

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING) RESOLUTION NO. 03-3282
PORTLAND REGIONAL FEDERAL)
TRANSPORTATION PRIORITIES FOR) Introduced by Rod Park
FEDERAL FISCAL YEAR 2004)
APPROPRIATIONS)

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

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

WHEREAS, JPACT has approved Exhibit A to this resolution, entitled, "Portland Region Priorities for FY 04 federal transportation appropriations,"; now therefore

BE IT RESOLVED,

1. That the Metro Council approves Exhibit A of this resolution, entitled "FY 04 Federal Transportation Appropriations" and directs that it be submitted to the Oregon Congressional delegation.
2. That the Metro Council approves Exhibit B of this resolution as an addendum to the TEA-21 reauthorization paper adopted by Resolution No. 03-3271.

ADOPTED by the Metro Council this _____ day of February, 2003.

David Bragdon, Council President

APPROVED AS TO FORM:

Daniel B. Cooper, Metro Attorney

Exhibit A
PORTLAND REGIONAL
FEDERAL TRANSPORTATION PRIORITIES
FOR FEDERAL FISCAL YEAR 2004 APPROPRIATIONS

The following request for Congressional assistance in securing FFY 2004 appropriations will be forwarded to the Washington and Oregon Congressional delegations by the Metropolitan Planning Organizations in the Portland metropolitan area.

Because the FFY 2004 Appropriations request is being prepared prior to completion of the FFY 2003 Appropriations Bill, the specific amounts of funding requested for FFY 2004 may need to be revised subject to the amounts appropriated in the final FFY 2003 bill. The funding requested below for FFY 2004 assume that the final FFY 2003 appropriations match the levels requested by the Region. If required, revised appropriations requests will be released as soon as the FFY 2003 Appropriations bill is completed.

In addition, this FFY 2004 Appropriations request is being prepared concurrent with establishing the Region's priorities for the Transportation Reauthorization bill. These priorities include requests for project-specific earmarks and demonstration projects. If included in the Reauthorization bill, some of the earmarked or demonstration projects would seek an initial appropriation in FFY 2004. This FFY 2004 Appropriations request does not address appropriations for projects seeking an earmark or demonstration project status in the Reauthorization bill because of the inherent uncertainties associated with these projects and the method they will be addressed in the Reauthorization bill. The Region will monitor the Reauthorization bill and refine its FFY 2004 Appropriations request when appropriate.

A. Oregon Projects

1. **Interstate MAX.** Request an appropriation of \$77.5 million in Sec. 5309 New Start funding for continued construction of the Interstate MAX extension, the region's priority discretionary project for FFY2004. This amount is consistent with the funding plan approved by FTA in the project's Full Funding Grant Agreement. The project is scheduled to be completed in the summer of 2004 and will require a final appropriation in FFY 2005.
2. **Wilsonville to Beaverton Commuter Rail.** Request an appropriation of \$18 million in Sec. 5309 New Start funds for the construction of the 15.5-mile commuter rail project in Washington County, Oregon. Funds would be used for Final Design, initial vehicle progress payments and acquisition of right of way. This is in addition to the \$4.5 million anticipated to be appropriated in FFY 2003 and will require a final appropriation in FFY 2005.
3. **Sauvie Island Bridge.** Request an appropriation of \$3 million from Bridge Discretionary funds for preliminary engineering for the replacement of the Sauvie Island Bridge. The amount is dependent on how much of the FFY 2003 request for \$3 million is actually appropriated.
4. **Sec. 5309 Bus and Bus Facilities.** Request an appropriation of \$8 million from Section 5309 bus funds to acquire buses and improve bus facilities.

5. **I-5 Trade Corridor.** Request an appropriation of up to \$4 million from the National Corridor Planning and Development Program to conduct preliminary engineering for the Columbia River vehicle and transit crossings, and associated interchange improvements between SR 500 in Vancouver and Columbia Boulevard in Portland. The amount is dependent upon how much of the FFY 2003 request for \$3 million is actually appropriated.

In addition, the Coast Guard is currently completing an evaluation of the railroad swing-span across the Columbia River to determine if it is eligible for funding under the Truman-Hobbs Act. Pending the outcome of that study, there may be a request for an appropriation to build the recommended project.

6. **Interstate-205.** ODOT is requesting \$1 million for preliminary engineering to add an extra lane in each direction on I-205 between the Stafford Interchange and I-5. This request capitalizes on a planned \$37 million preservation project on I-205 between the Willamette River and I-5, which as currently designed requires temporary detour lanes to be built and then removed after preservation work is completed.

FY 2004 funding will be used to redesign the project and secure the necessary environmental approvals needed to add construction of permanent lanes to the existing preservation project. Federal funds, an estimated \$8 million, will be requested in future appropriations bills to pay for construction of the new lanes. If funded, the combined preservation/widening project would begin in FY 2007.

7. **Columbia River Channel Deepening.** Request an appropriation of \$15-30 million from the energy and water appropriations for the initial year funding of construction of the channel deepening.

8. **Transportation and Community and Systems Preservation.** Request appropriations from TCSP program as follows:

- \$.5 million for Gresham Springwater project.
- \$1 million for Damascus Area Concept and Implementation Plan.
- \$1 million for Kenton Feed and Seed redevelopment.

9. **Intelligent Transportation System.** Request \$4.25 million appropriation for the Portland region's and State of Oregon's ITS initiatives. Also, request \$4 million for the new Portland State University ITS research center.

10. **Central City Streetcar.** Request an appropriation of \$1 million in HUD funds for Preliminary Engineering to extend the Central City's streetcar to Portland's Eastside.

11. **Jobs Access.** Request and appropriation of \$3 million from Jobs Access/Reverse Commute (JARC) program. \$1.8 million will support ongoing jobs access programs and \$1.2 million will support expanded TriMet service.

12. **Regional Support for State Request for Transit Improvements.** The Region supports ODOT's request for statewide transit earmarking including: \$1.5 million of Section 5309 bus funds for construction of a 250 space park-and-ride facility

and transit center in Wilsonville, \$0.23 million for South Clackamas County Transit (Molalla), \$0.225 million for City of Sandy Transit, and \$0.20 million for City of Canby Transit.

B. Washington Projects

1. **LRT Loop.** The region supports a \$2 million earmark “new start” funding for the I-5/I-205/SR500 light rail loop for the initial Alternative Analysis feasibility process.
2. **FTA Capital Projects Earmarks.** Request a \$3.6 million capital-leasing earmark to reimburse a public/private partnership that is constructing a 630-space Clark County Fairgrounds Park & Ride.
3. **Vancouver Mall Transit Center.** Request a \$1.6 million earmark to lease land and upgrade existing Vancouver Mall Transit Center to reduce annual maintenance costs and ensure future operations.
4. **FHWA/FTA Intelligent Transportation Systems Earmark.** Regional Transportation Council will consolidate a 2004 earmark request incorporating the needs of C-TRAN: deployment of traffic signal priority equipment on buses; real-time arrival and departure information, and; fleet maintenance management system. Estimated total of these three regional sub-projects is \$1.6 million.

Exhibit B
Regional Position on
Reauthorization of the
Transportation Equity Act for the 21st Century (TEA-21)

1. Addendum to Exhibit B of Resolution No. 03-3271 For The Purpose of Endorsing a Regional Position on the Reauthorization of the Transportation Equity Act of the 21st Century (Tea-21):

Environmental stewardship and streamlining.

Background: The National Environmental Policy Act (NEPA) process for large, complex projects has become increasingly lengthy and complex. Listings under the Endangered Species Act (ESA) are impacting not only large construction projects, but also routine preservation and maintenance activities. Previous efforts to streamline the environmental review of transportation projects, including those in TEA-21, have yielded some results, but significant issues remain.

As a result, there is considerable attention by Congress, the federal administration and state transportation agencies to streamlining project environmental review and permitting procedures. The intent is to speed up the time required to begin construction on transportation projects. Particular attention is being paid to elimination of duplicative reviews, consolidating multiple agency approval steps into a single approval step and coordination of reviews by multiple natural resource agencies.

Analysis: In response to Section 1309 of TEA-21, ODOT has developed and implemented a coordinated review process for highway construction projects. This improved method for state and federal permitting agencies to review highway projects is up and running in Oregon. Known as "CETAS" (Collaborative Environmental and Transportation Agreement on Streamlining), it establishes a working relationship between ODOT and ten state and federal transportation, natural and cultural resource and land use planning agencies. The CETAS partnership has defined how to streamline (in six tasks):

Implement an Environmental Management System to achieve performance based permitting:

- Employ Habitat Mitigation Programs;
- Enlarge GIS Mapping Systems of Natural and Cultural Resources;
- Additional Programmatic Biological Opinions (PBOs);
- Seamless Performance of contractors and local governments;
- Expand Partnerships.

These tasks are aimed at early involvement of natural resource agencies and improved information about natural resources in the transportation project development process.

Policy Proposal: Congress should support state-led efforts to both protect the environment and streamline the review process for transportation projects by:

- Providing increased funding to state departments of transportation and resource agencies to develop new programmatic approaches.
- Funding a pilot project for ODOT to demonstrate the benefits of implementing an Environmental Management System culminating in ISO 14001 certification.
- Providing resources for Global Information Systems (GIS) mapping of natural and cultural resources.
- Sanctioning advanced wetland and conservation banking for transportation projects.

In addition, as Congress and the Administration consider amendments to federal laws and regulations to streamline environmental review and permitting, there should be careful attention to ensure that environmental standards are not relaxed.

Consistency: this would be useful for delivery of the RTP through more efficient, expedited procedures.

2. Addendum to Exhibit C, Section A of Resolution No. 03-3271 For The Purpose of Endorsing a Regional Position on the Reauthorization of the Transportation Equity Act of the 21st Century (Tea-21):

A. Regional Highway Priorities - the following have been identified as regional highway priorities:

- I-5/Delta Park to Lombard (CON)\$32.8 million - Borders & Corridors/Interstate 4R/Hwy Demo
- I-5/Columbia River Bridge (EIS) Borders & Corridors
- Highway 217-TV Hwy-Sunset Hwy
(Westside Corridor Final Phase)\$26.4 million – Hwy Demo
- Sunrise Corridor - Phase 1
Preliminary Engineering & Right-of-Way acquisition..\$32.0 million – Hwy Demo
(Interstate 4R Discretionary can also be considered for funding earmarked)
- Columbia Blvd. Intermodal Corridor
Ramsay Railroad Yard.....\$11.0 million – Freight Rail/Hwy Demo
Air Cargo access)\$ 9.0 million – Hwy Demo

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 03-3282, FOR THE PURPOSE OF APPROVING PORTLAND REGIONAL FEDERAL TRANSPORTATION PRIORITIES FOR FEDERAL FISCAL YEAR 2004 APPROPRIATIONS

Date: February 5, 2003

Prepared by: Andy Cotugno

BACKGROUND

The region annually produces a position paper that outlines the views of JPACT and the Metro Council concerning transportation policy and funding issues that are likely to be considered by Congress during the coming year. This year priorities are focused on both annual appropriations, addressed by this resolution and reauthorization of TEA-21, addressed by Resolution No. 03-3271.

The proposed position paper addresses several critical regional transportation issues. The Portland region is pursuing an aggressive agenda to implement a high-capacity transit system. This effort involves implementing two projects within the next three to five years at the same time: Interstate MAX and Wilsonville to Beaverton commuter rail. Additionally, there are several complementary projects for which the region is requesting funding; bus and bus facility purchases regionwide, Wilsonville park and ride, Kenton Transit Oriented Development (TOD) project, and Central City streetcar extension to North Macadam.

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

In addition, this resolution includes two proposed amendments to the TEA-21 reauthorization paper adopted by Resolution No. 03-3271.

ANALYSIS/INFORMATION

1. **Known Opposition** None known.
2. **Legal Antecedents** Projects within the region earmarked for federal funding must be consistent with the Regional Transportation Plan, adopted by Metro Ordinance No. 00-869A and Resolution No. 00-2968B and must be amended into the Metro Transportation Improvement Program.
3. **Anticipated Effects** Resolution would provide the US Congress and the Oregon Congressional delegation specifically with the region's priorities for transportation funding for use in the federal transportation appropriation process.
4. **Budget Impacts** Metro is involved in planning related to several of the projects included in the priorities paper and must approve many of the requested funding allocations. Failure to obtain funding for one or more of the projects could affect the FY 03-04 Transportation Department budget. However, most of the funding requests deal with implementation projects sponsored by jurisdictions other than Metro.

RECOMMENDED ACTION

Approve Resolution 03-3282 for submission to the Oregon Congressional delegation for consideration in the Federal Fiscal Year 04 Appropriations Bill.

Staff Report to Resolution No. 03-3282

February 12, 2003

Rod Park, Chair
JPACT
600 NE Grand
Portland, OR 97232

City of Wilsonville

30000 SW Town Center Loop E
Wilsonville, Oregon 97070
(503) 682-1011

Dear Rod:

In response to a request from Darlene Hooley's office to identify priority projects eligible for federal support, the City of Wilsonville has identified the Barber Road - Urban Village Connection as a possible candidate for funding. Although this has not previously been on JPACT's list for TEA 21 projects, the City of Wilsonville requests that JPACT consider adding it to the region's list given the request by Representative Hooley.

The \$4.2 million Barber Road - Urban Village Connection project will serve as a bridge between the current edge of town and the proposed 500-acre Villebois mixed use urban village on the former Dammasch Hospital site. This road is a primary component of a public/private effort to coordinate transportation and land use planning to develop the largest buildable acreage within the Urban Growth Boundary. If a financing plan for the required infrastructure is secure, ground breaking for the village can proceed in the summer of 2003.

In coordination with the Governor's Community Solutions Team, Metro, and the Costa Pacific Communities, the City of Wilsonville is leading efforts to schedule, fund, and build the transportation improvements needed to support this regionally significant urban village that will help the region to meet its 2040 goals by providing a minimum of 2,300 much-needed housing units. It will also solve Wilsonville's severe jobs/housing imbalance. The City's population stands at 15,000 plus, while employment in Wilsonville is more than 18,000. That daily inbound commute takes capacity off of the region's transportation network and Interstate 5 in particular.

As envisioned, Barber Road will become one of two primary connections between the village and the existing town center. Also, Barber Road will offer a direct path to a proposed commuter rail park and ride. Without this important road, it is unlikely that the village can be developed, and certainly not within the near future.

The project budget is as follows:

Local match: \$1.05 million
Federal Request: \$4.20 million
TOTAL Project: \$5.25 million

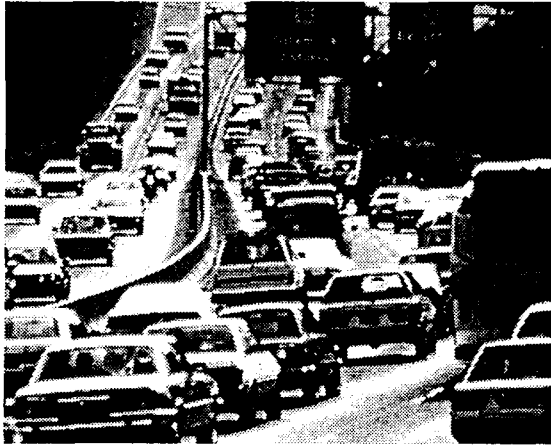
Thank you for your consideration of this request. Please call me at (503) 682-0901 if you have questions.

Sincerely,



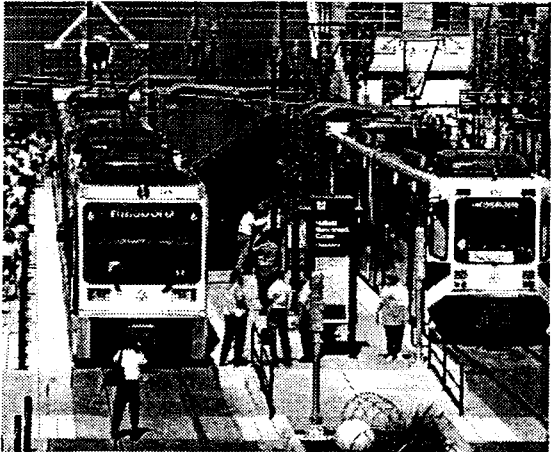
Charlotte Lehan
Mayor

Transportation Investment Task Force



Report and Recommendations

- **Freeways**
- **Transit**
- **Community Projects**



**Adopted by the Task Force
December 17, 2002**



Transportation Investment Task Force Members:

Chair:

Jay Waldron Schwabe, Williamson & Wyatt
President, Port of Portland Commission

Members:

Ken Baker Citizen
Len Bergstein Northwest Strategies
Rob Boley Fred Meyer, Inc.
Bernie Bottomly PacifiCorp
Steve Clark Community Newspapers
Steven Corey Chair, Oregon Transportation Commission
Hal Dengerink Washington State University, Vancouver
Larry Haverkamp Gresham City Councilor
Henry Hewitt Stoel Rives
Carl Hosticka Metro Councilor
Mike Jordan Clackamas County Commissioner
Alan Kirk OrePac, Inc.
Bill Maris Market Transport, Inc.
Rod Monroe Metro Councilor
Jim Osterman Blount, Inc.
George Passadore Well Fargo Bank, Tri-Met Board Chair
Tim Raphael Citizen
Roy Rogers Washington County Commissioner
Gail Shibley Citizen
Bob Short Glacier Northwest
Ed Washington Citizen
Robin White Building Owners and Managers Association

Mike Burton Metro Executive Officer

Staff:

Richard Brandman	Metro	Mike Hoglund	Metro
Ted Leybold	Metro	Renee Castilla	Metro
Charlie Hales	HDR, Inc.	Mark Ford	HDR, Inc.

EXECUTIVE SUMMARY AND RECOMMENDATIONS

Summary

In July 2002, Metro Executive Officer Mike Burton appointed a task force of business and community leaders from Clackamas, Clark, Multnomah and Washington Counties (the Portland Metropolitan area), asking them to address a critical problem in our region: the need to fund key transportation improvements which meet the demand of commuters and businesses in order to maintain livability and support economic health. He charged the Task Force with recommending a package of highest-priority projects, along with revenue measures sufficient to pay for them.

The Task Force reviewed the adopted capital investment plan for the region's transportation infrastructure, and the nearly \$4 billion shortfall in expected federal, state and local transportation funding that will flow to these projects. Discussions were held with state agencies and local governments that have responsibility for portions of the transportation system. The group also investigated a broad spectrum of revenue options. Public opinion polling and other mechanisms were used to assess the feasibility of these revenue options and the level of support for various transportation projects being considered.

Recommendations:

The Task Force recommends that the Metro Council adopt its action plan as follows:

- (1) Approve a package of highest-priority transportation projects that is balanced among transportation modes in its approach and in meeting critical transportation needs throughout the region. The selected projects should be those that can be implemented quickly and provide the most immediate value to the region's citizens. The recommended package includes three components—a highway portion, a community streets and sidewalks portion, and a transit portion. The total cost will be \$521 million.**

This package addresses only part of a \$4 billion shortfall in capital funds for the area's transportation needs. More effort – and other new funding – will be required to build, operate and maintain the transportation infrastructure needed for a livable metropolitan area. The impact of these projects, and the other funds leveraged by this regional commitment, will be significant.

In addition to its transportation impacts, this infrastructure investment will have a beneficial impact on our economy. Over 12,900 person-years of employment in family-wage jobs will be created, at a time when they are badly needed.

Highway Projects. The highway package of projects is intended to help alleviate traffic congestion, move freight, and support the economic growth and livability of the region. The package includes widening four sections of the regional highway system from a current four-lane configuration to six lanes: Highway 26 to 185th Avenue, I-5 in the Delta Park area of North Portland, Highway 217 from Highway 26 to I-5 in Washington County, and I-205 from West Linn to its interchange with I-5. The Task Force also recommends building two new planned facilities, the "Sunrise Corridor" in Clackamas County and a connector road between I-5 and Highway 99W near Tualatin.

Community Projects. A series of neighborhood-scale community livability and congestion relief transportation projects is included in the package. Here, the emphasis is on building missing sidewalk connections, addressing congestion “hot spots” and improving neighborhood main streets to create better pedestrian environments and support local business districts.

Transit Projects. To provide access to key employment and residential centers, supply more transportation alternatives and support the livability of the metropolitan area, the Task Force recommends a package of transit improvements, which includes building light rail from downtown Portland through Southeast Portland neighborhoods to Milwaukie, a “bus rapid transit” corridor along 99W/Barbur Blvd., connecting the planned Washington County Commuter Rail project to the Washington Square mall and assisting in the funding of the planned light rail project along I-205 from the Gateway district to the Clackamas Town Center.

Funding. The Task Force recommends a regional vehicle registration fee increase of \$15 per year that would generate approximately \$270 million for highway and community transportation projects and a General Obligation bond measure that would raise \$251 million for transit investments.

(2) Create an Accountability Committee.

This committee would be composed of non-governmental representatives of the community to oversee the implementation of these recommendations and to help assure on time/on budget project delivery.

(3) Ask the Task Force members to consider further service in the next phase of this effort.

The Transportation Investment Task Force has brought the perspective and the credibility of nongovernmental leadership to this critical community need. This resource should not be lost.

(4) Actively participate in the legislative process during the 2003 session of the Oregon Legislative Assembly and congressional deliberations.

The recommendation of the Task Force can only be fully accomplished if there are additional state and federal funds available to leverage the proposed local resources. The Task Force should take an active role in advocating at the state and federal level for additional funding for these projects.

(5) Refine the list of projects and the selected revenue measures once new information is obtained.

Federal transportation authorization and appropriation measures will be considered next year, at the same time that the Oregon Legislature will be considering transportation funding issues. The outcome of these deliberations will affect the Task Force’s recommendations.

COMMITTEE FINDINGS AND CONCLUSIONS

The Issue

This metropolitan area has been growing at historic rates, but investment in the transportation system to accommodate that growth has not occurred. During the 1990s, the area's population increased by more than 250,000, and the daily vehicle miles traveled by that growing population increased by more than 6.8 million to approximately 26 million miles per day.

Meanwhile, there has not been an increase in revenues to adequately finance expansion of the transportation system to meet the needs of a growing population nor even to maintain the system that exists today. The end result is the following:

- Without new effort and improvements, highway congestion will be widespread and will increase to more than 38 percent of the region's freeways by 2020.
- The hours of delay on the road system due to congestion will cost the freight industry more than \$35 million every year and motorists more than \$255 million.
- Roadways and bridges are failing. More than \$100 million per year is required to bring the backlog of necessary repair projects to a tolerable level.
- While transit ridership is increasing, it cannot grow at a rate that would achieve the region's transportation goals without increases in revenues for more buses and expansion of the light rail system.
- The total requirement to achieve the region's goals is \$7.6 Billion over 20 years, or more than \$380 million per year. Less than half that amount is estimated to be generated given currently available revenue sources.
- Cars stuck in traffic are a threat to our air quality, wasting energy resources, and eroding our quality of life.
- Neighborhoods without sidewalks lack a basic ingredient of safe and livable communities.

The Charge

On July 16, 2002, Metro Executive Officer Mike Burton convened the Task Force with this charge:

“The Metro Executive Officer's charge to the Transportation Investment Task Force is to propose a package of transportation projects, programs and matching funding proposals for critical elements of Metro's Regional Transportation Plan (RTP). The projects may include road, transit, bicycle or pedestrian components separated into packages that have different funding sources or mechanisms. This may result in a recommendation to the Council or other governments to place a measure on the ballot. It would also include recommendations for a strategy for the next legislative session as well as identifying local public or public/private initiatives to enhance transportation funding.

Using the RTP as its framework, the Task Force will have sole responsibility for recommending the list of projects and funding mechanisms. The Task Force will also decide whether to develop a strategy for funding the entire shortfall contained in the RTP

or the most critical elements of the plan. Metro’s staff and an independent consultant will provide technical and administrative support for the Task Force.”

Task Force Membership:

The Task Force was structured to include:

- One chair from the private sector appointed by the Metro Executive Officer
- Approximately 15 members from the private sector
- One Metro Councilor
- One representative from Clark County
- Two members of the Joint Policy Advisory Committee on Transportation (JPACT)
- One member of the Metro Policy Advisory Committee (MPAC)
- Metro Executive Officer (ex-officio)

Task Force Approach

The members of the Task Force have considerable experience as community leaders on transportation issues, and relied on that experience and their research to shape their approach. Although the Task Force was empowered to make its findings outside of the official governmental structure, it conferred with the Joint Policy Advisory Committee on Transportation (JPACT), local governments and state agencies throughout its deliberations, allowing local expertise to inform its choices, but relying on a strategic approach to the four basic questions facing it:

1. What are the most needed and publicly supported transportation projects in the Portland metropolitan area?
2. What is the cost of an aggregation of the most critical of these projects?
3. How would this package of projects be funded?
4. How quickly can proposed projects be implemented?

The Task Force began its work by reviewing the Regional Transportation Plan, the 2040 Growth Concept and other regional policies. Initial presentations also reviewed the significant financial shortfall in funding for the planned improvements under the Regional Transportation Plan. National trends in transportation finance, recent polling data on public attitudes about transportation funding and projects, and recent efforts to pass transportation funding measures by referendum were also summarized and discussed.

Policy Background

Oregon now ranks among the lowest states for transportation funding. The region has historically relied on federal and state funds to pay for large capital projects in the Regional Transportation Plan, with some exceptions. The voters of the region approved General

Obligation Bond funding for the local portion of the cost of the Westside Light Rail project, and Washington County voters have approved a series of property-tax-funded measures in the county's Major Streets Transportation Improvement Initiative (MSTIP). By and large, though, a combination of federal and state funds, allocated regionally or distributed by formula to local governments, and city and county general fund capital dollars have built the region's transportation infrastructure. This strategy is not keeping up with the region's needs. Only once in the last decade has the Oregon Legislature approved new transportation funding, the exception being the Oregon Transportation Investment Act (OTIA), a \$500 million statewide program approved in 2001.

In addition, the region is also in a prolonged economic recession. Transportation investment to support key economic sectors should be one part of the recovery effort. Finally, in all surveys conducted by Metro and others, traffic congestion continues to be the number one growth-related issue for citizens in the region.

Policy Objectives

The Task Force determined that projects selected for funding consideration should maximize to the degree possible the following objectives:

- Enhance the regional economy (Projects that move freight, provide access to terminals, or leverage commercial, industrial, or mixed use development)
- Relieve congestion (Projects that address key bottlenecks or relieve existing traffic congestion)
- Enhance community livability (Projects that assist in creating notable places)
- Provide a funding connection with other public or private investment and enhance the function and operation of the overall system
- Ensure construction begins within three years with full implementation within six years from the time of voter approval
- Provide for a multi-modal system
- Ensure geographic balance
- Leverage other transportation dollars, whether federal, state, regional, private or local

Project Identification

The Task Force next began to sort projects and develop a "short list" of key projects which fit the criteria and which would be easily understood by the larger public. Based on its adopted policy objectives for regional livability, economic health, relieving congestion, etc., the Task Force decided to adopt a working model of three project categories, and to look for the most critical investments in each category:

Highway projects – move freight, relieve congestion, and support economic health by making improvements and additions to the regional system of major highways, regardless of whether these were state highways or part of the interstate system. This category is focused on limited-access, regional highways and their interchanges.

Transit projects – improve transportation choices, the environment and support complete communities by making capital investments in the transit system, including light rail, streetcars,

buses, park-and-ride facilities or other capital facilities (shelters, “Bus Rapid Transit” improvements, etc.)

Community projects – support neighborhood quality of life and remedy unsafe conditions by funding improvements to local major streets and to bike, pedestrian and trail systems. Although local in scale, the effect of these projects is felt regionally in providing transportation choices and in reinforcing local districts or neighborhoods.

State agencies and local governments were interviewed by the Task Force and by a Projects Subcommittee, which, in the middle portion of the group’s six-month effort, focused on a possible project list. An initial project list for each of the three categories was drafted by the subcommittee and reviewed and approved for further research by the full Task Force.

Revenue Measures Considered

The Revenue subcommittee examined a variety of potential revenue sources for the three project categories, including:

- Tolls and other direct user charges
- Tax Increment Financing
- System Development Charges
- Transportation Utility Fees
- Vehicle Registration Fees
- Fuel taxes
- Parking taxes (levied on parking spaces for business and commercial uses)
- General Obligation Bonds supported by property taxes
- Payroll taxes
- Vehicle excise taxes (levied as a percentage of vehicle sales price)
- General retail sales taxes

The subcommittee ultimately recommended that the Task Force test the feasibility of five funding mechanisms, three for highway and community projects and two for transit projects. This segregated approach to revenue measures is necessitated by Oregon’s Constitutional limitation on the expenditure of vehicle-related revenues.

During its deliberations on possible revenue measures, the Task Force met with Representative Bruce Starr, who led transportation funding efforts in the 2001 session, and who is developing legislative concepts for the 2003 Legislature Assembly. Rep. Starr indicated that he plans to seek an increase in the state gas tax and the vehicle registration fee, with the proceeds to be directed into bridge repair, maintenance and capital improvements.

Public Opinion Polling

The Task Force contracted with Davis, Hibbitts & McCaig, Inc. (DHM) to conduct a survey of preferences and priorities for transportation projects and funding proposals among motivated voters in Clackamas, Multnomah, and Washington Counties. This telephone survey was conducted during November 2002.

The sample size for the survey was 500 registered voters voting in at least two of the past four elections. Respondents were 18 and over and proportionately selected to reflect the population of the metropolitan area. The survey tested individual projects and revenue sources, and a variety of packages which combined them.

A package approach. All of the packages of transportation improvements described to poll respondents received very high levels of support, and every specific project tested in this survey received majority support from these respondents. However, each of the three packages – as well as the full package encompassing all three of the strategies – generally fared better than individual projects. This indicates that the traveling public perceives transportation solutions from a regional perspective.

An appeal to balance. The citizens of the region strongly support the proposed projects, as well as an approach to transportation investment, which provides a choice of modes, as shown by the following table:

Transportation Packages	Support	Oppose
Transit Projects	74%	25%
Highway Projects	80%	20%
Community Transportation	76%	24%
Total Package	78%	19%

The support for each package was very strong and comparable (74-80%), for the transit, highway and community projects. The general public appears to recognize the value of multiple strategies to address the region’s transportation demands.

Geographic differences are not as pronounced as initially anticipated. All of the respondents, regardless of where they lived, had an overarching preference for a balanced approach incorporating each of the three approaches. Multnomah County and Portland respondents expressed very strong (approximately 80%) support for the transit package, while still supporting the road package by more than 70%. Citizens in Washington and Clackamas Counties reflected the opposite dynamic, supporting the road package by 85%, while still supporting the transit package by more than 70%.

Though survey respondents were more likely to support projects near where they lived, the support level was generally not that much greater than the community at large. This may reflect a growing sense of connectedness citizens feel in the region based on commuting patterns or other factors.

Funding options. The poll suggests that the vehicle registration fee is a promising revenue source for the road-related needs. Because of the restrictions of the state Constitution, road-related funds are not available for transit. Among the sources tested for transit investments, none currently have majority support. The Task Force believes that the General Obligation bond has the highest likelihood of voter approval.

Overall guidance and conclusions from the poll. While the survey suggests that there is not a clear majority which supports any given revenue measure, the data suggest that a successful measure can be crafted. The combination measure of a General Obligation bond for transit

projects and a Vehicle Registration Fee increase for highway and community projects polled higher than any of the other options to fund the package.

Deliberation and Decision

The Task Force reviewed its proposed projects and revenue measures. They did this considering their charge, the region's policies and capital project needs as described in the Regional Transportation Plan, the Task Force's own objectives and criteria, and the findings of the public opinion poll. Recommendations were discussed, drafted and approved as follows:

Recommendations

The Transportation Investment Task Force submits the following recommendations to the Metro Council:

RECOMMENDATION #1: ADOPT THE TASK FORCE'S PROPOSED PACKAGE OF PROJECTS AND REVENUE SOURCES, AND MOVE IT TO VOTER APPROVAL AS A PACKAGE.

Following the charge given by the Metro Executive Officer, the Task Force has developed, and recommends that the Metro Council support a package of highest-priority transportation projects consisting of \$270 million in highway and community transportation investments and \$251 million in transit improvements. The recommended package is modally balanced in its approach and supports the livability of the region's communities in meeting critical transportation needs throughout the region.

The package includes three components—a highway portion, a transit portion, and a more localized, community-level set of projects. These projects are all found in the adopted Regional Transportation Plan, but merit particular attention because they enjoy high levels of public support and will significantly and visibly make progress in improving the region's transportation system. The Task Force believes that the public will be more inclined to support a package that includes a combination of highway, transit and local improvements which distributes its benefits across many areas of the region.

Recommended Highway Projects

The Task Force recommends a combination of highway investments which are intended to move regional freight, help alleviate traffic congestion, and support the livability and economic growth of the region. The package includes widening four sections of the regional highway system from a current four-lane configuration to six lanes: Highway 26 to 185th Avenue, I-5 in the Delta Park area of North Portland, Highway 217 from Highway 26 to I-5 in Washington County, and I-205 from West Linn to its interchange with I-5. The Task Force also recommends building two new planned facilities, the "Sunrise Corridor" in Clackamas County and a connector road between I-5 and Highway 99W near Tualatin. The recommended highway package assumes funding from state, federal, and regional sources – some of it new revenue – to match the regional commitment:

Project:	New Task Force Funding:
I-5 North	\$41 million
Highway 217	\$30 million
Sunset Highway	\$20 million
Sunrise Corridor	\$40 million
I-205	\$29 million
I-5/99W Connector	\$30 million
TOTAL	\$190 million

The new regional funding is expected to leverage \$60 million in federal funding and more than \$400 million in new state funding.

Recommended Community Projects

This component of the package helps ensure that transportation investments are made not just in large, regional facilities, but also “close to home,” building projects which improve safety, relieve congestion “hot spots” and support neighborhood commercial districts. Examples are provided below, but the community projects portion of the package will require additional definition, since the Task Force has recommended a total amount and general categories without selecting each individual project. This process should be completed prior to sending measures to the voters.

Community project categories:	New Task Force Funding:
Neighborhood congestion “hot spots”	\$30 million
“Main Street” boulevard improvements	\$35 million
Sidewalks where lacking	\$15 million
TOTAL	\$80 million

Examples of community projects:

- Construct sidewalks on Capitol Highway in Southwest Portland
- Improve the intersection of Murray Blvd. and Tualatin Valley Highway
- Redesign Hwy. 8 in downtown Forest Grove as a community Main Street
- Construct sidewalks on Railroad Avenue in Milwaukie
- Redesign Tacoma Street between the Sellwood Bridge and McLoughlin Boulevard as a community main street
- Improve the intersection of Beaverton-Hillsdale Highway, Scholls Ferry Rd. and Oleson Road

- Improve the intersection of Sandy Boulevard, Burnside and 12th Avenue
- Construct sidewalks on 92nd Avenue between Powell and Foster Roads.
- Reconstruct Grand Avenue and MLK Boulevard in the Central Eastside as a community main street
- Construct sidewalks on Murray Boulevard between Scholls Ferry Road and Tualatin Valley Highway
- Improve the intersection of Macadam Avenue and the Sellwood Bridge
- Construct sidewalks on First Avenue from downtown Hillsboro to Glencoe High School
- Redesign NE 102nd Avenue in the Gateway district as a community main street
- Construct sidewalks on Fuller Road between Canyon and Harmony Roads

The Community Projects portion of the package is expected to leverage almost \$40 million of federal funds and \$40 million in other local contributions.

The Task Force recommends funding the highway and community projects in this package by a regional vehicle registration fee of \$15 per year.

Recommended transit projects:

The Task Force recommends a package of transit improvements, which includes building light rail from downtown Portland through Southeast Portland neighborhoods to Milwaukie, a “bus rapid transit” corridor along 99W/Barbur Blvd., and connecting the planned Washington County Commuter Rail project to the Washington Square mall and assisting in the funding of light rail along I-205 from the Gateway district to Clackamas Town Center mall. We have assumed a combination of federal and local funding sources to pay for the full capital cost of these projects, with new funding coming in the form of a General Obligation bond measure supported by a property tax rate of approximately \$0.25 per thousand of assessed value. This commitment of new regional funding to transit projects is expected to leverage approximately \$900 million in other federal and local funds. The light rail projects assume federal project support at a 60% level. The Task Force also recognizes the need to increase the amount of revenue available for operation of the transit system due to the growing population and capital projects expansion.

Project:	New Task Force Funding:
Downtown Portland/SE Portland/Milwaukie Light Rail	\$185 million
Bus Rapid Transit on Baurbur/99W	\$ 20 million
Washington County Commuter Rail – Washington Sq. Connect.	\$ 10 million
Assist in Funding I-205 Light Rail	\$ 36 million
TOTAL	\$251 million

RECOMMENDATION #2: CREATE AN ACCOUNTABILITY COMMITTEE OF TASK FORCE MEMBERS AND OTHER INTERESTED CITIZENS TO MAINTAIN THE BASIS OF THE TASK FORCE'S RECOMMENDATIONS IN THE COMMUNITY, AND TO THUS IMPROVE PUBLIC ACCEPTANCE.

Numerous surveys have shown, and recent experience has confirmed, that one problem facing transportation funding measures is a "credibility problem" of public agencies. Warranted or not, many citizens perceive that transportation agencies do not use current funds efficiently and therefore are wary of approving any additional funding. Providing oversight by a body of citizens could help ameliorate this concern and improve the package's chances of success. This nongovernmental oversight group should also assist in explaining the projects' benefits to the public and in assuring that the projects are delivered on time and on budget.

RECOMMENDATION #3: ASK THE TASK FORCE MEMBERS TO CONSIDER FURTHER SERVICE IN THE NEXT PHASE OF THIS EFFORT.

Although the Transportation Investment Task Force's members were asked to make a six-month commitment, the level of involvement and interest in this project by Task Force members is notable. This is a citizen resource that the Metro Council should continue to utilize. Many Task Force members would be willing to further assist the Metro Council and help implement these recommendations.

The unique value of the Task Force as a primarily volunteer and private sector-based group working outside of the customary governmental process should be retained as well. This effort has been a successful example of a new approach.

RECOMMENDATION #4: ACTIVELY PARTICIPATE IN THE LEGISLATIVE PROCESS DURING THE 2003 SESSION OF THE OREGON LEGISLATIVE ASSEMBLY AND IN CONGRESSIONAL DELIBERATIONS.

The recommendations of the Task Force can only be fully accomplished if there are additional state and federal funds available to leverage the proposed local resources. The Task Force should take an active role in advocating at the state and federal level for additional funding for these projects.

The Task Force recommends that a dialogue be continued with state legislative leaders and other interests who are planning a transportation funding effort in the next session. The Task Force believes that a coordinated effort is possible and mutually advantageous, and that the funding measures proposed for the metropolitan area are compatible with the measures currently being discussed for statewide application.

The Task Force also recognizes the need for the 2003 Oregon Legislature to authorize an increase in the Tri-Met payroll tax, which will be needed to meet growing capital and operating needs in the transit system.

RECOMMENDATION #5: REFINE THE LIST OF PROJECTS AND THE SELECTED REVENUE MEASURES ONCE NEW INFORMATION IS OBTAINED.

Federal transportation authorization and appropriation measures will be considered next year, at the same time that the Oregon Legislature will be considering transportation funding issues. The outcome of these deliberations will affect the Task Force's recommendations.

In addition to questions about state and federal funding which should become clearer over the next six months, the Task Force believes that further research will be needed to refine the package, to better understand public attitudes about transportation generally, the proposed projects in particular, and the types and amounts of revenue measures being proposed.

M E M O R A N D U M

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



METRO

DATE: February 5, 2003
TO: JPACT
FROM: Andy Cotugno
SUBJ: Proposed MTIP Allocation for Regional Funding Strategy

In 1998, JPACT and Metro approved a resolution establishing a multi-year commitment of Regional STP funds for the "*North LRT/South Corridor Transit Financing Strategy*." This commitment provided \$1.5 million in FY 1999 and \$6 million per year for the period FY2000 through FY 2010. These STP funds were used in part directly and in part to support revenue bonds; allowing a contribution of \$40 million to the Interstate MAX Project and \$24 million to the South Corridor Project. Table 1 shows the existing multi-year commitment and a proposal to extend this funding commitment to 2015.

A proposal has been developed to supplement this multi-year commitment of MTIP funds to provide funds for the South Corridor, Commuter Rail, and North Macadam Projects. The supplemental allocation would begin in FY 2006 and provide an additional \$2.0 million per year through FY 2010, when the existing multi-year commitment ends; and then would provide \$8.0 million per year between FY 2011 and FY 2015, at which time it would terminate.

As with the existing multi-year commitment of MTIP funds, these supplemental funds would be used in part directly and in part to support revenue bonds to provide the following contributions to projects:

- \$15 million for the South Corridor Project (which when added to existing \$24 million commitment provides a total of \$39 million to South Corridor);
- \$10 million for the Commuter Rail Project; and
- \$10 million for the North Macadam Project (subject to a City of Portland contribution to the Mall LRT alignment as part of the South Corridor Project; otherwise these funds would be applied directly to the South Corridor Project).

The last two columns in Table 1 show the proposed supplemental allocation and the amount of MTIP funds anticipated to be available for other projects should the supplemental allocation be approved.

Each of the projects proposed to be a recipient of the supplemental allocation is nearing a major milestone that depends on the status of the supplemental allocation. This includes the Locally Preferred Alternative recommendation for the South Corridor Project (anticipated in February), the submission to FTA of the Commuter Rail Project Finance Plan for project rating purposes (anticipated in March) and the execution of the North Macadam Development Agreement (anticipated in March). Consequently, it is requested that JPACT concur in concept and direct that a resolution be drafted for consideration for adoption in March.

Table 1

FY	STP	CMAQ	Total	Existing Interstate MAX/ So. Corridor	Currently Unallocated Balance	Proposed Supplemental Allocation	Proposed Unallocated Balance
2003	\$14.76	\$9.47	\$24.23	\$6.00	\$18.23		\$18.23
2004	\$15.65	\$10.04	\$25.68	\$6.00	\$19.68		\$19.68
2005	\$16.58	\$10.64	\$27.22	\$6.00	\$21.22		\$21.22
2006	\$17.58	\$11.28	\$28.86	\$6.00	\$22.86	\$2.00	\$20.86
2007	\$18.63	\$11.96	\$30.59	\$6.00	\$24.59	\$2.00	\$22.59
2008	\$19.75	\$12.67	\$32.43	\$6.00	\$26.43	\$2.00	\$24.43
2009	\$20.94	\$13.43	\$34.37	\$6.00	\$28.37	\$2.00	\$26.37
2010	\$22.19	\$14.24	\$36.43	\$6.00	\$30.43	\$2.00	\$28.43
2011	\$23.53	\$15.09	\$38.62		\$38.62	\$8.00	\$30.62
2012	\$24.94	\$16.00	\$40.94		\$40.94	\$8.00	\$32.94
2013	\$26.43	\$16.96	\$43.39		\$43.39	\$8.00	\$35.39
2014	\$28.02	\$17.98	\$46.00		\$46.00	\$8.00	\$38.00
2015	\$29.70	\$19.06	\$48.76		\$48.76	\$8.00	\$40.76

**Transportation Priorities 2004-07
List of Project Applications**

Rank	Bike/Trail	Requested Amount	Rank	Boulevard	Requested Amount	Rank	Bridge	Requested Amount	Rank	Green Streets	Requested Amount
cb1	Trolley Trail: Jefferson to Courtney (PE to Glen Ec	\$0.844	mbvld1	Stark St. Ph. 2: 190th to 197th	\$1.800	pbr1	Broadway Bridge Span 7 painting	\$2.500	pgs1	Cully Blvd Recon: Prescott to Killingsworth	\$2.200
pb1	E. Bank Trail/Springwater Gaps (PE/ROW only)	\$1.049	pbvld1	102nd Ave: Weldler to Burnside	\$3.350				mgs1	Yamhill Recon: 190th to 197th	\$0.450
wb1	Beaverton Powerline Trail: LRT to Schuepback Pa	\$0.431	cbvld1	McLoughlin: I-205 to Hwy 43 Bridge	\$3.000				mgs2	Civic Drive Recon: LRT to 13th	\$0.250
wb2	Rock Creek Trail: Amberwood to Cornelius Pass	\$0.216	cbvld2	Boones Ferry: Kruse to Madrona (PE and RO	\$2.550				mgs3	Beaver Creek Culverts: Troutdale, Cochran, Stark	\$1.470
wb3	Washington Sq. RC Trail: Hall to Hwy 217 (PE to Greenberg)	\$0.386	pbvld2	Killingsworth: Interstate to MLK	\$1.000						
pb2	Willamette Greenway: River Forum to River Park	\$1.256	pbvld3	Burnside: W 19th to E 14th (PE only)	\$2.000						
mb1	Gresham/Fairview Trail: Burnside to Division	\$0.630	wbvld1	Cornell: Murray to Saltzman	\$3.500						
	Total:	\$4.812		Total:	\$17.200		Total:	\$2.500		Total:	\$4.370
Rank	Freight	Requested Amount	Rank	Planning	Requested Amount	Rank	Pedestrian	Requested Amount	Rank	Road Modernization	Requested Amount
wf1	Tualatin-Sherwood Rd.: Hwy 99 to Teton (PE only)	\$2.818	rpln1	Metro MPO required planning	\$1.709	pped1	Central Eastside Bridgeheads	\$1.456	crm1	Boeckman Rd: 95th to Grahams Ferry	\$1.956
pf1	MLK: Columbia to Lombard (PE only)	\$2.000	rpln2	Rx for Big Streets - Phase I Design	\$0.276	wped1	For. Grove TC Ped Improvements	\$0.900	prm1	SW Macadam: Bancroft to Gibbs	\$2.350
			rpln3	Powell/Foster Corridor Plan (Phase II)	\$0.200	wped2	Hillsboro TC Ped Improvements	\$0.522	wrm1	Highway 8 Intersection @ 19th/20th (PE or	\$0.400
			rpln4	RTP Corridor Plan - Next Priority Corridor	\$0.500	pped2	St. Johns TC Ped Improvements	\$1.934	prm2	SE Foster/Barbara Welch Intersection	\$3.500
			rpln5	I-5/99W Connector Corridor Study	\$0.500	wped3	Tigard TC Ped Improvements	\$0.203	wrm2	Farmington Rd.: 185th to 198th (PE only)	\$1.005
			rpln6	Regional Freight Data Collection	\$0.500	pped3	Tacoma St: 6th to 21st	\$1.278	wrm3	Farmington Rd: 170th to 185th (PE only)	\$1.197
			ppln1	Union Station Multi-modal Facility Development	\$0.267	cped1	Molalla Ave.: Gaffney to Fir	\$0.800	wrm4	Cornell Road: Evergreen to Bethany (PE on	\$1.088
						wped4	Merlo Rd.: LRT Station to 170th	\$0.271	wrm5	185th Ave.: Westview HS to W Union (PE o	\$0.581
									wrm6	10th Ave: E Main to Baseline	\$1.346
									wrm7	Murray Blvd: Science Park to Cornell	\$1.811
									wrm8	Murray Blvd: Scholls Ferry to Barrows	\$2.579
									wrm9	Rose Biggi: LRT to Crescent	\$1.908
									wrm10	Greenberg Rd.: Shady Lane to North Dakot	\$1.789
									wrm11	Farmington Rd. @ Murray Intersection	\$2.618
									crm2	Sunnyside Rd: 142nd to 152nd	\$4.000
									crm3	Kinsman Rd: Barber to Boeckman	\$1.000
									wrm12	Baseline/Jenkins ATMS	\$0.449
									crm4	Wilsonville Rd. Traveler Info	\$0.105
									crm5	Clackamas Railroad Xing Traveler Info	\$0.385
										I-205 Johnson Cr Blvd Interchange design/PE	\$0.600
									mm1	223rd Ave. Railroad Under Xing	\$3.400
	Total:	\$4.818		Total:	\$3.952		Total:	\$7.364		Total:	\$34.067
Rank	Road Reconstruction	Requested Amount	Rank	TDM	Requested Amount	Rank	TOD	Requested Amount	Rank	Transit	Requested Amount
cr1	Lake Rd: 21st to Hwy 224	\$1.481	rtdm1	Regional TDM Program	\$3.987	rtod1	Metro TOD Program	\$4.500	rtr1	S/N STP Commitment	\$12.000
pr1	Division: 12th to 60th	\$2.500	ptdm1	Interstate Ave. TravelSmart	\$0.300	rtod2	Urban Center Program	\$1.000	rtr2	Frequent Bus Corridors	\$6.374
pr2	SE 39th: Burnside to Holgate (PE only)	\$0.400	stdm1	I-5 Corridor TDM Plan	\$0.224	ptod1	N Macadam TOD	\$0.500	rtr3	Local Focus Areas	\$1.005
pr3	W Burnside: 19th to 23rd	\$3.589	ctdm1	Clackamas RC TMA Shuttle	\$0.129				ptr1	102nd Bus Stops	\$0.135
mrr1	242nd Ave.: Gilsan to Stark	\$0.550							str1	Jantzen Beach Access	\$0.449
									mtr1	Rockwood Bus/MAX Xfer	\$0.382
									rtr4	Hybrid Bus Expansion	\$2.244
									rtr5	North Macadam Infrastructure	\$1.347
									rtr6	North Macadam Transit Access	\$0.449
									ctr1	Clackamas RC TOD/P&R (PE only)	\$0.250
									mtr2	Gresham Civic Station TOD	\$3.450
									ctr2	South Metro Amtrak Station	\$0.800
	Total:	\$8.520		Total:	\$4.640		Total:	\$6.000		Total:	\$28.885

Grand Total: \$127.128



METRO

Transportation Priorities 2004-07 Updated Schedule

- | | |
|--------------------|--|
| February 18 | Metropolitan Transportation Improvement Program (MTIP) overview at Council Informal |
| February 27 | Council consideration of resolution approving Metro applications for MTIP funding |
| February 27 | Technical rankings reviewed at MTIP Subcommittee |
| February 28 | Transportation Policy Alternatives Committee (TPAC) overview of technical rankings |
| March 6 | Technical ranking review at MTIP Subcommittee |
| March 28 | TPAC review of 150% list |
| April 8 | Council Informal briefing on 150% list |
| April 9 | Metro Policy Advisory Committee (MPAC) overview of MTIP evaluation criteria and 150% list |
| April 10 | Joint Policy Advisory Committee on Transportation (JPACT) review of technical rankings and 150% list |
| April 10 | Council-approved 150% list released and 30-day public comment period begins |
| April 14-18 | Public listening posts held around the region |
| April 23 | MPAC comments on MTIP 150% list submitted to JPACT and the Council |
| May 16 | 30-day public comment period on 150% list ends |
| May 20 | Council Informal on Metro priorities for draft Transportation Priorities list |
| June 12 | JPACT tentative action on final Transportation Priorities program, pending air quality analysis |
| June 19 | Council tentative action on final Transportation Priorities program, pending air quality analysis |

June/July

Air quality conformity determination conducted for final Transportation Priorities program

July 2003

30-day public comment period on air quality conformity analysis begins

August 2003

JPACT and Metro Council action on air quality conformity and adoption of Transportation Priorities 2004-07 program

October 2003

Priorities 2004-07 document published; obligation of FY 2004 funding begins

JPACT Communication

To: The Honorable Chairman and Members of the Joint Policy Advisory Committee on Transportation

From: *Richard Meyer, Cornelius Community Development Director.*

Through: Steve Heinrich, **City of Cornelius** Mayor

Subject: **MTIP Project Switch (10th Ave./TV Highway Intersection Reconstruction in place of 19th Ave./TV Highway Intersection Modernization.)**

Date: *February 10, 2003*

Summary: The City of Cornelius is requesting that the one project for which we have submitted an application for the current MTIP funding round be replaced with another project located 10 blocks east on TV Highway. The current application is for “modernization” of the intersection of 19th/20th Avenue (Susbauer Road) and TV Highway. We propose to replace it with the “reconstruction” of the intersection of 10th Avenue (Cornelius Schefflin Road) and TV Highway (Adair/Baseline couplet). Based on WCCC endorsements as recently as November, 2002, Cornelius could have submitted applications for both projects. In response to several rounds of advice from Washington County and Metro, we have settled upon one application for the 10th Avenue intersection.

Previous Action:

- * City of Cornelius endorsement of both intersections, 11/18/02
- * Washington County Coordinating Committee endorsement of this switch, 2/10/03

Background/Problem Discussion: Reconstruction of both intersections of TV Highway at 10th Avenue and a realigned 19th/20th Avenue have been included in funding requests at least since 1999. They each are dangerous, congested, pedestrian & bicycle unfriendly, poorly signaled double intersections (Adair/Baseline couplet) a major entrance for Cornelius’ 2040 Plan-consistent Main Street District, and are absolutely vital intersections to safe and efficient transportation in our community and the region.


Both intersections were submitted to Washington County for review, amended down in cost at their suggestion in order to score higher and endorsed by the WCCC (See attached chart of submittals.) Cornelius was advised later in November by Washington County that both intersections were too much to hope for in this MTIP round. So we chose only one, the 19th/20th realignment at a cost of \$2.6 million. Then we were advised that the total cost would not score well, so we submitted our application for just Preliminary Engineering, at a cost of \$400,000 under the modernization category. Then, after the application deadline, Metro advised Cornelius to switch to the 10th Avenue intersection, a cost of \$797,300, because Susbauer (19th Avenue) was not in their regional transportation model and therefore could not be scored for congestion, etc. So Cornelius decided to switch to the 10th Avenue intersection under reconstruction, and proceeded to revise its application. Washington County staff determined that it could run transportation projections for either intersection and supported our “switch”. Then Metro, after learning of Washington County’s ability to project traffic on the 19th/20th Avenue intersection, advised Cornelius to go back to 19th/20th Avenue PE “so that the MTIP application process would not be compromised”.

Cornelius decided and is well invested in replacing its application for the 19th intersection PE with a reapplication for total reconstruction of the 10th Avenue intersection. This project will be completed with the funding requested and we can start it immediately. Metro advised us that if we wanted to proceed with the “switch” to 10th Avenue, then we must get an OK from JPACT. Therefore we obtained the endorsement from WCCC this past Monday and are today asking for JPACT for our “switch” to the 10th Avenue intersection project.

Alternatives/Financial Implications: The difference between the two projects is almost \$400,000. However, the 10th Avenue intersection project is a complete design/build, where the 19th/20th Avenue intersection is just PE and would take considerably more funding to complete.

Recommendation: Support the City of Cornelius replacing their MTIP project application for PE for the 19th/20th Avenue intersection with TV Highway, with a revised application for design and reconstruction of the 10th Avenue intersection with TV Highway, and the exception to the MTIP application process implied by this switch.

INTEROFFICE MEMORANDUM

TO: WASHINGTON COUNTY COORDINATING COMMITTEE
FROM: N. KAY WALKER, CORNELIUS CITY COUNCILOR 
SUBJECT: MODIFICATION OF CORNELIUS 2004-07 MTIP PROJECTS
DATE: 11/12/2002
CC: DICK KLINE, CITY MANAGER
ROB DIXON, DIRECTOR OF PUBLIC WORKS/CITY ENGINEER
RICHARD MEYER, COMMUNITY DEVELOPMENT DIRECTOR

ATTACHMENT

Currently two Cornelius projects, TV Hwy/10th Avenue Intersection Reconstruction and TV Hwy/19th & 20th Realignment, are listed in the Potential Washington County Submittal for 2004-07 MTIP. These two projects are at an estimated low rank and requested amounts of \$897,300 and \$2,602,170, respectively. To improve the estimated ranking of both projects, and to work cooperatively with Washington County and our partner cities to hit the \$26.5 million target, Cornelius requests the WCCC approval of the following changes:

TV Hwy/10th Avenue Intersection Reconstruction

Reduce requested amount from \$897,300 to \$797,300, with a \$100,000 local match from Cornelius' remaining MSTIP-3 funds. Project is necessary to address safety problems due to queuing and turning radius conflicts for large freight trucks on TV Hwy.

TV Hwy/19th & 20th Realignment

Change project scope of work from complete design and build to full engineering design to bid specifications only. Reduce requested amount from \$2,602,170 to \$400,000 with a local match of \$50,000 from Cornelius' TIF funds. Initiating this project is critical to address a regional safety need on TV Hwy; this intersection currently averages one motor vehicle accident a month.

CITY OF CORNELIUS
CITY COUNCIL MEETING
COUNCIL CHAMBERS
1310 N. ADAIR ST.
November 18, 2002
7:00 PM

The City Council meetings of the City of Cornelius are handicap accessible. Qualified bilingual interpreters will be provided with 24 hours notice call (503) 357-9112. Se puede pedir interprete bilingue con aviso de 24 hrs. llame al (503) 357-9112.

AGENDA

CITIZEN PARTICIPATION-RULES

We welcome constructive participation in Cornelius community meetings.

1. Please sign a citizen participation card and turn it in to the staff table along with any written testimony.
2. Please wait to be called up to the microphone.
3. Please keep comments to three (3) minutes or less.
4. Please stay on topic and do not repeat information.
5. Please honor the process; i.e.: do not carry on conversations while others are speaking.

PLEDGE OF ALLEGIANCE

CITIZEN PARTICIPATION-ITEMS NOT ON THE AGENDA

1. **PRESENTATIONS**

- A. Proclamation - American Education Week
- B. TV Hwy Intersection Funding/2004-07 MSTIP Projects Rob Dixon

2. **CONSENT AGENDA**

The items on the Consent Agenda are considered routine and all will be adopted by one motion unless a Council Member or a person in the audience requests, before the vote on the motion, to have any item considered separately. If any item is removed from the Consent Agenda, the Mayor will indicate when it will be discussed.

- A. Approve Minutes – October 21, 2002
Special Meeting November 8, 2002
- B. Approve November 2002 Bills

Potential Washington County Submittals for 2004-07 MTIP - Estimated Rankings and Package Options										
Category	Sponsor	Project	Location	Description	Estimated Rank and Requested Amount			Option #1	Option #2	Comment
					High	Medium	Low	Road	Bike/Ped.	
Roadway Capacity	Tigard	Greenburg	Shady Ln.-N. Dakota	Widen to 5 lanes	\$1,788,707			\$1,788,707	\$1,788,707	Const. only
	Hillsboro	10th Ave.	E. Main-Baseline	Acquire ROW and construct southbound right-turn lane to alleviate queuing conflicts with MAX	\$1,345,950			\$1,345,950	\$1,345,950	ROW/Const. Only
	Wash. Co.	Cornell	179th-Bethany	Widen to 5 lanes with bike and sidewalks	\$5,922,180			\$1,084,836	\$1,084,836	PE only
	Wash. Co.	Murray	Science Park-Cornell	Widen to 5 lanes with bike and sidewalks	\$1,884,330			\$1,884,330	\$1,884,330	
	Wash. Co.	Advanced Traffic Management System (ATMS)	Baseline from 158th-173rd and west of 185th	Upgrade controllers, add CCTV cameras, install traffic monitoring stations	\$897,300			\$448,650	\$448,650	Reduced scope
	Wash. Co.	185th	Westview HS-West Union	Widen to 5 lanes with bike and sidewalks			\$3,320,010	\$580,912		PE only
	Wash. Co.	Farmington	173rd-185th	Widen to 5 lanes with bike and sidewalks	\$7,000,000			\$1,197,000		PE only @ 70% match
	Wash. Co.	Farmington	185th-198th	Widen to 3 lanes with bike and sidewalks		\$6,128,500		\$2,104,640	\$1,004,640	PE/ROW #1, PE only #2. All @ 70% match
	Beaverton	Farmington	Murray-141st	Turn lanes, bikelanes, sidewalks, boulevard treatments @ Murray/Farmington. ROW for improvements at 141st and 142nd	\$3,100,000			\$3,100,000	\$3,100,000	ROW/Const. Only
	Beaverton	Murray Extension	Scholls Ferry-Barrows	Extend Murray as 4 lane with bikelanes and sidewalks. Implement boulevard treatments @ Murray/Scholls		\$2,979,036		\$2,979,036	\$2,979,036	ROW/Const. Only
	Cornelius	19th/20th Ave. Realignment	TV Hwy. @ 19th and 20th	Realign and signalize intersection to improve traffic flow and safety		\$400,000		\$2,602,170		
Roadway Reconstruction	Cornelius	10th Ave. Reconstruction	10th @ Adair and Baseline	Reconstruct intersection geometry and upgrade signal		\$797,300		\$897,300	\$897,300	\$897,300
Boulevard	Wash. Co.	Cornell Blvd.	Saltzman-Murray	Construct sidewalks, turn lanes, street lighting and landscaping		\$3,500,000		\$3,500,000	\$3,500,000	Const. Only
Bicycle	Hillsboro	Rock Creek Trail	Amberwood-Cornelius Pass	Extend existing multi-use path		\$373,725			\$373,725	
	Tigard	Washington Sq. Multi-Use Path	Greenburg-Hall	Construct multi-use path following Ash Creek and connecting to 95th	\$355,223			\$355,223	\$355,223	
	Wash. Co.	Nyberg Rd. Bike and Ped.	65th Ave.-I-5	Complete bike and pedestrian facilities		\$897,300			\$897,300	
	THPRD	Beaverton Powerline Trail #1	Merlo/158th station-Blanton	1.2 mile multi-use path within powerline	\$283,500			\$283,500	\$283,500	PE/Const. Only
	THPRD	Beaverton Powerline Trail #2	Blanton-Schuepbach Park	0.75 mile multi-use path within powerline		\$210,000		\$210,000	\$210,000	
	THPRD	Beaverton Powerline Trail #3	Village Ln-Dernbach Prop-Burntwood Pk.-Burntwood Wy.	0.9 mile multi-use path within powerline			\$4,575,500			
Pedestrian	Forest Grove	Town Center Ped Improvements	Pacific/19th from Quince to E St.	Construct sidewalks, lighting, crossings and shelters	\$900,000			\$450,000	\$900,000	Const. Only. Reduced scope in #1
	Tigard	Tigard Town Center Pedestrian	Tigard Town Center	Construct several pedestrian safety projects in vicinity of Commuter Rail Station, transit center and downtown businesses	\$384,860			\$384,860	\$384,860	

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF SUPPORTING THE) RESOLUTION NO. 03- 3273
JACKSON SCHOOL ROAD INTERCHANGE)
AREA MANAGEMENT PLAN) Introduced by Councilor Rod Park

WHEREAS, on January 16, 2002, the Oregon Transportation Commission (OTC) approved the construction of a new interchange at US 26 and Jackson School Road through the Oregon Transportation Investment Act (OTIA);

WHEREAS, the interchange project is included in the Portland-Cannon Beach Junction (US 26) Corridor Plan and the 2000 Regional Transportation Plan, and is consistent with the Washington County 2020 Transportation System Plan adopted in the fall, 2002;

WHEREAS, as a condition of that approval, the OTC required the Oregon Department of Transportation (ODOT) to develop an Interchange Area Management Plan (IAMP) and to enter into agreements with local governments to get the IAMP adopted locally prior to the release of construction funds;

WHEREAS, a task force, consisting of representatives of Metro, Washington County and the cities of Hillsboro and North Plains, helped develop a draft IAMP and preliminary interchange design;

WHEREAS, the objectives of the IAMP are to protect the function of the new interchange, to provide safe and efficient operations on US 26 and Jackson School Road, to ensure ODOT is involved in future land use decisions that could affect the function of the interchange, to prevent growth-induced development on exception lands in the vicinity of the interchange and to address protection of resource lands;

WHEREAS, the interchange will be constructed as a rural interchange and will include an overpass structure with three lanes;

WHEREAS, the project will require realignment of a portion of Jackson School Road near the interchange, the purchase of 1,320 feet of access control along the realigned Jackson School Road and the construction of frontage roads and driveways to provide access to existing uses;

WHEREAS, on January 16, 2003, the OTC adopted the IAMP as an amendment to the Portland-Cannon Beach Junction Corridor Plan on the condition that ODOT staff work with the Oregon Department of Land Conservation and Development (DLCD) to develop an administrative rule that will protect farmland around rural interchanges before construction funds for the Jackson School Road interchange are released;

WHEREAS, ODOT requests that Metro adopt a Resolution of Support for the Jackson School Road IAMP; now therefore

BE IT RESOLVED that the Metro Council supports the Jackson School Road IAMP.

ADOPTED by the Metro Council this [insert date] day of [insert month], 2003

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 03-3273 FOR THE PURPOSE OF SUPPORTING THE JACKSON SCHOOL ROAD INTERCHANGE AREA MANAGEMENT PLAN

Date: January 23, 2003

Prepared by: Kim Ellis Kim Ellis

BACKGROUND

On January 16, 2002, the Oregon Transportation Commission (OTC) approved the construction of a new interchange at US 26 and Jackson School Road through the Oregon Transportation Investment Act (OTIA). As a condition of that approval, the OTC required the Oregon Department of Transportation (ODOT) to develop an Interchange Area Management Plan (IAMP) and to enter into agreements with local governments to get the IAMP adopted locally prior to the release of construction funds. This will be the first IAMP to be completed in Oregon. ODOT hopes to begin construction of the interchange in spring 2004.

A task force, consisting of representatives of Metro, Washington County and the cities of Hillsboro and North Plains, helped develop a draft IAMP and preliminary interchange design (see attachment 1). The objectives of the IAMP are to protect the function of the new interchange, to provide safe and efficient operations on US 26 and Jackson School Road and to ensure ODOT is involved in future land use decisions that could affect the function of the interchange. The IAMP relies on a variety of actions to accomplish these objectives, prevent growth-induced development on exception lands in the vicinity of the interchange and address protection of resource lands. Recommended strategies include relying on Oregon and Washington County land use controls, access management, design/capacity controls, agency coordination and other related actions such as improvements to Shute Road and Glencoe Road interchanges and consideration of a green corridor agreement with Metro.

The interchange will be constructed as a rural interchange and will include an overpass structure with three lanes. The project will require realignment of a portion of Jackson School Road near the interchange, the purchase of 1,320 feet of access control along the realigned Jackson School Road and the construction of frontage roads and driveways to provide access to existing uses. The interchange project is included in the Portland-Cannon Beach Junction (US 26) Corridor Plan and the 2000 Regional Transportation Plan, and is consistent with the Washington County 2020 Transportation System Plan adopted in the fall, 2002.

On January 16, 2003, the OTC adopted the IAMP as an amendment to the Portland-Cannon Beach Junction Corridor Plan on the condition that ODOT staff work with the Oregon Department of Land Conservation and Development (DLCD) to develop an administrative rule that will make it more difficult to develop farmland around rural interchanges before construction funds for the new interchange are released. In addition, the commission directed ODOT staff to reconsider the preliminary interchange design to determine if the interchange footprint could be reduced to limit impacts on adjacent farmland and to look for ways to reduce travel speeds on Jackson School Road.

ODOT has proceeded with the OTC's direction and requests that Metro adopt a Resolution of Support for the Jackson School Road IAMP.

ANALYSIS/INFORMATION

1. Known Opposition

There is no known opposition to the proposed legislation.

2. Legal Antecedents

Metro Ordinance No. 02-945A for the purpose of amending the 2000 Regional Transportation Plan financial constrained system; amending Ordinance No. 00-869A and Resolution No. 00-2969B to reflect Resolution No. 02-3186B.

Metro Resolution No. 02-3186B for the purpose of amending the Metropolitan Transportation Improvement Program (MTIP) to include State bond funds; programming preliminary engineering funds for US 26 widening, and approving a conformity determination For these actions and those of Ordinance No. 02-945 that amends the Regional Transportation Plan.

3. Anticipated Effects

Adoption of this resolution will result in support for the Jackson School Road interchange area management plan as approved by the Oregon Transportation Commission. The resolution will be forwarded to the Oregon Transportation Commission.

4. Budget Impacts

There are no budget impacts as a result of this legislation.

RECOMMENDED ACTION

Adopt Resolution No. 03-3273 to support the Jackson School Road interchange area management plan as approved by the Oregon Transportation Commission.

DRAFT

Interchange Area Management Plan

**Jackson School Road Interchange
Washington County, Oregon**

Prepared for

Oregon Department of Transportation, Region 1
123 NW Flanders Street
Portland, Oregon 97209-4037

Prepared by

David Evans and Associates, Inc.
Angelo Eaton & Associates
Mark J. Greenfield, land use consultant
Cogan Owens Cogan

December 16, 2002

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1. INTRODUCTION

Pursuant to direction of the Oregon Transportation Commission (OTC), an interchange area management plan (IAMP) is required for the Jackson School Road Interchange project in rural Washington County. This IAMP will assist the County and the Oregon Department of Transportation (ODOT) with the long-term transportation management in the area around the interchange. The Jackson School Road IAMP will conform with state and local regulations and OTC conditions of approval adopted on January 16, 2002.

This IAMP has been prepared with participation of the affected local governments and with input from a variety of stakeholders. A task force, consisting of representatives of Washington County, the cities of Hillsboro and North Plains, and Metro, helped develop this plan. Contacts were made with special interest groups and agencies interested in or concerned about the proposed new interchange and possible effects on existing land uses and the local road system. A description of the public and agency involvement program is included in the Background Document for this IAMP.

This IAMP has been developed concurrent with refinement of the preliminary design of the interchange and with the reevaluation of an environmental assessment previously prepared for the interchange project.

The objectives of the IAMP are to protect the function of the interchange to serve long-distance regional trips, to provide safe and efficient operations on US 26 (Sunset Highway) and Jackson School Road, and to ensure ODOT is involved in future land use decisions that could affect the function of the interchange.

2. PROJECT DESCRIPTION

ODOT plans to construct a rural interchange to replace the existing unsignalized, at-grade crossing at US 26 and Jackson School Road in Washington County, Oregon. The project area is approximately 1.5 miles south of the North Plains city limits and urban growth boundary (UGB) and 2 miles north of the Hillsboro city limits and Metro UGB. Figure 1 shows the project area and vicinity. When constructed, the new Jackson School Road Interchange will be located just east of the existing intersection, approximately 2.3 miles west of the US 26/Shute Road Interchange and 1.6 miles east of the US 26/Glencoe Road Interchange. The project will require realignment of a portion of Jackson School Road near the interchange, the purchase of 1,320 feet of access control along the realigned Jackson School Road and the construction of frontage roads and driveways to provide access to existing uses.

The interchange will include an overpass structure with three lanes—two 14-foot travel lanes and a 16-foot left-turn center lane—and 8-foot shoulders on each side. The interchange will be built to allow future widening of US 26. The capacity of the interchange will be consistent with the two-lane, rural Jackson School Road.

Figure 1. Vicinity Map and Study Areas

The Jackson School Road Interchange project is included in the Portland-Cannon Beach Junction (US 26) Corridor Plan and the 2000 Regional Transportation Plan, and is consistent with the Washington County Transportation Plan adopted in the fall of 2002.

2.1 Purpose of Project

The primary purpose of constructing a grade-separated interchange at Jackson School Road and US 26 is to improve safety. The existing at-grade intersection has created many safety problems with traffic crossing US 26 to access Jackson School Road. The safety issues led to funding the interchange improvement through the Oregon Transportation Investment Act (OTIA). To address safety in the short term, until the proposed interchange is built, ODOT has implemented changes at the intersection. The interim safety project restricts the intersection to right-turn movements from Jackson School Road and the westbound-to-southbound movement from US 26. All other movements, including through movements from Jackson School Road crossing US 26, have been eliminated. An access has been built for farm vehicles to cross the highway.

2.2 Intended Function

The intended function of the Jackson School Road Interchange is both to serve rural needs and to provide safe and efficient access for long-distance, regional trips (e.g., between Hillsboro/North Plains and the Portland metropolitan area). The interchange has been designed to provide capacity and safe operations to accommodate this function over the 20-year planning period.

THE REST OF SECTION 2.2 TO BE UPDATED

The definition of function for the interchange is somewhat complex with respect to many of the typical functional descriptions. This is illustrated by the functional classification descriptions for both Jackson School Road and US 26. Washington County previously classified Jackson School Road as a major collector; the road is now classified as an arterial in the County's Transportation Plan. The street classification reflects a transition from rural-related functions to more urban functions. ODOT classifies US 26 as an expressway. The primary function of expressways, as defined in the Oregon Highway Plan Implementation Handbook, is "to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions." Their secondary function is "to provide for long distance intra-urban travel in metropolitan areas."

Land in the immediate vicinity of the Jackson School Road intersection is rural, but the intersection is within a mile or two of the urban areas of North Plains and Hillsboro. The plan to replace the Jackson School Road intersection with an interchange recognizes that traffic volumes in the area are increasing as growth occurs in those nearby urban areas. Additional illustrations of the area's (and transportation facilities') transition from rural to urban are the "Urban Fringe" description of the area in the Portland-Cannon Beach Junction (US 26) Corridor Plan and the fact that the interchange project, even though outside the UGB, is included in Metro's Regional Transportation Plan.

Most traffic utilizing the existing intersection is generated in the nearby urban areas (Hillsboro, North Plains, and Portland/Vancouver). The trips are, for the most part, regional. Most turning movements at the intersection are to and from the east on US 26. As a result, future interchange connections to and from the east will have traffic volumes and traffic operational characteristics of an urban interchange while the connections to and from the west will be rural in nature. This further illustrates the transitional nature of the intersection/interchange function and validates descriptive terms like “suburban” and “urban fringe.” As future industrial, residential and commercial development occurs in nearby urban areas, the function and operations of the interchange would shift to be even more urban in nature regardless of land uses immediately adjacent to the interchange.

In other words, the functional definition of the Jackson School Road Interchange is a region-wide/transitional interchange. The transitional term applies in many respects, including traffic (people movement), trucks (freight), trip origin/destination characteristics, and geographic location (between urban and rural areas). The intended function and operations of the interchange do not fit with the current, technical, officially recognized, functional descriptions of either urban or rural interchanges. Several other interchanges on the State Freeway network also function between the current urban and rural definitions.

2.3 Alternatives Considered

During previous planning for the Jackson School Road Interchange project,¹ ODOT evaluated an alternative that would have replaced the intersection with an overpass, but not a full interchange. That alternative was rejected because of lack of public support based on the out-of-direction travel, increased burden on the Shute Road and Glencoe Road interchanges, and decrease in emergency access that would have resulted. ODOT also evaluated closing the intersection altogether and not constructing an interchange or overpass. That alternative was rejected because of strong opposition. The opposition was based on the closure alternative’s effect on local traffic circulation, difficulties of foul weather driving and poor sight distances on West Union Road, and emergency services access. A petition with 600 signatures was submitted in support of an interchange alternative, similar to the one currently proposed.

3. IAMP OBJECTIVES

The objectives of this IAMP are defined by ODOT rules and conditions of approval adopted by the OTC on January 16, 2002. Both the rules, Oregon Administrative Rules (OAR) 734-051-0200, and conditions of approval specify elements to be included in the IAMP. As demonstrated in the Plan and Policy Review (included in the Background Document), this IAMP addresses the rules and OTC conditions.

¹ ODOT prepared a draft environmental assessment for the project in 1987 and a revised environmental assessment in 1988.

The objectives of this IAMP are:

- To protect the function of the Jackson School Road Interchange to serve rural needs and to provide safe and efficient access for long-distance, regional trips (e.g., between Hillsboro/North Plains and the Portland metropolitan area).
- To provide safe and efficient operations between connecting roadways (i.e., US 26 and Jackson School Road) and meet applicable policies and standards.
- To ensure ODOT is involved in land use decisions that could affect the function of the interchange. The purpose of ODOT's involvement is to provide ODOT a role in protecting its investment in transportation facilities by protecting resource lands (i.e., farmland) and preventing, to the extent possible, growth-induced development on exception lands or UGB expansions in the vicinity of the interchange.

4. CHARACTERISTICS OF THE PLANNING AREA

The planning area for the Jackson School Road IAMP is shown on Figure 1. It correlates with the land use analysis area for the IAMP (see Section 4.2). The IAMP planning area includes land located within approximately one mile of the proposed interchange. The one-mile distance was identified as the general area where the new interchange could potentially influence land use patterns or have land use impacts. As well, the one-mile distance covers land that is less likely to be affected by either the existing Shute Road or Glencoe Road interchanges with US 26.

Two separate traffic analysis areas were used to prepare the IAMP. One covers the immediate vicinity of the interchange, and the other covers a larger area to assess traffic impacts on other interchanges and the transportation network. They are indicated on Figure 1. A detailed traffic analysis is provided in the Background Document to this IAMP.

This section of the IAMP provides a discussion of the existing roadway network, right-of-way, access control, land parcels, and natural and cultural resources in the planning area for the Jackson School Road Interchange.

4.1. Roadways

4.1.1 Existing Roadways in the Planning Area

The primary roadways in the planning area are US 26 and Jackson School Road. Scotch Church Road and Meek Road lie in the southern part of the planning area. West Union Road forms the northern border of the planning area. The nearest interchanges on US 26 are at Glencoe Road and Shute/Helvetia Road to the west and east, respectively.

Jackson School Road and Glencoe Road are the primary roads carrying traffic from North Plains to US 26 or farther south to Hillsboro. Glencoe Road, Jackson School Road, and Shute Road are the major roadways carrying traffic between US 26 and Hillsboro.

US 26: According to the 1999 Oregon Highway Plan, US 26 (Sunset Highway) is a statewide highway on the National Highway System. It is designated as an expressway and a freight route. The posted speed on the highway is 55 mph. US 26 serves as a major link from downtown Portland to the westerly suburb cities and to the coast. It carries local and commuter traffic, as well as long-distance recreational and commercial traffic. US 26 carries approximately 40,000 vehicles (two-way) daily between the Shute Road and Glencoe Road interchanges. Within the study area approximately 5.5 percent of the vehicular volume is truck traffic.

In the project area, US 26 is a four-lane, east-west highway with directional traffic separated by a grass median. Currently, US 26 crosses Jackson School Road at an at-grade intersection.

There is no existing access on US 26 between its intersection with Jackson School Road and the Shute Road Interchange to the east and Glencoe Road Interchange to the west.

The existing right-of-way for US 26 is approximately 240 feet wide in the vicinity of Jackson School Road. Other than immediately around the new interchange, additional right-of-way along the highway would not be acquired.

Jackson School Road: Jackson School Road is a two-lane, north-south roadway under the jurisdiction of Washington County. It is classified as an arterial and has been identified as a study area for a truck route in the County's Transportation Plan. There are no existing pedestrian or bicycle facilities on Jackson School Road in the vicinity of the US 26 intersection. Jackson School Road carries approximately 6,300 vehicles (two-way) daily, with approximately one percent trucks, between US 26 and Evergreen Road. Jackson School Road has no posted speed, therefore Basic Rule (i.e., safe speed for prevailing conditions) prevails.

Washington County does not currently maintain access management standards along rural roadways such as Jackson School Road.

The existing right-of-way for Jackson School Road is 60 feet wide. Additional right-of-way would be acquired to realign Jackson School Road at the interchange, but no additional right-of-way would be acquired along the roadway.

Jackson School Road/US 26 Intersection: The intersection of US 26 at Jackson School Road is located outside of the Metro and North Plains UGBs. Land surrounding the intersection is rural and designated as "exclusive farm use." According to the 1999 Oregon Highway Plan, the mobility standard calls for v/c ratios of 0.70 and 0.80 for approaches that are not stop-controlled and for approaches that are stop-controlled, respectively.

With implementation of the interim US 26/Jackson School Road safety project, the northbound-to-eastbound right-turn movement is expected to operate at LOS F and LOS D in the a.m. and p.m. peak hours, respectively. Also, the westbound-to-southbound left-turn movement is expected to operate at LOS D and LOS B for a.m. and p.m. peak hours, respectively. Additionally, the critical westbound-to-southbound left-turn movement is expected to reach capacity (LOS F and v/c ratio=1.0) in year 2005 due to the high volume of eastbound through

traffic on US 26. With ongoing background traffic growth and local in-process developments within the study area in the future, the operations at the intersection will continue to deteriorate.

ODOT acquired some right-of-way for the interchange in the 1980s. Prior to construction, ODOT will acquire additional right-of-way for the project.²

Other Roadways: Scotch Church Road and Meek Road are two-lane roads classified as collectors. They both have a 60-foot-wide right-of-way. West Union Road and Glencoe Road are two-lane roads classified as arterials, with 60-foot-wide rights-of-way. Shute and Helvetia roads are also classified as arterials; Shute Road (south of US 26) has four lanes with a median and a right-of-way width of 90 feet, and Helvetia Road (north of US 26) has two lanes and a right-of-way width of 40 feet. Glencoe and Shute roads are both identified as through truck routes. Access is not controlled or managed along any of the roadways, with the exception of feet north and south of the Glencoe and Shute Road interchanges (info is come from ODOT)

4.1.2. Other Planned Roadway Improvements in the Vicinity

Other projects that would impact roadway operations in the project vicinity are identified below.

Glencoe Road Interchange: A near-term improvement project at the Glencoe Road Interchange will relocate the eastbound ramp terminal intersection to the south to create storage capacity for the southbound to eastbound entrance-ramp movement. The project will add a dedicated northbound-to-eastbound right-turn lane. This project also will construct a signal at the eastbound ramp terminal intersection, replace the existing temporary signal at the westbound ramp terminal intersection, and interconnect the two signals. The project is scheduled for 2005.

Evergreen Road Widening: A recent Evergreen Road project, completed in 2002, widened Evergreen Road to three lanes from Glencoe Road to 15th Avenue. A second project, scheduled for 2006-2010 in the Regional Transportation Plan, will widen Evergreen Road to five lanes from 15th Avenue to NW 253rd Avenue. The projects also will provide sidewalks and bike lanes.

4.2 Land Parcels and Planning

The land use analysis area/IAMP planning area for the Jackson School Road IAMP is shown on Figures 1 and 2. Washington County has land use planning jurisdiction for the land within the IAMP planning area. The proposed Jackson School Road Interchange location is surrounded on all four quadrants by high-value farmland that is designated Exclusive Farm Use (EFU) in Washington County's Rural/Natural Resource Plan. Existing land uses include nursery uses and the raising, harvesting and selling of crops. Because of the EFU designation, little development has occurred in the immediate vicinity of the proposed interchange area, and the existing

² Based on preliminary project designs, ODOT estimates that 27 to 35 acres of right-of-way would be acquired for the project.

Figure 2. Land Use Designations and Study Area and Potential UGB Expansion Areas

development is related to agriculture. The EFU designation also limits the potential for any parcels to be divided—the minimum lot size allowed is 80 acres.

Figure 2 illustrates the existing land use designations in the IAMP planning area. As Figure 2 illustrates, of the approximately 2,600 acres inside the planning area 94 percent (2,440 acres) are designated EFU. The balance of the study area is included in an exception area with land designated Agriculture and Forest, 5-acre minimum (AF-5) and Agriculture and Forest, 10-acre minimum (AF-10). The exception area is located 1.1 miles to the southeast of the interchange area via Meek Road and Jackson School Road. Land uses in the exception area are primarily rural residential. Up to 20 additional residences could be built in the exception area under current land use designations.

As noted above, the proposed Jackson School Road Interchange is approximately 2 miles north of the Hillsboro city limits and Metro UGB and 1.5 miles south of the North Plains city limits and UGB. Those two cities are the urban areas nearest to the proposed interchange. Ongoing coordination with North Plains, Hillsboro, and Metro is important because development within the two cities will impact the use of the proposed interchange, and any future city or UGB expansions could impact the interchange.

Currently, the Oregon Land Conservation and Development Commission (LCDC) has before it proposed amendments to the North Plains UGB. They include approximately 72.5 acres located south of West Union Road and west of Jackson School Road. Figure 2 shows the proposed UGB expansion area. North Plains has identified this acreage as needed to meet its anticipated housing needs over the next 20 years. ODOT has supported the proposed UGB amendment as an alternative to a North Plains expansion into the exception land south of US 26 or expansion to the west, which could potentially affect capacity of the Dersham Road Interchange. If LCDC approves the North Plains UGB amendment proposal, then the North Plains UGB would be located just over 0.75 mile from the proposed interchange location. The UGB proximity to the interchange may encourage some use of the interchange by persons residing in this area following its development, but traffic analysis shows that the additional traffic would not negatively affect the interchange function.

Hillsboro has suggested to Metro³ a UGB amendment to include approximately 200 acres for industrial uses near Shute Road and Evergreen Road. The area is located outside of the IAMP planning area and would likely be served by the existing Shute Road Interchange with US 26. It is shown on Figure 2.

While the Jackson School Road Interchange is located outside of the Metro UGB and service boundary, Metro would have a significant role in any future amendments to the UGB that could potentially impact the interchange. Metro is currently considering amendments to the regional UGB to maintain a 20-year supply of buildable land as required by state law. While most of the land Metro is considering for inclusion in the UGB is located far away from the IAMP planning area, Metro is considering approximately 200 acres located near the intersection of Shute Road and Evergreen Road, as noted above. Should that area be added to the UGB and developed, traffic volumes at the Shute Road Interchange would increase, which may in turn encourage

³ Hillsboro is within the Metro UGB; North Plains has its own UGB.

some traffic to use the Jackson School Road Interchange. To keep the additional traffic from overwhelming the Jackson School Road Interchange, the following should happen: Jackson School Road should remain a two-lane roadway, ODOT should install ramp meters at the Jackson School Road Interchange, and ODOT should make improvements at the Shute Road and Glencoe Road interchanges to ensure they continue to function as intended, ~~as an urban interchange (to be confirmed)~~

Land use decision-making in the vicinity of the proposed Jackson School Road Interchange area is governed by a number of different rules and regulations, most of which have been in effect for many years. Five statewide planning goals play key roles in the management and planning for the Jackson School Road Interchange Area. They are Statewide Planning Goals 2 (Land Use Planning), 3 (Agricultural Lands), 11 (Public Facilities Planning), 12 (Transportation) and 14 (Urbanization). In-depth discussion of land use rules and regulations is provided in the report, "Land Use and Transportation Factors Influencing Interchange Area Management Planning," included in the Background Document for the IAMP. The land use protections in place have provided and will continue to provide effective protection of the farmland surrounding the interchange.

4.3 Natural and Cultural Resources

4.3.1. Fish and Wildlife Habitat

The majority of the native vegetation near the proposed interchange has been replaced with agricultural crops, except along stream reaches and in isolated patches. The agricultural crops provide the primary wildlife habitat in the project area. Most wildlife species using agricultural habitat are either seasonal migrants or are using these areas in connection with other habitat types. Due to the high level of disturbance, invasion by exotic and introduced wildlife and plant species, and lack of nesting structure and cover, agricultural areas typically provide low quality wildlife habitat. Wildlife species that may occur in the project area include deer, raptors, small mammals and some songbirds.

Some agricultural habitat would be lost due to construction of the interchange. The effects of habitat loss on the wildlife species would be minimal, since agricultural habitat is not lacking in the vicinity of the project.

McKay Creek provides rearing and migration habitat for steelhead trout where US 26 crosses the creek, but there is no fish habitat identified in the intermittent tributaries near the Jackson School Road intersection. If it is determined that the project could affect steelhead habitat or other wildlife or plant species listed on the federal Endangered Species List, ODOT will obtain the necessary environmental clearance from regulatory agencies.

4.3.2. Significant Natural Resource Areas

The proposed interchange is located within the Beaverton-North Plains-Aloha Community Plan area of the Washington County Comprehensive Plan. The community plan map shows the general location of Significant Natural Resource Areas (SNRAs) in Washington County. Figure 3 shows the SNRAs in the vicinity of the project.

The only SNRA located near the proposed interchange is Water and Wetlands & Fish and Wildlife Habitat, defined as the 100 year floodplain, drainage hazard areas, and ponds, except those already developed that are also fish and wildlife habitat. In the project vicinity, the SNRAs are located along McKay Creek, the wetlands associated with McKay Creek, and Storey Creek. The interchange project would not impact the SNRAs located within the project area.

4.3.4 Wetlands

Figure 3 shows wetlands identified on the National Wetlands Inventory (NWI) in the vicinity of the project, as well as wetlands identified during preparation of this IAMP.

~~DESCRIBE WETLANDS IN THE AREA To be completed once field studies have been completed~~

4.3.5 Historic Properties

The Washington County Rural/Natural Resource Plan identifies three areas in the vicinity of the project that have historic resources: (1) the Vanraden family parcels north of US 26, on which the Connell House and associated outbuildings are located; (2) the Walter Vanderzanden Farms parcel southwest of the intersection of Scotch Church Road and Jackson School Road, which holds the historic Vanderzanden residence and farm; and (3) a parcel east of the intersection of Meek Road and Jackson School Road, which contains two maple trees associated with Colonel Joseph Meek. Section 373 of the County Community Development Code governs changes to historic structures on parcels identified as historic on the Rural/Natural Resource Plan. Only potential changes to structures are protected, and no such changes are proposed with the project.

Figure 3. Significant Natural Resource Areas and NWI Wetlands in the Project Vicinity

5. ACCESS MANAGEMENT

This section describes the access management strategy for the Jackson School Road Interchange. Access management is the principle method that will be used to protect the function of the Jackson School Road interchange. The complete access management plan for the interchange is provided in the Background Document for this IAMP. Other strategies intended to protect the function of the interchange are listed in Section 6, IAMP Action Items. They include:

- ramp metering,
- providing adequate capacity at nearby interchanges, and
- coordinating with local jurisdictions.

The access management intent for the Jackson School Road Interchange is conveyed through the access management strategy developed for the project by ODOT. It serves as a rationale or justification for the access management actions identified in the official project access list.

US 26 Strategy: ODOT will continue to control roadway access along US 26 between interchanges at Shute Road and Glencoe Road by restricting grants of access in compliance with the 1999 Oregon Highway Plan and applicable governing rules and statutes regarding access management. No specific access management actions are needed along US 26 in association with this project.

Jackson School Road Strategy: In compliance with the 1999 Oregon Highway Plan and applicable governing rules and statutes regarding access management, ODOT will control access along Jackson School Road for a minimum distance of 1,320 feet in each direction measured from the north and south ramp terminals. Access control may extend beyond 1,320 feet to match the project limits based on established engineering justification. Within the 1,320-foot influence area or larger project limits, existing Jackson School Road accesses may be relocated to frontage roads with outlets to Jackson School Road that conform to Oregon Highway Plan access spacing standards. Beyond the 1,320-foot influence area or project limits along Jackson School Road, compliance with Washington County sight distance standards will be managed by Washington County through their development review procedures.

Access management for 1,320 feet from the interchange ramps meets the access management spacing standards of the 1999 Oregon Highway Plan. ODOT's analysis indicates that this amount of controlled access is sufficient to protect the ~~function/operation (or both) of the interchange~~ of a freeway interchange. Further, since the access management spacing standards are relatively new, few existing interchanges provide at least 1,320 feet of access management. When built, the Jackson School Road Interchange will have more access control than nearly any other interchange in Oregon.

6. IAMP ACTION ITEMS

According to OAR 734-051-0200, Interchange Area Management Plans (IAMPs) should contain short-, medium-, and long-range actions to improve and maintain safe and efficient roadway operations in the interchange area. Such actions may include roadway improvements, access management, traffic control devices, and local land use actions.

The OTC placed additional conditions of approval for IAMPs on OTIA interchange projects, including the one proposed for Jackson School Road. The OTC instructed ODOT to enter into agreements with local governments to get the IAMP adopted locally, to prevent growth-induced development on exception lands and UGB expansions, and to address protection of resource lands.

The existing EFU land use designation surrounding the Jackson School Road interchange, combined with the Oregon Statewide Planning Goals and implementing regulations, are quite effective in protecting resource lands and will provide long-term protection for the agricultural lands and land uses surrounding the interchange. The same measures, with proper coordination through implementation of the IAMP, will effectively prevent growth-induced development on nearby exception lands. This plan relies on the Oregon and Washington County land use regulations but also calls for ODOT involvement in reviews of proposed land use actions in the vicinity of the interchange. It also recommends that ODOT work with LCDC to consider adopting an administrative rule to protect state highways and interchanges and to discourage induced growth in exception areas near interchanges.

As stated in the IAMP, ODOT will control access along US 26 and in the vicinity of the Jackson School Road Interchange. The interchange will be built to operate acceptably for the 20-year plan horizon. Local jurisdictions will adopt the IAMP as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan, and Washington County will adopt the IAMP as an amendment to the County Transportation Plan, an element of the comprehensive plan. ODOT will continue to coordinate with local jurisdictions and state agencies, through the plan amendment and development review processes, to keep existing land use protections in place. In addition, ODOT will monitor and comment on any future actions that would amend a UGB in the vicinity of the Jackson School Road Interchange. Other actions include making planned improvements to the Glencoe Road and Shute Road interchanges to serve future traffic in and from urban areas.

The recommended action items for the IAMP fall into four general categories: design/capacity controls, access management, agency coordination, and other related actions. They are listed below.

6.1. Design/Capacity Controls

- **Jackson School Road/US 26 Interchange project (short-range action)**

ODOT will construct the Jackson School Road Interchange to replace the existing at-grade intersection with the Sunset Highway. The project will improve safety and traffic operations at Jackson School Road and US 26 and will be designed to serve the rural and regional-trip function of the interchange. The project will be designed to accommodate 20 years of planned growth, based on the existing (2002) comprehensive plans of Hillsboro, North Plains, and Washington County, and will be designed to allow for future widening of US 26. Access control will be obtained for 1,320 feet north and south of the ramp terminals consistent with the requirements of the Oregon Highway Plan.

- **Ramp metering (short-range action)**

ODOT will install ramp meters on the eastbound entrance ramp to US 26 at the Jackson School Road Interchange.

- **Jackson School Road management (ongoing action)**

Washington County will continue to manage Jackson School Road in a manner consistent with its functional classification in the Transportation Element of the County Comprehensive Plan.

6.2. Access Management

- **Access management along US 26 (ongoing action)**

ODOT will continue to restrict access along US 26. No additional highway access will be allowed between the Glencoe Road, Jackson School Road, and Shute Road interchanges.

- **Access management along Jackson School Road (short-range action)**

ODOT has prepared a draft access management plan to help maintain proper function of the interchange. The plan calls for the prohibition of street or driveway access for at least 1,320 feet from the interchange ramps along Jackson School Road, in accordance with the Oregon Highway Plan. Both existing and future access will be controlled.

- **Frontage roads/driveways (short-range action)**

To implement the access management plan and provide access to existing residences and agricultural operations in the area, ODOT will construct (or provide money to property owners to construct) new driveways or frontage roads. The existing Jackson School Road alignment south of US 26 may be used as a frontage road that would connect with the new Jackson School Road alignment. Frontage road and driveway access to Jackson School Road will be at least 1,320 feet from the interchange ramp terminals.

6.3. Agency Coordination

- **Washington County coordination with ODOT (short-range action)**

After OTC action on the IAMP and as soon as practical, Washington County will adopt the IAMP, by resolution, as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan. Additionally, as soon as practical, Washington County will adopt the IAMP, by ordinance, as an amendment to the County Transportation Plan, an element of the comprehensive plan. County adoption of the amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan will obligate Washington County to coordinate with ODOT in the evaluation of any action (such as a Comprehensive Plan amendment) that would affect the function of the Jackson School Road Interchange.

In the event that a decision is made to add travel lanes to Jackson School Road, ODOT and the County will jointly prepare a funding plan for the provision of any improvements to the Jackson School Road Interchange necessitated by the widening of Jackson School Road. The funding plan shall be submitted to the OTC for approval.

- **City of North Plains coordination with ODOT (short-range action)**

The City of North Plains will coordinate with ODOT prior to pursuing future UGB expansions, zone changes, or other actions that could affect the function of the Glencoe Road or Jackson School Road interchanges. The requirement for coordination will be implemented through adoption of the IAMP, by resolution, as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan.

- **City of North Plains Transportation System Plan amendment (concurrent with plans to expand UGB)**

At such time as the City of North Plains proposes to expand its UGB resulting in frontage on Jackson School Road, the City will amend its transportation system plan to identify a new arterial or collector north of US 26 to improve connectivity within North Plains. The new arterial may have an east-west orientation or be oriented to direct traffic from the UGB expansion area onto West Union Road. The purpose of this action is to lessen the likelihood of residents or employees in the expansion area from using US 26 (via the Jackson School Road and Glencoe interchanges) as a quick route to the western part of North Plains.

In addition, when the City of North Plains proposes any UGB expansions, the City and ODOT will work together to identify opportunities to improve connectivity within North Plains to help maintain the function of the Glencoe Road and Jackson School Road interchanges.

- **City of Hillsboro and Metro coordination with ODOT (short-range action)**

A Metro decision to amend the UGB into the Jackson School Road Interchange area could impact the function of the interchange. The City of Hillsboro likely would be responsible for providing urban services to the UGB expansion area. By adopting the Jackson School Road IAMP, both Metro and the City of Hillsboro agree to coordinate with ODOT in the analysis of

future UGB expansions or annexations that could affect the function of the Jackson School Road, Glencoe Road, or Shute Road interchanges. The requirement for coordination will be implemented through adoption of the IAMP, by resolution, as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan.

6.4. Other Related Actions

In order to keep the Jackson School Road Interchange at its planned function (within the 20-year planning horizon) and to implement the objectives of the Portland-Cannon Beach Junction (US 26) Corridor Plan, short and long term improvements should be made to interchanges at Glencoe and Shute Roads.

- **Glencoe Road Interchange**

- **Safety improvements (short-range action)**

Safety improvements to the Glencoe Road Interchange are included in the 2002-2005 STIP. The improvements include a traffic signal on Glencoe Road south of US 26, a free right-turn lane northbound on Glencoe Road onto US 26 eastbound, and “access control.” ODOT will implement the improvements to improve safety and function of the interchange.

- **Interchange ramp improvements (medium-range action)**

A proposed project in the Draft 2004-2007 STIP would provide preliminary engineering for a left-turn lane south to east from Glencoe Road onto US 26. The left-turn lane should be constructed to improve operations at the interchange.

- **Interchange Area Management Plan (long-range action)**

At the time major improvements are planned for the Glencoe Road Interchange, an IAMP will be prepared for the interchange.

- **Interchange improvements to urban standard (long-range action)**

The Glencoe Road interchange should be constructed to accommodate urban traffic to meet future needs as growth occurs in North Plains and Hillsboro.

Shute Road Interchange

- **Interchange improvements to urban standard (long-range action)**

The Shute Road interchange should be constructed to accommodate urban traffic to meet future needs as growth occurs in North Plains and Hillsboro.

- **Interchange Area Management Plan (long-range action)**

At the time major improvements are planned for the Shute Road Interchange, an IAMP will be prepared for the interchange.

Additional recommended actions to be taken by local jurisdictions and state agencies

- **Green Corridor**

In accordance with the Metro Regional Transportation Plan and Framework Plan, and following adoption of the IAMP, Metro, Washington County, and the cities of Hillsboro and North Plains should consider adopting an intergovernmental agreement establishing a Green Corridor. The Green Corridor would be designated to maintain separation between the city of North Plains and the metropolitan area along US 26, to preserve the rural and natural resource character of the area providing that separation, and to protect the function of US 26 within the Green Corridor.

ODOT will consider the adoption of a Green Corridor as a Highway Segment Designation in the Oregon Highway Plan.

- **LCDC Rulemaking**

Consistent with the legislative direction in ORS 197.230(1)(c)(A), the OTC could recommend that LCDC consider adoption of an administrative rule to protect state highways and their associated interchanges and to discourage induced growth in exception areas located near interchanges.

197.230 Considerations; finding of need required for adoption or amendment of goal. (1) In preparing, adopting and amending goals and guidelines, the Department of Land Conservation and Development and the Land Conservation and Development Commission shall . . .

(c) Give consideration to the following areas and activities . . .

(A) Lands adjacent to freeway interchanges

7. IMPLEMENTATION OF THE IAMP

The following identifies the steps that are anticipated to occur for implementation of the Jackson School Road IAMP.

Oregon Transportation Commission (OTC)

- January 2003 Meeting – ODOT will request that the OTC approve a Resolution of Intent to adopt the IAMP as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan following action by local jurisdictions. ODOT will forward the IAMP to the following jurisdictions for action:
 - Washington County
 - City of Hillsboro
 - City of North Plains
 - Metro
- Following the requested actions by the local jurisdictions, the OTC will be requested to formally amend the Portland-Cannon Beach Junction (US 26) Corridor Plan to incorporate the IAMP.

Washington County

- February/March 2003 – Washington County Board of Commissioners will consider adopting a Resolution of Support for the IAMP amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan and direct staff to amend the Washington County Transportation Plan to include the IAMP elements listed below in Section 7.1.
- April/May 2003 – Washington County will conduct land use ordinance hearings to amend the County Transportation Plan to include the IAMP elements listed in Section 7.1.

Hillsboro, North Plains, and Metro

- February/March 2003 – Hillsboro, North Plains, and Metro will consider adopting a Resolution of Support for the IAMP amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan.
- Future (at such time as the City of North Plains proposes to expand its UGB) – North Plains will amend its comprehensive plan and transportation system plan to identify a new arterial or collector north of US 26, as specified in Section 7.2, below.

7.1 Amendment to Washington County Comprehensive Plan

The following are the specific elements that Washington County will be requested to include as amendments to its Transportation Plan:

- **Purpose and Function of the Jackson School Road Interchange**

The intended function of the Jackson School Road Interchange is both to serve rural needs and to provide safe and efficient access for long-distance, regional trips (e.g., between Hillsboro/North Plains and the Portland metropolitan area). The interchange has been designed to provide capacity and safe operations to accommodate this function over the twenty-year planning period.

- **Washington County Coordination with ODOT**

Washington County shall coordinate with ODOT in the evaluation of any action (such as a Comprehensive Plan amendment) that would affect the function of the Jackson School Road Interchange.

- **Jackson School Road Management**

Washington County shall continue to manage Jackson School Road in a manner consistent with its functional classification in the County Transportation Plan (an element of the County Comprehensive Plan). In the event that a decision is made to add travel lanes to Jackson School Road, ODOT and the County shall jointly prepare a funding plan for the provision of any improvements to the Jackson School Road Interchange necessitated by the widening of Jackson School Road. The funding plan shall be submitted to the OTC for approval.

7.2 Amendment to North Plains Comprehensive Plan

At such time as the City of North Plains proposes to expand its UGB resulting in frontage on Jackson School Road, the City will amend its comprehensive plan to address the UGB expansion area, as well as amend its transportation system plan to identify a new arterial or collector north of US 26 to improve connectivity within North Plains. The new arterial may have an east-west orientation or be oriented to direct traffic from the UGB expansion area onto West Union Road.

7.3 Amendment to Portland-Cannon Beach Junction (US 26) Corridor Plan

The IAMP would be adopted by the OTC as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan.

7.4 Amendment to Oregon Highway Plan

No amendments to the Oregon Highway Plan are necessitated by this IAMP. However, ODOT may desire to amend the Oregon Highway Plan to include a Green Corridor Highway Segment designation.

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DRAFT

Interchange Area Management Plan

**Jackson School Road Interchange
Washington County, Oregon**

January 6, 2003



DRAFT

Interchange Area Management Plan

**Jackson School Road Interchange
Washington County, Oregon**

Prepared for

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January 6, 2003

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1. INTRODUCTION

Pursuant to direction of the Oregon Transportation Commission (OTC), an interchange area management plan (IAMP) is required for the Jackson School Road Interchange project in rural Washington County. This IAMP will assist the County and the Oregon Department of Transportation (ODOT) with the long-term transportation management in the area around the interchange. The Jackson School Road IAMP will conform with state and local regulations and OTC conditions of approval adopted on January 16, 2002.

This IAMP has been prepared with participation of the affected local governments and with input from a variety of stakeholders and the general public. A task force, consisting of representatives of Washington County, the cities of Hillsboro and North Plains, and Metro, helped develop this plan. Contacts were made with special interest groups and agencies interested in or concerned about the proposed new interchange and possible effects on existing land uses and the local road system. In addition, a public open house providing information on the interchange project and the IAMP was held in December 2002. Notice of the open house was mailed to approximately 6,000 people. A description of the public and agency involvement program is included in the Background Document for this IAMP.

This IAMP has been developed concurrent with refinement of the preliminary design of the interchange and with the reevaluation of an environmental assessment previously prepared for the interchange project.

The objectives of the IAMP are to protect the function of the interchange to serve long-distance regional trips, to provide safe and efficient operations on US 26 (Sunset Highway) and Jackson School Road, and to ensure ODOT is involved in future land use decisions that could affect the function of the interchange.

2. PROJECT DESCRIPTION

ODOT plans to construct a rural interchange to replace the existing unsignalized, at-grade crossing at US 26 and Jackson School Road in Washington County, Oregon. The project area is approximately 1.5 miles south of the North Plains city limits and urban growth boundary (UGB) and 2 miles north of the Hillsboro city limits and Metro UGB. Figure 1 shows the project area and vicinity. When constructed, the new Jackson School Road Interchange will be located just east of the existing intersection, approximately 2.3 miles west of the US 26/Shute Road Interchange and 1.6 miles east of the US 26/Glencoe Road Interchange. The project will require realignment of a portion of Jackson School Road near the interchange, the purchase of 1,320 feet of access control along the realigned Jackson School Road, and the construction of frontage roads and driveways to provide access to existing uses.

The interchange will include an overpass structure with three lanes—two 14-foot travel lanes and a 16-foot left-turn center lane—and 8-foot shoulders on each side. ODOT will construct the interchange with a westbound loop exit ramp, as shown on Figures 2 and 3. The westbound loop

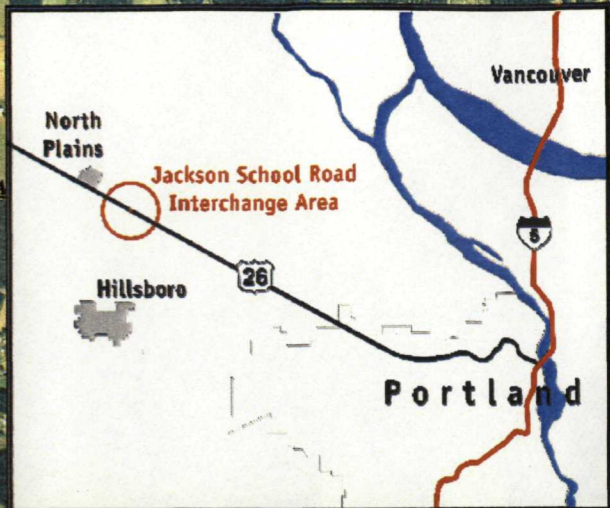
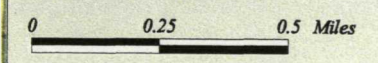


Figure 1
Jackson School Road Interchange Area Management Plan
Vicinity Map & Study Areas

- Urban Growth Boundary
- City Boundary
- Streams
- Intermittent Streams
- Railroad
- Interchange Design
- Traffic Impact Study Area
- Land Use Study Area / IAMP Planning Area

Aerial Photo: September 1997





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Jackson School Road

Frontage road

Highway 26

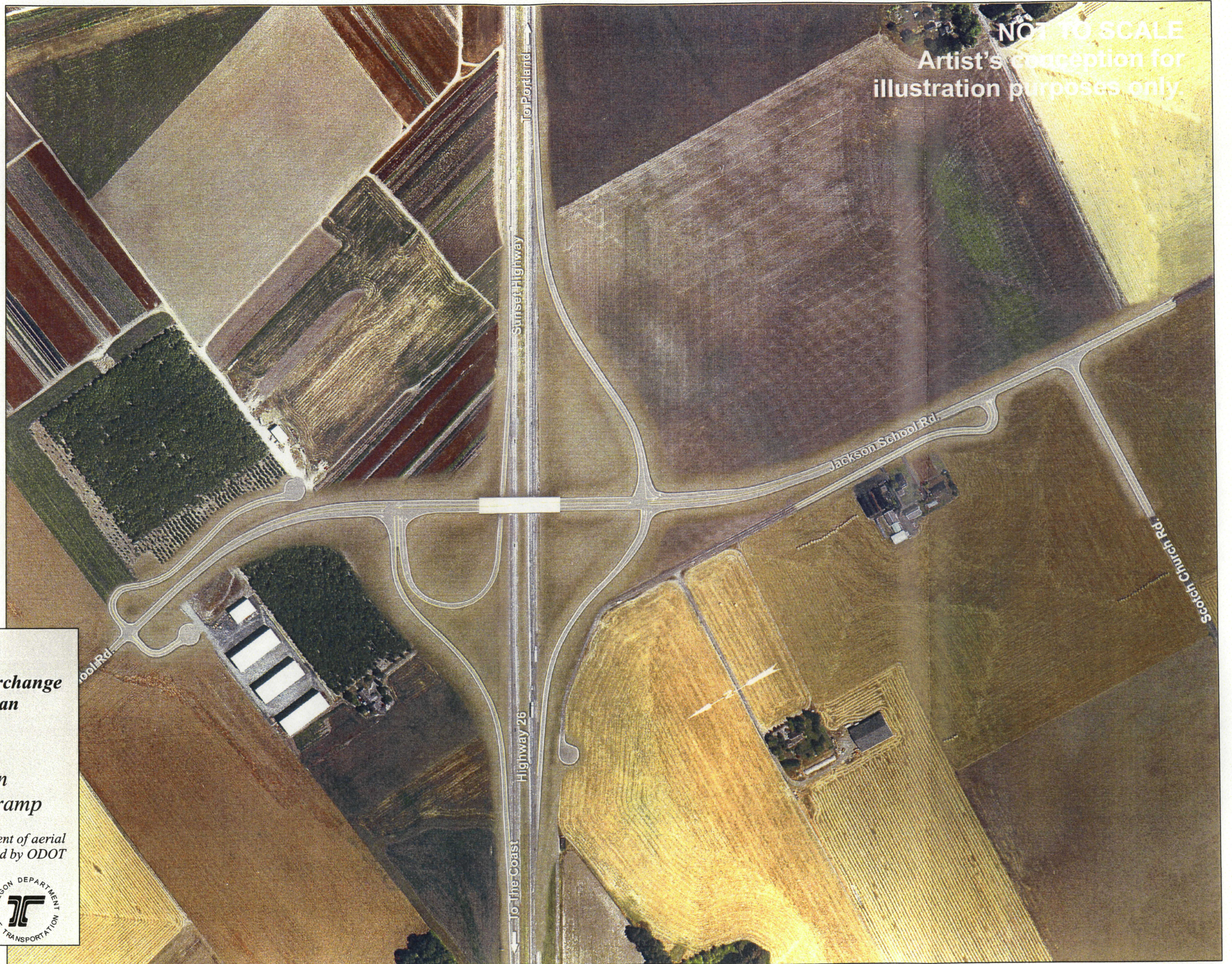
Figure 2

**Jackson School Road Interchange
Area Management Plan**

*Oblique view of
interchange design
with westbound loop ramp*

*Digital enhancement of aerial
photograph prepared by ODOT*





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Artist's conception for
illustration purposes only.

Figure 3

**Jackson School Road Interchange
Area Management Plan**

*Plan view of
interchange design
with westbound loop ramp*

*Digital enhancement of aerial
photograph prepared by ODOT*



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AND ASSOCIATES, INC.



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OREGON DEPARTMENT
OF TRANSPORTATION

exit ramp will facilitate the critical westbound-to-southbound movement and ensure the interchange operates acceptably without signalization within the 20-year planning period. The interchange will be built to allow future widening of US 26.

The Jackson School Road Interchange project is included in the Portland-Cannon Beach Junction (US 26) Corridor Plan and the 2000 Regional Transportation Plan, and is consistent with the Washington County 2020 Transportation Plan adopted in the fall of 2002.

2.1. Purpose of Project

The primary purpose of constructing a grade-separated interchange at Jackson School Road and US 26 is to improve safety. Increasing traffic volumes at the at-grade intersection have created many safety problems with traffic crossing US 26 to access Jackson School Road. The safety issues led to funding the interchange improvement through the Oregon Transportation Investment Act (OTIA). To address safety in the short term, until the proposed interchange is built, ODOT has implemented changes at the intersection. The interim safety project restricts the intersection to right-turn movements from Jackson School Road and the westbound-to-southbound movement from US 26. All other movements, including through movements from Jackson School Road crossing US 26, have been eliminated. An access has been built for farm vehicles to cross the highway.

2.2. Interchange Function

ODOT classifies US 26 as an expressway. The primary function of expressways, as defined in the Oregon Highway Plan Implementation Handbook, is “to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions.” Their secondary function is “to provide for long distance intra-urban travel in metropolitan areas.”

The Washington County 2020 Transportation Plan designates Jackson School Road as a two-lane arterial along its entire length. Arterials serve as primary connections to principal arterials (such as US 26). In the rural area, arterials provide urban-to-urban connections to neighboring cities and farm-to-market access between rural and urban areas. Most arterials serve a mix of urban-to-urban and farm-to-market traffic. Jackson School Road traverses a rural portion of Washington County. It links the urban areas of Hillsboro and North Plains with one another as well as to US 26. The road also provides farm-to-market connections from the agricultural lands located along or in proximity to it.

Consistent with the functions of US 26 and Jackson School Road, the Jackson School Road Interchange will serve farm-to-market traffic needs and provide safe and efficient access for long-distance, regional trips (e.g., between Hillsboro/North Plains and the Portland metropolitan area). The interchange has been designed to provide capacity and safe operations to accommodate this function over the 20-year planning period.

Land in the immediate vicinity of the Jackson School Road intersection is rural, but the intersection is within a mile or two of the urban areas of North Plains and Hillsboro. The plan to replace the Jackson School Road intersection with an interchange recognizes that traffic volumes in the area are increasing as growth occurs in those nearby urban areas. Additional illustrations of the area's (and transportation facilities') transition from rural to urban are the "Urban Fringe" description of the area in the Portland-Cannon Beach Junction (US 26) Corridor Plan and the fact that the interchange project, even though outside the UGB, is included in Metro's Regional Transportation Plan.

Most traffic utilizing the existing intersection is generated in the nearby urban areas (Hillsboro, North Plains, and Portland/Vancouver). The trips are, for the most part, regional. Most turning movements at the intersection are to and from the east on US 26. As a result, future interchange connections to and from the east will have traffic volumes and traffic operational characteristics of an interchange in an urban area while the connections to and from the west will be rural in nature.

2.3. Alternatives Considered

During previous planning for the Jackson School Road Interchange project,¹ ODOT evaluated an alternative that would have replaced the intersection with a Jackson School Road overpass only, i.e., no access between Jackson School Road and US 26 would have been allowed. That alternative was rejected because of lack of public support based on the out-of-direction travel, increased burden on the Shute Road and Glencoe Road interchanges, and decrease in emergency access that would have resulted. ODOT also evaluated closing the intersection altogether and not constructing an interchange or overpass. That alternative was rejected because of strong opposition. The opposition was based on the closure alternative's effect on local traffic circulation, difficulties of foul weather driving and poor sight distances on West Union Road, and emergency services access. A petition with 600 signatures was submitted in support of an interchange alternative, similar to the one currently proposed.

During the current planning process for the Jackson School Road Interchange project, ODOT considered a standard diamond interchange, as well as the interchange with the westbound loop ramp. Public comments received on the project favored the loop design over the standard diamond by a margin of approximately two to one. The project task force unanimously supported the loop design. ODOT is forwarding the interchange with the westbound loop ramp as its preferred alternative.

3. IAMP OBJECTIVES

The objectives of this IAMP are defined by ODOT rules and conditions of approval adopted by the OTC on January 16, 2002. Both the rules, Oregon Administrative Rules (OAR) 734-051-0200, and conditions of approval specify elements to be included in the IAMP. As demonstrated

¹ ODOT prepared a draft environmental assessment (EA) for the project in 1987 and a revised EA 1988.

in the Plan and Policy Review (included in the Background Document), this IAMP addresses the rules and OTC conditions.

The objectives of this IAMP are:

- To protect the function of the Jackson School Road Interchange to serve farm-to-market traffic and to provide safe and efficient access for long-distance, regional trips (e.g., between Hillsboro/North Plains and the Portland metropolitan area).
- To provide safe and efficient operations between connecting roadways (i.e., US 26 and Jackson School Road) and meet applicable policies and standards.
- To ensure ODOT is involved in land use decisions that could affect the function of the interchange. The purpose of ODOT's involvement is to provide ODOT a role in protecting its investment in transportation facilities by protecting resource lands (i.e., farmland) and preventing, to the extent possible, growth-induced development on exception lands or UGB expansions in the vicinity of the interchange.

4. CHARACTERISTICS OF THE PLANNING AREA

The planning area for the Jackson School Road IAMP is shown on Figure 1. It correlates with the land use analysis area for the IAMP (see Section 4.2). The IAMP planning area includes land located within approximately one mile of the proposed interchange. The one-mile distance was identified as the general area where the new interchange could potentially influence land use patterns or have land use impacts. As well, the one-mile distance covers land that is less likely to be affected by either the existing Shute Road or Glencoe Road interchanges with US 26.

The traffic analysis area for the IAMP is shown on Figure 1. It extends from Glencoe Road on the west to Helvetia/Shute roads on the east, and from West Union Road on the north to Evergreen Road on the south. The larger area was selected to assess traffic impacts on other interchanges and the transportation network. A detailed traffic analysis is provided in the Background Document for this IAMP.

This section of the IAMP provides a discussion of the existing roadway network, right-of-way, access control, land parcels, and natural and cultural resources in the planning area for the Jackson School Road Interchange.

4.1. Roadways

4.1.1. Existing Roadways in the Planning Area

The primary roadways in the planning area are US 26 and Jackson School Road. Scotch Church Road and Meek Road lie in the southern part of the planning area. West Union Road forms the northern border of the planning area. The nearest interchanges on US 26 are at Glencoe Road and Shute/Helvetia Road to the west and east, respectively.

Jackson School Road and Glencoe Road are the primary roads carrying traffic from North Plains to US 26 or farther south to Hillsboro. Within the planning area, Glencoe Road, Jackson School Road, and Shute Road are the major roadways carrying traffic between US 26 and Hillsboro. Glencoe Road also provides access to Cornelius and Forest Grove and is a major truck route.

US 26: According to the 1999 Oregon Highway Plan, US 26 (Sunset Highway) is a statewide highway on the National Highway System. It is designated as an expressway and a freight route. The posted speed on the highway is 55 mph. US 26 serves as a major link from downtown Portland to the westerly suburb cities and to the coast. It carries local and commuter traffic, as well as long-distance recreational and commercial traffic. US 26 carries approximately 40,000 vehicles (two-way) daily between the Shute Road and Glencoe Road interchanges. Within the study area approximately 5.5 percent of the vehicular volume is truck traffic.

In the project area, US 26 is a four-lane, east-west highway with directional traffic separated by a grass median. Currently, US 26 crosses Jackson School Road at an at-grade intersection.

There is no existing access on US 26 between its intersection with Jackson School Road and the Shute Road Interchange to the east and Glencoe Road Interchange to the west.

The existing right-of-way for US 26 is approximately 240 feet wide in the vicinity of Jackson School Road. Other than immediately around the new interchange, additional right-of-way along the highway would not be acquired.

Jackson School Road: Jackson School Road is a two-lane, north-south roadway under the jurisdiction of Washington County. It is classified as an arterial and has been identified as a study area for a truck route in the County's 2020 Transportation Plan. The capacity of the road is consistent with its function and with the planned land uses in the Washington County adopted and acknowledged Rural/Natural Resource Plan. There are no existing pedestrian or bicycle facilities on Jackson School Road in the vicinity of the US 26 intersection. Jackson School Road carries approximately 6,300 vehicles (two-way) daily, with approximately one percent trucks, between US 26 and Evergreen Road. Jackson School Road has no posted speed, therefore Basic Rule (i.e., safe speed for prevailing conditions) prevails.

Washington County does not currently maintain access management standards along rural roadways such as Jackson School Road.

The existing right-of-way for Jackson School Road is 60 feet wide. Additional right-of-way would be acquired to realign Jackson School Road at the interchange, but no additional right-of-way would be acquired along the roadway.

Jackson School Road/US 26 Intersection: The intersection of US 26 at Jackson School Road is located outside of the Metro and North Plains UGBs. Land surrounding the intersection is rural and designated as "exclusive farm use." According to the 1999 Oregon Highway Plan, the mobility standard calls for v/c ratios of 0.70 and 0.80 for approaches that are not stop-controlled and for approaches that are stop-controlled, respectively.

With implementation of the interim US 26/Jackson School Road safety project, the northbound-to-eastbound right-turn movement is expected to operate at level of service (LOS) F and LOS D in the a.m. and p.m. peak hours, respectively. Also, the westbound-to-southbound left-turn movement is expected to operate at LOS D and LOS B for a.m. and p.m. peak hours, respectively. Additionally, the critical westbound-to-southbound left-turn movement is expected to reach capacity (LOS F and v/c ratio=1.0) in year 2005 due to the high volume of eastbound through traffic on US 26. With ongoing background traffic growth and local in-process developments within the study area in the future, the operations at the intersection will continue to deteriorate.

ODOT acquired some right-of-way for a Jackson School Road interchange in 1967. The interchange layout was similar to the Glencoe Road Interchange and is substandard by today's criteria. To accommodate current and 20-year needs, it will be necessary for ODOT to acquire additional right-of-way for the project.²

Other Roadways: Scotch Church Road and Meek Road are two-lane roads classified as collectors. They both have a 60-foot-wide right-of-way. West Union Road and Glencoe Road are two-lane roads classified as arterials, with 60-foot-wide rights-of-way. Shute and Helvetia roads are also classified as arterials; Shute Road (south of US 26) has four lanes with a median and a right-of-way width of 90 feet, and Helvetia Road (north of US 26) has two lanes and a right-of-way width of 40 feet. Glencoe and Shute roads are both identified as through truck routes. Access is not controlled or managed along any of the roadways, with the exception of Glencoe, Shute, and Helvetia roads near the US 26 interchanges. There is limited access control at Glencoe Road—it extends just a short distance past the interchange ramp terminals on both the north and south sides—because the interchange was constructed prior to ODOT having clear access control requirements on rural highways. Access is controlled on Shute Road for approximately 600 feet south of the interchange ramp terminals and on Helvetia Road for approximately 450 feet north of the ramp terminals.

4.1.2. Other Planned Roadway Improvements in the Vicinity

Other projects that would impact roadway operations in the project vicinity are identified below.

Glencoe Road Interchange: A near-term improvement project at the Glencoe Road Interchange will construct a signal at the eastbound ramp terminal intersection, replace the existing temporary signal at the westbound ramp terminal intersection, and interconnect the two signals. Improvements to the northbound-to-eastbound right-turn movement will also be considered. The project is scheduled for 2005.

Evergreen Road Widening: A recent Evergreen Road project, completed in 2002, widened Evergreen Road to three lanes from Glencoe Road to 15th Avenue. A second project, scheduled

² Based on preliminary project designs, ODOT estimates that 27 acres of right-of-way would be acquired for the project.

for 2006-2010 in the Regional Transportation Plan, will widen Evergreen Road to five lanes from 15th Avenue to NW 253rd Avenue. The projects also will provide sidewalks and bike lanes.

4.2. Land Parcels and Planning

The land use analysis area/IAMP planning area for the Jackson School Road IAMP is shown on Figures 1 and 4. Washington County has land use planning jurisdiction for the land within the IAMP planning area. The proposed Jackson School Road Interchange location is surrounded on all four quadrants by high-value farmland that is designated Exclusive Farm Use (EFU) in Washington County's Rural/Natural Resource Plan. Existing land uses include nursery uses and the raising, harvesting and selling of crops. Because of the EFU designation, little development has occurred in the immediate vicinity of the proposed interchange area, and the existing development is related to agriculture. The EFU designation also limits the potential for any parcels to be divided—the minimum lot size allowed is 80 acres.

Figure 4 illustrates the existing land use designations in the IAMP planning area. As shown, of the approximately 2,600 acres inside the planning area 94 percent (2,440 acres) are designated EFU. The balance of the study area is included in an exception area with land designated Agriculture and Forest, 5-acre minimum (AF-5) and Agriculture and Forest, 10-acre minimum (AF-10). The exception area is located 1.1 miles to the southeast of the interchange area via Meek Road and Jackson School Road. Land uses in the exception area are primarily rural residential. Up to 20 additional residences could be built in the exception area under current land use designations.

As noted above, the proposed Jackson School Road Interchange is approximately 2 miles north of the Hillsboro city limits and Metro UGB and 1.5 miles south of the North Plains city limits and UGB. Under state rules and Washington County regulations, new schools and churches, and most private campgrounds, are not permitted within three miles of a UGB unless a goal exception is approved. Moreover, new public and private schools, churches, golf courses, private parks, playgrounds and campgrounds are not permitted on high value farmland. Land in the vicinity of the Jackson School Road Interchange is classified as high value farmland.

The cities of Hillsboro and North Plains are the urban areas nearest to the proposed interchange. Ongoing coordination with North Plains, Hillsboro, and Metro is important because development within the two cities will impact the use of the proposed interchange, and any future city or UGB expansions could impact the interchange.

Currently, the Oregon Land Development Commission (LCDC) has before it proposed amendments to the North Plains UGB. They include approximately 72.5 acres located south of West Union Road and west of Jackson School Road. Figure 4 shows the proposed UGB expansion area. North Plains has identified this acreage as needed to meet its anticipated housing needs over the next 20 years. ODOT has supported the proposed UGB amendment as an alternative to a North Plains expansion into the exception land south of US 26 or expansion to the west, which could potentially affect capacity of the Dersham Road Interchange. If LCDC approves the North Plains UGB amendment proposal, then the North Plains UGB would be

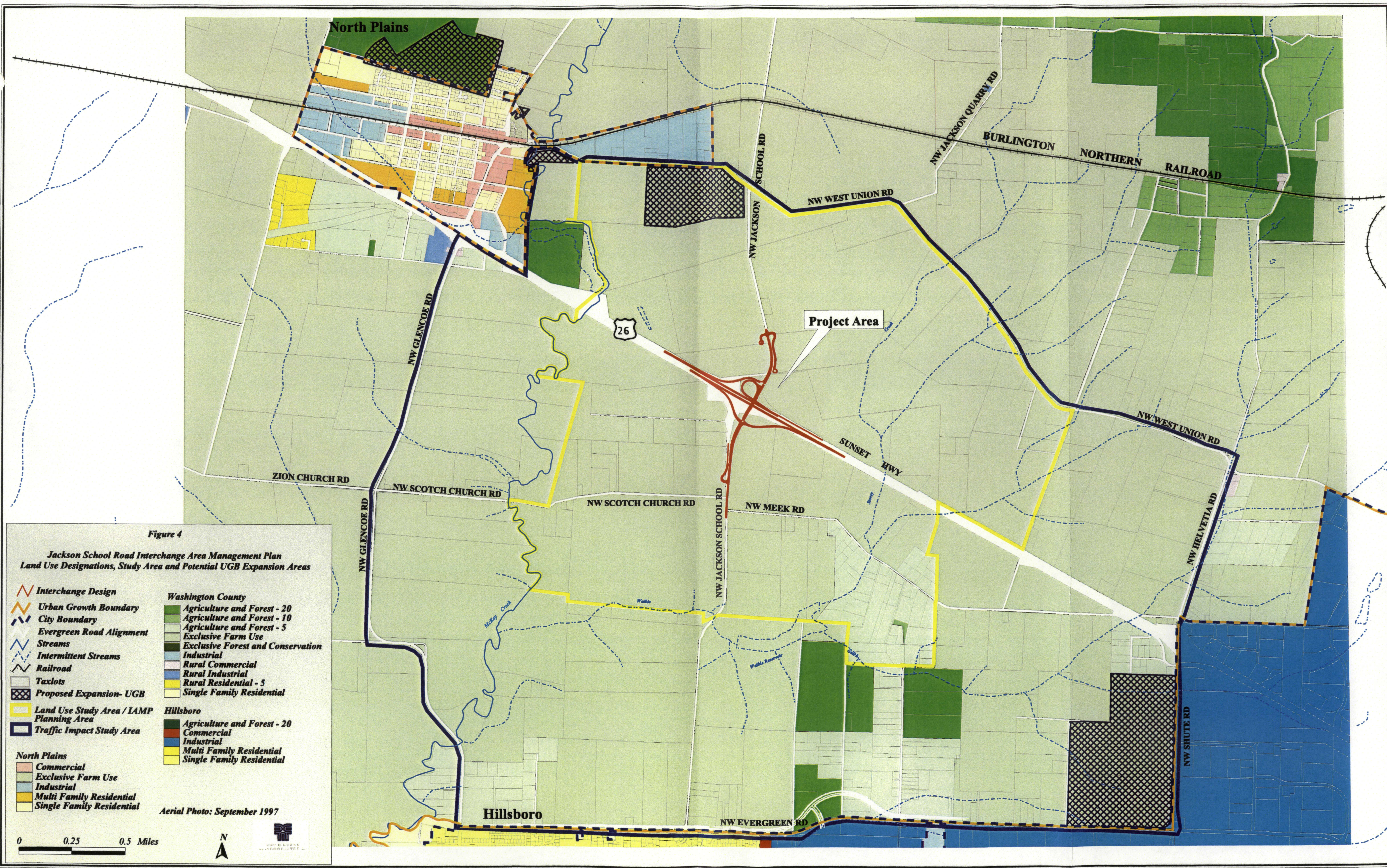


Figure 4

**Jackson School Road Interchange Area Management Plan
Land Use Designations, Study Area and Potential UGB Expansion Areas**

- Interchange Design
 - Urban Growth Boundary
 - City Boundary
 - Evergreen Road Alignment
 - Streams
 - Intermittent Streams
 - Railroad
 - Taxlots
 - Proposed Expansion- UGB
 - Land Use Study Area / IAMP Planning Area
 - Traffic Impact Study Area
- | | |
|--------------------------|-----------------------------------|
| Washington County | Agriculture and Forest - 20 |
| | Agriculture and Forest - 10 |
| | Agriculture and Forest - 5 |
| | Exclusive Farm Use |
| | Exclusive Forest and Conservation |
| | Industrial |
| | Rural Commercial |
| | Rural Industrial |
| | Rural Residential - 5 |
| | Single Family Residential |
- | | |
|------------------|-----------------------------|
| Hillsboro | Agriculture and Forest - 20 |
| | Commercial |
| | Industrial |
| | Multi Family Residential |
| | Single Family Residential |
- | | |
|---------------------|---------------------------|
| North Plains | Commercial |
| | Exclusive Farm Use |
| | Industrial |
| | Multi Family Residential |
| | Single Family Residential |

Aerial Photo: September 1997

0 0.25 0.5 Miles



located just over 0.75 mile from the proposed interchange location. The UGB proximity to the interchange may encourage some use of the interchange by persons residing in this area following its development, but traffic analysis shows that the additional traffic would not negatively affect the interchange function.

Metro³ has considered and adopted a UGB amendment to include approximately 200 acres for industrial uses near Shute Road and Evergreen Road. The area is located outside of the IAMP planning area and would likely be served by the existing Shute Road Interchange with US 26. It is shown on Figure 4.

While the Jackson School Road Interchange is located outside of the Metro UGB and service boundary, Metro would have a significant role in any future amendments to the UGB that could potentially impact the interchange. Metro recently adopted amendments to the regional UGB to maintain a 20-year supply of buildable land as required by state law. While most of the land Metro considered for inclusion in the UGB is located far away from the IAMP planning area, Metro did include approximately 200 acres located near the intersection of Shute Road and Evergreen Road, as noted above. However, the UGB amendments still must be approved by LCDC. Should that area be added to the UGB and developed, traffic volumes at the Shute Road Interchange would increase, which may in turn encourage some traffic to use the Jackson School Road Interchange.

Land use decision-making in the vicinity of the proposed Jackson School Road Interchange area is governed by a number of different rules and regulations, most of which have been in effect for many years. Five statewide planning goals play key roles in the management and planning for the Jackson School Road Interchange Area. They are Statewide Planning Goals 2 (Land Use Planning), 3 (Agricultural Lands), 11 (Public Facilities Planning), 12 (Transportation) and 14 (Urbanization). In-depth discussion of land use rules and regulations is provided in the report, "Land Use and Transportation Factors Influencing Interchange Area Management Planning," included in the Background Document for the IAMP. The land use protections in place have provided and will continue to provide effective protection of the farmland surrounding the interchange.

4.3. Natural and Cultural Resources

4.3.1. Fish and Wildlife Habitat

The majority of the native vegetation near the proposed interchange has been replaced with agricultural crops, except along stream reaches and in isolated patches. The agricultural crops provide the primary wildlife habitat in the project area. Most wildlife species using agricultural habitat are either seasonal migrants or are using these areas in connection with other habitat types. Due to the high level of disturbance, invasion by exotic and introduced wildlife and plant species, and lack of nesting structure and cover, agricultural areas typically provide low quality wildlife habitat. Wildlife species that may occur in the project area include deer, raptors, small mammals and some songbirds.

³ Hillsboro is within the Metro UGB; North Plains has its own UGB.

Some agricultural habitat would be lost due to construction of the interchange. The effects of habitat loss on the wildlife species would be minimal, since agricultural habitat is not lacking in the vicinity of the project.

McKay Creek provides rearing and migration habitat for steelhead trout where US 26 crosses the creek, but there is no fish habitat identified in the intermittent tributaries near the Jackson School Road intersection. If it is determined that the project could affect steelhead habitat or other wildlife or plant species listed on the federal Endangered Species List, ODOT will obtain the necessary environmental clearance from regulatory agencies.

4.3.2. Significant Natural Resource Areas

The proposed interchange is located within the Rural/Natural Resource Plan area of the Washington County Comprehensive Plan. The community plan map shows the general location of Significant Natural Resource Areas (SNRAs) in Washington County. Figure 5 shows the SNRAs in the vicinity of the project.

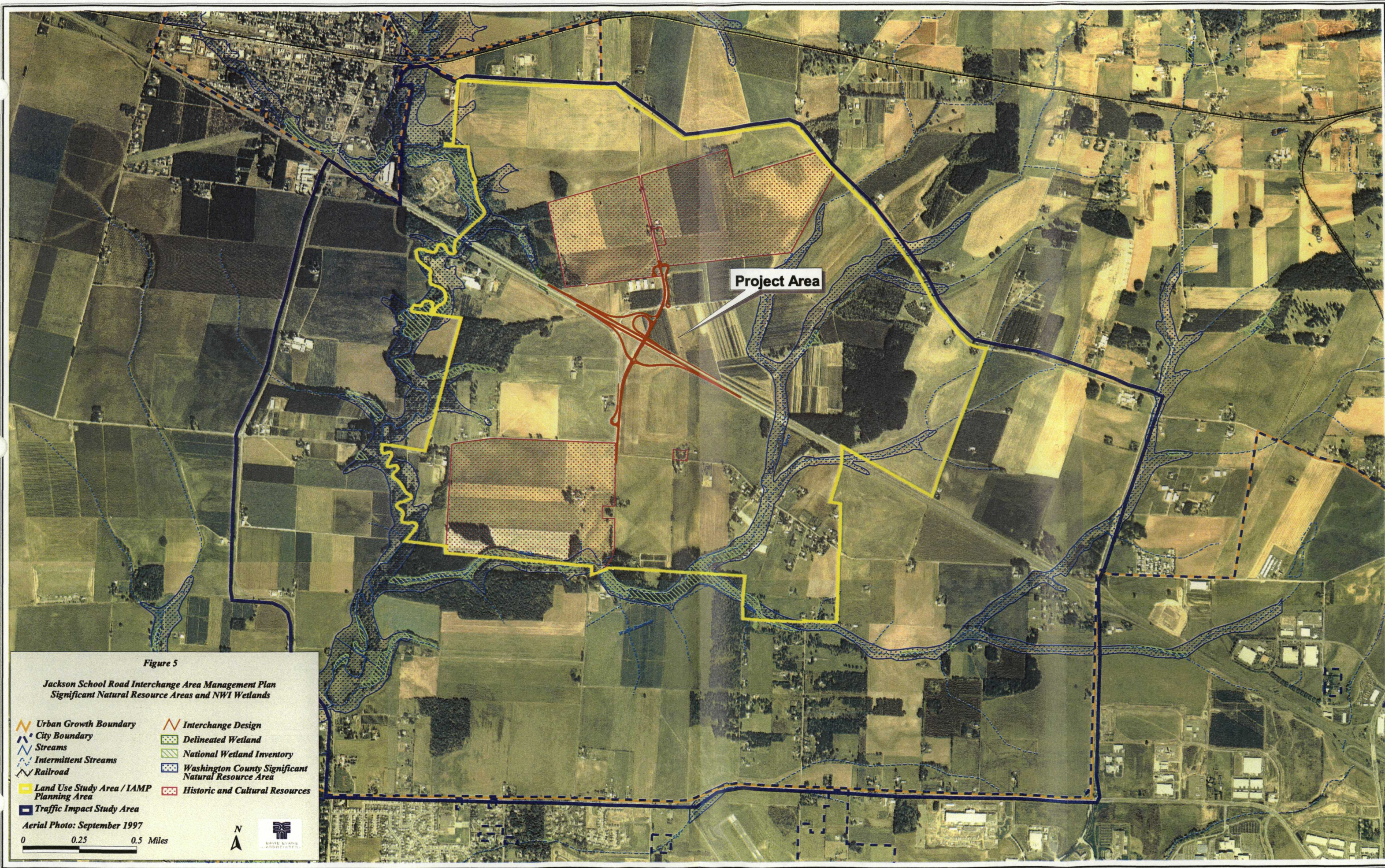
The only SNRA located near the proposed interchange is Water and Wetlands & Fish and Wildlife Habitat, defined as the 100 year floodplain, drainage hazard areas, and ponds, except those already developed that are also fish and wildlife habitat. In the project vicinity, the SNRAs are located along McKay Creek, the wetlands associated with McKay Creek, and Storey Creek. The interchange project would not impact the SNRAs located within the project area.

4.3.3. Wetlands

Figure 5 shows wetlands identified on the National Wetlands Inventory (NWI) in the vicinity of the project, as well as wetlands identified during preparation of this IAMP. Wetlands were identified along the US 26 right-of-way west of the Jackson School Road intersection. Minor wetland impacts may occur as a result of interchange construction and, if so, ODOT will obtain the required permits.

4.3.4. Historic Properties

The Washington County Rural/Natural Resource Plan identifies three areas in the vicinity of the project that have historic resources: (1) the Vanraden family parcels north of US 26, on which the Thomas Connell House and associated outbuildings are located; (2) the Walter Vanderzanden Farms parcel southwest of the intersection of Scotch Church Road and Jackson School Road, which holds the historic Vanderzanden residence and farm; and (3) a small parcel east of the intersection of Meek Road and Jackson School Road, which contains two maple trees associated with Colonel Joseph Meek. The properties identified on the Rural/Natural Resource Plan are shown on Figure 5. Section 373 of the County Community Development Code governs changes to historic structures on parcels identified as historic on the Rural/Natural Resource Plan. Only potential changes to structures are protected, and no such changes are proposed with the project.



Project Area

Figure 5

**Jackson School Road Interchange Area Management Plan
Significant Natural Resource Areas and NWI Wetlands**

- | | |
|--|---|
| Urban Growth Boundary | Interchange Design |
| City Boundary | Delineated Wetland |
| Streams | National Wetland Inventory |
| Intermittent Streams | Washington County Significant Natural Resource Area |
| Railroad | Historic and Cultural Resources |
| Land Use Study Area / IAMP Planning Area | |
| Traffic Impact Study Area | |

Aerial Photo: September 1997

0 0.25 0.5 Miles



5. ACCESS MANAGEMENT

This section describes the access management strategy for the Jackson School Road Interchange. Access management is the principal method that will be used to protect the safety, operation, and function of the Jackson School Road interchange. The complete access management plan for the interchange is provided in the Background Document for this IAMP. Other strategies intended to protect the function of the interchange are listed in Section 6, IAMP Action Items.

The access management intent for the Jackson School Road Interchange is conveyed through the access management strategy developed for the project by ODOT. It serves as a rationale or justification for the access management actions identified in the official project access list.

***US 26 Strategy:** ODOT will continue to control roadway access along US 26 between interchanges at Shute Road and Glencoe Road by restricting grants of access in compliance with the 1999 Oregon Highway Plan and applicable governing rules and statutes regarding access management. No specific access management actions are needed along US 26 in association with this project.*

***Jackson School Road Strategy:** In compliance with the 1999 Oregon Highway Plan and applicable governing rules and statutes regarding access management, ODOT will control access along Jackson School Road for a minimum distance of 1,320 feet in each direction measured from the north and south ramp terminals. Access control may extend beyond 1,320 feet to match the project limits based on established engineering justification. Within the 1,320-foot influence area or larger project limits, existing Jackson School Road accesses may be relocated to frontage roads with outlets to Jackson School Road that conform to Oregon Highway Plan access spacing standards. Beyond the 1,320-foot influence area or project limits along Jackson School Road, compliance with Washington County sight distance standards will be managed by Washington County through their development review procedures.*

Access management for 1,320 feet from the interchange ramps meets the access management spacing standards of the 1999 Oregon Highway Plan. ODOT's analysis indicates that 1,320 feet of controlled access is sufficient to protect the safety and operation of a freeway or expressway interchange, and that no additional access control is needed for the Jackson School Road Interchange. Further, since the access management spacing standards are relatively new, few existing interchanges provide at least 1,320 feet of access management. When built, the Jackson School Road Interchange will be one of the first interchanges in Oregon to meet this standard.

6. IAMP ACTION ITEMS

According to OAR 734-051-0200, IAMPs should contain short-, medium-, and long-range actions to improve and maintain safe and efficient roadway operations in the interchange area. Such actions may include roadway improvements, access management, traffic control devices, and local land use actions.

The OTC placed additional conditions of approval for IAMPs on OTIA interchange projects, including the one proposed for Jackson School Road. The OTC instructed ODOT to enter into agreements with local governments to get the IAMP adopted locally, to prevent UGB expansions and growth-induced development on exception lands, and to address protection of resource lands.

The existing EFU land use designation surrounding the Jackson School Road interchange, combined with the Oregon Statewide Planning Goals and implementing regulations, are effective in protecting resource lands and will provide long-term protection for the agricultural lands and land uses surrounding the interchange. For example, uses that would generate high traffic volumes, such as churches and schools, are not allowed within three miles of a UGB or on high value farmland without a goal exception. The EFU designation and Statewide Planning Goals also will effectively prevent growth-induced development on nearby exception lands.

This IAMP relies on the Oregon and Washington County land use regulations but also calls for ODOT involvement in reviews of proposed land use actions in the vicinity of the interchange. It also recommends that ODOT work with LCDC to consider adopting an administrative rule to protect state highways and interchanges and to discourage induced growth in exception areas near interchanges.

ODOT will control access along US 26 and in the vicinity of the Jackson School Road Interchange. The interchange will be built to operate acceptably for the 20-year plan horizon. Local jurisdictions will adopt the IAMP as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan, and Washington County will adopt the IAMP as an amendment to the County Transportation Plan, an element of its comprehensive plan. ODOT will continue to coordinate with local jurisdictions and state agencies, through the plan amendment and development review processes, to keep existing land use protections in place. In addition, ODOT will monitor and comment on any future actions that would amend a UGB in the vicinity of the Jackson School Road Interchange. Other actions include making planned improvements to the Glencoe Road and Shute Road interchanges to serve future traffic in and from urban areas.

The recommended action items for the IAMP fall into four general categories: design/capacity controls, access management, agency coordination, and other related actions. They are listed below.

6.1. Design/Capacity Controls

- **Jackson School Road/US 26 Interchange project (short-range action)**

ODOT will construct the Jackson School Road Interchange to replace the existing at-grade intersection with the Sunset Highway. The project will improve safety and traffic operations at Jackson School Road and US 26 and will be designed to serve the rural and regional-trip function of the interchange. The project will be designed to accommodate 20 years of planned growth, based on the existing, acknowledged comprehensive plans of Hillsboro and Washington County, and the existing North Plains comprehensive plan and proposed UGB amendment.

Access control will be obtained for 1,320 feet north and south of the ramp terminals consistent with the requirements of the Oregon Highway Plan.

- **Ramp metering (short-range action)**

ODOT will install ramp meters on the eastbound entrance ramp to US 26 at the Jackson School Road Interchange.

- **Jackson School Road management (ongoing action)**

Washington County will continue to manage Jackson School Road in accordance with the County's adopted 2020 Transportation Plan. The Transportation Plan designates Jackson School Road as a two-lane arterial.

6.2. Access Management

- **Access management along US 26 (ongoing action)**

ODOT will continue to restrict access along US 26. No additional highway access will be allowed between the Glencoe Road, Jackson School Road, and Shute Road interchanges.

- **Access management along Jackson School Road (short-range action)**

ODOT has prepared a draft access management plan to help maintain proper function of the interchange. The plan calls for the prohibition of street or driveway access for at least 1,320 feet from the interchange ramps along Jackson School Road, in accordance with the Oregon Highway Plan.

- **Frontage roads/driveways (short-range action)**

To implement the access management plan and provide access to existing residences and agricultural operations in the area, ODOT will construct (or provide money to property owners to construct on their property) new driveways or frontage roads. The existing Jackson School Road alignment south of US 26 will be used as a frontage road to connect with the new Jackson School Road alignment. Frontage road and driveway access to Jackson School Road will be at least 1,320 feet from the interchange ramp terminals.

6.3. Agency Coordination

- **Washington County coordination with ODOT (short-range action)**

Washington County will coordinate with ODOT in the evaluation of any action (such as a comprehensive plan amendment) that would affect the function of the Jackson School Road Interchange as defined by this IAMP.

- **Washington County/ODOT preparation of a funding plan (long-range action)**

The Washington County 2020 Transportation Plan designates Jackson School Road as a two-lane arterial. Any change to that capacity would require a plan amendment. ODOT and the County shall jointly prepare a funding plan for the provision of any improvements to the Jackson School Road Interchange necessitated by adding capacity to Jackson School Road. The funding plan shall be submitted to the OTC for approval.

- **City of North Plains coordination with ODOT (short-range action)**

The City of North Plains will coordinate with ODOT prior to pursuing future UGB expansions, plan amendments, zone changes, or other actions that could affect the functions of the Glencoe Road or Jackson School Road interchanges.

- **City of North Plains Transportation System Plan amendment (concurrent with plans to expand UGB)**

At such time as the City of North Plains proposes to expand its UGB resulting in frontage on Jackson School Road, the City will amend its transportation system plan to identify a new arterial or collector north of US 26 to improve connectivity within North Plains. The new arterial may have an east-west orientation or be oriented to direct traffic from the UGB expansion area onto West Union Road. The purpose of this action is to lessen the likelihood of residents or employees in the expansion area from using US 26 (via the Jackson School Road and Glencoe interchanges) as a quick route to the western part of North Plains.

In addition, when the City of North Plains proposes any UGB expansions, the City and ODOT will work together to identify opportunities to improve connectivity within North Plains to help maintain the functions of the Glencoe Road and Jackson School Road interchanges.

- **City of Hillsboro and Metro coordination with ODOT (short-range action)**

Metro and the City of Hillsboro will coordinate with ODOT in the analysis of future UGB expansions or annexations that could affect the functions of the Jackson School Road, Glencoe Road, or Shute Road interchanges.

6.4. Other Related Actions

To keep the Jackson School Road Interchange at its planned function (within the 20-year planning horizon) and to implement the objectives of the Portland-Cannon Beach Junction (US 26) Corridor Plan, short and long term improvements should be made to interchanges at Glencoe and Shute Roads.

Glencoe Road Interchange

- **Safety improvements (short-range action)**

Safety improvements to the Glencoe Road Interchange are included in the 2002-2005 STIP. The improvements include a traffic signal at the eastbound ramps, replacing the signal at the westbound ramps, interconnecting the two, and improving the movement from the south to the eastbound on-ramp. ODOT will implement the improvements to improve safety and function of the interchange.

- **Interchange ramp improvements (medium-range action)**

A proposed project in the Draft 2004-2007 STIP would provide preliminary engineering for relocating the Glencoe Road Interchange eastbound ramp terminals farther south to create additional storage capacity for the southbound-to-eastbound movement. A free right-turn lane northbound on Glencoe Road onto US 26 eastbound and access control improvements would also be included.

- **Interchange Area Management Plan (long-range action)**

At the time “significant modifications” (see OAR 734-051-0200) are planned for the Glencoe Road Interchange, an IAMP will be prepared for the interchange.

- **Interchange improvements to urban standard (long-range action)**

The Glencoe Road interchange should be constructed to accommodate urban traffic to meet future needs as growth occurs in North Plains, Hillsboro, Forest Grove, and Cornelius.

Shute Road Interchange

- **Interchange improvements to urban standard (long-range action)**

The Shute Road interchange should be constructed to accommodate urban traffic to meet future needs as growth occurs in Hillsboro.

- **Interchange Area Management Plan (long-range action)**

At the time “significant modifications” (see OAR 734-051-0200) are planned for the Shute Road Interchange, an IAMP will be prepared for the interchange.

Additional recommended actions to be taken by local jurisdictions and state agencies

- **Green Corridor**

In accordance with the Metro Regional Transportation Plan and Framework Plan, and following adoption of the IAMP, Metro, Washington County, and the cities of Hillsboro and North Plains should consider adopting an intergovernmental agreement establishing a Green Corridor. The Green Corridor would be designated to maintain separation between the city

of North Plains and the metropolitan area along US 26, to preserve the rural and natural resource character of the area providing that separation, and to protect the function of US 26 within the Green Corridor.

ODOT will consider the adoption of a Green Corridor as a Highway Segment Designation in the Oregon Highway Plan.

- **LCDC Rulemaking**

Consistent with the legislative direction in ORS 197.230(1)(c)(A), the OTC could recommend that LCDC consider adoption of an administrative rule to protect state highways and their associated interchanges and to discourage induced growth in exception areas located near interchanges.

197.230 Considerations; finding of need required for adoption or amendment of goal.

(1) In preparing, adopting and amending goals and guidelines, the Department of Land Conservation and Development and the Land Conservation and Development Commission shall . . .

(c) Give consideration to the following areas and activities . . .

(A) Lands adjacent to freeway interchanges

7. IMPLEMENTATION OF THE IAMP

The following identifies the steps that are anticipated to occur for implementation of the Jackson School Road IAMP.

Oregon Transportation Commission (OTC)

- January 2003 Meeting – ODOT will request that the OTC approve a Resolution of Intent to adopt the IAMP as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan following action by local jurisdictions. ODOT will forward the IAMP to the following jurisdictions for action:
 - Washington County
 - City of Hillsboro
 - City of North Plains
 - Metro
- Following the requested actions by the local jurisdictions, the OTC will be requested to formally amend the Portland-Cannon Beach Junction (US 26) Corridor Plan to incorporate the IAMP.

Washington County

- February/March 2003 – Washington County Board of Commissioners will consider adopting a Resolution of Support for the IAMP amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan and direct staff to amend the Washington County Transportation Plan to include the IAMP elements listed below in Section 7.1.
- April/May 2003 – Washington County will conduct land use hearings to amend the County Transportation Plan to include the IAMP elements listed in Section 7.1.

Hillsboro, North Plains, and Metro

- February/March 2003 – Hillsboro, North Plains, and Metro will consider adopting a Resolution of Support for the IAMP amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan.
- Future (at such time as the City of North Plains proposes to expand its UGB) – North Plains will amend its comprehensive plan and transportation system plan to identify a new arterial or collector north of US 26, as specified in Section 7.2, below.

7.1. Amendment to Washington County Comprehensive Plan

The following are the specific elements that Washington County will be requested to include as amendments to its Transportation Plan:

- **Purpose and Function of the Jackson School Road Interchange**

The function of the Jackson School Road Interchange is to serve farm-to-market traffic and to provide safe and efficient access for long-distance, regional trips (e.g., between Hillsboro/North Plains and the Portland metropolitan area). The interchange has been designed to provide capacity and safe operations to accommodate this function over the 20-year planning period.

- **Washington County Coordination with ODOT**

Washington County shall coordinate with ODOT in the evaluation of any action (such as a comprehensive plan amendment) that would affect the function of the Jackson School Road Interchange.

- **Jackson School Road Management**

Washington County shall continue to manage Jackson School Road in a manner consistent with its functional classification in the County's adopted 2020 Transportation Plan (an element of the County comprehensive plan). The Transportation Plan designates Jackson School Road as a two-lane arterial. Any proposed change to that capacity would require a plan amendment. ODOT and the County shall jointly prepare a funding plan for the provision of any

improvements to the Jackson School Road Interchange necessitated by adding capacity to Jackson School Road. The funding plan shall be submitted to the OTC for approval.

7.2. Amendment to North Plains Comprehensive Plan

At such time as the City of North Plains proposes to expand its UGB resulting in frontage on Jackson School Road, the City will amend its comprehensive plan to address the UGB expansion area, as well as amend its transportation system plan to identify a new arterial or collector north of US 26 to improve connectivity within North Plains. The new arterial may have an east-west orientation or be oriented to direct traffic from the UGB expansion area onto West Union Road.

7.3. Amendment to Portland-Cannon Beach Junction (US 26) Corridor Plan

The IAMP would be adopted by the OTC as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan.

7.4. Amendment to Oregon Highway Plan

No amendments to the Oregon Highway Plan are necessitated by this IAMP. However, ODOT may desire to amend the Oregon Highway Plan to include a Green Corridor Highway Segment designation.

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JPACT Organization/Membership/Calendar/Goals Survey Results

Meeting Times:

1) Does JPACT need more time to conduct its business?

Councilor Rex Burkholder, Metro Yes
 Councilor Carl Hosticka, Metro..... Not Sure
 Commissioner Tom Brian, Washington County..... Yes
 Commissioner Bill Kennemer, Clackamas County No
 Mayor Rod Drake, City of Beaverton..... Normally, No
 Kay Van Sickel, Oregon Department of Transportation Yes
 Stephanie Hallock, DEQ Yes
 Commissioner Roy Rogers, Washington County No Comment
 Mayor Lou Ogden, City of Tualatin No

2) Should the start time be at 7:15 a.m.?

Councilor Rex Burkholder, Metro Yes
 Councilor Carl Hosticka, Metro..... Yes
 Commissioner Tom Brian, Washington County.....If needed
 Commissioner Bill Kennemer, Clackamas County Yes
 Mayor Rod Drake, City of Beaverton.....No
 Kay Van Sickel, Oregon Department of Transportation Yes
 Stephanie Hallock, DEQ..... Yes
 Commissioner Roy Rogers, Washington County No Comment
 Mayor Lou Ogden, City of Tualatin Yes

3) Should there be two meetings per month?

Councilor Rex Burkholder, Metro Yes
 Councilor Carl Hosticka, Metro.....No
 Commissioner Tom Brian, Washington County..... Yes, at least every other month
 Commissioner Bill Kennemer, Clackamas County No
 Mayor Rod Drake, City of Beaverton.....No
 Kay Van Sickel, Oregon Department of TransportationNo
 Stephanie Hallock, DEQ.....No
 Commissioner Roy Rogers, Washington County

No, some members on JPACT are part-time elected officials and such a schedule could affect them adversely.

Mayor Lou Ogden, City of TualatinNo

4) If so, should one of them be an informal while the other deals with action items?

- Councilor Rex Burkholder, Metro
 No, It seems that there should not be a need to separate the functions unless these affects notice requirements. It might be good to have more than one time a month to get information/feedback from JPACT.
- Councilor Carl Hosticka, Metro.....No Comment
- Commissioner Tom Brian, Washington County.....
 Yes, that would be the sole reason, more discussion time, and less having everything prearranged.
- Commissioner Bill Kennemer, Clackamas CountyNo Comment
- Mayor Rod Drake, City of Beaverton.....No Comment
- Kay Van Sickel, Oregon Department of Transportation Possibly
- Stephanie Hallock, DEQ.....
 Yes, this would ensure that one meeting could be optional attendance.
- Commissioner Roy Rogers, Washington CountyNo Comment
- Mayor Lou Ogden, City of TualatinNo

Membership:

5) Should JPACT seek to become an ACT under ODOT guidelines?

- Councilor Rex Burkholder, Metro“Should definitely look into it”
- Councilor Carl Hosticka, Metro..... Yes
- Commissioner Tom Brian, Washington County.....Not sure of implications
- Commissioner Bill Kennemer, Clackamas CountyNo
- Mayor Rod Drake, City of Beaverton.....No
- Kay Van Sickel, Oregon Department of TransportationNo
- Stephanie Hallock, DEQ.....No
- Commissioner Roy Rogers, Washington County No Comment
- Mayor Lou Ogden, City of Tualatin Yes

6) What are the Pros?

- Councilor Rex Burkholder, Metro
 Direct say on Region 1 STIP Project Selection Process, better coordination with jurisdictions affected by Metro actions, direct line to OTC, broader perspective, citizen reps would provide new perspectives.
- Councilor Carl Hosticka, Metro.....
 Adds to significance of JPACT
- Commissioner Tom Brian, Washington County..... Unsure
- Commissioner Bill Kennemer, Clackamas CountyNo Comment
- Mayor Rod Drake, City of Beaverton..... Zero
- Kay Van Sickel, Oregon Department of Transportation
 None because the ACTs were created based upon the JPACT model.

Stephanie Hallock, DEQ.....
 Would cover surrounding areas and meet ODOT's needs.
 Commissioner Roy Rogers, Washington County.....No Comment
 Mayor Lou Ogden, City of Tualatin
 The OTC wishes to use the ACTs as local decision-making bodies subject to OTC review. MPAC already does this. The inclusions of some of the non-MPO jurisdictions should not negatively impact the role of the MPO, and in fact, those non-affected by MPO issues need not vote on those issues. However, on ACT issues, those other jurisdictions should have access to the process.

7) What are the Cons?

Councilor Rex Burkholder, Metro
 Would be difficult for further removed representatives to attend meetings.
 Councilor Carl Hosticka, Metro.....
 More people required to be included
 Commissioner Tom Brian, Washington County..... Unsure
 Commissioner Bill Kennemer, Clackamas County No Comment
 Mayor Rod Drake, City of Beaverton.....
 Should be locally controlled
 Kay Van Sichel, Oregon Department of Transportation
 More members at the table of an already large committee.
 Stephanie Hallock, DEQ.....
 Needs of surrounding communities could get lost in JPACT; including more members/territory could reduce ability of JPACT to reach consensus or operate efficiently.
 Commissioner Roy Rogers, Washington County No Comment
 Mayor Lou Ogden, City of Tualatin Unsure

8) Should added members from the business community and interest groups be added?

Councilor Rex Burkholder, Metro Yes
 Councilor Carl Hosticka, Metro..... If Necessary
 Commissioner Tom Brian, Washington County.....
 Look to exchange some of the representation currently on JPACT for persons from the business perspective. Another way is to require entities such as the Port of Portland, ODOT, TriMet, DEQ, etc., to be represented by one of the business people on their boards and not make JPACT any larger. Also, any changes or additions should be discussed with local governments, and local governments should have a hand in who is appointed.
 Commissioner Bill Kennemer, Clackamas County
 Regional business members' being added makes sense. The appropriateness of Washington State officials and Oregon agency heads being voting members is questionable.

Mayor Rod Drake, City of Beaverton.....
 Yes, one or two with business interests.
 Kay Van Sickel, Oregon Department of Transportation
 Yes, especially the business community.
 Stephanie Hallock, DEQ.....
 Everyone agrees that these liaisons are important, but adding members to
 JPACT has drawbacks. Perhaps other links to these communities could be
 strengthened or added instead.
 Commissioner Roy Rogers, Washington County
 No, JPACT is an already large committee; there are more beneficial ways to
 ensure that business interests are included.
 Mayor Lou Ogden, City of TualatinAs ex officio

9) Should there be added members from an expanded territory?

Councilor Rex Burkholder, Metro Yes
 Councilor Carl Hosticka, Metro..... unsure
 Commissioner Tom Brian, Washington County.....No
 Commissioner Bill Kennemer, Clackamas CountyNo
 Mayor Rod Drake, City of Beaverton.....No
 Kay Van Sickel, Oregon Department of TransportationNo
 Stephanie Hallock, DEQ.....
 To control the size of JPACT, perhaps the County representatives could also
 represent the expanded areas if they are added to JPACT.
 Commissioner Roy Rogers, Washington County No Comment
 Mayor Lou Ogden, City of Tualatin Yes

Organization:

10) Should JPACT operate with periodic subcommittees?

Councilor Rex Burkholder, Metro Yes
 Councilor Carl Hosticka, Metro..... No Comment
 Commissioner Tom Brian, Washington County..... Whatever works efficiently
 Commissioner Bill Kennemer, Clackamas County
 Yes, but infrequently. Staff should define issues for JPACT policy decisions.
 Mayor Rod Drake, City of Beaverton.....No, TPAC is sufficient
 Kay Van Sickel, Oregon Department of Transportation Yes
 Stephanie Hallock, DEQ.....No
 Commissioner Roy Rogers, Washington County No Comment
 Mayor Lou Ogden, City of TualatinNo

11) Should there be a Bylaws subcommittee to develop recommendations on these organizational issues?

Councilor Rex Burkholder, Metro Yes
 Councilor Carl Hosticka, Metro.....No Comment
 Commissioner Tom Brian, Washington County..... Volunteers only
 Commissioner Bill Kennemer, Clackamas CountyNo
 Mayor Rod Drake, City of Beaverton.....No
 Kay Van Sichel, Oregon Department of TransportationNo
 Stephanie Hallock, DEQ.....
 No, only if the group agrees that there needs to be a change in how JPACT functions.
 Commissioner Roy Rogers, Washington CountyNo Comment
 Mayor Lou Ogden, City of Tualatin Unsure

Calendar/Goals:

12) MPAC has expressed interest in integrating their activities and JPACT's activities more effectively. How can this be accomplished?

Councilor Rex Burkholder, Metro
 Joint meetings. JPACT setting an agenda similar to how MPAC plans its year and then share both between groups.
 Councilor Carl Hosticka, Metro.....
 By bringing real issues and options to the table for discussion. Not simply receiving information from staff and/or ratifying their recommendations.
 Commissioner Tom Brian, Washington County.....
 Respective staffs could meet and look at items of common interest and have joint meetings a couple of times per year.
 Commissioner Bill Kennemer, Clackamas County
 Periodic joint meetings; maybe subcommittees.
 Mayor Rod Drake, City of Beaverton.....
 Works well now, no change needed.
 Kay Van Sichel, Oregon Department of Transportation No Comment
 Stephanie Hallock, DEQ.....
 Staff could ensure that JPACT and MPAC are briefed on decisions that affect each other. The Chairs could discuss agenda items to ensure that links are identified and appropriate input is received before decisions are made.
 Commissioner Roy Rogers, Washington County No Comment
 Mayor Lou Ogden, City of Tualatin Unsure

13) Should there be joint meetings of JPACT and MPAC?

Councilor Rex Burkholder, Metro Yes
Councilor Carl Hosticka, Metro..... Yes, one or two per year
Commissioner Tom Brian, Washington County..... Yes, one or two per year
Commissioner Bill Kennemer, Clackamas County Yes
Mayor Rod Drake, City of Beaverton.....No, Not necessary or effective
Kay Van Sickel, Oregon Department of Transportation Yes
Stephanie Hallock, DEQ..... Yes, one or two per year
Commissioner Roy Rogers, Washington CountyNo Comment
Mayor Lou Ogden, City of Tualatin Occasionally, as done in the past

14) What are the major areas of emphasis for JPACT in the coming year?

Councilor Rex Burkholder, Metro
RTP Update, MTIP, Centers Strategy, Analyze Finance Task Force Report
Councilor Carl Hosticka, Metro.....No Comment
Commissioner Tom Brian, Washington County.....
Planning & funding projects, start a new “traffic demand reduction” program,
and pubic education.
Commissioner Bill Kennemer, Clackamas County
TEA-21 reauthorization, MTIP funding, regional funding measures, South
Corridor LPA decision.
Mayor Rod Drake, City of Beaverton.....No Comment
Kay Van Sickel, Oregon Department of Transportation
Funding priorities, which transportation corridors to focus on for
improvements, limited #'s for transportation, so where do the \$’s accomplish
the most and what is left unmet.
Stephanie Hallock, DEQ.....
Funding for the RTP will need to be a major area of emphasis. Regarding air
quality, JPACT will want to track progress on updating the Portland ozone
and carbon monoxide maintenance plans as well as the Portland Air Toxics
Assessment.
Commissioner Roy Rogers, Washington CountyNo Comment
Mayor Lou Ogden, City of TualatinNo Comment

15) Should JPACT take a position on legislative proposals?

Councilor Rex Burkholder, Metro Discussion - Yes, Positions – Unsure
Councilor Carl Hosticka, Metro..... Yes
Commissioner Tom Brian, Washington County.....No,
However, they should be made aware of the issues and the individual
members and their jurisdictions may do so.
Commissioner Bill Kennemer, Clackamas County Yes
Mayor Rod Drake, City of Beaverton.....No

Kay Van Sickel, Oregon Department of Transportation Yes
 Stephanie Hallock, DEQ Case by case basis
 Commissioner Roy Rogers, Washington County No Comment
 Mayor Lou Ogden, City of Tualatin Yes, on those significant to JPACT

Additional Comments

Mayor Lou Ogden, City of Tualatin

JPACT should consist of elected officials only, and only those in the MPO jurisdictions. This should be a policy group of the jurisdictions, not the agencies. It is inappropriate for those agencies to be voting on public policy. Their role is to advise, not vote. That would include, ODOT, TriMet, DEQ, WSDOT (Clark County, City of Vancouver), the cities and counties who make up the only actual full service governing justifications in the MPO, constitute a collective minority of JPACT. Further, since Metro Council is the final say for the MPO, it seems a conflict to me that the single largest voting block at JPACT is in fact, the Metro Council. If JPACT is the Joint Policy Advisory Committee on Transportation to the Metro Council, why are there so many Metro Council votes on JPACT? Is it the Metro Council advising the Metro Council or the local jurisdictions advising the Metro Council?



METRO

January 23, 2003

The Honorable Bruce Starr
Oregon State Senate
PO Box 5875
Aloha, OR 97006

Re: Comments to the Road User Fee Task Force (RUFTF)

Dear Senator Starr:

We are extremely supportive of the Task Force's mission to seek out an alternative transportation use fee that can replace the current gas tax. We appreciate the progress you have made and encourage the Task Force to press forward in completing its charge.

After reviewing the RUFTF's Preliminary Report to the Legislative Assembly (September, 2002), we have several concerns that we would like to see addressed as the task force work proceeds.

Air Quality

The task force report recommends a flat VMT fee, regardless of the fuel efficiency of the car. The use of the road, however, results in an impact on air quality. The gas tax currently is a user fee that addresses both impacts (although not very well). Any replacement of the gas tax needs to address both impacts on road and on air quality. The VMT fee should be explicitly tied to vehicle emissions class.

Congestion Pricing

The task force report recommends charging a higher rate for travel within key urbanized areas within the state. We believe that area pricing is too broad an approach to achieve the demand management and revenue goals of congestion pricing. The Traffic Relief Options (TRO) Final Report recommended the use of peak period pricing only on new capacity to manage demand and raise revenues on specific congested facilities. In addition, we have concerns about the proposed limitations on the use of revenues to modernization projects. There was strong public sentiment in favor of restricting the use of revenues to transportation improvements that relieve a

congestion problem on a particular corridor. This could include capital, operating and maintenance for roadway or constitutionally permitted alternative modes uses.

Area pricing also raises a number of equity issues. The TRO project learned that there were significant concerns about the potential for economic dislocation with respect to area pricing, particularly among the business community. We understand that the main reason that area pricing was recommended over facility pricing was that, while GPS can generally identify the transmitter location, it cannot currently differentiate between two lanes or roads that are within a few feet of each other. During the 5-20 year implementation period, we believe that the matter of precision will be resolved. We suggest that congestion pricing be limited to specific locations and times of day and that the use of revenues be restricted to the corridor where congestion pricing is implemented.

Use of Revenues

In addition to the specific issues with respect to revenues related to congestion pricing, we are interested in how State allocation formulas would be applied with respect to the VMT fee. We would like the task force to strengthen the tie between where the funds are generated and where they are spent.

Technology

The preliminary report recommends the use of GPS technology. We appreciate the Task Force's sensitivity to potential privacy issues and agree with its proposal that data collection be strictly limited. We suggest that the Task Force research privacy issues with respect to the various technologies and approaches under consideration.

Timing

We understand that the current proposal is to undertake a 20-year phase in due to the costs of technology retrofits. The task force should closely consider the losses from declining gas tax revenues versus the costs of retrofit over various phase-in periods.

Again, we commend the RUFTF for the excellent work completed to date. We look forward to working closely with you as the project progresses.

Sincerely,

A handwritten signature in cursive script that reads "Rod Park".

Councilor Rod Park
JPACT Chair



METRO

January 16, 2003

Ms. Jerri Bohard, Manager
Planning Section
Transportation Development Division
Oregon Department of Transportation
555 13th Street NE
Salem, OR 97301

Subject: *Comments on Draft Guidelines for Area Commissions on Transportation (ACTs)*

Dear Ms. Bohard:

The Joint Policy Advisory Committee on Transportation (JPACT) has reviewed the draft guidelines for the *"The Formation and Operation of Area Commissions on Transportation."* We thank you for the opportunity to comment on the draft guidelines. We have provided some general comments and have also addressed the specific questions identified in Commissioner Stuart Foster's November 8, 2002 memorandum.

General Comments

The latest draft of the guidelines is a clear and understandable list of expectations for ACTs, their roles, responsibilities, and their relationship with the Oregon Transportation Commission (OTC) and ODOT. The guidelines in and of themselves have raised two major issues for JPACT:

1. Should JPACT membership include private stakeholder representation?
2. What options are available to ensure complete ACT coverage in Region 1?

As you know, JPACT and ODOT Region 1 have begun to consider those two questions and hope to have identified an approach that ensures ACT or "ACT-like" coverage and representation throughout the Metro area in the near future. Therefore, recognizing that different models may achieve optimum results, we suggest that to the degree possible, the guidelines remain guidelines. We also recommend that the formation and operation of ACTs remains flexible to best meet regional interests.

Regarding specific comments, Metro staff and others in the region have commented on earlier drafts of the guidelines. We appreciate the changes that have been made as a result of those comments and feel the current draft is one that we can support. We do offer the following comments on specific questions called out in Commissioner Foster's November 8 memo.

Section II. Roles and Responsibilities

Question 1 asks whether the document is clear as to the multi-modal nature of the transportation system and then refers the reader to the glossary for a definition of "transportation system" that lists various modes of transportation. For the ease of the reader, that language should be added to either the text of the section or as a footnote.

Question 2 asks whether the OTC should seek policy recommendations from ACTs. JPACT would welcome the opportunity to provide comments on potential state transportation policy. The cooperative nature of planning in Oregon sets such a precedent and it should be extended to the ACT/OTC relationship.

Section IV. Act Structure and Membership

Question 3 specifically addresses ACT membership and voting. As we have stated above, JPACT and the Metro Council will be reviewing prospective models to ensure that the principals and structure of ACTs are efficiently adhered to in the Metro area over the next few months. We recommend maintaining flexibility in determining membership, voting privileges, and technical advisory committees. Regarding voting and membership, the intent of stakeholder inclusion can be met effectively in a number of manners, many of which are already included in Metro area planning processes (stakeholder meetings, task forces, project or policy advisory committees, etc.). Technical committees are a good sounding board for ideas and alternatives analysis, but may not be practical on a statewide basis.

Section V. Operations of the ACT

Question 4 is regard to ODOT as a voting member of the ACT. ODOT is currently a voting member of JPACT. Given the broad role of JPACT in both state and Metro policy, project, and funding deliberations, and given the importance of ODOT as a regional partner in implementation, we support ODOT as a voting member. It is important to get both ODOT perspective and buy-in.

Question 5 asks what is the appropriate ODOT staff level for the ACT. At this time, Metro staffs JPACT and works with ODOT on OTC related items. If JPACT were to reconfigure, ODOT staff support would be considered accordingly.

Section VI. Basis for Decisionmaking

Question 6 repeats question two. Our response is stated above.

Question 7 asks how ACTs can achieve statewide perspective. Statewide perspective varies among the different regions. For example, in the Metro area, projects that provide for access to national and inter-national commerce have statewide significance but may not be on the state system. Yet, transportation improvements to non-state facilities are likely in the interest of the entire state. Main-street type projects also have statewide significance in terms of state goals to better connect transportation and land use. Given this diversity of opinion, the OTC should attempt to better clarify statewide significance in terms of the Oregon Transportation Plan update, the Oregon Highway Plan, and funding source (e.g., statewide significance for the Transportation Enhancement program is different than significance for the bridge program). The STIP Stakeholder Committee should address this issue.

Question 8 refers to ACT involvement in bridge and pavement projects. Given the scale, cost, and importance of these types of projects to local communities and metropolitan areas, ACTs should have the opportunity to comment on these projects. Specifically, ACTs can ensure that these projects best meet both state and local objectives; and can possibly be leveraged with other funding sources to implement a complete multi-modal project consistent with Transportation System Plans.

Section VII. Coordination

Question 9 asks whether ACT and OTC communication is sufficient. Communication between the OTC and JPACT is sufficient, but more communication is welcome. Two recent examples of OTC participation in Metro area activities were extremely useful: 1) Commissioner Corey's participation on the Metro area Transportation Funding Task Force; and 2) Commissioner Foster's participation in the December 2002 JPACT meeting to discuss these guidelines. Understanding the busy schedules and commitments of the individual OTC members, it has always been beneficial to JPACT when OTC members can visit a meeting. We look forward to more opportunities to meet in the future.

Question 10 asks what should be the form of communication between MPOs and ACTs. Currently, JPACT, with the Metro Council acts as the MPO, and both bodies provide input on STIP and other OTC policy matters. Again, if the model is revisited, we may have additional comments in this area and we suggest the guidelines remain flexible given the differing size of MPOs, status under federal planning guidelines, and local authority provided under state law.

Again, we thank you for the opportunity to comment on these guidelines and thank Commissioner Foster, ODOT staff, and the STIP stakeholder committee for their hard work.

Sincerely,



Rod Park
JPACT Chair

COMMITTEE TITLE JPACT

DATE February 13, 2003

NAME	AFFILIATION
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ROB DRAKE	CITIES OF WASHINGTON CO.
Maria Pojo de Jeffrey	Mult Cty
Carl Hosticka	Metro
BILL FONDOMOR	CLATSOPAS Co
KAY VAN SICKEL	ODOT
Larry Haverkamp	City of Mult. Co
CRAIG PRIDEMORE	CLARK Co.
PAUL SYMAN	DEQ
Dean Costingbill	XTC (alt. for Mayor Island)
Don Wagner	WSDOT
Bill Wyatt	Port
KARL ROHDE	C ³
Rex Burkholtz	Metro Council
Jim Francesconi	City of Astoria
Roy Rogers	Washington County

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DATE February 13, 2003

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John Red	Clatsop County
Ron Papsdorf	City of Gresham
Dave Nordberg	ODEQ
John Felt	Port of Vancouver

COMMITTEE TITLE JPACT

DATE February 13, 2003

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