STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 97-2528 FOR THE PURPOSE OF ENDORSING THE RECOMMENDED SOUTH WILLAMETTE RIVER CROSSING OPTIONS FOR FURTHER EVALUATION AS CONTAINED WITHIN THE SCREENING RESULTS AND RECOMMENDATIONS REPORT, APRIL 1997

Date: June 16, 1997 Presented by: Andrew Cotugno

PROPOSED ACTION

This resolution endorses the recommended South Willamette River crossing options for further evaluation in the South Willamette River Crossing Study contained within the *Screening Results and Recommendations Report*, April 1997.

This resolution also affirms Metro Council's previously expressed recognition of the river crossing problems in the corridor between the Marquam and I-205 bridges and the need to include a crossing improvement strategy in the *Regional Transportation Plan*.

After reviewing the recommended crossing options, the study Project Management Group (PMG) concluded that the evaluation should include a sensitivity test of an additional southbound lane on I-205 west of the I-205 bridge. The proposed action would include this sensitivity test.

TPAC has reviewed this proposed resolution and recommends approval with the inclusion of a commitment that the evaluation identify opportunities to develop the regional centers, town centers and other 2040 Growth Concept elements and to support local plans and policies. This resolution incorporates that commitment.

FACTUAL BACKGROUND AND ANALYSIS

Study Background

Metro initiated the South Willamette River Crossing Study in 1994 with public meetings and workshops to solicit comments on the nature of the crossing problem and potential improvement options. The public identified over 20 crossing options for consideration in the study.

Staff identified feasible options for consideration in the study by setting aside those that would not meet the study intent, would require right-of-way through a public park, or would displace a cemetery or historic site. This resulted in 14 options that could potentially meet the travel demands in the corridor without impacting public parks.

Of the 14 options, the study will evaluate those with the greatest potential to support land use goals and other policies, meet travel demand and minimize environmental impacts. The evaluation will identify opportunities to develop regional centers, town centers and the 2040 Growth Concept and support local plans and policies. The evaluation will also identify traffic impacts on arterial streets leading to the crossing, changes in travel patterns and trip lengths, environmental impacts, cost and financing feasibility. To identify options for evaluation, staff conducted a screening of the 14 potential crossing options.

The screening process considered how well the option could meet travel demand within the corridor and minimize environmental impacts. The screening identified those options that are located within the travel sheds of the Ross Island and Sellwood Bridges and that connect the most heavily used arterials in the corridor as having potential to meet travel demand. The screening identified options that could avoid either crossing over or using a public park along the Willamette River or avoid proximity to threatened species as having the potential to minimize environmental impacts. As a result, the screening process identified seven options with the greatest potential to meet travel demand and minimize environmental impacts.

Recommended Crossing Options

The *Screening Results and Recommendations Report*, summarized in Attachment 1, recommends seven crossing options for further evaluation. The options represent a range of possible crossing improvement strategies. They include:

- improvements in the existing Ross Island Bridge approaches (Option 1a) and new capacity in the vicinity of the Ross Island Bridge (Option 2);
- replacement of the Sellwood Bridge as a two-lane and four-lane bridge (Options 5a and 5b); and
- three options for a new two-lane or four-lane crossing in Clackamas County (Options 7, 8a and 9).

The evaluation would assess the impact of the options in combination with other options, including improvements to the Sellwood and Ross Island Bridges and improvements to the Sellwood Bridge with a new Clackamas County crossing. The evaluation would also assess the effect of a regional transportation demand management (TDM) strategy on reducing demand for river crossings.

To compare the costs and benefits of maintaining the existing Sellwood Bridge with replacing the bridge, the study will evaluate a range of investment options for the existing bridge, including:

- no Sellwood Bridge;

- maintenance of the existing bridge for continued use as a bicycle and pedestrian-only facility;

- maintenance of the existing bridge to meet vehicular traffic standards, including necessary seismic standards; and

- improved bicycle and pedestrian facilities on the existing bridge in addition to vehicular improvements above.

The transportation system assumed in the evaluation would include improvements identified in the *Regional Transportation Plan* Financially-Constrained Alternative. This includes the South/North light rail line between Clackamas County and Clark County, Washington. At the request of the PMG, the evaluation would also test the effect on crossing demand of a new southbound lane on I-205 west of the existing I-205 bridge. The RTP includes this climbing lane project in the Preferred but not the Financially-Constrained Alternative.

The *Screening Results and Recommendations Report* recommends that the following options be set aside from further evaluation in this study:

- a new bridge near Holgate Boulevard (Option 4) due to its proximity to a bald eagle nest, a threatened species, and difficult regional connections to the bridge on the west side;

- a new bridge near Ochoco Street (Option 6) due to potential impact to Marine Powers Park;

- a new bridge south of the Railroad Bridge (Option 8b) due to potential impacts to River Villa Park, a historic site and Tryon Creek;

- improvements to the I-205 bridge and a new bridge near the existing Oregon City bridge (options 10a and 10b). These improvements would not likely accommodate travel demand in the study area but could address other regional transportation problems and land use goals. The recommendation is to evaluate these improvements in the context of the I-205 corridor;

- Other improvements north of the Ross Island Bridge (Options 1b, new ramps to the Marquam Bridge and 3, a new bridge at Caruthers Street) until results are available to indicate the effectiveness of Ross Island Bridge options.

JPACT/Metro Council Action

Resolution No. 97-2528 endorses in Exhibit A the recommended South Willamette River crossing options for further evaluation in

the South Willamette River Crossing Study and affirms Metro Council's recognition of the crossing problems in the corridor. This resolution also directs the evaluation to include a sensitivity test of an additional I-205 southbound lane west of the I-205 bridge.

Following this action, the evaluation will identify traffic impacts on arterial streets leading to the crossing, changes in travel patterns and trip lengths, potential to support land use goals and other policies, environmental impacts, cost and financing feasibility for the options and option combinations. The evaluation process will involve the public for review at key milestones. Metro Council will use the evaluation results to develop a crossing improvement strategy for inclusion in the *Regional Transportation Plan*.

CD:lmk
97-2528.RES
6-27-97

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE RECOMMENDED SOUTH WILLAMETTE RIVER CROSSING OPTIONS FOR FURTHER EVALUATION AS CONTAINED WITHIN THE SCREENING RESULTS AND RECOMMENDATIONS REPORT, APRIL 1997	RESOLUTION NO. 97-2528 Introduced by Presiding Officer Kvistad, JPACT Chair

WHEREAS, The Southeast Corridor Study analyzed the forecasted east-west traffic growth over the next 20 years and recommended a transportation improvement program for the area; and

WHEREAS, The Southeast Corridor Study included an area bounded by McLoughlin Boulevard to the west, I-205 to the east, Powell Boulevard to the north and Highway 224 to the south; and

WHEREAS, In addition to improvements to facilitate traffic movements on east-west streets, the Southeast Corridor Study (adopted by Resolution No. 89-1108) identified the need for a second phase of the study to address the issue of travel constraints across the Willamette River and examine the need for new bridge capacity across it; and

WHEREAS, Metro began Phase II of the Southeast Corridor Study, renamed the South Willamette River Crossing Study, in 1994 following adoption of the preferred 2040 Growth Concept; and

WHEREAS, The purpose of the study is to identify and prioritize multi-modal crossing improvement strategies in the South Willamette River corridor between the Marquam and I-205 bridges for inclusion in the *Regional Transportation Plan*; and

WHEREAS, The study process involved technical and senior management staff from jurisdictions in the corridor in a

Technical Advisory Committee and Project Management Group; and

WHEREAS, Metro established a public involvement program that involved community, business and environmental organizations potentially affected by the crossing improvements, public workshops and newsletters; and

WHEREAS, At workshops held at the beginning of this study, the public identified over 20 crossing options for consideration in this study; and

WHEREAS, Staff included options that met the study intent, were multi-modal, avoided impacts to public parks and avoided displacement of a cemetery and historic sites to create a list of 14 options for inclusion in a screening process; and

WHEREAS, The screening process considered the potential for the options to meet travel demand in the corridor while minimizing environmental impacts; and

WHEREAS, The *Screening Results and Recommendations Report*, April 1997, describes these options and recommends seven for further evaluation; and

WHEREAS, Further evaluation in this study will consider the effects of the crossing improvements on arterial streets leading to the crossing, changes in travel patterns and trip lengths, potential to support land use goals and other policies, environmental impacts, cost and financing feasibility; and

WHEREAS, Further evaluation of crossing options will be subject to public review; now, therefore,

BE IT RESOLVED:

1. That the Metro Council recognizes the crossing problems

in the corridor and the need, as identified in the Southeast Corridor Study, to develop crossing improvement strategies for inclusion in the *Regional Transportation Plan*.

2. That the South Willamette River Crossing Study evaluate the options as recommended in the *Screening Results and Recommendations Report*, as shown on Exhibit A, including a sensitivity test of an additional I-205 southbound lane west of the I-205 Bridge, as requested by the Project Management Group.

3. That the evaluation identify opportunities to develop regional centers, town centers and other 2040 Growth Concept elements and to support local plans and policies.

4. That the evaluation of these options and option combinations identify traffic impacts on arterial streets leading to the crossing, changes in travel patterns and trip lengths, environmental impacts, cost and financing feasibility.

5. That the South Willamette River Crossing study continue to seek public review at key milestones.

ADOPTED by the Metro Council on this _____ day of _____, 1997.

_____
Jon Kvistad, Presiding Officer

Approved as to Form:

_____
Daniel B. Cooper, Legal Counsel

97-2528.RES
CD:lmk
6-27-97

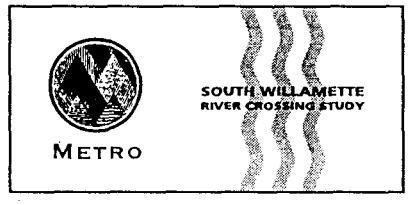
ATTACHMENT 1

South Willamette River Crossing Study

Screening Results and Recommendations

Executive Summary

April 1997



Prepared for the Project Management Group
Prepared by Metro Transportation Planning

Executive Summary

Introduction

The intent of the South Willamette River Crossing Study is to identify and prioritize crossing improvements over the next 20 years for the Willamette River Corridor between the Marquam and the I-205 bridges. The map identified on Figure E-1 shows the study area and its regional context. Improvements could include the replacement, removal or rehabilitation of the Sellwood Bridge, improvements to other crossings or construction of new crossings for vehicular, bicycle and pedestrian use. The study will recommend projects for inclusion in the Regional Transportation Plan (RTP) and for consideration in an environmental impact statement (EIS).

Metro is leading the study effort in conjunction with ODOT, Tri-Met, Multnomah and Clackamas counties and the cities of Portland, Milwaukie, Gladstone, Oregon City, West Linn and Lake Oswego. Staff from each of these jurisdictions and agencies participate on a Technical Advisory Committee (TAC), while senior staff from each jurisdiction form a Project Management Group (PMG) for the study. The PMG will review TAC recommendations and forward them to Metro's Transportation Policy Alternatives Committee (TPAC), the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council for action. The study is scheduled to be completed by the end of 1997.

The South Willamette River Crossing Study involves three successive steps to narrow options for consideration in an EIS.

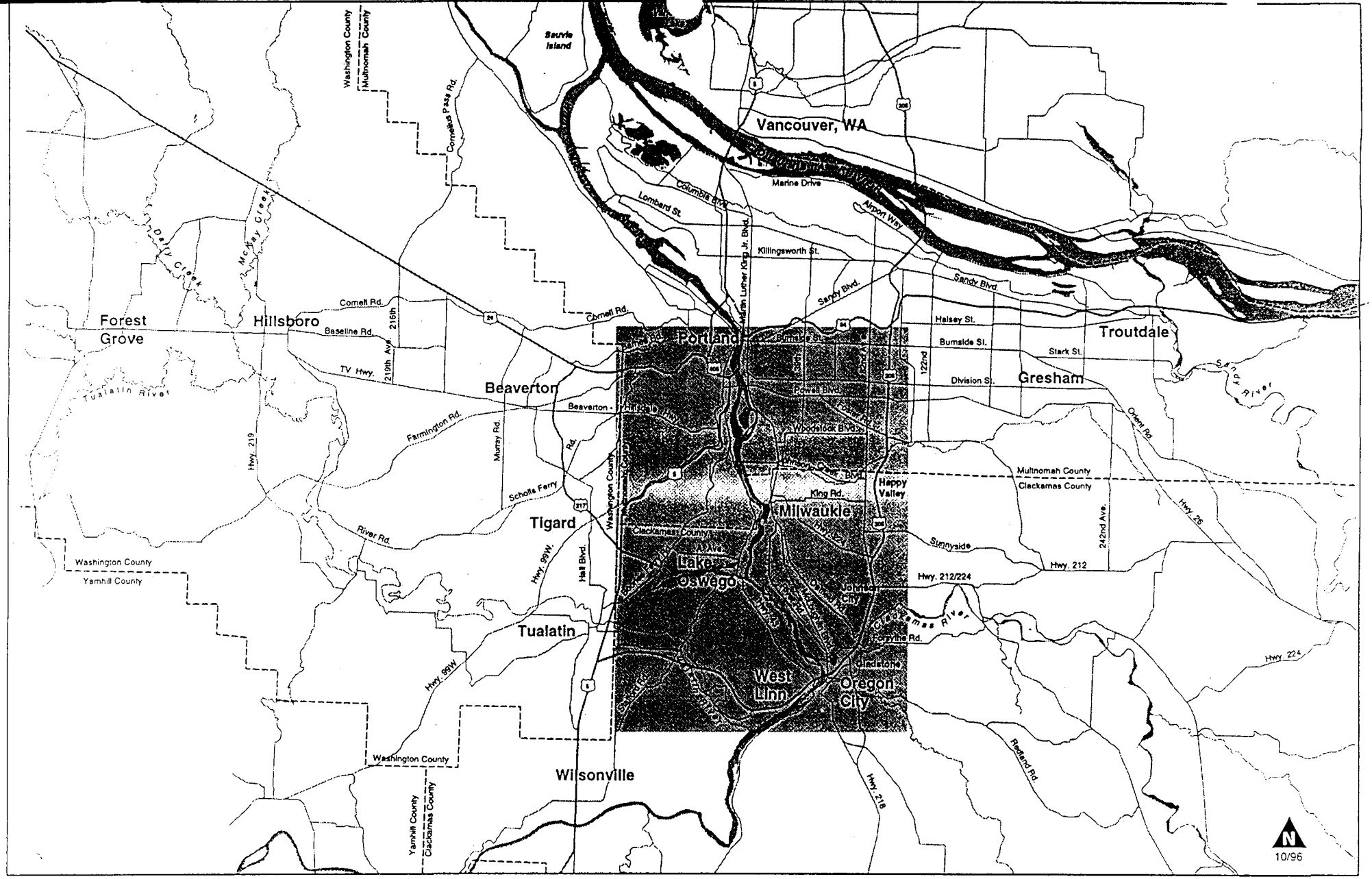
1. The first step initially defines the crossing options for consideration in this study.

2. The second step screens the options to a limited number for further evaluation by assessing how the options meet travel demand and the potential impacts to public parks and threatened species.

3. The third step evaluates the options using travel demand forecasts and conceptual designs for the options.

By increasing the level of analysis for each screening, the study reserves the more intensive efforts for the crossing options with the greatest potential.

The first step was completed and approved by the PMG in 1995. Public and staff identified potential crossing options in a series of meetings and workshops in 1994. Staff selected 12 options for inclusion in the study that met a set of minimum criteria. For inclusion, the options



SOUTH WILLAMETTE RIVER CROSSING STUDY

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Figure E1 Study area within regional context

Study area

County lines

had to be multi-modal, avoid impact to public parks and major geographic constraints or major institutional displacement. Staff later clarified option definitions and expanded the list to 14.

This executive summary presents the results of the screening and recommends options for the evaluation step. It includes a description of the purpose and need for the study, presents the recommendations and briefly summarizes the screening methodology and key findings.

Study Purpose and Need

Although congestion occurs throughout the corridor, the study focuses on transportation problems at the river crossings. Previously adopted policies, most recently documented in South/North Transit Corridor Study, give priority to major transit investments to meet growth in travel demand instead of in highway capacity expansion. This study assumes that the South/North Light Rail will be constructed within the next 20 years to help meet travel demand through the corridor.

The following describes the transportation problems and policies that support the need for this study.

Crossing Demand

Within the corridor, four vehicular bridges (the Ross Island, Sellwood, I-205 and Oregon City) and one rail bridge cross the river. All vehicular bridges and their approaches experience congestion during peak periods. Despite efforts adopted in the 2040 Growth Concept to create a jobs/housing balance, manage travel demand and reduce vehicular traffic, traffic projections forecast increased congestion on the bridges and bridge approaches during the next 20 years.

Metro's travel forecasts project that increases in travel demand will occur throughout the region, increasing demand for river crossings and travel in the corridor. Within the study area, PM peak hour trips in two developing areas, near the west end of the Ross Island Bridge and in the Milwaukie and Highway 224 corridor, will increase by more than 50 percent.

For bicyclists and pedestrians, fewer crossing options are available. Regulations prohibit bicyclists from the I-205 Bridge and require bicyclists to walk their bikes in the sidewalk area on the Sellwood, Ross Island and Oregon City bridges. The expansion of bicycle facilities on either side of the river and the adopted policy support for bicycle use have increased interest in improving bicycle and pedestrian crossing conditions.

Sellwood Bridge Conditions

Because it is approaching the end of its planned life span, the Sellwood Bridge presents the most immediate crossing problem in the study area. The bridge has two 12-foot travel lanes and one 4'3" wide sidewalk. The more than 3,000 vehicle trips on the bridge during the PM peak hour in 1997 cause congestion and delay on the bridge and its approaches, Highway 43 and Tacoma

Street. Due to the traffic volumes, narrow lanes and substandard bicycle and pedestrian facilities, engineers consider the bridge to be functionally obsolete.

Multnomah County, as the bridge owner, is responsible for maintaining the structural integrity of the bridge and meeting seismic standards. The county's current capital improvement program identifies a need of approximately $10 million for bridge maintenance. To extend the life of the bridge, the county imposed weight limits that restrict truck use in 1985. The county would need additional funds to complete bridge upgrades necessary to remove the truck restrictions on use of the bridge.

Although located within the City of Portland, the Sellwood Bridge is used for trips to and from Clackamas County, Portland and Washington County. Because of the limited number of crossings, the average trip length for the bridge is longer than an average trip. Plans to replace or improve the bridge need to take into consideration these travel demands and support land-use goals adopted in the 2040 Growth Concept.

Other bridges in the corridor do not have available capacity to serve travel demand currently using the Sellwood Bridge. Unacceptable congestion during the PM peak hour (level of service E and F) occur now throughout the corridor, sometimes in both directions. The Sellwood and Ross Island bridges and their approaches experience more congestion than the I-205 or Oregon City bridges. During the PM peak hour, the west end of the Ross Island Bridge is one of the more congested locations due to connections to Highway 43 and I-5 and other bridge approach limitations.

Other Considerations

The study needs to consider other federal, state and regional policies in the evaluation of options. Although the environmental impact statement for the recommended project will evaluate environmental issues, sensitive environmental areas in the corridor need to be considered in this stage of the study as well. Crossing improvements need to minimize impacts to the natural and the built environment along the river.

Measures to manage or reduce demand need to be considered. Local, state and federal policies require use of congestion management strategies to reduce vehicle miles traveled through the corridor before expanding capacity.

Even at preliminary stages, potential for funding needs to be considered. Crossing improvements will require combinations of federal, state or local funding. The feasibility of tolls and private partnerships as funding sources needs to be addressed.

Goal and Objective Summary

Based on the study purpose and need, the recommended river crossing improvements for the South Willamette River Corridor should:

- accommodate multi-modal river crossing travel demand
- support adopted regional land-use and transportation plans
- coordinate with on-going regional planning efforts
- minimize environmental impacts
- be financially feasible.

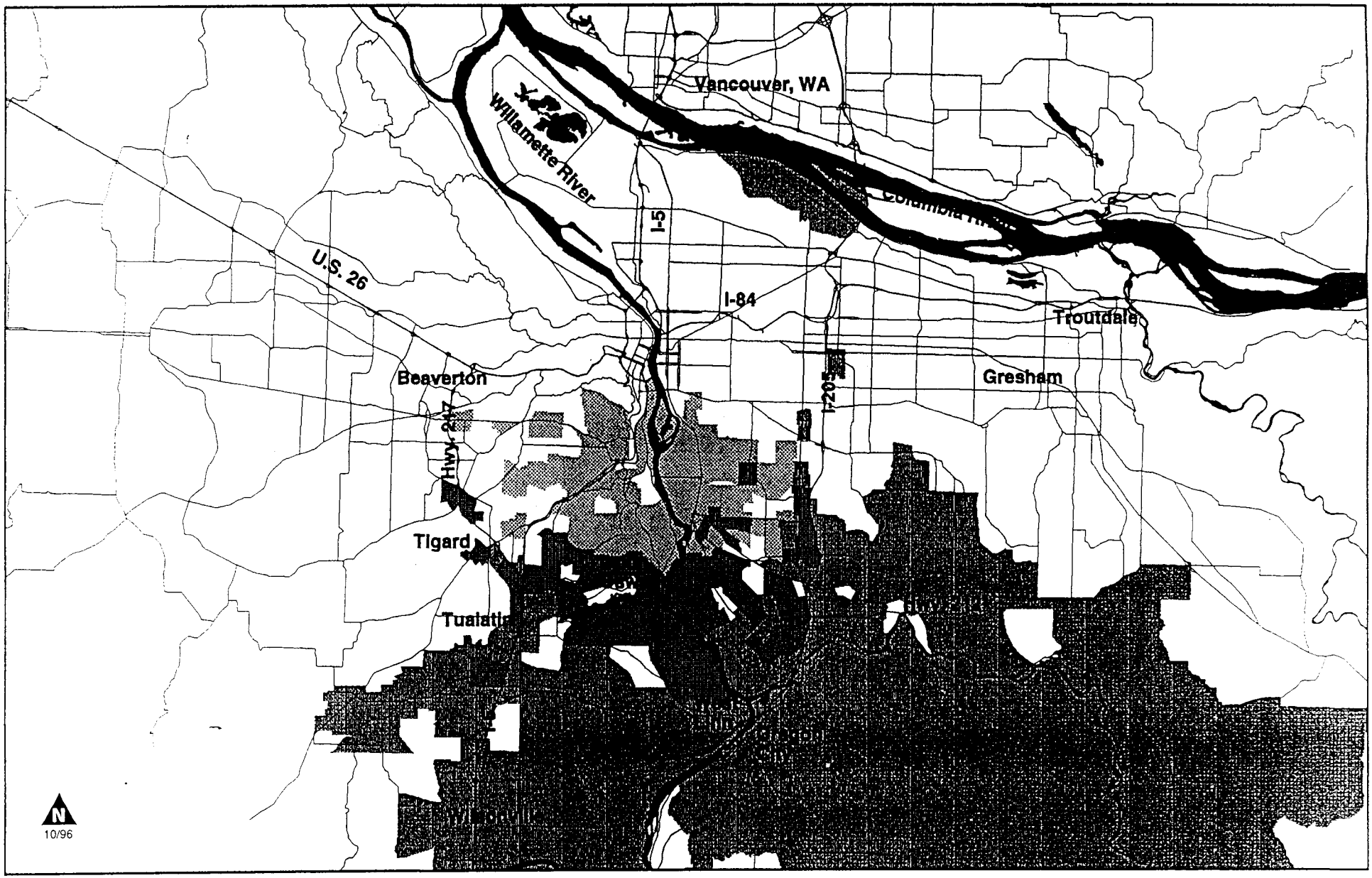
Screening Criteria and Findings

The screening process reviewed available travel demand and environmental information to assess how well the options met all of the study goals and objectives. The travel demand data reflects Metro's forecast of traffic conditions in 2015 and allows analysis of travel origins and destinations for trips using the bridge. Available environmental information included public park, historic site and threatened species locations. The screening used those criteria that revealed the greatest differences between the options based on the available information. These were:

- *Avoid Impacts to Public Parks or Threatened and Endangered Species.* The US Department of Transportation requires an analysis of all prudent and feasible alternatives in an EIS if a project affects a public park, recreation area, wildlife and waterfowl refuge or any significant historic site (CFR 771.135 Section 4(f) 49 U.S.C. 303). This screening evaluated the potential for the options to impact a public park or affect a threatened or endangered species. Potential impacts to parks were determined by considering whether the crossing would cross over a park or need to use park lands for pier locations. Proximity of the crossing to nesting eagles living on Ross Island was considered in determining impact to threatened or endangered species.

- *Accommodates Vehicular Travel Demand by Serving Identified Travel Shed Needs.* The area that uses a bridge is a travel shed. Some areas in the corridor use one bridge almost exclusively while other areas use two or more bridges. Trips from areas that share bridge travel sheds could potentially shift between bridges if one or another bridge were improved to offer faster travel times. To relieve demand on the existing Sellwood Bridge, improvements need to serve this travel shed. According to Metro's traffic model, the travel sheds for the Sellwood and Ross Island bridges overlap, implying that trips using the Ross Island and Sellwood bridges offer the greatest potential to shift use from one bridge to another, depending on the type of improvement. A smaller travel shed overlap between the Sellwood and I-205 bridges indicates lower potential for improvements on I-205 to meet travel demands in the corridor. Figures E-2 and E-3 illustrate the travel shed overlap for I-205 and Sellwood bridges and for the Ross Island and Sellwood bridges.

- *Accommodates Vehicular Travel Demand by Connecting Regional Facilities.* The travel demand forecasts identify a large number of trips within the Sellwood Bridge travel shed that travel between regional facilities. This criterion evaluates how well the crossing options make these connections without creating additional congestion through weave and merge problems. In the northern part of the area, the demand is for connections between Highway 99E and



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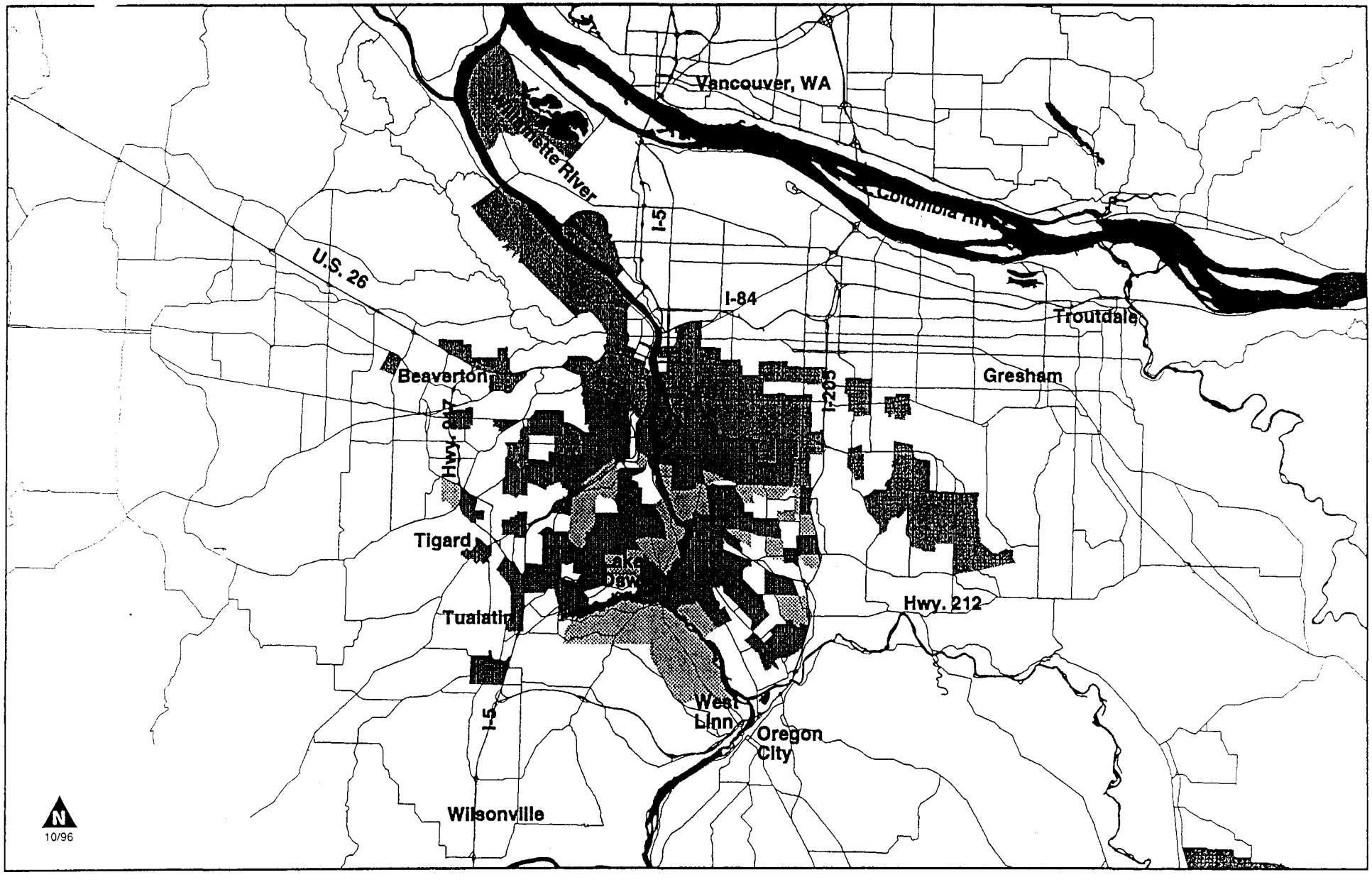
SOUTH WILLAMETTE RIVER CROSSING STUDY

Figure E.2

Sellwood Bridge and I-205 Bridge Travel Sheds

Major arterials and highways
Rivers and Lakes
Sellwood and I-205 Bridges

Sellwood Bridge Travel Shed
I-205 Bridge Travel Shed
Shared Travel Shed



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SOUTH WILLAMETTE RIVER CROSSING STUDY

Figure E.3

Sellwood Bridge and Ross Island Bridge Travel Sheds

Major arterials and highways
Rivers and Lakes
Sellwood and Ross Island Bridges

Sellwood Bridge Travel Shed
Ross Island Bridge Travel Shed
Shared Travel Shed

I-405 and I-5. In the southern part of the area, the demand is for connections between Highway 43 and Highway 99E. Demand extends further east along Highway 224 on the eastside and into Washington County on the westside. Only those options that seem unlikely to make the needed connections fail this criterion. Several options pass though they have the potential to create additional traffic impacts, depending on the design of the option.

All options at this level of analysis have the potential to meet other objectives, such as improving bicycle and pedestrian crossings or supporting land-use goals adopted in the 2040 growth concept. The evaluation step will address these and other goals and objectives by using conceptual designs and traffic forecasts in the analysis of the options. Table E-1 summarizes the findings for the criteria for options included in the screening process.

Table E-1 Evaluation Summary for Second Screening

Crossing Option	Accommodates Vehicular Demand Based on Travel Shed	Accommodates Regional Connections	Avoids Impacts to Parks and Threatened Species
1a. Improve approaches to Ross Island Bridge	Pass	Pass	Pass
1b. Improve approaches to Ross Island Bridge and add new ramps to Marquam Bridge	Pass	Pass	Pass
2. Improve approaches to Ross Island Bridge and new Bridge North of existing Ross Island Bridge	Pass	Pass	Pass
3. New Caruthers Street Bridge south of Marquam Bridge	Pass	Pass	Pass
4. New Bridge Near Holgate	Pass	Fail	Fail
5a. Replace Sellwood Bridge	Pass	Pass	Pass
5b. Replace Sellwood Bridge with four lanes	Pass	Pass	Pass
6. New bridge near Ochoco Street	Pass	Pass	Fail
7. New bridge Between Milwaukie and Riverwood	Pass	Pass	Pass
8a. New bridge north of Railroad Bridge	Pass	Pass	Pass
8b. New bridge south of Railroad Bridge	Pass	Pass	Fail
9. New bridge between Lake Oswego and Oak Grove	Pass	Pass	Pass
10a. New lanes on I-205 and on I-205 Bridge	Fail	Pass	Pass
10b. New lanes on I-205 and on I-205 Bridge with new bridge parallel to the existing Oregon City Bridge.	Fail	Pass	Pass

Recommendations

Of the 14 options included in the screening process, staff recommend seven for further evaluation and recommend setting aside seven from evaluation at this time. Figure E-2 summarize these recommendations. In addition, staff recommend an approach to the evaluation that allows consideration of a range of investment options for the existing Sellwood Bridge, transportation demand management (TDM) options and option combinations for modeling.

Options for Further Evaluation

Staff recommends that the evaluation include the following options:

- Replacement of the Sellwood Bridge as a two-lane bridge with improved west side approach operations (Option 5a) and as a four-lane bridge with improved approach operations (Option 5b). These options would serve the identified travel shed, allow connections between Highway 43 and Highway 99E and could avoid impacts to a public park or threatened species.

- Improvements to existing Ross Island Bridge operations (Option 1a) and new capacity in the vicinity of the Ross Island Bridge (Option 2). These options will test the feasibility of using existing infrastructure with improved connections between Highway 99E and I-405 and new capacity to increase use of the Ross Island Bridge for trips in the corridor.

- Evaluation of three new crossing options in Clackamas County:

  New bridge between Milwaukie and Riverwood with the intent to improve connections between Highway 43 and Highway 99E and Highway 224 (Option 7).

  New bridge in the vicinity of the existing railroad bridge with arterial improvements to connect to River Road and McLoughlin Boulevard (Option 8a).

  New bridge between south Lake Oswego and Oak Grove with arterial connections to Highway 43 and McLoughlin Boulevard (Option 9).

  Traffic modeling of these options would test the effect of a new crossing on trip patterns and in serving demand within Clackamas County. About 7 percent of Sellwood Bridge trips travel between Clackamas County on the east and west side of the river. A new crossing somewhere between the Sellwood and I-205 bridges could potentially serve this demand and reduce trip length.

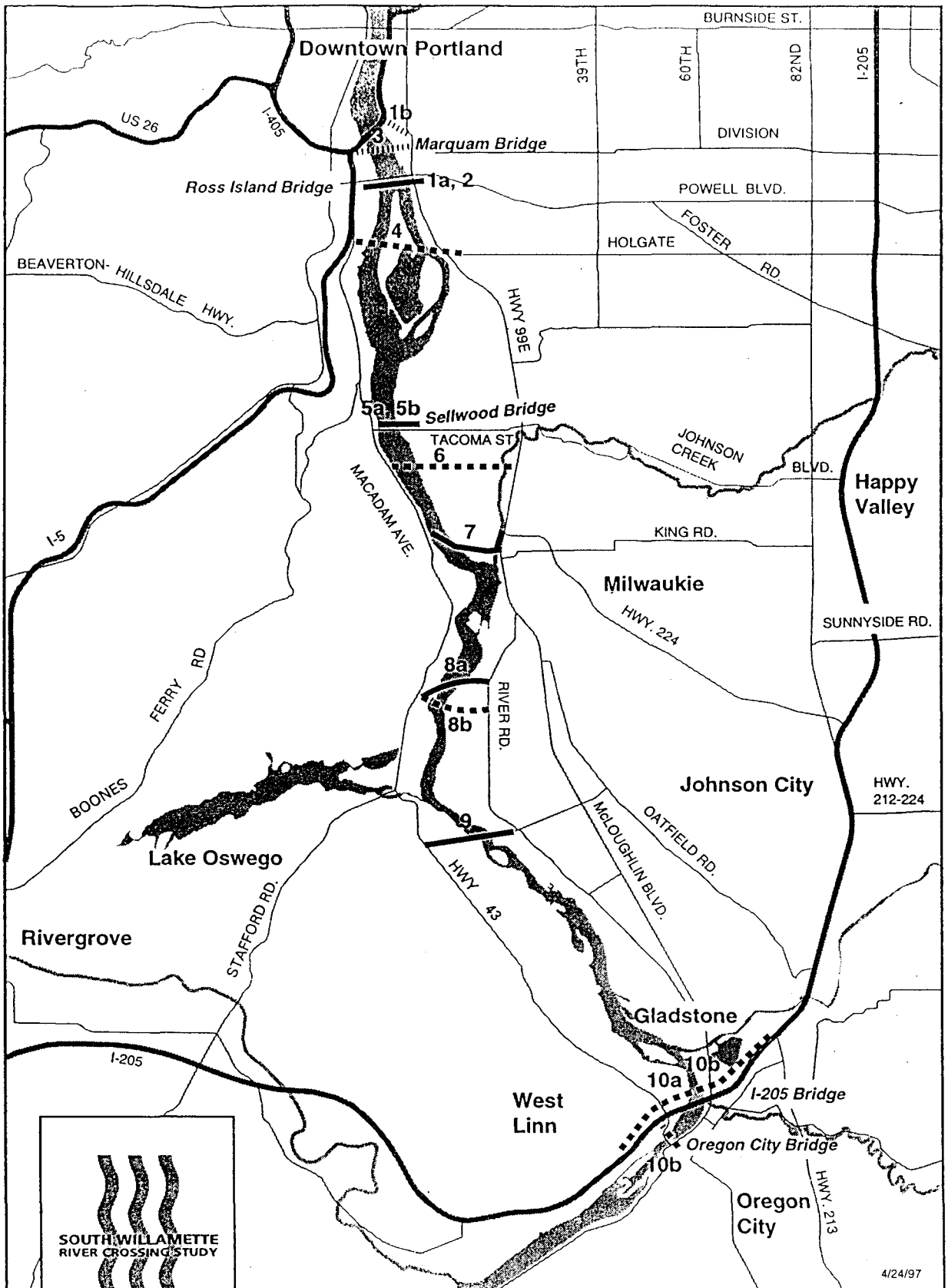

Figure E-4
Screening recommendations

- Multi-modal river crossings recommended for further study
- Multi-modal river crossings *not* recommended for further study
- Set aside until evaluation of Option 1-a and Option 2 is complete

Not Recommended for Evaluation in This Study

Staff recommend setting aside the following options:

- New bridge near Holgate Boulevard (Option 4). This option would cross near the great heron rookery, a sensitive area on Ross Island, and a bald eagle nest, a threatened species. In addition, although this option is within the Sellwood Bridge travel shed, connections to the bridge could create new weave and merge conflicts. Located at I-5 near the Southwest Hood Avenue on-ramp, bridge traffic oriented westbound to I-405 would use Southwest Macadam Avenue, following a somewhat circuitous route. Access to I-5 southbound from the bridge would require new ramp construction or modification of an existing ramp.

- New bridge near Ochoco Street (Option 6). This option would likely impact Marine Powers Park, a linear public park parallel to the river, with location of either the bridge piers or approaches.

- New bridge south of Railroad Bridge (Option 8b). This option would potentially impact River Villa Park on the east side. A design to avoid this park could potentially impact the historic Tryon Socrates House on the west side. The approaches and/or bridge would potentially impact Tryon Creek, a fish-bearing stream that empties into the Willamette River at this location.

- New lanes on I-205 and I-205 bridge with and without the new bridge parallel to the Oregon City Bridge (Options 10a and 10b). Although not recommended for further evaluation in this study, staff recommend considering them in the context of Oregon City, West Linn and I-205 Corridor needs. Travel forecasts indicate that these bridges currently do not serve the same travel shed as the Sellwood Bridge and operate at less congested conditions than the Sellwood Bridge. As a result, improvements to these bridges would not likely accommodate the travel demand in the study area. Improvements to these bridges could address other regional travel patterns or facilitate development in Oregon City and West Linn.

- Options 1b, new ramps to the Marquam Bridge and Option 3, New Caruthers Street Bridge, until the evaluation of Options 1a and 2 is complete. If the evaluation shows that new capacity and improved connections effectively serves crossing demand, other options could be evaluated. Although these two options pass the screening criteria, they pose significant design issues with I-405 and I-5 structures and could create additional traffic impacts due to the changes needed in access to and from I-5, I-405 and other major arterials. Staff recommend first pursuing Options 1a and 2, which modify the existing Ross Island Bridge, before evaluating these options with potentially greater impacts.

Other Recommendations

The following recommends an approach to the evaluation in the next step of this study.

The evaluation needs to include consideration of efforts to reduce demand. In response to regional, state and federal requirements, staff will develop a transportation demand management option and consider the effect of additional efforts on reducing demand in the evaluation.

The Sellwood Bridge presents several investment options for the existing facility as well as for new facilities. Staff recommend developing year 2015 travel forecasts, using Metro's Emme2 model, for option combinations that take into account the existing Sellwood Bridge, a replacement two and four-lane Sellwood Bridge, Sellwood Bridge as a bicycle- and pedestrian-only facility and scenarios without a Sellwood Bridge. Staff will combine these options for the modeling and cost estimates with improvements in the Ross Island Bridge and vicinity and new crossings in Clackamas County. Table E-2 summarizes the proposed modeling option combinations.

Table E-2: Recommended Crossing Option Combinations for Modeling

Sellwood Bridge		No Improvements to Other Crossings w/ TDM	Ross Island Bridge Improvements and New Capacity (Options 1 and 2)	New Clackamas County Crossings w/ TDM (Options 7, 8a and 9)
A.	No Sellwood Bridge	X	X	X
B.	Sellwood Bridge maintained for continued use as a bicycle-and pedestrian-only facility	X	X	X
C.	Sellwood Bridge with needed maintenance for auto use and seismic standards	X	X	X
D.	Sellwood Bridge maintained for auto use (C above) with improved bike/ped facilities	X	X	X
E.	New 2-lane Sellwood Bridge	X	X	X
F.	New 4-lane Sellwood Bridge	X	X	X

Prior to beginning the travel forecasting, staff recommend that the PMG and TAC meet in a workshop format to define the critical assumptions needed for modeling. This will include, for example, assumptions about I-405 connections for the Ross Island Bridge options and for access to River Road for the option in the vicinity of the existing railroad bridge, among others.

Based on the results of the travel demand modeling, staff will recommend options for conceptual designs and cost estimating that serve travel demand needs. Staff will use intergovernmental assistance to complete the conceptual designs and costs estimates.

For those options that have the greatest potential to meet demand and are the most efficient from a design perspective, staff will evaluate the potential for the option to qualify for regional, state or federal funding.

To keep the public informed on this study, staff will summarize the key findings and recommendations presented in the screening step in a newsletter for the South Willamette River Crossing Study mailing list. At the completion of the evaluation step, staff will present results to the PMG, TPAC, JPACT and Metro Council and establish public comment opportunities at workshops and hearings.

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 1797

METRO

DATE: July 9, 1997

TO: JPACT

FROM: Chris Deffebach, Senior Planner CD

RE: Public Comments Received on South Willamette River Crossing Study

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In early June, Metro mailed approximately 1000 copies of the South Willamette River Crossing Study Status Update to those on the South Willamette River Crossing Study mailing list. The mailing list includes elected officials, environmental, business and neighborhood associations and interested citizens. Following the mailing, Metro staff contacted 45 presidents of organizations on the mailing to make sure they received the newsletter and to offer to brief their organization. Metro staff has presented the screening results and recommendations to ten groups and have briefings scheduled for an additional two groups as identified on Attachment A.

On July 8, 1997, Metro Transportation Committee held a public hearing on the screening results and recommendations at the Metro Regional Center. Seven people testified at the hearing. The public concerns included the potential impacts of a four-lane Sellwood Bridge on community livability, public parks, historical sites and land use goals and on the potential impacts on River Road with the Clackamas County crossings.

Metro has received 16 written comments as of July 9 on the proposed recommendations presented in the South Willamette River Crossing Study Screening Results and Recommendations Report and summarized in the Status Update. One of the letters includes a petition signed by 54 business owners in Sellwood. The comments are attached for your review. The following summarizes the comments received by residence of comment writer, concerns that they would like to see the study address, recommendations for crossing improvements and comments on the Screening Results and Recommendation Report.

Residence of comment writers:

Southeast Portland	6
Milwaukie	1
West Linn	1
Lake Oswego	5
Southwest Portland	1
Regional association	1
County Commissioner	1
Total	16

Summary of Concerns	**Number of Responses**
Traffic impact on A St and Kruse Way	1
Traffic impact on River Road	3
Traffic impact on Tacoma Street and other Sellwood Streets	3
Traffic impact on Highway 43	2
Costs of other related improvement needs	1
Increase in VMT with Options 8a, 8b or 9	1
Need more time for community input	1
Need for alternative to Highway 43 as a commuter route to Lake Oswego and West Linn and SE Portland	1
Loss of vehicular access if Sellwood Bridge used for bikes and walking only	54
Trucking industry comments about a new Clackamas County bridge	1
Need to include bicycle/pedestrian options in all crossing proposals	1
Wildlife impacts along the river	1

Summary of Recommendations	Number of Responses
Use Sellwood Bridge for neighborhood traffic only	1
Build new bridge near existing Sellwood bridge	1
Do a travel demand survey	1
Build Options 7, 8a or 9	1
Do not include options 8a or 9 in study	2
Do not include option 8a in study	1
Encourage consideration of new Ross Island Bridge north of existing bridge and consider shared bridge with light rail	1
Don't continue investment in existing Ross Island Bridge	1
Support Option 7	1
Support pedestrian and bicycle use only for Sellwood Bridge	1
Don't develop 8a or 9 unless new east-west corridor developed	1
Consider adding bike/pedestrian facility to existing rail bridge	1
Include pedestrian access improvements to new and existing Ross Island Bridge	1
Improve Ross Island Bridge for west end neighborhoods	1
Improve bicycle and walking crossings between Sellwood, Corbett, Terwilliger neighborhoods and commercial areas	1
Protest elimination of the Sellwood Bridge which does not include a replacement span in close proximity	54
Continue study of all staff recommended options	1
Against a crossing near the Marylhurst Campus; use the existing bridge site or the existing rail bridge site instead	1
Consider passenger ferries and a tunnel as options to a bridge	1

Summary of Concerns on the Report	Number of Responses
The report shows bias in favor of four-lane Sellwood Bridge	1
The study shows bias in favor of the auto	1
The report doesn't reflect conformity to land use and transportation policies	2
Did not address impacts to Oaks Pioneer Church, a National Historic Landmark	1
Did not consider negative impact of four-lane bridge on land use designation for Tacoma Street	1
Report lacks mention of Oaks Pioneer Church, a National Historical Landmark, historical River View Cemetery, impacts to Marine Powers Park or Butterfly Park with replacement of the existing Sellwood Bridge	1
Confusion over why Option 7 passed and Option 6 failed	1

ATTACHMENT A:
Completed and Scheduled South Willamette River Crossing Briefings

Briefings completed prior to June 27, 1997 by Metro Staff

Sellwood Westmoreland Improvement League (SMILE)

Clackamas County Commission

Lake Oswego Neighborhood Association (Lonac)

Milwaukie City Council

Johns Landing Macadam Business Association

Clackamas County Transportation Coordinating Committee Staff

Tri-Met staff

Multnomah County Commission

Southeast Portland Rotary Club

Milwaukie Downtown Association

Briefings Currently Scheduled for Metro Staff

Corbett, Lair Hill, Terwilliger Neighborhood Association

Lake Oswego City Council

SOUTH WILLAMETTE
RIVER CROSSING STUDY

COMMENT CARD

Name Norma Peterson (1st Addition Neighborhood Assn.) Date 6/30/97

Address 890 F Avenue

City/State/Zip Lake Oswego

Comments (please print)

I would like to know what the trucking industry has to say about a new bridge in Clackamas County.

This study needs to have meeting w/ the communities in a workshop format so we can provide suggestions and ask questions.

Printed on recycled-content paper.

June 16, 1997

TPAC/JPACT

Dear Committee members:

My family and I live on Glenmorrie Drive in Lake Oswego. We object to the proposed bridge near the Marylhurst Campus. We have lived in this area for 15 years and chose our home and the schools to give our kids a good place to grow.

The proposed Marylhurst crossing is inappropriate for several reasons:

(1) Hwy 43 is already overburdened in our area. It is too small. Making it bigger, however, will dramatically alter the character of the area and the livability.
Hwy 43 has 4 lanes at the Selwood Bridge

(2) We already suffer from tremendous "By pass" traffic on Old River Road. The new bridge would make the traffic much worse

(3) The deer and herons (there is at least on rookery on the river near us) will be damaged by the bridge

the existing bridge sites (Selwood or the L.O. RR Bridge) should be used.

We request continued information on this process.

DAVID Susan Kelly & Kenzi
BARTEL

3242 S. Glenmorrie Dr
Lake Oswego OR 97034

8012 S.E. Thirteenth
Portland, OR 97202
2 July, 1997

METRO COUNCIL
MULTNOMAH COUNTY COMMISSIONERS

To whom it may concern:

On Monday, June 30, 1997, *The Oregonian* ran an article concerning the ongoing discussions regarding a new east/west crossing of the Willamette to replace the Sellwood Bridge. In that article two County Commissioners endorsed " keeping the bridge for walking and biking" explaining that " building a four-lane bridge is feared by residents and businesses that have enough trouble with a two-lane span."

While the visual image of a small idyllic area separated from surrounding urban sprawl and its accompanying traffic is most attractive, the reality is that the residents of that small idyllic area are just as reliant on travel to and from their neighborhood as any other residential neighborhood. And, the business area, because of its unique nature, is even more dependent upon easy access to the area from the outside.

A two hour walk along Sellwood's Antique Row resulted in the following signatures. Every single business owner or clerk contacted eagerly signed the petition--a strong statement of just how critical we feel that access is.

If you need more copies of this petition or more information about the feelings of the merchants on Sellwood's Antique Row, please call 233-7334. We would be glad to assist.

Sincerely,

Jim and Leslie Goldsmith
Den of Antiquity

cc: S.M.I.L.E.
Sellwood Moreland Business Association
County Commissioners
Chris Deffebach

Sellwood's Antique Row, the West coast's largest area for antiques shopping is located on 15 blocks of Southeast Thirteenth Avenue, near the east end of the Sellwood Bridge. Sellwood's Antique Row is a destination for far more than neighborhood residents. Local pedestrian access could simply never support such a large number of stores specializing in such similar types of merchandise. Our customer base includes not only all Portland neighborhoods, but antiques collectors and dealers from throughout the United States.

As persons involved in businesses on Sellwood's Antique Row, we strongly protest any elimination of the Sellwood Bridge which does not include a replacement span in close proximity.

NAME	BUSINESS NAME	ADDRESS
Susan Vaughan	Golden Girls Antiques	7834 SE 13th
Sally Killion	Golden Girls Antiques	7834 SE 13th
Barbara Hess	Golden Girls Antiques	7834 SE 13th
[illegible]	Treasure Chest Antiques	8015 SE 13th
[illegible]	Silt	8013 SE 13th
CRAIG LUTHERLAND	1904 ANTIQUES	8027 SE 13TH
Steve Goldman	& The Antiquary	at large
THOMAS P. HULL	sellwood PEDDLER	8065 SE 13th #OOX
Donald L. Hoyt	Satin & Old Lace	8079 SE 13th
Deanna Harden	Satin & Old Lace	8079 SE 13th
Evelyn Patterson	Wheeler Satin & Old Lace	8079 SE 13th
Martha I Fowler	1874 HOUSE	8070 SE 13th
Robert Morris	GIFT SHOPPE	8050 SE 13th
[illegible]	The Jeweler's Bench	8137 SE 13th Ave
Robert Spencer	R. Spencer Antiques Inc.	8130 SE 13th Ave
[illegible]	R. Spencer Antiques	8130 SE 13th Ave
[illegible]	Sellwood Antique Market	8132 SE 13th Ave
[illegible]	Sellwood Antique Mall	8182 SE 13th Ave

Sellwood's Antique Row, the West coast's largest area for antiques shopping is located on 15 blocks of Southeast Thirteenth Avenue, near the east end of the Sellwood Bridge. Sellwood's Antique Row is a destination for far more than neighborhood residents. Local pedestrian access could simply never support such a large number of stores specializing in such similar types of merchandise. Our customer base includes not only all Portland neighborhoods, but antiques collectors and dealers from throughout the United States.

As persons involved in businesses on Sellwood's Antique Row, we strongly protest any elimination of the Sellwood Bridge which does not include a replacement span in close proximity.

NAME	BUSINESS NAME	ADDRESS
Margaret Epe	Sellwood Bazaar	7733 S.E. 13th
Reba Tobey	Southern Accents	7738 SE 13th Ave.
William Ryan	THE OLD BOOKPEDDLER	7704 SE 13th AVE.
Lanelle Johnson	- Bocki o Bocki Cafe	7704 Se 13th Ave.
Buck Kuglan	Misty's ANTIQUES	7825 SE 13TH AVE
David Vanderpool	RAVEN Antiques	7805 S.E. 13TH AVE
Dell Willmeth	(SELLWOOD ANTIQUE MALL)	7875 S.E. 13th Ave.
Kathryn Buston	Kathryns Antiques	7907 S.E. 13th.
White	Calamity Jane	7904 SE 13th
Dina Welch	Michael's Sellwood Cafe	7937 SE 13th
	MICHAEL'S SELLWOOD CAFE	7937 SE 13TH
	Michael's Sellwood Cafe	7937 SE 13th
	Farmhouse Antiques	8028 SE 13th
Irday Davis	CHRISMAN PICTURE FRAME	8003 SE 13th
Betty Clayton	Corner House —	8003 S.E. 13th
Julie Jarrett	Queen's Anne Lace	8005 SE 13th
Brenda Dunlap	Silver Shields	8005 SE 13th
Arlene Bade	Nature In The City	8011 SE 13th

Sellwood's Antique Row, the West coast's largest area for antiques shopping is located on 15 blocks of Southeast Thirteenth Avenue, near the east end of the Sellwood Bridge. Sellwood's Antique Row is a destination for far more than neighborhood residents. Local pedestrian access could simply never support such a large number of stores specializing in such similar types of merchandise. Our customer base includes not only all Portland neighborhoods, but antiques collectors and dealers from throughout the United States.

As persons involved in businesses on Sellwood's Antique Row, we strongly protest any elimination of the Sellwood Bridge which does not include a replacement span in close proximity.

NAME	BUSINESS NAME	ADDRESS
[illegible]	COLUMBIA SPORTSWEAR	8128 SE 13th
Nancy A. Nevin	Consignment Gallery	8133 SE 13th Ave.
Joan Bloomberg	American Art Accent	8203 S.E. 13 ave
Jerry Auld	Ragtime Antiques	8301 S.E. 13th AVE.
[illegible]	Dealer	15931 SE [illegible] 97005
Marilynn Hanson	Royal Antique	8035 SE 13th 97202
Barbara Wagner	Bloomers	7826 SE. 13th
[illegible]	ASSAGIO	7742 SE 13th AVE
Leslie [illegible]	DEN of ANTIQUITY	8012 SE 13th
Joanne Carlson	General Store	7987 SE 13th
Kathy Koettrich	Maggie's Attic	8235 SE 13th
Phyllis Rose	Playful Noodle	8235 SE 13th #10
Judith Arnold	JLA NORTHWEST Jr.	8235 SE 13th #11
Peggy Lundell	LILY WHITE	8235 SE 13th AVE, #12
Barbara Stautenberg	Two Blossoms	8235 SE 13th #
[illegible]	Aunt Cupcake	8235 S.E 13th #7
PAUL A. ULEMAN	The Emperor's House	8225 SE 13th #4.
Charles Gould	WEBFOOT	8235 SE 13TH

News and features about the city of Portland's neighborhoods, communities, city government, parks, events, and the waterfront

Panel selects 7 bridge sites

A Metro committee recommends more study of the seven sites and eliminates seven other sites

By BILL STEWART
of The Oregonian staff

For comparison purposes, the study will look at the benefits of removing the Sellwood Bridge, keeping the span for cyclists and pedestrians only, upgrading the present span and strengthening it to resist earthquakes and upgrading the bridge plus adding cycling/pedestrian lanes.

At present, bikes are supposed to be walked across the bridge in a four-foot-wide lane.

County Commissioners Dan Saltzman and Sharron Kelley endorsed the idea of keeping the bridge for walking and biking, and they warned that increasing traffic through Sellwood by building a four-lane bridge is feared by residents and businesses that have enough trouble with a two-lane span.

But project manager Chris Deffebach cautioned that federal support can be as much as 80 percent for a four-lane bridge, but zero for a two-lane bridge.

DAN SALTZMAN, Multnomah County Commissioner, District One

1120 S.W. Fifth Avenue, Suite 1500 • Portland, Oregon 97204 • (503) 248-5220 • FAX (503) 248-5440

July 3, 1997

Chris Deffebach, Project Manager
Transportation Department, Metro
600 NE Grand Ave
Portland, OR 97232

Dear Ms. Deffebach:

To follow-up on our briefing, I'd like to express my strong support for the continued, objective evaluation of all staff recommended options in the South Willamette River Crossing Study.

That being said, however, I am against the idea for a four-lane bridge replacement of the current Sellwood Bridge. Figures presented by this study and others, clearly indicate that the majority of traffic currently utilizing this bridge, is traveling between Clackamas and Washington counties, making a more southerly crossing an equitable choice for the entire region. The Sellwood/Moreland neighborhood plan is built upon calming Tacoma Street, not making it more akin to a four-lane freeway.

I'd also like to re-emphasize the need to include bicycle/pedestrian options for all crossing proposals, as well as the evaluation of maintaining the old Sellwood Bridge for pedestrians and bicycles. Failure to include pedestrian and cycling traffic in our regional transportation planning is to fail a significant portion of our citizenry.

Thank you for your consideration.

Sincerely,

Dan Saltzman

Dan Saltzman
DRS:amj

cc: Kevin Downing
John Dillin
Jim Gardner

Renee Daphne Kimball
Neighbors for Liveability
2224 SE Umatilla Street
Portland OR 97202 USA
PH: 1.503.238-6973

8 July, 1997

Dear Sir or Madam

Statement Concerning Willamette River Crossing Decision

I am writing in comment to the selection of a possible new crossing over the Willamette River. Thank you for the opportunity to express my concern and thoughts on this matter.

Conflict with Region 2040 Plan Land Use Designation

Tacoma has been designated a "Main Street" per the Regional 2040 Plan. This definition is meant to encourage bicycling, walking and local commerce in a pedestrian-friendly urban village environment. Any consideration of Tacoma for possible expansion to a four-lane traffic connector is in direct opposition to 'already in the works' land use planning measures. The established land use designation is in direct conflict with Option 5b.

Conflict with Environmental and Historical Consideration

Option 8b was eliminated due to possible impact on River Villa Park and Tryon Socrates House. Further mention was made of possible disturbance of Tryon Creek and Tryon Creek Park. Option 7 (south of Waverley Country Club) was failed for 'environmental reasons'. Option 6 (north of Waverley Country Club B ***and*** Garthwick) was failed for 'environmental reasons'.

Surprisingly, there is no mention in your document of the same types of disturbances and impacts that would occur at a Tacoma crossing:

The environment and adjacent park of the extremely popular and extensively used Oaks Pioneer Church would be completely disrupted by any extended crossing at Tacoma. This National Historical Landmark is in nearly constant use by those seeking its tranquil and historical setting.

There is no mention of disruption to the historical River View Cemetery grounds. The cemetery was established in 1882. The original caretaker's house, build in 1916, still impressively sits at the foot of the hill. River View Cemetery formerly owned all the land to the river's edge where Macadam dead ended at the Sellwood Ferry. The easement for the roadway at that location only exists through the graciousness of the cemetery. It was

provided to the county only on the proviso that a park would be established at the river's edge. Power's Marine Park, located beneath and south of the current Sellwood Bridge is an historic cooperative creation between a private business and Multnomah County.

Power's Marine Park would be greatly impacted by any expansion of the Tacoma crossing. In consideration of the extensive increase in traffic flowing south along its entire length, it would suffer even greater degradation and damage. In addition, Butterfly Park, lying just north of the current crossing, could well be obliterated.

Deflection from Purpose of Shortening Travel Miles

From your screening results "Local, state and federal policies require use of congestion management strategies to reduce vehicle miles traveled through the corridor before expanding capacity". A government estimate of vehicular travel from Clackamas to Clackamas County across the river expects the number to double by the year 2015. It hardly seems in the best interest of shortening travel miles to place a new crossing at Tacoma when an option farther south would satisfy the above stated and very important consideration.

Conspicuous by Their Absence

It was noted that Option 7 (crossing south of Waverley Country Club) failed the screening criteria "Avoids Impacts to Parks and Threatened Species". However, nowhere in the results was it stated as to exactly why this would be true. The passage from Lava Drive to the river is more than suitable for location of a crossing with little impact to anything. There seem justifiable reasons to include this location as a viable option.

Also missing from any criteria for failure was Option 6 (north of Waverley Country Club and Garthwick). While the crossing would go over Powers Marine Park, there is no mention of any foreseen problems with this. This would, of course, also bring up the suitability of any future Tacoma crossing.

Alternatives Never Considered

One option has been a viable and increasingly popular alternative in Sydney, Australia. Passenger ferries on the Paramatta River provide both excellent and aesthetic opportunities to lessen road travel at a fraction of the cost of building and maintaining a bridge.

A second option, rather than a bridge, would be a tunnel under the river at a suitable location.

Thank you for the opportunity to make comment and I have faith you will again consider the impact to our larger community's future over the vested interest of the few.

Kind regards

Renee Kimball

May 23, 1997

Chris Deffebach
Project Manager
Metro
600 NE Grand
Portland, OR 97209

Dear Mr. Deffebach:

Please place me on your mailing list for any newsletters, updates or other information regarding the South Willamette River Crossing Study.

As a daily commuter on either Hwy 43 or McLoughlin, I am very interested in decisions about siting a new bridge over the Willamette. In my experience, it is cross-town traffic that is generating most of the current bottleneck at the Sellwood Bridge. I would welcome more information, but I think the best course is either to replace and widen the bridge or build a new one nearby (option 7, I believe).

I strongly oppose options 8a and 9 because they are too far from the existing bridge, which would not necessarily serve crosstown commuters as well and could create unintended traffic impacts in other areas. For example, I think either option would funnel even more traffic onto already congested State St. in Lake Oswego because crosstown commuters would start using A St./Kruse Way instead of Taylors Ferry in order to get back and forth from SW Portland.

I will look forward to being updated about Metro's plans.

Sincerely,

Kevin Kasowski
5640 Sinclair
West Linn, OR 97068

Bridge options comment

- got to be crazy – bridge ending at River Road
- 2 lane roads 50 or 55 mph
- schools, churches, restaurants, homes, many middle class
- too much traffic on road – can't be able to carry it
- foolish to study this option
- Mc Loughlin is a business road
- River Road is not a road designed to carry much traffic, very residential, no sidewalks, elderly walk the edge of the road,

Diane Bagues ("Bagwais")
794-0994 (H)

~~She wants to talk to someone about the bridge study options~~

mm 6-6-97

Amy Kirshbaum
Greenspaces

Diane Bagues
2013 S.E. Waldron Road
Milwaukie, OR. 97222

COMMENT CARD

Name Tom Lowrey Date 6-7-97

Address L.O. City Council

City/State/Zip

Comments (please print)

If bridge(s) are To be built crossing The Willamette, will Their be improvements, widening, & roads connecting To The bridge(s) between I-5 and I-205? If not why build The bridge(s)? If, so what is impact? What is cost? $

Printed on recycled-content paper.

SOUTH WILLAMETTE
RIVER CROSSING STUDY

COMMENT CARD

Name MATT FINNIGAN Date 6/7/97

Address 3700 UPPER DR.

City/State/Zip LAKE OSWEGO, ORE 97035

PHONE: 636-5468

Comments (please print)

~~PLEASE SEND COPIES OF THE OUTCOMES OF THE OUTREACH SESSIONS / INFORMATION AT OPEN HOUSE on 6/19 MEETING.~~

8A & 8B & 9 DON'T LOWER UNIT 5 #5

DO TRAVEL DEMAND SUPPORT ASP

Printed on recycled-content paper.

SOUTH WILLAMETTE
RIVER CROSSING STUDY

COMMENT CARD

Name James Bolland Date 6-7-97

Address 804 Fifth St.

City/State/Zip Lake Oswego OR 97034

Comments (please print)

It is totally unacceptable to continue to propose siting a bridge into the east end of Lake Oswego. It is obvious that if such a bridge were built ~~here~~ (it would not be connected to any major road between Clack + Washington counties) a major highway connection would soon follow. As chair of First Addition N.A. (appr. 2500 residents) recognize that our neighborhood is adamently opposed to Lake Oswego options.

Printed on recycled-content paper.

From: Jeff Manthos
1104 S.E. Nehalem St.
Portland Or. 97202
231-0631

June 11, 1997

To: TPAC
c/o Chris Deffebach
Metro/ Trans. dept.
600 N.E. Grand Ave.
Portland Or. 97232

Dear committee members,

As a resident of the Sellwood neighborhood I have been following with interest the ongoing South Willamette River crossing study. In reviewing the recent update, I would like to make the following comments. The Sellwood bridge, at its current capacity, is the maximum that the neighborhood can absorb. Cut- through traffic is a constant problem, with frequent accidents, incalcuable near misses, and hazards to children and animals a real threat. Tacoma Street acts as a physical barrier dividing the neighborhood, and is practically uncrossable on foot during daylight hours. I believe the neighborhood could withstand a new or reworked bridge of the same size, although my personal preference would be to maintain the bridge as a pedestrian/bicycle bridge. Anything built larger and designed to carry more traffic, especially trucks, would destroy the livability we in Sellwood so cherish. I believe that options 7, 8a, and 9 would relieve the pressure from the Sellwood and Ross Island bridges, better serve the communities south of the Sellwood area, and if built as two lane bridges with the forsight to be able to expand to four lanes if needed in the future, be a sound investment. The impact of more bridges on highway 43 must be of some concern, and perhaps integrating a study on this would be helpful, if not already incorporated in the work. Thank you for your time.

Sincerely,

Jeff Manthos

Eric G. Norberg
Jane A. Kenney-Norberg
1837 S.E. Harold Street
Portland, OR 97202-4932
(503) 232-9787

June 14, 1997

Chris Deffebach
Transportation Dept.
METRO
600 N.E. Grand Avenue
Portland, OR 97232

Dear Chris Deffebach:

In response to your June, 1997, "South Willamette River Crossing Study Status Update", for which public comment was invited:

As a resident of the Sellwood-Moreland neighborhood affected by the questions posed concerning South Willamette River crossing and the fate of the Sellwood Bridge, my observations are:

1) The most logical place for a major bridge to serve the region seems to me to be an extension westward across the river from the end of Highway 224. For most of its length this four-lane highway serves as a major regional thorofare, and much of the traffic now trying to cross the Sellwood Bridge most likely comes from that artery, and from the Milwaukie district to the south. Building a four-lane bridge (with additional space to accomodate pedestrians and bicycles) at this point seems to us to be the most logical way to resolve this problem. Highway 43 on the west side of the river would seem to require some expansion, at least to the north, to handle the traffic the bridge would provide, but this would be the case with any of the options still under consideration, and this suggestion takes advantage of the existing four-lane regional highway already in place on the east side of the river.

2) The Sellwood Bridge should be retained, but primarily for neighborhood traffic only. Regional traffic should naturally divert to the major bridge to the south since access would be easier with the approach outlined above, and regional traffic would further be discouraged if Tacoma were to be downgraded to one lane each direction, with the restoration of

< over >

on-street parking between the bridge and 17th which seems to be favored by the majority of the residents in the immediate vicinity of Tacoma. The necessary repair and reinforcement of the bridge to retain it for this use could provide for safe pedestrian and bicycle use, as well as one lane in each direction for automobiles.

Thank you for the opportunity of expressing our thoughts about this problem.

Sincerely,

Eric Norberg

From: BCampbe1
To: deffebachc@metro.dst.or.us
Date: 6/18/97 10:54pm
Subject: Comments on South Willamette River Crossing Study

June 19, 1997

Christina Deffebach
Transportation Department
Metro
600 NE Grand Avenue
Portland OR 97232

Sent via e-mail

Re: South Willamette River Crossing Study

Dear Ms. Deffebach:

I've been following progress of this project since 1994 with great interest and have occasionally been able to attend public comment opportunities. Thank you for sending the full summary of the South Willamette River Crossing Study, as well as the brief "Status Update" newsletter. Based on this information I must make these comments:

1. I strongly encourage consideration of a route which would build a new Ross Island Bridge north of the current structure. The bridge should link Powell Blvd. with the area near the west end of the Marquam Bridge. On the west end o ne-way streets on the north and south sides of I-405 (similar to the exit/on-ramps linked via a frontage road on I-205 at Washington/Stark and Glisan) should be built. Ramps from the bridge and these roads would allow traffic to move to I-5 southbound, I-405 northbound and to the Sunset Highway. (I'm unclear whether this is an option which might be considered under your option 3, another option or is entirely new.)

Continuing to use the current Ross Island Bridge - with or without improvements - would be a mistake. Access to the west end of the bridge is achieved via the very appropriately named "maze" which is a mess that simply cannot be rectified. The bridge is a poor neighbor to the Lair Hill neighborhood, an issue which only a new alignment can correct.

My sense is that this option was favored mostly as an economy measure. But it would be false economy: Continuing to invest in this bridge is throwing good money after bad; we're better off investing more money in a new, more capable bridge with a better alignment that will deliver more benefits to the drivers, pedestrians and the surrounding neighborhoods.

The new bridge follows a route similar to that advocated for the North/South Light Rail project. It appears that cost savings might be possible if both projects could be combined onto one bridge. (As an alternative to a bridge which combines light rail and highway traffic, light rail might use the old Ross Island bridge to reach the west side of the river while highway traffic gets preference for the alignment I've outlined above.)

While I have lost track of the status of ODOT's proposal for a ramp which would bring southbound traffic onto I-5 in the area of Water Avenue, using this new bridge to get truck traffic from the Central Eastside Industrial District across the river has two real advantages over their proposal: The new bridge would remove the slow-moving truck traffic that the ODOT ramp would generate from the curves of the Marquam bridge. It also removes the ODOT ramps visual impact and intrusion into the river from the heart of downtown.

2. I also encourage replacing the current Sellwood Bridge with a new bridge to be built in Milwaukie at the location designated as Option 7. Direct access to Highway 224 from that bridge is a terrific benefit and should remove a considerable amount of traffic from the Sellwood neighborhood. I would also expect to see a considerable reduction in the amount of traffic using Johnson Creek Boulevard.

Locating the new bridge at this location with its direct connection to Highway 224 and 99E would be a boon to truck traffic. One must expect that increasing congestion on both I-5 through downtown and I-205 will push truckers and other commuters to use this bridge as an alternate route to get from the one side of the river to the other. However, at this time only Highways 99E and 224 seem ready to accommodate increased truck traffic. Highway 43 and the Kruse Way/Boones Ferry/A Avenue route from I-5 to any such

bridge are not currently well-suited to such traffic.

I really like the idea of the current Sellwood Bridge being retained for pedestrian and bicycle use, if it is possible and cost-effective. I realize that future widening of Highway 43 may make it necessary to rework the approach to the west end of the Sellwood bridge. It seems that it ought to be possible to develop an attractive new access to the bridge for pedestrians and bicyclists. However, if the cost is outrageous, let's just see that pedestrians and cyclists are adequately accommodated in the new bridge and call it good. Bike routes should connect both bridges with the Springwater Corridor.

3. Development of one or more additional bridges south of Milwaukie should not occur unless or until a new east-west transportation corridor is selected for development. There is not a single route south of the city centers of Milwaukie and Lake Oswego that offers an adequate east-west route for any volume of traffic. Roads on both sides of the river simply lead people to their respective north-south thoroughfares -- Highway 43 and 99E. Adding a new bridge without at the same time giving folks some place to go does no one a favor.

One can logically assume that the new corridor should run from the west side (presumably from I-5) to I-205 somewhere in the area between Clackamas Town Center and Highway 212/224. If one is looks at options for such a corridor, then there seems to be only one logical west side bridgehead location: in the vicinity of A Avenue. A bridge in that location would allow traffic to feed naturally in from Highway 43, McVey and I-5 via A Avenue, the only current arterials feeding traffic from west of Highway 43. That bridgehead location ties nicely in to a route which would run east via Oak Grove Boulevard as far as Oatfield, where it would then use Hill Road, then View Acres Road to connect to Thiessen Road (and perhaps Johnson Road) to eventually reach I-205 and Highway 212/224. Given the logic of this route, I'm surprised that it was not among the bridge site options considered.

4. If final decisions do not locate a bridge south of the current Sellwood Bridge, then I would strongly encourage development of a pedestrian/bicycle structure somewhere south of that bridge. My layman's recommendation is to add such a structure to the railroad bridge located just north of Lake Oswego. This structure would allow pedestrians and cyclists to connect existing bike paths along SE River and Oatfield Roads with paths along Highway 43 and which run west through Lake Oswego. If a bridge is built in downtown Milwaukie, then this bridge does not seem necessary.

Thanks for the opportunity to comment upon the draft plan.

Sincerely,

Blair T. Campbell
3516 SE Martins St.
Portland OR 97202

days (work): (503) 321-8424
evenings (home): (503) 788-9754
e-mail address: bcampbe1@aol.com

Willamette Pedestrian Coalition

P.O. Box 2252
Portland, Oregon 97208-2252
Telephone (503) 223-1597

June 23, 1997

Christina Deffebach, Transportation Planner
Metro
600 NE Grand Avenue
Portland, OR 97232-2736

Re: South Willamette River Crossing Study, Screening Results, April 1997

Dear Ms. Deffebach;

The alternatives screening seems to be a thorough process, and seems a step in the right direction. The report notes that any crossing improvement will also improve facilities for pedestrians and bicyclists. We applaud this, and also that the report cites inadequate pedestrian and bicycle facilities as one of the reasons to replace the Sellwood Bridge.

The analysis of Bicycle and Pedestrian Needs, on page 3.43 could be expanded with more discussion of the Ross Island Bridge. While deficiencies on the East end consist mainly of the problem of getting across Powell to access the one sidewalk, the West end is as confusing and dangerous for pedestrians as it is for drivers. We would note that any "improvements" to the Ross Island Bridge and vicinity should include safe and convenient pedestrian connections from the West bridgehead to the north (to downtown), to the west, and to the south.

Mention of ramps to I-5 and I-405 from the bridge conjure up images of impossible pedestrian situations that occur where "off-ramps" leave the bridge, interrupting sidewalk continuity. A non-freeway facility like the Ross Island should have no free-flowing ramps leading to the right from travel lanes. Bridging pedestrian (and bicycle) traffic over or under such ramps has proven unworkable. One has only to observe the ramps on the Morrison Bridge to see that pedestrians cross the ramps at grade, despite the undercrossings provided. In an urban situation, level crossings with signals should be built when high volume vehicle movements conflict with pedestrian movement.

We hope to continue to be involved with this study.

Sincerely,

Douglas Klotz
Policy Analyst

Michael A. Cook

Chris Deffebach
Metro Transportation Department
600 NE Grand Ave.
Portland, OR 97232
via FAX: 797-1794

Dear Chris,

Thank you for forwarding me the Executive Summary last week.

I was surprised that the study had progressed so far since I had originally participated in State and Metro workshop in Lake Oswego, it seems like a number of years ago. I thought I'd been on a Metro mailing list on this project and assumed the project had been shelved because of the absence of any notices. Because of my concerns, I continued to check with the Planning chair of the Corbett/Terwilliger Neighborhood Association who also has heard nothing since the original State and Metro outreach. I've passed the new information on to our homeowner association, but no meetings are scheduled until August. To schedule hearings July 7 with this little community awareness, seems very premature.

I hope there will be opportunities beyond this June 24 deadline for further comment. Please keep me posted and the Willamette Shores Home Owners Association , 5200 SW Macadam Ave. Suite 160, Portland, OR 97201.

My personal concerns are:

1. Opportunities for further input with the State, Metro, the City, and CTLH Neighborhood Association, given the short notice time for input at this time.
2. The barrier created by Macadam traffic for neighborhood pedestrian, bicycle and vehicular traffic.
   a. Further thought needs to be given to finding alternative commuter routing for both Lake Oswego and SE Portland and Milwaukee
   b. Investing in the Ross Island Bridge could address the west end ramp intrusions on that neighborhood and rely on 99E which has less neighborhood impact.
3. Improvements to bicycle and walking crossings between the Sellwood/Corbett/Terwilliger neighborhoods and commercial areas.

Johns Landing, with it's adopted master plan, was one of the early dreams and successes of the City in creating a high density inner-city neighborhood, now being sought under 2040 regionally. Increasing traffic along this corridor with a new generator such as an expanded Sellwood Bridge would work contrary to both these early and contemporary objectives.

How about a test shutdown of the bridge, a neighborhood bridge fair, electronic tolls that would or allow local off-hour use only. Let's just not exacerbate what is already a difficult situation along 43 with its high speeds, limited crossings, narrow sidewalks and rush-hour back-ups.

Thanks for this opportunity for input. Please call me at 685-1595 if you have any questions.

Sincerely,

Mike Cook

cc : Caryanne O'Connor,CTLH Neighborhood Association
Willamette Shores Unit Owner Association

5620 SW Riverside Lane #18 Portland, Oregon 97201

S · M · I · L · E

SELLWOOD MORELAND IMPROVEMENT LEAGUE
8210 S.E. 13TH AVENUE • PORTLAND, OR 97202
STATION (503) 234-3570 • CHURCH (503) 233-1497

June 24, 1997

To: Transportation Policy Alternatives Committee Members

From: Kevin Downing, Chair
Transportation Committee
Sellwood-Moreland Improvement League

Re: South Willamette Crossing Study - Screening Results and Recommendations

We appreciate the opportunities that have been provided to us to review the Screening Results for the South Willamette Crossing Study. We would like to take this occasion to convey to you the concerns, comments and questions we have upon reviewing the Screening Results report, particularly in regards to option 5B, the four lane facility at Sellwood.

We believe that the report reflects a bias towards including option 5b within the study scope even though a careful review of the criteria would either eliminate it on the merits or fail it on the basis of similar considerations given to other options. We also feel that the study has drawn itself too narrowly on a number of points so as to ignore the impacts to ongoing planning efforts within the 2040 Growth Concept and effectively not match up with the Regional Urban Growth Goals and Objectives. Sellwood-Moreland residents are aware of the challenges presented by projected growth in the region and are willing to do our share to address these as problems as well as opportunities but we are also perfectly unwilling to allow our neighborhood to become the solution to regional transportation problems, particularly in a process that does not equitably consider other solutions.

The report describes several criteria for evaluating the options under consideration and then fails to apply them evenly to all the alternatives. Goal 2 is meant to determine if the options conform to land use and transportation policies. Even though the City of Portland has adopted a policy (6.23 South of Portland River Crossing) within its comprehensive plan which prohibits the construction of a new Willamette River bridge within the city and establishes the role for the Sellwood Bridge as an inter-district collector, option 5b continues to remain under consideration. This position was conveyed to Metro staff in a memo from the City dated November 8, 1996 that was "intended to inform the TAC's evaluation of Willamette River bridge crossing alternatives by identifying relevant City street classifications and transportation policies pertinent to the study." The report does not provide any insight as to why this information was not considered.

In the report staff conclude that Goal 2 provides no ability to differentiate between options contending that all options could improve access to centers and other land use designations. This conclusion, made without apparent analysis, ignores the impact of option 5b on Tacoma Street and its designation as a "Main Street". Current traffic counts on Tacoma show approximately 37,000 vehicles a day, which is higher than the traffic count on Burnside Street in downtown Portland. We can only anticipate an increased volume of traffic on the street if capacity is increased on the bridge. It seems odd to conclude then that adding more traffic volume to a street with narrow sidewalks and without a parking strip or parked cars to serve as buffers would have no resulting impact on a land use pattern that is meant to encourage "retail and service-driven businesses with multi-family housing in a pleasant format that encourages walking, bicycles and tight knit communities" (quotation from Metro's web page). While the all the options under consideration will facilitate, more or less, access to the various Town and Regional Centers identified in the Growth Concept, option 5b will have a negative impact on Tacoma's main street land use designation and yet remains under consideration.

Goal 4 seeks to minimize environmental impacts and differentially applies the criteria to the proposed options. Staff conclude that option 8b, for instance, should be eliminated from further study because of the potential impacts to historic or natural features. The report says that option 8b is eliminated because "this option would potentially impact River Villa Park on the east side. A design to avoid this Park could potentially impact the historic Tryon Socrates House on the west side." Option 5b remains under consideration however even though an alignment to Spokane Street is cited but no reference is made to the impact on the Oaks Pioneer Church, a designated National Historic Landmark, and the park that it is located on.

Goal 3 is meant to assure that options are coordinated with ongoing planning efforts but fails to acknowledge how option 5b confounds ongoing planning efforts. The City has reclassified Tacoma Street as a District Collector recognizing the need for the reclassification in relation to the desired land use development patterns. This classification better serves the compact urban form that is envisioned as appropriate by Metro, the City and the neighborhood. The neighborhood itself has taken the initiative to propose a positive effort to accommodate the region's growth, yet preserve the characteristics that make it such a vital community. Over the past three years hundreds of residents of Sellwood-Moreland have been engaging in broad based discussions about the neighborhood to address growing concerns about quality of life and the neighborhood's future. The issues have been hotly debated and the result is a commitment to direct change through positive ways in a neighborhood plan. We have proposed a plan and a zoning map that addresses how growth should be managed within the 2040 Growth Concept. Goal 3 appears to be the opportunity to acknowledge the existence of these

significant good faith planning efforts but staff have not done so even though Metro planning staff have been involved in support of this effort.

We believe that the criteria that have been established have missed the opportunity to directly relate to the Regional Urban Growth Goals and Objectives (RUGGOs) that are supposed to drive major planning efforts like the South Willamette Crossing. For instance, Goal 1 in the study is meant to "accommodate multi-modal river crossing travel demand" yet Objective 19.i. of the RUGGOs states that the regional transportation network should reduce reliance on a single mode of transportation through development of a balanced and cost-effective transportation system. By narrowly focusing on the needs of the river crossing itself this study sets up a possible result that will exacerbate existing land use and transportation patterns that work more effectively to meet the RUGGOs while the resulting crossing itself continues to serve the dominant transportation mode.

Other concerns and questions:

The report defines the study area as the jurisdictions of Oregon City, Gladstone, West Linn, Lake Oswego, Milwaukie, Portland and Clackamas and Multnomah Counties even though it also acknowledges that 26% of the river crossings currently made over the Sellwood Bridge have a link in Washington County. This constraint would artificially alter the result of any traffic analysis.

This study does not address travel patterns that may change as a result of new connections. Options are constrained for study based on current and projected trip distributions over an existing transportation network. The report inadvertently refers to the possibility of evolving transportation link needs when it projects Clackamas to Clackamas trips over the Sellwood Bridge to double by the year 2015 even though this connection requires awkward and inefficient out of the way travel.

On page 3.18 the report discusses the use of travel analysis zones (TAZ). The report initially divides the Metro area into 20 districts for analysis. For the TAZ modeling effort, the area is further subdivided into 1270 zones. The modeling techniques to disaggregate data into smaller zones and then subsequently recombine them rarely yield the same results as the analysis using the initial (larger) zones would provide. The report does not mention this potential conflict of analyzing zones of disparate sizes or in how the disaggregation or recombination of the zones is performed.

RESOLUTION No.

Support the Recommendations of the South Willamette River Crossing Study (Resolution).

WHEREAS, the intent of the South Willamette River Crossing Study is to identify and prioritize 20-year crossing improvements for the Willamette River between the Marquam and I-205 bridges, and

WHEREAS, Metro is leading the study effort in conjunction with ODOT, Tri-Met, Multnomah and Clackamas counties and the cities of Portland, Milwaukie, Gladstone, Oregon City, West Linn and Lake Oswego, and

WHEREAS, the study has completed its third screening of crossing options and recommends seven options for further study, and

WHEREAS, crossing options at the Sellwood Bridge intended to serve suburban traffic demand, whether via a two-lane or a four-lane facility, conflict with City policies, specifically, Policy 6.23, South of Portland River Crossing:

> A new bridge crossing the Willamette River should be located south of the City of Portland to serve suburban travel demand between Clackamas and Washington Counties. The Sellwood Bridge should also be replaced, but be designed to connect Southeast and Southwest Portland neighborhoods.

as well as Southeast District Policy 14, Southeast Tacoma, and Southwest District Policy 7, Willamette River Crossing Study, and

WHEREAS, this study should support the Growth Concepts, including the designation of SE Tacoma as a Main Street, Milwaukie as a Regional Center, and Lake Oswego as a Town Center, and

WHEREAS, considering new bridge locations requires cooperative analysis by all affected jurisdictions, and

NOW, THEREFORE, BE IT RESOLVED that the Council of the City of Portland endorses forwarding the options of the subject study, as provided in Exhibit A attached hereto, but expresses strong concerns that a four-lane bridge at Sellwood will be inconsistent with the Regional Growth Concept's designation of Tacoma as a Main Street.

Adopted by the Council,

Commissioner Charlie Hales
Monique Wahba
July 1, 1997

Auditor of the City of Portland

By

Deputy

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 97-2529 FOR THE PURPOSE OF ENDORSING THE PHASE 1 INTERIM STRATEGY FOR THE U.S. 26 (PORTLAND TO CANNON BEACH) CORRIDOR

Date: June 18, 1997 Presented by: Andrew Cotugno

PROPOSED ACTION

This resolution endorses the Oregon Department of Transportation (ODOT) Portland to Cannon Beach Corridor (U.S. 26) Interim Corridor Strategy. With endorsement, the Metro Council and JPACT recognize the strategy as the guiding document for developing U.S. 26 corridor system recommendations in the *Regional Transportation Plan* (RTP) *Update, Phase II*.

Endorsement of the interim strategy also constitutes a recommendation that Metro pursue an agreement with ODOT, Washington County and the City of North Plains to protect a "green corridor" between the City and the Western Urban Growth Boundary to preserve the rural character lying between the two urban areas.

TPAC Recommendation

TPAC reviewed the Resolution and Staff Report and requested that the following advisory be included in the Staff Report for consideration by JPACT and ODOT. Strategy B.12 (page 13 of the Interim Strategy document (Exhibit A of the Resolution) directs that capacity of U.S. 26 within the urban portion of the corridor should be increased by capital improvements programmed in the current State Transportation Improvement Program (STIP). Unnumbered strategies following B.12 specify completion of capital improvements currently addressed in Metro's 1995 RTP but which do not appear in the STIP. While TPAC endorses the overall tenor of the Interim Strategy, capital improvement decisions within the urban portion of the corridor should continue to be defined within the system analysis provided in the RTP and within the context of MTIP/STIP development and approval. References following strategy B.12 to "develop" or "construct" projects should be interpreted as non-binding. While TPAC did not ultimately request revision of the Interim Strategy document (in light of its prior endorsement by numerous other local agencies), TPAC desired that the Staff Report strongly reflect a preference for terms such as "investigate" and "assess" with respect to these and all other currently unprogrammed urban area capital improvements referenced in the document. Upon subsequent update of both the RTP and STIP, the Interim Strategy endorsement of such projects will be considered.

FACTUAL BACKGROUND AND ANALYSIS

Corridor Strategy

In total, the corridor strategy identifies the basic function of the corridor, analyzes existing and forecast conditions, identifies issues and needs, provides extensive background information, and identifies a useful list of potential strategies for consideration in the development of TSPs within the corridor. The interim corridor strategy recommendations are identified in Chapter 6 of the corridor document. The interim strategy has been published as a separate document and is included as Exhibit A to the resolution.

The corridor strategy is a long-range (20-year) program for managing and improving transportation facilities and services to meet the needs for moving people and goods on U.S. 26 between Portland and Cannon Beach and destinations in between. A key element of the strategy is consideration of the linkage between land use and transportation needs in the corridor. The corridor strategy will serve as the basis for selection of priority corridor management techniques, capacity improvement projects and implementation of new or expanded transportation services.

Specific objectives were developed for all modes of transportation in the corridor based upon issues identified by local and regional governments in the corridor, interest groups, and the general public. Objectives address the corridor as a whole as well as major rural and urban segments of the corridor. Site-specific decisions will be made during preparation of transportation system plans (TSPs) now in preparation by local governments. The corridor strategy is interim in light of further refinement expected during TSP development including adoption of Metro's RTP with associated revision of system performance and accessibility standards.

Process

The corridor planning process involves four phases: Phase 1 - Develop Interim Corridor Strategy; Phase 2 - Produce Corridor Plan; Phase 3 - Refinement Planning for key sites; and Phase 4 - Implementation of Projects and Programs. Agencies and jurisdictions participating in the corridor study as part of the technical and policy committees included ODOT Region 1 and Region 2; Metro; Tri-Met; the ports of Portland and Tillamook Bay; Multnomah, Washington and Clatsop Counties; the cities of Portland, Beaverton, Hillsboro, Forest Grove, Cornelius, North Plains, Banks, Vernonia, Cannon Beach, Seaside and Gearhart; the Oregon Department of Land Conservation and Development; and the Oregon Department of Forestry.

An extensive public involvement program was held as part of the corridor planning process. This included public meetings, direct

mailings soliciting input, and print and electronic media coverage. The public outreach was used to identify needs and issues in the interim strategy document and to provide comments to ODOT. Federal and state agencies, tribal representatives, and transportation service providers are participating on a continuing statewide agency coordinating committee to help facilitate the interim strategy.

Key Findings of Interim Strategy

The corridor strategy for U.S. 26 and adjacent arterial and light rail facilities consists of a series of actions that will enhance the corridor's ability to serve commute, recreational and freight travel between Cannon Beach and Portland. The interim strategy identifies numerous objectives that relate to the corridor's accommodation of multiple modes and occasionally conflicting functions. Throughout these objectives though are reflected several themes that essentially summarize the interim strategy's numerous recommendations. These are:

1. Allocate state resources according to the following priorities:

    - maintain existing facility in safe, functional condition
    - preserve roadway by investing in needed reconstruction
    - manage all corridor facilities to optimize existing capacity
    - prioritize needed safety improvements
    - support projects important for economic development, emphasizing recreation and tourism

2. Design Metro area facilities to accommodate planned land uses per the Region 2040 Growth Concept.

3. Limited expansion of highway capacity within the Metro UGB.

4. No capacity expansion outside the UGB.

5. Target operational improvements outside the UGB to address safety needs.

6. Rely on light rail and other transit to absorb a portion of expected travel demand increases.

7. Increase reliance on parallel routes for intra-city trips.

8. Rely on local access management and circulation plans to relieve localized congestion problems.

9. Increase freight movement by rail and air.

10. Apply restrictive access management standards consistent with planned land use.

11. Promote transportation efficient land use patterns that reduce per capita VMT.

The strategy objectives promote transportation demand management (TDM) and transportation system management (TSM) strategies as the first course in addressing future needs in the corridor. These TDM and TSM strategies include the development of support facilities for transit, carpooling, and other nonmotorized modes, as well as retaining corridor railroad facilities as an effective means of freight transport (especially timber) and potential use for commuter rail service.

The report recommends improvements to frequency and character of transit services, including enhanced neighborhood/demand-responsive bus service, feeder service to light rail and creation of urban-to-coastal recreation area service within the corridor and to PDX. In the urban portion of the corridor, the strategy recommends development and implementation of interchange access management plans focused on balancing access needs of town center development designated adjacent to several of the U.S. 26 interchanges in Washington County, with maintenance of interchange functionality. Improvement of traffic flow and capacity improvements are recommended within the corridor only in balance with aggressive implementation of TSM, TDM goals, promotion of nonmotorized alternative travel modes, and other community livability objectives.

No capacity improvements beyond those currently programmed in the STIP are assumed. The question of how much widening of U.S. 26 should even be programmed beyond currently approved projects, and especially beyond Murray Boulevard, is recommended for further analysis as is the question of building a grade-separated interchange at Jackson School Road outside the Urban Growth Boundary. Several proposals to construct passing lanes and to improve geometry are endorsed for rural portions of the corridor. No general purpose capacity expansion is endorsed for any portion of the corridor beyond those projects currently programmed in the STIP.

The resolution recognizes that development of the corridor plan in Phase 2 must be coordinated with the RTP Update and reflect consistency with new performance measures and levels of service (LOS) adopted as part of the RTP. In addition, it acknowledges that Metro should pursue a green corridor agreement with ODOT, Washington County and the City of North Plains in the corridor.

TW:lmk
97-2529.RES
6-30-97

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING THE PHASE 1 INTERIM STRATEGY FOR THE U.S. 26 (PORTLAND TO CANNON BEACH) CORRIDOR	RESOLUTION NO. 97-2529 Introduced by Presiding Officer Kvistad, JPACT Chair

WHEREAS, The State of Oregon, acting by and through its Oregon Transportation Commission, has submitted to JPACT and the Metro Council an interim strategy for the Portland to Cannon Beach Corridor (U.S. 26) for a resolution of support; and

WHEREAS, The Interim Corridor Strategy represents Phase 1 of a four-phase corridor development process; and

WHEREAS, The Interim Corridor Strategy has been developed collaboratively with representatives of the cities, counties and tribes within the corridors: regional, federal and state agencies with jurisdiction in the corridor; and in consultation with key stakeholders and the public in the corridor; and

WHEREAS, The Interim Corridor Strategy proposes an interim strategy and objectives for the operation, preservation and enhancement of all transportation modes and facilities within the Portland to Cannon Beach corridor; and

WHEREAS, The Interim Corridor Strategy and objectives will guide development of local and regional Transportation System Plans for the corridor, refinement plans for specific areas and issues in the corridor, and the development of a final corridor plan and implementation strategy for the corridor; and

WHEREAS, The adopted policies and actions contained within the RTP will provide the basis for the Phase 2 Corridor Plan; now, therefore,

BE IT RESOLVED:

1. That JPACT and the Metro Council supports this Interim Corridor Strategy document as shown in Exhibit A and urges adoption of the findings and conclusions by the Oregon Transportation Commission.

2. That the development of the corridor plan during Phase 2 should be coordinated with the *Regional Transportation Plan Update* to recognize any relevant changes in transportation performance measures including Level of Service (LOS).

3. That consistent with the *Urban Growth Management Functional Plan*, Metro staff work with Washington County and the Oregon Department of Transportation (ODOT) in pursuing an agreement with the neighboring City of North Plains to preserve green corridors as part of the Interim Strategy in the corridor.

ADOPTED by the Metro Council this _____day of _____, 1997.

_____
Jon Kvistad, Presiding Officer

Approved as to Form:

_____
Daniel B. Cooper, General Counsel

MH:lmk
97-2529.RES
6-30-97

EXHIBIT A

Oregon

DEPARTMENT OF TRANSPORTATION

Region 1

FILE CODE

Interim Corridor Strategy

(As Amended by Corridor Steering Committee) May, 1997

Corridor Steering Committee Members

City of Beaverton
City of Hillsboro
City of North Plains
City of Banks
City of Cornelius
City of Forest Grove
City of Vernonia
City of Cannon Beach
City of Seaside
City of Gearhart
City of Portland
Port of Tillamook Bay
Port of Portland
Clatsop County
Multnomah County
Washington County
Metro
Tri-Met
OR Dept. of Transportation
OR Dept. of Land Conservation & Development
OR Dept. of Forestry

An Element of the Portland-Cannon Beach Junction (US Highway 26) Corridor Plan

Oregon Department of Transportation

Prepared by: *ODOT Regions 1 & 2*
Parsons Brinckerhoff Quade & Douglas, Inc.
Paula Calvin Associates
Cogan Owens Cogan

123 NW Flanders
Portland, OR 97209-4037
(503) 731-8200
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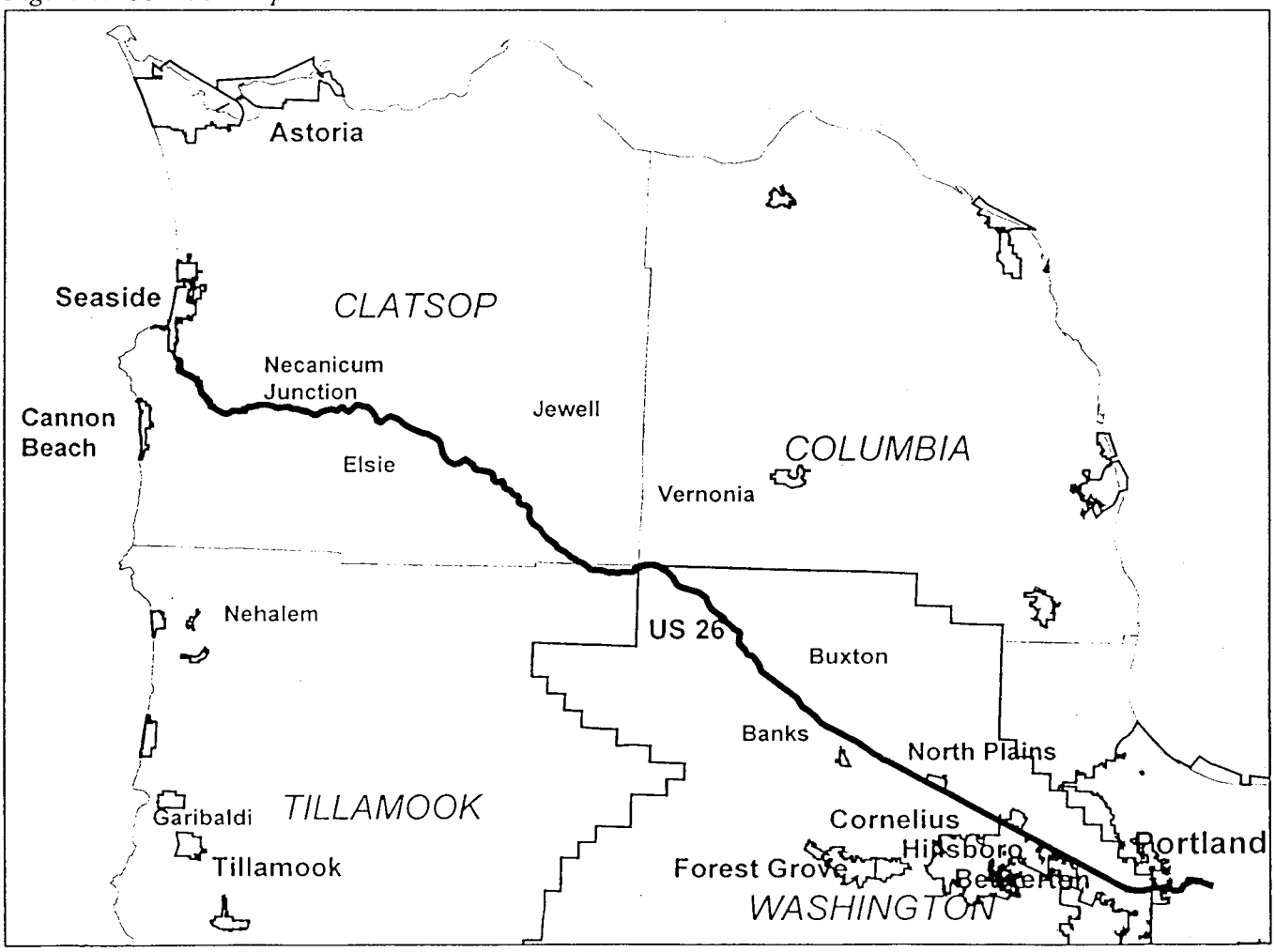
I. INTRODUCTION

Over the past year, the Oregon Department of Transportation (ODOT) has been working with local and regional governments, interest groups, statewide agency and stakeholder committees, and the general public to develop a long-term program for the Portland-Cannon Beach Junction (US Highway 26) Corridor. The first phase of that process has resulted in this Interim Corridor Strategy.

The Interim Corridor Strategy is a critical element of the Portland-Cannon-Beach Junction Corridor Plan. Corridor planning is a new approach to transportation planning statewide. ODOT and the communities bordering major transportation corridors to work together to build a plan that not only addresses the specific needs of each corridor, but also identifies each corridor's current and future uses and unique character.

Figure 1. Corridor Map.



With the completion of the 1992 Oregon Transportation Plan (OTP), ODOT has defined policies and broad improvement strategies for the statewide transportation network. The OTP is not intended to identify specific actions that should be taken on any particular transportation corridor, however. Rather, implementation and refinement of the OTP are to occur through the development of Modal and Corridor Plans. Modal Plans such as the Oregon Highway Plan (OHP) and other plans relating to bicycles, pedestrians and rail look at statewide

needs and policies for all of the different transportation modes. Corridor Plans provide a framework for long-term planning and development of all modes within specific transportation corridors. The OTP defines transportation corridors as major or high volume routes for moving people, goods and services from one point to another.

Over the next several years, ODOT will complete corridor plans for 30 transportation corridors identified in the OTP, urban area arterials, and interchange areas where development pressures have threatened operation. In ODOT Region 1, there are five priority corridors, including the Portland-Cannon Beach Junction (US 26) Corridor.

A. CORRIDOR PLANNING

Process

The corridor planning process recognizes that different segments of the Portland-Cannon Beach Junction (US 26) Corridor requires differing levels of study to develop a corridor-wide long-range plan. Thus, corridor planning moves from the general to the specific in a three-phased process (illustrated below). It is important to note that this planning may not occur in a linear fashion, i.e., that activities described in Phase 1 may occur after some Phase 2 or Phase 3 planning activities.

Phase 1

Transportation facilities and systems in each corridor are identified and analyzed for present and future performance in areas of modal balance, intermodal and regional connectivity, congestion and safety. In addition, characteristics of the corridor and the role it plays in the region are described in terms of land use, social, environmental, and economic development impacts.

Through this analysis and public outreach, key issues and objectives regarding the present and future performance and impact of the corridor are identified. These findings and conclusions are the basis for a Corridor Strategy. This Strategy, comprised of a variety of performance and management objectives, helps ODOT and jurisdictions within the corridor plan for their transportation systems in a manner consistent with the OTP and other plans and policies.

Phase 1 corridor planning concludes with the endorsement of an Interim Corridor Strategy by cities, counties and metropolitan planning organizations within the corridor, and by the OTC.

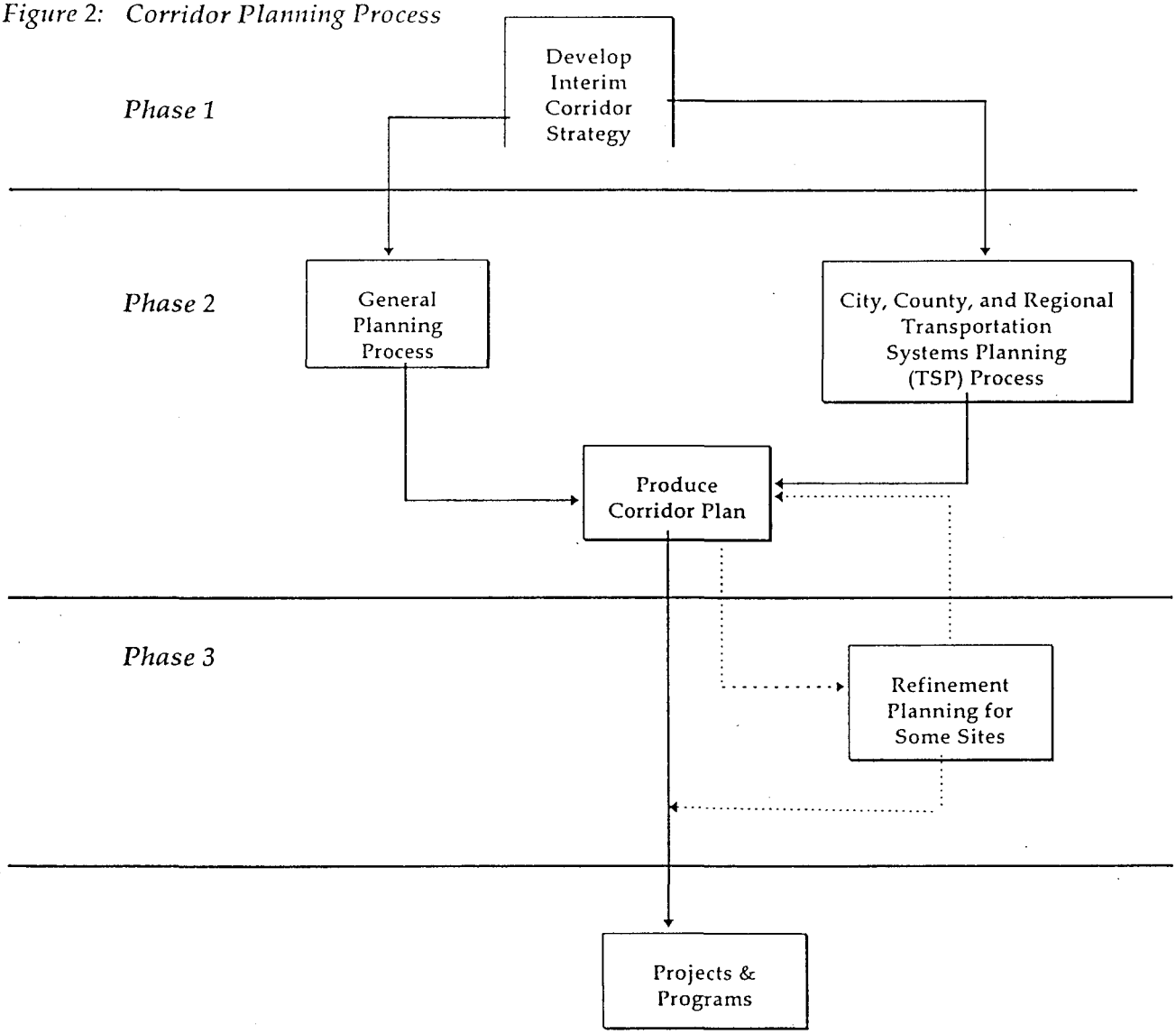
Phase 2

Most of the corridor planning effort occurs in Phase 2 and focuses on developing corridor improvement and management elements and city and county transportation plans.

During Phase 2, a Corridor Improvement and Management Element are developed to test Interim Corridor Strategy objectives, analyze alternatives, provide general cost estimates and establish implementation priorities. Implementation decisions for each corridor objective may entail transportation improvements, operations and maintenance programs, agency liaison agreements, and management system category assignments. These decisions may be regulatory (e.g., level of importance, access management category assignments, etc.) or advisory (e.g., proposed capital projects, maintenance programs, etc.) in nature.

In conformance with the Transportation Planning Rule (TPR), Transportation Systems Plans (TSPs) are currently being or will be developed for cities, counties and metropolitan planning organizations within the corridor. ODOT is contributing staff and financial resources to these local efforts. Portions of TSPs that impact the corridor will be incorporated into the Corridor Improvement and Management Element to implement the objectives established in the Corridor Strategy. This process helps link corridor objectives to city and county comprehensive plans.

Figure 2: Corridor Planning Process



Counties with populations under 25,000 and cities under 2,500 may apply to the Land Conservation and Development Commission for a full or partial exemption from the requirements to develop a TSP. In order to meet remaining TPR requirements for these jurisdictions and complete corridor plans, ODOT is assisting exempt local jurisdictions through a process called general planning. Similar to transportation systems planning, findings resulting from general planning that impact statewide corridors are included in corridor improvement and management elements.

ODOT uses the general planning process to reach implementation decisions in several circumstances: 1) for any corridor where statewide emphasis regarding transportation facilities and systems is needed; 2) to adequately analyze those portions of corridors that lie within exempt jurisdictions; or 3) where non-exempt local jurisdictions want ODOT to take the lead for transportation planning in the corridor.

At the conclusion of Phase 2, implementation decisions reached through transportation systems planning or general planning is combined in the Corridor Improvement and Management Element. The Interim Corridor Strategy is then refined to reflect these implementation decisions. The Corridor Improvement and Management Element, together with the Corridor Strategy, are adopted by OTC as the Corridor Plan.

Phase 3

Some portions of the corridor may require refinement planning during Phase 3 to resolve particular land use, access management or other issues that require a more in-depth analysis than required to prepare the Corridor Improvement and Management Element. The Corridor Plan may then be amended to incorporate the products of these refinement plans. The CTAG will remain active for future revisions to the Corridor Plan as necessary.

Prioritized improvements to corridor facilities, systems and management, identified in the Corridor Plan, provide the basis for updating the State Transportation Improvement Program (STIP) which is the basis for distributing the State's limited transportation resources. Corridor planning is helping ODOT, with the cooperation of local governments and input from the citizens of Oregon, make difficult funding decisions necessary to build and maintain a statewide transportation system that meets the growing demand for transportation for the next 20 years.

Development of the Corridor Strategy

This Interim Corridor Strategy has been developed with the active involvement of local and regional governments in the corridor, interest groups, statewide agency and stakeholder committees and the general public. Key steps in its development include:

- Newsletter/Survey

A survey of corridor residents and other interested party was conducted through a newsletter mailing in September, 1995. The primary purpose of the survey was to identify issues and needs to be addressed in the corridor planning process. An August, 1996 newsletter and questionnaire solicited public input on key objectives from the recommended Interim Corridor Strategy.

- Open Houses

Open houses were conducted in the corridor in October, 1995, to provide information on the planning process and to solicit input on issues and needed improvements to the transportation system, and priorities for objectives. An additional round of open houses was held in September, 1996, to solicit public input on preliminary objectives and priorities to be addressed in the Interim Corridor Strategy.

- Local Government/Stakeholder Briefings

Briefings were provided to local government officials, local community planning organizations, and other interest groups during the process by the ODOT Team or by jurisdictional staff who served on the CTAG.

- Public Comment

Public comment through newsletter survey responses, open houses, letters and phone calls has been received throughout the planning process and has been incorporated into issues and objectives.

- Technical Committees

Two technical committees were created to identify preliminary issues, opportunities and constraints; develop draft corridor objectives for public review; and advise on the planning process. These include an Internal Review Team (IRT), composed of ODOT regional and district planners and engineers, and the Corridor Technical Advisory Group (CTAG), previously described. The CTAG is the primary author of recommended objectives.

Interim Corridor Strategy

As the first step in the Corridor Planning process, this Recommended Interim Corridor Strategy has been developed by the Corridor Technical Advisory Group (CTAG), composed of representatives of ODOT, other state agencies and nine regional and local governments from the Portland-Cannon Beach Junction (US 26) Corridor. This Recommended Interim Corridor Strategy will be reviewed, revised as needed, and approved by the governing bodies of the local jurisdictions. Resolutions of endorsement will be requested from these local jurisdictions and from the Oregon Transportation Commission.

The purpose of the Corridor Strategy is to establish realistic performance objectives for transportation in the corridor and to make major transportation tradeoff decisions. Objectives have been developed for all modes of transportation in the corridor based upon issues identified by local and regional governments in the corridor, interest groups, and the general public.

This Strategy is considered interim because additional detailed analysis will be performed during the development of TSPs and a Corridor Improvement and Management Element that may require modifications to the Strategy. Through this local and regional transportation system planning and refinement planning for the corridor plan, periodic review, and local plan amendments, ODOT and the local and regional governments in the corridor will cooperatively work together to ensure that city and county comprehensive plans and zoning ordinances achieve Corridor Strategy objectives. Participating jurisdictions will come to consensus on changes to the Corridor Strategy which result from TSP work. ODOT will adopt the final Corridor Plan as an element of the OTP.

This Interim Corridor Strategy identifies a variety of desired management objectives and improvements to transportation facilities and services within the corridor. Objectives address the corridor as a whole, as well as major segments of the corridor, but do not address specific sites or transportation improvements. Work during the TSP development along the corridor will identify specific projects and activities to implement the Corridor Plan. The final Corridor Plan will also identify priorities and timing for the various actions and responsible public agencies and other service providers.

These objectives are intended to be used as guidelines in identifying specific projects for inclusion in future updates of the Statewide Transportation Improvement Program (STIP) and local capital improvement programs (CIPs). Inclusion of any improvements in the corridor plan does not represent a funding commitment by ODOT or any local government until programmed in the STIP and/or a local CIP.

The Portland-Cannon Beach Junction Corridor Plan builds on the strategies and policies found in the Oregon Transportation Plan (OTP), the Oregon Highway Plan (OHP) and other modal plans.

B. CORRIDOR ROLE/FUNCTIONS

The Portland-Cannon Beach Junction Corridor serves both urban and rural transportation needs. Though multi-modal, the corridor is dominated by auto use on US Highway 26, which is part of the National Highway System. US 26 is one of two major tourist routes to the north coast and also provides the primary access from the Portland area to the Tillamook area through its connection to OR Highway 6.

In the urban or eastern portion (within the regional urban growth boundary) of the corridor, use of all transportation modes is increasing and expected to continue to increase over the life (15-20 years) of the Corridor Plan. In this portion, the Corridor has the following primary functions:

- Both an inter-city and intra-city commuter route;
- Major regional transit corridor, which will be focused on the Westside light rail system when completed;
- Access to major employment centers in Portland and Washington County, most notably a growing high-tech industry;
- Major freight movement within the urban growth boundary (UGB); and
- Connections to I-5 and I-84 via I-405 and Highway 217.

Within its rural or western portion (outside the regional UGB), the Corridor is noted for the following:

- Linkage to north Oregon coast
- Tourism and access to recreation opportunities;
- Rural scenic qualities, e.g. it is designated by Washington County as a Scenic Route;
- Natural resource amenities, particularly agricultural and forest lands and scenic rivers;
- Connection to other highways that serve rural communities and outlying cities such as Banks, North Plains, and Vernonia; and
- Truck freight movement for agricultural specialty crops and forest products.

C. ASSUMPTIONS

This Corridor Strategy makes a number of assumptions regarding other planning efforts, capital improvements, and other aspects of the transportation system. These assumptions, which are <u>not</u> repeated as issues or objectives, include:

Other Planning Processes

- Issues related to US 101 have previously been addressed in the Coastal Highway Corridor Plan, and will be further refined in the Highway 101 Scenic Byway study.
- Corridor plans for other state highways intersecting with US 26, e.g. Highway 47, will be prepared at a future time, although the functioning of these intersections may be addressed in this corridor plan.
- Regional (as opposed to corridor-specific) transportation system issues and needs are being addressed in the Regional Transportation Plan (RTP).
- A "Neighboring Cities" study is examining the potential impacts of regional growth management strategies on North Plains, including the need for urban growth boundary amendments.

<u>Land Uses and Growth</u>

- Assumptions regarding the eastern portion of the Corridor are based upon Metro's Region 2040 Growth Concept and include:
    - Significant population and employment growth focused on "Regional Centers" at Beaverton and Hillsboro and at "Town Centers" at the intersections of Highway 217, Murray Boulevard and 185th Avenue with US 26.

- Limited UGB expansion;
- A Green Corridor from the Metro UGB to North Plains; and
- Significant growth in local intra-city trips.

- The rural portions of the Corridor (west of North Plains) are assumed to continue in resource uses, e.g. agriculture and forestry, with growth generally confined to acknowledged exception areas and existing rural community centers.

Highway Use

- All uses of US 26 will increase during the 20-year planning period.
- Use of US 26 as a primary route to the Tillamook area via OR 6 will continually grow.
- The availability of "Tillamook Burn" timber stands for harvesting will increase use of the US 26 corridor for logging operations and transport.

Capital Improvements

- The following capital improvements to US 26 are assumed; based upon their inclusion for construction in the Statewide Transportation Improvement Program (STIP):
  - Extension of a light rail system from Portland to Hillsboro.
  - New interchange at Sylvan;
  - Reconstruction of the existing Camelot interchange as an overpass with no US 26 access;
  - Passing lane at Lindsley Creek - West Humbug Creek
- The Vista Ridge tunnels will not be further widened.
- Projects previously identified by ODOT and local jurisdictions but not included in the State Transportation Improvement Program (STIP) are not assumed.

Other

- Current funding constraints are not assumed. The purpose of the Corridor Plan is to establish objectives and priorities for long-term management of and improvements to transportation facilities within the corridor, irrespective of current funding limitations. The ability to implement these objectives and priorities will be dependent upon future available funding.

D. KEY THEMES

A wide variety of objectives have been developed to address the various elements of the corridor's transportation system. The following are the key themes reflected in the Interim Corridor Strategy objectives.

- Allocation of state resources to highway projects according to the following priorities:
  (1) Maintenance of the existing facility to ensure that it remains safe and functional, e.g. fixing potholes.
  (2) Preservation of the roadway by investing in roadbed and pavement reconstruction as needed to minimize maintenance costs;
  (3) Transportation system management to optimize existing highway capacity;
  (4) Safety and capacity improvements; and
  (5) Projects that support economic development, particularly recreation and tourism.
- Design of facilities for all modes to accommodate planned land uses per the Region 2040 Growth Concept.
- Limited expansion in highway capacity within the Metro Urban Growth Boundary (UGB).
- No expansion in highway capacity outside the Metro UGB, except for climbing/passing lanes and turning lanes and to address safety-related needs.
- Targeting of realignment and other improvements outside the Metro UGB to sections with above-average accident rates.

- Use of light rail and other transit to accommodate a portion of additional trips.
- Increased reliance on parallel routes for intra-city trips.
- Reliance upon local access management and circulation plans to relieve localized congestion problems.
- Increased freight movement via rail (between the Metro area and the central coast) and air.
- Application of the most restrictive access management standards (regulating the number, spacing, type, opportunities for left turns and location of driveways, intersections and traffic signals) for both local arterials and US 26, consistent with existing or planned adjacent land uses.
- Transportation-efficient land use patterns that reduce vehicle miles traveled and promote a live/work balance.

II. TRANSPORTATION SYSTEM OBJECTIVES

A. TRANSPORTATION BALANCE

The Oregon Transportation Plan establishes state policy to provide a balanced transportation system. A balanced transportation system is one that provides transportation options at appropriate minimum service standards, reduces reliance on the single occupant automobile where other modes or choices can be made available, particularly in urban areas, and take advantage of the inherent efficiencies of each mode. The transportation system should also maximize the efficiency of the existing system.

Air Service

Within the corridor, the Port of Portland - Hillsboro Airport operates as a general commercial airport. Regularly scheduled commercial passenger air service is available from the Portland International Airport (PDX), north of the corridor, offers both domestic and international connections. It has access to freight and ports facilities.

The following airports also operate in the vicinity of the corridor:
- Astoria Regional
- Cornelius Skyport (general aviation) located north of Cornelius
- Eagle Airstrip (private) is located approximately one-quarter mile north of US 26 in North Plains
- Seaside Municipal Airport
- Tillamook Airport
- Vernonia Municipal Airport
- Stark's Twin Oak Airport (Hillsboro)

A.1 In lieu of developing new airports, protect existing general aviation airports.
A.2 Implement land use regulations to protect against land use encroachments adjacent to general aviation airports.
A.3 Consider a greater regional role for Hillsboro Airport providing freight service, particularly for high tech industries, and commuter/corporate air service that would be non-competitive with Portland International Airport.
A.4 Improve connections via transit and other modes to Portland International Airport.
A.5 Encourage public or private land and/or air shuttle service to coastal communities from Hillsboro Airport or Portland International Airport.
A.6 Improve facilities at general aviation airports to provide additional air services.

Bicycles

The 1995 Oregon Pedestrian and Bicycle Plan (which implements the OTP) establish the goal of providing safe, accessible and convenient bicycling facilities and to support and encourage increased levels of bicycling statewide. The Plan calls for a bikeway system that is integrated with other transportation systems; a safe, convenient and attractive bicycling environment; and improved bicycle safety. The Transportation Planning

Rule (TPR) mandates the provision of safe, convenient and adequate facilities that meet the needs of bicyclists and pedestrians. There are two general types of bicycle use in this corridor - commuting and recreational. Bicyclists commonly use local parallel routes in the urban area, then connect with US 26 in the rural area for trips to the Oregon coast. In general, US 26 lacks a sufficiently wide shoulder for continuous bicycle use, and the two tunnels are bicycle-restrictive. There is potential for conflict with truck traffic in many areas.

A.7 Incorporate balanced opportunities for pedestrians and bicyclists in new or reconstructed transportation facilities.
A.8 Maintain US 26 as a bicycle route, with use of local parallel routes as alternative routes where feasible.
A.9 Designate and prioritize bikeway projects on major roadways parallel to US 26 within the Metro UGB.
A.10 Add/improve bicycle lanes or widen shoulders as part of highway improvement projects or as separate projects. Where feasible, provide standard continuous five-foot (at a minimum) shoulders.
A.11 Emphasize shoulder maintenance (surfacing, cleaning, vegetation removal), particularly in the peak summer cycling months.
A.12 Provide connections to local bicycle and hiking trail systems where feasible.
A.13 Integrate bicycle connections in improvements to north/south routes.
A.14 Provide for bicycle safety and accessibility on the Westside LRT.
A.15 Link bicycle routes with van service, e.g. "flag stops," along the corridor.
A.16 Accommodate bicycles on rural transit lines (if developed) and on rail.
A.17 Investigate alternative solutions to facilitate safe bicycle passage through Sunset Tunnel.
A.18 Allow auto parking area for bicyclists at the US 26/Highway 47 intersection for bicycle access to the Banks-Vernonia Linear Park.
A.19 Develop abandoned railroad corridors into bike/pedestrian corridors.

Pedestrians

Minimizing barriers to safe and convenient pedestrian travel is a goal of the OTP, while the TPR requires providing pedestrian facilities that allow direct, hazard-free travel (such as sidewalks in urban areas). Pedestrian facilities are not provided along US 26, although there are pedestrian facilities in close proximity to the corridor. In the urban area, the highway functions as a freeway and is not appropriate for pedestrian use. Most of the local pedestrian activity in the corridor occurs unevenly in rural settlement and commercial areas. There are pedestrian facilities for crossing US 26 at many interchanges along the corridor.

A.20 Within the corridor's urban section, at a minimum, provide six-foot sidewalks to increase mobility and safety of pedestrian activities at interchanges and other overcrossings.
A.21 Integrate pedestrian connections in improvements to north/south routes.
A.22 Develop trail connections/loops among corridor communities.
A.23 Promote railbanking for trails, e.g. extension of Banks-Vernonia Trail.
A.24 Where feasible, provide separation between pedestrians and autos through access management and landscaping.
A.25 Provide adequate pedestrian warning signs in rural service centers.

Public Transit

The OTP calls for continuation and expansion of commuter transit service within the Portland metro area, which applies directly to the Cannon Beach - Portland corridor.

There is no intercity transit service serving the length of the corridor. The Sunset Empire Transportation District provides transit service for Clatsop County at the western end of the corridor, with regular fixed-route service between Astoria and Cannon Beach. The District also provides dial-a-ride services. North Coast Transit provides

daily service between Cannon Beach and Astoria Monday through Friday. Within the Portland metropolitan area, TRI-MET provides intercity bus and light rail transit.

A.26 Promote increased transit service throughout the corridor.
A.27 Promote the use of Westside light rail and other transit to accommodate additional trips.
A.28 Provide transit and high occupancy vehicles (HOV) bypass lane on US 26 entrance ramps within the Metro UGB.
A.29 Establish transit service links to Westside LRT stations, employment centers, housing and airport facilities (Portland and Hillsboro) in the corridor.
A.30 Provide transit support services (e.g. park and rides, park and pool) at Jackson School Road, Manning, Highway 47 Junction, and other appropriate locations.
A.31 Provide enhanced security and comfort, i.e., covered waiting areas, at transit stations and park and ride locations.
A.32 Expand the "Bikes on Buses" program within the corridor.
A.33 Promote carpooling/vanpooling to transit centers and large employment centers.
A.34 Investigate opportunities to expand transit service in the rural portion of the corridor.
A.35 Encourage enhanced transit service from the Portland area to coastal communities, e.g. mini-bus/van service from Portland to the coast.
A.36 Provide demand-responsive services in suburban areas and real time traveler information services in areas of high concentrations of employment, relying upon Tri-Met's current GPS (Global Positioning System) system.
A.37 Develop and implement a plan to coordinate and expand services for the transportation disadvantaged in the corridor.
A.38 Improve pedestrian access to transit stops with sidewalks, street crossings and safer intersection design.

Rail Service

Though many short rail lines travel in the Cannon Beach Junction - Portland corridor, the line connecting it to the coast is the most significant. The Port of Tillamook Bay (POTB) Railroad line provides rail freight service in the corridor, primarily carrying lumber products and cattle feed for dairies in Tillamook County. This line connects the Port of Tillamook to Portland & Western and Burlington Northern branch lines in Hillsboro, and has recently been rehabilitated and continues to undergo improvements. The OTP identifies minimum levels of service for rail freight service, and states that branch rail lines such as the POTB line should be maintained to allow a minimum speed of operation of 25 miles per hour whenever upgrading can be achieved with a favorable benefit-cost ratio. The OTP also states that reload facilities should be encouraged, and if warranted, supported.

There is no regular passenger rail service within the US 26 corridor. Seasonal excursion train service travels from Wheeler to Tillamook.

A.39 Encourage and facilitate use of the Port of Tillamook Bay (POTB) and Portland/Western (P/W) rail lines for lumber, aggregate and other bulk product transport.
A.40 Develop a consortium of railroad shippers to target industrial recruitment for rail services.
A.41 Investigate the expansion of reload services to other commodity shippers.
A.42 In conjunction with Intermodal Management System (IMS) planning, identify opportunities for interconnection of rail with other modes.
A.43 Promote the expansion of excursion/tourism/commuter use of the railroad.
A.44 Remove abandoned railroad trestle over US 26 at Cornelius Pass.
A.45 Continue programs to upgrade railroad crossings in conjunction with other roadway improvements, with a priority to address safety improvements.

A.46 Implement land use regulations that promote the use of existing rail lines for industrial uses and for future excursion and commuter uses.

Truck Freight

Truck volumes in the corridor vary, as does the type of freight being transport. Fewer than 500 trucks per day travel the extent of the corridor, and the most intense activity is in the urban end. Products carried by trucks along the corridor include raw and processed wood, agricultural products, and high tech equipment and goods. The OTP calls for a balanced freight transportation system and a "direct, convenient and physically suitable system for goods movement to transportation facilities and commercial and industrial areas to ensure a timely delivery of goods."

A.47 Construct additional truck climbing/passing lanes in the corridor's western portion, including an eastbound climbing lane at Jewell Junction to Osweg Creek in Clatsop County.

A.48 Improve truck access to industrial sites, including turn and acceleration/deceleration lanes where appropriate.

A.49 Identify improvements to Glencoe Road Interchange in North Plains to accommodate Glencoe Road as a major route for agricultural products.

A.50 In coordination with the Oregon Department of Forestry and large private timberland owners in the corridor, provide safe truck access to US 26 from forest operations.

A.51 Identify needed improvements to Cornelius Pass Road from US 26 to US 30, including those needed to better accommodate hazardous materials transport.

Water Transport/Ports

There are no ports within the corridor. The closest large, deep draft ports are the Ports of Portland, Astoria and St. Helens. There are four ports in Tillamook County--the Port of Nehalem, Port of Bay City, Port of Tillamook Bay, and the Port of Garibaldi.

A.52 Maintain travel times for the movement of freight through the corridor to port facilities.

A.53 Improve access and intermodal connections to port facilities.

A.54 Investigate opportunities to establish an intermodal transportation facility at the Port of Tillamook Bay.

Pipelines

Pipelines within the corridor are operated by and for the exclusive use of Northwest Natural Gas Company to deliver natural gas to their customers in northwest Oregon. There are no commercially available pipelines for shipping products within or to areas outside of the corridor. At this time, there have been no products or manufacturers identified who would utilize a pipeline transportation system. The OTP identifies the need by 2012 for a new natural gas pipeline that would cross the corridor in Clatsop County. This expansion is identified as necessary to make alternative fuels widely available to transportation users.

A.55 To the extent feasible, utilize pipeline rights-of-way as bicycle and pedestrian pathways and wildlife corridors.

A.56 Accommodate pipelines in highway rights-of-way where feasible.

Telecommunications

Improvements in telecommunications technology will impact transportation by decreasing commuting distances as employees work at home or in decentralized offices. Telecommunication opportunities exist within the corridor since many residents of the corridor own personal computers. A portion of the corridor

passes through the high tech industrial area between the Metro UGB and Highway 217; this type of industry may provide telecommuting opportunities. The OTP projects a sevenfold increase in the use of telecommunication over 1990 levels by 2012.

A.57 Promote the use of telecommunication technologies and programs, especially by high-tech companies and other large employers, as a means to reduce vehicle miles traveled.
A.58 In lieu of constructing new facilities, consolidate new telecommunication facilities at existing microwave/cell site facilities.
A.59 Investigate the use of US 26 as right-of-way for fiber optic and other telecommunication equipment.
A.60 Coordinate the installation of fiber optics with highway improvements.
A.61 Site communication facilities to eliminate "dead spots" in the corridor.

Automobile

The automobile is the primary mode of travel within the corridor. Automobile traffic volumes for the entire corridor have increased steadily, highest in the urban areas. The corridor handles a high number of recreational trips; US 26 provides a direct link from the Portland metropolitan area to the Oregon coast. A June, 1995, ODOT statewide motorist survey indicated that the highway is perceived as a route for recreation or pleasure trips.

The Oregon Transportation Plan (OTP) seeks a transportation balance among modes of travel that provide access to the entire state. Thus, the OTP discourages highway capacity improvements that primarily serve commuters from outside urban growth boundaries. The Oregon Transportation Rule (TPR) establishes a goal to reduce per capita automobile travel in the Metro portion of the corridor.

A.62 Reduce the percentage of single occupancy vehicle (SOV) trips through transportation demand management (TDM), e.g. transit and carpooling, and transportation system management (TSM) programs.
A.63 Design any highway improvements within the Metro UGB to accommodate planned land uses per the Region 2040 Growth Concept.
A.64 Respond to increased traffic associated with major employment growth in the Hillsboro and Beaverton areas through light rail and other transit planning and through identification of needed street improvements.
A.65 Promote the use of parallel routes, e.g. Evergreen Boulevard, Bronson Road, Cornell Road and West Union Road, to decrease reliance on state highways for intra-city trips.
A.66 Encourage the concentration of services within rural community centers to reduce the need for auto trips.

B. HIGHWAY CONGESTION

The Oregon Highway Plan (OHP) calls for providing LOS B or better in rural areas, LOS D or better in the Portland area, and LOS C or better in other urban areas. LOS is a qualitative measure of highway operations, graded on a scale from A to F (see Appendix). LOS A represents free flow traffic movements with no delays, while LOS F represents congested, stop-and-go conditions with significant delays. ODOT statistics indicate that 17 percent of the US 26 corridor is currently highly congested and 30 percent moderately congested. Without improvements, the forecast for 2016 is that 49 percent of the corridor will be highly congested, and 31 percent will be moderately congested. Improving levels of service and reducing congestion is addressed through facility management and urban and rural congestion strategies.

Facility Management

As a statewide highway, the OHP management objective for US 26 is "to provide for safe and efficient high-speed continuous flow operation in rural areas and moderate to high-speed operations of flow in urban and urbanizing areas."

Access to US 26 is controlled in the urban area, with access allowed only at interchanges. Access is also controlled west of the Metro UGB to Tillamook Junction (Highway 47), with access either from local streets or onto a frontage road. West of the junction, in and around the small communities along the highway there is direct access onto the highway. At the western end of the corridor, between Cannon Beach Junction and Necanicum Junction, the area is dotted with rural residential development most of which has direct access onto the highway.

B.1 Encourage transportation demand management (TDM) and transportation system management (TSM) programs in the corridor.

B.2 Utilize operating level of service (LOS) standards established in the Oregon Highway Plan (OHP) as goals, recognizing that they may not be achievable in all segments.

B.3 Develop local access management and circulation plans to relieve localized congestion problems.

B.4 Develop consistent street classification, access management and speed standards for all corridor communities.

B.5 For that segment of the corridor outside the Metro UGB, adopt the highest applicable access management category for each highway segment, consistent with existing or planned adjacent land uses at the rural community centers.

B.6 Encourage state and private timber landowners to utilize existing access points to US 26 for management, fire protection, harvesting and recreation purposes.

B.7 Develop interchange management plans as part of local TSPs.

B.8 Allocate state resources to highway projects according to the following priorities:

(1) Maintenance of the existing facility to ensure that it remains safe and functional, e.g. fixing potholes.

(2) Preservation of the roadway by investing in roadbed and pavement reconstruction as needed to minimize maintenance costs;

(3) Safety improvements;

(4) Transportation system management to optimize existing highway capacity; and

(5) Capacity improvements.

B.9 Assess the feasibility of improvements to the I-405/US 26 Junction to meet National Highway System standards, based upon reconnaissance study findings.

B.10 Establish policies for upgrading or limiting at-grade intersections with US 26 to respond to future traffic growth and safety needs.

B.11 Identify opportunities for separated grade crossings of US 26 to reduce the reliance on interchanges for north-south crossings.

Congestion in Urbanized Areas

Congestion is a measure of the level of service (LOS) provided by a section of highway facility (refer to the Appendix for an explanation of LOS and congestion). In the urban area congestion is often highly concentrated during the morning and evening "rush" hours. The OTP policy is to "define minimum levels of service and assure balanced, multimodal accessibility to existing and new development within urban areas."

B.12 Increase the capacity of the urban portion of US 26 through programmed highway widening improvements, i.e., State Transportation Improvement Program (STIP).

- Develop dedicated HOV lanes on US 26 within the corridor's urban portion to accommodate a portion of increased auto and transit trips.
- Construct the proposed addition of a third east bound lane with noise walls on US 26 between Highway 217 and Camelot Interchange and remove Wilshire on-ramps and close local accesses.
- Construct the proposed widening of US 26 to six lanes from Highway 217 to Murray Boulevard with a braided ramp west bound from Highway 217.
- Investigate widening of US 26 to six lanes from Murray Boulevard to the Metro UGB (Shute Road).
- Construct the proposed highway project from the Camelot Interchange to the Sylvan Interchange (Phase 3) that includes reconstruction of the highway main line, replacing the Canyon Road crossing and adding a third lane.
- Investigate construction of eastbound on-ramp to US 26 at Cornelius Pass Road, eliminating left turn across Cornelius Pass Road.

B.13 Accommodate additional capacity needed within the corridor's urban portion to meet regional and local demand through a balance of improvements to US 26 and local streets.

B.14 Use parallel routes, e.g., Evergreen Boulevard, Cornell Road and West Union Road to decrease reliance on US 26 for local trips based upon their limits of capacity, and functional, policy and operational roles.

B.15 Investigate the feasibility of congestion pricing, mile-based and/or emission-based registration fees within the Metro UGB.

B.16 Implement congestion reduction strategies based upon the following priorities:
(1) Demand reduction, such as TDM measures like carpooling, telecommuting;
(2) System management, such as optimization programs or improvements to local street systems to reduce the demand for US 26 improvements;
(3) Access management; and
(4) Improvements and new facilities to accommodate additional capacity.

B.17 Investigate the appropriateness of lower levels of service in special transportation districts such as Transit Oriented Developments/Town Centers.

B.18 Promote increased use of incident management and motorist information systems to minimize congestion during peak hours.

B.19 Encourage use of light rail and other transit to accommodate a portion of the growth in trips.

Congestion in Rural Areas

Congestion in the western end of the corridor is largely tourist-related with seasonal peaks. The new interchange at the Cannon Beach Junction has alleviated some of the congestion. There are also areas of light or moderate congestion at commercial areas along the highway, and in small communities with multiple highway accesses. Such congestion affects recreation traffic as well as the movement of goods and services. OTP policies stress the importance of minimum levels of service and the ability to move goods and services and to improve access in rural areas.

B.20 Provide no improvements solely for highway capacity outside the Metro UGB. Provide climbing/passing lanes, turning lanes, and other improvements to address safety-related issues.

B.21 Preserve rural sections of US 26 as rural through access management and land use controls.

B.22 Construct the following improvements to provide for safe and efficient high-speed auto and truck operations in rural areas:
- Eastbound climbing lane at Jewell Junction to Osweg Creek in Clatsop County;
- Median turn lane at Jewell Junction;
- Left turn lane at Manning in Washington County; and
- Interchange at Jackson School Road.

B.23 Investigate the need for turning lanes and access management at:
- The Manning area/Nehalem Highway (OR 47) junctions (north and south);

- Timber Road Junction;
- Camp 18 (longer turning lanes);
- Jewell Junction;
- Sitka Spruce viewing site; and
- Necanicum (OR 53) Junction.

B.24 Investigate the following improvements to provide for safe and efficient auto and truck operations in rural areas:

- Interchange at Staleys Junction (US 26 and OR Highway 47);
- Ramps at Gordon Road, and
- Upgraded interchange at Glencoe Road.

C. REGIONAL CONNECTIVITY

Regional connectivity addresses how well-connected parts of the state are to one another as reflected by the transportation services available and travel times required to get from one place to another. Connectivity includes connections among modes and between places, and cooperative transportation roles among corridor communities. The OTP policy is to provide a transportation system with connectivity among modes within and between urban areas, with ease of transfer among modes and between local and state transportation systems.

Modal Connections

Inter-modal connections are important for both passenger and freight transport. Within the Cannon Beach Junction - Portland corridor, passenger modal connections are concentrated in the urban end. There are intermodal links in the eastern portion of the corridor for both bus and automobile at transit centers and at park and ride lots, and for bikes and pedestrians to transit. There will be an intermodal connection at the Sunset Transit Center that includes light rail, bus, a park and ride lot with bicycle parking as well, and pedestrian facilities.

Alternately, there are currently no freight intermodal facilities in the corridor. The freight rail line, the POTB railroad, has little existing intermodal interaction, as it hauls specific material from point to point between Tillamook Bay and Hillsboro. Intermodal truck/freight facilities need improvement at strategic locations, especially in Hillsboro.

There are currently no airports with commercial activity in the corridor, though the Portland-Hillsboro Airport may have commercial activity in the future with a potential for intermodal connections. No direct public transit service exists to either the Astoria Airport or the Portland Airport from outside the Tri-Met Service area.

(Intermodal connections are addressed in numerous other sections, e.g. Public Transit, Bicycles.)

C.1 Take advantage of multi-modal capabilities/capacities of the corridor to promote development that is not solely auto/truck dependent.

C.2 Investigate opportunities to establish intermodal facilities at the Portland-Hillsboro Airport and the Port of Tillamook Bay.

Connections Between Places: Appropriate Travel Times

Average travel times from Cannon Beach Junction to Portland are currently 103 minutes for autos and 131 minutes for trucks, and are predicted to degrade to 118 minutes for autos and 143 minutes for trucks. These forecasts assume the continuation of current growth trends, and no major improvements or changes in maintenance and operation practices. The travel times are slower in the urban end of the corridor, especially in the morning and evening peak travel hours.

The Oregon Highway Plan (1991) calls for operating speeds of 55 mph in rural areas and lower density urban fringe areas, and 45 mph in higher density urban areas. Where rural geography prevents 55 mph operating speeds, the OHP establishes the highest design standards compatible with the environment but consistent with economic efficiency.

C.3 In lieu of major capacity expansions, strive to maintain existing travel times for both autos and freight through high levels of facility management (acceleration/deceleration lanes, turn refuges, Intelligent Transportation Systems (ITS), and access management).

C.4 Construct additional passing and truck climbing lanes in the rural portion of the corridor.

C.5 Investigate future travel demands and uses for Cornelius Pass Road as a connection between US 26 and US 30.

C.6 Minimize use of US 26 for local traffic through an interconnected network of streets (arterials, collectors, local streets) in the urban portion of the corridor.

C.7 Develop non-interchange crossings within the Metro UGB to reduce north-south travel at existing interchanges.

Interconnected, Cooperative Transportation Roles Among Corridor Communities

The highway in this corridor plays many roles. US 26 is a main link between the inland Willamette Valley and the Oregon Coast, but for some of the smaller communities along the corridor, such as Manning and Elsie, the highway is the main street. In the western end of the corridor, US 26 connects downtown Portland and the rest of the region, including Beaverton, Hillsboro, and Washington County. It also connects communities to the south, such as Tigard and Lake Oswego, via Highway 217 to US 26.

Each community along the corridor is unique, with issues and concerns that reflect the needs of local citizens and businesses. US 26 acts as a common lifeline, and actions taken by one community may affect others. In addition, decisions made about the future role of US 26 may affect other transportation facilities.

C.8 Investigate opportunities for improvements to the US 26/I-405, and US 26/OR 217 interchanges.

C.9 Improve, expand and coordinate signage to inform travelers of route choices available.

C.10 Integrate arterial, freeway, transit and freight management systems through use of Intelligent Transportation System (ITS) technologies.

C.11 Utilize access management on urban arterials to maintain mobility between major activity centers within the corridor and to enhance pedestrian connections.

C.12 Improve highway-to-highway connections between US 26 and Highways 47, 53, and 202.

C.13 Investigate seismic retrofitting of US 26, e.g, Quartz Creek Bridge, needed to maintain access to corridor communities.

D. ROADWAY CONDITIONS

Adequate roadway conditions are necessary to meet OTP goals regarding accessibility, levels of service and reduced congestion. The OHP identifies minimum tolerable conditions (MTCs) for lane width and right shoulder width for a statewide highway. This includes upgrading the highway to meet geometric and pavement MTCs over time.

Roadway Geometry

Roadway geometry addresses the physical configuration of the highway. It includes lane widths, curvature and the alignment of the roadway. The MTC targets for US 26 are for a minimum lane width of 11 feet in urban sections and 12 feet in rural sections. Right shoulder width targets are a six-foot minimum in urban and rural

sections with average annual daily traffic (AADT) greater than 2,000 and a four-foot minimum in rural sections with AADT less than 2,000. Approximately 25 percent of US 26 currently does not meet MTCs roadway geometry standards. In addition, there are a few segments of highway with substandard vertical and horizontal curves, resulting in delays and reduced safety.

D.1 Target improvements to sections with above average accident rates, slide prone areas and sections with high congestion rates where there is a favorable cost/benefit ratio.
D.2 Improve sight distances and approach road angles, e.g. entering US 26 from Highway 53, Shute/Helvetia and Glencoe Interchanges, and long curve up to US 26/US 101 junction.
D.3 Identify and mitigate/improve roadside obstacles and sign hazards.

Surface Condition

Surface conditions address the condition of the highway pavement, including pavement and maintenance. The OHP calls for improving and maintaining pavement surface to fair or better condition. While the majority of US 26 has pavement surface in fair or better condition, there are segments, especially in the rural areas, that do not meet that standard.

The OTC establishes a goal of 90 percent fair/better by 2010 for road surface conditions statewide. This goal is intended to do more than provide a quality ride for the motoring public; it is also a better way of doing business. Pavement studies show that, on average, for every dollar spent treating "fair or better" pavement, ODOT would need to spend four dollars to repair that same pavement if it fell into the poor category.

D.4 Maintain roadway surface conditions at 90 percent fair or better by the year 2010.
D.5 Maintain a program of low cost, high yield maintenance.
D.6 Identify/address drainage problems where they affect the function and condition of the roadway.
D.7 Where feasible, use pavement overlay materials that reduce wet pavement spray.
D.8 Investigate solutions to highway pavement stress caused by weather conditions in higher elevations.
D.9 Develop shared maintenance agreements with local governments.

E. SAFETY

Safety is a high priority in the OTP, and the improvement of transportation safety is a constant goal of all agencies involved in the provision of transportation services, whether the mode is by automobile, rail, air, transit, pedestrian or bicycle. ODOT seeks improvements through vehicle design, operating systems, operating environment, training, enforcement, and education.

High Accident Locations

ODOT collects and analyzes accident data through its Safety Priority Index System (SPIS), which compares accident sites statewide by frequency and severity. Intersections or segments of roadway with an SPIS in the top ten percent statewide are identified as problem locations, warranting further study. Analysis of SPIS data for US 26 finds multiple locations which are classified as high accident sites. In 1992, US 26 the number of high accident locations per mile was much higher than the statewide average, while the overall accident rate was lower than the state average. Segments in the western end experience higher accident rates.

E.1 Target resources to reduce accident potential in high accident locations within the corridor, using the Safety Management System to identify unsafe intersections and highway segments.
E.2 Develop a consistent safety project ranking system among corridor jurisdictions.
E.3 Encourage changes in driver behavior through Corridor Safety Program measures as a preference to physical improvements.

E.4 Improve lighting at key locations along the corridor and maintain delineation (e.g. fog lines, reflector buttons) for high visibility.
E.5 Install guard rails where needed to meet highway safety standards.
E.6 Investigate the need for safety improvements at at-grade intersections.
E.7 Install rural railroad track crossing protection where needed to meet safety standards.
E.8 Provide adequate turn lanes on US 26 near congested railroad crossings to prevent highway backups.
E.9 Consider realignment or other improvements of intersections with limited sight distances.
E.10 Install weather condition monitoring devices at strategic locations in the corridor.
E.11 Provide emergency assistance callboxes/telephones and additional safety rest stops.
E.12 Provide signage to advise of winter driving conditions, icy areas, e.g., Quartz Creek Bridge.
E.13 Provide additional truck climbing lanes and slow-moving vehicle turnouts at key locations, and extend the length of existing inadequate climbing lanes and slow-moving vehicle turnouts where feasible.
E.14 Encourage use of radar reader boards to control speed in problem areas. Provide adequate signage and enforcement in sunken grade/slide areas where travel speeds need to be decreased.
E.15 Staff and maintain interjurisdictional incident response teams within the corridor's urban portion.

Hazardous Material Transport

The OTP addresses the transport of hazardous materials by requiring the safe transport of such materials. Safe transport of hazardous materials is one function of the US 26 corridor. The transport of hazardous materials is one function of the US 26 corridor, although it is not allowed through the Vista Ridge Tunnel at the eastern end of the corridor or through the Sunset Tunnel in the western half of the corridor. To avoid these tunnels, hazardous materials are transported via Cornelius Pass Road and US 30.

E.16 Review state and local hazardous materials response programs to identify potentially unsafe locations.
E.17 Identify and prioritize safety and maintenance improvements to Highway 217, Cornelius Pass Road, and US 30 to accommodate their use as hazardous waste transport routes.

Need for Additional Traffic Enforcement

Traffic enforcement includes traffic safety officers and electronic traffic measures, such as automated signage, advisory radio service, and electronic monitoring. In the eastern end of the corridor, electronic signage during construction, and ramp metering are two methods of traffic control that are in use. Automated signage might be effective in the rural portions of the corridor to inform motorists of delays from congestion or accidents, inclimate weather, forest fires, or rock falls.

E.18 Focus additional law enforcement to entrances/exits of rural community centers, areas of high accident rates, and where rural travel speeds must be reduced (e.g., sunken grade/slide areas).
E.19 Provide additional law enforcement presence, particularly on weekends, to increase enforcement of motor vehicle codes, including slow moving vehicle regulations, truck speed limits, and lane use regulations.

F. ENVIRONMENTAL AND ENERGY IMPACTS

Transportation improvements in the corridor must be balanced among modes, as noted above, and must also consider potential environmental, energy, social, and economic impacts. According to the OTP, the design, construction and operation of the transportation system should "positively affect both the natural and built environment...where adverse affects can not be avoided, minimize or mitigate their affect on the environment."

Scenic Resources

Many areas of the Cannon Beach Junction - Portland corridor are scenic, and are appreciated as such in local and regional plans. The Washington County Comprehensive Plan designates US 26 as a Scenic Route from the

UGB to the County line. This means that the highway is an "excellent scenic road which offers a vista of the Tualatin Valley and the Cascade Mountains." The highway beyond the county line to Cannon Beach Junction continues through a forested corridor for most of the route. In the Region 2040 Plan, the section from the Portland UGB to North Plains is a "Green Corridor" connecting the Metro UGB to North Plain's UGB.

F.1 Investigate the desirability of seeking federal designation of the rural portion of the corridor as a Scenic Byway.
F.2 Investigate the need for additional roadside turnouts at scenic viewpoints and seek to maximize access safety at scenic viewpoints.
F.3 Discourage siting of additional, and replacement of existing, billboards. Investigate alternatives, e.g. Oregon Tourism Alliance travel information program.
F.4 Pursue provisions to protect and create scenic vistas, such as vegetation management measures to replace or mitigate vegetation lost to timber harvest or to transportation system projects.
F.5 Create vegetation buffers to reduce the potential for slides and erosion.
F.6 Improve directional signing for existing attractions.
F.7 Improve screening of ODOT maintenance/storage areas.

Natural Resources

Oregon's Statewide Planning Goal Five (see Appendix), implemented through local comprehensive plans, is to conserve open space and preserve natural and scenic resources. Other state and federal requirements also protect wetlands and threatened and endangered species.

Natural resource areas and wildlife habitat areas exist throughout the corridor. Wetlands and wildlife habitat are associated with several creeks along the corridor. The Necanicum River runs along the highway beginning near the OR 53 Junction, and provides habitat for various types of fish and other wildlife and anadromous fish. In the urban area, the Sunset Canyon is an important wildlife habitat, composed of a coniferous and mixed forest. There are no known threatened and endangered plant or wildlife species in the corridor.

F.8 To the extent possible, avoid or minimize impacts to Goal 5 resources during construction and maintenance activities.
F.9 Mitigate unavoidable Goal 5 impacts of transportation system improvements during construction.
F.10 Minimize impacts from the transportation system, particularly local roads connecting to US 26, on wildlife migration routes.
F.11 Develop strategies to facilitate the safe movement of wildlife across highways and the maintenance of their forage base and habitats.
F.12 Include mitigation of prior adverse impacts to habitat in the design of new improvement projects.
F.13 Provide adequate signage of designated big game viewing areas.

Air Quality

The urban areas of the Cannon Beach - Portland corridor are subject to a number of air quality standards. The Oregon Benchmarks, adopted by the state legislature in 1994, call for all areas of the state to meet state and federal ambient air quality standards by 2010. The TPR also mandates a reduction in vehicle miles traveled per capita in the Portland metropolitan area, an EPA-designated non-attainment area for air quality. In addition, the federal Clean Air Act requires states with areas exceeding the standards for air pollutants to develop pollutant-reduction plans to meet the standards. The Oregon Department of Environmental Quality (DEQ) is developing maintenance plans for the Portland nonattainment areas. Transportation activities that are regionally significant or subject to approval or by a federal agency must conform to the plan and cannot cause or contribute to a new violation of any standard, increase the frequency or severity of any existing violation, or delay timely attainment of any standard or any required interim emission reductions or milestones in any area.

F.14 Institute measures to reduce vehicle-miles-traveled (VMT) per capita and congestion, particularly within the Portland airshed, to achieve Oregon Benchmarks and state and federal air quality standards.

F.15 Use construction techniques that minimize negative air quality impacts.

F.16 Implement automated traffic management system techniques (ATMS) to minimize congestion and air pollutant emissions.

Water Quality/Quantity

Transportation facilities affect water quality principally through the pollutant loading in surface runoff from paved surfaces. There is also the potential for contamination of ground water within the corridor from accidental spills of motor vehicle fuels or hazardous or toxic cargoes. In addition, past projects have reduced the number and quality of wetlands, which play an important role in maintaining the quality of surface waters. US 26 crosses several streams and runs parallel to the Nehalem and Necanicum Rivers. Roadway projects and maintenance activities can directly impact these waterways. The Necanicum River is a source of drinking water for the Cannon Beach/Seaside area. "Soft" soils west of the Coast Range has necessitated that most creeks be culverted under the highway.

F.17 Design roadway improvements and other facilities to minimize and treat surface run-off.

F.18 To the extent possible, avoid or minimize transportation system improvement impacts to Goal 5 resources during construction and maintenance activities and mitigate unavoidable impacts.

F.19 Design new improvements and retrofit existing transportation improvements to encourage the conservation, restoration, and protection of coastal salmon habitat.

Energy Conservation

The OTP mandates minimizing transportation-related energy consumption through improved vehicle efficiencies, use of clean burning motor fuels, and increased use of fuel efficient modes which may include railroads, transit, carpools, vanpools, bicycles and walking. In the rural portion of the corridor, there are currently few alternative modes to the auto available. In the urban portion of the corridor, on the other hand, a wide variety of modes are available for use, providing the opportunity for selecting an energy efficient mode of travel.

(Note: Energy consumption would be reduced by many of the proposed objectives in this document, particularly those related to promoting increased use of transportation demand management and alternative transportation modes.)

F.20 Promote energy conservation through the use of fuel-efficient modes of travel, improving vehicle efficiencies, and providing alternative fueling sites.

F.21 Encourage energy conservation through design, construction, and operation of transportation facilities.

G. SOCIAL AND LAND USE IMPACTS

Transportation projects impact the built environment and the population of communities within a corridor. Corridor planning must strive to balance the expansion of transportation facilities with the protection of social, cultural and environmental resources. The OTP goal is to "develop a multimodal transportation system that provides access to the entire state, supports acknowledged comprehensive land use plans, is sensitive to regional differences, and supports livability in urban and rural areas."

Effects on Community Livability

The communities in the corridor vary from residential neighborhoods in the urban area, to small unincorporated communities, such as Elsie and Manning, in the rural area. There are also pockets of rural residential development throughout the rural portion of the corridor. In the central portion of the corridor, the highway passes through a number of Forest Waysides, and it also provides access to recreational and scenic areas.

G.1 Design transportation system improvements to preserve the livability of the communities within the corridor and to avoid, minimize or mitigate impacts to sensitive cultural resources and other community resources.

G.2 Improve pedestrian crossing opportunities, particularly in rural community centers to reduce the "barrier" effect of the roadway and to foster good pedestrian connections between both sides of the road.

G.3 Consult with Native American Tribes, state agencies, and local governments concerning the presence of significant cultural resources and uses.

G.4 Retain the spring-fed water fountains west of the Sunset Safety Rest Area.

G.5 Relocate the Joseph L. Meek historic marker off of US 26 to Jackson School Road.

G.6 Investigate traffic management measures such as reducing speed limits to promote the livability or rural communities through which US 26 passes.

Land Use Impacts

Land use patterns affect the demands placed on the highway. Land uses in the corridor include urban and rural uses. Outside the UGB, land uses are predominantly forest and agricultural. There are several small communities and scattered residential and commercial development either adjacent to US 26 or dependent upon the highway for access. Within the Metro UGB, existing land uses are a mix of residential and commercial nodes around interchanges and industrial park uses. Future land uses include nodes of mixed use development, called Town Centers, at the Highway 217, Murray, and 185th Interchanges on US 26.

G.7 Ensure that city and county comprehensive plans, zoning ordinances and local and regional transportation system plans achieve Corridor Strategy objectives.

G.8 Encourage transportation-efficient land use patterns that reduce vehicle-miles-traveled (VMT) per capita and promote a live-work balance. Take advantage of the multi-modal capabilities/capacities of the corridor to promote development that is not solely auto/truck oriented.

G.9 Implement the Region 2040 Growth Concept to reduce reliance on SOV travel within the corridor.

G.10 Accommodate continued growth by constructing alternative local transportation routes.

G.11 Utilize access management to minimize any negative impacts of new development on US 26.

G.12 Preserve the rural character of that portion of the corridor outside UGBs.

G.13 Limit additional commercial and residential land use designations along the corridor outside UGBs to designated rural community centers.

G.14 Implement land use regulations to protect against land use encroachments adjacent to general aviation airports.

G.15 Design highway improvements to limit adverse land use impacts, consistent with the TPR and local land use regulations.

H. ECONOMIC IMPACTS

Transportation systems can have a significant positive or negative economic impact. New transportation services, as well as transportation system improvements, can act as a catalyst for the siting of new businesses and the creations of jobs and for promoting access to tourism opportunities. The OTP goal is to "promote the expansion and diversity of the economy through the efficient and effective movement of goods, services, and passengers in a safe, energy efficient, and environmentally sound manner."

Economic Development

The economy of the corridor is, for the most part, the economy of the Portland Metropolitan Area. Outside of the UGB, the economy is based on agricultural and forest products, tourism, and recreational travel. The east end of the corridor includes the fastest growing economic submarket in the Portland region. The economy is diverse, and the high tech industry, which is focused along the US 26 corridor, plays a large part in the local economy.

H.1 Balance investments in the transportation system between regional transportation needs and the transportation needs of individual businesses to facilitate business expansion.
H.2 Improve access to industrial and commercial users by improving the local street network.
H.3 Encourage projects which are compatible with the development of ecotourism.

Recreation Opportunities

US 26 is a prime route for access to the Oregon coast and campgrounds and rivers along the highway in the Coast Range. There are parks throughout the corridor, from Washington Park and Zoo at the eastern end to Saddle Mountain State Park and several county parks in the western end. Some of the parks have campgrounds and have hiking trails and picnic facilities. There are also numerous informal hiking trails scattered along the highway. Both the Necanicum and the Nehalem Rivers run along the highway and offer fishing and boating resources, as well as more informal recreational activities.

H.4 Improve access to selected recreation areas based upon capacity and safety constraints.
H.5 Promote the development of limited additional developed recreational opportunities in the rural sections of the corridor.
H.6 Improve recreation/tourist-oriented directional signing.
H.7 In cooperation with the Oregon Department of Forestry (ODOF), implement the ODOF Recreation Plan and Interpretive Master Plan within the corridor.
H.8 Develop interpretive displays and trails at the Sunset Rest Area.
H.9 Promote the continuation of existing recreational air activities at North Plains and Cornelius airports.

I. MISCELLANEOUS

These objectives are either general in nature or do not fit easily into one of the other categories above.

I.1 Investigate alternative financing mechanisms for transportation improvements, including, but not limited to system development charges, congestion pricing/toll roads, and public-private partnerships.
I.2 Work with state agencies and local governments to provide rapid access to forest lands for fire protection.
I.3 Maintain a corridor-wide advisory group to assist ODOT in prioritizing transportation projects, reviewing transportation system plans for conformance with the Corridor Strategy, and assisting in preparing and updating the Corridor Plan, as needed.