

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE	)	RESOLUTION NO. 12-4320
FINANCIALLY CONSTRAINED 2035	)	
REGIONAL TRANSPORTATION PLAN (RTP)	)	Introduced by Councilor
AND THE 2010-13 METROPOLITAN	)	
TRANSPORTATION IMPROVEMENT	)	
PROGRAM (MTIP) TO ADD THE	)	
CONSTRUCTION PHASE OF THE SELLWOOD	)	
BRIDGE REPLACEMENT PROJECT	)	

WHEREAS, the Regional Transportation Plan (RTP) is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Metro Regional Framework Plan; and

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council must approve the RTP and any subsequent amendments to add or remove projects from the RTP; and

WHEREAS, JPACT and the Metro Council must approve the MTIP and any subsequent amendments to add or remove projects to the MTIP per federal regulation 23 CFR 450.324; and

WHEREAS, the Metro Council adopted the 2035 RTP and related elements by Ordinance No. 10-1241B on June 10, 2010; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approved by Resolution the 2010-13 MTIP on September 16, 2010; and

WHEREAS, Multnomah County recently initiated a local vehicle registration fee and received a federal TIGER III grant to fund the construction of the Sellwood Bridge Replacement Project; and

WHEREAS, the construction phase of the Sellwood Bridge Replacement Project was not included in the 2035 financially constrained RTP or the 2010-13 MTIP; and

WHEREAS, Multnomah County requests that the 2035 RTP and 2010-13 MTIP be amended to include the construction of the Sellwood Bridge Replacement Project; and

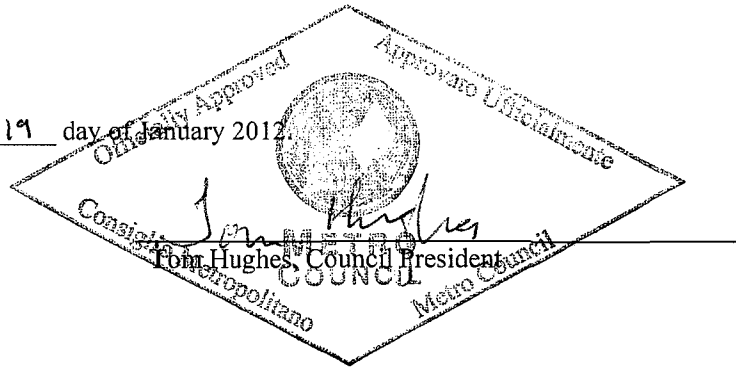
WHEREAS, an air quality conformity analysis demonstrates that the project will not affect the conformity status of the 2035 RTP and the 2010-13 MTIP;

WHEREAS, 30-day public comment period was held on the proposed amendments and the air quality conformity analysis; now therefore

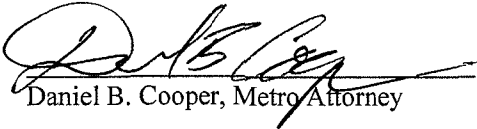
BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT to:

1. Amend the 2035 financially constrained RTP project list to include the construction phase of the Sellwood Bridge Replacement Project as shown in Exhibit A.
2. Amend the 2010-13 MTIP to include the construction phase of the Sellwood Bridge Replacement Project as shown in Exhibit B.

ADOPTED by the Metro Council this 19 day of January 2012.



Approved as to Form:

  
Daniel B. Cooper, Metro Attorney

**Exhibit A to Resolution No. 12-4320**

**2035 Regional Transportation Plan Appendix 1.1 project list amendment**

**Action:** Amend the 2035 RTP financially constrained project list to include the Sellwood Bridge Replacement project.

New RTP Project:

Metro Project ID	Facility Owner/ Operator	Project/ Program Name	Project Start Location	Project End Location	Local Functional Classification	Description	Estimated Cost	Time Period	Federal FC Project	Primary Mode
11360	Multnomah County	Sellwood Bridge Replacement	SE Tacoma St.	OR 43	Minor Arterial	Construction phase of bridge replacement.	\$263,800,000	2008 - 2017	X	Roads / Bridges

**Exhibit B to Resolution No. 12-4320**

**2010-13 Metropolitan Transportation Improvement Plan Table 3.1.1 amendment**

**Action:** Amend MTIP to add construction phase to Sellwood Bridge project.

Existing programming:

Project Name	Project Description	ODOT Key #	Lead Agency	Estimated Total Project Cost (all phases, all years)	Project Phase	Fund Type	Program Year	Federal Funding	Minimum Local Match	Other Funds	Total Funding
Sellwood Bridge	Construct a new bridge across the Willamette River, replacing existing structure.	13762	Multnomah County	\$	PE	STP	2010	\$1,265,984	\$0	\$0	\$1,265,984
					ROW	HPP	2011	\$6,278,920	\$718,650		\$12,997,570
						HBRR Local	2011	\$5,383,800	\$616,200		

**Exhibit B to Resolution No. 12-4320**

Amended programming:

Project Name	Project Description	ODOT Key #	Lead Agency	Estimated Total Project Cost (all phases, all years)	Project Phase	Fund Type	Program Year	Federal Funding	Minimum Local Match	Other Funds	Total Funding	
Sellwood Bridge	Construct a new bridge across the Willamette River, replacing existing structure.	13762	Multnomah County	\$263.8 M	PE	STP	2010	\$1,265,984	\$0	\$0	\$1,265,984	
					ROW	HPP	2011	\$6,278,920	\$718,650		\$12,997,570	
						HBRR Local	2011	\$5,383,800	\$616,200			
					Con	State HB 2001					\$30,000,000	\$248,200,000
						Mult. Co. VRF					\$127,000,000	
						Portland					\$73,500,000	
						TIGER III			\$17,700,000			

## **STAFF REPORT**

IN CONSIDERATION OF RESOLUTION NO. 12-4320, FOR THE PURPOSE OF AMENDING THE FINANCIALLY CONSTRAINED 2035 REGIONAL TRANSPORTATION PLAN (RTP) AND THE 2010-13 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THE SELLWOOD BRIDGE REPLACEMENT PROJECT

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Date: December 28, 2011

Prepared

by: Josh Naramore

### **BACKGROUND**

Multnomah County has requested that the construction phase of the Sellwood Bridge project be amended to the 2035 Financially Constrained RTP and the 2010-2013 MTIP. The request letter is included in Attachment 1. The Joint Policy Advisory Committee on Transportation and the Metro Council together have the authority to approve amendments to both the RTP and the MTIP.

During the development of the 2035 RTP, Multnomah County had only sufficient revenue to fund the preliminary engineering and right-of-way acquisition phases of the project as part of the financially constrained RTP. The passage of House Bill 2001 allowed Multnomah County to initiate a local vehicle registration fee that will provide \$127 million in revenue. The City of Portland is also using \$73.5 million in revenues identified in House Bill 2001 as a contribution to the project. House Bill 2001 also dedicated \$30 million to be used on the OR 43 interchange with the Sellwood Bridge. Additionally, Multnomah County was recently awarded a federal TIGER III discretionary grant of \$17.7 million. These new revenues were not available at the time of the 2035 RTP adoption. The Sellwood Bridge Replacement Project now has sufficient funding to jointly add the construction phase to the 2035 financially constrained RTP and the 2010-13 MTIP.

An air quality conformity analysis was completed on the proposed amendment and indicates that adding the projects to the 2035 financially constrained RTP and the 2010-13 MTIP will not result in any change in status to air quality conformity. A copy of the air quality conformity report findings is included as Attachment 2.

Metro's Public Involvement Policy for Transportation Planning requires a 30-day public comment period for all major amendments to an RTP or MTIP. Major amendments are defined as those that "involve additions or deletions of projects or a significant change in scope of the project location or function." Staff determined that the amendments requested by these four jurisdictions meet the definition of major amendments.

Metro conducted a 30-day public comment period on the requested amendments from Dec. 7 2011 to 5 p.m. Thursday, Jan. 5. The comment period was advertised with a legal notice in The Oregonian on Dec. 7 and a newsfeed posted to Metro's News web site on Dec. 9. Both the advertisement and the newsfeed directed the public to a web page that provided detailed information on the requested amendments. Because of the limited scope of the amendments, recent JPACT approval of some of the projects in other contexts, and constrained time period for review, staff determined that translation and specific environmental justice outreach were not required. No comments have been received as of this date relating to the proposed Sellwood Bridge Replacement Project amendment.

## **ANALYSIS/INFORMATION**

- 1. Known Opposition** None known at this time.
- 2. Legal Antecedents** Metro Council Ordinance No. 10-1241B For the Purpose of Amending the 2035 Regional Transportation Plan (Federal Component) and the 2004 Regional Transportation Plan to Comply with Federal and State Law; to add the Regional Transportation System Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; to Amend the Regional Transportation Functional Plan and Add it to the Metro Code; to Amend the Regional Framework Plan; and to Amend the Urban Growth Management Functional Plan, adopted by the Metro Council June 10, 2010.

Metro Council Resolution No.10-4186 For the Purpose of Approving the 2010-13 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area adopted by the Metro Council September 16, 2010

- 3. Anticipated Effects** None.
- 4. Budget Impacts** None.

## **RECOMMENDED ACTION**

Metro staff recommends the approval of Resolution No. 12-4320.



**DEPARTMENT OF COMMUNITY SERVICES**  
**MULTNOMAH COUNTY OREGON**

**LAND USE AND TRANSPORTATION PROGRAM**  
**1600 SE 190<sup>th</sup> Avenue**  
**Portland, Oregon 97233-5910**  
**(503) 988-3043**

To: Joshua Naramore, Metro  
From: Karen Schilling *KS*  
Date: November 2, 2011

**Re: RTP Amendment for Sellwood Bridge Construction**

Multnomah County requests an amendment to the Regional Transportation Plan for the construction of the Sellwood Bridge. Early construction of the shoofly bridge (a temporary detour bridge) will begin in December 2011, with completion of the bridge expected in December 2015.

The current cost estimate of the bridge is \$268.8 million, including the final design and construction of the bridge. The funding plan is reflected in the table below.

Source	Amount (millions)
Multnomah County	\$127.0
City of Portland	\$ 73.5
State of Oregon	\$ 30.0
Previously secured federal funds	\$ 15.6
Federal TIGER grant application	\$ 22.7
Total	\$268.8

The amendment for construction of the Sellwood Bridge replacement project is needed due to available funds. The County implemented a local vehicle registration fee, as allowed in HB 2001, that will provide \$127 million in funding. In addition, the City of Portland will use \$73.5 million from new revenues identified in HB 2001 as a contribution to the replacement project. HB 2001 also dedicated \$30 million to be used on the Hwy 43 interchange with the Sellwood Bridge. With our previously secured \$15.6 million federal funds, the County is still looking to secure the remaining \$22.7 million for full construction through the federal TIGER grant.





Date: November 22, 2011

To: Wayne Elson, EPA; Jazmin Casas, FHWA; Ned Conroy, FTA; Dave Nordberg, DEQ, Marina Orlando, ODOT; Alan Lehto, TriMet

From: Matt Bihn

Subject: Proposed RTP Amendments and Air Quality

### Proposal

Four jurisdictions have requested amendments to the Metro 2035 Regional Transportation Plan (RTP) and to the Metropolitan Transportation Improvement Program (MTIP). We are requesting that you review and comment on the region-wide air quality recommendation at the end of this memo by November 29, 2011.

- The City of Hillsboro has requested that two projects be amended to the 2035 RTP and 2010-2013 MTIP. These related projects address transportation issues associated with Intel's planned expansion at their Ronler Acres campus and will improve existing deficiencies in area.

In October 2010, Intel announced plans to construct a new fabricating facility on its campus. Funding for these projects became available in June 2011, when the City of Hillsboro in partnership with Intel was awarded a Type A Immediate Opportunity Fund (IOF) from ODOT in the amount of \$1,000,000. IOF funds are awarded to support primary economic development in Oregon through the construction and improvement of streets and roads. Inclusion of these projects in the Metro 2035 RTP and MTIP, with demonstration of air quality conformity, will support job creation, economic benefits, and transportation benefits in the region.

- The City of Beaverton has requested that two projects, RTP #10632 and RTP #10640, be deleted from the 2035 Financially Constrained RTP. During the final adoption of Beaverton's TSP and after the RTP was adopted in June 2010, the City Council made changes to the project list and removed these two projects as priorities.
- Multnomah County has requested that the construction phase of the Sellwood Bridge project be amended to the 2035 Financially Constrained RTP and the 2010-2013 MTIP. With the initiation of the local vehicle registration fee, the project has sufficient funding to add the construction phase to the financially constrained RTP.
- The City of Portland has requested to add the bike share project that is currently part of the Regional Flexible Funds allocation process to the 2035 financially constrained RTP project list. If this project is awarded funding through the Regional Flexible Funds Allocation process, this project would be incorporated in the 2012-2015 MTIP.

These projects include the following new or revised elements from what was modeled for air quality conformity of the 2010 RTP.

**City of Hillsboro, Project 1A.** This project constructs a new local street between 229<sup>th</sup> Avenue and Cornelius Pass Road. The connection addresses traffic circulation and congestion issues along the local street network around the Ronler Acres Campus, including Evergreen Parkway.

*Design update from 2035 RTP Conformity Model Assumptions:* adds 1 lane each direction, with a center turn lane, with a capacity of 900 vehicles per hour in each direction.

**City of Hillsboro, Project 1B.** This project widens northbound Cornelius Pass Road to provide a second right turn lane to US 26 eastbound. This additional turn lane increases the storage capacity for vehicles entering US 26 (eastbound) from Cornelius Pass Road (northbound) and addresses congestion issues for northbound through vehicles on Cornelius Pass Road. The project also includes relocation/and or modification of the traffic signal at the intersection of Cornelius Pass Road and US 26 eastbound ramp, relocation of the ramp meter on Cornelius Pass Road northbound to US 26 eastbound ramp, and relocation of bike and pedestrian facilities along northbound Cornelius Pass Road. No change to the ramp signal timing is planned.

*Design update from 2035 RTP Conformity Model Assumptions:* adds one auxiliary turn lane to existing turn lane on northbound Cornelius Pass Road, increasing capacity from 1800 to 2000; adds one lane to existing lane on eastbound ramp to US-26, with no change in capacity because the modeled ramp capacity is determined by the ramp metering rate. Signal, ramp meter, and pedestrian facility work has no impact on the model.

**City of Beaverton, remove RTP #10632.** This project widens Allen Boulevard between Murray Boulevard and Highway 217, including the addition of turn lanes and signals where needed, and constructs bike lanes and sidewalks.

*Design update from 2035 RTP Conformity Model Assumptions:* removal of project results in reduction of capacity of 400 vehicles per hour per direction (from 1,800 vehicles per hour to 1,400 vehicles per hour) from Allen Boulevard between Murray Boulevard and Highway 217, a distance of approximately 1.75 miles. Signals, bike lanes, and sidewalks are not represented in the model network.

**City of Beaverton, remove RTP #10640.** This project extends two-lane Nimbus Avenue from Hall Boulevard to Denney Road, including construction of turn lanes, bike lanes, and sidewalks.

*Design update from 2035 RTP Conformity Model Assumptions:* removal of project results in elimination of Nimbus Avenue between Hall Boulevard and Denney Road, representing less than .7 miles of roadway with a capacity of 700 vehicles per hour per direction. Bike lanes and sidewalks are not represented in the model network.

**Multnomah County, add RTP #10414.** This project amends the construction phase of the Sellwood Bridge to the financially constrained RTP.

*Design update from 2035 RTP Conformity Model Assumptions:* Projects in right-of-way phase are included in Metro’s air quality conformity model networks. Therefore, the Sellwood Bridge project was included in the 2035 RTP air quality analysis performed in 2010, and there would be no change in model assumptions with the project’s amendment to the financially constrained RTP.

**City of Portland, add RFFA #50213.** The bike share project provides short-term bike rentals to members through an automated system. Bike sharing increases mobility by providing an additional flexible transportation mode, with the goals of increasing the number of bicycling trips, reducing peak-hour pressure on transit and providing the “last mile” connection between transit stop and final destination, reducing automobile trips, and improving livability.

The project would be exempt from air quality conformity determination.

### **Air Quality Conformity Determination Considerations**

The Metro area is in compliance with all air quality standards. However, it still must consider carbon monoxide and must demonstrate compliance with regulations. There are two carbon monoxide conformity determinations that any federally funded project must complete. One is the “burden” analysis which adds the proposed project to the existing and planned future transportation metropolitan area network, as well as future population and employment.

With regard to the burden, or region-wide analysis, the region must consider those projects which are considered “regionally significant”. These are defined as:

*“...’Regionally significant project’ means a transportation project, other than an exempt project, that is on a facility which serves regional transportation needs, such as access to and from the area outside the region, major activity centers in the region, major planned developments such as new retail malls, sports complexes, etc., or transportation terminals as well as most terminals themselves, and would normally be included in the modeling of a metropolitan area’s transportation network, including at a minimum:*

- (a) All principal arterial highways;*
- (b) All fixed guideway transit facilities that offer an alternative to regional highway travel; and*
- (c) Any other facilities determined to be regionally significant through interagency consultation pursuant to OAR 340-252-0060.*

**[NOTE:** *A project that is included in the modeling of an area’s transportation network may not, subject to interagency consultation, be considered regionally significant because it is not on a facility which serves regional transportation need.”*

In completing region-wide burden analysis for the Metro 2035 Regional Transportation Plan and 2010-2013 MTIP, the projected future emissions were compared with the maximum allowable carbon monoxide emissions from motor vehicles (on road) as follows:

Table 1. 2035 Regional Transportation Plan (Federal Component) Regional Air Quality Assessment

<b>Year</b>	<b>Carbon Monoxide Motor Vehicle Emission Budgets (Budgets are Maximum Allowed Emissions) (pounds/ winter day)</b>	<b>Forecast Carbon Monoxide Motor Vehicle Emissions (pounds/ winter day)</b>
<b>2010</b>	1,033,578	877,944
<b>2017</b>	1,181,341	708,628
<b>2025</b>	1,181,341	830,827
<b>2035</b>	1,181,341	834,891

The region is projected to emit substantially less carbon monoxide than the maximum allowed. That is, there is a range of between 155,634 pounds (year 2010) and 471,713 pounds (year 2017) and 346,450 pounds (year 2035) of “cushion” between the maximum allowed limit and forecast emissions. This cushion could also be expressed as a percent of the total allowed emissions as follows:

Table 2. 2035 Regional Transportation Plan (Federal Component) Difference Between Projected Emissions and Maximum Allowed carbon monoxide

<u>Year</u>	<u>“Cushion”</u>	<u>% of Emission Budget</u>	
2010	155,634	15%	
2017	471,713	40%	2035
346,450	29%		

The proposed City of Hillsboro changes include approximately 1.1 lane miles added to the transportation network, and the City of Beaverton’s removal of two projects would reduce the network by approximately 3.15 lane miles. The net change is a network reduction of just over 2 lane miles, which represents approximately .04% of the total lane miles within the UGB in either the 2005 or 2035 networks (4,895 and 5,289 lane miles, respectively). The potential emissions impacts of the changes are extremely small relative to emissions region-wide and would use a miniscule portion of the “cushion” available. The Multnomah County and City of Portland projects would have no impact on the existing air quality conformity transportation network.

Using the Metro transportation model and the air quality model is both costly and time consuming. An estimate of the dollar cost of running the model is between \$6,000 and \$9,000. The time cost would be about two to three weeks – once the project was able to be initiated – there is a substantial queue for a variety of Metro area project development and planning activities.

## Alternatives

There are several alternatives that could be used to address the air quality conformity determination question including:

- Conclude that the projects are regionally significant and that Metro transportation model and air quality model runs should be completed before considering RTP and MTIP amendments;
- Conclude that the projects are regionally significant, but that they are not likely to cause the region to exceed region-wide carbon monoxide emission levels for motor vehicles, and the RTP and MTIP can be amended;

## Recommendation

It is recommended that the City of Hillsboro and City of Beaverton projects are regionally significant, but air quality modeling is not needed and that the region is not likely to exceed carbon monoxide levels from motor vehicle sources now or in the foreseeable future as a result of approving these projects. The Multnomah County and City of Portland projects would have no effect on modeled carbon monoxide emissions.

The additional capacity on the Cornelius Pass Road turn lane and on the US 26 eastbound ramp would serve to increase storage for vehicles in the queue for the US 26 to benefit through trips on Cornelius Pass Road. The metering of traffic from the ramp onto US 26, which is accounted for in the travel demand model, is not anticipated to change. As a result, the modeled demand for trips using US 26 eastbound would be restricted despite the additional capacity, so the expected change in carbon monoxide emissions would be minimal. Together, the two Hillsboro projects add only approximately 1.1 lane miles to a system of over 4,895 lane miles.

The City of Beaverton's removal of the Allen Boulevard project would reduce capacity of the street as modeled from 1,800 vehicles to 1,400 vehicles per hour in each direction over a length of just under 1.75 miles. In the current 2035 model, nearly all of the affected links (at 1,800 per hour capacity) carry volumes of less than 1,400 vehicles per hour over the two-hour peak. The removal of the extension of Nimbus Avenue would remove nearly 0.75 miles of roadway with a modeled capacity of 700 vehicles per hour per direction. Reduction of capacity from the network reduces demand for the affected links, though it may cause nearby links to incur greater vehicle volumes. While the net effect could either increase or decrease carbon monoxide emissions, the change would be anticipated to be very small relative to regional emissions.

The region is well under the carbon monoxide emission budget; the addition of the Hillsboro projects and subtraction of the Beaverton projects would be expected to only minimally change the modeled regional emissions, and would not cause the region to approach the emission budget.

All of the changes will be included in the travel forecasting modeling network for the next air quality conformity analysis.