

Inter-Office Memorandum



Date: February 9, 1989
To: JPACT
From: Dick Feeney
Subject: Transportation Legislation

BILL INTRODUCTION

AT THE REQUEST OF THE REGIONAL TRANSPORTATION IMPLEMENTATION COMMITTEE.

- SB 475 - A bill to create a Light Rail Construction Fund. Referred to the Senate Committee on Government Operations and Elections and subsequent referral to Ways and Means - February 6 (attached).
- SB 476 - A bill to extend the mass transit payroll tax to local government. Referred to the Senate Committee on Government Operations and Elections, subsequent referral to Revenue and School Finance on February 6 (attached)
- SJ RES - A constitutional amendment permitting a local vote on vehicle registration fees for mass transit use. Introduced by the Senate Committee on Government Operations and Elections (attached).

AT THE REQUEST OF THE ASSOCIATION OF OREGON COUNTIES/LEAGUE OF OREGON CITIES

- o Gas tax increase of two cents for 1991
- o A vehicle fee increase of \$5.00 to \$20.00
- o A local option vehicle fee for road purposes up to whatever is state level.

These bills will be introduced at AOC/LOC request by house revenue and are expected to be heard by Transportation, then Revenue. Hearing expected in Transportation first week in March.

AT THE REQUEST OF THE OREGON TRANSIT ASSOCIATION

- o A bill for a one-cent cigarette tax for elderly and handicapped transportation
- o Transit capital assistance bill.

Being explored are bills to tax tire and batteries or to allocate proceeds from certain extensions of the Lottery program.

OTHER ACTIVITY

- Jan. 12 Metro Council approves regional package.
- Jan.31 Mike Ragsdale, Metro Chair, testifies to House Intergovernmental Affairs Committee.
- Feb. 17 Portland chamber considers approval of package.
- Feb. 23 Tri-Met considers approval of package.
- AGC Board invitation to TIC Committee to make presentation.

DRAFT

SUMMARY

Establishes Regional Light Rail Extension Construction Fund in State Treasury.

Appropriates moneys in fund to Public Transit Division for financing specified projects for extending light rail system.

Establishes conditions for expenditure of moneys in fund.

Provides for reversion of moneys in fund to General Fund when all projects are completed.

A BILL FOR AN ACT

1

2 Relating to mass transit; and appropriating money.

3 **Be It Enacted by the People of the State of Oregon:**4 **SECTION 1.** Section 2 of this Act is added to and made a part of ORS
5 chapter 391.6 **SECTION 2.** (1) The Regional Light Rail Extension Construction Fund,
7 separate and distinct from the General Fund, is established in the State
8 Treasury. All moneys in the fund are appropriated continuously to the Public
9 Transit Division of the Department of Transportation for the purposes spec-
10 ified in this section. Interest received on moneys credited to the Regional
11 Light Rail Extension Construction Fund shall accrue to and become part of
12 the Regional Light Rail Extension Construction Fund.13 (2) The Public Transit Division may expend moneys in the Regional Light
14 Rail Extension Construction Fund to finance projects authorized by the di-
15 vision for preliminary engineering, final design, advanced right of way ac-
16 quisition or construction and acquisition of equipment and facilities for
17 extensions to the Tri-County Metropolitan Transportation District's light
18 rail system, as designated in the Regional Transportation Plan adopted by
19 the metropolitan service district in 1989, as amended from time to time. The
20 extensions to the light rail system for which projects may be authorized and

1 financed from the Regional Light Rail Extension Construction Fund include:

2 (a) The Westside Corridor.

3 (b) The Interstate 5 North alignment.

4 (c) The Interstate 205 alignment.

5 (d) The Milwaukie alignment.

6 (e) The Barbur alignment.

7 (f) The Lake Oswego alignment.

8 (g) Appropriate branches to the Banfield alignment.

9 (h) Appropriate branches to the alignments specified in paragraphs (a) to
10 (f) of this subsection.

11 (3) No moneys shall be expended for the ~~preliminary engineering phase,~~
12 final design phase, advanced right of way acquisition phase or construction
13 and acquisition phase from the Regional Light Rail Extension Construction
14 Fund unless the Director of Transportation determines:

15 (a) That all necessary approvals are in place for the phase of the specific
16 alignment project for which funding is being sought;

17 (b) That assurances are in place for obtaining all moneys, other than
18 moneys for which the determination is being made, necessary to enable
19 completion of the phase of the specific alignment project for which funding
20 is being sought and that the Tri-County Metropolitan Transportation Dis-
21 trict has agreed to provide an amount of money equal to that being provided
22 by the Regional Light Rail Extension Construction Fund for the specific
23 alignment project for which money is being sought; and

24 (c) With respect to the specific alignment project for which funding is
25 being sought, that the body of local officials and state agency representatives
26 designated by the metropolitan service district which functions wholly or
27 partially within the Tri-County Metropolitan Transportation District has
28 certified that the specific alignment project is a regional priority.

29 (4) When the actual expenditures for a specific light rail alignment
30 project fall short of the estimated expenditures for the project, those moneys,
31 other than federal moneys, that are not required for the project shall remain

1 in the Regional Light Rail Extension Construction Fund for use in complet-
2 ing other alignment projects described in subsection (2) of this section.

3 (5) The Director of Transportation shall certify the unobligated balance
4 of the Regional Light Rail Extension Construction Fund, and that unobli-
5 gated balance shall revert to the General Fund if the Director of Transpor-
6 tation determines that all projects referred to in subsection (2) of this section
7 have been completed and the projects have been accepted by the Director of
8 Transportation and all claims, suits and actions arising out of the projects
9 have been resolved.

10

DRAFT

SUMMARY

Allows mass transit district to levy tax measured by employer payrolls on State of Oregon, political subdivisions and certain organizations exempt from federal taxation.

Phases payroll tax for such entities into effect over five years from effective date of this Act.

A BILL FOR AN ACT

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Relating to mass transit districts; creating new provisions; and amending ORS 267.300 and 267.380.

Be It Enacted by the People of the State of Oregon:

SECTION 1. ORS 267.300 is amended to read:

267.300. (1) Subject to restrictions in the Oregon Constitution, a district board may finance construction, acquisition, purchase, lease, operation and maintenance of a mass transit system and related facilities for the purposes authorized under ORS 267.010 to 267.390 by:

(a) Levy of ad valorem taxes under ORS 267.305.

(b) Service charges and user fees collected under ORS 267.320.

(c) Use of the revolving fund authorized under ORS 267.310.

(d) Sale of bonds under ORS 267.330 to 267.345.

(e) Levy of business license fees under ORS 267.360.

(f) Levy of a tax measured by net income under ORS 267.370.

(g) Levy of a tax measured by employer payrolls under ORS 267.380, **[and] 267.385 and section 4 of this 1989 Act.**

(h) Use of funds accepted under ORS 267.390.

(i) Short-term borrowings under ORS 267.400.

(j) Levy of a tax measured by net earnings from self-employment under ORS 267.380 and 267.385.

(k) Any combination of the provisions of paragraphs (a) to (j) of this

1 subsection.

2 (2) All or any part of the funds raised or received by the district under
3 paragraphs (a) to (k) of subsection (1) of this section may be expended by the
4 district for the purpose of financing the construction, reconstruction, im-
5 provement, repair, maintenance, operation and use of the primary transit
6 supportive system. However, only those funds raised or received by the dis-
7 trict that are restricted by the Oregon Constitution for the purpose of fi-
8 nancing the construction, reconstruction, operation and use of public
9 highways, roads, streets and roadside rest areas may be expended by the
10 district for the secondary transit supportive system. As used in this sub-
11 section:

12 (a) "Transit supportive system" means those facilities in any county in
13 which a district operates that constitute the surface transportation system
14 in the county, including highways, roads, streets, roadside rest areas, park-
15 and-ride stations, transfer stations, parking lots, malls and skyways.

16 (b) "Primary transit supportive system" means those facilities upon which
17 or adjacent to which the district physically operates.

18 (c) "Secondary transit supportive system" means the remainder of those
19 facilities that constitute the surface transportation system, but over which
20 the district's operation or facilities are not physically present.

21 **SECTION 2.** ORS 267.380 is amended to read:

22 267.380. (1) As used in ORS 267.380 and 267.385, unless the context re-
23 quires otherwise:

24 (a) "Employer" means:

25 (A) A person who is in such relation to another person that the person
26 may control the work of that other person and direct the manner in which
27 it is to be done; [or]

28 (B) An officer or employe of a corporation, or a member or employe of a
29 partnership, who as such officer, employe or member is under a duty to per-
30 form the acts required of employers by ORS 316.162 to 316.212; [.]

31 (C) The State of Oregon or any political subdivision in this state,

1 with respect to work performed within the district by an employe of
 2 the State of Oregon or of the political subdivision; or

3 [(b) "Employer" does not include] (D) An organization exempt from taxa-
 4 tion under section 501(c)(3) of the Internal Revenue Code, as amended and
 5 in effect on December 31, 1986[*except that "employer" does include*
 6 *hospitals*].

7 [(c)] (b) "Wages" means remuneration for services performed by an
 8 employe for the employer, including the cash value of all remuneration paid
 9 in any medium other than cash.

10 [(d)] (c) "Net earnings from self-employment" has the same meaning as
 11 in section 1402 of the Internal Revenue Code of [1954] 1986, as that section
 12 was in effect and operative on December 31, [1980] 1988. For the purposes
 13 of computing net earnings from self-employment, a district may by ordinance
 14 from time to time adopt definitions of the terms used in such section 1402.

15 [(e)] (d) "Individual" means any natural person.

16 (2) As used in this section and ORS 267.385, "wages" does not include
 17 remuneration paid:

18 (a) For services performed in the employ of the United States of America
 19 [*and institutions (excluding hospitals) exempt from taxation under section*
 20 *501(c)(3) of the Internal Revenue Code, as amended and in effect on December*
 21 *31, 1986*].

22 (b) For domestic service in a private home if the total amount paid to
 23 such employe is less than \$1,000 a year.

24 (c) For casual labor not in the course of the employer's trade or business.

25 (d) For services performed wholly outside of the district.

26 (e) To an employe whose services to the employer consist solely of sea-
 27 sonal labor in connection with the planting, cultivating or harvesting of
 28 agricultural crops.

29 (f) To seamen who are exempt from garnishment, attachment or execution
 30 under sections 596, 597, 598 and 601 of title 46, United States Code.

31 (g) To individuals temporarily employed as emergency fire fighters.

1 (h) If the remuneration is not subject to withholding under ORS chapter
2 316.

3 (i) To employes' trusts exempt from taxation under section 401 of the
4 Internal Revenue Code, as defined by ORS 316.012.

5 (3) "Net earnings from self-employment" does not include income:

6 (a) From activities wholly outside of the district.

7 (b) Which is wages.

8 **SECTION 3.** Section 4 of this Act is added to and made a part of ORS
9 chapter 267.

10 **SECTION 4.** (1) Any ordinance imposing an employer payroll tax on the
11 State of Oregon or any political subdivision in this state shall provide that
12 for each year from 1990 to 1998, the State of Oregon or any political subdi-
13 vision in this state shall pay the applicable percentage of the amount of
14 employer payroll tax which, without regard to this section, it would have
15 been required to pay under the law otherwise applicable to the year in
16 question.

17 (2) The applicable percentage shall be determined in accordance with the
18 following table:

19	In the year:	The applicable percentage is:
21	1990	20
22	1991	40
23	1992	60
24	1993	80

25

SENATE [OR HOUSE] JOINT RESOLUTION

Be It Resolved by the Legislative Assembly of the
State of Oregon:

Paragraph 1. Section 3a, Article IX, Oregon Constitu-
tion, is amended to read as follows:

"Section 3a. (1) Except as provided in subsection (2) of this section, revenue from the following shall be used exclusively for the construction, reconstruction, improvement, repair, maintenance, operation and use of public highways, roads, streets and roadside rest areas in this state:

"(a) Any tax levied on, with respect to, or measured by the storage, withdrawal, use, sale, distribution, importation or receipt of motor vehicle fuel or any other product used for the propulsion of motor vehicles; and

"(b) Any tax or excise levied on the ownership, operation or use of motor vehicles.

"(2) Revenues described in subsection (1) of this section:

"(a) May also be used for the cost of administration and any refunds or credits authorized by law.

"(b) May also be used for the retirement of bonds for which such revenues have been pledged.

"(c) If from levies under paragraph (b) of subsection (1) of this section on campers, mobile homes, motor homes, travel

trailers, snowmobiles, or like vehicles, may also be used for the acquisition, development, maintenance or care of parks or recreation areas.

"(d) If from levies under paragraph (b) of subsection (1) of this section on vehicles used or held out for use for enforcement of commercial vehicle weight, size, load, conformation and equipment regulation.

"(3) Counties, municipalities and special districts authorized to provide transportation services may levy any of the taxes described in subsection (1)(b) of this section for the construction, reconstruction, improvement, repair, maintenance, operation, and use of the surface transportation system, including any and all property, equipment and improvements associated with highways, roads, streets, passenger railroads and rail stations, transit and transportation systems, roadside rest areas, park-and-ride stations, transfer stations, parking lots, malls and skyways, provided that any such tax levied for such purpose is approved by a majority of the legal voters of the taxing unit. The authority granted by this subsection (3) is in addition to any existing authority to impose taxes under the laws of this state.

"(4) Subsection (3) of this section does not impose a voter-approval requirement on the authority of any taxing unit to impose taxes under existing law, where no such requirement exists.

Paragraph 2. The amendment proposed by this resolution shall be submitted to the people for their approval or rejection at the next election held throughout the state.

Testimony of
Michael Ragsdale
Chairman, Joint Policy Advisory Committee on Transportation
Before the
HOUSE INTERGOVERNMENTAL AFFAIRS COMMITTEE
Regarding
The Regional Transportation Agenda
January 31, 1989

Mr. Chairman and Members of the Committee:

I am Mike Ragsdale, Chairman of the Joint Policy Advisory Committee on Transportation, better known as JPACT. My purpose in visiting with you today is to bring you up to date on the progress of three regional committees that have been at work for the past year reviewing and making recommendations on public transportation improvements and their funding alternatives. I expect that some of the legislative recommendations may come before this Committee. The regional committees are:

1. **The Joint Policy Advisory Committee on Transportation (JPACT)** and its finance subcommittee, chaired by Ed Lindquist, County Commission Chairman of Clackamas County.
2. **The Private-Public Task Force on Transit Financing** chaired by Mr. Bill Robertson, Vice President of PPL, and Earl Blumenauer, the City of Portland's Transportation Commissioner.
3. **The Portland Chamber of Commerce/Oregon Business Council Committee on Transportation**, chaired by Ken Harrison, chief executive officer of Portland General.

Each of these committees has independently issued a report and findings. The individual reports are generally in agreement on two major premises:

1. That it is important to facilitate the growth in population and employment consistent with the adopted transportation plans for Washington, Multnomah and Clackamas Counties; and
2. That the urban community cannot function and maintain an acceptable degree of liveability without an increased investment in its surface transportation system that provides mobility to all sectors of commerce, industry and government, and accessibility to all its citizens for employment, education, and commercial and cultural activity.

The expansion of the regional economy has caused regional leaders to focus on the opportunity for continued liveability and sustained growth that is offered by an expanded investment in public infrastructure.

But, as the Business Committee report pointed out, the present transportation system is so inadequate that it lacks traffic capacity. There is a backlog of maintenance needs inhibiting efficiency, There is widespread congestion, and threatening gridlock; the opportunity to move forward will be lost without additional resources.

What has happened in the last year is the emergence of a partnership between the public and private sectors to address these critical problems.

1. **First.** The JPACT Committee has proposed a series of specific road, highway and transit improvements for the next ten years

and defined the funding program needed to implement it. These include the highway improvements in the Sunrise Corridor in Clackamas County, the Tuolatin-Hillsboro by-pass, the connection between I-84 and U.S. 26 in East Multnomah County, and the three light rail corridors: Westside rail from Portland to Washington County, I-205 rail between the airport and Clackamas Town Center and light rail in the McLoughlin Corridor to Milwaukee.

2. **Second.** The Private-Public Task Force made up largely of business leaders from all three counties, has proposed innovative methods by which the business sector can share in the cost of certain transit improvements. These include transit benefit assessment districts, cost sharing at rail passenger stations, or joint land development initiatives in partnership with public bodies.

3. **Third.** The Business Committee, in endorsing the project priorities I've listed, has drawn up a short-term and long-term action agenda that stipulates which financing strategies should be sought. It has also called for a permanent alliance of business and government to steer acceptance of these proposals with the legislators and the voters.

What follows is a listing of the eight financing proposals suggested by the Business Committee, several of which will be formally introduced during this session of the legislature. As I said at the outset, several of them are likely to come before this Committee.

*The creation of a regional light rail construction fund.

*Extension of the payroll tax to local governmental bodies.

***An increase in the state cigarette tax to fund elderly and handicapped transportation.**

***Continued state appropriations for routine transit capital improvements.**

***An Increase in state vehicle registration fees by \$20, beginning in 1990.**

***An amendment to the Constitution allowing local voters the option of using vehicle registration fees for transit purposes.**

***An incremental two cent increase in the state gasoline tax in the years 1991, 1992 and 1993.**

***Authority for local option vehicle registration fees.**

I am well aware that the legislative package I have just laid out for you is ambitious. But I am also confident that the tri-county region is poised to make it happen. As I said at the beginning of my testimony, these proposals are the result of a year long meeting-of-the-minds process between the business community and locally elected officials. It represents an acknowledgement that we cannot accommodate the kind of growth in the metropolitan area that is expected and desired without extensive public investment. And, that investment will not take place without a strong financial and political commitment from the private as well as the public sector.

Whereas, it is important that the State have sufficient funds to build that part of the regional transportation system that is its responsibility, it is equally important that we have the local authority to act on our own. The thrust of our legislative proposals is to make local action with approval of the voters possible.

I would be glad to answer any of the Committee's questions, and I thank you for your time.



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

January 23, 1989

Mr. Andrew Cotugno
Transportation Director
Metropolitan Service District
2000 S.W. First Avenue
Portland, Oregon 97201

Dear Andy:

At the request of State Senator Glenn Otto, I am transmitting photocopies of resolutions adopted by the Cities of Fairview, Gresham, Troutdale and Wood Village, the Mount Hood Community College District and the Multnomah Kennel Club supporting the extension of light rail service to East Multnomah County.

Senator Otto has asked that the resolutions be presented to JPACT at its next meeting, and that he be afforded the opportunity of discussing the merits of the resolutions with the Committee. I have told Senator Otto that you will be contacting him regarding the time and date of the meeting.

Thank you for your assistance.

Sincerely,

Greg McMurdó
Government Relations Manager

Enclosures

cc: Senator Glenn Otto
Councilor Mike Ragsdale

Executive Officer
Rena Cusma

Metro Council

Mike Ragsdale
Presiding Officer
District 1

Corky Kirkpatrick
Deputy Presiding
Officer
District 4

Richard Waker
District 2

Jim Gardner
District 3

Don DeJardin
District 5

George Van Bergen
District 6

Sharon Kelley
District 7

Elsa Coleman
District 8

Tanya Collier
District 9

Larry Cooper
District 10

David Knowles
District 11

Gary Hansen
District 12

RESOLUTION #16-1988

Resolution Supporting, In Concept, The Extension Of The Tri-Met Light Rail System To Wood Village.

WHEREAS, the Tri-Met light rail system represents an important transportation link for the citizens of Wood Village who commute to work and shop at points to the west already served by the light rail system; and

WHEREAS, the Wood Village Comprehensive Plan encourages development of a Light Rail System connecting Wood Village, Fresham and Portland; and

WHEREAS, Tri-Met light rail represents an important vehicle for unifying and enhancing the economic development potential for this area,

NOW, THEREFORE, BE IT RESOLVED that the Wood Village City Council, in concept, supports an extension of the light rail line to Wood Village.

Motion to approve by Rutherford; seconded by Templeton.

YEAS 4 NAYS 0

David Miller
Mayor, City of Wood Village

Attest:

Sheila Rita Arthur
City Recorder

12/14/88
Date

R E S O L U T I O N

(27 -1988)

A RESOLUTION IN SUPPORT OF A LIGHT RAIL SYSTEM EXPANSION.

The City Council of the City of Fairview, Multnomah County, Oregon meeting in duly constituted session does hereby resolve that:

WHEREAS, the Tri-Met light rail system represents an important transportation link to the citizens of east Multnomah County; and

WHEREAS, the expansion of the light rail system would serve additional citizens and would provide a link between four cities; and

WHEREAS, the expansion of the light rail system would represent an important vehicle for unifying and enhancing the economic development potential for this area.

NOW, THEREFORE, BE IT HEREBY RESOLVED, BY THE COMMON COUNCIL OF THE CITY OF FAIRVIEW, THAT it supports, in concept, the extension of the existing light rail line to include Mt. Hood Community College, Troutdale, Wood Village and Fairview.

Motion moved by Bower, and

seconded by Hockaday, and

adopted by the City Council of the City of Fairview, this

21st. day of December, 1988, by the following vote:

YEAS: 7

NAYS: 0

Fred M. Carlson
Mayor, City of Fairview
Fred M. Carlson

December 21, 1988

Date of Signing

ATTEST:

Reba Mitchell
Recorder, City of Fairview
Reba Mitchell

RESOLUTION NO. 726-89

A RESOLUTION SUPPORTING THE CONCEPT OF EXPANDING TRI-MET
LIGHT RAIL SYSTEM.

WHEREAS, the Tri-Met light rail system has proven to be an effective and positive solution to transportation needs in East County; and,

WHEREAS, Tri Met light rail represents an important vehicle for unifying and enhancing the economic development potential for East County; and,


WHEREAS, regional planning for transportation projects over the next twenty years is now taking place.

NOW, THEREFORE BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF TROUTDALE THAT: the City of Troutdale supports the eventual extension of the Tri Met Light Rail service so as to serve and support communities and public facilities surrounding the existing service line.

BE IT FURTHER RESOLVED THAT: the extension of such service be a project considered in the regional transportation plan.

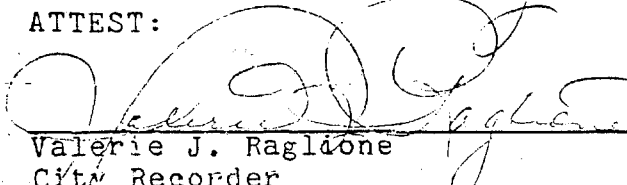
ADOPTED BY THE COMMON COUNCIL OF THE CITY OF TROUTDALE THIS 10TH DAY OF JANUARY, 1989.

YEAS: 5
NAYS: 1 - BURGIN
ABSTAINED: 0



Sam K. Cox, Mayor
DATED: January 11, 1989

ATTEST:



Valerie J. Raglione
City Recorder

EX[2:58]

RESOLUTION NO. 1424

A RESOLUTION SUPPORTING AN EXTENSION OF THE LIGHT RAIL LINE TO MT. HOOD COMMUNITY COLLEGE

The Gresham City Council finds:

a. The Tri-Met light rail system represents an important transportation link to Mt. Hood Community College for the citizens of the community it serves.

b. The City of Gresham recognizes that Tri-Met is exploring the possibility of building a light rail line on the west side of Portland.

c. Over 23,000 students are annually enrolled in classes offered by the college, and over 250,000 citizens attend events each year on the Mt. Hood Community College campus.

d. Tri-Met light rail represents an important vehicle for unifying and enhancing the economic development potential for this area.

e. The extension of the light rail system to the Mt. Hood Community College campus is consistent with the City of Gresham's 1988/89 transportation policies.

THE GRESHAM CITY COUNCIL RESOLVES:

The City of Gresham, in principle, supports an extension of the light rail line to the Mt. Hood Community College campus and surrounding communities.

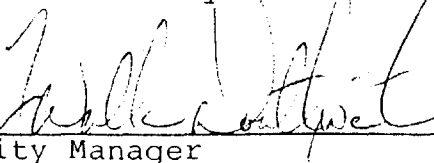
Yes: Clawson, Griffith, Mordell, Scott, and Walker

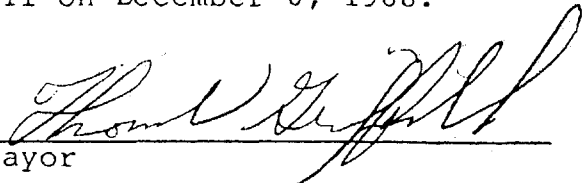
No: None

Absent: Deyo and Sullivan-Hoem

Abstain: None

Passed by the Gresham City Council on December 6, 1988.


City Manager


Mayor

**Mt. Hood Community College
Light Rail Resolution**

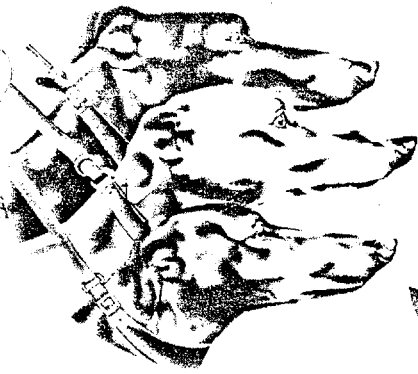
WHEREAS, the Tri-Met light rail system represents an important transportation link to the college for the citizens of the community it serves; and

WHEREAS, over 23,000 students are annually enrolled in classes offered by the college, and over 250,000 citizens attend events each year on the MHCC campus; and

WHEREAS, Tri-Met light rail represents an important vehicle for unifying and enhancing the economic development potential for this area,

THEREFORE BE IT RESOLVED that the Mt. Hood Community College District, in principle, supports an extension of the light rail line to the campus and surrounding communities.

Board Resolution 88-89/003
Approved by the
MHCCD Board of Education
November 9, 1988



Multnomah Kennel Club

Member of American Greyhound Track Operators Association

P.O. Box 9 • Fairview, Oregon 97024 • Telephone 667-7700

7. LIGHT RAIL TRANSPORTATION. Upon the recommendation of the President, the Board of Directors

RESOLVED that Multnomah Kennel Club support Senator Glen Otto in his proposal to extend the existing Tri Met light rail line into additional areas of Eastern Multnomah County.

The foregoing is a true and accurate action taken by the Multnomah Kennel Club at a special board of directors meeting held January 9, 1989.



George W. Dewey
President

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 89-1045 FOR THE PURPOSE
OF AMENDING THE FUNCTIONAL CLASSIFICATION SYSTEM AND
THE FEDERAL-AID URBAN SYSTEM

Date: January 19, 1989

Presented by: Andy Cotugno

PROPOSED ACTION

This action will initiate a request to the Federal Highway Administration (FHWA) to classify and designate under the Federal-Aid System:

- NW 9th Avenue -- NW Glisan Street to NW Front Avenue

Upon FHWA approval, the status of NW 9th Avenue within the noted termini will be functionally reclassified from that of local street to that of collector, and assigned a Federal-Aid number, thereby permitting use of federal funds for improvements.

TPAC has reviewed this Functional Classification amendment and recommends approval of Resolution No. 89-1045.

FACTUAL BACKGROUND AND ANALYSIS

The City of Portland requests that NW 9th Avenue from Front to Glisan be added to the FAU System. In 1973, NW 9th Avenue was closed on a temporary basis at the railroad crossing at Front Avenue due to safety concerns. The City intends to undertake a project which will realign the crossing and install crossing gates and signals so that NW 9th can be reopened to Front. The planned redevelopment of the former railyards results in the need for a designated facility in this area having access to NW Front Avenue.

The reopening of NW 9th Avenue to Front and the re-building of NW 9th as a tree-lined boulevard is identified as a priority project in the Central City Plan adopted by the City Council in March 1988 and in the North Downtown Development Strategy. This project will promote and support the development occurring in the Northwest Triangle, as well as link North Downtown to the river.

The classification and designation of NW 9th from Glisan to Front under the Federal System will allow the City to utilize FAU funding in the design and construction of this improvement.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE) RESOLUTION NO. 89-1045
FUNCTIONAL CLASSIFICATION SYSTEM) Introduced by Mike Ragsdale,
AND THE FEDERAL-AID URBAN SYSTEM) JPACT Chairman

WHEREAS, The City of Portland has requested that a segment of NW 9th Avenue be functionally reclassified and federally designated; and

WHEREAS, This requested street change has been brought about to support a collector function between NW Glisan Street and NW Front Avenue; and

WHEREAS, To be eligible for federal funds, streets undergoing roadway improvements must be functionally classified and federally designated; and

WHEREAS, The proposed change is consistent with the functions serving the traffic circulation patterns associated with the segment; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District amends the Functional Classification System to add as collector: NW 9th Avenue -- NW Glisan Street to NW Front Avenue.
2. That a Federal-Aid route number be assigned to the added segment in accordance with Exhibit A.
3. That Metro staff coordinate the amendments with the Oregon Department of Transportation.
4. That the Council of the Metropolitan Service District hereby finds the project in accordance with the Regional

Transportation Plan and hereby gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1989.

Mike Ragsdale, Presiding Officer

BP:lmk
FCS0119.RES

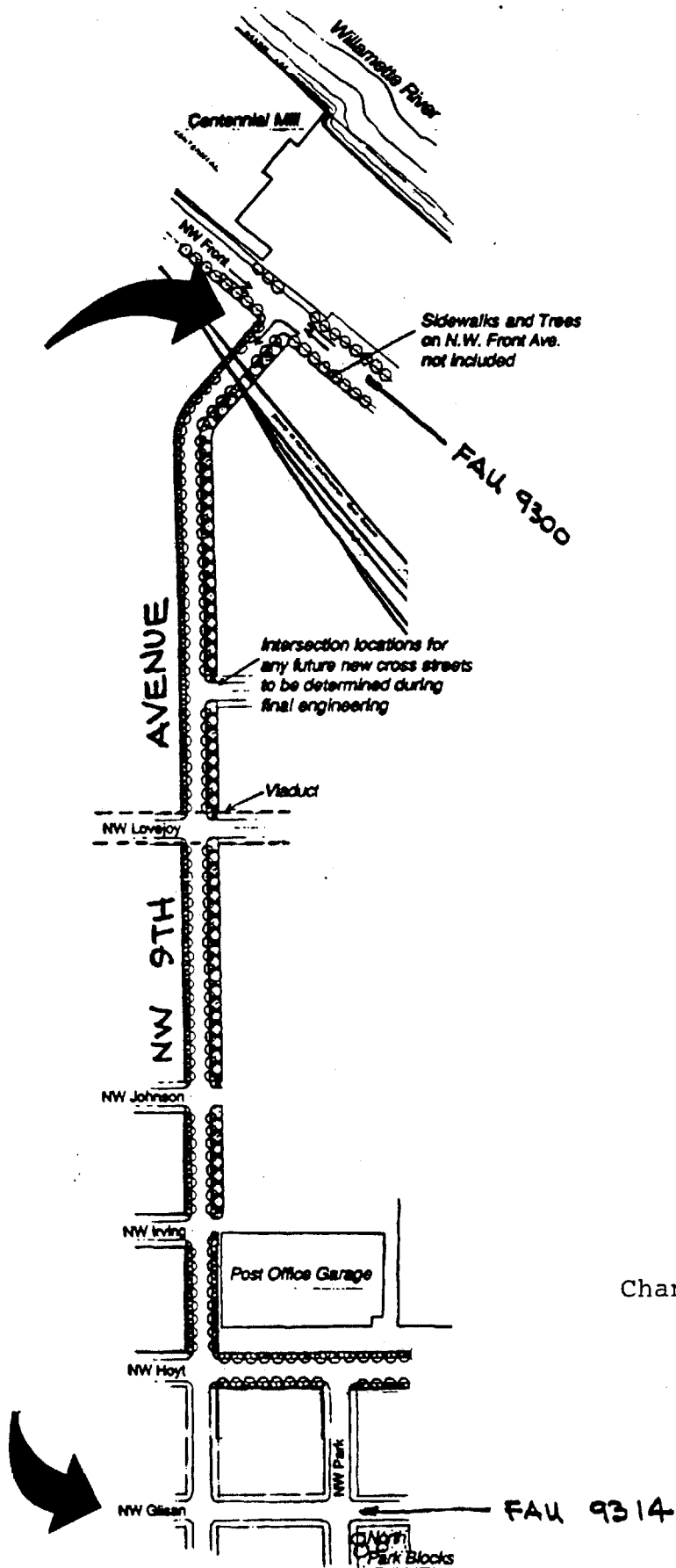


EXHIBIT A

Change: Add as collector NW 9th Avenue -- from NW Glisan Street (FAU 9314) to NW Front Avenue (FAU 9300).

CONSIDERATION OF ORDINANCE NO. 89-282 FOR THE
PURPOSE OF UPDATING THE ADOPTED METROPOLITAN
SERVICE DISTRICT REGIONAL TRANSPORTATION PLAN

Date: January 27, 1989

Presented by: Andrew Cotugno

PROPOSED ACTION

To adopt the Regional Transportation Plan Update as described in Attachment A and amended by the results of the public and jurisdictional review and comment process as contained in Exhibit 1 of Attachment B (Findings). TPAC and JPACT have reviewed this ordinance and recommend approval of this action.

FACTUAL BACKGROUND AND ANALYSIS

In July 1982, Metro adopted, by ordinance, the Regional Transportation Plan (RTP). The adopted RTP provides for the Metro Council to formally update the RTP on a regular basis to incorporate as appropriate:

1. the findings, recommendations and/or decisions arising from major transportation planning studies;
2. new highway, transit, bicycle and/or pedestrian improvements or programs necessary to meet the objectives of the adopted RTP;
3. significant new information regarding transportation-related conditions/choices, new federal and state laws, and/or the population and employment forecasts used in the RTP; and
4. additional or revised policies, strategies or expressions of regional intent regarding the transportation system or its implementation, including the identification of additional outstanding issues to be addressed.

The RTP was last updated by Metro Council in 1983. By adopting Ordinance No. 89-282 Council recognizes the significant actions that have taken place regarding the region's transportation system in the past five years and amends the adopted RTP to include the 1989 Update summarized in Staff Report, Part B and Exhibit 1 of Attachment B (Findings), the highlights of which are as follows:

1. includes the recommendations and improvements associated with the final report of the Southwest Corridor Study previously adopted by

identifies the need for a new highway facility in the Tualatin-Hillsboro corridor subject to findings of consistency with Statewide Land Use Planning Goals;

2. includes the recommendations and improvements associated with the Multnomah County Transportation Master Plan Update Phase I, which (among other improvements) identifies the need for a new or improved principal arterial connection from I-84 to U.S. 26 in the Gresham area subject to the selection of a preferred corridor alignment and findings of consistency with Statewide Land Use Planning Goals;
3. includes the recommendations and improvements associated with the Oregon Department of Transportation's (ODOT) Highway 224/212 Sunrise Corridor reconnaissance, which identifies the need for improvements on existing and new rights-of-way in the Sunrise Corridor between McLoughlin Boulevard and U.S. 26 subject to the selection of a facility design, (freeway vs. expressway) and findings of consistency with Statewide Land Use Planning Goals;
4. includes the decision to pursue the McLoughlin (to Milwaukie) and I-205 (from Portland International Airport to Clackamas Town Center) light rail transit improvements in addition to the Sunset LRT over the next 10 years;
5. includes the initial list adopted by the Joint Policy Advisory Committee on Transportation (JPACT) of 10-year priority improvements (as well as other improvements demonstrated by analysis to be needed within the next decade), which will serve as a guide in the development of new transportation funding resources;
6. commits the region to pursue additional funding resources for capital improvements and operations and maintenance in four specific areas of the overall transportation system: major regional highway corridors; light rail transit lines; urban arterials; and bus service expansion.
7. includes a variety of other improvements to the existing transportation system identified as needed since the last update;
8. sets forth a refined process for consistency among the RTP, local land use plans, and Statewide Land Use Planning Goals, which ensures that consideration of other values (environmental, land use) in addition to transportation-related needs occurs in the RTP decision-making process;
9. amends the regional bicycle system element (as shown in Figure 4-7) and financial evaluation of the Regional Bicycle Plan adopted in 1983.

10. presents a current estimate of the transportation-related financing situation in light of the cost associated with meeting the estimated need and the committed and anticipated revenues available to fund the RTP; and
11. includes the adoption of the year 2005 population and employment forecasts (soon to be updated to 2010) contained in A Regional Population and Employment Forecast to 1990 and 2005 (and subsequent updates) which represents Technical Appendix A of the RTP.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of the Regional Transportation Plan Update.

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01-30-89

CONSIDERATION OF ORDINANCE NO. 89-282 FOR THE
PURPOSE OF UPDATING THE ADOPTED METROPOLITAN
SERVICE DISTRICT REGIONAL TRANSPORTATION PLAN

Date: January 27, 1989

Presented by: Andrew Cotugno

The following paragraphs describe, in summary form, the changes from the currently adopted RTP contained in the 1989 RTP Update document. Additional changes adopted by the Transportation Policy Alternatives Committee (TPAC) are described in Exhibit 1 of Attachment B (Findings). A complete presentation of the deletions (lined out) from the 1983 RTP document and additions (bracket) included in the Update document is on file with the Clerk of the Council.

I. Regional Transportation Policy Changes (Chapter 1)

- A. Vision Statement - the Update adds the JPACT-adopted vision statement for the RTP to: 1) encourage and facilitate economic growth in the region; and 2) to protect the quality of life for the residents of the region (pages 1-3, 1-4).
- B. Goals - no changes.
- C. Objectives - the Update adds the following objectives:
 - 1. adds a second objective to the Goal No. 2 (Cost) concerning the need to examine the financial relationships of private sector development and the resulting need for improvements to publicly financed transportation systems (page 1-6);
 - 2. adds a second objective under Goal No. 3 (Environment) to strengthen the assurance that other values are included as applicable in the consideration of transportation decisions (page 1-6); and
 - 3. adds two performance criteria to the air quality objective under Goal No. 3 (Environment) to address carbon monoxide emissions and consistency between the Transportation Improvement Program (TIP) and State Implementation Program (SIP) for air quality (page 1-6).

D. System Design - Highways

1. Performance Criteria - the Update consolidates: a) the peak-hour highway level-of-service criteria for freeways and arterials to a single standard: a maximum service volume at level-of-service D; b) adds a definition of deficiency as exceeding the D-E level-of-service boundary; and c) specifies a general improvement design target of within the level-of-service D range (page 1-7).
2. Functional Classification - the Update adds a Minor Arterial of Regional Significance designation and system to the Plan (page 1-8, Figure 4-2) that requires local comprehensive plan consistency.

E. System Design - Transit

1. Performance Criteria - the Update revises the transit vehicle capacity criteria to four standees per square meter (from 3.5) to conform to Tri-Met standards and current planning practice (page 1-12). The Update also revises capacity criteria for transit vehicles to reflect actual Tri-Met equipment (page 1-12).
2. Design Criteria - the Update consolidates transit policy headways for night, late night, and owl service on regional trunk routes into a single "Night - 30 Minutes" standard (from 20, 30, and 120 minutes respectively in the 1983 plan) (page 1-13).
3. Elderly and Handicapped - the Update adds a provision for the continuation of special transit services to the elderly and handicapped population (page 1-14).
4. Line Productivity - the Update adds a provision to ensure the evaluation of line productivity in transit system design consistent with Tri-Met standards (page 1-14).

F. Demand Management Objectives

1. Program Objective - the Update deletes the 1983 RTP rideshare target of 35 percent of all work trips (page 1-15). The Update is based on an achievable rideshare rate of approximately 25 percent and seeks to reflect the actual success of the rideshare programs in promoting that mode over the last five years. The Update does not alter the significant policy encouragement of ridesharing as a means to reduce peak hour vehicle trips and better utilize existing system capacity.

2. Parking Management - the Update includes an additional guideline to encourage local jurisdictions to consider maximum limits on the number of parking spaces around developments within walking distance of transit centers (page 1-16).
3. Land Use - the Update includes an additional guideline to encourage local jurisdictions to consider granting a density "bonus" for developments that are designed to be positively oriented toward transit and pedestrian access (page 1-18).
4. Bicycles - the Update includes an additional guideline to encourage provision of secure and weather-protected bicycle parking facilities (page 1-19). The Update also amends the Regional Bicycle Plan adopted in 1983 to include the revised regional bicycle system element (Figure 4-7) and the updated financial evaluation (Chapter 7).

G. General

1. History - the Update deletes superseded historical transportation decisions and adds decisions adopted since 1983 such as the approval of the regional air quality control plan by EPA, the JPACT adoption of an initial set of ten-year improvement priorities, and the adoption by Tri-Met of the Special Needs Transportation plan (page 1-3).
2. Housekeeping - the Update modifies confusing, incomplete and/or incorrect language.

II. Land Use and Travel Demand (Chapter 2)

The Update revises the population and employment forecast to conform to the adopted year 2005 growth allocation contained in A Regional Population and Employment Forecast to 1990 and 2005 and subsequent updates. The Update revises technical data on the travel demand associated with the 2005 growth forecast from the refined EMME/2 modeling process.

III. Transportation System Element Changes (Chapter 4)

A. Transportation Capacity and the Policy Framework

1. Circumferential/Suburban Radial Travel Corridors - the Update recognizes the results of major transportation planning studies based on 2005 growth allocations in the Tualatin-Hillsboro, East Multnomah County and Sunrise

Corridors to the extent that, from a transportation system perspective, sufficient capacity to serve the expected level of growth contained in local comprehensive plans consistent with RTP policy can not be adequately provided into the future without constructing additional regional facilities.

B. Regional Transportation System

1. Highways - the Update: a) adds a Regional Principal Arterial to the system in the Tualatin-Hillsboro Corridor; b) removes the I-84 to U.S. 26 Regional Principal Arterial designation from 181st/Burnside to three alternative routes with the northern terminus at 238th/242nd and I-84; and c) modifies the Sunrise Corridor Regional Principal Arterial connection from Highway 224 to Highway 212 to a corridor north of the current Highway 212 alignment (Figure 4-1). In addition, the Update adds: a) a route west of Forest Grove (Highway 8); and b) Highway 224 from Carver to the Urban Growth Boundary (UGB), to the system as Major Regional Arterials (Figure 4-1).

Other functional classification changes include: a) downscoping Highway 99W (I-5 to Western Bypass) to a Major Regional Arterial; b) upgrading Highway 213 south of the Oregon City Bypass to a Regional Principal Arterial; c) deleting 182nd south of Powell Boulevard from the Major Regional Arterial system; and d) adding Sunnyside Road from 82nd to I-205 as a Major Regional Arterial (Figure 4-1).

The Update also adds a Minor Arterial system of Regional Significance to the Plan (Figure 4-2).

2. Transit - the Update: a) incorporates the JPACT-adopted LRT priorities for the next ten years (McLoughlin LRT to Milwaukie and I-205 LRT from Portland International Airport to Clackamas Town Center as part of the transit plan (Figure 4-5); b) adds a Regional Transit Trunk Route from the Portland CBD to Tualatin via I-5 (Figure 4-4); c) includes acquiring the Portland Traction Company's right-of-way in the Macadam Corridor to Lake Oswego as a protection for future consideration as an LRT line; and d) deletes certain long-range LRT alignments in downtown Portland (Figure 4-6).
3. Bicycles - the Update contains revisions to the Regional Bike System to reflect completed studies and constructed segments (Figure 4-7).

IV. Implementation (Chapter 8)

A. Highways

1. Local Comprehensive Plan Compliance - the Update adds the Minor Arterial System of Regional Significance (Figure 4-2) as a plan compliance requirement (page 8-2).
2. Projects - the Update clarifies which improvements need to be included in the RTP and which need to be consistent with it (pages 8-3, 8-4).

B. Transit

1. Transit Service Planning - the Update adds language consistent with UMTA Circular 7005.1 pertaining to privatization (pages 8-5, 8-6, 8-7).

C. Funding

1. Priorities - the Update adds general guidelines for ranking improvements for funding allocations (pages 8-10, 8-11).

D. Statewide Planning Goal Consistency

The Update defines principles and adds a process for ensuring consistency of the RTP and the Statewide Planning Goals (pages 8-11 through 8-14).

E. RTP Consistency

The Update clarifies the process for RTP amendments and adds provisions to ensure consistency with Statewide Planning Goals (pages 8-14 through 8-16). In addition, the Update specifies criteria for the evaluation of project amendment consistency (pages 8-17, 8-18).

The Update also expands provisions for local comprehensive plan amendment consistency and identifies a process to ensure it (pages 8-20, 8-21).

F. Outstanding Issues

The Update deletes issues resolved since the 1983 plan was adopted and adds several issues identified as outstanding at this time (pages 8-23 through 8-26).

V. Recommended Transportation Improvements (Chapter 5)

The Update deletes projects completed since the 1983 plan was adopted and adds those improvements (contingent upon process identified in Chapter 8) shown by analysis to be necessary to serve the travel demand associated with the level of urban growth forecast to 2005 described in Chapter 2 and found consistent with the policies and goals of the RTP.

VI. System Performance (Chapters 3 and 6)

The performance evaluation chapters of the Update (Chapter 3 - Performance of the Committed System and Chapter 6 - Performance of the Recommended Plan) have been revised to reflect the changes in technical data associated with the updated planning horizon year (2005), the travel demand associated with the updated 2005 population and employment forecast, and the revised transportation systems and recommended improvements discussed above, and have no policy, goal or transportation system element impact.

VII. Financial Evaluation (Chapter 7)

The Financial Evaluation (Chapter 7) has been completely revised in the Update to reflect the changes since 1983 in the cost and revenue estimates, associated maintenance, operations, highway modernization, and transit capital and operating cost, as well as the JPACT ten-year improvement priorities and changes in recommended capital improvements.

VIII. Introduction and Summary

The Update includes revisions to reflect the modifications discussed in previous sections and has no policy, goal, or transportation system impact.

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01-30-89

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF UPDATING) ORDINANCE NO. 89-282
THE REGIONAL TRANSPORTATION) Introduced by Mike Ragsdale,
PLAN (RTP)) Presiding Officer

THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT HEREBY ORDAINS:

1. The 1989 update of the Metropolitan Service District Regional Transportation Plan, a functional plan, copies of which are on file with the Clerk of the Council, is hereby adopted.
2. The 1989 RTP Update amends the existing Regional Transportation Plan as adopted in 1982 and updated in 1983 and is attached hereto as Attachment A.
3. In support of the above plan update, the Findings attached hereto as Attachment B are hereby adopted.
4. As per Council direction as part of the resolution adopting the Southwest Corridor Study Final Report (Resolution No. 87-763), the interagency agreement between the Metropolitan Service District and Washington County addressing the process to resolve outstanding land use issues related to the proposed facility in the Tualatin-Hillsboro Corridor is attached hereto as Attachment C.

ADOPTED by the Council of the Metropolitan Service District this
_____ day of _____, 1989.

Mike Ragsdale, Presiding Officer

ATTEST:

Clerk of the Council

JAG:mk
89-282.ORD
01-26-89

ATTACHMENT A

Attachment A consists of the draft RTP Update dated December 1988 which has been previously distributed.

A line-by-line description of the deletions (lined-out material) and additions (bracketed material) contained in the Update (compared to the currently adopted plan) is on file with the Clerk of the Council.

After adoption by the Metro Council, the RTP Update document will be revised to include the amendments to the draft adopted as a result of the public and jurisdictional review and comment process continued in Exhibit 1 of Attachment B (Findings). A complete final document will be distributed at that time.

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01-27-89

ATTACHMENT B

FINDINGS

1. In 1979, Metro was designated by the Governor as the Metropolitan Planning Organization for the Oregon urban portion of the Portland metropolitan area to approve receipt and disbursement of federal funds for transportation projects pursuant to Title 23 (Highways) and Title 49 (Transportation) Code of Federal Regulations.
2. ORS 268.390 provides for Metro to develop functional plans in order to establish the relation between regional plans and local comprehensive plans. Both ORS 268.390 and Metro Ordinance No. 86-207 specifically designate transportation and the regional transportation system as issues of regional concern for which a functional plan should be prepared. A functional plan for transportation in the region is also required to maintain the region's eligibility for federal highway and transportation funds, and for meeting the functional transportation planning element of Goal III, Objective VIII, of the CRAG Goals and Objectives effective September 30, 1976 and continued in force for Metro by 1977 Oregon Law, Chapter 665, Section 25.
3. Metro staff completed a comprehensive effort to develop a Regional Transportation Plan (RTP) which was adopted by the Metro Council by ordinance on July 1, 1982.
4. The adopted RTP provides for a periodic update to incorporate additional plan elements, policies and decisions from major planning studies, and recommendations for newly identified improvements to the region's transportation system. Such an update was adopted by Metro Council (Ordinance No. 83-161) in October 1983.
5. The two guiding principles of the RTP are to encourage and facilitate the economic growth of the Portland region and to protect the quality of life for residents of the region. The three major goals stemming from these principles are (1) to provide adequate levels of mobility in the transportation system, (2) to provide that mobility at a reasonable total cost, and (3) to assure that adequate mobility is provided with minimal environmental impact and energy consumption.

The RTP, then, is a vision for how the region's transportation system can be developed over the next 20 years consistent with these principles and goals. As such, the RTP is a functional plan for transportation in the

region, and shall be implemented consistent with ORS 268.390 by requiring that local comprehensive plans be consistent with the RTP, and that RTP program elements be consistent with all applicable statewide planning goals. The process for plan implementation and for assuring consistency between local comprehensive plans, the RTP, and statewide land use planning goals is described in detail in Chapter 8 of the RTP.

RTP consistency includes required system element design, designation and implementation criteria, as well as encouraged activities. Due to the system level of project identification and evaluation, RTP improvements are eligible for federal funding for further project development activities, but construction is not mandated unless all contingencies have been met.

6. The 1989 RTP Update as adopted by the accompanying Ordinance is consistent with the Statewide Land Use Planning Goals (ORS 197.005 to 197.465) as indicated by these findings in the following paragraphs:

Goal 1. Citizen Involvement: To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

Regional Transportation Plan Update - Process

The updated RTP (Chapter 8) contains a specific process for notice, hearing, review and comment. The adoption process for the RTP Update was conducted according to the Metro decision-making process including approval by TPAC, JPACT, Metro Council Intergovernmental Relations Committee, a public hearing on January 24, 1989, and adoption by Council. This update fulfills the periodic review process embodied in Chapter 8 of the RTP in accordance with Section 2.d. of the Metro Objectives.

Regional Transportation Plan Update - Citizen Involvement

A packet of information was prepared for a mailing about the 1989 Regional Transportation Plan Update. The mailing included a letter from the executive officer, a summary of the plan update and two fact sheets--one on the update including an announcement of the open house on January 19 at Westminster Presbyterian Church, Portland, and the public hearing before the Metro Council's Intergovernmental Relations Committee January 24 at Metro Center, and one on how regional transportation decisions are made.

The packet was sent to the following: JPACT/TPAC mailing list, appropriate citizen advisory committees, all 27 jurisdictions (officials and appropriate staff), other elected officials, 18 chambers of commerce, 10 local corridor associations and the Tualatin Valley Economic Development Commission, 40 neighborhood associations and 10 citizen planning organizations, Tri-Met board and Amalgamated Transit Union, service clubs, League of Women Voters, Automobile Club of Oregon and other appropriate organizations. This mailing totaled 270.

Copies of the entire plan were sent to local libraries so that they would be available to citizens.

A press packet about the plan update and an informational meeting and public hearing was mailed to newspapers and television and radio stations in the region. It included a press release, the summary and the fact sheets.

Articles explaining the plan and process for adoption and including announcement of the informational meeting and public hearing appeared in the Daily Journal of Commerce, The Oregonian, The Gresham Outlook and The Hillsboro Argus.

The improvements contained in the 1989 update are consistent with local comprehensive plans and have been reviewed and commented on by the public at large as a result of the local comprehensive plan update process that has occurred in Multnomah, Clackamas and Washington counties and the city of Gresham. In addition, the city of Portland's public facilities plan process exposed the improvements to review and comment within that jurisdiction.

Meetings

James Giesecking, Jr., project manager, presented the plan update at the January 9 meeting of the East Multnomah County Transportation Committee. The committee endorsed the plan update. Nearly 50 citizens attended the meeting.

An informational open house was held January 19 for citizens to have their questions answered about the update. Twelve citizens attended. Response to the adoption of the plan update was generally favorable.

Public Hearing

The public hearing on the plan update was January 24 before the Metro Council's Intergovernmental Relations Committee. The hearing was advertised in a display ad in the January 23 issue of The Oregonian. Information about

the public hearing was included in a number of stories in The Oregonian and local community newspapers.

Fifteen persons testified at the public hearing. A summary of those comments and staff responses is attached to these findings as Exhibit 1.

The Metro Council finds that the Regional Transportation Plan Update complies with Goal 1.

Goal 2. Land Use Planning: To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure a factual basis for such decisions.

The RTP is the regional plan element that reflects the region's vision for transportation services over the next 20 years. The update is part of Metro's responsibility to update the RTP to reflect changing needs in the community, one of the purposes of the statewide planning process. Together with applicable Metro Goals and Objectives, the RTP provides a policy framework for transportation planning decisions. Under ORS 268.390, city and county plans and actions must be consistent with the adopted regional plan. CRAG Regional Land Use Planning Goals and Objectives, effective September 30, 1976, were continued in force for Metro by 1977 Oregon Law, Chapter 665, Section 25. These Goals and Objectives are to be applied to local jurisdictions through regional plan elements such as the RTP. The procedures for consistency among the RTP and affected local jurisdiction and other agency plans has been refined and improved as a result of this Update and is presented in Chapter 8 of the Plan.

An extensive amount of data and information has been produced that establishes a factual basis for the plan amendments. This data and information is presented in detail in the update document for the RTP transportation systems as a whole. It has been based on a thoroughly documented technical modeling and calibration process and contains recommendations based on conclusions documented in a series of published studies including, but not limited to, the following:

A Regional Population and Employment Forecast to 1990 and 2005; Metro, July 1985; (and subsequent updates).

Southwest Corridor Study: Final Report; Metro, 1987; Adopted by Metro Council Resolution No. 87-763, May 28, 1987.

Highway 224/212 Sunrise Corridor Reconnaissance Study;
Oregon Department of Transportation, 1988.

Multnomah County Transportation Master Plan Update,
Phase I; Multnomah County, 1988.

City of Gresham Public Facility Plan; June 22, 1988

Tri-Met Transit Development Plan; 1988.

Tri-Met Elderly and Handicapped Plan; 1988.

Regional Bicycle Plan Update; Metro, 1988.

City of Portland Public Facilities Plan; 1988.

City of Beaverton Public Facilities Plan; 1988.

Clackamas County Local Comprehensive Plan
Transportation Element Update; 1989.

The Metro Council finds that the Regional Transportation Plan Update complies with Goal 2.

Goal 3. To Preserve and Maintain Agricultural Lands.

The updated RTP is not intended to directly affect this resource in that it is designed to serve the needs of the urban area. Implementation of some portions of the improvements identified as needed in the plan update may impact this resource, thereby indirectly affecting it. However, the RTP Update capital elements are expressly contingent upon local action to include proposed improvements in the affected local comprehensive plan supported by appropriate statewide land use goal findings, before the RTP decision becomes final. If it is determined that the RTP system element or proposed improvement cannot comply with the affected goal at the time a final land use action is taken, the RTP will be amended as needed. Chapter 8 of the RTP Update identifies those specific situations where RTP policies and/or system elements would change as the result of a no-build decision based on the inability to ensure goal compliance.

In addition, the efficient provision of transportation services necessary to serve the urban development anticipated in the local comprehensive plans is essential to reduce premature and unwarranted pressure to develop rural agricultural land at urban densities. The adoption of the RTP Update enhances the efficient provision of transportation services by identifying improvements necessary to provide adequate accessibility within the urban

area to lands designated for urban-level development in the adopted local comprehensive plans.

The RTP is a plan for meeting the region's urban transportation needs and is based on the growth of travel demand within the UGB. However, to meet that demand, certain projects are currently under consideration (such as the Western Bypass, the Sunrise Corridor and the Mt. Hood Parkway) that could affect areas outside of the UGB. As detailed environmental impact statements are completed and alignments for those projects are being considered for inclusion in the affected local comprehensive plans, complete land use findings reflecting the need to protect prime agricultural land will be developed for each project. This is the case presently with the Western Bypass, for which an intergovernmental agreement with Washington County has been developed to ensure such a process (Attachment C). Furthermore, the RTP requires in Chapter 8 that all projects shall be consistent with statewide planning goals, and no project will be added to or remain in the RTP if compliance cannot be achieved.

The Metro Council finds that this plan update complies with Goal 3.

Goal 4. To Conserve Forest Lands for Forest Uses.

The updated RTP is not intended to directly affect this resource. The implementation of some portions of the improvements identified as needed in the plan update may impact this resource, thereby indirectly affecting it. However, the RTP Update capital elements are expressly contingent upon local action to include proposed improvements in the affected local comprehensive plan, supported by appropriate goal findings, before the RTP decision becomes final. If it is determined that the RTP system element or proposed improvement cannot comply with the affected goal at the time a final land use action is taken, the RTP will be amended as needed. Chapter 8 of the RTP Update identifies those specific situations where RTP policies and/or system elements would change as the result of a no-build decision based on the inability to ensure goal compliance.

In addition, the efficient provision of transportation services necessary to serve the urban development anticipated in the local comprehensive plans is essential to reduce premature and unwarranted pressure to develop rural forest land at urban densities. The RTP Update does that by identifying improvements necessary to provide adequate accessibility within the urban area to lands designated for

urban-level development in the adopted local comprehensive plans.

The RTP is a plan for meeting the region's urban transportation needs and is based on the growth of travel demand within the UGB. However, to meet that demand, certain projects are currently under consideration (such as the Western Bypass, the Sunrise Corridor and the Mt. Hood Parkway) that could affect areas outside of the UGB. As detailed environmental impact statements are completed and alignments for those projects are being considered for inclusion in the affected local comprehensive plans, complete land use findings reflecting the need to protect prime agricultural land will be developed for each project. This is the case presently with the Western Bypass, for which an intergovernmental agreement has been developed to ensure such a process (Attachment C). Furthermore, the RTP requires in Chapter 8 that all projects shall be consistent with statewide planning goals, and no project will be added to or remain in the RTP if it is found that state goal compliance cannot be achieved.

The Metro Council finds that this plan update complies with Goal 4.

Goal 5. Open Spaces, Scenic and Historic Areas, and Natural Resources: To conserve open space and protect natural and scenic resources.

The updated RTP is not intended to directly affect these resources. Implementation of some portions of the improvements identified as needed in the plan update may impact these resources, thereby indirectly affecting them. However, the RTP Update capital elements are expressly contingent upon local action to include proposed improvements in the affected local comprehensive plan, supported by appropriate goal findings, before the RTP decision becomes final. If it is determined that the RTP system element or proposed improvement cannot comply with the affected goal at the time a final land use action is taken, the RTP will be amended as needed. Chapter 8 of the RTP Update identifies those specific situations where RTP policies and/or system elements would change as the result of a no-build decision based on the inability to ensure goal compliance. Further, all local jurisdictions in the district are now preparing accurate inventories of all Goal 5 resources as part of periodic review of their comprehensive plans. As a result, this data will be taken into account during goal review at the time of local land use decisions and ensures an approach that yields the best assessment of resource impacts.

In addition, federal law requires an assessment of the potential environmental impacts of most transportation improvements identified in the RTP. In cases where significant environmental impacts are possible, detailed analyses (Environmental Impact Statements) are required to determine and quantify potential adverse effects and develop actions to mitigate unavoidable impacts and protect these goal resources. The final land use decisions required by Chapter 8 before the RTP decision becomes final also ensure a process for goal compliance, in that inclusion of the project in the local comprehensive plan requires Goal 5 compliance review.

The Metro Council finds that this plan update complies with Goal 5.

Goal 6. Air, Water and Land Resources Quality: To maintain and improve the quality of air, water and land resources of the state.

Water and Land Resources

The updated RTP is not intended to directly affect these resources. Implementation of some portions of the improvements identified as needed in the plan update may impact these resources, thereby indirectly affecting them. However, the RTP Update capital elements are expressly contingent upon local action to include proposed improvements in the affected local comprehensive plan, supported by appropriate goal findings, before the RTP decision becomes final. If it is determined that the RTP system element or proposed improvement cannot comply with the affected goal at the time a final land use action is taken, the RTP will be amended as needed. Chapter 8 of the RTP Update identifies those specific situations where RTP policies and/or system elements would change as the result of a no-build decision based on the inability to ensure goal compliance.

In addition, federal law requires an assessment of the potential environmental impacts of most transportation improvements identified in the RTP. In cases where significant environmental impacts are possible, detailed analyses (Environmental Impact Statements) are required to determine and quantify potential adverse effects and develop actions to mitigate unavoidable impacts and protect these goal resources.

The Metro Council finds that this plan update complies with the water and land resources aspect of Goal 6.

Air Quality

The air quality degradation from transportation sources will be lessened by the implementation of the RTP Update because reductions in the levels of traffic congestion and freer-flowing traffic conditions reduce air pollution emissions and concentrations substantially. In addition, this RTP Update specifically anticipates two additional LRT improvements (Milwaukie and I-205 LRT) within the near term to provide additional transit capacity and attractiveness as a viable alternative to single-occupant automobile travel, improving transit mode split and increasing ridership and thereby reducing auto emissions over levels expected without the Plan Update.

In addition, federal law requires an assessment of the potential environmental impacts of most transportation improvements identified in the RTP. In cases where significant environmental impacts are possible, detailed analyses (Environmental Impact Statements) are required to determine and quantify potential adverse effects and develop actions to mitigate unavoidable impacts and protect these goal resources.

The Metro Council finds that this plan update complies with the air quality aspect of Goal 6 as well as the adopted SIP.

Goal 7. To Protect Life and Property from Natural Disasters and Hazards.

The updated RTP is not intended to directly affect this hazard protection. Implementation of some portions of the improvements identified as needed in the plan update may impact this protection, thereby indirectly affecting it. However, the RTP Update capital elements are expressly contingent upon local action to include proposed improvements in the affected local comprehensive plan, supported by appropriate goal findings, before the RTP decision becomes final. If it is determined that the RTP system element or proposed improvement cannot comply with the affected goal at the time a final land use action is taken, the RTP will be amended as needed. Chapter 8 of the RTP Update identifies those specific situations where RTP policies and/or system elements would change as the result of a no-build decision based on the inability to ensure goal compliance. Further, hazard inventories completed by local jurisdictions in periodic review of their comprehensive plans will be taken into account during goal review at the time of project inclusion in the local comprehensive plan and ensure the most accurate assessment of project impact on hazard protection.

In addition, federal law requires an assessment of the potential environmental impacts of most transportation improvements identified in the RTP. In cases where significant environmental impacts are possible, detailed analyses (Environmental Impact Statements) are required to determine and quantify potential adverse effects and develop actions to mitigate unavoidable impacts and protect these goal resources.

The Metro Council finds that this plan update complies with Goal 7.

Goal 8. To Satisfy the Recreational Needs of the Citizens of the State and Visitors.

The provision of an adequate transportation system is necessary to ensure access from a variety of origins to existing and future recreational sites. As such, the RTP Update furthers the intent of Goal 8, especially in the proposed improvements to the Sunset Highway (Oregon Coast destinations); the Sunrise Corridor (Mt. Hood and central Oregon destinations); the I-84/U.S. 26 Connector (Mt. Hood, central Oregon, and Columbia Gorge destinations) and the I-5/Highway 99W Connector (Tualatin Valley and Oregon Coast destinations).

The Metro Council finds that this plan update is consistent with Goal 8.

Goal 9. Economy of the State: To diversify and improve the economy of the state.

One of the two major principles embodied in the RTP Goals is to "encourage and facilitate the economic growth of the Portland region." The importance of an adequate infrastructure, including transportation facilities, to economic development has been recognized for some time and, as a result, the proposed improvements to the transportation system contained in the RTP Update will enhance the continued economic growth of the area. In addition, adoption of the RTP Update is necessary for certification of the region by the federal government and required for the continued receipt of federal transportation funds. These funds are essential to the region's ability to serve and promote the planned urban development called for in adopted local comprehensive plans through timely improvements to the transportation system.

The RTP Update is based on the regional 2005 forecast of employment growth cited in Goal 2. Commercial traffic

projections were included in the travel demand the RTP is designed to serve, and the improvements identified in the plan update improve accessibility (Chapter 6) and facilitate the flow of goods and services so as to strengthen the overall economy of the region.

The Metro Council finds that this plan update complies with Goal 9.

Goal 10. To Provide for the Housing Needs of the Citizens of the State.

The provision of an adequate transportation infrastructure is necessary for the orderly development of residential land contained in adopted local comprehensive plans. The regional population growth forecast used to develop the RTP Update includes the assumption of housing provision needed to accommodate that population. In addition, the increased accessibility provided by the RTP Update furthers the intent of Goal 10 by expanding housing choice in relation to employment.

The Metro Council finds that this plan update complies with Goal 10.

Goal 11. Public Facilities and Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

The updated RTP provides the overall comprehensive framework whereby local jurisdictions, Oregon Department of Transportation and Tri-Met can implement needed transportation services in a planned, coordinated and cost-effective manner. This includes the identification of needed facilities and services based on evaluating their effectiveness and impacts in relation to serving the travel demand associated with the development anticipated in the adopted local comprehensive plans.

Chapter 8 of the RTP establishes both: a) the principle that local government Public Facilities Plans (PFPs) and comprehensive plans must be consistent with RTP policies and RTP required activities; and b) a process for local compliance. Local jurisdictions must plan their internal transportation system to make efficient use of the regional system. Improvements identified in the RTP must be included in local PFP and comprehensive plans unless a determination has been made that the project cannot satisfy all applicable statewide planning goal requirements. No transportation improvement in a PFP can receive federal funds unless it is consistent with the RTP. This ensures a

regional cost-effective transportation system consistent with statewide planning goals.

The type and location of regional transportation improvements needed to accommodate the growth envisioned in the regional forecast and land use plans are shown in Figures 5-1, 5-2 and 5-3 of the RTP.

Actual capital improvement programs and project implementation is completed at the local level. However, the RTP, in addition to regional project identification and preliminary evaluation of alternative means of meeting the projected travel demand, is a detailed transportation management plan that defines respective implementation roles and responsibilities.

The Metro Council finds that this plan update complies with Goal 11.

Goal 12. Transportation: To provide and encourage a safe, convenient and economic transportation system.

The adoption of the RTP Update establishes the region's comprehensive transportation plan based on an assessment of alternatives designed to meet the region's transportation needs required by Goal 12. The major policy goals embodied in the RTP Update are to (1) provide adequate mobility (safe and convenient) at a reasonable total cost (economic), with as little environmental impact as practicable.

The RTP Update is based on an inventory of local, regional and state transportation needs developed and evaluated through a detailed and coordinated process. In addition, the RTP Update has been coordinated with affected jurisdictions and agencies and has been reviewed by local governments for consistency with adopted plans.

As a result, the improvements identified in the RTP Update represent a coordinated, balanced strategy chosen after vigorous local and regional review of possible alternatives and include all modes of investment: highway, transit and demand management actions. Existing facilities and rights of way have been utilized for most facility improvements identified in the RTP.

The Metro Council finds that this plan update complies with Goal 12.

Goal 13. Energy Conservation: To conserve energy.

The implementation of the balanced transportation system design and the improvements called for in the RTP (highway,

transit and demand management elements) will decrease fuel consumption by six percent (6%) over levels expected without the plan (Chapter 6).

The Metro Council finds that the Regional Transportation Plan Update complies with Goal 13.

Goal 14. To Provide for an Orderly and Efficient Transition from Rural to Urban Land Use.

Efficient provision of transportation services is essential if the planned urbanization of land within the UGB is to occur. The updated RTP responds to the requirements of Goal 14 by assuring that land set aside in the region for urban uses can be developed for such uses in a timely and orderly way. Goals 1 through 3 of the RTP assure that mobility in the region will be enhanced in an economically and environmentally feasible manner. The basis for assessing travel demand, and hence for targeting improvements consistent with the goals of the RTP, is the development of population and employment projections which assign growth to all lands within the UGB. This growth allocation, coupled with existing travel demand, was used to develop an RTP which systematically and comprehensively addresses the present and future transportation needs of the developing urban region within the UGB. The result of this planning process is a plan designed to further the efficient development of urban lands, as envisioned by Goal 14.

The acknowledged UGB is intended to manage the transition from urban to rural land uses, and to promote urbanization inside the UGB in an orderly and efficient manner. The RTP is designed specifically to address the travel demand associated with the urban portion of the region. Safeguards have been built into project definitions and the implementation mechanism for the RTP to assure that transportation improvements targeted to meet urban needs do not necessarily result in new pressures for either the expansion of the UGB or for new urban levels of development in rural areas (Chapters 5 and 8). The updated RTP does not directly affect rural lands except to the extent that identified facility improvements are later approved outside the UGB, after further evaluation and demonstration of compliance with Statewide Planning Goals.

No improvement projects outside the UGB will proceed until demonstrations of consistency with all applicable Statewide Planning Goals. For Goal 14, one or more of the following must be shown:

- 1) A record demonstrating compliance with goal 14 because the proposed facility does not convert rural land to urban uses;
- 2) Compliance with goal 14 by obtaining a UGB amendment; or
- 3) Justification for a "reasons" exception to goal 14.

Currently, work is proceeding towards developing findings for the proposed Westside Bypass in the Tualatin to Hillsboro Corridor, undertaken according to an intergovernmental agreement between Metro and Washington County (see Attachment C). Washington County will investigate these issues in detail. A similar process will be initiated for any project alternative located outside the UGB.

This process is consistent with the process outlined in Chapter 8 of the RTP which guides the implementation of the RTP and requires demonstrations of goal compliance prior to project implementation. The RTP Update provisions are contingent upon local action to include proposed improvements in the local comprehensive plan. The local action must be taken in conjunction with appropriate goal findings, before the identified project may proceed. If it is determined that any proposed improvement cannot comply with an affected goal, the RTP will be amended as needed to account for that action. In addition, Chapter 8 of the RTP Update identifies those situations where RTP policies and/or system elements would change as the result of a no-build decision based on the inability to ensure goal compliance.

The Metro Council finds that this plan update complies with Goal 14.

Goal 15. Willamette River Greenway.

The updated RTP does not directly affect this resource, although inasmuch as the implementation of some portions of the improvements identified as needed in the plan update may impact this resource, the plan can indirectly affect it. However, the RTP Update capital elements are contingent upon local action to include proposed improvements in the affected local comprehensive plan, in conjunction with appropriate goal findings, before the RTP decision becomes final. If it is determined that the RTP system element or proposed improvement cannot comply with the affected goal at the time a final land use action is taken, the RTP will be amended as needed to account for that action. In addition,

Chapter 8 of the RTP Update identifies those specific situations where RTP policies and/or system elements would change as the result of a no-build decision based on the inability to ensure goal compliance.

The Metro Council finds that this Regional Transportation Plan Update complies with Goal 15.

Goals 16 through 19.

The Metro Council finds that these goals do not apply to the 1989 RTP Update.

6. The Regional Transportation Plan Update is consistent with Metro's Land Use Planning Goals and Objectives adopted by CRAG and still in effect.

The Metro Council finds that the following Goals and Objectives from Metro's Regional Land Use Planning Goals and Objectives are applicable to the Regional Transportation Plan Update:

"GOAL 1 - LAND DEVELOPMENT: Land uses and public facilities, utilities and services shall be planned to foster:

1. diversity and improvement of the economy of the region, especially in geographic areas that have long-term unemployment;"

Chapter 5 of the updated RTP describes specific improvements to the transportation system that will improve access to existing employment opportunities and developing areas, including those geographic areas that have long-term unemployment.

See also Statewide Goal 9 Finding above.

- "2. housing choice for the region's residents;"

See Statewide Goal 10 Finding above.

- "3. sufficient land for the recreation needs of the region's residents and visitors;"

See Statewide Goal 8 Finding above.

- "4. a safe, convenient, efficient and economic transportation system;"

The updated RTP represents Metro's functional plan for transportation to implement Objective 4.

See also Statewide Goal 12 Finding above.

"5. orderly development of land within the urban areas, within governmental fiscal capabilities and optimal use of existing facilities, utilities and services;"

Orderly and efficient development of land within urban areas is enhanced by the regional planning of public facilities and services. Transportation planning is Metro's statutory responsibility. This RTP Update helps avoid duplication of local planning and coordinates with local Public Facilities, Comprehensive and implementation plans (ODOT 6-Year Plan, Tri-Met TDP).

See also Statewide Goals 2 and 11 Findings above.

"6. orderly development of non-urban lands, within governmental fiscal capabilities and optimal use of existing facilities, utilities and services;"

The RTP Update provides for improved access to existing and planned urban land uses and facilitates their orderly and timely development, minimizing demand for additional rural lands for non-rural uses.

See also Statewide Goal 14 Finding above.

"7. energy conservation."

See Statewide Goal 13 Finding above.

"GOAL II - LAND PRESERVATION OR CONSERVATION:

Land uses and public facilities, utilities and services shall be planned to:

1. preserve and maintain agricultural land for farm use;

See Statewide Goal 3 Finding above.

2. conserve forest land for forest uses;

See Statewide Goal 4 Finding above.

3. preserve or conserve mineral and aggregate resources;"

The updated RTP does not directly affect this resource, although inasmuch as the implementation of some portions of the improvements identified as needed in the plan update may impact this resource, the plan can indirectly affect it. However, the RTP Update capital elements are contingent upon local action to include proposed improvements in the affected local comprehensive plan, in conjunction with appropriate goal findings, before the RTP decision becomes final. If it is determined that the RTP system element or proposed improvement cannot comply with the affected goal at the time a final land use action is taken, the RTP will be amended as needed to account for that action. Chapter 8 of the RTP Update identifies those specific situations where RTP policies and/or system elements would change as the result of a no-build decision based on the inability to ensure goal compliance.

4. preserve or conserve open space, natural, fragile, historic and scenic areas;

See Statewide Goal 5 Finding above.

5. maintain and improve the quality of air, water and land resources;

See Statewide Goal 6 Finding above.

6. protect life and property from natural disasters and hazards."

See Statewide Goal 7 Finding above.

"GOAL III - INTEGRATION OF LAND DEVELOPMENT, PRESERVATION AND CONSERVATION:

The varied interests of development, preservation and conservation shall be integrated through (1) a citizen involvement program that provides opportunity for citizens to participate in all phases of the planning process to impart, for consideration, the public's concerns; (2) a land use planning process and policy framework assuring an adequate factual base for land use decisions and actions; and (3) regional planning based on the following objectives:

"GOAL III; OBJECTIVE I - CITIZEN INVOLVEMENT"

There was an extensive citizen involvement program through local government representatives and citizen groups

consistent with established practice and described in the Statewide Goal Findings for Statewide Goal 1, above.

"OBJECTIVE II - PLANNING PROCESSES
SECTION 1, SUBSTANTIVE OBJECTIVES

- a. Process and Policy. A planning process and policy framework shall be established and utilized as a basis for all regional decisions and actions related to the use of land and to assure an adequate factual basis for such decisions and actions. The regional planning process shall include consideration of local comprehensive plans in preparing the regional plan."

The updated RTP is a policy framework for regional transportation facility and service decisions and helps assure an adequate factual basis for such decisions. See RTP Goals and Objectives (Chapter 1), and System Performance Evaluations (Chapters 3 and 6). As indicated in the response to Metro GOAL III above, policy and technical representatives from the region's local governments participated in the development of the RTP Update to assure consideration of local comprehensive plans. See also Statewide Goal 2 Findings above.

- b. Plan Documents. Plan documents shall be developed which contain: an identification of regional issues and problems; necessary inventories and other factual information for applicable regional planning elements; policy choices; necessary maps indicating planned land uses; and an evaluation of alternative courses of action, taking into consideration social, economic, energy and environmental consequences."

The RTP Update contains the compilation of regional transportation planning decisions, recommendations, and identification of outstanding issues from a series of major planning studies and other analyses completed since the last update and based on the latest available data. All of the current elements of the updated RTP are consistent with the objective of developing sufficient plan documents.

See also Statewide Goal 2 Finding above.

- c. Application of Goals and Objectives.
The Board of Directors finds that conformity with the Goals and Objectives

throughout the region is best assured by development and administration of a regional plan which clarifies and implements the Goals and Objectives and by compliance with such plan by local jurisdictions in the region. Therefore, the Goals and Objectives shall constitute requirements to which CRAG must conform its Regional Plan and local compliance with the Regional Plan and each of its elements shall constitute conformance by local jurisdictions to the Goals and Objectives."

The updated RTP is the regional plan for transportation facilities and services that is envisioned by this Objective. Chapter 8 describes the revised and improved process of consistency embodied in the updated RTP.

- d. Plan Elements. The Regional Plan shall be developed and administered incrementally in elements and all adopted elements together shall constitute the Regional Plan. The Objectives on Citizen Involvement and Planning Processes shall apply only to CRAG and to the processes used in developing each element of the Regional Plan. All other Objectives shall be implemented through Plan elements. Each element shall implement and conform to certain Objectives designated in the element. When local plans conform to a Regional Plan element, they shall also be deemed to comply with the Objectives designated in that element. Each element of the Regional Plan shall be adopted by rule and such rules shall provide for implementation of each element as deemed necessary to assure conformity throughout the region."

The updated RTP constitutes one of the elements of the overall Regional Plan, consistent with this objective.

"OBJECTIVE II - PLANNING PROCESSES

SECTION 2, PROCEDURAL OBJECTIVES"

There was an extensive citizen involvement program through local government representatives and citizen groups and a process for coordination and consistency as described in the Goal Findings for Statewide Goals 1 and 2, above. The updated RTP (Chapter 8) contains a specific process for notice, hearing, review and comment. The adoption process for the RTP Update was conducted according to the Metro decision-making process including approval by TPAC, JPACT,

Metro Council Intergovernmental Relations Committee, a public hearing on January 24, 1989, and adoption by Council. This update fulfills the periodic review process embodied in Chapter 8 of the RTP in accordance with Section 2.d. of the Metro Objectives.

"OBJECTIVE III - AIR, WATER AND LAND RESOURCES QUALITY"

See Statewide Goal 6 above.

"OBJECTIVE IV - ENERGY CONSERVATION"

See Metro Goal III above.

"OBJECTIVE VI - HOUSING"

See Statewide Goal 10 Finding above.

"OBJECTIVE VII - ECONOMIC DEVELOPMENT"

See Statewide Goal 9 above.

"OBJECTIVE VIII - TRANSPORTATION"

The preparation and adoption of the RTP Update is the specific implementing activity for fulfillment of Objective VIII.

See Statewide Goal 12 Finding above.

"OBJECTIVE IX - PUBLIC FACILITIES AND SERVICES"

See Statewide Goals 11 and 12 above.

"OBJECTIVE X - RECREATION, OPEN SPACE AND HISTORIC AREAS"

See Statewide Goals 5 and 8 above.

JAG:mk

Attachment

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01-30-89

ATTACHMENT B, EXHIBIT 1

The following exhibit contains a summary of the substantive comments received as a result of the public and jurisdictional review and comment process, staff responses and recommended changes approved by TPAC (if any) to the draft RTP Update.

Summary of Comments, Staff Responses and Recommended Actions as a Result of Testimony Received at the RTP Update Public Hearing Before the Metro Council Intergovernmental Relations Committee held on January 24, 1989 at Metro Center, 2000 S.W. First Avenue, Portland, Oregon. Synopsis of Public Testimony Heard at the Public Hearing.

Comment No. 1:

The downtown Portland to Vancouver LRT line should be accelerated into the 10-year priority category.

Response:

The RTP Update currently identifies the Westside LRT as the region's highest LRT priority for use of federal (Section 3) funds. Under federal rules, only one LRT corridor at a time may proceed using these funds. The next highest priority for use of federal (Section 3) funding identified in the RTP Update is the Milwaukie LRT. Since it is unrealistic to assume that the region can afford to proceed with LRT alternative analyses and construction activities without the use of these federal monies (the I-205 corridor presents a unique situation in that the money previously designated for bus-lane construction can be also used for LRT alternatives analysis), in order to accelerate the northern LRT corridor, the Milwaukie corridor would need to be delayed.

Further, analysis on the northern corridor will, however, continue under the RTP Update process. An evaluation of a logical extension of the LRT into Clark County north of Vancouver may be evaluated as part of the LRT efforts described in the Outstanding Issues section of the RTP Update (Chapter 8).

Recommended Action:

No change to the RTP Update required at this time.

Comment No. 2:

A privately-funded effort to conduct preliminary engineering, coordinate a public involvement program and produce an Environmental Impact Statement (EIS) for an improvement to provide northbound ramp access from I-5 to N. Kerby Street should be included in the RTP Update.

Response:

In addition to the Public Hearing testimony, Metro staff has received letters supporting the inclusion of such an improvement in the RTP from the City of Portland and ODOT.

Recommended Action:

The RTP Update should be amended as follows:

Chapter 5 (page 5-6): under 10-year priorities for "increasing access..." add

- performing a privately funded preliminary engineering study and environmental impact statement process to assess the need, feasibility and impact on operations (freeway and surface streets), as well as requirements of the Oregon

Transportation Commission's interchange policy as it relates to a possible new off-ramp connection between I-5 North and N. Kerby Avenue.

Chapter 8 (page 8-26): as Outstanding Issue No. 22

22. I-5 North/N. Kerby Avenue Off-Ramp -- based on the results of the privately funded studies called for in Chapter 5 of the plan, determine if sufficient justification exists for the project to pursue further planning and public involvement efforts (such as an EIS).

Comment No. 3:

No third bridge/freeway connection through Forest Park from Clark County to the Sunset Highway should be constructed.

Response:

This issue is related to the nature and demand of travel between Oregon and Washington across the Columbia River, and needs to be addressed as part of a long-range assessment of the overall transportation system serving that demand.

Recommended Action:

It is recommended that the RTP Update language in Chapter 8, Outstanding Issue No. 3 be revised to conform to the TPAC-adopted position on the proposed Bi-State Study effort as follows:

3. Bi-State Transportation Study -- In conjunction with the Bi-State Policy Advisory Committee, Metro will participate in a study designed to address the concerns that have been raised regarding future capacity deficiencies across the Columbia River between Portland and Clark County, Washington. ~~Several proposals have been suggested to address this issue, including:--LRT in the I-5 Corridor (to Vancouver); a possible extension of the proposed Westside Bypass north to Clark County; and a possible new bridge in the vicinity of Troutdale and Camas.~~ Metro, in cooperation with Oregon and Washington jurisdictions, will undertake a preliminary evaluation of 2010 travel demands and seek jurisdictional and public input on the issues.

Comment No. 4:

The scope of the improvements planned for 216th/219th (Tualatin Valley (T.V.) Highway - Sunset) be limited to 3-5 lanes and not be upgraded to a freeway design due to the negative impacts on the city of Hillsboro.

Response:

The RTP Update identifies a 3-5 lane improvement on 216th/219th recommended widening as part of the adopted Southwest Corridor Study. Chapter 8, Outstanding Issue No. 7 recognizes that a recommendation concerning a freeway versus arterial design will be forthcoming as a result of preliminary engineering on the third phase of the Tualatin-Hillsboro Corridor facility. A decision to upgrade the project scope to a freeway design would require an amendment to the RTP, and the impacts of such a design would be publicly evaluated at that time.

Recommended Action:

No change required to RTP Update at this time.

Comment No. 5:

If an Interstate Freeway connection between Clark County and Clackamas County through Washington County is planned, it should not be located along 216th/219th but rather west of Hillsboro to avoid bisecting the city of Hillsboro with a freeway.

Response:

As part of the Southwest Corridor Study, a corridor alignment west of 216th/219th was evaluated for the limited access arterial connection between I-5 and the Sunset Highway. This examination produced a recommendation to not include such an alignment in the final corridor recommendation due to the fact that the level of usage of an alignment west of Hillsboro did not meet the project objectives and did not serve demand well enough to be considered further.

If, as a result of future studies, a facility connecting Tualatin and Clark County in the western portion of the region is considered, corridor alternatives west of Hillsboro should be evaluated as part of that process.

Recommended Action:

No change required to RTP Update at this time.

Comment No. 6:

A different alignment for the Westside LRT should be chosen to: a) follow Barbur Boulevard, Beaverton-Hillsdale Highway and Tualatin Valley Highway to better serve established businesses; b) use a tunnel to exit downtown Portland rather than the surface alignment to provide for increased travel time savings.

Response:

Tri-Met sponsored examinations of: a) four alignments for the Sunset LRT west of Beaverton (including T.V. Highway);

and b) tunnel options for exiting downtown Portland are now underway. If, as a result of these processes, decisions are reached that require a change in the RTP Update depiction of the preferred Sunset LRT alignment, amendments to the RTP will be proposed at that time.

The Barbur Boulevard/Beaverton-Hillsdale Highway alignment option between downtown Portland and Beaverton was thoroughly examined as part of the original Westside Corridor DEIS process. It was decided through that process that the Barbur/Beaverton-Hillsdale alignment did not adequately meet the project objectives and entailed significant fiscal and environmental impacts. As a result, it was dropped from further consideration.

Recommended Action:

No change required to RTP Update at this time.

Comment No. 7:

The RTP Update contains an inappropriate emphasis on highway projects and does not adequately emphasize the role of transitways (light rail and railbus) in solving the region's transportation problems.

Response:

The RTP Update represents a balanced system of modes, including highways, transit (both bus service and LRT), and demand management activities. Each appropriate alternative was evaluated in the development of the improvement identified in the plan as needed to meet the region's travel needs. In corridors where fixed-guideway transit investments such as LRT and railbus offered a possible solution to the identified problems, they were evaluated along with other types of potential solutions. The RTP Update sets forth an aggressive pursuit of regional LRT lines in those corridors where analysis has shown such an investment to be warranted.

Recommended Action:

No change required to RTP Update at this time.

SYNOPSIS OF PUBLIC TESTIMONY HEARD BY THE
METROPOLITAN SERVICE DISTRICT INTERGOVERNMENTAL RELATIONS
COMMITTEE, JANUARY 24, 1989,
REGARDING ORDINANCE NO. 89-282:
FOR THE PURPOSE OF UPDATING THE ADOPTED METROPOLITAN SERVICE
DISTRICT REGIONAL TRANSPORTATION PLAN

Chair Gardner opened the public hearing on Ordinance No. 89-282. Fifteen persons representing neighborhood associations, citizens' groups, the Oregon Department of Transportation (ODOT), local jurisdictions, businesses and the handicapped testified:

Commissioner Earl Blumenauer, City of Portland described the process as cooperative and the Plan as a "regional success." He said the City of Portland is in agreement with emphasis on the Sunset Light Rail and continued improvement of mass transit and the coordination of transportation planning with land use planning. Commissioner Earl Blumenauer also asked that an Emanuel Hospital Ramp be added to the list of "Outstanding Issues" contained in Chapter 8 of the Plan.

Michael Wert, Project Manager, CH2M HILL, representing Healthlink, requested a ramp from I-5 to Kerby Avenue in the area of Emanuel Hospital be included in the Plan. Ms. Wert requested the RTP include the project through the preliminary engineering stage, public involvement program and preparation of an environmental impact study; after which, Ms. Wert said she would request Metro evaluate and determine whether to move forward on construction of the project.

Ellen Vanderslice, Transportation Committee, Northwest District Association, testified in support of the Westside Light Rail project and coordinating land use goals with transportation planning goals.

Chris Wrench, Northwest District Association, requested assigning a higher priority to a light rail line between Portland and Vancouver, Washington.

Ken McFarling, 7417 S. E. 20th Avenue, Portland, Oregon, said the proposed alignment of the Westside Light Rail was "unacceptably circuitous" and recommended a direct subterranean line between the line's contemplated west portal and the Tualatin Valley at a point near S.W. 20th and Yamhill Streets would be much shorter and allow swifter service.

Jim Howell, Portland Association of Railway Passengers, said the RTP was not a comprehensive plan for the future of the region. He said the Plan was a compilation of "pet highway projects" and recommended more public transit projects.

Douglas Bartley, Portland Earth First, said he criticized a major assumption upon which the RTP was based in that promotion of economic development was desirable and it was necessary to accommodate growth. Mr. Bartley said the RTP was a list of "pet projects and technologies"

which were "largely outmoded" and urged the District to consider other alternatives. He also questioned whether the Tualatin/Hillsboro Corridor was in harmony with land use planning for that area.

Ray Polani, Citizens for Better Transit, said areas included in the Southwest and Sunrise Corridor were outside the Urban Growth Boundary and questioned if Urban Growth Boundary goals were to preserve prime agricultural land and fully develop urban land, should such projects be included in the RTP. He supported more public transit, specifically, rail transit and recommended extending light rail in Northeast Portland from Gateway to the Portland International Airport, and building light rail corridors, in the near future, to Vancouver, Washington and in Southwest Portland along Barbur Boulevard to Tigard. He said the District should acquire existing rail lines which were for sale in the Portland area. Mr. Polani also said the Citizens for Better Transit opposed spending money on the Bi-State Study of additional bridges linking Oregon and Clark County and that his group would present a resolution during the current State Legislative session to obtain a constitutional amendment to allow motor vehicle fuel taxes and registration fees to be spent on rail capital transportation projects.

Charles L. Noble, Hillsboro, Oregon, said he supported widening and upgrading roads associated with the Westside Bypass Project. Mr. Noble said while he supported an upgrade of area roads to surface roads, he would not support an interstate highway through the Hillsboro area. Mr. Noble strongly suggested if a decision were made to construct an interstate highway in the area, it should be aligned in such a way to form a beltline around the Hillsboro community.

George Rueff, 10119 N. E. Alton, Portland, Oregon, said public transportation was needed for handicapped people and should be upgraded. Mr. Rueff also said he supported a merger of Metro and Tri-Met.

Lewis K. Moller, 4464 S. W. Lakeview Boulevard, Lake Oswego, Oregon, said transportation projects should facilitate current development and infill of urban areas. He suggested the Southwest area light rail lines be combined and aligned with high density areas to maximize ridership and cost efficiency. Mr. Moller said the Westside Light Rail would require people to retrain their commuting habits, and the success of the Banfield Light Rail System was largely due to its visibility and existing parallelism to a current corridor. He said the Westside Light Rail Project was lacking in feeders, arterials, bus routes and parking structures to support the rail system. Mr. Moller said, overall, he supported the transportation planning efforts and encouraged exploration of alternative approaches.

Frank Angelo, Principal Planner, Washington County Planning Division, urged the Committee to recommend the Council adopt the RTP. Mr. Angelo said the Plan was an example of regional cooperation and consistent with the Washington County Transportation Plan. He noted he was a

member of the Transportation Policy Advisory Committee (TPAC) which had recommended JPACT and the Metro Council adopt the Plan. He also pointed out the Plan emphasized rail transit and described that emphasis as a "creative step." Mr. Angelo said the RTP recognized and differentiated the needs of the developed and developing areas of the region and proposed projects accordingly to satisfy those needs and established a prioritization scheme for projects to allocate resources.

Ted Spence, Regional Program Coordinator, Oregon Department of Transportation, spoke in support of the RTP update. Mr. Spence said he thought areas of the Plan that demonstrated outstanding technical quality were: economic and population forecasts, traffic modeling and analysis, the cooperative process which included other agencies and meaningful public involvement and the Plan substance. Mr. Spence said the Plan generally meets the forecasted need and the service level of the Plan, if implemented, would be very good. He said the balance of transit and roads was also good, and the Plan supported the local land uses. He also said quality of life issues such as air quality were addressed in the Plan, it was a good basis for the community to go to the Legislature to request more funding for roads and transit.

William Jones, Vice President, North Portland Citizens Council, said the RTP ignored severe traffic congestion in the North Portland area caused by commuters to and from Washington. Mr. Jones said metering devices installed on Interstate 5 ramps would be obsolete by 1995, and the RTP should address that issue. Mr. Jones suggested light rail connecting Portland and Vancouver should be a higher priority than the Westside Light Rail. He also noted light rail between Portland and Vancouver would be funded by two states.

Harold Henning, 11800 S. E. Flavel, Portland, Oregon, said the District should aggressively pursue federal funding, and divert highway project funding in order to fund transit projects. He criticized the allocation formulas because their basis is population rather than miles of land.

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CITY OF
PORTLAND, OREGON
DEPARTMENT OF PUBLIC WORKS

Earl Blumenauer, Commissioner
1220 S.W. 5th Avenue, Room 407
Portland, Oregon 97204
(503) 248-5577

24 January 1989

Members of the Metro Council
c/o Mike Ragsdale, Presiding Officer
Metropolitan Service District
2000 SW First Avenue
Portland, OR 97201-5398

Honorable Council Members:

On behalf of the City of Portland and the Portland City Council, I want to thank you for the opportunity to comment on the November, 1988 Review Draft, 1988 Regional Transportation Plan Update. We appreciate the hard work and effort, as well as the cooperation between the local jurisdictions and transportation agencies, that went into the update.

The purpose of this letter is to emphasize our support for the transportation package contained in the updated RTP, particularly those elements we feel are critical to the region and the City of Portland. In addition, we would like to request that an additional project (outlined below) be added to the list of projects. We look forward to the adoption of the RTP and also to working with Metro towards its ultimate implementation.

The City of Portland supports for inclusion in the RTP those projects developed through the Joint Policy Advisory Committee on Transportation (JPACT). The regional highway project priorities reflect needed highway improvements, which together with transit improvements, will be required to provide an adequate level of service on the region's transportation system.

For the City of Portland, the transportation program identified in the RTP is critical in order that our combined economic development and transportation objectives are met. The projects contained within the updated RTP allow for continued growth in the downtown and will help realize the full potential of anticipated Oregon Convention Center development and related activities. Road and highway improvements identified for the Columbia South Shore (Marine Drive, Airport Way, improvements to I-5 and I-205) are essential for that area to realize a potential for up to 20,000 new jobs over the next 20 years. We also support the program for arterial improvements and recommendations for regional consensus and cooperation in seeking additional federal, state, and local funds for arterial improvements. In addition to network operational and capacity benefits, arterial improvements improve safety and enhance neighborhood liveability by reducing demand on local streets.

Regional Rail Program

The City of Portland would like to reiterate our support for the region's priority light rail transit corridor, the Sunset LRT. In addition to providing major trunk service between downtown Portland and central Washington County, and thus helping reduce demand on the Sunset Highway, the Sunset LRT will provide a vital next step towards a regional rail network. The network is identified in the RTP as necessary to accommodate this region's transit needs to the Year 2010.

The City of Portland supports adoption of the regional transitway system identified in the updated RTP (Figure 4-5). We also support developing an overall strategy which implements light rail in each of the corridors. The strategy should implement light rail in a timely manner to maximize the benefits to the transportation system, to channel economic development and improve neighborhood liveability. Timeliness is necessary because the westside needs rail today, yet actual operations may be up to ten years away. Other areas of development such as Kruse Way should not have to wait another ten years beyond that.

To develop a comprehensive strategy to ensure the implementation of rail corridors, requires a cooperative effort between Tri-Met, Metro, and local jurisdictions. The program must include public information and participation and the technical work necessary to advance the LRT corridors into alternatives analysis. Other significant results of the program would be organized public interest and support for a regional rail program and a financial plan for implementation. We suggest that the Regional Rail Agenda be included as part of Chapter 8, Section B.6., Transitway Implementation.

Emanuel Hospital Ramp

The City of Portland proposes the Emanuel Hospital Ramp be added to the list of Outstanding Issues identified in Chapter 8, Section G of the updated RTP.

Healthlink representing Emanuel Hospital has requested the City to sponsor their proposal to study a new exit from I-5 northbound to N. Kerby Street, and to place this project in the Regional Transportation Plan. The City, in agreeing to sponsor this project, does so on the condition that the project be limited to a preliminary engineering study that is totally funded by Healthlink. After the study has been completed, the City and the region would review the advantages, disadvantages and other public concerns to determine whether to support construction of the project. The City would also expect that if the ramp were approved for construction that the engineering/construction cost would not be an additional public cost to the region, but would be privately funded.

24 January 1989
Page 3

Statewide Planning Goal Consistency

Finally, the City of Portland supports the recommendations contained in Chapter 8, Section E of the updated RTP calling for consistency between significant transportation projects and statewide planning goals. We agree it is important to identify the planning context for transportation improvements and to identify the timing and nature of applicable land use decisions associated with those improvements. Doing so establishes clear and appropriate opportunities for public comment and appeal. We look forward to working with Metro to establish such consistency through the RTP and the City's Transportation Element of the Public Facilities Plan.

Again, thank you for the opportunity to comment on the Review Draft of the 1988 RTP Update.

Sincerely,



Earl Blumenauer
Commissioner of Public Works

EB:MH:db

cc: Mayor Bud Clark
Commissioner Dick Bogle
Commissioner Bob Koch
Commissioner Mike Lindberg



Portland Office

January 24, 1989

PDX24570.B0

Intergovernmental Relations Committee
Metro Center
2000 S.W. First Avenue
Portland, Oregon 97201

Subject: Regional Transportation Plan Update

Healthlink, in coordination with other businesses in North-east Portland, would like to investigate the possibility of improved access from Interstate 5 into the Northeast area. It is proposed that this investigation be privately funded to determine whether the need, benefits, and feasibility of the project exist.

Prior to this expenditure of funds, however, Healthlink requests that the project be included in the Regional Transportation Plan to indicate the concurrence of responsible and affected regional agencies that this project has merit and should be further studied. It is proposed that this project be taken through conceptual design, development of alternatives, a formal public involvement program and an environmental impact statement (EIS) to develop sufficient information to determine whether the project should be constructed.

This proposal has been discussed with ODOT and City of Portland staff. Letters have been submitted to Metro from both organizations supporting the request, with certain conditions (copies attached). The majority of these conditions will be addressed through the proposed program. Upon completion of the DEIS, a decision by affected agencies will be made to determine whether the project goes forward or not.

This request does not require expenditure of public funds. All studies leading to a decision on whether to construct the project or not will be paid for by private funds. At the conclusion of these studies, total project cost,

Intergovernmental Relations Committee
Page 2
January 24, 1989
PDX24570.B0

feasibility, and public support will be identified to guide the decision of whether to proceed with the project. Inclusion of this project in text discussion on the desirability of private financing of public projects, and recognition of this as a project approved through completion of environmental documents would give the assurance needed to expend private monies to undertake the studies.

Attached is a brief background paper on the proposed project. This project has the support of staff of the City of Portland and ODOT through the EIS, and we respectfully request that it be included in this update of the Regional Transportation Plan.

Sincerely,



Michal Wert
Project Manager

Attachments

Department of Transportation
HIGHWAY DIVISION

Region 1

9002 SE McLOUGHLIN BLVD., MILWAUKIE, OREGON 97222 PHONE 653-3090
July 7, 1988

In Reply Refer to
File No.:

MICHAL WERT, Project Manager
CH2M Hill
2020 S.W. Fourth Ave., Second Floor
Portland, OR 97201

626-1977

Subject: Kerby Ave. Off-Ramp
Pacific Highway (I-5)

In reference to our discussions concerning the proposed Emanuel Hospital/Kerby Avenue off-ramp, I have developed the following guidelines that the project should meet for inclusion in our Six-Year Highway Improvement Program:


1. Should have a defined purpose, demonstrated need, and public benefit.
2. Full private or local funding commitment for all phases of engineering, right-of-way acquisition, and construction.
3. Demonstrates that the project has local government support, is consistent with local transportation plans, and included in Metro's Regional Transportation Plan (RTP).
4. The proposed project would be conditioned to conform with State and federal design standards (consistent with this section of interstate freeway), allows the freeway to continue operation at an acceptable level of service and causes no deterioration in the operation of the freeway. Project would be subject to State and federal approvals of the draft and final environmental documents.

After the project has received local government support and is included in the RTP, we will request the project be included in the new Six-Year Program conditioned that the design and operation will not adversely affect the freeway. Currently,



the project is in the "Considered" section of the June version of our proposed Six-Year Program. The final version of this document will be approved by the Oregon Transportation Commission in August.

If you have any questions concerning these steps which generally are in your prospectus, please feel free to call me.



JAMES D. McCLURE, P.E.
Project Development Engineer

JDM:po

cc: Steve Dotterrer - City of Portland
Andy Cotugno - Metro
Rick Kuehn
Ted Spence
Jef Kaiser
Mark Beeson
Bob Pool



CITY OF
PORTLAND, OREGON
OFFICE OF TRANSPORTATION

Earl Blumenauer, Commissioner
Felicia Trader, Director
1120 S.W. Fifth Avenue
Suite 702
Portland, Oregon 97204-1957
(503) 796-7016

29 August 1988

Andrew Cotugno
Director of Transportation Planning
METRO
2000 SW 1st
Portland, OR 97201-5398

SUBJECT: TIP Amendment for the Proposed Emanuel I-5 Freeway Exit

Healthlink and their consultant CH2M-Hill have asked the City of Portland to request on their behalf an amendment to the TIP to include a proposed exit Ramp from I-5 northbound to N. Kirby. The limits of the project I-5 to N. Kirby are shown on the attached map. Healthlink has proposed to privately fund the environmental review of the proposed 2.1 million dollar project.

The Oregon Department of Transportation has reviewed Healthlink's request for an exit ramp for public funding. The Six Year Plan included it in the considered section. However, ODOT has not objected to amending the Six Year Plan to include the project if it receives local government support and meets four conditions:

1. Should have a defined purpose, demonstrated need, and public benefit.
2. Full private or local funding commitment for all phases of engineering, right-of-way acquisition, and construction.
3. Demonstrates that the project has local government support, is consistent with local transportation plans, and included in Metro's Regional Transportation Plan (RTP).
4. The proposed project would be conditioned to conform with State and federal design standards (consistent with this section of interstate freeway), allows the freeway to continue operation at an acceptable level of service and causes no deterioration in the operation of the freeway. Project would be subject to State and federal approvals of the draft and final environmental documents.

The City of Portland requests Metro to amend the TIP in order to demonstrate compliance with the RTP as required by ODOT.

29 August 1988

Page 2

SUBJECT: TIP Amendment for the Proposed Emanuel I-5 Freeway Exit

This TIP amendment is needed to allow CH2M Hill to proceed with preliminary engineering and environmental assessment studies which will determine the feasibility of this economic development project.

If you have questions call Greg Jones at 796-7733.

Sincerely,



Steve Dotterer
Chief Planner
Office of Transportation

FLT:GJ:db

cc: Michael Wert, CH2M Hill
Jim McClure, ODOT

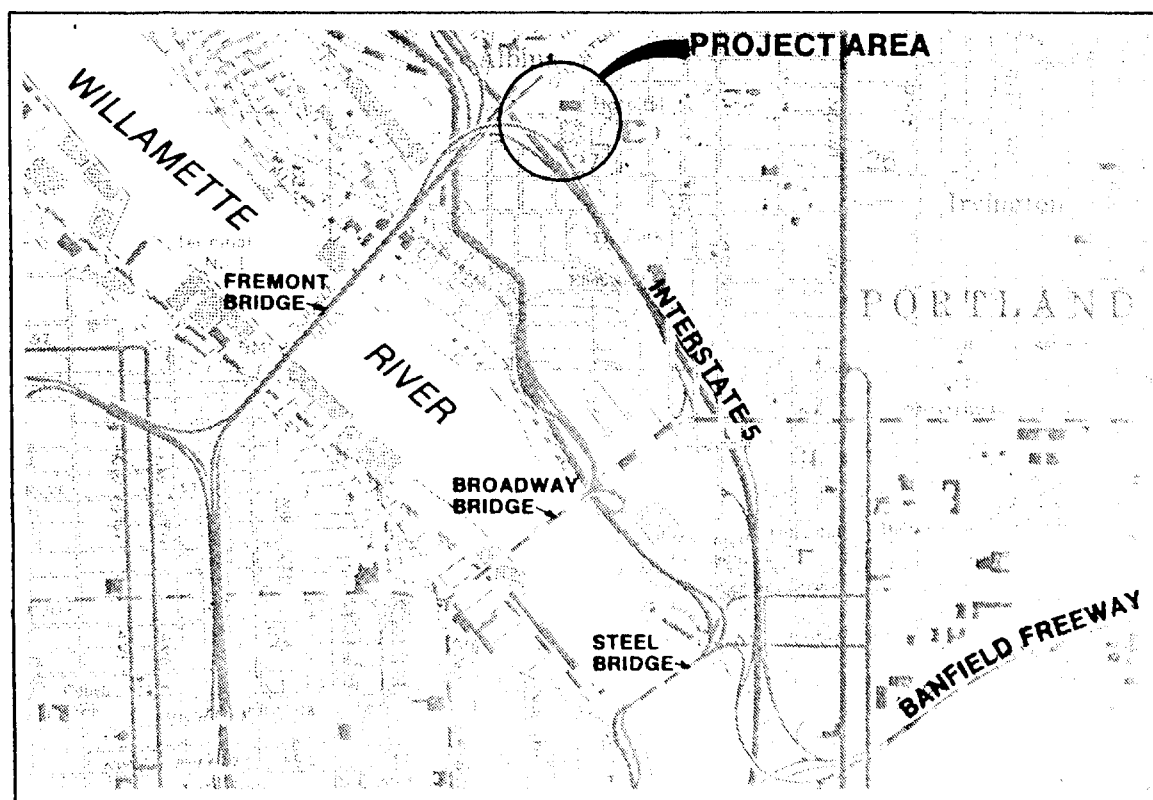
NORTHEAST PORTLAND ACCESS STUDY

INTRODUCTION

When Interstate 405 (I-405) was constructed, the design plans included an off-ramp from northbound Interstate 5 (I-5) connecting with Fremont Avenue at Gantenbein Street. This ramp would have provided direct access into Portland's Northeast residential areas and, by its connection with N.E. Fremont Street, would have resulted in a substantial increase in traffic volumes.

The proposed ramp was strongly opposed by Northeast neighborhood groups because of their concern that it would permanently alter the character of N.E. Fremont Street and the surrounding residential areas. Partly because of this opposition, the northbound I-5 ramp was never constructed and the proposed ramp was stubbed at the freeway.

Although the I-5 ramp was never constructed, a stub exists that could provide a new off-ramp from I-5 northbound to the Kerby Street area. Several potential points of connection exist, some of which could resolve existing traffic hazards at the I-405 ramp and Kerby Street intersection. Because future development and opportunities in the Northeast area will be dependent upon adequate access, Healthlink would like to investigate the possibility of improved access to this area. Specifically, extension of the existing stub ramp from northbound I-5 to connect at Kerby Avenue would provide direct access to Northeast Portland. The area for a new ramp is indicated on the following figure.



NEED FOR THE PROJECT

Rapid growth has been occurring on the East side and in Northeast Portland over the past several years and substantial development is planned in the near term. Current proposals include:

- o The \$85 million Convention Center currently under construction and scheduled to open in September 1990
- o A \$55 million renovation and expansion for retail development at the Lloyd Center
- o Major expansion of the Nordstrom Store at Lloyd Center
- o A 70-block mixed use redevelopment proposed by Pacific Development
- o Planning for a 300+ acre urban renewal district which may include the Northeast area
- o A new state office building in the Lloyd Center area (one of two sites being considered)
- o Ongoing development at Healthlink Campuses, the largest non-governmental employer in the Portland Metropolitan Area

Other development ongoing or planned includes hotel and restaurant developments and renovations, and a new headquarters hotel in the early 1990s. Several roadway improvement projects are also underway to provide improved access to the Convention Center area. The primary access from I-5 will be at the Broadway-Weidler interchange. This I-5 access and the existing I-405 access at Kerby Avenue provide the primary points of access to the Northeast development and residential areas.

In 1987, the Oregon Department of Transportation (ODOT) conducted an engineering study to identify possible solutions to the congestion problems on I-5 between the Fremont and Banfield interchanges. This resulted in development of a multi-phase project. Phase I, which includes work in the vicinity of the Banfield Interchange, has been funded for construction and will be built in 1989. All of the remaining phases are beyond ODOT's current funding ability and may not be constructed in this century. Improving the Broadway/Weidler interchange was included in Phase II; however, that improvement will not occur in the foreseeable future. Access to Northeast Portland will continue to be through this increasingly congested interchange.

BILLIONS
 MILLIONS
 THOUSANDS
 HUNDREDS

87,000,000,000

FEDERAL HI-WAY BILL PASSED

1% is $\frac{1}{100}$

$$\begin{array}{r} 870,000,000 \text{ MILLION} \\ \hline 100 \overline{) 87,000,000,000 \text{ BILLION}} \\ \underline{800} \\ 700 \\ \underline{700} \\ 0 \end{array}$$

I WAS ADVISED AT TRANSPORTATION HEARING
 OREGON WAS TO GET 1% OF THE 87 BILLION.
 OREGONIAN SAYS OREGON GETS 147 MILLION.

$$\begin{array}{r} 1\% \text{ IS } 870,000,000 \text{ MILLION} \\ \text{OREGON GETTING} \rightarrow \underline{147,000,000} \text{ " } \\ 723,000,000 \text{ OREGON SHOULD GET} \\ 723 \text{ MILLION} \end{array}$$

WHY??

IF DIVIDED EQUALLY AMONG 50 STATES
 OREGON WOULD GET 1,750,000,000
 ONE BILLION 750 MILLION. WE HAVE MORE
 SQUARE MILES IN OREGON THAN SMALL STATES
 LIKE DELAWARE, NEW JERSEY, RHODE ISLAND OR
 CONNECTICUT AND MORE.

H.R. HENNING
 11800 S.E. Flavel St.
 Portland, OR 97266

Resources Planning Policy urged

by **MICHAEL C. HOUCK**

Your editorial "Keep eye on regional future" (Nov. 17, 1988) was on the mark but failed to identify one of the region's most pressing planning issues — the inventory, protection and management of natural resources.

There presently is no coherent metropolitan-wide policy regarding wetlands, riparian corridors, forested areas and other resources that cut across jurisdictional boundaries. The Metropolitan Service District should take on an active role in this arena — in cooperation with local jurisdictions and parks departments.

One immediate example of where such partnerships can work is the Regional Park Study, one component of which is mapping regionally significant natural areas.

The study is an excellent example of Metro's technical assistance and leadership in a cooperative effort with city and county parks departments and the public. Although the project initially was met with skepticism, there now seems to be a general agreement that the regional park study was a good idea and should continue as long as Metro's role is technical, advisory and supportive and that there is no perceived threat to jurisdictional "turf." By pooling resources, each park department can accomplish more than it could alone, and the residents of our region would benefit from the effort.

I believe that Metro may be a logical home for some regionally based natural-resource planning and management efforts, especially those relating directly to parks. There are models that could provide a blueprint for such a program.

The most successful one is England's Greater London Ecology Unit. The unit's director, David Goode, and his staff conduct inventories, write management plans and provide other technical assistance to 23 London boroughs as part of a regionally coordinated natural-resource strategy. This model should appeal to local jurisdictions because the Ecology Unit provides scientific expertise and advice; it owns no land and has no aspirations to take over existing borough programs.

Closer to home, the East Bay Regional Park District in the San Francisco Bay area recently put a bond measure before its Contra Costa and Alameda county constituents. Approximately 70 percent of the voters approved a \$225 million package, 75 percent of which will go to the district. This will give them more than \$168 million for management of 60,000 acres of existing natural areas and acquisition of an additional 30,000 acres.

Having worked on natural-resource issues in the Portland metropolitan area for seven years, I think that, if it were restricted to planning and management of natural resources, the public would support such a program.

The Portland metropolitan area is in desperate need of a program that is built on these successful models. Such an effort is essential if we are to protect the livability of the metropolitan environment, a goal that politicians, citizens and responsible business leaders claim they aspire to. This will remain a merely symbolic objective until Metro or an alternative regional planning agency provides the leadership and vision necessary to manage significant natural resources such as wetlands, riparian corridors and natural parks.

Michael C. Houck is urban naturalist for the Portland Audubon Society and is working to establish a Metropolitan Urban Wildlife Refuge system.

Senate rebuffs Reagan, kills road bill veto

OREGONIAN - APRIL 3 1987 OVER
By PATRICIA O'BRIEN
Knight-Ridder News Service

WASHINGTON — The Senate, rejecting an extraordinary, last-minute personal plea from President Reagan, voted 67-33 Thursday to override the president's veto of the \$87.5 billion highway bill.

After putting his prestige on the line by vetoing the popular highway measure, Reagan went to the Capitol shortly before noon in a desperate attempt to sway wavering members of his party.

But none of the 13 Republicans who voted Wednesday to override the veto budged, dealing Reagan perhaps his most humiliating defeat since he became president. Sens.

Vote clears road funds

The Senate's override of President Reagan's highway bill veto means Oregon will get \$142 million in federal money for new road projects and \$4.5 million in operating money for Tri-Met, Portland's mass-transit agency.

Hank Wackerlig, program engineer for the Oregon Highway Division, said he expected that contracts for \$76.7 million worth of the highway projects

The Truth About Gas Taxes

From *The Oregonian*, Nov. 20, 1986

A transportation committee has recommended to Governor Goldschmidt that the following taxes be increased for the Highway Department:

A 2 percent sales tax on new and used vehicles.

A 2¢ per gallon gas tax increase in each of the next six years.

A \$10 per year increase in the vehicle registration fee.

And an increase in the weight mile tax on trucks.

Gas taxes used to be posted on every gas pump. Every taxpayer has a right to know what taxes are charged. Put the tax back on the pump!

From *The Oregonian*:

[The] State Highway Division stated that a penny a gallon tax increase that went into effect January 1, 1987 would bring in about 22 million dollars per year.

At the 24¢ per gallon gas tax that we pay in Multnomah county, that would bring in to the highway department:

$$\begin{array}{r} \times 24\text{¢} \\ = \underline{22 \text{ million}} \end{array}$$

528 million dollars per year.

This does not include money the Highway Department gets from truck weight mile taxes, automobile licenses, drivers' licenses, fines or all other sources of revenue they have.

In 1983, Gasoline cost \$1.25 - \$1.35 per Gallon.

Federal Tax: .04 per gallon
State Gas Tax: .07 per gallon

TOTAL: .11 per gallon.

Reducing this to a dollar level means you paid 8¢ tax on each dollar's worth of gas you bought.

For many months, gas has been 69 to 75¢ per gallon.

Gas Tax Today:

Federal: .09 per gallon
State: .12 per gallon
Multnomah County: .03 per gallon
TOTAL: .24 per gallon

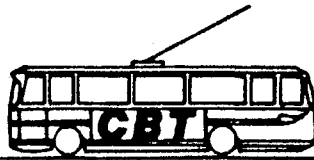
Changing this to a dollar level on a 75¢ gallon of gas:

.24 on a gallon
+ 1/3 more .08
TOTAL: .32 tax on a dollar's worth of gas!

4 TIMES WHAT YOU PAID IN GAS TAX IN 1983!

A 400% INCREASE!

These Taxes Should Be *Decreased* At Least 4¢ Per Gallon!



Citizens for Better Transit

2717 SW Spring Garden St
Portland, Oregon 97219
(503) 244-7787

December 8, 1988

Joint Policy Advisory Committee on Transportation
Metropolitan Service District
2000 S.W. First Avenue
Portland, OR 97201-5398

We wish to record our opposition to any Oregon funding of the proposed Bi-State study of the Willamette and Columbia river bridges and highways linking the Washington County Westside bypass with Vancouver and Clark County Washington.

Our opposition to the Westside bypass was recorded earlier at various hearings; it is primarily based on economics since we are aware that there are sizable funding shortfalls for various transportation projects in this Metro Area with much higher, more reasonable priorities.

We also base our opposition on reasonable indications that, very likely, these projects are in conflict with Oregon Senate Bill 100, our state-wide land use planning law.

We finally oppose the spending of study moneys on them because we are convinced that low-cost, low-impact alternatives do exist which ought to be pursued instead at this time.

Accordingly we recommend that a Federal Alternative Analysis study be immediately funded and initiated for the Interstate Light Rail corridor, parallel to the I-5 freeway North corridor. This project, coupled with the Railbus alternative project to both the East and Westside highway bypasses, is indeed a low-cost, low-negative-impact alternative to the study now being proposed by the Washington State Intergovernmental Research Center.

R. J. Polani
Chairperson

The Oregonian

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ROBERT N. SHOENBACHER, Advertising Dir.
PETER THOMPSON, Managing Editor
PATRICK L. MARLTON, Circulation Dir.
DONALD J. STERLING JR., Asst. to the Publisher

SATURDAY, OCTOBER 3, 1987

LA quake NW warning

Most Oregonians look at the major earthquake in Los Angeles and com-
underneath another, exists off the Oregon and Washington coasts. They

JIM BERGMAN CANCANNISTENGAERENK87

PLOP PLOP
FIZZ FIZZ



LETTERS

Portland unique

To the Editor: Having just visited your city for the first time, may I say how impressed I am with many of your achievements in the downtown area, and in particular, MAX. Unlike the many U.S. cities I have studied as part of an international comparison of 32 cities, Portland's downtown has a refreshing human feeling.

Pioneer Square being bounded on both sides by MAX has a distinctly European touch. Your attention to small parks in the heart of the city, tree-lined streets, good-quality street furniture and surfaces, sculptures, colorful plantings and building frontages with a human orientation are significant achievements in a nation that has a strong anti-urban tradition.

With further development, Portland could become one of the most exciting and vital downtown areas in the United States and a fundamentally different U.S. city overall. There are three things emerging from an international study of particular relevance to Portland if it is to continue on its positive path. They are the need for downtown residences, limiting downtown parking and building transit systems such as MAX, rather than relying solely on buses.

Thank you for a short stay in your beautiful city.

JEFF KENWORTHY
Murdoch University
Perth, Western Australia

Wasting state's money

To the Editor: As a power planner for the last five years with the Bonneville Power Administration, I have been involved with

defers stance on Salt Caves," states: "Klamath Falls officials told the governor about a new change in the Salt Caves project — a decision to exclude a ski resort at Pelican Butte." In fact, the developer notified the Federal Energy Regulatory Commission on June 10, 1987 that: "The City hereby amends its license application to delete the Pelican Butte proposal."

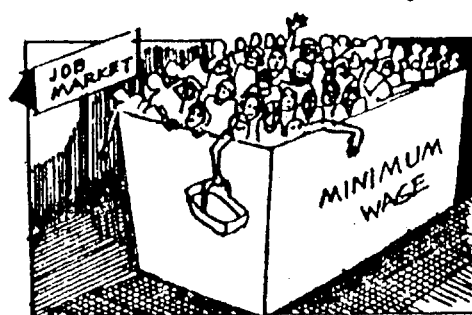
As a so-called informational message, the Salt Caves "Give a dam" advertisement is misleading, if not outright untrue. Salt Caves Dam is a turkey that should be stopped before it wastes any more of our state agencies' limited resources.

TOM PANSKY
Southwest Portland

Raise minimum wage

To the Editor: Our attention has recently been called to the question of just wages and benefits by the negotiations between the Oregon Public Employees Union and the state.

This is a good time for all of us to remember that 12 million U.S. workers hold jobs at



or near the minimum wage: \$3.35 per hour. A full-time, minimum-wage job pays \$6,968 a

Not just one issue

To the Editor: When Sen. Bob Packwood was a member of the Oregon Legislature, he had a reputation with his colleagues as being a man of his word. Without exception, his words proved to be consistent with his actions.

For that reason, Packwood won my vote in the last election. His position on abortion was not a favorable one to me. He assured us that he would not be a one-issue senator, and we had reason after viewing past performances to agree.

Several days ago we were shocked to hear Packwood say, in effect, that his vote on the Judge Robert Bork confirmation would turn on one single issue — abortion.

Were we duped when we believed our fellow Republican?

The gavel-to-gavel coverage of the confirmation hearing on Bork reveals an eminently qualified jurist. His range of legal knowledge seems to dwarf his detractors and their nitpicking concerns.

Our hope is that Packwood will return to the straight and narrow path that first led him to the Senate. His vote, up or down, should be on the merits of Bork's scholarship, his judicial qualifications, his brilliant record as a judge and his range of mental ability.

ED ELDER
Tigard

Teach preparedness

To the Editor: The last session of the state Legislature (Sept. 27) wrote into law a mandate requiring the State Department of Education to provide classes on "the history of the arms race, its effect on economics and

Land Development: The Latest Panacea for Transit?



by Juri Pill

As H.L. Mencken once said, for every complex question there is a simple answer, and it is wrong. Transit managers and elected officials have been searching during the past three decades for a simple solution to the problem of how to make transit work in North American cities, and the track is now littered with the hulks of discarded ideas. But hope springs eternal, and one of the simple answers currently being touted is the alchemy between rail transit and land development, i.e. that rail transit leads to development, and that the assessment thereby generated can be used to finance the transit system.

It is true that transit and land development can and should work together. My own city, Metropolitan Toronto, has had some apparent success in this regard, and this modest good fortune draws a steady stream of visitors to the backwaters of Lake Ontario to examine how it has been achieved. On a clear day one can see the alignment of our subway from an arriving airplane—it is delineated by clusters of high-density development around the stations, and the result is a concrete demonstration of transit and land use working together. This pattern is of course not unique to Toronto, but it never fails to generate discussion and sometimes a fervent desire to get back home and start a-building transit lines so that new buildings will start poppin' outa the ground like toadstools. It ain't that simple, folks.

What we are talking about here is urban form, and the old chicken-and-egg question of whether the land use pattern determines transportation needs, or whether the transportation network determines development patterns. The answer, of course, is yes: each affects the other, and transportation and land use must be viewed *together*. The causal relationship works in both directions.

There is a tendency to use the apparent land development advantages of rapid transit as an argument for "selling" transit, but in the long run this will not work. The total amount of development in a community is determined more by its economic vitality than by its transportation system, although the latter obviously has considerable impact. The real ques-

tion is: What kinds of cities do we want?

There is a wide range of choices if one looks at North American cities, but in essence the decision boils down to two options: a city based on automobiles and expressways where transit is essentially a charity service for those who have no choice, or a city where transit is given prominence and used by everyone, and the automobile is a convenience rather than a means of survival. The course of least resistance is to let the car take over, and the transit-oriented option can be pursued only through a deliberate direction set by political will and community leadership.

In the long run a city based on both transit and auto use will always work better than one based solely on the automobile because the two modes will complement one another. The automobile-oriented city is a dinosaur due to its overspecialization, and is extremely vulnerable to changes in the environment. Witness the now-forgotten effects of the oil shortages of the past decade.

Therefore, rather than focusing on the narrow argument that rapid transit encourages high density development—which it does—the transit industry would be better to pursue a broader-based approach based on the choices available in urban form and lifestyles. This is admittedly a more complex view, and difficult to explain. The best way may be by example—examining those cities which have achieved a transit-oriented lifestyle, and determining how it can be done.

If transit is to really work in any city, there must be a long-term and consistent sense of purpose that permeates the entire community for a very long period of time. The integration of rapid transit and land development cannot be achieved overnight or even over a decade. By all means, let's work hard to train land developers in the advantages of rapid transit, and co-operate with urban planners in expediting the idea of integrating transit and land use. All of that is important. But let's not lose sight of the fundamental issue: if transit is to work, it must become part of the fabric of the community, and not just something tacked on as an afterthought, even if pretty buildings are tacked on along with it. □

Juri Pill is general manager, planning, for the Toronto Transit Commission

World-Wide City Transport Study A First For Murdoch Researchers

(EMBARGOED TILL 9 A.M. WEDNESDAY, AUGUST 26)

A landmark study of 32 of the world's major cities has some strong suggestions for car-dominated cities in Australia and the U.S.

Two Murdoch University researchers, who compiled the study over four years, argue strongly for reassessing road construction, car parking and traffic flow to develop more efficient and environmentally attractive Australian and U.S. cities.

Dr Peter Newman and Dr Jeffrey Kenworthy call for planning policies to shift road supply per head of population in Australian cities to about one-third the current level; to set the central city parking ratio at 200 spaces per 1,000 workers (currently averaging 327:1,000 in Australia--562:1,000 in Perth), and to accept that average speeds of about 30km/h are adequate in a city.

"This should not be a punitive restriction on freedom of movement, but part of a longer term strategy to shift the emphasis away from cars towards other forms of travel," Dr Newman said.

The researchers say present urban planning policies are entrenching dependence on the private car, leaving cities vulnerable to:

- *oil supply disruptions
- *transport-related inflation
- *air pollution from exhaust emissions
- *more road accidents
- *expensive public transport, and
- *an environmentally unattractive and dead city heart

Drs Newman and Kenworthy released their study report in Melbourne today at an international symposium on transport and urban form.

Between 1983 and 1986 they studied transport and land use in ten U.S. cities, the five mainland capitals in Australia, 12 European and three Asian capitals, and one each in Canada and Russia.

The study is believed to be unique in the depth, breadth and reliability of its comparative data and analysis.

Drs Newman and Kenworthy found that on average U.S. city residents use twice as much fuel as their counterparts in Australia, four times as much as in European cities and ten times as much as in Asian cities (see table). Moscow is positively miserly in its use of fuel--using 150-times less per person than U.S. cities.

"Moscow, with almost no private car use, is only of interest in showing that a city of eight million people can exist on virtually no gasoline," Dr Newman said. "Of more interest is how cities in Europe, with high car ownership, can manage to be so accessible but use cars half as much as Australian cities.

The study assessed the importance of income, gasoline price and vehicle efficiencies and found that the planning of a city was more fundamental than economics.

Dr Newman said planning for non-automobile modes, more compact and diverse housing (with shops, restaurants and businesses mixed together) had a big effect on travel patterns.

"Relatively cheap fuel is not the only reason why more people use cars in the U.S. and Australia," Dr Newman says. "Allowing more road and parking space, less competitive public transport and urban sprawl encourages greater use of the private car--and risks the attendant central city crisis that will inevitably cause."

Although Australian cities are a little less car-oriented than those in the U.S., Perth is defined as 'virtually an average U.S. city' as far as transport is concerned. Perth residents use more gasoline than their eastern states counterparts, they have by far the most road space to use of any city surveyed, and more parking space in the city centre than all but one other city.

U.S. cities have less than 5% of their total passenger travel on public transport and Australian cities are only marginally better with 8%. By contrast, the corresponding figures are 25% in European cities, 65% in the three Asian cities and more than 95% in Moscow. Interestingly, these cities also have far more people prepared to walk and cycle to work. It fits a pattern of a much less car-dependent city.

"Buses are not a viable option to the car for city commuters," Dr Newman said. "By comparison with the average traffic speed (about 43km/h) in car-oriented cities, buses are very slow, averaging a remarkably uniform 20-21km/h in all cities surveyed.

"Only the rail option can compete with cars as the average speed of urban trains is above 40km/h."

The overall shape of the U.S. and Australian car-oriented city is of low residential density and concentration of employment with a central city characterised by high rise office blocks. The residential density of U.S. and Australian central cities is generally less than 20 people per hectare, while in Europe they average 90 per hectare.

Drs Newman and Kenworthy suggest a re-urbanization of cities presently dominated by the private car, based on policies designed to encourage more people to live in the city heart and inner area, and a greater spread of jobs to subcentres in the outer metropolitan area linked by rail services.

Mr Jan Kolm, chairman of the National Energy Research Development and Demonstration Council, which funded the study, said in Melbourne: "The project is a fascinating and unique comparison of cities that NERDDC was proud to assist. That such a major study has come out of Australia is a remarkable feat."

For further information contact: Peter Newman and Jeff Kenworthy (09) 332-2569

CITY	GASOLINE USE (MJ PER CAPITA)
US CITIES	
Houston	74,510
Phoenix	69,908
Detroit	65,978
Denver	63,466
Los Angeles	58,474
San Francisco	55,365
Boston	54,185
Washington	51,241
Chicago	48,246
New York	44,033
Average	58,541
AUSTRALIAN CITIES	
Perth	32,610
Brisbane	30,653
Melbourne	29,104
Adelaide	28,791
Sydney	27,986
Average	29,829
CANADIAN CITIES	
Toronto	34,813

CITY	GASOLINE USE (MJ PER CAPITA)
EUROPEAN CITIES	
Hamburg	16,671
Frankfurt	16,093
Zurich	15,709
Stockholm	15,574
Brussels	14,744
Paris	14,091
London	12,426
Munich	12,372
West Berlin	11,331
Copenhagen	11,106
Vienna	10,074
Amsterdam	9,171
Average	13,280
ASIAN CITIES	
Tokyo	8,488
Singapore	6,003
Hong Kong	1,987
Average	5,493
USSR CITY	
Moscow	380

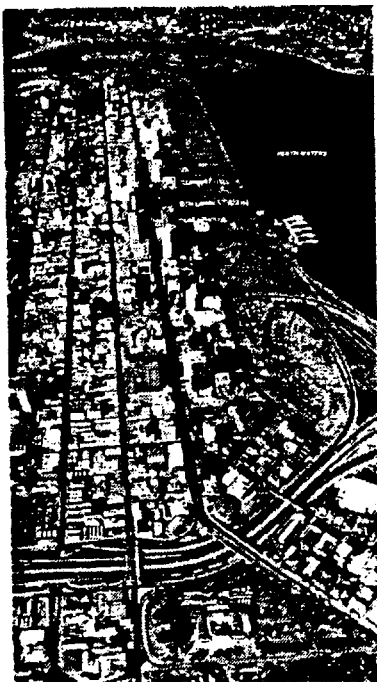
GASOLINE USE PER CAPITA IN 32 CITIES, 1980

NEW BOOK

SOURCEBOOK of Urban Land Use, Transport and Energy Data for Principal Cities of North America, Europe, Asia and Australia

By Jeffrey R.KENWORTHY and Peter W.G.NEWMAN
Environmental Science, Murdoch University

Adelaide
Amsterdam
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The SOURCEBOOK is a unique collection of urban data gathered by the authors from literature and personal visits to each of the 32 cities.

Analysis of the data ranks the cities according to primary variables and develops policies for reducing dependence on the private automobile emphasising land use changes.

Data covers 1960, 1970, 1980 and includes:

- Population, Urbanised area and Employment for CBD, Inner Area and Total City.
- Parking in CBD.
- Length of road network in whole city.
- Passenger cars and total vehicles on register.
- Total annual VKT (vehicle kilometres of travel) by passenger cars and other vehicles.
- Average gasoline consumption and diesel consumption for whole city.
- Journey to work modal split (%) and other modal split data.
- Average trip lengths (km) for the journey to work and other trips.
- Annual vehicle kilometres, passengers carried, average travel distance of passengers, average speed of travel and annual energy consumption for all bus, train, tram and ferry operations (including publicly and privately operated transit services). The data are then standardised into parameters such as density, and per capita transport factors.

*Don't miss your chance to purchase this invaluable new study.
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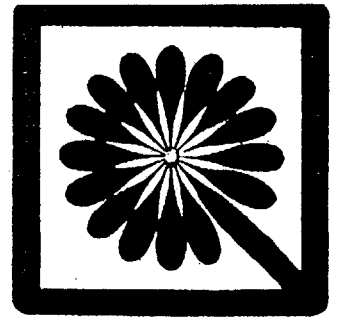
Address _____

**SEND TO: Dr Peter Newman, Environmental Science, Murdoch University,
Perth, Western Australia.**

NORTHWEST DISTRICT ASSOCIATION

Brought to the attention of the Intergovernmental Metro Committee Jan. 24, 1989
by Chris Wrench, Co-Chair NWDA Transp. Committee

Policy statement adopted by the
Northwest District Association
Board of Directors, November 21, 1988



Let's Plan for Livability



The Northwest District Association opposes, for the following reasons, funding the bi-state study proposed by the Washington Intergovernmental Resource Center of a third north-south freeway route and a third highway bridge across the Columbia River:

- **Confused Objectives:** The objectives of the study are unclear, confusing the two issues of congestion reduction and creation of new development opportunities. Our metropolitan region has rejected using freeway construction as a tool for promoting urban development of rural lands.
- **Westside Impacts:** A beltline freeway in Northeast Washington County would go through land set aside for agricultural use, creating enormous pressure for development and shifting of the Urban Growth Boundary. Such development would be extremely detrimental to Forest Park, and would generate traffic which would further strain the capacity of already burdened streets in Northwest Portland.
- **Light Rail:** Light rail in the I-5 corridor would add capacity while fostering healthier development within the Urban Growth Boundary. Light rail in the corridor has been evaluated as viable; preliminary engineering should be undertaken immediately. The State of Washington should allocate its study funds to coordinate the Vancouver link with Oregon's light rail plans.
- **Limited Resources:** Resources for transportation planning in the region are limited. If there is money in ODOT for studies, this money should be allocated to relevant problems that Portland has previously identified, such as improving the downtown link between the Sunset Highway and I-405.
- **Existing Westside Link:** A means for expediting industrial traffic between Washington County and Clark County already exists in the present Burlington Northern freight line which extends over Cornelius Pass and across the rivers. Planners should focus on exploiting this valuable resource.
- **Freeways:** Adding freeways does not relieve congestion, because they encourage automobile-dependent development.
- **Oregon's Land Use Laws:** Necessary land use approvals have not been obtained for the segment of the Westside bypass from the Sunset Highway south to I-5 through Washington County.

N.W.D.A., the Community Organization for Northwest Portland, Inc.
1819 N.W. Everett, #205, Portland, Oregon 97209, 233-3331

Portland Audubon; Forest Park, Neighborhood Association; Columbia Union; Scarra Club; Citizens for Better Transit; Oregon Association of Railway Passengers; Transit Riders Association; Citizens for Preservation of Skyline Ridge; West Multnomah County Soil Conservation District #2; West Hills & Island Neighbors; 1000 Friends of Oregon.

January 17, 1989

Members of the Joint Policy Advisory
Committee on Transportation (JPACT)

Re: Third Bridge/Forest Park Freeway

Greetings:

West Hills and Island Neighbors ("WHI") would like to express its concerns regarding the proposal presently before JPACT to fund a study of a freeway between U.S. 26 and I-5 north of Vancouver, Washington. While we are informed that a particular route for this freeway has not been proposed, we do understand that such a freeway would extend north from U.S. 26 (somewhere near its intersection with Cornelius Pass Road) to the State of Washington, extending through northeast Washington county, over Skyline ridge, across the Forest Park corridor, and descending the east slope of the Tualatin mountains to cross either the Multnomah Channel and Sauvie Island or the Willamette River, and finally bridging the Columbia River near Vancouver Lake.

WHI is a neighborhood association of residents living on Sauvie Island, in the hills overlooking the island, and along U.S. 30 north of Linnton. We are primarily concerned that such a freeway would change our neighborhood in a way which is incompatible with the existing natural environmental features which have been identified and protected by state and local land use plans.

Looking at a map of the Portland area it will be readily apparent that development about the central city has not been symmetrical. Specifically, the northwest quadrant between U.S. 26 and the Columbia River has not been developed to the extent that the other three quadrants have. While there may be many reasons for this pattern, chief among them are the existence of two predominant natural features: (1) the rather steep east slope of the Tualatin mountains (also known as Skyline ridge or the West Hills), most of which has been preserved in a magnificent city park -- Forest Park; and (2) Sauvie Island, a large estuarial island formed where the Willamette River joins the Columbia River. Development in the area has been mostly residential, and mostly confined to the margins on either side of the Multnomah Channel. Under state and local land use plans the bulk of the area has been designated for farm, forest, or wildlife refuge/game management uses. Significant portions of Sauvie Island and much of the area along the west bank of the Multnomah Channel are wetlands. The urban growth boundary is generally co-extensive with the City of Portland boundary approximately one mile north of Linnton.

The notion of a Forest Park corridor should be distinguished from the specific park boundaries of Forest Park itself. From the northern end of Forest Park a corridor of largely undeveloped forest lands extend north past Dixie Mountain and then west all the way to the Coast Range. This corridor makes Forest Park a very unusual city park in that it is not an "island" of park in the midst of developed urban land, but is connected to the larger coastal mountain ecosystem by this corridor.

By any route the proposed freeway would sever this corridor. By any route such a freeway would occupy farmland in Washington County and/or on Sauvie Island. By any route such a freeway would cut through forest land and across valuable wetlands. However, we do not perceive that the most severe damage to these resources would be caused by the physical freeway itself, but by the development which would inexorably follow. (The premise that development will follow the freeway is believed to be a valid premise as recently demonstrated by the dramatic development of Sunnyside and Clackamas brought about by I-205.)

Oregon's system of land use planning to discourage urban sprawl and preserve valuable natural resources (not necessarily harvestable resources) works. The State of Oregon, the City of Portland, Multnomah County, and Washington County have all designated this area for significant farm, forest, and natural resource uses. A major freeway, situated beyond the urban growth boundary, is incompatible with the carefully considered existing land use plans for this area.

Aside from the partially parochial views expressed above, the third bridge/Forest Park freeway idea is flawed in the following respects:

(a) although it purports to be aimed at alleviating congestion on I-5, it appears to be more motivated by development interests in the Vancouver Lake area;

(b) the I-205 Glen Jackson bridge has excess capacity;

(c) light rail in the I-5 corridor would appear to be more suited to alleviating congestion on I-5, and would have the added benefits of reducing overall commuter traffic and could bring added development to North and/or Northeast Portland neighborhoods;

(d) philosophically, the proposal appears to be pushing a solution before the problem has been adequately defined; and

Members of the Joint Policy Advisory
Committee on Transportation (JPACT)
Page Three

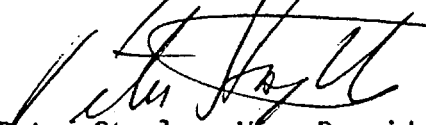
(e) finally, although pressure for the project seems to be coming from Washington, the financial burden of the project would fall disproportionately on Oregon -- which would have to surmount or tunnel through the Tualatin mountains; bridge the Willamette River or the Multnomah Channel; and fund the major portion of a Columbia River bridge (since the center of the shipping channel is closer to the Washington shore).

Accordingly, WHI joins the Audubon Society, the Sierra Club, the Northwest District Association, the Linnton Community Center, the Forest Park Neighborhood Association, and JPACT's own staff study in urging JPACT to decline to fund a study for this ill-conceived freeway.

Very truly yours,

West Hills and Island Neighbors


Christine Lightcap, President


Peter Staples, Vice President

JPS:kk

Members of JPACT

Governor Neil E. Goldschmidt
Attn: Gail Achterman
Ms. Vera Katz
Mr. Bob Shoemaker
Metropolitan Service District
Attn: Rena Cusma
Audubon Society
Attn: Mike Houck
Sierra Club
Attn: Bob Smith
NWDA
Attn: Chris Wrench
Linnton Community Center
Attn: Joan Chase
Forest Park Neighborhood Assn.
Attn: Molly O'Reilly

Northwest District Association

Ord. No. 89-282

January 24, 1989

Testimony at Metro public hearing on the
Regional Transportation Plan:

The Northwest District Association welcomes a
chance to affirm its long-standing support for
the Westside light rail project.

- Healthy urban development can take place
in light rail corridors, allowing the metropolitan
region to achieve maximum density without the air
quality degradation brought about by reliance on the
automobile.
- Building freeways without the investment in mass
transit proposed for our region would create, not
relieve, automobile congestion. This is because auto
dependant development creates the need for new freeways,
in a never-ending spiral.
- Transportation improvements must take place in the
context of land use planning. Urbanization which makes
best use of land while leaving vital green areas, open
spaces and wildlife sanctuaries has been the Oregon way
so far, and we hope that this tradition will be adhered
to in all transportation planning processes.

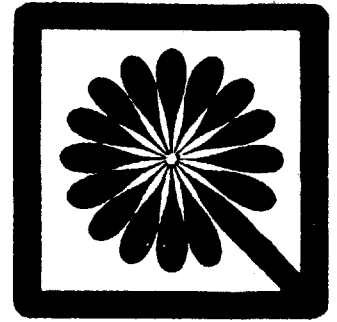
Our guiding motto is: MORE TRAINS, NOT MORE LANES.

Thank you for the opportunity to be heard.

Sincerely,



Ellen Vanderslice, Co-Chair
NWDA Transportation Committee



Let's Plan for Livability



IN MY OPINION

Railbus alternative suggested

Growing suburbs, underutilized tracks make plan workable

By JIM HOWELL

A railbus system could be a low-cost alternative to the expensive freeway bypasses being proposed by the Metropolitan Service District to solve suburban traffic growth and congestion over the next two decades.

A railbus is a diesel-powered passenger vehicle, about the size of a large bus, that runs on rails rather than paved roads. Railbuses allow rapid implementation of a rail transit system by using abandoned or underused freight tracks, because no costly electrification system is needed. The vehicles cost up to 70 percent less than light-rail vehicles, are less costly to maintain and can be operated at about the same cost as standard buses.

Railbuses are not a substitute for light rail, which is more appropriate for heavily used radial corridors such as the Gresham-downtown Portland MAX line or the other four radial routes proposed by Metro. They are quite suitable, however, for circumferential transit service where the lower initial demand could not justify the high initial capital cost of light rail.

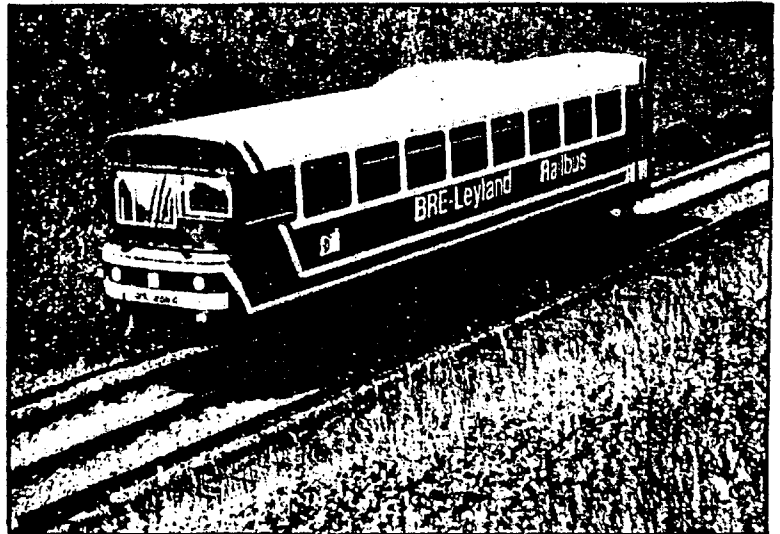
There is an existing underutilized rail corridor that could provide an ideal transportation bypass south of Portland between Gresham and Hillsboro. This corridor includes sections of two rail lines. These are the Portland Traction Co. from Gresham to Milwaukie, and the Tillamook branch of the Southern Pacific railroad from Milwaukie to Hillsboro. Both lines are for sale.

If this corridor was developed as a railbus system, it would provide direct connections among Gresham, Milwaukie, Lake Oswego, Tigard, Beaverton and Hillsboro. The track is adjacent to or very close to several existing and proposed bus transit centers, which would allow convenient bus-to-rail or future rail-to-rail transfers.

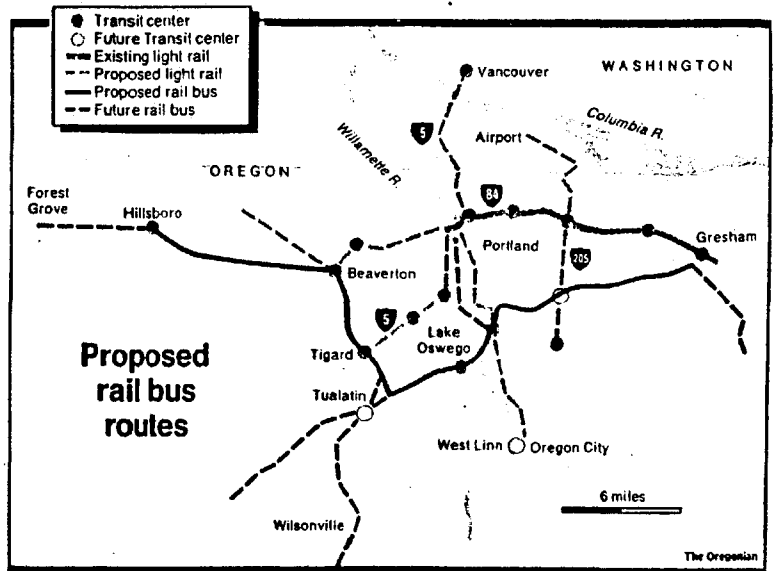
Regional land-use plans assume that the preponderance of residential, industrial and commercial growth will occur in suburban locations. In order for our transit system to contribute meaningfully to reduced air pollution and reduced traffic congestion, it must aim for this suburban market.

The rail lines could be purchased and improved by the Oregon Department of Transportation, Metro or Tri-Met, using funds from the sale of municipal revenue bonds. The railbuses could be purchased by the Transportation Department or Tri-Met with the aid of federal matching grants under the Urban Mass Transportation

Jim Howell, a former Tri-Met transportation planner, is president of a private bus company, Citizens Better Transit Inc.



A railbus is a diesel-powered passenger vehicle that runs on railroad tracks.



Administration.

Freight service could still be provided by private carriers during the nighttime hours when railbuses are not running. This is done on sections of the light-rail line in San Diego (the "Tijuana Trolley"). Revenue from the freight operations could pay for track maintenance and also help pay off the bonds.

Railbuses could be implemented much sooner than the proposed highway bypasses. This 35-mile route could do much to relieve suburban traffic snarls, because — unlike the existing bus system that operates in traffic — the railbuses would bypass congestion on their own right of way.

The only major construction involved would be a connection between the Portland Traction line and the Tillamook branch line just north of Milwaukie.

This system would attract substantial ridership because travel times would be as short or shorter than by automobile, and much shorter than by bus. The existing railroad bridge across the Willamette River between Milwaukie and Lake Oswego would provide a definite time advantage over automobiles or trips between the southeastern

and southwestern suburbs.

Diverting commuters to the railbus would greatly reduce traffic congestion on Johnson Creek Boulevard, Tacoma Street and the Sellwood Bridge. Traffic also would be reduced on Powell, Holgate and Woodstock boulevards in Portland, and on Harrison Street, King Road and Highway 224 in Milwaukie and Clackamas County. By implementing the railbus system, we can avoid the high cost and neighborhood-degrading effects of constructing a new highway bridge across the Willamette River.

During the next two decades, growth of traffic in our region will require nearly \$3 billion of highway construction in order to ward off gridlock, yet planners have been able to identify less than \$1 billion from existing highway funding sources during that period. We can choose higher taxes or reduced mobility, or we can seek a less expensive combination of alternatives.

Planners should now take the next step and consider rail as an alternative to costly circumferential freeway bypasses slicing through the suburbs and carrying sprawl out to the farmlands.

Other Changes Recommended to Draft RTP Update as a Result of
Public and Jurisdictional Review and Comment

Most of the comments received in the jurisdictional review of the draft RTP Update are already reflected in the draft document. Additional amendments necessary to the RTP Update are itemized in this exhibit.

Other Amendments Recommended to RTP Update as a Result of Public and Jurisdictional Review and Comment Process

1. Add Outstanding Issue No. 22 (I-5 North/N. Kerby Avenue Off-Ramp)
 - Based on requests received from the City of Portland and ODOT (attached), this project should be identified as an Outstanding Issue with the language specified in the Recommended Action under Public Hearing Comment No. 2.

2. Add Outstanding Issue No. 23 (East Gresham LRT Loop)
 - Resolutions were presented to JPACT from East County jurisdictions (attached) supporting the inclusion in the RTP Update of an LRT loop at the east end of the Max line to serve major developments (such as Mt. Hood Community College) in the area. The following language should be added as the last paragraph of Outstanding Issue No. 16 in Chapter 8 of the RTP Update.

Studies should be undertaken in the future to determine if an appropriate corridor or level of demand exists to provide a loop extension of the Max LRT line in East Multnomah County. If such a corridor can be found, subsequent studies should be undertaken to determine the feasibility of such an extension or alternative suburban transit strategies."

3. Recommended Adjustments to 10-Year Priority Projects in 1988 RTP Update

As per the definition and process contained in the RTP Update for Priority 2: 10-year priority improvements (page 8-10), Clackamas County has submitted detailed analyses derived from: a) the DEIS work on the Sunnybrook Interchange, and b) the North Clackamas Urban Area Transportation Plan, that support the inclusion of the following projects in the 10-year priority category on the basis of both the 10-year traffic problem and development constraint tests. The project improvements are all contained in the 10-20 year category in the draft RTP Update. Metro staff concurs with the modification in the draft RTP Update as follows:

1. Include "construct a Sunnybrook Road arterial from 92nd to 108th or Valley View Road at Sunnyside Road" in the 10-year priority category (page 5-10);

2. Include "constructing a continuous east/west route over I-205 north of the Clackamas Town Center using Monterey Road" in the 10-year priority category (page 5-12); and
3. Include "upgrading 92nd Avenue from Multnomah County line or constructing another alternative such as a frontage road from Lester to Sunnyside on the east side of I-205" in the 10-year priority category (page 5-11).

4. RTP Project Amendment Language

To provide more comprehensive supportive documentation for projects proposed for inclusion in the RTP, Metro staff recommends the following two items for addition to the RTP Project Amendments (Chapter 8) section of the RTP Update:

13. Is the project contained in and/or consistent with the PFP, adopted comprehensive plan, or implementation plan of other affected jurisdictions/agencies (if any)? Do said jurisdictions/agencies concur with this project request?
14. What public information/involvement process has occurred to date regarding the proposed improvement?

5. Functional Class Changes

After reviewing the Clackamas County Transportation Plan Element Update, the following changes to the RTP Update are recommended to ensure consistency between the two plans:

- a. Add Beaver Creek Road (Oregon City Bypass - Molalla Avenue) as a Major Regional Arterial as 38 on Figure 4-1. Add the following language to Table 4-2:

"38. Beaver Creek Road (Highway 213 - Molalla Avenue)...Carry Oregon City Bypass Traffic to Hilltop area"
- b. Add Sunnybrook Road (82nd Avenue to Sunnyside Road) as a Minor Arterial of Regional Significance on Figure 4-2.
- c. Delete Rosemont Road from the Minor Arterial of Regional Significance system and remove the study area designation from West Linn (Figure 4-2).

6. General Errata

The following items are housekeeping changes required in the document as a result of misprints and omissions:

- a. Figure 4-2 -- Sunnyside Road (I-205 to 82nd Avenue) should be a dotted line.
- b. Figures 5-2 and 5-3 -- alignments of the Portland Traction Company Milwaukie LRT alternative and the possible future extension to Lake Oswego need to be corrected.
- c. Figures 5-5 and 5-6 -- Depiction of Improvement No. 322 (82nd Avenue to Crystal Springs) needs to be corrected.
- d. Figure 5-6 -- correction required to: a) Sunrise Corridor east of Damascus to show 10-20 Year Projects; b) Jennings Avenue (No. 334) to McLoughlin; c) Thiessen Road (No. 215) to Johnson; and d) No. 227 (Mather/97th).
- e. Page 5-10 -- change McLoughlin to Oatfield (No. 215).
- f. Page 5-19 -- add description of the second phase of the Highway 217 improvement under 10-20 Year Projects.
- g. Page 5-21 -- change heading under "improve safety in the area by:" to 10-Year Priorities; move Vermont (No. 331) and Dosch (No. 332) to 10-20 Year Projects.
- h. Page 5-22 -- change 158th to 185th on Walker Road project (No. 329).
- i. Use of bus-lane funds for I-205 LRT P.E. -- change to reflect possibility rather than certainty (Pages 5, 8-7, and 8-23).

JAG:mk
PUBL0127.EX1
01-27-89



CITY OF
PORTLAND, OREGON
OFFICE OF TRANSPORTATION

Earl Blumenauer, Commissioner
Felicia Trader, Director
1120 S.W. Fifth Avenue
Suite 702
Portland, Oregon 97204-1957
(503) 796-7016

29 November 1988

Andrew Cotugno, Director
Transportation Planning
METRO
2000 SW First
Portland, OR 97201

Subject: Inclusion of N. Kerby off ramp PE study in RTP as a privately funded Project.

Dear Andy:

The City of Portland requests Metro to include a privately funded Preliminary Engineering (PE) study of an exit ramp from I-5 to N. Kerby in the Regional Transportation Plan. The proposed off-ramp to N. Kerby should also be included on the list of outstanding issues in Chapter Eight of the Regional Transportation Plan.

When the privately funded preliminary engineering study has been completed, Metro, ODOT, and the City of Portland will need to assess the system and environmental impacts of the project, and any unanticipated public costs.

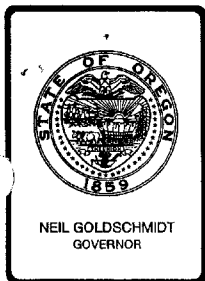
If you have any questions concerning this request, call Greg Jones at 796-7733.

Sincerely,

Steve Dotterrer
Chief Transportation Planner

SD:db

cc: Greg Jones



Department of Transportation
HIGHWAY DIVISION

Region 1

9002 SE McLOUGHLIN BLVD., MILWAUKIE, OREGON 97222 PHONE 653-3090

December 5, 1988

REC-14 1988

In Reply Refer to
File No.:

Andy Cotugno
Transportation Director
Metropolitan Service District
2000 SW First Ave.
Portland, OR 97201

**SUBJECT: REQUEST TO INCLUDE PRIVATELY-FUNDED PRELIMINARY
ENGINEERING STUDY FOR POSSIBLE I-5 NORTH/N. KERBY
AVENUE RAMP IN REGIONAL TRANSPORTATION PLAN UPDATE**

You requested our concurrence in the request to include the privately-funded preliminary engineering study for a possible I-5 ramp connection at N. Kerby Avenue in the Regional Transportation Plan. Our concurrence is provided with the understandings discussed below.

It is my understanding that the preliminary engineering study will be incorporated in the Regional Transportation Plan in Chapter 5, performing a privately-funded preliminary engineering study to assess the need, feasibility, and impact on operations (freeway and surface streets) associated with the new ramp connection between I-5 North and N. Kerby Avenue.

Additionally, it is my understanding that the I-5 North/N. Kerby Avenue ramp will be incorporated in Chapter 8 as an outstanding issue with the concept of determining if sufficient justification exists for the project to pursue for the planning and public involvement effort, such as an E.I.S.

Previously, ODOT forwarded guidelines to CH2M-Hill, identifying that the project should meet the following guidelines:

1) Should have a defined purpose, demonstrated need, and public benefit.

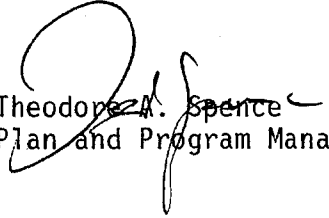
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Andy Cotugno
Page 2
December 5, 1988

- 2) Full private or local funding commitment for all phases of engineering, right-of-way acquisition, and construction.
- 3) Demonstrates that the project has local government support, is consistent with local transportation plans, and included in Metro's Regional Transportation Plan (RTP).
- 4) Project would be conditioned to conform with State and Federal design standards (consistent with this section of Interstate freeway), to allow the freeway to continue operations at an acceptable level of service and to cause no deterioration in the operation of the freeway. Project would be subject to State and Federal approval of the draft and final environmental documents.

Attached is the Commission-adopted policy concerning interchanges. The applicable sections of this policy will need to be addressed adequately prior to incorporating a construction project in the RTP.


Theodore A. Spence
Plan and Program Manager

TS/cp

Attachment

INTERCHANGE POLICY

Purpose: The purpose of this policy is to aid in the evaluation and selection of new interchanges on full access controlled highways on the State Highway System.

Background: The Oregon Transportation Commission and the State Highway Division are faced with increasing requests for new interchanges on the State Highway System. Limited construction funds must be spent as effectively and efficiently as possible. This policy outlines the philosophy of the Commission in the selection of new interchanges on the State Highway System, and defines procedures for the Division to follow in the evaluation of these proposed interchanges.

Policy: The Commission recognizes that the main purpose of full access controlled highways is the safe and efficient movement of through traffic. A new interchange will be constructed only when a significant statewide or regional benefit to Oregon's economy will result from its construction. The proposed interchange must have significant local government and public support, and must be consistent with local transportation plans. The proposed interchange must conform to Division design and spacing standards, must have a connecting road system determined to be satisfactory to the Division, and may be proposed only after all other alternatives, including construction of new local arterials, have been evaluated by the Division and discarded as not viable. The proposed interchange must allow the access controlled highway to continue operation at an acceptable level, and must be determined to be cost effective to the motoring public. New interchanges on the Interstate System will also be subject to FHWA approval. Only after these criteria have been met will a proposed interchange be allowed to compete with other projects in the Six-Year Highway Improvement Program process, although the interchange may be considered for inclusion in the Reconnaissance section of the Program if the study report is favorable. Once the interchange has met all necessary criteria and is in the Six-Year Highway Improvement Program process, its benefit/cost ratio and its relative priority can be increased or decreased based on private or local funding commitments and/or partnerships.

Responsibility: The State Highway Engineer will determine whether or not the proposed interchange meets the requirements of this policy. Once the requirements have been met and documented in a study report, the Commission may consider allowing the proposed interchange to enter the project development process. It should be emphasized that entering the project development process does not guarantee that the interchange will be funded in any specific time frame.

The State Highway Engineer will develop a procedure to implement this policy.

Revised 7/01/88
THI:kaj

RECEIVED JAN 23 1989

DRAFT



Portland Office

January 16, 1989

PDX24570.B0

Intergovernmental Relations Committee
Metro Center
2000 S.W. First Avenue
Portland, Oregon 97201

Subject: Regional Transportation Plan Update

Healthlink, in coordination with other businesses in North-east Portland, would like to investigate the possibility of improved access from Interstate 5 into the Northeast area. It is proposed that this investigation be privately funded to determine whether the need, benefits, and feasibility of the project exist.

Prior to this expenditure of funds, however, Healthlink requests that the project be included in the Regional Transportation Plan to indicate the concurrence of responsible and affected regional agencies that this project has merit and should be further studied. It is proposed that this project be taken through conceptual design, development of alternatives, a formal public involvement program and an environmental impact statement (EIS) to develop sufficient information to determine whether the project should be constructed.

This proposal has been discussed with ODOT and City of Portland staff. Letters have been submitted to Metro from both organizations supporting the request, with certain conditions (copies attached). The majority of these conditions will be addressed through the proposed program. Upon completion of the DEIS, a decision by affected agencies will be made to determine whether the project goes forward or not.

This request does not require expenditure of public funds. All studies leading to a decision on whether to construct the project or not will be paid for by private funds. At the conclusion of these studies, total project cost,

Intergovernmental Relations Committee

Page 2

January 16, 1989

PDX24570.B0

feasibility, and public support will be identified to guide the decision of whether to proceed with the project. Inclusion of this project in text discussion on the desirability of private financing of public projects, and recognition of this as a project approved through completion of environmental documents would give the assurance needed to expend private monies to undertake the studies.

Attached is a brief background paper on the proposed project. This project has the support of staff of the City of Portland and ODOT through the EIS, and we respectfully request that it be included in this update of the Regional Transportation Plan.

Sincerely,

Michal Wert
Project Manager

Attachments



Department of Transportation
HIGHWAY DIVISION

Region 1

9002 SE McLOUGHLIN BLVD., MILWAUKIE, OREGON 97222 PHONE 653-3090
July 7, 1988

In Reply Refer to
File No.:

MICHAL WERT, Project Manager
CH2M Hill
2020 S.W. Fourth Ave., Second Floor
Portland, OR 97201

626-1977

Subject: Kerby Ave. Off-Ramp
Pacific Highway (I-5)

In reference to our discussions concerning the proposed Emanuel Hospital/Kerby Avenue off-ramp, I have developed the following guidelines that the project should meet for inclusion in our Six-Year Highway Improvement Program:

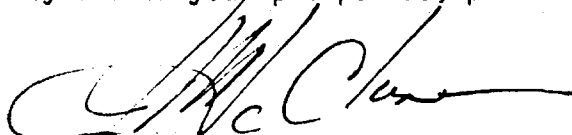
1. Should have a defined purpose, demonstrated need, and public benefit.
2. Full private or local funding commitment for all phases of engineering, right-of-way acquisition, and construction.
3. Demonstrates that the project has local government support, is consistent with local transportation plans, and included in Metro's Regional Transportation Plan (RTP).
4. The proposed project would be conditioned to conform with State and federal design standards (consistent with this section of interstate freeway), allows the freeway to continue operation at an acceptable level of service and causes no deterioration in the operation of the freeway. Project would be subject to State and federal approvals of the draft and final environmental documents.

After the project has received local government support and is included in the RTP, we will request the project be included in the new Six-Year Program conditioned that the design and operation will not adversely affect the freeway. Currently



the project is in the "Considered" section of the June version of our proposed Six-Year Program. The final version of this document will be approved by the Oregon Transportation Commission in August.

If you have any questions concerning these steps which generally are in your prospectus, please feel free to call me.



JAMES D. McCLURE, P.E.
Project Development Engineer

JDM:po

cc: Steve Dotterrer - City of Portland
Andy Cotugno - Metro
Rick Kuehn
Ted Spence
Jef Kaiser
Mark Beeson
Bob Pool



CITY OF
PORTLAND, OREGON
OFFICE OF TRANSPORTATION

Earl Blumenauer, Commissioner
Felicia Trader, Director
1120 S.W. Fifth Avenue
Suite 702
Portland, Oregon 97204-1957
(503) 796-7016

29 August 1988

Andrew Cotugno
Director of Transportation Planning
METRO
2000 SW 1st
Portland, OR 97201-5398

SUBJECT: TIP Amendment for the Proposed Emanuel I-5 Freeway Exit

Healthlink and their consultant CH2M-Hill have asked the City of Portland to request on their behalf an amendment to the TIP to include a proposed exit Ramp from I-5 northbound to N. Kirby. The limits of the project I-5 to N. Kirby are shown on the attached map. Healthlink has proposed to privately fund the environmental review of the proposed 2.1 million dollar project.

The Oregon Department of Transportation has reviewed Healthlink's request for an exit ramp for public funding. The Six Year Plan included it in the considered section. However, ODOT has not objected to amending the Six Year Plan to include the project if it receives local government support and meets four conditions:

1. Should have a defined purpose, demonstrated need, and public benefit.
2. Full private or local funding commitment for all phases of engineering, right-of-way acquisition, and construction.
3. Demonstrates that the project has local government support, is consistent with local transportation plans, and included in Metro's Regional Transportation Plan (RTP).
4. The proposed project would be conditioned to conform with State and federal design standards (consistent with this section of interstate freeway), allows the freeway to continue operation at an acceptable level of service and causes no deterioration in the operation of the freeway. Project would be subject to State and federal approvals of the draft and final environmental documents.

The City of Portland requests Metro to amend the TIP in order to demonstrate compliance with the RTP as required by ODOT.

29 August 1988

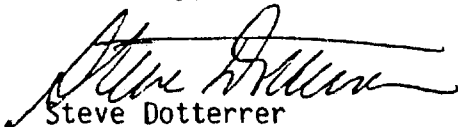
Page 2

SUBJECT: TIP Amendment for the Proposed Emanuel I-5 Freeway Exit

This TIP amendment is needed to allow CH2M Hill to proceed with preliminary engineering and environmental assessment studies which will determine the feasibility of this economic development project.

If you have questions call Greg Jones at 796-7733.

Sincerely,



Steve Dotterer
Chief Planner
Office of Transportation

FLT:GJ:db

cc: Michael Wert, CH2M Hill
Jim McClure, ODOT

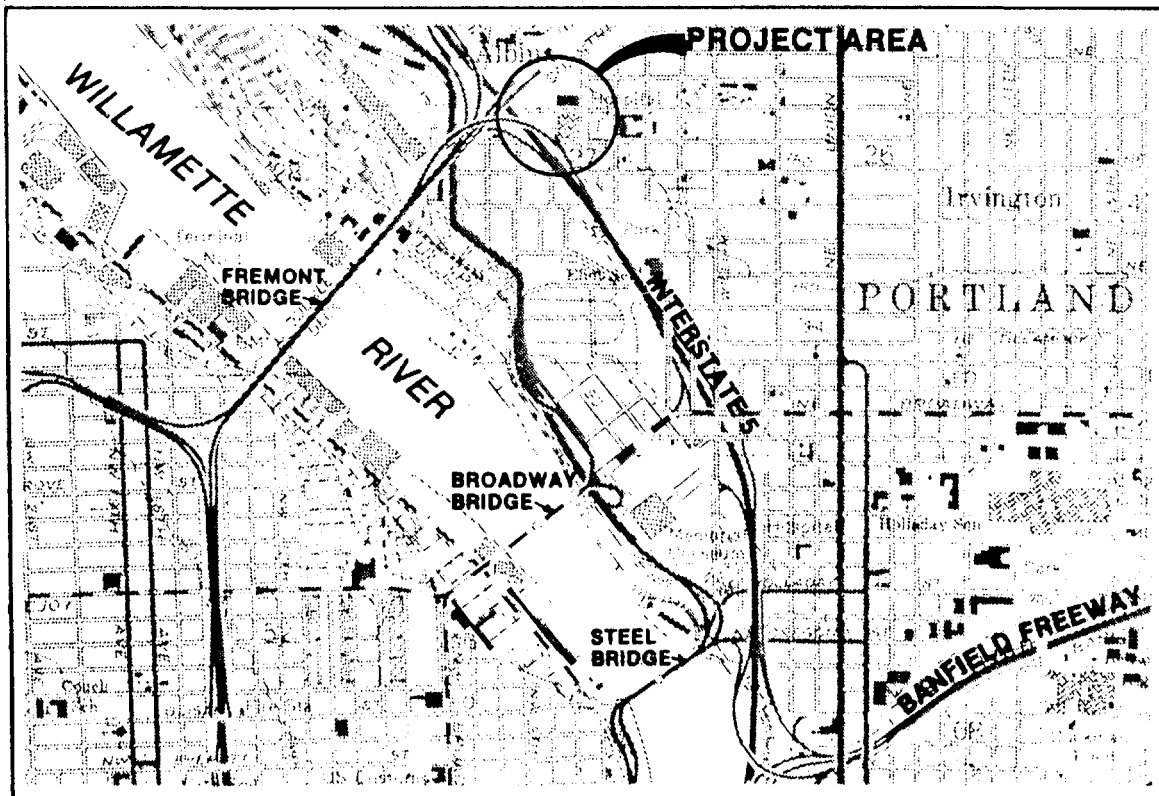
NORTHEAST PORTLAND ACCESS STUDY

INTRODUCTION

When Interstate 405 (I-405) was constructed, the design plans included an off-ramp from northbound Interstate 5 (I-5) connecting with Fremont Avenue at Gantenbein Street. This ramp would have provided direct access into Portland's Northeast residential areas and, by its connection with N.E. Fremont Street, would have resulted in a substantial increase in traffic volumes.

The proposed ramp was strongly opposed by Northeast neighborhood groups because of their concern that it would permanently alter the character of N.E. Fremont Street and the surrounding residential areas. Partly because of this opposition, the northbound I-5 ramp was never constructed and the proposed ramp was stubbed at the freeway.

Although the I-5 ramp was never constructed, a stub exists that could provide a new off-ramp from I-5 northbound to the Kerby Street area. Several potential points of connection exist, some of which could resolve existing traffic hazards at the I-405 ramp and Kerby Street intersection. Because future development and opportunities in the Northeast area will be dependent upon adequate access, Healthlink would like to investigate the possibility of improved access to this area. Specifically, extension of the existing stub ramp from northbound I-5 to connect at Kerby Avenue would provide direct access to Northeast Portland. The area for a new ramp is indicated on the following figure.



NEED FOR THE PROJECT

Rapid growth has been occurring on the East side and in Northeast Portland over the past several years and substantial development is planned in the near term. Current proposals include:

- o The \$85 million Convention Center currently under construction and scheduled to open in September 1990
- o A \$55 million renovation and expansion for retail development at the Lloyd Center
- o Major expansion of the Nordstrom Store at Lloyd Center
- o A 70-block mixed use redevelopment proposed by Pacific Development
- o Planning for a 300+ acre urban renewal district which may include the Northeast area
- o A new state office building in the Lloyd Center area (one of two sites being considered)
- o Ongoing development at Healthlink Campuses, the largest non-governmental employer in the Portland Metropolitan Area

Other development ongoing or planned includes hotel and restaurant developments and renovations, and a new headquarters hotel in the early 1990s. Several roadway improvement projects are also underway to provide improved access to the Convention Center area. The primary access from I-5 will be at the Broadway-Weidler interchange. This I-5 access and the existing I-405 access at Kerby Avenue provide the primary points of access to the Northeast development and residential areas.

In 1987, the Oregon Department of Transportation (ODOT) conducted an engineering study to identify possible solutions to the congestion problems on I-5 between the Fremont and Banfield interchanges. This resulted in development of a multi-phase project. Phase I, which includes work in the vicinity of the Banfield Interchange, has been funded for construction and will be built in 1989. All of the remaining phases are beyond ODOT's current funding ability and may not be constructed in this century. Improving the Broadway/Weidler interchange was included in Phase II; however, that improvement will not occur in the foreseeable future. Access to Northeast Portland will continue to be through this increasingly congested interchange.

PROPOSED PROJECT

Considering the many changes and developments occurring on the eastside, and to improve access to the Northeast Portland area, the Oregon Department of Transportation (ODOT) has been approached to conduct a preliminary analysis of the feasibility, impacts, and costs of a northbound access to Northeast Portland from I-5. The City of Portland has also requested that this project be included in the Regional Transportation Plan to support the study. ODOT has agreed to the study, with the condition that it will not be approved for development if significant impacts to the current I-5 freeway system or to local neighborhoods occur.

The study will be funded by Healthlink. The support of other area businesses and residents in conducting this study will be very important to ensure that reasonable alternatives are investigated, potential impacts are clearly and adequately identified, and that the study results reflect the interests and concerns of those who live and work in the area.

The study will include preliminary engineering, a draft environmental impact statement (DEIS), and a public involvement program. The preliminary engineering effort will look at the variety of options available for location and configuration of potential off-ramps. The DEIS will examine the social and environmental effects of selected feasible alternatives and will identify ways to minimize impacts to the Northeast area. A formal public involvement program will be conducted to encourage review and assistance from local residents and businesses to develop alternatives that are as sensitive as possible to local needs and wishes.

It will take about 14 months to complete the preliminary engineering and the DEIS, and another 6 months to complete the final EIS. Throughout this period, formal and informal meetings with area residents and businesses will be held to discuss various elements of the project.

The DEIS will be a decision-making document that will be used to determine whether or not a new off-ramp to serve Northeast Portland should be constructed. This decision will be made jointly by ODOT, the City of Portland, and the people who will be affected by the project. If the decision is made to proceed, final engineering will be conducted to design and construct the project.

WASHINGTON COUNTY/METROPOLITAN SERVICE DISTRICT
MEMORANDUM OF UNDERSTANDING/AGREEMENT
RELATING TO
SOUTHWEST CORRIDOR STUDY & TUALATIN-HILLSBORO CORRIDOR
99W TO T.V. HIGHWAY SEGMENT

Introduction

This memo of understanding/agreement is entered into in response to Metro Resolution & Order 87-763, Southwest Corridor Study Conclusions & Recommendations. The purpose of this memo/agreement is to set forth a process and timeframe to ensure the consistency between the Corridor and local comprehensive plans and statewide land use planning goals. The land use and transportation issues of the subject study are viewed as the first step in a larger process that involves State highway project development and environmental/engineering design. An acceptable resolution to the land use issues is part of a larger process and is a precursor to the project development/EIS process for that segment of the Corridor between Highway 99W and Tualatin Valley Highway.

Process

The major elements of the Tualatin-Hillsboro Corridor Project Development Process are shown graphically in Attachment A. The subject portion of this process is regarded as having two elements: 1) planning/urbanization issues and 2) transportation/corridor refinement issues. The land use and transportation planning process will be conducted as follows:

- 1) Washington County will prepare findings demonstrating the consistency of the Corridor Project with local, regional and State goals or policies. The County will make the necessary land use decisions as required.
- 2) Through this "land use process", the County will determine where exceptions to State-wide Planning Goals are required. If a Goal 14 exception is required, Metro and Washington County will take the required action to make this land use decision.
- 3) If an amendment to the UGB is recommended, Metro will make the land use decision. Washington County will prepare the necessary findings and materials in support of the UGB amendment.
- 4) The County will coordinate its efforts with Metro, ODOT, and DLCD throughout this process.
- 5) The advice and assistance of Metro will be sought for those matters relating to UGB amendments, Goal 14 requirements, and transportation modeling.

- 6) The advice and assistance of ODOT will be sought for those matters relating to engineering/environmental reconnaissance relative to prospective corridor refinement.
- 7) Opportunities for public review and comment will include working with a Citizen Advisory Committee and the public hearing requirements for plan and UGB amendments. In addition, the Joint Policy Advisory Committee on Transportation (JPACT) will have the opportunity to review and comment on the findings resulting from this process.

The detailed scope of work is attached. Some of the tasks in the scope of work may be modified as the work progresses.

Timing

The sequence of events in this process is illustrated in Attachment A. Reaching a decision on the land use issues could take approximately 18 months. The timeframe for the DEIS/FEIS process on the 99W to T.V. Highway segment of the Western Bypass is estimated to take 36 months which could be staged over a 6-year period depending on the funding available from the Six Year Plan.

FOR METROPOLITAN SERVICE DISTRICT

FOR WASHINGTON COUNTY

Title

Title

Date _____

Date _____

TUALATIN-HILLSBORO CORRIDOR - 99W TO T.V. HIGHWAY
LAND USE ISSUES
SCOPE OF WORK

I. Project Start-up

Organize and select Citizen Advisory Committee (CAC) members; initial coordination meetings will be held to confirm direction and process with the major organizations involved; i.e. Metro, ODOT, DLCD, and 1000 Friends.

II. Inventory/Data Collection

This is intended to be the primary information gathering step with regard to the physical aspects of the corridor. The data and information collected will be used to determine a position on the Goal requirements and to refine the corridor. The information to be gathered is expected to include the following:

- A. Agricultural lands - based on SCS soil classification identify Class I-IV soils; field verify the location of farming activity.
- B. Air photos and contours - obtain air photos from ODOT if possible; utilize USGS 10 foot contour intervals or better information if available.
- C. Ownership and parcelization - utilize assessment and taxation information to determine extent of ownership.
- D. Land use - compile data and map land use information for the corridor.
- E. Existing structures - utilizing air photos, locate and map existing structures; field verify structure type.
- F. Significant natural resources - utilizing the County's Resource Document, compile data and map the location of significant natural resources.
- G. Traffic and transportation - utilizing EMME-2, run computer simulations of alternative alignments within the corridor.
- H. Historic/cultural sites - locate known historic/cultural resources within the corridor utilizing County resource maps.
- I. Environmental factors - compile background information on air quality, energy and wetlands as it pertains to the corridor.

III. Analysis

This section will contain a two-part analysis: 1) physical and traffic analysis of the corridor and 2) urbanization implications, that will result in corridor refinement and establish a basis for a decision on the Goal issues.

A. Corridor analysis

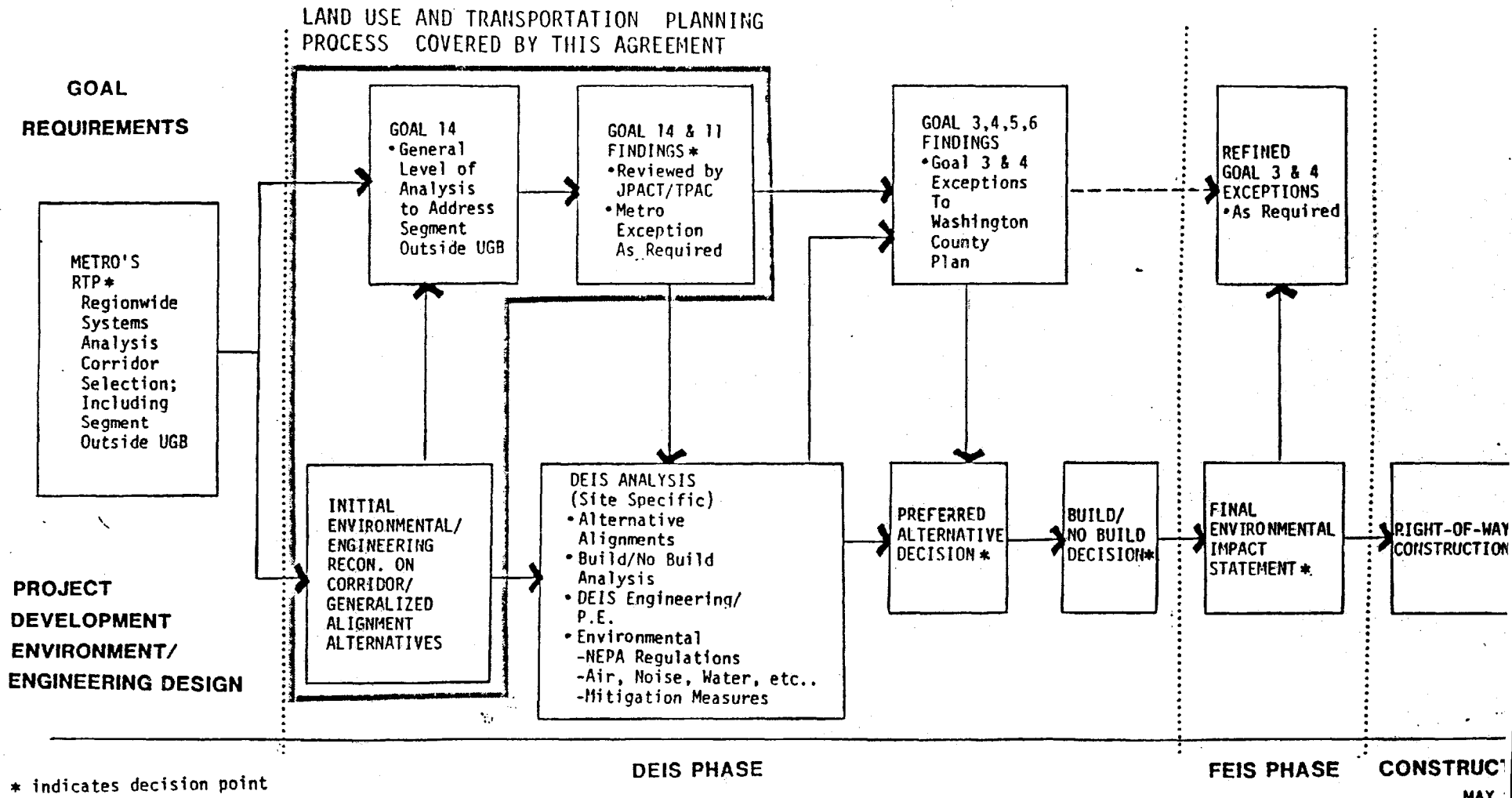
1. Physical characteristics
 - a. Natural features - review and analyze soils information, compile slope analysis, analyze significant natural resources and environmental factors as these all affect the corridor.
 - b. Man-made features - review and analyze structures and ownership, agricultural operations, land-use designations, historic and cultural resources as these factors affect the corridor.
2. Traffic and transportation analysis
Analyze EMME-2 output data to identify the implications to the transportation network of alternative alignments within the corridor.

B. Urbanization implications

This section will present the rationale supporting the need for a Goal 14 exception, UGB amendment, and/or demonstrating compliance with Goal 14. The County, with assistance from Metro, will undertake the following analysis:

1. UGB intent and function - describe the Goal and statute purposes of a UGB;
2. UGB amendments - describe the process, procedures, and criteria under which the UGB could be amended (the need argument);
3. Population and employment forecast - in a summary form, present an overview of the County forecast and the availability of vacant land; summary conclusion on the general adequacy of vacant buildable land;
4. Corridor facility and growth - analyze the presence or absence of perceived and actual pressures for growth and development generated by the construction of the facility.
5. Goal 14 exception precedents - generally describe the issues, outcomes and holdings from previous Goal 14 exception decisions; describe what the OAR's and ORS requires; this task will require County Counsel and Metro Counsel assistance;
6. Goal 14 recommendation - based on the findings and conclusions from the above tasks, recommend a course(s) of action; i.e. UGB amendment, Goal 14 exception, demonstrate Goal 14 compliance, or some combination of all three; this recommendation will be reviewed with the primary parties.

ATTACHMENT A SOUTHWEST CORRIDOR PROJECT DEVELOPMENT PROCESS



COMMITTEE MEETING TITLE JPACT

DATE 2/9/89 - 7:30pm

NAME

AFFILIATION

NAME	AFFILIATION
M- LARRY COLE	CITIES OF WASHINGTON COUNTY
MA Sharon Kelle	Metro
G Don Adams (JPACT alt.)	ODOT
MA Bill Stark	Clackamas Cities (Alt)
M Gary Demich	WSDOT
M Bob Bohman	ODOT
G Ted Jones	UD JO
Robert Goldfield	Daily Board of Commerce
G Lee Hamer	TRIMET
G STEVE DOTTERER	CITY OF PORTLAND STAFF
G Roy Polani	Citizens for Better Transit
G Laura Briggs	Clackamas County PTA
James A. Gusefink	Metro STAFF
Cathy Thomas	Metro
G Margaret Thayer	on the Themes
Marilyn Konka	Metro staff
Karen Shackston	Metro
MA Mike Lindberg	City of Portland
MA Roy Rogers	WASH. County
MA Richard Devlin	METRO
M George Owen Bergeson	Metro.
MA Nick Nikkila	DEQ
M Paulette Anderson	Mult. Co.
G David Paese	Clack. Co.
M Wade Byers	Cities of Clack. Co.

