BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING THE PHASE 1 INTERIM STRATEGY FOR THE U.S. 26 (PORTLAND TO CANNON BEACH) CORRIDOR	RESOLUTION NO. 97-2529 Introduced by Presiding Officer Kvistad, JPACT Chair

WHEREAS, The State of Oregon, acting by and through its Oregon Transportation Commission, has submitted to JPACT and the Metro Council an interim strategy for the Portland to Cannon Beach Corridor (U.S. 26) for a resolution of support; and

WHEREAS, The Interim Corridor Strategy represents Phase 1 of a four-phase corridor development process; and

WHEREAS, The Interim Corridor Strategy has been developed collaboratively with representatives of the cities, counties and tribes within the corridors: regional, federal and state agencies with jurisdiction in the corridor; and in consultation with key stakeholders and the public in the corridor; and

WHEREAS, The Interim Corridor Strategy proposes an interim strategy and objectives for the operation, preservation and enhancement of all transportation modes and facilities within the Portland to Cannon Beach corridor; and

WHEREAS, The Interim Corridor Strategy and objectives will guide development of local and regional Transportation System Plans for the corridor, refinement plans for specific areas and issues in the corridor, and the development of a final corridor plan and implementation strategy for the corridor; and

WHEREAS, The adopted policies and actions contained within the RTP will provide the basis for the Phase 2 Corridor Plan; now, therefore,

BE IT RESOLVED:

1. That JPACT and the Metro Council supports this Interim Corridor Strategy document as shown in Exhibit A and urges adoption of the findings and conclusions by the Oregon Transportation Commission.

2. That the development of the corridor plan during Phase 2 should be coordinated with the *Regional Transportation Plan Update* to recognize any relevant changes in transportation performance measures including Level of Service (LOS).

3. That consistent with the *Urban Growth Management Functional Plan*, Metro staff work with Washington County and the Oregon Department of Transportation (ODOT) in pursuing an agreement with the neighboring City of North Plains to preserve green corridors as part of the Interim Strategy in the corridor.

ADOPTED by the Metro Council this 7th day of August, 1997.

Jon Kvistad

Jon Kvistad, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

MH:lmk
97-2529.RES
6-30-97

EXHIBIT A

Oregon

DEPARTMENT OF TRANSPORTATION

Region 1

FILE CODE:

Interim Corridor Strategy

(As Amended by Corridor Steering Committee) May, 1997

Corridor Steering Committee Members

City of Beaverton
City of Hillsboro
City of North Plains
City of Banks
City of Cornelius
City of Forest Grove
City of Vernonia
City of Cannon Beach
City of Seaside
City of Gearhart
City of Portland
Port of Tillamook Bay
Port of Portland
Clatsop County
Multnomah County
Washington County
Metro
Tri-Met
OR Dept. of Transportation
OR Dept. of Land Conservation & Development
OR Dept. of Forestry

An Element of the Portland-Cannon Beach Junction (US Highway 26) Corridor Plan

Oregon Department of Transportation

Prepared by: *ODOT Regions 1 & 2*
Parsons Brinckerhoff Quade & Douglas, Inc.
Paula Calvin Associates
Cogan Owens Cogan

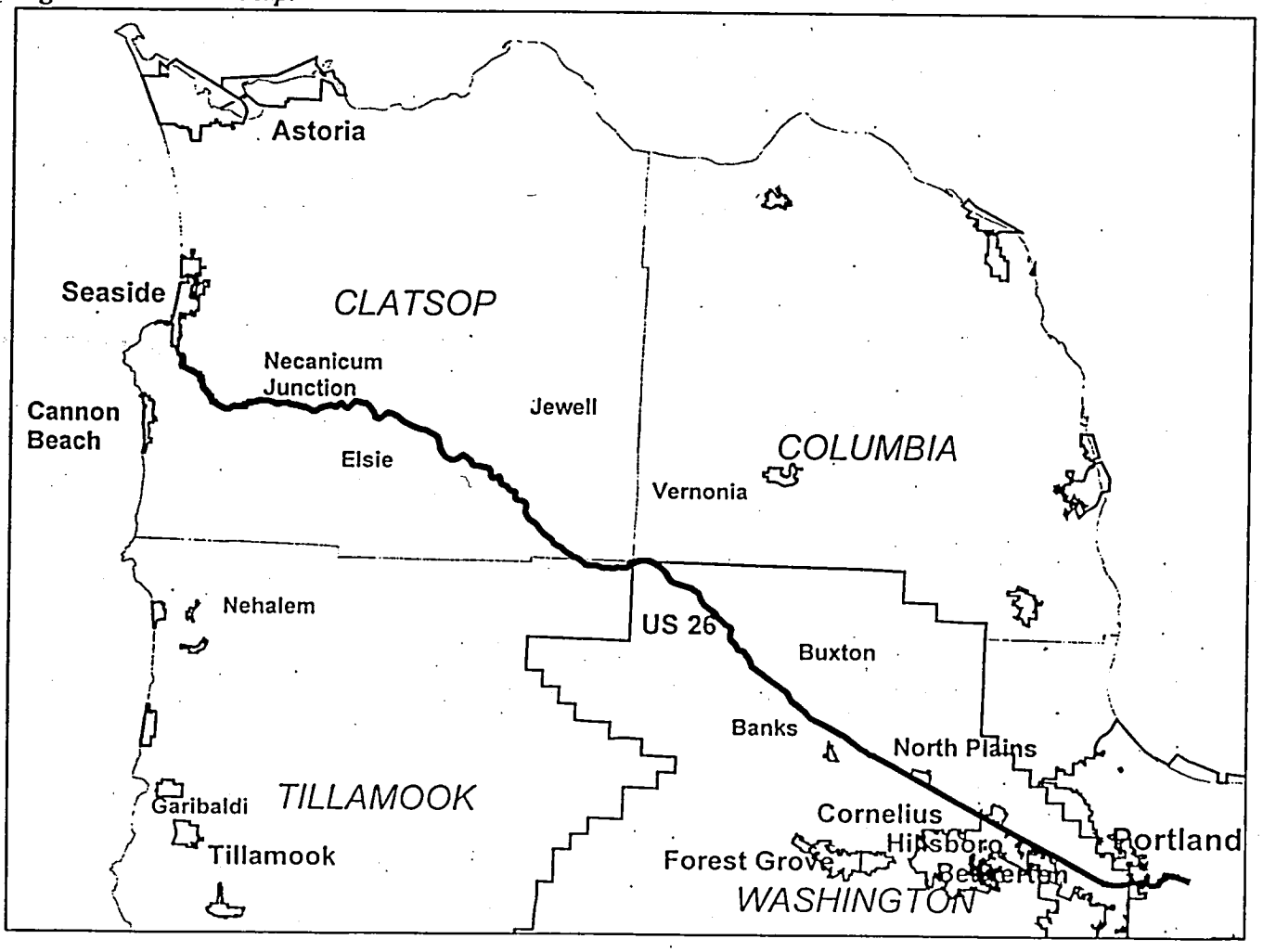
123 NW Flanders
Portland, OR 97209-4037
(503) 731-8200

I. INTRODUCTION

Over the past year, the Oregon Department of Transportation (ODOT) has been working with local and regional governments, interest groups, statewide agency and stakeholder committees, and the general public to develop a long-term program for the Portland-Cannon Beach Junction (US Highway 26) Corridor. The first phase of that process has resulted in this Interim Corridor Strategy.

The Interim Corridor Strategy is a critical element of the Portland-Cannon-Beach Junction Corridor Plan. Corridor planning is a new approach to transportation planning statewide. ODOT and the communities bordering major transportation corridors to work together to build a plan that not only addresses the specific needs of each corridor, but also identifies each corridor's current and future uses and unique character.

Figure 1. Corridor Map.



With the completion of the 1992 Oregon Transportation Plan (OTP), ODOT has defined policies and broad improvement strategies for the statewide transportation network. The OTP is not intended to identify specific actions that should be taken on any particular transportation corridor, however. Rather, implementation and refinement of the OTP are to occur through the development of Modal and Corridor Plans. Modal Plans such as the Oregon Highway Plan (OHP) and other plans relating to bicycles, pedestrians and rail look at statewide

needs and policies for all of the different transportation modes. Corridor Plans provide a framework for long-term planning and development of all modes within specific transportation corridors. The OTP defines transportation corridors as major or high volume routes for moving people, goods and services from one point to another.

Over the next several years, ODOT will complete corridor plans for 30 transportation corridors identified in the OTP, urban area arterials, and interchange areas where development pressures have threatened operation. In ODOT Region 1, there are five priority corridors, including the Portland-Cannon Beach Junction (US 26) Corridor.

A. CORRIDOR PLANNING

Process

The corridor planning process recognizes that different segments of the Portland-Cannon Beach Junction (US 26) Corridor requires differing levels of study to develop a corridor-wide long-range plan. Thus, corridor planning moves from the general to the specific in a three-phased process (illustrated below). It is important to note that this planning may not occur in a linear fashion, i.e., that activities described in Phase 1 may occur after some Phase 2 or Phase 3 planning activities.

Phase 1

Transportation facilities and systems in each corridor are identified and analyzed for present and future performance in areas of modal balance, intermodal and regional connectivity, congestion and safety. In addition, characteristics of the corridor and the role it plays in the region are described in terms of land use, social, environmental, and economic development impacts.

Through this analysis and public outreach, key issues and objectives regarding the present and future performance and impact of the corridor are identified. These findings and conclusions are the basis for a Corridor Strategy. This Strategy, comprised of a variety of performance and management objectives, helps ODOT and jurisdictions within the corridor plan for their transportation systems in a manner consistent with the OTP and other plans and policies.

Phase 1 corridor planning concludes with the endorsement of an Interim Corridor Strategy by cities, counties and metropolitan planning organizations within the corridor, and by the OTC.

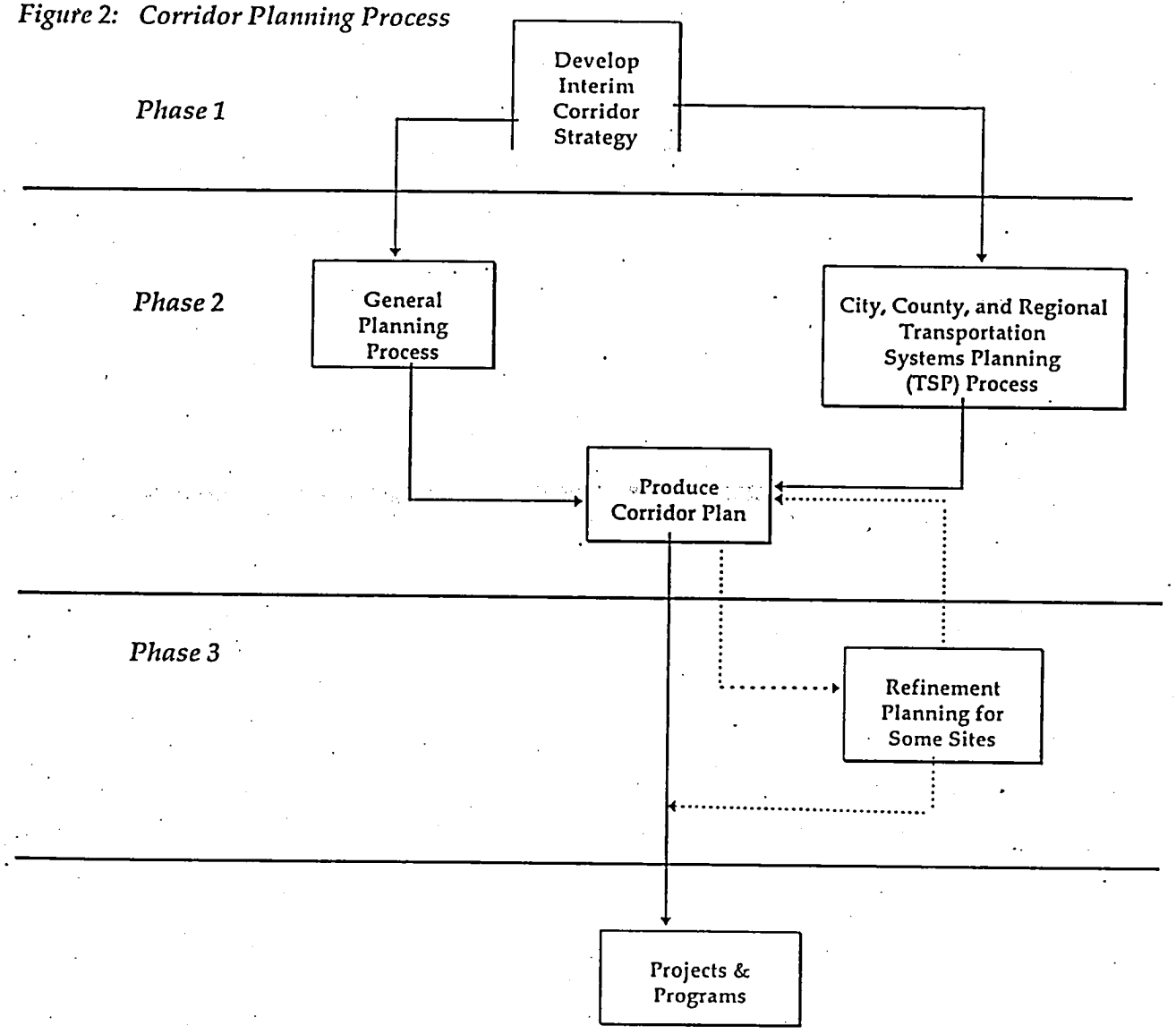
Phase 2

Most of the corridor planning effort occurs in Phase 2 and focuses on developing corridor improvement and management elements and city and county transportation plans.

During Phase 2, a Corridor Improvement and Management Element are developed to test Interim Corridor Strategy objectives, analyze alternatives, provide general cost estimates and establish implementation priorities. Implementation decisions for each corridor objective may entail transportation improvements, operations and maintenance programs, agency liaison agreements, and management system category assignments. These decisions may be regulatory (e.g., level of importance, access management category assignments, etc.) or advisory (e.g., proposed capital projects, maintenance programs, etc.) in nature.

In conformance with the Transportation Planning Rule (TPR), Transportation Systems Plans (TSPs) are currently being or will be developed for cities, counties and metropolitan planning organizations within the corridor. ODOT is contributing staff and financial resources to these local efforts. Portions of TSPs that impact the corridor will be incorporated into the Corridor Improvement and Management Element to implement the objectives established in the Corridor Strategy. This process helps link corridor objectives to city and county comprehensive plans.

Figure 2: Corridor Planning Process



Counties with populations under 25,000 and cities under 2,500 may apply to the Land Conservation and Development Commission for a full or partial exemption from the requirements to develop a TSP. In order to meet remaining TPR requirements for these jurisdictions and complete corridor plans, ODOT is assisting exempt local jurisdictions through a process called general planning. Similar to transportation systems planning, findings resulting from general planning that impact statewide corridors are included in corridor improvement and management elements.

ODOT uses the general planning process to reach implementation decisions in several circumstances: 1) for any corridor where statewide emphasis regarding transportation facilities and systems is needed; 2) to adequately analyze those portions of corridors that lie within exempt jurisdictions; or 3) where non-exempt local jurisdictions want ODOT to take the lead for transportation planning in the corridor.

At the conclusion of Phase 2, implementation decisions reached through transportation systems planning or general planning is combined in the Corridor Improvement and Management Element. The Interim Corridor Strategy is then refined to reflect these implementation decisions. The Corridor Improvement and Management Element, together with the Corridor Strategy, are adopted by OTC as the Corridor Plan.

Phase 3

Some portions of the corridor may require refinement planning during Phase 3 to resolve particular land use, access management or other issues that require a more in-depth analysis than required to prepare the Corridor Improvement and Management Element. The Corridor Plan may then be amended to incorporate the products of these refinement plans. The CTAG will remain active for future revisions to the Corridor Plan as necessary.

Prioritized improvements to corridor facilities, systems and management, identified in the Corridor Plan, provide the basis for updating the State Transportation Improvement Program (STIP) which is the basis for distributing the State's limited transportation resources. Corridor planning is helping ODOT, with the cooperation of local governments and input from the citizens of Oregon, make difficult funding decisions necessary to build and maintain a statewide transportation system that meets the growing demand for transportation for the next 20 years.

Development of the Corridor Strategy

This Interim Corridor Strategy has been developed with the active involvement of local and regional governments in the corridor, interest groups, statewide agency and stakeholder committees and the general public. Key steps in its development include:

- Newsletter/Survey

A survey of corridor residents and other interested party was conducted through a newsletter mailing in September, 1995. The primary purpose of the survey was to identify issues and needs to be addressed in the corridor planning process. An August, 1996 newsletter and questionnaire solicited public input on key objectives from the recommended Interim Corridor Strategy.

- Open Houses

Open houses were conducted in the corridor in October, 1995, to provide information on the planning process and to solicit input on issues and needed improvements to the transportation system, and priorities for objectives. An additional round of open houses was held in September, 1996, to solicit public input on preliminary objectives and priorities to be addressed in the Interim Corridor Strategy.

- Local Government/Stakeholder Briefings

Briefings were provided to local government officials, local community planning organizations, and other interest groups during the process by the ODOT Team or by jurisdictional staff who served on the CTAG.

- Public Comment

Public comment through newsletter survey responses, open houses, letters and phone calls has been received throughout the planning process and has been incorporated into issues and objectives.

- Technical Committees

Two technical committees were created to identify preliminary issues, opportunities and constraints; develop draft corridor objectives for public review; and advise on the planning process. These include an Internal Review Team (IRT), composed of ODOT regional and district planners and engineers, and the Corridor Technical Advisory Group (CTAG), previously described. The CTAG is the primary author of recommended objectives.

Interim Corridor Strategy

As the first step in the Corridor Planning process, this Recommended Interim Corridor Strategy has been developed by the Corridor Technical Advisory Group (CTAG), composed of representatives of ODOT, other state agencies and nine regional and local governments from the Portland-Cannon Beach Junction (US 26) Corridor. This Recommended Interim Corridor Strategy will be reviewed, revised as needed, and approved by the governing bodies of the local jurisdictions. Resolutions of endorsement will be requested from these local jurisdictions and from the Oregon Transportation Commission.

The purpose of the Corridor Strategy is to establish realistic performance objectives for transportation in the corridor and to make major transportation tradeoff decisions. Objectives have been developed for all modes of transportation in the corridor based upon issues identified by local and regional governments in the corridor, interest groups, and the general public.

This Strategy is considered interim because additional detailed analysis will be performed during the development of TSPs and a Corridor Improvement and Management Element that may require modifications to the Strategy. Through this local and regional transportation system planning and refinement planning for the corridor plan, periodic review, and local plan amendments, ODOT and the local and regional governments in the corridor will cooperatively work together to ensure that city and county comprehensive plans and zoning ordinances achieve Corridor Strategy objectives. Participating jurisdictions will come to consensus on changes to the Corridor Strategy which result from TSP work. ODOT will adopt the final Corridor Plan as an element of the OTP.

This Interim Corridor Strategy identifies a variety of desired management objectives and improvements to transportation facilities and services within the corridor. Objectives address the corridor as a whole, as well as major segments of the corridor, but do not address specific sites or transportation improvements. Work during the TSP development along the corridor will identify specific projects and activities to implement the Corridor Plan. The final Corridor Plan will also identify priorities and timing for the various actions and responsible public agencies and other service providers.

These objectives are intended to be used as guidelines in identifying specific projects for inclusion in future updates of the Statewide Transportation Improvement Program (STIP) and local capital improvement programs (CIPs). Inclusion of any improvements in the corridor plan does not represent a funding commitment by ODOT or any local government until programmed in the STIP and/or a local CIP.

The Portland-Cannon Beach Junction Corridor Plan builds on the strategies and policies found in the Oregon Transportation Plan (OTP), the Oregon Highway Plan (OHP) and other modal plans.

B. CORRIDOR ROLE/FUNCTIONS

The Portland-Cannon Beach Junction Corridor serves both urban and rural transportation needs. Though multi-modal, the corridor is dominated by auto use on US Highway 26, which is part of the National Highway System. US 26 is one of two major tourist routes to the north coast and also provides the primary access from the Portland area to the Tillamook area through its connection to OR Highway 6.

In the urban or eastern portion (within the regional urban growth boundary) of the corridor, use of all transportation modes is increasing and expected to continue to increase over the life (15-20 years) of the Corridor Plan. In this portion, the Corridor has the following primary functions:

- Both an inter-city and intra-city commuter route;
- Major regional transit corridor, which will be focused on the Westside light rail system when completed;
- Access to major employment centers in Portland and Washington County, most notably a growing high-tech industry;
- Major freight movement within the urban growth boundary (UGB); and
- Connections to I-5 and I-84 via I-405 and Highway 217.

Within its rural or western portion (outside the regional UGB), the Corridor is noted for the following:

- Linkage to north Oregon coast
- Tourism and access to recreation opportunities;
- Rural scenic qualities, e.g. it is designated by Washington County as a Scenic Route;
- Natural resource amenities, particularly agricultural and forest lands and scenic rivers;
- Connection to other highways that serve rural communities and outlying cities such as Banks, North Plains, and Vernonia; and
- Truck freight movement for agricultural specialty crops and forest products.

C. ASSUMPTIONS

This Corridor Strategy makes a number of assumptions regarding other planning efforts, capital improvements, and other aspects of the transportation system. These assumptions, which are <u>not</u> repeated as issues or objectives, include:

Other Planning Processes

- Issues related to US 101 have previously been addressed in the Coastal Highway Corridor Plan, and will be further refined in the Highway 101 Scenic Byway study.
- Corridor plans for other state highways intersecting with US 26, e.g. Highway 47, will be prepared at a future time, although the functioning of these intersections may be addressed in this corridor plan.
- Regional (as opposed to corridor-specific) transportation system issues and needs are being addressed in the Regional Transportation Plan (RTP).
- A "Neighboring Cities" study is examining the potential impacts of regional growth management strategies on North Plains, including the need for urban growth boundary amendments.

<u>Land Uses and Growth</u>

- Assumptions regarding the eastern portion of the Corridor are based upon Metro's Region 2040 Growth Concept and include:
    - Significant population and employment growth focused on "Regional Centers" at Beaverton and Hillsboro and at "Town Centers" at the intersections of Highway 217, Murray Boulevard and 185th Avenue with US 26.

- Limited UGB expansion;
- A Green Corridor from the Metro UGB to North Plains; and
- Significant growth in local intra-city trips.

- The rural portions of the Corridor (west of North Plains) are assumed to continue in resource uses, e.g. agriculture and forestry, with growth generally confined to acknowledged exception areas and existing rural community centers.

Highway Use

- All uses of US 26 will increase during the 20-year planning period.
- Use of US 26 as a primary route to the Tillamook area via OR 6 will continually grow.
- The availability of "Tillamook Burn" timber stands for harvesting will increase use of the US 26 corridor for logging operations and transport.

Capital Improvements

- The following capital improvements to US 26 are assumed; based upon their inclusion for construction in the Statewide Transportation Improvement Program (STIP):
  - Extension of a light rail system from Portland to Hillsboro.
  - New interchange at Sylvan;
  - Reconstruction of the existing Camelot interchange as an overpass with no US 26 access;
  - Passing lane at Lindsley Creek - West Humbug Creek
- The Vista Ridge tunnels will not be further widened.
- Projects previously identified by ODOT and local jurisdictions but not included in the State Transportation Improvement Program (STIP) are not assumed.

Other

- Current funding constraints are not assumed. The purpose of the Corridor Plan is to establish objectives and priorities for long-term management of and improvements to transportation facilities within the corridor, irrespective of current funding limitations. The ability to implement these objectives and priorities will be dependent upon future available funding.

D. KEY THEMES

A wide variety of objectives have been developed to address the various elements of the corridor's transportation system. The following are the key themes reflected in the Interim Corridor Strategy objectives.

- Allocation of state resources to highway projects according to the following priorities:
  (1) Maintenance of the existing facility to ensure that it remains safe and functional, e.g. fixing potholes.
  (2) Preservation of the roadway by investing in roadbed and pavement reconstruction as needed to minimize maintenance costs;
  (3) Transportation system management to optimize existing highway capacity;
  (4) Safety and capacity improvements; and
  (5) Projects that support economic development, particularly recreation and tourism.
- Design of facilities for all modes to accommodate planned land uses per the Region 2040 Growth Concept.
- Limited expansion in highway capacity within the Metro Urban Growth Boundary (UGB).
- No expansion in highway capacity outside the Metro UGB, except for climbing/passing lanes and turning lanes and to address safety-related needs.
- Targeting of realignment and other improvements outside the Metro UGB to sections with above-average accident rates.

- Use of light rail and other transit to accommodate a portion of additional trips.
- Increased reliance on parallel routes for intra-city trips.
- Reliance upon local access management and circulation plans to relieve localized congestion problems.
- Increased freight movement via rail (between the Metro area and the central coast) and air.
- Application of the most restrictive access management standards (regulating the number, spacing, type, opportunities for left turns and location of driveways, intersections and traffic signals) for both local arterials and US 26, consistent with existing or planned adjacent land uses.
- Transportation-efficient land use patterns that reduce vehicle miles traveled and promote a live/work balance.

II. TRANSPORTATION SYSTEM OBJECTIVES

A. TRANSPORTATION BALANCE

The Oregon Transportation Plan establishes state policy to provide a balanced transportation system. A balanced transportation system is one that provides transportation options at appropriate minimum service standards, reduces reliance on the single occupant automobile where other modes or choices can be made available, particularly in urban areas, and take advantage of the inherent efficiencies of each mode. The transportation system should also maximize the efficiency of the existing system.

Air Service

Within the corridor, the Port of Portland - Hillsboro Airport operates as a general commercial airport. Regularly scheduled commercial passenger air service is available from the Portland International Airport (PDX), north of the corridor, offers both domestic and international connections. It has access to freight and ports facilities.

The following airports also operate in the vicinity of the corridor:

- Astoria Regional
- Cornelius Skyport (general aviation) located north of Cornelius
- Eagle Airstrip (private) is located approximately one-quarter mile north of US 26 in North Plains
- Seaside Municipal Airport
- Tillamook Airport
- Vernonia Municipal Airport
- Stark's Twin Oak Airport (Hillsboro)

A.1 In lieu of developing new airports, protect existing general aviation airports.

A.2 Implement land use regulations to protect against land use encroachments adjacent to general aviation airports.

A.3 Consider a greater regional role for Hillsboro Airport providing freight service, particularly for high tech industries, and commuter/corporate air service that would be non-competitive with Portland International Airport.

A.4 Improve connections via transit and other modes to Portland International Airport.

A.5 Encourage public or private land and/or air shuttle service to coastal communities from Hillsboro Airport or Portland International Airport.

A.6 Improve facilities at general aviation airports to provide additional air services.

Bicycles

The 1995 Oregon Pedestrian and Bicycle Plan (which implements the OTP) establish the goal of providing safe, accessible and convenient bicycling facilities and to support and encourage increased levels of bicycling statewide. The Plan calls for a bikeway system that is integrated with other transportation systems; a safe, convenient and attractive bicycling environment; and improved bicycle safety. The Transportation Planning

Rule (TPR) mandates the provision of safe, convenient and adequate facilities that meet the needs of bicyclists and pedestrians. There are two general types of bicycle use in this corridor - commuting and recreational. Bicyclists commonly use local parallel routes in the urban area, then connect with US 26 in the rural area for trips to the Oregon coast. In general, US 26 lacks a sufficiently wide shoulder for continuous bicycle use, and the two tunnels are bicycle-restrictive. There is potential for conflict with truck traffic in many areas.

A.7 Incorporate balanced opportunities for pedestrians and bicyclists in new or reconstructed transportation facilities.
A.8 Maintain US 26 as a bicycle route, with use of local parallel routes as alternative routes where feasible.
A.9 Designate and prioritize bikeway projects on major roadways parallel to US 26 within the Metro UGB.
A.10 Add/improve bicycle lanes or widen shoulders as part of highway improvement projects or as separate projects. Where feasible, provide standard continuous five-foot (at a minimum) shoulders.
A.11 Emphasize shoulder maintenance (surfacing, cleaning, vegetation removal), particularly in the peak summer cycling months.
A.12 Provide connections to local bicycle and hiking trail systems where feasible.
A.13 Integrate bicycle connections in improvements to north/south routes.
A.14 Provide for bicycle safety and accessibility on the Westside LRT.
A.15 Link bicycle routes with van service, e.g. "flag stops," along the corridor.
A.16 Accommodate bicycles on rural transit lines (if developed) and on rail.
A.17 Investigate alternative solutions to facilitate safe bicycle passage through Sunset Tunnel.
A.18 Allow auto parking area for bicyclists at the US 26/Highway 47 intersection for bicycle access to the Banks-Vernonia Linear Park.
A.19 Develop abandoned railroad corridors into bike/pedestrian corridors.

Pedestrians

Minimizing barriers to safe and convenient pedestrian travel is a goal of the OTP, while the TPR requires providing pedestrian facilities that allow direct, hazard-free travel (such as sidewalks in urban areas). Pedestrian facilities are not provided along US 26, although there are pedestrian facilities in close proximity to the corridor. In the urban area, the highway functions as a freeway and is not appropriate for pedestrian use. Most of the local pedestrian activity in the corridor occurs unevenly in rural settlement and commercial areas. There are pedestrian facilities for crossing US 26 at many interchanges along the corridor.

A.20 Within the corridor's urban section, at a minimum, provide six-foot sidewalks to increase mobility and safety of pedestrian activities at interchanges and other overcrossings.
A.21 Integrate pedestrian connections in improvements to north/south routes.
A.22 Develop trail connections/loops among corridor communities.
A.23 Promote railbanking for trails, e.g. extension of Banks-Vernonia Trail.
A.24 Where feasible, provide separation between pedestrians and autos through access management and landscaping.
A.25 Provide adequate pedestrian warning signs in rural service centers.

Public Transit

The OTP calls for continuation and expansion of commuter transit service within the Portland metro area, which applies directly to the Cannon Beach - Portland corridor.

There is no intercity transit service serving the length of the corridor. The Sunset Empire Transportation District provides transit service for Clatsop County at the western end of the corridor, with regular fixed-route service between Astoria and Cannon Beach. The District also provides dial-a-ride services. North Coast Transit provides

daily service between Cannon Beach and Astoria Monday through Friday. Within the Portland metropolitan area, TRI-MET provides intercity bus and light rail transit.

A.26 Promote increased transit service throughout the corridor.
A.27 Promote the use of Westside light rail and other transit to accommodate additional trips.
A.28 Provide transit and high occupancy vehicles (HOV) bypass lane on US 26 entrance ramps within the Metro UGB.
A.29 Establish transit service links to Westside LRT stations, employment centers, housing and airport facilities (Portland and Hillsboro) in the corridor.
A.30 Provide transit support services (e.g. park and rides, park and pool) at Jackson School Road, Manning, Highway 47 Junction, and other appropriate locations.
A.31 Provide enhanced security and comfort, i.e., covered waiting areas, at transit stations and park and ride locations.
A.32 Expand the "Bikes on Buses" program within the corridor.
A.33 Promote carpooling/vanpooling to transit centers and large employment centers.
A.34 Investigate opportunities to expand transit service in the rural portion of the corridor.
A.35 Encourage enhanced transit service from the Portland area to coastal communities, e.g. mini-bus/van service from Portland to the coast.
A.36 Provide demand-responsive services in suburban areas and real time traveler information services in areas of high concentrations of employment, relying upon Tri-Met's current GPS (Global Positioning System) system.
A.37 Develop and implement a plan to coordinate and expand services for the transportation disadvantaged in the corridor.
A.38 Improve pedestrian access to transit stops with sidewalks, street crossings and safer intersection design.

Rail Service

Though many short rail lines travel in the Cannon Beach Junction - Portland corridor, the line connecting it to the coast is the most significant. The Port of Tillamook Bay (POTB) Railroad line provides rail freight service in the corridor, primarily carrying lumber products and cattle feed for dairies in Tillamook County. This line connects the Port of Tillamook to Portland & Western and Burlington Northern branch lines in Hillsboro, and has recently been rehabilitated and continues to undergo improvements. The OTP identifies minimum levels of service for rail freight service, and states that branch rail lines such as the POTB line should be maintained to allow a minimum speed of operation of 25 miles per hour whenever upgrading can be achieved with a favorable benefit-cost ratio. The OTP also states that reload facilities should be encouraged, and if warranted, supported.

There is no regular passenger rail service within the US 26 corridor. Seasonal excursion train service travels from Wheeler to Tillamook.

A.39 Encourage and facilitate use of the Port of Tillamook Bay (POTB) and Portland/Western (P/W) rail lines for lumber, aggregate and other bulk product transport.
A.40 Develop a consortium of railroad shippers to target industrial recruitment for rail services.
A.41 Investigate the expansion of reload services to other commodity shippers.
A.42 In conjunction with Intermodal Management System (IMS) planning, identify opportunities for interconnection of rail with other modes.
A.43 Promote the expansion of excursion/tourism/commuter use of the railroad.
A.44 Remove abandoned railroad trestle over US 26 at Cornelius Pass.
A.45 Continue programs to upgrade railroad crossings in conjunction with other roadway improvements, with a priority to address safety improvements.

A.46 Implement land use regulations that promote the use of existing rail lines for industrial uses and for future excursion and commuter uses.

Truck Freight

Truck volumes in the corridor vary, as does the type of freight being transport. Fewer than 500 trucks per day travel the extent of the corridor, and the most intense activity is in the urban end. Products carried by trucks along the corridor include raw and processed wood, agricultural products, and high tech equipment and goods. The OTP calls for a balanced freight transportation system and a "direct, convenient and physically suitable system for goods movement to transportation facilities and commercial and industrial areas to ensure a timely delivery of goods."

A.47 Construct additional truck climbing/passing lanes in the corridor's western portion, including an eastbound climbing lane at Jewell Junction to Osweg Creek in Clatsop County.

A.48 Improve truck access to industrial sites, including turn and acceleration/deceleration lanes where appropriate.

A.49 Identify improvements to Glencoe Road Interchange in North Plains to accommodate Glencoe Road as a major route for agricultural products.

A.50 In coordination with the Oregon Department of Forestry and large private timberland owners in the corridor, provide safe truck access to US 26 from forest operations.

A.51 Identify needed improvements to Cornelius Pass Road from US 26 to US 30, including those needed to better accommodate hazardous materials transport.

Water Transport/Ports

There are no ports within the corridor. The closest large, deep draft ports are the Ports of Portland, Astoria and St. Helens. There are four ports in Tillamook County--the Port of Nehalem, Port of Bay City, Port of Tillamook Bay, and the Port of Garibaldi.

A.52 Maintain travel times for the movement of freight through the corridor to port facilities.

A.53 Improve access and intermodal connections to port facilities.

A.54 Investigate opportunities to establish an intermodal transportation facility at the Port of Tillamook Bay.

Pipelines

Pipelines within the corridor are operated by and for the exclusive use of Northwest Natural Gas Company to deliver natural gas to their customers in northwest Oregon. There are no commercially available pipelines for shipping products within or to areas outside of the corridor. At this time, there have been no products or manufacturers identified who would utilize a pipeline transportation system. The OTP identifies the need by 2012 for a new natural gas pipeline that would cross the corridor in Clatsop County. This expansion is identified as necessary to make alternative fuels widely available to transportation users.

A.55 To the extent feasible, utilize pipeline rights-of-way as bicycle and pedestrian pathways and wildlife corridors.

A.56 Accommodate pipelines in highway rights-of-way where feasible.

Telecommunications

Improvements in telecommunications technology will impact transportation by decreasing commuting distances as employees work at home or in decentralized offices. Telecommunication opportunities exist within the corridor since many residents of the corridor own personal computers. A portion of the corridor

passes through the high tech industrial area between the Metro UGB and Highway 217; this type of industry may provide telecommuting opportunities. The OTP projects a sevenfold increase in the use of telecommunication over 1990 levels by 2012.

A.57 Promote the use of telecommunication technologies and programs, especially by high-tech companies and other large employers, as a means to reduce vehicle miles traveled.

A.58 In lieu of constructing new facilities, consolidate new telecommunication facilities at existing microwave/cell site facilities.

A.59 Investigate the use of US 26 as right-of-way for fiber optic and other telecommunication equipment.

A.60 Coordinate the installation of fiber optics with highway improvements.

A.61 Site communication facilities to eliminate "dead spots" in the corridor.

Automobile

The automobile is the primary mode of travel within the corridor. Automobile traffic volumes for the entire corridor have increased steadily, highest in the urban areas. The corridor handles a high number of recreational trips; US 26 provides a direct link from the Portland metropolitan area to the Oregon coast. A June, 1995, ODOT statewide motorist survey indicated that the highway is perceived as a route for recreation or pleasure trips.

The Oregon Transportation Plan (OTP) seeks a transportation balance among modes of travel that provide access to the entire state. Thus, the OTP discourages highway capacity improvements that primarily serve commuters from outside urban growth boundaries. The Oregon Transportation Rule (TPR) establishes a goal to reduce per capita automobile travel in the Metro portion of the corridor.

A.62 Reduce the percentage of single occupancy vehicle (SOV) trips through transportation demand management (TDM), e.g. transit and carpooling, and transportation system management (TSM) programs.

A.63 Design any highway improvements within the Metro UGB to accommodate planned land uses per the Region 2040 Growth Concept.

A.64 Respond to increased traffic associated with major employment growth in the Hillsboro and Beaverton areas through light rail and other transit planning and through identification of needed street improvements.

A.65 Promote the use of parallel routes, e.g. Evergreen Boulevard, Bronson Road, Cornell Road and West Union Road, to decrease reliance on state highways for intra-city trips.

A.66 Encourage the concentration of services within rural community centers to reduce the need for auto trips.

B. HIGHWAY CONGESTION

The Oregon Highway Plan (OHP) calls for providing LOS B or better in rural areas, LOS D or better in the Portland area, and LOS C or better in other urban areas. LOS is a qualitative measure of highway operations, graded on a scale from A to F (see Appendix). LOS A represents free flow traffic movements with no delays, while LOS F represents congested, stop-and-go conditions with significant delays. ODOT statistics indicate that 17 percent of the US 26 corridor is currently highly congested and 30 percent moderately congested. Without improvements, the forecast for 2016 is that 49 percent of the corridor will be highly congested, and 31 percent will be moderately congested. Improving levels of service and reducing congestion is addressed through facility management and urban and rural congestion strategies.

Facility Management

As a statewide highway, the OHP management objective for US 26 is "to provide for safe and efficient high-speed continuous flow operation in rural areas and moderate to high-speed operations of flow in urban and urbanizing areas."

Access to US 26 is controlled in the urban area, with access allowed only at interchanges. Access is also controlled west of the Metro UGB to Tillamook Junction (Highway 47), with access either from local streets or onto a frontage road. West of the junction, in and around the small communities along the highway there is direct access onto the highway. At the western end of the corridor, between Cannon Beach Junction and Necanicum Junction, the area is dotted with rural residential development most of which has direct access onto the highway.

B.1 Encourage transportation demand management (TDM) and transportation system management (TSM) programs in the corridor.

B.2 Utilize operating level of service (LOS) standards established in the Oregon Highway Plan (OHP) as goals, recognizing that they may not be achievable in all segments.

B.3 Develop local access management and circulation plans to relieve localized congestion problems.

B.4 Develop consistent street classification, access management and speed standards for all corridor communities.

B.5 For that segment of the corridor outside the Metro UGB, adopt the highest applicable access management category for each highway segment, consistent with existing or planned adjacent land uses at the rural community centers.

B.6 Encourage state and private timber landowners to utilize existing access points to US 26 for management, fire protection, harvesting and recreation purposes.

B.7 Develop interchange management plans as part of local TSPs.

B.8 Allocate state resources to highway projects according to the following priorities:

(1) Maintenance of the existing facility to ensure that it remains safe and functional, e.g. fixing potholes.

(2) Preservation of the roadway by investing in roadbed and pavement reconstruction as needed to minimize maintenance costs;

(3) Safety improvements;

(4) Transportation system management to optimize existing highway capacity; and

(5) Capacity improvements.

B.9 Assess the feasibility of improvements to the I-405/US 26 Junction to meet National Highway System standards, based upon reconnaissance study findings.

B.10 Establish policies for upgrading or limiting at-grade intersections with US 26 to respond to future traffic growth and safety needs.

B.11 Identify opportunities for separated grade crossings of US 26 to reduce the reliance on interchanges for north-south crossings.

Congestion in Urbanized Areas

Congestion is a measure of the level of service (LOS) provided by a section of highway facility (refer to the Appendix for an explanation of LOS and congestion). In the urban area congestion is often highly concentrated during the morning and evening "rush" hours. The OTP policy is to "define minimum levels of service and assure balanced, multimodal accessibility to existing and new development within urban areas."

B.12 Increase the capacity of the urban portion of US 26 through programmed highway widening improvements, i.e., State Transportation Improvement Program (STIP).

- Develop dedicated HOV lanes on US 26 within the corridor's urban portion to accommodate a portion of increased auto and transit trips.
- Construct the proposed addition of a third east bound lane with noise walls on US 26 between Highway 217 and Camelot Interchange and remove Wilshire on-ramps and close local accesses.
- Construct the proposed widening of US 26 to six lanes from Highway 217 to Murray Boulevard with a braided ramp west bound from Highway 217.
- Investigate widening of US 26 to six lanes from Murray Boulevard to the Metro UGB (Shute Road).
- Construct the proposed highway project from the Camelot Interchange to the Sylvan Interchange (Phase 3) that includes reconstruction of the highway main line, replacing the Canyon Road crossing and adding a third lane.
- Investigate construction of eastbound on-ramp to US 26 at Cornelius Pass Road, eliminating left turn across Cornelius Pass Road.

B.13 Accommodate additional capacity needed within the corridor's urban portion to meet regional and local demand through a balance of improvements to US 26 and local streets.

B.14 Use parallel routes, e.g., Evergreen Boulevard, Cornell Road and West Union Road to decrease reliance on US 26 for local trips based upon their limits of capacity, and functional, policy and operational roles.

B.15 Investigate the feasibility of congestion pricing, mile-based and/or emission-based registration fees within the Metro UGB.

B.16 Implement congestion reduction strategies based upon the following priorities:
(1) Demand reduction, such as TDM measures like carpooling, telecommuting;
(2) System management, such as optimization programs or improvements to local street systems to reduce the demand for US 26 improvements;
(3) Access management; and
(4) Improvements and new facilities to accommodate additional capacity.

B.17 Investigate the appropriateness of lower levels of service in special transportation districts such as Transit Oriented Developments/Town Centers.

B.18 Promote increased use of incident management and motorist information systems to minimize congestion during peak hours.

B.19 Encourage use of light rail and other transit to accommodate a portion of the growth in trips.

Congestion in Rural Areas

Congestion in the western end of the corridor is largely tourist-related with seasonal peaks. The new interchange at the Cannon Beach Junction has alleviated some of the congestion. There are also areas of light or moderate congestion at commercial areas along the highway, and in small communities with multiple highway accesses. Such congestion affects recreation traffic as well as the movement of goods and services. OTP policies stress the importance of minimum levels of service and the ability to move goods and services and to improve access in rural areas.

B.20 Provide no improvements solely for highway capacity outside the Metro UGB. Provide climbing/passing lanes, turning lanes, and other improvements to address safety-related issues.

B.21 Preserve rural sections of US 26 as rural through access management and land use controls.

B.22 Construct the following improvements to provide for safe and efficient high-speed auto and truck operations in rural areas:
- Eastbound climbing lane at Jewell Junction to Osweg Creek in Clatsop County;
- Median turn lane at Jewell Junction;
- Left turn lane at Manning in Washington County; and
- Interchange at Jackson School Road.

B.23 Investigate the need for turning lanes and access management at:
- The Manning area/Nehalem Highway (OR 47) junctions (north and south);

- Timber Road Junction;
- Camp 18 (longer turning lanes);
- Jewell Junction;
- Sitka Spruce viewing site; and
- Necanicum (OR 53) Junction.

B.24 Investigate the following improvements to provide for safe and efficient auto and truck operations in rural areas:

- Interchange at Staleys Junction (US 26 and OR Highway 47);
- Ramps at Gordon Road, and
- Upgraded interchange at Glencoe Road.

C. REGIONAL CONNECTIVITY

Regional connectivity addresses how well-connected parts of the state are to one another as reflected by the transportation services available and travel times required to get from one place to another. Connectivity includes connections among modes and between places, and cooperative transportation roles among corridor communities. The OTP policy is to provide a transportation system with connectivity among modes within and between urban areas, with ease of transfer among modes and between local and state transportation systems.

Modal Connections

Inter-modal connections are important for both passenger and freight transport. Within the Cannon Beach Junction - Portland corridor, passenger modal connections are concentrated in the urban end. There are intermodal links in the eastern portion of the corridor for both bus and automobile at transit centers and at park and ride lots, and for bikes and pedestrians to transit. There will be an intermodal connection at the Sunset Transit Center that includes light rail, bus, a park and ride lot with bicycle parking as well, and pedestrian facilities.

Alternately, there are currently no freight intermodal facilities in the corridor. The freight rail line, the POTB railroad, has little existing intermodal interaction, as it hauls specific material from point to point between Tillamook Bay and Hillsboro. Intermodal truck/freight facilities need improvement at strategic locations, especially in Hillsboro.

There are currently no airports with commercial activity in the corridor, though the Portland-Hillsboro Airport may have commercial activity in the future with a potential for intermodal connections. No direct public transit service exists to either the Astoria Airport or the Portland Airport from outside the Tri-Met Service area.

(Intermodal connections are addressed in numerous other sections, e.g. Public Transit, Bicycles.)

C.1 Take advantage of multi-modal capabilities/capacities of the corridor to promote development that is not solely auto/truck dependent.

C.2 Investigate opportunities to establish intermodal facilities at the Portland-Hillsboro Airport and the Port of Tillamook Bay.

Connections Between Places: Appropriate Travel Times

Average travel times from Cannon Beach Junction to Portland are currently 103 minutes for autos and 131 minutes for trucks, and are predicted to degrade to 118 minutes for autos and 143 minutes for trucks. These forecasts assume the continuation of current growth trends, and no major improvements or changes in maintenance and operation practices. The travel times are slower in the urban end of the corridor, especially in the morning and evening peak travel hours.

The Oregon Highway Plan (1991) calls for operating speeds of 55 mph in rural areas and lower density urban fringe areas, and 45 mph in higher density urban areas. Where rural geography prevents 55 mph operating speeds, the OHP establishes the highest design standards compatible with the environment but consistent with economic efficiency.

C.3 In lieu of major capacity expansions, strive to maintain existing travel times for both autos and freight through high levels of facility management (acceleration/deceleration lanes, turn refuges, Intelligent Transportation Systems (ITS), and access management).

C.4 Construct additional passing and truck climbing lanes in the rural portion of the corridor.

C.5 Investigate future travel demands and uses for Cornelius Pass Road as a connection between US 26 and US 30.

C.6 Minimize use of US 26 for local traffic through an interconnected network of streets (arterials, collectors, local streets) in the urban portion of the corridor.

C.7 Develop non-interchange crossings within the Metro UGB to reduce north-south travel at existing interchanges.

Interconnected, Cooperative Transportation Roles Among Corridor Communities

The highway in this corridor plays many roles. US 26 is a main link between the inland Willamette Valley and the Oregon Coast, but for some of the smaller communities along the corridor, such as Manning and Elsie, the highway is the main street. In the western end of the corridor, US 26 connects downtown Portland and the rest of the region, including Beaverton, Hillsboro, and Washington County. It also connects communities to the south, such as Tigard and Lake Oswego, via Highway 217 to US 26.

Each community along the corridor is unique, with issues and concerns that reflect the needs of local citizens and businesses. US 26 acts as a common lifeline, and actions taken by one community may affect others. In addition, decisions made about the future role of US 26 may affect other transportation facilities.

C.8 Investigate opportunities for improvements to the US 26/I-405, and US 26/OR 217 interchanges.

C.9 Improve, expand and coordinate signage to inform travelers of route choices available.

C.10 Integrate arterial, freeway, transit and freight management systems through use of Intelligent Transportation System (ITS) technologies.

C.11 Utilize access management on urban arterials to maintain mobility between major activity centers within the corridor and to enhance pedestrian connections.

C.12 Improve highway-to-highway connections between US 26 and Highways 47, 53, and 202.

C.13 Investigate seismic retrofitting of US 26, e.g, Quartz Creek Bridge, needed to maintain access to corridor communities.

D. ROADWAY CONDITIONS

Adequate roadway conditions are necessary to meet OTP goals regarding accessibility, levels of service and reduced congestion. The OHP identifies minimum tolerable conditions (MTCs) for lane width and right shoulder width for a statewide highway. This includes upgrading the highway to meet geometric and pavement MTCs over time.

Roadway Geometry

Roadway geometry addresses the physical configuration of the highway. It includes lane widths, curvature and the alignment of the roadway. The MTC targets for US 26 are for a minimum lane width of 11 feet in urban sections and 12 feet in rural sections. Right shoulder width targets are a six-foot minimum in urban and rural

sections with average annual daily traffic (AADT) greater than 2,000 and a four-foot minimum in rural sections with AADT less than 2,000. Approximately 25 percent of US 26 currently does not meet MTCs roadway geometry standards. In addition, there are a few segments of highway with substandard vertical and horizontal curves, resulting in delays and reduced safety.

D.1 Target improvements to sections with above average accident rates, slide prone areas and sections with high congestion rates where there is a favorable cost/benefit ratio.
D.2 Improve sight distances and approach road angles, e.g. entering US 26 from Highway 53, Shute/Helvetia and Glencoe Interchanges, and long curve up to US 26/US 101 junction.
D.3 Identify and mitigate/improve roadside obstacles and sign hazards.

Surface Condition

Surface conditions address the condition of the highway pavement, including pavement and maintenance. The OHP calls for improving and maintaining pavement surface to fair or better condition. While the majority of US 26 has pavement surface in fair or better condition, there are segments, especially in the rural areas, that do not meet that standard.

The OTC establishes a goal of 90 percent fair/better by 2010 for road surface conditions statewide. This goal is intended to do more than provide a quality ride for the motoring public; it is also a better way of doing business. Pavement studies show that, on average, for every dollar spent treating "fair or better" pavement, ODOT would need to spend four dollars to repair that same pavement if it fell into the poor category.

D.4 Maintain roadway surface conditions at 90 percent fair or better by the year 2010.
D.5 Maintain a program of low cost, high yield maintenance.
D.6 Identify/address drainage problems where they affect the function and condition of the roadway.
D.7 Where feasible, use pavement overlay materials that reduce wet pavement spray.
D.8 Investigate solutions to highway pavement stress caused by weather conditions in higher elevations.
D.9 Develop shared maintenance agreements with local governments.

E. SAFETY

Safety is a high priority in the OTP, and the improvement of transportation safety is a constant goal of all agencies involved in the provision of transportation services, whether the mode is by automobile, rail, air, transit, pedestrian or bicycle. ODOT seeks improvements through vehicle design, operating systems, operating environment, training, enforcement, and education.

High Accident Locations

ODOT collects and analyzes accident data through its Safety Priority Index System (SPIS), which compares accident sites statewide by frequency and severity. Intersections or segments of roadway with an SPIS in the top ten percent statewide are identified as problem locations, warranting further study. Analysis of SPIS data for US 26 finds multiple locations which are classified as high accident sites. In 1992, US 26 the number of high accident locations per mile was much higher than the statewide average, while the overall accident rate was lower than the state average. Segments in the western end experience higher accident rates.

E.1 Target resources to reduce accident potential in high accident locations within the corridor, using the Safety Management System to identify unsafe intersections and highway segments.
E.2 Develop a consistent safety project ranking system among corridor jurisdictions.
E.3 Encourage changes in driver behavior through Corridor Safety Program measures as a preference to physical improvements.

E.4 Improve lighting at key locations along the corridor and maintain delineation (e.g. fog lines, reflector buttons) for high visibility.

E.5 Install guard rails where needed to meet highway safety standards.

E.6 Investigate the need for safety improvements at at-grade intersections.

E.7 Install rural railroad track crossing protection where needed to meet safety standards.

E.8 Provide adequate turn lanes on US 26 near congested railroad crossings to prevent highway backups.

E.9 Consider realignment or other improvements of intersections with limited sight distances.

E.10 Install weather condition monitoring devices at strategic locations in the corridor.

E.11 Provide emergency assistance callboxes/telephones and additional safety rest stops.

E.12 Provide signage to advise of winter driving conditions, icy areas, e.g., Quartz Creek Bridge.

E.13 Provide additional truck climbing lanes and slow-moving vehicle turnouts at key locations, and extend the length of existing inadequate climbing lanes and slow-moving vehicle turnouts where feasible.

E.14 Encourage use of radar reader boards to control speed in problem areas. Provide adequate signage and enforcement in sunken grade/slide areas where travel speeds need to be decreased.

E.15 Staff and maintain interjurisdictional incident response teams within the corridor's urban portion.

Hazardous Material Transport

The OTP addresses the transport of hazardous materials by requiring the safe transport of such materials. Safe transport of hazardous materials is one function of the US 26 corridor. The transport of hazardous materials is one function of the US 26 corridor, although it is not allowed through the Vista Ridge Tunnel at the eastern end of the corridor or through the Sunset Tunnel in the western half of the corridor. To avoid these tunnels, hazardous materials are transported via Cornelius Pass Road and US 30.

E.16 Review state and local hazardous materials response programs to identify potentially unsafe locations.

E.17 Identify and prioritize safety and maintenance improvements to Highway 217, Cornelius Pass Road, and US 30 to accommodate their use as hazardous waste transport routes.

Need for Additional Traffic Enforcement

Traffic enforcement includes traffic safety officers and electronic traffic measures, such as automated signage, advisory radio service, and electronic monitoring. In the eastern end of the corridor, electronic signage during construction, and ramp metering are two methods of traffic control that are in use. Automated signage might be effective in the rural portions of the corridor to inform motorists of delays from congestion or accidents, inclimate weather, forest fires, or rock falls.

E.18 Focus additional law enforcement to entrances/exits of rural community centers, areas of high accident rates, and where rural travel speeds must be reduced (e.g., sunken grade/slide areas).

E.19 Provide additional law enforcement presence, particularly on weekends, to increase enforcement of motor vehicle codes, including slow moving vehicle regulations, truck speed limits, and lane use regulations.

F. ENVIRONMENTAL AND ENERGY IMPACTS

Transportation improvements in the corridor must be balanced among modes, as noted above, and must also consider potential environmental, energy, social, and economic impacts. According to the OTP, the design, construction and operation of the transportation system should "positively affect both the natural and built environment...where adverse affects can not be avoided, minimize or mitigate their affect on the environment."

Scenic Resources

Many areas of the Cannon Beach Junction - Portland corridor are scenic, and are appreciated as such in local and regional plans. The Washington County Comprehensive Plan designates US 26 as a Scenic Route from the

UGB to the County line. This means that the highway is an "excellent scenic road which offers a vista of the Tualatin Valley and the Cascade Mountains." The highway beyond the county line to Cannon Beach Junction continues through a forested corridor for most of the route. In the Region 2040 Plan, the section from the Portland UGB to North Plains is a "Green Corridor" connecting the Metro UGB to North Plain's UGB.

F.1 Investigate the desirability of seeking federal designation of the rural portion of the corridor as a Scenic Byway.

F.2 Investigate the need for additional roadside turnouts at scenic viewpoints and seek to maximize access safety at scenic viewpoints.

F.3 Discourage siting of additional, and replacement of existing, billboards. Investigate alternatives, e.g. Oregon Tourism Alliance travel information program.

F.4 Pursue provisions to protect and create scenic vistas, such as vegetation management measures to replace or mitigate vegetation lost to timber harvest or to transportation system projects.

F.5 Create vegetation buffers to reduce the potential for slides and erosion.

F.6 Improve directional signing for existing attractions.

F.7 Improve screening of ODOT maintenance/storage areas.

Natural Resources

Oregon's Statewide Planning Goal Five (see Appendix), implemented through local comprehensive plans, is to conserve open space and preserve natural and scenic resources. Other state and federal requirements also protect wetlands and threatened and endangered species.

Natural resource areas and wildlife habitat areas exist throughout the corridor. Wetlands and wildlife habitat are associated with several creeks along the corridor. The Necanicum River runs along the highway beginning near the OR 53 Junction, and provides habitat for various types of fish and other wildlife and anadromous fish. In the urban area, the Sunset Canyon is an important wildlife habitat, composed of a coniferous and mixed forest. There are no known threatened and endangered plant or wildlife species in the corridor.

F.8 To the extent possible, avoid or minimize impacts to Goal 5 resources during construction and maintenance activities.

F.9 Mitigate unavoidable Goal 5 impacts of transportation system improvements during construction.

F.10 Minimize impacts from the transportation system, particularly local roads connecting to US 26, on wildlife migration routes.

F.11 Develop strategies to facilitate the safe movement of wildlife across highways and the maintenance of their forage base and habitats.

F.12 Include mitigation of prior adverse impacts to habitat in the design of new improvement projects.

F.13 Provide adequate signage of designated big game viewing areas.

Air Quality

The urban areas of the Cannon Beach - Portland corridor are subject to a number of air quality standards. The Oregon Benchmarks, adopted by the state legislature in 1994, call for all areas of the state to meet state and federal ambient air quality standards by 2010. The TPR also mandates a reduction in vehicle miles traveled per capita in the Portland metropolitan area, an EPA-designated non-attainment area for air quality. In addition, the federal Clean Air Act requires states with areas exceeding the standards for air pollutants to develop pollutant-reduction plans to meet the standards. The Oregon Department of Environmental Quality (DEQ) is developing maintenance plans for the Portland nonattainment areas. Transportation activities that are regionally significant or subject to approval or by a federal agency must conform to the plan and cannot cause or contribute to a new violation of any standard, increase the frequency or severity of any existing violation, or delay timely attainment of any standard or any required interim emission reductions or milestones in any area.

F.14 Institute measures to reduce vehicle-miles-traveled (VMT) per capita and congestion, particularly within the Portland airshed, to achieve Oregon Benchmarks and state and federal air quality standards.

F.15 Use construction techniques that minimize negative air quality impacts.

F.16 Implement automated traffic management system techniques (ATMS) to minimize congestion and air pollutant emissions.

Water Quality/Quantity

Transportation facilities affect water quality principally through the pollutant loading in surface runoff from paved surfaces. There is also the potential for contamination of ground water within the corridor from accidental spills of motor vehicle fuels or hazardous or toxic cargoes. In addition, past projects have reduced the number and quality of wetlands, which play an important role in maintaining the quality of surface waters. US 26 crosses several streams and runs parallel to the Nehalem and Necanicum Rivers. Roadway projects and maintenance activities can directly impact these waterways. The Necanicum River is a source of drinking water for the Cannon Beach/Seaside area. "Soft" soils west of the Coast Range has necessitated that most creeks be culverted under the highway.

F.17 Design roadway improvements and other facilities to minimize and treat surface run-off.

F.18 To the extent possible, avoid or minimize transportation system improvement impacts to Goal 5 resources during construction and maintenance activities and mitigate unavoidable impacts.

F.19 Design new improvements and retrofit existing transportation improvements to encourage the conservation, restoration, and protection of coastal salmon habitat.

Energy Conservation

The OTP mandates minimizing transportation-related energy consumption through improved vehicle efficiencies, use of clean burning motor fuels, and increased use of fuel efficient modes which may include railroads, transit, carpools, vanpools, bicycles and walking. In the rural portion of the corridor, there are currently few alternative modes to the auto available. In the urban portion of the corridor, on the other hand, a wide variety of modes are available for use, providing the opportunity for selecting an energy efficient mode of travel.

(Note: Energy consumption would be reduced by many of the proposed objectives in this document, particularly those related to promoting increased use of transportation demand management and alternative transportation modes.)

F.20 Promote energy conservation through the use of fuel-efficient modes of travel, improving vehicle efficiencies, and providing alternative fueling sites.

F.21 Encourage energy conservation through design, construction, and operation of transportation facilities.

G. SOCIAL AND LAND USE IMPACTS

Transportation projects impact the built environment and the population of communities within a corridor. Corridor planning must strive to balance the expansion of transportation facilities with the protection of social, cultural and environmental resources. The OTP goal is to "develop a multimodal transportation system that provides access to the entire state, supports acknowledged comprehensive land use plans, is sensitive to regional differences, and supports livability in urban and rural areas."

Effects on Community Livability

The communities in the corridor vary from residential neighborhoods in the urban area, to small unincorporated communities, such as Elsie and Manning, in the rural area. There are also pockets of rural residential development throughout the rural portion of the corridor. In the central portion of the corridor, the highway passes through a number of Forest Waysides, and it also provides access to recreational and scenic areas.

G.1 Design transportation system improvements to preserve the livability of the communities within the corridor and to avoid, minimize or mitigate impacts to sensitive cultural resources and other community resources.

G.2 Improve pedestrian crossing opportunities, particularly in rural community centers to reduce the "barrier" effect of the roadway and to foster good pedestrian connections between both sides of the road.

G.3 Consult with Native American Tribes, state agencies, and local governments concerning the presence of significant cultural resources and uses.

G.4 Retain the spring-fed water fountains west of the Sunset Safety Rest Area.

G.5 Relocate the Joseph L. Meek historic marker off of US 26 to Jackson School Road.

G.6 Investigate traffic management measures such as reducing speed limits to promote the livability or rural communities through which US 26 passes.

Land Use Impacts

Land use patterns affect the demands placed on the highway. Land uses in the corridor include urban and rural uses. Outside the UGB, land uses are predominantly forest and agricultural. There are several small communities and scattered residential and commercial development either adjacent to US 26 or dependent upon the highway for access. Within the Metro UGB, existing land uses are a mix of residential and commercial nodes around interchanges and industrial park uses. Future land uses include nodes of mixed use development, called Town Centers, at the Highway 217, Murray, and 185th Interchanges on US 26.

G.7 Ensure that city and county comprehensive plans, zoning ordinances and local and regional transportation system plans achieve Corridor Strategy objectives.

G.8 Encourage transportation-efficient land use patterns that reduce vehicle-miles-traveled (VMT) per capita and promote a live-work balance. Take advantage of the multi-modal capabilities/capacities of the corridor to promote development that is not solely auto/truck oriented.

G.9 Implement the Region 2040 Growth Concept to reduce reliance on SOV travel within the corridor.

G.10 Accommodate continued growth by constructing alternative local transportation routes.

G.11 Utilize access management to minimize any negative impacts of new development on US 26.

G.12 Preserve the rural character of that portion of the corridor outside UGBs.

G.13 Limit additional commercial and residential land use designations along the corridor outside UGBs to designated rural community centers.

G.14 Implement land use regulations to protect against land use encroachments adjacent to general aviation airports.

G.15 Design highway improvements to limit adverse land use impacts, consistent with the TPR and local land use regulations.

H. ECONOMIC IMPACTS

Transportation systems can have a significant positive or negative economic impact. New transportation services, as well as transportation system improvements, can act as a catalyst for the siting of new businesses and the creations of jobs and for promoting access to tourism opportunities. The OTP goal is to "promote the expansion and diversity of the economy through the efficient and effective movement of goods, services, and passengers in a safe, energy efficient, and environmentally sound manner."

Economic Development

The economy of the corridor is, for the most part, the economy of the Portland Metropolitan Area. Outside of the UGB, the economy is based on agricultural and forest products, tourism, and recreational travel. The east end of the corridor includes the fastest growing economic submarket in the Portland region. The economy is diverse, and the high tech industry, which is focused along the US 26 corridor, plays a large part in the local economy.

H.1 Balance investments in the transportation system between regional transportation needs and the transportation needs of individual businesses to facilitate business expansion.
H.2 Improve access to industrial and commercial users by improving the local street network.
H.3 Encourage projects which are compatible with the development of ecotourism.

Recreation Opportunities

US 26 is a prime route for access to the Oregon coast and campgrounds and rivers along the highway in the Coast Range. There are parks throughout the corridor, from Washington Park and Zoo at the eastern end to Saddle Mountain State Park and several county parks in the western end. Some of the parks have campgrounds and have hiking trails and picnic facilities. There are also numerous informal hiking trails scattered along the highway. Both the Necanicum and the Nehalem Rivers run along the highway and offer fishing and boating resources, as well as more informal recreational activities.

H.4 Improve access to selected recreation areas based upon capacity and safety constraints.
H.5 Promote the development of limited additional developed recreational opportunities in the rural sections of the corridor.
H.6 Improve recreation/tourist-oriented directional signing.
H.7 In cooperation with the Oregon Department of Forestry (ODOF), implement the ODOF Recreation Plan and Interpretive Master Plan within the corridor.
H.8 Develop interpretive displays and trails at the Sunset Rest Area.
H.9 Promote the continuation of existing recreational air activities at North Plains and Cornelius airports.

I. MISCELLANEOUS

These objectives are either general in nature or do not fit easily into one of the other categories above.

I.1 Investigate alternative financing mechanisms for transportation improvements, including, but not limited to system development charges, congestion pricing/toll roads, and public-private partnerships.
I.2 Work with state agencies and local governments to provide rapid access to forest lands for fire protection.
I.3 Maintain a corridor-wide advisory group to assist ODOT in prioritizing transportation projects, reviewing transportation system plans for conformance with the Corridor Strategy, and assisting in preparing and updating the Corridor Plan, as needed.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 97-2529 FOR THE PURPOSE OF ENDORSING THE PHASE 1 INTERIM STRATEGY FOR THE U.S. 26 (PORTLAND TO CANNON BEACH) CORRIDOR

Date: June 18, 1997 Presented by: Andrew Cotugno

PROPOSED ACTION

This resolution endorses the Oregon Department of Transportation (ODOT) Portland to Cannon Beach Corridor (U.S. 26) Interim Corridor Strategy. With endorsement, the Metro Council and JPACT recognize the strategy as the guiding document for developing U.S. 26 corridor system recommendations in the *Regional Transportation Plan* (RTP) *Update, Phase II*.

Endorsement of the interim strategy also constitutes a recommendation that Metro pursue an agreement with ODOT, Washington County and the City of North Plains to protect a "green corridor" between the City and the Western Urban Growth Boundary to preserve the rural character lying between the two urban areas.

TPAC Recommendation

TPAC reviewed the Resolution and Staff Report and requested that the following advisory be included in the Staff Report for consideration by JPACT and ODOT. Strategy B.12 (page 13 of the Interim Strategy document (Exhibit A of the Resolution) directs that capacity of U.S. 26 within the urban portion of the corridor should be increased by capital improvements programmed in the current State Transportation Improvement Program (STIP). Unnumbered strategies following B.12 specify completion of capital improvements currently addressed in Metro's 1995 RTP but which do not appear in the STIP. While TPAC endorses the overall tenor of the Interim Strategy, capital improvement decisions within the urban portion of the corridor should continue to be defined within the system analysis provided in the RTP and within the context of MTIP/STIP development and approval. References following strategy B.12 to "develop" or "construct" projects should be interpreted as non-binding. While TPAC did not ultimately request revision of the Interim Strategy document (in light of its prior endorsement by numerous other local agencies), TPAC desired that the Staff Report strongly reflect a preference for terms such as "investigate" and "assess" with respect to these and all other currently unprogrammed urban area capital improvements referenced in the document. Upon subsequent update of both the RTP and STIP, the Interim Strategy endorsement of such projects will be considered.

JPACT reviewed the interim strategy for the U.S. 26 Corridor (Portland to Canon Beach) at its July 10, 1997 meeting and recommended approval of Resolution No. 97-2529.

FACTUAL BACKGROUND AND ANALYSIS

Corridor Strategy

In total, the corridor strategy identifies the basic function of the corridor, analyzes existing and forecast conditions, identifies issues and needs, provides extensive background information, and identifies a useful list of potential strategies for consideration in the development of TSPs within the corridor. The interim corridor strategy recommendations are identified in Chapter 6 of the corridor document. The interim strategy has been published as a separate document and is included as Exhibit A to the resolution.

The corridor strategy is a long-range (20-year) program for managing and improving transportation facilities and services to meet the needs for moving people and goods on U.S. 26 between Portland and Cannon Beach and destinations in between. A key element of the strategy is consideration of the linkage between land use and transportation needs in the corridor. The corridor strategy will serve as the basis for selection of priority corridor management techniques, capacity improvement projects and implementation of new or expanded transportation services.

Specific objectives were developed for all modes of transportation in the corridor based upon issues identified by local and regional governments in the corridor, interest groups, and the general public. Objectives address the corridor as a whole as well as major rural and urban segments of the corridor. Site-specific decisions will be made during preparation of transportation system plans (TSPs) now in preparation by local governments. The corridor strategy is interim in light of further refinement expected during TSP development including adoption of Metro's RTP with associated revision of system performance and accessibility standards.

Process

The corridor planning process involves four phases: Phase 1 - Develop Interim Corridor Strategy; Phase 2 - Produce Corridor Plan; Phase 3 - Refinement Planning for key sites; and Phase 4 - Implementation of Projects and Programs. Agencies and jurisdictions participating in the corridor study as part of the technical and policy committees included ODOT Region 1 and Region 2; Metro; Tri-Met; the ports of Portland and Tillamook Bay; Multnomah, Washington and Clatsop Counties; the cities of Portland, Beaverton, Hillsboro, Forest Grove, Cornelius, North Plains, Banks, Vernonia, Cannon Beach, Seaside and Gearhart; the Oregon Department of Land Conservation and Development; and the Oregon Department of Forestry.

An extensive public involvement program was held as part of the corridor planning process. This included public meetings, direct

mailings soliciting input, and print and electronic media coverage. The public outreach was used to identify needs and issues in the interim strategy document and to provide comments to ODOT. Federal and state agencies, tribal representatives, and transportation service providers are participating on a continuing statewide agency coordinating committee to help facilitate the interim strategy.

Key Findings of Interim Strategy

The corridor strategy for U.S. 26 and adjacent arterial and light rail facilities consists of a series of actions that will enhance the corridor's ability to serve commute, recreational and freight travel between Cannon Beach and Portland. The interim strategy identifies numerous objectives that relate to the corridor's accommodation of multiple modes and occasionally conflicting functions. Throughout these objectives though are reflected several themes that essentially summarize the interim strategy's numerous recommendations. These are:

1. Allocate state resources according to the following priorities:

   - maintain existing facility in safe, functional condition
   - preserve roadway by investing in needed reconstruction
   - manage all corridor facilities to optimize existing capacity
   - prioritize needed safety improvements
   - support projects important for economic development, emphasizing recreation and tourism

2. Design Metro area facilities to accommodate planned land uses per the Region 2040 Growth Concept.

3. Limited expansion of highway capacity within the Metro UGB.

4. No capacity expansion outside the UGB.

5. Target operational improvements outside the UGB to address safety needs.

6. Rely on light rail and other transit to absorb a portion of expected travel demand increases.

7. Increase reliance on parallel routes for intra-city trips.

8. Rely on local access management and circulation plans to relieve localized congestion problems.

9. Increase freight movement by rail and air.

10. Apply restrictive access management standards consistent with planned land use.

11. Promote transportation efficient land use patterns that reduce per capita VMT.

The strategy objectives promote transportation demand management (TDM) and transportation system management (TSM) strategies as the first course in addressing future needs in the corridor. These TDM and TSM strategies include the development of support facilities for transit, carpooling, and other nonmotorized modes, as well as retaining corridor railroad facilities as an effective means of freight transport (especially timber) and potential use for commuter rail service.

The report recommends improvements to frequency and character of transit services, including enhanced neighborhood/demand-responsive bus service, feeder service to light rail and creation of urban-to-coastal recreation area service within the corridor and to PDX. In the urban portion of the corridor, the strategy recommends development and implementation of interchange access management plans focused on balancing access needs of town center development designated adjacent to several of the U.S. 26 interchanges in Washington County, with maintenance of interchange functionality. Improvement of traffic flow and capacity improvements are recommended within the corridor only in balance with aggressive implementation of TSM, TDM goals, promotion of nonmotorized alternative travel modes, and other community livability objectives.

No capacity improvements beyond those currently programmed in the STIP are assumed. The question of how much widening of U.S. 26 should even be programmed beyond currently approved projects, and especially beyond Murray Boulevard, is recommended for further analysis as is the question of building a grade-separated interchange at Jackson School Road outside the Urban Growth Boundary. Several proposals to construct passing lanes and to improve geometry are endorsed for rural portions of the corridor. No general purpose capacity expansion is endorsed for any portion of the corridor beyond those projects currently programmed in the STIP.

The resolution recognizes that development of the corridor plan in Phase 2 must be coordinated with the RTP Update and reflect consistency with new performance measures and levels of service (LOS) adopted as part of the RTP. In addition, it acknowledges that Metro should pursue a green corridor agreement with ODOT, Washington County and the City of North Plains in the corridor.

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