

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE)	RESOLUTION NO. 13-4421
FINANCIALLY CONSTRAINED 2035)	
REGIONAL TRANSPORTATION PLAN (RTP))	Introduced by Chief Operating Officer Martha
AND THE 2012-15 METROPOLITAN)	Bennett in concurrence with Council
TRANSPORTATION IMPROVEMENT)	President Tom Hughes
PROGRAM (MTIP) TO ADD THE N. WILLIAMS)	
TRAFFIC OPERATIONS SAFETY 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 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 2012-15 MTIP on March 15, 2012; and

WHEREAS, the City of Portland N. Williams Traffic Safety Operations project was not included in the RTP financially constrained project list or 2012-2015 MTIP; and

WHEREAS, the City of Portland was recently awarded an Oregon State Department of Transportation (ODOT) Transportation Enhancement grant for the N. Williams Traffic Safety Operations project; and

WHEREAS, the City of Portland requests that the RTP and 2012-15 MTIP be amended to include the N. Williams Traffic Operations Safety project; and

WHEREAS, an air quality conformity analysis demonstrates that the project will not affect the conformity status of the 2035 RTP and the 2012-15 MTIP; now therefore

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

1. Amend the financially constrained RTP project list to include the N. Williams Traffic Safety Operations project as shown in Exhibit A, attached and incorporated into this Resolution.
2. Amend the 2012-15 MTIP to include the N. Williams Traffic Safety Operations project as shown in Exhibit B, attached and incorporated into this Resolution.

3. Adopt as findings the staff report dated April 10, 2013 and its Attachment 1, which are attached as Exhibit C and incorporated into this Resolution, and which explain how the amendments are consistent with the Regional Transportation Plan.

ADOPTED by the Metro Council this 16th day of May 2013.

Approved as to Form:


Alison Kean Campbell, Metro Attorney



Tom Hughes, Council President
METRO COUNCIL
Совет метро
Metro Council

Exhibit A to Resolution No. 13-4421

2035 Regional Transportation Plan Appendix 1.1 project list amendment

Action: Amend the 2035 RTP financially constrained project list to add the N. Williams Traffic Safety Operations project.

New RTP Project

Metro Project ID	Facility Owner/Operator	Project/Program Name	Project Start Location	Project End Location	Local Functional Class	Description	Estimated Cost	Time Period	Federal FC Project	Primary Mode
11372	Portland	N. Williams Traffic Safety Operations	N. Winning Way	N. Killingsworth Street	Collector	Enhanced crossings, buffered bike lanes, traffic calming, new traffic signal, and modifications at existing signals.	\$1,640,000	2008-2017	X	Roads/Bridges

Exhibit B to Resolution No. 13-4421

2012-2015 Metropolitan Transportation Improvement Program Table 3.1.1 amendment

Action: Amend the 2012-2015 Metropolitan Transportation Improvement Program to add the N. Williams Traffic Safety Operations project.

Amended Programming

Project/Program Name	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
N. Williams Traffic Safety Operations		Portland	\$1,503,000	PE	State Bike/Ped	2013			\$450,000	\$450,000
				Construction	State Bike/Ped	2014		\$157,000	\$896,000	\$1,053,000

Exhibit C to Resolution No. 13-4421

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO.13-4421, FOR THE PURPOSE OF AMENDING THE FINANCIALLY CONSTRAINED 2035 REGIONAL TRANSPORTATION PLAN (RTP) AND THE 2012-2015 METROPOLITAN IMPROVEMENT PROGRAM (MTIP) TO ADD THE N. WILLIAMS TRAFFIC SAFETY OPERATIONS PROJECT

Date: April 10, 2013

Prepared by: Grace Cho & John Mermin

BACKGROUND

The City of Portland has requested an amendment to the 2035 Regional Transportation Plan (RTP). The Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council together have the authority to approve amendments to the RTP.

The City of Portland has requested an amendment for the N. Williams Traffic Safety operations project, (N Winning Way to N Killingsworth Street): Pedestrian and bicycle traffic safety and operational improvements, including enhanced crossings, buffered bike lane, traffic calming, a new traffic signal and modifications at existing signals on N Williams and neighborhood greenway improvements on NE Rodney. The project was the outcome of an extensive public outreach process that lasted 16 months and included a 26 member stakeholder advisory committee with a broad, diverse representation of community stakeholders. The stakeholder advisory committee evaluated many different engineering solutions and painstakingly developed the N Williams Traffic Safety and Operations Plan to address both the local community's wishes to shape the corridor's future and the City's need to improve safety and mobility for multiple modes.

Because this project has been award funding through the ODOT Transportation Enhancement program process, the project will be incorporated into the 2012-2015 MTIP. However, the project is currently not included in the 2035 RTP and it needs to be added to the 2035 financially constrained RTP for federal funding eligibility.

Consistency with RTP

These amendments are processed pursuant to Section 6.6.2 of the RTP, which provides that project list amendments must include a demonstration of consistency with the RTP. Portland staff has provided an analysis explaining why the proposed project amendment is consistent with the solutions hierarchy (Metro Code 3.08.220) of the Regional Transportation Functional Plan, which implements the policies, goals and objectives of the RTP. That analysis is provided in the memorandum included as Attachment 1, which staff concludes is sufficient to demonstrate that the project list amendment is consistent with the RTP as required under Section 6.6.2 of the RTP.

Air Quality Conformity

An air quality conformity analysis was completed on the proposed amendments. The results indicate that adding the projects to the 2035 financially constrained RTP will not exceed the permitted emissions "budget" and therefore conforms air quality regulations. A copy of the air quality conformity report findings are included in Attachment 2.

Public Comments

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."

Exhibit C to Resolution No. 13-4421

Staff determined that the amendment requested by the City of Portland meet the definition of major amendments.

Metro conducted a 30-day public comment period on the requested amendments from February 22, 2013 to April 8, 2013. The comment period was advertized with a legal notice in The Oregonian on February 21, 2013 and to several other community news papers. The advertisement directed the public to a web page that provided detailed information on the requested amendments. For environmental justice outreach purposes, translation of the proposed RTP amendments was conducted to provide information to limited English proficiency populations. The translated materials was tailored to the languages spoken in the areas the projects are located. Four comments were received relating to the N.Williams project – one in support and three in opposition. Of the three opposed, one commenter disagreed with a design decision (left-side bike lane), one preferred that spending occur in outer SE Portland rather than in inner N.Portland, and one did not provide a reason.

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. 13-4421.



Charlie
Hales
Mayor

John
Widmer
Interim
Director

Memorandum

March 1, 2013

TO: John Mermin, Metro

FROM: April Bertelsen, City of Portland Bureau of Transportation

SUBJECT: Proposed RTP Amendment Additional Information for **N Williams Traffic Safety and Operations Project**

The purpose of this memorandum is to demonstrate that the City of Portland Bureau of Transportation has met the Regional Transportation Functional Plan Solutions hierarchy (3.08.220) requirements for our requested RTP amendment to add the *N Williams Traffic Safety and Operations Project* to the 2035 RTP Financially Constrained Project List.

Public Process

The *N Williams Traffic Safety and Operations Project* was the outcome of an extensive public outreach planning process led by the Portland Bureau of Transportation (PBOT). This project planning process lasted a year and a half and included a 26 member stakeholder advisory committee with a broad, diverse representation of community stakeholders. This committee met 17 times to help develop the final recommendations. In addition, two formal public open houses were hosted by PBOT, along with several other meetings in the community.

The process was originally focused on the N Williams bikeway project #8325 in the Bicycle Plan for 2030. During that process, a number of alternative solutions were considered. With assistance from City of Portland traffic engineers and project managers, the stakeholder advisory committee evaluated many different engineering solutions and painstakingly developed the *N Williams Traffic Safety and Operations Plan* to address both the local community's wishes to shape the corridor's future and the City's need to improve safety and mobility for multiple modes.

The public involvement process for this plan was extended in duration and expanded in scope given the related issues associated with race and gentrification, and a poor history of community involvement through prior large scale projects that has had significant impacts on the neighborhood (I-5 freeway, Emanuel Hospital). The project received extensive media coverage and generated a much broader community wide discussion about neighborhood change and public involvement.

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The *N Williams Traffic Safety and Operations Project* was developed based on the *N Williams Traffic Safety and Operations Plan* to respond to the above issues and concerns raised during the public involvement process. Because of the issues raised during the plan development phase required an in-depth discussion with the community, and the resulting process and recommendations have helped forge a new, stronger relationship with the local community, PBOT feels it is very important that we demonstrate that we have listened, learned and are willing to change the negative history by completing construction of the project as soon as possible. Therefore, PBOT submitted this project for a grant from the State Transportation Enhancement (TE) – OBPAC combined grant program. These grant funds are available as soon as July 2013. Given the priority of this project, the RTP amendment is requested so that construction can proceed as soon as possible.

The following sections explain the considerations and outcomes for each step in the Regional Transportation Functional Plan Solutions hierarchy (3.08.220).

1. TSMO strategies, including TDM, safety, operational and access management improvements.

North Williams Ave is a major multi-modal link and rapidly developing retail and residential corridor in North Portland. The corridor is asked to satisfy many demands and different travel modes and its current configuration is not safely or efficiently meeting all of the demands. N Williams is a one-way, north-bound couplet with N Vancouver Ave and the project includes a two-mile section of the corridor.

Foremost, safety is a key concern for all modes, particularly pedestrian crossings, bicycle-bus conflicts, and auto traffic speeds. The influx of new retail and residential development is bringing more pedestrians and bicyclists to the corridor; however 31-52% of vehicles are exceeding the speed limit. Enhanced crossings and slower traffic speeds are vital to protect the increasing number of pedestrians crossing N Williams Ave and cyclists traveling the corridor.

In addition, N Williams Ave has one of the highest bicycle volumes in the City and capacity is a key concern for bicycle traffic. The current bike lane includes substandard widths in certain sections and the increasing number of bicyclists and buses using the right side of the street has created stressful and unsafe conditions. The high crash intersection at N Cook St. and N Williams Ave., where freeway off-ramp traffic connects to local streets, is creating safety issues for all modes.

This project will increase safety for all users, increase multi-modal capacity, spur greater economic development, and create a corridor that meets all transportation demands more efficiently. This project includes several multi-modal safety and operational improvements.

The main emphasis of the project is to:

- 1) improve capacity and safety for bicycling,
- 2) improve pedestrian crossing safety, and
- 3) provide traffic calming.

The project accomplishes this through 5 main elements:

- a) road diet, through the elimination of one travel lane to provide additional capacity and buffering for the bicycle lane, as well as traffic calming
- b) shifting the bicycle facility to the left side of the roadway to eliminate bus/bike conflicts,
- c) curb extensions at various locations to improve pedestrian crossing safety,
- d) a new traffic signal at N Cook St to address safety issues related to traffic coming off the Fremont Bridge at this intersection.; and
- e) signal timing and transit signal priority that will improve multimodal performance.

This project will increase motor vehicle capacity by adding pedestrian push buttons at select locations on the corridor to reduce unnecessary delays for all travelers on the corridor. There was extensive Synchro traffic modeling done for the entire corridor. We have also spent time retiming the traffic signals and would continue that work as a part of this effort, to manage speeds on the corridor and preserve person movement capacity and performance. The project will provide increased person movement capacity by enhancing transit, pedestrian and bicycle travel.

The N Williams Traffic Safety and Operations project meets AASHTO standards in all elements. The traffic signal in the plan is warranted under the Manual on Uniform Traffic Control Devices for the traffic volumes and crashes experienced at N Cook St. and N Williams Ave.

2. Transit, bicycle and pedestrian system improvements.

See response above for relevant transit, bicycle and pedestrian system improvements.

The main design elements on N Williams Ave include a left-side buffered bicycle facility, 11 curb extensions at eight different locations, a traffic signal at N Williams and N Cook St, and a public art component that honors N Williams Avenue's importance in local African-American history. Other construction elements of the project include left turn boxes for bicycles at 3 locations and a traffic signal queue jump for transit vehicles at one location. Between N Cook St. and N Skidmore St., the project includes four additional traffic calming elements as part of the bicycle facility.

The project efficiently and inexpensively addresses safety, capacity, and livability concerns. The project is specifically designed to provide needed additional bicycle capacity by significantly increasing the width of the bicycle facility on N Williams Ave, as well as, developing a lower speed, more family-friendly parallel bikeway on NE Rodney. The additional space enhances safety by buffering cyclists from on-street parking doors and adjacent traffic, while the left-hand bicycle facility eliminates the vast majority of bicycle-bus conflicts.

The neighborhood greenway improvements to adjacent NE Rodney Ave will include “sharrow” pavement markings, speed bumps, bikeway destination signage and crossing improvements at up to seven locations. The NE Rodney element of the project will have an additional planning phase to refine the design of the crossing improvements.

The project transforms a inadequate facility into a true multi-modal corridor. N Williams has seen a dramatic increase in the number of cyclists over the past ten years. N Williams is one of the highest volume bikeways in the city, but the street’s five- to six-foot bike lanes overflow with 4,000 daily bike trips. Three transit lines use the project corridor, including one of the highest bus ridership lines in the system. Removing the bicycle-bus conflict zone will enhance transit riders’ experience both while riding and while boarding and exiting the bus.

The rapid retail and residential development along N Williams has brought more and more pedestrians to N Williams sidewalks and crossings. Curb extensions will enhance the walking environment and provide critical safety improvements for people crossing the street.

The project also removes one auto travel lane, which provides benefits to all modes through increased space for bikes and pedestrians, and traffic calming. By bringing the travel and parking lanes up to American Association of State and Highway Transportation Officials (AASHTO) standards, motorists will experience a more predictable, comfortable, and safer streetscape without negative congestion impacts.

The plan also meets National Association of City Transportation Officials (NACTO) Urban Bikeway Design guidelines for the bicycle facilities on N Williams Ave. and NE Rodney St.

3. Traffic - calming designs and devices.

This project includes traffic calming design and devices focused on improving safety. It includes 11 curb extensions at eight different locations. By selectively removing a travel lane where motor vehicle volumes allow, the available space provides for the buffered bicycle lane. The project also achieves its traffic calming objective of slowing traffic speeds and improving pedestrian crossing safety through modifying traffic signal timing and making the intersections more responsive to users along the corridor. The new traffic signal will help mitigate a high crash intersection in the corridor.

4. Land use strategies in OAR 660 - 012 - 0035(2) to help achieve the thresholds and standards in Tables 3.08 - 1 and 3.08 - 2 or alternative thresholds and standards established pursuant to section 3.08.230.

This project does not include any land use strategies. Instead, the project is intended to support and enhance the existing land use policies and implementation strategies currently in place. By creating a more neighborhood oriented, walking, transit and bicycle street, the project supports the business district’s on-going revitalization efforts.

5. Connectivity improvements to provide parallel arterials, collectors or local streets that include pedestrian and bicycle facilities, consistent with the connectivity standards in section 3.08.110 and design

classification in Table 2.6 of the RTP, in order to provide alternative routes and encourage walking, biking and access to transit.

The project is specifically designed to provide needed additional bicycle capacity by significantly increasing the width of the bicycle facility on N Williams, as well as, developing a lower speed, more family-friendly parallel bikeway on NE Rodney.

The neighborhood greenway improvements to adjacent NE Rodney Ave will include “sharrow” pavement markings, speed bumps, bikeway destination signage and crossing improvements at up to seven locations. The NE Rodney element of the project will have an additional planning phase to refine the design of the crossing improvements.

Curb extensions will enhance the walking environment and provide critical safety improvements for people crossing the street and accessing transit along N Williams.

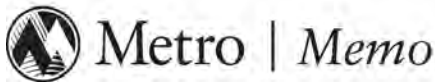
6. Motor vehicle capacity improvements, consistent with the RTP Arterial and Throughway Design and Network Concepts in Table 2.6 and section 2.5.2 of the RTP, only upon a demonstration that other strategies in this subsection are not appropriate or cannot adequately address identified transportation needs.

This project will selectively remove a travel lane where motor vehicle volumes allow. The available space provides for the buffered bicycle lane. N Williams will continue to operate above acceptable level of service with the completion of this project. It will accommodate forecasted traffic volumes. There was extensive Synchro traffic modeling done for the entire corridor. This project will increase motor vehicle capacity by adding pedestrian push buttons at select locations on the corridor to reduce unnecessary delays for all travelers on the corridor. We have also spent time retiming the traffic signals and would continue that work as a part of this effort, to manage speeds on the corridor and preserve person movement capacity and performance. The project will provide increased person movement capacity by enhancing transit, pedestrian and bicycle travel.

The *N Williams Traffic Safety and Operations Project* will enable N Williams to better meet all of these modal designations consistent with local and regional policy.

In the Portland Transportation System Plan (TSP), N Williams is designated at Neighborhood Collector for traffic, a Transit Access Street, a City walkway and is located within a Pedestrian District south of N Fremont. While currently designated a City Bikeway in the TSP, N Williams Ave is identified as a 'Major City Bikeway' in the City's Bicycle Plan for 2030.

N Williams is designated a Regional Bikeway in the Regional Transportation System Plan (RTP). N Williams is not designated on the RTP Arterial and Throughway Network map, Regional Design Classification map, Regional Freight Network map or Regional Pedestrian Network map.



Date: March 1, 2013
 To: TPAC and Interested Parties
 From: Tom Kloster, Transportation Planning Manager
 Grace Cho, Assistant Transportation Planner
 Subject: Pre-Conformity Plan and Draft 2035 RTP Air Quality Conformity Determination

Introduction

To comply with federal mandates, Metro is required to conduct an air quality impact analysis with each update of Metro’s Regional Transportation Plan (RTP) and development of a new Metropolitan Transportation Improvement Program (MTIP). As part of the conducting the analysis, Metro consults and solicits feedback from our local and regional partners about the analysis. TPAC has been identified as the forum of local and regional partners for consultation and soliciting feedback. Metro staff seeks comments from TPAC regarding the Draft 2035 RTP Air Quality Conformity Determination.

Background

Prior to the scheduled update of Metro’s 2035 Regional Transportation Plan (RTP), several project sponsors requested RTP project amendments due to project delivery schedules and are unable to wait until the next scheduled update. As a result, Metro solicited RTP amendments at the end of 2012 where a total of 13 projects were submitted. In review of the proposed amendments, all but one were deemed regionally significant projects as defined federal transportation conformity rules (40 CFR 93.101). Therefore a new air quality conformity determination must be made on Metro’s 2035 RTP in complying with federal regulations.

In anticipation of conducting a new conformity determination, Metro staff consulted with federal partners (FHWA, FTA, EPA) as well as regional and state partners (DEQ, ODOT, TriMet) to about the approach and methodology to the air quality conformity analysis. The federal, state, and regional partners all came to agreement on the approach and methodology to the analysis. Metro conducted the analysis in February 2013. Metro staff developed and released a draft 2035 RTP Air Quality Conformity Determination on February 22, 2013 for public comment.

Air Quality Analysis and Results

To demonstrate conformity, the projected emissions must be less than or equal to the motor vehicle emissions budget(s) established for each analysis year (OAR 340-252-0190(b)(A)). In addition, the regional emissions analysis must be performed for the last year of the transportation plan's forecast period. The results for each analysis year can be found below.

2035 Regional Transportation Plan (Federal Component) Regional Air Quality Assessment

Year	Carbon Monoxide Motor Vehicle Emission Budgets (Budgets are Maximum Allowed Emissions) (pounds/ winter day)	Forecast Carbon Monoxide Motor Vehicle Emissions (pounds/ winter day)
2010	1,033,578	877,841
2017	1,181,341	708,286
2025	1,181,341	830,714

2035	1,181,341	835,142
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Per the results, the projected emissions is less than the approved motor vehicle emissions budgets for each analysis year. Therefore the 2035 RTP with the proposed amendments conforms to air quality rules. The full report with details of the analysis can be found on Metro's website.

Request

Metro staff requests the feedback of TPAC members on the draft 2035 RTP air quality conformity determination report prior to the end of the public comment period. The public comment period for the 2035 RTP air quality conformity determination is scheduled to close on April 8, 2013.

Next Steps

Metro will summarize and incorporate any public comments on the draft 2035 RTP air quality conformity determination following the close of the public comment period. Metro will return to TPAC in April and ask for recommendation to forward the revised draft of the 2035 RTP air quality conformity determination to JPACT. Once recommended, Metro staff will ask for JPACT and Metro Council approval of the conformity determination at the May meetings.