

BLUE CROSS/  
BLUE SHIELD  
\$2.00 per hour  
Maximum of \$7.00

BLUE CROSS

FORTLAND  
CENTER BLDG

NOTEL

FOURTH  
ST.

Park

RIVIERA  
PLAZA

PLAZA  
AVE.

Enter  
HARRISON  
SQUARE  
\$2.00 per hour  
Maximum of \$7.00

35,  
36,  
37  
40, 43

38, 54, 56

38, 54, 56

HARRISON ST.

BELL TELEPHONE  
BUILDING

40, 43

COMMERCIAL  
BUILDING

Park

AMERICAN LINES  
BUILDING

Free Parking  
(In "Visitor" slots  
only)

PARKSIDE  
CENTER  
\$1.75 per hour  
Maximum of \$5.00

35, 36, 37  
40, 43

METRO  
2000 SW  
1st Ave.

40, 43

LINCOLN  
ST.

RED LION INN

AMERICAN CONDOMINIUM HMS

BOY SCOUTS

GRANT

AUTO STORAGE

SHERMAN

## MEETING REPORT

DATE OF MEETING: July 9, 1987

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Richard Waker, Tom Brian, Ron Thom, Bob Bothman, George Van Bergen, Marjorie Schmunk, Ed Lindquist, Larry Cooper, Bonnie Hays, Linore Allison and Pauline Anderson

Guests: Ted Spence and Rick Kuehn, ODOT; Peter Fry, Central Eastside Industrial Council; Steve Dotterer and Grace Crunican, City of Portland; Lee Hames, Tri-Met; Frank Angelo, Washington County; Gary Spanovich, Clackamas County; Susie Lahsene, Multnomah County; Richard Ross, Cities of Multnomah County; and Bebe Rucker, Port of Portland

Staff: Andrew Cotugno, Bill Pettis, Karen Thackston and Lois Kaplan, Secretary

MEDIA: None

### SUMMARY:

#### MEETING REPORT OF JUNE 11, 1987

The meeting report of the June 11 JPACT meeting was approved as written.

#### PRELIMINARY FY 88 - POST 1991 DRAFT TIP

Andy Cotugno explained that the draft Transportation Improvement Program, to be considered for adoption at the August 13 JPACT meeting, is an annual housekeeping effort that reflects updates on project costs and schedules rather than a policy action. He then reviewed the funding columns and categories contained in the program, noting that the Section 9 Program was included this year and programmed for five years based on Tri-Met's needs as defined in their draft Transit Development Plan. Andy asked the jurisdictions to check the draft for accuracy and report any corrections as soon as possible.

#### REGIONAL TRANSPORTATION PRIORITIES

Andy Cotugno indicated that the June 30 memo to JPACT represented the staff's proposal for agenda items responding to issues raised by JPACT over regional transportation funding, priorities and strategies. The first two meetings would be background-oriented and provide an overview of regional transportation issues (reviewing funding resources, policy direction, population/employment growth patterns, etc.) and an overview of regional LRT corridors. The meetings would be informational in nature and would be presented from a local as well as a regional perspective.

Meetings 3 and 4 will deal with establishing regional priorities and funding priorities and strategies.

In discussion on the proposed calendar for meetings, it was agreed to postpone the meetings until September and then schedule them twice a month. There was consensus that the meetings be scheduled as follows:

- . Meeting 1: September 14 at 3:00 p.m. (Metro Council Chambers)
- . Meeting 2: September 28 at 3:00 p.m. (Metro Council Chambers)
- . Meeting 3: October 12 at 3:00 p.m. (Metro Council Chambers)
- . Meeting 4: October 26 at 3:00 p.m. (Metro Council Chambers)

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma  
Dick Engstrom  
JPACT Members

CONSIDERATION OF RESOLUTION NO. 87-798 FOR THE  
PURPOSE OF ADOPTING THE FY 1988 TO POST 1991  
TRANSPORTATION IMPROVEMENT PROGRAM AND THE FY 1988  
ANNUAL ELEMENT

---

Date: July 23, 1987

Presented by: Andy Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

The Transportation Improvement Program (TIP) and FY 1988 Annual Element serve as the basis for receipt of federal transportation funds by local jurisdictions, the Oregon Department of Transportation (ODOT) and Tri-Met.

This TIP reflects a number of changes from last year's update due to resolutions and administrative adjustments approved during the past year and to be approved by this resolution. The primary importance of the annual TIP update is to consolidate all past actions into a current document and set forth the anticipated program for FY 1988. The FY 1988 program reflected herein is a first step in establishing actual priorities for FY 1988. A number of future actions will result in refinements to the material presented.

Adoption of the TIP endorses the following major actions:

- Past policy endorsement of projects is identified in the TIP (including projects to be funded with Interstate, Interstate Transfer, Federal-Aid Urban and UMTA funds), thereby providing eligibility for federal funding.
- A process to address regional transportation priorities and funding issues related to them has been implemented by JPACT. The issues to be dealt with focus on allocations of the Federal-Aid Urban Regional Reserve (estimated at \$10 million for FY 1987 to FY 1991), the Interstate Transfer Regional Reserve (currently at \$14.9 million), the Section 3 "Trade" program (with \$10.4 million of projects lacking firm commitment) and the Six-Year Highway Improvement Program.
- Approximately \$30 million of Interstate Transfer funding is programmed for FY 1988 and includes all projects that will be considered for funding; actual FY 1988 priorities will be established among these candidates later this year. Federal appropriations for the highway portion are estimated to be \$23 million for FY 1988.

- Some \$2.15 million of UMTA Section 3 "Trade" funds are programmed in FY 1988, of which \$1.7 million has been identified for use on the Airport transit station and the balance for support services. Allocation of "Trade" funds is intimately related to the Transit Development Plan (TDP) currently being prepared by Tri-Met. Upon the TDP's adoption, the TIP will be revised accordingly.
- The maximum allowable use of UMTA Section 9 funds for FY 1988 operating assistance is included (\$4.49 million) which is identical to that for FY 1987. For the first time, the Section 9 program is projected in the TIP on a continuing basis through post 1990 based upon the Draft Transit Development Plan developed by Tri-Met.
- Private enterprise participation for UMTA Section 3 and 9 programs in accordance with Circular 7005.1. This requires that a local process be developed to encourage private providers to perform mass transportation and related services to the maximum extent feasible. See Attachment A.

TPAC has reviewed the TIP and Annual Element and recommends approval of Resolution No. 87-798.

Background:

The Metro TIP describes how federal transportation funds for highway and transit projects in the Metro region are to be obligated during the period October 1, 1987 through September 30, 1988. Additionally, in order to maintain continuity, funds are estimated for years before and after the Annual Element year. This FY 1988 TIP is a refinement of the currently adopted TIP and is structured by the following major headings:

- Interstate Transfer Program
- Urban Mass Transportation Administration Programs
- Other Programs - Interstate, Primary, Bridge, Safety, State Modernization, Bike, etc.
- Federal-Aid Urban System Program

INTERSTATE TRANSFER PROGRAM

The TIP includes a fixed program amount for the Metro region of \$501,384,204 (federal) based upon the amount for the withdrawn freeways and \$731,000 of additional transit withdrawal value. This additional withdrawal value became available in April 1987 upon passage of the Surface Transportation Assistance Act (STAA) and can only be applied to transit projects. At the end of the federal fiscal year, unbuilt FY 1987 projects will automatically shift to FY 1988.

The FY 1988 Interstate Transfer Program of approximately \$30 million represents the full-funding need and this, together with the projects that slip from FY 1987, is in excess of the

level of funding the region can anticipate (\$23 million). The noted amount is earmarked wholly for FHWA highway projects. Priorities will be established from amongst the full FY 1987 and FY 1988 programs later in the year based upon a closer estimate of funding revenues. Projects not funded in FY 1988 will be delayed; however, they will be considered for implementation in the event additional FY 1988 funds become available, or for funding in FY 1989.

With the passage of the STAA, the fiscal year availability of Interstate Transfer funds was extended from one year to two years, reducing somewhat the possibility of funds lapsing (not being used). However, its late passage in April 1987 means that the time frame for using the 1987 funds has been reduced to 1-1/2 years.

A number of revisions to the overall project allocations are incorporated including a variety of minor transfers due to cost overruns and underruns.

URBAN MASS TRANSPORTATION ADMINISTRATION PROGRAMS

Section 3 Discretionary

For FY 1987, some \$1.3 million is available for the Banfield LRT and since grant approval is imminent, it appears in the Anticipated column of the TIP. Under terms of the full-funding agreement, a \$5.8 million balance is still available to conclude settlement of claims and other final costs. Tri-Met will program this balance as needed over the next several years.

Section 3 "Trade" Funding

There are also funds committed through a \$76.8 million Section 3 "Letter of Intent." The funds are restricted to bus capital purposes under the terms for which they were awarded to the region but are flexible as to the particular bus capital purpose.

The \$76.8 million program in the TIP is predicated on a Letter-of-Intent extension of four years to 1992 and is currently allocated as itemized on Attachment B and summarized below:

Firm projects with grants approved for expenditure	\$48,391,120
Projects programmed for grant applications next several years - 1988 to 1990	18,022,024
Projects requiring further consideration or re-allocation of funds - Post 1990	<u>10,386,856</u>
	\$76,800,000

Projects requiring further consideration were added under the condition that they also would be included in the overall re-evaluation by JPACT. Priority for use of any of the remaining funds is as follows:

- 1) To fund cost overruns on previously approved projects within the specific jurisdiction;
- 2) To fund alternative projects within the specific jurisdiction; and
- 3) To fund alternative projects regionwide.

In any case, alternative projects must be incorporated into the Regional Transportation Plan and must be supported by Tri-Met as a logical element of the transit system. Tri-Met will be the actual grant recipient of all these funds.

#### Section 9/9A

These funds are committed to the region through a formula allocation. There is considerable flexibility on the use of the funds although there is a maximum allowable level that can be used for operating assistance and the remainder is generally intended for "routine" capital purposes such as bus replacement and support equipment. Actual funding levels are subject to amounts provided in the Surface Transportation Act, annual appropriations and fluctuations in the formula distribution.

The Section 9 Program appearing in this TIP differs from those in former years:

1. The program has been expanded to cover five years rather than one year as in the past.
2. The program assumes an annual fixed availability of funds in the amount of \$12.5 million.
3. Carryover funds have been combined with FY 1988 allocations.
4. A capital reserve is identified to account for shortfalls where program requirements exceed federal revenues. These shortfalls amount to \$12.1 million overall and start in FY 1989 (\$3.8 million).

#### SPECIAL TRANSPORTATION

Five new special transportation projects were added to the TIP totaling \$151,965 and covering the purchase of vehicles and equipment. Their inclusion was based on the need and the applicants' agreement to coordinate service with the LIFT Program. The potential recipients are:

Albertina Kerr Centers for Children  
 Friendly House  
 Ikoi-No-Kai  
 Waverly Children's Home  
 Loaves and Fishes

Inclusion of these projects in the TIP will allow the applicants to request 16(b)(2) funding from ODOT which, in turn, will award funds following consideration of other applications throughout the state.

OTHER PROGRAMS

This section of the TIP consists of and is organized by funding for:

Federal-Aid Interstate System  
 Federal-Aid Primary  
 Highway Bridge Replacement  
 Title II Safety Program  
 State Highway Funds Financing  
 Bicycle Transportation

Project changes have occurred since the major update in December at which time the TIP was made to be fully consistent with the Six-Year Program.

Most notable of the changes affecting FY 1988 consist of those with respect to some construction schedule changes. These are:

<u>Project</u>	<u>From</u>	<u>To</u>
<b>Interstate</b>		
I-5 - Interstate Bridge Deck Restoration	1987	1988
I-84 - N.E. 111th to N.E. 134th	1987	1988
I-205 - Oregon City Park-and-Ride	1988	1990
I-5/I-84 - Interchange Deck Restoration	1987	1988
I-5 - East Bank Viaduct Overlay	1987	1988
I-84 - N.E. 134th to N.E. 181st	1990	1988
I-5 - Tualatin Park-and-Ride	1987	1988
I-5 - Interstate Bridge Lift Span	1987	1988
I-5 - Lower Boones Ferry to Sagert	1988	1989
I-205 - Rocky Butte to N.E. Multnomah Bikeway	1988	1987
<b>Highway Bridge Replacement</b>		
Brookwood Bridge over Rock Creek	1987	1988
<b>State Funded</b>		
N.E. Portland Highway - N.E. 82nd to I-205	1987	1988
Sunset/Cornell Road Interchange	1989	1988
Sunset - Sylvan to Vista Ridge	1990	1988
Sunset/Cornelius Pass Interchange	1987	1988
N.E. Portland Highway at 201st and 223rd	1989	1988



## FEDERAL-AID URBAN SYSTEM PROGRAM

With the allocation of FY 1986 Federal Aid Urban funds, the last of eight funding transfers was made and fulfilled the agreement (\$27.088 million) between the Metro region and the State Highway Division. This final transfer was in the amount of \$1,486,925.

The FY 1988 program appearing in the TIP assumes an allocation of \$3.8 million. Of this amount, the City of Portland would receive \$1.6 million and the region \$2.2 million. The TIP reflects these estimated allocations for FY 1988 through FY 1991 and for the region have been identified in the FAU Regional Reserve. This reserve amounts to some \$10 million over the next several years including the carryover of \$1.3 million from FY 1987. Allocation of the reserve has been placed on hold pending evaluation and disposition by JPACT in relation to the regional priority-setting process.

### UMTA Policy on Private Enterprise Participation

On December 5, 1986, UMTA published Circular 7005.1 establishing requirements for ensuring that UMTA grantees provide for consideration of private sector involvement in transit service delivery. Included in the circular is the requirement that the metropolitan planning organization adopt policies ensuring private sector participation and certify at the time of adoption of the annual Transportation Improvement Program that all requirements are being met. In accordance with these requirements, a policy to ensure private sector participation is adopted by this resolution. In addition, Metro's certification of compliance with federal requirements was adopted on April 23, 1987, by Resolution No. 87-755 and will be submitted to UMTA in conjunction with this annual TIP submittal. The section on privatization, however, will be expanded to include some of the more explicit requirements defined in the attached policy.

### Federal Transportation Funding

An overview of current federal funding has been provided in the form of Exhibit A to the staff report. The overview summarizes the federal funding sources, match, eligibility, and approval requirements necessary to procure federal funds.

### Air Quality

The TIP is in conformity with the Oregon State Implementation Plan (SIP) for Air Quality adopted in 1982. Updates to the carbon monoxide and ozone plans demonstrate attainment of both standards by 1988. All projects specified in the SIP as necessary for attainment of these standards are included in the TIP.

In addition, the TIP has been reviewed to ensure that it does not include actions which would reduce the effectiveness of planned transportation control measures.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 87-798.

BP/gl  
4119C/405-12  
08/05/87

Federal Transportation Funding

<u>Funding Source</u>	<u>Amount Federal/State/Local Match</u>	<u>Eligibility</u>	<u>Approval Requirement</u>
Interstate (FHWA)	\$16 m. per year statewide 92/8	For completion of previously approved segments of the Interstate system. Includes \$17.75 m. for I-205 busway.	Six-Year Program/TIP
Interstate - 4R (FHWA)	\$38 m. per year statewide 92/8	For rehabilitation and modernization of 718-mile Interstate system throughout Oregon (urban and rural).	Six-Year Program/TIP
Primary (FHWA)	\$29 m. per year statewide 88/12	For rehabilitation and modernization of 4,926 miles of major state highways throughout Oregon (urban and rural); by OTC policy 60 percent (\$18 m.) is for rehabilitation; 40 percent (\$11 m.) is for modernization.	Six-Year Program/TIP
Urban (FHWA)	\$7 m. per year statewide, including: - \$1.6 m. Portland - \$2.2 m. Portland region 88/6/6	For rehabilitation and modernization of 1,022 miles of arterials and collectors in the Portland region; eligible to be transferred to bus or rail facilities or vehicles.	TIP/OTC

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<u>Funding Source</u>	<u>Federal/State/Local Match</u>	<u>Eligibility</u>	<u>Approval Requirement</u>
Bridge Replacement (FHWA)	\$11 m. per year statewide 80/10/10	For rehabilitation and replacement of deficient bridges; selected on the basis of statewide bridge sufficiency rating; 15-35 percent of funds to be spent on roads off the Federal-Aid System (not arterials or collectors).	Six-Year Program/TII
Safety (FHWA)	\$4 m. per year 90/10	For the elimination of hazardous conditions and railroad crossings.	Six-Year Program/TIE
Interstate Transfer (FHWA or UMTA)	\$500 m. in 15 years; \$57 m. left to appropriate from Congress; \$14.95 m. Regional Reserve left to allocate; \$3.2 m. McLoughlin Reserve left to allocate. 85/15	For any transit or highway capital improvement on state highways, arterials, collectors (except Interstate), including bus and rail facilities and vehicles. Priority commitment of Regional Reserve for I-505 and Banfield final costs.	TIP
Section 9 (UMTA)	\$12 m. per year to Tri-Met 50/50 80/20	Up to \$4.7 m. per year for operations assistance at 50/50. Balance (\$6.3 m. per year) intended for routine capital purposes at 80/20 (such as equipment, bus replacement and minor capital improvements) but is very flexible and can be used for rail purposes. Available to Portland region on a formula basis.	TDP/TIP

<u>Funding Source</u>	<u>AMOUNT Federal/State/Local Match</u>	<u>Eligibility</u>	<u>Approval Requirements</u>
Section 3 (UMTA)	80/20	Available on a discretionary, competitive basis for major capital improvements, including fleet expansion, stations, park-and-ride lots, garages and LRT. LRT funding subject to following defined process and meeting cost-effectiveness standards.	TDP/TIP
Section 3 Letter-of-Intent (UMTA)	\$76.8 m. at \$12 m./year \$48.4 m. - grants received \$18.0 m. - programmed \$10.4 m. - under consideration 80/20	"Letter-of-Intent" approved by Congress and awarded to Portland region in 1982 for funding in 1982-1988. Provided as a commitment to "bus only" improvement program in exchange for regional "trade" of Interstate Transfer funds.	TIP/TDP
Section 16(b) (2) (UMTA)	\$320,000 per year statewide 80/20	Available to private, non-profit corporations only for capital improvements required to serve elderly and handicapped. Funds are available on a statewide basis and awarded competitively by ODOT. Applicant provides local match. Proposed service in Portland region must be service that cannot be provided by Tri-Met LIFT Program.	OTC/TIP

7576C/478

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING THE	)	RESOLUTION NO. 87-798
FY 1988 TO POST 1991 TRANSPORTA-	)	
TION IMPROVEMENT PROGRAM AND THE	)	Introduced by the Joint
FY 1988 ANNUAL ELEMENT	)	Policy Advisory Committee
	)	on Transportation

WHEREAS, Projects using federal funds must be specified in the Transportation Improvement Program (TIP) by the fiscal year in which obligation of those funds is to take place; and

WHEREAS, In accordance with the Metropolitan Service District (Metro)/Intergovernmental Resource Center (IRC) of Clark County Memorandum of Agreement, the Transportation Improvement Program has been submitted to the IRC for review and comment; and

WHEREAS, Metro is required to adopt a policy on private enterprise participation in the Urban Mass Transportation Program; and

WHEREAS, Some 1987 Annual Element projects may not be obligated by the end of FY 1987 and the exact time for their obligation is indeterminate; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District adopts the policy on private enterprise participation in the Urban Mass Transportation Program set forth in the attachment to this Resolution marked Attachment A.

2. That the Metro Council adopts the FY 1988 Transportation Improvement Program for the urban area as contained in the Attachment to this Resolution marked Attachment B.

3. That projects that are not obligated by September 30, 1987, be automatically reprogrammed for FY 1988 for all funding sources.

4. That the Metro Council allows funds to be transferred among projects consistent with the Transportation Improvement Program Project Management Guidelines adopted by Resolution No. 85-592.

5. That the Transportation Improvement Program is in conformance with the Regional Transportation Plan and the 1982 Air Quality State Implementation Plan (Ozone and Carbon Monoxide) and that the planning process meets all requirements of Title 23-Highways and Title 49-Transportation of the Code of Federal Regulations.

6. That the Metro Council hereby finds the projects 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 \_\_\_\_\_, 1987.

Richard Waker, Presiding Officer

BP/gl  
4119C/405-11  
08/05/87

## ATTACHMENT A

### POLICY ON PRIVATE ENTERPRISE PARTICIPATION IN THE URBAN MASS TRANSPORTATION PROGRAM

#### I. Background

In accordance with UMTA Circular 7005.1, recipients of UMTA funding are required to develop a process for considering the capability of private providers to perform mass transportation and related support services. They are also required to provide periodic documentation on the results of implementation of the policy. This requirement falls both on Metro as the Metropolitan Planning Organization and Tri-Met as the principal provider of transit services and UMTA grant recipient. Specifically, Metro is required to adopt a policy which provides for consideration of private enterprises in local transit service planning, ensure a fair resolution of disputes and certify at the time of submission of the annual Transportation Improvement Program that the local process is being followed. This policy is intended to respond to these requirements while recognizing that the principal responsibility for involving the private sector should rest with Tri-Met since it is the only operator in the Portland region.

#### II. Policy

##### A. Transit Service Planning

1. Tri-Met should ensure private enterprise involvement in transit service planning and development of transit capital improvements, to include:
  - a. Notice to and early consultation with private providers in plans involving new or restructured service as well as the periodic re-examination of existing service.
  - b. Periodic examination, at least every three years, of each route to determine if it could be more efficiently operated by a private enterprise.
  - c. Description of how new and restructured services will be evaluated to determine if they could be more effectively provided by private sector operation pursuant to a competitive bid process.
  - d. The use of costs as a factor in the private/public decision.



2. Metro will review the results of these analyses and provide TPAC and JPACT an opportunity for review and comments.
3. In transit service studies where Metro has lead responsibility, Metro will provide notice to and ensure early consultation with private providers.

B. Dispute Resolution

Tri-Met should establish a dispute resolution process that provides a clear opportunity for interested parties to object to a decision. The process should also include the opportunity for final appeal to UMTA.

C. Documentation

1. In conjunction with submittal of projects to Metro for inclusion in the Transportation Improvement Program, Tri-Met shall submit documentation that this private enterprise policy has been followed, including:
  - a. A description of the involvement of the private sector in the development of the specific projects. The determination of whether service or support functions reflected in the Annual Element are to be provided by a public or private provider can be arrived at through use of requests for proposals, requests for bids, or other means in the local planning process;
  - b. A description of the proposals received from the private sector and how they were evaluated;
  - c. A description of impediments to holding service out for competition and the measures taken to address the impact of such impediments; and
  - d. A copy of the Tri-Met dispute resolution procedure and a description and status of private sector complaints.

This documentation shall be provided no later than the time of submission of projects for the annual update to the Transportation Improvement Program (June 1). In addition, supplemental documentation should be submitted at the time of submittal of any additions to the Transportation Improvement Program, if necessary.

2. Metro will include this documentation as part of the certification to UMTA that the region is in compliance with federal requirements.



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

Date: August 5, 1987

To: JPACT

From: Richard Brandman, Senior Analyst *CB Brandman*

Regarding: I-205 Process

In response to recent actions of the I-205 Policy Advisory Committee and JPACT, Metro has been coordinating efforts to determine the next steps of project development in the I-205 corridor. Attached are two memos. The first defines the steps which must be taken to withdraw the busway, substitute a rail project, and ensure the \$17 million of FHWA funds is secured. The second memo defines, in brief, the process for receiving any discretionary UMTA Section 3 funds to supplement the I-205 Buslane Transfer funds.

Also attached is a letter from ODOT seeking concurrence from FHWA on several issues affecting the process.

RB:lmk

Attachments

FHWA Process to Secure  
I-205 Interstate Highway Funds for Light Rail Purposes

- I. The I-205 busway must be withdrawn.
  - A. Requires a letter from the Governor citing Section 142 of the Surface Transportation Act.
  - B. Need resolutions from affected jurisdictions (Portland, Multnomah County, ODOT, Metro and Tri-Met) endorsing the request.
  - C. Withdraw only the sections you wish to advance for rail purposes. That is, once the section is withdrawn, the FHWA Interstate funds would no longer be available for bus purposes.

Estimated time for approval: 3 months.

- II. Construction must commence by September 30, 1989.
  - A. We are currently seeking concurrence from FHWA that initiation of preliminary engineering constitutes construction (see attached letter).
  - B. We are currently defining with ODOT what environmental steps are required. (It is most likely that a new draft and final EIS would be required because of the outdated nature of the current document.)
  - C. Administrative procedures for programming the project would be the same as that of a highway project. Under FHWA procedures, initiation of a draft Environmental Impact Statement is considered preliminary engineering. Therefore, initiation of the project development process leading to the environmental stage would secure the \$17 million and no deadlines would remain.
  - D. Actual expenditure would require an "obligation" of Interstate Transfer-Highway funds and draw-down against the region's annual appropriation. The I-205 Buslane transfer would lower the state's annual Interstate formula appropriation and increase the region's annual Interstate Transfer formula appropriation.

Estimated time for approval of preliminary engineering: 3 months.



RECEIVED JUL 30 1987

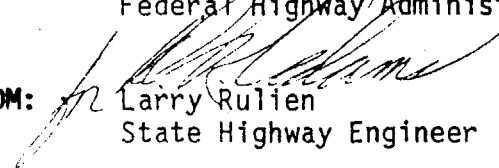
*Department of Transportation*  
HIGHWAY DIVISION  
TRANSPORTATION BUILDING, SALEM, OREGON 97310

In Reply Refer to  
File No

**DATE:** July 28, 1987

LEG 7-3

**TO:** Dale E. Wilken, Division Administrator  
Federal Highway Administration

**FROM:**  Larry Rulien  
State Highway Engineer

**SUBJECT:** Light Rail Transit Lines (I-205)

Section 142 of the Surface Transportation and Uniform Relocation Assistance Act of 1987 authorizes Oregon to substitute a light rail transit line in lieu of bus lanes currently eligible for FAI funds on I-205. In cooperation with the Metropolitan Service District (MSD) and local government, the Department is exploring this option. Several questions have arisen requiring FHWA interpretation.

Section 142(c) places a limitation on eligibility for withdrawing the bus lanes. The subsection states, "By September 30, 1989, any substitute transit project approved under subsection (a) . . . must be under contract for construction or construction must have commenced." If this condition is not met, the "Secretary shall withdraw approval" of the project.

Based on Title 23, United States Code Section 101, we take this to mean we must begin preliminary engineering on the project by September 30, 1989. Section 101, "Definitions and declaration of policy", does not define preliminary engineering but implicitly includes it within the definition of the term "construction", which is taken to include "all expenses incidental to the construction or reconstruction of a highway, including locating, surveying and mapping. . .".

Therefore, should the secretary approve the withdrawal, we take it to mean that our receipt of Form 1240 "Authorization to Proceed", for our request for preliminary engineering funds will constitute the beginning of construction. Do you concur?

C-5

Dale E. Wilken  
July 28, 1987  
Page 2

Our second question involves the source of funding. Due to the unusual wording of Subsection 142(d)(3), even though the substitute project is a transit job, it is to be administered by FHWA. We take this to mean the project, once withdrawn, will be considered an Interstate Substitute Highway project both in terms of ISCE calculations and the source of funds to be drawn against for preliminary engineering and later construction expenses. Therefore, almost immediately after the withdrawal is approved we could draw against the state's FAIX account. Again, do you agree?

Thank you for your cooperation.

cc Andy Cotugno (MSD)

UMTA Process for Receipt of  
Section 3 Discretionary Funds

If UMTA Section 3 funding is sought to supplement the I-205 transfer funds, the following process must be met in addition to the FHWA process:

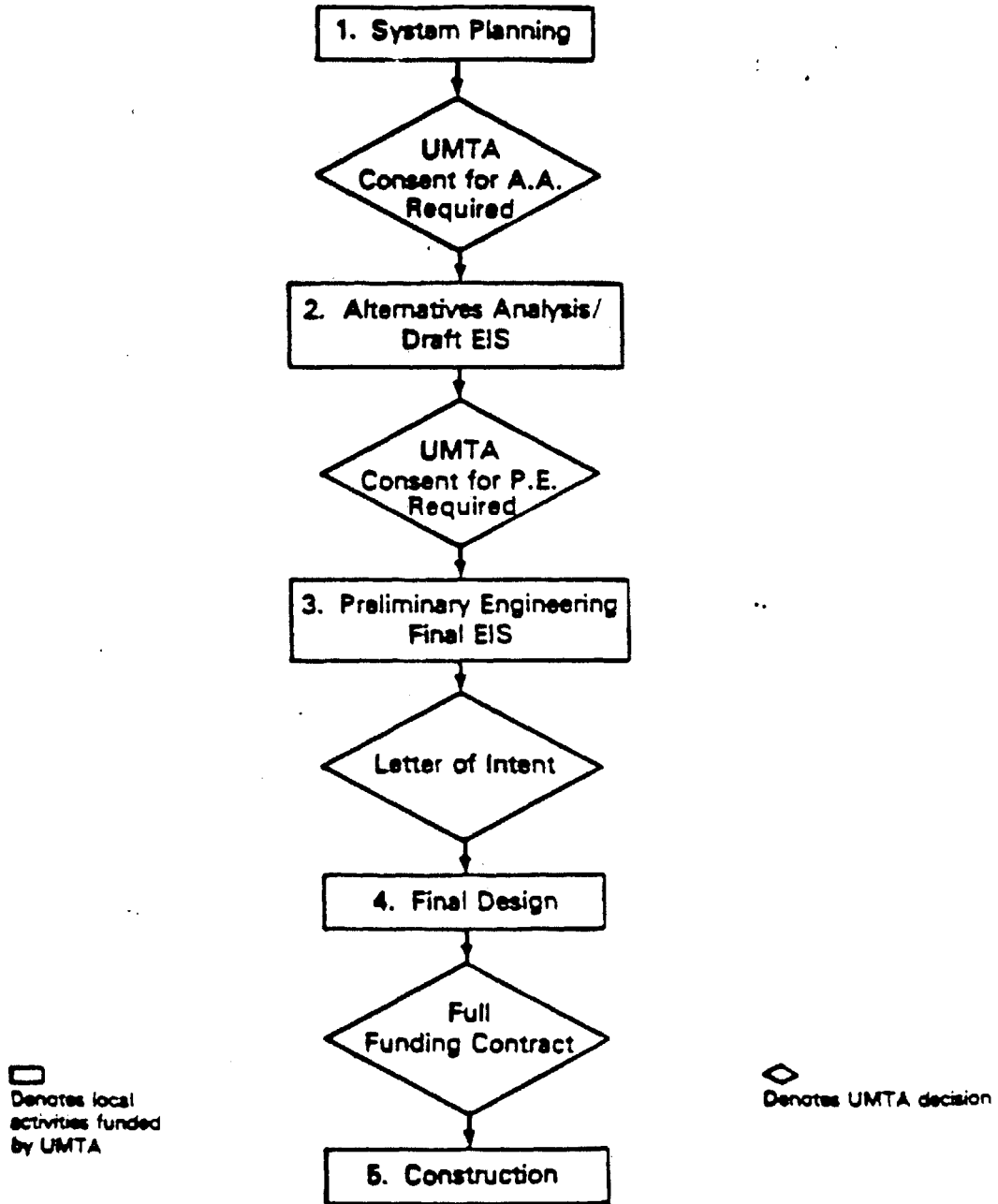
- I. UMTA has a rating system to define projects most worthy of federal support. Based on:
  - A. Cost-Effectiveness. Attraction of new riders; improvements in travel time for existing riders; and reductions in operating and maintenance costs.
  - B. Local Financial Support.
    1. Capital overmatch is "prized." Three-tiered process with (a) just meeting the statutory minimum, (b) providing additional non-federal resources, and (c) complying with Congressional guidance suggesting 50 percent match.
    2. Capital financing plan to determine the stability and reliability of local capital match.
    3. Stability and reliability of the source of operating revenue to run the entire system as planned.
- II. UMTA Project Development Process.
  - A. Locals must select a priority corridor and identify potentially cost-effective alternatives for detailed study.
  - B. Locals seek UMTA approval to initiate alternatives analysis after demonstrating "a reasonable possibility that the fixed guideway alternative will be shown to be cost-effective."
  - C. Two threshold criteria are used to guide UMTA in this decision:
    1. Corridor should currently have at least 15,000 daily transit riders.
    2. Fixed guideway alternatives in the corridor should have total cost-effectiveness indices with an annualized cost of no more than \$10.00 per added rider.
  - D. Following completion of the alternatives analysis, which usually takes 12 to 24 months to complete, a locally preferred alternative report is transmitted to UMTA together with a request to initiate preliminary engineering.

E. Preliminary engineering will usually be approved when:

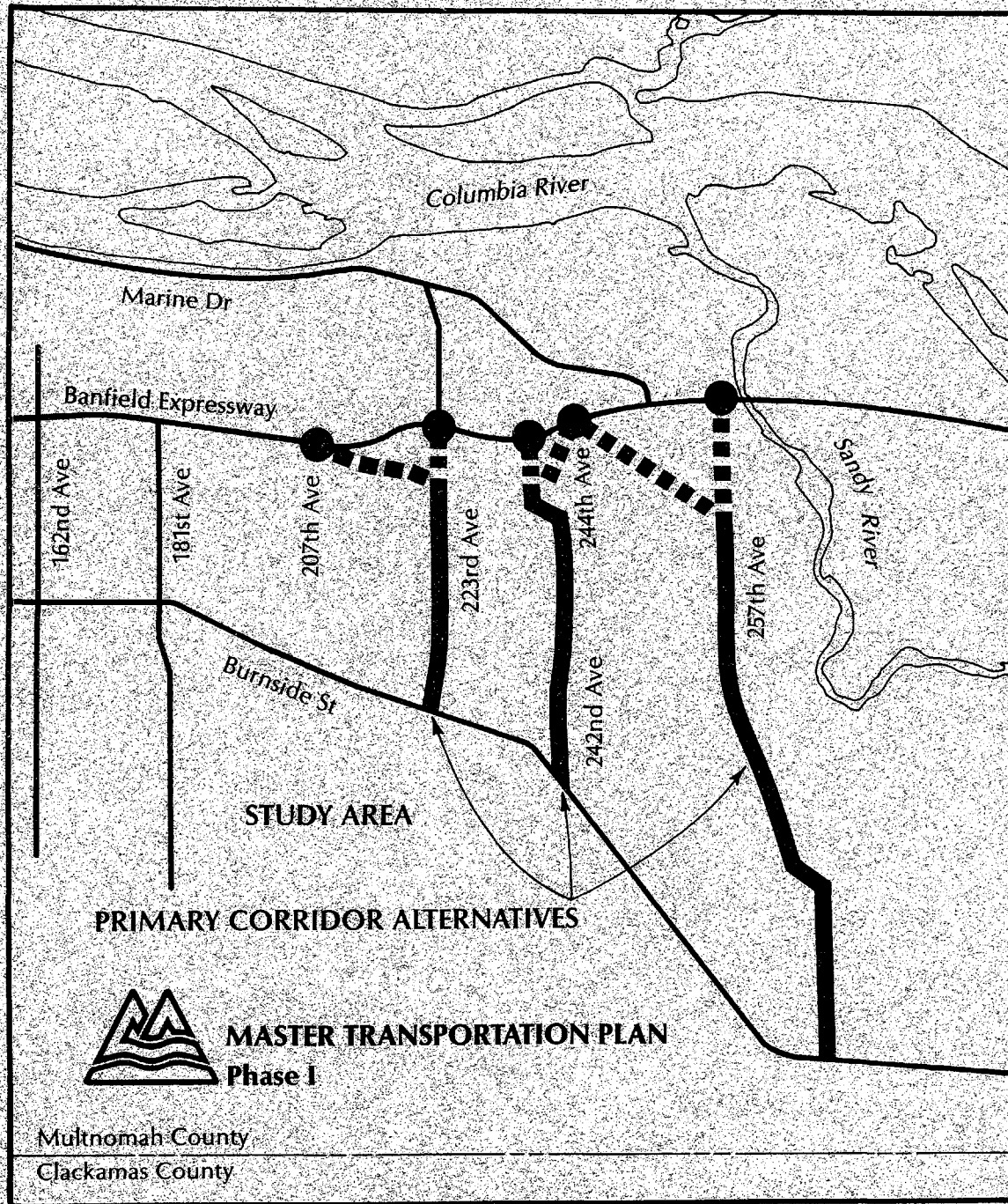
1. The preferred alternative offers greater ridership and travel time benefits than lower cost alternatives, and
2. The total cost-effectiveness of the preferred alternative does not exceed an annualized cost of more than \$6.00 per new transit trip.

RB:lmk  
8-4-87

Figure I-1.1: UMTA Project Development Process

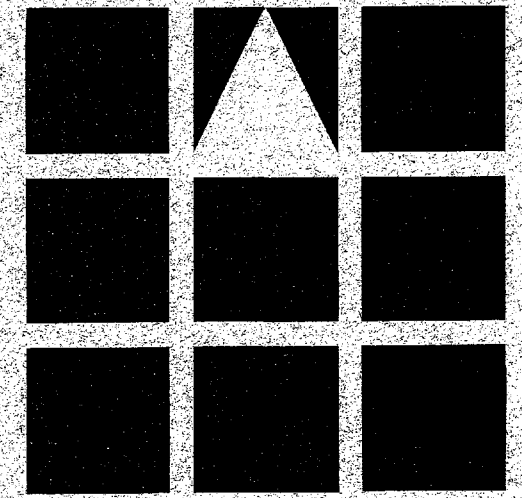






**MULTNOMAH COUNTY**

**MASTER  
TRANSPORTATION  
PLAN**



## **WHY DO WE NEED TRANSPORTATION PLANNING?**

As we look ahead to the future, we must carefully plan for the foreseeable growth of our area. We need to develop plans that will enhance the natural beauty of the area while allowing for economic growth that will benefit area citizens. A major element of this planning process is developing a transportation plan that aids both economic development and the needs of our communities.

The goal of the Multnomah County Division of Transportation (along with the Oregon Department of Transportation) is to meet future needs by providing county residents with a balanced transportation system for the year 2005. The plan that is now being developed, the MULTNOMAH COUNTY TRANSPORTATION PLAN, will consider the following elements:

- Public transit (i.e., Tri-Met)
- Vehicular traffic (roadways)
- Bicycle routes
- Pedestrian pathways.

## **WHAT IS THE MULTNOMAH COUNTY MASTER TRANSPORTATION PLAN?**

This study has been divided into two sections. Phase I will examine all transportation elements east of 162nd Street. Phase II will address the transportation needs of the remainder of the county. Currently we are focusing on Phase I. Two issues that will be addressed are:

**Overall transportation needs of East County.** Transportation planners will review all streets (arterial and collector) to see if they will serve the needs of the area in the year 2005. All needed improvements to these streets will be identified.

### **I-84 connection recommendations.**

In order to serve the growing area demands projected for the year 2005, a better system of interchanges along I-84 is needed, as well as a better connection linking I-84 with U.S. 26. The County,

East County Cities, Metro, and ODOT are working together to identify and develop transportation improvements and that will accommodate the projected increases in traffic volumes while preserving the quality of life for those in the affected communities.

## **WHO IS INVOLVED?**

### **Government Agencies**

**Multnomah County Division of Transportation (MCDOT)** evaluates and plans for all the transportation needs of the county. It is particularly concerned with determining the problems of those county roadways that will connect with the proposed I-84 interchanges.

**Oregon Department of Transportation (ODOT)** is primarily responsible for the development of I-84 and the interchanges.

**Metropolitan Service District (METRO)** is primarily responsible for providing computer modeling support to test the various street system designs.

**East County Cities** are responsible for identifying local transportation issues, and reviewing alternative solution strategies.

### **Advisory Committees**

**Citizen Advisory Committee (CAC)** works through ODOT on the I-84 Interchange alternatives.

**East Multnomah County Transportation Committee (EMCTC)** is a group of elected officials representing the various jurisdictions that will serve as the policy advisory committee for the county's Master Transportation Plan.

### **Citizens**

It is important that those who live or work in the area become involved in this process. To facilitate community involvement newspaper articles explaining progress of the plan will appear throughout the project, a town hall panel will be aired on Rogers Cable, a survey to residents of the area will be conducted, and three public meetings have been scheduled. The meetings

will be held during different stages of the planning process to encourage residents to be involved with the project throughout its duration.

## **WHEN ARE THE MEETINGS?**

### **March 23 (first meeting)**

This will be the first of three meetings to involve the public in the Multnomah County Master Transportation Plan, Phase I. The purpose of this meeting is to 1) identify those issues of concern to the planners and 2) outline the process the plan will follow, including the role of citizens. The agenda for the meeting will include the following items:

- Introduce the transportation plan project
- Outline the process
- Determine the schedule for the plan
- Review the corridors (streets) for consideration
- Identify public issues for consideration

### **July 20, 1987**

The second meeting will be a time to evaluate the alternatives offered to date. Comments on the proposals and concerns will be discussed. Agenda items include:

- Present I-84 interchange menu of options
- Present evaluation of East County arterial corridors
- Review schedule
- Comments

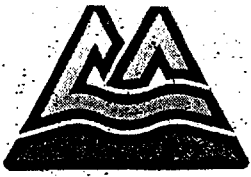
### **September 24, 1987**

The final meeting will include a presentation of the system recommendations and the process to begin the project.

- Present final project recommendations
- Comments

To confirm times and dates, check local newspapers.

If you are interested in planning for your future, please call 248-3636 for more information.



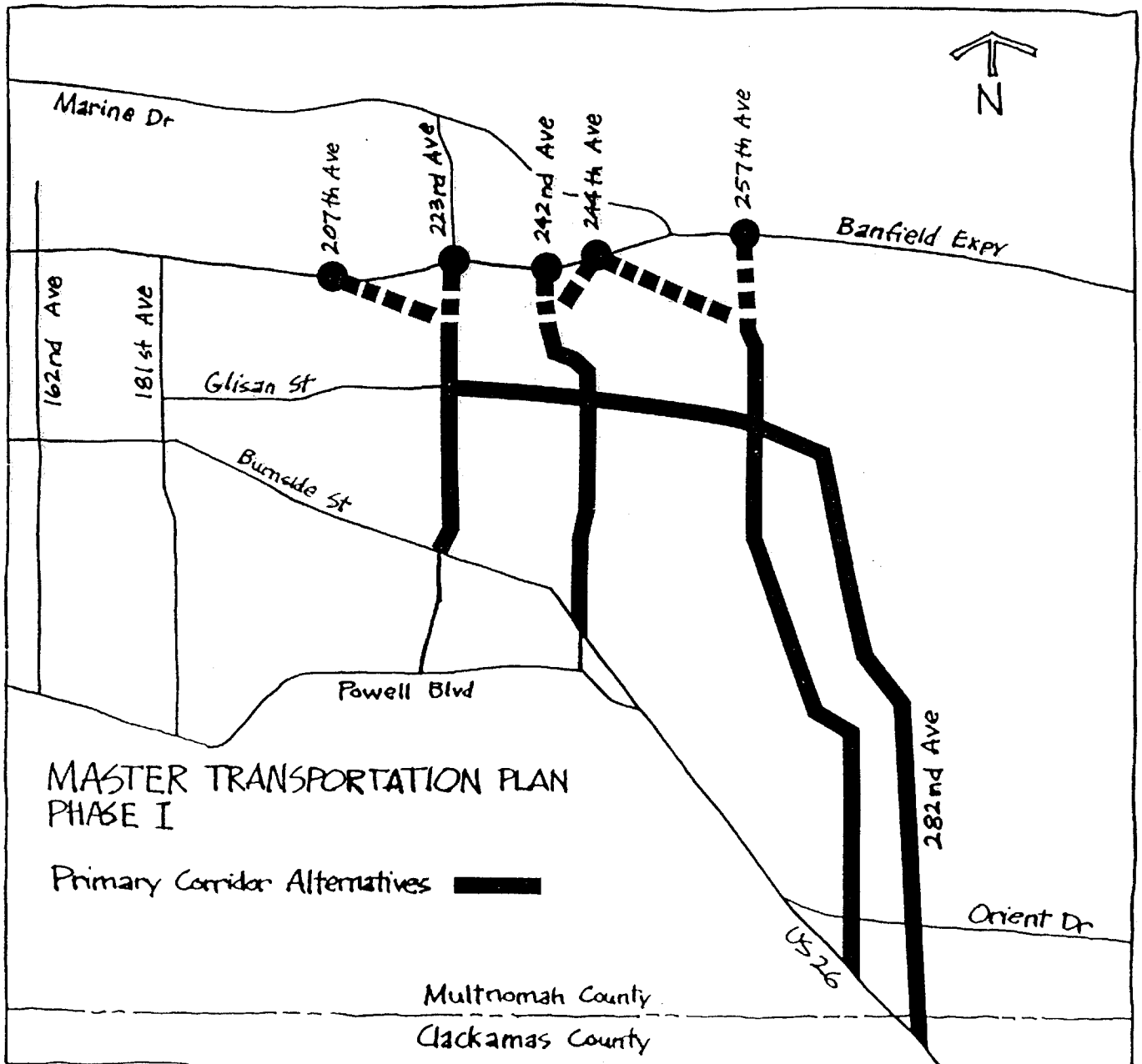
# MULTNOMAH COUNTY OREGON

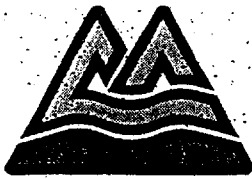
DEPARTMENT OF ENVIRONMENTAL SERVICES  
TRANSPORTATION DIVISION  
1620 S.E. 190TH AVENUE  
PORTLAND, OREGON 97233  
(503) 248-5050

BOARD OF COUNTY COMMISSIONERS  
GLADYS McCOY • CHAIR OF THE BOARD  
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER  
GRETCHEN KAFOURY • DISTRICT 2 COMMISSIONER  
CAROLINE MILLER • DISTRICT 3 COMMISSIONER  
POLLY CASTERLINE • DISTRICT 4 COMMISSIONER

## MULTNOMAH COUNTY MASTER TRANSPORTATION PLAN - PHASE I

1. Design a street system (arterial and collector), to move people, goods and services in the East Urban County area that will allow for adequate travel flow for the anticipated 2005 forecasted travel demands.
2. Identify a principal street (primary corridor) that will provide safe and efficient travel between I-84 and Highway 26 (Mt. Hood Highway).





# MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES  
TRANSPORTATION DIVISION  
1620 S.E. 190TH AVENUE  
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(503) 248-5050

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POLLY CASTERLINE • DISTRICT 4 COMMISSIONER

July 1987

## MULTNOMAH COUNTY MASTER TRANSPORTATION PLAN AND ODOT I-84 STUDY DECISION-MAKING PROCESS

Per discussions with ODOT (Dames & Moore), Metro, and east county cities, the following represents the planned decision-making process for the County's Master Transportation Plan Phase I and the relationship to ODOT's I-84 study DEIS development.

July 20th, 1987

### Public Information Meeting

Sponsors: ODOT and Mult. Co.

- . Review of evaluation of ODOT's I-84 interchange options.
- . Review of evaluation of Mult. Co.'s road system options, including I-84 to US 26 corridor connections.
- . Review of County evaluation criteria.

Input from this meeting plus comments from ODOT CAC will be folded into the County's evaluation criteria for alternative selection.

August 1987 (last week)

### TAC for Mult. Co. Transportation Plan

- . Present evaluation of County road system and preferred alternative (evaluation criteria applied), including preferred interchange options.

October 1987 (first week)

### East Mult. Co. Transportation Committee

- . Present evaluation of County system and preferred alternative, including preferred interchange option.

October 1987 (first and second weeks)

### East County Cities, Mult. Co. BCC and TPAC and JPACT

- . Present evaluation of County system of preferred corridor alternative, including preferred interchange option.

For Fire, Police, or Ambulance: Dial 911 in Portland and Multnomah County.

AN EQUAL OPPORTUNITY EMPLOYER

Master Plan Study

Page 2

November 1987 (first week)

East Mult. Co. Transportation Committee

- . Passes resolution on selected system, including preferred interchanges, corridor connection, and County functional classification.

November 1987 (first and second week)

East County cities pass resolution for preferred system.

November 1987 (third or fourth week)

Public Information Meeting

- . Present public with preferred system, including interchanges, I-84-US 26 connection and final classification system for East County area.

November 1987 (last week)

ODOT begins DEIS Mult. Co. Board of County Commission adopts proposed system.

SL:cmk

3265V



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

Date: August 6, 1987

To: JPACT

RH

From: Robert Hart, Transportation Analyst

Regarding: Southeast Corridor Study

Metro is now beginning the analysis phase of the Southeast Corridor Study. Attached is a Scope of Work describing objectives, issues and process to be conducted for the study.

Overall, the issues to be addressed in the Southeast Corridor are: possible solutions to Johnson Creek Boulevard corridor east/west traffic problems and the need for new or upgraded Willamette River bridge capacity. In addition, the study will be coordinated with ODOT's study to define the scope of improvement required in the Highway 224/212 corridor.

Initial analysis by Metro has shown that Highway 224/212 reconnaissance can be conducted by ODOT and will remain separate from other issues being analyzed during the study.

The magnitude of the Highway 224/212 improvements determined by ODOT, with its consequent effect on the surrounding arterial system, does not impact the scope of possible alternatives that may be recommended in the Johnson Creek Boulevard corridor. A document analyzing the impacts of a minimum versus maximum Highway 224/212 improvement is attached.

The two remaining issues, concerning the Johnson Creek Boulevard corridor and Willamette River bridge capacity, are being carried forward by Metro. Analysis is beginning on Johnson Creek Boulevard corridor east/west traffic circulation problems and is the priority effort in this phase of the study.

Neighborhood interests within the study area are made up of a diversity of differing and conflicting viewpoints due to the nature, size and variety of the east/west traffic problems. Metro is forming a Citizens Advisory Committee with a wide range of neighborhood representation. A letter has been drafted to the jurisdictions soliciting candidates for Committee membership (see attachment).

JPACT

August 6, 1987

Page 2

In addition, public meetings are recommended so that people are given the opportunity to provide input and voice concerns, and also to help in achieving consensus on possible solutions that may be recommended.

Each of the issues being addressed in this study are limited to a few jurisdictions (Cities of Portland and Milwaukie and Clackamas County) impacted by proposed alternatives and projects developed during the course of the study. In light of this, JPACT is the appropriate body to provide policy review for the Johnson Creek Boulevard analysis and the river bridge capacity, and also the Highway 224/212 reconnaissance currently underway by ODOT.

BH:lmk

Attachment

## SOUTHEAST CORRIDOR STUDY

### Scope of Work

#### A. Overall Study

The results of the corridor study should provide the information needed to recommend appropriate amendments to local, regional and state plans to reflect a transportation improvement program to address two specific transportation problem areas: a) east to west traffic problems on Johnson Creek Boulevard and parallel routes; and b) Willamette River crossing capacity. In addition, the study should provide coordination with Highway 224/212 studies by ODOT and LRT studies by Metro and Tri-Met.

#### B. Study Objectives

The objective of the study is to provide the technical analysis necessary for the jurisdictions to reach that consensus, to develop and conduct a public involvement process, to provide support for public hearings and to conclude with appropriate amendments to the Regional Transportation Plan (RTP).

Specifically, the two major objectives of this study are defined as follows:

1. Identify a transportation program to minimize excessive traffic impacts on Johnson Creek Boulevard between S.E. McLoughlin Boulevard and S.E. 45th in accordance with the following principles:
  - To identify methods to address the transportation needs of the area, particularly the east-west traffic pattern between I-205 and McLoughlin Boulevard;
  - To meet the needs of both existing and planned land use patterns;
  - To protect existing residential and environmentally sensitive areas;
  - To ensure problems existing in parts of the area are not simply transferred to other areas; and
  - To identify an acceptable truck routing pattern.

The study will address, at a minimum, the area bounded by Holgate, I-205, Highway 224 and the Willamette River and will consider, at a minimum, traffic demands and alternative improvements on Holgate Boulevard, Bybee Boulevard, and King/Harrison Streets.

2. Evaluate the adequacy of Willamette River crossings, in particular, the Sellwood and Ross Island Bridges, and define the approach for providing needed capacity



consistent with the capacity of the surrounding highway system and taking into consideration recommendations for serving Highway 224/212 and Johnson Creek Corridor traffic. Consider the adequacy of existing bridges, options for upgrading or replacing existing bridges and new bridge location alternatives (ODOT and Multnomah County will be principally responsible for providing bridge project design and cost information).

Additionally, the Southeast Corridor Study will be coordinated with a separate effort by ODOT to perform a Highway 212/224 Reconnaissance Study that will evaluate alternative improvements to McLoughlin/Highway 224/Highway 212 Corridor from the Ross Island Bridge to U.S. 26, including upstream and downstream improvements required with a specific level of improvement on Highway 212/224 itself. Specific improvements to be included in the RTP on Highway 224/212 will be coordinated with recommendations from this study.

The study will also coordinate with related efforts to refine the transit service design, particularly as it relates to relief of traffic problems in the McLoughlin/224/212 corridor, along Johnson Creek Boulevard and across the Sellwood and Ross Island Bridges including LRT study in the Milwaukie and I-205 corridors.

## C. Study Process

### 1. Problem Assessment

Review the future year traffic projections on the transportation system identified in the RTP and identify problems remaining on the Southeast Corridor arterial street system. Measure the ability of the RTP highway system to handle projected, current and 2009 traffic demand. Specifically address system performance as it relates to:

- River crossing bridge capacity.
- The operation of McLoughlin Boulevard between Ross Island Bridge and Highway 224.
- The type of traffic and the nature of the capacity deficiencies on Johnson Creek Boulevard and surrounding streets.
- The operation of Macadam/Highway 43 north and south of the Sellwood Bridge.
- Identify capacity deficiencies on the arterial system in the area west of the Sellwood Bridge, including the Terwilliger extension, and the Macadam/I-5 access.

- Identify other capacity-deficient facilities and areas of neighborhood infiltration due to congestion-related diversion from the arterial system.
- Identify benefits of Highway 224 improvements on I-84, I-205 and other parts on the regional system.

## 2. Definition of Concept Alternatives and Issues

A preliminary set of concept alternatives has been developed for analysis. It is not meant to be all inclusive and is intended as a starting point to develop final alternatives. For example, as the analysis proceeds, various river crossing alternatives may be combined with components of alternatives associated with the east/west travel corridor to develop overall system alternatives that best solve identified traffic problems.

Listed below are the preliminary concept alternatives and specific issues to be addressed during the analysis:

### a. Johnson Creek Boulevard Corridor Improvement

(The corridor is defined as the area from King/Harrison north to Holgate and the Willamette River east to I-205)

#### • Concept Alternatives

- Upgrade Johnson Creek Boulevard from McLoughlin Boulevard to 82nd Avenue with a new connecting facility from 45th to Tacoma Boulevard at McLoughlin Boulevard.
- Upgrade one or more of the other existing east/west routes, such as Holgate, Bybee, Johnson Creek Boulevard, and King/Harrison.
- Discourage through trips in the corridor by disincentives on particular routes.

#### • Issues

What are the impacts of various improvement strategies in this corridor on:

- Tacoma Boulevard between McLoughlin Boulevard and Sellwood Bridge?
- Willamette River crossing capacity?
- The operation of other east/west streets?

- Neighborhood infiltration?
- The ability to solve problems identified in the RTP problem assessment?
- What is the relationship of the corridor improvements to the river crossing alternatives?
- What associated improvements throughout the area are required to make the alternative work?
- What are the significant impacts likely to occur due to the proposed alternatives?
- What is the cost of the proposed improvements?

b. Willamette River Crossing Alternatives

- Sellwood Bridge

Replace the Sellwood Bridge with an improved two lane bridge - or - expand its capacity to four lanes.

Issues

What are the impacts of additional bridge capacity on:

- The traffic circulation patterns in the Sellwood neighborhood?
- Travel flows in the Johnson Creek Boulevard Corridor?
- Traffic circulation and level-of-service in the west Sellwood Bridge area, including Macadam Avenue, north and south of the bridge terminus and access to I-5?
- What traffic diversion to or from the Ross Island Bridge would occur?
- What is the impact of the alternative on problems identified in the RTP problem assessment?
- What associated improvements are required to make the system work?
- What are the significant impacts likely to occur due to the proposed alternatives?

- What is the cost of the proposed alternative?

- Ross Island Bridge

Expand bridge capacity with the addition of one new travel lane in each direction.

Issues

What are the impacts of increased bridge capacity on:

- The operation of McLoughlin Boulevard?
- The operation of Powell Boulevard?
- Traffic circulation and level-of-service at the west terminus of the Ross Island Bridge, particularly for connections to I-5, Macadam, the Sunset Highway and downtown Portland?
- What associated arterial improvements are required to make the system work?
- What traffic diversion from the Sellwood Bridge would occur?
- What is the impact of the alternative on problems identified in the RTP problem assessment?
- What are the significant impacts likely to occur due to the proposed alternatives?
- What is the cost of the proposed alternative?

- New Willamette River Bridge

Construct a new bridge across the Willamette River south of the Sellwood Bridge with a capacity of two to four travel lanes; consider as either a replacement of, or an addition to, the Sellwood Bridge.

Issues

- What is the optimum location for a new bridge connection?
- What traffic circulation impacts occur on the surrounding street system?

- Is there a relationship to proposed improvements on Johnson Creek Boulevard and parallel routes?
- What associated arterial improvements are required to make the system work?
- What is the ability of the alternative to solve problems identified in the RTP problem assessment?
- What are the significant impacts likely due to the proposed alternatives?
- What is the cost of the proposed alternative?

### 3. Public Involvement

A citizens advisory committee will be formed to provide guidance and review during the course of the study. The committee will be formed for the Johnson Creek Boulevard portion of the study as the issues and possible impacts to the study area are clearly defined. Because of the importance of developing consensus for solutions to the east/west travel problems, active involvement will begin early in the process to ensure that the interest and concerns of the citizens are addressed and incorporated into the study.

In addition, the committee will receive periodic updates on the status of the river crossing portion of the study and the progress of the ODOT Highway 224/212 reconnaissance.

#### a. Frequency of Meetings

At a minimum, committee meetings will occur at major milestones during the progress of the study. The stages listed below are points at which the committee could meet.

- Study Overview; Scope of Work
- Assumptions for analysis
- Evaluation of 2009 RTP traffic conditions and RTP Problem Assessment
- General concepts of alternatives
- Definition of alternatives
- Evaluation of alternatives
- Conclusions and Recommendations

b. Membership

Committee membership will consist of representatives from neighborhood groups in the area bounded by the Willamette River, east to 82nd Avenue, north to Holgate Boulevard and south to Monroe Street.

Candidates will be solicited from neighborhood and business groups in the affected area by the cities of Portland and Milwaukie and by Clackamas County.

c. Other

Meetings for the general public will be held on occasion so that there is ample opportunity for people to provide input and express concerns, and also to assist disparate interests in the area to understand the issues and achieve consensus on possible solutions.

d. Macadam CAC

Due to the wider area of impact associated with the river crossing analysis, this portion of the study will also be reviewed with the existing Macadam CAC. This committee was organized to address needed improvements to Macadam Avenue and related facilities which may be impacted by the proposed river crossing alternatives.

4. Policy Review and Technical Committees

a. Policy Review

JPACT will serve as the appropriate body to provide policy review as the study proceeds. In addition to reviewing Johnson Creek Boulevard and Willamette River crossing analysis and recommendations, JPACT will act in the same capacity for the Highway 224/212 reconnaissance study currently being conducted by ODOT.

b. Technical Committee

The Technical Advisory Committee will consist of technical staff from the cities of Portland and Milwaukie, Clackamas and Multnomah counties, ODOT and Metro. The committee will provide technical assistance to Metro staff and review the study results.

BH/gl  
7476C/478-4  
07/21/87

E-9

RECONNAISSANCE ANALYSIS  
OF HIGHWAY 224/212 TRAFFIC IMPACTS

Preliminary review of traffic assignment scenarios by the Southeast Corridor Technical Advisory Committee and Metro staff has shown that the ODOT Reconnaissance Study of Highway 224 Corridor capital improvements can proceed as an issue separate from the remainder of the Southeast Corridor Study.

Metro staff performed traffic analyses by simulating "minimum" and "maximum" improvements in the Highway 212/224 corridor from McLoughlin Boulevard to Highway 26 east of Boring to establish a range of traffic effects. The Highway 224 "minimum" improvement scenario consists of the following characteristics:

- Upgrade Highway 224 to three lanes in each direction from McLoughlin Boulevard to 82nd Drive, with a directional capacity of 2,700 vehicles per hour and a free flow speed of 45 mph.
- Upgrade 82nd Drive to four travel lanes from the Milwaukie Expressway terminus to the Highway 224/212 and 82nd Drive intersection with a directional capacity of 1,800 vehicles per hour and a free flow speed of 35 mph.
- Eliminate access along Highway 224 at Monroe, Freeman and Rusk Road.
- No improvement to Highway 212 from 82nd Drive to Carver Junction beyond that outlined in the RTP.

The Highway 224 "maximum" improvement scenario consists of the following characteristics:

- Upgrade Highway 224 to freeway standards from McLoughlin Boulevard to 82nd Drive, with grade-separated access.
- Interchanges at Harrison/Oak with frontage road access, Lake Road, and Johnson Road.
- Eliminate access along Highway 224 at Monroe, 37th/Edison, Freeman, Rusk Road and Webster Road.
- A new limited access facility, with an interchange at approximately 102nd Avenue, across the south end of Camp Withycombe to 130th Avenue at Highway 212.
- The upgraded Milwaukie Expressway and the new facility have two travel lanes each direction with a directional capacity of 3,500 vehicles per hour and a free flow speed of 55 mph.

- No change to Highway 212 from 82nd Drive to Carver Junction beyond that outlined in the RTP.

In addition, both scenarios for the Highway 224 corridor contain a set of common improvements from Carver Junction to U.S. 26. They are:

- Two travel lanes eastbound from Carver Junction to Chitwood Road with a capacity of 1,800 vehicles per hour and a free flow speed of 45 mph. Upgrade westbound capacity in this section to 1,200 vehicles per hour and a free flow speed of 45 mph.
- Two travel lanes each direction through Damascus from Chitwood Road to Roger Avenue with a directional capacity of 1,800 vehicles per hour and a free flow speed of 35 mph.
- Upgrade of Highway 212 eastbound from Roger Avenue to the Boring School with a capacity of 1,200 vehicles per hour and a free flow speed of 45 mph. Westbound improvements from 257th Avenue to Roger Avenue with the same capacity and speed characteristics as the eastbound portion.
- Two travel lanes in each direction from the Boring School to 282nd Avenue with a directional capacity of 1,800 vehicles per hour and a free flow speed of 35 mph and the construction of a climbing lane from Boring west to 257th with a total capacity of 1,800 vehicles per hour.
- Upgrade facility from 282nd Avenue to U.S. 26 with capacity of 1,200 vehicles per hour and a free flow speed of 45 mph in each direction.

Both improvement scenarios were assigned and results were analyzed to determine various impacts on adjacent corridors and the surrounding arterial street systems.

A comparison of the "minimum" and "maximum" Highway 224 improvement alternatives shows that:

- Both scenarios show reductions in through trips in the King/Harrison corridor as compared to the RTP. The "maximum" Highway 224 alternative displays a 15 percent greater reduction in volumes than the "minimum" Highway 224.
- In the "minimum" Highway 224 scenario, 3 percent to 5 percent more trips are attracted to the McLoughlin Boulevard corridor compared to the RTP. The "maximum" Highway 224 alternative attracts 5 percent more peak direction traffic in this section of McLoughlin than the "minimum" Highway 224 alternative.



- Overall, peak direction volumes for the improvement scenarios increase by about 300 to 400 vehicles per hour in the McLoughlin corridor north and south of Tacoma Avenue compared to the RTP.
  - A portion of the additional vehicles on McLoughlin Boulevard appear to be trips diverted from the 82nd Avenue/I-205 corridor. South of Foster Road, for example, combined I-205/82nd Avenue peak direction volumes are reduced by 180 vehicles per hour compared to the RTP base southbound cutline volumes of 5,850 vehicles per hour.
  - In addition, there are small reductions in peak direction traffic on some of the east/west arterials between I-205 and Gresham. A sceneline west of 181st between I-84 and Powell Boulevard indicates that, for the "maximum" Highway 224 scenario, traffic volumes are reduced by 180 vehicles per hour or 2 percent from the RTP volumes of 9,500. This reduction is comprised of small decreases at most of the arterials crossing the sceneline.
- Results are similar for the "minimum" Highway 224 alternative, but to a lesser degree.
- Volumes between the Gresham area and Highway 212 are reduced by similar amounts in both of the Highway 224 alternatives compared to the RTP. A portion of this is due to diversion to Highway 212 from east Multnomah County for destinations located south of Highway 212/U.S. 26. In addition, some trips that were previously utilizing streets in East Multnomah County are attracted to the improved Highway 212 facility and U.S. 26 to access the Orient/Pleasant Home area east of Gresham.
  - The "maximum" Highway 224 scenario attracts 20 percent to 30 percent more trips to the Milwaukie Expressway between McLoughlin Boulevard and Webster Road, carrying a peak direction volume of 3,100 vehicles per hour east of Lake Road, compared to 2,350 vehicles per hour for the "minimum" improvement.
  - The "minimum" Highway 224 has a negligible impact (<.5%) on Ross Island and Sellwood Bridge river crossing volumes compared to the RTP with the "maximum" Highway 224 displaying a slight increase in volumes (+1.7%) over the "minimum" improvements. Both bridges operate over capacity in the RTP.
  - The impact of the improvement scenarios are minor on Johnson Creek Boulevard with peak-hour volume differences of less than 2.5 percent between the "minimum," the "maximum" and the RTP.

Because the results of the Highway 224 analysis allow for the separation of the Highway 224 reconnaissance from the remainder of the study, Metro staff and the TAC agreed to model a "mid-range" Highway 224 alternative to be carried forward in the river crossing and Johnson Creek Boulevard corridor portions of the study. The "mid-range" alternative is made up of the following characteristics:

- Two lanes in each direction from McLoughlin Boulevard to 82nd Drive with interchanges at Harrison/Oak with frontage road access, Lake Road, and Johnson Road.
- A new limited access facility, with an interchange at approximately 102nd Avenue, connecting Highway 224 with Highway 212 at 130th Avenue across the southern portion of Camp Withycombe.
- The upgraded Milwaukie Expressway and new connection have a directional capacity of 3,100 vehicles per hour and a free flow speed of 50 mph.
- Eliminate access to Highway 224 at Monroe, 37th Avenue, Edison, Freeman Road, Rusk Road and Webster Road.
- From 130th Avenue to Highway 26, improvements would be identical to those modeled in both the "minimum" and "maximum" Highway 224 scenarios.

BH/sm  
7617C/478-4

# METRO

2000 S. W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

July 21, 1987

7890C/D3 - merge list for 7889C

Dear :

Metro respectfully requests your assistance in appointing membership to the Southeast Corridor Citizens Advisory Committee.

Metro is currently beginning work on developing a transportation plan for the Southeast Corridor. The Southeast Corridor Study is intended to address unresolved transportation problems identified in Metro's Regional Transportation Plan.

The major components of the study are to: develop possible solutions to Johnson Creek Boulevard Corridor east/west traffic problems and assess the need for new or upgraded Willamette River bridge capacity. In addition, the study will be coordinated with the Highway 224/212 study being carried out by the Oregon Department of Transportation who will document the magnitude of capital improvements required in the corridor. A Scope of Work for the study is attached. The primary issue that the Citizens Advisory Committee will focus on is the Johnson Creek Boulevard area. As such, we are seeking appointments from the area bordered by the Willamette River, east to 82nd Avenue, north to Holgate Boulevard and south to Monroe Street. Metro would like to see comprehensive neighborhood and business representation on the committee.

Thank you for your participation.

Sincerely,

Rena Cusma  
Executive Officer

RC/sm  
7889C/D3

Attachment

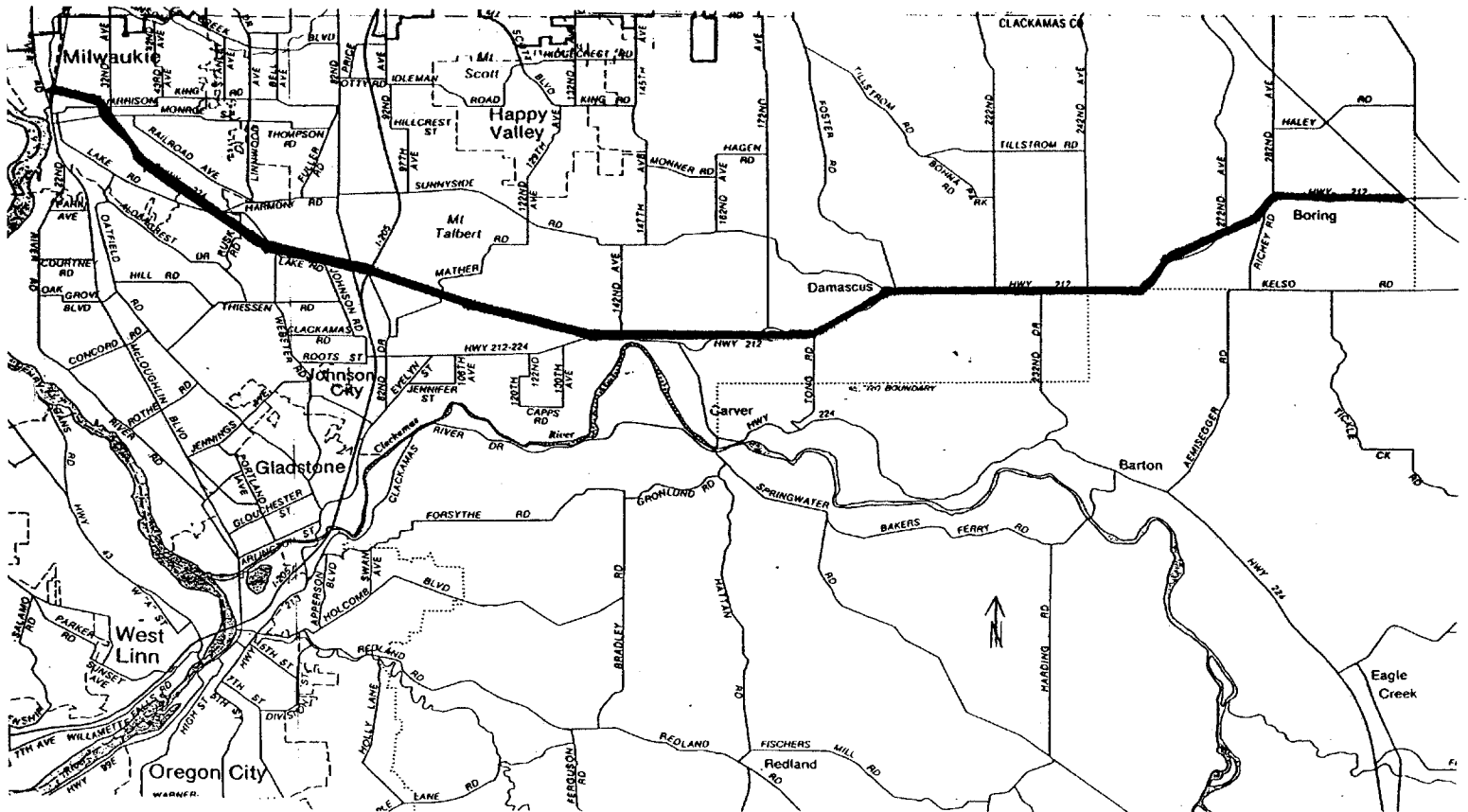
The Honorable Earl Blumenauer  
City of Portland  
1220 S.W. Fifth, Room 407  
Portland, OR 97204  
Earl\_

The Honorable Roger Hall  
Mayor of Milwaukie  
10722 S.E. Main  
Milwaukie, OR 97222  
Mayor Hall\_

The Honorable Ed Lindquist  
Clackamas County Commission Chairman  
Courthouse Annex, 906 Main Street  
Oregon City, OR 97045  
Ed\_

7890C/D3 - merge list for 7889C

# CLACKAMAS HIGHWAY RECONNAISSANCE STUDY



**JULY 1987**

**RECONNAISSANCE STUDY**  
**for**  
**PACIFIC HWY. E. - E. PORTLAND FREEWAY**  
**CLACKAMAS HIGHWAY**  
**and**  
**I-205 - Mt. HOOD HWY.**  
**CLACKAMAS - BORING HWY.**

**CLACKAMAS COUNTY**

**July 1987**

The purpose of this reconnaissance study is to determine what highway improvements are needed to upgrade the capacity and the safety of the Clackamas (Hwy. 224) and Clackamas-Boring (Hwy. 212) highways. The limits of the study are from Pacific Highway East (99E) to the Mt. Hood Highway (US 26).

This study is intended only to identify general improvements within this corridor and to address the feasibility of these improvements. The conceptual designs used in this study are intended to be representative improvements to upgrade the highway to a certain level. The exact improvement and alignment will be determined during the development of the project. The cost estimates from this study are intended to be representative costs for these improvements and should be used for planning purposes only.

The following sections provide a brief description of alternative improvements to each segment of the highway.

**PACIFIC HIGHWAY EAST (99E) - RUSK ROAD**

In this section, a freeway design and an expressway design were considered. The freeway design would grade-separate this section while the expressway design would provide one additional travel lane in each direction while maintaining the existing median lane.

The expressway design would eliminate traffic signals at Monroe, Freeman, and Rusk Road. A structure would allow Freeman to cross under the highway to access Lake Road at the existing location. A frontage road would be needed on the south at Rusk Road in order to maintain access. The remaining intersections would be up graded with signal and approach improvements.

The freeway design would grade-separate this section of highway. Between Harrison and 37th, the highway would be lowered with a split-diamond-type interchange connecting Harrison, Oak, and 37th. Slip ramps would be provided at Oak Street for better access.

Monroe, Freeman, and Rusk intersections would be closed as in the low-level design. No improvements under either design were considered for the Lake Road interchange.

### RUSK ROAD - I-205

The expressway design for this section would again provide an additional travel lane in each direction. This design would eliminate the signal at Pheasant Court by providing a frontage road to Lake Road. The remaining intersections would be upgraded with signal and approach improvements.

At the I-205 southbound off-ramp, modifications would be made to allow traffic headed westbound on the Clackamas Highway to bypass the signal at the ramp terminal. This traffic would be routed off the I-205 southbound off-ramp, under the 82nd Avenue undercrossing, then merge with southbound 82nd Avenue to westbound Clackamas Highway traffic, onto the Clackamas Highway westbound.

The freeway design in this section would grade-separate all or most of the I-205 interchange. This would be done on three levels. The I-205/82nd Avenue would be on one level, Clackamas Highway on another, and a collector road would be on a third level. Ramps would connect all three levels with signals only on the collector road level.

The grade-separation of Webster and Johnson Road would need to be connected with the I-205 interchange. This is a result of the close spacing of the intersections to the I-205 interchange. The highway in this section would retain its four travel lanes.

Pheasant Court would be closed as in the expressway design.

### I-205 - ROCK CREEK JUNCTION

Due to the capacity problems of the 82nd Drive/Clackamas Highway intersection, the I-205 interchange and the strip development along the Clackamas Highway, a new route through Camp Withycombe was considered.

The expressway design would be a five-lane section with access only at signalized intersections (82nd Dr., Mather Rd., Clackamas Hwy., only). The new alignment would match into the existing alignment near 122nd with the existing highway "T"ing into the new alignment. Access control would also be taken through the Rock Creek Junction.

The freeway design would be a grade-separated design with access at Mather Road and an interchange with the existing highway near 135th. This section would have four travel lanes.

Both design options would be located as close to the hillside as possible to minimize impacts but due to the instability of the slopes, no alignment was considered that would impact the hillside.

## ROCK CREEK JUNCTION - U.S. 26

This section of highway traverses rolling terrain with poor horizontal and vertical alignment and has very restricted sight distances. Numerous driveways and side streets intersect the highway with many of them having less than desirable sight distances.

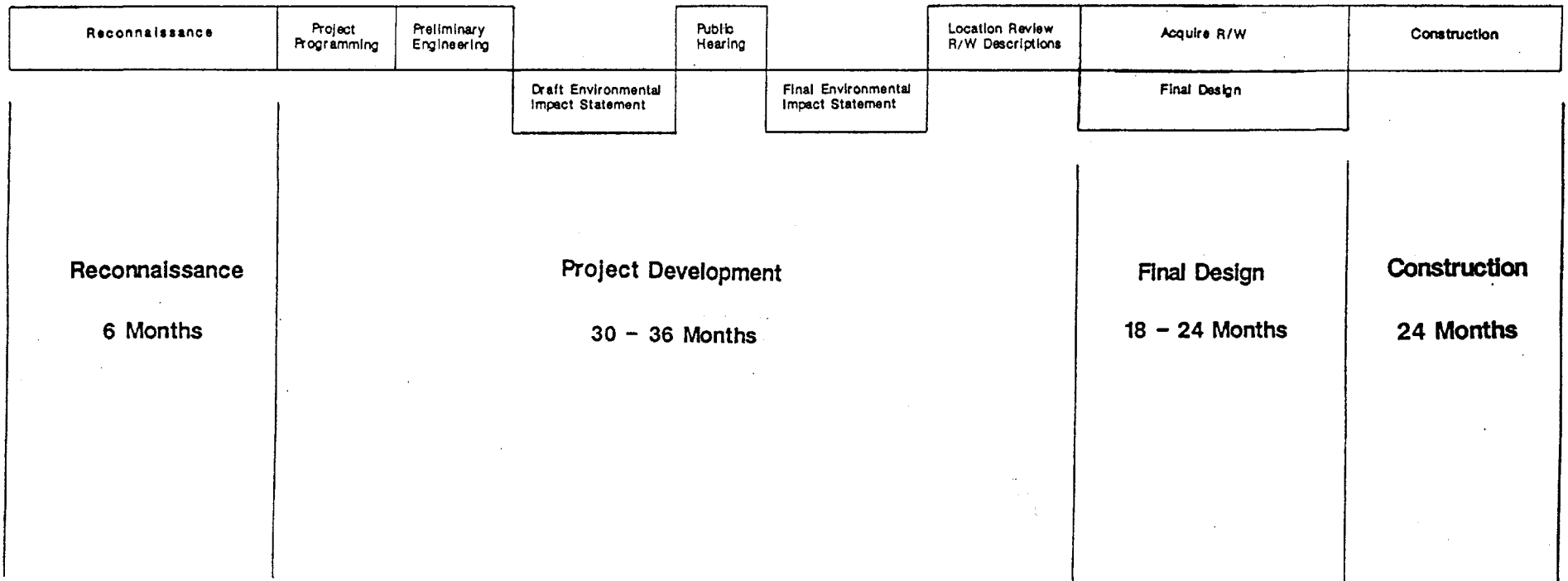
Throughout this section, a limited access, five-lane roadway was considered. Due to the large amount of side streets and driveway accesses, a new alignment paralleling the existing alignment on the north was considered. This would allow the existing alignment to function as a frontage road. Access to the new alignment would be limited to every 1500 - 2000 feet.

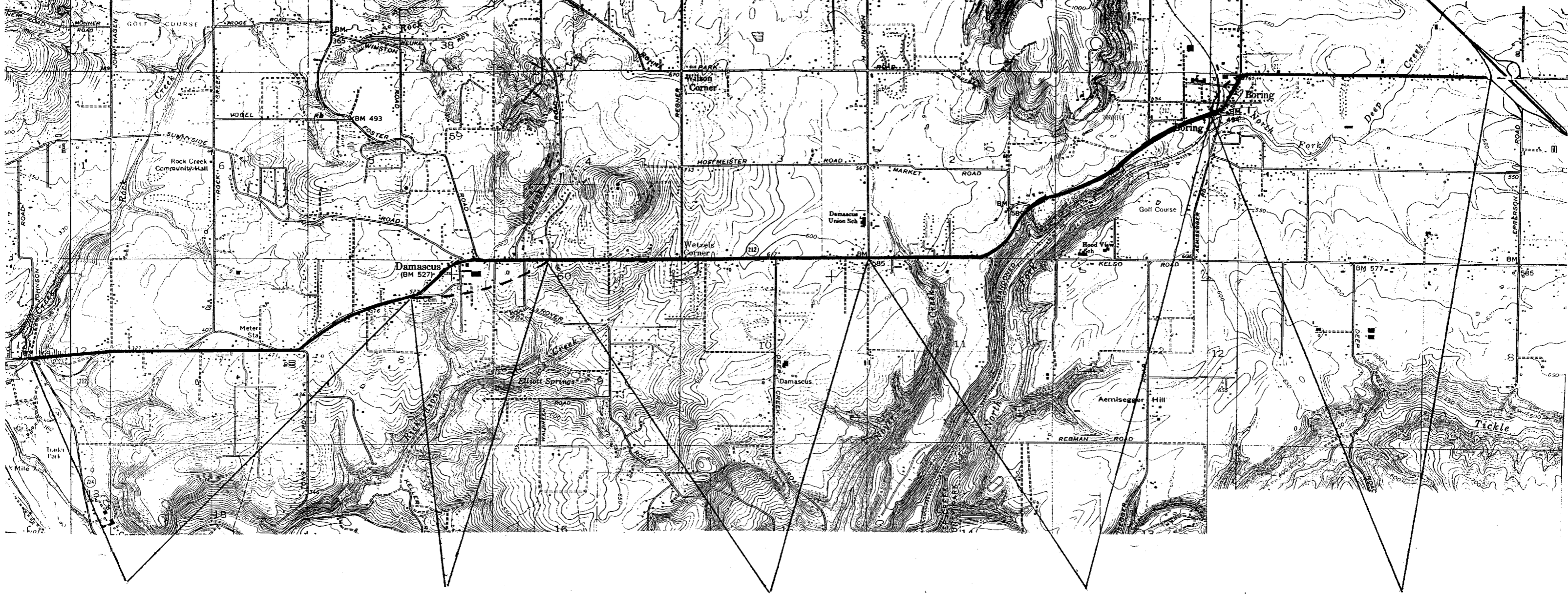
In this section, a three-lane staging alternative was considered. This alternative would provide an improved three-lane section while also providing right-of-way and limiting access for a future five-lane section.

In the towns of Damascus and Boring, two alternatives were also considered. One alternative is a five-lane design that would follow the existing alignment. The other alternative is a one-way couplet design that would have the existing alignment serving as one leg of the couplet.



# TYPICAL SCHEDULE FOR A MAJOR ACTION PROJECT





WICK CREEK JCT. - CHITWOOD RD.

CHITWOOD RD. - ROYER RD.

ROYER RD. - 242ND AVE.

242ND AVE. - SCHOOL RD.

SCHOOL RD.- U.S. 26

(DAMASCUS)

(BORING)

Five-Lane Design	
Construction	\$ 12,500,000
Right-of-Way	\$ 3,200,000
Total	\$ 15,700,000
Three-Lane Design	
Construction	\$ 10,500,000
Right-of-Way	\$ 3,200,000
Total	\$ 13,700,000

Five-Lane Design	
Construction	\$ 3,800,000
Right-of-Way	\$ 2,700,000
Total	\$ 6,500,000
One-Way Couplet	
Construction	\$ 5,100,000
Right-of-Way	\$ 3,000,000
Total	\$ 8,100,000

Five-Lane Design	
Construction	\$ 9,500,000
Right-of-Way	\$ 2,700,000
Total	\$ 12,200,000
Three-Lane Design	
Construction	\$ 7,800,000
Right-of-Way	\$ 2,700,000
Total	\$ 10,500,000

Five-Lane Design	
Construction	\$ 8,300,000
Right-of-Way	\$ 2,900,000
Total	\$ 11,200,000
Three-Lane Design	
Construction	\$ 6,800,000
Right-of-Way	\$ 2,900,000
Total	\$ 9,700,000

Five-Lane Design	
Construction	\$ 6,300,000
Right-of-Way	\$ 3,800,000
Total	\$ 10,100,000
Three-Lane Design/One Way Couplet	
Construction	\$ 6,500,000
Right-of-Way	\$ 3,400,000
Total	\$ 9,900,000



**PACIFIC HWY. EAST - RUSK RD.**

Expressway Design

Construction	\$ 9,000,000
Right-of-Way	\$ 2,100,000
<b>Total</b>	<b>\$ 11,100,000</b>

Freeway Design

Construction	\$ 31,000,000
Right-of-Way	\$ 12,800,000
<b>Total</b>	<b>\$ 43,800,000</b>

**RUSK RD. - I-205**

Expressway Design

Construction	\$ 8,500,000
Right-of-Way	\$ 2,800,000
<b>Total</b>	<b>\$ 11,300,000</b>

Freeway Design

Construction	\$ 52,000,000
Right-of-Way	\$ 9,800,000
<b>Total</b>	<b>\$ 61,800,000</b>

**I-205 - ROCK CREEK JCT.**

Expressway Design

Construction	\$ 14,000,000
Right-of-Way	\$ 12,800,000
<b>Total</b>	<b>\$ 26,800,000</b>

Freeway Design

Construction	\$ 18,500,000
Right-of-Way	\$ 31,600,000
<b>Total</b>	<b>\$ 50,100,000</b>



STATE OF OREGON

INTEROFFICE MEMO

CC: JC  
AC

TO: DICK UNREIN  
Bicycle Coordinator

DATE: July 2, 1987

FROM: RICK KUEHN *Richard Kuehn*  
Region Engineer

SUBJECT: Priority 3 Bicycle Projects

Per your request, the following bicycle facility projects are submitted as candidates for inclusion in the 1989-94 Six Year Highway Improvement Program:

*1.	Tualatin-West Linn I-205 Corridor Reconnaissance	\$30,000
2.	99W-McDonald St., Hall Blvd.	\$200,000
** 3.	Sunset Hwy.-Park Way Cedar Hills Blvd.	\$155,000
** 4.	Huntington-123rd Ave. Cedar Hills Blvd./Walker Rd.	*\$70,000
* 5.	Pinehurst -Scholls Ferry Rd. Jamieson Rd.	*\$72,000
** 6.	99W-Hall Blvd. McDonald St.	*\$80,000
7.	Pfaffle St.-99W Hall Blvd.	\$20,000
** 8.	Greenway-SPRR Hall Blvd.	\$20,000
9.	SPRR-Hwy. 217 Hall Blvd.	\$265,000
		<u>\$912,000</u>

The above projects are ranked in the order of their priority in the region. The ranking for the first six projects was determined by the MSD Bicycle Task Force as indicated in the attached letter from Richard Brandman. Three other projects were added by this office to bring the total cost up to about \$900,000. Those project cost estimates marked with an asterisk were submitted by applicant jurisdictions and have not been reviewed by our staff.

Continued . . . . .

15-1387 \* Not recommended for funding  
\*\* Recommended for 50/50 funding

Regarding the City of Gladstone's proposal (mentioned in the second paragraph of Richard's letter) the region does not support this as an alternative to routing the I-205 bike path via Main Street. Our reasons are as follows:

- A. The Clackamas River (McLoughlin) Bridge is on the State's historic inventory. Routing the bike path over it would require raising the pedestrian rail and possibly widening the sidewalks. This would be in conflict with maintaining the structure's original character.
- B. This alternative would be considerably more expensive than the Main Street option, particularly since Agnes Drive has recently been paved for most of its length.
- C. Gladstone proposes that part of the path be routed over floodplain which may occasionally be inundated.

If additional projects are needed to take advantage of unexpected funding opportunities, they can be selected from those that remain out of the Hall Corridor reconnaissance study.

RK:GK:po

cc: Jim McClure  
~~Richard Brandman~~  
Al Kolb

Attachment

## COMMITTEE MEETING TITLE

JRACT

DATE

8-13 7:30 am

NAME

AFFILIATION

NAME	AFFILIATION
MA- LARRY COLE	CITIES OF WASHINGTON COUNTY
M- <del>Linda Allison</del>	<del>Tri-Val Board</del>
G- <del>Paul Jones</del>	ODOT
M- Bob Bowman	ODOT
M- George Van Bergen	Metro
MA- Tom Bispham	DEQ
M- <del>Marjorie H. Schumaker</del>	<del>Cities of Mult. County</del>
M- <del>Ed Heidegeist</del>	<del>Clatsop County</del>
M- <del>Sam King</del>	Metro
M- Bonnie Lang	Washington County
M- RICHARD WAKER	METRO
S- Andy Cotygn	metro
M- Pauline Anderson	Met. Co.
M- LYOND ANDERSON	Port of Portland
M- Carl Blumenauer	Portland
G- R. Scott Fambles	Mult Co.
G- Blanche Schaefer	Portland Chamber
G- Cynthia Weston	TRI-MET
S- Bill Pittis	Metro
S- Bob Hart	Metro
G- Paul Mather	ODOT
G- Steve Dotterrer	City of Portland
G- Fred Peterson	FHWA

COMMITTEE MEETING TITLE JPACT

DATE 8-13 7:30 am

NAME

AFFILIATION

G- Rick Kuehn ODOT - Region 1

G- Richard Ross CITIES OF MULT. COUNTY

G- Winston Kuehn Clackamas Co.

G- Bruce Warner WASHINGTON CO.

G- Peter F Fry CEIC

G- Dietrich Mollery I.R.C. Clark Co.

S- Karen Shackleton metro

G- ~~to be~~ Port of Portland

G- Miss Jensen Mult CO