

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 93-1868 FOR THE PURPOSE OF ADOPTING AN INTERGOVERNMENTAL AGREEMENT FOR MANAGEMENT OF THE WILLAMETTE SHORE LINE RIGHT-OF-WAY

Date: October 21, 1993

Presented by: Andrew Cotugno

## PROPOSED ACTION

This resolution would adopt an Intergovernmental Agreement between Metro and the other jurisdictional members of the Consortium (ODOT, Tri-Met, Multnomah County, Clackamas County, the City of Portland and the City of Lake Oswego) that would:

1. Formalize the structure of the Consortium of local governments that purchased the right-of-way;
2. Designate Metro's representative to the Consortium as the initial chairperson of the Consortium;
3. Establish, at a minimum, an annual meeting of the Consortium;
4. Establish a system for issuing revocable permits for use of, or crossings of, the right-of-way, and a process for resolution of right-of-way issues;
5. Establish a system where the members of the Consortium work together to resolve legal issues should they arise;
6. Provide for the development of an interim plan for improvements to the right-of-way, as necessary; and
7. Provide for Metro to coordinate the development of a model land use regulation that would ensure appropriate development adjacent to the right-of-way.

A copy of the draft Intergovernmental Agreement is attached to the resolution as Exhibit A.

TPAC has reviewed this Intergovernmental Agreement and recommends approval of Resolution No. 93-1868.

## FACTUAL BACKGROUND AND ANALYSIS

The Willamette Shore Line right-of-way (previously known as the Jefferson Street branch line) is an historic rail corridor that runs from the base of the Marquam Bridge along the western bank of the Willamette River to the City of Lake Oswego. Rail operation through this corridor began in 1887 with passenger service operating until the late 1920's. At its

peak, the Southern Pacific Railroad was running 64 passenger trains a day to and from Portland. Freight operations continued in the Macadam Corridor until 1983.

In 1988, a consortium of local jurisdictions purchased the Jefferson Street branch rail line from the Southern Pacific Railroad in order to preserve it for possible use in the future as a high-capacity transit corridor.

The line is now called the "Willamette Shore Line Right-of-Way." The title to the right-of-way is held by the City of Portland for the Consortium. The City of Lake Oswego manages the maintenance of the right-of-way for the Consortium through a contract with the City of Portland. The City of Lake Oswego contracts with a private operator for the operation of the trolley.

The Shore Line Right-of-Way corridor is identified in the Regional Transportation Plan as a future high-capacity transit corridor. The segment of the right-of-way between the Marquam Bridge and the Sellwood Bridge is one of several alternatives being considered for development in the South/North Alternatives Analysis High-Capacity Transit Study.

Recent development adjacent to the right-of-way, and within the right-of-way, has caused concern on the part of the Consortium. Expansion of existing uses and development of new uses, primarily large single-family houses, is occurring in many areas in the corridor. In some areas, this development is compromising the safe operation of the existing trolley and encroaching into the right-of-way. The development is incrementally degrading the integrity of the right-of-way for its intended use as a future high-capacity transit corridor.

In response to the concern about development in the corridor, in the spring of 1993, Consortium members agreed to adopt a moratorium, halting approval of new crossings of the right-of-way and uses in the right-of-way, to allow for development of a policy for interim management of the corridor.

Representatives of the Consortium have been meeting regularly since the beginning of the moratorium, and have developed a draft policy for management of the right-of-way. This policy is attached as Exhibit B to the draft resolution.

The policy addresses two major issues: use of the right-of-way and crossings of the right-of-way. The purpose of the "uses permitted within the right-of-way" section is: 1) to provide for safe operation of the line, both now and in the future; and 2) to assist property owners in avoiding costly encroachments into the right-of-way, which would later have to be removed. The policy prohibits abutting property owners from installing either fixed improvements or significant landscaping in the right-of-way. Revocable permits for limited temporary landscaping can be granted under certain conditions. For safety purposes, the policy proposes that there be no vehicular movements or parking in the right-of-way.

The section on "permitted crossings of the right-of-way" establishes criteria for crossing of the right-of-way. It identifies two different types of crossings: public and private. The policy limits new at-grade crossings. It proposes that existing private at-grade crossings be phased out over time through a variety of methods, including consolidation of crossings, replacement of at-grade crossings with grade-separated crossings, and development of alternative access.

In order to provide for public review of the draft policy, a public meeting was held on September 14, 1993. Notice of the meeting was sent to approximately 600 property owners in the vicinity of the right-of-way. Approximately 100 people attended the meeting. A copy of the meeting summary is attached to this staff report as Attachment A.

There is strong support within the region for preserving the right-of-way for future high-capacity transit use. However, many property owners in the vicinity of the right-of-way are opposed to the Consortium's ownership of the right-of-way and to plans for managing the right-of-way in such a way as to preserve it for future high-capacity transit use. Some of these property owners attempted to stop the purchase of the right-of-way by the Consortium through legal means, but were unsuccessful.

TPAC reviewed the draft Intergovernmental Agreement and proposed policy at its November 24 meeting. ODOT has indicated that the agency is reconsidering its continued participation in the Shore Line Consortium. TPAC members encouraged ODOT's continued involvement.

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 93-1868.

**MEETING SUMMARY**

**DATE OF MEETING:** September 14, 1993, 7:00 p.m.

**GROUP/SUBJECT:** Willamette Shore Line Right-of-Way Public Meeting

**ATTENDEES:** See Attached List

**Welcome and Introduction**

Gina Whitehill-Baziuk, representing Metro, welcomed the public to the meeting and explained the agenda and format for the evening. She explained that there was a sign up sheet near the door, and that anyone who signed up would receive a copy of the meeting summary that would be prepared following the meeting.

The Consortium is made up of a group of local jurisdictions and public agencies that purchased the Jefferson Street Branch Rail Line from Southern Pacific. Those agencies include: Metro, ODOT, Tri-Met, City of Portland, City of Lake Oswego, Multnomah County and Clackamas County.

Staff representing the Consortium member agencies were present at the meeting and introduced. Meeting participants were provided a list of names and phone numbers of jurisdictional representatives to contact with future questions regarding the right-of-way.

**Background and Purpose of Meeting**

Sharon Kelly Meyer, also representing Metro, explained that the intent of the meeting was to review the *Draft Right-of-Way Uses and Crossings Policy* for the "City of Portland Shore Line Right-of-Way." She described an overview of the history of the corridor and the purpose for the meeting.

In 1988, a Consortium of local jurisdictions purchased the Jefferson Street line from the Southern Pacific Railroad in order to preserve it for possible use in the future as a high capacity transit corridor. The line is now called the "City of Portland Shore Line." The title to the right-of-way is held by the city of Portland for the Consortium. The City of Lake Oswego manages the maintenance of the right-of-way for the Consortium and contracts with a private operator for the operation of the trolley.

The portion of the right-of-way north of the Sellwood Bridge is one of several alternatives under consideration as a possible route for a north/south transit corridor in the region. The study known as the "South/North Transit Corridor Study" is evaluating a number of alternatives, including Light Rail Transit for possible development in this corridor. The portion of the right-of-way

south of the Sellwood Bridge is not currently being studied for development as a high capacity transit corridor. However, the entire right-of-way from the Marquam Bridge to the Lake Oswego central business district is identified in the Regional Transportation Plan as a future high capacity transit corridor.

The purpose of the meeting is to review the draft policy developed by Consortium staff to protect the right-of-way, and to aid abutting property owners in the development of their property. Comments from the public will be evaluated, and where reasonable, changes could be incorporated into a revised draft of the policy. The revised draft policy would be adopted and implemented by each of the local jurisdictions in the Consortium. Permits to be issued under the policy would be reviewed, in addition to by the appropriate local jurisdiction, by Tri-Met for compliance with engineering standards.

### **Overview of Proposed Policy**

Jennifer Ryan, representing Tri-Met, provided an overview of the draft policy.

The draft policy consists of two sections. The first addresses uses permitted within the right-of-way. The purpose of this section is to provide for safe operation on the line, both now and in the future, and to assist property owners in avoiding costly encroachments into the right-of-way, which would later have to be removed. The draft policy proposes that abutting property owners not install either fixed improvements or landscaping in the right-of-way. Revocable permits for temporary landscaping might be granted under certain conditions. For safety purposes, the policy proposes that there be no vehicle backups into the right-of-way.

The second section addresses how to access property across the right-of-way. It identifies two different types of crossings, public and private. The draft policy proposes that there be no new at-grade crossings and that existing at-grade crossings be phased out through a variety of methods, including consolidation of crossings, replacement of at-grade crossings with grade-separated crossings, and development of alternative access.

### **Citizen Comments and Questions**

**Question:** *When will the draft policy be considered and voted on?*

**Answer:** Staff will consider comments and suggestions made at this public meeting and will revise the draft policy over the next several weeks. It will then be forwarded to the elected or appointed officials of the various jurisdictions within the next couple of months. You may want to contact the representative from your jurisdiction listed on the handout in order to keep informed.

**Question:** *Once the Policy has been approved, would safety changes then be implemented on the trolley line?*

**Answer:** Once the policy has been adopted, development proposals received would first go through a safety review. At this point, there is no plan for the broad implementation of safety improvements, such as grade-separating private crossings. The goal would be to make improvements incremental over time as funds are available.

**Question:** *If safety problems are so severe, why not shut the trolley down? There are several stop signs for the trolley - it seems that those would meet safety requirements.*

**Answer:** The reason the right-of-way was purchased by the consortium was to preserve it as a rail corridor. The trolley operation is intended as an interim use, until such time as the region decides to develop the corridor for some other use. The existing stop signs along the right-of-way are very unusual for a rail line. Under normal operation of a rail line, the stop signs would be directed toward the traffic crossing the rail line.

**Question:** *Are there plans to electrify the line within the next five years?*

**Answer:** There are no plans at this time to electrify the corridor. However, if, as a result of the South/North Study, a decision were made to select Light Rail Transit, and if the Westbank alternative were selected, electrification would occur, but probably not within 5 years. As part of project analysis and development, utility issues would be addressed.

**Question:** *The east side of the river has been destroyed with rail - the west side is the most valuable property - why are we destroying it? Why not move the rail line back?*

**Answer:** The rail right-of-way was purchased to preserve it as a possible future transit corridor. In conjunction with the South/North Study, the area north of the Sellwood Bridge is currently being considered as a possible transit corridor. A corridor along Macadam Avenue is also being studied. The area within the right-of-way south of the Sellwood Bridge is not currently being evaluated for development, but will remain in the regional transportation plan as a possible future corridor.

**Question:** *Why are LRT standards being imposed south of the Sellwood Bridge if that area is not included in the South/North Study?*

**Answer:** The entire corridor is included in the regional transportation plan which identifies future transit corridors. The LRT standards are being used because they are a well

developed existing set of standards which are readily available for use in preserving this corridor, without requiring the costly development of a new set of standards.

**Question:** *If you want to develop your property that is adjacent to the Right-of-Way, what procedure do you follow?*

**Answer:** First, you should contact your local jurisdiction. Local jurisdictions will be responsible for implementing the policy. The jurisdiction will talk with you about how the policy relates to your specific property, and the local jurisdiction will review all applications with Tri-Met who will work with the jurisdiction and the property owners to develop a solution, consistent with the policy and the needs of the property owner.

**Question:** *How does the Policy treat the land adjacent to the Right-of-Way when the Right-of-Way is not wide enough?*

**Answer:** The draft policy does not address management of lands outside of the land owned by the Consortium. Lands in private ownership, adjacent to the right-of-way, will not be directly impacted by the draft policy.

**Question:** *Some segments of the Right-of-Way have been conveyed by easement instead of by deed. Regarding easement rights, is there documentation? Also, How does the draft policy relate to these lands?*

**Answer:** There are two sets of documents which relate to the status of the right-of-way. One is the set of documents housed within the County Assessors records at the applicable county courthouse, the other is the set of conveyance documents held by the Consortium and conveyed from the railroad at the time of purchase. These documents can be used to identify the legal status of the consortiums' interest in the right-of-way. The policy is intended to apply to all land for which the consortium has an ownership interest, whether by deed or easement.

**Question:** *Assuming light rail will be chosen, what other studies have been done to run the line in a location other than along the current rails?*

**Answer:** There is not a current assumption that light rail will go down this specific right-of-way. Until a decision is made in the South/North Study on the mode of transit and the location of the corridor, no decisions to build along the current rails will be made. The only portion of the corridor that is currently being studied is the

north portion of the right-of-way. The focus of this meeting is how we plan to manage the right-of-way in the interim period, until such time as a decision is made to utilize it differently.

**Question:** *If you are uncertain as to whether or not you have a public or private crossing, what do you do?*

**Answer:** Generally, if your property is the only property utilizing an access at a particular point, you would likely have a private crossing. However there are exceptions. The best way to determine the status of your crossing is to contact either your local jurisdiction representative or Jennifer Ryan at Tri-Met.

**Question:** *I am concerned about the scenic value to the trees in some segments of the corridor. Would safety be used as a reason to cutdown the trees?*

**Answer:** If any particular tree became diseased or obviously hazardous to the safe operation of the trolley or adjacent property owners, a tree may need to be removed. There is not a plan at this time to remove any trees within the corridor. Also, in the future, if or when the region evaluates this corridor for development as a transit corridor, one of the many areas that would be evaluated in an Environmental Impact Statement is visual impacts.

**Question:** *Could a provision be added to the Policy to preserve the scenic elements of the ROW?*

**Answer:** Staff agreed that it could be considered in the revision of the draft policy.

**Question:** *Has the decision already been made to go through Johns Landing Condominiums?*

**Answer:** There is an alternative that goes through the Johns Landing area that is being considered in the South/North Study. It is one of several options associated with the "Westbank Alternative." The Westbank Alternative would provide for a transit improvement on the Westbank of the Willamette River. There are also several alternatives that would provide for a transit alternative on the Eastbank of the Willamette River. Decisions on the South/North Study will not be made for at least a year, and probably longer.

**Question:** *Referring to the previous question, who makes the decision?*



**Answer:** The decision is a regional decision that is developed through building a consensus with the local jurisdictions. It is an extensive process. There are 14 jurisdictions involved in the decision-making process. Recommendations will be made by all the local jurisdictions included in the study area to the Joint Policy Advisory Committee on Transportation (JPACT) and then to the Metro Council for a final decision. Metro staff can provide a more in-depth description of the decision-making process.

**Question:** *Is the Trolley a private or public enterprise?*

**Answer:** The City of Portland is the holder of the deed to the right-of-way. The city of Lake Oswego is responsible for maintenance and operation of the service in the right-of-way. Lake Oswego, through a contract with a private operator, manages the operation of the trolley (the equipment on the line is privately owned).

**Question:** *If the Trolley weren't running, would public money still be used for the line?*

**Answer:** Yes, some public money would still be used to preserve/maintain the right-of-way.

**Question:** *Could a provision be added to the Policy that states that there will be no improvements south of the Sellwood Bridge?*

**Answer:** No, because the entire right-of-way is designated in the regional transportation plan as a future transit corridor. It is possible, however, that clarification could be added as to which portion of the right-of-way is being studied in the South/North Transit Corridor Study.

**Question:** *Why not develop the transit facilities on public roads rather than imposing on private properties?*

**Answer:** Within the South/North Study, there are several alternatives identified for possible development. This right-of-way is only one of the alternatives being considered. However, it is important to remember that the Jefferson Street Rail Line has been operating as a rail line since before the turn of the century. There is a long historical precedent of this corridor being operated as a rail line, and as a passenger rail for a good portion of the historic period. The rail line existed long before any of the residences along the line were built.

**Question:** *On Page 8, #4 , it states that the Consortium will phase out existing private crossings when properties are altered or redeveloped, or when applications are made for land use or building permits. This should be reworded - it appears that all private crossing will be phased out.*

**Answer:** It is the goal of the policy to eventually phase out private crossings. However, the draft policy should be reviewed to more clearly state that it is the goal, and there is no current plan to implement the goal on a corridor wide basis.

**Question:** *If property owners were required to have an alternative route into their homes, who would pick up the cost for that?*

**Answer:** It would be the responsibility of the property owner. If the past or current owner of the right-of-way has given permission for individual property owners to temporarily cross the right-of-way (unless there is a specific agreement between the property owners to the contrary), permission to cross the right-of-way may be revoked, and there is no obligation on the part of the right-of-way owner to provide an alternative access.

**Comment:** *The Mayor of Lake Oswego addressed the issue of traffic/transportation problems in the Portland metropolitan area. She submitted a letter for the record.*

A copy of the letter is attached.

**Question:** *When will there be more time to address questions on the policy?*

**Answer:** Due to the late hour, the meeting was formally adjourned, however, the Metro and jurisdictional staff remained to answer additional questions. Those who still had questions on the policy were encouraged to stay and staff remained available to answer more questions.

**Question:** *Has anyone addressed the impact of this proposed policy on adjacent property owners? How can a property owner market property? Should you disclose that you have a rail right-of-way adjacent to your property?*

**Answer:** There are a variety of perceived impacts of the draft policy on adjacent property owners. The right-of-way has been in existence since long before any of the homes adjacent to the right-of-way. Most if not all current property owners were aware of the right-of-way when they purchased their property, and we feel that it is important to accurately inform the public about the status of the right-of-way. If you have questions about disclosure during a land sales transaction, you should

contact your real estate agent, your attorney or the local board of realtors for advice.

**Question:** *Has it been considered whether or not double tracks should go through the tunnel?*

**Answer:** No, that has not been considered at this time. That question would be considered in the future, if and when the southern segment of the corridor were to be formally evaluated for a transit improvement.

The group was informed that additional questions regarding the policy could be answered by contacting their local jurisdiction, Metro or Tri-Met.

### **Closing**

The meeting was adjourned at approximately 9:00 pm. Those interested in having specific site-related questions answered, remained (staff was available).

bc/sm

**Attachment:** Letter submitted by Mayor of City of Lake Oswego



September 14, 1993

380 "A" AVENUE  
POST OFFICE BOX 369  
LAKE OSWEGO,  
OREGON 97034  
(503) 635-0213  
FAX (503) 635-0269

ALICE L. SCHLENKER,  
MAYOR

Lake Oswego Corridor TAG  
C/O Sharon Kelly-Meyer  
Metro  
600 NE Grand Avenue  
Portland 97206-2936

CHARLES C. (MIKE) ANDERSON,  
COUNCILOR

HEATHER CHRISMAN,  
COUNCILOR

WILLIAM HOLSTEIN,  
COUNCILOR

BOB JUNE,  
COUNCILOR

BILL KLAMMER,  
COUNCILOR

MARY PUSKAS,  
COUNCILOR

Dear Members of the Lake Oswego Corridor TAG:

The City of Lake Oswego, a strong supporter and partner in the consortium which purchased the Jefferson Street line in 1987, is pleased to have the opportunity to support a policy regarding crossings of the rail right-of-way along the line.

The formalization of a policy regarding crossings will provide all parties -- property owners, consortium members, members of the public, neighbors -- with an understanding of specified ground rules for this right-of-way, as well as protecting the public's investment.


In addition to the original capital acquisition of \$2,000,000, the City of Lake Oswego completed, in 1992, a track extension into the downtown. We look forward to the extension from the current northern terminus to the Riverplace neighborhood in the future.


The saving of the rail line and the rights-of-way was a visionary effort by the members of the consortium, supported by scores of citizen constituents, in anticipation of the need for alternative transportation systems as the metropolitan population increases in the decades ahead.

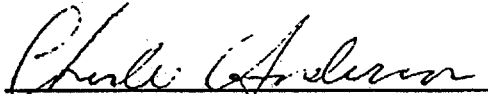
The proposed policy will provide an understanding and a process for both those interested in the preservation for future use of the corridor and the right-of-way, as well as those interested in developing along the route to be aware of what can be permitted and what will not be allowed on this unique Oregon transportation corridor.

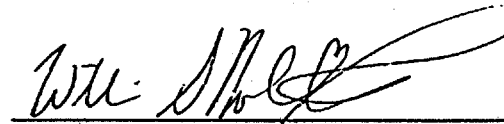
Thank you for your interest in, and consideration of, preserving this rail corridor and right-of-way now and for future generations.

Sincerely,

  
\_\_\_\_\_  
Alice L. Schlenker, Mayor

  
\_\_\_\_\_  
Heather Chrisman, Council President

  
\_\_\_\_\_  
Charles C. Anderson, City Councilor

  
\_\_\_\_\_  
William Holstein, City Councilor

  
\_\_\_\_\_  
Robert June, City Councilor

  
\_\_\_\_\_  
Bill Klammer, City Councilor

  
\_\_\_\_\_  
Mary Buskas, City Councilor

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING AN ) RESOLUTION NO. 93-1868  
INTERGOVERNMENTAL AGREEMENT FOR )  
MANAGEMENT OF THE WILLAMETTE ) Introduced by  
SHORE LINE RIGHT-OF-WAY ) Councilor Van Bergen

WHEREAS, In 1988, a Consortium of local jurisdictions (consisting of Metro, ODOT, Tri-Met, Multnomah County, Clackamas County, the City of Portland and the City of Lake Oswego) purchased the Jefferson Street branch rail line from the Southern Pacific Railroad in order to preserve it for possible use in the future as a high capacity transit corridor; and

WHEREAS, The legal name for the right-of-way is the "City of Portland Shore Line Right-of Way" and it is commonly referred to as the Willamette Shore Line Right-of-Way; and

WHEREAS, The right-of-way is approximately seven miles long and varies in width from 17 feet to 80 feet, and is owned primarily in fee title, but contains areas conveyed through easements; and

WHEREAS, The Consortium wishes to preserve the rail line right-of-way until such time as the region may decide to use it for High-Capacity Transit Purposes; and

WHEREAS, Encroachments into the right-of-way are occurring as a result of new development and expansion of existing development adjacent to the right-of-way; and

WHEREAS, The seven-mile right-of-way has numerous public and private at-grade roadway and pedestrian crossings which present significant problems for the safe operation of the trolley; and

WHEREAS, Requests for additional at-grade crossings are being made and new at-grade crossings are being created without permits or Consortium approval; and

WHEREAS, Access to some private property in the vicinity of the right-of-way requires crossing the right-of-way and, in some cases, requires direct private access to Highway 43; and

WHEREAS, A policy needs to be established to guide permitting jurisdictions in advising the public and reviewing new crossing requests; and

WHEREAS, Members of the Consortium have consulted in the development of a policy for management of the right-of-way; and

WHEREAS, A public meeting was held on September 14, 1993 to review the draft policy and receive public comments on the draft policy; and

WHEREAS, Notice of the public meeting was sent to approximately 600 property owners in the vicinity of the corridor; and

WHEREAS, Approximately 100 persons attended the public meeting and provided comments and suggestions; and

WHEREAS, The draft policy has been revised in response to many of the public comments received at the public meeting; and

WHEREAS, The revised policy provides for safer operation of the trolley line, limits encroachments into the right-of-way and provides for revocable permits for crossing of the right-of-way; now, therefore

**BE IT RESOLVED,**

1. That Metro Council authorizes the Executive Officer to execute an Intergovernmental Agreement for the management of the Willamette Shore Line Right-of-Way, (see Exhibit A).

2. That staff be directed to continue working with Consortium members to implement the provisions of the Intergovernmental Agreement and the Willamette Shore Line Right-of-Way Management Policy (see Exhibit B).

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 1993.

Judy Wyers, Presiding Officer

Exhibit A - Intergovernmental Agreement

Exhibit B - Willamette Shore Line Right-of-Way Management Policy



INTERGOVERNMENTAL AGREEMENT FOR THE MANAGEMENT  
OF THE  
WILLAMETTE SHORE LINE RIGHT-OF-WAY

THIS AGREEMENT is entered into by and between the CITY OF PORTLAND, OREGON (Portland), METRO (Metro), the CITY OF LAKE OSWEGO, OREGON (Oswego), MULTNOMAH COUNTY, OREGON (Multnomah), CLACKAMAS COUNTY, OREGON (Clackamas), TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON (Tri-Met), and the STATE OF OREGON DEPARTMENT OF TRANSPORTATION (ODOT). The parties shall collectively be referred to as the "Consortium."

**RECITALS:**

- A. Portland and Oswego are municipal corporations of the State of Oregon organized and existing under the laws of the state of Oregon. Multnomah is a home rule political subdivision, and Clackamas is a general law county of the State of Oregon organized and existing under the laws and constitution of the State of Oregon. Metro is a municipal corporation of the State of Oregon with its own home rule charter. Tri-Met is a mass transit district of the State of Oregon established under Chapter 267 of Oregon Revised Statutes. ODOT is an administrative agency of the State of Oregon.
- B. This Agreement is entered into pursuant to Chapter 190 of Oregon revised Statutes.
- C. In December 1986, the Consortium entered into an Intergovernmental Agreement to Option and lease the Jefferson Street Rail Line (the "Line"). That intergovernmental agreement was amended to include Tri-Met.
- D. In August 1987, the Consortium entered into an Intergovernmental Operations Agreement.
- E. In June 1988, the Consortium entered into an Intergovernmental Agreement for the Purchase of the Jefferson Street Rail Line. That agreement stated that it was the Consortium's desire to preserve the line for possible future mass transit use.
- F. Since the purchase of the line, the Consortium has recognized the need to address a variety of issues which affect its ability to so preserve the line. Those include: encroachments into the right of way; unpermitted crossings of the right of way; requests from developers and property owners to cross the right of way; and the development of abutting property. In addition, the Consortium has become aware of federal funding opportunities, which require the development of a long term plan for the use of the line.
- G. The Consortium members desire to enter into an intergovernmental agreement which provides a structure for the long term governance of the line during this period of its preservation for possible future uses.

**TERMS:**

1. **Consortium Established.** The participating jurisdictions formally constitute themselves as the Willamette Shore Line Consortium for the overall management of the Line. Each jurisdiction will appoint as its representative to the Consortium either its director of planning or its director of transportation or someone of similar position who is authorized to speak on a policy level for the jurisdiction.

2. **Consortium Chair and Staff.** Metro's representative will be the initial Chairperson of the Consortium. Tri-Met and Metro will provide technical and administrative staff for the Consortium.

3. **Regular Meetings.** The Consortium will meet at least annually. The Consortium will be convened at the request of any of its members. A majority of the Consortium members shall constitute a quorum for the transaction of business at any meeting. The act of the majority of the members present at any meeting at which a quorum exists shall be the act of the Consortium.

4. **Right-of-Way Protection.** The local general purpose government with geographic jurisdiction over a rail segment will be responsible for receiving applications and issuing right-of-way "incursion" permits relevant to that segment. As part of the permit application, an applicant will be required to obtain a Tri-Met technical review based on the "Shore Line Right-of-Way Management Policy" attached to the Agreement, as amended by the Consortium from time to time. Tri-Met will be responsible for making engineering judgments, where called for by the Policy. The permitting jurisdictions will be obligated to abide by Tri-Met's engineering recommendations, including the denial of permits where the Policy as applied indicates denial and the attachment of conditions where the Policy as applied so indicates; except that, should a permitting jurisdiction disagree with the engineering recommendations made by Tri-Met, it may appeal such decision to the Consortium. The decision of the Consortium shall be followed by the permitting jurisdiction. Copies of any such right-of-way permits shall be forwarded to the right-of-way title holder.

5. **Right of Way Ownership.** The City of Portland will continue to be the title holder for the right-of-way, for the benefit of the Consortium. As title holder, the City will receive notice of all "incursion" permits issued.

6. **Current Operations and Maintenance.** Current operation and maintenance of the right-of-way will continue as provided in the current Lake Oswego/Portland agreement, until that agreement is changed.

7. **Defense of Claims.** All Consortium members agree to consult as soon as possible upon any member receiving a notice of a claim arising out of any activity related to the preservation of the Line. Should the Consortium decide to defend against the claim, all members will participate as parties in a coordinated defense. Should the Consortium decide not to defend against the claim, those jurisdictions against which the claim has been filed may decide on their own how to respond to the claim. Should a claim result in either an award of damages or a settlement, the Consortium members will determine by agreement the appropriate allocation of those costs. Each member will bear the costs of its own legal counsel.

8. **Changes in Use.** Changes in use of the right-of-way will be subject to Consortium approval.

9. **Interim Planning and Coordination.** The Consortium will consider adoption of an Interim Plan for improvements to and use of the right-of-way. Any Consortium member may propose expenditures for capital improvements to the right-of-way or related to its use. To assure coordination of capital expenditures, any such expenditures will be subject to Consortium approval.

10. **Land Use in Areas Abutting Right-of-Way.** Metro will coordinate the development of a model land use regulation to assure that the development of land

immediately abutting the right-of-way is consistent with potential transit uses of the right-of-way. This model regulation will be proposed to Portland, Lake Oswego, and Clackamas and Multnomah Counties for their adoption.

11. Term of Agreement. The term of this Agreement shall be for ten years and may be renewed for a like term upon the approval of the individual members.

CITY OF PORTLAND, OREGON

APPROVED AS TO FORM

By: \_\_\_\_\_

By: \_\_\_\_\_

By: \_\_\_\_\_

CITY OF LAKE OSWEGO, OREGON

APPROVED AS TO FORM

By: \_\_\_\_\_

By: \_\_\_\_\_

By: \_\_\_\_\_

MULTNOMAH COUNTY, OREGON  
BOARD OF COUNTY COMMISSIONERS

APPROVED AS TO FORM

By: \_\_\_\_\_

By: \_\_\_\_\_

CLACKAMAS COUNTY, OREGON  
BOARD OF COUNTY COMMISSIONERS

APPROVED AS TO FORM

By: \_\_\_\_\_

By: \_\_\_\_\_

METRO

APPROVED AS TO FORM

By: \_\_\_\_\_

By: \_\_\_\_\_

OREGON DEPARTMENT OF  
TRANSPORTATION

APPROVED AS TO FORM

By: \_\_\_\_\_

By: \_\_\_\_\_

TRI-COUNTY METROPOLITAN TRANS-  
PORTATION DISTRICT OF OREGON

APPROVED AS TO FORM

By: \_\_\_\_\_

By: \_\_\_\_\_

## **Willamette Shore Line Right-of-Way Management Policy**

### **I. Need for a Policy**

1. A Consortium of Local Governments (Metro, ODOT, Tri-Met, Multnomah County, Clackamas County, the City of Portland and the City of Lake Oswego) purchased the Willamette Shore Line Right-of-Way in 1988 from the Southern Pacific Railroad to preserve it for possible use as a future high capacity transit corridor.
2. The right-of-way extends for approximately 7 miles from the base of the Marquam Bridge, south along the old Southern Pacific rail line into the City of Lake Oswego. The right-of-way varies in width from 17 feet to 80 feet, and is generally held in fee title by the City of Portland for the Consortium. In some limited segments, ownership was conveyed by easement.
3. The Consortium had not established a policy for management of the right-of-way in the interim period. The interim period is the period before a regional decision is made to utilize the right-of-way for High Capacity Transit purposes.
4. The integrity of the right-of-way for use as a high capacity transit corridor has been incrementally diminished over the past few years due to new and existing development encroaching into the right-of-way. This includes new public and private vehicular and pedestrian at-grade crossings that are being built which threaten the safe and continued operation of the trolley.
5. The Consortium believes that continued use of the corridor for trolley purposes is an appropriate interim use.
6. Interim management of the right-of-way requires the establishment of a policy that defines when uses and crossings of the right-of-way are appropriate without diminishing the longer term goal of development of the right-of-way for High Capacity Transit purposes.
7. Additional regulation of new development on lands adjacent to the right-of-way may be necessary to adequately preserve the corridor for future development of high capacity transit and to minimize the impacts and costs of eventual development of the right-of-way on adjacent uses and neighborhoods.
8. Definition of interim development standards is necessary to facilitate development that will occur in areas adjacent to the right-of-way, before a regional decision is made as to the type of high capacity transit that will be developed within the Shore Line Right-

of-Way. Light Rail Transit (LRT) design standards have been developed by Tri-Met, because LRT has thus far been the high capacity transit mode of choice in the region.

9. There are two types of at-grade vehicular railroad crossings:
  - a. Public Crossings. These operate as public streets in that they are unrestricted with respect to who may use them. Depending on the location and type of crossing control, public rail line crossings in Oregon are regulated either by the state Public Utility Commission (PUC) or by the local traffic jurisdiction. In general, traffic signals are used for rail line crossings where trains operate within a street right-of-way and are controlled by the local traffic jurisdiction. The PUC generally requires railroad gates to be used at crossings where rail lines operate in exclusive right-of-way and are crossed at-grade by public streets, a condition that applies to many crossings of the Willamette Shore Line Right-of-Way.
  - b. Private Crossings. Private crossings are associated with private uses such as driveways, not public streets. They are established by agreement between the rail line owner and the private party desiring to cross the right-of-way, and generally would not be regulated by the PUC.
10. Conditions found at typical private at-grade crossings along the Willamette Shore Line Right-of-Way are significantly different from those at public street crossings. In general neither traffic signals, nor gates can offer a satisfactory level of safe crossing control. For instance:
  - a. Neither gates or traffic signals can provide adequate protection for children or pets in a driveway situation.
  - b. Private crossings allow access into the rail right of way which could otherwise be fenced from public access for safety purposes.
  - c. An at-grade crossing creates a break in any noise wall that might be provided, significantly reducing the noise wall's effectiveness. Also, crossing bells, mandated by the PUC, could create a significant noise impact.
  - d. The permittee (depending on the crossing permit provisions) is generally responsible for construction of the crossing, safety devices, insurance and maintenance costs. The financial and legal liabilities associated with a private crossing are a burden on the property's use and may be reflected in the property's value.

For these reasons, private at-grade crossings of rail lines are seldom justified.

11. Upgrading the Willamette Shore Line Corridor to high capacity transit standards would require major safety improvements at all private at-grade crossings. This could involve the replacement of most private at-grade crossings with pedestrian or vehicular grade separations, or by providing alternative access in order to close some private crossings.
12. There are some privately owned lands between the Willamette Shore Line Right-of-Way and the Willamette River that would not have access to a public road without crossing the right-of-way. However, in many cases access could be combined for more than one property, or achieved through crossing other private property such as through creation of access roads.

## **II. Right-of-way Management Goals**

1. To manage the right-of-way in a manner that preserves it for possible future development of high capacity transit.
2. To provide factual information to the public regarding possible future use of the right-of-way for high capacity transit.
3. To provide a safe operating environment for continued operation of the Trolley and to enhance the safety of the right-of-way for eventual future use for high capacity transit purposes.
4. To prohibit temporary or permanent uses within the right-of-way which will increase the cost of developing the right-of-way for transit or other purposes in the future.
5. To prohibit new private at-grade crossings of the right-of-way, and work to phase out existing private at-grade crossings of the right-of-way.
6. To coordinate crossings of the right-of-way with ODOT's access management goals, plans and policies for the Highway 43 Corridor.
7. To develop and maintain access to the right-of-way for Operations and Maintenance, Emergency Repairs, and Capital Improvements.
8. To ensure that private property owners are not prohibited from accessing their property, while ensuring conformance with these Management Goals and Policies.

### **III. Right-of-way Management Policy**

This policy is intended to apply only to the land within the right-of-way owned by the Consortium either by fee title or by easement. The policy does not apply to abutting privately owned property. All development within the right-of-way shall be in accordance with a revokable permit (and the conditions therein) issued by the appropriate local jurisdiction, in conformance with this "Willamette Shore Line Right-of-Way Management Policy".

Light Rail Transit (LRT) design standards have been developed by Tri-Met, because LRT has thus far been the high capacity transit mode of choice in the region. Therefore, Tri-Met's existing LRT design standards will be used as interim standards, until such time as the region makes a decision regarding development of the Willamette Shore Line Right-of-Way. These standards are briefly illustrated in figures 1 and 2. These illustrations are not intended to represent the full standards, but to illustrate the more common issues related to the management of the Willamette Shore Line Right-of-Way. For additional details related to the standards, contact Tri-Met.

In addition to the LRT design standards, the following policies and standards shall apply to all development within the right-of-way.

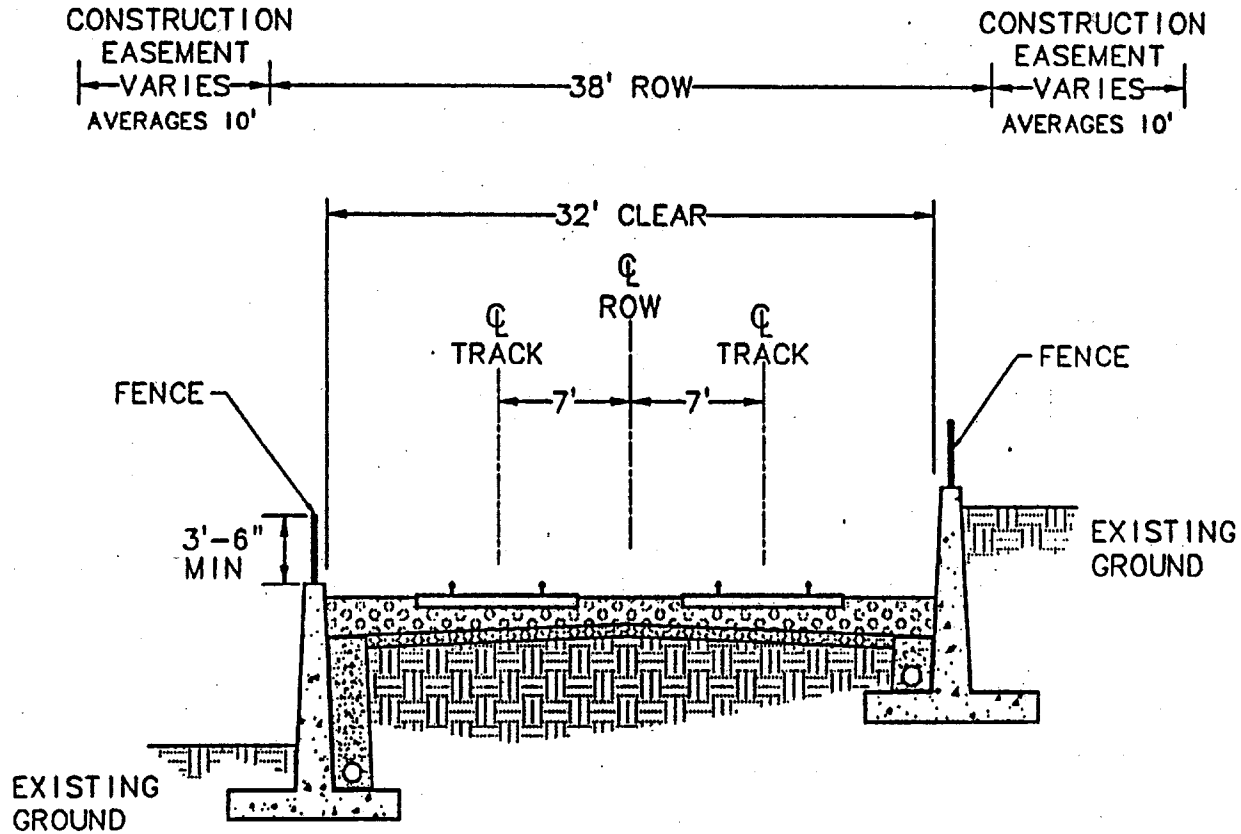
#### **Uses Permitted Within the Right-of-Way**

1. Only uses that are consistent with eventual use of the right-of-way for a future high capacity transit corridor will be permitted within the right-of-way.
2. No grading shall be permitted within the right-of-way except where required for an approved crossing, or to improve drainage of the right-of-way. All grading or drainage changes within the right-of-way must be in accordance with a permit approved by the Rail Representative.
3. No vehicle backup or other maneuvers will be allowed within the right-of-way, and all vehicular turn arounds shall occur on abutting private property.
4. No fixed improvements (including, but not limited to; landscaping, fountains, benches, rockeries, fences, irrigation facilities, parking pads, sidewalks or paths, gates, driveways or steps) shall be permitted within the right-of-way that would mean a loss of significant investment, upon removal. Notwithstanding the above, facilities for the safe function of existing crossings may be allowed through a permit.



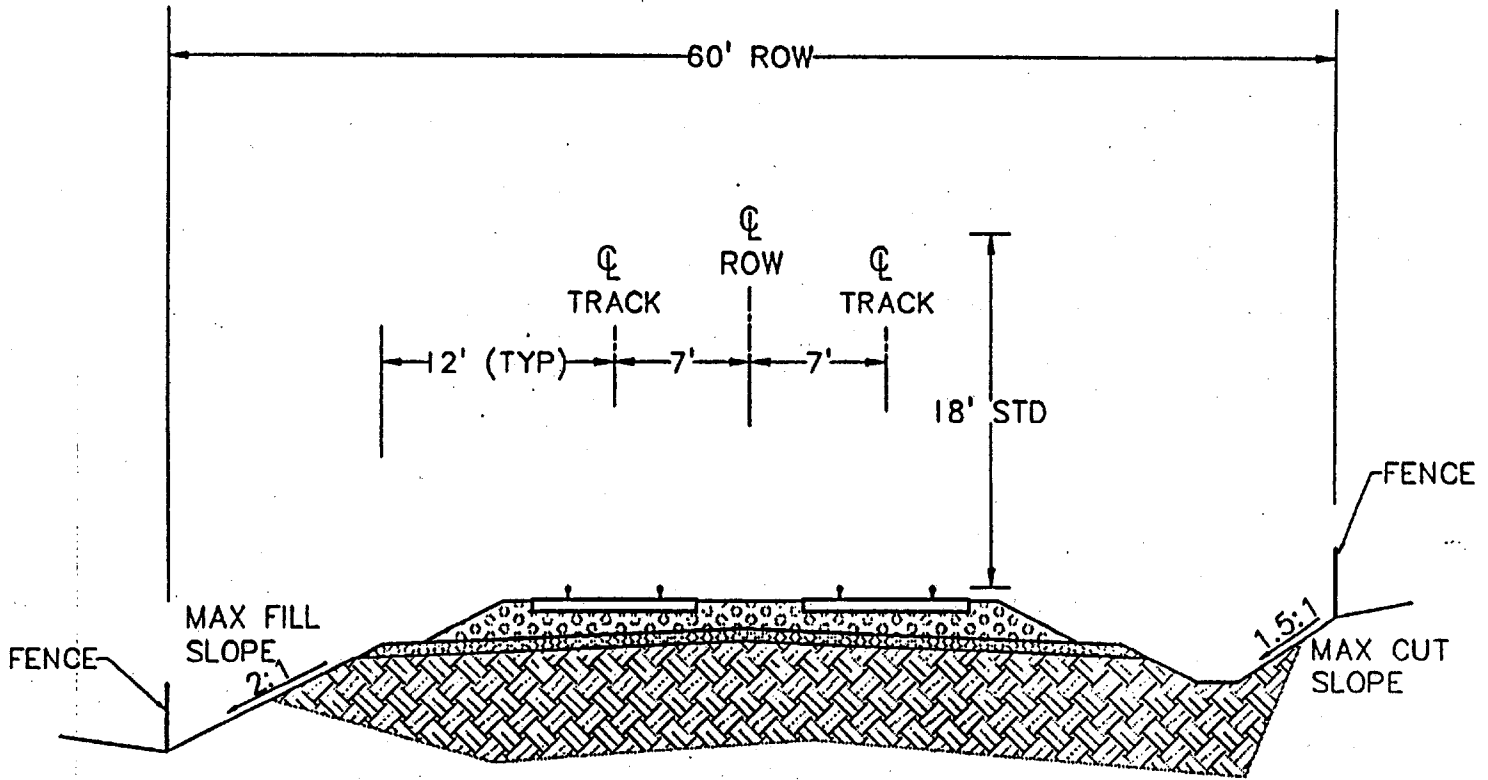
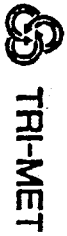


WHERE EXISTING ROW IS LESS THAN 60' ELEMENTS OF THE  
MINIMUM SECTION DESIGN MAY BE REQUIRED



NOTES:

- 1 SOUND WALLS, IF REQUIRED, NOT SHOWN
- 2 STANDARD VERTICAL CLEARANCE 18' ABOVE TOP OF RAILS
- 3 CL = CENTERLINE
- 4 REFERENCE WESTSIDE CORRIDOR PROJECT DESIGN CRITERIA, JULY 1993



NOTES:

- 1 SOUND WALLS, IF REQUIRED, NOT SHOWN
- 2 STANDARD VERTICAL CLEARANCE 18' ABOVE TOP OF RAILS
- 3 CL = CENTERLINE
- 4 REFERENCE WESTSIDE CORRIDOR PROJECT DESIGN CRITERIA, JULY 1993

5. Private landscaping is not allowed in the right-of-way, except as provided for in a revokable permit. A revokable permit may be issued for temporary landscaping for areas not currently required for rail operation or maintenance purposes when in conformance with the landscaping standards below.

Landscaping standards for use within the right-of-way:

1. The private landscaping shall not interfere with the current or future operations, maintenance or safety (including sight lines) as determined by the rail representative responsible for operation and/or maintenance.
2. Landscaping that could increase the cost of development of the right-of-way for high capacity transit purposes will not be permitted.
3. Landscaping within the right-of-way will not be designed or developed as an integral part of a total landscaping design for the abutting private property.
4. The landscaping shall not include any improvements of uses (fixed or not) that would, on removal, mean a loss of significant investment to either the public owners or the abutting private property owners. This includes but is not limited to plantings, shrubs, trees, buffers or irrigation systems.
5. Maintenance of the landscaping shall not require irrigation or watering of the right-of-way or the installation of irrigation systems within the right-of-way. This provision does not apply to public agencies or utilities.
6. All landscaping shall be maintained by the permittee. The public owners retain the right to bill the permittee for costs incurred for maintenance or removal of any of the landscaping improvements made by an adjacent property owner, or other uses within the right-of-way that create an operational hazard.
7. Permits will be revoked for non-compliance with any conditions of the permit, and may be revoked at any time the permitting jurisdiction or the consortium determines that it is in the interest of the owners of the right-of-way.

Permitted Crossings of the Right-of-Way

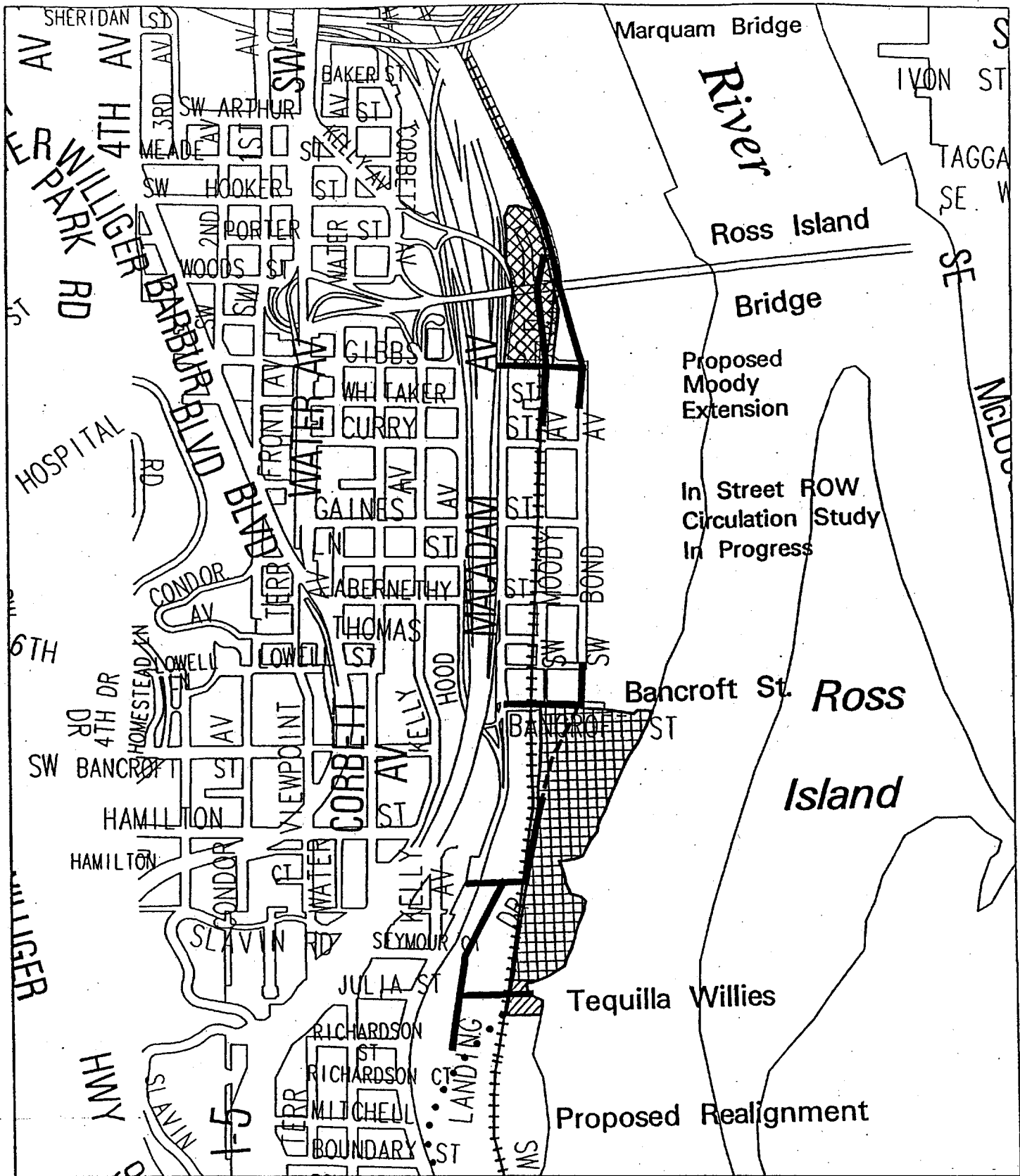
1. No new private at-grade crossings of the right-of-way shall be permitted. No new crossings of the right-of-way shall be permitted if an alternative access to the subject property is available. New crossings of the right-of-way may be permitted for access to properties between the right-of-way and the Willamette River only when no

alternative access exists, and then only when in conformance with the LRT design standards.

2. The "Conceptual Crossing Plan" (Figures 3, 4, 5, and 6) are intended to illustrate the possible public access routes for areas between the right-of-way and the Willamette River.
3. Requests for new right-of-way crossings shall be coordinated with ODOT for conformance with ODOT's access management goals, plans and policies applicable to the Highway 43 Corridor.
4. All crossings shall provide for Consortium access to the right-of-way for operations and maintenance, emergency repairs, and capital improvements of the right-of-way.
5. The Consortium will work with adjacent private property owners to phase out existing at-grade private crossings as properties are altered or redeveloped, and as applications are made for land use or building permits. Methods for phasing out private at-grade crossings include; consolidating crossings, replacing crossings with alternative access, and creating grade separated crossings by replacing an at-grade crossing with a bridge over the right-of-way or an underpass.
6. Utility crossings, including drainage crossings shall require a permit and shall be constructed in conformance with Tri-Met's LRT Standards.
7. Construction and maintenance of all private crossings shall be the responsibility of the permittee. The Consortium or local jurisdiction may bill the permittee for any costs incurred by the Consortium or local jurisdiction for maintenance or repairs associated with a private uses or crossings of the right-of-way.
8. All crossings shall be consistent with the need to ensure the long-term public safety and avoidance of nuisance throughout the corridor. This includes improving the operational characteristics of the interim Trolley use and for a future high capacity transit use, through minimizing and improving the crossings of the right-of-way.

#### **IV. Process regarding issuance of right-of-way crossing or use permits**

Permits for crossing or modifying the right-of-way will be issued by the appropriate local jurisdiction as specified in the Inter-Governmental Agreement.



Marquam Bridge

River

Ross Island

Bridge

Proposed Moody Extension

In Street ROW Circulation Study In Progress

Bancroft St. Ross Island

Island

Tequilla Willies

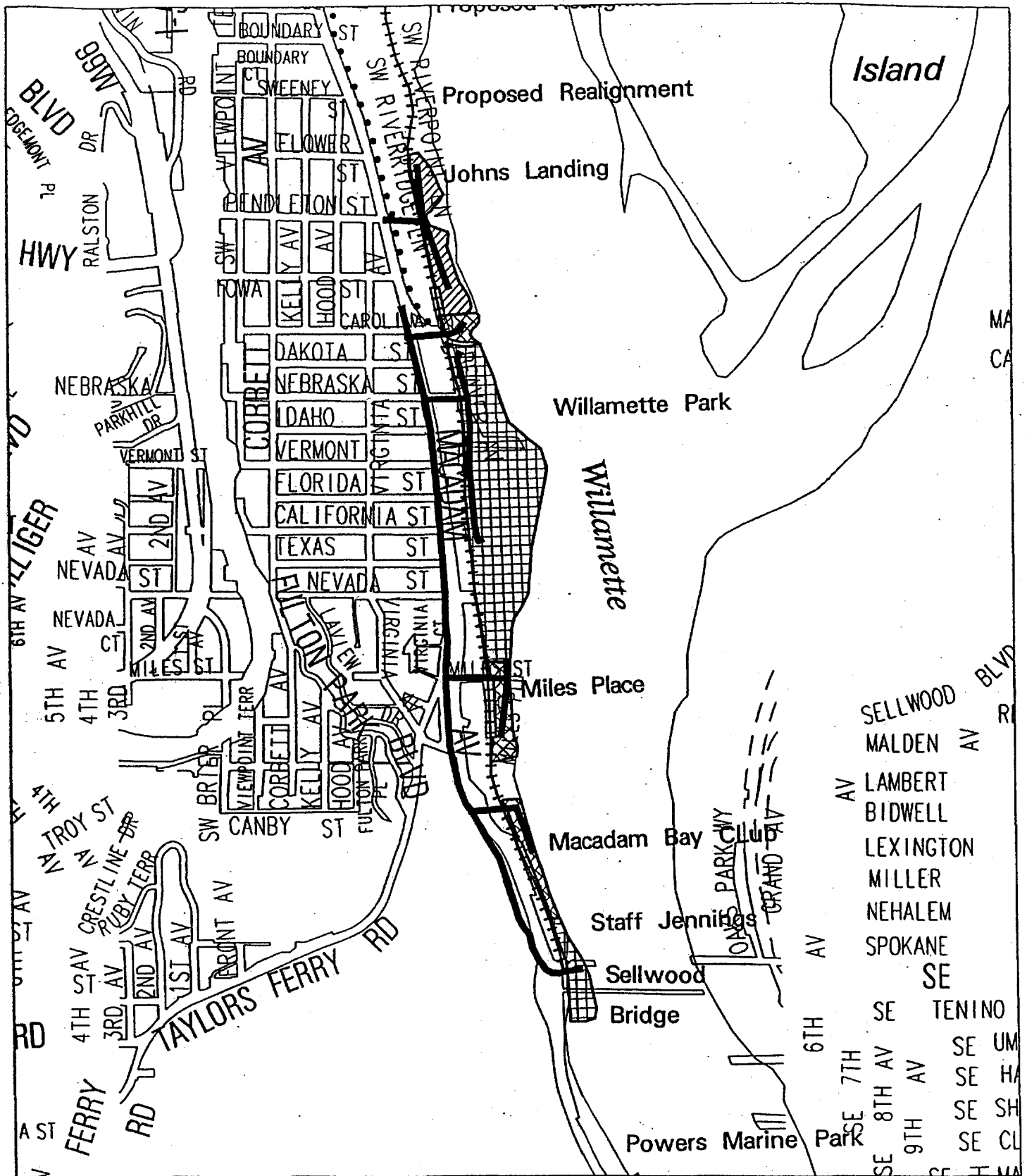
Proposed Realignment

**Willamette Shore Line  
Conceptual Crossing Plan**

Figure 3

- +++++ Shore Line Rail ROW
- Street Crossing Shore Line ROW
- ▣ Access from street within hatched area



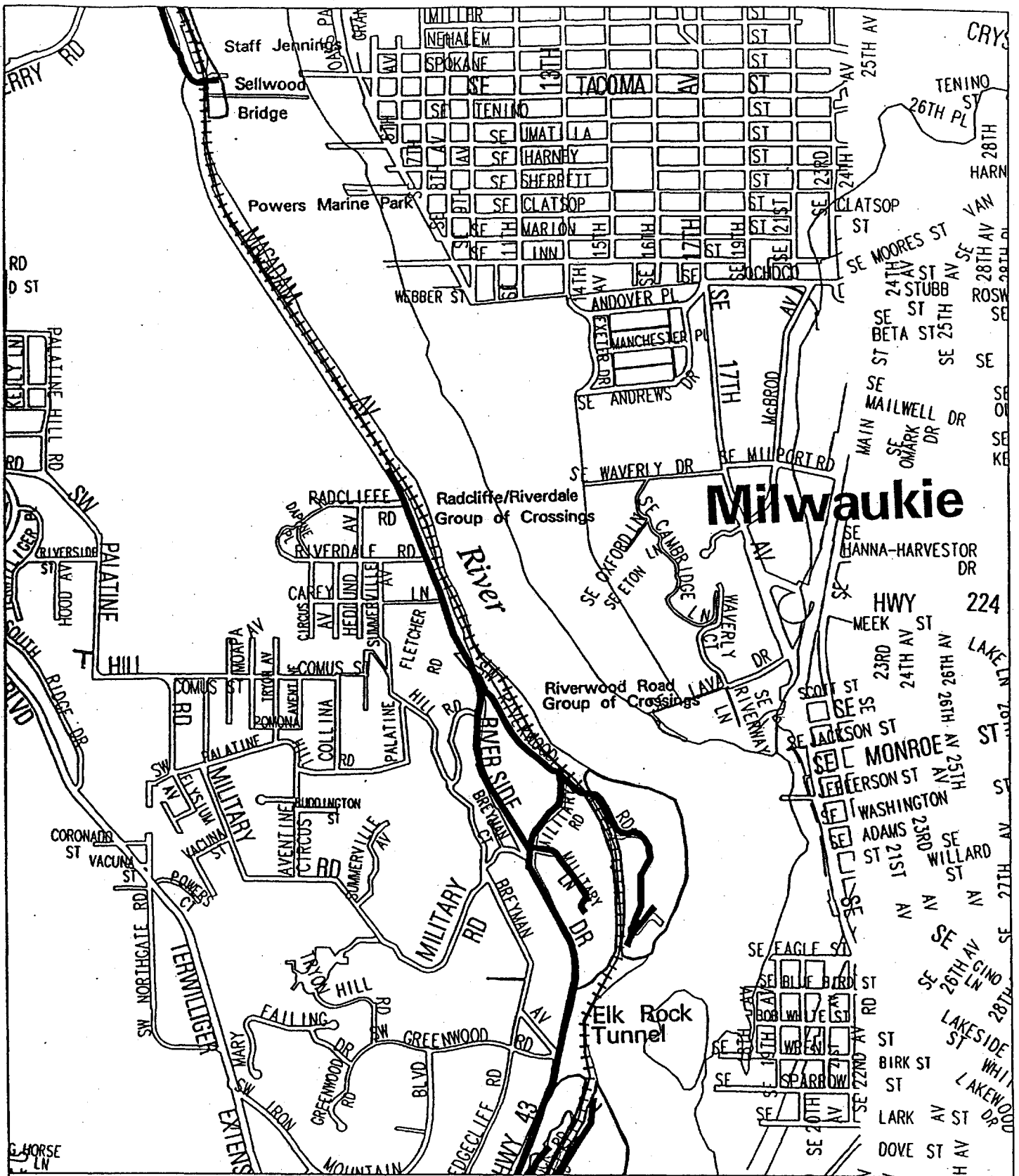


**Willamette Shore Line  
Conceptual Crossing Plan**

Figure 4

- +++++ Shore Line Rail ROW
- Street Crossing Shore Line ROW
- ▣ Access from street within hatched area





Willamette Shore Line  
Conceptual Crossing Plan

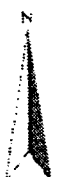
Figure 5

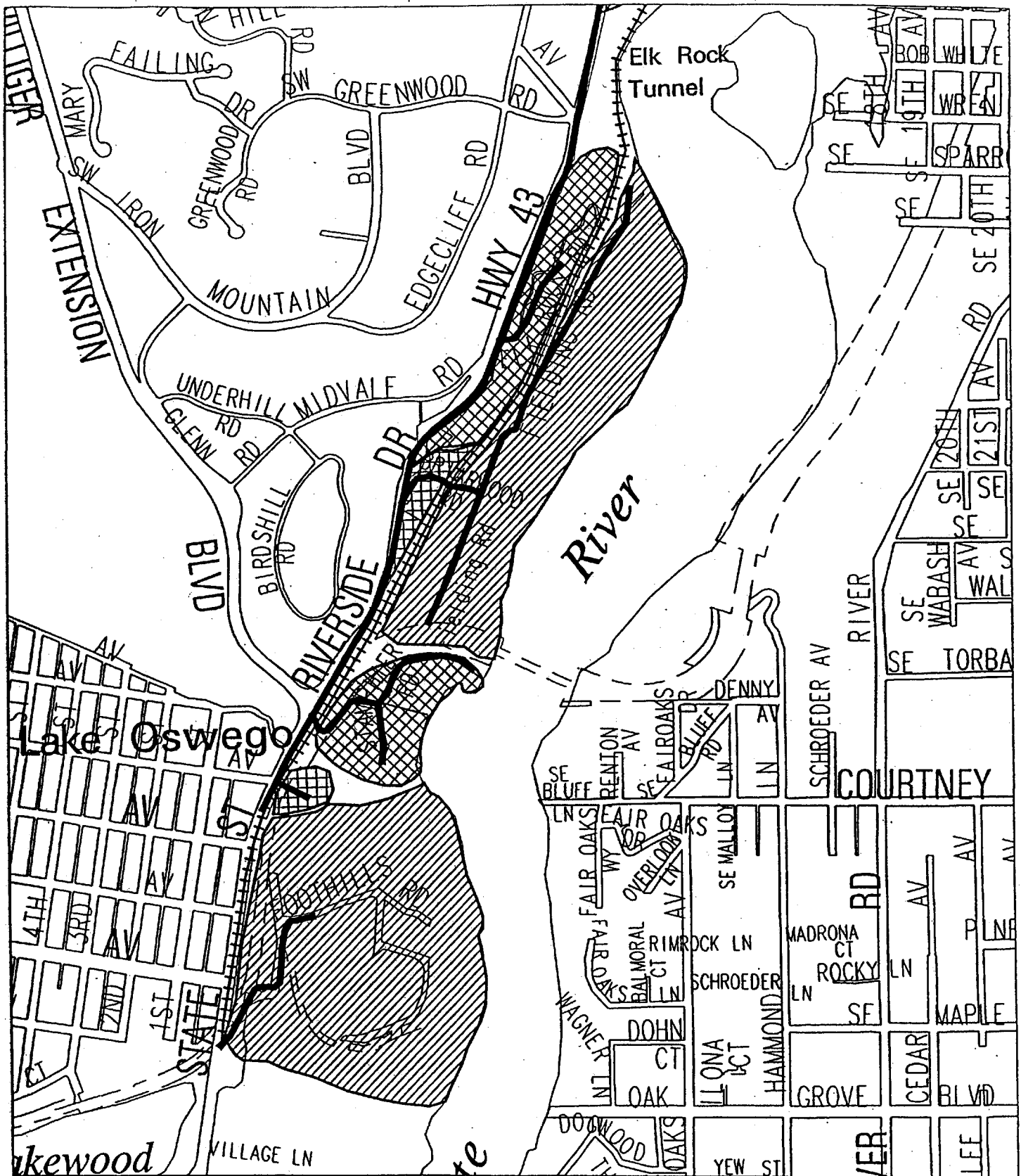
+++++ Shore Line Rail ROW

— Street Crossing  
Shore Line ROW



Access from street  
within hatched area

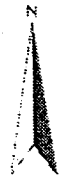




Willamette Shore Line  
Conceptual Crossing Plan

Figure 6

- Shore Line Rail ROW
- Street Crossing Shore Line ROW
- ▣ Access from street within hatched area





## V. Definitions

**Abutting Property:** Property with any area of common boundary with the Willamette Shore Line Rail Right-of-Way.

**At-Grade Crossing:** A vehicle or pedestrian crossing the railroad at the same elevation as the railroad tracks.

**Willamette Shore Line Right-of-Way:** The common name of the Rail Right-of-Way that was purchased from the Southern Pacific Railroad in 1988. It was previously known as the Southern Pacific Jefferson Street Branch Rail Line. It is legally defined as "The City of Portland Shore Line". It runs for approximately 7 miles along the west bank of the Willamette River from underneath the Marquam Bridge in Portland to A and State Streets in Lake Oswego.

**Consortium:** The group of public agencies that purchased the Southern Pacific Jefferson Street Branch Rail Line through an Intergovernmental Agreement. Those agencies are: Metro, ODOT, Tri-Met, City of Portland, City of Lake Oswego, Multnomah County, and Clackamas County.

**Corridor:** A narrow passageway or route.

**Crossings:** A place where any non-railroad activity crosses the railroad tracks. An example would be a road or pedestrian crossing of the railroad.

**Drainage:** The act, process, or mode of draining water. Also a system of drains.

**Grade Separated Crossing:** A vehicle or pedestrian crossing using an underpass or overpass to cross the railroad tracks.

**Grade/Grading:** To alter an area of ground to a level or sloping surface.

**High Capacity Transit (HCT):** High Capacity Transit is any mode of transit that operates primarily in its own right of way, allowing large numbers of riders to move through an area at relatively high speeds. Some examples of HCT are Light Rail Transit, Commuter Rail, Subways, and Busways.

**Improvements:** Items that improve or enhance the value or excellence of a property.

**Jefferson Street Branch Rail Line:** The Jefferson Street Branch Rail Line was previously owned by the Southern Pacific Railroad. It is now the Willamette Shore Line Right-of-Way purchased by the Consortium.

**Lake Oswego Corridor:** A Transportation Corridor that runs north-south from Downtown Portland to Downtown Lake Oswego along the west side of the Willamette River. The Lake Oswego Corridor is identified as a possible future high capacity transit corridor in the Regional Transportation Plan.

**Light Rail Transit (LRT):** Urban mass transit using electrically powered rail vehicles on a partially controlled right-of-way with some at-grade crossings of public streets.

**Metro:** Metro is the directly elected regional government that serves the urban portions of Clackamas, Multnomah and Washington Counties and the 24 cities that make up the Portland metropolitan area.

**ODOT:** Oregon Department of Transportation

**Permanent Improvements:** Improvements that become part of the long term function of a piece of property or landscaping and that last longer than one year, such as houses, garages, and decks.

**Permittee:** The owner of abutting property for which a permit.

**Permitter:** The local government issuing a permit.

**Public Owners:** The Consortium.

**PUC:** Public Utility Commission. The PUC regulates all public crossings of Railroad Right-of-Ways.

**Rail Representative:** A representative of the Willamette Shore Line or their designee.

**Reliance:** An owner will be considered to have significant reliance on an improvement if the improvement has significant financial, emotional, aesthetic, or other non-financial value to the owner.

**Revocable:** A revocable permit may be terminated at any time by the Permitter for any reason whatsoever in the Permitter's sole discretion.

**Right-Of-Way:** The strip of land conveyed to the railroad and currently owned by the Consortium. Generally, it encompasses the railroad track bed and side slopes. It varies in width from 17 to 80 feet.

**Safety Devices:** Equipment or devices that enhance the safety of Railroad Crossings. Some examples are gates, signals, bells and flashing lights.

***Sight Lines:*** Minimum site distances along the railroad Right-of-Way to assure a reasonable reaction time and stopping distance for the rail vehicle if there is an object on the trackway.

***Significant Investment:*** An investment of more than ½% of the fair market value of the property, including improvements, abutting the right-of-way area in which the investment is made, or of \$3000, whichever is less.

***Southern Pacific Jefferson Street Branch Rail Line:*** The Jefferson Street Branch Rail Line was previously owned by the Southern Pacific Railroad. It is now the Willamette River Shore Line Right-of-Way.

***Temporary Landscaping/Improvements:*** Landscaping or Improvements that will last less than one year.

***Tri-Met:*** Tri-County Metropolitan Transportation District of Oregon, which operates the regions Mass Transit system including building and operating the Light Rail Transit system in the Metro Region.

***Tri-Met LRT Standards:*** Based on the "Design Criteria, Westside Corridor Project, Portland, Oregon, July 1993" or as periodically updated by Tri-Met. This Engineering design manual establishes the basic criteria to be used in the design and construction of the Tri-Met's Light Rail Transit System. The Design Criteria are directed toward minimum feasible costs for design, construction, capital facilities, and operating expense, minimum energy consumption, and minimum disruption of local facilities and communities. They should be consistent with passenger safety, system reliability, service comfort, mode of operation, type of LRT vehicle to be used, and maintenance.

***Uses:*** Activities, structures, or occupancies of or within the Right-of-Way.

***Utility crossings:*** Crossings of the right-of-way for Public Utility purposes (such as for power, water, etc.).

## STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 93-1874 FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM SO THAT TRI-MET CAN APPLY FOR SECTION 3 FUNDS IN THE REDIRECTED PROJECT BREAK-EVEN ACCOUNT

Date: November 30, 1993

Presented by: Andrew Cotugno

### FACTUAL BACKGROUND AND ANALYSIS

#### Proposed Action

Approval of this resolution will authorize transfer of three projects from their current location in the Section 3 Discretionary Program into a new Section 3 Westside System Completion Program account. These projects are:

1. Banfield System Double Tracking (Metro ID #217);
2. Ruby Junction Maintenance Facility Expansion (Metro ID #218);  
and
3. Communications System Retrofit (Metro ID #215).

Approval would also transfer the sum of \$13.401 million from the current Discretionary Program balance to the new program. This sum represents the balance of funds, minus Federal Transit Administration administrative charges, authorized for expenditure under the Project Breakeven earmark.

Approval would acknowledge administrative programming of \$3.57 million of FY 94-96 Section 3 Rail Modernization Reserve funds to fully fund construction of these projects.

Approval of this resolution retains the City of Gresham park-and-ride facility as an unsecured request in the Section 3 Discretionary program, the status created by Congressional budget action declaring that Project Breakeven funds are eligible only for projects critical to Westside system completion.

#### Background

On May 25, 1990, H.R. 4404 was signed into law by the President. It directed UMTA, now known as the Federal Transit Administration (FTA), to make available \$13.5 million for "the acquisition of land in Gresham, Oregon" for the joint development project called "Project Breakeven." Funds in this amount were reserved by FTA in June, 1990. In July, 1990, Tri-Met submitted a grant application for Section 3 funding for the project. For a variety of reasons, FTA has never approved the grant and the monies have remained in reserve, earmarked for a joint development project of the nature intended by Project Breakeven.

On May 27, 1993, Metro Resolution No. 93-1805 was adopted which requested Congress to amend the Project Breakeven earmark attached

to these funds. It was requested that the amendment should permit expenditure of the Breakeven funds on any of several projects:

1. A Gresham park-and-ride facility;
2. Banfield System Double-Tracking; and
3. Ruby Junction Maintenance Facility Expansion.

A Letter of Agreement signed by Tri-Met and the City of Gresham, that was included as an exhibit to the resolution, further specified that a sum of \$4.5 million would be allocated to the park-and-ride facility, with the balance to be made available to the other two projects.

Recent congressional action amended the earmark and made the Breakeven funds available for any project encompassed within the legislative definition of projects eligible for Westside Full-Funding Grant Agreement funding. Additionally, the Office of Management and Budget has expressed its intent to rescind authority to obligate funds not under contract by the end of federal Fiscal Year 1994 (September 30, 1994).

The Gresham park-and-ride is not currently recognized by FTA as critical to Westside system completion and, therefore, eligible for receipt of Breakeven obligation authority. Three other Section 3 Discretionary projects are recognized by FTA as critical: the Double-Tracking, Ruby Junction Expansion, and the Operations control/communications retrofit projects. Tri-Met has already committed final design funds for these projects and anticipates submission of a December 31, 1993 grant request for FTA approval of construction funding for these projects. This resolution clarifies that the three projects are system completion projects and that previous intentions to commit Breakeven funds to the Gresham park-and-ride facility are now abandoned.

At the same time, the resolution expresses endorsement of Tri-Met's intent to pursue federal funding for the park-and-ride, as well as other unfunded, Eastside system completion projects, through the ISTEA contingent commitment process. In anticipation of these additional project tracking requirements, the new Westside System Completion Program section is being added to the TIP.

#### Executive Officer's Recommendation

The Executive Officer recommends approval of Resolution No. 93-1874.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING	)	RESOLUTION NO. 93-1874
THE TRANSPORTATION IMPROVEMENT	)	
PROGRAM SO THAT TRI-MET CAN	)	Introduced by
APPLY FOR SECTION 3 FUNDS IN	)	Councilor Van Bergen
THE REDIRECTED PROJECT BREAK-	)	
EVEN ACCOUNT	)	

WHEREAS, On May 25, 1990, the President signed into law the FY 1990 Dire Emergency Supplemental Appropriations Bill, H.R. 4404, which directed the Urban Mass Transportation Administration (now known as Federal Transit Administration) to make available within 60 days \$13.5 million for "the acquisition of land in Gresham, Oregon, for the joint development project called "Project Breakeven"; and

WHEREAS, In June 1990, Brian W. Clymer, UMTA Administrator, in compliance with that provision, reserved funds in that amount in agency accounts; and

WHEREAS, On July 24, 1990, Tri-Met submitted a grant application for Section 3 funding for the purpose described above; and

WHEREAS, Due to an erosion of support for the project within the Federal Transit Administration, the grant application has not been approved and the monies have not been allocated to Tri-Met; and

WHEREAS, On May 27, 1993, the Metro Council adopted Resolution No. 93-1805 which acknowledged the agreement between Tri-Met and Gresham on the disposition of Project Breakeven funds and requested the U.S. Congress to amend the Project Breakeven earmark and allow reprogramming of these funds for three specific

transit-related projects in or near the City of Gresham (a park-and-ride project in Gresham, Banfield system double-tracking from Ruby Junction to Cleveland Station, and improvements to the Ruby Junction maintenance facility); and

WHEREAS, Congressional action on the FY 1994 Appropriations Bill required the Federal Transit Administration to redirect the Project Breakeven funds to the Westside Light Rail Program to fund critically needed project elements that were not funded by the Full-Funding Grant Agreement; and

WHEREAS, The Office of Management and Budget is attempting to rescind all unobligated earmarks, which means that any projects included in the redirected Project Breakeven application must be under contract by the end of FY 94; and

WHEREAS, Tri-Met and the City of Gresham agree that the Gresham park-and-ride is not far enough along in planning to meet this deadline; and

WHEREAS, Three Eastside system completion projects shown in Exhibit A (Double-Tracking, Ruby Junction expansion, and Operations Control Retrofit) have been identified which are eligible for this funding and able to be under contract by the end of FY 94; and

WHEREAS, Project Breakeven funds, combined with anticipated, unallocated FY 94-96 Rail Modernization formula program funds would be sufficient to complete all three of these projects; and

WHEREAS, Tri-Met will seek Section 3 funding for the Gresham park-and-ride (and other unfunded Eastside system-related

improvements) through the ISTEA contingent commitment process;  
and

WHEREAS, In order for Tri-Met to apply for Section 3 funding for the three system completion projects shown in Exhibit A, it is necessary for the Metro Council to amend the Transportation Improvement Program; now, therefore,

BE IT RESOLVED,

1. That the Metro Council acknowledges that Congressional action has limited the region's flexibility in the disposition of Project Breakeven funds and recognizes the need for immediate Metro action in order to preserve these funds for the region.

2. That the Metro Council agrees to amend the Transportation Improvement Program to reprogram the reserve Rail Modernization funds for FY 94-96 as shown in Exhibit A, and to redirect Project Breakeven Section 3 discretionary program funds to the Section 3 Westside System Completion Program for the purpose of funding the three system completion projects shown in Exhibit A.

ADOPTED by the Metro Council on this \_\_\_\_\_ day of  
\_\_\_\_\_, 1993.

Judy Wyers, Presiding Officer



EXHIBIT A

Eligible Section 3 Projects  
for Redirected Project Breakeven Application

FTA Section 3 discretionary (Project Breakeven)	
	FY94
6 Banfield Retrofit - Operations Control Total	1.409M
7 Banfield Retrofit - Double Tracking Total	8.025M
8 Banfield Retrofit - Ruby Junction Expansion Total	3.975M
Redirected Project Breakeven Totals	13.409M *

Section 3 Formula: Rail Modernization							
		FY94	FY95	FY96	FY97	Post 97	Total
64	Banfield Retrofit - Operations Control *	1.190	1.190	1.190	0	0	3.570
67	Reserve Rail Mod	0	0	0	1.190	1.190	2.380

\* Funding level published in the Federal Register on November 8, 1993.

**METRO**

DATE: NOVEMBER 29, 1993

TO: JPACT

FROM:  ANDREW C. COTUGNO  
PLANNING DIRECTOR

**SUBJECT: Staff Recommendation Regarding ODOT Six-Year Program Cuts and Alternative Mode Additions.**

---

In August of this year, ODOT Region 1 staff informed Metro of the need to cut \$126 million of projects in the metropolitan area from the remaining 1995-98 "Construction" element of the current State Six-Year Program. Region 1 staff were directed by the Oregon Transportation Commission (OTC) to develop a recommendation for which projects to cut. The OTC will eventually make the final decision when they approve a 1995 - 1998 State Transportation Improvement Program (STIP) in July, 1994.

The cuts are needed to balance a \$400 million statewide deficit in the Construction element that has resulted from overprogramming of projects. The overprogramming occurred for several reasons, including lower than anticipated collection of state gas taxes and reduced federal funding appropriations. This was compounded by failure to obtain legislative increases of transportation funding.

Additionally, Region 1 has informed Metro that the "Development" element of the Six-Year Program must be reduced to a target of \$307 million, a reduction of approximately \$67 million from the current total. The Development element represents the anticipated future construction cost of projects for which ODOT is committed to completion of EIS work, final design and/or right-of-way (ROW) acquisition.

The Transportation Policy Alternatives Committee (TPAC) directed members of its TIP Subcommittee to assist in developing a Metro staff recommendation to JPACT and Metro Council regarding which Construction and Development projects should be cut. This staff recommendation will eventually form the basis of a recommendation by JPACT and the Metro Council to the Oregon Transportation Commission. The TIP Subcommittee has implemented a process, further described below, to arrive at this recommendation.

#### Guiding Questions

Staff efforts to provide this draft recommendation have been guided by three critical questions:

1. What projects should be cut or delayed from the Construction and Development elements to balance the region's share of the statewide deficit?

2. Should the region, as invited by the OTC, recommend more than the minimum of project cuts needed to balance the Construction element so that new alternative mode projects can be substituted as a further step toward full implementation of the newly adopted Oregon Transportation Plan? It should be noted the Plan was adopted after the current Six-Year Program. If the region wishes to cut more, how much more is desirable?
3. If the region should recommend additional cuts for alternative modes, which projects should be funded and how will this be decided?

#### Process For Development Of A Recommendation

Technical Criteria. To help resolve these questions, staff developed both technical and administrative project selection criteria. The basis of the technical ranking criteria was the arterial expansion criteria approved by JPACT in 1991 that were used to recommend projects for inclusion in the last Six-Year Program. Staff modified these criteria to assign 15 possible points (out of 100 total points) for project improvement of bicycle/pedestrian amenities, transit benefits and intermodal system benefits (i.e., freight and goods movement). Additionally, the cost/benefit evaluation (maximum of 15 points) was changed to evaluate project cost per hour of vehicle delay reduced rather than VMT accommodated. The criteria also measure and award points for three other factors:

1. Up to 25 points for congestion relief (volume to capacity ratio comparisons between 1990 and 2000);
2. Up to 25 points for safety enhancement (comparison of facility accident rate to ODOT's calculation of statewide average for similar facilities); and
3. Up to 20 points for economic development benefits (rate of recent employment increase and projected new employment within approximately one mile radius of planned road improvement).

The results of this technical ranking are included in Table 1.

Public Involvement. Staff distributed a schedule of opportunities for public input to the regional decision making process. The schedule included two public meetings, the opportunity for written response, and informational presentations to TPAC, JPACT, the Metro Planning Committee and the Metro Council. This regional process is meant to precede and then blend with ODOT's formal hearings on the new STIP that are currently scheduled to begin in March, 1994.

The first public meeting, attended by approximately 80 individuals, was held on October 21. Staff requested commentary on desirable selection criteria, in addition to written and oral testimony in support of specific projects. After the meeting, an extensive questionnaire on the draft technical criteria was mailed to those who attended. The testimony received at the meeting, as well as information from the questionnaires and other written responses received prior to November 8, were evaluated for development of the current draft recommendation package. Two summaries of this information are included as Attachment A and B. The draft recommendation has also had benefit of commentary received at the TPAC meeting of November 21.

The second public meeting will act as a JPACT hearing and is scheduled for December 7 at the Convention Center. Other primary opportunities for public comment during the regional process will be at noticed, regular meetings of the Metro Planning Committee and Metro Council.

Administrative Criteria. Public testimony reinforced a staff commitment to develop supplementary "administrative" criteria to help account for critical project information not easily accounted for by the technical criteria. Five criteria were developed in consultation with ODOT and members of the TIP Subcommittee and are discussed below.

1. Was significant public and/or private match money committed to project phases in anticipation of ODOT participation in the project?
2. Is there a high probability that the project will proceed as currently scheduled, or might it "slip" beyond the four year time period for which the current Six-Year Program is over-committed? For instance, is the NEPA process complete? Is the planned alignment stable? Is the project the subject of significant, unresolved controversy (e.g., does it involve substantial right-of-way or entail elimination of private access to a state facility)? Are local commitments still forthcoming?
3. Has the project proceeded to right-of-way acquisition? In other words, has the state already committed significant resources to the project that would be abandoned if the project were cut from the program?
4. Does the project specifically target enhancement of the region's ability to transport commodities or goods, beyond the technical measure of "access to jobs?" Consideration of this factor acknowledges that the scale of some facilities means that their improvement cannot but enhance regional goods movement. Additionally though, there are projects whose main purpose is to enhance goods movement and these received greater consideration under this factor.
5. Lastly, is the project strongly linked to safe and efficient operation of the Sunset Highway/Highway 217 Corridor? Sunset Highway projects critical to construction of the

Westside LRT are not at issue under this factor; they are already part of ODOT's Baseline of projects assured funding. This factor acknowledges that improvement of the Sunset/217 Corridor to achieve balanced system operation is critical to the safety of vehicular commuter and through travel and to the regional movement of goods and services within and through the region. This need is especially pertinent to the westbound climbing lanes out of Portland on U.S. 26, and widening of the section to six lanes from Findley's overpass to Highway 217.

Table 2 shows evaluation of the projects relative to these administrative criteria.

#### Basis For Optional Cut Recommendations

Table 3 shows the outcome of the combined technical and administrative evaluation of the ODOT list of candidate cut projects. It lists the projects in order of their technical ranking. It then describes staff recommendations resulting from consideration of both the technical and administrative criteria and the resulting fiscal impact to the program. Two points warrant clarification about these numbers. The widely circulated sum of \$126 million was the original cut target supplied to the region by ODOT. However, cost overruns on several Westside projects now under construction have been paid for by deferral of \$11.8 million worth of other projects into the 1995-98 program period. Also, the estimated cost of the I-84 project (223rd to Troutdale) has increased by \$6 million, bringing the total of cost overruns to \$17.5 million. Consistent with the formula used to calculate this region's share of the total Program imbalance, staff believes that 31.5 percent of this additional Program expense should be borne by the Metro area (\$5.5 million). This yields a revised cut target of 131.5 million.

The presumption underlying Table 3 is that all projects and project funds recommended for deletion from the Construction element of the STIP automatically fall into the Development element. If all project cuts shown on the table were to be implemented, a surplus of \$50 million would be theoretically available for reprogramming. It should be noted that TPAC recommends additional evaluation of four projects on this table.

One of these projects is the U.S. 26: Camelot Interchange to Sylvan Interchange improvement (total cost of \$66 million). Staff recognizes the need to implement a portion of this project in order to provide a transition between the proposed projects to the east (Sunset climbing lanes) and west (six-lane widening) of this section. However, the extent and cost of construction needed to provide safe operation remains in question. The staff recommendation shows a \$15 million phase being retained and a \$51.2 million phase being delayed. The cost could be higher than these estimates.

A second project recommended for further evaluation is the I-5/Water Avenue Ramps project which would require \$19 million. The project received a high technical and administrative ranking. However, the City of Portland has not officially committed to pursuit of the project. If

the City does not express commitment in the near future, TPAC has stated this project should be delayed or deleted.

Finally, two projects in Washington County, the Highway 47 Bypass of downtown Forest Grove (\$7.3 million) and T/V Highway widening from Shute Park to 21st in Hillsboro, have received low technical ranking. Nevertheless, they enjoy substantial local overmatch and TPAC has recommended their continued evaluation relative to other project keep/cut decisions.

Results of continued evaluation of these projects could change the total excess funds available for programming toward new alternative mode projects. Table 3 reflects an excess cut amount of \$50.14 million and is the basis for two options: 1) a "minimum cut" balanced program; or 2) a balanced program which cuts deeper than needed in order to free funds for allocation to new alternative mode projects. See Options 1 and 2, below.

#### Option 1: "Roads Only" Construction Program Without Alternative Mode Additions

Table 4 represents the draft staff recommendation for achieving the minimum cuts needed to balance the Construction element of the STIP without additional cuts to fund new alternative mode projects. The table starts in the left-hand column by summarizing the fiscal results of Table 3. The project title is followed by the current construction cost estimate. This is followed by the dollar amount recommended by staff to be kept in the Construction element, followed by the dollar amount recommended for deferral to the Development program. The single difference between Table 3 and Table 4 is that in Table 4, only \$1.06 million, rather than \$51 million, would be cut from currently programmed construction funding of the U.S. 26: Camelot Interchange to Sylvan Interchange project (project number 10). This in turn yields no balance of funds for reprogramming to new alternative mode projects.

The right-hand column then addresses impacts to the Development element. It shows the status of funds recommended for deletion from the Construction element into the Development element. It also describes recommended modification of the current Development element to achieve ODOT's mandated reduction of \$63.4 million. Moving across the right-hand column, one finds the project title; its currently programmed construction cost estimate; its current status expressed as being part of either the Construction or Development elements of the Program; the Metro staff recommended status of the project (e.g., delete from Construction element to Development ROW program); and the resulting fiscal impact to the Development program of this recommendation.

Moving down the right-hand column one finds the hierarchy of projects according to the extent of current commitment: those recommended for deletion from the Construction element; projects currently found in the ROW section of the Development element; a new recommended Hardship ROW section (see below); Final Design projects and then EIS projects.

It is staff's observation that the current ROW program is composed of one class of projects which enjoy ODOT's full commitment to purchase all needed property and a second class of projects which enjoy a far more limited "hardship" commitment. This second class of projects is composed entirely at this time of two Access Oregon Highway projects (Sunrise Corridor and Mt. Hood Parkway). Staff recommends that ODOT transfer these projects out of ROW and into a new Development subcategory titled Hardship ROW. This new classification would acknowledge that these projects have not yet even completed the EIS process and that future funding is not available to commit to construction. Therefore, ODOT's true current commitment to purchase right-of-way for these projects is limited to very special circumstances where ODOT's ultimate selection of a project alignment will cause a hardship for private property owners whose title is clouded by ODOT's deliberations.

Finally, Metro has recommended that several alternative mode projects be added to the Development program to advance alternative mode projects for future consideration of construction funding.

#### Option 2: Balanced Construction Program With Alternative Mode Additions

Table 5 shows the staff recommended balanced construction program with alternative mode additions. This table is quite similar to Table 4. The one big difference is the presumed deferral of \$51.2 million of the Sylvan Interchange project into the ROW portion of the Development element. This results in a balance of \$50.14 million available for allocation to alternative mode projects. Again though, this figure could change depending on the outcome of any of several projects discussed above.

#### Alternative Mode Investment Options

Should the region choose cuts deeper than are minimally needed, the question remains of what type of projects to invest in. A partial answer has already been provided by the OTC. The OTC has stated that it will entertain cuts deeper than needed only as a means of increasing the current Program balance of alternative mode projects.

Table 6 describes two possible alternative mode investment options. Option A emphasizes transit system improvements, including heavy investment in replacement buses needed to maintain current service levels; expansion and improvement of the transit system; and other investments which fundamentally strengthen the transit system. The Transit-Oriented Development (TOD) funds are recommended in this investment package because of their promise to strengthen transit-friendly land use patterns near established LRT and bus routes which is essential to increasing future ridership.

Option B retains a fundamental commitment to strengthening transit but accommodates substantial investment in complementary and supplementary travel modes and in trip reduction efforts. The elements of Option A are present but scaled back. Additional support

is thereby provided other modes. One important result of the public testimony received by staff has been increased awareness of the lack of policy direction on which bicycle and pedestrian improvements are appropriate for allocation of regional transportation funds. Under Investment Option B, project development and implementation funds would be established to identify suitable projects from the large list of suggestions by commentators and agencies. The funds are specifically scaled (at the maximum amounts) to build worthy projects at the maximum rate that the region's jurisdictions have indicated can be delivered with available near-term resources. Finally, at the recommendation of TPAC, a Congestion Management Implementation fund would be established to promote trip reduction efforts and to increase system efficiency without increasing lane miles. This was viewed by TPAC as a necessary complement to the reduction of lane mileage that can be expected from added reduction of the existing Construction program.

Both Option A and B have been scaled to two revenue assumptions of \$50 and \$25 million. This is meant to reflect both the highest sum that could result from staff recommendations (assuming deeper cuts are chosen by the region) and the possibility that change in the numbers currently available could reduce this amount, depending upon the final decision on which projects to cut.



# TECHNICAL RANKING OF ODOT CANDIDATE CUT LIST OF PROJECTS

PROJECT	TOTAL SCORE	RUNNING TOTAL	VOLUME TO CAPACITY RATIO FACTORS				ACCIDENT FACTOR		ECONOMIC DEVELOPMENT FACTORS							
			1990 V/C	SCALE 1990	SCALE 2000	2000 V/C	ACCIDENT RATE	SCALE >124% = 25 100-200% = 10 <100% = 0	'88-'95 JOBS			SCALE 87-95		SCALE 95-2010		'95-2010 JOBS
									'88 JOBS	'95 JOBS	NET	TOP 1/3 = 10	TOP 1/3 = 10	NET	'2010 JOBS	
									POINTS			PNTS 95		PNTS 2010		
I-5: @ 217/Kruseway	100	13.4	1.41	15	10	1.50	140	25	6352	9201	2849	10	10	3209	12410	20
T/V Hwy: 160th Avenue - 110th Avenue	95	21.8	1.06	15	10	1.20	>124	25	10614	12015	1401	10	10	3009	15024	20
US 26: Beaverton/Tigard Hwy - Camelot	85	29.04	1.01	15	10	1.05	171	25	7444	8131	687	5	5	1193	9324	10
I-5: E. Marquam Grand Avenue/MLK Jr. Ramps	78	79.04	1.13	15	10	1.20	229	25	7203	8140	937	10	5	1599	9739	15
US 26: Murray Road - 217	88	99.34	1.07	15	10	1.11	138	25	7100	8322	1222	10	10	2238	10560	20
Farmington: 167th - Murray Blvd.	75	104.52	1.02	15	10	1.02	>124	25	367	370	3	0	0	147	517	0
I-5: Stafford Interchange	75	112.42	1.16	15	10	1.20	160	25	2055	2789	734	5	5	1800	4589	10
I-5: Water Avenue Ramps	70	131.42	0.95	10	10	1.04	207	25	102368	112671	10303	10	10	25770	138441	20
I-205: @ Sunnybrook Interchange	68	149.62	1.20	15	10	1.30	<100	0	8307	11461	3154	10	10	4250	15711	20
US 26: Camelot Int - Sylvan Int	60	215.82	1.01	15	10	1.05	171	25	2276	2358	82	0	0	145	2503	0
99W: @ 124th	60	216.82	1.20	15	10	1.30	NA	0	251	1117	866	5	10	2316	3433	15
I-205: @ Glisan N&S Bound	55	217.19	1.00	10	10	1.10	NA	10	967	942	-25	0	0	-712	230	0
US 26: Sylvan Int - Highlands Int	45	226.59	0.97	10	10	1.01	89	0	1294	1304	10	0	0	7	1311	0
I-84: 223rd - Troutdale	40	248.59	1.11	15	10	1.24	36	0	865	1058	193	0	5	568	1626	5
OR-47: Council Creek - Quince (Hwy 47 Bypass)	37	255.72	0.65	0	0	0.75	>124	25	832	982	150	0	0	422	1404	0
T/V Hwy: Shute Park - 21st	25	260.37	0.86	0	0	0.89	100-124	10	3060	3540	480	5	5	1607	5147	10
US 30B: Columbia Blvd. - I-205 (Turn Lanes)	28	260.81	0.90	10	5	0.98	64	0	951	1049	98	0	0	290	1339	0
217: NB Off-Ramp @ Scholls Hwy	10	261.08	0.84	0	0	0.86	NA	0	5087	5794	707	5	5	571	6365	10

PROJECT	COST/BENEFIT FACTOR						MULTI-MODAL FACTOR			
	VHD 2000 BLD	VHD 1990	DELAY DELTA	PROJECT COST	\$/VHD	SCALE TOP 1/3 = 15 MID 1/3 = 8 BOT 1/3 = 0	BIKE/PED	INTERMODAL	TRANSIT	TOTAL MULTI-MODAL
							REG SYS=5	YES = 5	YES = 5	
							LOC SYS=2	NO = 0	NO = 0	
POINTS						POINTS				
I-5: @ 217/Kruseway	24.92	70.19	24.33	13.400	0.551	15	5	5	5	15
T/V Hwy: 160th Avenue - 110th Avenue	69.95	129.53	59.88	8.400	0.140	15	5	0	5	10
US 26: Beaverton/Tigard Hwy - Camelot	10.53	103.45	92.92	7.240	0.078	15	5	5	0	10
I-5: E. Marquam Grand Avenue/MLK Jr. Ramps	13.62	23.78	10.16	50.000	4.921	8	0	5	0	5
US 26: Murray Road - 217	67.99	82.02	14.03	20.300	1.447	8	5	0	5	10
Farmington: 167th - Murray Blvd.	0.31	34.91	34.6	5.180	0.150	15	5	0	5	10
I-5: Stafford Interchange	0	1.61	1.61	7.900	4.907	8	2	5	0	7
I-5: Water Avenue Ramps	0.18	0.22	0.04	19.000	475.000	0	0	5	0	5
I-205: @ Sunnybrook Interchange	10.69	19.28	8.59	18.200	2.119	8	5	5	5	15
US 26: Camelot Int - Sylvan Int	49.01	26.556	-22.46	66.200	-2.947	0	5	5	0	10
99W: @ 124th	0	13.2	13.2	1.000	0.076	15	0	0	5	5
I-205: @ Glisan N&S Bound	0	4.82	4.82	0.370	0.077	15	0	5	5	10
US 26: Sylvan Int - Highlands Int	0	29.85	29.85	9.400	0.315	15	5	5	0	10
I-84: 223rd - Troutdale	0	2.12	2.12	22.000	10.377	0	5	5	0	10
OR-47: Council Creek - Quince (Hwy 47 Bypass)	0	0	0	7.130	NA	0	2	5	5	12
T/V Hwy: Shute Park - 21st	0	0	0	4.650	NA	0	5	0	0	5
US 30B: Columbia Blvd. - I-205 (Turn Lanes)	1.17	1.4	0.23	0.440	1.913	8	0	5	0	5
217: NB Off-Ramp @ Scholls Hwy	0	0	0	0.270	NA	0	0	0	0	0

Total Cost Of All Projects **261.1**

TABLE 1

## ADMINISTRATIVE CRITERIA WHICH SUPPLEMENT PROJECT TECHNICAL RANKINGS

PROJECT	SIGNIFICANT PUB/PRIVATE PARTICIPATION?	HI PROBABILITY OF PROCEEDING ON SCHEDULE	HAS PROJECT PROGRESSED TO ROW	IS COMMODITY OR GOODS MOVMT SPECIFICALLY ENHANCED?	STRONG LINK TO WS LRT?
1 I-5: @ 217/Kruseway	N	N - full design infeasible; lengthy redesign; new EIS	Y - partial	Y/N - hi volume of general commerce	N
2 T/V Hwy: 160th - 110th Avenue	N	N - access closure issues could delay project	N	N	N
3 US 26: Beaverton/Tigard Hwy - Camelot	N	Y	Y	Y/N - hi volume of general commerce	Y
4 I-5: E. Marquam Grand Ave/ MLK Jr. Ramps	N	N - local commitment remains pending; new EIS needed	N	Y	N
5 US 26: Murray Road - 217	N	N - no EIS	N	Y/N - hi volume of general commerce	N
6 Farmington: 167th - Murray Blvd.	Y - 66%	Y	N - one hardship lot	N	N
7 I-5: Stafford Interchange	Y - 20%	Y	Y	Y	N
8 I-5: Water Avenue Ramps	N	N - local commitment uncertain	N - NA	Y	N
9 I-205: @ Sunnybrook Intrchnng	Y - 55%	Y	Y	Y	N
10 US 26: Camelot - Sylvan Intrchnng	N	Y	Y	Y/N - hi volume of general commerce	Y
11 99W: @ 124th	N - local commit- ment pending	Y	N	N	N
12 I-205: @ Gilsan N&S Bound	N	Y	N - NA	Y/N - moderate commerce	N
13 US 26: Sylvan - Highlands Int	N	Y	Y	Y/N	Y
14 I-84: 223rd - Troutdale	N	Y	Y	Y	N
15 OR-47: Council Creek-Quince (Hwy 47 Bypass)	Y - 40%	Y - though alignment remains pending w/ ODOT	N	Y	N
16 T/V Hwy: Shute Park - 21st	Y - 63%	Y	Y	N	N
17 US 30B: Columbia Blvd. - I-205 (Turn Lanes)	N	Y	N - NA	Y/N - hi volume of general commerce	N
18 217: NB Off-Ramp @ Scholls Hwy	N	Y	N - NA	N	N

## EFFECT OF ADMINISTRATIVE FACTORS ON TECHNICAL RANKING OF ODOT CANDIDATE CUT PROJECTS

PROJECT	TECH RANK	DISCUSSION OF FACTORS WHICH AFFECT RECOMMENDATION	COST	KEEP	CUT
1 I-5: @ 217/Kruseway	100	KEEP. Project downscoped from \$80 million to \$13.4; high technical rank; no other special factors.	43.400	13.400	30.000
2 T/V Hwy: 160th Avenue - 110th Avenue	95	DEVELOPMENT. Project requires significant modification of existing access rights; hi risk of schedule slip.	8.400		8.400
3 US 26: Beaverton/Tigard Hwy - Camelot	85	KEEP. Significant ROW commitment; important to LRT constr.; contingent on downscope of Sylvan Interchange.	7.240	7.240	
4 I-5: E. Marquam Grand Avenue/MLK Jr. Ramps	78	DEVELOPMENT. High risk of schedule slip due to controversy and scale; EIS requires revision.	50.000		50.000
5 US 26: Murray Road - 217	88	DEVELOPMENT. EIS not yet complete - hi risk of schedule slip; not related to WS LRT constr.	20.300		20.300
6 Farmington: 167th - Murray Blvd.	75	KEEP. Highest local match ratio (66%); low risk of schedule slip; hi technical rank.	5.180	5.180	
7 I-5: Stafford Interchange	75	KEEP. Local/private match (20%); low risk of schedule slip; ROW commitment; significant for goods movm't.	7.900	7.900	
8 I-5: Water Avenue Ramps	70	KEEP. Hi-moderate tech rank; significant goods movm't; no ROW needed; EIS revision underway.	19.000	19.000	*
9 I-205: @ Sunnybrook Interchange	68	KEEP. Hi local/private match (55%); low risk of schedule slip; ROW commitment; significant goods movm't.	18.200	18.200	
10 US 26: Camelot Int - Sylvan Int	60	KEEP. Contingent on ability to phase key elements at \$15 million; low risk of slip; significant ROW commitment; goods movm't.	66.200	15.000	51.200 *
11 99W: @ 124th	60	DEVELOPMENT. Requires local commitment of construction match; low-moderate tech rank.	1.000		1.000
12 I-205: @ Glisan N&S Bound	55	DEVELOPMENT. Low tech rank; no other significant factors.	0.370		0.370
13 US 26: Sylvan Int - Highlands Int	45	KEEP. Low risk of schedule slip; significant ROW commitment; goods movm't and WS LRT benefit; contingent on Sylvan.	9.400	9.400	
14 I-84: 223rd - Troutdale	40	KEEP. Downscope to reconstruct 238th; eliminate widening past 238th; includes \$6 mil inflation that ups cut target by \$1.9M	29.000	22.000	7.000
15 OR-47: Council Creek - Quince (Hwy 47 Bypass)	37	KEEP. Local match (40%); accesses 100% of Forest Grove industrially zoned land; important to downtown ped/bike orientation.	7.130	7.130	*
16 T/V Hwy: Shute Park - 21st	25	DEVELOPMENT. Hi local match (63%) and ROW purchased. Corrects moderate safety issue; moderate employment factors.	4.650		4.650 *
17 US 30B: Columbia Blvd. - I-205 (Turn Lanes)	28	DEVELOPMENT. Technical points for cost effective delay reduction and goods movm't orientation; low risk of schedule slip.	0.440		0.440
18 217: NB Off-Ramp @ Scholls Hwy	10	DEVELOPMENT. No applicable special factors. Lowest ranking technical score.	0.270		0.270
19 VAR: Metro Advance Warning Signs		KEEP. Contingent on reassignment of full amount per recommendation of final ATMS Study.	1.210	1.210	
20 VAR: Metro Area Freeways (Detection System)		KEEP. Contingent on reassignment of full amount per recommendation of final ATMS Study.	1.430	1.430	
21 VAR: Motorist Information System		KEEP. Contingent on reassignment of full amount per recommendation of final ATMS Study.	1.100	1.100	
22 Two Additional MACS		KEEP: contingent on downscoping to \$3.310 M and reassignment to ATMS Study Implementation Program.	6.620	3.310	3.310
23 Various TSM Initiatives.		KEEP: contingent of downscoping to \$0.77 M and reassignment to ATMS Study Implementation Program.	1.540	0.770	0.770
24 Sandy MACS		KEEP. Addresses significant congestion w/out increase of SOV capacity.	4.410	4.410	
25 BV/Tualatin Hwy: Lower Boones Ferry Rd. - Tualatin/Sherwood (Bikeway)		KEEP.	0.240	0.240	
26 BV/Tualatin Hwy: 99W-SW McDonald St. (Bikeway)		KEEP.	0.390	0.390	
27 OR-43: Mcvey Avenue - Burnham (Bikeway)		KEEP.	0.440	0.440	
28 Barbur Blvd.: Hamilton/Miles (Bikeway)		KEEP.	1.500	1.500	
29 I-84: Gateway Park & Ride Lot		KEEP.	0.960	0.960	
30 I-205: Columbia River/N.E. Failing (landscaping)		DEVELOPMENT.	1.970		1.970
31 U.S. 30B: Linnton/Sauvie Is. Brdg. (rockfall)		DEVELOPMENT. Safety issue most appropriately decided by ODOT staff.	1.790		1.790
32 I-205: Willamette Rv. Bridge Ice Detector		DEVELOPMENT. Safety issue most appropriately decided by ODOT staff.	0.170		0.170
33 Excess Bid for Three FY 93 Sunset Projects		"KEEP"; increases cut target amount by \$3.6 Mil.	11.500	11.500	
<b>TOTAL</b>			333.350	151.710	181.640
<b>TARGET (\$126M + \$1.9M + \$3.6M)</b>					131.500
<b>BALANCE AVAILABLE TO BE REPROGRAMMED TO ALTERNATIVE MODES</b>					50.140

\* These four projects were recommended by TPAC for additional evaluation. ODOT staff have indicated that the minimum feasible phasing of Project 10, the Sylvan Interchange, may require more than currently recommended by Metro staff.

## OPTION 1: "ROADS ONLY" CONSTRUCTION PROGRAM WITHOUT ALTERNATIVE MODE ADDITIONS

CONSTRUCTION PROJECTS				COST	KEEP	CUT	DEVELOPMENT PROJECTS				CONSTR. COST	CURRENT STATUS	RECOMMENDED STATUS	NEW COST
1	I-5: @ 217/Kruseway	43.40	13.40	30.00	1	Construction Elements Cut to Development								
2	T/V Hwy: 160th Avenue - 110th Avenue	8.40		8.40	1	T/V Hwy: 160th - 110th	8.40	Constr.	ROW	8.40				
3	US 26: Beaverton/Tigard Hwy - Camelot	7.24	7.24		2	I-5/217/Kruse Way (Unit 1)	30.00	Constr.	EIS	30.00				
4	I-5: E. Marquam Grand Ave/MLK Jr. Ramps	50.00		50.00	3	U.S. 26: Murray to 217	20.30	Constr.	H/ROW*	20.30				
5	US 26: Murray Road - 217	20.30		20.30	4	I-5: Marquam Ramps	50.00	Constr.	EIS	50.00				
6	Farmington: 167th - Murray Blvd.	5.18	5.18		5	99W @ 124th	1.00	Constr.	ROW	1.00				
7	I-5: Stafford Interchange	7.90	7.90		6	I-205: Glisan N & S Bound Ramps	0.37	Constr.	FIN. DESIGN	0.37				
*8	I-5: Water Avenue Ramps	19.00	19.00		7	U.S. 26: Camelot to Sylvan	1.06	Constr.	ROW	1.06				
9	I-205: @ Sunnybrook Interchange	18.20	18.20		8	217: NB Off-ramp @ Scholls Hwy	0.27	Constr.	FIN. DESIGN	0.27				
*10	US 26: Camelot Int - Sylvan Int	66.20	65.14	1.06	9	U.S. 30B: Columbia Blvd./I-205 Turn Lanes	0.44	Constr.	FIN. DESIGN	0.44				
11	99W: @ 124th	1.00		1.00	10	I-84: 223rd/Troutdale	7.00	Constr.	DELETE	0.00				
12	I-205: @ Glisan N&S Bound	0.37		0.37	11	T/V Hwy: Shute Park - 21st	4.65	Constr.	ROW	4.65				
13	US 26: Sylvan Int - Highlands Int	9.40	9.40		12	Various MACS & TSM Projects (ATMS)	4.08	Constr.	ROW	4.08				
14	I-84: 223rd - Troutdale	29.00	22.00	7.00	Development Program ROW Projects									
*15	OR-47: Council Creek - Quince (Hwy 47 Bypass)	7.13	7.13		13	217: Sunset - T.V. Hwy	20.60	ROW	EIS	20.60				
*16	T/V Hwy: Shute Park - 21st	4.65		4.65	14	I-5: 217/Kruse Way Interchange (Unit 2)	37.00	ROW	EIS	37.00				
17	US 30B: Columbia Blvd. - I-205 (Turn Lanes)	0.44		0.44	15	Farmington: 209th-Murray Phase 2	2.67	ROW	ROW	2.67				
18	217: NB Off-Ramp @ Scholls Hwy	0.27		0.27	16	MP 4.1 - Dabney Park (Rockfall)	3.86	ROW	ROW	3.86				
19	VAR: Metro Advance Warning Signs (ATMS)	1.21	1.21		Develop. Program Hardship ROW Projects									
20	VAR: Metro Area Freeways Detection Sys. (ATMS)	1.43	1.43		17	Mt. Hood Parkway: I-84 - US 26	27.60	H/ROW	H/ROW*	27.60				
21	VAR: Motorist Information System (ATMS)	1.10	1.10		Sunrise Corridor:									
22	Two Additional MACS (ATMS)	6.62	3.31	3.31	18	Sunrise Corridor: I-205 - Rock Creek Jct	85.30	H/ROW	H/ROW*	85.30				
23	Various TSM Initiatives (ATMS)	1.54	0.77	0.77	19	Sunrise Corridor: Rock Creek Jct - Mt. Hood Hwy	31.36	H/ROW	H/ROW*	31.36				
24	Sandy MACS	4.41	4.41		20	I-205: Sunrise Interchange	64.90	H/ROW	H/ROW*	64.90				
25	BV/Tualatin Hwy: Lower Boones Ferry Rd. - Tualatin/Sherwood (Bikeway)	0.24	0.24		Development Program Final Design Projects									
26	BV/Tualatin Hwy: 99W - SW McDonald St. (Bikeway)	0.39	0.39		21	I-5: Wilsonville Interchange	12.60	FIN. DESIGN	FIN. DESIGN	12.60				
27	OR-43: Mcvey Avenue - Burnham (Bikeway)	0.44	0.44		Development Program EIS Projects									
28	Barbur Blvd.: Hamilton/Miles (Bikeway)	1.50	1.50		22	99E: SE Harold-SE Tacoma Interchange	6.44	EIS	DELETE	0.00				
29	I-84: Gateway Park & Ride Lot	0.96	0.96		23	99E: MLK/Grand Viaduct-SE Harold	6.42	EIS	DELETE	0.00				
30	I-205: Columbia River/N.E. Failing (landscaping)	1.97		1.97	24	I-5: Greeley Ramp- No. Banfield Interchange (Unit 2)	33.50	EIS	EIS	33.50				
31	U.S. 30B: Linnton/Sauvie Is. Brgd. (rockfall)	1.79		1.79	25	217: TV Hwy-72nd Ave Interchange	38.20	EIS	EIS	38.20				
32	I-205: Willamette Rv. Bridge Ice Detector	0.17		0.17	26	Western Bypass Corridor EIS	0.00	EIS	EIS	0.00				
33	Excess Bid for Three FY 93 WS LRT Projects	11.50	11.50											
<b>TOTAL</b>				333.35	201.85	131.50							SUBTOTAL**	244.045
<b>TARGET</b>						131.50							TARGET	307.000
<b>BALANCE FOR PROGRAMMING TO ALT. MODES</b>						0.00							BALANCE	62.955
							Metro Suggested Adds to Develop. Program							
1	Regionally Significant Bike Program	??	NA	ROW	??									
2	Regionally Significant Pedestrian Program	??	NA	ROW	??									
3	Intermodal Mng't System Projects	3.80	NA	EIS	3.80									
4	Two 10-Minute Transit Corridors	??	NA	ROW	??									
5	Transit Oriented Development Program	??	NA	FIN. DESIGN	??									
6	Hwy/Arterial/Transit ATMS Program	20.00	NA	ROW	20.00									
7	S/N FEIS/Final Design	1800.00	NA	FIN. DESIGN	1800.00									

\*These four projects were recommended by TPAC for further evaluation.

\*\*Of which \$229.46 is Hardship ROW which has been removed from Subtotal

**OPTION 2: BALANCED CONSTRUCTION PROGRAM WITH ALTERNATIVE MODE ADDITIONS**

CONSTRUCTION PROJECTS				COST	KEEP	CUT	DEVELOPMENT PROJECTS				CONSTR. COST	CURRENT STATUS	RECOMMENDED STATUS	NEW COST	
1	I-5: @ 217/Kruseway	43.40	13.40	30.00			1	<b>Construction Elements Cut to Development</b>							
2	T/V Hwy: 160th Avenue - 110th Avenue	8.40		8.40			1	T/V Hwy: 160th - 110th	8.40	Constr.	ROW		8.40		
3	US 26: Beaverton/Tigard Hwy - Camelot	7.24	7.24				2	I-5/217/Kruse Way (Unit 1)	30.00	Constr.	EIS		0.00		
4	I-5: E. Marquam Grand Ave/MLK Jr. Ramps	50.00		50.00			3	U.S. 26: Murray to 217	20.30	Constr.	H/ROW*		20.30		
5	US 26: Murray Road - 217	20.30		20.30			4	I-5: Marquam Ramps	50.00	Constr.	EIS		50.00		
6	Farmington: 167th - Murray Blvd.	5.18	5.18				5	99W @ 124th	1.00	Constr.	ROW		1.00		
7	I-5: Stafford Interchange	7.90	7.90				6	I-205: Glisan N & S Bound Ramps	0.37	Constr.	FIN. DESIGN		0.37		
*8	I-5: Water Avenue Ramps	19.00	19.00				7	U.S. 26: Camelot to Sylvan	51.20	Constr.	ROW		51.20		
9	I-205: @ Sunnybrook Interchange	18.20	18.20				8	217: NB Off-ramp @ Scholls Hwy	0.27	Constr.	FIN. DESIGN		0.27		
*10	US 26: Camelot Int - Sylvan Int	66.20	15.00	51.20			9	U.S. 30B: Columbia Blvd./I-205 Turn Lanes	0.44	Constr.	FIN. DESIGN		0.44		
11	99W: @ 124th	1.00		1.00			10	I-84: 223rd/Troutdale	7.00	Constr.	DELETE		0.00		
12	I-205: @ Glisan N&S Bound	0.37		0.37			11	T/V Hwy: Shute Park - 21st	4.65	Constr.	ROW		4.65		
13	US 26: Sylvan Int - Highlands Int	9.40	9.40				12	Various MACS & TSM Projects (ATMS)	4.08	Constr.	ROW		4.08		
14	I-84: 223rd - Troutdale	29.00	22.00	7.00			<b>Development Program ROW Projects</b>								
*15	OR-47: Council Creek - Quince (Hwy 47 Bypass)	7.13	7.13				13	217: Sunset - T.V. Hwy	20.60	ROW	EIS		20.60		
*16	T/V Hwy: Shute Park - 21st	4.65		4.65			14	I-5: 217/Kruse Way Interchange (Unit 2)	37.00	ROW	EIS		0.00		
17	US 30B: Columbia Blvd. - I-205 (Turn Lanes)	0.44		0.44			15	Farmington: 209th-Murray Phase 2	2.67	ROW	ROW		2.67		
18	217: NB Off-Ramp @ Scholls Hwy	0.27		0.27			16	MP 4.1 - Dabney Park (Rockfall)	3.86	ROW	ROW		3.86		
19	VAR: Metro Advance Warning Signs (ATMS)	1.21	1.21				<b>Develop. Program Hardship ROW Projects</b>								
20	VAR: Metro Area Freeways Detection Sys. (ATMS)	1.43	1.43				17	Mt. Hood Parkway: I-84 - US 26	27.60	H/ROW	H/ROW*		27.60		
21	VAR: Motorist Information System (ATMS)	1.10	1.10				<b>Sunrise Corridor:</b>								
22	Two Additional MACS (ATMS)	6.62	3.31	3.31			18	Sunrise Corridor: I-205 - Rock Creek Jct	85.30	H/ROW	H/ROW*		85.30		
23	Various TSM Initiatives (ATMS)	1.54	0.77	0.77			19	Sunrise Corridor: Rock Creek Jct - Mt. Hood Hwy	31.36	H/ROW	H/ROW*		31.36		
24	Sandy MACS	4.41	4.41				20	I-205: Sunrise Interchange	64.90	H/ROW	H/ROW*		64.90		
25	BV/Tualatin Hwy: Lower Boones Ferry Rd. - Tualatin/Sherwood (Bikeway)	0.24	0.24				<b>Development Program Final Design Projects</b>								
26	BV/Tualatin Hwy: 99W - SW McDonald St. (Bikeway)	0.39	0.39				21	I-5: Wilsonville Interchange	12.60	FIN. DES.	FIN. DESIGN		12.60		
27	OR-43: Mcvey Avenue - Burnham (Bikeway)	0.44	0.44				<b>Development Program EIS Projects</b>								
28	Barbur Blvd.: Hamilton/Miles (Bikeway)	1.50	1.50				22	99E: SE Harold-SE Tacoma Interchange	6.44	EIS	DELETE		0.00		
29	I-84: Gateway Park & Ride Lot	0.96	0.96				23	99E: MLK/Grand Viaduct-SE Harold	6.42	EIS	DELETE		0.00		
30	I-205: Columbia River/N.E. Failing (landscaping)	1.97		1.97			24	I-5: Greeley Ramp- No. Banfield Interchange (Unit 2)	33.50	EIS	EIS		33.50		
31	U.S. 30B: Linnton/Sauvie Is. Bldg. (rockfall)	1.79		1.79			25	217: TV Hwy-72nd Ave Interchange	38.20	EIS	EIS		38.20		
32	I-205: Willamette Rv. Bridge Ice Detector	0.17		0.17			26	Western Bypass Corridor EIS	0.00	EIS	EIS		0.00		
33	Excess Bid for Three FY 93 WS LRT Projects	11.50	11.50												
<b>TOTAL</b>		333.35	151.71	181.64									<b>SUBTOTAL**</b>	<b>227.185</b>	
<b>TARGET</b>				131.50									<b>TARGET</b>	<b>307.000</b>	
<b>BALANCE FOR PROGRAMMING TO ALT. MODES</b>				50.14									<b>BALANCE</b>	<b>79.815</b>	
				<b>Metro Suggested Adds to Develop. Program</b>											
1	Regionally Significant Bike Program	??	NA				1	Regionally Significant Bike Program	??	NA	ROW		??		
2	Regionally Significant Pedestrian Program	??	NA				2	Regionally Significant Pedestrian Program	??	NA	ROW		??		
3	Intermodal Mng't System Projects	3.80	NA				3	Intermodal Mng't System Projects	3.80	NA	EIS		3.80		
4	Two 10-Minute Transit Corridors	??	NA				4	Two 10-Minute Transit Corridors	??	NA	ROW		??		
5	Transit Oriented Development Program	??	NA				5	Transit Oriented Development Program	??	NA	FIN. DESIGN		??		
6	Hwy/Arterial/Transit ATMS Program	20.00	NA				6	Hwy/Arterial/Transit ATMS Program	20.00	NA	ROW		20.00		
7	S/N FEIS/Final Design	1800.00	NA				7	S/N FEIS/Final Design	1800.00	NA	FIN. DESIGN		1800.00		

\*These four projects were recommended by TPAC for further evaluation.

\*Of which \$229.46 is Hardship ROW which has been removed from Subtotal

## METRO RECOMMENDED ALTERNATIVE MODE INVESTMENT OPTIONS

	CONSTRUCTION PROJECTS	KEEP
1	I-5: @ 217/Kruseway	13.40
2	US 26: Beaverton/Tigard Hwy - Camelot	7.24
3	Farmington: 167th - Murray Blvd.	5.18
4	I-5: Stafford Interchange	7.90
*5	I-5: Water Avenue Ramps	19.00
6	I-205: @ Sunnybrook Interchange	18.20
*7	US 26: Camelot Int - Sylvan Int	15.00
8	US 26: Sylvan Int - Highlands Int	9.40
9	I-84: 223rd - Troutdale	22.00
*10	OR-47: Council Creek - Quince (Hwy 47 Bypass)	7.13
11	VAR: Metro Advance Warning Signs (ATMS)	1.21
12	VAR: Metro Area Freeways Detection Sys. (ATMS)	1.43
13	VAR: Motorist Information System (ATMS)	1.10
14	Two Additional MACS (ATMS)	3.31
15	Various TSM Initiatives (ATMS)	0.77
16	Sandy MACS	4.41
17	BV/Tualatin Hwy: Lower Boones Ferry Rd. - Tualatin/Sherwood (Bikeway)	0.24
18	BV/Tualatin Hwy: 99W - SW McDonald St. (Bikeway)	0.39
19	OR-43: Mcvey Avenue - Burnham (Bikeway)	0.44
20	Barbur Blvd.: Hamilton/Miles (Bikeway)	1.50
21	I-84: Gateway Park & Ride Lot	0.96
22	Excess Bid for Three FY 93 WS LRT Projects	11.50
	<b>TOTAL KEEP</b>	<b>151.71</b>
	<b>TOTAL CUT</b>	<b>181.64</b>
	<b>TARGET CUT</b>	<b>131.50</b>
	<b>BALANCE FOR PROGRAMMING TO ALT. MODES</b>	<b>50.14</b>

### Alternative Mode Options

#### A. Transit Emphasis

	\$50 M PROGRAM	\$25 M PROGRAM
1. Transit Improvements <small>(Buses, 10-Minute Corridors, P&amp;R, AVL/AVI etc.)</small>	38.00	23.00
2. TOD Land Aquisition Revolving Fund	8.00	0.00
3. TOD Infrastructure Program	4.00	2.00
<b>Total</b>	<b>50.00</b>	<b>25.00</b>

#### B. Transit & Supplemental Modes Emphasis

1. Transit Improvements <small>(Buses, 10-Minute Corridors, P&amp;R, AVL/AVI etc.)</small>	25.00	15.00
2. TOD Land Aquisition and Infrastructure Program	5.00	2.00
3. Regionally Significant Bike Improvements Reserve	5.00	2.00
4. Regionally Significant Ped. Improvements Reserve	5.00	2.00
5. Intermodal Management System Implementation Reserve	5.00	2.00
6. Congestion Mgm't Implementation Reserve	5.00	2.00
<b>Total</b>	<b>50.00</b>	<b>25.00</b>

\*TPAC has recommended that these three projects, plus T/V Hwy: Shute Park/21st (4.65 M), receive additional evaluation.



**METRO**

ATTACHMENT A

DATE: November 16, 1993  
 TO: TPAC  
 FROM: *AC* Andrew C. Cotugno  
 Planning Director

**SUBJECT: Public Comment On ODOT Six-Year Program Cuts**

Overview of Letters Submitted to Metro About the Six-Year Program Cuts

Metro received a total of 74 letters as of November 10, 1993. The authors included a mix of private persons, private business/chamber of commerce representatives, public interest and environmental organizations, quasi-governmental bodies such as redevelopment agencies, and the staff and elected officials of municipal and county governments. Approximately 59 of the letters were written in support of 5 projects:

<u>Projects</u>	<u>Number of Letters</u>
Stafford Interchange:	36
Hwy 47 Bypass:	9
Sunnybrook Interchange:	7
I-84: 223rd/Troutdale:	4
I-5/217/Kruse Way:	3

Five letters strongly supported deeper cuts in the Six-Year Program to allow programming of alternative mode projects (defined as pedestrian and bicycle facilities).

Seven other letters were more "philosophical." They did not promote a specific project but rather addressed the principles which should guide development and application of project selection criteria.

Content of Remarks

Approximately 140 specific comments were abstracted from letters written to support specific arterial expansion projects or which supported minimizing program cuts to those needed to balance the program. The Stafford Interchange letters account for some 65 of these comments and 80 percent of those (51 comments), concerned two topics:

- o economic development and commerce ramifications of the project; and
- o congestion and safety issues related to conditions at the interchange.

These concerns were also raised in letters supporting other projects (31 comments from non-Stafford letters). Several other issues were also common to the letters.

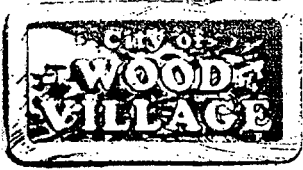
1. The importance of recognizing local/private overmatch enjoyed by some projects and recognition of supplemental/supporting costs already committed by the State (18 comments);
2. About 14 comments contained in "project-specific" letters also suggested modification of some or all of the ranking criteria.
3. Some projects have played an important part in long-range land use planning in some communities (11 comments).
4. Approximately 8 comments (mostly relative to the Highway 47 Bypass in Forest Grove and the U.S. 26/Canyon Road project through Beaverton) noted that the treatment of automobile congestion and through traffic provided by some of the projects would provide substantial benefit for bicycle and pedestrian oriented land use planning.

Five letters were written supporting a deeper level of cuts than needed to balance the program. Several specific points were common to most of these letters.

1. ISTEA and the Transportation Planning Rule establish a policy mandate to strengthen multi-modal approaches to satisfying demand for transportation services.
2. Projects which increase Single Occupant Vehicle (SOV) travel are not consistent with these mandates.
3. Therefore, reduction of the scope of SOV expansion projects in the Six-Year Program is desirable, i.e., cutting \$126 million of projects is an end in itself and not simply a means of balancing the Program.
4. Deeper cuts than needed to balance the Program are desirable both because less resources are thereby committed to SOV projects and because additional resources are freed for application to alternative mode projects.
5. Pedestrian and bicycle projects (and to a lesser degree, transit) are the only legitimate means of providing long-term congestion relief and provide pollution-free mobility without increasing regional VMT.
6. The criteria used to rank arterial expansion projects are weighted to select projects which solely expand arterial capacity. Policy guidance should be adopted and the criteria should be amended so that only those SOV expansion projects which best improve pedestrian, bicycle and transit amenities will be selected.

The topic of seven letters were the criteria themselves. The points raised in these letters were very diverse and not amenable to summarization. They were written by the Mayors of Forest Grove and Wood Village, the Ad Hoc Citizens TIP Committee, the Willamette Pedestrian Coalition, the Port of Hood River, the Tualatin Valley Economic Development Corporation and the United States Department of Agriculture. We are attaching them to this memo and will be discussing them further at TPAC.





Mayor  
Derald D. Ulmer  
City Council  
Donald L. Robertson  
Robert S. Lokting  
Timothy Fier  
William Stewart

2055 N.E. 238th Dr.  
Wood Village, Oregon  
97060-1095  
(503) 667-6211

November 5, 1993

Andy Cotugno  
Director of Planning and Transportation, Metro  
600 NE Grand Avenue  
Portland, OR 97232-2736

RE: State Transportation Program Cuts

Dear Mr. Cotugno:

This letter presents Wood Village's concerns regarding the recently published Metro staff recommended cut list for ODOT construction projects. On October 21st, I spoke at the initial public hearing which explained Metro's process in developing this list. My comments made at this meeting in support of the I-84, 223rd to Troutdale project are enclosed.

The I-84, 223rd to Troutdale, project is a key project in East Multnomah County transportation planning. Completion of this project will have a positive impact on future traffic using the area. Without the project, major traffic problems will occur on NE 223rd, 242nd and 257th. Traffic planning for these streets, as well as the major east-west arterial streets, has assumed the I-84 project and 238th Interchange improvements would be made. I feel that it is imperative the I-84 project be completed in order to mitigate these traffic problems.

Further support for this project may be derived from the fact that \$12 million dollars in federal interstate funds could be lost by ODOT if this project is cut. These are funds earmarked for completion of the interstate system and, I am told, the I-84, 223rd to Troutdale project is the only eligible project left in our state. A loss of these funds now could mean this needed project would never be completed.

After reviewing Metro's preliminary rankings, and the criteria used to rank the projects, it appears to me that the criteria used is "seriously flawed" when applied to this project. In support of this viewpoint, I offer the following points:

1. **Completion of the Oregon Interstate Highway System to national standards should be a high priority for the region.** I-84, 223rd to Troutdale was constructed in the 1950's and has many sub-standard design features for an interstate highway. ODOT has already invested a very substantial amount of money in I-84 improvements. This interstate highway segment is eligible for federal funds which will be lost if it is not constructed.
2. **The Level of Service (LOS) criteria should use the worst peak hours conditions to evaluate a project.** The EIS for the I-84 project cites 1989 conditions at the I-84 eastbound offramp of the 238th interchange as LOS "F" (pm peak), with backups onto the freeway. With a "no-build" on this interchange, stop and go traffic would occur on I-84 itself by the year 2000. Metro ratings using the volume to capacity criteria need to be re-evaluated.

Metro letter  
November 3, 1993  
Page 2

3. **The safety criteria used needs to also consider substandard or hazardous design factors.** The Wood Village 238th interchange off-ramp leads directly onto an at-grade railroad crossing. This interchange also has shoulders and ramp design that are below safety standards for interstate highways.
4. **Statewide economic linkage and the proposed National Highway System designation need to be weighed under economic development.** The Wood Village interchange economic linkage goes far beyond the one-mile radius used in Metro's criteria. It serves as an essential regional route to half of the state through its connection with US-26 and also serves East County's rapid growth communities. The Mt. Hood Parkway, beginning at the Wood Village I-84 interchange is the proposed NHS connecting corridor from I-84 to US-26.

The City of Wood Village believes that the I-84, 223rd to Troutdale project should never have been placed on the cut list as proposed by Metro. We request the project be removed from this list. If Metro, after reviewing all public testimony, retains the project on the cut list, please consider my comments on the rating criteria and re-evaluate this important project by using more appropriate criteria.

Thank you for considering these comments and my previous remarks. Please include them in the public record.

Sincerely,



Donald L. Robertson  
Mayor

DL:jt

Enclosure

C: Bruce Warner, ODOT Region Manager  
City Council

# forest grove

*Andy Catugno*

October 28, 1993

Mike Hollern, Chair  
Oregon Transportation Commission  
Salem, OR 97310

Dear Mr. Hollern;

The Forest Grove City Council strongly requests that the Highway 47 Bypass be constructed with State assistance in 1987, as indicated on the 1993-99 Six Year Plan. This project is supported by the public as indicated by their willingness to spend their own tax dollars for matching funds on the project, and the project has been indicated on Forest Grove's Comprehensive Plan since the seventies. In that the Banks to Forest Grove Highway 47 re-surfacing was on the 1984-1990 plan to be constructed in 1986 and that work may not actually be done until almost a decade later, we feel we are not being unreasonable in requesting State assistance, nor in making every effort to ensure the Highway 47 project continues as scheduled. This letter is to state our position as noted above, and to outline the technical rationale as to why the 47 Bypass is of high priority for the State.

**Need for the Bypass to Reduce Congestion** The current route of Highway 47 comes into Forest Grove from the north and south. Traffic must make four 90 degree turns and some of these require larger trucks to use multiple lanes, or even drive over a sidewalk area. Traffic must move slow due to the turns and safety hazards, and there are recognized congestion problems at the intersection of College Way and Pacific Avenue and along Pacific as it goes through Downtown. The Bypass would create a smooth route to accommodate current and projected traffic, and eliminate the existing congestion.

**Need for the Bypass to Increase Safety** Not only is there congestion along the current Highway 47 route, but there is difficulty in maintaining adequate safety. From the North much of the traffic is traveling at highway speeds, and upon immediately entering the City crosses Willamina, a heavily traveled collector. This intersection has no left turn lanes, there is increased use of Willamina as additional development occurs west of Highway 47, and the accident rate at that intersection is increasing. Highway 47 then goes through a residential neighborhood (no sidewalks), and makes two 90 degree turns through Pacific University. At one time the route was around the University, but now there is heavy student pedestrian traffic across the street for use of the Gymnasium/sports area, tennis courts, parking, classrooms, a social club, and some administrative offices. Students also must cross Highway 47 to reach the downtown and a multiple-family housing area north of campus. The crossing of College Way is particularly dangerous due to low night lighting and the limited visibility

Hollem, Mike  
October 29, 1993  
Page 2

due to two 90 degree turns. The continuation through downtown is also dangerous for drivers (who have to cross to the left lane) and pedestrians (who sometimes attempt to cross between intersections).

Congestion and lack of safety is expected to get worse due to three trends. First, as population increases, both in Forest Grove and areas to the North and South, the traffic counts will increase. Second, there is a large increase in log truck traffic expected as timber in the Tillamook Forest comes on line. Finally increased pedestrian activity around the current Highway 47 route is planned and expected due to increased student enrollment at Pacific University and more retail, residential, and office use downtown.

**Need for the Bypass to Increase Economic Development** The Bypass improves economic development in three different areas. First, it improves access and visibility to approximately 300 acres of vacant industrial land. A large area of vacant industrial land north of the Burlington Northern Railroad between Hawthorne and Quince Streets is currently somewhat hidden. The Bypass would make this area more visible, provide better access to the site, and improve access to markets north and south of Forest Grove. Secondly the Bypass improves transportation for all the areas close to the current and proposed bypass. The new Taylor Industrial Park, which recently received State Special Public Works Funding, was developed in part on the assumption that the State's bypass plan would be completed. Finally, the removal of the current Highway 47 route increases employment opportunities for the downtown area. Pedestrian connections between the downtown and Pacific University are improved, and the viability of the downtown for pedestrian shoppers is increased. Metro's recommended guidelines use 18 to 50 employees per acre. Even a conservative estimate of 20 would result in a net increase of over 3,000 employees. Even more important (and not addressed by current criteria) is the relative importance of those jobs. An additional manufacturing facility has far more impact on Forest Grove than an equivalent facility in Portland or Hillsboro.

**Need for Bypass to Improve Mobility** The Bypass will result in a reduction in travel time for traffic going around Forest Grove and also results in a reduction in travel miles. The Bypass will improve the connection between our future residential area northwest of the City and employment and shopping opportunities to the East along TV Highway. Finally, the Bypass will improve bicycle mobility by both providing bike lanes paralleling the Bypass and by removing incompatible traffic from the downtown and University area.

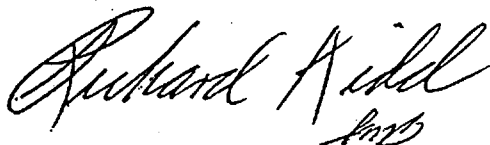
**Need for Bypass to Improve Pedestrian Traffic** As mentioned above, bike mobility will be improved due to the alternate route provided. Probably more important is the development of pedestrian areas, such as the existing downtown. Removal of the existing Highway 47 route is essential to create an atmosphere and a mix of uses to serve the pedestrian. The development of pedestrian destination areas is certainly equal in importance to creating pedestrian routes to those areas.

Hollern, Mike  
October 29, 1993  
Page 3

**Efficient Use of State Funds** Not only are State funds more effective when leveraged with matching local dollars, but the costs associated with maintenance and accidents will be much less on 1.8 miles of new highway as compared to 2.7 miles of the twisting current route.

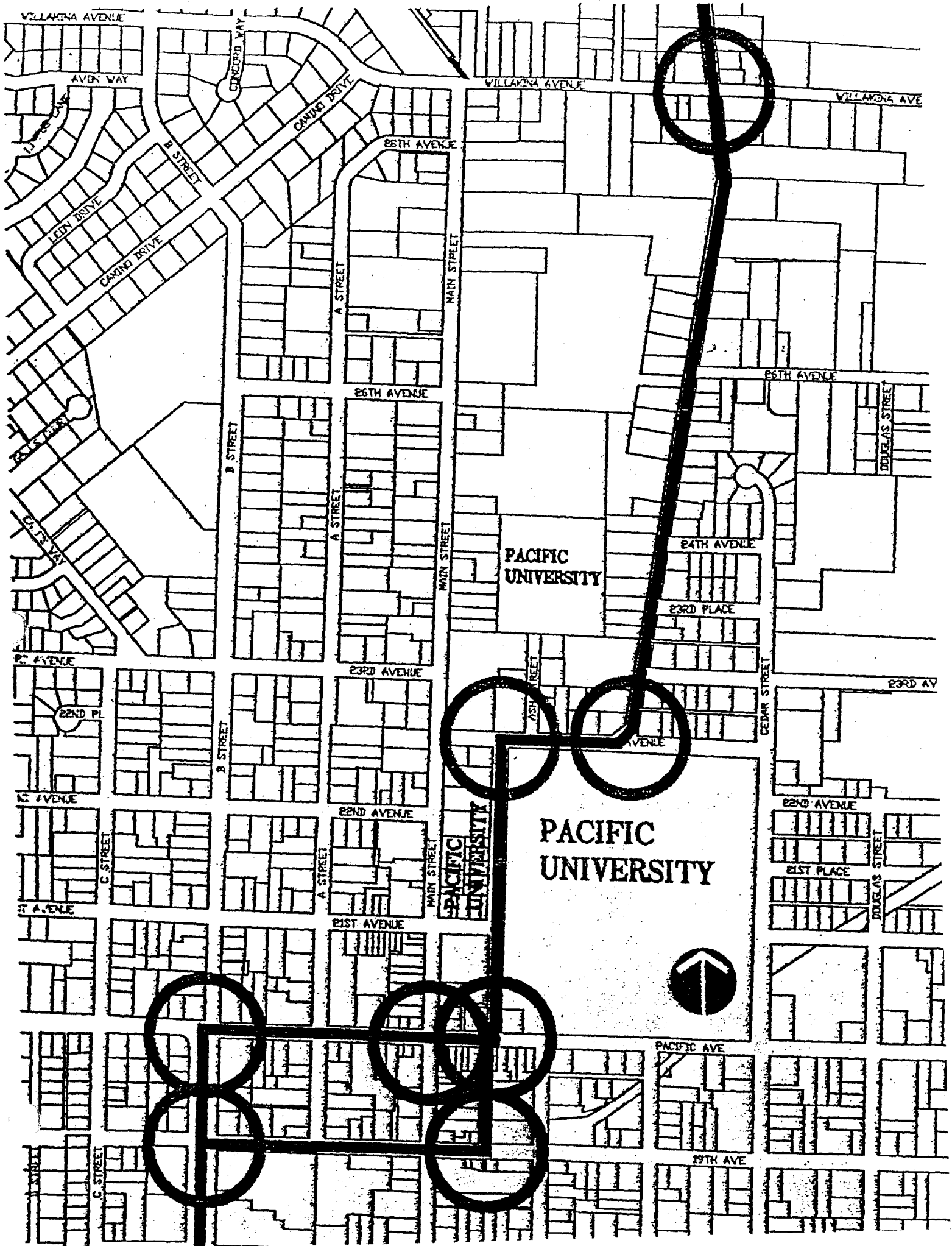
In summary, we understand the difficulty in reducing funding and eliminating projects, but in reviewing the technical justification of the Bypass and the willingness to provide matching funds, we believe the Highway 47 should retain its current ranking and be constructed in 1997. Forest Grove's industrial areas and paid for through a combination of local and state funds If you have any questions please contact our Community Development Director, Karl Mawson, at 359-3224.

Respectfully

A handwritten signature in cursive script that reads "Richard Kidd" with a small flourish underneath.

Richard Kidd  
Mayor

Copies: Bruce Warner  
Andy Cotugno  
Susan McClain  
Bob Alexander





# Willamette Pedestrian Coalition

P.O. Box 2252  
Portland, OR 97208-2252

4 November 1993

Metro Planning Committee  
600 NE Grand Avenue  
Portland, Oregon 97232

**Regarding: TIP cuts and alternate mode additions**

Dear Metro Councilors of the Planning Committee:

It has been two years since the Federal Intermodal Surface Transportation Efficiency Act was enacted, and two years since the State Transportation Planning Rule was adopted. Yet, in looking at the projects listed on the TIP cut list, and the criteria used to rank them, it seems that little has changed. Highway projects continue to be ranked according to the movement of cars and the facilitation of traffic. No criteria are included for reduction in vehicle miles traveled or single-occupant-vehicle use. Nor, despite lip service paid to bike and pedestrian travel (highway projects get five points out of a hundred for including bike/ped facilities), is there any serious evaluation of how successful any of these projects will be at shifting travel to other modes.

The WPC supports cutting the entire \$126 million from highway projects. We also strongly support cutting the additional \$30 million from highway projects to add back to alternative mode projects, and at least one-third of this should go to pedestrian facilities. The unmet need for alternative facilities is much greater than for highways. In the City of Portland alone, only 53% of arterial streets have complete sidewalks. If the region hopes to comply with the Transportation Planning Rule and meet Federal Clean Air Act standards, we must have sidewalks on all arterials, so that people can walk to the bus or to their destination safely.

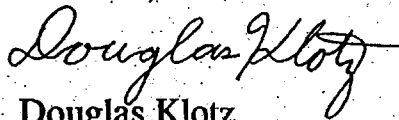
We question the use of the accident factor as a criterion. Projects which rate highly in this category should be carefully examined for their effect on pedestrians and cyclists, since "safety" is often used as an excuse to add traffic capacity. When a street has a high accident rate, two courses of action are open. The usual engineering solution is to widen the road, particularly at the intersections, to allow vehicles to go faster with less interference. This course makes the road more dangerous and difficult for pedestrians and cyclists, thus *decreasing* their safety. The other course is to rebuild the road so that vehicles are discouraged from speeding. "Traffic Calming" is the name often given to this approach, which improves safety for all modes without increasing vehicular capacity.

There is no lack of pedestrian proposals to add to the TIP. We would like to add the enclosed list of projects developed by the City of Portland's Pedestrian Program for consideration, in addition to those Portland projects already on the list. All of these projects are on arterials and will encourage alternative mode travel, hence have regional significance.

We also urge you to fund the Metro T.O.D. projects. Transportation changes alone cannot solve our transportation problems.

Thank you for the opportunity to comment on these issues. We hope Metro and ODOT will make good on the regional and state commitment to make the shift from a highway-based system to a truly multi-modal transportation environment.

Very truly yours,



Douglas Klotz  
President

DK:emv

cc: JPACT members



November 5, 1993

*27m/ka  
cc: Andy  
Richard*

To: Andy Cotugno, Director  
Transportation Planning  
Metro  
600 SE Grand Ave  
Portland, OR 97232

From: Ad Hoc Citizens TIP Committee (roster attached)

Re: Suggested Project Selection Criteria For Transportation Improvement Program and  
Comments On Proposed Changes To The 1994-1998 State Tip

First of all, we would like to express our appreciation for the opportunity to participate in the TIP process. We are especially pleased that Metro is involving the public at the level of criteria setting rather than only seeking comment on a pre-determined list of projects. Transportation planning is becoming recognized by the public as one of the most important functions of government, with wide ranging impacts on the quality of life in our communities. This interest was evident in the large number of people at the first public meeting, October 21, and in the high level of interest expressed by those who convened to develop the following comments.

We strongly support the initiative of Metro and ODOT Region 1 staff to preserve funding for alternative transportation projects and the proposal to reprogram an additional \$30 million for alternative transportation projects.

The Ad Hoc Citizens TIP Committee has three general recommendations:

In order to meet projected revenue shortfalls as well as to provide additional funding for alternative transportation projects, **construction and development projects which would result in increased motor vehicle capacity (highway expansion) should be delayed or deleted from the TIP.**

- **Metro should adopt a least cost transportation planning process that compares projects with each other regardless of mode. We are concerned that modal categories are considered separately, using radically different criteria. The goal of regional transportation planning should be to move people and goods in the most efficient and cost-effective manner. Competition between all projects would allow this. External costs of each mode, such as air pollution and impacts on mobility and access, must be included in the calculation of costs.**
- **Metro (along with ODOT and local jurisdictions) should adopt policies designating regional modal priorities. We recommend a policy similar to one used by the city of Vancouver, BC, which sets the following hierarchy for resolving modal conflicts as well as for selecting transportation projects (ranked highest to lowest): pedestrians, bicycles, transit, multi-passenger vehicles, trucks, single occupancy vehicles. This policy directs transportation staff to consider the access and mobility needs of modes in descending order, i.e., improvements in the level of service of a mode lower on the list may not be made at the expense of decreased levels of service for the modes listed above it.**

Currently, we know of no government body in Oregon with a formal policy setting modal priorities. Therefore, staff have no guidelines for resolving conflicts between the often contrary needs of different travel modes, such as arise when proposed improvements for one mode—for example, widening an arterial—adversely affects another mode—in this example, walking. By default and tradition, most such conflicts are decided in favor of increased automobile mobility.

## I. Comments on Draft Criteria

### 1) Screening/ Administrative Criteria

**General Comment:** It is not clear from the listing of these criteria that all must be satisfied for a project to be considered for inclusion in the TIP. Therefore we recommend that the word "and" should be added at the end of each criteria.

**Specific Comments:** (add, delete)

**Criteria 1:** Amend criteria to read "...with goals and policies of the Regional Transportation Plan (RTP), and"

**Criteria 2:** Amend criteria to read "...Capital Improvement Program, or Planning Document, or is consistent with the goals and policies of the aforementioned local plans, and"

**Criteria 3:** Amend criteria to read "...feasible, and"

**Criteria 4:** Amend criteria to read "...Project must have be eligible for local/agency funding commitment, and"

**Criteria 5:** Additional criteria to read "Project must be consistent with state laws and policies, specifically including the Transportation Planning Rule (660-012) and the Oregon Transportation Plan, and"

**Criteria 6:** Additional criteria to read "Project preserves all Region 2040 options, and"

**Criteria 7:** Additional criteria to read "Project supports efficient and compact land use."

### 2) Highway/Arterial Expansion and Reconstruction Criteria

**General Comment:** The draft criteria reflect goals of increased motor vehicle capacity which are inconsistent with recently adopted state goals and policies contained in the Transportation Planning Rule (TPR)—VMT/capita reduction—and the Oregon Transportation Plan (OTP)—encouragement of alternate modes. Increasing motor vehicle capacity is also contrary to regional goals for reduction of air pollution and encouragement of alternative transportation modes as well as encouraging continued urban sprawl. Our recommendations attempt to bring the Highway Expansion Criteria in line with these goals and policies.

**Specific Comments:** (add, delete) Total of 100 points

**Criteria 1:** Amend criteria to read "Project ability to reduce congestion VMT per capita over twenty years (10 points).

(this criteria, as written, is invalid as studies—see *Newman and Kenworthy*—and experience prove that highway expansion in urban areas does not reduce congestion over the long term, rather highway expansion directly contributes to *increased* congestion. E.g. junction of I-5 and I-84, Sunset Highway)

**Criteria 2:** Amend criteria to read "...improve safety of all users, including pedestrians, bicyclists and transit users". (10 points)

**Criteria 3:** We recommend that this criteria be eliminated.

While there may be a correlation between economic growth and highway expansion, there is no proven causal effect. Assuming employment growth *results* from highway expansion has no factual basis. Improvements in the movement of goods can best be achieved by reducing the number of motor vehicles on the road. As over 80% of motor vehicles on the road are Single Occupancy Vehicles, the most effective method to increase economic growth would be strategies to reduce SOV use, e.g., encouraging bicycling, carpooling, transit use and discouraging automobile use.

**Criteria 4 3: Amend criteria to read "...enhance mobility of people and goods at a reasonable cost. (15 points)**

The goal of transportation is (or should be) to move people and goods in the most efficient manner. Traditional measures of mobility focus solely on motor vehicle movement and ignore alternatives which provide for movement of people and goods at much lower direct and indirect social costs.

**Criteria 5 4: Amend criteria to read "...Project ability to enhance bicycle travel (15 points)"**

**Criteria 6: Additional criteria to read "...Project ability to enhance pedestrian travel (20 points)"**

**Criteria 7: Additional criteria to read "...Project ability to enhance transit use (15 points)"**

It is essential that scarce transportation resources are used to enhance all modes. Projects which fail to enhance alternative modes should not be considered in the first place or severely handicapped by the criteria. In addition, building bikeways and walkways is required by ORS 366.514 whenever a roadway is constructed, reconstructed or relocated. In addition, both the OTP and the TPR include the provision of bicycle and pedestrian facilities along all arterial and major collector streets and also support provision of transit facilities, which would include all highway expansion and reconstruction projects proposed for inclusion in the TIP, with the exception of limited access freeways.

**Criteria 8: Additional criteria to read "Project ability to provide long-term maintenance or bring facility to urban road standards, e.g., provide curbs, sidewalks, bikeways, drainage (15 points)**

Highway/Arterial Expansion and Reconstruction Projects should be considered together.

### **3) Bikeway Project Selection Criteria**

**General Comment:** Replace the draft Bikeway Selection Criteria with ODOT's Bikeway Project Selection Criteria and Rating Sheet. These have been developed and refined over a number of years and offer a more comprehensive and accurate means of comparing bikeway projects. These criteria offer a far better decision making tool than the draft criteria. It would be a mistake to attempt to create new criteria when tried and proven criteria are available. The only change we recommend to ODOT's Bikeway Project Selection Criteria is to remove the bonus under criteria 9 for the Coast Bike Route.

Among other measures, ODOT's Bikeway Project Selection Criteria and Rating Sheet includes criteria to judge the appropriateness of a bikeway project. This important concept is lacking the draft criteria presented to us by Metro.

For example, the Metro draft guidelines would permit a two way bicycle path to be built along an arterial or collector street, with the attendant severe safety and usability problems, contrary to the TPR and OTP, as long as this bikeway meets minimum construction standards. The N. Lombard Bikeway project proposed by the Port of Portland and approved by Metro for CMAQ

funding is a good example of the effect of insufficient stringent screening criteria. In addition to creating a more hazardous condition due to inappropriate design for the facility, this costly project is not needed due to low potential use and the ability of a parallel facility (N. Lombard) to provide for good bicycle mobility. (The Port's proposed bike path project along N. Going Avenue to Swan Island is another example of a bikeway design that is inappropriate—and potentially hazardous. ODOT's criteria would downgrade this proposal because of this: Metro's draft criteria fail to address this issue completely.)

In sum, the criteria are weighted toward projects which would meet the greatest need for bicycle improvements: which are the projects we should be funding.

(ODOT Bikeway Project Selection Criteria and Rating Sheet attached)

#### 4) Pedestrian Selection Criteria

**General Comment:** The poor development of the criteria for this category graphically depicts the deplorable lack of past consideration of walking as an important travel mode and an ongoing lack of planning expertise on the Metro staff in this area. As with the bikeway selection criteria, the lack of knowledge about the most rudimentary factors affecting the viability of biking and walking points out once again the need for increased attention to non-motorized transportation modes on both the local and regional level. At the very least, this process makes very clear that Metro is in dire need of staff expertise in bicycle and pedestrian transportation and could use the assistance of a citizen advisory committee for bicycle and pedestrian travel, that has proven so effective on the state and local levels.

**Specific Comments:** As we were not given written criteria to comment on, all the following are additional criteria.

**Criteria 1:** "Project provides safe, direct, convenient, and attractive connections to destinations such as schools, transit stops, shopping and employment centers. (30 points)"

**Criteria 2:** "Project provides separation of walkway from roadway with a planting strip. (10 points)"

**Criteria 3:** "Project meets ODOT Walkway standards (20 points)"

**Criteria 4:** "Project conforms with the American with Disabilities Act (20 points)"

**Criteria 5:** "Project is part of a pedestrian district (20 points)"

#### 5) Transit Project Selection Criteria

**General Comments:** The focus of selection criteria should be on increasing the service provided by transit operators to residents of the region. The current criteria are weighted toward meeting internal needs of transit operators, such as meeting federal requirements and buying new buses. Our goal is increased service and ridership: projects should be rated on how well they meet this goal.

**Specific Comments:**

**Criteria 1:** (15 points)

Criteria 2: Amend criteria to read "Project ~~replaces or rehabilitates bus fleet~~ improves transit infrastructure, including shelters, bicycle parking, signage, bicycle and pedestrian access. (20 points)

Criteria 3: (15 points)

Criteria 4: (25 points)

Criteria 5: Amend criteria to read "Project ~~achieves a key regional objective~~ increases ridership (25 points)"

**6) Transportation Demand Management and Transportation System Management Criteria**

**General Comment:** We were not able to discuss these fully to enable us to provide detailed comments as a group. The general sentiment was that there is an inconsistency within the draft criteria wherein TDM projects are ranked higher for removing cars from the road while highway expansion projects and TSM projects are ranked higher for increasing roadway capacity. Most TSM projects increase capacity and therefore contribute to congestion in the long term; therefore TSM projects should be judged under the criteria we have proposed for Highway Expansion and Reconstruction projects.

**II. Comments on Proposed Deletions, Delays and Additions**

1) The Ad Hoc Citizens TIP Committee supports the delay or deletion of all highway expansion construction and development projects on the ODOT Candidate Cut Projects list, in accordance with our recommended criteria for **Highway Expansion and Reconstruction Projects (including TSM)** and our recommended Screening Criteria, with the following exceptions:

Keep these projects:

- a) 234 Reconstruction of TV Highway: 160th Ave - 110 Avenue, providing that this reconstruction includes bike lanes and walkways
- b) The three bikeway projects: B/V Tualatin Hwy: Lower Boones Fy Rd. -Tualatin/Sherwood  
B/V Tualatin Hwy: 99W - SW McDonald St  
OR-43: McVey Ave- Burnham

2) At our meeting we conducted a very short brainstorming session to identify areas where decent bicycle and pedestrian facilities are lacking. This will give some idea of the tremendous need for funding of alternative transportation projects. We request that these projects be added into the list for consideration as Add projects and rated along with the local jurisdiction proposals according to the criteria as amended above.

Facility	Boundaries	Project Description	Jurisdiction
East Broadway	N. Interstate-NE 39th	Add Bike lanes	Portland
East Multnomah	N. Occidental - NE 21	Add Bike lanes	Portland
NE Lloyd	99E- 16	Add Bike lanes	Portland
MLK/Grand Ave	SE Tacoma-NE Ainsworth	Add Bike lanes	ODOT
Barbur Blvd	SW Hamilton-Downtown SW Terwilliger-Tigard	Add Bike lanes	ODOT
SE Milwaukee	Powell-SE 17	Add Bike lanes	Portland

SE 11/12	Powell-NE Lloyd	Add Bike lanes	Portland
Powell (US 26)	W. end Ross Island bridge-I-205	Add Bike lanes	ODOT
Sandy (US 30)	SE Stark - NE 122	Add Bike lanes	ODOT/Portland
Willamette River Bridges	Various	Fund bicycle, pedestrian, disabled improvements fully (\$1 M)	Multnomah Cty
SE Hawthorne	Grand Ave-SE 54	Add Bike lanes, improve pedestrian environment	Portland
W. Airport Way	NE 82 - Airport	Add Bike lanes	Port of Portland
SW Front	Barbur - SW Market	Add Bike lanes	Portland/ODOT
BV hwy	County line - Murray Blvd	Add Bike lanes/ Walkways	ODOT
Canyon Rd	county line to Murray	Add Bike lanes/ Walkways	ODOT
Cedar Hills Blvd	Walker - Farmington	Add Bike lanes	Wash. CTY
Oleson Rd	Hall Blvd-BV hwy	Add Bike lanes/ Walkways	Wash. Cty
Garden Home Rd	County line-Scholls Ferry	Add Bike lanes/ Walkways	Wash. Cty
West Union Rd	Nw 143-Nw Cornelius Pass	Add Bike lanes/ Walkways	Wash. Cty
NW 143	Cornell - West Union	Add Bike lanes/ Walkways	Wash. Cty
SW Laurelwood	Canyon Rd-BV Hwy	Add Bike lanes/ Walkways	Wash Cty
W 91	Canyon Rd- BV hwy	Add Bike lanes/ Walkways	Wash Cty

**3) Funds should also be programmed for:**

- Bicycle and Pedestrian planning at Metro
- Assisting local jurisdictions in retrofitting existing arterials and collectors with bikeways and walkways to comply with the TPR

**Attachments:**

ODOT Bikeway Project Selection and Rating Sheet  
Ad Hoc Citizens TIP Committee Roster

copy: Bruce Warner, ODOT  
Judy Wyers, Council Chair  
Rena Cusma, Executive Director

## BIKEWAY PROJECT SELECTION CRITERIA AND RATING SHEET

Section: \_\_\_\_\_  
 Roadway: \_\_\_\_\_  
 Cost: \_\_\_\_\_  
 Submitted by: \_\_\_\_\_

Length: \_\_\_\_\_  
 Region: \_\_\_\_\_  
 Cost/mile: \_\_\_\_\_

Existing roadway cross-section:

Proposed roadway cross-section:

Selection Criteria (circle relevant factors)	Points
1. Is it the appropriate type of Bikeway for the corridor served? (Shoulder Bikeway on rural roads & highways; Bike Lanes on urban arterials & major collectors; Bike Path along urban freeway, to serve as connection, or to bridge obstacle; see 1992 Oregon Bicycle Plan Ch. 7 & 8, & Appendix G) <i>Points: Yes = 5; No = 0</i>	
2. Does the project satisfy the requirements of: (a) LCDC's Transportation Planning Rule 12, (b) the Oregon Bicycle Plan, and (c) a locally adopted bicycle Plan? <i>Points: 2 each for (a) &amp; (b), 1 for (c) (5 possible)</i>	
3. Will it be an important part of a bikeway system? <i>Points: links or completes=5; extends=4; begins=3; isolated=2.</i>	
4. Cost/mile: <i>Points: under \$100,000=5; \$100,000-\$200,000=4; \$200,000-\$500,000=3; \$500,000-\$1,000,000=2; over \$1,000,000=1</i>	
5. Is the existing roadway a deterrent to bicycling? <i>Points: high ADT &amp; narrow=5; high ADT &amp; wide=3; low ADT, narrow &amp; curves=3; low ADT &amp; narrow=2; low ADT &amp; wide=1</i>	
6. What is the classification of the roadway being upgraded? <i>Points: arterial=5; major collector=4; minor collector=3; local=2</i>	
7. Who will the main users be? <i>Points: commuter/utility &amp; school children=5; commuter/utility=4; school children=4; recreation/touring=2; all=5</i>	
8. What is the potential daily usage? <i>Points: over 300=5; 200-300=4; 100-200=3; 50-100=2; 25-50=1; under 25=0</i>	
9. How large an area will be served (population within 5 miles)? <i>Points: over 25,000=5; 10,000-25,000=4; 5,000-10,000=3; 1000-5,000=2; under 1,000=1 (Coast Bike Route=5)</i>	
10. Are full bikeway standards used? <i>Points: full=5; intermediate=3; minimum=1</i>	
<i>Total points possible=50</i>	<i>Total points:</i>
<b>BONUS POINTS: Are pedestrian facilities also included as part of project? <i>Points=5</i></b>	

**COMMENTS, OTHER CONSIDERATIONS:**

---



---



---



---

## Explanation of the 10 selection criteria

1. Is it the appropriate type of Bikeway for the corridor served?

Inadequate bikeways discourage riders and overdesign wastes money and resources. Examples of inappropriate facilities are a bike path along a local street, or signing a narrow, busy arterial with BIKE ROUTE signs.

2. Does the project satisfy the requirements of LCDC's Transportation Planning Rule 12, the Oregon Bicycle Plan, and a locally adopted bicycle Plan?

Both the TPR and the Oregon Bicycle Plan stress the importance of providing access, connectivity and the appropriate type of bikeway. Older local plans often don't address these concerns, or may have out-dated bike route designation and design.

3. Will it be an important part of a bikeway system?

Connectivity is important, but a community starting a bikeway system with its first project should be encouraged.

4. Cost/mile

This should not be an overriding factor, but all else being equal, some projects will provide more miles for the money. Some projects might appear very expensive for the length constructed, but can provide a missing link in a longer corridor (this is especially true of projects that require structures or cuts and fills to open up a short but narrow section).

5. Is the existing roadway a deterrent to bicycling?

Not every obstacle to bicycling is listed here. There may be other situations that need to be identified.

6. What is the classification of the roadway being upgraded?

When providing a network of bikeways, the main roads should be addressed first.

7. Who will the main users be?

Since our goal is to reduce VMT's by offering alternatives to the automobile, our primary customers should be cyclists using a bicycle for transportation.

8. What is the potential daily usage?

This is often difficult to determine. Factors include proximity of generators such as schools, parks, shopping centers, places of employment and residential areas.

9. How large an area will be served (population within 5 miles)?

This should be measured from each end of the project (usually results in an oval shape). This can give a boost to small towns near a larger population center.

10. Are full bikeway standards used?

Full standards are desirable (see 1992 Oregon Bicycle Plan, Chapter 8)

**BONUS POINTS: Are pedestrian facilities also included as part of project?**

Bicyclists *and* pedestrians need equal access to roads and streets. Projects in urban areas should provide mobility for both modes.

**COMMENTS, OTHER CONSIDERATIONS:**

Use this space to describe any other outstanding features of the project, especially if it ranks fairly low on points, but has merit.



Ad Hoc Citizens TIP Committee Roster (Organization affiliation for identification purposes only)

Jeremy Grand, Willamette Pedestrian Coalition

Annette Liebe, Oregon Environmental Council

Karen Frost Mecey, Bicycle Transportation Alliance\*

Willi Moore, CPO 3 Washington County

Marc San Soucie, CPO 1 Washington County

Katherina Woodward, Hillsdale Vision Group\*

Terri Roberts, Bike Gallery

Rex Burkholder, Oregon Bicycle Advisory Committee

Phil Gruwell, Bicycle Transportation Alliance

Gillian Holbrook, Bicycle Transportation Alliance

Ray Polani, Citizens for Better Transit

Jay Mower, Friends of Springwater Corridor

\* Due to the *very* short time allotted for comment, the Bicycle Transportation Alliance and the Hillsdale Vision Group were the only groups able to formally endorse these recommendations.



# PORT OF HOOD RIVER

Industrial Campus • Commercial Facilities • Public Marina

POST OFFICE BOX 239 • AREA CODE 503  
HOOD RIVER, OREGON 97031 • 386-1645

September 8, 1993

Mr. Bruce Warner, Region Manager  
Oregon Department of Transportation  
9002 SE McLoughlin  
Milwaukie, OR 97222-7394

Dear Mr. Warner:

The Port of Hood River received your letter dated September 3, 1993, on the need to revise the Transportation Improvement Program. Although the thrust of the letter is regarding suggested criteria for cutback decisions, our first comment is one of requesting clarification. That is, are the projects that are to be cut simply rescheduled for later funding, or are they simply to disappear? If the issue is a timetable reschedule, what is the projected timeline change in light of the \$400 million figure?

Our suggestions in reviewing the draft criteria outlined in your memorandum are as follows:

1. Projects that should receive highest priority are those that are within 12 months of construction. These projects have substantial sunk costs involving engineering, land acquisition, right-of-way, land use, appraisal, or other administrative activities. It is unreasonable to reprioritize these projects at this stage.
2. Safety, preservation and efficiency projects should have the next level of priority.
3. Projects involving special funding categories as projects need to have a review process and not be exempt from consideration of cutbacks. They should be evaluated and given priority if they involve safety, preservation and efficiency goals.
4. Highway projects involving light rail need to be given a priority only to the extent that any reprioritization that occurs is done so first within the metropolitan planning area. If there are equity issues remaining between rural and urban as your letter references, then that would be a secondary consideration.

ODOT REGION 1

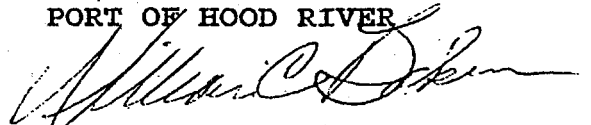
Region Mgr <input type="checkbox"/>	Planning Mgr <input type="checkbox"/>	Transp Anlys <input type="checkbox"/>
Constr. Eng <input type="checkbox"/>	Land Use Mgr <input type="checkbox"/>	Safety Off <input type="checkbox"/>
Public Aff <input type="checkbox"/>		Const Stf Asst <input type="checkbox"/>
Personnel Off <input type="checkbox"/>	13 1993	Maint Stf Asst <input type="checkbox"/>
Adm Serv Mgr <input type="checkbox"/>	Env/Maj Proj Mgr <input type="checkbox"/>	Assur Svc <input type="checkbox"/>

5. Projects which enhance multi-modal associations should not be given a priority until definite criteria for benefits are developed. Until criteria for freight or passenger volume increases, system cost reductions or other economic benefits are established against project costs, these projects should be considered the same as any other. Our concern is simple in that this vague category will be exploited by sponsors where they cannot fit projects under other priorities. There should be objective standards for this category of projects.

We hope these comments are useful and look forward to working closely with ODOT staff during this difficult process. Please feel free to contact the Port at any time.

Sincerely,

PORT OF HOOD RIVER



William C. (Bill) Baker  
President, for the  
Board of Commissioners

WCB:djf



**TUALATIN VALLEY**  
ECONOMIC DEVELOPMENT CORPORATION

*Bruce -  
I forgot to sign  
the FAX copy, so here  
is the original for your  
files.*

September 13, 1993

DELIVERED BY FACSIMILE - *Original by Mail*

Bruce Warner, P.E.  
Region Manager  
Oregon Department of Transportation  
9002 SE McLoughlin  
Milwaukie, OR 97222-7394

**ODOT, REGION 1**

Region Mgr <input checked="" type="checkbox"/>	Engineering Mgr _____	Transp Anlys _____
Constr. Eng _____	Land Use Mgr _____	Safety Off _____
Public Aff _____	<b>SEP 16 1993</b>	Const Sif Asst _____
Personnel Off _____		Maint Sif Asst _____
Adm Serv Mgr _____	Env/Maj Proj Mgr _____	Assur Spec _____
Traf Op Mgr _____	Fed Aid Mgr _____	_____
Tr Plan/Dev Mgr _____	Geology Mgr _____	_____

Dear Bruce:

I would like to thank you for giving the business community an opportunity to comment on the draft criteria proposed for scaling back the construction section of the state's 6-year plan. In response to your request, I sent the letter to the members of my Land Use and Transportation Committee (representing more than 25 businesses in Washington and Clackamas Counties) for response. Last Friday several members of that committee met with Robin McArthur Phillips to discuss the issues revolving around the decisions facing ODOT's reduced funding. Since that time, I have had conversations with several other members who could not attend Friday because of the short notice. As you can well imagine, there are some concerns about both the criteria and the projects on the "hit" list.

Incidentally, the committee and I really appreciated Robin's time and professionalism. She explained the issues clearly, listened carefully and offered further clarification as needed. I am certain that she has already provided you with an overview of that meeting, but I would like to be sure that our position is before you directly.

There is general consensus that the criteria you have set forth are basically sound. Of course, this consensus is predicated on the assumption that we all have a common understanding about what we mean when we start to define "preservation and maintenance of the existing system" or "safety issue," etc. This can be subjective and I think most of us think objectivity is what is important in making decisions about cutbacks.

One thing that clearly was missing from the criteria was any reference to the status of the Access Oregon projects. Our concern is that there is a strong history of commitment to these projects and a lot of preliminary work has gone into bringing them forward to completion. We believe that these efforts should continue and that Access Oregon projects should be protected from programming delays.

We want to stress our conviction that it is important to assume a "back to basics" approach to programming projects in times of financial stress. A pragmatic approach to transportation system improvements must drive decisions at this time and we would encourage a very businesslike approach when looking at this issue. The basic issue is who is the customer. It is a fact that well over 90% of the person trips per day are by motor vehicle (cars, buses, trucks, delivery vans, etc.) and that even the best multi-modal system in the country does not change this statistic significantly. It is also true that people have to have efficient access to jobs, manufacturers to suppliers, suppliers to markets. With the exception of those few people who walk or ride their bikes to work, the rest of the economy is dependent on an efficient, well-maintained roadway system. When resources are in jeopardy, the "nice to have" improvements (e.g., recreational projects like bikeways) must move to the bottom of the priority list where they can be retrieved when times are better.

Decisions about which projects to keep in the program and which projects should be delayed should be evaluated in light of their value to the whole roadway system and projects that connect the system together

Warner/ODOT Project Funding  
September 13, 1993  
Page 2

should be given a high priority. Other projects that will provide important links at a later date, should not be jettisoned, but simply delayed until the state resolves the funding crisis.

As you prioritize projects, it is important to weigh the economic implications of the decisions about whether to add, alter, delay or drop a project. In those instances where there is a local match for construction funds, it seems penny wise and pound foolish to jeopardize those funds through delay. Projects like the Stafford Road Interchange, the Forest Grove Bypass and the Farmington Road improvement have local dollars ready to apply to the improvements. As time goes on and road improvements in other areas demand funding, it will become increasingly difficult to hold those dollars for these projects. I also wonder if the local governments might begin to have difficulties avoiding charges of arbitrage on some of these projects.

It will also be important for the department to examine the economic implications from the other side of the fence. Some decisions on traffic demand management might seem quite logical from the perspective of the department, but be totally illogical and frustrating from the perspective of the consumer -- the affected businesses or the driving customer. A little extra time in the decision making process to analyze the impacts of these decisions, could mean the difference between building a flourishing micro economy or creating economic hardship and business failure in a local shopping area, for example.

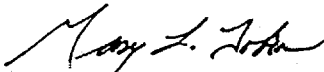
Finally, we believe that safety should be a stand alone criteria. As the population continues to grow in the region, issues of safety will become more pressing. Certainly several of the projects currently under consideration for re-ranking in Region 1 have already been moved forward because of some very important safety issues: the Stafford Road Interchange, the Forest Grove Bypass, I-5/217 Kruse Way Interchange and the Farmington Road projects, particularly.

Bruce, I recognize that the decisions facing ODOT and the Transportation Commission are difficult and complex and that there is no way that everyone in the state will be happy with the decisions that are made. However, I would like to applaud your approach to the problem. It says a lot for an agency when the leaders are willing and eager to hear from as broad a constituent base as possible. There is no way that we can resolve the issues facing this state unless we are all willing to listen to and learn from others.

I hope that you will keep TVEDC involved and will call us for information or opinion whenever you think we can be helpful. Your approach fits perfectly with our own belief that the best decisions are made when all viewpoints are on the table, are analyzed and debated and commonalities and differences are dealt with openly and honestly.

Thank you again for your interest in our perspective.

Sincerely,



Mary L. Tobias  
President/CEO

cc: Board of Directors  
Land Use and Transportation Committee

### PROJECTS THAT SHOULD NOT BE RE-RANKED

TVEDC would oppose re-ranking any of the following projects:

- Interstate 5 — Stafford Road Interchange  
Has matching funds and is a safety problem.
- Interstate 5 @ Highway 217 and Kruse Way  
Significant safety problem.
- Hillsboro Light Rail Extension  
Would jeopardize other connected transportation system efficiencies, possibly jeopardize other funding.
- Farmington Road — 167th to Murray Blvd.  
Has matching funds and increased traffic is causing a safety problem.
- Oregon 47 — Council Creek to Quince (Highway 47 Bypass)  
Has matching funds, is a significant safety problem and has significant economic impacts on that area.

### OTHER ISSUES

- Western Bypass Project - Not scheduled for construction, but it is important that this project move forward as originally projected in order to resolve some significant public policy conflicts in the region. The issues being addressed by the bypass project have significant implications for other projects throughout the state. If they are not resolved through this study process moving to completion, other projects will be in jeopardy through the same challenges. We have invested too much money and human capital to allow any thing to take this project off schedule.



United States  
Department of  
Agriculture

Forest  
Service

Pacific  
Northwest  
Region

P.O. Box 3623  
Portland, OR 97208-3623  
333 S.W. First Avenue  
Portland, OR 97204

Reply To: 7700

Date: SEPTEMBER 10 1993

Mr. Bruce Warner, Region Manager  
Oregon Department of  
Transportation  
9002 S.E. McLoughlin Blvd.  
Milwaukie, OR 97222

Dear Mr. Warner:

Your September 3 letter asked for reactions and suggestions to the draft criteria on cutback decisions. These are mine.

- Emphasizing existing system preservation and maintenance, and dealing with important safety issues, before development or reconstruction, makes sense.

- I do not feel it essential that special federal funding category or program projects not be cut at all. It is more important to determine just how essential each project really is, what it provides the user, whether there are State or other supplemental funds involved, and what they may be, whether there are private or other matching funds available and for how long, with or without use sideboards, etc. In short, I do not support an absolute "no touch" approach to these funds.

- The Westside light rail transit program commitments can be fulfilled over an extended period of time rather than within current timeframes, with, in many cases, minimal impacts to the program.

- When looking at a need to cut \$400 million, the commission may want to "consider" rather than "emphasize" transportation system management projects which maximize existing systems or enhance multi-modal opportunities. I believe the consideration is more in line with the public majority feelings at this time.

I suggest the general philosophy for the decision criteria be oriented toward the operational, maintained system the public has come to expect. They can accept status quo when funds are tight, whereas development and newer, more progressive projects tend to deemphasize austere times.

Sincerely,

WILLIAM C. KOLZOW  
Assistant Director, Transportation Systems  
Engineering

ODOT, REGION 1

Region Mgr <input checked="" type="checkbox"/>	Engineering Mgr _____	Transp Anlys _____
Constr. Eng _____	Land Use Mgr _____	Safety Off _____
Public Aff _____	Personnl Off _____	Const Stf Asst _____
Adm Serv Mgr _____	Env/Maj Proj Mgr _____	Maint Stf Asst _____
Tral Op Mgr _____	Fed Aid Mgr _____	Assur Spec _____
Tr Plan/Dev Mgr _____	Geology Mgr _____	_____

SEP 13 1993





METRO

ATTACHMENT B

DATE: NOVEMBER 30, 1993

TO: JPACT

FROM:  ANDREW C. COTUGNO  
PLANNING DIRECTOR**SUBJECT: COMMENTS ON ARTERIAL EXPANSION RANKING CRITERIA**

---

This memo supplements the November 16 memo enclosed in the TPAC mailing which discusses letters of comment received regarding Metro's preliminary technical ranking of ODOT's candidate list of projects for deletion from the current Six-Year Program. The last portion of the earlier memo references seven letters which provided diverse comment on the appropriateness of Metro's criteria. This memo summarizes the substance of those letters and generally addresses the manner in which the various comments have been responded to in the currently proposed keep/cut recommendations before JPACT.

#### Administrative Criteria

Metro staff feel that a number of substantive problems were raised in public testimony regarding the technical project evaluation criteria, problems that fall beyond the ability of any feasible technical ranking process to remedy. Staff have always anticipated that a more qualitative assessment of project merit would be needed to balance the more limited technical ranking of multiple, complex project proposals. Therefore, a supplementary analysis was prepared, in consultation with ODOT and members of the TIP Subcommittee, which evaluated the relationship of the arterial expansion projects to the five factors discussed below.

1. Was significant public and/or private match money committed to project phases in anticipation of ODOT participation in the project?
2. Is there a high probability that the project will proceed as currently scheduled, or might it "slip" beyond the four-year time period for which the current Six-Year Program is over-committed? For instance, is the NEPA process complete? Is the planned alignment stable? Is the project the subject of significant, unresolved controversy (e.g., does it involve substantial right-of-way or entail elimination of private access to a state facility)? Are local commitments still forthcoming?



3. Has the project proceeded to right-of-way acquisition? In other words, has the state already committed significant resources to the project that would be abandoned if the project were cut from the program?
4. Does the project specifically target enhancement of the region's ability to transport commodities or goods beyond the technical measure of "access to jobs?" Consideration of this factor acknowledges that the scale of some facilities means that their improvement cannot but enhance regional goods movement. Additionally though, there are projects whose main purpose is to enhance goods movement and these received greater consideration under this factor.
5. Lastly, is the project strongly linked to safe and efficient operation of the Sunset Highway/Highway 217 Corridor? Sunset Highway projects critical to construction of the Westside LRT are not at issue under this factor; they are already part of ODOT's Baseline of projects assured funding. This factor acknowledges that improvement of the Sunset/217 Corridor to achieve balanced system operation is critical to the safety of vehicular commuter and through travel and to the regional movement of goods and services within and through the region. This need is especially critical concerning the westbound climb out of Portland on U.S. 26, the westbound merge of Sunset traffic with 217 and the eastbound merge of Highway 217 traffic with the Sunset into Portland.

Staff believes that the modification of project technical rankings which results from application of these administrative criteria adequately addresses the bulk of the constructive criticism received on the arterial expansion criteria.

For those persons and groups amenable to arterial expansion in principle, there was not major opposition to the criteria used or to the weighting of the various factors. This position is supported by analysis of the questionnaire responses received by Metro. Overall, 90 percent of respondents ranked safety as either "very important" or "important" under the arterial expansion criteria, (in addition, the safety "vote" was 89 percent for the bicycle criteria). Economic development was rated "very important" or "important" by 72 percent of respondents. Congestion relief was a more polar issue (respondents either strongly support or are simply opposed to vehicular congestion relief) and "mobility at reasonable cost" received the lowest support (52 percent indicating "very important" or "important"). This is consistent with the weighting employed in the technical rankings where safety was accorded a maximum of 25 points; economic development received up to 20 points and cost per hour of delay reduction received up to 15 points. Congestion relief receives up to 25 points on the 100 point scale.

#### Bicycle and Pedestrian Issues

Several commentors raised a set of fundamental concerns regarding the appropriate treatment of bicycle and pedestrian improvements both as stand-alone projects and in relation to arterial expansion projects geared primarily to vehicular travel benefits.

First, staff concurs that Metro's present system for evaluating the regional merit of any given bicycle or pedestrian project is inadequate. The Regional Bicycle Plan is somewhat dated and does not adequately reflect the region's recent, increased focus on access to regionally significant activity centers, as opposed to the prior goal of increasing regional interconnectivity. With respect to pedestrian projects, Metro does not have any formal policy or technical basis for determining which sidewalk improvements warrant allocation of regional transportation funds. Staff therefore recommends that development funding for preparation of Regional Bike and Pedestrian System Plans and design standards should be programmed to resolve these issues.

A more fundamental point is raised by some commentators regarding the proper relationship of arterial expansion project criteria and multi-modal considerations. The current technical and special factor criteria are predicated on the assumption that project improvement of vehicular travel safety and system operation is the principal point of the ranking exercise. Some weight (a maximum of 15 of 100 points) is given to projects which incidentally improve bike/pedestrian, transit, and intermodal system operation. The question is asked though, as to whether this hierarchy of weights should be inverted: should expansion projects first be screened to assure that, as a precondition, they do not adversely impact bike/pedestrian, transit, and freight movement uses of the roadway? Only projects able to meet this precondition would then be evaluated for purely vehicular operational issues.

As noted by one commentator, there is not policy endorsement of this concept presently and Metro staff does not currently have a sufficient technical basis for calculating arterial expansion project impacts on this range of activities. JPACT members may, however, wish to address the question.

#### Economic Development

One of the more constant themes raised in many letters was the inadequacy of the database relied upon for calculation of the Economic Development ranking. The objective of this criteria was to obtain a consistent, "order of magnitude" estimate of the employment base accessed by any particular arterial expansion project. Using Metro's RLIS System, a "circle" of approximately 0.75 miles was defined around the various project termini. Past, present and future employment projections, derived from zoning and other land use planning data, were then calculated.

Many people noted that substantial employment gains may not be reflected in the current Metro forecast, or that significant employment centers lie just outside the defined "circle." More fundamentally, some commentators noted that the qualitative impacts of a given level of employment increase differ greatly, depending on the size of the affected community. For instance, while job gains in Forest Grove may be relatively small, the Highway 47 Bypass project accesses 100 percent of the City's vacant industrial land which, in turn, represents a huge proportion of the City's total potential for future job increases. In addition, the Port of Portland has suggested weighting jobs connected with goods movement higher than other jobs to reflect the front-end multiplier effect of goods production within the regional and national economy.

Rather than seek to refine a generalized methodology for estimation of "economic development potential," TPAC recommended retaining and refining the "objective" data represented in the technical ranking. However, this information has then been strongly supplemented by "real world data" supplied by project proponents. This approach allows projects with strong proponents to make important information available for consideration and provides a more balanced analysis. A number of commentators lamented the lack of "common sense" in the outcome of the technical ranking process. The goods movement and local commitment administrative criteria acknowledge that reliance on "objective data" is frequently inadequate to account for the legitimate political and economic issues and compromises that have advanced this set of projects as far as they have in the state's Program.

#### Consistency With Region 2040 Concepts

Several comments were made that projects be consistent with all Region 2040 Concepts still under consideration. TPAC concurs and has recommended that the three large AOH projects be programmed to complete their EIS process in order to allow the region to arrive at a firm decision on what should be built and to limit implementation beyond the EIS phase to acquisition of hardship right-of-way only. This will ensure that property owners are not unduly impacted while the state and the region determine the phasing and financing strategies for the selected alternatives.

#### Suggestions Recommended by Staff to be Rejected

A number of comments on the criteria were rejected by staff as either infeasible or unduly partisan. For instance, it was suggested that ODOT's Baseline of safety, preservation and "categorical" projects be placed in competition with the modernization projects. TPAC concurs with ODOT's philosophy that system preservation and safety merit special protection.

It was suggested that projects which have been subject to intensive controversy but which now enjoy "community consensus" should receive special consideration equal to technical merit. To some degree these issues are addressed by the "risk of schedule slip" special factor. However, especially with respect to Access Oregon Highway projects, which were the essential subject of this comment, staff believes that substantial controversy continues to attend all of the AOH program and, for this reason alone, the AOH projects should be preserved in the Development Program until a regional consensus is achieved. Commitments beyond this do not appear warranted either on the basis of established regional policy or on the basis of limited technical information about the AOH projects.

A number of other thoughtful suggestions were presented. Unfortunately, implementation of many of these suggestions would overwhelm staff resources and are not practical to implement at this time. However, TPAC has advised staff to continue to review these comments for potential incorporation in future ranking exercises aided by the System Management studies mandated by ISTEAs which are just now getting under way.

# Transportation Improvement Program

By Project Type for FY 1994 and FY 1995 to Post 1997

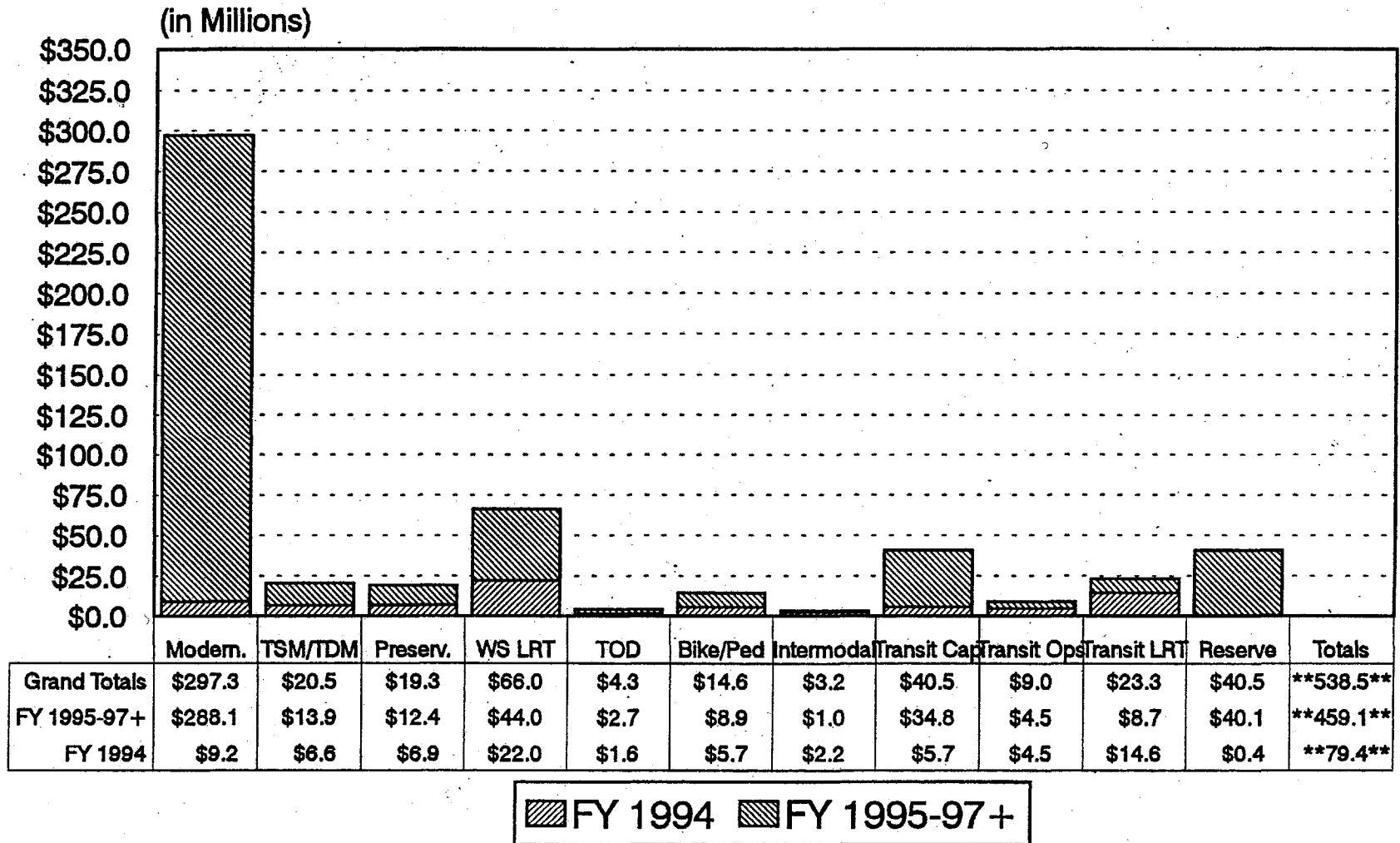


Table 5.4-3

## VISUAL MITIGATION SUMMARY BY LANDSCAPE UNIT

**S.W. 11TH AVENUE TO S.W. 18TH AVENUE/S.W. JEFFERSON STREET**

Urban Edge	Extension of existing downtown MAX streetscape improvements on S.W. Morrison and S.W. Yamhill Street to S.W. 14th Avenue. From S.W. 14th to S.W. 18th Avenue: concrete sidewalks with special patterns; street trees and grates; Portland lights and strain poles; special paving in trackways and at crosswalks.
Stadium	Sidewalks with special patterns, street trees and grates; Portland lights and strain poles; special paving in trackways and at crosswalks and at Stadium station and plaza.

**S.W. 18TH AVENUE TO SUNSET TRANSIT STATION**

Vista	Same as Stadium unit to S.W. 20th Avenue and S.W. Jefferson Street. West of S.W. 20th Avenue, strain poles visually screened by trees.
Gooseneck	Stone-faced (or other appropriate treatment) tunnel portal and low retaining walls; articulated concrete bridges; cut and fill slopes landscaped with plant material characteristic of unit.
Washington Park	Station entry integrated with proposed Zoo entry; terraced walls and native landscaping; use of public art program for visual mitigation of tunnel and underground station.
Highland Sylvan	Planted parking strip with street trees on S.W. Canyon Court; terraced walls and native landscaping. Sidewalks, street lights, and landscaping on Sylvan Bridge; terraced and landscaped bridge abutments; terraced and landscaped retaining walls; sidewalks, street trees, and landscape screening on City streets.
Fanno Creek/ Sunset Hills Golf Creek	Native landscaping; landscaped bike path. Terraced walls and rock cuts planted with native landscaping; landscape screen at Golf Creek Apartments; articulated tunnel portal; native landscaping on fill and cut slopes.
Barnes	Native plantings along tops of cut walls, between LRT and highway; compatible planting at frontage with commercial development.
Peterkort	LRT to blend with other highway elements; landscaping at park-and-ride facility.

**SUNSET TRANSIT CENTER TO S.W. CABOT STREET**

Cedar Hills/ Park Vista/ C.E. Mason	Evergreen screen between LRT and residential areas; use of native landscaping at fills, cuts, top of walls, between LRT and highway; terraced walls and landscaping.
---	--

**S.W. CABOT STREET TO S.W. MURRAY BOULEVARD**

Center Plaza	Articulated bridges through wetland areas; walls and landscape screen at LynMarie Apartments. Street trees and other landscaping along pedestrian and bicycle paths; paved trackway between Beaverton Transit Center and S.W. Watson Avenue (Civic Center) stations; articulated LRT bridge overcrossing at Cedar Hills Boulevard.
Campus Murray	Visual landscape screening at Tektronix buildings having near views of LRT. Forest vegetation extended into S.W. Murray Boulevard park-and-ride/LRT station site; wetland vegetation; landscaping at S.W. 158th and S.W. 170th Avenues park-and-ride/LRT stations and at maintenance facility.

**S.W. MURRAY BOULEVARD TO S.W. 185TH AVENUE**

Heritage 185th	Landscape screening along LRT frontage with Heritage Mobile Home Park. Landscaping at S.W. 185th Avenue park-and-ride/LRT station; visual compatibility between LRT bridge and surrounding area.
-------------------	---

Source: Tri-Met et al., 1991.

**5.4.2.6 S.W. Murray Boulevard to S.W. 185th Avenue**

The existing visual quality rating of this segment ranges from "moderate" near S.W. Murray Boulevard "low" at S.W. 185th Avenue. There are four landscape units in this segment. The Locally Preferred Alternative will extend along the BN Railroad right-of-way. The greatest visual change will occur near



**TRI-MET**


4012 SE 17th AVENUE  
PORTLAND, OR 97202  
(503) 238-4831  
(503) 239-6451 FAX

1.1  
1.1.6

---

Date: December 7, 1993

To: Andy Cotugno, METRO, Director of Planning

From: G.B. Arrington, Director Strategic Planning 

Subject: Transit Funding in the 1993-98 State Transportation Improvement Plan

---

As part of the State 6-Year Transportation Improvement Plan cuts JPACT is considering shifting some flexible highway funds to transit. The amounts under consideration range from \$38 to \$15 million dollars. You have asked what that would buy in terms of transit investments.

The first question at hand for the region is to determine how much it wants to shift to alternate modes to meet the policy direction of the Oregon Transportation Plan and the Regional Transportation Plan. Once that policy decision has been made Tri-Met would propose working with the region to develop a specific package of core replacement and expansion projects.

The general answer to your question of "what would a \$38 million or \$15 million dollar shift to transit buy" is as follows:

With a one time \$38 million shift of capital funds between now and FY 1998 Tri-Met would be able to make a modest investment toward its strategic plan and meet all of its core capital preservation and replacement requirements. Those transit improvements could include: \$8 to \$10 million in service expansion (1 to 1/2% annual service increase annually through 1998), the capital elements of 2 to 3 10-minute corridor projects, meeting mandated requirements of the Americans with Disabilities Acts, rehabilitation and replacement of existing capital (including 160 standard buses), 5 new park-and-rides, new bus shelters, security and reliability improvements. With a \$15M shift Tri-Met would emphasize rehabilitation and replacement of existing capital. However, not all of the basic preservation requirements could be met.

**METRO**

Date: December 7, 1993

To: JPACT

From: *uif*  
Michael G. Hoglund, Manager  
Regional Transportation Planning

Subject: ODOT 1995-1998 Transportation Improvement Program (TIP);  
Alternative Mode Project Substitutions

The following information is intended as an addendum to Andrew Cotugno's 11/29/93 memorandum to JPACT regarding Metro's staff recommendation on ODOT's 1995-1998 TIP. The information is a general overview of how additional funds cut from the TIP highway/arterial construction program would be used for substitute alternative mode projects.

In the 11/29 memo, staff has identified two alternative mode funding options: one with a public transit emphasis; and a second which emphasizes a number of alternative modes, including public transit, bicycling, walking, congestion management, intermodal facilities, and transit-oriented development. The memo also identified two examples for potential alternative mode funding levels: \$50 million; and \$25 million. The following describes where the funds would be spent relative to the modal categories.

**Public Transit**

Under the funding options, public transit could receive \$15 to \$38 million of additional funding. With a one time \$38 million shift of capital funds between now and FY 1998, Tri-Met would be able to make a modest investment toward its strategic plan and meet all of its core capital preservation and replacement requirements. Those transit improvements could include: \$8 to \$10 million in service expansion (1 to 1/2% annual service increase annually through 1998), the capital elements of two to three 10-minute corridor projects, meeting mandated requirements of the Americans with Disabilities Act, rehabilitation and replacement of existing capital (including 160 standard buses), five new park-and-rides, new bus shelters, security and reliability improvements.

With a \$15 million shift, Tri-Met would emphasize rehabilitation and replacement of existing capital. However, not all the basic preservation requirements could be met.

Whatever the range of shift, Tri-Met is proposing to work with the region through the JPACT/Metro Council transportation decision making process to develop a specific package of core replacement and expansion projects.

### Bicycle Program

A reserve between \$2 and \$5 million has been proposed to fund a Regionally Significant Bicycle Program. The current RTP Bike System would provide the foundation for the proposed program, with the understanding that an update to the system is scheduled as part of Metro's effort to meet State Transportation Planning Rule 12 requirements. Included as part of the system update will be defined bicycle projects. The projects are likely to be a range of arterial/collector striping; road, signal, and facility improvements; and separated bicycle facilities, where appropriate. Projects will be prioritized for funding and subject to project development (planning, design, right-of-way, etc.).

To date, a number of bicycle projects have been suggested as part of this process and through project solicitation efforts in conjunction with the Congestion Mitigation/Air Quality (CMAQ) and Transportation Enhancements programs. Many of those ideas appear logical to add during bicycle system update. However, a broader outreach and further discussion is necessary to identify priority projects for funding. As a result, the proposed bicycle funding is recommended to be put into a reserve account.

### Pedestrian Program

A reserve of \$2 to \$5 million has also been proposed for regionally significant pedestrian improvements. Similar to the bike system, Rule 12 requires a pedestrian system be included in the RTP. However, unlike other modal systems, the pedestrian "system" is likely to focus on the types of pedestrian connections that are regionally significant. Connections to transit stations, to high density areas or activity centers, or to major institutional uses are examples of regionally significant pedestrian projects. Again, the system needs to be defined and projects developed. Consequently, the funds are proposed for reserve status.

### Transit-Oriented Development (TOD) Program

\$2 to \$12 million is proposed for a TOD program. The funds would provide Metro with a resource to work with local governments to encourage transit-oriented development around LRT stations and along major bus routes. Three types of actions are possible:



1. Technical Assistance in the form of market studies and design service to assist in defining a TOD project to be implemented by the private property owner.
2. Infrastructure assistance to enable a property owner to alter their development proposal to be more transit supportive by helping to finance development expenses for streets and/or pedestrian facilities.
3. Land acquisition funds to assemble a site, define a development prospectus which is then made available for development through a public bid or RFP (request for proposals) process. Ultimately, the land would be sold for private development under the terms of the development agreement. Revenues from the sale would then be reimbursed to a revolving fund to be used for a future TOD project.

### Intermodal Facilities

ISTEA requires state DOTs and MPOs to address and include, as appropriate, intermodal facilities and projects in their plans and funding programs. A reserve of \$2 to \$5 million has been recommended for funding of intermodal projects which will emerge through the joint Metro/ODOT/Port of Portland process to develop the Intermodal Management System and through Metro's update to the RTP. The funding would be for intermodal facilities related to inter-state, national, and inter-national freight and passenger movement. Projects would be oriented towards rail and port terminals and access, and would generally be non-road related.

### Congestion Management

ISTEA also requires that congestion be managed through a number of tools and methods. In addition to alternative modes, transportation demand management (TDM) and transportation system management programs and projects should be identified and substituted, where possible, in the place of higher cost capacity expansions. Incident (accident) management programs and Advanced Transportation Monitoring Systems (ATMS) should also be implemented to improve traffic and transit operations. A \$2 to \$5 million reserve is also recommended for this program.

## **ODOT CANDIDATE PROJECTS TO DEFER OR DELETE FROM THE CURRENT SIX-YEAR PROGRAM**

### I-5/ HIGHWAY 217/KRUSE WAY INTERCHANGE, \$13.4 M (Metro Id #893)

Increased traffic volumes have caused increased delay, congestion and safety problems during the peak hours. This project was originally to construct the first \$43 million phase of a two phase solution to provision of free-flow freeway to freeway connections from I-5 to Highway 217 (first phase) and resolution of freeway related congestion of nearby arterials (phase 2) \$37 M, which is currently in the Development element of the state Program). ODOT has recently reassessed feasibility of the original scope and design of the project and has scaled it back to a \$13.4 million, single phase project which meets the critical freeway to freeway needs.

### T/V HIGHWAY: 110TH TO 160TH, \$8.4M (Metro Id #234)

T/V Highway through downtown Beaverton suffers from deteriorating pavement, curbs and sidewalks. Many intersections are lacking handicapped ramps. The facility is inconvenient and unsafe for motorists, bicyclists and pedestrians. Improvements necessary: implement some access and turn movement restrictions, replace curbs, sidewalks, add handicapped accessibility and bike lanes, overlay and widen some sections to conform with similar improvements completed from 21st in Hillsboro to 160th Avenue.

### US-26: HIGHWAY 217 TO CAMELOT INTERCHANGE, \$7.24 M (Metro Id #255)

This project is one of six projects in the Sunset Highway and Highway 217 corridors. This project will: widen Sunset Highway WB to three lanes from Camelot Court to SW 76th; widen Sunset EB from two to three lanes from Highway 217 Interchange to Camelot Court, construct a bike path from Highway 217 Interchange to Camelot Court, cul-de-sac or obliterate local accesses to Sunset Highway to include: SW 75th, 78th, 79th, and Katherine Avenues-south side of Sunset Highway; reconstruct freeway to freeway connection Highway 217 NB to Sunset EB (2 lanes); add bus bypass lane from Wilshire off-ramp; replace existing ramp meter; add soundwalls at Katherine Lane, Pointer Road, West Sylvan Middle School, from West Sylvan Middle School to SW 75th, and from the Presbyterian Church to SW 98th.

### I-5 E. MARQUAM/GRAND AVENUE/MLK JR. RAMPS, \$50.0 M (Metro Id #320)

This project would construct an extensive set of NB & SB collector ramps west of and parallel to I-5, running between the MLK/Grand juncture and the I-5/I-84 interchange. The purpose of this project is to relieve Central Eastside congestion by diversion of freeway-bound freight and vehicular travel away from the MLK/Grand corridor.

### US-26 MURRAY ROAD - 217, \$20.3 M (Metro Id #256)

Extremely heavy congestion in a rapidly growing area of Washington County. Congestion will worsen with growth & Westside Lightrail park & ride station @ 217 interchange. The purpose of the project is to widen the Sunset to six lanes with ten foot inside and outside shoulders; modify the SW Cedar Hills Blvd. structures; widen 2 RCBC; build soundwalls where needed. The braided ramps needed for an adequate design between Cedar Hills Blvd and 217 will also be constructed.

### OR208 (FARMINGTON ROAD) - 167TH AVENUE TO MURRAY BLVD, \$5.18 M (Metro Id #934)

The current roadway lacks capacity for existing and projected traffic volumes. Additional through lanes and left turn lanes are required, as well as signalization at major intersections. PE/EIS is in progress, and calls for three lanes from 209th to 185th and five lanes from 185th to Murray, upgrading and adding signals at all major intersections. The County has committed \$3,450,000 toward construction of this project.

**I-5 - STAFFORD INTERCHANGE, \$7.9 M (Metro Id #403)**

Commercial and industrial development in this area has created congestion and safety hazards at this interchange and on adjacent arterials and new development and associated increases in auto and truck traffic will amplify these problem. This project will reconstruct the interchange to provide five travel lanes on the overcrossing structure and improve the ramp access to I-5; include loop on-ramps in NW and SE quadrants; relocate each diamond ramp, and widen the structure over I-5.

**I-5 WATER AVENUE RAMPS, \$19.0 M (Metro Id #345)**

This project has been rescheduled from FY 1989. It is coupled with other I-5 projects including the NB/SB Banfield Access project and the MLK/Grand ramps. This project calls for construction of SB I-5 access at Water Avenue and improved access by NB traffic on I-5. It is expected that the Water Avenue on ramp will relieve traffic on the Ross Island Bridge. The result, when all three projects are completed, would ultimately reflect less congestion on Grand and MLK Avenues.

**I-205 @ SUNNYBROOK INTERCHANGE, \$18.2 M (Metro Id #865)**

This project would construct a "split diamond" interchange resulting in a new structure crossing I-205 at Sunnybrook Street, and construction of Frontage roads between Sunnyside Road and Sunnybrook; new ramps south of Sunnybrook; and two entrance slip ramps between Sunnyside and Sunnybrook. Auxiliary lanes would be added between Lester Avenue Interchange and Sunnyside Road and from Sunnybrook Road to 82nd Drive Interchange. Clackamas County will extend Sunnybrook Road easterly from this interchange to the intersection of Sunnyside Road and Valleyview Terrace (to be determined).

**US-26 - CAMELOT INTERCHANGE TO SYLVAN INTERCHANGE, \$66.2 M (Metro Id #254)**

This project is one of six projects in the Sunset and Highway 217 corridors. This project will: widen the fwy WB/EB from Camelot Court to Sylvan Interchange to three lanes; replace Sunset overcrossing of Canyon Rd WB exit ramp; Replace structure at Camelot crossing to accommodate hwy widening; build a Collector-Distributor (C-D) system EB/WB; construct new ramps at Sylvan; Canyon Road, and Camelot Court to tie into C-D system; improvements & channelization on Canyon Rd and Canyon Ln; realignment & channelization imprvmts on Scholls Fy & Skyline Blvd w/replacement of structure overcrossing Sunset Hwy; shift Raab Rd to the south; connect w/Scholls Fy south of existing connection; realign Humphrey Blvd and connect it w/Scholls Fy at new Raab Road Intersection; shift Canyon Ct to the north and rebuild to west to Skyline Blvd; build a new ramp structure over Canyon Rd for Eastbound C-D road; construct a bicycle facility along the Sunset Hwy from Sylvan Interchange to Camelot Ct, including a new structure across West Sylvan Crk and wetlands; cul-de-sac Canyon Dr at the Canyon Rd EB on-ramp to Sunset Hwy; realign Camelot Ct to connect along Canyon Rd north of existing connection to improve approach road access spacing; build soundwalls in the vicinities of Raab Rd and Camelot to Canyon on the south side of Sunset, and near Canyon Ct to SW 66th on the north side; build a new structure for Raab Rd across East Sylvan Crk.

**OR99W @ 124TH AVENUE - SIGNAL/REALIGN, \$1.0 M (Metro Id #914)**

The existing intersection of Highway 99W and Tualatin Road is controlled by stop signs only on Tualatin Road making movements across Highway 99W unsafe. The City of Tualatin also plans to extend 124th Avenue to this intersection, adding additional traffic volumes to the intersection. This project would realign the intersection and provide a traffic signal when the City of Tualatin extends 124th Avenue to Highway 99W. Tualatin Road will be relocated south and intersect with 124th Avenue East of Highway 99W. 124th Avenue should intersect at right angles, creating a safer intersection.

I-205 AT GLISAN NB; AT NE GLISAN SB, \$370,000 (Metro Id #227)

Both the north and southbound elements of this interchange experience safety and operational problems resulting from congestion and poor lane configuration and signalization. This project would widen the north approach to provide a fourth lane; modify lane designations to provide a left turn lane, a through lane and a right turn lane; and install an additional signal head for the north approach. The south approach would be widened to provide a fourth lane. Lane designations would be modified to provide a left turn lane, two through lanes and a right turn lane; striping on the south approach would be modified to "smooth out" horizontal alignment. An additional signal head would be installed for south and east approaches and guide signs on I-205 ramps would be modified to improve guidance.

US-26-SYLVAN INTERCHANGE TO HIGHLANDS INTERCHANGE, \$9.4 M (Metro Id #253)

Traffic is at, or above capacity and is expected to increase. Substandard ramp design locations cause cueing and weaving problems, and leads to unacceptable service. This project is one of six projects devoted to joint transit and highway improvements. This project will: widen Sunset Highway westbound to accommodate a fourth lane (i.e., the "truck climbing lane") from the Zoo to Sylvan Interchange; build a soundwall in the vicinity of the Elm Lane neighborhood; realign SW Montgomery; rebuild intersections at Westgate /Montgomery & Skyline; 58th & Montgomery; and Westgate & Canyon Court; remove existing viaducts; grind and overlay entire width of highway between westbound Zoo off-ramp and Sylvan Interchange; reconstruct and realign Canyon Court from Highland Road to Westgate Drive; mitigate circulation and parking impacts at French-American School; improve north driveway as "Exit Only" and add the fourth leg of Montgomery/58th intersection; develop parking/bus circulation on the south side of the street.

I-84: 223RD AVENUE TO TROUTDALE, \$22.0 M (Metro Id #922)

Substandard travel lanes, shoulder widths, ramps and interchange exist along this section of the highway. This situation, combined with the high traffic volumes and increased load limits, which have distorted the cross-section of the roadway, has caused increased congestion and accidents in segments of the proposed project. Structure clearances are also substandard on the highway and at interchanges. ODOT has recently downscoped this project. Planned reconstruction of this section now entails widening the freeway to six lanes only between 223rd and the 238th Interchange. Also included is reconstructing the 238th Drive interchange, constructing a new 238th Drive structure over UPRR and constructing a new UPRR structure over I-84.

OR-47: COUNCIL CREEK - QUINCE (HWY 47 BYPASS), \$7.13 M (Metro Id #942)

Hwy 47 is currently routed through the Downtown Forest Grove Central Business District and Pacific University Campus. Traffic is routed through four right angle turns, 5 signals and the one-way couplet of Hwy 8, Pacific and 19th Avenue. Maneuvering trucks, especially log trucks, is difficult and numerous loads of logs have been dropped at these intersections. The one way grid has resulted in vehicles traveling the wrong direction. The purpose is to continue the rerouting of Hwy 47 east of downtown Forest Grove by constructing a new road from Council Creek at the north UGB, southeast to Quince Street and then south to the existing Hwy 47 Bypass. Washington County will participate in the financing. MSTIP/2 Serial Levy has been approved.

TV HIGHWAY-SHUTE PARK TO 21ST AVE - HILLSBORO, \$4.65 M (Metro Id #828)

This highway lacks left turn lanes causing severe congestion and accidents. The Environmental Impact Study has been completed. Right-of-way has been purchased. This is the second unit of the Main Street

to 21st Avenue project. The Main Street - Shute Park unit was recently constructed, but requires hazard materials monitoring and removal of petroleum contaminants, which is a part of this project. This project will add a fifth lane to complete the two phase project. A curb, sidewalk and signal interconnection will be added. Additionally, a bikepath one direction on each shoulder will be included.

I-205 - COLUMBIA BLVD SOUTHBOUND ON-RAMP, \$440,000 (Metro Id #233)

The southbound ramps are not designed for interstate trucks and other operational features of the interchange are unsafe. This project will widen Columbia Boulevard to provide auxiliary lanes westbound from the I-205 northbound ramp to the Killingsworth Avenue/Columbia Boulevard intersection (mp 11.1 to 10.9) and eastbound from Killingsworth Avenue/Columbia Boulevard intersection to I-205 southbound ramps intersection. I-205 southbound will be reconstructed and the ramps will be brought to "interstate truck" standards.

HIGHWAY 217: NB OFF-RAMP @ SCHOLLS HWY, \$270,000 (Metro Id #242)

This project will provide two left turn lanes and one right turn lane at the intersection. The signal will be replaced to accommodate increased capacity, to include the interconnection, and to update it to current standards. This project requires widening of the ramp.

METRO ADVANCE WARNING SIGNS, \$1.21 M (Metro Id #270)

Advance Warning Signs are necessary because of the limited freeway capacity available and a method to maximize freeway efficiency. This project will develop variable message signs, surveillance and motorist information systems. Included would also be camera surveillance at key locations with a central information center to process traffic count and ramp meter data. The warning system will be electronically aided and is used to warn of high volume traffic areas and accidents.

METRO AREA FREEWAYS DETECTION SYSTEM, \$1.43 M (Metro Id #272)

The use of detectors to obtain "Real Time" traffic information on the Metro Freeways is a necessary element of the Regional Freeway Management Program. This project is Phase One of a system that will cover 100 miles of urban area freeways. Installation of detectors (direct connection to the Freeway Management Operations Center) would occur at: I-5, I-84, I-405, US 26 and US 30.

MOTORIST INFORMATION SYSTEM, \$1.1 M (Metro Id #273)

The frequency and duration of incidents on the Portland area freeway network is increasing. With high volumes of traffic, this results in significant congestion in a very short time. Incidents on the urban area freeways create more than half the congestion in the Portland area. Accordingly, by the time motorists become aware of the congestion, queues have developed and they become part of the problem. One element of a proposed solution to these trends is to install nine Highway Advisory Radio stations at strategic locations to broadcast "Real Time" information to motorists.

VARIOUS MACS PROJECTS, \$4.88 M (Metro Id #226) AND OTHER TSM PROJECTS, \$6.62 M

Miscellaneous TSM improvements to corridors yet to be determined. No significant SOV capacity increase.

SANDY BLVD., MACS PROJECTS, \$4.5 M (Metro Id #230)

Evaluation and implementation of various transportation systems management improvements to Sandy Blvd. corridor. No significant SOV capacity increase.

**BIKEWAY PROJECTS, \$630,000 (Metro Id #384)**

***BV/Tualatin Highway: 99W/McDonald Street bikeway.*** This route is a designated bikeway in the Metro regional bicycle plan. Existing narrow gravel shoulders are unacceptable for bicycle use. Install 5' bike lanes (minimum allowed) on both sides of the existing travel lanes. Signal loop replacement.

***BV/Tualatin Highway: SW Lower Boones Ferry Road/Tualatin/Sherwood Highway bikeway.***

The bike route through Tualatin does not properly separate bikes from motorized traffic. A railroad track crossing is hazardous for bikes and cars. On-street parking is not conducive to safe shoulder travel for bicyclists. Striping is inconsistent and/or non-existent. Tualatin River Bridge has substandard curbs with a single tube rail in front of the pedestrian walk. The project would upgrade the railroad crossing and the bridge ends, restripe the roadway to include the bikelane and eliminate on-street parking on Tualatin.

**OR 43: MCVEY AVENUE/BURNHAM ROAD, \$440,000 (Metro Id #231)**

This narrow, steep section of highway has no shoulder forcing bicyclists to use a six foot sidewalk for two way traffic. The sidewalk is shared with pedestrians. Proposal: Add a shoulder to the uphill (SB) lane by building a retaining wall against the hillside.

**BARBUR BLVD: HAMILTON TO MILES, \$1.5 M**

This project would extend bicycle facilities south of current improvements being completed as part of the overall improvement of Barbur Blvd. now under construction.

**I-84 - GATEWAY PARK AND RIDE LOT, \$960,000 (Metro Id #225)**

Currently, 565 park and ride spaces exist at the Gateway Park and Ride lot. Approximately 475 of those spaces are being used and use has been increasing rapidly. Tri-Met estimates that there will be a shortage of 60 spaces in 1996, growing to 275 spaces in 2005. This project would purchase approximately three acres for development of a 300 space Park and Ride lot.

**METRO**

Date: November 29, 1993  
To: JPACT/MPAC  
From: *AC* Andrew C. Cotugno, Planning Director  
Re: FY 94-95 Planning Department Budget Priorities

For the past several years, funding for the Metro Planning Department has been provided from the Metro General Fund (using an excise tax on Metro's enterprise functions) and a local government dues assessment (including Tri-Met and the Port of Portland levied @ 43¢ per capita). However, a temporary increase of the excise tax from 6 percent to 7 percent is scheduled to sunset in July, 1994 and there is considerable interest on the part of Metro and local governments to eliminate the local dues assessment. In addition, there are increased costs associated with implementation of the Metro Charter, particularly to complete the work of the Future Vision Commission and initiate work on the Regional Framework Plan.

In August, 1993, the Metro Council formed a Tax Study Committee to recommend a funding source to meet the new charter-mandated functions. They reported their recommendations to the Metro Council on November 23 which included, among other things, a recommendation to continue providing funds to Planning from the current Metro excise tax up to a maximum of 6 percent and to impose a construction excise tax and real estate transfer tax to both pay for the increased costs and offset a reduction of the excise tax and elimination of the local government dues. The Metro Council will consider these recommendations through the FY 94-95 budget process.

To initiate the budget process, the Metro Council has required that a base level budget be submitted that is predicated on no new taxes, elimination of the local government dues and reduction of the Metro excise tax from 7 percent to 6 percent. In the Growth Management section of the Planning Department, this funding reduction is further compounded by the loss of one-time-only transportation grant funding of approximately \$1 million to supplement the Region 2040 budget. This overall level of funding is significantly less than currently budgeted in the Planning Department and is insufficient to fund both current functions and

new charter mandates. As such, input is needed on priorities for inclusion in this base budget.

Attachment A provides a listing of FY 93-94 and potential FY 94-95 programs and a summary of the use of the dues and excise tax by section in the Planning Department. An analysis of the issues is as follows:

A. Regional Transportation Planning Section

The dues and excise tax provide only 10-20 percent of the budget for this section due to the availability of funding from federal grants, ODOT and Tri-Met. However, this is used as local match and is therefore leveraged better than 4:1. Ongoing programs relate to meeting new ISTEA and Rule 12 requirements. Increased emphasis has been recently recommended relating to development of bike and pedestrian programs and increased public involvement.

B. High-Capacity Transit Planning Section

This section is generally funded with federal and state grants and therefore the need for dues in the General Fund is negligible.

C. Growth Management

This is the section where the dues and excise tax makes up the most significant share of the budget due to the general lack of potential grant funding sources (with the exception of the Westside Station Area Planning and Earthquake Hazards mapping projects). It is also the area where most of the impact of the new charter requirements occurs. The work program anticipates selecting an overall Region 2040 concept and completing the Future Vision to serve as the foundation for the Regional Framework Plan. The Framework Plan is required to include at least the following elements:

1. Transportation
2. UGB
3. Urban Reserves
4. Housing
5. Urban Design
6. Open Space and Parks
7. Water Supply
8. Coordination with Clark County



The transportation element will be done through the RTP Revision (for ISTEA and Rule 12). The UGB, Urban Reserves, Housing, Urban Design and Open Space elements should be done on an integrated basis because they affect one another and need to be coordinated with the RTP Revision. The Water Supply element will be done by coordinating with the Regional Water Study being carried out by the providers.

D. Travel Forecasting

Like the Transportation Planning section, this area is largely grant funded with 5-10 percent local match from the dues and excise tax. A portion of this budget is used to provide services to local governments to meet their needs for travel forecasts.

E. Data Resource Center

The aspects of this section dealing with RLIS, database maintenance and forecasts are funded 25 percent each from dues, excise tax, transportation grants and solid waste funds because these are the major users of the data. The exception is in the area of technical assistance where each user pays its own full cost for services received. Local dues are used to provide services to local governments; Metro excise tax to provide services to other Metro planning projects; transportation grants to provide services on transportation projects; etc.

ACC:lmk

Attachment

ATTACHMENT A

Metro Planning Department Work Program

FY 93-94 Programs

Possible FY 94-95 Programs

Regional Transportation Planning

RTP Update

Major RTP Revision; New  
Transp. System Plan per  
Rule 12

TDM Study  
Air Quality  
Willamette River Crossings  
Transportation Imp. Program  
Urban Arterial Fund  
ISTEA Management Systems

Air Quality  
Willamette River Crossings  
Transportation Imp. Program  
Urban Arterial Fund  
ISTEA Management Systems  
Bike/Pedestrian Program  
Public Involvement

Dues: \$110,666  
General Fund: \$148,842  
Used as local match on  
federal funds @ 10-20%.

HCT Planning

Regional HCT  
Hillsboro FEIS  
S/N Pre-AA  
S/N AA  
Westside

Regional HCT  
  
S/N AA  
Westside

Dues: \$4,065  
General Fund: \$37,665  
Used as part of local  
match pool for pre-AA  
studies.

Growth Management

Region 2040  
Future Vision  
Urban Reserves  
Station Area Planning  
UGB Administration  
Local Gov't. Coordination  
Growth Conference  
Earthquake Hazard Mapping  
Emergency Mgmt. Committee  
Water Quality Planning

Future Vision  
  
Station Area Planning  
UGB Administration  
MPAC/Local Gov't. Coordination  
Growth Conference  
Earthquake Hazard Mapping  
Emergency Mgmt. Committee  
Water Quality Planning

Metro Planning Department Work Program

FY 93-94 Programs

Possible FY 94-95 Programs

Regional Framework Plan:

- UGB
- Urban Reserves
- Housing Density
- Urban Design
- Water Supply
- Open Space/Parks
- Clark County Coordination
- Transit-Oriented Development Program

Dues: \$160,000

General Fund: \$961,548

These are the most important funding sources for this purpose; very little grant funding available with the exception of Earthquake Hazard mapping and Station Area planning.

Travel Forecasting

- Travel Behavior Survey
- Travel Monitoring
- Minor Model Refinement
- Technical Assistance

- Travel Monitoring
- Major Model Building
- Technical Assistance

Dues: \$42,607

General Fund: \$43,282

Used as local match on federal funds @ 5-10%.

Data Resource Center

- RLIS
- Database Maintenance
- Forecasts
- Technical Assistance

- RLIS
- Database Maintenance
- Forecasts
- Technical Assistance

Dues: \$280,225

General Fund: \$233,125

Department Total:

Dues: \$597,563

General Fund: \$1,424,462

Provides 50% of budget for RLIS, Database Maintenance and Forecasts; dues provide 100% of budget for technical assistance to local governments.

**METRO**

Date: November 29, 1993  
To: JPACT  
From: *K* Andrew C. Cotugno, Planning Director  
Re: Future JPACT Agendas

The JPACT Finance Committee has recommended that JPACT schedule a series of informational agenda items to review activities underway throughout the region to address various aspects of new Rule 12 and ISTEPA requirements. For each topic, Metro staff would provide an overview of the issue as it relates to the new state or federal regulations. This would be followed by members of JPACT providing an overview of what their jurisdiction is studying and/or implementing pertaining to that topic. A series of possible topics could be as follows:

1. Reduction of VMT per capita
2. Improvement of bike/pedestrian accessibility
3. Meeting air quality standards
4. Meeting freight needs
5. Meeting ADA requirements
6. Implementing transit-oriented development

Since this recommendation from JPACT would involve presentations from various JPACT members, JPACT should concur with this approach.

ACC:lmk

**METRO**

**Date:** December 8, 1993

**To:** JPACT

*mt for GVB*  
**From:** George Van Bergen, JPACT Chair

**Re: 112th Avenue Linear Park - Transportation Enhancement Project**

After further discussions with staff, I have concluded that JPACT should not conduct a public hearing regarding the 112th Avenue Linear Park Transportation Enhancement Project in Washington County. I feel that such a hearing would be an unnecessary burden on the concerned citizens who have already testified numerous times at the local level, at JPACT, at the Metro Planning Committee, and at the Metro Council. Further testimony would not, in my judgment, produce new information that we are not already familiar with.

Rather than conduct a hearing, I have directed staff to summarize the relevant testimony on both sides of the issue from all levels of public meetings, summarize the process Metro and ODOT followed to rank the projects under consideration, and discuss the implications of proceeding with or withdrawing this project from further consideration for funding under ODOT's Transportation Enhancement Program. This staff report will be available for your consideration at the January JPACT meeting.

GVB/bc