately in practice.

B1 Recommendations – TDM/TSM:

- (a) Final targets: Ultimately, the proposed Bi-State Coordination committee should adopt final TDM/TSM targets for the I-5 Corridor and the Region that are acceptable, attainable and measurable.
- (b) The following **interim targets** should be adopted now by the jurisdictions and agencies in the I-5 Corridor; and ultimately by the proposed “Bi-State Coordination Committee.” The Region’s Travel Demand Forecasting Model, monitoring programs, or other mutually agreeable methods should measure them:
 - i. Increase Non-Single Occupancy Vehicle share, including transit and vanpools, across the Columbia River (I-5 and I-205) in the peak periods to 43%² by the year 2020. Year 2000 non-SOV use is estimated at 38%³ for the PM peak.
 - ii. Maintain average, mid-day travel speeds through the I-5 Corridor at 70% of the maximum posted speed limits (50 to 60 mph) for trucks on I-5 traveling between I-405 and I-205 to avoid spreading the peak hours of congestion into the mid day period when the most trucks are on the road. Currently the

² Data Source: Metro’s Regional Travel Forecast Model for year 2020. This scenario assumes additional TDM measures beyond Metro’s Regional Transportation Plan TDM assumptions. The percentage excludes trucks and inter-regional trips i.e. external-to-external trips.

³ Data Source: Metro’s Regional Travel Forecast Model for year 2000. The percentage excludes trucks and inter-regional trips i.e. external-to-external trips.

average mid-day speed is at 58 mph between I-84 and I-205 on I-5 (speed limits in the corridor range between 50 and 60 miles per hour).

- iii. Reduce daily VMT/capita for the urban areas of the four-county region by 10% by 2020. Current daily regional VMT/capita is estimated at 16.4 miles/person.
 - iv. Increase peak period, travel reliability through the I-5 Corridor and major arterials in the Corridor by maintaining travel times for all vehicles.⁴
- (c) **Overall Objectives:** In addition to the other Task Force infrastructure and land use recommendations, the Region's commitment to basic TDM/TSM services should be expanded and enhanced, existing gaps in services should be filled, and funding should be increased beyond current levels. A mix of promising TDM/TSM actions described in the attached "Action Items and Rough Costs Matrix" should be implemented for:
- i. *Alternative Mode Services* that provide an option to driving alone;
 - ii. *Alternative Mode Support* that makes it easier to use other modes;
 - iii. *Worksite-Based Strategies* that focus on education and incentives at the workplace;
 - iv. *Public Policy and Regulatory Strategies* that influence mode choice;
 - v. *Pricing Strategies* that change parking or road prices; and
 - vi. *TSM Strategies* that improve efficiency of the road system.
- (d) **Support Transit:** Additional transit service is the single most important investment necessary to achieve the TDM/TSM targets. Additional service coverage, frequency and availability throughout the day will provide the foundation for success. The Region's transit agencies, with the support of other jurisdictions and agencies, should seek the necessary public funding for transit service improvements. On a region-wide basis, the Region spends \$162 million per year to operate the transit system. An additional \$155 million per year is needed to operate transit services at the "Priority" level assumed in the Task Force's "Baseline" for 2020. (Note: Tri-Met needs the higher "Preferred" level of funding to meet Metro's 2040 Goals.)
- (e) **Fund Study for Plan:** The regional transportation partners, with the guidance of the proposed "Bi-State Coordination Committee," should collaboratively prepare an "I-5 TDM/TSM Corridor Plan" to identify the final TDM/TSM targets, implementation details, funding sources, priorities and costs. Upon its completion, the proposed "Bi-State Coordination Committee" should review the plan, finalize both Corridor and Regional targets, and lead an effort to secure additional funding for the selected TDM/TSM measures. The proposed Bi-State Coordination Committee should establish a geographically balanced TDM subcommittee to assist its I-5 Corridor and Regional TDM/TSM target-setting and plan implementation. The cost of completing the "I-5 TDM/TSM Corridor Plan" is approximately \$250,000.

⁴ This issue and the final target reference points should be part of the study noted in section s F and G, below. Travel time reliability could be improved by decreasing the number, severity and duration of incidents in the Corridor through improved incident response. Improving the travel time reliability on I-5 should be balanced with the suitable travel times on the adjacent arterials.

(f) **Plan Elements:** The Plan should:

- i. Evaluate the proposals in the “Action Items and Rough Cost Matrix; (See Attachment E, page A43);
- ii. Include person and truck travel survey results to document existing travel patterns and supplement other ongoing behavior survey data;
- iii. Identify the short-term (before construction of improvements), mid-term (during construction) and long-term (after construction) TDM/TSM actions for the I-5 Corridor and Region, in addition to the “Recommended Current Actions” noted below;
- iv. Identify the level of funding needed to achieve the level of trip reduction agreed to by the proposed Bi-State Coordination Committee (based on final Corridor and Regional targets); and
- v. Identify lead agency/jurisdictional responsibilities for implementation and tracking success.

(g) **Recommended Current Actions:** The jurisdictions and agencies in the I-5 Corridor and the Region should take action now. At a minimum, the Region should maintain and strengthen the TDM and TSM programs on both sides of the river. Additionally, the Task Force recommends implementation of the “current actions” and the additional “new money” investments noted in the following chart. The estimated annual costs for these “current actions” are roughly \$1.9 million per year or about \$9.5 million over five years. While the recommended TDM/TSM actions are I-5 Corridor-focused, the Task Force recommends a regional approach, given the inherent inter-relationship of the I-5 Corridor and the Regional transportation system.

<u>Recommended Current Action Items – I-5 Corridor Focused</u>	<u>Annual Cost Estimates</u>
1. Education and outreach to provide information about work destination based, peak hour travel options. The first phase would be a survey to document existing origin and destination travel patterns.	\$1,000,000
2. Promote business subsidy of transit passes for employers.	\$10,000
3. Promote carpoolmatchNW.org to assist in carpool formation.	\$150,000
4. Offer guaranteed rides home at work sites.	\$20,000
5. Explore methods to better integrate C-Tran and Tri-Met printed and real-time customer information to expedite Bi-State travel using both systems. (E.g. C-TRAN service information on Tri-Met Real Time Kiosks and expanding the number of kiosks would cost approximately \$300,000.)	\$300,000
6. Explore business and community interest for additional and/or expanded Transportation Management Association in the I-5 Corridor between the Columbia River and Lloyd District, including Swan Island, Rivergate and Interstate Avenue. (One-time study)	\$50,000
7. Increase coordination between Oregon and Washington Transportation Management Centers to improve freeway management and operations, including incident management.	\$200,000
8. Identify priority locations for planned ramp meters and deploy integrated, bi-state, ramp meter timing for the I-5 and I-205 Corridors.	\$140,000
Total Estimated Annual Cost	<u>\$1,870,000</u>

- (h) **Recommended Mid-Term Actions:** The regional partners should begin planning for the TDM/TSM measures necessary during the construction of the I-5 Corridor improvements.
- (i) **Recommended Long-Term Actions:** TDM and TSM strategies from the "I-5 TDM/TSM Corridor Plan" should be evaluated further in the environmental process for the I-5 Corridor improvements. The TDM/TSM strategies should be part of any final I-5 Corridor project.
- (j) **Timing:** The proposed Bi-State Coordination Committee needs to agree on the "I-5 TDM/TSM Corridor Plan," TDM/TSM targets for the I-5 Corridor and the Region, and the appropriate levels of financial commitment and implementation that must be in place before construction begins on any new river-crossing capacity.

VIII. Environmental Justice

A1 Key Findings – Environmental Justice:

- (a) The states of Washington and Oregon have initiated the Portland/Vancouver I-5 Transportation and Trade Partnership in response to the problem of growing congestion on the highway and rail systems.
- (b) The I-5 Partnership Task force has adopted a problem, vision and values statement to guide its work. The statement reads, in part: “The principles of environmental justice will be followed in developing the Strategic Plan and making recommendations for the corridor.”
- (c) There are four fundamental environmental justice principles:
 - i. To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
 - ii. To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
 - iii. To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.
 - iv. To incorporate analysis in the EIS process of cumulative risks and disparate impacts due to multiple exposures.⁵
- (d) Highway and transit projects recommended by the I-5 Partnership Task Force are in or near low-income and/or minority communities both in Oregon and Washington.
- (e) To begin defining how the draft recommendations for improvements to the I-5 Corridor may impact and benefit low-income and minority residents, a series of meetings – two meetings in each state – were held with community stakeholders.

B1 Recommendations – Environmental Justice

- (a) A community enhancement fund for use in the impacted areas in the I-5 Corridor in Oregon and Washington should be established. Such a fund would be in addition to any impact mitigation costs identified through an environmental impact statement and would be modeled conceptually after the “1% for Arts” program, the I-405 Mitigation Fund and the St John’s Landfill Mitigation Fund. The Bi-State Coordination Committee would recommend the specific details in conjunction with the Environmental Justice Work Group noted in (g) below.
- (b) Continued work should be done to complete a list of communities, organizations and agencies to outreach to low income and minority communities during the EIS process.

⁵ A reasonable effort, consistent with applicable EPA standards should be made in the EIS to assess cumulative impacts.

- (c) ODOT and WSDOT, in cooperation with the potentially impacted communities, should develop a methodology and criteria to map low income and minority communities in areas potentially affected by the recommendations from the I-5 Partnership. The methodology and criteria will be applied to 2000 Census data (currently income data only exists for 1990 and new data will not be available until the summer of 2002) for use in the EIS.
- (d) A list of potential positive and negative community impacts were identified by the stakeholders and should be taken into the EIS process to be used as a beginning point to conduct further analysis on impacts. (See Attachment F, page A49).
- (e) Should there be a finding during the EIS process that there are disproportionate impacts for environmental justice communities, the list of potential community benefits identified by the stakeholders should be a starting point for a community conversation about how to offset impacts and/or bring benefits to the impacted community. (See Attachment G, page A54).
- (f) During the EIS process, special attention needs to be paid in conducting outreach to low-income and minority residents in the study area. Community stakeholders generated a list of outreach and involvement ideas. This list should be taken into the EIS process and used as the basis to develop a public outreach and involvement plan that includes outreach to low income and minority communities. (See Attachment H, page A60).
- (g) A Public Involvement and Environmental Justice Working Groups should be formed at the beginning of the EIS. Work group membership should include representatives from EJ communities along the corridor. The Public Involvement working group should address public outreach. The Environmental Justice working group membership should include liaisons to the Public Involvement working group to ensure community concerns are incorporated into the EIS and that adequate emphasis is placed on the potential impacts and benefits to low income and minority communities.

IX. Additional Elements and Strategies Considered

A1 Key Findings – West Arterial Road

- (a) The West Arterial Road is a possible complement to, but does not substitute for I-5 improvements. While this potential improvement falls slightly behind on all measures of transportation performance it does provide significant benefits. Compared to Baseline 2020 time travel savings between downtown Portland and downtown Vancouver are approximately 6 minutes, delay is reduced by 20%, and congestion is reduced by 17%.
- (b) This option has several benefits to the regional transportation system including: relieving traffic on I-5, providing an additional connection between Oregon and Washington, relieving the St. Johns neighborhood of through truck traffic, and providing an efficient south-north arterial for a) freight movement between key industrial areas in the Portland/Vancouver area and b) other traffic in North Portland.
- (c) However, the traffic impacts to Vancouver neighborhoods and the downtown Vancouver district are significant. It is very likely that arterial roads leading to this new connection would need to be widened to accommodate the traffic traveling between the West Arterial Road and the freeway. The widening of these arterial roads would need to be mitigated.
- (d) The West Arterial Road, as currently conceived, would have similar property impacts as improvements in the I-5 Corridor. This does not account for property impacts that would occur if arterial roads need to be widened to accommodate traffic access to this new road.
- (e) Due to the fact that the West Arterial road crosses Hayden Island, home to a variety of wildlife species and a high quality wetland, it has the greatest potential for impacts to natural resources of all the option packages with moderate to major impacts likely.
- (f) While the West Arterial Road appears to result in less emissions directly at the freeway, emissions would increase on arterial roads.
- (g) The estimated cost of West Arterial Road is \$947 million (\$2001)

B1 Recommendation – West Arterial Road:

- (a) Further study of this option should be pursued and identified as a potential transportation solution for consideration in the future and should not be an alternative studied in the EIS for the Bridge Influence Area.

A2 Key Findings – Additional Elements and Strategies:

- (a) As part of the Task Force's work it considered many potential elements and strategies that are not specifically commented upon in this draft document. They include:
 - i. Addressing the Corridor's problems with land use actions and/or transportation demand management alone;
 - ii. A new freeway with bridge outside the I-5 Corridor

- (East of I-205, West of I-5) to connect Oregon and Washington;
- iii. Monorail;
 - iv. Personal rapid transit;
 - v. Hovercraft buses;
 - vi. People-movers;
 - vii. Water taxi;
 - viii. Ferry;
 - ix. Helicopters; and
 - x. Gondola, etc.

(b) The Task Force also considered various combinations of these elements and strategies.

B2 Recommendations – Additional Elements and Strategies

(a) The Task Force does not believe that they show promise for addressing the Corridor's problems and should not be considered in an EIS.

X. Financing Options

AI Key Findings – Financing Options

- (a) Highway and transit improvements in the I-5 Corridor between Portland and Vancouver will be an expensive undertaking. Capital costs (in 2001 dollars) are estimated as follows:

Bridge Influence Area ⁶	\$1.2 billion
Light Rail Loop	\$1.0 billion

- (b) Capital projects of the magnitude recommended by the Task Force typically require a variety of funding and financing mechanisms. The region will not be able to rely on any single revenue source.
- (c) There are several promising federal, state and local revenue sources that could be available for financing the proposed projects. (See Attachment I, page A65).
- (d) The revenue generating capacity of several of these sources taken together is quite large and provides the ability to bond all or most of the capital cost of the projects.
- (e) While it will be a difficult undertaking, requiring substantial political leadership, Oregon and Washington, in cooperation with federal and local governmental partners and, perhaps, private sector entities, have the financial capacity to construct the projects.
- (f) By constructing elements of the highway and transit improvements as separate components or in phases the financial impacts can be spread over a greater number of years and can enable a wider range of funding sources to be used for construction.
- (g) Developing a final funding package for the bi-state improvements will be a complicated process that will involve a number of diverse entities, including state legislatures, federal agencies, and various financial institutions.
- (j) To be fully effective, the capital investments must be supported by a significant increase in basic transit service. The light rail loop in Clark County must be served by frequent bus service. In addition, the single most important investment necessary to achieve the TDM/TSM targets is additional transit service coverage, frequency and availability throughout the day. Successful implementation of the draft recommendations will require a significant increase in transit operating revenue.
- (i) A focused bi-state and regional effort is needed to determine how to meet the region's goals for increased transit service. C-Tran operating revenue and service is particularly at risk. Due to the passage of I-695 in 2000, C-Tran's tax revenue was cut in half. They are currently filling that revenue gap with funds in their reserve

⁶ BIA costs include light rail costs of approximately \$150 - \$200 million. The costs, in 2001 dollars, could range from \$1.2 - 1.5 billion for the BIA, and \$1 - 1.3 billion for light rail depending on the final design, mitigation measures, and other unanticipated factors.

account, however, without an increase in basic operating revenue by 2007, transit services will be cut dramatically.

B1 Recommendations – Financing

- (a) Oregon and Washington, and the Portland/Vancouver region, should work together to identify opportunities to fund the widening of I-5 to 3 lanes in each direction between Delta Park and Lombard. This project is anticipated to be ready for construction by September 04.
- (b) Other capital elements of the transit and highway recommendations will take longer to fund. As a first step towards development of a financing plan for the highway and transit improvements, Oregon and Washington, together with regional partners and representatives of both legislatures should begin working together to explore long-term funding opportunities.
- (c) Tri-Met and C-Tran should undertake separate, yet coordinated efforts, to develop a plan to increase operating support to enable an expansion in transit service starting within the next five years. For C-Tran, a Transit System Development Plan should be developed in conjunction with the next planning steps for the light rail loop system.
- (d) Efforts to increase transit operating revenue for Tri-Met and C-Tran should be coordinated and discussed by the new Bi-State Coordinating Committee. The goal should be to establish regional transit financing commitments that will allow for an aggressive bi-state TDM program and expansion of transit service to support construction of the phased light rail loop.

XI. Next Steps and Implementation

B1 Recommendations – Next Steps and Implementation:

- (a) This Strategic Plan should be sent to the Oregon Transportation Commission, the Washington Department of Transportation, and to the metropolitan planning organizations in Portland and SW Washington for review and potential adoption into their transportation plans.

- (b) Parallel with the adoption of the transportation recommendations into the regional transportation plans, the metropolitan planning organizations in Portland and SW Washington should adopt a Bi-State Coordination Agreement and establish the Bi-State Coordination Committee. Once established, the Bi-State Coordination Committee should proceed with all deliberate speed to:
 - i. Form the TDM/TSM Forum and begin its work on the I-5 TDM/TSM Corridor Plan,
 - ii. Begin discussions and planning for investing more in the I-5 Corridor, including focused TDM/TSM actions that can be taken now, and
 - iii. Form the Rail Forum and begin its work.

- (c) As to highway and transit capital investments in the corridor:
 - i. Oregon and Washington, and the Portland/Vancouver region, should work together to identify opportunities to fund the widening of I-5 to 3 lanes in each direction between Delta Park and Lombard. This project is anticipated to be ready for construction by September 04.

 - ii. As a first step towards making improvements, the bi-state region should undertake an Environmental Impact Study for a new river crossing and potential improvements in the Bridge Influence Area. That study and the implementation of these recommendations should be guided by the Task Force's Problem Vision and Values Statement.

 - iii. In the EIS, the following BIA elements should be studied:
 1. 8 or 10 lane freeway concepts;
 2. Replacement or Supplemental Bridge;
 3. Joint use or non-joint use Freeway/LRT Bridge;
 4. 8-lane freeway with joint LRT/2-lane arterial; and
 5. HOV throughout the I-5 Corridor.

In addition, a 6-lane freeway plus two 2-lane arterials, one in the vicinity of the I-5 corridor and one in the vicinity of the railroad bridge, should be evaluated to determine if it is a viable alternative for consideration in the EIS.

The following concepts do not show promise for addressing the Corridor's problems and should not be considered in an EIS:

1. Collector-Distributor bridge concepts;

- 2. Arterial-only bridge concepts; and
 - 3. Tunnel concepts.
- iv. A Public Involvement and Environmental Justice Working Groups should be formed at the beginning of the EIS. Work group membership should include representatives from EJ communities along the corridor. The Public Involvement working group should address public outreach. The Environmental Justice working group membership should include liaisons to the Public Involvement working group to ensure community concerns are incorporated into the EIS and that adequate emphasis is placed on the potential impacts and benefits to low income and minority communities.
 - v. Parallel to this EIS process a plan for funding the highway and transit capital expenditures should be developed.
- (d) As to transit operations, Tri-Met and C-Tran should work with all deliberate speed to undertake efforts to increase operating support to enable an expansion in transit service starting within the next five years. This effort should be coordinated through the Bi-State Coordinating Committee.
- (e) ODOT and WSDOT should continue to work with environmental justice stakeholders to complete the research to identify groups and communities to conduct outreach with during the EIS process, and to identify the low income and minority communities that could be affected by the recommendations in this plan.

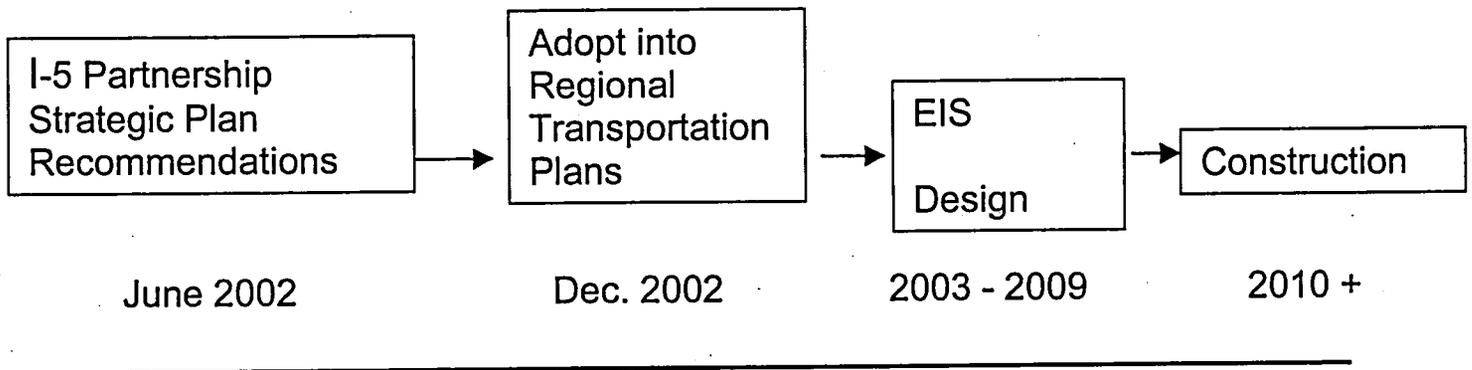




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Attachment A: Option Package Information

This attachment contains information relating to the option packages studied by the Task Force as a part of I-5 Partnership process. The option packages are:

- Express Bus/3 Lanes
- Light Rail/3 Lanes
- Express Bus/4-Lanes
- Light Rail/4-Lanes
- West Arterial Road

Each of the option packages has a transit and road element. In addition, the packages all call for increased transportation demand management and transportation system management, and a major increase in transit service throughout the Portland/Vancouver region.

The recommendations of the Task Force are for improvements to be made in the I-5 corridor consistent with the Light Rail/3 Lane package.

The first few pages of this attachment are a series of maps describing the option packages. The remainder of the attachment are a series of graphs that compare the options based on various measures of transportation performance such as hours of vehicle delay, transit travel time, etc.

Baseline 2020

134th to 99th

Add third lane each direction. New SB lane would operate as HOV during the morning peak period.

99th to the I-5 Columbia River Bridges

Third lane opened each direction fall 2001. Implement SB lane only as HOV during the morning peak period.

Hayden Island to Marine Dr.

Add new four-lane bridge.

Marine Dr. from Terminal 6 to Portland Rd.

Widen to five lanes.

Delta Park to Lombard

Add third SB lane and improve shoulders.

Columbia Blvd./Killingsworth St. Intersection and connection to I-205

Modify intersection.

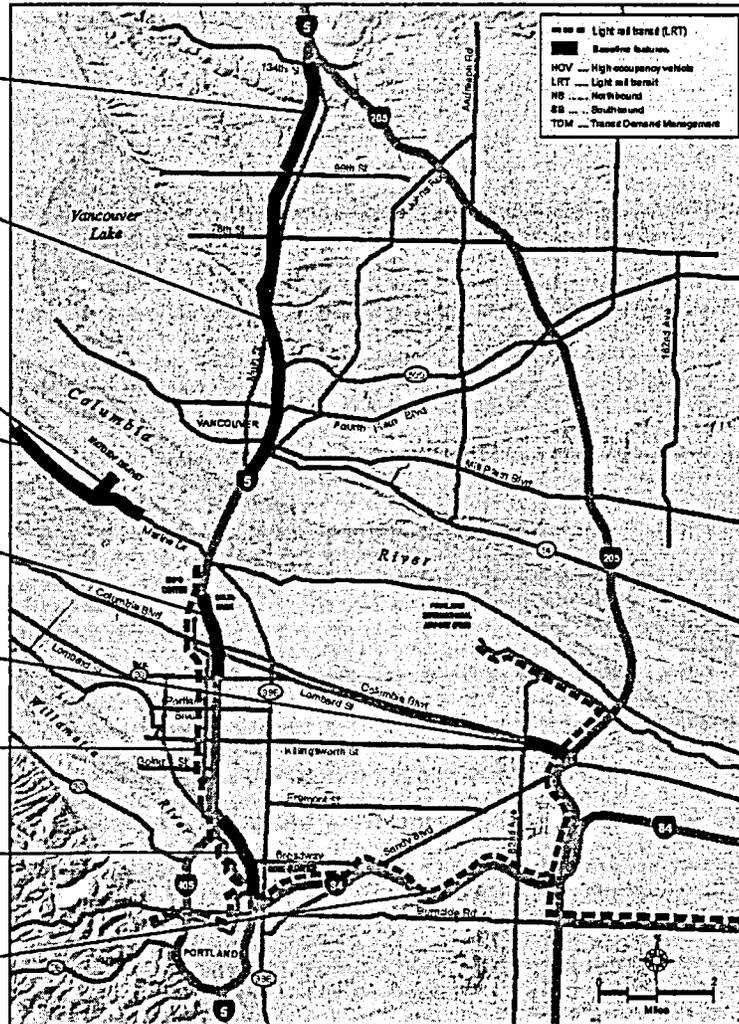
Expo Center to the Rose Quarter

LRT under construction with planned opening in 2004.

Rose Quarter (I-405 to I-84)

Add third lane in each direction. Reconfigure some existing ramps.

Existing LRT



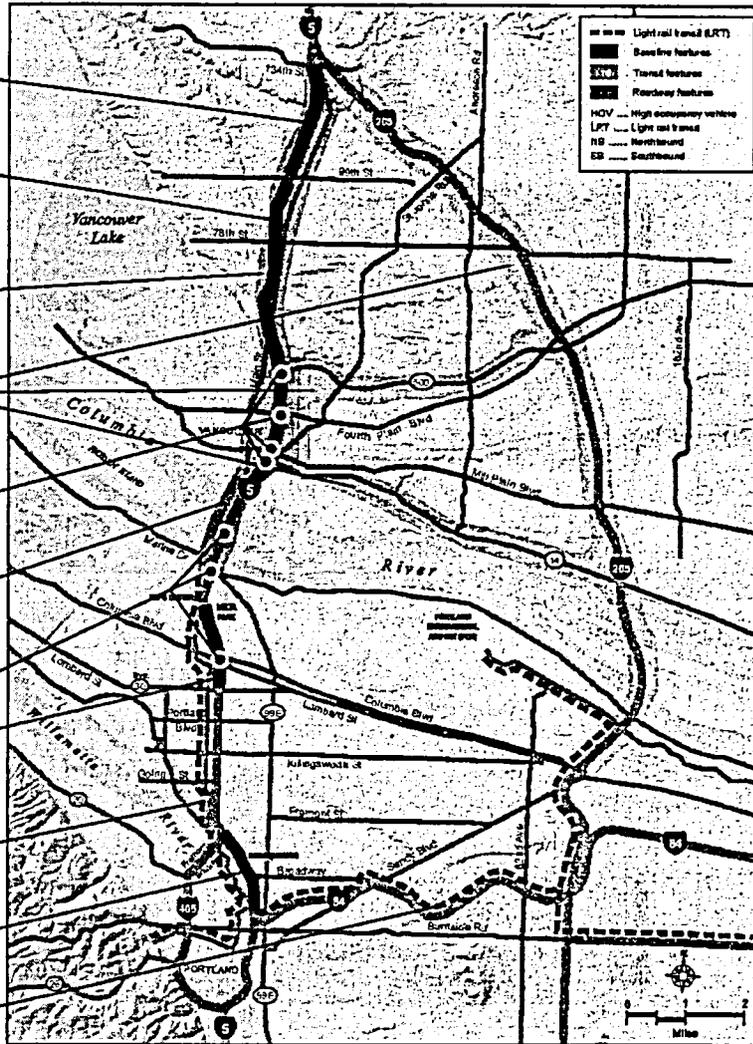
The Baseline 2020 option includes the regional transit and roadway improvements and transportation demand management (TDM) measures in the adopted transportation plans for Clark County and the Portland metropolitan area. This

figure shows the locations of the major improvements expected to affect transportation to, from, and along I-5. Baseline features are common to all options.



Express Bus – Short / 3 Lanes

- 134th to 99th**
Add third lane each direction. New SB lane would operate as HOV during the morning peak period.
- 99th to the I-5 Columbia River Bridges**
Third lane opened each direction fall 2001. Implement SB lane only as HOV during the morning peak period.
- Along I-5, from 134th in Vancouver to the LRT station at the Expo Center**
Add express bus service in HOV lanes.
- Along I-205, SR 500, and SR 14**
Possibly develop express bus service in general-purpose lanes.
- SR 500 to SR 14**
Potentially modify interchanges.
- Columbia River crossing**
Build a new, four-lane, supplemental, joint-use bridge for express bus, HOV, trucks, and Hayden Island access.
- Hayden Island to Columbia Blvd.**
Potentially modify interchanges.
- Delta Park to Lombard**
Add third SB lane and improve shoulders.
- Expo Center to the Rose Quarter**
LRT under construction with planned opening in 2004.
- Rose Quarter (I-405 to I-84)**
Add third lane in each direction. Reconfigure some existing ramps.
- Existing LRT**



The major feature of this option is the connection of the express bus service in Clark County with the Portland metropolitan LRT system. The

option also includes a new, supplemental I-5 bridge for express bus, HOV, and vehicular traffic.



Light Rail Loop / 3 Lanes

134th to 99th

Add third lane each direction. New SB lane would operate as HOV during the morning peak period.

99th to the I-5 Columbia River Bridges

Third lane opened each direction fall 2001. Implement SB lane only as HOV during the morning peak period.

134th to SR 500 along I-5 and I-205

Possibly extend LRT.

Downtown Vancouver to Vancouver Mall area along SR 500 or Fourth Plain

Extend LRT.

SR 500 to SR 14

Modify interchanges.

Along I-205, from NE 83rd Padden Expy to Parkrose Station

Extend LRT and connect to Airport MAX.

To Downtown Vancouver

Extend LRT.

Build supplemental bridge for . . .

- (1) Joint use — LRT, HOV, trucks, and Hayden Island access — or
- (2) LRT only

Hayden Island to Columbia Blvd

Potentially modify interchanges.

Delta Park to Lombard

Add third SB lane and improve shoulders.

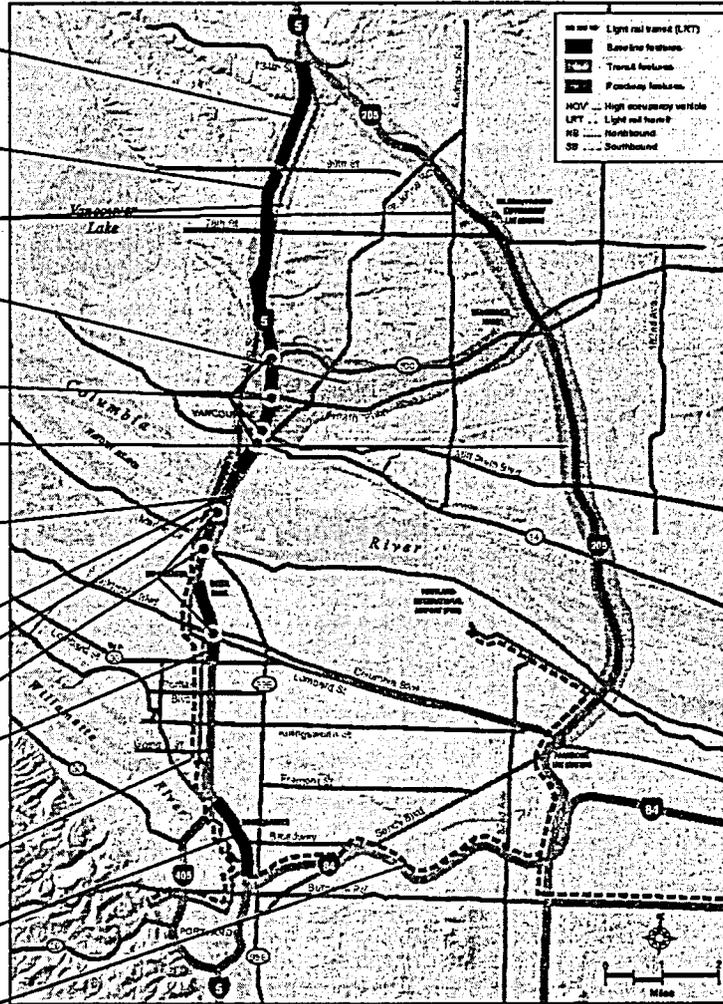
Expo Center to the Rose Quarter

LRT under construction with planned opening in 2004.

Rose Quarter (I-405 to I-84)

Add third lane in each direction. Reconfigure some existing ramps.

Existing LRT

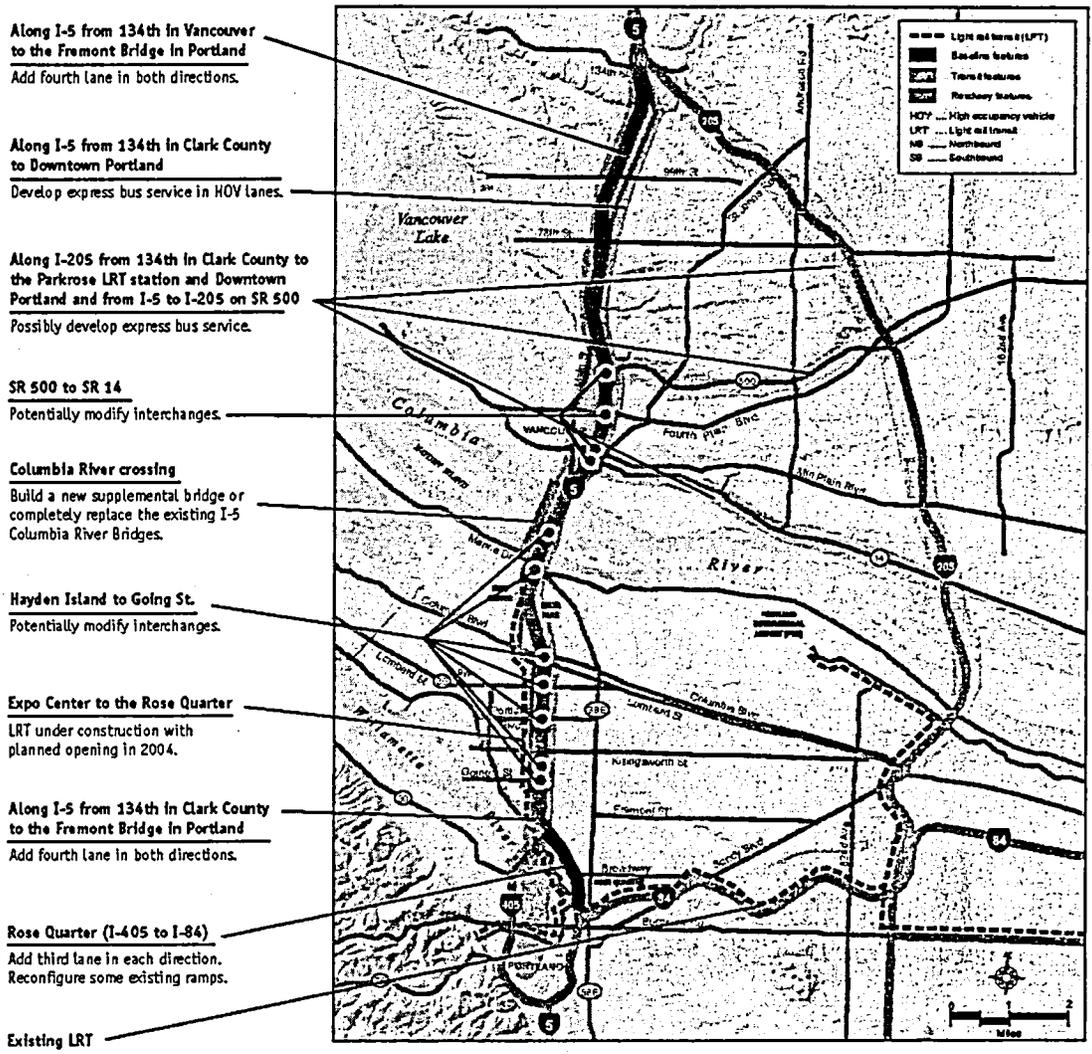


The major feature of this option is the development of an LRT system in Clark County connecting to the Portland metropolitan LRT system along I-5 and I-205. The option also includes a

new supplemental Columbia River bridge. Two variations of the bridge have been studied: (1) a joint-use bridge for LRT and motor vehicle traffic and (2) an LRT-only bridge.



Express Bus – Long / Add a 4th Lane



The major features of this option are:

- widening I-5 to add a fourth lane in each direction between 134th in Clark County and the Fremont Bridge in Portland that would operate as an HOV lane during peak periods
- connecting express bus service in Clark County with the Portland metropolitan LRT system



Light Rail Loop / Add a 4th Lane

Along I-5 from 134th in Vancouver to the Fremont Bridge in Portland
Add fourth lane in both directions.

134th to SR 500 along I-5 and I-205
Possibly extend LRT.

Downtown Vancouver to Vancouver Mall area along SR 500 or Fourth Plain
Extend LRT.

SR 500 to SR 14
Potentially modify Interchanges.

Along I-205, from NE 83rd Padden Expwy to Parkrose Station
Extend LRT and connect to Airport MAX.

Columbia River crossing
Build a new supplemental bridge or completely replace the existing I-5 Columbia River Bridges.

To Downtown Vancouver
Extend Interstate MAX.

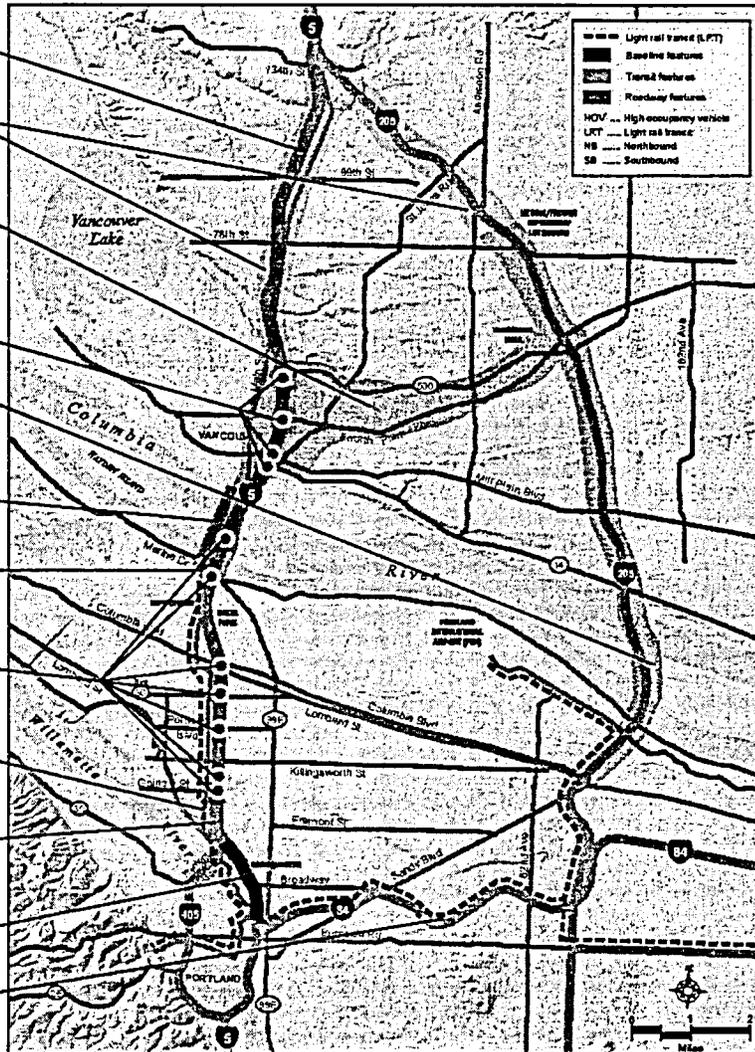
Hayden Island to Going St.
Potentially modify interchanges.

Expo Center to the Rose Quarter
LRT under construction with planned opening in 2004.

Along I-5 from 134th in Clark County to the Fremont Bridge in Portland
Add fourth lane in both directions.

Rose Quarter (I-405 to I-84)
Add third lane in each direction. Reconfigure some existing ramps.

Existing LRT



The major feature of this option is the development of an LRT system in Clark County connecting to the Portland metropolitan LRT system along I-5 and I-205. The option also includes

adding a fourth lane in each direction along I-5 from 134th in Clark County to the Fremont Bridge in Portland for HOV, express lanes, or freight use.



Figure 1: Transit Trips Across the Columbia River

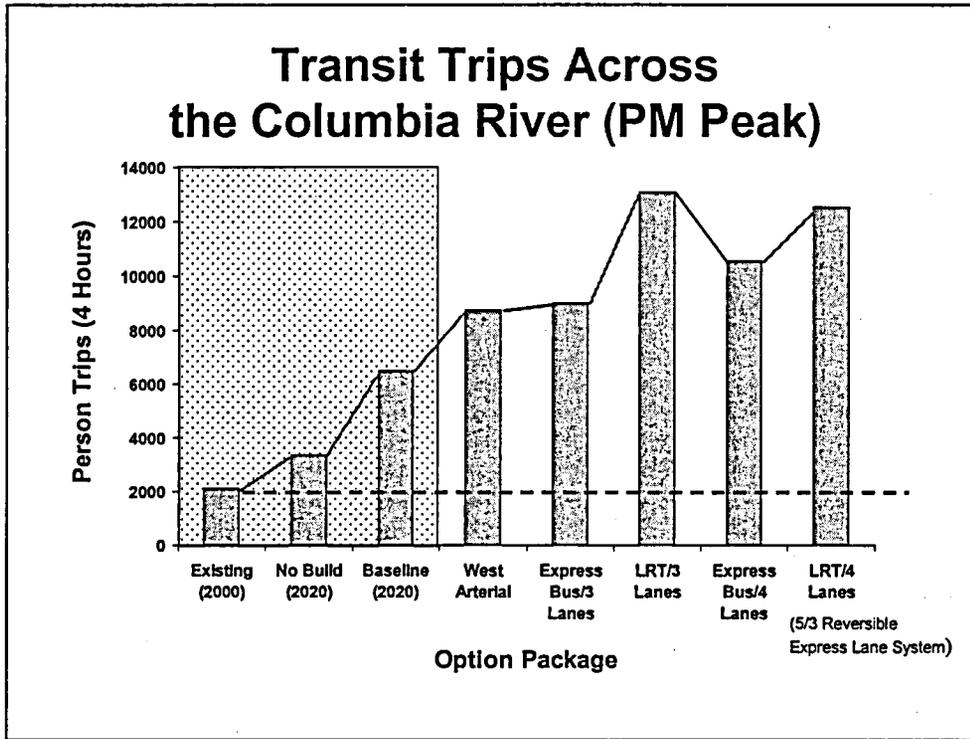


Figure 2: Transit Travel Time

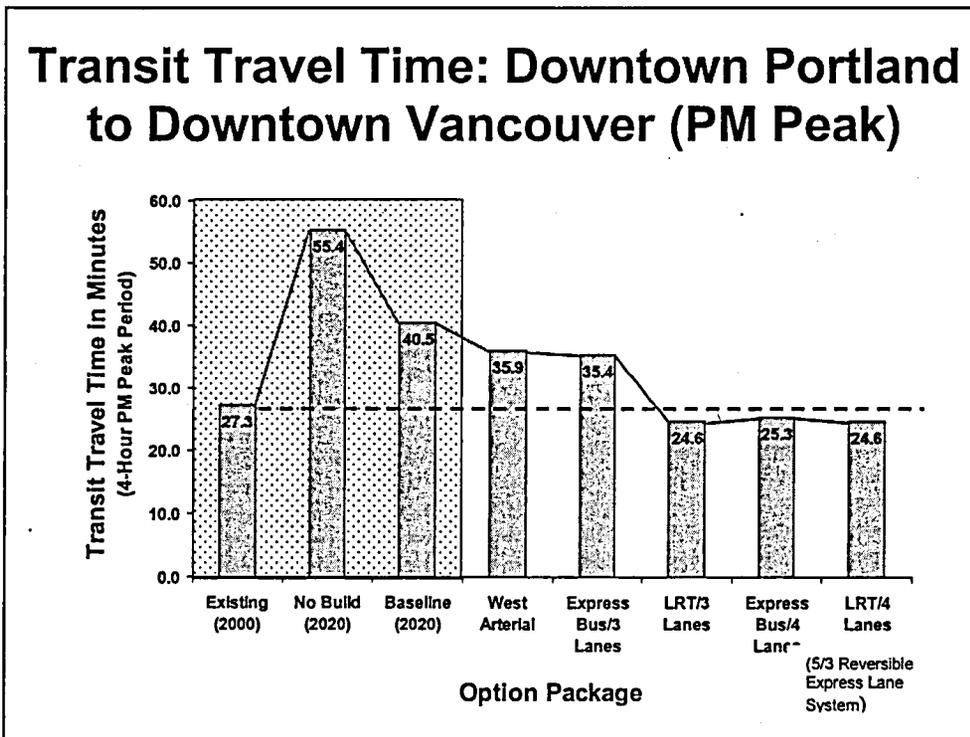


Figure 2: Vehicle Travel Times

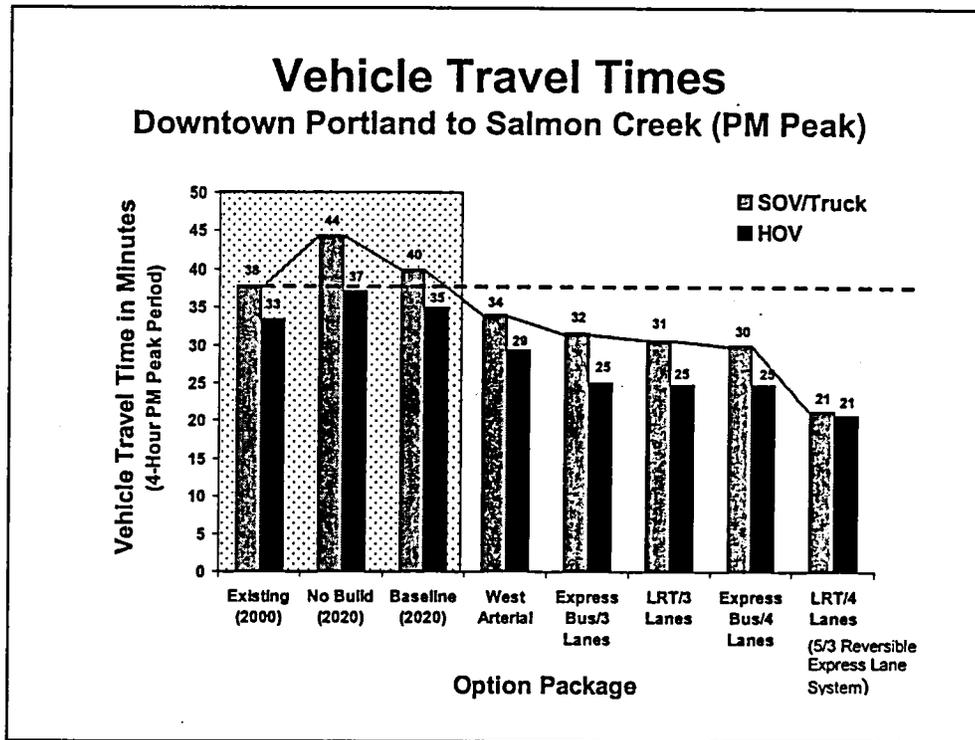


Figure 4: Vehicle Hours of Delay

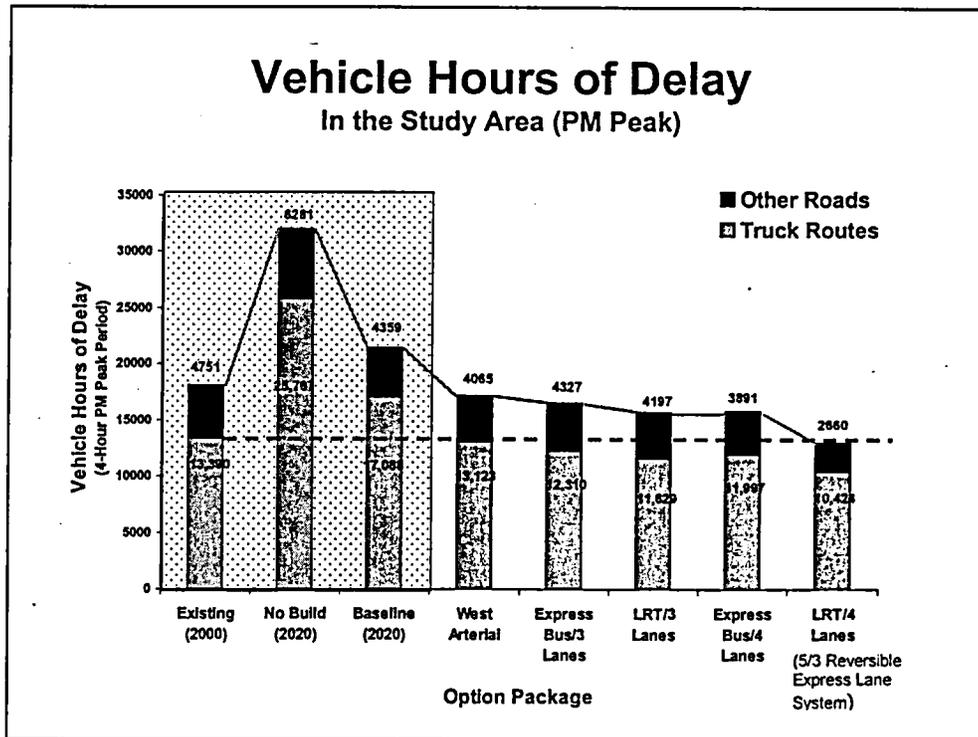


Figure 5: Congested Lane Miles on I-5 and I-205

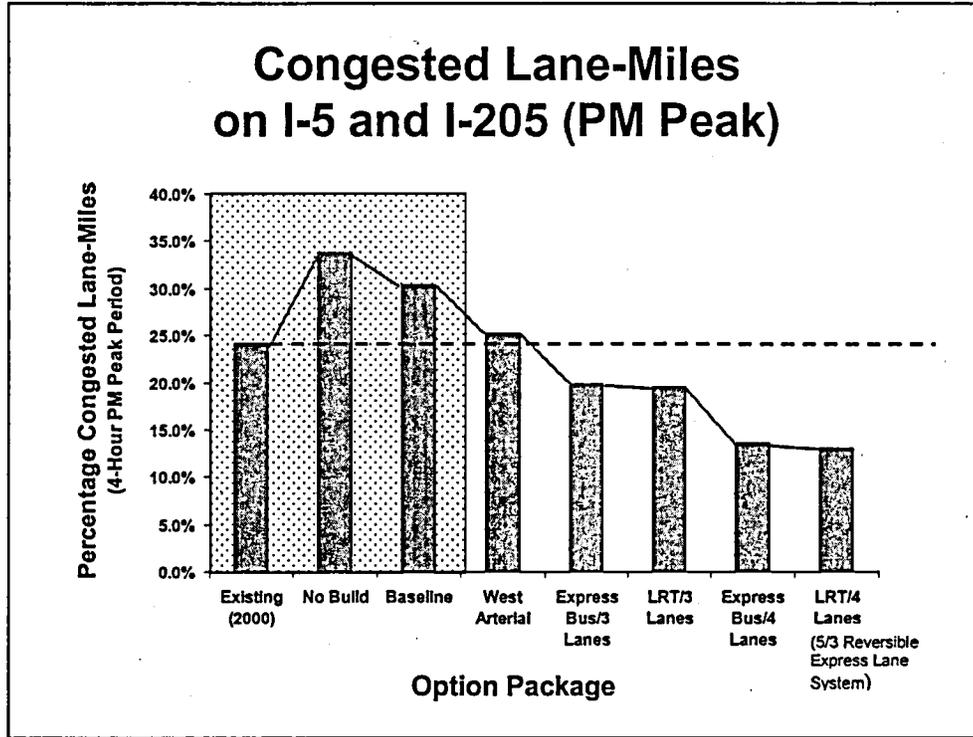


Figure 6: Truck Volume Growth

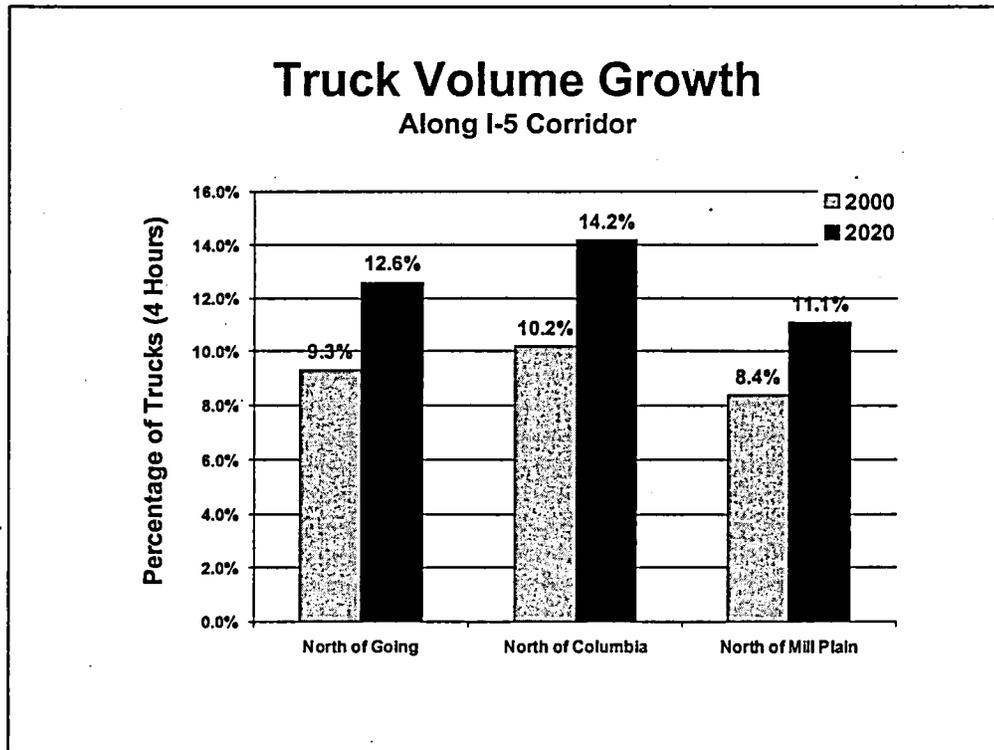


Figure 7: Congestion on Truck Routes

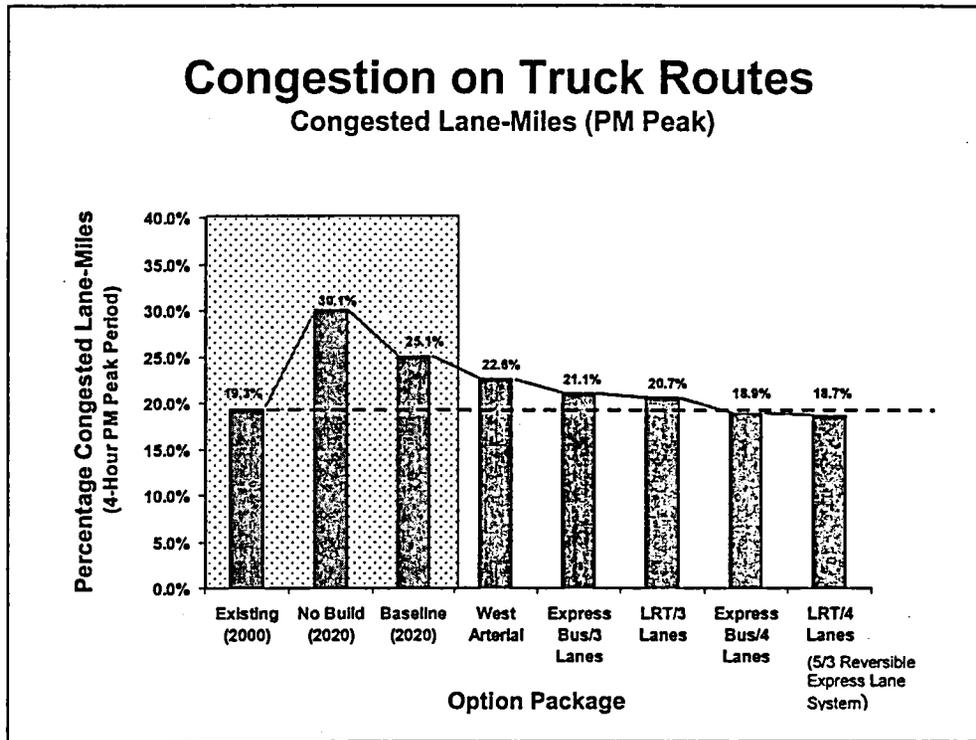


Figure 8: Value of Truck Delay

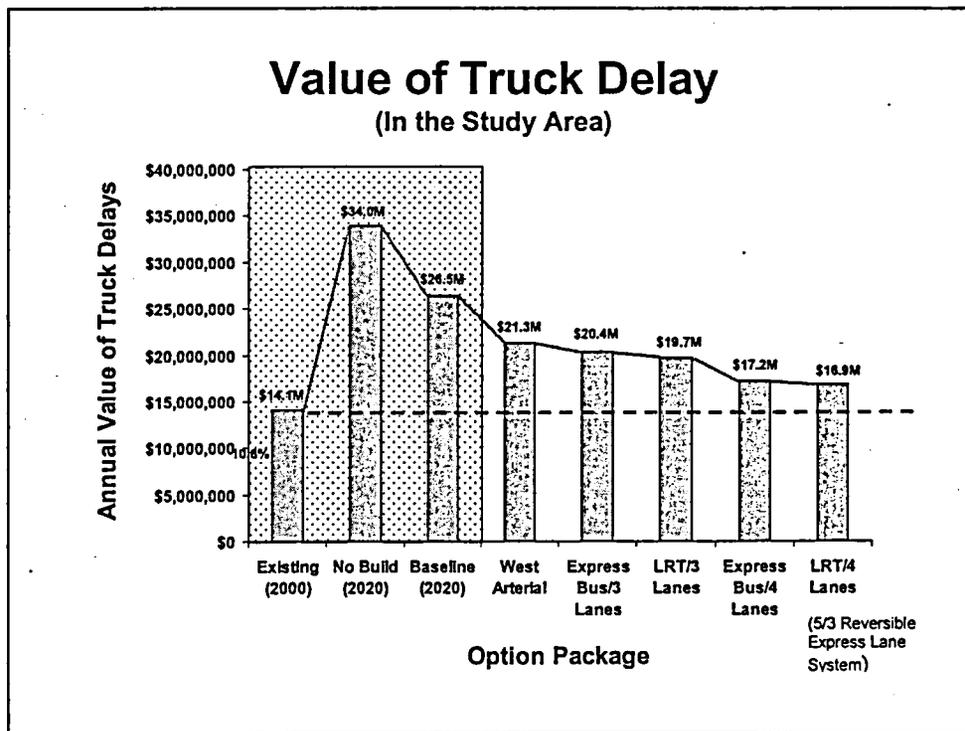


Figure 9: Person Trips by Mode

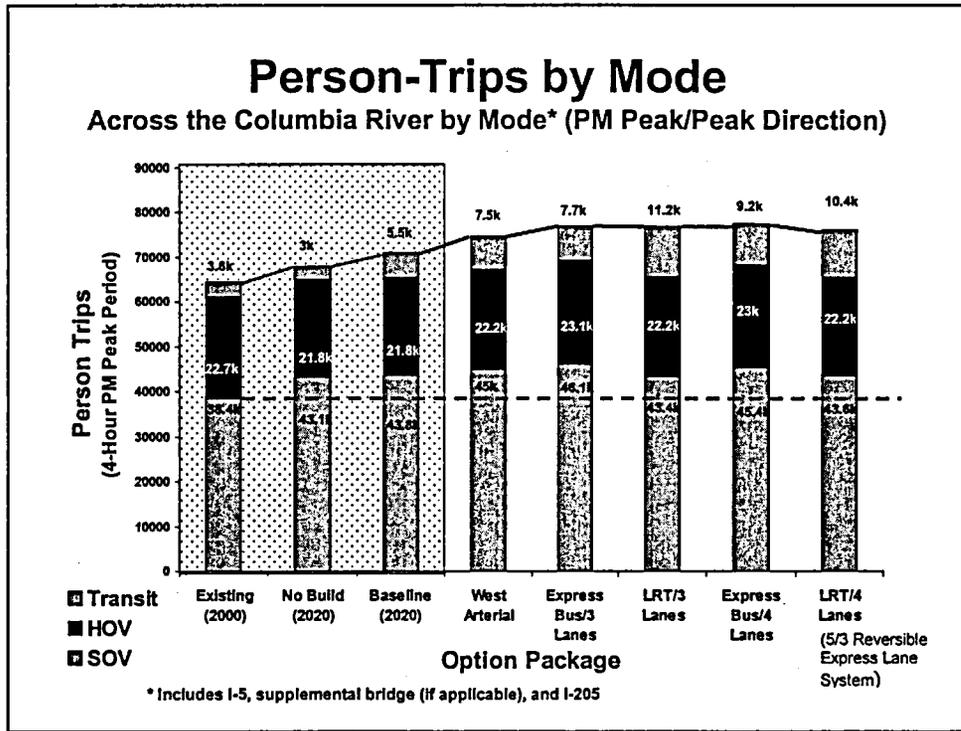


Figure 10: Person Trips by Corridor

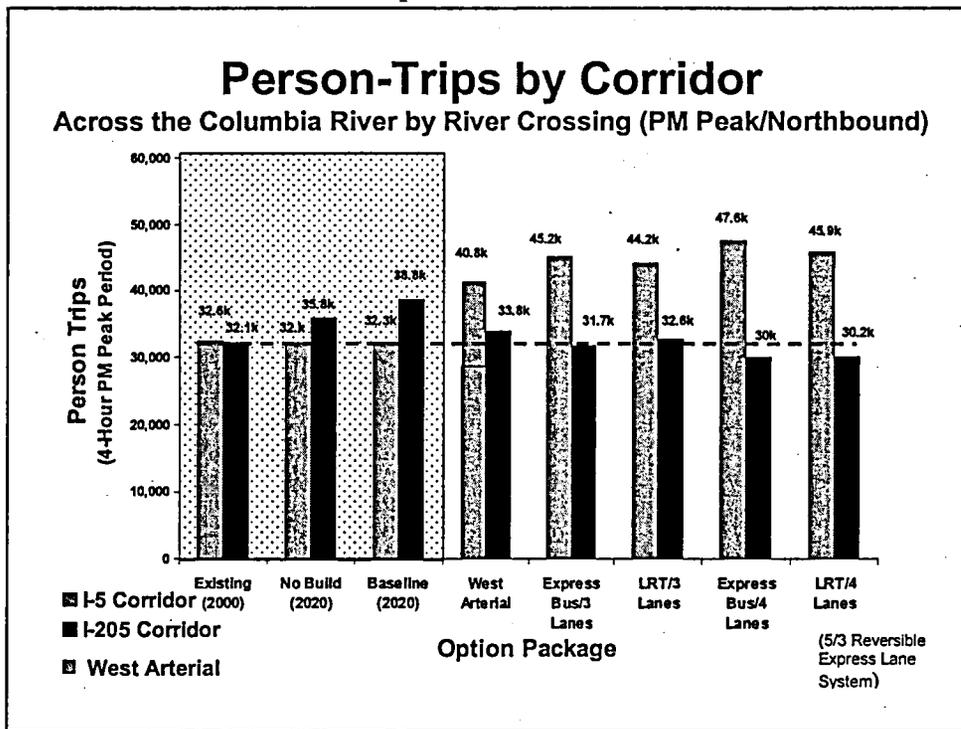


Figure 11: Southbound Vehicle Trips on the Fremont Bridge

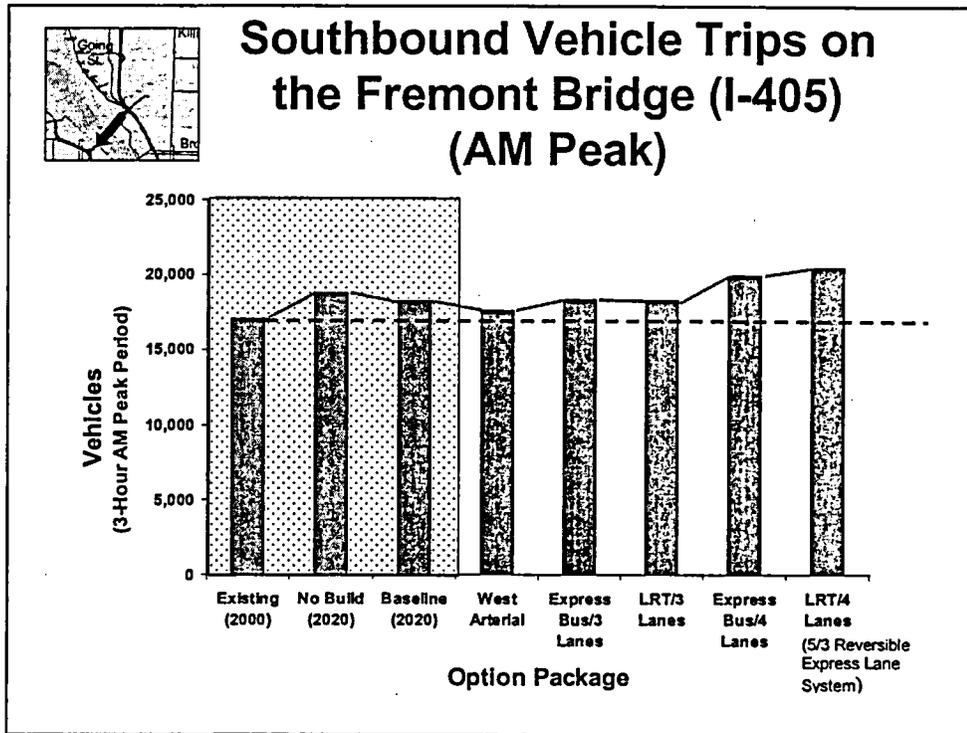


Figure 12: Southbound Vehicle Trips on I-5 Near the Rose Quarter

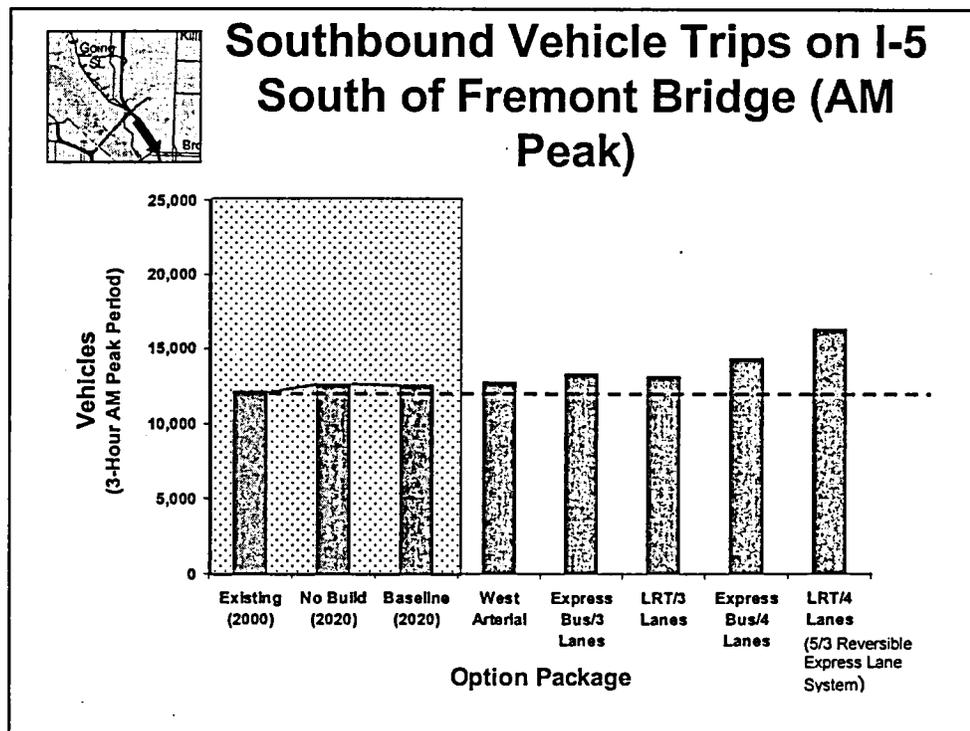


Figure 13: Traffic on Vancouver Arterial Roads

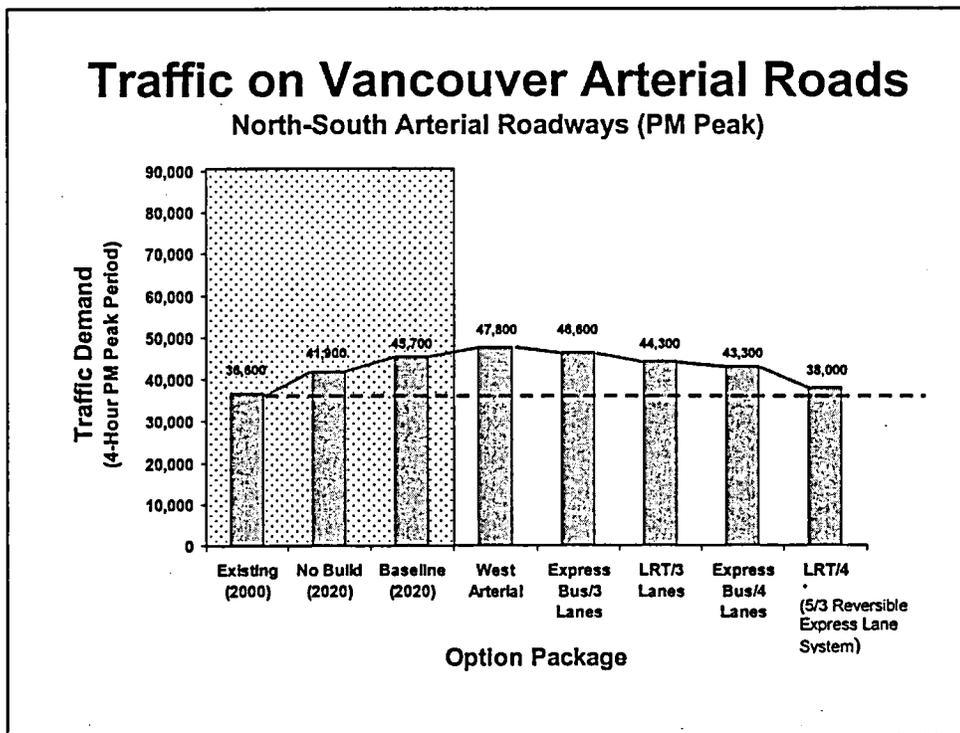


Figure 14: Traffic on Portland Arterial Roads

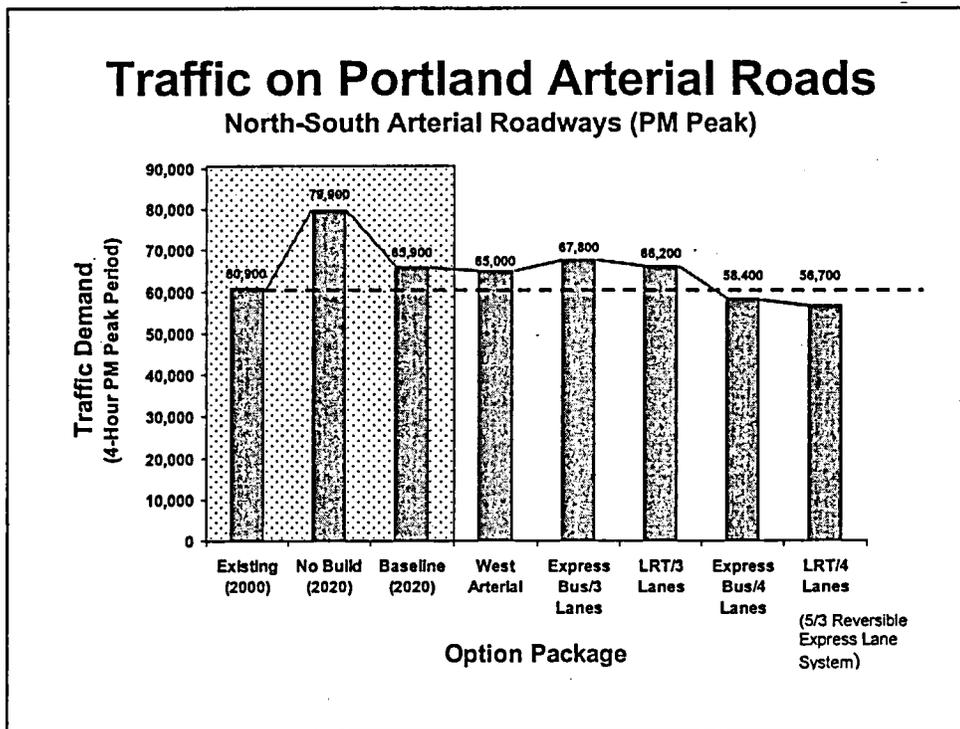


Figure 15: Regional Vehicle Miles Traveled per Capita

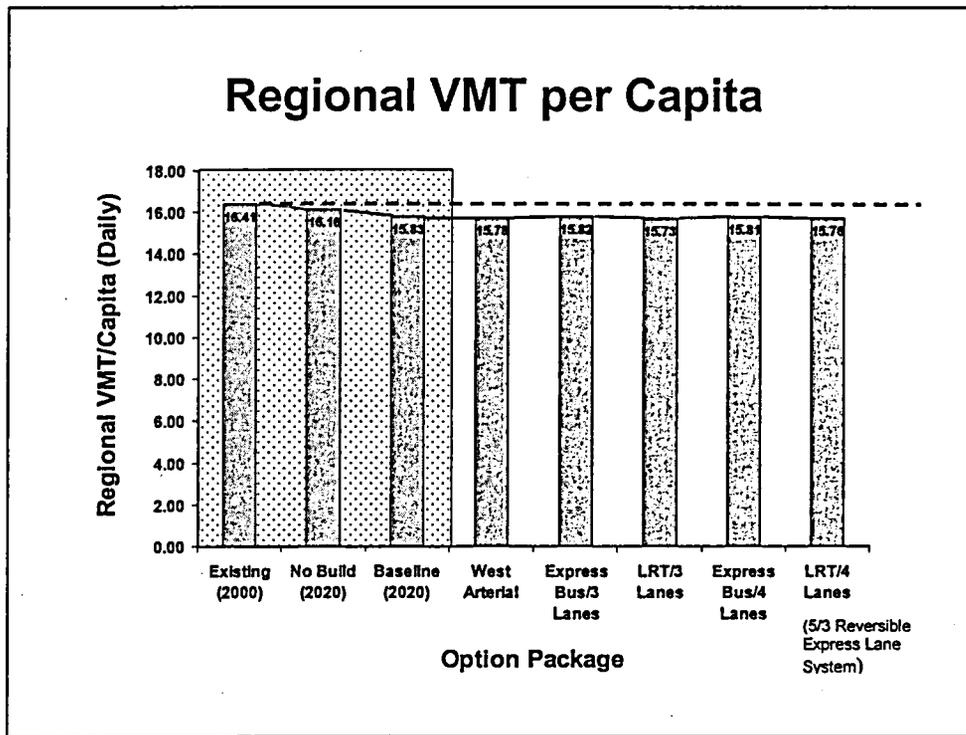
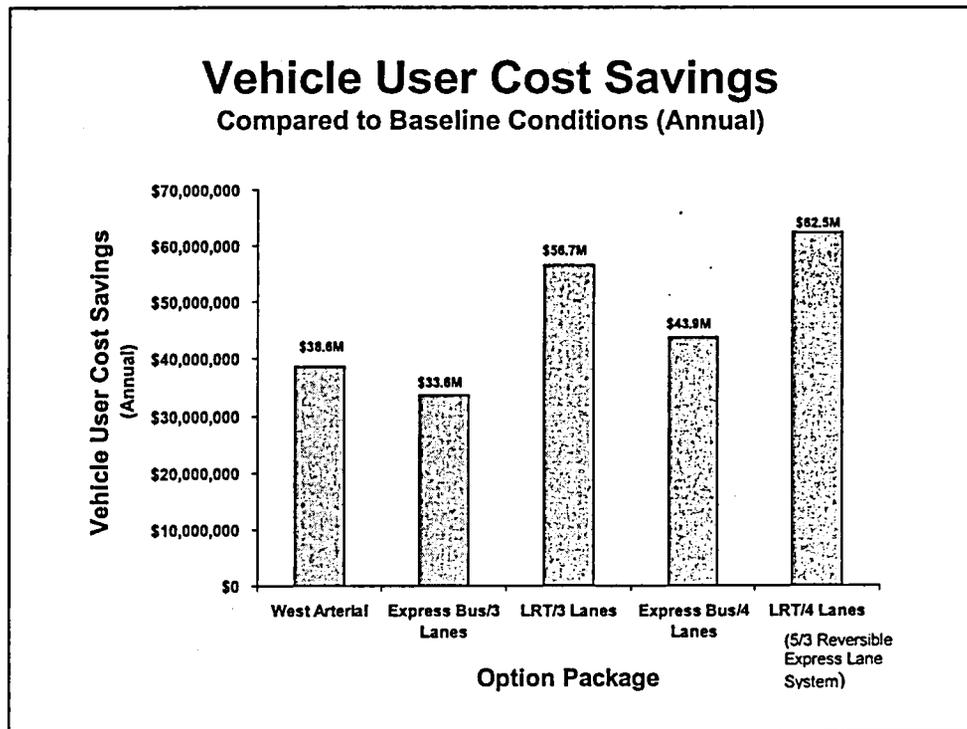


Figure 16: Vehicle User Cost Savings

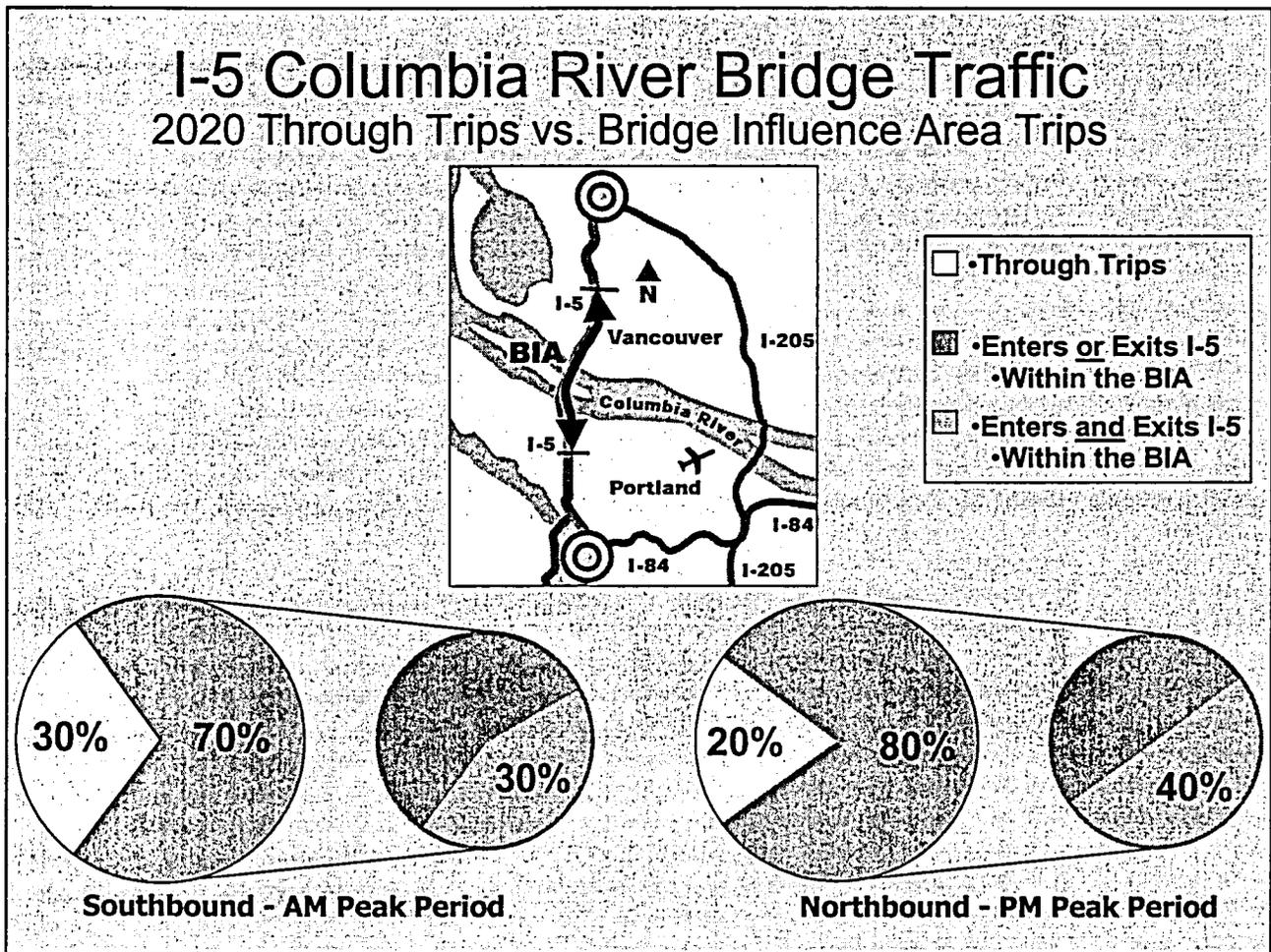


Attachment B: Bridge Influence Area Information

This attachment contains information relating to the river crossing options that were considered during the Bridge Influence Area analysis.

As shown in the figure below, the Bridge Influence Area between SR 500 and Columbia Blvd is very heavily used. Of the trips across the Columbia River on I-5, 70-80% of them are either entering or exiting the freeway in the BIA. Almost half of those are getting on and off within the BIA.

Figure 1: Traffic in the Bridge Influence Area



River Crossing Concepts

Eight Columbia River Crossing capacity concepts were developed representing a range of possible combinations of new and existing bridges crossing the Columbia River (Figure 2).

The eight Concepts can be thought of as falling into one of three categories:

River Crossing Concepts		
Category 1	Category 2	Category 3
River crossings that provide five freeway lanes in each direction (Concepts 1,2,3,4)	A freeway and river crossing system that provides three mainline freeway lanes in each direction, plus a four lane collector-distributor bridge/roadway west of the freeway (Concepts 5,6)	Four through freeway lanes in each direction plus a two-lane arterial system connecting Hayden Island to Marine Drive and downtown Vancouver (Concepts 7,8)

Concepts 1, 4, 6, and 7 were selected for detailed design and evaluation. Analysis of these concepts provides insight into issues of supplemental and replacement bridges, joint use (LRT-highway) and separate bridges, alignments east and west of existing bridges, freeway lanes and arterial lanes across the Columbia River, and a comparison between high-level, fixed span bridges to low-level movable span bridges. See Figures 3-6 on the following pages.

Figure 2: Crossing Concepts

Columbia River Crossing Concepts

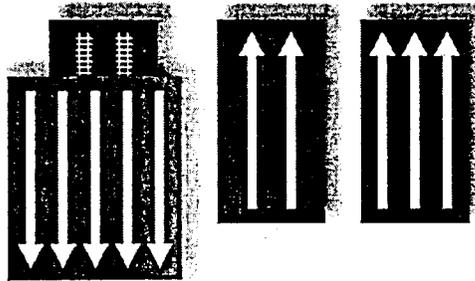
I-5 Transportation & Trade Partnership



CATEGORY 1

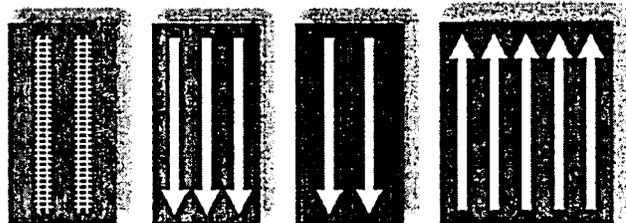
Concept #1

- 5 northbound lanes on existing bridges
- 5 southbound lanes on new double-deck bridge, LRT on lower deck, west of existing bridges



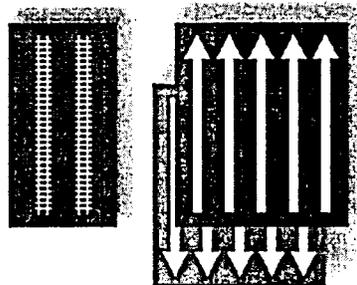
Concept #2

- 5 northbound lanes on new bridge east of existing bridges
- 5 southbound lanes on existing bridges
- New LRT bridge west of existing bridges



Concept #3

- New 5-lane double-deck bridge, northbound upper deck, southbound lower deck
- LRT on existing west bridge



Concept #4

- New 5-lane double-deck bridge, northbound upper deck, southbound lower deck
- LRT on new bridge west of existing bridges
- Only option to shift navigational channel

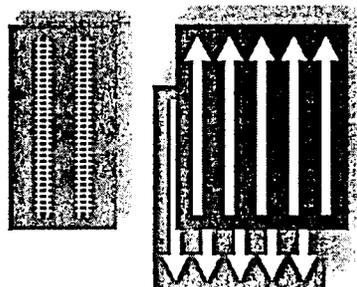


Figure 2: Crossing Concepts - Continued

Columbia River Crossing Concepts

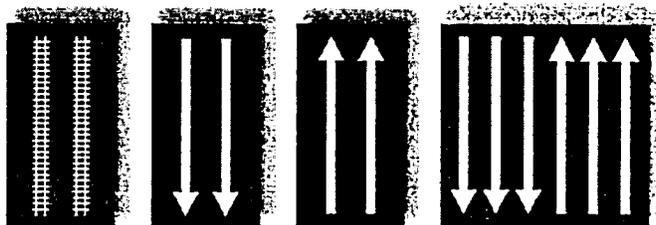
I-5 Transportation & Trade Partnership



CATEGORY 2

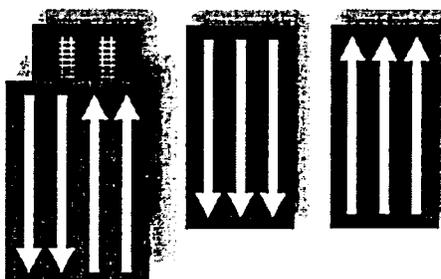
Concept #5

- New 6-lane bridge east of existing bridges
- 2 lanes northbound/southbound collector-distributor on existing bridges
- LRT on new bridge west of existing bridges



Concept #6

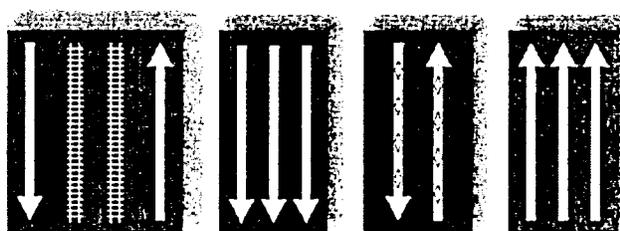
- 3 lanes northbound/southbound on existing bridges
- New 4-lane collector-distributor double-deck bridge with LRT on lower deck



CATEGORY 3

Concept #7

- 3 southbound lanes on existing west bridge
- HOV only, southbound and northbound, on existing east bridge
- 3 northbound lanes on new bridge east of existing bridges
- 2 arterial lanes and LRT on new bridge west of existing bridges



Concept #8

- New 8-lane bridge east of existing bridges
- Local arterials on existing northbound bridge
- LRT on existing southbound bridge

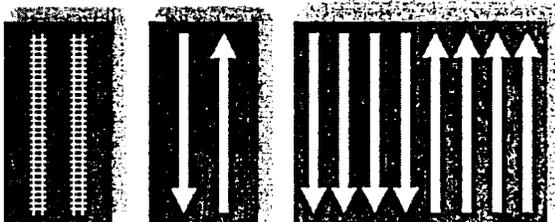


Figure 3: Bridge Concept 1

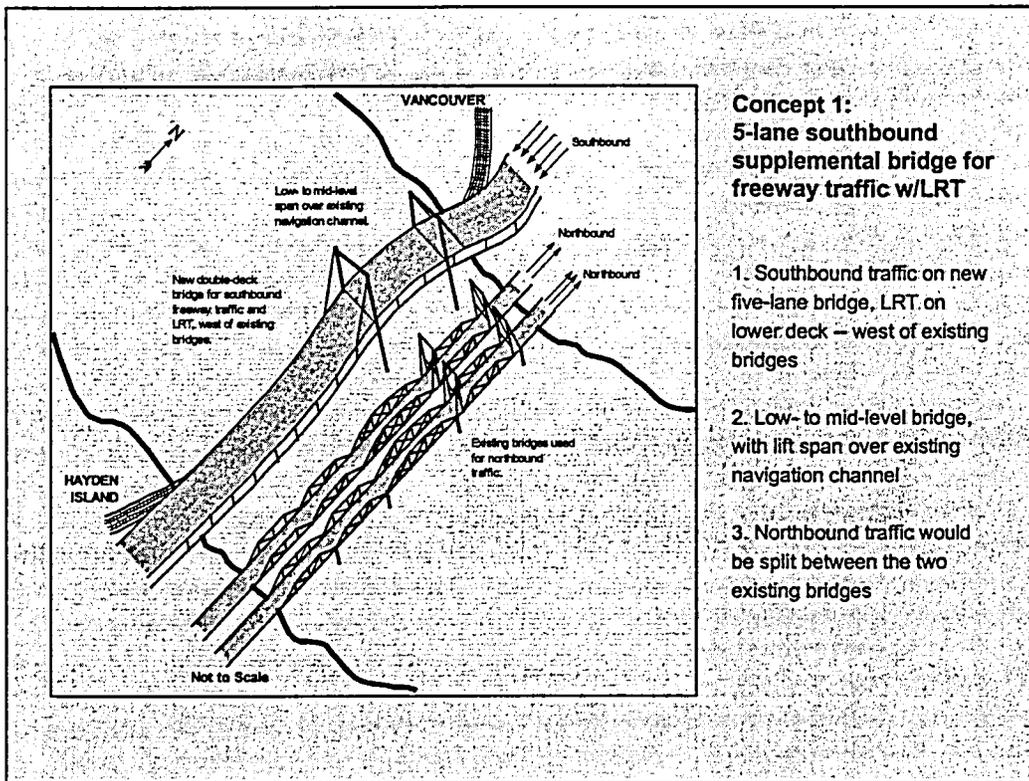


Figure 4: Bridge Concept 4

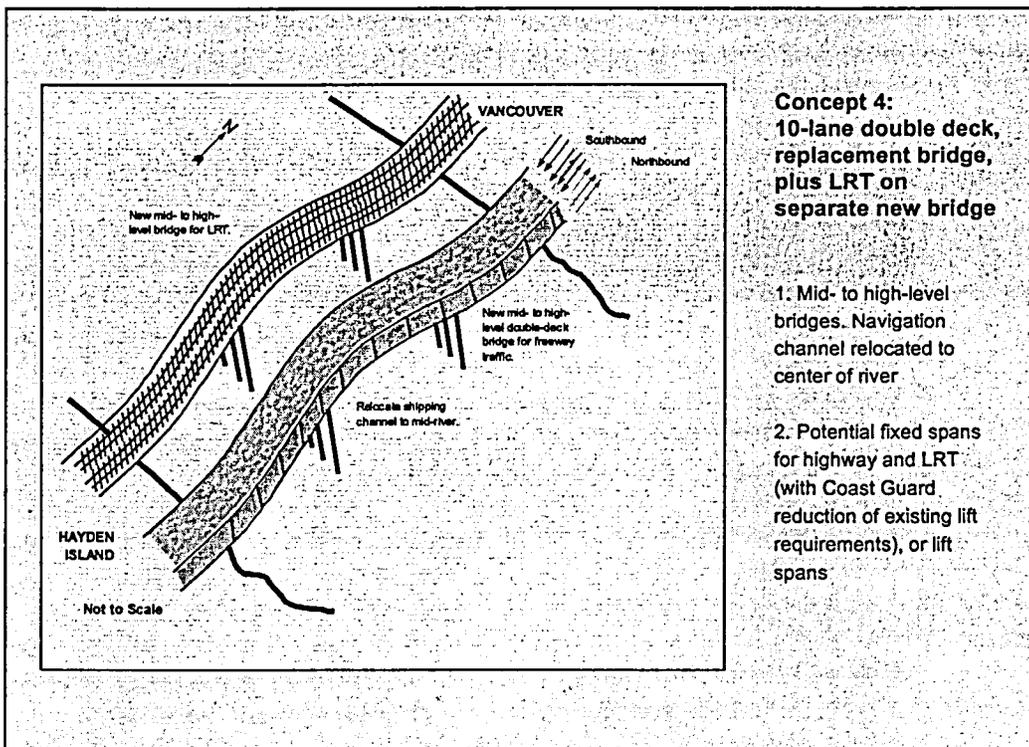


Figure 5: Bridge Concept 6

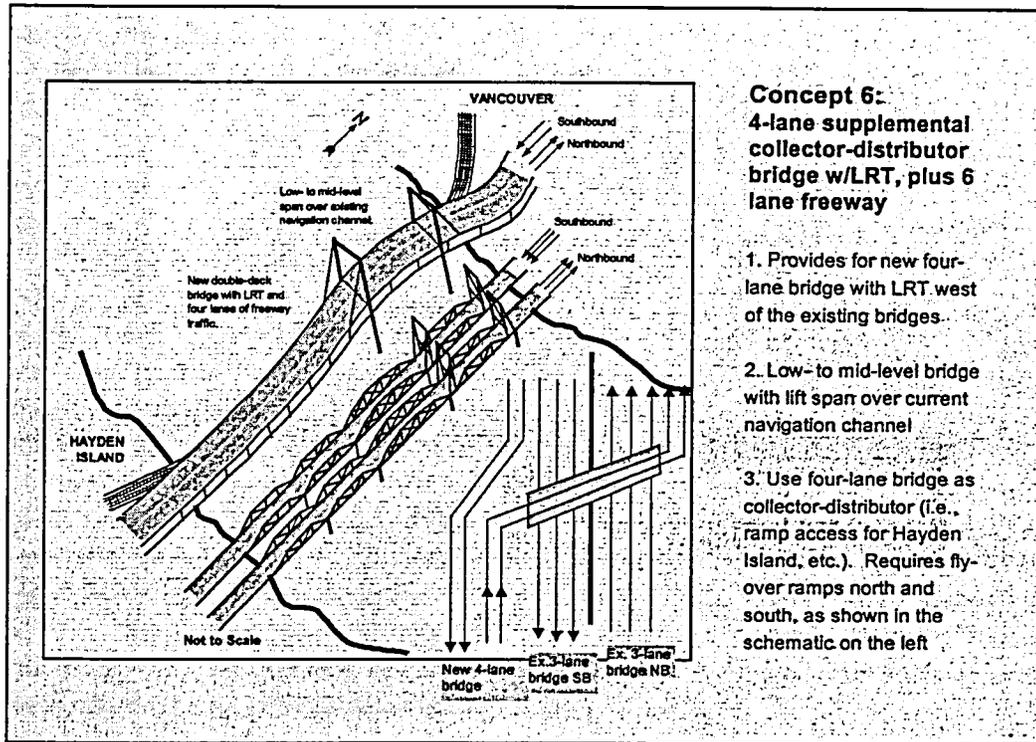
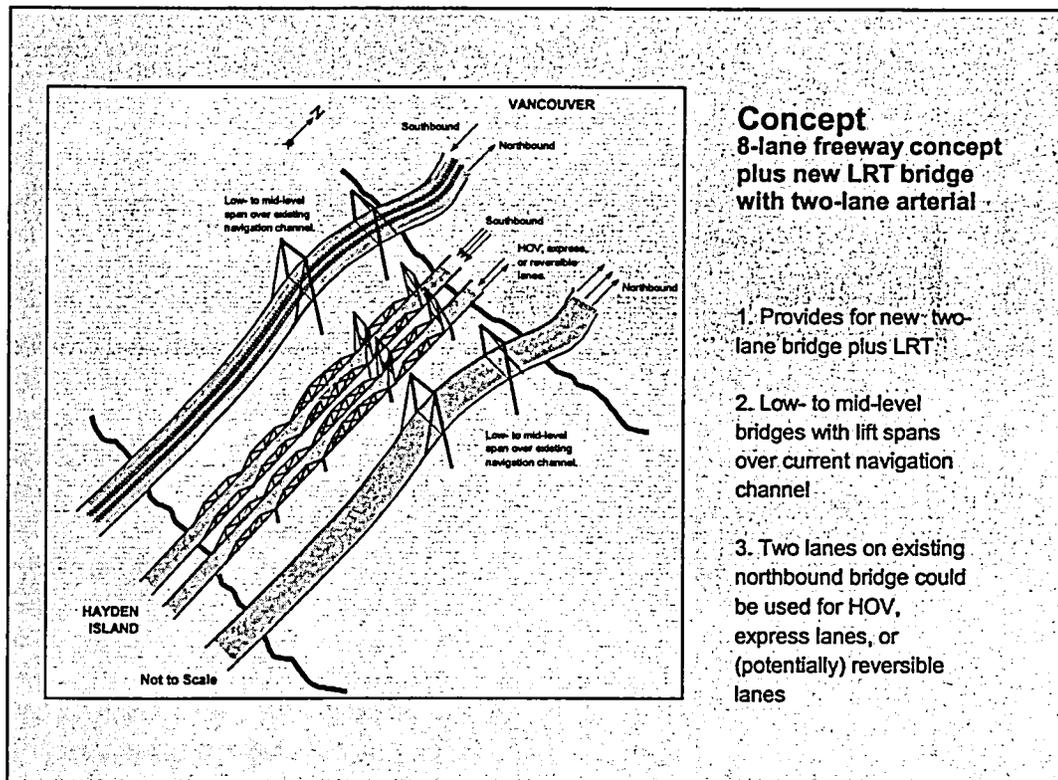


Figure 6: Bridge Concept 7



Attachment C: Land Use Compatibility of Task Force Recommendations

A.1. Introduction

This document summarizes the compatibility of the Task Force recommendations with state, regional and local land use plans. In general, existing land use policies in the Region support the Task Force's recommendations for road and transit improvements in the corridor, the implementation of TDM/TSM strategies, and the need for the Bi-State Land Use Accord.

The first two sections discuss Regional land use issues and related population and employment forecasts. The document then discusses the issues from the Washington perspective (state, RTC, County and City), and from the Oregon perspective (state, Metro and city).

A.2. Overall Compatibility with Adopted Policies

By reducing delay and congestion in the I-5 Corridor and improving bi-state transit service, all Concepts support the Metro 2040 Growth Concept and the Clark County Comprehensive Plans to encourage employment growth in the I-5 Corridor.

The "Build" recommendations raise two issues of regional concern. First, improvements in the corridor are likely to increase land values around interchanges. There will be pressure for development around the interchanges that may unexpectedly increase the demands on the freeway system. Second, improvements may also increase pressure to change existing regional plans as demand for housing increases. Without careful planning, traffic increases that result from development around interchanges and expansions of growth boundaries for housing growth can nullify the transportation performance benefits of the "Build" recommendations.

The I-5 Corridor has one of the most complex and diverse land use types in the metropolitan area. The complexity of the activities requires frequent interchanges and additional lanes to provide access, manage the through traffic, and the on/off ramps. The mix of activity centers and industrial areas will require a comprehensive transportation investment and management approach. It is important to note that:

- The Majority of the traffic on I-5 between SR 500 and Columbia Blvd. is accessing adjacent industrial, commercial and residential areas.
- 70% of the southbound AM peak traffic either enters or exits I-5 in the BIA area-with 30% of this traffic enters and exits within the BIA.
- 80% of the northbound PM peak traffic either enters or exits I-5 in the BIA area-with 40% of this traffic enters and exits within the BIA.

- I-5 carries the highest number of trucks than any other regional route and will double by 2020. I-5 plays a critical role for both through truck traffic and access to industrial areas between Portland and Vancouver.
- The need for a full I-5/Columbia Blvd. interchange has been identified in the Transportation Element of the Comprehensive Plan, the Albina Community Plan Concept Map and Metro's Regional Transportation Plan.
- I-5 provides the only access to Hayden Island and its residents, hotels and commercial areas.
- The Task Force's recommended transportation investments will strengthen job growth in this Corridor. Modeling shows that travel-time savings will result in consistent job growth in the corridor. Estimates show that depending on the level of investment, 4,000 more jobs in north and northeast Portland and 1,000 jobs in Clark County could result compared to a scenario without capacity investments in the I-5 Corridor.
- Without these investments, the result will be more dispersed patterns for population and employment growth than anticipated in current adopted plans.
- The recommended investments support the City of Vancouver's Esther Short Subarea and Redevelopment Plan vision for Downtown Vancouver as its regional center. This vision calls for a multi-modal, active 24-hour downtown with 1,010 new housing units for 1,500 new residents and 540,000 square of commercial space for 2,700 workers.
- The recommended investments also support the transportation and distribution industrial sector as a major component of the regional economy. This Region ranks first on the West Coast in terms of the value of wholesale trade per capita. The Columbia Corridor/Rivergate area and Port of Vancouver are major import auto distribution centers for Toyota, Hyundai, and Subaru. The Rivergate area is also the location of warehouse distributions for Nordstrom, Columbia Sportswear, and Meier and Frank. North and Northeast Portland and Vancouver is home to many of the region's inter-modal marine, air cargo, truck and rail terminals.
- Regional transportation plans identify the need for multi-modal investments in the I-5 Corridor, along with a mix of TSM and TDM tools to better manage traffic follows.

A.3. Regional Population and Employment Forecasts

The Task Force transportation analysis for the various "Build" options assumed the 20-year population and employment growth forecasts as reflected in current Metro and Clark County plans. Metro and Clark County are required by state law to provide a 20-year land supply to accommodate forecasted population growth. Both are now updating their growth forecasts and the allocations. Each is in the process of amending the Urban Growth Boundary (Metro) and Urban Growth Area (Clark County) to meet the forecasted need.

The Task Force explored the question, "Why doesn't Clark County attract more jobs, so that fewer people have to commute across the river?" Within the last few years, Clark County has begun to reverse trends by increasing its share of regional employment growth. Policies in Clark County, Vancouver, and other cities are intended to help attract employment. In fact, regional studies show that the availability of land for jobs in Clark County may help attract more jobs than is currently forecast. Even with a smaller percentage of the work force commuting, transportation studies show that I-5 will still be congested in the PM peak, though the congestion may not extend over as many hours. Instead of lasting for six hours in the afternoon as estimated with the current employment forecasts, an increase in employment in Clark County could reduce the afternoon peak to four hours.

A.4. The Washington Transportation Plan (WTP), state Highway System Plan (HSP) and Metropolitan Transportation Plan (MTP)

Washington's Transportation Plan (WTP) 2003 – 2022, was adopted by the Washington state Transportation Commission in February 2002. The WTP recognizes the significance of the I-5 Corridor to the state of Washington. The Washington State Highway System Plan (HSP) 2003 – 2022, is a component of Washington's Transportation Plan (WTP). It addresses the state's highway system. The HSP includes a comprehensive assessment of the current deficiencies and conceptual solutions for the state's highway system for the next 20 years. The I-5 Corridor throughout Clark County is identified as deficient in meeting the existing and future transportation needs.

The Metropolitan Transportation Plan, adopted by the Regional Transportation Council in December 2000 is the Clark County region's principal transportation plan that supports the County's Comprehensive Plan. The MTP is a financially constrained plan that meets federal planning requirements for a transportation system that could be built with revenues reasonably expected to be available to the region for transportation purposes in the next twenty years. The list of conceptual transportation projects in the MTP represents the highest priority projects for the region and includes some I-5 Corridor projects.

A.5. Metropolitan Transportation Plan Projects on I-5 in Washington

The MTP identifies the need for improvements in the I-5 Corridor and the need to determine the nature of the improvements as part of the Portland-Vancouver I-5 Transportation and Trade Partnership. (MTP, Dec. 2000, page 7-2).

The fiscally constrained MTP lists the following projects in the I-5 Corridor between the Interstate Bridge and I-205:

I-5, Salmon Creek to I-205: widen from 2 to 3 lanes each direction (with added HOV lane)

I-5/NE 134th Street: reconstruct interchange (per I-5/I-205 North Corridor Study recommendations). This is awaiting Federal Highway Administration (FHWA) Access Point Decision Report outcome.

Transit, Fixed Route System Expansion: an increase in C-TRAN service hours that would add transit service in the I-5 Corridor.

High Capacity Transit Corridor: the I-5 Corridor is one of the High Capacity Transit corridors designated in the MTP.

Light Rail Extension to Clark County: is part of the designated Regional Transportation System, but is not part of the financially constrained Plan.

A.6. Clark County's Community Framework Plan

As part of Washington's Growth Management planning process, Clark County adopted a Community Framework Plan in April 1993 to serve as a guide for the County's long-term growth over fifty-plus years. The Framework Plan envisions a collection of distinct communities and a hierarchy of growth and activity centers. Land outside the population centers is to be dedicated to farms, forests, rural development and open space.

The twenty-year Comprehensive Growth Management Plan for Clark County guides growth toward the future vision. Growth Management plans for the urban areas of Clark County were developed by Clark County in partnership with the cities and towns in County. The Comprehensive Growth Management Plan for Clark County was adopted in December of 1994. Some revisions were made in May 1996 and during 1998. The plans are currently in the process of being updated.

Within the I-5 Corridor, the Community Framework Plan designated major activity centers in downtown Vancouver and the Salmon Creek area and a Hazel Dell in Hazel Dell.

A.7. Clark County's Comprehensive Growth Management Plan and Metropolitan Transportation Plan Policies

Both the Comprehensive Growth Management Plan and Metropolitan Transportation Plan for Clark County share common transportation planning policies. The I-5 Partnership recommendations are consistent with policy objectives of providing for mobility of people and freight, while reducing reliance on the single-occupant vehicle.

I-5 is designated as a Highway of Statewide Significance (HSS). WSDOT in consultation with other jurisdictions sets the level of service for HSS facilities. WSDOT has set a Level of Service (LOS) "D" for urban facilities on the Highways of Statewide Significance. HSS facilities are exempt from concurrency analysis.

The focus on improving traffic operations and conditions for the downtown Vancouver employment center, and for the freight movement to and from the Port of Vancouver is consistent with the comprehensive plan and MTP to facilitate job growth in Clark County and to facilitate freight movement. The MTP meets federal congestion management system (CMS) requirements to develop plans to manage demand before expanding capacity to meet demand. The Task force's TDM/TSM recommendations support the RTP policies as tools to manage demand.

A.8. Adjacent Arterials to I-5 and the MTP

The efforts to maximize use of I-5 for through traffic and minimize use of other arterial roads for through traffic are consistent with the MTP. Further evaluation of the traffic impacts on arterial streets adjacent to I-5 and identification of measures to mitigate traffic impacts, will be required in the EIS. Such facilities include Mill Plain and Fourth Plain.

A.9. Compatibility with Adopted City of Vancouver Policies

Each of the proposed improvements is generally compatible with the existing Comprehensive Plan and could be compatible with policies that are being contemplated as part of the ongoing Comprehensive Plan update process. The following comprehensive plan policies are applicable to the proposed BIA concepts.

Transportation Access: The proposed improvements will considerably enhance future operating conditions of the freeway system, and indirect benefits (while also in some instances impacts) will accrue to the City's transportation system as a result. Specifically, each of the options proposes enhanced access into the City Center. As the primary regional center and a location that has been planned for considerable growth in activity of the next 20-years, the City's Downtown Transportation System Plan calls for new and enhanced access points into downtown to support the planned residential and commercial/industrial growth. Each of the BIA Concepts directly improves and adds access into downtown, directly supporting the existing plans

The City's transportation plan also contemplates a multi-modal system and relies on the growth in the multi-modal level of service to support the land use plan. Additionally, the City's Plan advances directed policies which support: reductions in SOV travel, effective use of TSM and TDM measures, and encourages growth in urban centers of activity. All of these outcomes are supported, in part, by the Task Force's draft recommendations.

Economic Development: Vancouver's Plan contains policies to ensure easy access to employment centers, develop mass transit networks, and encourage priority investments in public facilities that bolster Vancouver's ability to maintain existing and attract additional employment within the City. The proposed Concepts directly provide enhanced access into downtown and into the west Vancouver commercial and industrial districts by providing both reduced travel delays along the interstate system and safer interchange areas. Coupled with potential HOV lanes and LRT, the Task Force's draft recommendations also improve mode choice for access to downtown.

Cultural and Historic Resources: The interchange concepts that serve to directly impact or limit access to designated cultural resources would conflict with the existing City Plan. Specifically, concepts that would, destruct, encroach and or appreciably change the character of the Historic Reserve and its environs would conflict with City policy and the long terms plans for that cultural and historic resource.

The City has plans directly related to the rehabilitation and expansion of the Historic Reserve as a cultural district, and numerous transportation plan elements have laid the groundwork for road improvements within the District to enhance access into and within the Reserve environs.

Active and Livable Neighborhoods: The City's Plans promote urban centers that are directly served by efficient transportation systems. Particular emphasis is given to improving access to multi-modal and transit networks, TDM, and supporting system development to promote reductions in SOV travel. The interchange concepts reviewed by the Task force are supportive of these policies given the multi-modal options (namely LRT) and the improved access to and from downtown, the primary urban center, and a center where significant residential growth has been planned.

A.10. The Oregon Highway Plan (OHP)

The OHP calls for a transportation system marked by modal balance, efficiency, accessibility, environmental responsibility, connectivity among places, connectivity among modes and carriers, safety, and financial stability. The OHP operates in the context of the federal Transportation Equity Act for the 21st Century, the statewide land use planning goals, the Transportation Planning Rule and the State Agency Coordination Program. The OHP carries out the Oregon Transportation Plan and will be reflected in transportation corridor plans. The Task Force's draft recommendations are generally consistent with the OHP policies and goals.

A.11. Metro's 2040 Growth Concept

The 2040 Growth Concept sets the direction for planning in the Portland Metropolitan area. Local jurisdiction comprehensive plans are required by State law to be consistent with the 2040 Growth Concept. In the I-5 Corridor, the 2040 Growth Concept designated major land use areas include:

- Portland Central City
- Main Streets: Lombard, Killingsworth, Denver, Martin Luther King Jr. Blvd
- Columbia Corridor/Rivergate Industrial Area
- Interstate MAX Station Communities
- Future Hayden Island Station Community

A.12. Metro's Regional Transportation Plan (RTP)

The RTP implements the 2040 Growth Concept in the Portland metropolitan area. It identifies three different levels of plans. The "Preferred" is the most extensive and the one that best supports the 2040 Growth Concept. The "Priority" Plan includes strategic investments that, with additional funding, would support the 2040 Growth Concept. The "Financially Constrained" plan meets federal planning requirements for a transportation system that could be built with available financial resources and represents the highest priority projects for the region.

The RTP proposes a Refinement Plan for the I-5 Corridor and concludes: "The level of congestion in the corridor suggests that despite a range of different improvements to the I-5 Interstate Bridges and transit service, latent demand exist in the corridor that cannot be addressed with highway capacity improvements alone." Even with the projects in the "Priority" plan, "congestion exceeds proposed performance measures for the corridor.

. . . Freight movement to inter-modal facilities and industrial areas would be affected by the spreading of congestion to off peak periods."

The RTP policies recognize that congestion must be tolerated in urban centers in order to achieve the density and mixed use development called for in the 2040 land use designations and to avoid the use of urban land for highways. The RTP proposes levels of service standards ("LOS"), measured over two p.m. peak hours, for corridors that are to be determined at the completion of the corridor refinement plans. For the I-5 Corridor, the RTP proposes LOS "E" in the first hour and "F" in the second hour of the PM peak period. RTP policies tolerate less congestion in corridors in industrial area and inter-modal corridors where LOS "E" for the first hour and "E" for the second hour have been adopted. Mid-day levels of service in industrial areas are higher and call for "D" as an acceptable operating condition.

The focus of the Task Force recommendations on improving traffic operations in the Columbia Corridor/Rivergate industrial areas is consistent with the intent of the RTP to focus transportation investments in serving the movement of goods. The need to avoid spreading peak period congestion into the mid-day is also consistent with RTP policy.

The RTP meets federal congestion management system (CMS) requirements to develop plans to manage demand before expanding capacity to meet demand. The RTP sets modal targets for Non-SOV use for each of the 2040 design types. For the Central City, the Non-SOV modal target for daily trips is 60% to 70%. For industrial areas, the target is 40% to 45%. The TDM/TSM recommendations support the RTP policies as tools to manage demand. The RTP identifies the need for additional transit services, beyond that which can be funded with available revenue forecasts, to support the 2040 Growth Concept and the Non-SOV modal targets.

A.13. Metro's RTP Projects on I-5

The RTP identifies the need for improvements in the I-5 Corridor and the need to determine the nature of the improvements in a Refinement Plan. The Regional Transportation Plan ("Priority Plan") calls for:

I-5 Interstate Bridge and I-5 Widening: add capacity to the I-5/Columbia River bridge and widen I-5 from Columbia Boulevard to the Interstate Bridge based on final recommendations from the I-5 Trade Corridor Study. (#4003)

I-5/Columbia Boulevard Improvement: construct a full direction access interchange at I-5 and Columbia Boulevard based on recommendations from the I-5 Trade Corridor Study. (#4006)

I-5 Trade Corridor Study: determine an appropriate mix of improvements from I-405 to I-205, including adding capacity and transit service within the corridor. (#4009)

As a higher priority in the Financially Constrained Plan, the RTP includes:

Delta Park Lombard Project: I-5 North Improvements to widen I-5 to three lanes in each direction from Lombard Street to the Expo Center exit (#4005), and

Light Rail Expansion: extend light rail service from the Rose Quarter transit center north to the Portland Metropolitan Exposition Center and then potentially to Vancouver, Washington (#1000, #1002).

A.14. Main Street Projects in Metro's RTP

The I-5 Corridor has four designated "Main Streets:" Lombard, Killingsworth, Denver, and Martin Luther King, Jr. Blvd. The RTP supports the "Main Street" land use designation by taking actions to discourage through-traffic on these roads. The Killingsworth and Lombard Main Streets are further supported by designations as streets for frequent bus service.

The Task force's efforts in the BIA concepts to maximize use of I-5 for through traffic and minimize use of other arterial roads; particularly Main Streets for through-traffic, are consistent with the RTP. Further evaluation of the traffic impacts on the Main Streets and identification of measures to mitigate traffic impacts will be required in the EIS.

A.15. Compatibility with Adopted City of Portland Comprehensive Plan Policies

Overall, the Task Force's recommendations are generally compatible with the City of Portland Comprehensive Plan. The combination of freeway improvements and light rail transit support the diversity of existing and planned land uses. The following comprehensive plan policies are applicable to the proposed BIA concepts.

Policy 6.2- Regional and City Traffic Patterns: City policy advances the separation of traffic on different facilities according to the length of trip. Inter-regional traffic should use the Regional Transit and Traffic Way system. City streets should be designed to carry local traffic and not be designed or managed to serve as alternative routes for regional trips.

All of the proposed Task Force concepts support this policy by encouraging inter-regional traffic to use the Regional Traffic Way system and not local city streets. Concept 7 further separates local and regional traffic by providing an arterial connection for local traffic between Portland and Vancouver. The proposed concepts also include light rail, which provides a transit connection to the Regional Transit system.

Policy 6.6.- Urban Form/Policy 6.9 Transit Oriented Development: Portland's policy supports a regional form of mixed-use centers served by a multi-modal transportation system. City policy also emphasizes the need for inter-connected public streets to provide for pedestrian, bicycle and vehicle access. Policy 6.9 advances the need to reinforce the connection between transit and adjacent land use through increased residential densities and transit oriented development.

The Task Force's draft recommendations also include a new light rail connection which supports urban form and transit oriented development. Bridge Concepts 1 (a new 5-lane southbound supplemental bridge to the west of the existing bridges) and 6 (a new 4-lane collector distributor bridge to the west of the existing bridges) conflict with these policies by significantly widening the freeway corridor, diminishing the pedestrian environment, and reducing the potential for mixed use centers and transit oriented development, specifically on Hayden Island.

On Hayden Island, the Comprehensive Plan envisions primarily commercial land uses in the freeway corridor with residential uses to the east and west of this commercial center. Between Portland Harbor and Columbia Blvd., the majority of the land is in the industrial sanctuary or open space with a mixture of commercial and residential uses. Additional study is required to further evaluate the appropriate level and type of future development in the Bridge Influence Area. Future plans should balance the opportunity created for station area development with the preservation of industrial activity. On Hayden Island, obstacles such as airport noise and adequacy of the local street network should be assessed in the EIS.

Policy 6.21 Freight Inter-modal Facilities and Freight Activity Areas/Objective 2.14 Industrial Sanctuaries: City policy advances the development of a multi-modal transportation system for the safe and efficient movement of goods within the City. City Policy also encourages the growth of industrial activities by preserving industrial land in Industrial Sanctuaries primarily for manufacturing purposes.

All of the proposed concepts support the projected increased freight demand for the movement of goods within the corridor. A large amount of the land surrounding the Bridge Influence Area is in the Industrial Sanctuary. Improved freeway access and operations for freight are essential to support the existing and planned industrial uses in the corridor.

Policy 8.15 Wetlands/Riparian/Water Bodies Protection: City Policy stresses the importance of protecting significant wetlands, riparian areas, and water bodies that have significant function

and value related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation, and fish and wildlife habitat.

All Concepts have some impact on wetlands, open space and/or parks lands between Portland Harbor and Columbia Blvd. and would be in conflict with this policy. Concept 4, the Replacement Bridge, minimizes impacts in this area. Additional work is needed to assess how BIA improvements would impact water bodies, their significant functions and values.

Policy 12.1 Portland's Character: City policy advances the need to enhance and extend Portland's attractive identity. New public projects should enhance Portland's appearance and character through innovative design. This includes creating a "built environment" that is attractive and inviting to the pedestrian.

Concepts designed to minimize visual and physical impacts on the surrounding area would support this policy. Bridge concepts 1 and 6, which significantly widen the freeway corridor on Hayden Island and in Marine Drive interchange, would conflict with this policy.

A.16. Overall I-5 Land Use Findings : The Effect of Investments on Growth

- (a) The analysis of the transportation options in the I-5 Partnership study assumed that the population and employment allocations in 2020 would be the same in all scenarios. Further, the analysis that the level and nature of the investment would change the modal choice, the route and the trip choice, but would not alter the number or locations of employment and households. History tells us otherwise. Transportation investments do change the location and number of jobs and households.
- (b) The I-5 Partnership analyzed the potential effects on changes to households and employment with the I-5 investments of an additional freeway lane in the Corridor and across the Columbia River, plus a light rail loop in Clark County. The findings of analysis are found below in C-G.
- (c) Without changes in land use policy, the following land use development trends can be expected, regardless of the transportation actions taken in the I-5 Corridor:
 - i. Population and employment growth in the Portland/Vancouver region are developing in a dispersed pattern. A significant share of households and employment are locating at the urban fringe, within adopted zoning.
 - ii. There will be more job growth in Clark County than anticipated in our current adopted plans. Even with a reduced percentage of commuters crossing the river, I-5 will be congested.
 - iii. Industrial areas are at risk of being converted to commercial uses, threatening the availability of industrial land in the Portland/Vancouver region and increasing traffic congestion in the I-5 corridor.

- (d) Without investment in the I-5 corridor, we can expect that traffic congestion and reduced travel reliability will have an adverse economic effect on industries and businesses in the Corridor.
- (e) With highway and transit investments in the Corridor, there will be travel-time savings that can be expected to have the following benefits:
 - i. Attract employment growth toward the center of the region to the Columbia Corridor along the I-5 Corridor from elsewhere in the region. The land use model estimates a small but steady increase of jobs to the I-5 Corridor, in both the Columbia Corridor Industrial Area and Clark County with the additional accessibility. This is consistent with Metro's 2040 Growth Concept that supports economic growth in the industrial area and focuses growth inside existing urban areas. This is also consistent with Clark County's goals of attracting more jobs.
 - ii. Strengthen the regional economy by attracting more jobs to the region; and
 - iii. Create new job opportunities for residents near the I-5 Corridor because of their close proximity to the additional employment in the Corridor .
 - iv. Support mixed use and compact housing development around transit stations. Transit station areas can have a positive effect on encouraging redevelopment and supporting transit use, particularly in residential areas. Redevelopment can provide an additional opportunity to accommodate additional housing demand and offer a mix of housing opportunities.
- (f) Highway and transit investments in the Corridor also carry risks if the development pressure associated with the increased accessibility is not well managed:
 - i. Increased demand for housing in Clark County due to the location of jobs in the center of the region and the faster travel times to jobs in Portland may increase pressure to expand the Clark County urban growth area along the I-5 Corridor to the north. If more new houses are built than jobs in Clark County, I-5 will become overloaded to levels that would exist if no improvements were made. This would be contrary to the regional policy and limit the capacity for freight; and
 - ii. Industrial areas are at greater risk of being converted to commercial uses at new and improved interchanges with the improved travel times at these locations. As the region's population has increased, the value of land along the freeway has also increased. This increase in value increases development pressure. Value and corresponding development pressure will increase as accessibility is further improved. If not protected, this development will erode the supply of increasingly scarce industrial land, reduce the opportunities to create family wage jobs close to where people live, and generate more traffic than the system can handle, even with new capacity.

(g) Growth must be managed to ensure that:

- i. Clark County growth does not result in new freeway capacity being used by commuters, instead of truckers for the movement of goods;
- ii. The expected life span of investments is not shortened;
- iii. Scarce industrial land is not converted to commercial uses; and
- iv. Local jurisdictions implement necessary zoning and regulatory changes to attract mixed use and compact housings around transit stations. The availability of land, within the Metro UGB and the Clark County UGAs changes where and how the region will grow. If Metro has a tight UGB, it will increase demand for housing in Clark County, even more than the effect of the added accessibility due to the transit and highway investment. If Clark County expands the UGA, it will also attract growth. UGB/A decisions alone can change traffic demands across the river.



Attachment D

“I-5 Bi-State Coordination Accord”

The I-5 Task Force recommends that RTC and Metro, along with the other members of the current “Bi-State Transportation Committee, adopt and implement the following “I-5 Bi-State Coordination Accord” and develop the operational details.

I. Accord Purpose

The I-5 Partnership brought together Washington and Oregon citizens and leaders to respond to concerns about growing congestion on I-5 and its effect on the Region. Consistent with the Task Force’s *“Problem, Vision and Values Statement,”* the Accord signatories find and adopt the following principles, statements, goals and actions:

- A. The Region functions as one economic marketplace nationally and internationally;
- B. Travel demands in the I-5 Corridor need to be met by: 1) providing a balance of transit and road improvements to achieve a mix of transportation choices, 2) reducing single occupant vehicle use in the peak hours across the Columbia River (I-5 and I-205), and 3) reducing daily VMT per capita for the urban areas in the four-county region;
- C. The Region relies on the efficient movement of freight throughout the I-5 Corridor. Mid-day travel speeds for trucks on I-5 and I-205 must be maintained at a level designed to protect and enhance freight mobility. Additionally, the Region should proactively work to increase travel reliability for all users;
- D. Healthy and viable rail service in the I-5 Corridor is a critical component of the regional economy. It is an integral part of the region’s comparative advantage in providing an inter-modal focus of marine, barge, highway, and rail services that contribute to the Portland/Vancouver area’s recognition as a major national and international trade and distribution center.

- E. Transportation Demand Management (TDM) and Transportation System Management (TSM) are essential strategies for improving our mobility, both on a Corridor and Regional level.
- F. The Region's growth management plans share a common vision for compact urban growth to preserve farm land, forest land and open space;
- G. The Region's transportation and land use systems are integrally related, each impacting and influencing the other, with different approaches and implementation regulations;
- H. Coordination among Region's jurisdictions and agencies in pursuing economic development and the preservation and increase of available industrial lands are important parts of growth management and maintaining a strong economy;
- I. The Region would benefit from a multi-faceted, integrated plan of personal and business actions/incentives, transportation policies, and capital expenditures;
- J. Plans to manage the I-5 Corridor interchanges, adjacent areas and adjacent industrial lands, are needed now to efficiently manage and protect the existing and future investments in the transportation system; and
- K. The recommended improvements in the I-5 corridor between Portland and Vancouver will be an expensive undertaking. Capital projects of the magnitude recommended by the Task Force typically require a variety of funding and financing mechanisms. The Region will not be able to rely on any single revenue source. There are several promising federal, state and local revenue sources that could be available for financing the proposed projects.

II. Mechanisms For Protecting the I-5 Corridor

- A. The "I-5 Corridor" or "Corridor" for purposes of this Accord has as its northern terminus the northern boundary of Clark County. Its southern terminus is the I-5/I-405 Loop.
- B. **Manage Land Uses:** Accord signatories with land use authority, in consultation with those signatories with transportation authority, agree to protect the I-5 Corridor by creating their own plans and agreements to: 1) manage traffic from land uses surrounding interchanges not to exceed the mobility standard for the interchange; 2) manage induced traffic growth in the I-5 Corridor beyond that already planned; 3) establish "centers" for intense development and identify those areas preserved for industrial, residential and other uses; and 4) manage the employment or industrial areas that are outside of designated "centers" where traffic from potential development could negatively impact the levels of service on I-5 or the roads leading to it. These plans and agreements will include TDM/TSM strategies, consistent with and designed to achieve, the I-5 Corridor and Regional TDM/TSM targets.
- C. **Protect Existing, Modified and New Interchanges:** Accord signatories with I-5 Corridor interchanges physically located in their jurisdiction agree to manage the development and resulting traffic around the interchange areas to protect the mobility standard of the interchange and enter into agreements with the relevant DOT. The plans and agreements for the interchanges will specify land uses that are consistent with this Accord.
- D. **Transit Station Areas:** Accord signatories with new light rail and transit stations will adopt plans for the areas around transit station that are consistent with this Accord.
- E. **TDM/TSM Actions:** Accord signatories will do their part in implementing TDM/TSM strategies that are consistent with the Corridor and Regional targets.
- F. **Selection of Strategies and Regional Consistency:** Each Accord signatory will determine its specific strategies to protect the I-5 Corridor and those strategies should be consistent with the applicable Clark County Comprehensive Plan or the Metro 2040 Growth Concept, as modified. After consultation with the Bi-State Coordination Committee, each Accord signatory with land use authority shall adopt the relevant elements of the Section II plans and agreements into their Comprehensive Plan or Growth Concept Plan.

III. Create “Bi-State Coordination Committee”

The existing “Bi-State Transportation Committee” advises the JPACT/Metro Council and the RTC Board on transportation issues of bi-state significance. It is the only existing forum for discussion of bi-state issues where members represent a balance of regional interests. A new level of Bi-State coordination is needed to advise the JPACT/Metro Council, the RTC Board and Clark County on: a) increasing travel demands across the Columbia River, and b) accommodating the 20-year Regional projections for population and employment, and jobs and housing. Jurisdictions and agencies in the I-5 Corridor and those that impact its function should supplement their current transportation coordination efforts with coordinated land use planning, TDM/TSM measures, and economic development activities designed to, among other things, effectively manage the existing and new I-5 Corridor transportation investments.

A. Role of the new Bi-State Coordinating Committee:

1. **Review, Comment and Recommend:** Review, comment and provide recommendations, consistent with this Accord, on actions and major transportation, land use, TDM/TSM, and economic development issues of Bi-State Significance to the responsible signatory. Additionally, the Committee can request any Accord signatory to refer an issue or action of Major Bi-State Significance to it for consultation.
2. **Rail:** Establish a public/private Bi-State Rail Forum to serve as an advisory group. Through the Rail Forum, initiate an aggressive program to: a) facilitate the efficient rail movement of freight, b) coordinate multi-modal transportation services to increase port access and streamline freight movement, c) develop strategies to implement the specific findings of the I-5 Partnership Rail Capacity Study, including prioritizing and scheduling the “incremental improvements,” d) pursue the rail infrastructure improvements required to accommodate the anticipated 20-year freight rail growth in the Corridor and frequent, efficient inter-city passenger rail service between Seattle, Portland and Eugene, e) advocate at federal, state, regional and local levels for the funding and implementation of rail projects, including the need for additional inter-city passenger and high speed rail, and f) negotiate the cost allocation responsibilities between public and private stakeholders.
3. **TDM/TSM:** Establish a Bi-State TDM Forum to serve as an advisory group. Work with the regional transportation partners to prepare an “I-5 TDM/TSM Corridor Plan” to identify the TDM/TSM targets, implementation details, funding sources, priorities, and costs. Upon its completion, review the plan, finalize both Corridor and Regional targets, and lead the effort to secure additional funding.

4. **Funding:** Identify opportunities to fund the widening of I-5 to 3 lanes between Delta Park and Lombard. Other capital elements of the recommendations will take longer to fund. As a first step towards the development of a financing plan, work to explore long-term funding opportunities. Coordinated and discuss efforts to increase transit operating revenue for Tri-Met and C-Tran.
5. **Community Enhancement Fund:** Establish a community enhancement fund for use in the impacted areas in the I-5 Corridor in Oregon and Washington. Such a fund would be in addition to any impact mitigation costs identified through an environmental impact statement and would be modeled conceptually after the "1% for Arts" program, the I-405 Mitigation Fund and the St John's Landfill Mitigation Fund. The Bi-State Coordination Committee will recommend the specific details in conjunction with the Environmental Justice Work Group.

B. Rights and Responsibilities of Accord Signatories. Each signatory:

1. Retains the right and responsibility to control its own transportation system, planning, economic development, funding priorities and enforcement.
2. Agrees, prior to adopting management plans, interchange plans and agreements, and transit station plans, to bring them and other actions and issues of Major Bi-State Significance to the Bi-State Coordinating Committee for its comments and recommendations, which the signatories will meaningfully consider.

C. Membership and Coordination. Currently, the Bi-State Transportation Committee members are elected representatives or directors from: the Cities of Portland and Vancouver, Clark and Multnomah Counties, a smaller city in Clark (now Battle Ground) and one in Multnomah County (now Gresham); ODOT, WSDOT, the Ports of Vancouver and Portland, Tri-Met, C-Tran and Metro. Membership in the Bi-State Coordination Committee should be expanded to include members of the public, and others as needed, to meet the Accord responsibilities while maintaining the existing balance of bi-state representation of interests.

D. Revise Existing Bi-State Transportation Committee. JPACT/Metro Council, the RTC Board and Clark County should revise the existing "Bi-State Transportation Committee" to be consistent with this Accord. Simultaneously, the Accord signatories need to create the new "Bi-State Coordination Committee," provide for citizen participation in its work, adopt this Accord, and agree to act consistently with it.

IV. Actions and Issues of Major Bi-State Significance

The Accord signatories find and adopt the following as issues of Major Bi-State Significance:

- A. Plans and agreements for the I-5 Corridor noted in Section II above and the actions noted in Section V below;
- B. Four county regional coordination of UGB/UGA expansions to accommodate 20-year projections for population and employment, along with jobs and housing;
- C. Coordination of economic development strategies and the preservation of industrial lands;
- D. Highway, transit and rail projects in the Corridor, along with TDM/TSM targets and strategies for the Corridor and Bi-State Region; and
- E. Other related major issues of bi-state concern.

V. Actions Needed Before New Capacity in the I-5 Corridor

- A. As to new river-crossing capacity, new or modified interchanges, or Transit Stations, the Accord signatories agree to adopt drafts of the plans, agreements and actions noted in Section II above, include them for review in the relevant environmental process, and finalize them if not already finalized, as part of the environmental process conclusion.
 - 1. As to the Delta Park to Lombard project specifically, it is subject only to: a) formation of the Bi-State Coordinating Committee and b) the Bi-State Coordination Committee's review of the relevant environmental documents. The Accord signatories will, however, consult with each other and the Bi-State Coordination Committee before taking any official action that changes existing land use designations in the areas adjacent to the Delta Park Lombard project if those changes could adversely affect the mobility standard of the interchange. Additionally, the Accord signatories agree to have the plans, agreements and actions noted in Section II above, in place or included for review in the relevant environmental process for any new river-crossing capacity, and finalize them if not already finalized, as part of the environmental process conclusion. This includes the City of Portland's agreement to develop a plan to manage the area around the interchanges in the vicinity of Delta Park consistent with this Accord.
 - 2. As to the WSDOT 99th to I-205 widening project specifically, the environmental work has been completed. As a result, its construction is conditioned only upon the Accord signatories agreement to consult with each other and the Bi-State

Coordination Committee before taking any official action that changes existing land use designations in the areas adjacent to that project. However, the Accord signatories agree to have the plans, agreements and actions noted in Section II above, in place or included for review in the relevant environmental process for any new river-crossing capacity, and finalize them if not already finalized, as part of the environmental process.

- B. As to existing interchanges, the Accord signatories agree to have the plans, agreements and actions noted in Section II above adopted with all deliberate speed.
- C. As to any other transportation improvements in the I-5 Corridor, the Accord signatories agree to have the plans, agreements and actions noted in Section II above adopted before construction begins on them.
- D. As to TDM/TSM, the proposed Bi-State Coordination Committee needs to agree on the "I-5 TDM/TSM Corridor Plan," the TDM/TSM targets for the I-5 Corridor and Region, and the appropriate levels of financial commitment and implementation that must be in place before construction begins on any new river-crossing capacity.

VI. Implementation

- A. **Timing:** Signatory parties should establish the new Bi-State Coordination Committee as soon as possible, but in any event, it should be established contemporaneously with the adoption of the I-5 Task Force Recommendations into the regional transportation plans.
- B. **Staffing and Funding:** Metro and RTC should continue to staff the Bi-State Coordination Committee and explore whether additional funding is necessary until the Accord's organizational details are finalized.

Attachment E: TDM/TSM Action Items and Rough Costs Matrix

ACTION ITEMS	CURRENT/BUDGETED SPENDING	TARGET/ADDITIONAL SPENDING	WHO PAYS		
			Users	Private Sector	Public Sector
I. Alternative Mode Services					
A. Fund transit services to the level assumed in the Task Force Baseline, upon which other option packages were compared. Today the region provides 1.9 million hours of transit service annually. The recommendation scenarios by the Task Force assumed 4.3 million service hours by 2020.	<ul style="list-style-type: none"> C-TRAN (year 2002) 282, 400-fixed route service hours at cost of \$23.5 million per year for transit operations. TRI-MET (Year 2002) 1.6 million fixed route service hours at a cost of \$139 million per year. 	<ul style="list-style-type: none"> The operating and maintenance cost needed for the baseline service in 2020 is estimated at \$317 million per year. To meet this service level Tri-Met would need an additional \$132 million per year and C-TRAN would need an additional \$23 million per year. 	X	X	X
B. Increase the subsidy for the existing C-TRAN Vanpool program to add to fleet and increase service over next five years.	<ul style="list-style-type: none"> C-TRAN: \$200,000/yr. operating costs TRI-MET: \$100K/yr. 	<ul style="list-style-type: none"> C-TRAN: \$600,000 yr. to triple fleet 	X	X	
C. Study the use of casual carpool and pick-up locations to cross the river.	\$0	\$40,000			X
D. Support the planned expansion of the existing Real Time Information for users.	TRI-MET: \$2 million/yr.	TRI-MET: \$1 million/yr.	X	X	X
E. Create and expand use of flexible shuttle systems to supplement fixed route services between the employment areas and the LRT stations in Vancouver and Portland.	<ul style="list-style-type: none"> TRI-MET: \$200,000 shuttle/worksites C-TRAN: \$0 	TRI-MET and C-TRAN: \$1million combined budget		X	

ACTION ITEMS	CURRENT/BUDGETED SPENDING	TARGET/ADDITIONAL SPENDING	WHO PAYS		
			Users	Private Sector	Public Sector
II. Alternative Mode Support					
A. Make available new park and ride facilities in Clark County in conjunction with recommended and new transit services in the I-5 and I-205 corridors. Begin Park and Ride expansion with those facilities forecasted to be at capacity in the next five years.	1,700 spaces currently exist in Clark County. Another 700 will be added with the construction of the I-5/99 th Park-n-Ride.	Overall need: 6,600 spaces in Clark County. The additional 4,200 spaces cost \$84 million (\$20,000 per space * 4,200 spaces). 1,000 spaces (\$20 million) are currently assumed in the projected LRT costs.	X	X	X
B. Increase funding at the jurisdiction level to ensure that existing pedestrian-oriented street designs in neighborhoods within the I-5 corridor may be implemented to support connectivity to the corridor.	Retrofit @ \$1 million for a 1/4 mile section. New construction @ \$1.25 million for 1/4 mile section	\$16 million for 4 miles of boulevard retrofits		X	X
C. Support a sustained marketing program to increase awareness of rideshare programs for example www.CarpoolMatchNW.org . Target the I-5 Corridor.	\$116,000 (\$80,000 for staff, \$36,000 for ads) for two years	Continue and increase budget to \$150,000 to target I-5			X
D. Establish and fund an on-going HOV enforcement program.	<ul style="list-style-type: none"> • ODOT: \$50-\$60,000/yr. • WA State Patrol in charge of enforcement 	<ul style="list-style-type: none"> • ODOT: increase to \$100,000 • WA: increase to \$100K 	X		X
E. Improve the connectivity and quality of bike/ped facilities in Portland and Vancouver at both ends of any new river crossing.	<ul style="list-style-type: none"> • \$25,000. Lloyd District TMA received \$7,500 regional money for bike racks in 2001. 	<ul style="list-style-type: none"> • City of Vancouver-\$2.5 million 			X
F. Support existing plans for end of trip facilities (i.e. showers, lockers and bike racks) by committing the funding for these in the corridor.	<ul style="list-style-type: none"> • Portland spent \$9,500 on bike racks & \$5,477 on lockers in 2001. * • WA: \$0 	<ul style="list-style-type: none"> • Portland increases budget to \$35,000/yr. • WA budget: \$75,000 	X	X	X

ACTION ITEMS	CURRENT/BUDGETED SPENDING	TARGET/ADDITIONAL SPENDING	WHO PAYS		
			Users	Private Sector	Public Sector
G. Develop TDM programs for special event centers that draw large number of attendees for example: Delta Park, Expo Center, PIR and Downtown Vancouver. This will be similar to the shuttle bus and traffic signal coordination implemented for Rose Quarter events	TRI-MET: \$5-10,000/yr.	Increase budgets in both WA and Portland to \$300,000	X	X	X
H. Expand the TDM Education program for the region and target special programs for the I-5 Corridor. Examples of education programs are: 1. School programs on Alternative Travel Modes 2. Identify people who are open to making changes to the way they travel and link them with the resources they need to do it (e.g.. Travel Smart program, Perth). 3. Encourage families to live without a second car (Way to Go Seattle).	<ul style="list-style-type: none"> City of Portland spent \$15,000 for bikes and helmets plus \$80,000 for staff for elementary school bike & ped training in 2001. 	\$1.2 million		X	X
I. Develop Guaranteed Ride Home Program for employees who have gotten to work by alternatives to SOV. Employees are offered a ride home (e.g., by Taxi or company vehicles) at no cost if needed for an emergency	Minimal cost (+/- \$200 per year)	\$30,000 per year			X
III. Worksite-Based Strategies					
A. Expand region wide incentive strategy to encourage employers to offer commute options. This will include promoting education programs tailored to the work sites in the corridor. Add marketing FTE for bus pass marketing.	<ul style="list-style-type: none"> TRI-MET: \$400,000 WA: \$0 	<ul style="list-style-type: none"> TRI-MET: \$500,000 C-TRAN: \$100,000/yr. 		X	X

ACTION ITEMS	CURRENT/BUDGETED SPENDING	TARGET/ADDITIONAL SPENDING	WHO PAYS		
			Users	Private Sector	Public Sector
III. Worksite-Based Strategies, Continued					
B. Subsidize transit pass program (like the Tri-Met Passport) to increase transit use at employment sites.	<ul style="list-style-type: none"> City of Portland's TRIP (transit subsidy) and carpool check program cost \$340,000 in 2001. WA: \$0 	<ul style="list-style-type: none"> \$5 million WA Budget: \$450,000 		X	
C. Increase participation in bike-walk use at more work-site locations for example Bike & Walk Bucks.	Bike & Walk Bucks pays participant \$30/mo. Avg. 500 participants= \$180,000/yr.	Increase use to 1000 participants= \$360,000/yr.		X	
IV. Public Policy and Regulatory Strategies					
A. Expand the funding for the two existing TMA's in the corridor, Swan Island and Lloyd Center, and use public funds to seed new TMA's where business support exists.	<ul style="list-style-type: none"> Lloyd District TMA budget-\$174,000* Swan Island TMA** budget-\$75,000 	Create and maintain 4 TMA's total. Increase budget to \$175,000= \$700,000		X	X
B. Review enforcement or incentive mechanism to achieve the goals in Washington State's CTR and Oregon's ECO programs to reduce commuter SOV trips.	\$0	\$300,000		X	X

* Lloyd District TMA revenue: City of Portland \$75000, Passport Commissions-\$31,5000, CMAQ grant-\$15,000, BID Funding-\$50,000, Contributions-\$2600

** Swan Island TMA revenue: CMAQ grant-\$25,5000, Access to work (carpool and shuttle)-\$10,500, Membership dues-\$25,750

ACTION ITEMS	CURRENT/BUDGETED SPENDING	TARGET/ADDITIONAL SPENDING	WHO PAYS		
			Users	Private Sector	Public Sector
C. Expand CTR to include businesses with 50 or more employees. CTR currently impacts businesses with 100 or more employees. ECO and CTR to move toward common criteria to include businesses with 50 employees or more.	\$0	\$ 40,000		X	X
D. Expand transit free fare areas including downtown Vancouver.	<ul style="list-style-type: none"> City portion of Fareless Extension to Lloyd District was \$300,000. Total cost=\$900,000 WA: \$0 	<ul style="list-style-type: none"> Future costs based on Tri-Met's estimate of lost revenue. WA: \$300,000 		X	X
E. Study expansion of free fare zones for I-5 transit users.	\$0	\$150,000	X	X	X
V. Pricing Strategies					
A. Develop a region-wide parking strategy to encourage fewer parking spaces and to support parking charges. Consider including elements of the strategy such as: <ol style="list-style-type: none"> Establish Trip Reduction Ordinances to help reduce SOV trips. Support jurisdictions in adopting parking requirements in codes with parking minimums and maximums in place. Provide preferential parking at places of employment and at parking garages for rideshare vehicles as an incentive. Increase the effectiveness of existing pricing strategies by increasing the cost of metered parking and parking garages. 	Portland discounts carpool parking on streets and garages total \$377,472 /yr. On-Street spaces-618 City-owned garage spaces-217 City of Vancouver's parking program costs \$2 million a year.	\$500,000		X	X
B. Study opportunities to implement road-pricing strategies as plans for a new river crossing continue. Pricing strategies for consideration to be looked into through EIS.	\$0	\$500,000	X	X	X

ACTION ITEMS	CURRENT/BUDGETED SPENDING	TARGET/ADDITIONAL SPENDING	WHO PAYS		
			Users	Private Sector	Public Sector
VI. TSM Strategies					
A. Add service patrols to manage incidents in Washington and add to the number of incident response teams in Oregon and Washington.	COMET operating costs: \$85,000/truck \$7,550 maintenance and gas 5,000 miles/month/per truck				X
B. Improve freight traffic flow by moving more drivers from SOV to alternative modes thereby reducing traffic congestion. As designs for the new river crossing and interchanges in the corridor are developed, truck bypass lanes at ramps and other techniques to facilitate truck movement should be considered.					X
C. Accelerate funding for planned ramp metering at all WSDOT freeway interchanges in the I-5 and I-205 corridors.	Ramp meters cost \$90-100,000/unit (includes meter, signage and striping)	\$700,000 for 7 meters			X
D. Increase coordination between Oregon and Washington Transportation Management Centers to improve freeway management and operations, including incident management. The aim is to decrease the time to clear incidents, maintain traffic flow and increase travel reliability.	OR- WA-30 minutes response and 120 minutes clearance time for major incidents	\$600,000 for first year and \$100,000 annually for following years			X
E. Implement Vancouver Area Smart Trek (VAST) System. VAST is a package of Intelligent Transportation System (ITS) elements to better manage the transportation system. ITS uses advanced technology and information to improve mobility and productivity and enhance safety on the transportation system. http://comsvr/vastrek/	\$5.4 million (3 year budget)	\$45 million over 20 years			X

Attachment F: Potential Impacts of Recommendations to be Assessed In an Environmental Impact Study

I. Traffic/Transportation	
<p>CLARK COUNTY MEETINGS</p> <p>A. Increase/decrease in access to jobs and services for low income, minority groups, disabled and elderly. Need to assess:</p> <ol style="list-style-type: none"> 1. Ability to access jobs/employment centers. How will each alternative reduce or increase job opportunities or require dislocating families in order to maintain access? 2. Choice in transportation – within each community and in crossing the river. Large segments of the EJ communities do not drive (particularly women of ethnic groups), do not have reliable cars, or are from cultures that are more comfortable using public transportation. 3. Availability of public transportation to reach community services. Services in Clark County are not currently always accessible by transit. Low income and minority groups are located throughout the community. 4. Impact on pedestrian and bicycle access. 5. Affordability of transportation to jobs and services. 6. Efficiency of transportation to jobs and services. <p>B. Construction impacts Need to assess:</p> <ol style="list-style-type: none"> 1. Ability to maintain access to jobs and services during construction. <p>C. Reduced safety in neighborhoods Need to assess:</p> <ol style="list-style-type: none"> 1. Impact on pedestrian safety. Walkability of neighborhoods is especially important for children and elderly. 2. Increase in cut-through traffic. 3. Impact on speeds through neighborhoods, for instance potential impacts of new bridge over 29th in Vancouver. 	<p>PORTLAND MEETINGS</p> <p>A. Increase in traffic on local streets and other freeway systems. Need to assess:</p> <ol style="list-style-type: none"> 1. The local traffic impact of removing the bottleneck at Delta Park. 2. The local traffic impact of making improvements in the Bridge Influence area. 3. Impact of freeway ramp meter rates on local streets and on pedestrian safety issues. 4. The impact of improvements on the Portland freeway loop, SR 500 and SR 14. 5. Traffic impacts of HOV system. 6. West Arterial Road as an alternative to improvements on I-5 <p>B. Increase in sprawl in Clark County Need to assess:</p> <ol style="list-style-type: none"> 1. The impact of transportation improvements on growth in Clark County. <p>C. Unsustainable transportation system. Need to assess:</p> <ol style="list-style-type: none"> 1. Transit and demand management-only transportation system. <p>D. Unsafe pedestrian conditions during construction.</p> <ol style="list-style-type: none"> 1. To the extent that construction of improvements impact pedestrian safety and access, it needs to be mitigated. This can be a problem on local streets and also at freeway ramps when traffic backs up. Senior populations are particularly a concern.

<p>D. Reduced access to homes Need to assess:</p> <ol style="list-style-type: none"> 1. Impact on residents of changing how homes are accessed (rear access to homes between 35th-37th Street). 	
<p>II. Environment and Health</p>	
<p>CLARK COUNTY MEETINGS</p> <p>A. Increase in air and other pollution and subsequent health impacts. Need to assess:</p> <ol style="list-style-type: none"> 1. Health impacts on residents next to or near the facilities due to increases in air pollution and the potentially subsequent increases in contamination of soils and other resources with which residents interact. The assessment should recognize that: <ul style="list-style-type: none"> - Children are most vulnerable because they play outside - Low income populations have less access to health care and, thus, may have poorer overall health - Health issues of concern include: allergies, asthma, lead poisoning, and low birth weights. <p>B. Increased noise. Need to assess:</p> <ol style="list-style-type: none"> 1. Health impacts of increased noise <p>C. Impacts to other environmental resources. Need to assess:</p> <ol style="list-style-type: none"> 1. Impact on trees – reduction and health of trees 2. Reduction in wildlife 3. Stormwater drainage 4. Water quality 5. Sustainable development 6. Other natural resources 	<p>PORTLAND MEETINGS</p> <p>A. Increase in air pollution and subsequent health impacts. Need to assess:</p> <ol style="list-style-type: none"> 1. Local air quality impacts of highway and transit projects, including an assessment of air toxics. The assessment should also take into account idling traffic at ramp meters. 2. Health impacts associated with increased air pollution due to highway and transit projects. <p><i>Note: there is concern in the community about the cumulative impacts of automobile and industrial pollution on the health of residents in north and northeast Portland. Advocates on this issue have requested a study of the cumulative air quality impacts. Such a study will require the participation of several state and federal agencies including the Department of Environmental Quality, the Oregon Health Department, and the Environmental Protection Agency. Additional discussion among these agencies and with the community advocates is needed before action on such a study can be taken.</i></p> <p>B. Increase in pollution to streams and fish. Need to assess:</p> <ol style="list-style-type: none"> 1. Increase in run-off into streams due to the increase impervious surface (more roadway) 2. Increase in PCBs and toxic organics in streams – need to need to pay attention to detection limits.

III. Historic and Cultural Issues

CLARK COUNTY MEETINGS

A. Impacts on historic homes

Need to assess:

1. Older Vancouver neighborhoods have historic homes.

B. Impacts on culture of minority and ethnic groups

Need to assess:

1. Impacts on the ability of minority and ethnic groups to maintain the cohesiveness and culture of their communities.

C. Impacts on Native American tribal resources

Need to assess impacts that a river crossing or other elements of the alternatives may have on Native American fisheries.

PORTLAND MEETINGS

A. Impacts to Pioneer Cemetery.

Need to assess whether impacts will occur to this resource.

IV. Property Impacts

CLARK COUNTY MEETINGS

A. Residential and Commercial Displacements

Need to assess:

1. Displacements and encroachments – low-income households in this corridor are difficult to relocate because of a lack of decent affordable housing.
2. Impact on availability affordable housing

PORTLAND MEETINGS

A. Residential and Commercial Displacements

Need to assess:

1. Displacements and encroachments to residential, business and commercial property.
2. Impact on property values.
3. If there is a loss of housing, need to consider the cumulative impacts of all projects in the area.

V. Quality of Life

CLARK COUNTY MEETINGS

A. Impacts to community life. Need to assess:

1. Impacts to community cohesiveness – connections within neighborhoods. This includes pedestrian, bike and vehicle connections within the community and to schools, recreation, community and commercial services.
2. Connection impacts to other communities.
3. Impacts to adopted Neighborhood Plans.
4. Diminishment of community identity, such as of historic character of older Vancouver neighborhoods.
5. Impacts to community life of minority groups.

PORTLAND MEETINGS

A. Increase in noise

Need to assess:

1. Noise impacts of potential improvements including widening I-5 to three lanes between Delta Park and Lombard.
2. Noise impacts due to construction.

<p>6. Increase in brownfields or rundown and/or vacant properties.</p> <p>7. Changes, such as access, within neighborhoods that develop housing pockets that could attract criminal activities into neighborhoods</p> <p>B. Increase in noise Need to assess:</p> <ol style="list-style-type: none"> Noise impacts of potential improvements <p>C. Impacts to open space and parks Need to assess:</p> <ol style="list-style-type: none"> Loss of green space, wetlands and parks. Access to open space and parks. <p>D. Decrease in overall livability Need to assess:</p> <ol style="list-style-type: none"> Increase in odors. Visual impacts 	<p>B. Decrease in overall livability Need to assess:</p> <ol style="list-style-type: none"> Loss of green space. Shadow effect of freeways and loss of natural light. Visual impact of new bridges. Loss of access to the Columbia Slough. Increase in litter due to light rail and increased traffic. Increased grit and grim on homes and vehicles near the corridor
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VI. Employment and Economic Opportunity

<p>CLARK COUNTY MEETINGS</p> <p>A. Impacts on job opportunities due to access. Need to assess:</p> <ol style="list-style-type: none"> Increase or decrease in reliable transportation access to jobs for low income and minority communities. <p>B. Economic development in Clark County. Need to assess:</p> <ol style="list-style-type: none"> Effects of alternatives on creation of jobs in Clark County. Impacts on tax revenues for Clark County. 	<p>PORTLAND MEETINGS</p> <p>A. Decrease in revenue for corridor businesses due to construction. Need to assess:</p> <ol style="list-style-type: none"> Construction impacts to businesses affected by construction of improvements. <p>B. Lack of economic benefit to local community from EIS, construction and maintenance contracts. Need to ensure:</p> <ol style="list-style-type: none"> That the Departments of Transportation make a special efforts in the following areas: attracting Disadvantaged Business Enterprise (DBE) -eligible firms for all contracts; attracting Emerging Small Businesses for all contracts; and enforcing external equal employment opportunities laws.
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VII. Affected Environmental Justice and Title IV Communities

CLARK COUNTY MEETINGS

A. Balance of impacts.

Need to assess:

1. The demographics of those that are impacted by the study – who, how many, and of what racial, ethnic and economic groups – in order to determine whether impacts are balanced, and what mitigation could be appropriate.

PORTLAND MEETINGS

Attachment G

Potential Benefits of Recommendations to be Considered in an Environmental Impact Study

The following ideas and information were generated as a basis for exploring benefits that could be considered in the EIS. The EIS will assess whether environmental justice communities carry an unfair share of the negative impacts of the project, and whether the impacts are or can be balanced by benefits to those communities.

It is important to understand that, while impacts would be a natural outcome of a set of transportation improvements, not all benefits would be. The working groups discussed two types of benefits: 1) those that could be a direct outcome of transportation improvements, and 2) those that could be added either to address specific impacts (as mitigation) or to provide overall balance of benefits and impacts to affected communities. The second type of benefits would not be ensured until they were included in the Final EIS and financing package.

I. Employment/Economic Opportunity	
<p>CLARK COUNTY MEETINGS</p> <p>A. Maintain and improve access to employment centers and high quality jobs</p> <ol style="list-style-type: none"> 1. Provide reliable, efficient access to key employment areas (such as Ridgefield, Prune Hill, Portland, and Port of Vancouver). Need transportation choices: car and transit. 2. Encourage the creation of jobs in Clark County/Southwest Washington. 3. Support job training opportunities <p>B. Support job opportunities during construction.</p> <ol style="list-style-type: none"> 1. Use local contractors and suppliers. 2. Maintain access to employment centers during construction. <p>C. Encourage the development of local businesses in the corridor</p> <ol style="list-style-type: none"> 1. Encourage business development for minority groups along the corridor. 2. Support economic development plans in local Neighborhood Action Plans. 	<p>PORTLAND MEETINGS</p> <p>A. Provide jobs from the project.</p> <ol style="list-style-type: none"> 1. Improvements should serve as an economic engine by providing jobs and business opportunity to the adjacent communities. 2. Employment and training and percentage people of color used on project – contracts/workers. 3. Also, percentage small business, women in business. 4. ODOT should participate in Community Benefits Agency Task Force. Though not yet formally established, ODOT and all other agencies undertaking major public works projects in the area should participate when it is set up. The Task Force will serve as a forum where public agencies and potentially other institutions can share information regarding how their capital improvement projects can best benefit the community. Community benefit objectives can be served by aggressive local hiring/contracting efforts, and there are many other “best practices

	<p>B. Help businesses that may be impacted during construction.</p> <ol style="list-style-type: none"> 1. Develop a plan to save jobs during construction. Use lessons learned during Interstate LRT. Look for federal grants now. Don't wait. 2. Look at how to compensate small business people who lose business. 3. To help businesses that may be impacted during construction it is important to get profit and loss statements before construction so that there is a way to determine loss of business during construction. 4. EPA may have a small business loss income fund that will reimburse any loss that businesses can prove during construction. <p>C. Encourage the development of local businesses in the corridor.</p> <ol style="list-style-type: none"> 1. Set aside space at light rail stations for small, community-oriented, local businesses and connect these businesses with job training center efforts. 2. Incentives along corridor to help businesses.
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II. Traffic/Transportation

<p>CLARK COUNTY MEETINGS</p> <p>A. Provide for diverse mobility and access needs of environmental justice communities:</p> <ol style="list-style-type: none"> 1. Jobs. See "Employment" Services. 2. See "Environment and Health." 4. Community access. See "Community Building and Livability." 5. Maintain access across the river as a plus for both sides of the river – Portland and Vancouver are culturally and economically linked communities. <p>B. Improve bike and pedestrian safety and increase connectivity.</p> <ol style="list-style-type: none"> 1. Improve or provide more connections crossing the freeway for pedestrian and bike access. 	<p>PORTLAND MEETINGS</p> <p>A. Improve bike and pedestrian safety and increase connectivity.</p> <ol style="list-style-type: none"> 1. Freeway over-crossings are dangerous for bicyclists and pedestrians. Need safe ways to get across freeway, particularly for seniors. There is also a problem crossing at freeway ramps when traffic backs up. 2. Safer and better bike and pedestrian access to transportation. Emphasize bike and pedestrian facilities in design and mitigation. Need pedestrian and bike friendly overpasses to tie communities back together. 3. Safer bike/pedestrian access should be emphasized in design for neighborhood.
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C. Reduce single-occupancy vehicles in order to reduce related impacts on neighborhoods and environment

1. Consider employer to employee incentives, such as transit vouchers. This can be a tax incentive for employer and could help meet community trip reduction goals.
2. Consider Downtown Vancouver free zone on buses.
3. Consider using project to facilitate better ride sharing.
4. The more public transportation that is available, the more people will ride

D. Improve transit availability and connections

1. Need efficient east-west transit in Clark County to create better access to jobs and services.
2. More available transit can benefit certain ethnic groups. For some groups who are new to the country, driving is a major obstacle; they have used public transportation – trains and buses – in home country and are more comfortable with transit due to familiarity. Light rail or rail type system would be more inviting.
3. Consider transit passes for special populations.
4. Public transit needs to be done well (go where people want to go).
5. More information on public transportation is needed for EJ communities.

E. Calm traffic through neighborhoods

1. Build on Vancouver neighborhoods program of student designed traffic signs.

4. A new pedestrian/bicycle trail/path connecting Bridgeton to the Expo Center MAX station.
5. Improve the pedestrian condition of Killingsworth, per the planning work currently underway and led by the Portland Office of Transportation.
6. Consider integrating I-5 improvements identified in the recently completed *Station Area Revitalization Strategy* into the long range I-5 Partnership Plan. The Station Area Strategy identifies the following improvements:
 - A new Buffalo Street pedestrian/bicycle freeway crossing;
 - Enhanced Killingsworth and Skidmore freeway crossings to make them more pedestrian friendly (widened sidewalks, landscaping, benches, etc.);
 - A possible freeway capping at the Killingsworth crossing; and
 - A new street crossing to connect Mississippi District (south of Skidmore).

B. Improve transit connections

1. Develop better inter-neighborhood transportation in N/NE, for example, streetcars and other alternative modes.
2. Need improved east-west transit through N/NE Portland to create better access to jobs, shopping, recreation, etc.
3. Free bus passes to students up to age 22.

C. Manage traffic through better land use planning

1. Coordinate land use and transportation to limit sprawl in Clark County and thereby reduce commuters through north Portland

D. Improve congestion

1. Eliminate bridge lifts.

III. Health and Community Services

CLARK COUNTY MEETINGS

A. Improve access to health care and human services

1. Reliable transportation is needed to medical / healthcare resources.
2. Residents of low-income communities have less health insurance and access to health care.
3. Consider supporting childcare and facilities in neighborhoods.
4. Community resource centers could be built in neighborhoods.
5. Provide easy access to senior community centers in the neighborhoods.

B. Improve education on health risks

1. Education is needed on freeway-related health impacts for families within two miles of the corridor

PORTLAND MEETINGS

A. Improve access to health care for pulmonary problems

1. Residents of low-income communities have less health insurance and access to health care.
2. There needs to be consideration of air quality impacts so insurance community will pay for asthma as a long-term health issue.

B. Improve lead testing and education

1. Test children and homes and educate to prevent lead poisoning.

IV. Environment

CLARK COUNTY MEETINGS

A. Promote natural resource improvement

1. Implement as community projects.
2. Partner with organizations such as WSU on environmental stewardship.

B. Increase green spaces

1. Plant more trees.
2. Acquire green space.

PORTLAND MEETINGS

A. Improve knowledge of air quality impacts

1. Establish additional air quality monitoring stations along the freeway corridor.
2. Study the cumulative effects of automobile and industrial emissions, including an assessment of how the emissions impact different age groups and pregnant and nursing women.
3. Improved information on air quality will help people make informed choices and can be used to get DEQ to "dial down" impacts from industry; communicate and educate people.

B. Improve air quality now and during construction

1. Make sure construction vehicles are up to air quality standards while they are building in the area.
2. Have DOTs work with environmental agencies/transit to create incentives for reduction of air pollutants – e.g. clean buses.

	<p>C. Treat runoff from impervious services</p> <ol style="list-style-type: none"> 1. Runoff control measures such as berms and swales to capture pollution before it goes into streams.
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V. Property Benefits

<p>CLARK COUNTY MEETINGS</p> <p>A. Housing</p> <ol style="list-style-type: none"> 1. Preserve low-income housing. 2. Provide home enhancements, such as added insulation, to offset noise, air pollution, etc. 3. For displaced families with attachments to home and neighborhood, consider moving houses to a vacant property in close location 	<p>PORTLAND MEETINGS</p> <p>A. Housing</p> <ol style="list-style-type: none"> 1. Preserve low-income housing (incentive programs).
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VI. Community Building and Livability

<p>CLARK COUNTY MEETINGS</p> <p>A. Foster the ability of the low-income and minority communities to become more engaged in the community</p> <ol style="list-style-type: none"> 1. Promote capacity of low income and minority groups to become involved in public discourse – develop their capacity to be effective citizens and self advocates, so they can be empowered to affect their quality of life. <ul style="list-style-type: none"> - Possibly partner in outreach and education with Clark College and/or WSU Vancouver - Promote knowledge of government services (police, etc.), programs and policies intended to support their community 2. Promote and support community-action, community-betterment projects that improve the quality of the community, bring the community together, and educate. Examples cited include: 	<p>PORTLAND MEETINGS</p> <p>A. Improve/Add Community Amenities</p> <ol style="list-style-type: none"> 1. Plan for adding and green space with project and improving the green and community spaces we have. 2. Add libraries, lighting, drinking fountains, Saturday market, and micro-economic space. 3. Public improvements along the Columbia Slough. The community has identified several priority projects in this area, including the 40-mile loop trail, canoe launch, etc. <p>B. Improve Existing Community Resources</p> <ol style="list-style-type: none"> 1. Funding for Jefferson and Roosevelt school cluster (elementary-high school). These have the most diverse population and values clash. Cultural center, day care, immigrant services.
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- Tree planting programs (such as the programs for disadvantaged youth sponsored by the Forest Service)
- Community art programs to represent the character of the community – with art by the community. This could be done in conjunction with sound wall design or light rail stations, and would promote pride and discourage graffiti
- Traffic calming signs made by kids.

3. Public transportation fosters more interaction between diverse cultures and segments of the community

B. Improve community connectivity and amenities

1. *Provide more connections across freeway for pedestrians, bikes, etc.*
2. *Consider capping I-5 for connectivity and open space and to addresses noise/pollution.*
3. Need more parks, gardens and greenspace.
4. Improve aesthetics, such as with artwork on sound walls. Express the diversity and the unique feel of each neighborhood.

C. Strengthen schools and public education

1. Mitigation could include support for schools along freeway, which are the most diverse and have some of the highest rates of poverty.
2. Community-action projects described in the previous section could be organized through the schools and build on educational goals.

D. Create a Mitigation Fund

1. Consider creation of a mitigation fund that could be used for community-led projects.
2. Focus of any environmental justice mitigation should be on the EJ communities and households affected by any negative impacts.

C. Create a Mitigation Fund

1. Consider creation of a mitigation fund, similar to the fund that ODOT established as mitigation for the west-side I-405, or the North Portland Trust Fund that Portland International Raceway (PIR) sit up to mitigate for noise impacts.

Attachment H

Outreach to Environmental Justice Communities During the EIS

CLARK COUNTY MEETINGS	PORTLAND MEETINGS
<p>A. Improve community capacity to participate in process</p> <ol style="list-style-type: none"> 1. Many EJ communities do not understand their opportunities to be involved and affect the process. 2. Potential of negative impacts could help mobilize and unite community to address the problem <p>B. Apply environmental justice in its fullest sense</p> <ol style="list-style-type: none"> 1. Environmental Justice Executive Order refers only to low-income and minority, but Title 6 covers more. We need to consider elderly, disabled and non-English speaking. <p>C. No one approach will work for all General tools could include:</p> <ol style="list-style-type: none"> 1. Schools can be a source of disseminating information, but children may not, or in some cases should not (see #6 below) communicate back to parents 2. Local newspapers and newsletters specifically for targeted groups; media for non-English speaking community members covers the Portland/Vancouver area. 3. Posters at local businesses catering to low-income and minority communities - grocers, restaurants, etc. (many located on 4th Plain Blvd.) 4. Neighborhoods have been established for a long time and can assist in outreach (as a supplemental effort). Rosemere neighborhood translates newsletter in Spanish and Russian. 5. C-Tran has changed advertising policy and will now accept public service ads. 	<p>A. Improve community capacity to participate in project</p> <ol style="list-style-type: none"> 1. Many EJ communities are aware, but are not confident enough to get involved. 2. Build leadership in communities. Provide opportunities to learn about and develop skills in urban planning, transportation, social justice, environmental justice, and cross-cultural political involvement. Build leadership by experiencing projects – internships etc. [People exhibited considerable enthusiasm for this suggestion in particular and gave it three stars even though no stars were given as a part of the process.] 3. The project is too lengthy to keep neighborhood together. Get a community center meeting place open and start training before construction. It could provide technical training and a place for community togetherness. Have it follow through the process and open for people with information on the project. 4. Help neighborhood associations with technical assistance and training improve ability to participate and to build leadership. <p>B. Establish culturally sensitive, community-based outreach program</p> <ol style="list-style-type: none"> 1. Hire community outreach workers who are bilingual, bicultural, etc. 2. Partner with existing community groups (Schools Uniting Neighborhoods, EJAG, IRCO, Community Alliance of Tenants, etc.) to do outreach and get word out about the project.

D. De-centralized methods of outreach are needed to reach low-income communities.

1. Poverty located all over Clark County, not centrally located. They are a significant part of most of the neighborhoods along the corridor.
2. Large pockets in Hazel Dell and Mill Plain, 136th Avenue to 18th Street. Poor section of town is.
3. Transients/homeless are mostly found in the area close to rail, transportation hub, and move around a great deal.
4. Free/Reduced lunches indicate the rate of poverty – 55 percent of students in Vancouver Schools can qualify for this program. Battle Ground and Evergreen have 30 percent.
5. Head Start has 1000 families. This number is only the ones they serve; know that there is a waiting list.
6. May be able to contact through the schools.
7. C-Tran has changed advertising policy and will now accept public service ads.

E. Recognize diversity of non-English speaking groups

1. Primary non-English speaking groups are:
 - Eastern European – many languages but usually speak Russian.
 - Hispanic
 - Vietnamese, Korean, Cambodian.
2. Most of these are located around the I-5 corridor, because it is the cheapest area to live in.
3. Schools along corridor have much diversity.
4. Headstart students in Clark County: 16% is non-English speaking, 10% is Russian.
5. Washington Elementary Schools: 23% Hispanic, 7% African American, 3% Asian American.

C. Build community and one-on-one relationships

1. More extensive outreach through building relationships. TV shows on public cable access as an example to get the dialogue started.
2. Go to the places where people naturally gather to talk about the project rather than making them come to you, i.e. churches, grocery stores, community centers and laundromats.
3. Partner with the Oregon Food Bank to put information in food baskets, or be there when people come to get baskets.
4. Use door-to-door canvassing to reach residents. This could include community surveys to assess attitudes.
5. Individual invitation to participate. Establish small but consistent relationships one-on-one.
6. Participate in community fairs, i.e. Good in the Hood.

D. Have tangible, accessible displays

1. Put models of the project in libraries so people can see what it would look like.
2. Portable geographic information system (GIS) so information on designs, impacts and benefits can be presented at kiosks, community events, or door-to-door. Coordinate information with other projects to show full community impacts.
3. Commission local artist to create a big, interactive, 3 dimensional, traveling display that could also get feedback and collect data.
4. Take out interesting and interactive displays with a live person to discuss the issues.
5. Have school kids participate in bridge design process. Get architects from the community to volunteer time to work with the kids. Involve kids from alternative schools too.

F. Establish culturally sensitive, community-based outreach programs.

1. Find out what methods are most effective for each cultural group.
2. Materials should be culturally relevant.
3. Some cultures (Hispanic and Eastern European) are leery of government, so approach needs to be non-threatening.
4. Liaisons from the affected groups that speak their language are good resource.
5. Programs for refugee placement may be a good way to communicate.
6. Schools can be a way of disseminating information. Consider consulting students about the project, and recognize that for several ethnic groups, children should not be used as tools to translate to or reach parents. Either because it is degrading to parent or it is an inappropriate role for the children.
7. Minority and ethnic groups generally identify themselves as a Portland/Vancouver community. They do not draw a line at the river.

G. Reach Russian/Eastern European communities

1. Schools are "the authority" – the best source of information about and to the community.
2. Collaborate with the schools and existing community leaders.
3. Do not go through the churches, they are sacred.
4. Door-to-door approach works, as long as you have an interpreter.
5. Do not use children as interpreters.
6. Post info at other agencies that serve these populations.
7. Large Russian population goes to Clark College, acceptable outreach there.
8. Russians won't use celebrations to get information.

E. Make information and bureaucracy understandable

1. Create glossary of terms.
2. Need a matrix of all of the agencies/partners/community organizations/people that need to collaborate on this project.

F. Use community media to reach people

1. Community media—Portland Cable access reader boards, KBOO, KMHD.
2. Put together a program for cable access where they come to the community.
3. Use the alternative and mainstream media to run stories, e.g. television, radio, newspapers.

G. Involve the community in decision-making

1. Want to see people of color, small businesses, and the disadvantaged—people representative of people in the community on board from beginning to end.
2. Continue to have the public involved in the project's organizational structure. Or example there should be an overall public involvement group and an EJ public involvement group, and analysis group composed of residents should be considered.
3. Task Force needs to hear from the community to present EJ issues to the community.

H. Reach Spanish-speaking communities

1. Over 90% of the Hispanic community is (speak Spanish) along I-5, near corridor for commuting to and from Oregon.
2. 85% of Hispanic community is 1st generation, little to no English skills.
3. 99% are below federal guidelines for poverty.
4. Over 90% mono-language (Spanish only).
5. Over 90% are intergenerational, so there are school-age children in most families.
6. Focus is survival for today for family.
7. Literature is not effective because most are not literate in English or Spanish.
8. Radio is effective way to reach.
9. Community meetings: won't share information, but will take information. Not considered public involvement.
10. Don't use children as tools to reach them.
11. Celebration of food / dancing good way to get large gathering.
12. Transportation is issue to Hispanic, majority of women and mothers do not drive.
13. Hispanic newspaper, Portland resource.
14. Use Cinco de Mayo celebration for outreach Hispanic

I. Reach the African American community

1. Use churches
2. Contact church leaders first
3. Use newsletters, such as NAACP newsletter
4. Portland / Vancouver economic status for African Americans about the same
5. Roosevelt Elementary greater population of African American immigration from Portland coming

J. Reach the Asian American community

1. Asian population low.
2. Vietnam celebrations good.
3. Korean church community.
4. They keep a low profile, but are here.

H. Ensure culturally sensitive communication with immigrant groups

Reach low income more regardless of their ethnic background, find creative ways

1. The following are immigrant groups in N/NE Portland that may have language barriers: Russians, Hmong, Latino, and French speaking West Africans. The City of Portland has a good model for outreach with these groups – contact Bureau of Environmental Services.
2. Experience indicates that many immigrant groups have a high distrust of government and that the most effective way to communicate with these residents is through one-on-one conversations. It is important also to have community leaders involved.

K. Elderly and disabled access to the process

1. *Disabled/elderly depend on public transp.*
2. Mentally ill population also ride buses and homeless in downtown and around servicing programs

L. Partner with existing community groups that have established relationships with the EJ communities.

1. Consult/partner to determine best ways of reaching different groups. E.g.
 - SEA MAR
 - Lutheran Family Services
 - Catholic Family Services
 - Eastern European Council
 - Refugee Referral Program
 - INR booklet – get this as a resource!
 - Independent Living Resources (people with disabilities).
 - Elderly – talk to Vancouver housing authority – also have data.
 - Ombudsman.
 - Vancouver Office of Mediation (for data on neighborhoods conflict resolution process)
 - YWCA Diversity Task Force
 - Southwest Washington Medical Center, Marcia Maynard
 - New American Social & Cultural Assistance (NASCA), Kim Le
 - City of Vancouver Office of Neighborhoods*
 - Community Outreach Panel, Kim Kapp, City of Vancouver Police
 - Minority Youth Leadership Program, Jessica Mata, Children's Home Society
 - Clark County Cultural Competency Committee, Renata Rhodes
 - Human Services Council in Vancouver, community Information and Referral service
 - SW Washington Health District, for data on the health of our community
 - Bureau of Indian Affairs
 - VHA – serves many disabled persons

**Attachment I:
Promising Financing Tools - Summary**

I. Federal Revenue Sources		What can it be used for?
A. Federal High Priority Project Authorization		Highway Capital
B. Federal Discretionary Earmark		Highway Capital
C. New Starts Discretionary (Sec. 5307)		Transit Capital
D. New Program Authorization		Highway Capital and Transit Capital
II. State Revenue Sources		What can it be used for?
A. State Allocation of Federal Funds		Highway Capital and Transit Capital
B. Gas Tax, Weight Mile Tax, and/or Diesel Tax		Highway Capital
C. Vehicle Registration Fee		Highway Capital
D. Tolls		Highway Capital
E. Lottery Funds - Oregon Only		Transit Capital
F. Transportation Reinvestment Account		Highway Capital and Transit Capital
III. Regional/Local Revenue Sources		What can it be used for?
A. Regional Allocation of Federal Funds		Highway Capital and Transit Capital
B. Regional Vehicle Registration Fee (OR Only)		Highway Capital
C. Regional Finance Authority (WA Only)		Highway Capital
D. Property Tax		Highway Capital and Transit Capital
E. Basic Transit Sales Tax (WA only)		Transit Operations and Capital
F. High Capacity Transit Sales Tax (WA only)		Transit Operations and Capital
G. Motor Vehicle Excise - (WA only)		Transit Operations and Transit Capital
H. Payroll Tax (OR only)		Transit Operations
I. Fare Box Revenues		Transit Operations

Attachment I - continued: Promising Revenue Sources for Highway and Transit - Detail

I. Federal Revenue Sources	What can it be used for?	Revenue Potential	Notes/Comments	Currently Authorized ?	Popular Vote Needed?	Legislation Needed?
A. Federal High Priority Project Authorization	Highway Capital	Varies - See notes	Projects are identified and authorized once every 6 years in the federal transportation bill. Most allocations are small. In the current bill, Oregon and Washington's largest project amounts were: \$19 million for OR and \$27 million for WA.	Yes	No	Yes - Federal
B. Federal Discretionary Earmark	Highway Capital	Varies - See notes	Congress identifies projects every year. Amounts can vary. In Oregon, discretionary grants have ranged from \$2 million - \$5 million per year over the last 4 years. Washington has received about \$13 million per year over the last 4 years. Programs that have been earmarked in recent years include: Borders and Corridors program, Intelligent Transportation Systems program, and the Bridge program.	Yes	No	Yes - Federal
C. New Starts Discretionary (Sec. 5307)	Transit Capital	Varies - See notes	Federal "new starts" funds available to build fixed guideway projects such as light rail and busway. Must be approved by FTA and by Congress. Tri-Met expects to receive about \$70 million per year in appropriations to fund light rail projects in the region. This is the maximum amount that the region can expect to receive today. The match ratio is about 60% Federal to 40% Local.	Yes	No	Yes - Federal
D. New Program Authorization	Highway Capital and Transit Capital	Unknown	Establish new federal program targeted at major interstate facilities with multiple transportation issues: auto, freight, river navigation, railroad and aviation. Seek special authorities to establish public/private ventures.	No	No	Yes - Federal. Possibly state as well

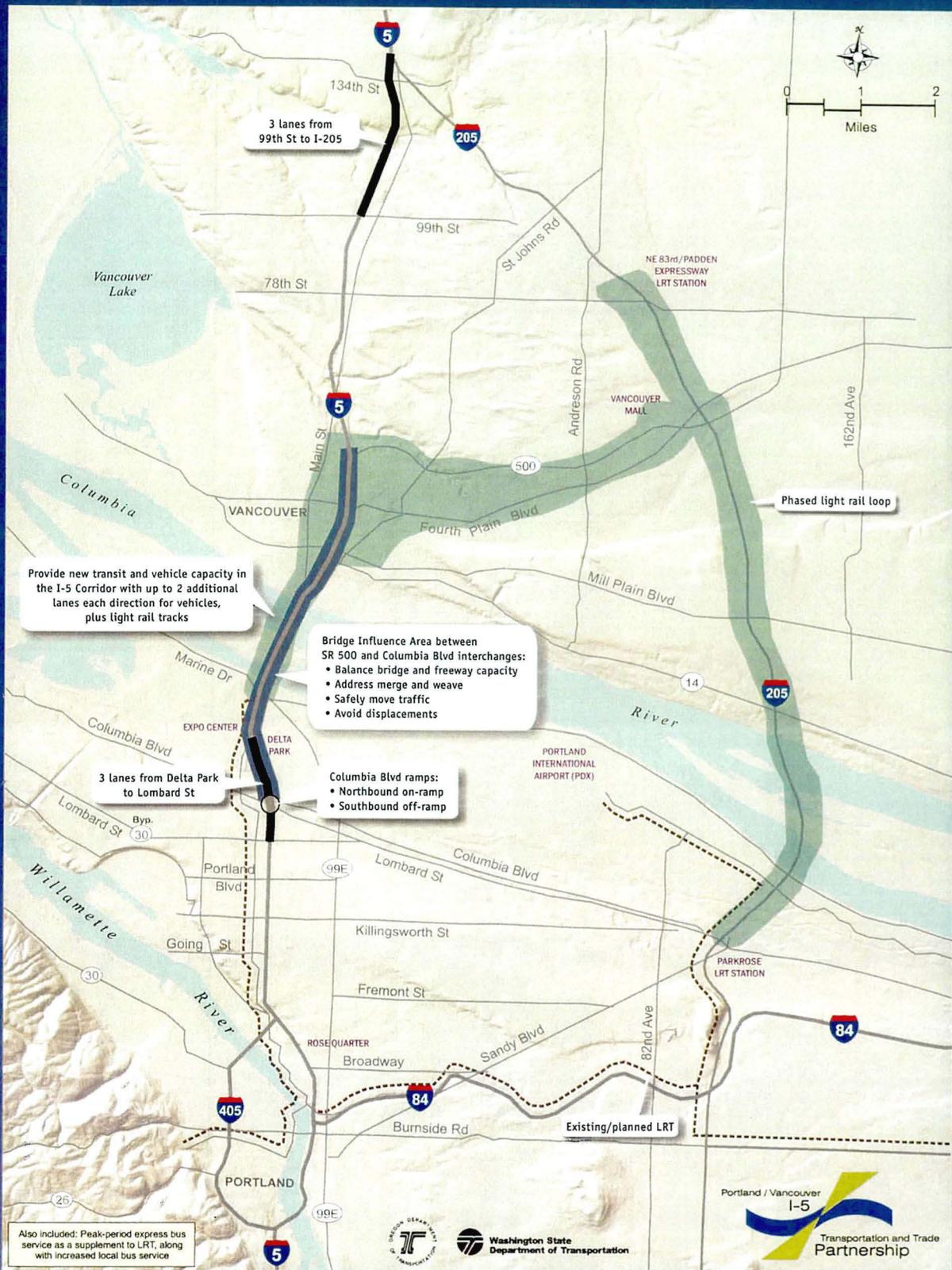
II. State Revenue Sources	What can it be used for?	Revenue Potential	Notes/Comments	Currently Authorized?	Popular Vote Needed?	Legislation Needed?
A. State Allocation of Federal Funds	Highway Capital and Transit Capital	Varies - See notes	Each state receives a yearly allocation of federal funds for transportation projects. Oregon receives about \$277 million per year; Washington receives approximately \$500 million per year. There are a number of restrictions on the use of these funds, however, in both states it would be possible to dedicate a portion of these funds over a period of years to improvements proposed for the I-5 corridor. Special federal programs also allow for bonding of this revenue source.	Yes	No	No
B. Gas Tax, Weight Mile Tax, and/or Diesel Tax	Highway Capital	WA 1-cent = \$32 M/yr OR 1-cent = \$22 M/yr	Both Washington and Oregon support their freeway system through gas taxes, and diesel or weight-mile taxes. The states share these revenues with cities and counties. In Washington, they are also used for ferries and special grant programs. A new 1-cent gas tax, with its equivalent diesel or weight mile tax, dedicated to projects statewide, could be bonded to raise: in Washington \$350 million; in Oregon \$250 million. If Portland and Vancouver regions received a share based on population, this would result in approximately \$21 million for Vancouver and \$87 million for Portland.	Yes	No	Yes - State
C. Vehicle Registration Fee	Highway Capital	WA \$5 = \$27M/yr OR \$5 = \$20 M/yr	Oregon and Washington also support their freeway system through a vehicle registration fee. The states typically share these revenues with cities and counties. In Washington, they are also used for ferries and the Washington State Patrol. A new \$5 vehicle registration fee, dedicated to projects statewide, could be bonded to raise: in Oregon \$230 million; in Washington \$300 million. If Portland and Vancouver received a share of this revenue based on population, this would result in approximately: \$18 million for Vancouver and \$80 million for Portland.	Yes	No	Yes - State

II. State Revenue Sources – cont.	What can it be used for?	Revenue Potential	Notes/Comments	Currently Authorized ?	Popular Vote Needed?	Legislation Needed?
D. Tolls	Highway Capital	\$2/vehicle = \$48 M/yr on I-5	1997 Oregon Legislature authorized a toll project on the interstate system in Portland. In Washington, the Washington Transportation Commission is already authorized to toll new bridges. Federal law allows tolls on bridges, provided that funds are used first for replacement/rehabilitation of the tolled bridge. Inflating the 1956 toll of \$0.40 to today's dollars results in a \$2.20/vehicle roundtrip toll. Such a toll would raise about \$48 million/yr in gross revenues. Net revenues would be somewhat lower. If bonded, this source could raise approximately \$500 million.	Yes	Likely	Likely to need State and Federal legislation
E. Lottery Funds - Oregon Only	Transit Capital	Varies - See notes	The Oregon Legislature authorized \$125 million in state match for Westside MAX. State will pay \$10 million/yr between 2000 and 2010 in lottery funds to pay back bonds. Oregon Legislature also committed \$35 million to Washington County commuter rail. Concept could be continued beyond 2010.	Yes	No	Yes - State
F. Transportation Reinvestment Account	Highway Capital and Transit Capital	\$23 M/yr on transp. investment activity of \$450 M/yr	Concept is to identify income tax revenue derived from transportation investment activity. It should only be applied to new revenue/expenditures. The "identified revenue" would then be included in the state budget as a General Fund allocation to transportation spending.	No	Unlikely	Yes - State

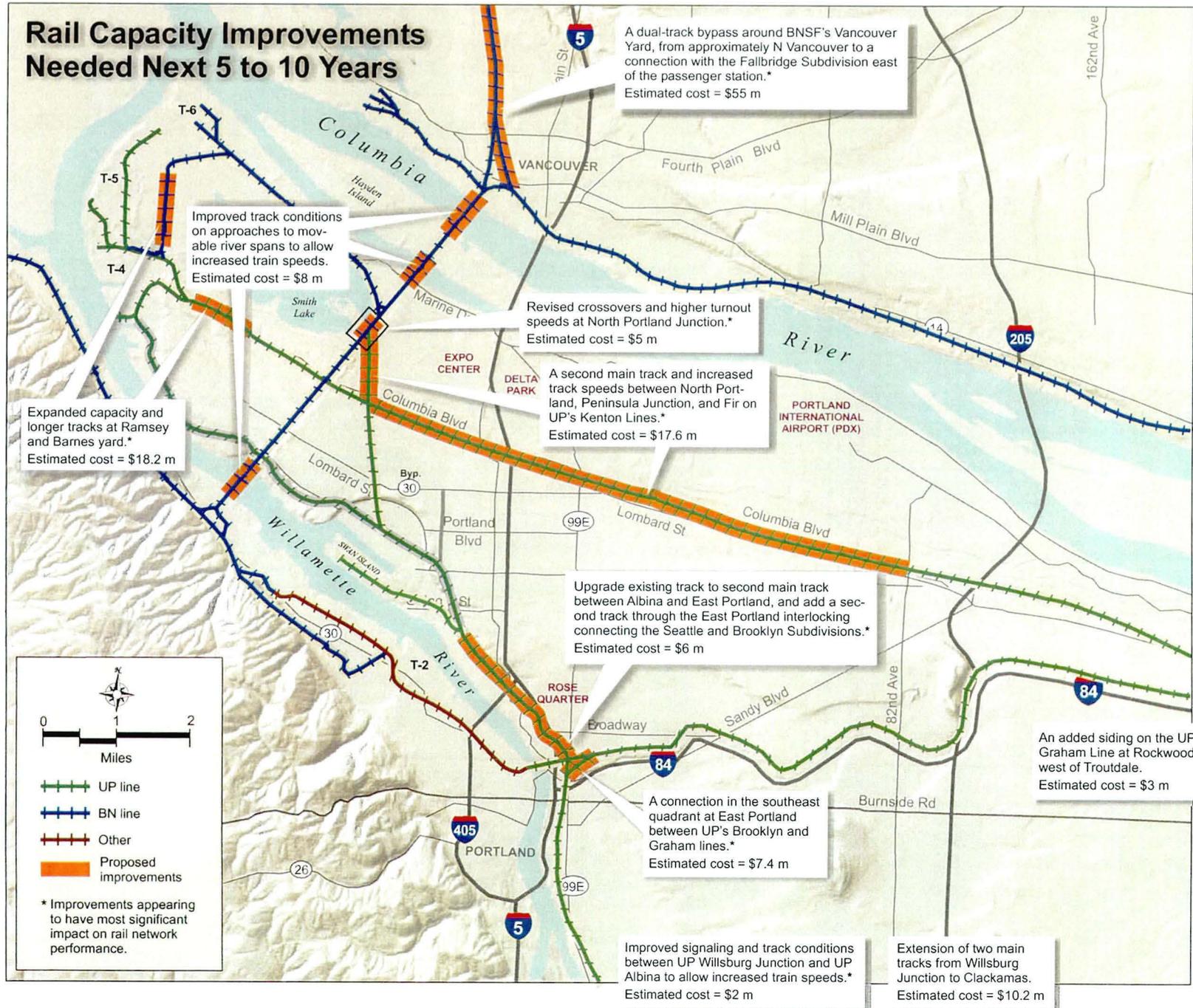
III. Regional/Local Revenue Sources	What can it be used for?	Revenue Potential	Notes/Comments	Currently Authorized ?	Popular Vote Needed?	Legislation Needed?
A. Regional Allocation of Federal Funds	Highway Capital and Transit Capital	Varies - See notes	Both Portland and Vancouver receive an annual allocation of federal funds for transportation projects. Vancouver receives approximately \$6 million per year, and Portland receives about \$26 million per year. In both states it would be possible to dedicate a portion of these funds over a period of years to improvements proposed for the I-5 corridor. Special federal programs also allow for bonding of this revenue source.	Yes	No	No
B. Regional Vehicle Registration Fee (OR Only)	Highway Capital	\$15/yr = \$20 M/yr	State law authorizes the Portland region to charge a vehicle registration fee for road projects in Multnomah, Washington and Clackamas counties. No such authority exists in Vancouver.	Yes	Yes	No
C. Regional Finance Authority (WA Only)	Highway Capital	\$15/yr = \$20 M/yr	Authority for regional financing tools currently does not exist in Washington. The Legislature has been receptive to the concept for the Puget Sound area.	No	Yes	Yes - State
D. Property Tax	Highway Capital and Transit Capital	Varies - See notes	In both states with voter approval, a local property tax can be used to pay back bonds for capital debt.	Yes	Yes	No
E. Basic Transit Sales Tax (WA only)	Transit Operations and Capital	.1% = \$4 M/yr	C-Tran has authority to issue a sales tax of up to .9% to fund basic transit operations and capital needs including, bus service, park and ride lots, bus acquisitions, etc. C-Tran is currently using .3% of this authority. An increase in this taxing authority requires voter approval.	Yes	Yes	No

F. High Capacity Transit Sales Tax (WA only)	Transit Operations and Capital	.1% = \$4 M/yr	C-Tran has the authority to issue a sales tax of up to 1%, to fund the capital and operations of a high capacity transit system. Voter approval is required. This taxing authority has not been used to date. Note: the law authorizing this taxing authority also provided that the county may use 0.1% of the 1% for law and justice.	Yes	Yes	No
III. Cont. Regional/Local Revenue Sources -	What can it be used for?	Revenue Potential	Notes/Comments	Currently Authorized ?	Popular Vote Needed?	Legislation Needed?
G. Motor Vehicle Excise - (WA only)	Transit Operations and Transit Capital	.1% = \$2 M/yr	C-Tran has authority to issue a local motor vehicle excise tax of up to 0.8%. They are currently not using this authority. A popular vote would be required.	Yes	Yes	No
H. Payroll Tax (OR only)	Transit Operations	.1% = \$22 M/yr	Tri-Met is using all of its Legislature-approved authority. Would need additional authority from Oregon Legislature to increase the Payroll Tax.	Yes	No	Yes - State
I. Fare Box Revenues	Transit Operations	C-Tran: 5-cent increase = \$180,000 Tri-Met: 5-cent increase = \$ 1.5 M	Voter approval is not needed to raise fares. This is done by action of the C-Tran or Tri-Met board.	Yes	No	No

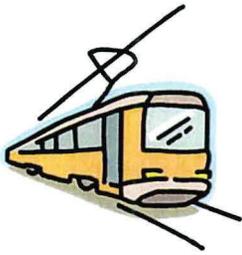
Final Strategic Plan Recommendations



Rail Capacity Improvements Needed Next 5 to 10 Years



Final Recommendations at a Glance



Transit:

- Provide a phased light rail loop in Clark County in the vicinity of the I-5, SR500/4th Plain and I-205 Corridors.
- Provide peak-hour, premium express bus service in the I-5 and I-205 Corridors to markets not well served by light rail.
- Increase transit service in the Corridor over the next 20 years called for in regional transportation plans.



Interstate 5:

- The I-5 freeway between the Fremont Bridge in Portland and the I-205 interchange in Vancouver will be a maximum of 3 through lanes in each direction. This includes widening I-5 to 3 lanes between Delta Park and Lombard, and 99th St. to I-205 in Vancouver.
- Designate one of the 3 through lanes for use as a high occupancy vehicle (HOV) lane during the peak period, in the peak direction.
- Add a new supplemental or replacement bridge across the Columbia River with up to 2 auxiliary and/or arterial lanes in each direction, and 2 light rail tracks.
- Improve interchanges between SR 500 and Columbia Blvd to address safety and capacity problems -- including making Columbia Blvd into a full interchange.
- In adding river crossing capacity and making interchange improvements every effort should be made to: 1) avoid displacements and encroachments, 2) minimize the highway footprint and 3) minimize the use of the freeway for local trips.



Additional Rail Capacity:

- Pursue the rail infrastructure improvements required to accommodate anticipated 20 year freight rail growth in the I-5 Corridor and frequent, efficient intercity passenger rail service.
- Establish a public/private Bi-State rail forum to advise regional decision makers about prioritizing, scheduling and funding of needed rail improvements.
- The rail forum and regional decision-makers should encourage funding for:
 - Additional inter-city passenger rail service in the Pacific Northwest High Speed Rail Corridor
 - High Speed Rail service in the Corridor; and
 - The replacement of the existing "swing span" with a "lift span" located closer to the center of the river channel



Land Use:

- Adopt and implement a Bi-State Coordination Accord to protect existing and new capacity and support economic development.
- Jurisdictions in the Corridor will develop and agree on a plan to manage land development to avoid adversely impacting I-5 or the Region's growth management plans.



Transportation Demand and System Management:

- Commit to a comprehensive use of TDM/TSM strategies -- alternative modes, work-based strategies, policies and regulatory strategies, pricing and TSM strategies -- and pursue additional funding for transit and TDM/TSM strategies.
- Prepare an "I-5 TDM/TSM Corridor Plan" with guidance from the proposed "Bi-State Coordination Committee"
- Fund and implement additional TDM/TSM strategies now to encourage more efficient use of the transportation system.

Environmental Justice



- Establish a Community Enhancement Fund for use in the impacted areas in the I-5 Corridor in Oregon and Washington
- Map low-income and minority communities in the corridor.
- Take list of potential impacts identified by representatives of environmental justice communities into the EIS for the Bridge and Bridge Influence Area as a starting point for more analysis.
- Work with affected communities to explore ways to offset impacts and/or bring benefits to the community.
- Develop a public outreach plan for EIS process that includes special outreach to low-income and minority communities.
- Form and coordinate two working groups for the EIS -- one for public involvement and one for environmental justice.



Finance

- OR, WA and the Portland/Vancouver region should develop a financing plan for transit and highway capital projects
- Tri-Met and C-Tran need to increase revenues for a significant expansion of transit service, starting within the next five years.
- Establish regional transit financing commitments that will allow for:
 - an aggressive bi-state TDM program and
 - an expansion of transit service to support the light rail loop.
- Seek funding to widen I-5 to 3 lanes: Delta Park to Lombard after environmental and design work is completed.

Next Steps/Implementation



- Fall 2002: SW Washington Regional Transportation Council and Metro review and amend the Regional Transportation Plans to incorporate recommended I-5 corridor improvements.
- Delta Park to Lombard: widen I-5 to 3 lanes
 - Summer 2002-2004: Conduct environmental assessment and design work
 - Post 2004: Construction of Delta Park to Lombard
- 2003 – 2009: Environmental Impact Study on Bridge Influence Area (new supplemental or replacement bridge, interchange improvements between SR 500 and Columbia Blvd., including light rail between Expo Center and downtown Vancouver)
- 2010+: Construct improvements in Bridge Influence Area.

Columbia Corridor Association

November 14, 2002

Metro Council Testimony on I5 Corridor Package

Good afternoon Councilors. I am Patti McCoy and I am here on behalf of the Columbia Corridor Association to support the I5 recommendations before you today. As a frame of reference, the Columbia Corridor is right now home to over 4,781 businesses. These businesses pay over \$2.2 billion annually in wages to over 88,400 employees. Over 42% of those are trade and transportation sector jobs.

I'm here today to reiterate CCA's strong interest in ensuring that our region continues to move freight in an efficient and cost-effective manner. Our region's success as an export center is largely dependent upon the Columbia Corridor facilities that support transportation access to national and international markets. I-5 is at the very heart of that activity.

Trade will continue to play a significant role in the development and growth of this region and our state.

- ◆ Over 10,200 trucks now move through the I-5 Corridor every day.
- ◆ Portland/Vancouver ranks 11th in the nation based on international exports.
- ◆ Portland/Vancouver ranks 1st on the West Coast and 9th in the nation based on wholesale trade per capita.
- ◆ Almost \$25 billion of freight moves between the Portland metro area and Washington every year.
- ◆ Transportation and distribution jobs in our region represent a higher share of total jobs than this industry does in other cities, including Seattle, San Francisco and Los Angeles. Portland's share is 33% higher than the nation as a whole.

Without the freight investments contained in the I-5 Corridor Package, increased shipping times and delays, uncertainty about products reaching their markets, and increased shipper and carrier costs will ultimately result in companies moving out of our region, less business expansion, fewer family-wage jobs, and decreases in business income and taxes.

The additional bridge capacity, upgraded interchanges and additional lanes in the bridge influence area are key freight related components of the I-5 recommendation package. Coupled with freight rail and mass transit improvements, this package gives our region an interstate linkage that will serve us well into the next century.

Addressing freight needs through strategic investments in transportation infrastructure is critical to maintaining our "economic engine." On behalf of the Columbia Corridor Association, I appreciate your time this afternoon and urge your adoption of the I-5 recommendation package.



11/402c-14

June 18, 2002

To: I-5 Task Force

From: Lenny Anderson,  Project Manager, Swan Island TMA
Board Member, Swan Island Business Assoc.
Member, ICURA CAC
Member, I-5 Task Force
Resident, NE Portland

Subj: I-5 Task Force Recommendations

While many of the elements in the I-5 Transportation and Trade Partnership Strategic Plan for the I-5 corridor are laudable, the effort is deeply if not fundamentally flawed.

This Plan is not based on the movement of freight or on the needs of the regional economy. Despite a name that includes "Trade," the movement of freight has been a secondary consideration from the start. NO new data have been developed or presented in a timely fashion to provide a basis for these recommendations; NO effort was made to understand the character and direction of this region's economy and the infrastructure needs of that economy.* Indeed, some of the recommendations outlined in the Strategic Plan make conditions worse for trucks in N/NE Portland. (see note on Swan Island below.) Here are some specific freight movement ideas that would merit study:

- Truck bypass lanes at metered on-ramps
- Legalization of "Triples" in Washington State
- Truck exclusive use of HOV lanes in non-peak hours

The second major flaw is the Strategic Plan's suggestion that investing over \$1 billion in a new river crossing will actually provide a transportation fix. It is clear from the data provided by staff, that more bridge capacity across the Columbia River, regardless of how it is configured, will increase the number of vehicles---mostly SOVs--- coming into Portland by between 30% and 50%. This is bad for regional air quality, bad for freight movement and bad for the quality of life in Portland's north and northeast neighborhoods. We have 14 lanes of freeway across the Columbia, now we need to build more options:

- Lightrail and local transit service
- HOV lanes on existing capacity
- Bike/Pedestrian facilities

*Joe Cortright's study: "Transportation, Industrial Location and the New Economy," commissioned by the Port of Portland, might have been a good place to begin. Interestingly enough, he notes in the Executive Summary, page ii, "Interviews with local firms indicate...general satisfaction with Portland's transportation infrastructure."

Swan Island Transportation Management Association

A project of the Swan Island Business Association
4567 N. Channel Avenue, Portland, OR 97217
PHONE 503.745.6563 FAX 503.745.6717 EMAIL sitma@teleport.com

Two adjustments to the existing Strategic Plan will help to reduce the negative impacts noted above:

1. rescind the decision made at the April, 2002 Task Force meeting to exclude consideration in the EIS of a reconfigured 6 lane freeway with two additional 2 lane arterial bridges, one with LRT and the other in the heavy rail or other not yet determined alignment. This option was removed from further consideration by a 10-10 vote, which suggests broad support for its inclusion.
2. include an explicit commitment that a minimum of 1% of project costs will be set aside for restoration projects in neighborhoods that existed in the Corridor prior to the construction of I-5 through Vancouver and Portland in the 1950's and 1960's.

Task Force recommendations' impact on key Swan Island businesses.

On Swan Island, where the Swan Island TMA works to create roadway capacity for freight (2 SOVs = 1 Tractor-trailer), these recommendations have the potential to negatively effect key area businesses... for example:

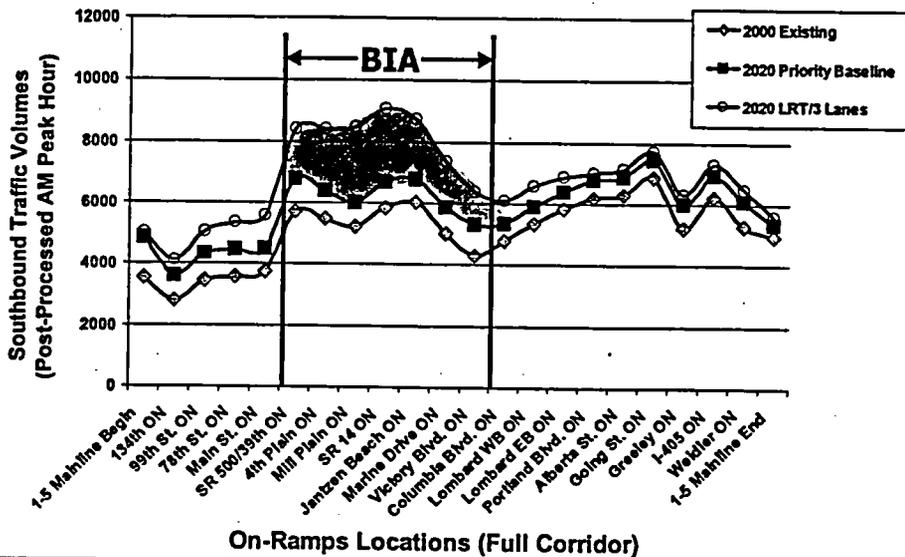
Freightliner is the one of, if not the, largest manufacturing concerns in the City of Portland. Currently it brings many of its subcontracted parts and assemblies to Swan Island from the Columbia Corridor via Columbia Boulevard and I-5. **The widening of the Slough Bridge southbound for the benefit of Clark county commuters will require those shipments to merge onto I-5, from Columbia where now they have a merge-free on ramp and a free flowing roadway due to the metering effect of the Slough Bridge.**

UPS has its major regional hub on Swan Island, but **has built and staffed a distribution center in Vancouver for deliveries in that area.** More bridge capacity will allow their competitors to ship out packages from their Oregon hubs and compete more effectively without comparable investment in facilities and jobs in Clark county.

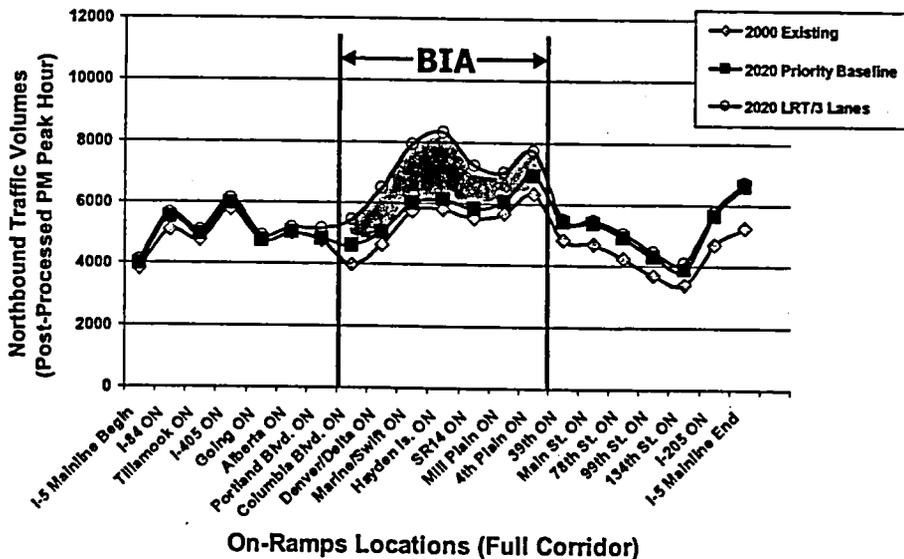
adidasAmerica has relocated their North American HQ with approximately 1000 employees from Beaverton to north Portland in part in response to employees' desire to live in a city environment and have the amenities of a larger city. **No product is shipped out from their new facility, but added bridge capacity will bring 100s of additional vehicles through the very neighborhood in which they have chosen to locate and compromise the livability that drew them here in the first place.**

These recommendations do harm to Portland's neighborhoods and major employers. In addition they have the potential to restrict the expansion of businesses on Swan Island which operates under a statutory limit on PM Peak vehicles. In effect they will reverse the effort to create capacity for freight on Swan Island; **for every two additional SOVs that come to Swan Island, one Tractor-trailer will have to be parked!**

Southbound Travel Volumes Along I-5 (AM Peak Hour)



Northbound Travel Volumes Along I-5 (PM Peak Hour)





May 2, 2002

To: I-5 Task Force

From: Lenny Anderson, member, I-5 Task Force,
Swan Island TMA project manager & NE Portland resident

Subj: "The Choice Solution" or why the I-5 Corridor Environmental Impact Statement needs to look at Transportation Demand Management/Transit/Arterial Bridge solutions to I-5 transportation needs.

Background:

- I-5 and the Columbia Corridor form the **crossroads** of the regional economy.
- Reliable movement of freight into, out of and through the CC are key to the region's **economic viability**.
- And CC is a major **employment center** with a high percentage of Washington residents.
- During I-5 peak hour congestion, only **10%** of vehicles are carrying freight.
- And, between 1/3 and 1/2 of all I-5 trips across the Columbia River are **local trips**.
- Tri-Met 5 Interstate is the only local transit service across Columbia; both C-Tran and Tri-Met **lack the resources** to provide increased transit service.
- Incidents account for **50%** of all congestion on I-5 between Columbia Blvd. and SR500.

Problem:

- Due to a lack of transportation choices, **freight must compete for valuable lane capacity on I-5 with single occupancy vehicle (SOV) commutes** to employment in the Columbia Corridor.
- **Access is compromised** to the Ports of Portland and Vancouver.
- All local traffic must use I-5 bridge.

Forcasts:

- Metro forecasts continued **growth** in regional population
- The existing housing/employment **imbalance** between Clark county and the Metro area will continue.
- Freight movement will grow and become even more critical to the region's economic viability as region becomes even more **an export based economy**.
- Interstate Avenue, Downtown Vancouver and the Columbia Corridor are **prime redevelopment areas** that require transportation choices.

Goal:

- Provide for the growth of freight movement along I-5 and improve accessibility for commuters at the same time in the **most cost effective manner and with the least harm to existing communities and the environment**.

Solution: Provide “The Choice Solution!”

- Offer cross river commuters **the broadest possible menu of transportation choices**, including LRT with local bus transit, express bus, commuter rail, HOV lanes, bike/ped access, and arterial links between Vancouver and Portland.
- Expand TDM, including **direct marketing** strategies such as Travel Smart to maximize utilization of transportation choices.
- Expand TSM, including **tolling**, to maximize the utilization of existing I-5 capacity.
- Offer **freight priority** with on ramp bypasses and use of HOV lanes during non-peak hours.

Opportunities:

- **Interstate MAX**, September, 2004
- **Redevelopment** along Interstate Avenue and downtown Vancouver

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Phone: 503-460-0211

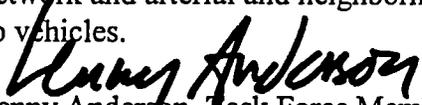
June 18, 2002

Now a final thought on the Task Force's Strategic Plan.

I worked in the paper and forest products industry for a dozen years. In the early '90s the technical folks from the forest products side got together with those of us from the paper side to discuss the Old Growth issue, then very hot. They pointed out that they needed the last 10% or so of Old Growth to allow them time to transition to second growth technology, etc. One of our guys then said, "so you are going to make the transition." They said, "sure, we have to but not now! Later!" So the question was not IF, but WHEN does the transition occur...before we harvest the last of the Old Growth or after.

In the I-5 Corridor it is, in many ways, a similar story. Most of us agree that we will have to make the transition from an exclusively roadway capacity and private vehicle based technology to a balanced transportation system with more options for goods and people. The question is do we begin that transition NOW, creating real options to freeway travel by putting light rail on a fast track and underwriting a serious TDM effort. Or do we put it off for another ten to twenty years by spending a billion dollars or so on more freeway capacity across the River.

Once built, any new capacity will be full, so then we will have no choice but to aggressively expand the transportation options across the River. But valuable time will have been lost, money spent, air and water quality compromised, and Portland's freeway network and arterial and neighborhood streets will be overwhelmed with another 40K or so vehicles.


Lenny Anderson, Task Force Member
Project Manager, Swan Island TMA
Resident, Northeast Portland