

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE) ORDINANCE NO. 13-1304
FINANCIALLY CONSTRAINED 2035)
REGIONAL TRANSPORTATION PLAN (RTP)) Introduced by Chief Operating Officer Martha
TO ADD THE NE 238th DRIVE: HALSEY) Bennett in concurrence with Council
STREET TO GLISAN STREET FREIGHT AND) President Tom Hughes
MULTIMODAL IMPROVEMENTS; REMOVE)
THE EAST BUTTES LOOP TRAIL AND)
BEAVER CREEK TRAIL PROJECTS; AMEND)
POLICIES IN CHAPTER 2 AND 6.

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

WHEREAS, the NE 238th Drive: Halsey Street to Glisan Street Freight and Multimodal Improvements project was not included in the financially constrained RTP project list; and

WHEREAS; Metro worked with local partners in East Multnomah county to create a vision and develop an implementation strategy known as the East Metro Connection Plan, which prioritizes transportation investments in the area; and which was endorsed by the Metro Council as part of Resolution no. 12-4362 adopted on August 9, 2012; and

WHEREAS, the East Metro Connections Plan partners recommend adding the NE 238th Drive: Halsey to Glisan Freight and Multimodal Improvements project to the RTP financially constrained project list; and

WHEREAS, The East Metro Connections Plan partners recommend removal of the East Buttes Loop Trail (project #11074) and the Beaver Creek Trail (project #10409) projects from the RTP financially constrained project list; and

WHEREAS, an air quality conformity analysis demonstrates that the project will not affect the conformity status of the RTP; and

WHEREAS, the East Metro Connections Plan recommends amending policies in Chapter 2 of the RTP for the Freight Network, Arterial & Throughway Network, Bicycle Network and System Design Classifications, as well as the implementation described within Chapter 6 for Mobility Corridor #15 Gresham/Troutdale/Fairview/Wood Village to Damascus; and


WHEREAS, JPACT and the Metro Policy Advisory Committee (MPAC) both considered the proposed amendments and recommended that the Metro Council adopt the amendments; and

WHEREAS, the Metro Council held public hearings on the proposed amendments on May 2 and May 16, 2013; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The financially constrained RTP project list is hereby amended as shown in Exhibit A, attached and incorporated into this Ordinance.
2. RTP policies in Chapters 2 and 6 are hereby amended as shown in Exhibits B and C, attached and incorporated into this ordinance.
3. The amendments are consistent with applicable provisions of the Regional Transportation Plan and Regional Framework Plan as demonstrated in the staff report dated April 10, 2013 and its two attachments, which are attached as Exhibit D and incorporated into this Ordinance.

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


Tom Hughes, Council President
Council
Metro Council

Approved
Одобрено
Metro Council

Attest:


Kelsey Newell, Recording Secretary

Approved as to Form:

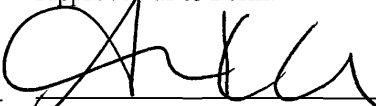

Alison Kean Campbell, Metro Attorney

Exhibit A to Ordinance No. 13-1304

2035 Regional Transportation Plan Appendix 1.1 project list amendment

Action: Amend the 2035 RTP financially constrained project list to add the NE 238th Drive Freight and Multimodal Improvements 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
11373	Metro	NE 238 th Drive Freight and Multimodal Improvements	Halsey Street	Glisan Street	Major Arterial	Construct southbound travel lane with passing lane and northbound travel lane. Add bike and pedestrian facilities on both northbound and southbound sides.	\$9,000,000	2008-2017	X	Roads/Bridges

Exhibit A to Ordinance No. 13-1304

2035 Regional Transportation Plan Appendix 1.1 project list amendment

Action: Amend the 2035 RTP financially constrained project list to remove the Beaver Creek Trail and East Buttes Loop Trail projects.

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
10409	Multnomah County	Beaver Creek Trail	Mt. Hood Community College	Historic Columbia River Highway	Trail	Construct new trail.	\$1,400,000	2008-2025	✘	Regional Trail
11074	Gresham	East Buttes Loop Trail: From Springwater Trail to Rodlun Road	Springwater Trail	Rodlun Road	Trail	Construct new shared use trail.	\$8,300,000	2008-2017	✘	Regional Trail

What is the regional freight network?

The Regional Transportation Plan (RTP) has two types of freight designations:

- Main roadway routes are the “trunk” of the freight system - higher volume, major connectors with other regions.
- Road connectors have lesser volumes, provide connectivity to industrial/employment land and connect those more significant main roadway routes.

What changes are proposed?

- Remove, from the RTP freight network, Burnside between 181st and 223rd to reflect its actual usage.
- Broaden the RTP freight network to include the following routes as road connectors: 223rd between Glisan and Burnside; 257th/Kane from I-84 to US 26 (Note: projects would not include major improvements that connect Kane to US 26 which might attract more through trips).
- Update the US 26/Hogan connector to be consistent with Springwater Plan.

Why propose changes to the freight network?

Proposed changes to the RTP freight network would bring the use and function of plan area roads more in line and resolve land use conflicts.

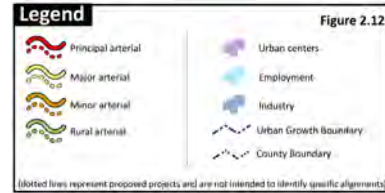
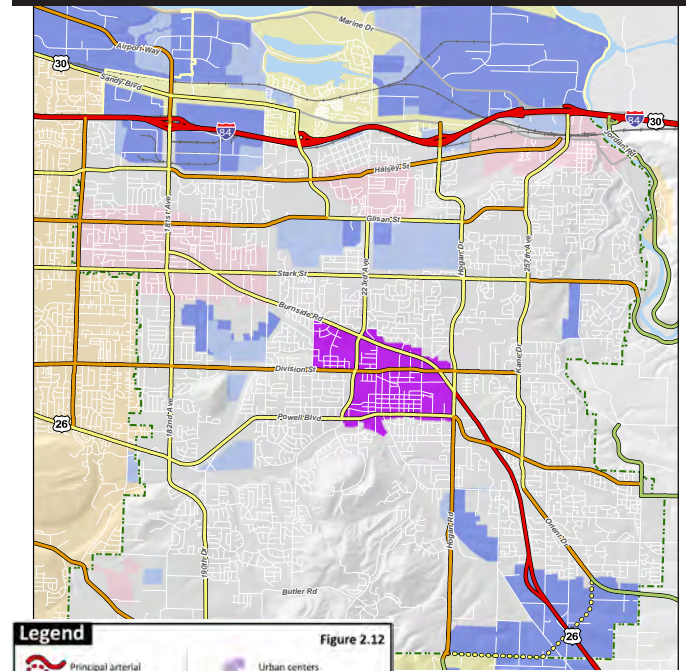
- Proposed freight network roads could see projects that increase their mobility (reducing stops/starts and travel time), that increase safety of other users and projects that accommodate trucks.
- The RTP freight network map (figure 2.20) should be amended to reflect the proposed East Metro Connections Plan “freight grid”, including main roadway routes and road connectors. Projects developed on the “freight grid” will be designed for safe freight movement.

Updates to other RTP road networks

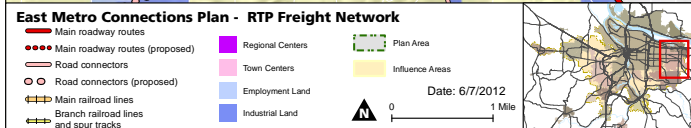
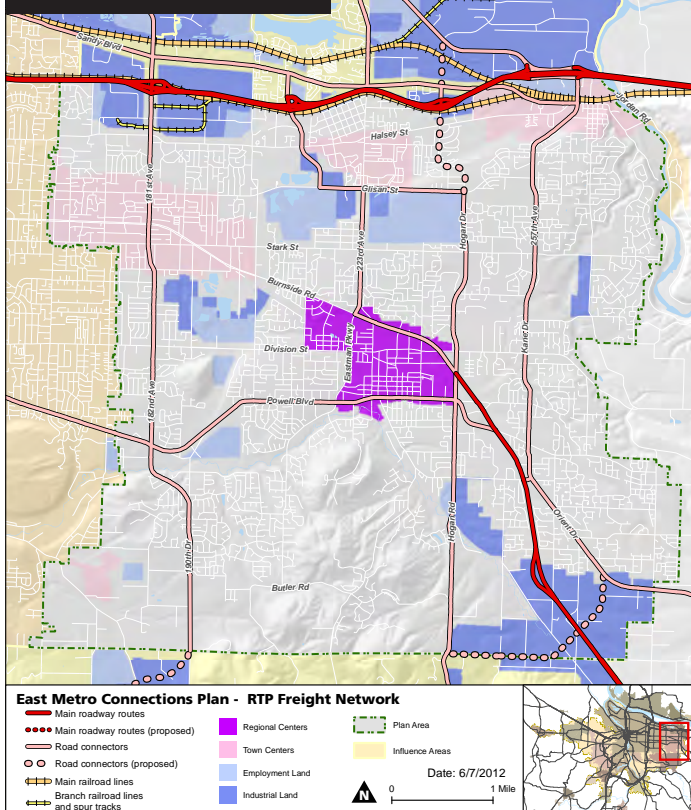
Consistent with the updated Freight Network, updates will also occur to the Arterial and Throughway Network and the System Design Network.

- Update the 238th/242nd link north of Glisan.
- Update the US 26/Hogan connector to be consistent with Springwater Plan (identified as a proposed link on the proposed freight network).

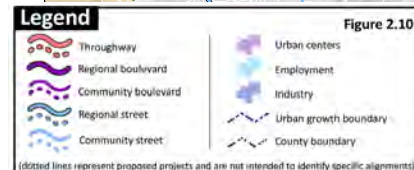
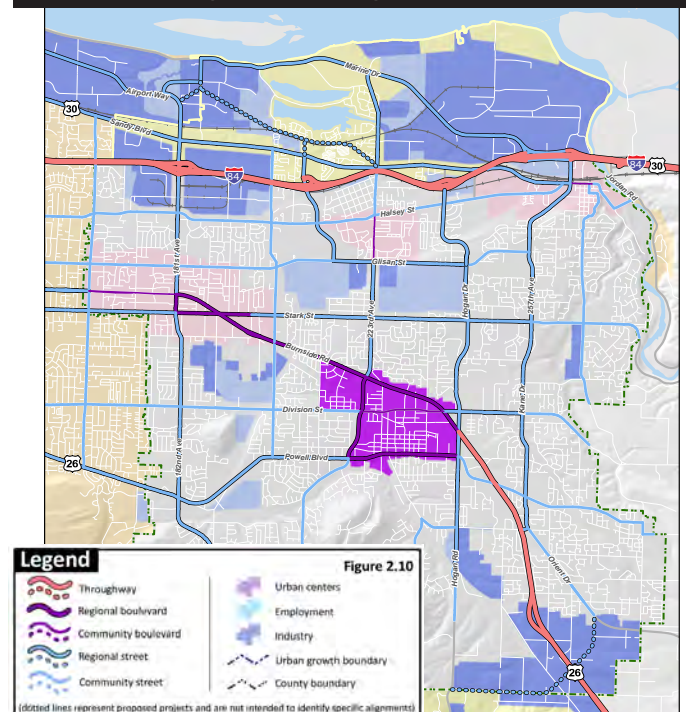
Amended arterial and throughway network



Amended freight network



Amended regional design classifications



6.3.2.4 Gresham/Fairview/Wood Village/Troutdale to Damascus (Mobility Corridor #15)

The East Metro Connections Plan (EMCP) is a “mobility corridor refinement” plan which completed recommendations in June 2012. A mobility corridor refinement plan aims to better integrate land use, community and economic development, environmental and transportation goals when identifying projects along major transportation corridors. EMCP project partners include the cities of Fairview, Gresham, Troutdale and Wood Village, Multnomah County, ODOT, and Metro. Additional participating entities include Damascus, Portland, Clackamas County, the Port of Portland and TriMet.

This two year effort has analyzed present and future transportation needs and opportunities and has prioritized solutions/project for project implementation.

Transportation Projects as Investment Packages

Proposed bundles of projects, or “investment packages” have been grouped by the following three primary themes:

1. **North/south connections** - Proposed projects improve the arterial road network connecting I-84 and US 26 and provide for regional mobility needs as well as access to key destinations in the plan area. Projects developed on designated freight routes will be developed to accommodate freight, and be designed accordingly.
2. **Downtowns and employment areas** - Proposed projects improve way-finding, mobility and access to downtowns and jobs.
3. **Regional mobility** - Proposed projects capitalize on previous investments by making the existing system smarter and more efficient through changes to signal timing, signage, enhanced transit service, and multimodal connections. Consistent with the Regional High Capacity System Plan, EMCP recommends advancing an alternative analysis for the Powell/Division transit corridor. EMCP also recommends the designation of a new regional multimodal connection between the Sandy River and the Springwater Corridor Trail.

The following summarizes the intent and overview of types of projects for each of the corridor segments based on the primary theme that they support.

1. North/south connections

181st/182nd safety corridor: 181st/182nd is an important community street. Projects will provide safety improvements in known areas of high crash rates and improve safe routes to schools in the Centennial School District. Consistent with transit analysis, this includes a recommendation to improve transit consisting of frequent service between Sandy and Powell boulevards and the elimination of the need to transfer between bus routes along this road.

182nd/190th connections to Clackamas County: Pleasant Valley is an important area for future residential and commercial development. Additionally, future population and employment growth in Clackamas County, including Happy Valley and Damascus means that road connections to the south are important connections. Leveraging Clackamas County’s 172nd/190th Corridor Project,

targeted improvements to the road network in Pleasant Valley along Highland/190th will create opportunity for economic and residential development.

Eastman/223rd connections: Projects address future traffic growth with targeted north-south roadway capacity investments along 223rd/Eastman, including at Stark/223rd and Eastman and Powell. This area connects to existing industrial employment sites, including the Port of Portland's Gresham Vista (former LSI site) site. Projects will also address future needs on Glisan between 201st and Fairview Parkway. For example, projects to better coordinate the signal timing at intersections along Eastman/223rd will provide needed capacity improvements.

242nd connections to Clackamas County: Hogan/242nd is an important north/south connection from employment hubs in the Columbia Cascade River District, north central Gresham industrial, the Gresham Regional Center, and Springwater to Clackamas County and central Oregon. Projects along this arterial address future growth with additional roadway capacity, particularly south of Powell, along with opportunities for access and safety enhancements to the existing conditions. This includes intersection improvements at Glisan and Stark, including signal coordination.

Southeast gateway: The triangle of US 26, Burnside and Powell is an important gateway for the City of Gresham, east Multnomah County and the Portland Metropolitan region, providing an essential connection north to I-84, west to I-205, and south and east to Mt. Hood and central Oregon. Projects address several identified needs at the gateway, including 242nd/Hogan/Burnside. Projects address future capacity needs, safety (this area is one of the highest crash areas), way-finding and needed pedestrian improvements (there are sidewalk gaps and challenging crossings in this area, particularly along US 26). Way-finding treatments should be integrated with the adopted Mt Hood Scenic Byway route to bring people into the Gresham Regional Center, a vital commercial area.

257th safety, walking and biking connection: Projects create safe and attractive pedestrian crossings along 257th, particularly along the stretch between Reynolds High School and Mt Hood Community College. They will complete the sidewalk improvements along Stark adjacent to the college.

2. Downtowns and employment areas

Rockwood/181st: Projects include targeted bicycle and pedestrian improvements on 181st between I-84 and Stark, and Stark between 181st and Burnside to improve access to the important commercial areas in Rockwood. Projects improve safety and activate the arterial for businesses and walking.

Gresham Vista Business Park: The Port of Portland's November 2011 purchase of one of the area's largest shovel-ready employment sites is an immediate opportunity to bring jobs and revenue to East Metro communities. Projects increase mobility along the north/south and east/west arterials and improve access to industrial employment land.

Downtown Gresham/Civic: There are important public investments to support the vision of Downtown Gresham. Projects include boulevard treatments along all of Burnside and redevelopment opportunities along this important street. Projects better connect Main City Park, the Springwater Corridor Trail and Johnson Creek to Downtown Gresham. Sidewalk and streetscape projects in Downtown improve walking, window shopping and branding of Downtown Gresham as a unique place. Consider an urban renewal area for Downtown.

Pleasant Valley: Projects develop the necessary public infrastructure for development of Pleasant Valley town center consistent with the Pleasant Valley Community Plan.

Catalyst for Springwater District: Projects help develop the necessary public infrastructure for private investment and jobs in this regionally significant employment area. Projects include a new interchange on US 26 and an extension of Rugg Road to connect US 26 and Hogan, as well as collector street improvements to provide needed access for future jobs and employment.

Edgefield/Halsey main street implementation: Halsey is an important main street that connects the downtowns of Fairview, Wood Village and Troutdale. Projects implement features of the Halsey Street Concept Design Plan (2005), a joint effort of Fairview, Wood Village, Troutdale, and Multnomah County. Projects include realizing Halsey as a 2-lane road with median/turn lane, full bike lanes, sidewalks and pedestrian crossings. Projects support the downtown visions for the three cities and help attract commercial development.

Downtown Troutdale: Projects support future development of the urban renewal area in Downtown Troutdale, creating local road connections to the urban renewal area site and extending the regional trail system along the Sandy River from Troutdale Reynolds Industrial Park into Downtown Troutdale. Projects allow for future private investment and job growth in Downtown.

Downtown Fairview and Wood Village: Projects on Fairview Avenue between I-84 and Arata Road improve access provide needed safety and multi-modal improvements. Projects also improve connections between Arata Road and Halsey.

3. Regional mobility

Sandy River to Springwater multi-modal connection: Projects provide multi-modal connections from Downtown Troutdale to Mt Hood Community College and the Springwater Corridor Trail. Projects connect neighborhoods to commercial areas and Mt Hood Community College. This area is one of the most significant gaps in the 40-mile loop regional trail network, and connections will encourage tourism to areas along the Springwater Corridor Trail and Sandy River.

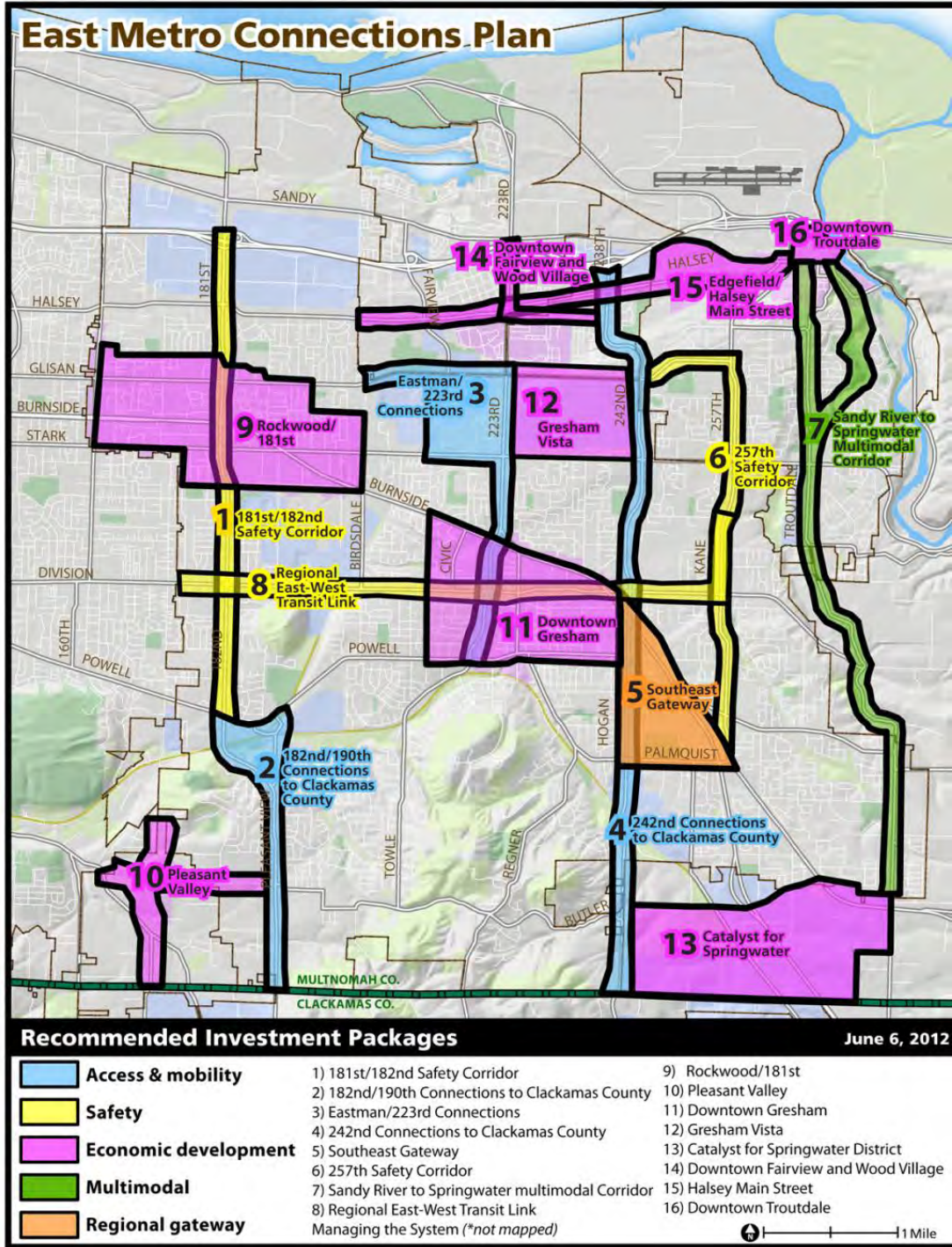
Managing the existing system (Transportation Systems Management and Operations/ Intelligent Transportation System Tools): There are opportunities to improve the current roadway network and enhance the performance of the transportation system using technology that coordinates signal timing and provides “real-time” information. Projects address congestion at intersections through the coordination of signal timing. Improvements to adaptive signal timing along 181st/182nd, Burnside, and Kane Drive. Other projects include signage, messaging and other techniques that improve way-finding and traffic flow. Signal coordination projects can provide as much as a 10% capacity increase to the roadway. Other projects include signage, messaging and other techniques that improve way-finding and traffic flow. Near-term investments include better signage and messaging on US 26 and coordinated signal improvements along all north-south arterials.

Regional east-west transit link: Projects improve east-west transit that connects Mt Hood Community College, Downtown Gresham, Portland and South Waterfront’s Innovation Quadrant. Division is one of the top transit corridors for ridership in the region. Projects include enhanced bus/bus rapid transit and safety, and pedestrian and bike improvements (sidewalks, medians, crossings, access management) to make Division a great street for transit and walking.

Enhancements along this corridor create the potential for even greater ridership demand. Enhanced bus service can provide additional service to Downtown Gresham and the Civic Neighborhood, a vital commercial area. Gresham will continue street improvements for sidewalks and other features to make walking and access to transit easier. The phase I recommendation is to pursue a transit alternative analysis along the Powell/Division Corridor.

Figure 6.3

East Metro Connections Recommended Investments **(as Recommended by the project's Steering Committee)**



~~6.3.1.5 Gresham/Fairview/Wood Village/Troutdale to Damascus (Mobility Corridor #15)~~

~~A need to develop a long-term mobility strategy for the area between I-84 and Highway 26 exists, and has become increasingly critical since the time of the 2004 RTP. The addition of Springwater and Damascus within the UGB has heightened the need for the link. In 2007, the mayors of the east Multnomah County cities—Gresham, Troutdale, Wood Village and Fairview—entered into a MOU that identifies the need to comprehensively analyze I-84/US26 connectivity as their shared top transportation priority.~~

~~A series of interim improvements to Hogan Road are inadequate to meet projected demand through 2035. The modeling shows that Hogan will fail even with these arterial improvements. Since only projects on the financially constrained system are likely to be carried forward, the modeling actually underestimates the extent of the system failure.~~

~~The RTP calls for a series of interim improvements that will better connect Hogan Road to both I-84 on the north, and US 26 to the south. These improvements are needed to ensure continued development of the Gresham regional center and expected freight mobility demands of through traffic. The purpose of the refinement plan is to develop a long-term strategy for the area between 181st/182nd Avenue and 257th Avenue/Kane Road to address regional transportation needs. The refinement plan would consider a full range of transportation solutions that support planned land uses and recommend improvements for the connection between I-84 and US26, including but not limited to: 181st\181st Avenue, Fairview Parkway, 242nd Avenue/Hogan Road and 257th Avenue, per the MOU. The corridor refinement plan is necessary to make informed transportation investment decisions that will facilitate the development the underutilized industrial lands, foster economic growth and maintain and enhance the livability of east Metro communities.~~

~~An improved north/south corridor will also benefit transit-oriented development along the MAX light rail corridor, as it would move freight traffic from its current route along Burnside Street, where it conflicts with development of the Rockwood town center and adjacent station communities. In addition to planned improvements to the Hogan Road corridor and the analysis of alternative routes, a corridor study should address:~~

- ~~• More aggressive access management between Stark Street and Powell Boulevard on 181st, 207th and 257th avenues~~
- ~~• Redesign intersection improvements on Hogan at Stark, Burnside, Division and Powell to streamline through-flow~~
- ~~• Need for a long-term primary freight route in the corridor~~
- ~~• Potential for a new alignment south of Powell Boulevard to US 26~~
- ~~• High capacity transit, including a potential to link Mt. Hood Community College to the light rail system.~~
- ~~• All local street improvements, including locally needed connections to I-84 and US-26.~~

Exhibit D to Resolution No. 13-1304

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO.13-1304, FOR THE PURPOSE OF AMENDING THE FINANCIALLY CONSTRAINED 2035 REGIONAL TRANSPORTATION PLAN (RTP) TO ADD THE NE 238TH DRIVE: HALSEY STREET TO GLISAN STREET FREIGHT AND MULTIMODAL IMPROVEMENT PROJECT; REMOVE THE EAST BUTTES LOOP TRAIL AND BEAVER CREEK TRAIL PROJECTS; AMEND POLICIES IN CHAPTER 2 AND 6.

Date: April 10, 2013

Prepared by: Grace Cho, John Mermin & Brian Monberg

BACKGROUND

The East Metro Connections Plan (EMCP) partners have requested amendments 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 EMCP is the first “mobility corridor refinement” plan identified in the 2035 Regional Transportation Plan to be implemented in our region. A mobility corridor refinement plan aims to better integrate land use, community and economic development, environmental and transportation goals when identifying projects along major transportation corridors. EMCP project partners include the cities of Fairview, Gresham, Troutdale and Wood Village, Multnomah County, ODOT, and Metro. Additional participating entities include Damascus, Portland, Clackamas County, the Port of Portland and TriMet. This two year effort analyzed present and future transportation needs and opportunities and prioritized solutions for updates to the Regional Transportation Plan and project implementation. The EMCP was recommended by the steering committee for adoption in June 2012 and subsequently adopted by the Metro Council in August 2012.

Project amendment

Members of the EMCP process propose to include the top priority project, NE 238th Drive: Halsey Street to Glisan Street Freight and Multimodal Improvements to the 2035 RTP financially constrained project list. The project consists of improvements to the curvature of the road and construction of multimodal facilities. Elements include construction of a cross-section that includes a southbound travel lane with a passing lane, and a northbound travel lane, and bike/pedestrian facilities on both the northbound and southbound sides. Members of the EMCP process are proposing to drop: 1) RTP #11074, *East Buttes Loop Trail: From Springwater Trail to Rodlun Road*, a City of Gresham project, and 2) RTP #10409, *Beaver Creek Trail*, a Multnomah County project, from the Financially Constrained list. NE 238th Drive: Halsey Street to Glisan Street Freight and Multimodal Improvements project emerged as the top priority project through the two-year long planning effort. Adding the project to the 2035 financially constrained RTP makes it eligible for federal funding to be allocated in the current 2016-18 Regional Flexible Funding and 2015-18 STIP Enhance allocation processes.

Policy amendments

Consistent with the outcomes based planning framework of the Regional Transportation Plan and the mobility corridor strategy, the East Metro Connections Plan will advance updated policy elements to support project development identified in the plan. The RTP freight network map (RTP figure 2.20) will be amended to reflect the proposed East Metro Connections Plan “freight grid”, including main roadway routes and road connectors. Projects developed on the “freight grid” will be designed for safe freight movement. Updates to the arterial and throughway network map (RTP figure 2.12), regional design classifications map (RTP figure 2.10) and regional bicycle network map (RTP figure 2.22) will be updated for policy consistency with the freight network map.

Exhibit D to Resolution No. 13-1304

The RTP chapter 6, "Implementation", will reflect that the proposed corridor refinement plan for Mobility Corridor #15 (Gresham/Fairview/Troutdale/Wood Village to Damascus) has now been completed. A summary of EMCP recommendations will be included in section 6.3.2.4. Edits to RTP bike and pedestrian system maps, e.g. a new proposed trail connection from the Sandy River to Mt Hood Community College, Springwater District and Springwater corridor trail, are expected to be made as part of recommendations from the Regional Active Transportation Plan during the next scheduled RTP update.

Consistency with RTP

These amendments are processed pursuant to Sections 6.6.1 and 6.6.2 of the RTP, which provides that *project list* amendments must include a demonstration of consistency with the RTP and that *policy or system map* amendments must include a demonstration of consistency with the Regional Framework Plan. EMCP partners have provided an analysis explaining why the proposed project amendment (NE 238th Ave) 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 policies, goals and objectives of the RTP as required under Section 6.6.2 of the RTP. Additionally, EMCP partners have provided an analysis (p.5-10) in Attachment 1 explaining why the proposed policy and system map amendments are consistent with the Regional Framework Plan. Staff concludes this is sufficient to demonstrate the policy and system map amendments are consistent with the Regional Framework Plan.

Air Quality Conformity

An air quality conformity analysis was completed on the proposed amendment. The results indicate that adding the project to the 2035 financially constrained RTP will not exceed the permitted emissions "budget" and therefore conforms to 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." Staff determined that the amendments requested by Metro, meet the definition of major amendments.

Additionally, the EMCP also requests several policy amendments which triggered state rules requiring a 45-day public comment period. Therefore all the requested amendments to the RTP underwent a 45-day public comment period.

Metro conducted a 45-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 advertisements 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 were conducted to provide information to limited English proficiency populations. The translation materials of the RTP amendments was tailored to the languages spoken in the areas the projects are located. One comment was received in opposition to the 238th Ave project, which the commenter did not think was a cost-effective solution.

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

Exhibit D to Resolution No. 13-1304

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.

3. Anticipated Effects None

4. Budget Impacts None

RECOMMENDED ACTION

Metro staff recommends the approval of Ordinance No. 13-1304.



Date: March 19, 2013
To: John Mermin
From: Brian Monberg
Subject: Findings of Consistency

This memo provides findings of consistency for the NE 238th Drive: Halsey Street to Glisan Street Freight and Multimodal Improvements project (“the project”) with the Regional Transportation Functional Plan solutions hierarchy and findings of consistency for updated regional policy maps with the Regional Framework Plan. The project consists of improvements to the curvature of the road and construction of multimodal facilities. Elements include construction of a cross-section that includes a southbound travel lane with a passing lane, and a northbound travel lane, and /bike and pedestrian facilities on both the northbound and southbound sides.

The project emerged as a priority in the East Metro Connections Plan (EMCP), the first “mobility corridor refinement” plan identified in the 2035 Regional Transportation Plan to be implemented in our region. A mobility corridor refinement plan aims to better integrate land use, community and economic development, environmental and transportation goals when identifying projects along major transportation corridors. EMCP project partners include the cities of Fairview, Gresham, Troutdale and Wood Village, Multnomah County, ODOT, and Metro. Additional participating entities include Damascus, Portland, Clackamas County, the Port of Portland and TriMet.

This two year effort analyzed present and future transportation needs and opportunities and has prioritized solutions/project for updates to the Regional Transportation Plan and project implementation. Decisions were conducted over 6 public meetings of a Steering Committee representing elected officials, business, neighborhood, and transportation constituencies. The final recommendation was endorsed by the city councils of Fairview, Gresham, Troutdale, Wood Village, Multnomah County Commission, JPACT, and Metro Council.

Findings of Consistency with Regional Transportation Functional Plan

This section demonstrates the proposed amendments to the Regional Transportation Plan are consistent with the Regional Transportation Functional Plan section 3.08.220 solutions hierarchy.

Section 3.08.220 is as follows:

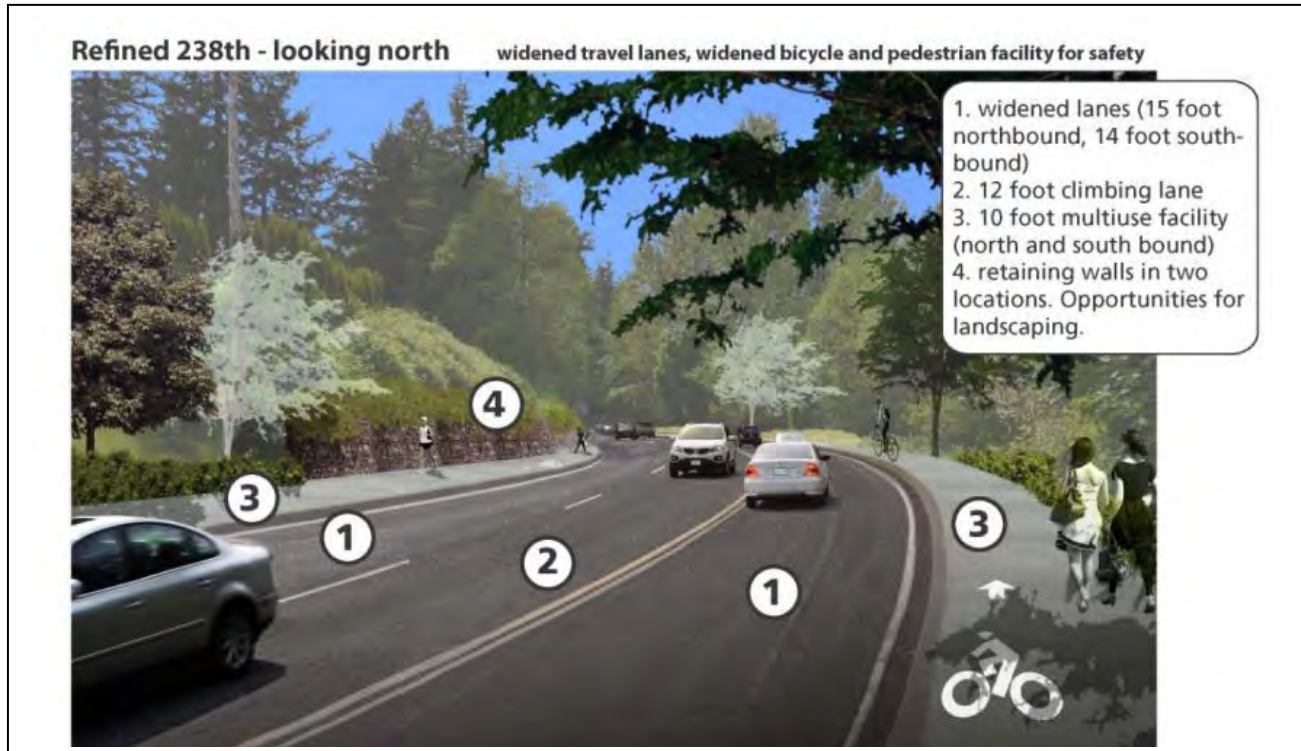
A. Each city and county shall consider the following strategies, in the order listed, to meet the transportation needs determined pursuant to section 3.08.210 and performance targets and standards pursuant to section 3.08.230. The city or county shall explain its choice of one or more of the strategies and why other strategies were not chosen:

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

The project is part of the East Metro Connections Plan, which has identified and prioritized TSMO strategies, including safety, signalization, and messaging projects. The project allows for 238th to have improved access consistent with the other primary north-south arterials in

East Multnomah County. System management strategies currently exist, and have been identified for future investments on these roadways. “Managing the System” emerged as one of the investment packages prioritized in the East Metro Connections Plan, and identified technologies such as signal timing and messaging to be applied to the arterials within East Multnomah County.

Safety is a key consideration for advancing the project. The project will address safety features for all users of the facility. The project includes safety features, and operational improvements to allow for truck mobility on an arterial where trucks are currently restricted. The project design includes improved drainage and landscaping. The project addresses access, safety, and livability concerns efficiently.

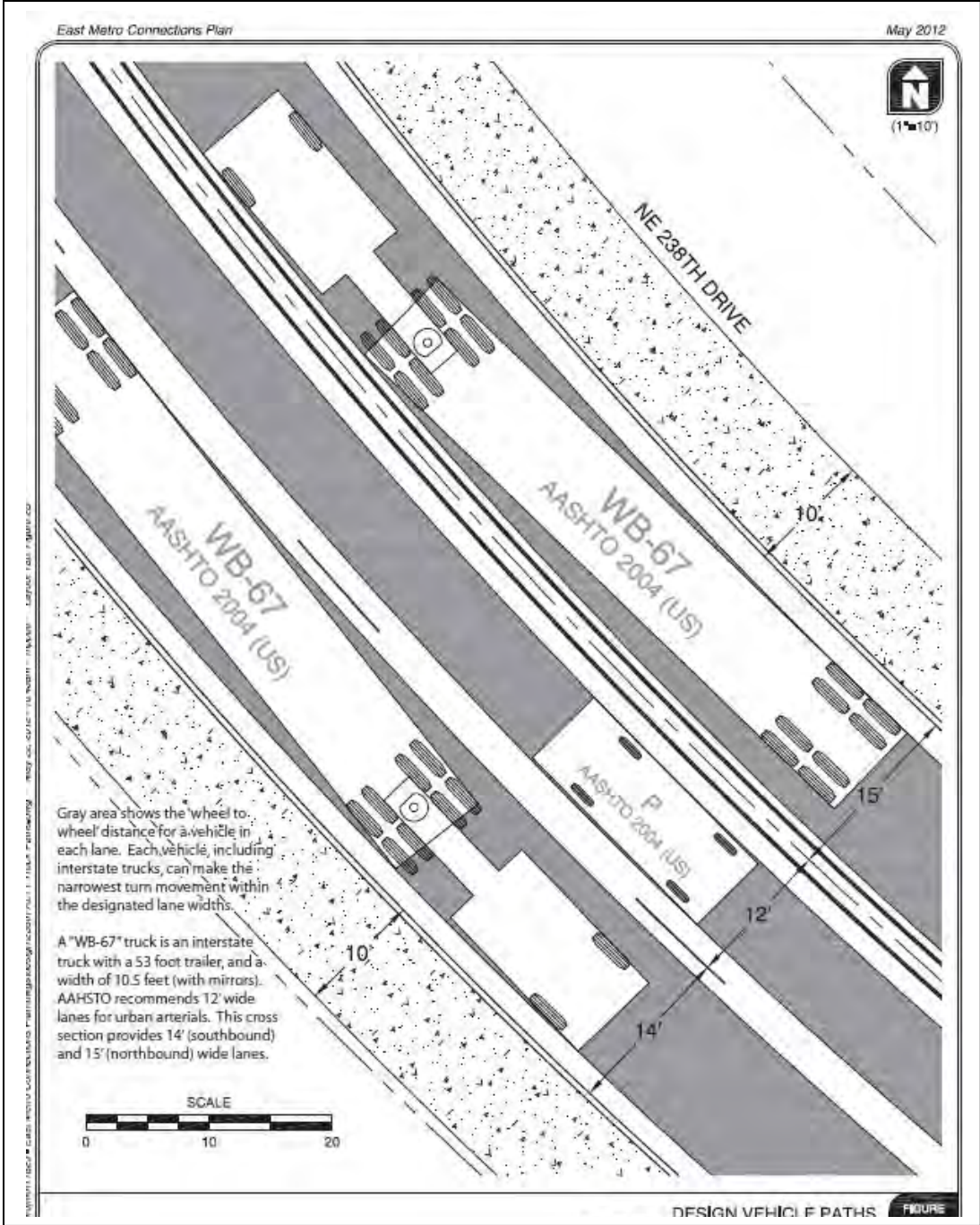


2. Transit, bicycle and pedestrian system improvements;

The current project area lacks sidewalks and bicycle facility on both sides of the roadway. The project specifically addresses this with a widened multiuse facility. There is currently no bus service along 238th/242nd, but the widened lanes would provide for improved bus movement if future transit service is considered. The project transforms a currently inadequate facility into a multimodal corridor. Concept design for the project was informed by, and is consistent with, the Halsey Street Conceptual Design Project, which the project will intersect with on the northern boundary. The project will connect to and support the bicycle and pedestrian improvements along Halsey.

3. Traffic-calming designs and devices;

The project includes designs focused on improving safety, allowing for greater separation between bicyclists, pedestrians and vehicles through a widened multi-use path separate from the roadway. The project will improve curvature of the road and the turning radius for vehicles.



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;

The project is adjacent to Halsey Street (which is a designated 2040 main street), town centers in Troutdale and Wood Village, and Gresham Vista, a regionally significant employment and industrial area. The project is intended to support and enhance existing land use policies currently in place, particularly in support of Troutdale Town Center, and Employment and Industrial lands along 242nd and Hogan. The project will increase access to these locations in a way that is consistent with current plans and policies. By creating a facility that is neighborhood oriented and allows for improved biking and walking, the project will support lane uses in these target areas, while improving access for residents in Wood Village, Troutdale, and Gresham, particularly along Arata Road.

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

This project emerged as a key priority from the East Metro Connections Plan, with the greatest opportunity to improve connectivity on the four primary north-south arterials in East Multnomah County. The project is consistent with Regional Transportation Plan policy as it this project provides for increased vehicle, freight, bicycle, and pedestrian connectivity. Improvements identified in the project will allow for the facility to provide increased access and connectivity, particularly for those walking and biking between Arata Road, Halsey and Glisan. This area has many residences and will improve connectivity to commercial centers on Glisan and Halsey, including downtown Troutdale. The project also improves access to the I-84 interchange.

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.

The East Metro Connections Plan, through technical outreach, community involvement, and public discussion, determined that a major new highway facility is not needed to provide for future transportation needs. The East Metro Connections Plan provided a comprehensive, multimodal, land use based recommendation. The East Metro Connections Plan did not find a need for, or recommend, a major new freeway within East Multnomah County, and directs limited public investments on projects to provide for the highest return on identified 2040 Target Areas. The project is widening existing lanes and improving freight mobility, but is not adding new lanes or increasing vehicle capacity.

Findings of consistency for Regional Framework Plan

This section provides findings of consistency with the Regional Framework Plan. Consistent with the outcomes based planning framework of the Regional Transportation Plan and the mobility corridor strategy, the East Metro Connections Plan is providing updated policy elements to support project development identified in the plan. These include:

- The RTP freight network map (RTP figure 2.20) will be amended to reflect the proposed East Metro Connections Plan “freight grid”, including main roadway routes and road connectors. Projects developed on the “freight grid” will be designed for safe freight movement.
- These changes will include updates to the regional freight network map. Updates to the arterial and through network map and regional design classifications map will be updated for policy consistency with the freight network map.

The policy map changes are adopted to provide consistency to the functional classification of the four primary north-south arterials that connect I-84 to US 26 in East Multnomah County.

The East Metro Connections Plan is a Metro-led corridor refinement plan that identified transportation improvements in East Multnomah County that support the 10 Goals of the Regional Transportation Plan.

Goal 1: Foster Vibrant Communities and Efficient Urban Form

Land use and transportation decisions are linked to optimize public investments and support active transportation options and jobs, schools, shopping, services, recreational opportunities and housing proximity.

RTP Goal 1 calls for land use and transportation decisions to be linked together to provide for proximity to housing and jobs. Objective 1.1 Compact Urban Form and Design calls for transportation investments to reinforce growth in and multi-modal access to 2040 Target Areas and ensure that develop in the 2040 Target Areas is consistent with and support Transportation investments.

The proposed RTP policy map changes were developed as part of the East Metro Connections Plan, a planning process with the stated goals of Access and mobility, Economic Vitality, and supporting local jurisdiction’s vision for land use and visibility. The East Metro Connections Plan is the first “mobility corridor refinement” plan identified in the 2035 Regional Transportation Plan to be implemented in our region. A mobility corridor refinement plan aims to better integrate land use, community and economic development, environmental and transportation goals when identifying projects along major transportation corridors. EMCP project partners include the cities of Fairview, Gresham, Troutdale and Wood Village, Multnomah County, ODOT, and Metro. Additional participating entities include Damascus, Portland, Clackamas County, the Port of Portland and TriMet. Policy map changes and projects were developed in accordance with “investment packages” that link transportation investments to specific land uses. The proposed policy map changes support local jurisdiction plans in the Springwater District, a regionally significant

employment area. The proposed RTP policy map changes will support a system where transportation investments are linked to a grid network to support access to housing and jobs throughout East Multnomah County. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Goal 2: Sustain Economic Competitiveness and Prosperity

Multi-modal transportation infrastructure and services support the region’s well-being and a diverse, innovative, sustainable and growing regional and state economy.

RTP Goal 2 calls for infrastructure and services to be developed to support a strong regional and state economy.

The proposed RTP policy map changes were developed as part of the East Metro Connections Plan, a process with stated goals of Access and mobility and Economic Vitality. Updates to the freight network support a “freight grid” in East Multnomah County that support freight reliability by providing for policies to support freight access. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Goal 3: Expand Transportation Choices

Multi-modal transportation infrastructure and services provide all residents of the region with affordable and equitable options for accessing housing, jobs, services, shopping, educational, cultural and recreational opportunities, and facilitate competitive choices for goods movement for all businesses in the region.

Goal 3 of the RTP calls for the region to provide all residents with affordable and equity options for accessing housing, jobs, services, shopping, and to provide travel choices. The goal calls for the region to support multi-modal freight transportation that facilitate competitive choices for goods movement for businesses.

Investments in the East Metro Connections Plan were evaluated according to seven factors. Factor 1, Access and Mobility, included measures to assess investments based on improvements to transit ridership, pedestrian access and service, bicycle access and service, and freight operational efficiency. The proposed policy changes will support multi-modal freight transportation system through the Freight Network map changes. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Goal 4: Emphasize Effective and Efficient Management of the Transportation System

Existing and future multi-modal transportation infrastructure and services are well-managed to optimize capacity, improve travel conditions and address air quality goals.

Goal 4 of the RTP calls for improved travel conditions through applying technology solutions to actively manage the transportation system, including traveler information, incident and demand management.

“Managing the System” emerged as one of the investment packages prioritized in the East Metro Connections Plan, and identified technologies such as signal timing and messaging to be applied to the arterials within East Multnomah County. The proposed policy updates provides for consistent designations on the primary north-south arterials in East Multnomah County, and system management strategies have been identified for future investments on these roadways. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Goal 5: Enhance Safety and Security

Multi-modal transportation infrastructure and services are safe and secure for the public and goods movement.

Goal 5 of the RTP calls for safe and secure movement of people and goods by reducing crashes, serious injury, crime, and vulnerability to terrorism and natural disasters.

Investments in the East Metro Connections Plan were evaluated according to seven factors. Factor 3, Safety and Security, evaluated projects based on reducing intermodal conflict, addressing high crash corridors, and increasing safe travel near schools, commercial areas, and vital services. The proposed changes to the policy elements provides consistent policy designations on the four primary north-south arterials in East Multnomah County. This transportation grid is consistent with the Regional Mobility Corridor concept, and the Regional Arterial and Throughway Network Concept (Figure 2.11) and ensures that future investments benefits and burdens will be distributed across the network and not focus on a single roadway facility. Investments identified will specifically provide improved safety on roadways. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Goal 6: Promote Environmental Stewardship

Promote responsible stewardship of the region’s natural, community, and cultural resources.

Goal 6 of the RTP calls for responsible stewardship of the regions resources by avoiding or minimizing undesirable impacts on habitat areas, wildlife corridors, open spaces, and to reduce vehicle emissions , energy and land consumption in order to protect the region’s air and water quality.

Investments in the East Metro Connections Plan were evaluated according to seven factors. Factor 4, Natural Environment, included measures to assess whether an investment increases or improves integrity of parklands, natural areas, wetlands; improves storm water drainage and water quality; improves wildlife habitat and fish passage; and protects species identified in the Oregon Conservation Strategy. The proposed policy changes will direct future investments in areas with existing transportation infrastructure, and does not direct investments into areas with sensitive water quality or habitat concerns. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Goal 7: Enhance Human Health

Multi-modal transportation infrastructure and services provide safe, comfortable and convenient options that support active living and physical activity, and minimize transportation-related pollution that negatively impacts human health.

Goal 7 of the RTP calls for transportation infrastructure and services to provide safe, comfortable, and convenient options that support active living and to minimize pollution impacts that provide negative health effects.

Investments in the East Metro Connections Plan were evaluated according to seven factors. Factor 4, Healthy Communities, included measures to evaluate investments based on network connections to food, walking, biking, and access to transit. Future investments have been identified for existing road facilities, reducing potential future adverse pollution impacts. The proposed changes to the policy elements provide consistent policy designations on the four primary north-south arterials. The proposed amendments do not find a need or recommend a major new freeway within East Multnomah County. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Goal 8: Ensure Equity

The benefits and adverse impacts of regional transportation planning, programs and investment decisions are equitably distributed among population demographics and geography, considering different parts of the region and census block groups with different incomes, races and ethnicities.

Goal 8 of the RTP calls for benefits and impacts of transportation decisions be equitably distributed among population demographics and geography. The goal includes objectives on environmental justice and ensuring that investments provide a range of options for people with low income, elders, and people with disabilities.

The proposed changes to the policy elements provides consistent policy designations on the four primary north-south arterials in East Multnomah County. This transportation grid is consistent with the Regional Mobility Corridor concept, and the Regional Arterial and Throughway Network Concept (Figure 2.11) and ensures that future investments benefits and burdens will be distributed across the network and not focus on a single roadway facility.

Investments in the East Metro Connections Plan were evaluated according to seven factors. Factor 5, Equity, included objectives and measures that assessed demographics and geography, particularly income, race, and ethnicity by census block groups within the project area. Decision-makers were informed by community engagement, including early outreach to minority groups and people limited English proficiency to identify challenges and opportunities. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Goal 9: Ensure Fiscal Stewardship

Regional transportation planning and investment decisions ensure the best return on public investments in infrastructure and programs.

Goal 9 of the RTP calls for decision making that provides for the best return on public investment through asset management, using public resources effectively and efficiently, and securing stable and innovative funding.

The policy items for inclusion in the amended RTP provide for consistency to the functional classification of the four primary north-south arterials that connect I-84 to US 26 in East Multnomah County. As such, future investments are directed towards maintaining existing transportation facilities, and maximizing return on public investment through the prioritization of future investments. The proposed amendments do not find a need or recommend a major new freeway within East Multnomah County, and direct limited public investments on projects to provide for the highest return on identified 2040 Target Areas. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Goal 10: Deliver Accountability

The region's government, business, institutional and community leaders work together in an open and transparent manner so the public has meaningful opportunities for input on transportation decisions and experiences an integrated, comprehensive system of transportation facilities and services that bridge governance, institutional and fiscal barriers.

Goal 10 of the RTP calls for meaningful opportunities for input on decisions affecting transportation facilities and services. The goal calls for opportunities during plan development and review for interested and affected stakeholders, including people who have traditionally been underrepresented, and that representation is equitable among affected jurisdictions and stakeholders.

The policy items for inclusion in the amended RTP were the result of a The East Metro Connections Plan, a two year deliberative process. The Steering Committee charged with providing a recommendation comprised elected officials, business, neighborhood, community, resource and transportation constituencies. Meetings were advertised, open to the public, and included public testimony. Public comment on key decisions were solicited by web comment and public discussion, and provided to the steering committee prior to meetings. As detailed in the Public Process below, the project was developed to provide meaningful opportunities for input from the public, and to provide equitable representation for decision-making. Accordingly, the proposed RTP amendments are consistent with this RTP policy.

Public Process

The East Metro Connections Plan is the first "mobility corridor refinement" plan identified in the 2035 Regional Transportation Plan to be implemented in our region. A mobility corridor refinement plan aims to better integrate land use, community and economic development, environmental and transportation goals when identifying projects along major transportation corridors. EMCP project partners include the cities of Fairview, Gresham, Troutdale and Wood

Village, Multnomah County, ODOT, and Metro. Additional participating entities include Damascus, Portland, Clackamas County, the Port of Portland and TriMet.

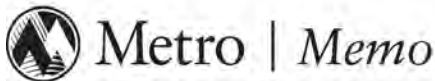
The two year effort analyzed present and future transportation needs and opportunities and is has prioritized solutions/project for updates to the Regional Transportation Plan and project implementation. Decisions were made incrementally over 6 public meetings of a Steering Committee made up of elected officials, business and neighborhood members, and transportation constituencies. Decision-makers were informed by community engagement, including early outreach to minority groups and people limited English proficiency to identify challenges and opportunities. This input, along with other community surveys were provided to the Steering Committee in advance of each decision-making milestone. The final recommendation was endorsed by the city councils of Fairview, Gresham, Troutdale, Wood Village, Multnomah County Commission, JPACT, and Metro Council.

There has been extensive public outreach for this project. The following outlines primary outreach:

- 2011 -2012: 8 visits to Gresham neighborhood associations, 2 visits to the Coalition of Gresham Neighborhoods and one neighborhood information fair
- Summer and Fall 2011: Co-created and administered joint EMCP/Gresham TSP online survey about travel challenges; published summary of responses (December steering committee materials)
- 2010 – 2012: 4 articles in Neighborhood Connections, Gresham’s e-newsletter
- 2010 - 2012: Engagement of experts including school districts, parks and natural environment, freight, and equity
- March, 2012: Project update presentation to Gresham City Council; presentations to Planning Commission and City Council, May – July, 2012
- Spring, 2012: Presentations and discussions with community and business groups including Gresham Area Chamber of Commerce (April 17, 2012), East Metro Economic Alliance (March 8, 2012), Mt Hood Community College (April 11, 2012)
- 2011 – 2012: Joint outreach with Gresham’s Healthy Eating Active Living program, including open houses
- February – March 2012: Presentations to Fairview, Gresham, Troutdale, Wood Village City Councils. Presentation to Gresham and Troutdale Planning Commissions.
- March 2012: EMCP Open House
- 2011 – 2012: Regular updates to East Multnomah County Transportation Committee (EMCTC) by Metro Councilor Shirley Craddick and Metro staff
- 2010 -2012: Regular email updates to interested parties list
- Sept. 2011 and April 2012: Oregonian coverage (Sept 2011 and April 2012)

Overall Conclusion

All relevant regional policies included in the 2035 Regional Transportation Plan have been examined in these findings concerning the proposed RTP policy amendments. Application of the regional goals, as documented above, demonstrates that the proposed changes are also consistent with the Regional Framework Plan.



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.