

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 94-1965 FOR THE PURPOSE OF ENDORISING THE RECOMMENDATIONS OF THE NORTHWEST SUBAREA TRANSPORTATION STUDY

Date: May 31, 1994

Presented by: Michael Hoglund

## PROPOSED ACTION

This resolution endorses the recommendations contained in the *Northwest Subarea Transportation Study Alternatives Analysis and Recommendations Report*. The resolution further directs Metro staff to work with ODOT, Tri-Met, the City of Portland, and Washington County to develop Memoranda of Understanding for implementation of study recommendations through local plans and capital programming processes.

TPAC reviewed the study recommendations at its May 27 meeting and recommends approval of Resolution No. 94-1965.

## FACTUAL BACKGROUND AND ANALYSIS

### Study Purpose and Approach

The Northwest Subarea Transportation Study was initiated in 1991 to address traffic problems related to existing and future travel between Washington County and the City of Portland and within the study area. The study focus was on east-west traffic in the Cornell/Barnes/Burnside corridor. Also analyzed were north-south travel, internal circulation, transit service, and transportation systems and demand management strategies. Attachment A summarizes the study and includes a study area map.

### Modified Study Approach

The initial study objective was to develop transportation strategies that would significantly enhance mobility and relieve the congestion problems within the subarea. Strategies were to examine the potential of new facilities or expansions to the existing street system for their ability to achieve currently adopted service standards and reduce neighborhood traffic infiltration. However, a number of actions at the federal, state, and local level required a modified approach to the study.

The modified approach was based on a number of "planning in transition" issues that are more appropriately being addressed through Metro's Region 2040 planning process and the update to the RTP. First, to meet State Transportation Planning Rule (TPR) requirements and goals, the Region 2040 Study is examining regional land use and transportation options that may result in recommendations that alter the need for additional major transportation facilities in the study area. Any such decisions coming from the Northwest Subarea Study were determined to have been premature.

Second, uncertainties associated with federal planning requirements also limited the study scope. The Intermodal Surface Transportation Efficiency Act (ISTEA) requires that in non-attainment areas for carbon monoxide or ozone (such as the Metro area), and pursuant to the Clean Air Act, congestion management systems (CMS) be developed before significant single-occupant vehicle (SOV) projects using federal funds can be advanced. At a minimum, a CMS shall include "an appropriate analysis of all reasonable travel demand reduction strategies and operational management strategies for the corridor in which an SOV facility is proposed." The proposed rule in ISTEA also states, "this analysis must demonstrate how far such strategies can go in eliminating the need for additional SOV capacity in the corridor." The CMS is essentially being developed in conjunction with, and will focus on, the updated RTP. As a result, any proposals for new SOV facilities as part of the Northwest Subarea Study and prior to the RTP Update would also be premature at this time.

Consequently, the modified approach, developed jointly between Metro staff, the Study Citizens Advisory Committee (CAC), and the Study Technical Advisory Committee (TAC), limited the number and scope of study alternatives. The approach was to group the study alternatives into two categories. These included:

- . First sequence alternatives consisting of a no-build scenario, TSM/TDM type scenarios and transit improvement scenarios. Those types of alternatives were considered to be consistent with current planning policy and would be necessary regardless of the Region 2040 decision.
- . Second sequence alternatives included arterial improvement scenarios and scenarios with new regional facilities. These alternatives could be greatly influenced by Region 2040 and RTP decisions.

Consistent with the modified approach, first sequence alternatives were evaluated against the study's identified performance criteria and were considered in the recommended package of projects, as appropriate. Second sequence alternatives were not evaluated against the study criteria, and performance measurements were used for informational purposes only. Second sequence alternatives were not considered for inclusion in the recommended package. The study TAC and CAC recommend that second sequence alternatives be forwarded for review as part of the RTP update, as appropriate.

#### Evaluation Methodology

Study alternatives were evaluated against a number of qualitative and quantitative criteria. The criteria were grouped into three main categories:

1. Neighborhood and Environmental Impacts. These criteria examined each alternative's impacts on the built and natural

environment and through traffic within the Cornell and Barnes/Burnside Corridor.

2. Clean Air Act and TPR Objectives. Criteria included vehicle miles of travel, energy consumption, and emissions of hydrocarbons, carbon monoxide, and nitrogen oxides.
3. Transit and System Performance. Criteria included vehicle hours of delay, transit ridership, and number of drive-alone vehicles.

Each of the above criteria were weighted and assigned points. Project costs were estimated and a modified cost/benefit analysis was developed. Only projects meeting study objectives and having a significant (as tested) impact on traffic or operations were included in the study recommendations.

### Study Recommendations

Attachment A to the staff report is the study's *Executive Summary Report*. The report includes the study goals and objectives, summarizes the study process, provides an overview of previous study reports, and lists and describes study recommendations. The report also includes an analysis of the ability of the recommendations to meet study objectives. Recommendations begin on page 4 and are summarized in the table and maps in the back of the report.

Finally, the study also recommends that the local projects in the preferred alternative be reviewed and implemented through local capital improvement programs, or (for transit projects) Tri-Met's Annual Service Plan. To ensure such review, it is proposed that memoranda of understanding (MOUs) between Metro and the local jurisdictions be developed. The MOUs would include a commitment from the implementing agency or jurisdiction to review the recommendations as part of their capital programming activities.

### Public Involvement/Local Coordination

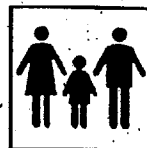
The study included ongoing technical and citizen advisory committees. Attachment B lists the members. In addition, outreach efforts include two public meetings in the study area (one to discern issues and problems and a second to present findings and recommendations); a regular newsletter sent to interested persons; and periodic presentations to interested organizations. Attachment C is a summary of public comment from a December 1993 public meeting to discuss preliminary study recommendations.

### Schedule

JPACT will review recommendations June 9; the Metro Planning Committee public hearing is June 16; and Metro Council action is June 23.

### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 94-1965.



# Executive Summary

Northwest Subarea Transportation Study

*March 30, 1994*



**METRO**

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## Northwest Subarea Transportation Study's Executive Summary

This Executive Summary highlights the key findings of the Northwest Subarea Transportation Study. Complete information on the results of this study are found in the Alternatives Analysis and Recommendations Report.

### Study Purpose

The Northwest Subarea Transportation Study was initiated in early 1991 to address problems related to existing and future traffic movements between Washington County and the City of Portland. The study focuses on east-west traffic in the Cornell/Barnes/Burnside corridor, but also examines north-south travel patterns along with transit service, transportation systems management, and demand management strategies.

Map A (next page) identifies the Northwest Subarea Transportation Study's primary and secondary study areas. The primary study area represents the major area of focus. This area experiences traffic infiltration due to increasing congestion on east-west facilities such as the Sunset Highway and Barnes-Burnside. The primary study area is also an area which has not previously undergone a comprehensive transportation analysis. Such an analysis has been requested by local residents and governments since the late 1970's and is noted as an issue area within the Regional Transportation Plan (RTP).

The secondary study area represents an additional area of potential transportation mitigation and further defines a travel shed which impacts the primary study area. Potential traffic solutions for the study have concentrated on both the primary and secondary study areas.

### Study Reports


The Northwest Subarea Transportation Study has resulted in five reports:

1. Background Report. Completed in February of 1991, this report includes a list of study issues, goals and objectives; a compendium of existing and historical transportation information; and a summary of transportation policies, plans, and programs which influence the study area.
2. Base Year (1988) Conditions Report. This report was completed in December of 1991 and includes 1988 base year information (volumes, capacities, v/c ratios) and a through trip methodology which evaluates study area travel patterns and identifies problem areas using a number of evaluation tools.
3. Forecast Year (2010) Conditions Report. Completed in February of 1992, this report includes projected 2010 future year information (volumes, capacities, v/c ratios). The same through trip methodology and evaluation tools that were used in the 1988 Conditions Report were applied. In addition,


Primary - Secondary Study Areas

Map A


Legend



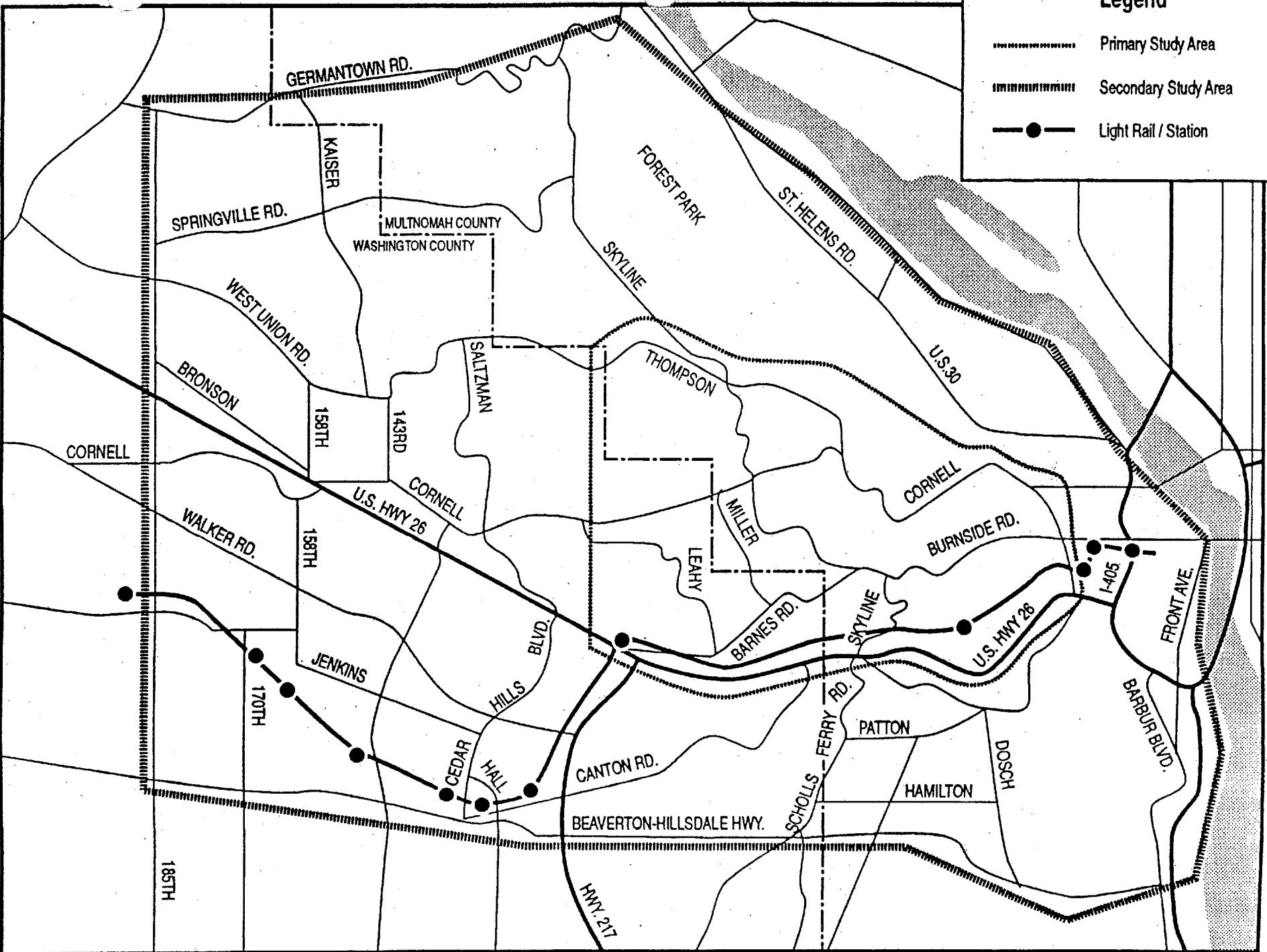
Primary Study Area



Secondary Study Area



Light Rail / Station



a comparison to the 1988 Conditions Report for each of the evaluation tools was completed.

4. Alternatives Development and Evaluation Methodology Report This report was completed in May of 1993 and accomplished three study tasks. First, it described the future (2010) transportation issues and problems that this study was designed to address. These issues and problems include: congestion and resulting through traffic within the study area, locally generated traffic and poor access to the Sunset Highway, the lack of public transit in the primary study area, natural and geographic constraints, and capacity constraints on the Sunset Highway. Second, this report developed several alternative scenarios intended to address study area problems. Third, it developed an evaluation methodology to evaluate and determine which alternative scenario (or combination of scenarios) will most effectively address the study issues and transportation problems. Evaluation required consistency with federal, state, regional, and local transportation goals and objectives.

5. Alternatives Analysis and Recommendations Report This report was completed in March of 1994 and accomplished three study tasks. First, it provided a detailed system level alternatives analysis. The alternatives analysis applied evaluation measures related to through traffic, the natural and built environment, transit ridership, vehicle miles of travel, vehicle hours of delay, vehicle emissions, energy consumption, and project costs. Second, this report defined a preferred alternative. The evaluation criteria was reapplied to measure improvement to system performance. Third, the report recommends an implementation strategy for the preferred alternative and identifies implications for the Regional Transportation Plan (RTP).

### Study Process

Assisting Metro staff were a Citizens Advisory Committee (CAC) consisting of study area neighborhood associations, business groups, and interested parties. A Technical Advisory Committee (TAC) consisting of local jurisdictions and transportation agencies assisted staff with technical data and policy decisions. Two public meetings were held with residents and business people in the area to discuss the study issues and recommendations, and obtain their feedback.

### Study Goals and Objectives

The study goals and objectives are:

Goal- Recommend an efficient, cost-effective, and integrated transportation network for the Northwest Subarea study areas, which enhances mobility, reduces peak congestion, improves auto and pedestrian safety, enhances neighborhood livability, and protects natural resources while maintaining access to business and jobs; and complies with state and federal regulations and is sensitive to local plans and policies.

Objective #1- Identify transportation improvements that reduce the negative impacts on neighborhoods by minimizing inappropriate through traffic and providing more alternative transportation options.

Objective #2- Identify transit improvements designed to provide better access to the Westside Light Rail Transit (LRT), and provide efficient transit service to some parts of the study area that would otherwise be under served.

Objective #3- Identify an adequate arterial/collector street system, for both east-west and north-south access, that supports the anticipated levels of development north of the Sunset Highway and facilitates connections to adjacent areas.

Objective #4- Identify bicycle and pedestrian improvements that enhance transit usage, connect to the regional bike network, connect to transit networks and major activity centers, and encourage the use of bicycling and walking for short trips.

Objective #5- Identify, as appropriate, potential access improvements to Westside LRT and the Sunset Highway, west of Highway 217, that facilitate regional traffic.

These goals and objectives recognize that the westside of the region suffers from a general lack of east-west travel capacity. However, any solutions to that problem must await completion of the Region 2040 Study. Following Region 2040, a decision may be made to comprehensively address that problem.

#### Policy Objectives/ Planning Guidelines

Initially the study envisioned recommending a preferred alternative that would significantly enhance mobility and resolve the congestion problems within the corridor. This preferred alternative could have potentially recommended new facilities or major capacity increases on existing facilities in order to achieve currently adopted level of service standards. However, a number of new policy objectives/ policy guidelines placed corridor capacity expansion beyond the scope of the study.

Essentially, the study team, including staff, the CAC, and the TAC, limited the study alternatives due to uncertainty associated with a number of "planning in transition" issues that are being comprehensively addressed through Metro's Region 2040 planning process and the subsequent update to the RTP. As required in the State Transportation Planning Rule 12, Region 2040 is examining regional land use and transportation options that may result in recommendations that alter the need for additional major transportation facilities. The Region 2040 recommendations may suggest land use scenarios for the Northwest Subarea study area that range anywhere from no-growth



(due to terrain and service provision constraints); to high density development (due to its relative central location and access to regional transportation facilities). Results and recommendations for Region 2040, and an updated RTP, will not be complete until May of 1995, hence the term "planning in transition". As a result, major capital projects, particularly those that could influence land use or would be influenced by land use, were not considered for inclusion as study recommendations.

Furthermore, uncertainties associated with new federal and state planning guidelines also limited the study scope. The Intermodal Surface Transportation Efficiency Act (ISTEA) requires that in non attainment areas for carbon monoxide or ozone (like Portland) pursuant to the Clean Air Act, interim and /or final Congestion Management Systems (CMS) plans be developed before significant single occupant vehicle (SOV) projects using Federal funds can be advanced. At a minimum, the interim CMS shall include "an appropriate analysis of all reasonable travel demand reduction strategies and operational management strategies for the corridor in which a SOV facility is proposed." The proposed rule in ISTEA also states, "this analysis must demonstrate how far such strategies can go in eliminating the need for additional SOV capacity in the corridor."

Vehicle miles of travel (VMT) per capita reduction goals are also required by the State's Transportation Rule 12. For the Portland area, Rule 12 requires regional and local transportation plans be designed to support the objectives of reducing regional VMT per capita by 10 percent within 20 years of adoption of a plan; and by 20 percent within 30 years of adoption. These requirements will influence decisions to construct projects that add SOV capacity in a corridor.

As a result of these policy objectives and planning guidelines, the study grouped alternative scenarios into two categories. First sequence alternatives consisted of a no build scenario, TSM type scenarios and transit improvement scenarios. Second sequence alternatives consisted of major capital improvement projects (expanding capacity), and included arterial improvement scenarios, and scenarios with new regional facilities. First sequence alternatives were evaluated against the study's identified performance criteria. Second sequence alternatives were not evaluated against the study criteria, and performance measurements were used for informational purposes only. The study recommendation is to implement a preferred alternative that combines the best elements from the first sequence alternatives. The system alternatives from the second sequence will be forwarded for consideration as part of the next update of the RTP.

### Study Recommendations

Attached to this executive summary (for quick reference) is a table which lists each project the study is recommending, and three maps that show the

location of these projects. The table provides a brief description, the name of the implementing agency, a recommended time frame for implementation, and a cost estimate for each of the projects.

The study is recommending for implementation into the RTP and local plans, a "preferred alternative" which includes the following transportation projects:

1) Access/ safety improvement projects that are oriented towards improving safety, access, and traffic circulation. These projects are not to be considered as required safety mitigation projects. Access/ safety improvement projects include:

- Signalizing the intersections at Macleay/ Tichner and Burnside, provide left turn bays, and provide left turn restrictions at Maywood and Burnside.
- Improving the intersection at NW Barnes and Burnside.
- Signalizing the intersection at SW Skyline and Burnside.
- Signalizing the intersection at NW Skyline and Burnside.
- Providing a right turn lane at SW Barnes and Miller Road for westbound Barnes traffic, and a separate signal phase for southbound Miller traffic.
- Realigning and improving the intersection at Capitol Highway and Sunset Drive, including a left turn bay for westbound traffic to access Wilson High School.

2) Adding bicycle and pedestrian improvement projects that are consistent with RTP and State Transportation Rule 12 objectives. These projects are designed to improve walk and bike access for short, localized trips. The local implementation of these bicycle and pedestrian facilities will seek to provide continuous, convenient, and safe facilities. Bicycle and pedestrian improvement projects include:

- General bicycle/pedestrian improvements on Burnside (segments of sidewalks and bike facilities), from NW 23rd to SW Barnes, to improve access to transit.
- A continuation of the bike lane on Barnes Road from Leahy Road to Burnside.
- A bicycle/pedestrian lane on Cornell Road from Westover to Miller.
- A bicycle/pedestrian lane on Cornell Road from Miller to 112th.
- A connecting bikeway on Miller Road.
- A bicycle/pedestrian lane on the Barnes Road Extension from Highway 217 to 112th.
- A bikeway on Leahy Road between Cornell Road and Barnes Road.

3) Installing bike lockers at Westside LRT stations and transit stations with park and ride lots.

- 4) Adding privately run express transit service, from Forest Heights to the downtown Portland transit mall via Miller Road and Barnes/ Burnside, with service every 15 minutes during the peak hours only.
- 5) Increasing bus service on the existing line #20 that runs on Barnes/ Burnside, with service every 15 minutes during both the peak and off peak hours.
- 6) Adding TSM improvement projects on Beaverton-Hillsdale Highway from Bertha Blvd. to Scholls Ferry Road. Includes a bypass lane for through eastbound traffic from Beaverton-Hillsdale Highway to Capitol Highway.
- 7) Adding an exit lane from I-405 southbound to Sunset Highway westbound. Widening will occur at the east end of the project, with re-striping along the rest of the ramp.
- 8) Adjusting the signal phasing at NW Cornell and Miller Road during the peak hours, with the intent of discouraging through traffic on Cornell east of Miller, while maintaining a safe and well balanced intersection. (Local implementation of these adjustments will be dependent upon additional analysis of this intersection).
- 9) Increasing bus service on eight of the future lines that feed into the Westside LRT. Service on five of these lines would be provided every 15 minutes during the peak, and every 20 minutes during the off peak. Service on the other three lines would be provided every 15 minutes during the peak, and every 30 minutes during the off peak.
- 10) Adding a feeder bus to the Westside LRT that runs from Rock Creek Community College, through Bethany via West Union Road, to the Sunset Transit Station, with service every 15 minutes during the peak and every 20 minutes during the off peak hours.
- 11) Providing additional bus shelters at selected locations along the existing line #20 route, west of NW 23rd and Burnside.

For long term implementation, the study is also recommending new bus service, which would run on Cornell Road from Downtown Portland to Oak Hills (NW 153rd and Oak Hills Dr.) with stops at Forest Heights, through Tri-Met's Annual Service Plan.

The study supports regional efforts to examine various land use mixes for their ability to reduce and shorten trips taken by auto. In particular, the study supports Region 2040 efforts to define a long-term urban form and transit related development activities. The land use factors used in this study implied that a better mix of land uses would reduce travel demand by auto.

The level of travel reduction and shortening of trips will need additional study. Any long term solution to auto travel demand is likely to include transportation demand management (TDM) programs as well as a better mix of land uses.

The study is recommending that the local projects in the preferred alternative be reviewed and implemented through local capital improvement programs, or (for transit projects) Tri-Met's Annual Service Plan. Regional projects within the preferred alternative are recommended for review and implementation as part of the RTP update for Rule 12.

#### **Analysis of the study's ability to meet its goals and objectives**

The following is an assessment of how well the recommendations work towards accomplishing each study goal and objective:

*Goal - Recommend an efficient, cost-effective, and integrated transportation network for the Northwest Subarea study areas, which enhances mobility, reduces peak congestion, improves auto and pedestrian safety, enhances neighborhood livability, and protects natural resources while maintaining access to business and jobs; and complies with state and federal regulations and is sensitive to local plans and policies.*

The preferred alternative does little to reduce peak congestion and enhance mobility. These problems may be resolved through a combination of restructuring regional land use development, aggressive congestion management plans, and providing the necessary capacity to accommodate travel demand in this corridor. These are regional issues that will be dealt with in the Region 2040 study and the RTP update, and were beyond the scope of this study.

Considering the "planning in transition" issues that restricted major capacity expansion traffic solutions, the study adequately addresses the primary goal. The preferred alternative provides an integrated transportation network that combines intersection improvements (TSM projects) and additional transit service with elements of a transportation demand management (TDM) program. The preferred alternative enhances neighborhood livability by allowing better access to major city traffic streets, reducing through traffic in the neighborhoods along Cornell, and providing safer auto and pedestrian crossings at key intersections. The study used a process that measured cost effectiveness of each first sequence alternative.

*Objective #1- Identify transportation improvements that reduce the negative impacts on neighborhoods by minimizing inappropriate through traffic and providing more alternative transportation options.*

The preferred alternative reduces through traffic by nearly 12 percent on Cornell, and by over 11 percent on Burnside. Overall, these reductions enable the preferred alternative to meet the objective of minimizing inappropriate through traffic.

The study meets the objective of providing alternative transportation options by providing improved access to existing transit, and additional bicycle and pedestrian facilities. The study also addresses the issue of increasing carpooling and vanpooling efforts.

*Objective #2- Identify transit improvements designed to provide better access to the Westside LRT, and provide efficient transit service to some parts of the study area that would otherwise be under served.*

The preferred alternative provides better access to the Westside LRT by improving service on some feeder buses, and providing bicycling facilities to (and bike lockers at) LRT stations. The new transit service for the Bethany area provides service to an area that would otherwise be under served, while meeting transit service standards. The new transit service on Cornell Road (from Downtown Portland to Oak Hills) also serves an area that would otherwise be under served. Overall, the study recommendations meet objective #2.

*Objective #3- Identify an adequate arterial/collector street system, for both east-west and north-south access, that supports the anticipated levels of development north of the Sunset Highway and facilitates connections to adjacent areas.*

The study determined that the east-west arterial/ collector street system north of the Sunset Highway (Cornell and Burnside) would provide adequate capacity in 2010 if not burdened with through traffic. The north-south street system in the primary study area provides adequate capacity and access even with the through traffic it carries. However, some trips must travel out of direction to access the Sunset Highway. With the current policy restrictions on the distances between interchanges on the Sunset Highway, and the geographical constraints, the study did not seek a solution to the out of direction movements.

*Objective #4- Identify bicycle and pedestrian improvements that enhance transit usage, connect to the regional bike network, connect to transit networks and major activity centers, and encourage the use of bicycling and walking for short trips.*

The preferred alternative provides additional bicycle and pedestrian facilities that connect to the transit network and major activity centers (i.e. downtown, Sunset Transit Center, and Forest Heights). The bicycle and pedestrian

improvements on Cornell, Miller, and Barnes Road complete an important connection in the regional bike network. The new facilities should encourage bicycling and walking for short trips. No adjustment to the regional bicycle system is recommended.

*Objective #5- Identify, as appropriate, potential access improvements to Westside LRT and the Sunset Highway, west of Highway 217, that facilitate regional traffic.*

Beyond the transit and bicycle access improvements to the Westside LRT that were shown under objective #2, the study does not propose any additional access to the Sunset Highway or LRT.

# Final NWS Recommendations

Number	Location	Description	Implementing Agency	Timing			Cost Estimates
				5 year (CIP)	10 year	10-20 year	
<b>Access/ Safety Improvement Projects</b>							
1	Burnside at Macleay/ Tichner	Signalize intersections and provide left turn bays on Burnside	City of Portland	X			*** \$150,000
2	Burnside at NW Barnes	Improve intersection (signage)	City of Portland	X			\$5,000
3	Burnside at SW Skyline	Signalize intersection	City of Portland	X			\$474,500
4	Burnside at NW Skyline	Signalize intersection	City of Portland		X		\$200,000
5	SW Barnes at Miller	Provide right turn lane for westbound, and separate signal phase for southbound	Washington County	X			\$41,500
6	SW Capitol Highway at Sunset Drive	Realign the intersection, include left turn bay to Wilson High School	City of Portland		X		\$1,000,000
Sub Total							\$1,871,000
<b>Transportation Systems Management (TSM) Projects</b>							
7	Beaverton-Hillsdale Hwy. at Bertha/Capitol	Eastbound bus bypass lane from Beaverton-Hillsdale Hwy. to Capitol	City of Portland	X			\$25,000
8	I-405 at Sunset Highway	Add SB to WB exit ramp, widen at east end and restripe rest of ramp	ODOT		X		\$290,000
9	Cornell at Miller	Adjust signal phasing to discourage through traffic on Cornell, monitor	City of Portland	X			\$2,000
Sub Total							\$317,000
<b>Bicycle and Pedestrian Projects</b>							
10	Burnside from NW Macleay to SW Barnes	Add segments of bike facilities and sidewalks	City of Portland		X		\$500,000
11	Burnside near NW Barnes	Add a pedestrian overpass	City of Portland		X		\$500,000
12	SW Barnes from Leahy to Burnside	Add a bike lane	Washington County	X			\$208,000
13	Cornell from Westover to Miller	Add bicycle/pedestrian lane	City of Portland	X			\$518,000
14	Cornell from Miller to 112th	Add bicycle/pedestrian lanes	Washington County	X			* \$500,000
15	Miller Road	Add a bikeway	City of Portland /Washington County		X		\$71,000
16	Barnes Road Extention from Hwy.217 to 112th	Add bicycle/pedestrian lanes	Washington County	X			\$327,000
17	Leahy Road	Add a bikeway		X			\$667,000
Sub Total							\$3,291,000

Final NWS Recommendations

Number	Location	Description	Implementing Agency	Timing			Cost Estimates
				5 year (CIP)	10 year	10-20 year	
Transit Projects							
18	Burnside/Barnes west of NW 23rd	Increase transit service on the existing line #20 to 15 min. service during both peak and off peak.	Tri-Met		X		** \$486,300
19	Various locations to Westside LRT	Increase transit service on 5 feeder bus lines to 15 min. service during peak and 20 min. during off peak.	Tri-Met		X		** \$630,500
20	Various locations to Westside LRT	Increase transit service on 3 feeder bus lines to 15 min. service during peak and 30 min. during off peak.	Tri-Met		X		** \$400,800
21	Bethany Area to Westside LRT	Add a feeder bus line from Rock Creek Community College (via West Union Road and Saltzman) to the Sunset Transit Station, with 15 minute service during peak and 20 minute service during off peak.	Tri-Met		X		** \$806,000
22	Burnside and Barnes	Provide additional bus shelters at selected locations along the existing line #20 route, west of NW 23rd and Burnside.	Tri-Met		X		\$22,400
23	Westside LRT stations and Park and Ride lots	Install bike lockers	Tri-Met		X		\$35,500
24	Oak Hills to downtown Portland	Add new bus line on Cornell Road, with stops at Forest Heights.	Tri-Met			X	** \$835,400
25	Forest Heights to downtown Portland	Maintain privately run express transit with 15 min. service during peak hours only.	Forest Heights and City of Portland	X			\$0

Sub Total \$57,900

Sub Total \*\* \$3,159,000

Grand Total \$5,536,900

\* The scope of this project is subject to change, and may result in a new cost estimate.

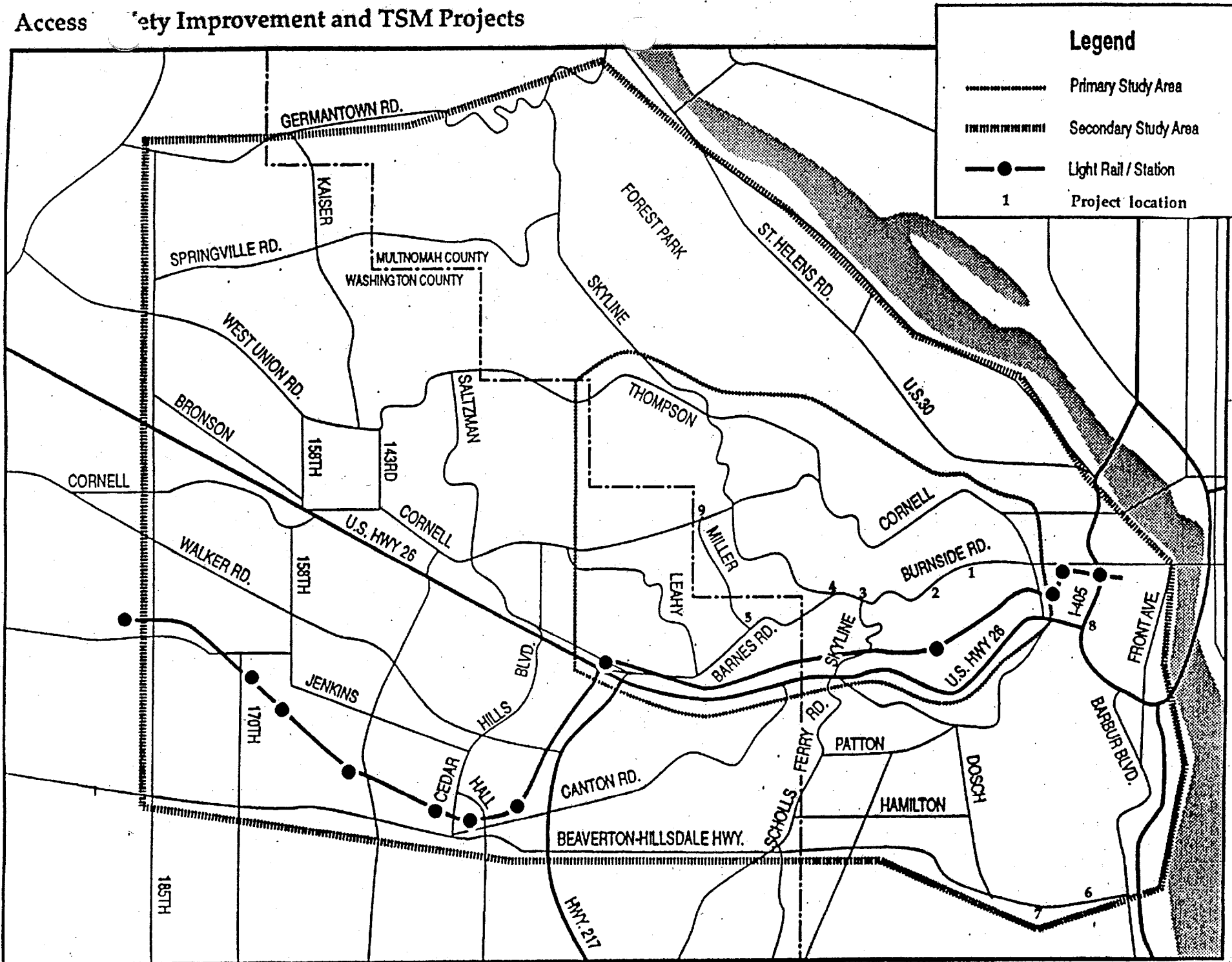
\*\* Project costs are per year estimates to provide transit service.

\*\*\* This project has been completed and will be operational in March of 1994.

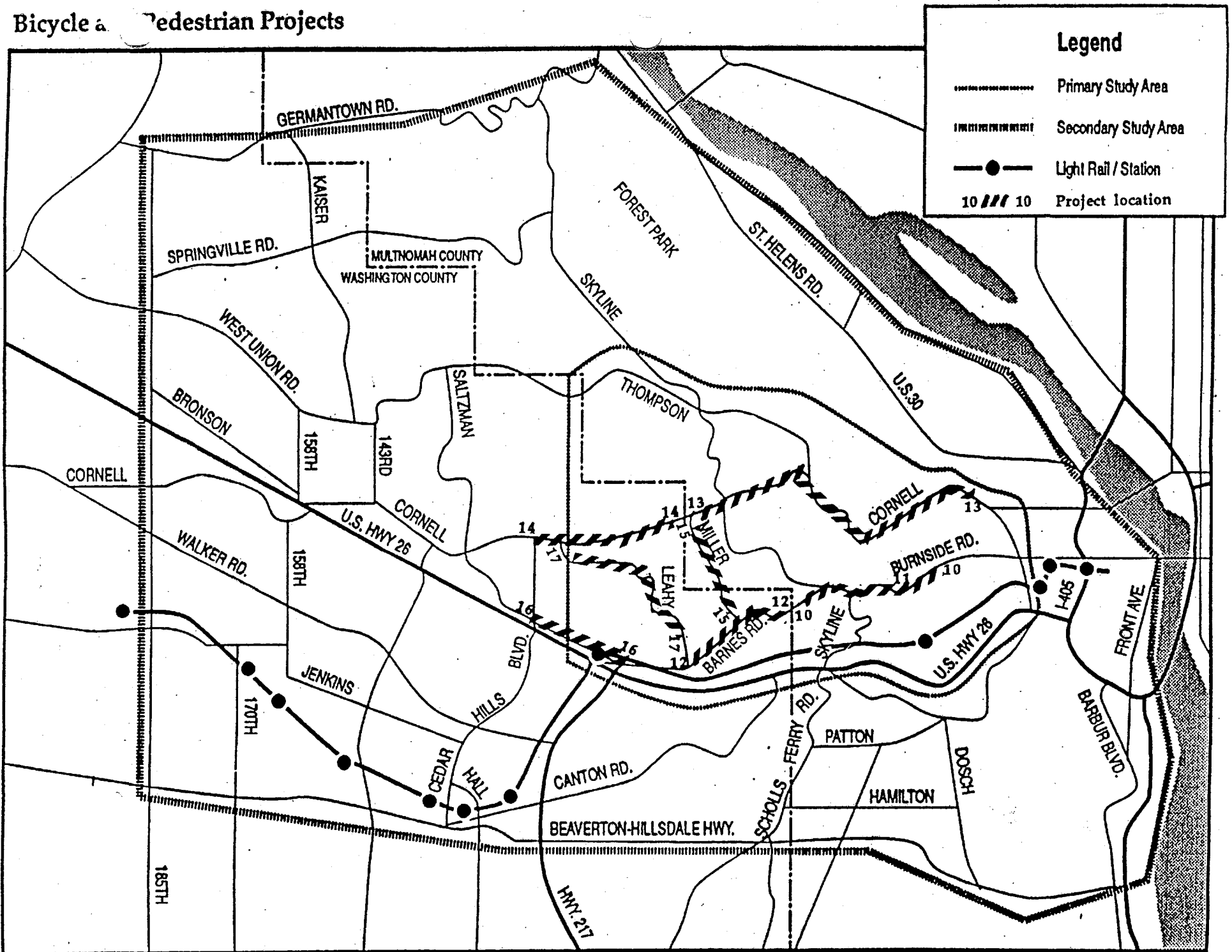
Note: All above cost estimates are systems planning level estimates, not engineering estimates.

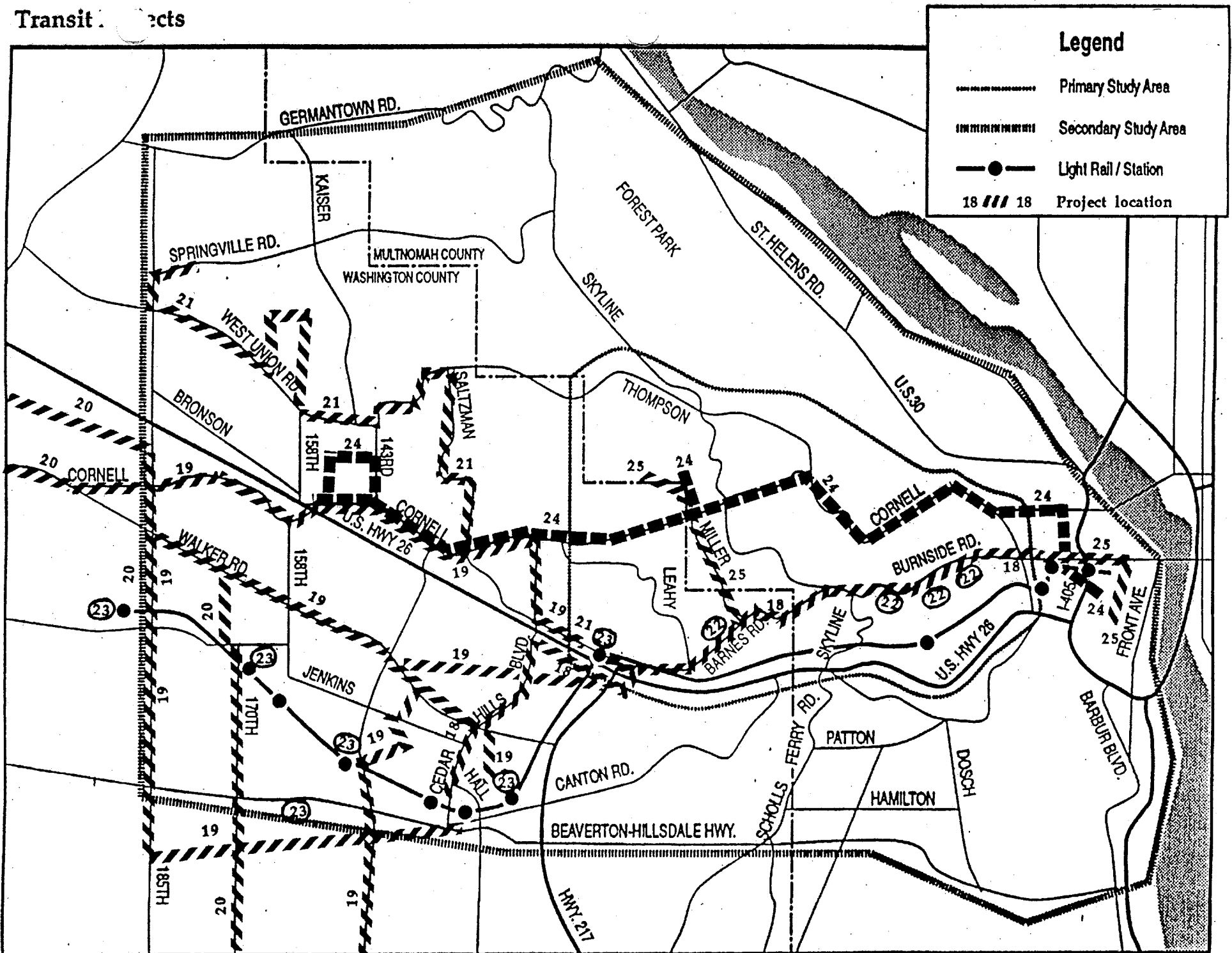


# Access Safety Improvement and TSM Projects



# Bicycle and Pedestrian Projects





## TECHNICAL ADVISORY COMMITTEE

Andy Back  
Blair Crumpacker  
Jennifer Gerlach  
Dan Layden  
Dennis Mitchell  
Rick Root  
Laurel Wentworth  
Dave Williams

Washington County  
Washington County  
Tri-Met  
Multnomah County  
ODOT  
City of Beaverton  
City of Portland  
ODOT

## CITIZEN ADVISORY COMMITTEE

### Members

Betty Atteberry  
Selwyn Bingham  
John Breiling  
Richard B. Caplan  
Charlotte Corkran  
Candice Deming  
Earl Grove  
Chet Grycko  
David Lokting  
Eugene Lynch  
Gerald Parady  
John Phillips  
Ron Poplin  
Larry Preuss  
Chuck South  
Ellen Vanderslice  
Hubert Walker  
Ken Zinsli

Sunset Corridor Association  
NW Industrial Neighborhood Association  
CPO 7  
Nob Hill Business Association  
Oregon Environmental Council  
SW Hills Residential League  
Forest Park Neighborhood Association  
At-Large  
Arlington Heights Neighborhood Association  
Sylvan-Highlands Neighborhood Association  
Citizens for the Canyon  
Hillside Neighborhood Association  
Homes Association of Cedar Hills  
CPO 1  
Leahy Neighborhood Association  
Northwest District Association  
Friends of Forest Park  
St. Vincent's Hospital

### Alternates

Gordon Baker & John Thompson  
Barbara Divine  
Mitch Lockett  
Marcy McNelly  
Gail Neuburg & Cristine James  
Micki Rosen  
Chuck Weswig  
Chris Wrench

Arlington Heights Neighborhood Association  
SW Hills Residential League  
Friends of Forest Park  
Forest Park Neighborhood Association  
Hillside Neighborhood Association  
Sylvan-Highlands Neighborhood Association  
Homes Association of Cedar Hills  
Northwest District Association

**Summary of Key Issues from NW Subarea Study's  
December 13, 1993 Public Meeting**

**Issue #1 - Should the Cornell/Miller intersection be the only intersection on Cornell that delays through traffic with a signal phasing change? Should staff look at changing the signal phasing on Cornell at intersections west of Miller? Should signal phasing changes be considered at the intersection of Cornell and Murray?**

Staff is currently looking at signal phasing changes at Cornell and 112th, Cornell and Barnes/Saltzman, along with Cornell and Miller; in order to discourage through traffic on Cornell. At each of these intersections the through movement will be assumed to have an additional 15 seconds of red time over the existing (or normal) red time, and the north/south movement will have an additional 15 seconds of green time. The intent of this approach is to spread the additional delay for through trips on Cornell over three different intersections, instead of having a 45 second delay at only Cornell and Miller. This approach should reduce the probability that drivers will violate a signal and thus create a safety problem. Changes to the signal phasing at Cornell and Murray were not considered due to the level of congestion that currently exists at this intersection during peak hours.

**Issues #2- The neighborhood at the east end of Cornell is negatively impacted by through traffic. What other neighborhoods and transportation functions are legitimately served by Cornell?**

Staff's answer is that Cornell between Miller and NW 28th (in the City of Portland) is classified as a Neighborhood Collector. With this classification, this portion of Cornell should serve as the street that collects neighborhood traffic from Forest Heights, and the Forest Park and Hillside neighborhoods, and carry it between these neighborhoods and to adjacent neighborhood districts (i.e.. NW Portland). However, the portion of Cornell west of Miller is classified as a Minor Arterial by Washington County, and as such it serves a broader area.

**Issue #3- The study's recommendations on bicycle improvement projects received favorable comments at the public meeting. As requested at the public meeting, the Alternatives Analysis and Recommendation Report could add language to provide an adequate number of bike lane signs as part of the recommendations for bicycle and pedestrian improvement projects.**

Staff agrees that the Alternatives Analysis and Recommendations Report will add language that recommends an adequate number of signs for the designation of new bicycle and pedestrian facilities.

**Issue #4- Should the study consider more bus service on Leahy Road? A comment at the public meeting was that the current service runs too infrequently.**

Currently the NW Subarea Study recommendations do not include additional transit service on Leahy. Preliminary transit analysis shows little new ridership could be obtained from additional service on the line #60. Metro staff will check with Tri-Met to see if they have considered additional service on Leahy.

**Issue #5- Will changing the signal phasing at Cornell and Miller (by 45 seconds for the through movement) during the peak hours create traffic and safety problems? Will this change result in insufficient storage space in the eastbound right turn lane on Cornell?**

The issue will be considered in more detail after the City of Portland performs a level of service (LOS) analysis on this intersection. The impact of this scenario on the LOS at other intersections within Washington County (i.e. Cornell/112th, Cornell/Saltzman, etc.) will also be analyzed. Results of this analysis will be discussed at the March 2nd NW Subarea TAC meeting.

**Issue # 6- Should signal changes at Cornell/112th, Cornell/Saltzman, and Cornell/Murray be examined for their effectiveness in discouraging through traffic on Cornell?**

Yes, signal changes will be considered for these intersection (except Cornell/Murray) and for Cornell/Miller. The impacts on LOS at all these intersections (plus the Barnes/Miller and Cornell/Miller intersection) will be analyzed for a scenario that includes 15 seconds of delay (during the peak hours only) for through movements at Cornell/Miller, Cornell/112th, Cornell/Saltzman, and for westbound to southbound movements at Cornell/112th.

**Issue #7- Should signal changes at Cornell/Saltzman and Cornell/Murray become part of the NW Subarea study's recommendations?**

This decision will be made after the analysis of the two scenarios mentioned above, and the discussion of this analysis at the March TAC meeting.

**Issue #8- What are Forest Heights obligations to provide privately run transit service from Forest Heights to downtown Portland? Is Forest Height obligated to provide the service indefinitely, or for a limited time?**

Condition Q clearly states Forest Heights agreement to provide privately run transit service to downtown Portland every 15 minutes during the peak

hours only. According to Tri-Met and the City of Portland this requirement is not limited to a specific time period.

**Issue #9- Dave Miller would like more information on the traffic impacts, neighborhood impacts, and modeling assumptions for the alternatives (second sequence) with a new tunnel/arterial under Forest Park. He owns a house near Cornell and 112th which could be directly impacted by such an alternative.**

Information on the modeling assumptions (in a simplified and condensed form) will be provided to Dave when this becomes available. Traffic and neighborhood impacts will not be considered for any second sequence alternatives, since these alternatives were not evaluated for consideration as study recommendations.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING )	RESOLUTION NO. 94-1965
THE RECOMMENDATIONS OF THE )	
NORTHWEST SUBAREA TRANSPORTA- )	Introduced by the
TION STUDY )	Planning Committee

WHEREAS, The Northwest Subarea Transportation Study was initiated in 1991 and was intended to address transportation issues in an area generally located north of the Sunset Highway between northwest Portland and NW 112th Avenue; and

WHEREAS, The initial study objective was to develop and analyze transportation strategies that would significantly enhance mobility and relieve the congestion problems within the study area; and

WHEREAS, The study determined that the congestion problems were a result of significant travel demand passing through the study area; and

WHEREAS, The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 requires comprehensive, multi-modal, and coordinated transportation planning; and

WHEREAS, The State Transportation Planning Rule (TPR) requires coordinated transportation and land use planning at the regional level; and

WHEREAS, As a result of ISTEA and the TPR, study alternatives for major capital projects, particularly those that would provide for single-occupant vehicle capacity (SOV), were eliminated for consideration as part of the Northwest Subarea Transportation Study; and



WHEREAS, The study concluded that any SOV projects or other major capital projects should be identified through the next update to the Regional Transportation Plan or subsequent refinements; and

WHEREAS, The study identified a package of relatively low-cost transit, system and demand management, and bicycle and pedestrian improvements to enhance study area mobility and reduce through traffic in the study area neighborhoods; now therefore

BE IT RESOLVED:

1. That the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council endorse the Northwest Subarea Transportation Study recommendations as identified in Exhibit A.

2. That JPACT and the Metro Council encourage Metro staff to work with responsible study area agencies and jurisdictions to implement study recommendations through Memoranda of Understanding.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_,  
1994.

Judy Wyers, Presiding Officer

Number	Location	Description	Implementing Agency	Timing			Cost Estimates
				5 year (CIP)	10 year	10-20 year	
Access/ Safety Improvement Projects							
1	Burnside at Macleay/ Tichner	Signalize intersections and provide left turn bays on Burnside	City of Portland	X			*** \$150,000
2	Burnside at NW Barnes	Improve intersection (signage)	City of Portland	X			\$5,000
3	Burnside at SW Skyline	Signalize intersection	City of Portland	X			\$474,500
4	Burnside at NW Skyline	Signalize intersection	City of Portland		X		\$200,000
5	SW Barnes at Miller	Provide right turn lane for westbound, and separate signal phase for southbound	Washington County	X			\$41,500
6	SW Capitol Highway at Sunset Drive	Realign the intersection, include left turn bay to Wilson High School	City of Portland		X		\$1,000,000
Sub Total							\$1,871,000
Transportation Systems Management (TSM) Projects							
7	Beaverton-Hillsdale Hwy. at Bertha/Capitol	Eastbound bus bypass lane from Beaverton-Hillsdale Hwy. to Capitol	City of Portland	X			\$25,000
8	I-405 at Sunset Highway	Add SB to WB exit ramp, widen at east end and restripe rest of ramp	ODOT		X		\$290,000
9	Cornell at Miller	Adjust signal phasing to discourage through traffic on Cornell, monitor	City of Portland	X			\$2,000
Sub Total							\$317,000
Bicycle and Pedestrian Projects							
10	Burnside from NW Macleay to SW Barnes	Add segments of bike facilities and sidewalks	City of Portland		X		\$500,000
11	Burnside near NW Barnes	Add a pedestrian overpass	City of Portland		X		\$500,000
12	SW Barnes from Leahy to Burnside	Add a bike lane	Washington County	X			\$208,000
13	Cornell from Westover to Miller	Add bicycle/pedestrian lane	City of Portland	X			\$518,000
14	Cornell from Miller to 112th	Add bicycle/pedestrian lanes	Washington County	X			* \$500,000
15	Miller Road	Add a bikeway	City of Portland /Washington County		X		\$71,000
16	Barnes Road Extention from Hwy.217 to 112th	Add bicycle/pedestrian lanes	Washington County	X			\$327,000
17	Leahy Road	Add a bikeway		X			\$667,000
Sub Total							\$3,291,000

Final NWS Recommendations

Number	Location	Description	Implementing Agency	Timing			Cost Estimates
				5 year (CIP)	10 year	10-20 year	
Transit Projects							
18	Burnside/Barnes west of NW 23rd	Increase transit service on the existing line #20 to 15 min. service during both peak and off peak.	Tri-Met		X		** \$486,300
19	Various locations to Westside LRT	Increase transit service on 5 feeder bus lines to 15 min. service during peak and 20 min. during off peak.	Tri-Met		X		** \$630,500
20	Various locations to Westside LRT	Increase transit service on 3 feeder bus lines to 15 min. service during peak and 30 min. during off peak.	Tri-Met		X		** \$400,800
21	Bethany Area to Westside LRT	Add a feeder bus line from Rock Creek Community College (via West Union Road and Saltzman) to the Sunset Transit Station, with 15 minute service during peak and 20 minute service during off peak.	Tri-Met		X		** \$806,000
22	Burnside and Barnes	Provide additional bus shelters at selected locations along the existing line #20 route, west of NW 23rd and Burnside.	Tri-Met		X		\$22,400
23	Westside LRT stations and Park and Ride lots	Install bike lockers	Tri-Met		X		\$35,500
24	Oak Hills to downtown Portland	Add new bus line on Cornell Road, with stops at Forest Heights.	Tri-Met			X	** \$835,400
25	Forest Heights to downtown Portland	Maintain privately run express transit with 15 min. service during peak hours only.	Forest Heights and City of Portland	X			\$0

Sub Total \$57,900

Sub Total \*\* \$3,159,000

Grand Total \$5,536,900

\* The scope of this project is subject to change, and may result in a new cost estimate.

\* Project costs are per year estimates to provide transit service.

\*\*\* This project has been completed and will be operational in March of 1994.

Note: All above cost estimates are systems planning level estimates, not engineering estimates.

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 94-2009 FOR THE PURPOSE OF ESTABLISHING A FIVE AND TEN-YEAR TRANSPORTATION FINANCE STRATEGY

Date: July 5, 1994

Presented by: Andrew C. Cotugno

## PROPOSED ACTION

Endorsement of a 5-year transportation finance strategy and an intent to develop a comprehensive 10-year strategy to include:

1. Pursuit of local matching funds for South/North LRT, including:
  - a. a Tri-Met referred \$475 million General Obligation (G.O.) Bond Measure to be voted on in November, 1994;
  - b. a C-TRAN referred funding measure to be voted on in 1995;
  - c. an Oregon legislative funding contribution; and
  - d. a Washington legislative funding contribution.
2. Pursuit of a Metro referred funding measure to be voted on in November, 1995, for an arterial/bridge/freight access/bike/pedestrian improvement program.
3. Pursuit of state funding for ODOT maintenance, preservation and improvements, and for local maintenance and preservation and for a possible bridge and/or arterial program.
4. Acknowledgement that construction funding for the next LRT corridor after South/North will not be sought until funding is implemented toward meeting the arterial/bridge/freight access/bike/pedestrian needs and transit operations.

## BACKGROUND

Transportation finance has been a top priority of Metro for a number of years and will continue to be under the direction being set by this resolution. Resolution No. 89-1035 focused on funding for the Westside LRT, state legislative proposals for roads and transit and an intent to pursue a local-option vehicle registration fee for arterials. In 1992, the Metro arterial fund was deferred in favor of participating with ODOT in the development of the Oregon Transportation Plan (OTP) and comprehensive statewide funding initiative. This effort ultimately failed in the 1993 Oregon Legislature. Later in 1993, Metro resumed efforts to establish an arterial fund and the Oregon Transportation Finance Coalition was formed to determine appropriate funding measures to be considered by the 1995 Oregon Legislature. In addition, the Westside Corridor Project has transitioned into major construction activities as most of its funding commitments are in place. As

such, the region has focused significant funding attention on the South/North LRT Project.

This resolution addresses these significant unmet funding concerns.

#### SOUTH/NORTH FUNDING

This resolution would launch the region's efforts to secure funding for the South/North LRT Project. Studies are well underway to establish alignment and termini for a project from Clackamas County through Milwaukie, downtown Portland and Vancouver into Clark County, Washington. These studies and the process to secure federal funding are driven by federal requirements and schedule. The studies are being conducted to meet all federal environmental impact requirements and result in a final selection of the Locally Preferred Alternative (LPO) in 1996. This is scheduled to enable Congress to make a funding commitment when the next Intermodal Surface Transportation Efficiency Act (ISTEA) is adopted in 1996. By that time, it is critical to have local funding commitments in place and a local decision on the project definition. An Interstate Compact will also be needed from Congress and the two Legislatures.

The alternative to proceeding with funding efforts in 1994 would be to consider a vote referral at a later date and approach the Oregon Legislature in the 1997 session for their match commitment. This approach, however, would result in missing the Congressional funding window leading to a delay of at least six years before the next Congressional authorization is scheduled. A delay of this sort would be a severe setback, straining the region's ability to keep a Clackamas County project linked up with a Clark County project. In addition, it would bring into question the three-year period of validity of an Environmental Impact Statement (EIS).

#### ARTERIAL FUNDING

This resolution would reconfirm past statements of importance for a regional funding measure for arterials. In addition, it would broaden the intent to pursue such a funding measure to include rehabilitation and seismic retrofit of the Willamette River bridges, improvements to meet bike and pedestrian needs, road-related improvements to improve transit service, and increased recognition of roadway improvements for freight access.

A funding measure is not recommended for referral to the voters in 1994 because of the conflict with action by the Oregon Legislature in 1995. With the failure of the 1993 transportation funding package, the State has been forced to cut over \$400 million in projects from its Transportation Improvement Program (TIP) and local governments have been forced to cut their local maintenance and preservation programs. If the region were to pursue a gas tax in 1994 for one type of project -- capital improvements to arterials -- it would be at the expense of another type of project

-- ODOT highway projects and local maintenance. Therefore, it is recommended that the region defer such an action until November, 1995.

The resolution also acknowledges that the region will not pursue funding for the next LRT corridor after South/North LRT until funding for arterials/bridges/freight access/bike/pedestrian and transit operations is implemented. This is intended to reinforce the importance of addressing these issues without further deferral.

#### 1995 LEGISLATURE PROGRAM

Metro and the Portland region are participating in the Oregon Transportation Finance Coalition to define a 1995 legislative agenda for transportation finance. This agenda and set of priorities is still under development. A further action by Metro will be needed to consider that proposal, but this resolution identifies the key areas of interest for the Portland region, including:

- o funding for ODOT highway maintenance, preservation and capital improvements;
- o funding for local road maintenance;
- o funding for a state and local bridge and/or arterial program;
- o possible consideration of a constitutional amendment to allow a local-option vehicle registration fee to be used for transit operations; and potentially
- o a state funding commitment for South/North LRT.

#### 10-YEAR STRATEGY

This resolution would initiate development of a comprehensive 10-year financing strategy. This would be aimed at building on the definition of needs provided by the Oregon Roads Needs Study, the Multnomah County Bridge Capital Plan and the updated Regional Transportation Plan (RTP) based upon the results of Region 2040. This effort should clearly define those needs that are critical to address within the next 10 years and establish a strategy to pursue each element over the 10-year period. At the core of this will be the specific elements established by this resolution for a regional arterial fund and South/North LRT funding. However, it will go farther in terms of fully defining the needs, the extent of federal, state, regional and local responsibility for meeting these needs, and the intended regional strategy for its component. It should also consider such factors as the role of congestion pricing, fees on growth, public-private partnerships and the use of debt instruments.

ACC/bc/94-2009.RES/07-05-94

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHING ) RESOLUTION NO. 94-2009  
A FIVE AND TEN-YEAR TRANSPORTATION )  
FINANCE STRATEGY ) Introduced by  
 ) Councilor Rod Monroe

WHEREAS, Metro adopted the Regional Transportation Plan (RTP) by ordinance No. 92-433 identifying a comprehensive system of transportation improvements; and

WHEREAS, An update to this Plan is under development in conjunction with the Region 2040 Project to meet the Metro Charter requirements for the transportation element of the Regional Framework Plan and to be responsive to requirements established by the Intermodal Surface Transportation Efficiency Act (ISTEA), the Clean Air Act (CAA) and the LCDC Transportation Rule; and

WHEREAS, Transportation is consistently cited as a critical concern in the public outreach efforts of Region 2040; and

WHEREAS, Metro last endorsed a comprehensive regional financing strategy by Resolution No. 89-1035; and

WHEREAS, Metro endorsed a comprehensive statewide financing strategy by Resolution No. 92-1719A; and

WHEREAS, Transportation finance remains a critical unmet need; now therefore,

BE IT RESOLVED,

That the Council of Metro:

1. Endorses Exhibits "A" and "B" as the framework for a comprehensive 5-year transportation funding strategy and basis for developing a 10-year strategy; and

2. Intends to cooperate with the Oregon Transportation Finance Coalition on transportation finance proposals of statewide interest.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 1994.

\_\_\_\_\_  
Judy Wyers, Presiding Officer

ACC/bc  
94-2009.RES  
07/05/94



**Exhibit "A"**

**JPACT 10-Year Transportation Finance Strategy**

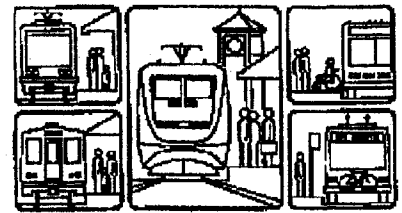
1. Prepare and adopt a 10-year funding strategy to adequately address regional needs for all modes.
2. Tri-Met refer a \$475 million bond measure to the voters in November 1994 for the regional share of South/North LRT. The scope of the South/North LRT Project will be recommended by the South/North Steering Group.
3. Seek South/North LRT funding shares from Clark County and the Washington State Legislature.
4. Metro commits to refer a transportation funding measure to voters in November 1995 for a comprehensive regional road, bridge, freight access, bike, pedestrian program that addresses the needs established in the Oregon Roads Finance Study, the Multnomah County Bridge Capital Plan and the updated RTP based on the results of Region 2040.
5. Pursue a legislative program in 1995 through the Oregon Transportation Finance Coalition to include:
  - . Funding for ODOT highway maintenance, preservation and capital improvements;
  - . Funding for local road maintenance;
  - . Funding for a state and local bridge and/or arterial program; and, potentially
  - . State funding commitment for South/North LRT
6. Funding for construction of the next LRT corridor after South/North will not be pursued until a funding program has been implemented for the regional arterials/bridge/freight access/bike/ pedestrian program and transit operations expansion.

# FIVE-YEAR FUNDING PROGRAM

	1994	1995	1996	1997	1998
Roads Bridges Bike/Ped. Program		State Gas Tax funded Arterial and Bridge Program Metro vote referral of Arterial/Bridge Program Wash. Co. MSTIP		Increase in state Arterial and Bridge Program	
South/North Capital & Next LRT Start-Up	Tri-Met G.O. Bond Measure: - S/N: \$475M	Oregon State Commitment of S/N Matching Funds (lottery, STP and/or NHS) Washington State commitment of S/N Matching Funds	Initiate request for ISTEA funds	Finalize ISTEA funding commitment	
Transit Operations		Legislative referral of Const. Amendment for use of vehicle fees  State \$20 VRF imposed effec. 1-97	Statewide Const. Amendment		Possible Regional VRF for Operations
Major State Highways		Impose 2¢ x 2 year gas tax for roads effec. 1-96		Impose 2¢ x 2 years gas tax for roads	
Local Maintenance		Impose 2¢ x 2 years gas tax for roads effec. 1-96	Clackamas Co. Gas Tax	Impose 2¢ x 2 years gas tax for roads	

5YRFUND.CH1\bc  
July 1, 1994

Exhibit "B"



**Testimony before JPAC on July 14, 1994**  
**Re: Proposed Resolution 94-2009**  
by Fred Nussbaum, President

Mr. Chairman and Members of the Committee:

My name is Fred Nussbaum and I'm president of AORTA.

My organization is, of course, very supportive of the South/North Light Rail Project and, although we have some doubts that the voters will look favorably on the \$475 Million G.O. bond, we think it is worth a try.

I come before you today to register some concerns my organization has with the particulars of **Exhibit B** of this resolution dealing with the future legislative package for transportation funding. The current wording of the policies you are recommending seem to box the Metro Council into pursuing the very same legislative strategy that was unsuccessful in the last session, one totally contingent on securing new taxes, a rather "iffy" proposition in these times. We remind you that the almost identical 1993 Legislative package was killed by a combination of fiscal conservatives opposing new or increased taxes and metro area liberals unhappy about yet more gas taxes earmarked exclusively for roads.

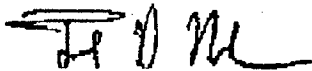
We urge you to amend the language in the matrix in **Exhibit B** and supporting documentation removing any mode-specific references from the funding proposals, as per the attached. This would give the Council the most flexibility for developing a winnable financing strategy for all modes, especially the traditionally underfunded alternative modes.

We continue to believe that the best, most political palatable strategy for stable funding of transit, bicycle and pedestrian transportation projects, while providing adequate funding for road and highway maintenance and preservation, is through amending the Oregon Constitution to broaden the use of motor vehicle fees and taxes to become, in effect, a **Unified Transportation Trust Fund**. Several recent polls support our opinion that general broadening of the allowable purposes of what is now a Highway Trust Fund consistently has majority public support, in contrast to various local option proposals and additional or special fees/ taxes earmarked for alternative purposes, such as are being discussed in Resolution 94-2009.

In 1993 the Council unanimously endorsed **SJR 2**, which would have provided for general broadening of the use of motor vehicle fees and taxes. All of those same Councilors also signed on as sponsors on an initiative, with the same language.

The Council should not have its hands tied by a policy which precludes consideration of legislation similar to **SJR 2**. That would not be in the interest of providing adequate funding for all modes in Metro's 10-year program.

Thank you for your consideration.



Attachment:

**FIVE-YEAR FUNDING PROGRAM (AORTA Amendments 7/14/94)**

~~strikeout~~ = delete      **bold&underlined** - add

	1994	1995	1996	1997	1998
Roads Bridges Bike/Ped. Program		State Gas Tax funded Arterial and Bridge Program Metro vote referral of Arterial/Bridge Program Wash. Co. MSTIP		Increase in state Arterial and Bridge Program	
South/North Capital & Next LRT Start-Up	Tri-Met G.O. Bond Measure: - S/N: \$475M	Oregon State Commitment of SIN Matching Funds (lottery, STP and/or NHS) Washington State commitment of S/N Matching Funds	Initiate request for ISTEA funds	Finalize ISTEA funding commitment	
Transit Operations		Legislative referral of Const. Amendment for use of <b><u>motor</u></b> vehicle fees <b><u>and taxes</u></b> State \$20 VRF imposed effec. 1-97	Statewide Const. Amendment		Possible Regional VRF for Operations
Major State Highways		Impose 2¢ x 2 year gas tax <del>for roads</del> effec. 1-96		Impose 2¢ x 2 years gas tax <del>for</del> <b><u>roads</u></b>	
Local Maintenance		Impose 2¢ x 2 years gas tax <del>for roads</del> effec. 1-96	Clackamas Co. Gas Tax	Impose 2¢ x 2 years gas tax <del>for</del> <b><u>roads</u></b>	

*Kathy Lehtola*

**General Observations on the National Transportation System Initiative  
Surface Transportation Policy Project**

June 24, 1994

1. The National Transportation System exercise is as important as the development of a National Information Infrastructure. Like the NII exercise, the national focus should be on the achievement of broad national goals: accessibility, resource conservation and sustainability, strategic economic investment. System goals include integration of different modes, making the system informed for both users and operators, and creating system redundancy and flexibility by lessening reliance on single modes. The essential activities that need to take place before an NTS can become a reality are the following: the creation of adequate system interconnections, communications capabilities, surveillance and monitoring systems, and a real time management and operation capacity. The federal role should focus on the development of institutions that can work together to create a ubiquitous user friendly system, investing in infrastructure, institutional capacity, operational activities and technologies that achieve the above goals, and monitoring, measurement and evaluation of progress along key indicators related to each of the national goals.
2. The National Transportation System exercise is only partly about inventorying transportation facilities and mapping them. Mapping is important, but DOT has mapped systems before. If we wish to achieve the broader national goals set forth in ISTEA and articulated by Secretary Pena, what's needed is to move beyond the mapping exercise to encourage a management focus rather than a facility development focus, a user and trip focus rather than a link focus, and intermodal system focus rather than level of service or volume focus.
3. We need to turn the traditional two dimensional map on its side, in the way

that telecommunications people have done for a long time. There are many channels between two points and the important focus is providing for the efficiency of the multiple channels and for flexibility of use. The question of the NTS is then one of mapping desire for travel, information flow and goods movement and determining efficient, equitable and ecological ways of satisfying that desire. The attached figures attempt to depict this other kind of map.

4. In an information and service economy, volume and tonnage are not so important as they once were. Content, value, and timeliness become more important -- this changes the focus from the long haul interstate portion of the trip where time is a function of distance to delay points such as congested metropolitan areas and intermodal connections.. From a standpoint of national role, then, creating transit alternatives to relieve metropolitan congestion is important to interstate freight and passenger movement. Making transit connections to airports or freight connections between modes in metro areas are important. Reliability becomes critical too; and so one part of the NTS should be creating the surveillance capability to track passenger and freight movement on at least a sample basis and creating communications capacity to enable real time management.

5. In an electronic economy, where money, property and information can change owners and cross state and national boundaries with the exchange of digital codes, interstate commerce no longer happens primarily at the boundaries between political jurisdictions. To rely upon performance measures focused on volume to measure importance ignores the reality of the information age.

6. Volume indicators force a continuation of past trends, which will perpetuate the problems created by a transportation system that is overly dependent upon one mode. Potential capacity may be a more proactive way to encourage economic efficiency.

7. Interstate commerce and national defense are two commonly cited foundations for the national transportation system. In fact there are equally important federal roles in transportation deriving from equal protection, civil rights, protecting the environment and ensuring the public health, safety and welfare. Measures of transportation system performance that derive from these goals have to do with accessibility of transit service to the transit dependent, to low income, minority and rural citizens, they have to do with reducing the use of fossil fuels and other nonrenewable resources including land, open space and neighborhoods and they relate to investment which supports local and regional economies by providing improved access to ports, airports and central cities for freight and passengers.

8. The development of the NTS needs to be a "bottoms-up" exercise. ISTEA shifted much decision making responsibility to MPOs and local communities. The NTS needs to be a vehicle for articulating the importance of key national goals to these decision makers, not a reversion to a nationally defined system. The foundation of the NTS is the Metropolitan Transportation System and the intermodal linkages to be built through the state plans. The appropriate federal role for the NTS is to help to build local, regional and state institutional capacity, invest in processes and projects which address key national goals, and provide a data and report which allows people to evaluate the performance of the system.

## QUESTIONS FOR STPP

1. The brochure states that by the end of 1994, the Department will have developed guidance for the participation of state and local governments and the private sector in the NTS identification process and to have an initial NTS map by September, 1995. What are your views as to the role which federal, state, local governments, the private sector and the public should play in defining the NTS, the process this should entail and the timeline?
2. You have urged that instead of being focused on facilities, that the NTS be a critical examination of the key impediments to achieving the goals of improved performance, access, system preservation, and enhancement of the environment. Is the Department's proposed approach consistent with what you have urged?
3. What techniques do you believe the NTS can pursue to measure the contribution certain facilities make to social and environmental goals? Should the contribution of policies to achieving these goals also be considered and measured through the NTS?
4. Volume is considered to be a sound indication of the contribution transportation facilities make to interstate commerce. But meeting social objectives such as accessible mobility for those who cannot drive or the enhancement of community liveability is also important. Should transportation services, facilities and policies which make a contribution to achieving such social objectives be included in the NTS. If so, how should the NTS distinguish between what is of national significance versus of local concern?



## **Answers to Your Questions of STPP**

**1. Roles, Process and Timeline:** The development of the NTS needs to be grounded in the planning process created in ISTEA. States and MPOs need to be charged with the development of state level proposals and MPOs must be asked to develop processes and programs for the development and management of a Metropolitan Transportation System. For the NTS to succeed, it needs at its base an MPO that is capable of convening a partnership to manage the metropolitan system. Public involvement must be a key part of these planning processes. This process should begin with currently developing plans and continue as an ongoing process.

The federal government needs to identify the barriers to an intermodal systems approach (e.g., lack of airport accountability to the process, lack of funding flexibility to freight, resistance of some states and MPOs to transit or TDM solutions, need for direction to MPOs to manage the system, and barriers deployment of technological options to improve user/operator information) and develop administrative and legislative proposal to remove these barriers. The DOT must also take responsibility for identifying measures and data needed to evaluate system effectiveness in social, environmental and economic terms and provide this data to Congress and the public. The House bill, the Borski bill and the Administration's proposal all seek a proposal by 1995, but the actual process is likely to take longer, cover different program authorizations, and be an ongoing effort.

**2. Responsiveness to STPP Concerns.** Any exercise that is focused primarily on mapping existing facilities and measuring existing volumes will tend to perpetuate the past. This approach will result in continued over reliance on the highway mode and a continued overemphasis on long distance trips. Thus an approach primarily focused on mapping will not deliver an effective

intermodal system, nor will it recognize the economic value of the nation's metropolitan areas to the nation as a whole. We are concerned that the current proposal fails to properly recognize broader social, economic and environmental objectives and that it fails to adequately incorporate short trips by transit, bike or walking.

**3. Social and Environmental Goals.** The NTS needs to measure accessibility not mobility. This will involve ensuring access to transportation to all citizens, even those without cars. Measures of access relate to system coverage and extent, service frequency, and demographic subgroups of the population. As we indicate above, similar measurements can be made of environmental contributions and economic contributions. Yes -- these objectives should be a vital part of the Administration's NTS objectives.

**4. National vs. Local Issues.** The question of distinguishing between national and local issues is a false one. We have already decided that wide varieties of transportation facilities and projects are of national concern, based upon a variety of Constitutional grounds. The NTS should not become a rigid map of nationally important facilities inscribed upon a permanent map. Instead the NTS should build upon ISTEA's foundation of empowered regional decision makers seeking to address important national objectives. ISTEA stipulated such national objectives as a well maintained Interstate, clean air and safe bridges. The NTS initiative can go further by incorporating other modes, private sector players, new technologies for system management and economic, social and environmental effectiveness as key national objectives.

**f**

# Mapping the Interchange Between Two Places

*The determination of what or whom is moving between points A and*

**A**

**GOODS**

**B**

**INFORMATION**

**PEOPLE**

3

# Many Parts of the Same Trip

*Multiple modal options to make the same trip*

A

Capital Hill

WALK	AMTRAK	WALK
TAXI	AMTRAK	TAXI
METRORAIL	AIRPORT	SUBWAY
TAXI	AIRPORT	TAXI
TAXI	GREYHOUND	SUBWAY
SHUTTLE BUS	AIRPORT	TAXI

B

Midtown  
Manhattan

WHERE IS <sup>TRAIL</sup>BIKE?

# SURFACE TRANSPORTATION POLICY PROJECT

1400 Sixteenth Street, N.W., Suite 300, Washington, D. C. 20036  
(202)939-3470 Fax: (202)939-3475

## STEERING COMMITTEE

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*Center for Neighborhood Technology*

Brent Blackwelder  
*Friends of the Earth*

John Bodley  
*National Association of Regional Councils*

Amy Coggin  
*American Public Transit Association*

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Albert Eisenberg  
*American Institute of Architects*

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*Environmental and Energy Study Institute*

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*Bicycle Federation of America*

Nancy Willis  
*American Planning Association*

## EXECUTIVE COMMITTEE

David Burwell

Sarah Campbell

Jessica Matthews

Robert Pack

William Roberts

Hank Danner  
*Director*

July 8, 1994

The Honorable Dirk Kempthorne  
United States Senate  
SD-367  
Washington, D.C. 20510

**RE: Senate Designation of the National Highway System**

Dear Senator Kempthorne,

The Surface Transportation Policy Project (STPP), a non-profit coalition of over one hundred groups whose mission is to reform transportation policy to be socially equitable, economically effective, energy conserving and environmentally sensitive, believe that the effort to designate the National Highway System (NHS) offers an opportunity for the Senate to embrace ISTEA's call for a National Transportation System in which people and communities matter. Because the Senate Environment and Public Works Committee is in the process of scheduling a second hearing on the designation of the NHS, STPP and the undersigned organizations wish to communicate our support of this National Transportation System (NTS) to you at this time along with our ideas on ensuring that the NHS is integrated with the overall direction of ISTEA.

ISTEA represented a major change in direction for federal transportation policy -- away from a focus on meeting simple projections of demand and toward a focus on a balanced system which attempts to respond to the needs of people and communities. Undoubtedly protecting the federal investment in a system of national highways is a critical part of this effort, but so is the provision of key intermodal connections to our freight modes and so is the effort to provide for transit and non-motorized alternatives to the automobile. The NHS should be seen as a subset of a National Transportation System (NTS).

Clearly Secretary Pena agrees with this concept of a National Transportation System (NTS). In his remarks introducing an NTS on December 9, 1994, the Secretary stated "In our view, the NTS should incorporate the most significant elements of the nation's



transportation systems -- including airports, ports, waterways, rail, intercity bus lines, pipelines and local transit systems. It should include systems moving both people and freight; and facilities owned by both private businesses and governments."

Although we believe the Secretary understands the need for an NTS, it particularly concerns us that the United States Department of Transportation's (USDOT) proposal for an NHS includes 21 high priority corridors featuring major new Interstate type road alignments and 16 new beltways around metropolitan areas. These projects are not in approved plans, will involve a commitment of billions of dollars to the states that included them on their maps and could have a significant impact on future apportionments. This hardly allows for a "clean" bill.

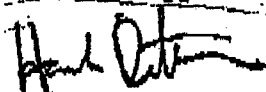
STPP and its members fear that the NHS may become a vehicle for further disinvestment in the nation's metropolitan areas, as there is no provision within ISTEA for ensuring that a fair share of NHS funding is provided to these areas where most of the people live and most of the congestion and air quality problems reside. We strongly support a national system that ensures a fair return to all areas (e.g. metropolitan, small town and rural areas based on population). STPP has found that most states are ignoring the critical congestion and maintenance needs of their most populated urban areas by obligating their NHS funds outside urbanized areas and channelling these funds toward traditional road projects.

We believe the first priority of NHS investment should be restoration, resurfacing and rehabilitation of the designated system. This could be accomplished by requiring that states demonstrate adequate NHS maintenance through their management systems. We also believe that capacity expansion should be undertaken only if states can assure that the NHS is adequately maintained.

STPP is further concerned that the NHS not become an inflexible system with national design standards. We support flexible design and construction standards that will provide states with flexibility for the consideration of environmental, safety, scenic, community and historic preservation concerns and enhanced access for bike and pedestrian traffic. In the past, these design standards have been the pretext for much capacity expansion, much disruption of communities and the environment and much damage to historic, aesthetic and scenic values.

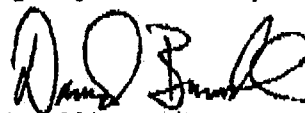
We urge you to help bring these provisions to the attention of the leadership and incorporate these ideas into any Senate proposal for designation of a National Highway System. We have developed specific language to make the NHS bill a true National Transportation System and would like the opportunity to share this language with you. With your help we can have a National Transportation System that is designed to serve the economic, environmental and social needs of the nation while it preserves the important role of highways in the nation's economy.

We appreciate the opportunity to communicate our policy concerns to you.

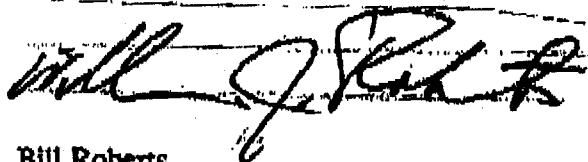


Hank Dittmar  
Executive Director

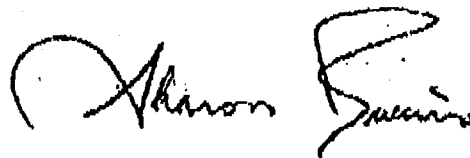
Sincerely,



David Burwell  
Rails-to-Trails Conservancy



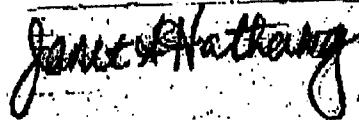
Bill Roberts  
Environmental Defense Fund



Sharon Buccino  
Natural Resources Defense Council  
Washington, D.C.



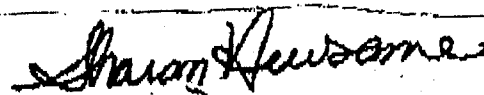
Allen Greenberg  
League of American Bicyclists



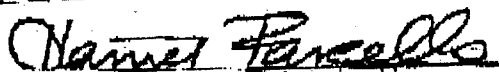
Janet Hathaway  
Natural Resources Defense Council  
San Francisco



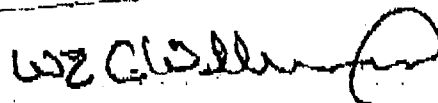
Carol Werner  
Environmental and Energy Study Institute



Sharon Newsome  
National Wildlife Federation



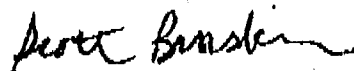
Harriet Parcels  
National Association of Railroad Passengers



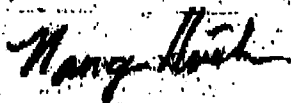
William C. Wilkinson III  
Bicycle Federation



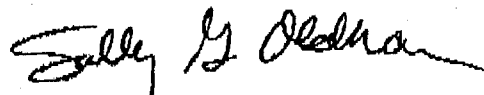
Brent Blackwelder  
Friends of the Earth



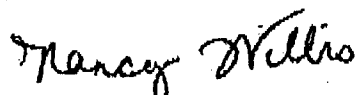
Scott Bernstein  
Center for Neighborhood Technology



Nancy Hirsh  
Energy Conservation Coalition



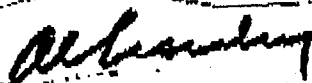
Sally Oldham  
Scenic America



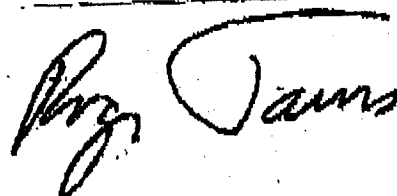
Nancy Willis  
American Planning Association



Jack Gilstrap  
American Public Transit Association



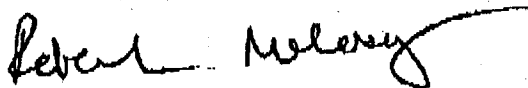
Al Eisenberg  
American Institute of Architects



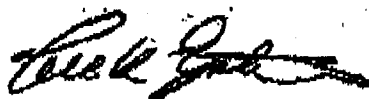
Roger Tauss  
Transport Workers Union of America/AFL-  
CIO



David Albright  
Alliance for Transportation Research



Robert Molofsky  
Amalgamated Transit Union



Lee Epstein  
Chesapeake Bay Foundation



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DATE 7-14-94

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TANYA COLLIER	MULT. COUNTY
Gerry Smith	WSDOT
Sum McLean	Metro
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ROB DRAKE	CITIES OF WASHINGTON CO.
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Karen Haines	Vancouver
Pat Borin	C-TRAN
RICHARD ROSS	GRESHAM
Gail Ryder	Metro
Jeff RIST	ODOT
Bob Hennessey	C-TRAN

COMMITTEE MEETING TITLE

SPACT

DATE

7-14-94

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Metro

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