

BEFORE THE COUNCIL OF
THE METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING THE) RESOLUTION NO. 89-1108
SOUTHEAST CORRIDOR STUDY FINDINGS,) Introduced by
RECOMMENDATIONS AND THE SOUTHEAST) Mike Ragsdale, Presiding
CORRIDOR TRANSPORTATION IMPROVEMENT) Officer, Metro Council
PLAN)

WHEREAS, Metro Resolution No. 86-632 approved a McLoughlin Boulevard Improvement Program consisting of highway improvements to McLoughlin Boulevard, a potential LRT extension from Portland to Milwaukie, expansion of bus service and a neighborhood traffic management program in the Sellwood neighborhood; and

WHEREAS, The McLoughlin Corridor Improvement Program called for completion of a study to identify east/west traffic problems and recommend an improvement strategy for the Southeast Corridor before construction of Phase II of the McLoughlin Boulevard improvement could begin; and

WHEREAS, The Southeast Corridor is also identified as an outstanding issue in the Metropolitan Service District's Regional Transportation Plan (RTP); and

WHEREAS, The Metropolitan Service District and the affected local jurisdictions have cooperatively conducted an analysis and evaluation of alternative transportation strategies in the corridor; and

WHEREAS, The study produced the Findings, Recommendations and a Southeast Corridor Transportation Improvement Plan as set forth in Exhibit A; and

WHEREAS, The Findings, Recommendations and Southeast Corridor Transportation Improvement Plan have been endorsed by the Southeast Corridor Technical and Citizens Advisory Committees; and

WHEREAS, The City of Portland and the City of Milwaukie support the study's recommendations by adoption of resolutions; and

WHEREAS, The City of Milwaukie has requested that Metro coordinate with the City of Portland and ODOT to initiate traffic counts prior to and following the completion of the Tacoma Overpass; now, therefore

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District adopts the Findings, Recommendations and the Transportation Improvement Plan of the Southeast Corridor Study as set forth in

Exhibit A and directs staff to prepare amendments to Ordinance No. 89282 to incorporate components of the improvement plan of regional significance into the next update of the Regional Transportation Plan.

2. That the Metro Council directs staff to coordinate with the City of Portland, City of Milwaukie and ODOT to initiate traffic counts on Johnson Creek Boulevard, and other locations in the study area if appropriate, prior to and following completion of the Tacoma Overpass.

ADOPTED by the Council of the Metropolitan Service District this 26th day of October, 1989.



Mike Ragsdale, Residing Officer

Exhibit A

Southeast Corridor Study Findings, Recommendations and Improvement Plan

A. Findings

1. Need for Arterial Improvement

The Technical Advisory Committee reviewed the current function and classification of Johnson Creek Boulevard as well as the various impacts of new arterial capacity in the corridor and recommended that no new arterial be carried forward based on these findings:

- . Johnson Creek Boulevard is classified as a neighborhood collector by the city of Portland and a minor arterial by the city of Milwaukie. Based on each jurisdiction's definition of use and type of traffic (local or through), these classifications are consistent.
- . Johnson Creek Boulevard acts and functions as a collector, not an arterial, with only 12 percent through trips utilizing the facility in 1985. It will continue to function as a collector in the future. Through trips will increase slightly to 16 percent of all trips utilizing the facility.
- . The amount of traffic on Johnson Creek Boulevard is appropriate for its classification and is similar to that on equivalent facilities in Portland and Milwaukie. In addition, Johnson Creek Boulevard serves the same function as other collectors in Portland.
- . Traffic increases on Johnson Creek Boulevard are projected to be small (8 percent) through the year 2009, even with the construction of the Tacoma overpass and the Johnson Creek Boulevard interchange at I-205. This increase is substantially less than on many other east/west streets in the study area. The small increase in traffic is a result of a constrained traffic-carrying capacity on Johnson Creek Boulevard, available capacity on other streets in the study area, and the limited area of land available for development.
- . A new arterial would reduce traffic volumes on Johnson Creek Boulevard and decrease congestion on east/west streets, but also attracts significant regional through traffic in the corridor from other major arterials. In addition, it would

exacerbate congestion problems in the Sellwood neighborhood, the McLoughlin corridor and other Southeast Portland neighborhoods, and runs contrary to the City of Portland's Comprehensive Plan and Arterial Streets Classification Policy.

The Johnson Creek basin is a park-like environment in an urban setting. Construction of an arterial in the basin would have significant impacts and community opposition. These impacts include wetland and drainage issues, wildlife impacts, noise impacts to Tideman/Johnson Park and to numerous residences, and residential displacements.

The question of new arterial capacity in the corridor still remains in relation to the need for additional river crossing capacity across the Willamette River. The river crossing study is scheduled to begin at the conclusion of this process. It will address the issue of travel constraints across the Willamette River and examine the need for new bridge capacity across it. New bridge capacity may have significant impacts on regional travel and the river crossing study will provide the appropriate forum to address major capacity improvements in the Southeast area.

The current truck prohibition on Johnson Creek Boulevard does not present major problems in accessibility to the west for the Johnson Creek industrial area. Respondents to the truck activity survey stated that they have learned to live with the prohibition and that carriers have adjusted and diverted to 52nd Avenue and Linwood for access to the west.

New arterial capacity to the west is not an issue of concern at this time for Johnson Creek area employers. When asked about transportation projects they would like to see in the area, no respondents identified new arterial capacity; however, most agreed when asked that a project of that nature would benefit truck and employee accessibility.

Overall, employer survey results showed strong support for the Johnson Creek Boulevard/I-205 project. Comments regarding desired transportation projects in the area included: upgrading Johnson Creek Boulevard from 45th to 82nd; improving the 82nd Avenue/Johnson Creek Boulevard intersection; and instituting traffic signals or turn lanes at specific locations along Johnson Creek

Boulevard to improve ease of movement between the street and places of business.

2. Feasibility of Remaining Alternatives

The Southeast Corridor technical and citizens committees thoroughly reviewed the traffic, economic and environmental impacts associated with each of the other alternatives. After extensive discussion, the committees agreed that none of the alternatives as originally envisioned should be recommended based on these findings:

- . Both Share Traffic alternatives are very costly (\$19.3m to \$27.6m for Share Traffic No. 1 and \$55.1 to \$61.8m for Share Traffic No. 2) in relation to the benefit realized. Share Traffic No. 1 reduces traffic on Johnson Creek Boulevard by 10 percent, but creates a very high number of residential displacements on Holgate Boulevard. Share Traffic No. 2 reduces traffic on Johnson Creek Boulevard by 21 percent, but at a prohibitive cost and results in a loss of industrial access in the Mailwell area and higher traffic volumes on residential streets in Milwaukie and Portland neighborhoods.
- . The Minimize Traffic alternatives do have potential to reduce traffic on Johnson Creek Boulevard. However, they also make many traffic movements more difficult, requiring considerable out-of-direction travel for local traffic needs. Minimize Traffic No. 2 represents the most severe of these and makes local traffic circulation almost impossible. The citizens committee did not want to reduce traffic on Johnson Creek Boulevard at the expense of neighborhood accessibility.
- . The expanded transit/railbus option was examined to define its potential to reduce traffic problems in the Southeast area and analysis has shown that it would not have any significant benefit to traffic congestion and is not a solution to Southeast traffic problems. The citizens committee agreed that railbus not be carried forward for this study, but recommended that it be incorporated into future regional rail studies.
- . Even minor increases in capacity on Holgate from 28th to Foster Road would lead to significant increases in traffic (+30 percent) and congestion on that facility and continuous improvements on Holgate are not recommended.

- North/south improvements on 52nd Avenue benefit primarily McLoughlin and 82nd Avenue, which are regional facilities. They would also reduce traffic to a lesser extent on 42nd, 39th and 45th, but have little impact on Johnson Creek Boulevard and other east/west streets. Continuous improvements on 52nd Avenue/Flavel Drive are not recommended.
- Any plan calling for traffic diversion would make local traffic circulation more difficult and would reduce residential accessibility and is not recommended.

B. Recommendations

The Southeast Corridor Citizens and Technical Advisory Committees worked cooperatively to develop the recommendations of this study and the projects listed in the Southeast Corridor Transportation Improvement Plan (Figure 1). Following are the general recommendations of the study:

- There is strong support for the transit component of the Regional Transportation Plan, specifically on the need for the Milwaukie LRT and the accompanying major increase in transit service over the committed system being called for. The Milwaukie LRT was found, in a 1984 study, to be a viable corridor.
- Truck traffic should be routed from the Johnson Creek industrial area to I-205 to the extent possible.
- Projects should be initiated to facilitate traffic movements on specific east/west streets in the study area and relieve traffic demand on the residential portion of Johnson Creek Boulevard.
- Measures should be taken to treat 45th Avenue and Johnson Creek Boulevard west of 45th as neighborhood collectors.

The projects listed below are recommended jointly by the Citizens and Technical Advisory Committees. The plan consists of projects which are consistent with the preceding recommendations and address existing transportation problems, improve local traffic accessibility into and out of the study area, improve access to the Johnson Creek Boulevard industrial area, and facilitate east/west traffic movements. Improvements in the plan should be designed to maintain transit accessibility and should incorporate transit improvements such as bus priority treatments, convenient stop locations and bus pullouts where warranted. In addition, Tri-Met should continue to evaluate transit service needs within the study area and provide service improvements where warranted.

Southeast Corridor Transportation Improvement Plan

The following projects make up the improvement plan and are listed by priority of need and their ability to meet Southeast study objectives.

<u>Project Location and Description</u>	<u>Cost</u>	<u>Purpose</u>
<p>1. Harrison Street/42nd Avenue/King Road</p> <p>Provides additional through capacity by widening 42nd Avenue to two lanes plus a continuous left turn lane and widening King Road to four lanes west to 42nd Avenue.</p>	\$210,000	To reduce geometric constraint and improve east/west flow.
<p>2. Johnson Creek Boulevard (32nd Avenue to 45th Avenue)</p> <p>Provide mitigation and safety measures such as curbs, drainage, street lighting and sidewalks where needed. Design lanes to meet minimum acceptable width so as not to encourage increased traffic. Exact scope of project will be determined by Portland, Milwaukie, the Ardenwald Neighborhood Association and affected property owners.</p>	\$1 m. (Cap from Regional Reserve.)	Does not improve capacity; meets objective of treating Johnson Creek Boulevard as a neighborhood collector. Helps protect existing residential areas.
<p>3. Harrison Street (Highway 224 - 32nd Avenue)</p> <p>Conduct preliminary engineering (P.E.) to determine scope of project. This is an at-grade project and should be coordinated with the Sunrise Corridor DEIS.</p>	<p>P.E. - \$50,000</p> <p>Construction - \$300,000 to \$400,000</p>	To provide additional capacity at Highway 224 intersection and improve east/west flow; corridor is currently under utilized.
<p>4a. Johnson Creek Boulevard (Linwood Avenue to 82nd Avenue)</p> <p>Upgrade to urban industrial road standards; conduct P.E. from 45th Avenue to 82nd Avenue to determine overall scope of improvement; two travel lanes with turn lanes where needed; examine need for curbs, sidewalks and safety improvements. Design project to maintain rail feasibility at crossings.</p>	<p>P.E. - \$50,000 to \$70,000</p> <p>Construction - Phase one - \$1.4 to \$1.7m</p>	To encourage truck traffic to utilize I-205 to the extent possible; facility is currently substandard; roadway is narrow and uneven with cracked pavement.

<u>Project Location and Description</u>	<u>Cost</u>	<u>Purpose</u>
<p>4b. 45th Avenue (Harney to Glenwood)</p> <p>Narrows the street with curb extensions, subject to the endorsement of the Woodstock Neighborhood Association and 45th Avenue residents. Should be constructed no later than project 4a. Impacts of project should be monitored so traffic is not diverted to other streets.</p>	<p>\$500,000 (Cap from Regional Reserve.)</p>	<p>Treats 45th as neighborhood collector by reducing excessive speeds on facility. Decreases truck accessibility.</p>
<p>5. Johnson Creek Boulevard (45th Avenue to Linwood Avenue)</p> <p>Two travel lanes with turn lanes where needed; curbs and sidewalks.</p>	<p>\$1.8m</p>	<p>See 4a.</p>
<p>6. Holgate (17th Avenue; 26th Avenue and 39th Avenue)</p> <p>Provide left-turn lanes; replacement signal and restripe; remove on-street parking at intersection; evaluate need for north/south left-turn lanes.</p>	<p>\$220,000</p>	<p>To improve east/west flow and local accessibility by separating turning and through movement.</p>
<p>7. 52nd Avenue (Woodstock; Flavel Drive; Flavel Street; Duke)</p> <p>Provide left-turn lanes and channelization.</p> <p>Conduct P.E. on Flavel Drive, Harney Road, and extension of 52nd Avenue to determine feasibility of improved connection to Johnson Creek Boulevard.</p>	<p>\$150,000</p> <p>P.E. - Unknown</p>	<p>Improves capacity at problem intersections; provides increased accessibility from eastside industrial area, the only industrial area not served well by Johnson Creek Boulevard upgrade and interchange.</p>
<p>8. King Road (Linwood Avenue; Stanley Avenue; and Bell Avenue)</p> <p>Widen intersections and add left-turn lanes at Linwood; other intersections - left-turn and upgrade; construct Linwood as phase one.</p>	<p>Phase one - \$300,000 to \$500,000</p> <p>Total - \$500,000 to \$700,000</p>	<p>Improves safety and capacity; facilitates east/west traffic flow.</p>

STAFF REPORT

Agenda Item No. _____
Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 89-1108 FOR THE
PURPOSE OF ADOPTING THE SOUTHEAST CORRIDOR STUDY
FINDINGS, RECOMMENDATIONS AND SOUTHEAST CORRIDOR
TRANSPORTATION IMPROVEMENT PLAN

Date: October 12, 1989

Presented by: Richard Brandman

PROPOSED ACTION

This resolution adopts the Findings, Recommendations and Southeast Corridor Transportation Improvement Plan contained in the Southeast Corridor Study document and directs staff to incorporate appropriate portions into the ordinance to update the Regional Transportation Plan (RTP). In addition, projects from this improvement plan that are related to traffic problems or improvement projects on McLoughlin Boulevard will be considered for funding from the remaining McLoughlin Corridor reserve.

TPAC recommended adoption of this resolution at their June 30, 1989 meeting with one no vote (from the Port of Portland). In discussion by TPAC, concern was expressed that the study primarily focused on local traffic problems and therefore was inappropriate to adopt at the regional level and be incorporated into the Regional Transportation Plan. It was concluded, however, that the plan should be reflected in the RTP in concept because of its relationship to the McLoughlin Boulevard improvements.

JPACT tabled action on Resolution No. 89-1108 at its July 13 meeting. TPAC reviewed the resolution as revised at its September 29 meeting and recommends approval of Resolution No. 89-1108. At its October 12 meeting, JPACT reviewed and recommended approval of Resolution No. 89-1108.

FACTUAL BACKGROUND AND ANALYSIS

The Southeast Corridor Study was initiated as a result of the approval of the McLoughlin Corridor project by the cities of Portland and Milwaukie, Clackamas County, and by Metro and ODOT because of concerns that the construction of the Tacoma Overpass would lead to greater infiltration of traffic in the Johnson Creek corridor. The study was later expanded to include east/west travel problems throughout the study area because the Southeast Corridor had also been identified as an outstanding issue in Metro's RTP.

The major and most controversial issue addressed during the course of the study was examining the need for a new arterial in

the Johnson Creek corridor. Two of the three arterial alternatives considered in the study consisted of a new roadway in the Johnson Creek basin adjacent to the Portland Traction Company railroad right-of-way. The third alignment evaluated an arterial adjacent to the existing Johnson Creek Boulevard.

The Southeast Technical Advisory Committee found that new arterial capacity in the corridor is not needed at this time. This conclusion was based on the finding that the amount and type of traffic on Johnson Creek Boulevard is appropriate for its classification as a collector and Johnson Creek Boulevard functions similarly to other collectors in Portland and Milwaukie. The Technical Advisory Committee also concluded that this issue would need to be reexamined if expanded bridge capacity in the Sellwood area is analyzed during the upcoming Willamette River crossing study.

There were strong advocates and considerable debate at the Citizens Advisory Committee meeting both for and against a new roadway. Proponents of a new arterial felt that it was the only effective method of reducing traffic on the residential section of Johnson Creek Boulevard and met the primary objective of the study. Opponents acknowledged that a new arterial would reduce traffic on Johnson Creek Boulevard, but it would also make congestion worse in other Southeast Portland neighborhoods. More importantly, they felt that the Johnson Creek basin is a valuable environmental resource and should be preserved.

The technical and citizens committees evaluated more than 15 alternatives, including the new arterial alternatives, for addressing traffic problems on Johnson Creek Boulevard and on other east/west streets in the study area. In general, different impacts were associated with each of the alternatives that made them unacceptable to the Citizens Advisory Committee, including: prohibitive costs for the benefit received; significant residential or environmental impacts; negative impacts on traffic circulation and accessibility; and negligible reduction in traffic in the study area.

As a result of this analysis, the technical and citizens committees worked cooperatively to develop a set of specific recommendations based on the following general recommendations of the study:

1. There is strong support for the transit component of the RTP, specifically on the need for the Milwaukie LRT and the accompanying major increase in transit service.
2. Trucks should be routed from the Johnson Creek industrial area toward I-205 to the extent possible.
3. Projects should be initiated to facilitate traffic movements on specific east/west streets in the study area and relieve

traffic demand on the residential portion of Johnson Creek Boulevard.

4. Measures should be taken to treat 45th Avenue and Johnson Creek Boulevard west of 45th as neighborhood collectors.

A public hearing on the study's findings and recommendations was held on June 5. There was general support for the projects listed in the Southeast Corridor Transportation Improvement Plan. A number of people testified in favor of the recommendations for a variety of reasons, but primarily because a new arterial was not recommended and because the projects identified in the improvement plan were able to meet most study objectives. Several residents of the study area expressed their concern that the recommendation does not include a new arterial. Residents of the Ardenwald Neighborhood Association and others were also concerned that nothing had been done to mitigate traffic impacts on Johnson Creek Boulevard and requested that improvements to the residential portion of Johnson Creek Boulevard be added to the plan.

A project at this location is now recommended to be included in the improvement plan after consideration and support from both the Southeast Technical and Citizens Advisory Committees.

Other testimony related to concern about specific projects in the plan and did not affect the recommendations.

In addition, there was testimony in support of the railbus alternative which has been recommended for further study by the Southeast Citizens Advisory Committee. This recommendation was not supported by the Southeast Technical Advisory Committee because it did not relieve traffic congestion in the study area. However, the Technical Advisory Committee does recommend that further information on railbus be presented to TPAC and JPACT for their consideration.

This resolution allows the projects contained in the Southeast Corridor Transportation Improvement Plan to be incorporated into the RTP and become eligible for funding from the McLoughlin Corridor Reserve. The resolution also responds to a request from the City of Milwaukie asking that traffic counts be taken on Johnson Creek Boulevard prior to and following the opening of the Tacoma Overpass.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 89-1108.

INTERGOVERNMENTAL RELATIONS
COMMITTEE REPORT

RESOLUTION NO. 89-1108 ADOPTING THE SOUTHEAST CORRIDOR STUDY
FINDINGS, RECOMMENDATIONS AND SOUTHEAST CORRIDOR
TRANSPORTATION IMPROVEMENT PLAN

Date: October 18, 1989

Presented by: Councilor Devlin

COMMITTEE RECOMMENDATION: At the Intergovernmental Relations Committee October 10, 1989 meeting, Councilors Bauer, Collier, Gardner and myself voted unanimously to recommend Council adoption of Resolution No. 89-1108. Councilor DeJardin was absent.

COMMITTEE DISCUSSION/ISSUES: Resolution No. 89-1108 adopts the findings, recommendations and transportation improvement plan outlined in the Southeast Corridor Study document and directs staff to incorporate appropriate portions of regional significance into the ordinance to update the Regional Transportation Plan (RTP).

Transportation Director Andy Cotugno recalled the Committee had reviewed this resolution in July, but at staff's request, the full Council deferred consideration to allow development of a funding recommendation. [A copy of the July IGR Committee report is attached for reference.] Regional funding for the Southeast Corridor improvement plan was approved by the full Council September 28, 1989, through adoption of Resolution No. 89-1115 allocating the McLoughlin Corridor reserve. Staff noted earlier objections by the City of Milwaukie had been resolved and the City Council passed a resolution supporting the Southeast Corridor Study recommendations. The City did request traffic counts be taken on Johnson Creek Boulevard before and after the opening of the Tacoma Overpass.

Metro's Technical Advisory Committee on Transportation (TPAC) recommended adoption of this resolution and on October 12, following the IGR Committee meeting, the Joint Policy Advisory Committee on Transportation (JPACT) also recommended its approval.

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INTERGOVERNMENTAL RELATIONS
COMMITTEE REPORT

* COMMITTEE REPORT FROM FIRST
* REVIEW OF DRAFT RESOLUTION
* IN JULY
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RESOLUTION NO. 89-1108, ADOPTING THE SOUTHEAST CORRIDOR STUDY
FINDINGS, RECOMMENDATIONS AND THE SOUTHEAST CORRIDOR TRANSPORTATION
IMPROVEMENT PLAN

Date: July 14, 1989

Presented By: Councilor Gardner

COMMITTEE RECOMMENDATION: At the July 5, 1989 Intergovernmental Relations Committee meeting, members present -- Councilors Bauer, Collier, DeJardin, Devlin and myself -- voted unanimously to recommend Council adoption of Resolution No. 89-1108. No Committee members were absent.

COMMITTEE DISCUSSION/ISSUES: Metro Transportation Planning Manager Richard Brandman presented the resolution and an updated staff report which incorporated recommendations from the June 30 Technical Advisory Committee (TAC) meeting. Resolution No. 89-1108 adopts the Findings, Recommendations and Southeast Corridor Transportation Improvement Plan, outlined in the Southeast Corridor Study document, and directs staff to incorporate appropriate portions of regional significance into the ordinance to update the Regional Transportation Plan (RTP). Staff highlighted the Southeast Corridor Study's history, noting:

- o the study began because of concerns that Tacoma Overpass construction improvements would lead to increased traffic in the primarily residential Johnson Creek area;
- o the study scope expanded to include analysis of Southeast Corridor east/west travel problems -- an outstanding Regional Transportation Plan issue;
- o the study is controversial because it results in a recommendation not to build a new arterial at this time in the Johnson Creek corridor.

The study concludes the amount of traffic on Johnson Creek Boulevard is not inconsistent with similar collectors and a new arterial is not warranted, given the environmental impacts, residential displacement and negligible reduction in traffic that would result. The Southeast Corridor Transportation Improvement Plan does provide a priority listing of 8 projects to improve transportation capacity, safety and flow. Staff said there was strong citizen support for a railbus option, but analysis showed this alternative would not be effective in reducing Southeast Corridor transportation demand because of the tracks' location and current commuter patterns.

It was noted Resolution No. 89-1108 does not include a funding recommendation; a Transportation Improvement Plan subcommittee will develop project funding recommendations for possible consideration in August. Funding would come from the \$3 million McLoughlin Corridor Interstate Transfer Reserve.

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