

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING) RESOLUTION NO. 03-3373
THE RECOMMENDATIONS OF THE)
POWELL/FOSTER CORRIDOR) Introduced by Councilor Rod Park
TRANSPORTATION PLAN)

WHEREAS, on August 10, 2000 the Metro Council adopted Ordinance No. 00-869A, For the Purpose of Adopting the 2000 Regional Transportation Plan; Amending Ordinance No. 96-647C and Ordinance No, 97-715B, Metro's 2000 Regional Transportation (RTP) Update with the intent to adopt subsequent amendments from specific outstanding corridor studies; and

WHEREAS, the 2000 RTP, adopted by ordinance, together with portions of the 1996 Urban Growth Management Functional Plan serve as the regional Transportation System Plan ("TSP") required by the state Transportation Planning Rule and the Regional Metropolitan Transportation Plan required by federal law; and

WHEREAS, the Oregon Transportation Planning Rule requires metropolitan planning agencies to identify areas where refinement planning is required to develop needed transportation projects and programs not included in the TSP; and

WHEREAS, Chapter 6.7.6 of the RTP lists specific corridors where a transportation need has been identified but a major corridor planning study is needed to determine the function, mode and general location of an improvement before a project can be fully defined for implementation;

WHEREAS, on July 26, 2001 the Metro Council adopted Resolution No. 01-3089, For the purpose of endorsing the findings and recommendations of the Corridor Initiatives Project, which identified a work program for completion of the corridor refinement plans; and

WHEREAS, on June 27, 2002 the Metro Council adopted Ordinance No. 02-946A, For the Purpose of Adopting the Post-Acknowledgement Amendments to the 2000 Regional Transportation Plan (RTP) amending the RTP to incorporate the corridor refinement work program; and

WHEREAS, due to the current and anticipated growth and congestion and the need to provide transportation access to support the 2040 Plan and urban expansion areas, that resolution identified the Powell/Foster Corridor as a priority for completion in the first planning period; and

WHEREAS, Metro received a Transportation Growth Management grant from the State of Oregon for the 2002-03 biennium which helped fund Phase I of the Powell/Foster Corridor Transportation Plan; and

WHEREAS, the Phase I refinement planning has been completed with involvement by Multnomah and Clackamas counties, the Cities of Portland and Gresham, the Oregon Department of Transportation (ODOT) and TriMet; and

WHEREAS, the jurisdictions participated in a technical advisory committee and project management group which reviewed the corridor existing conditions, needs and preliminary transportation alternatives, and developed the Phase I plan recommendations; and

WHEREAS, the project included a significant public involvement program as further outlined in the staff report to this resolution; and

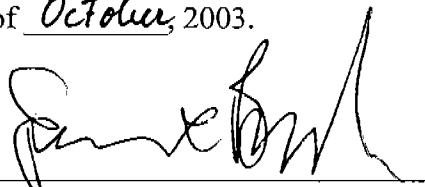
WHEREAS, Metro has coordinated extensively with the various land use and transportation planning efforts in the corridor as described in the staff report to this resolution; and

WHEREAS, Exhibit "A" of this resolution contains key findings and recommendations from Phase I of the Powell/Foster Corridor Transportation Plan and outlines specific subsequent actions for planning and project development work ("next steps"); now therefore,

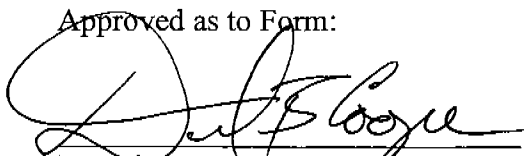
BE IT RESOLVED,

1. That the Phase I Powell/Foster Corridor Transportation Plan Recommendations (Exhibit A) are hereby approved and adopted as a program for additional project development and planning work in the corridor; and
2. That Metro Council directs staff to prepare amendments to the RTP in accordance with the Phase I Recommendations; and
3. That Metro Council directs staff to initiate Phase II of the Powell/Foster Corridor Plan and to work with other jurisdictions to implement appropriate local plan amendments and additional planning and project development efforts as outlined in the Recommendations.

ADOPTED by the Metro Council this 23rd day of October, 2003.


David Bragdon, Council President

Approved as to Form:


Daniel B. Cooper, Metro Attorney



Powell/Foster Corridor Transportation Plan

PHASE I RECOMMENDATIONS

1.0 INTRODUCTION

This document presents recommendations for Phase I of the Powell Boulevard/Foster Road Corridor Transportation Plan based on results of a process that evaluated various multi-modal (transit, roadway, bicycle and pedestrian) improvements.

1.1 Project Background

The Powell/Foster Corridor represents both a key transportation challenge and an opportunity to meet 2040 regional land use goals. Metro's Regional Transportation Plan (RTP) identifies the Powell/Foster as a top priority among corridor requiring refinement plans. Despite policy changes to level-of-service standards that permit greater levels of congestion, significant multi-modal improvements will be needed in order to continue to serve transportation needs of the communities and industrial areas in southeast Portland and Gresham. The corridor is also critical to providing access to the planned growth areas in Damascus, Springwater and Pleasant Valley that have recently been added to the Urban Growth Boundary.

1.2 Study Process

In the fall of 2002, Metro commenced a Phase I Corridor Transportation Plan. The purpose of Phase I was to define and preliminarily evaluate an initial range of multi-modal alternatives that will accommodate the 2020 corridor travel demand in a way that supports the 2040 Concept Plan. The Cities of Portland and Gresham, Multnomah and Clackamas counties, the Oregon Department of Transportation (ODOT) and TriMet partnered with Metro in this planning effort. The planning effort was funded by a combination of Metro and State Transportation Growth Management Grant funds.

Some of the key criteria used to develop and evaluate alternatives were:

- Cost-effectiveness;
- Impacts to neighborhoods and the environment;
- Preservation of the through movement function of the alternatives;
- Safety; and
- Opportunities for access management

The details of the Plan goals and evaluation criteria, the multi-modal transportation alternatives studied, evaluation findings and preliminary cost estimates are available in the *Powell/Foster Corridor Transportation Plan: Initial Alternatives Evaluation Report* (September 2, 2003). All study reports are available through Metro and will be posted on the Powell/Foster study webpage of Metro's website (www.metro-region.org).

1.3 Organization of This Recommendation

This Phase I recommendation is organized by transportation mode and facility segment or route. Maps are provided for segments where various roadway capacity improvements were considered. For each segment or service, a brief summary of conclusions from the Phase I evaluation of alternatives is presented. More complete conclusions and rationale for the recommendations are contained in the *Selection and Refinement of Multi-modal Improvements Report* (September 16, 2003). The recommendations section describes projects or studies to address the transportation needs in the corridor. The next steps section outlines specific actions and responsibilities for implementing the recommendations.

Projects have been prioritized into three categories based on needs: short-term (within 0 to 5 years); intermediate-term (5 to 10 years); and long-term (10+ years). The actual scheduling for implementation will depend on individual jurisdictional decisions and the availability of funding.

2.0 ROADWAY RECOMMENDATIONS

2.1 Powell Boulevard

2.1.1 Powell Boulevard (Ross Island Bridge to I-205)

Summary Conclusion: Due to the built environment, excellent grid system of streets and numerous transit options, this portion of the corridor was not considered for roadway widening. However, the review of existing conditions and concerns raised through public outreach identified significant pedestrian, safety and urban design issues that need to be addressed in a more detailed study.

Recommendation: Develop and implement streetscape improvements to Powell Boulevard between the Ross Island Bridge and SE 50th Avenue. In the short term, a streetscape study should consider enhancements to the aesthetic environment and evaluation of pedestrian safety. It should also address specific issues identified by community members such as pedestrian crossing improvements at Powell Park and Cleveland High School, Creston Park and Creston School and SE Milwaukie, SE 17th and SE 39th Avenues. Pedestrian crossing improvements could include signalized intersections and raised medians.

Next Steps: The City of Portland Office of Transportation (PDOT), ODOT and Metro should consider amending the Financially Constrained RTP to include a streetscape plan of Powell Boulevard in the short-term led by PDOT. The plan will identify specific intersection modifications, pedestrian and transit facilities and aesthetic improvements. ODOT, TriMet, neighborhood associations and Metro will assist in this planning effort.

2.1.2 I-205/Powell Boulevard Interchange

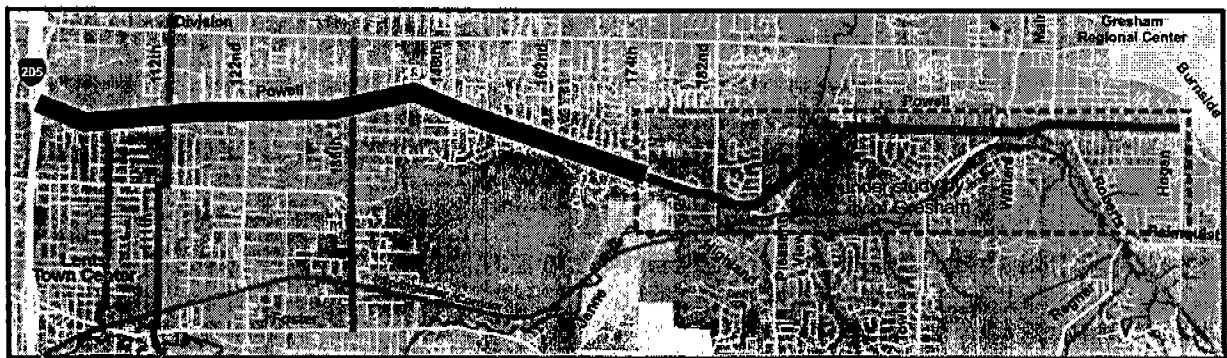
Summary Conclusion: The intersection of SE 92nd Avenue and Powell Boulevard is already congested during peak periods. Lack of full turn movements is anticipated to cause severe traffic queues (to Division, Holgate, 82nd Avenue and extending onto the freeway itself) by 2020. Public

outreach found strong support for revising the restricted interchange movements at the Powell/I-205 interchange ramps.

Recommendation: In the short-term, design and construct improvements to allow full turn movements at the Powell Boulevard and I-205 interchange for construction in the short term. An I-205 ramp improvement study at Powell Boulevard and Foster Road is currently in the RTP.

Next Steps: Implement RTP (Priority System) Project No. 1164 to plan and design the interchange improvements. Amend the RTP to add a project for construction of the ramp improvements. Metro and ODOT should consider amending the RTP to advance the timing of both design and construction projects into the Financially Constrained System for completion in the short-term. ODOT should lead a design study to evaluate modifications to the existing overpass with full access ramps to I-205. The study should also address impacts to the interchange influence area along Powell Boulevard, Division Street, and SE 92nd Avenue. PDOT, Multnomah County, TriMet and Metro should participate in this design effort.

2.1.3 Powell Boulevard (I-205 to SE 174th Avenue)



Summary Conclusion: The evaluation found that a three-lane option for Powell would exacerbate significant congestion problems on Powell and create major backups at intersections in this segment as well as west of I-205. It also spread traffic to neighborhood streets and created or worsened congestion problems on SE Holgate Avenue, SE 122nd, SE 136th, Division and Foster Road. Further, the overall costs of a three lane and a five-lane configuration on Powell were similar due to the need to provide extensive improvements on nearby streets to disperse traffic. Public outreach found significant support for widening Powell east of I-205, particularly by survey respondents in the area proposed for widening. The survey also found strong support for adding sidewalks and other pedestrian facilities and improving public transportation options.

Recommendation: Four through lanes are needed on Powell Boulevard throughout this segment. In the short term, conduct a project development study to determine the right-of-way requirements and general dimensions needed to support four traffic lanes, plus turn lanes where needed, as well as bike lanes and sidewalks.

The project development study should examine detailed needs and develop schematic designs that support multi-modal transportation needs and planned land uses in this segment. It should include

significant community input and address specific needs for turn lanes, lane widths, signals and other traffic control, bicycle facilities, pedestrian refuges, bus stops, stormwater management and access management.

The City of Portland and ODOT are responsible for jointly developing mechanisms for accommodating the right of way requirements for a five-lane cross-section, plus other modal improvement needs, consistent with applicable laws and regulations.

The project development study shall develop a phasing plan for construction of improvements. For the segment of Powell between I-205 and the intersection area of SE 122nd Avenue, any roadway construction project shall be designed to accommodate the planned cross-section and multi-modal needs. For the segment from SE 122nd to 162nd Avenues, alternative interim improvement approaches may be considered, subject to further specific needs analysis and compatible with the long-term planned street improvements.

Next Steps: Affirm RTP Project 2028: Powell Boulevard Improvements, a modernization project to widen Powell Boulevard to five lanes from I-205 to Gresham including sidewalks and bike lanes. PDOT, Metro and ODOT should consider amending the RTP to move Project No. 2028 into the Financially Constrained System. Create a separate RTP project for the project development study with a short-term time frame. Based on costs and timing of needs, the study will develop a phased construction schedule. PDOT and ODOT should lead the project development study, with the assistance of TriMet and Metro, to determine the improvements. Prior to the study, PDOT and ODOT shall determine mechanisms for accommodating right of way requirements.

2.1.4 Powell Boulevard (SE 174th Avenue to Burnside Street)

Summary Conclusion: The City of Gresham recently completed a schematic design for this segment. The design balances mobility and land use goals and has general community support.

Recommendation: Implement the City of Gresham's schematic design for Powell Boulevard to prioritize standard street improvements and enhance neighborhood identity with additional transit and pedestrian amenities.

From the City of Gresham's westerly city limit near SE 174th Avenue to SW Duniway Avenue, the Powell Boulevard five-lane cross section would be retained. Mid-block pedestrian crossings will be added west of SE 182nd Avenue and at SW Duniway Avenue. An intersection improvement including a westbound right turn lane will be added at the intersection of SE 182nd Avenue and Powell Boulevard. Bus pullouts on Powell are recommended for this intersection. This area is also deemed a focal point where gateway treatments will be considered.

From SW Duniway Avenue to NW Birdsdale Avenue, three lanes are proposed with a raised landscaped median where access allows. Driveway access at NW Bryn Mawr Place will be realigned to create a new unsignalized intersection, to improve pedestrian crossing opportunities, and consolidate and improve bus stops.

From NW Birdsdale Avenue to NW Eastman Parkway, an imbalanced four-lane cross section is proposed with two westbound travel lanes, a center turn lane and one eastbound travel lane. Intersection improvements are proposed at NW Birdsdale Avenue. SW Towle Avenue is recommended as a transit focal point.

East of NE Eastman Parkway to Burnside, Powell Boulevard is currently five lanes. The schematic design maintains the existing cross section with recommended enhancements to promote community identity. Street lighting, street trees, on-street parking, transit stop improvements and center medians are all proposed at different intervals in effort to acknowledge Downtown Gresham, encourage future transit-oriented development, and provide safe transit and pedestrian access.

Next Steps: Prior to amending the RTP for Gresham’s portion of project #2028, Gresham and ODOT will work out the specifics of the recommendation under 2.1.4. The City of Gresham has received Oregon Transportation Investment Act (OTIA) and local matching funding for this project. Over the next year, Gresham will review access management needs for the segment between Eastman and Hogan to extend the size and number of center medians, where possible, in order to provide a more pedestrian friendly environment in the downtown area. Final design will begin in 2004 and construction will be completed by 2008.

2.2 Foster Road

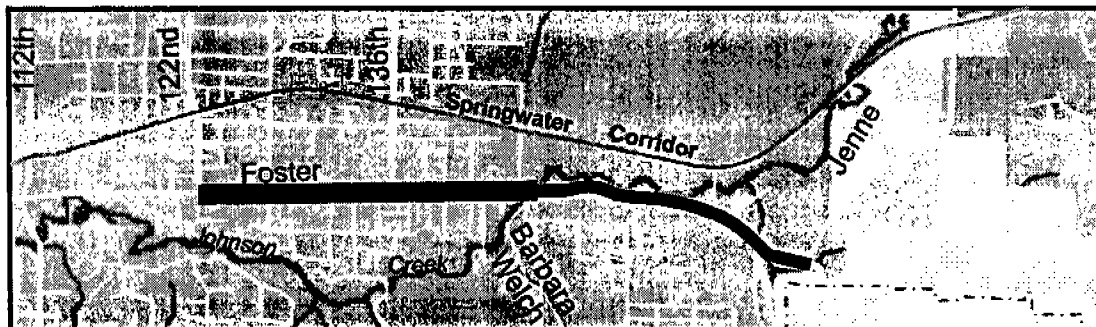
2.2.1 Foster Road (Powell Boulevard to I-205)

Summary Conclusion: The City of Portland has recently completed a streetscape plan for this area. The streetscape plan will help develop neighborhood identity, provide for better balance between modes and address safety issues.

Recommendation: Implement the City of Portland’s Inner Foster Transportation and Streetscape Plan which recommends a variety of urban design treatments throughout this segment.

Next Steps: Metro and the City of Portland should consider amending the Financially Constrained RTP project 1159 and 1162 descriptions to specifically refer to the improvements identified in the Inner Foster Streetscape Plan.

2.2.2 Foster Road (I-205 to Jenne Road)



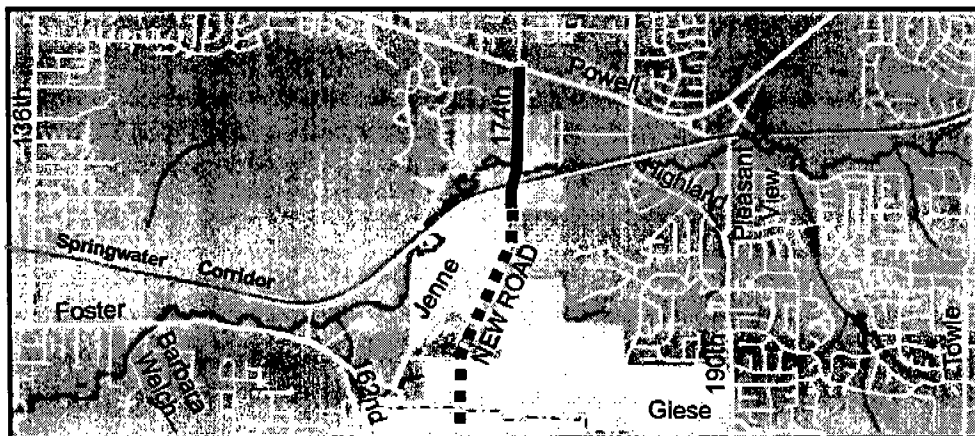
Summary Conclusion: Additional lanes on Foster between SE 122nd and Jenne are needed to handle anticipated growth in Pleasant Valley and relieve congestion. The four-lane option between SE 122nd Avenue and Barbara Welch Road provided better mobility and was safer than either of the three lane options. In addition, cost and environmental effects were similar between the options. Foster Road between Barbara Welch and Jenne is more environmentally sensitive and topographically constrained and traffic demand is less in this portion of the segment so further evaluation of the lane configuration is appropriate.

Recommendation: Widen Foster Road to a four-lane section from SE 122nd Avenue to Barbara Welch Road and advance a range of alternatives to be studied in Phase II of the Powell/Foster Corridor Transportation Plan from Barbara Welch Road to Jenne Road. The Phase II plan should consider the needs for, and feasibility of, various two to four-lane configurations east of Barbara Welch Road. Depending on more detailed analysis of the capacity needs and constraints, options may include consideration of combined bike/pedestrian facilities or alternative routes for portions of this segment.

Next Steps: Amend the RTP (Financially Constrained System) Project No. 7006 to revise the project description to widen Foster to four lanes from SE 122nd to SE Barbara Welch Road. A short-term planning study of Foster Road from SE Barbara Welch Road to Jenne Road should be completed to determine the appropriate cross section to meet roadway, transit, pedestrian and bike needs. Metro will lead this planning effort as part of the next phase of the Powell Foster Corridor Plan with participation from the City of Portland, ODOT, Multnomah and Clackamas Counties and TriMet. Depending on the outcome of the Phase II planning study, construction may be either intermediate or long term.

2.3 Other Roads

2.3.1 Jenne Road/New SE 174th Avenue (Powell Boulevard to Foster Road)



Summary Conclusion: Additional north south capacity in this area is needed to provide access to and from growth areas in Pleasant Valley and Damascus. Widening Jenne is difficult due to topography. The three lane Jenne would only provide p.m. peak directional capacity, presented safety issues and was as expensive as developing a new arterial in this area. The new arterial

would enhance connectivity and significantly improve north south mobility throughout this portion of the region.

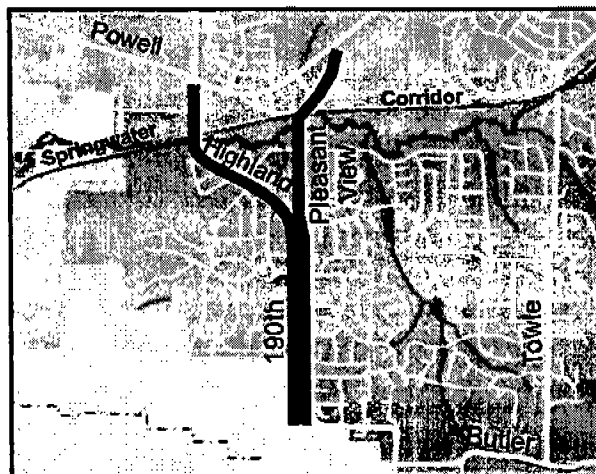
Recommendation: As part of Phase II of the Powell/Foster Corridor Transportation Plan, complete a project development study of a new extension of SE 174th Avenue between Jenne and the future Giese Roads. The study may result in an amendment to planning documents to call for a new extension of SE 174th Avenue in lieu of widening Jenne Road to three lanes between Foster Road and Powell Boulevard.

Phase II would consider a new SE 174th Avenue that could be built as a minor arterial with a two-lane cross section between SE Giese and Jenne Roads with turning lanes and merging lanes where warranted, bike lanes, sidewalks and provision for future bus stops. In addition, the project development study would consider a range of configurations up to a four-lane cross section with turning lanes for SE 174th Avenue from the intersection of Jenne Road to Powell Boulevard. The Jenne Road/new SE 174th Avenue intersection could be realigned as a “T” design. Jenne Road would revert to a local street with minimal improvements over its existing condition.

It is recommended that a project development study for the new SE 174th Avenue roadway be initiated to: (1) determine the feasibility of a new roadway alignment in consideration of engineering issues and existing and planned residential subdivision development; (2) finalize cross section(s) and locate proposed right-of-way reservations; and (3) assess the feasibility of the new SE 174th Avenue as an infrastructure corridor to serve the Pleasant Valley development.

Next Steps: Metro, the City of Gresham and the City of Portland should consider amending the description of the Powell/Foster Corridor Refinement Plan in the RTP to include, in the short term, a Metro led study of the extension of SE 174th Avenue from Powell Boulevard to SE Giese Road. The study should develop conceptual designs and determine required right-of-way. The cities of Portland and Gresham, Multnomah County and TriMet would participate in this planning study. If appropriate, at the end of the study, Project No. 7016 (widening of Jenne to include bike/ped facilities and turn pockets) may be eliminated or modified and a new intermediate-term, RTP project added for construction of the SE 174th Avenue.

2.3.2 Highland Drive and Pleasant View Drive/190th Avenue “Modified Couplet” (Powell Boulevard to Butler Road)



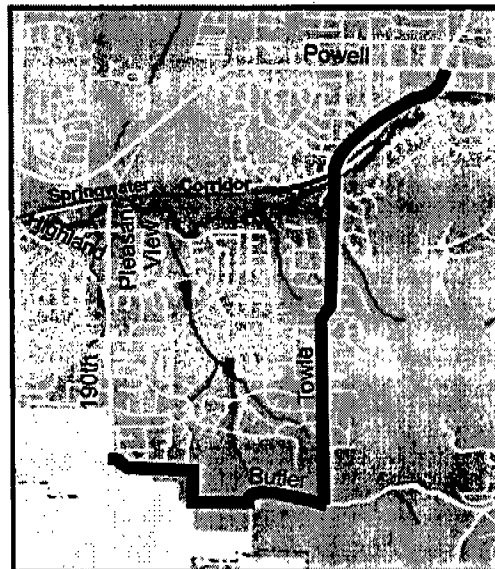
Summary Conclusion: The RTP currently calls for a five-lane improvement on Highland and 190th. This study found that a modified three-lane couplet on Highland Avenue and Pleasant View Drive would provide the same overall capacity, while improving connectivity. The overall costs and impacts of the two options were similar.

Recommendation: Amend planning documents to call for a three-lane cross section on both Highland Drive and Pleasant View Drive. Highland Drive would be widened to accommodate three lanes (two lanes in the southbound direction and one lane in the northbound direction) with left turn pockets where needed, plus bike lanes and sidewalks. Pleasant View Drive would be widened to three-lanes (two-lanes in the northbound direction and one lane in the southbound direction) with left turn pockets where needed, plus bike lanes and sidewalks. The recommendation also includes the construction of a new bridge on Pleasant View across Johnson Creek and would advance the RTP five-lane roadway with sidewalks and bike lanes improvement on SE 190th Avenue between Highland Drive and Butler Road.

Next Steps: Amend RTP Project No. 2045: SE 190th Avenue/Highland Drive Improvements and RTP Project No. 7012: Highland Corridor Plan and substitute two intermediate term projects: Highland Drive Couplet and Pleasant View Drive Couplet from Powell Boulevard to SE 190th Avenue.

Next steps include initiating a refinement plan of the three-lane Highland Drive and Pleasant View Dr. design option as an element of the Phase II Corridor Plan. This refinement plan would need to address design, operational, and safety-related issues associated with this option as compared to the five-lane Highland Drive/190th Avenue. The refinement plan would also include development of a conceptual design for the modified couplet option, including the unconventional intersection of Highland Drive, Pleasant View Drive and 190th Avenue and locations for left turn accommodations and non-motorized facilities.

2.3.3 Butler Road/Towle Avenue (SE 190th Avenue to Powell Boulevard)



Summary Conclusion: The study found a need for more north-south capacity in this portion of the corridor. However, widening Butler Avenue and Towle Roads to four lanes does not address north-south mobility needs as well as the proposed extension of 174th Avenue between Jenne and Giese Roads. It is also more expensive and has greater impacts.

Recommendation: Affirm the RTP community street design designation and collector motor vehicle designation for affected sections of Butler Road and Towle Avenue. The Phase I corridor transportation study recommends a two-lane cross section with turn pockets where needed as well as bike lanes and sidewalks.

Widening Towle Avenue and Butler Road to a four-lane cross section may be considered in the future, based on forecasted growth in the Damascus area. If new growth projections produce significantly more travel demand in the area south of Pleasant Valley, then improvements to Butler Road and Towle Avenue will be revisited in Phase 2.

Next Steps: No Action. Affirm the existing status of RTP project (No. 7015) Towle/Eastman Corridor Plan.

2.3.4 SE 242nd Avenue (Palmquist Road to Highway 212)

Summary Conclusion: The study considered an option that would add turn pockets where needed to the current two-lane cross section as well as an option to widen the road to four lanes. Based on population and employment assumptions available at the time of this analysis, it appears that widening of SE 242nd to four lanes may not be needed.

Recommendation: Affirm the SE 242nd Avenue improvement in the RTP, which calls for reconstruction and widening of SE 242nd Avenue to three lanes from Highway 212 to the Multnomah County line. The Phase I corridor transportation study recommends a two-lane cross section with turn pockets, where needed, bike lanes and sidewalks.

Widening SE 242nd Avenue to a four-lane option may be considered in the future, based on Damascus and Springwater growth projections developed as part of the Concept Planning for those areas. If new growth projections developed during Concept Planning produce significantly more travel demand in this area, then improvements to SE 242nd Avenue and other north/south routes into Damascus will be revisited in Phase II.

Next Steps: No Action. Affirm the RTP (Priority System) Project No. 7019: SE 242nd Avenue Improvement.

2.3.5 Other North/South Routes Between Pleasant Valley and Damascus

Summary Conclusion: Land use planning in the Damascus area may result in a need for further analysis of north south routes in the Powell/Foster Corridor between Pleasant Valley and Damascus.

Recommendation: The Damascus Concept Planning will identify the need for additional transportation projects on north/south routes between Pleasant Valley and Damascus based on updated growth projections. This will include reaffirming the need and addressing the general location of the 190th Extension between SE 190th and Tillstrom Road, and SE 172nd. Damascus Concept Planning will include an evaluation of transportation system needs within Damascus and on roadways like SE 172nd Avenue, Foster Road, SE 242nd Avenue, and other north/south routes.

Next Steps: Based on the conclusions of the Damascus Concept Planning, Phase II of the Powell Boulevard/Foster Road Corridor Plan could affirm the need for the 190th Extension and evaluate costs, right-of way, and alignment issues. In addition, Phase II would incorporate any improvement projects identified in the Damascus Concept Planning and further evaluate any outstanding issues (i.e. Engineering cost estimates, right-of way impacts) on roadways north of Damascus.

3.0 TRANSIT RECOMMENDATIONS

3.1 Foster Road (Ross Island Bridge to Damascus Town Center)

Summary Conclusion: Because it links three town centers and would serve a strong ridership base west of SE 122nd Avenue, the Foster Rapid Bus demonstrated good transit ridership gains and fulfills an important need in a growth area.

Recommendation: Affirm the RTP designation of Foster Road as Rapid Bus. The roadway design concept should incorporate extended right turn pockets with queue bypass signals, far-side bus stop accommodations and traffic signal improvements. Furthermore, design and implementation of the Foster Rapid Bus should be timed to concur with residential and employment growth in Pleasant Valley and Damascus areas and in the context of TriMet's Transit Investment Plan covering all regional needs. TriMet will continue to incrementally improve service in the corridor as warranted by demand.

Next Steps: Metro and TriMet should reaffirm the RTP (Priority System) Project No. 7023. Overall capital improvements and implementation should take place in conjunction with growth in this ridership area.

3.2 Powell Boulevard (Ross Island Bridge to Highway 26)

Summary Conclusion: Powell Boulevard is an important transit corridor that is currently designated for Regional Bus service in the RTP. Because Division is designated for frequent bus service and the Gresham Regional Center is served by MAX, Powell Rapid Bus did not significantly increase ridership in the corridor.

Recommendation: Gresham is incorporating many transit elements and intersection design concepts in the Powell Boulevard Schematic Design Project. These will include many of the following: extended right turn pockets (allowing for their use as a transit queue-bypass lane), far-side bus stop

accommodations and traffic signal improvements (including transit priority). The same types of improvements should be developed in City of Portland as part of the project development study for Powell Boulevard from I-205 to SE 174th Avenue. These types of improvements enhance transit operations and reliability and are consistent with the RTP designation of Powell Boulevard as a Regional Bus Route. The improvements also allow for a future reconfiguration of existing transit services that could include Rapid Bus, when warranted.

Bus service “streamlining” is anticipated to continue on portions of Powell Boulevard, which will improve ridership levels. Improvements will include transit queue-bypass lanes, far-side bus stops and traffic signal pre-emption.

Next Steps: The cities of Gresham and Portland should continue to seek transportation system management (TSM) funding for enhancements to transit operations and reliability.

3.3 North-South Bus Service

Summary Conclusion: Based on analysis of a network that enhanced north south routes, significant improvements to bus services connecting employment areas in the Columbia Corridor, Pleasant Valley and Damascus town Centers and Gresham and Clackamas Regional Centers are warranted.

Recommendation: Phase I recommends improvement to north-south bus service connecting the Columbia Corridor with Pleasant Valley, Damascus and Clackamas Regional Center and routes connecting Gresham with Pleasant Valley and Damascus. Several of these cross-town routes studied in Phase I performed well in the regional transportation model and would provide an important element in the overall transportation strategy serving these future growth areas.

Long-range transit plans for the Columbia Corridor, East Multnomah County, Gresham, Pleasant Valley and Damascus should recognize the importance of high quality north-south transit connections serving these communities. The optimal routes would be selected through community and TriMet processes that would take into account levels of development, key transfer points, roadway grades and other characteristics.

Next Steps: As part of the Damascus and Springwater concept planning processes, TriMet should work with local jurisdictions to expand the TriMet service district to include newly incorporated areas. TriMet should incorporate potential north-south service in future updates to the Transit Investment Plan. Within that context, TriMet should work with the local jurisdictions to further design and develop expanded transit services between the Columbia Corridor, East Multnomah County, Gresham, Pleasant Valley and Damascus as population, employment and demand warrants.

4.0 BICYCLE AND PEDESTRIAN RECOMMENDATIONS

Summary Conclusion: Significant pedestrian and bicycle improvements are needed throughout the corridor to provide connections to regional and town centers and other key land uses and encourage the use of alternative modes. In prioritizing these improvements into short-, medium- and long-term timeframes, the evaluation considered four criterion including network connectivity, land use, access

and ease of implementation. The land use criterion relates to the connections the project provides to schools, parks, commercial centers, residential development and other attractors.

Recommendation and Next Steps: The recommended roadway improvement actions described above would incorporate bike lanes and sidewalks and other safety and convenience accommodations and encourage the use of these facilities.

Bicycle-only and pedestrian-only improvement needs also are recommended for implementation. The project list is based on actions identified in the RTP, the transportation system plans (TSP) or capital improvement programs (CIP) of the affected jurisdictions¹.

4.1 Short-Term Bicycle and Pedestrian Recommendations (0 – 5 years)

On-Street Bicycle and Pedestrian Improvements

- SE 92nd Avenue (Foster Road to Powell Boulevard)
Implement RTP Project No. 1157 and portions of Portland TSP Project No. 7008 (Powell to southern city limits): build sidewalks, crossing improvements and bike lanes.
- Division Street (SE 174th to Wallula Avenues)
Implement RTP Project Nos. 2056 and 2059, and Gresham TSP Project No. 21: retrofit street to add bike lanes and sidewalks.
- SW Walter Road/Springwater Trail Access
Implement RTP Project No. 2055: study feasibility of widening roadway to add sidewalks and bike lanes.

On-Street Pedestrian Improvements

- Division Street (SE 12th to SE 76th avenues)
Implement RTP Project No. 1214 and portion of Portland TSP Project No. 70014 (Grand Avenue to I-205): construct intersection and streetscape improvements.
- SE 122nd Avenue (SE Bush Street to SE Harold Street)
Implement portions of Portland TSP Project No. 80016 (Bush to Harold and other locations): build sidewalks and crossing improvements.
- Main Street (Division Street to 5th Street)
Implement Gresham TSP Project No. 185: improve pedestrian access points to MAX transit stops.

On-Street Bicycle Improvements

¹ Projects identified in transportation system plans (TSP) or capital improvement projects (CIP) will require amendment to the Regional Transportation Plan. The update of the RTP will begin in 2003.

- Highway 212 (SE 152nd to SE 242nd avenues)
Re-stripe the shoulders as bike lanes on this key link that is designated as a Regional Corridor Bikeway in the RTP.

Off-Street Bicycle and Pedestrian Trails

Gresham-Fairview Trail (Springwater Corridor to Burnside)
Implement as identified in the Master Plan adopted by the City of Gresham. Additional funds should be acquired and the trail should be designed and constructed.

East Buttes Powerline Corridor Trail (SE 172nd Avenue to Gresham-Fairview Trail)
Initiate a feasibility study of this project proposed in the Pleasant Valley Concept Plan, to look at property ownership, alignment options and environmental issues.

4.2 Medium-Term Bicycle and Pedestrian Recommendation (5 - 10 years)

On-Street Bicycle and Pedestrian Improvements

Holgate Avenue (SE 28 to SE 92nd avenues)
Implement portions of RTP Project No. 1247, Portland TSP Project No. 7032 and portions of Portland TSP Project No. 7031 (52nd Avenue to I-205): provide ADA improvement and study possibility of removing a travel lane and retrofitting with bike lanes.

Holgate Avenue (SE 92nd to SE 122nd avenues)
Implement portion of RTP Project No. 1247, portion of Portland TSP Project No. 80012 (92nd to 142nd) and portion of Portland TSP Project No. 7031 (52nd Avenue to I-205): provide ADA improvement and study possibility of removing a travel lane and retrofitting with bike lanes.

Holgate Avenue (SE 122nd to SE 136th Avenue). Implement portion of RTP Project No. 1247 and portion of Portland TSP Project No. 80012 (92nd to 142nd): provide ADA improvement and study possibility of retrofitting with or adding bike lanes.

SE 111th Avenue/SE 112th Avenue (Mt. Scott to Division Street)
Implement RTP Project No. 2018 and Portland TSP recommendation: study feasibility of widening the roadway to provide sidewalks and bike lanes.

Towle Avenue (Butler Road to Eastman Parkway)
Implement Multnomah County CIP Project No. 162: construct sidewalks bike lanes and intersection improvements.

Butler Road (SE 190th Avenue to Regner Road)
Implement Gresham TSP Project No. 83 and Multnomah County recommendations: construct sidewalks and bike lanes.

Butler Road (Regner Road to 242nd Avenue)

Recommend amendment to RTP, adding at project to retrofit this street with bike lanes. It is a key link that is designated as a Community Connector Bikeway in the RTP.

SE 162nd Avenue (Powell Boulevard to Division Street)

Implement RTP Project No. 2130 and a portion of Portland TSP Project No. 8006 (Stark to Powell): study feasibility of narrowing lanes, sidewalks and bike lanes.

Regner Road (Butler to Roberts Roads)

Implement Gresham TSP Project Nos. 107-109: construct sidewalks bike lanes and intersection improvements.

On-Street Pedestrian Improvements

Foster Road/Woodstock Boulevard within Lents Town Center

Implement Lents Town Center Revitalization Plan recommendations including RTP Project Nos. 1158, 1160, and 1161, and Portland TSP Project No. 70039: construct sidewalks and crossing improvements.

Springwater Corridor Trail @ Towle Road, Roberts Road, Regner Road and Hogan Road

Implement RTP Project No. 2058 and Gresham TSP Project No. 41: improve trail access with bike lanes, widen sidewalks and provide lighting at Springwater entrances (Towle Road, Roberts Road, Regner Road and Hogan Road).

On-Street Bicycle Improvements

- Holgate Boulevard (McLoughlin Boulevard to SE 28th Avenue)
Implement RTP Project No. 1248 and Portland TSP Project No. 7033: study possibility of removing a travel lane and retrofitting with bike lanes.
- SE 50th Avenue/SE 52nd Avenue (Woodstock to Hawthorne Boulevards)
Implement RTP Project No. 1126 and portion of Portland TSP Project No. 70018 (Tillamook to Woodstock): modify signals, and signage, and curb ramps and provide bike lanes if parking lane can be removed.
- SE 136th Avenue (Foster Road to Division Street)
Implement Portland TSP Project No. 8004: study feasibility of widening the roadway to provide sidewalks and bike lanes.
- Clatsop Road (SE 132nd to SE 145th Avenues)
Recommend amendment to Portland TSP, adding a project to retrofit this street with bike lanes. It is a key link that is designated as a Community Connector Bikeway in the RTP.
- Clatsop Road (SE 145th to SE 172nd Avenues)

Recommend amendment to Portland TSP adding a project to study the feasibility of widening this roadway to provide bike lanes. It is a key link that is recommended for designation as a Community Connector Bikeway in the 2003 RTP update.

- SE 174th Avenue (Powell Boulevard to Division Street)
Implement RTP Project No. 2131: study feasibility of narrowing lanes to provide sidewalks and bike lanes.
- Sunnyside Road (Highway 212 to SE 172nd Avenues)
Recommend studying the feasibility of widening roadway to provide bike lanes as part of Damascus Concept Planning. It is a key link that is designated as a Regional Corridor Bikeway in the RTP.

Off-Street Bicycle and Pedestrian Trails

- Mount Scott Trail (Clatsop Road to Foster Road)
As proposed in the Metro Regional Trails Plan, study feasibility of developing a soft-surface trail, which will entail addressing streamside issues, stream crossings, roadway crossings and property acquisition/easements.
- East Buttes Loop Trail (Powell Butte to Butler Road)
As proposed in the Pleasant Valley Concept Plan, study feasibility of developing a soft-surface trail, which will entail addressing streamside issues, stream crossings, roadway crossings and property acquisition/easements.

4.3 Long-Term Bicycle and Pedestrian Recommendations (10 + years)

On-Street Bicycle Improvements

- Division Street (SE 52nd to SE 76th avenues)
Implement amended portion of Portland TSP Project No. 70013 (bike lanes from SE 12th to SE 73rd Avenue as part of multi-modal improvements on Division Street from Grand Avenue to I-205): retrofit street and add bike lanes.

Off-Street Bicycle and Pedestrian Trails

- Scouter Mountain Trail (Highway 212 to Foster Road)
As proposed in the Metro Regional Trails Plan, study feasibility of developing a soft-surface trail, which will entail addressing streamside issues, stream crossings, roadway crossings and property acquisition/easements.

STAFF REPORT

RESOLUTION 03-3373; FOR THE PURPOSE OF ENDORSING THE RECOMMENDATIONS OF THE PHASE I POWELL/FOSTER CORRIDOR TRANSPORTATION PLAN.

Date: October 9, 2003

Presented by: Richard Brandman

PROPOSED ACTION

This resolution would endorse the recommendations of the Phase I Powell Boulevard/Foster Road Corridor (“Corridor”) Transportation Plan. The recommendation identifies a work program to complete planning work and develop projects to address the transportation needs in the Corridor. It also directs Metro staff to develop related amendments to the 2000 Regional Transportation Plan (RTP) and to work with jurisdictional staff on associated local plan amendments.

BACKGROUND

Chapter 6.7.6 of the 2000 RTP lists the Powell Boulevard/Foster Road corridor as corridor where transportation needs have been identified but where a major corridor planning study is needed to be determine the function, mode and general location of improvements before projects can be fully defined for implementation.

In 2001, Metro undertook a regional effort to develop a strategy for the completion of the 18 corridor refinement plans identified in the RTP. That analysis found that recent and anticipated growth would create high levels of congestion in the Powell/Foster corridor. In order to provide access to key land uses and support implementation of the 2040 land use plan, planning work in this corridor was determined to be a top priority. Accordingly, this corridor was identified for completion in the short term in the corridor refinement work program, which was adopted as an amendment to the RTP in June of 2002.

In 2002-03, Metro led the first phase of an effort to develop the Powell/Foster Corridor Transportation Plan. Funded by a combination of Metro and State Transportation Growth Management funds, the effort was undertaken in partnership with Multnomah and Clackamas counties, the cities of Portland and Gresham, ODOT and Tri-Met. Partner jurisdictions participated in technical advisory and project management committees, which oversaw the work and developed the recommendations attached as Exhibit A.

The overall goal of Phase I was to “define and preliminarily evaluate an initial range of multi-modal alternatives that will accommodate the 2020 corridor travel demand in a way that support the 2040 Concept Plan”. The effort resulted in completion of an existing conditions and needs analysis for the corridor, development and evaluation of a range of multi-modal transportation alternatives, and refinement and selection of a smaller group of alternatives for more detailed planning work. The recommendations attached as Exhibit A to the resolution identify specific projects and other actions needed to address long-term transportation needs.

Outreach Activities

The study included an extensive public involvement program. In order to ensure that a wide cross section of the community had the opportunity to be involved in the study, outreach for the Powell/Foster Transportation Corridor Plan was closely coordinated with other planning efforts in the corridor. These efforts included the Lents Revitalization Plan, the Inner Foster Road Transportation and Streetscape Plan, ODOT's Powell Boulevard Preservation Project, Gresham's Powell Boulevard Schematic Design Study, the Pleasant Valley Concept Plan Implementation, the Damascus Concept Plan and the Sunrise Corridor Phase I EIS.

Input was also solicited through scientific and non-scientific surveys, open houses, stakeholder interviews, mailings and an on-line questionnaire. Metro and jurisdictional staff made presentations and obtained input from the East Multnomah County Transportation Coordinating Committee and other elected officials, neighborhood associations throughout the corridor, the Pleasant Valley Steering Committee, and other public meetings associated with planning efforts in the corridor.

Special outreach efforts were made in areas where roadway widening were considered or concerns were anticipated. Since alternatives were being considered on several roads heading into Pleasant Valley and residents were engaged in intensive planning activities, information was provided in Pleasant Valley Plan newsletters and input solicited at each Pleasant Valley Forum.

Because the study was considering widening of Powell from I-205 to SE 174th Avenue, special outreach efforts were made in that area. The AIM survey project, which engaged high school students in a 10-week course, won an American Planning Association award. During the AIM project, students studied planning concepts and developed, conducted and tabulated results of a survey. As a part of this process, information was provided to over 1000 parents of elementary school children in the immediate project vicinity. Approximately 400 of these parents completed a survey about transportation needs and preferences in the area. Project staff visited all neighborhood associations along this segment of Powell several times. Specific questions were asked about widening Powell in this area on the random sample scientific surveys and the web-based questionnaire. A 5,000 person mailing prior to the open houses in June 2003 targeted property owners near this section of Powell.

Additional, targeted, outreach will be incorporated into the more detailed planning efforts, particularly in the areas of proposed roadway widenings.

ANALYSIS /INFORMATION

1. Known Opposition

Public outreach activities for the study found generally positive support for multi-modal projects and strong support for roadway widening. As part of the outreach program, staff addressed initial concerns expressed by several neighborhood associations. Although some concerns remain about specific proposals by individuals, no strong group opposition is

known to any of the recommended actions. While the public involvement program for the plan was extensive, given the scope of the study and size of the corridor it will be important for the more detailed planning efforts to include significant, additional outreach. Public involvement will need to be especially targeted in the areas of proposed roadway widenings.

2. Legal Antecedents

The Oregon State Transportation Planning Rule (TPR) section 660-12-020 requires that regional transportation system plans establish a coordinated network of transportation facilities adequate to serve regional transportation needs. Section 660-12-025 of the TPR allows Metro and other Metropolitan Planning Organizations to defer decisions regarding function, general location and mode as long as they can demonstrate that the refinement effort will be completed in a timely manner. On June 15, 2001, the 2000 RTP was acknowledged by the Land Conservation and Development Commission (LCDC). In the summer of 2002, the RTP was amended to incorporate a work program for completion of the corridor refinement studies that are needed to develop solution to transportation problems. That work program identified the Powell/Foster corridor as a top priority.

3. Anticipated Effects

The Powell/Foster corridor represents a key transportation challenge and an opportunity toward meeting regional land use goals. Despite policy changes to level-of-service standards that permit greater levels of congestion, significant multi-modal improvements will be needed in order to continue to serve transportation needs of the communities and industrial areas in southeast Portland and Gresham. The corridor also provides access to Damascus, Springwater and Pleasant Valley areas that have recently been added to the Urban Growth Boundary. The Phase I recommendation identifies a number of roadway, transit, bicycle and pedestrian projects that are needed to serve corridor transportation needs over the next twenty years. It also establishes a work program for completion of more detailed planning and a timeline for implementation. The Powell/Foster Corridor Plan Recommendations are timely and needed to allow for implementation of the 2040 land use plan and to serve key growth areas.

4. Budget Impacts

The resolution calls for commencement of Phase II in the near term. This project will proceed in coordination with completion of initial phase of the Damascus Concept Plan in the winter of 2004-05. Phase II has a total of \$500,000 of MTIP funding in place. The rest of the anticipated \$1 million Phase II costs will be budgeted through on-going planning funds, which support planning staff. In the longer term, construction funds for corridor improvements, which are or will be in the RTP will be sought through the usual variety of federal, state, regional and local monies.

RECOMMENDED ACTION

Approval is sought of resolution number 03-3373.