BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING ALTERNATIVES FOR EVALUATION IN THE DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS) PHASE OF THE WESTERN BYPASS STUDY	)))))	RESOLUTION NO. 92-1706 Introduced by Councilor Richard Devlin

WHEREAS, The Metropolitan Service District (Metro) is a signatory to the Western Bypass Study Planning Coordination Agreement to seek solutions to north-south and circumferential travel congestion in southeast Washington County; and

WHEREAS, The Coordination Agreement, as amended by Resolution No. 92-1550 commits the Joint Policy Advisory Committee on Transportation (JPACT) and Metro to consider the Oregon Department of Transportation (ODOT) recommendation on the alternatives to be evaluated in the Draft Environmental Impact Statement; and

WHEREAS, ODOT has evaluated six strategies plus the LUTRAQ alternative; and

WHEREAS, ODOT has recommended the inclusion of the LUTRAQ alternative along with four other alternatives developed from the strategy analysis; now, therefore,

BE IT RESOLVED,

1. That the five alternatives recommended by ODOT and its Technical, Citizens and Steering Committees, and described in the "Evaluation of Alternatives Evaluation Summary" dated October 5, 1992 and included as Exhibit A, namely: the No-Build, the Planned Projects/TSM, the LUTRAQ, the Arterials Expansion/HOV Express and the Bypass Alternatives, be carried forward for analysis in the Draft Environmental Impact Statement.

2. That no element of any of the alternatives be included in such a way as to preclude the eventual inclusion of LRT as the Highway 217 High-Capacity Transit element at a later date.

3. That further consideration be given to financing the major elements of the alternatives.

4. That further evaluation of components related to parking charges, dial-a-ride transit, and transit fare subsidy be reflected in the DEIS.

ADOPTED by the Council of the Metropolitan Service District this 22nd day of December, 1992.

Jim Gardner, Presiding Officer

TKL:lmk
92-1706.RES
11-2-92

EXHIBIT "A"

WESTERN BYPASS STUDY

Oregon Department of Transportation

RECOMMENDED WESTERN BYPASS STUDY ALTERNATIVES FOR THE DRAFT ENVIRONMENTAL IMPACT STATEMENT OCTOBER 5, 1992

INTRODUCTION

We are at a decision point in the Western Bypass Study process, at the end of the evaluation of alternatives phase. The purpose of this phase has been to identify a range of viable alternatives for further analysis in the DEIS. Viability has been tested based on the performance of the alternatives with transportation-related evaluation criteria. In the DEIS additional study will be completed to show how well these alternatives perform with environmental criteria.

It is important that a range of alternatives be carried into the DEIS, so that the viability of different alternative solutions, both inside (urban) and outside (rural) the Urban Growth Boundary, can be identified and evaluated relative to one another. Documenting these impacts will provide decision-makers the information to make an informed decision.

Further refinements to the three WBS build alternatives resulting from this summer's Open Houses and the last series of committee meetings have been identified by the study team. A brief description of these modifications as well as refinements to the LUTRAQ alternative are identified in the description of alternatives under the following recommendation.

RECOMMENDATION

We recommend that the following five alternatives be carried forward into the DEIS phase of this study for the purpose of analyzing a broad range of alternatives and documenting their associated impacts. They represent a viable range of alternatives with reasonable transportation performances because each one performs better than the No-Build Alternative for all transportation-related evaluation criteria in this study. Each of these alternatives is different in its approach to meeting the study objectives, and would result in distinct impacts if implemented. Endorsement of this recommendation by committee members represents consensus for further study, and is not a decision for approval of any alternative or element of it for implementation.

Description of Alternatives

No-Build Alternative

This is the baseline alternative to which the build alternatives will be compared in the DEIS. It consists of transportation projects and services that are funded and committed for implementation in the region. These include a variety of roadway projects, Westside Light Rail Transit (LRT) to 185th Avenue, and an expanded feeder bus network in support of the light rail service. These projects, along with the 1988 existing system, will form the base transportation system for year 2010. The elements of the No-Build Alternative are included in all proposed build alternatives, described below.

Planned Projects/Transportation System Management (TSM) Alternative

The TSM Alternative includes all of the projects in the No-Build Alternative plus those planned projects without secured funding which expand the capacity of the existing transportation system. Such projects are included in existing jurisdictional, Tri-Met, and ODOT plans. Among the improvements are the extension of Westside LRT from 185th Avenue to Hillsboro, expansion of Highway 217 to three lanes in each direction, extension of Beef Bend Road to Elsner Road, extension of Murray Boulevard as a three-lane collector to Highway 99W, and various other roadway and intersection improvements.

The TSM Alternative includes a Transportation Demand Management (TDM) program aimed at reducing single-occupancy vehicle trips and maximizing transit ridership through parking charges and transit subsidies. This Alternative also includes Demand Responsive Transit (DRT) which provides transit service to riders when and where it is needed through a call-in "dial-a-ride" service (see attached TDM and DRT descriptions).

All of the elements of the TSM Alternative will be included in the Arterial Expansion/HOV Express Alternative and the Bypass Alternative. Some of the elements of the TSM Alternative will be included in the LUTRAQ Alternative.

Proposed Modeling Modifications - TSM Alternative:

- Schools Ferry Road - 121st Avenue to Hwy 217: Modify roadway capacity to reflect 7-lane section.
- Baseline Road - 158th Avenue to 185th Avenue: Modify roadway capacity to reflect 5-lane section.
- Express Bus/Feeder Network (HCT): Add transit service as currently included in the Arterial Expansion Alternative.

Arterial Expansion/High Occupancy Vehicle Express Alternative

This alternative is proposed as a means to complete or expand certain elements of the existing north-south and circumferential roadway system. It includes expanding Highway 217 to four lanes in each direction with one lane in each direction utilized for express travel, including buses. There would also be expanded local and feeder bus service. Roadway improvements would include additional lanes on 216th and 219th Avenues, extension of Murray Boulevard to I-5, and an expressway from I-5 to Highway 99W in the Tualatin area.

This alternative also includes all the improvements in the No-Build and TSM Alternatives.

Proposed Modeling Modifications - Arterial Expansion/HOV Express Alternative:

- Roadway modifications: Add capacity improvements as noted for the TSM Alternative.
- Highway 99W - Durham Road to Commercial Street: Modify roadway capacity to more accurately reflect the proposed 6-lane section.
- Demand Responsive Transit: Add service as included in the TSM Alternative.

Bypass Alternative

This alternative includes a new four-lane, limited access highway between I-5 and Highway 26, from the Tualatin area to the Hillsboro area. Other improvements include expansion of Highway 217 with preferential treatment for high-occupancy vehicles (HOVs) and transit. Expanded local, feeder, and express bus service would be focused in the Highway 217 corridor.
This alternative also includes all the improvements in the No-Build and TSM Alternatives.

Proposed Modeling Modifications - Bypass Alternative:

- Highway 99W - Durham Road to Commercial Street: modify roadway capacity to more accurately reflect the proposed 6-lane section.
- Demand Responsive Transit (DRT): Add service as included in the TSM Alternative.

LUTRAQ Alternative

The LUTRAQ Alternative includes three primary components. First, the alternative focuses the higher density land uses projected for the study area into transit corridors. These land uses are moderate in density, mixed use in nature, and designed for transit, pedestrian, and bicycle transportation, as well as for automobile use.

Second, the alternative includes a number of transportation improvements. On the transit side the LUTRAQ Alternative includes light rail in the Westside corridor to downtown Hillsboro, in the Barbur corridor to Tigard, in the Willamette Shores corridor to Lake Oswego and Tualatin, and in the 217 corridor from Beaverton to Tualatin. It includes express bus service from Forest Grove to the Beaverton Transit Center (TC), from Sherwood to the Tualatin light rail station, from Scholls Ferry Rd. at Murray Blvd. to the Beaverton TC, and from the Bethany area to the Sunset TC (Peterkort). There would also be expanded local and feeder bus service. LUTRAQ also includes, in the corridors that would be served by fixed route transit, the construction of bicycle and pedestrian improvements such as sidewalks, bicycle lanes, and roadway crossings.

Third, the LUTRAQ alternative includes the transportation demand management (TDM) program developed by the Western Bypass Study process (see attached TDM description).

This alternative also includes all of the improvements in the No-Build Alternative.

Proposed Modeling Modifications - LUTRAQ Alternative:

- Demand Responsive Transit (DRT): Add service as included in the TSM Alternative (see attached DRT description).

A series of roadway improvements selected from the TSM Alternative:

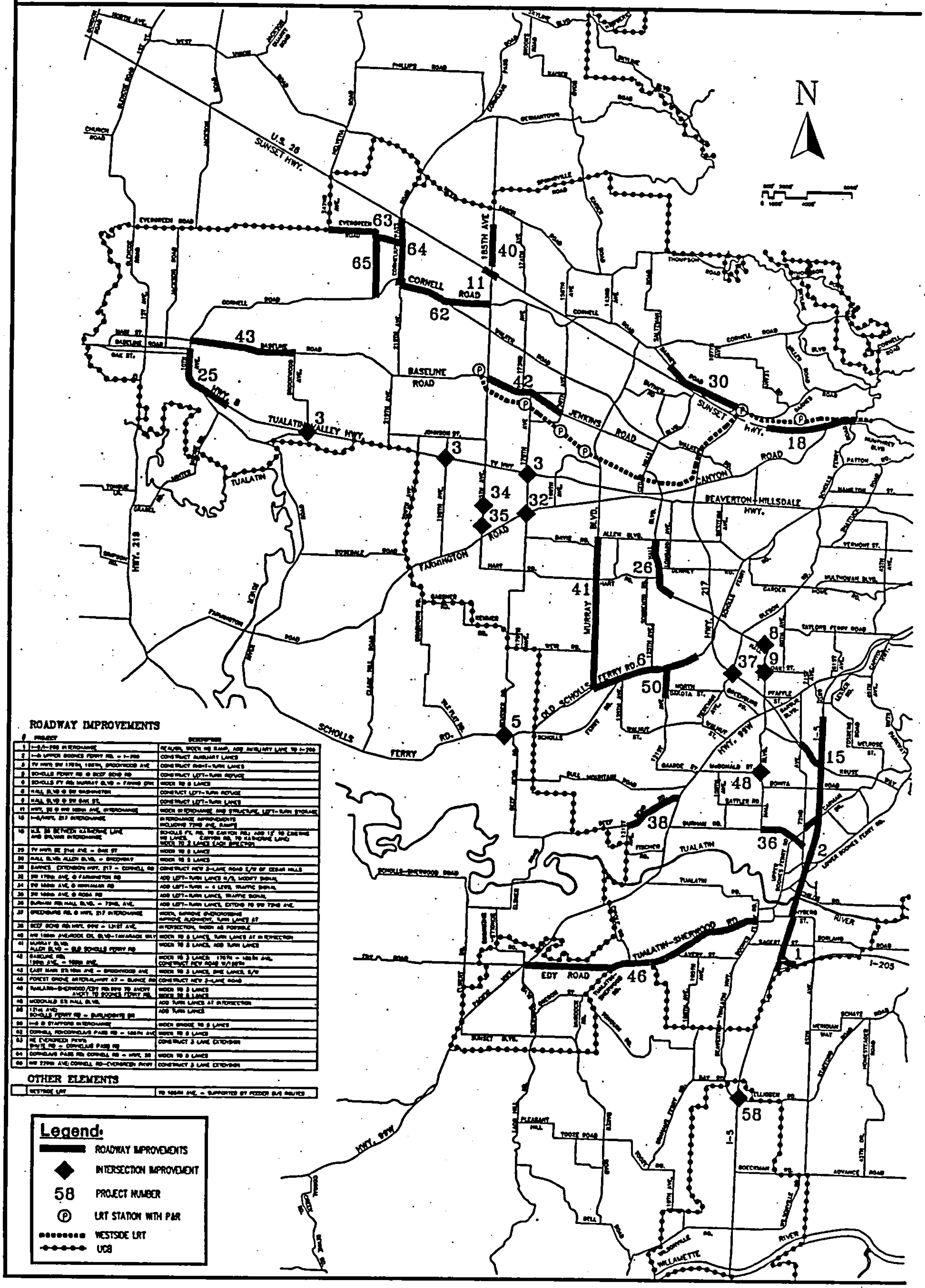
• Highway 26	Widen to 6 lanes between Hwy 217 and Cornellus Pass; Add a lane in each direction between Katherine Lane and Hwy217; Improve interchange with Jackson Road;
• Highway 99W	Widen to 6 lanes between Pfaffle and Commercial;
• Highway 217	Add one additional through lane and one additional collector/distributor road southbound and one additional through lane northbound between Hwy 26 and TV Highway; Widen to 6 lanes between TV Highway and 72nd; Add ramp metering between Hwy 26 and Scholls Ferry;
• TV Highway	Various intersection improvements;
• Farmington Road	Widen to four lanes between 149th and 209th;
• Tualatin Road	Widen to three lanes between 99W and Upper Boones Ferry;
• Durham Road	Widen to three lanes between 99W and Hall;
• McDonald St.	Widen to three lanes between 99W and 97th;
• Gaarde Street	Widen to three lanes between 121st and 99W.

NO-BUILD ALTERNATIVE

October, 1992

WESTERN BYPASS STUDY

PARSONS BRINCKERHOFF



ROADWAY IMPROVEMENTS

#	PROJECT	DESCRIPTION
1	I-5/I-205 INTERCHANGE	REALIGN, WIDEN NB RAMP, ADD AUXILIARY LANE TO I-205
2	I-5: UPPER BOONES FERRY RD. – I-205	CONSTRUCT AUXILIARY LANES
3	TV HWY: SW 170TH, 185TH, BROOKWOOD AVE	CONSTRUCT RIGHT-TURN LANES
5	SCHOLLS FERRY RD @ BEEF BEND RD	CONSTRUCT LEFT-TURN REFUGE
6	SCHOLLS FY RD: MURRAY BLVD – FANNO CRK	WIDEN TO 5 LANES
8	HALL BLVD @ SW WASHINGTON	CONSTRUCT LEFT-TURN REFUGE
9	HALL BLVD @ SW OAK ST.	CONSTRUCT LEFT-TURN LANES
11	HWY. 26 @ NW 185TH AVE. INTERCHANGE	WIDEN INTERCHANGE AND STRUCTURE, LEFT-TURN STORAGE
15	I-5/HWY. 217 INTERCHANGE	INTERCHANGE IMPROVEMENTS INCLUDING 72ND AVE. RAMPS
18	U.S. 26 BETWEEN [illegible] LANE AND SYLVAN INTERCHANGE	SCHOLLS FY. RD. TO CANYON RD.: ADD 12' TO EXISTING WB LANES. CANYON RD. TO [illegible] LANE: WIDEN TO 3 LANES EACH DIRECTION
25	TV HWY: SE 21ST AVE – OAK ST	WIDEN TO 5 LANES
26	HALL BLVD: ALLEN BLVD. – GREENWAY	WIDEN TO 5 LANES
30	BARNES EXTENSION: HWY. 217 – CORNELL RD	CONSTRUCT NEW 3-LANE ROAD E/W OF CEDAR HILLS
32	SW 170TH AVE. @ FARMINGTON RD	ADD LEFT-TURN LANES N/S, MODIFY SIGNAL
34	SW 185TH AVE. @ KINNAMAN RD	ADD LEFT-TURN – 4 LEGS, TRAFFIC SIGNAL
35	SW 185TH AVE. @ ROSA RD	ADD LEFT-TURN LANES, TRAFFIC SIGNAL
36	DURHAM RD: HALL BLVD. – 72ND. AVE.	ADD LEFT-TURN LANES, EXTEND TO SW 72ND AVE.
37	GREENBURG RD. @ HWY. 217 INTERCHANGE	WIDEN, IMPROVE OVERCROSSING IMPROVE ALIGNMENT, TURN LANES AT
38	BEEF BEND RD: HWY. 99W – 131ST AVE.	INTERSECTION, WIDEN AS POSSIBLE
40	NW 185TH AVE: ROCK CK. BLVD–TAMARACK WAY	WIDEN TO 5 LANES, TURN LANES AT INTERSECTION
41	MURRAY BLVD. ALLEN BLVD – OLD SCHOLLS FERRY RD	WIDEN TO 5 LANES, ADD TURN LANES
42	BASELINE RD. 158TH AVE. – 185TH AVE.	WIDEN TO 3 LANES: 170TH – 185TH AVE. CONSTRUCT NEW ROAD W/185TH
43	EAST MAIN ST: 10TH AVE – BROOKWOOD AVE	WIDEN TO 3 LANES, BIKE LANES, S/W
45	FOREST GROVE ARTERIAL/HWY 47 – [illegible] RD	CONSTRUCT NEW 3-LANE ROAD
46	TUALATIN-SHERWOOD/EDY RD: 99W TO AVERY AVERY TO BOONES FERRY RD.	WIDEN TO 3 LANES WIDEN TO 5 LANES
48	McDONALD ST: HALL BLVD.	ADD TURN LANES AT INTERSECTION
50	121st AVE: SCHOLLS FERRY RD – [illegible]	ADD TURN LANES
58	I-5 @ STAFFORD INTERCHANGE	WIDEN BRIDGE TO 5 LANES
62	CORNELL RD: CORNELIUS PASS RD – 185TH AVE	WIDEN TO 5 LANES
63	NE EVERGREEN PKWY: SHUTE RD – CORNELIUS PASS RD	CONSTRUCT 3 LANE EXTENSION
64	CORNELIUS PASS RD: CORNELL RD – HWY. 26	WIDEN TO 5 LANES
65	NW 229TH AVE: CORNELL RD–EVERGREEN PKWY	CONSTRUCT 3 LANE EXTENSION

OTHER ELEMENTS

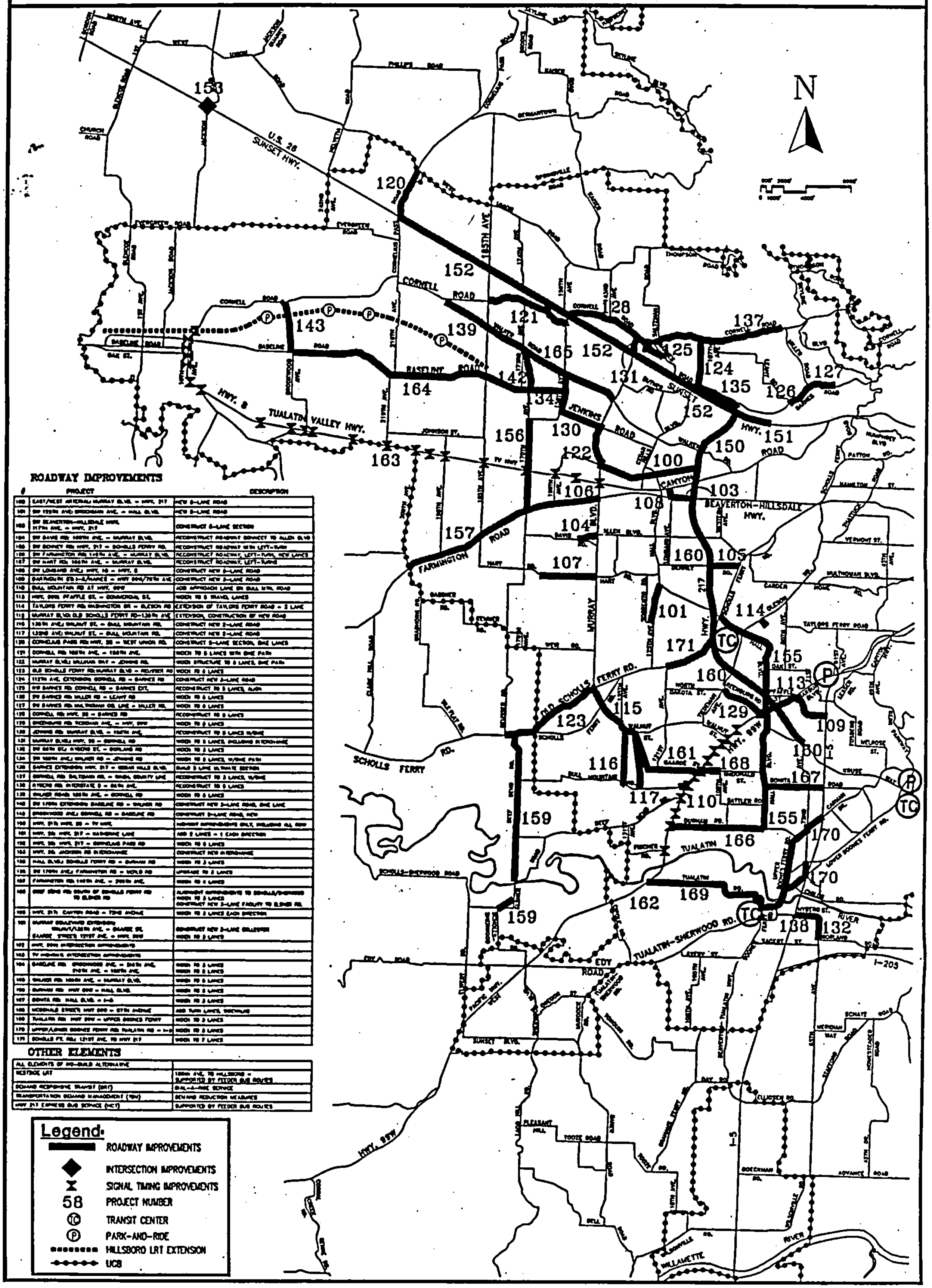
	WESTSIDE LRT	TO 185TH AVE. – SUPPORTED BY FEEDER BUS ROUTES

TRANSPORTATION SYSTEM MANAGEMENT (TSM)/ PLANNED PROJECTS ALTERNATIVE

October, 1992

WESTERN BYPASS STUDY

PARSONS BRINCKERHOFF



ROADWAY IMPROVEMENTS

#	PROJECT	DESCRIPTION
100	EAST/WEST ARTERIAL: MURRAY BLVD. – HWY. 217	NEW 5-LANE ROAD
101	SW 125TH AVE: BROCKMAN AVE. – HALL BLVD.	NEW 5-LANE ROAD
103	SW BEAVERTON-HILLSDALE HWY. 117TH AVE. – HWY. 217	CONSTRUCT 5-LANE SECTION
104	SW DAVIS RD: 160TH AVE. – MURRAY BLVD.	RECONSTRUCT ROADWAY CONNECT TO ALLEN BLVD
105	SW DENNEY RD: HWY. 217 – SCHOLLS FERRY RD.	RECONSTRUCT ROADWAY WITH LEFT-TURN
106	SW FARMINGTON RD: 140TH AVE. – MURRAY BLVD.	RECONSTRUCT ROADWAY, LEFT-TURN, NEW LANES
107	SW HART RD: 160TH AVE. – MURRAY BLVD.	RECONSTRUCT ROADWAY, LEFT-TURNS
108	SW LOMBARD AVE: HWY. 10 – HWY. 8	CONSTRUCT NEW 3-LANE ROAD
109	DARTMOUTH ST: I-5/HAINES – HWY 99W/79TH AVE	CONSTRUCT NEW 3-LANE ROAD
110	BULL MOUNTAIN RD AT HWY. 99W	ADD APPROACH LANE ON BULL MTN. ROAD
113	HWY. 99W: PFAFFLE ST. – COMMERCIAL ST.	WIDEN TO 6 TRAVEL LANES
114	TAYLORS FERRY RD: WASHINGTON DR – OLESON RD	EXTENSION OF TAYLORS FERRY ROAD – 2 LANE
115	MURRAY BLVD: OLD SCHOLLS FERRY RD–135TH AVE	EXTENSION, CONSTRUCTION OF NEW ROAD
116	135TH AVE: WALNUT ST. – BULL MOUNTAIN RD.	CONSTRUCT NEW 2-LANE ROAD
117	133RD AVE: WALNUT ST. – BULL MOUNTAIN RD.	CONSTRUCT NEW 2-LANE ROAD
120	CORNELIUS PASS RD: HWY. 26 – WEST UNION RD.	CONSTRUCT 5-LANE SECTION, BIKE LANES
121	CORNELL RD: 185TH AVE. – 158TH AVE.	WIDEN TO 5 LANES WITH BIKE PATH
122	MURRAY BLVD: MILLIKAN WAY – JENKINS RD.	WIDEN STRUCTURE TO 5 LANES, BIKE PATH
123	OLD SCHOLLS FERRY RD: MURRAY BLVD – REUSSER RD	WIDEN TO 5 LANES
124	113TH AVE. EXTENSION: CORNELL RD – BARNES RD	CONSTRUCT NEW 3-LANE ROAD
125	NW BARNES RD: CORNELL RD – BARNES EXT.	RECONSTRUCT TO 5 LANES, ALIGN
126	SW BARNES RD: MILLER RD – LEAHY RD	WIDEN TO 5 LANES
127	SW BARNES RD: MULTNOMAH CO. LINE – MILLER RD.	WIDEN TO 5 LANES
128	CORNELL RD: HWY. 26 – BARNES RD	RECONSTRUCT TO 5 LANES
129	GREENBURG RD: TIEDEMAN AVE. – HWY. 99W	WIDEN TO 5 LANES
130	JENKINS RD: MURRAY BLVD. – 158TH AVE.	RECONSTRUCT TO 5 LANES W/BIKE
131	MURRAY BLVD: HWY. 26 – CORNELL RD	WIDEN TO 5 LANES, INCLUDING INTERCHANGE
132	SW 65TH ST: NYBERG ST. – BORLAND RD	WIDEN TO 3 LANES
134	SW 158TH AVE: WALKER RD – JENKINS RD	WIDEN TO 5 LANES, W/BIKE PATH
135	BARNES EXTENSION: HWY. 217 – CEDAR HILLS BLVD.	BUILD 5 LANE ULTIMATE SECTION
137	CORNELL RD: SALTZMAN RD. – WASH. COUNTY LINE	RECONSTRUCT TO 3 LANES, W/BIKE
138	NYBERG RD: INTERSTATE 5 – 65TH AVE.	RECONSTRUCT TO 5 LANES
139	WALKER ROAD: 185TH AVE. – CORNELL RD	WIDEN TO 5 LANES
142	SW 170TH EXTENSION: BASELINE RD – WALKER RD	CONSTRUCT NEW 3-LANE ROAD, BIKE LANE
143	BROOKWOOD AVE: CORNELL RD – BASELINE RD	CONSTRUCT 3-LANE ROAD, NEW
150	HWY. 217: HWY. 26 – TV HWY.	HIGHWAY IMPROVEMENTS ONLY, INCLUDING ALL [illegible]
151	HWY. 26: HWY. 217 – [illegible] LANE	ADD 2 LANES – 1 EACH DIRECTION
152	HWY. 26: HWY. 217 – CORNELIUS PASS RD	WIDEN TO 6 LANES
153	HWY. 26: JACKSON RD INTERCHANGE	CONSTRUCT NEW INTERCHANGE
155	HALL BLVD: SCHOLLS FERRY RD – DURHAM RD	WIDEN TO 3 LANES
156	SW 170TH AVE: FARMINGTON RD – [illegible] RD	UPGRADE TO 3 LANES
157	FARMINGTON RD: 185TH AVE. – 209TH AVE.	WIDEN TO [illegible] LANES
159	ROY ROGERS RD: SOUTH OF SCHOLLS FERRY RD TO ELSNER RD	ALIGNMENT IMPROVEMENTS TO SCHOLLS/SHERWOOD; WIDEN TO 3 LANES; CONSTRUCT NEW 3-LANE FACILITY TO ELSNER RD.
160	HWY. 217: CANYON ROAD – 72ND AVENUE	WIDEN TO 3 LANES EACH DIRECTION
161	MURRAY BOULEVARD EXTENSION: WALNUT/135TH AVE. – GAARDE ST.; GAARDE STREET: 121ST AVE. – HWY. 99W	CONSTRUCT NEW 3-LANE COLLECTOR; WIDEN TO 3 LANES
162	HWY. 99W INTERSECTION IMPROVEMENTS	
163	TV HIGHWAY INTERSECTION IMPROVEMENTS	
164	BASELINE RD: BROOKWOOD AVE. – 231ST AVE.; 210TH AVE. – 185TH AVE.	WIDEN TO 5 LANES; WIDEN TO 5 LANES
165	WALKER RD: 158TH AVE. – MURRAY BLVD.	WIDEN TO 5 LANES
166	DURHAM RD: HWY 99W – HALL BLVD.	WIDEN TO 3 LANES
167	BONITA RD: HALL BLVD. – I-5	WIDEN TO 3 LANES
168	MCDONALD STREET: HWY 99W – 97TH AVENUE	ADD TURN LANES, SIDEWALKS
169	TUALATIN RD: HWY 99W – UPPER BOONES FERRY	WIDEN TO 3 LANES
170	UPPER/LOWER BOONES FERRY RD: TUALATIN RD – I-5	WIDEN TO 5 LANES
171	SCHOLLS FY. RD: 121ST AVE. TO HWY 217	WIDEN TO 7 LANES

OTHER ELEMENTS

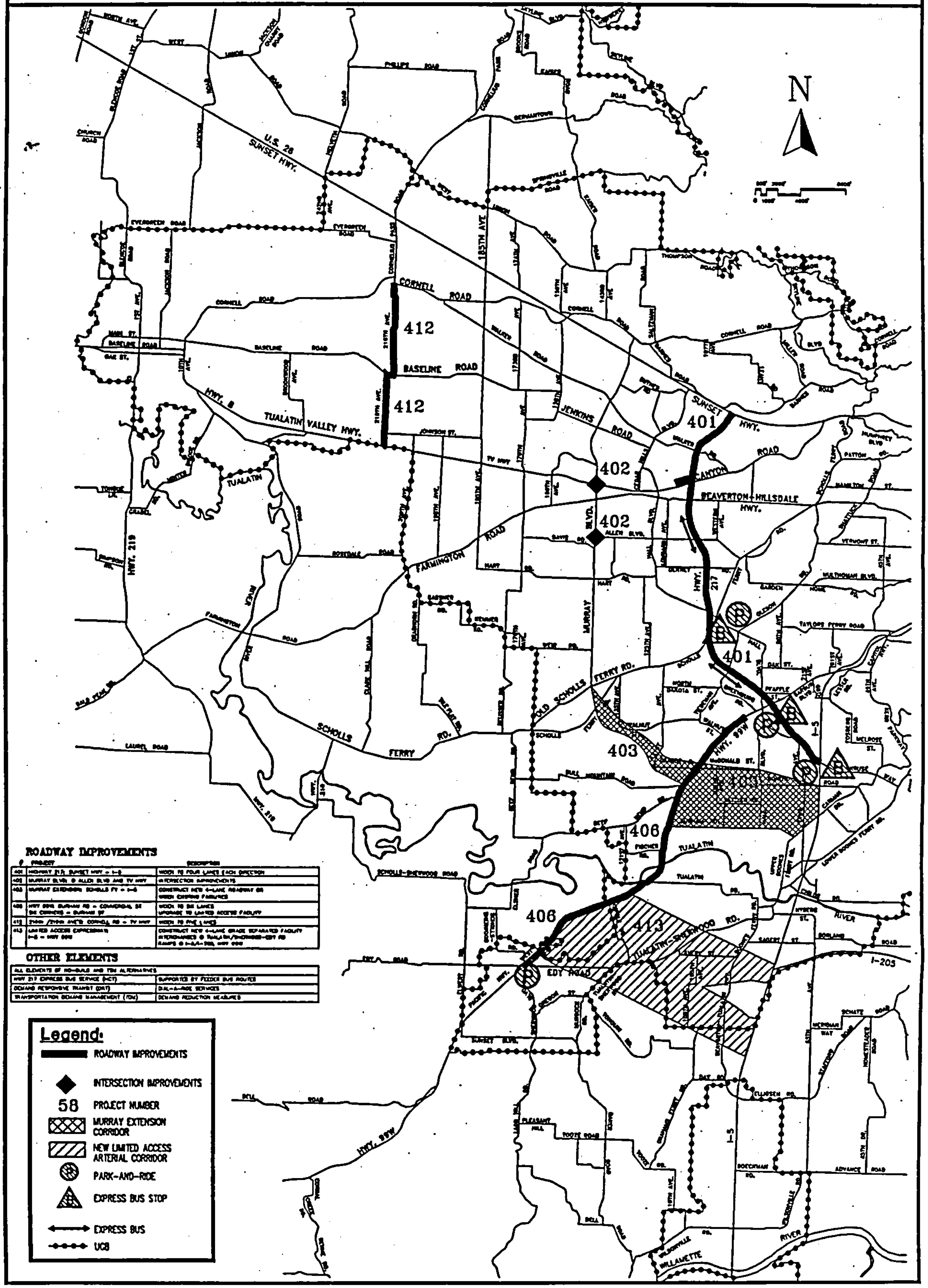
ALL ELEMENTS OF NO-BUILD ALTERNATIVE	
WESTSIDE LRT	185TH AVE. TO HILLSBORO – SUPPORTED BY FEEDER BUS ROUTES
DEMAND RESPONSIVE TRANSIT (DRT)	DIAL-A-RIDE SERVICE
TRANSPORTATION DEMAND MANAGEMENT (TDM)	DEMAND REDUCTION MEASURES
HWY 217 EXPRESS BUS SERVICE (HCT)	SUPPORTED BY FEEDER BUS ROUTES

ARTERIAL EXPANSION/
HIGH-OCCUPANCY VEHICLE (HOV)
EXPRESS ALTERNATIVE

October, 1992

WESTERN BYPASS STUDY

PARSONS BRINCKERHOFF



ROADWAY IMPROVEMENTS

#	PROJECT	DESCRIPTION
401	HIGHWAY 217: SUNSET HWY – I-5	WIDEN TO FOUR LANES EACH DIRECTION
402	MURRAY BLVD: @ ALLEN BLVD AND TV HWY	INTERSECTION IMPROVEMENTS
403	MURRAY EXTENSION: SCHOLLS FY – I-5	CONSTRUCT NEW 4-LANE ROADWAY OR WIDEN EXISTING FACILITIES
406	HWY 99W: DURHAM RD – COMMERCIAL ST SIX CORNERS – DURHAM ST	WIDEN TO SIX LANES UPGRADE TO LIMITED ACCESS FACILITY
412	216TH/219TH AVE'S: CORNELL RD – TV HWY	WIDEN TO FIVE LANES
413	LIMITED ACCESS EXPRESSWAY I-5 – HWY 99W	CONSTRUCT NEW 4-LANE GRADE SEPARATED FACILITY INTERCHANGES @ TUALATIN/SHERWOOD-EDY RD RAMPS @ I-5/I-205, HWY 99W

OTHER ELEMENTS

ALL ELEMENTS OF NO-BUILD AND TSM ALTERNATIVES	
HWY 217 EXPRESS BUS SERVICE (HCT)	SUPPORTED BY FEEDER BUS ROUTES
DEMAND RESPONSIVE TRANSIT (DRT)	DIAL-A-RIDE SERVICES
TRANSPORTATION DEMAND MANAGEMENT (TDM)	DEMAND REDUCTION MEASURES

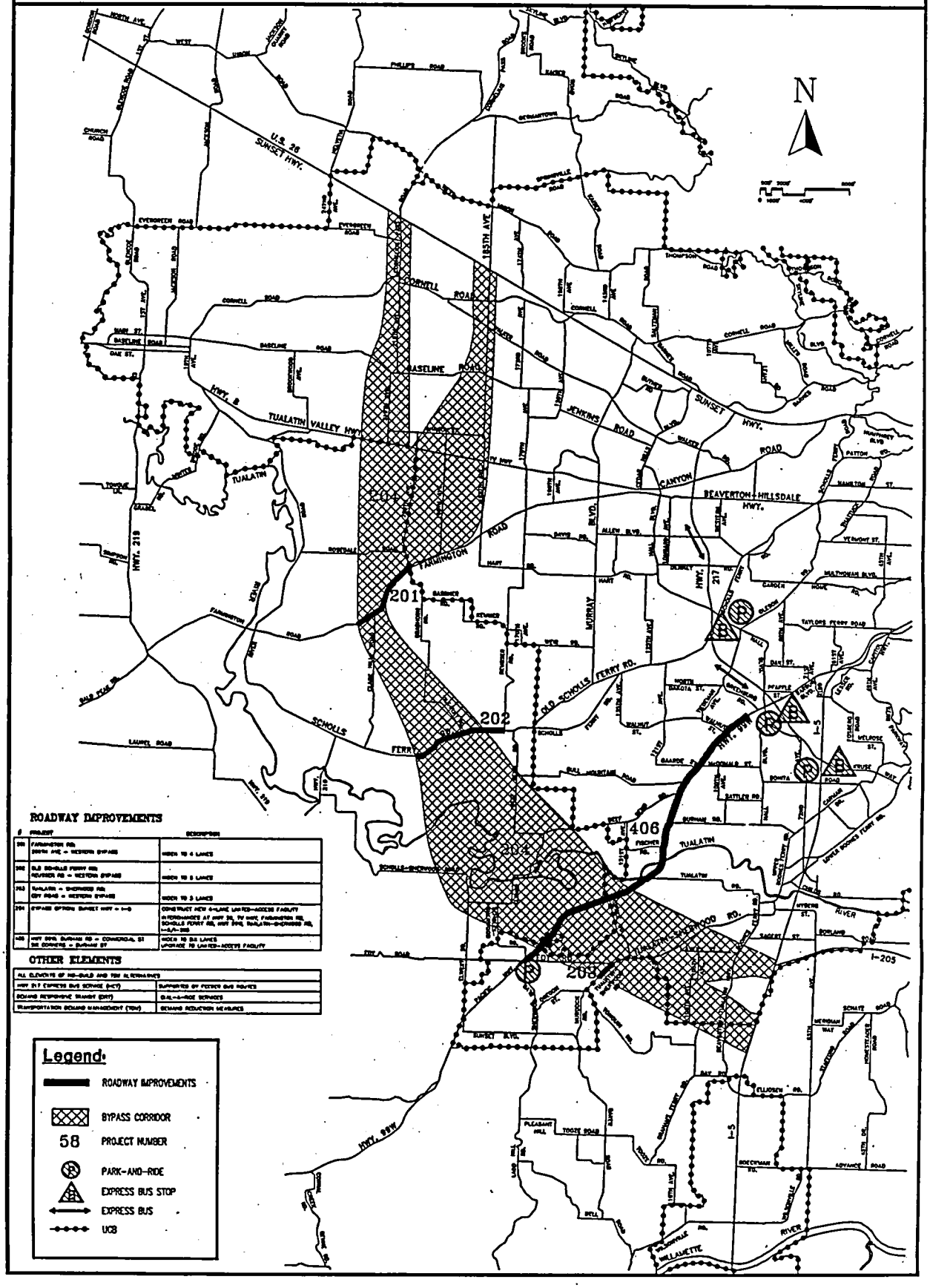
BYPASS ALTERNATIVE

October, 1992

WESTERN BYPASS STUDY

Oregon Department of Transportation

PARSONS BRINCKERHOFF

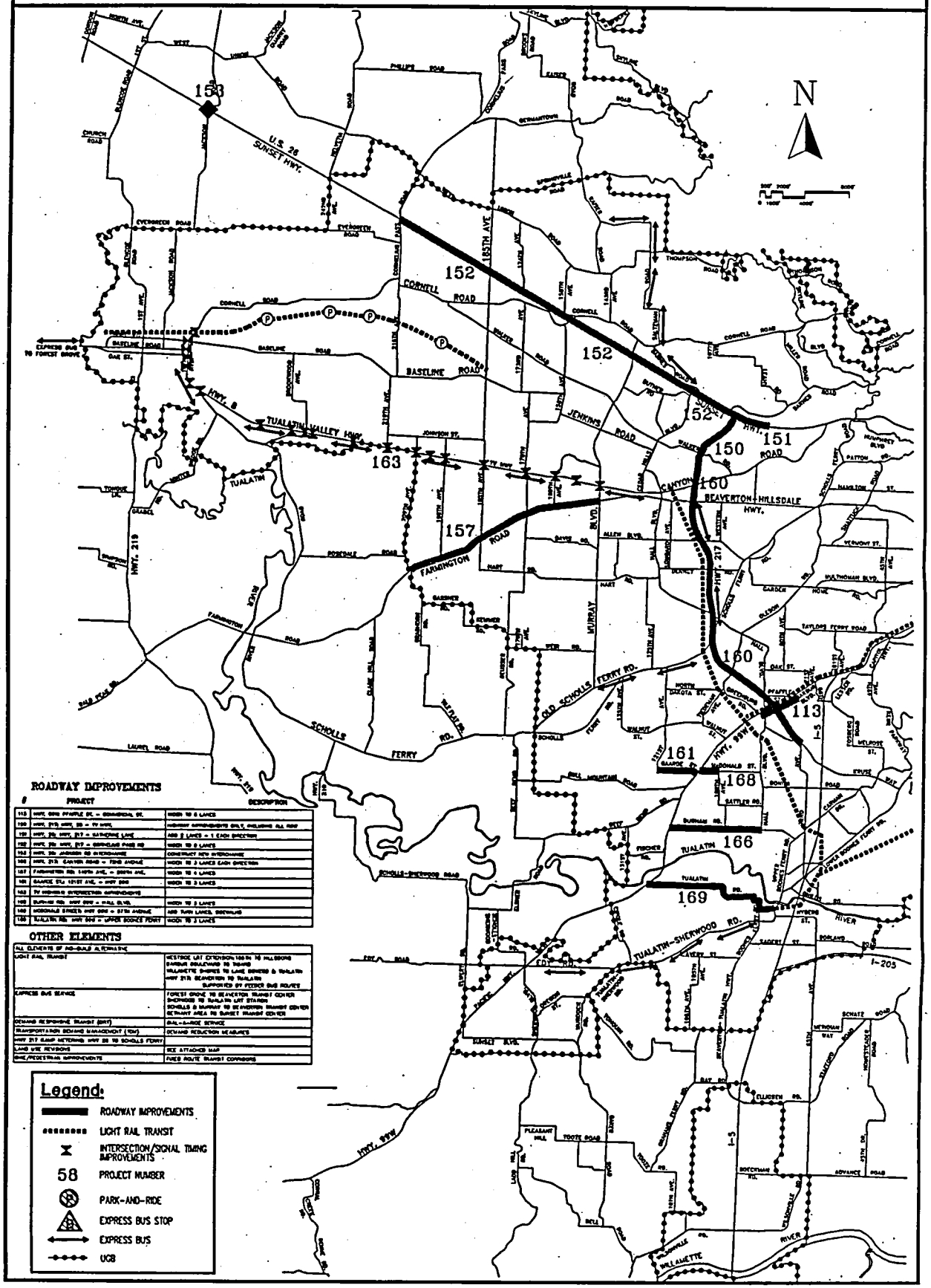


LUTRAQ ALTERNATIVE
Transportation Elements
October, 1992

WESTERN BYPASS STUDY

Oregon Department of Transportation

PARSONS BRINCKERHOFF



ROADWAY IMPROVEMENTS

#	PROJECT	DESCRIPTION
113	HWY. 99W PURPLE ST. – SHERIDAN ST.	WIDEN TO 6 LANES
150	HWY. 217, HWY. 26 – TV HWY.	HIGHWAY IMPROVEMENTS ONLY, INCLUDING ALL RAMPS
151	HWY. 26, HWY. 217 – SUNSET LANE	ADD 2 LANES – 1 EACH DIRECTION
152	HWY. 26, HWY. 217 – CORNELIUS PASS RD	WIDEN TO 6 LANES
153	HWY. 26, JACKSON TO HILLSBORO	CONSTRUCT NEW INTERCHANGE
160	HWY. 217, CANYON ROAD – 72ND AVENUE	WIDEN TO 3 LANES EACH DIRECTION
163	FARMINGTON RD. 148TH AVE. – 209TH AVE.	WIDEN TO 4 LANES
166	GRABHL RD. 124TH AVE. – HWY 99W	WIDEN TO 3 LANES
168	TV HIGHWAY INTERSECTION IMPROVEMENTS	
169	BURNHAM RD. HWY 99W – MAIL BLVD.	WIDEN TO 3 LANES
170	MCDONALD STREET: HWY 99W – 95TH AVENUE	ADD TURN LANES, SIDEWALKS
186	TUALATIN RD. HWY 99W – UPPER BOONES FERRY	WIDEN TO 3 LANES

OTHER ELEMENTS

ALL ELEMENTS OF NO-BUILD ALTERNATIVE	
LIGHT RAIL TRANSIT	WESTSIDE LRT EXTENSION 185TH TO HILLSBORO BARBUR BOULEVARD TO PORTLAND WILLAMETTE SHORES TO LAKE GROVE & TUALATIN HWY 217: BEAVERTON TO TUALATIN SUPPORTED BY FEEDER BUS ROUTES
EXPRESS BUS SERVICE	FOREST GROVE TO BEAVERTON TRANSIT CENTER SHERWOOD TO TUALATIN LRT STATION SCHOLLS & MURRAY TO BEAVERTON TRANSIT CENTER BETHANY AREA TO SUNSET TRANSIT CENTER
DEMAND RESPONSIVE TRANSIT (DRT)	RAIL-FEEDER SERVICE
TRANSPORTATION DEMAND MANAGEMENT (TDM)	DEMAND REDUCTION MEASURES
HWY 217 RAMP METERING: HWY 26 TO SCHOLLS FERRY	
LAND USE REVISIONS	SEE ATTACHED MAP
BIKE/PEDESTRIAN IMPROVEMENTS	FIXED ROUTE TRANSIT CORRIDORS

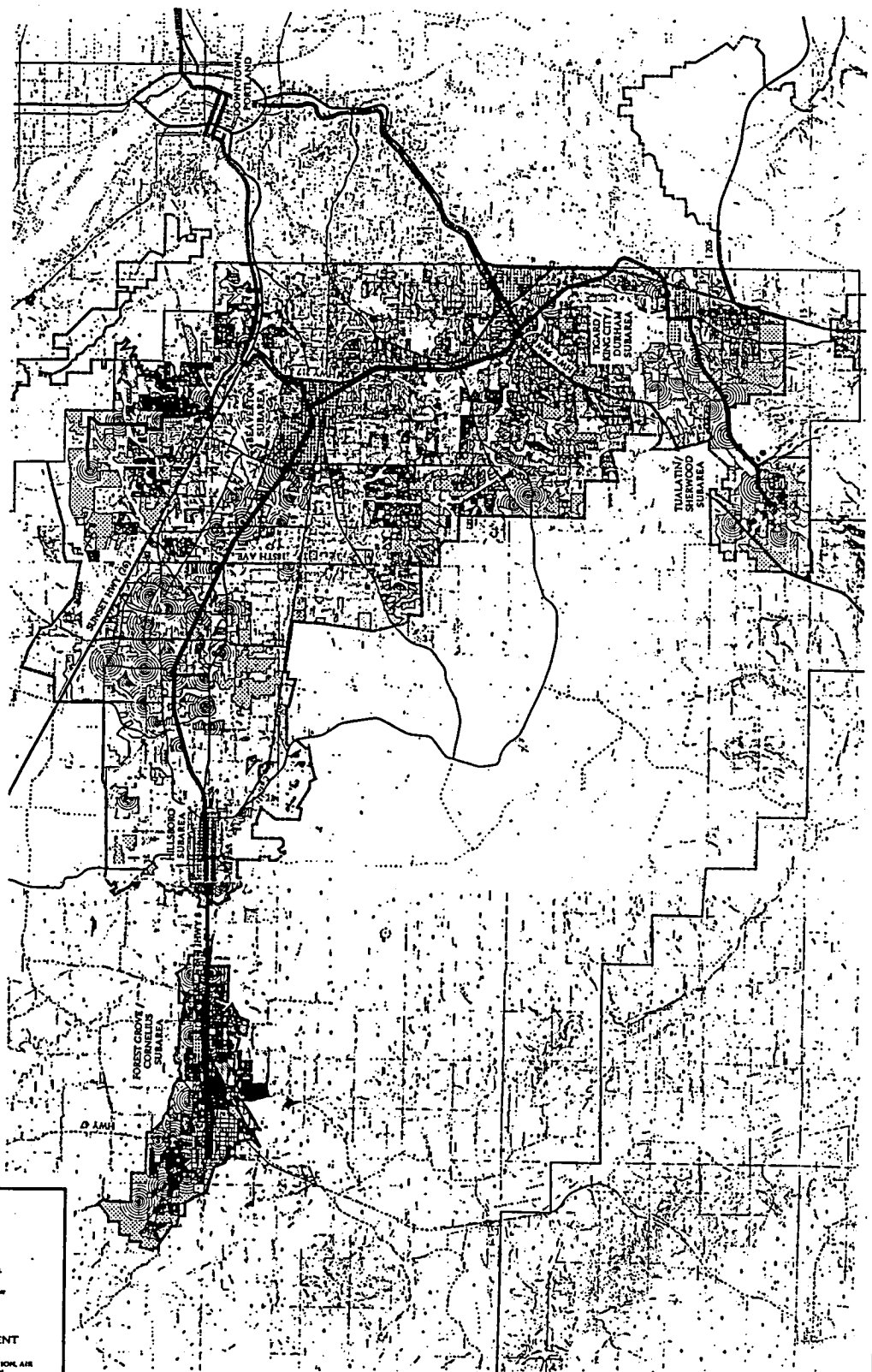
Legend:

- ROADWAY IMPROVEMENTS
- LIGHT RAIL TRANSIT
- INTERSECTION/SIGNAL TIMING IMPROVEMENTS
- 58 PROJECT NUMBER
- PARK-AND-RIDE
- EXPRESS BUS STOP
- EXPRESS BUS
- UGB

LUTRAQ ALTERNATIVE
Land Use Element
October, 1992

WESTERN BYPASS STUDY

PARSONS BRINCKERHOFF



Legend:

LAND USE ELEMENT

THE LAND USE, TRANSPORTATION, AIR QUALITY CONNECTION
WASHINGTON COUNTY, OREGON
FOR
1000 FRIENDS OF OREGON

PROPOSED
TRANSPORTATION DEMAND MANAGEMENT PROGRAM
OCTOBER, 1992

Background

A Transportation Demand Management (TDM) Program will be modeled as an element of all of the "Build Alternatives" for the Western Bypass Study. A previous memo, distributed to the advisory committees at the July 1991 meetings, described possible program elements and their potential for being included in the Metro regional model as part of proposed study alternatives. To be included in the modeling process, the TDM program elements need to the number of trips by mode due to measurable or quantifiable differences in time or cost or time differences. The impact of TDM elements, such as information or ride matching services, are difficult to quantify and thus cannot be modeled. This does not mean that they cannot be part of a TDM program, as they can provide support to other elements, making them more effective.

There are two reasons for including such a program as part of the alternatives: 1) one of the adopted objectives of the study, Objective 2.5 of Goal 2 of the Evaluations Measures and Criteria, is to "Reduce reliance on the private automobile and reduce or delay the need for additional vehicular capacity through support of transit, ride sharing (carpools, vanpools), and other demand management strategies"; and 2) the Transportation Rule, adopted by LCDC in 1991, which also has the objective of reducing reliance on automobiles. The rule seeks to achieve this objective by requiring reductions in parking spaces, reductions in VMT per capita, and developments to be designed to encourage transit, walking, and bicycling. A program of incentives and disincentives, is being proposed to reduce single-occupancy vehicle (SOV) trips within the study area.

The region has certain TDM programs already in place. These activities are generated from policies in the Regional Transportation Plan and focus on ridesharing and parking management. The parking management efforts are centered in downtown Portland. There is currently no parking management program enforced within the study area.

TDM Program

The proposed TDM program is designed to address the objectives for the study area as stated above: to reduce the use of single occupancy vehicles and also reduce VMT per capita in the study area. The following assumptions are incorporated into modeling this element:

- A parking charge will be applied to all work-related single-occupancy vehicles parking in the study area.
- The charge will be applied uniformly throughout the study area.
- There will be no parking charge for carpool or vanpool parking.
- A full transit subsidy will be provided for all study area employer sites for all employees who work in the study area and who ride transit.

PROPOSED
DEMAND RESPONSIVE TRANSIT PROGRAM
OCTOBER, 1992

Background

A Demand Responsive Transit (DRT) program will be modeled as an element of the all Western Bypass Study "Build Alternatives". The addition of this program was suggested by the study advisory committees. Initially included in only the TSM alternative, DRT will now be modeled as an element of the Arterial Expansion and Bypass Alternatives as well. This type of service was described in the January, 1991 Western Bypass Study Report entitled "Alternative Transportation Technology Report", and was presented and discussed at the January 1991 advisory committee meetings. DRT was also considered in the April 1989 Tri-Met report entitled "Suburban Transit Study".

Demand reponsive transit provides service to riders when it is needed and where it is needed. It includes types of dial-a-ride, shared ride and shuttle services. It provides flexibility that fixed-route service cannot, as well as more intensive transit coverage.

DRT Program

The following assumptions are incorporated into modeling this element:

- A system of five Demand Responsive Transit cells has been mapped which together cover the entire study area.
- A dial-a-ride service will be provided to users within each of these cells.
- DRT vehicles will be accessed by a call-in service. Vehicles will be routed by a dispatcher in response to requests for service.
- Service coverage will be to all and any destinations within a cell, including residences, offices, shopping centers, bus stops, light rail stops and transit centers, if they are located within the cell.
- DRT service will not be provided between cells but service will be provided by fixed route service such as bus routes and light rail.
- DRT service will be provided in addition to the expanded fixed-route bus service planned by the year 2010.
- A full transit subsidy will be provided to all study area employees who use transit for work trips as part of the TDM program.

EXHIBIT A-1

(as recommended by JPACT)

Add to Page 2 - Planned Projects/TSM Alternative

As a second suboption to this alternative, congestion pricing will be evaluated as a substitute for the parking charge element.

ACC:lmk
92-1706.RES
11-16-92

OREGON ENVIRONMENTAL COUNCIL

027 S.W. Arthur Street, Portland, Oregon 97201
Phone: 503/222-1963 • Fax: 503/241-4260

MEMORANDUM

DATE: November 9, 1992

ATTN: Joint Policy Advisory Committee on Transportation (JPACT)

FROM: John Charles, Executive Director - OEC
James E. Beard, Transportation Project Director - OEC

SUBJ: Resolution No. 92-1706 For the Purpose of Endorsing Alternatives for Evaluation in the Draft Environmental Impact Statement (DEIS) Phase of the Western Bypass Study

---

Agenda item number three for the Thursday, November 12 meeting of the Joint Policy Advisory Committee on Transportation (JPACT) calls for approval of Resolution No. 92-1706 endorsing the recommended alternatives for evaluation in the Draft Environmental Impact Statement for the Western Bypass Study.

The Oregon Environmental Council, after close study, is convinced that the recommended Western Bypass Study Alternatives are inadequate, and should be amended to include discussion and modeling of the effect congestion/road pricing and a Portland metropolitan area mileage-based smog fee system would have in the Western Bypass Study Area.

The proposed Western Bypass Study Alternatives are inadequate and incomplete in that they do not fully reflect ongoing state and regional transportation policy discussions in which congestion/road pricing and mileage-based smog fees are being seriously considered. These policy discussions include, for example, the Oregon Transportation Plan, the Governor's Task Force on Motor Vehicle Emissions Reductions, and the Oregon Roads Financing Study (see, for example, Oregon Transportation Plan at Policy 1B, Action 1B.1, Action 1B.2, pg. 23; and Goal 4: Implementation Policies, pg. 44).

We would like to ask that in the JPACT meeting on Thursday, November 12, you consider amending the proposed Western Bypass Study Alternatives as follows (proposed changes in CAPITAL LETTERS):

2) Planned Projects/Transportation System Management (TSM) Alternative -- The TSM Alternative includes all of the projects in the No-Build Alternative plus those planned projects without secured funding which expand the capacity of the existing transportation system. Such

projects are included in existing jurisdictional, Tri-Met, and ODOT plans. Among the improvements are the extension of Westside LRT from 185th Avenue to Hillsboro, expansion of Highway 217 to three lanes in each direction, extension of Beef Bend Road to Elsner Road, extension of Murray Boulevard as a three-lane collector to Highway 99W, and various other roadway and intersection improvements.

MODELING OF THE EFFECTS OF A MARGINAL COST PRICING SYSTEM (I.E., CONGESTION/ROAD PRICING) AND A MILEAGE-BASED SMOG FEE IS INCLUDED FOR THIS ALTERNATIVE, ALONG WITH MODELING FOR ALL COMPONENTS OF THE PROPOSED TSM PROGRAM EXCEPT THE PARKING FEE COMPONENT OF THE TSM PROGRAM, AS THIS IS REDUNDANT WITH THE MODELING OF PARKING FEES IN THE LUTRAQ ALTERNATIVE.

The fee-based system proposed for modeling above would have an effect on Vehicle Miles Traveled in Western Bypass Study Area. How big would it be? Might it be possible that VMT reductions would be large enough that congestion in the Western Bypass Study Area could be reduced enough to eliminate any need for the Western Bypass, making some lower level of investment (e.g., Alternatives 1, 2, or 3) adequate for the desired levels of transportation service? If some of the revenue stream from congestion and smog fees is diverted to increased transit service and transit pass subsidies, similar to what is proposed in the Western Bypass Study Transportation Demand Management Program, could the level of investment in roads be further reduced?

These are questions that should be answered, and the Draft Environmental Impact Statement, OEC believes, is the place to answer them.

METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

Date: November 30, 1992

To: JPACT

From: Andrew C. Cotugno, Planning Director

Re: Inclusion of Congestion Pricing as an Element of the Western Bypass DEIS

TPAC has reviewed the action taken by JPACT to include congestion pricing as an element of the Western Bypass DEIS. As recommended by JPACT at the November 12 meeting, "congestion pricing will be evaluated as a substitute for the parking charge element" of the Planned Projects/TSM Alternative in the DEIS.

TPAC recommends reconsideration of this action. They feel that there are two many variations on the method of implementing congestion pricing, too many uncertainties on its feasibility and the lack of research to adequately quantify the effects of congestion pricing. For these reasons, they felt that consideration of congestion pricing should be through a regionwide research effort such as that recently reviewed for a pilot project. In the event regional policy is adopted to pursue congestion pricing, the Western Bypass and all other regional projects will be required to comply.

However, if JPACT remains interested in addressing congestion pricing as it relates to the Western Bypass, the following approach is recommended in lieu of the previous action:

Resolve No. 5:

> "5. That ODOT undertake and fund a modest evaluation of the relative magnitude of demand reduction possible from congestion pricing as compared to parking pricing. This should be done separate from the DEIS and be completed when the DEIS is completed and should be coordinated with regional consideration of congestion pricing."

This alternative approach more clearly defines the scope of analysis to be one of measuring the relative magnitude of demand reduction compared to parking pricing rather than a full-scale feasibility study. This will rely on existing travel behavior research and involve extrapolating the effect of pricing on behavior derived from existing parking pricing. In addition, it more appropriately handles the issue outside the DEIS since there

will be uncertainty as to the reliability of the information. In addition, this approach would allow the approval process for the DEIS alternatives to proceed since the alternatives would remain unchanged from that recommended by the Western Bypass Committees.

ACC:lmk

TRANSPORTATION AND PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 92-1706, ENDORSING ALTERNATIVES FOR EVALUATION IN THE DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS) PHASE OF THE WESTERN BYPASS STUDY

Date: December 23, 1992 Presented by: Councilor Washington

Committee Recommendation: At the December 14 meeting, the Transportation and Planning Committee voted unanimously to recommend Council adoption of Resolution No. 92-1706. Voting in favor: Councilors McLain, Buchanan, Moore and Washington. Excused: Councilor Devlin.

Committee Issues/Discussion: Andy Cotugno, Planning Director, presented the staff report and explained the most recent JPACT action regarding congestion pricing. The resolution, through Exhibit A in the first resolve, approves the five alternatives to be forwarded for DEIS analysis process. Four of the five, excluding the LUTRAQ alternative, are based on a common comprehensive plan, land use plan, and population and employment projections. The LUTRAQ alternative changes the land use projections and designs a new transportation plan system because of different demands for service.

All the alternatives have a transportation demand program built in. Therefore, the demand is reduced by transit expansion, dial-a-ride expansion, parking charges and free transit which reduces the need for highway. This recommendation considered taking out the parking charge and putting in congestion pricing as another sub-option. The memorandum regarding this suggests it is premature to define and evaluate. If congestion pricing is going to be considered, it should be considered for the region as a whole and not as part of this or any individual project.

JPACT considered to alternatives in lieu of the action taken the previous month. One option was to do a congestion pricing assessment associated with the Bypass, but not within the DEIS. The other was to not considered it as part of the Bypass as all, and that was what was recommended. Discussion before JPACT indicated considerable interest in congestion pricing. They have asked for a separate resolution to come before them at a later date. The question of a congestion pricing pilot project is now in front of us for final recommendation. The two ideas are linked and should be pursued more comprehensively in the future.

Councilor Van Bergen asked about the length of time needed to study the issue and the impact of the study on other projects. Could it get in the way of a highway project? Mr. Cotugno said that this action is not a stop order of any kind. The issues of congestion pricing is out there whether part of this resolution or not. It is

considered within other works. But it is a major change in how we do business. There isn't much information available about what the response will be. The question is how exhaustive a study is needed to assure that it is a good idea. It has been easier in other parts of the country where tolls are already instituted. However, we seem a long way away from tolls.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 92-1706 FOR THE PURPOSE OF ENDORSING ALTERNATIVES FOR EVALUATION IN THE DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS) PHASE OF THE WESTERN BYPASS STUDY

Date: October 22, 1992 Presented by: Andrew Cotugno

PROPOSED ACTION

Endorsement of five alternatives carried for further consideration in the Draft Environmental Impact Statement (DEIS), with the eventual goal of determining a preferred alternative to continue to the Final Environmental Impact Statement (FEIS).

TPAC has reviewed this resolution and recommends approval of Resolution No. 92-1706. JPACT reviewed this resolution and recommends adoption with the addition of Exhibit A-1 relating to inclusion of congestion pricing in the "Planned Projects/TSM" alternative.

FACTUAL BACKGROUND AND ANALYSIS

An evaluation of strategies to help solve the circumferential (as opposed to radial) travel needs of the western side of the Portland urban area has been completed. The information gleaned from this process has led to the definition of five alternatives for further study. The analysis of these five alternatives is expected to lead to a preferred alternative, which may be one of these alternatives or an amalgam of two or more of them.

The end of the strategy evaluation led to the adoption of Resolution 92-1620A by the Council which accepted the deletion of the "Transit-Intensive Strategy" which included light rail on the 217 alignment as a component of a "transit only" solution and the far western Bypass option. This left four alternatives that had been studied as part of the ODOT process: No-Build (existing plus currently funded), Planned Projects/TSM (existing plus currently funded plus expected funding), Arterial Expansion with Express Lanes on Highway 217, and Bypass -- an arterial, expressway or freeway facility in part outside the Urban Growth Boundary (all except the No-Build included a high-capacity transit (HCT) element modeled as express buses on Highway 217). This same resolution required the consideration of Light Rail Transit (LRT) as the HCT element in at least one alternative and the requirement to not preclude this as part of the long-range solution.

At the time, an alternative was being developed by 1000 Friends of Oregon, dubbed the "Land Use Transit And Air Quality" "LUTRAQ" solution. This solution looked to land use designation and

design changes as a part of the transportation solution as well as a transit-supportive land use arrangement and assumed a Light Rail element in the Highway 217 corridor as the HCT element.

An evaluation of this last LUTRAQ alternative by ODOT led to the recommendation in this resolution to include it for analysis in the DEIS.

While the High-Capacity Transit element in the first four alternatives is being analyzed as express bus, the actual form of HCT could as well be LRT following an alternatives analysis by Tri-Met or Metro. This is a corridor level analysis and will not get to the final alignment nor design details of the alternative carried forward as a preferred alternative. There is thus no action being taken that would preclude the inclusion of LRT as the HCT element in any of the alternatives.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 92-1706.

METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

ATTACHMENT A

Date: October 13, 1992

To: TPAC

From: Western TAC and CAC

Re: Western Bypass Study TAC and CAC Recommendations

Technical Advisory Committee

Bob Cortright moved and Roy Gibson seconded, that the five alternatives (Bypass, Planned Projects/Transportation System Management (TSM), Arterial Expansion/High Occupancy Vehicle Express, Bypass, and 1000 Friends of Oregon's LUTRAQ) recommended by the study team (see October 6, 1992 document titled "Recommended Western Bypass Study Alternatives for the Draft Environmental Impact Statement") be carried forward into the Draft Environmental Impact Statement (DEIS) phase of the Western Bypass Study for the purpose of analyzing a broad range of alternatives and documenting their associated impacts. They represent a viable range of alternatives with reasonable transportation performances because each one performs better than the No-Build Alternative for all transportation-related evaluation criteria in the study. Each of the alternatives is different in its approach to meeting the study objectives, and would result in distinct impacts if implemented. Endorsement of this recommendation by committee members represents consensus for further study, and is not a decision for approval of any alternative or element of it for implementation.

In addition, one proposed modeling modification from the Transportation System Management (TSM) Alternative (Scholls Ferry Road widened to seven lanes) will be removed from that alternative and be included in the Arterial Expansion/High Occupancy Vehicle Express and the Bypass Alternatives.

Also, projects shown in the TSM Alternative that have already been completed will be included in the LUTRAQ Alternative.

Citizens Advisory Committee

Mary Tobias moved and Cathy Stanton seconded, that the Citizens Advisory Committee make the same recommendation as the Technical Advisory Committee.

Steering Committee

The steering committee recommended, with one negative vote, the same recommendation as the Citizens Advisory Committee.

Oregon
DEPARTMENT OF
TRANSPORTATION

HIGHWAY DIVISION
Region 1

FILE CODE:

October 19, 1992

Jim Gardner
Presiding Officer
Metro
2000 S.W. First Avenue
Portland, Oregon 97201-5398

Please refer to your letter of September 25, 1992, regarding JPACT and Metro Council action on elimination of the "Western Bypass Option B" and the "Transit-Intensive" Strategies from further consideration as alternatives in the Western Bypass Study (WBS). Your letter addresses conditions included in Resolution 92-1620A regarding LRT in the Western Bypass Study alternatives. I would like to discuss in more detail how the WBS intends to address the resolution.

Our WBS advisory committees met last week to approve five alternatives for further study in a Draft Environmental Impact Statement. The alternatives are:

1. No Build
2. Planned Projects/TSM
3. Arterial Expansion/High-Occupancy Vehicle Express
4. Bypass
5. LUTRAQ

A detailed description is attached for your review. We will begin the Intergovernmental Agreement process at the October 30, 1992 meeting of TPAC, followed by JPACT and Metro Council. We will then return to the Oregon Transportation Commission following these decisions with a request for additional funding to complete the DEIS.

All build alternatives include high-capacity transit in the Highway 217 corridor. LUTRAQ uses LRT as the high-capacity transit element in the Highway 217 corridor. With Tri-Met's concurrence, WBS has chosen to use express buses as the high-capacity transit element in the TSM, arterial expansion, and bypass alternatives. Express bus was chosen

9002 SE McLoughlin
Milwaukie, OR 97222
(503) 653-3090
FAX (503) 653-3267

because of its flexibility between now and the study design year of 2010. WBS has addressed further consideration of LRT by inclusion of the LUTRAQ alternative in the DEIS process. This offers the possibility of LRT being part of the preferred alternative.

WBS is a corridor-level analysis. Improvements identified will not be specifically located on the ground. Perhaps the best way to explain this is to use the Planned Projects alternative, improvement on Highway 217. This improvement would add one lane in each direction. The improvement is feasible but the exact location of the lanes, or any interchange redesigns, would be left to detailed project development following selection of a preferred alternative by local governments. WBS will not produce detailed designs for any alternative. Without detailed, project-level designs, including identification of transit operations, it would be impossible to identify the best location for LRT. During any future project design work on Highway 217, the most recent decision on the type of high-capacity transit reflected in the RTP will be included. Our analysis to date confirms there is sufficient room in the Highway 217 corridor to include highway and transit improvements.

Funding the improvements of the preferred alternative will be accomplished via the established regional consensus process. This reflects the RTP region priority recommendations to ODOT. ODOT will continue to work with local and regional government to develop funding proposals that implement the OTP and RTP policies and directions. Funding commitments to date for ODOT improvements are listed in the 1993-1998 Six-Year Transportation Improvement Program.

I would be happy to discuss this further with you at your convenience.

Michal Wert

Michal Wert
Project Development Manager

cc: Don Adams
Andy Cotugno

MW:BC:po
jgbc1005.e

METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

September 25, 1992

Ms. Michal Wert
ODOT, Metro Region
9002 SE McLoughlin Blvd.
Milwaukie, OR 97222

Dear Michal:

At the August 13, 1992 meeting of JPACT and the September 10, 1992 meeting of the Metro Council, the attached resolutions were adopted relating to elimination of two Western Bypass "Strategies" from further consideration in the "Alternatives" phase of the study. These resolutions include the following provisions.

1. The "Western Bypass Option B" is recommended to be dropped for further consideration.

2. The "Transit-Intensive" strategy is recommended to be dropped from further consideration. However, there are a number of conditions about the status of LRT as a result of this action:

   a. Although a "Transit-Intensive" strategy, including LRT, is dropped from further consideration, a combination strategy which includes LRT, support bus services and needed highway projects should be evaluated further before the final alternatives are approved for inclusion in the Draft Environmental Impact Statement (DEIS). In this manner, a decision can be made as to whether a combination highway/LRT alternative should proceed into the DEIS, a combination highway/bus (with express HOV lanes) alternative should proceed into the DEIS or both.

   b. All alternatives included in the DEIS should be designed in such a way to not preclude future implementation of LRT. In order to accomplish this, all alternatives approved for inclusion in the DEIS (particularly the non-LRT alternatives) should explicitly identify the intended location for future LRT to ensure future construction is not precluded.

c. Another LRT alternative may be included in the DEIS through acceptance of the LUTRAQ alternatives for further consideration. If the LUTRAQ study, sponsored by 1000 Friends of Oregon, produces a viable land use/transportation alternative to the Bypass, it will be approved for inclusion in the DEIS. The LUTRAQ alternative and the other Bypass alternatives should be considered for approval for inclusion in the DEIS as a single consolidated action. If necessary, approval of the Bypass alternatives for inclusion in the DEIS should be delayed until the LUTRAQ alternative can also be considered.

d. LRT is not being dropped from the Regional Transportation Plan (RTP) as a possible improvement in the Highway 217 Corridor. If a decision is made that LRT is not a viable component of the solution to the Western circumferential travel problem intended to be addressed by the Western Bypass, it will be retained in the RTP for other purposes.

In addition to action on these two "Strategies," we have concern about ODOT's commitment to fund the preferred alternative resulting from this process. If alternatives to a Bypass are evaluated in the DEIS, then the preferred alternative resulting from this process should be funded. The decision-making process should not be biased by the prospect of securing an Access Oregon funding commitment for the Bypass alternative while leaving the funding prospect for the other alternatives uncertain. This is particularly true under the flexibility provisions now available through ISTEA. Before the alternatives are approved for inclusion in the DEIS, we need to know the intent of the Oregon Transportation Commission on this matter.

Thank you for your consideration on these matters.

Sincerely,

Jim Gardner

Jim Gardner
Presiding Officer

cc: Don Adams, ODOT

Enclosures

METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

September 25, 1992

Mr. Don Adams
ODOT, Metro Region
9002 SE McLoughlin Blvd.
Milwaukie, OR 97222

Dear Don:

Attached is a letter to Michal Wert regarding concerns raised by JPACT and the Metro Council on the elimination of strategies from further consideration in the Western Bypass Study. One of the major areas of concern dealt with the question of whether ODOT is committed to fund the preferred alternative resulting from the study, regardless of the result, or only a Bypass option. Because of the new direction set in the Oregon Transportation Plan, increased flexibility for funding provided by ISTEA and the importance of completing the EIS in a manner unbiased by funding preferences, this is a significant policy concern. In addition, it has ramifications for other funding concerns throughout the region.

As a member of JPACT, could you please ensure this is addressed by the Oregon Transportation Commission and discussed further at JPACT.

Sincerely,

Jim Gardner

Jim Gardner
Presiding Officer

JG:ACC:pa

Enclosure

Oregon

DEPARTMENT OF
TRANSPORTATION

HIGHWAY DIVISION
Region 1

FILE CODE:

October 19, 1992

Jim Howell
Oregon Association of Railway Passengers
3325 N.E. 45th
Portland, Oregon 97213

We appreciate your suggestions on a rail alternative for consideration in the Western Bypass Study (WBS). Attached is ODOT's evaluation and conclusions on the Circumferential Rail Strategy presented by you at TPAC in 1991.

As noted in the evaluation, the rail strategy does not address circumferential travel problems in Washington County as defined in the Western Bypass Statement of Purpose and Need. It will, therefore, not be included as an alternative to be evaluated in the Draft Environmental Impact Statement but will be discussed as a strategy considered and dismissed from further evaluation in the WBS.

Please call Bill Ciz at 653-3240 if you have any questions.

Michal Wert
Project Development Manager

MW:po

Attachment

jbbcmw.e

9002 SE McLoughlin
Milwaukie, OR 97222
(503) 653-3090
FAX (503) 653-3267

WESTERN BYPASS STUDY

Oregon Department of Transportation

CIRCUMFERENTIAL TRANSIT ALTERNATIVE EVALUATION

October 8, 1992

INTRODUCTION

The purpose of this memorandum is to respond to a request by the Oregon Association of Railway Passengers (OARP) for an evaluation of a "Circumferential Rail Strategy", as described in a document entitled "An Alternative Transit Strategy to the Western Bypass", dated July 1991. The OARP document contains a general description of a circumferential passenger rail alternative of unspecified characteristics, following an alignment shown in Exhibit 1.

The rail routes described in the OARP document are not a formal alternative or strategy, in the sense that these terms are used in the Western Bypass Study process. The "rail strategy" described in the document does not include descriptions of any particular technology or its operating characteristics. However, this does not preclude evaluating the transportation consequences of implementing the circumferential rail strategy, in general terms, as it relates to the goals and objectives for the Western Bypass Study (WBS).

The circumferential rail strategy consists of a high quality rail system operating from Forest Grove to Beaverton and from Beaverton to Tigard and Lake Oswego, all following a right-of-way currently owned by private railroad companies. The strategy also includes an extension of such service across the Willamette River to Milwaukie, at which point it would follow an existing right-of-way in public ownership, similar to one of the alternatives currently being studied in METRO's preliminary alternatives analysis for the I-205 - Milwaukie Corridor. The service would include stops at the Gateway Transit Center where it could connect with the existing MAX LRT line. Assuming the purchase of the railroad right-of-way and the resolution of any issues regarding potential simultaneous use of this right-of-way for both freight and passenger surface, this memorandum will describe several transportation systems performance measures which we are able to estimate for the line, using other existing data. Consistent with the methodology for strategies in this study, the estimate of cost or consideration of funding is not included at this conceptual stage. Rather we look to see if the strategy provides a solution to the transportation problems identified for the WBS study.

It should be noted that the transit corridor between Gateway and Forest Grove would represent high capacity transit (HCT) service which has already been contemplated by the Regional Transportation Plan. Thus, while the Forest Grove to Gateway "circumferential" rail line should, in the words of its proponents, be evaluated as "part of a bigger picture approach in order to be effective", much of the service has already been considered in regional planning. In the WBS area, HCT service from Hillsboro to Tigard has been included

in several forms in different strategies. It has been documented in previous analyses that a strategy focused on circumferential LRT terminating at Tigard and Hillsboro does not work to solve the problems identified in the WBS. In Exhibit 1, OARP itself states that "a rapid light rail line on Barbur (Boulevard), a short rail line segment between Beaverton and Tigard and buses caught in congested mixed traffic do not adequately address the intra-suburban travel needs which produce current congestion."

It must be noted that the purpose of this memorandum is to evaluate the merits of this circumferential rail strategy in the context of the WBS and its unique study area (See Exhibit 2). The broad regional benefits to the Portland Metropolitan area are not properly the subject of this analysis or the WBS. The important question is not regional, but study area specific. How many of the study area trips currently made by auto could be shifted to transit if the transit intensive strategy previously investigated (and dismissed from further consideration because it was not a viable alternative for this study) were extended as outlined in the OARP proposal? Moreover, what effect would this shift to transit have on reliance on the single occupancy vehicle and congestion reduction in the WBS area?

Therefore, this rail strategy is evaluated in the context of the WBS's goals and objectives and evaluation criteria, which are not focused on transit ridership in itself except as it addresses broader questions of accessibility, travel demand and congestion. Since the WBS is neither a multi-county, regional transportation analysis nor a transit study, the focus of our analysis will be on the WBS area and on the criteria developed for evaluation of strategies.

ANALYSIS

Western Bypass Study

In a previously published document[1] the study team reviewed background data and travel demand forecasts both current and for the year 2010 under the no-build scenario in order to gain an understanding of regional travel patterns and behavior. This analysis provides a useful context for the evaluation of a circumferential rail strategy.

Sixty-eight percent of the vehicle trips forecast to occur in the study area in the 2010 will be local trips, defined as one of less than six miles in length, an increase from 61% in 1988. This indicates a growing importance of trips in the study area rather than through the region (See Exhibit 3).

As shown in Exhibit 4, the portions of the region east of the Willamette River which would be connected to the study area by a Willamette River crossing will experience person trip and vehicle trip growth at or below the average for the WBS area. Specifically, trips from the east Portland/Multnomah County District are estimated to grow by 17% by 2010, in comparison with a regional average of 37% and a study area growth of 66%. Trips in District 18, east Clackamas County, are forecast to grow by 39.5% during the same period of time. Proportionally, these rates of growth in person trips are below that found in most districts in the study area.

As further shown in Exhibit 5, the trend between 1988 and 2010 is for a reduction in the number of work vehicle trips at the PM peak hour with destinations outside the study area. This is because employment is expected to grow at a faster rate than households in the study area, and more people will live and work in the study area. Trips from the study area

[1] 1988 Existing and 2010 No-Build Forecasting Analysis Results, October 26, 1990

to District 4 (West Linn) will decline from 13.2% to 10.9% of the total study area work trips. Trips to east Portland/Multnomah County will decline from 8.9% to 4.5%. Trips to east Clackamas County will decline from 6.0% to 5.1%. This supports the growing importance of circumferential trips with origins and destinations within the WBS area identified in the Statement of Purpose and Need, and the need to focus on how to meet the travel demand associated with these trips.

Additional Analysis By METRO

With this as background, additional data in the form of an estimate of transit patronage on a line similar to the Circumferential Rail Strategy is available from a document previously prepared by METRO[2]. A comparison of its conclusions with the problems identified in this study can be made. In this document METRO analyzed ridership potential on "railbus" service between Hillsboro and Gresham in order to determine its impact on traffic congestion in the southeast part of the region. The option evaluated in that document consisted of two rail lines, the Portland Traction Company (PTC) line from Gresham to Milwaukie and the Tillamook branch of the Southern Pacific Railroad from Milwaukie to Hillsboro. The report notes that the Southern Pacific line "is a main trunk line and is not for sale at this time"; nevertheless the analysis was conducted under the assumption that service would be provided uniformly along the line using a technology which is essentially a diesel power transit vehicle which operates on railroad tracks instead of paved streets.

While the line evaluated in this Metro report extends to Hillsboro and not Forest Grove, on the west, and to Gresham rather than Gateway, on the east, it serves as the best available analysis using the Regional Transportation Model for the circumferential rail strategy proposed by OARP. Its design year (2009) is essentially identical to that of the WBS (2010). The advantage of analyzing travel demand forecast data for this "railbus" option is to establish order of magnitude impacts which can be viewed as similar to those which might be expected from the implementation of the circumferential rail strategy.

The forecasts of travel behavior described in the memorandum are based upon an average travel speed of railbus vehicles on the line of 30 mph, inclusive of acceleration/deceleration and dwell time. These travel times are faster than times which can be expected to result from the use of light rail vehicles in this corridor, assuming that station stops and vehicle technology are similar to those used in the Westside and the Gresham line. Thus the travel speeds associated with this option are quite attractive relative to other transit choices available in the region today.

The memorandum authors also assumed that the railbus system would be fully integrated with existing transit service, including LRT and bus service. Thus at each of the transit centers it is assumed the full complement of Tri-Met buses would intersect with the railbus. These include fifteen lines at the Beaverton Transit Center, 9 at Tigard, 7 at Lake Oswego and 13 at Milwaukie.

With this high level of service and with the travel speeds noted above, METRO estimated that transit travel between zones which roughly correspond to the WBS area and those in the southeastern and eastern portions of the metropolitan area would increase by 15% over the levels forecast for the RTP in the absence of this service. This corresponds to approximately 1600 daily riders. Travel between those zones west of the Willamette River and those zones east of the Willamette River was forecast to increase by 1.5% over the RTP baseline totals. This corresponds to an increase of approximately 2000 riders per day (See Exhibit 6).

---

[2]"Expanded Transit Alternative: Assumptions and Analysis", METRO, July,1988

The small net increase in daily riders on the transit system was concluded in the METRO study to result from the fact that five out of six of the new riders on the expanded "railbus" system would come from other transit routes and service. The rail option clearly would not generate significant additional ridership for the transit system as a whole, as analyzed by METRO.

Since an examination of transit ridership is not an end in itself, in the context of the Western Bypass Study, it is important to analyze the effects of this expanded transit service on vehicle volumes. The METRO analysis concluded that,

> "The amount of regional travel with expanded transit service is reduced by 3300 vehicles from the RTP level of 4.9 million vehicles. When converted to p.m. peak travel, the difference between the two scenarios is only 400 (regional) vehicles."

Thus the introduction of expanded travel service in the form of railbus between Gresham and Hillsboro would reduce daily regional vehicle trips by less than 1/10th of one percent throughout the metropolitan area.

OVERALL CONCLUSIONS

It is well documented that fixed guideway HCT transit service does not operate as effectively in a land use environment where both origins and destinations are widely dispersed. The planned land uses for the circumferential rail corridor certainly fit this description, and it is no surprise that the effects of the operation of circumferential rail transit would be modest, at best. Moreover, alternatives currently under development in the WBS include options for transit service which respond to those disperse land uses and related travel demand assumptions.

Based on this information, and on an analysis of travel behavior of the region's residents forecast for the year 2010, there is no basis for concluding that the Circumferential Rail Strategy would make a meaningful contribution to meeting the goals and objectives of the WBS process. While this strategy may be considered in other studies as a means for providing transit service, there is no basis for concluding that there will be meaningful reductions in vehicle trips, vehicle miles traveled or congestion in the WBS area as a result of the construction of such an alternative, or the addition of this extended HCT element as part of an alternative in the WBS.

Based on the identified Purpose and Need, the Circumferential Rail Strategy does not represent an option significantly different in performance than the Transit Intensive (LRT) Strategy which has been previously analyzed and dismissed from further study. The Circumferential Rail Strategy will not be included for further analysis in the WBS. This analysis, however, will be included in the Draft Environmental Impact Statement in the section under "alternatives considered but not advanced for further study".

All the "Build" Options, including Transit Options, Violate State Goals

Each of the build alternatives involves adding capacity to the arterial and highway network in direct violation of LCDC Goal 12, which calls for reduction in vehicle-miles-travelled (VMT). It is well documented that added lanes increase VMT, by encouraging greater use of the roadway system.

Current Transit Strategies are Far Too Weak to have Real Impact on VMT

A radial Light Rail line on Barbur, a short Light Rail segment between Beaverton and Tigard and buses caught in congested mixed traffic do not adequately address the intra-suburban travel needs which produce current congestion. The quality and orientation of the proposed transit service would be insufficient to attract many people out of their automobiles. In addition, these transit strategies include significant highway expansion which is not directly related to transit and is not funded. An effective transit strategy must start from the "No Build" base, which still involves considerable highway expansion over current conditions.

Transit Strategies Don't Really Address Primary Issue of Circumferential Travel

Even under the Transit Intensive strategy, the proposed links and transfers would not provide for convenient and attractive circumferential transit travel.

A Comprehensive Intensive Transit Strategy is Needed

The transit strategy needs to be part of a bigger picture approach in order to be effective. The highway solution builds on a well-developed regional highway network, which extends outside of the Study Area. It is therefore appropriate that the projected transit service also extend outside the immediate Study Area, since an effective transit alternative needs to make up for the underdeveloped nature of the regional transit network.

OreARP Transit Strategy Built Around Hillsboro to Gateway Circumferential Rail Route

A rail connection from Hillsboro to Gateway, via Beaverton, Tigard, Lake Oswego, Milwaukie, and East Portland would begin to provide a viable alternative to movements on the proposed Western Bypass, many of which would undoubtedly be coming from or going to the I-205 corridor.

Route Placed to Serve Existing Activity Centers and Use Existing Rail Facilities

The proposed route would better serve travel needs than express bus service on I-205 itself. This is because the proposed route directly goes through established activity centers, which would improve ridership potential. The route would, as much as possible, use existing, underutilized tracks and rail rights-of-way, as well as dedicated transit right of way in the I-205 corridor. This would reduce the capital cost of this rail service in comparison to the highway alternative, which requires purchase of an entire new right-of-way, in addition to significant construction costs.

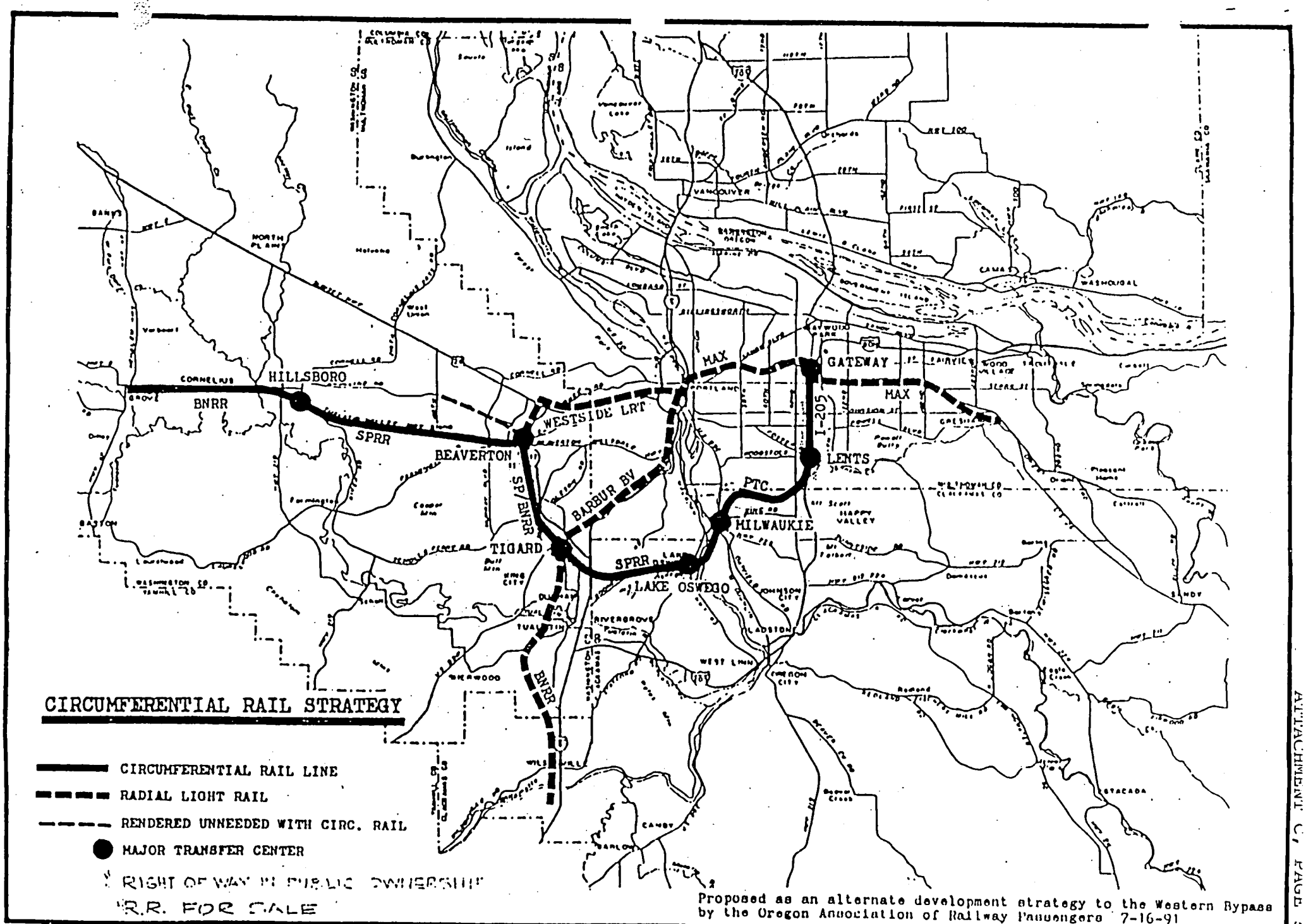
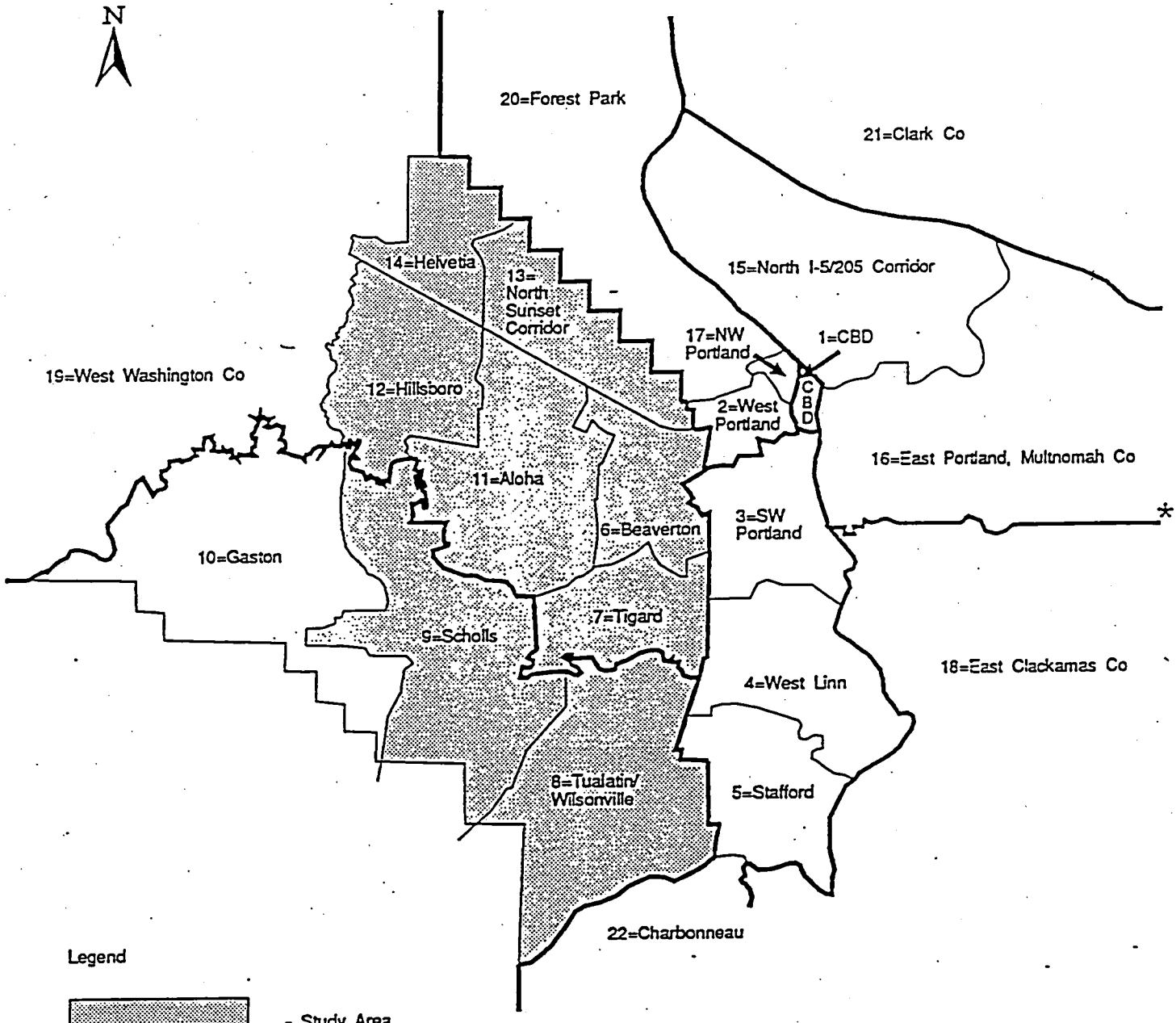

CIRCUMFERENTIAL RAIL STRATEGY
CIRCUMFERENTIAL RAIL LINE
RADIAL LIGHT RAIL
RENDERED UNNEEDED WITH CIRC. RAIL
MAJOR TRANSFER CENTER
RIGHT OF WAY IN PUBLIC OWNERSHIP
R.R. FOR SALE
HILLSBORO
BNRR
SPRR
BEAVERTON
WESTSIDE LR'T
MAX
GATEWAY
MAX
I-205
LENTS
PTC.
HILWAUKIE
SP/BNRR
BARBUR BV
TIGARD
SPRR
LAKE OSWEGO
BNRR
Proposed as an alternate development strategy to the Western Bypass by the Oregon Association of Railway Passengers 7-16-91

EXHIBIT 2

District Identification

ATTACHMENT C
PAGE 9

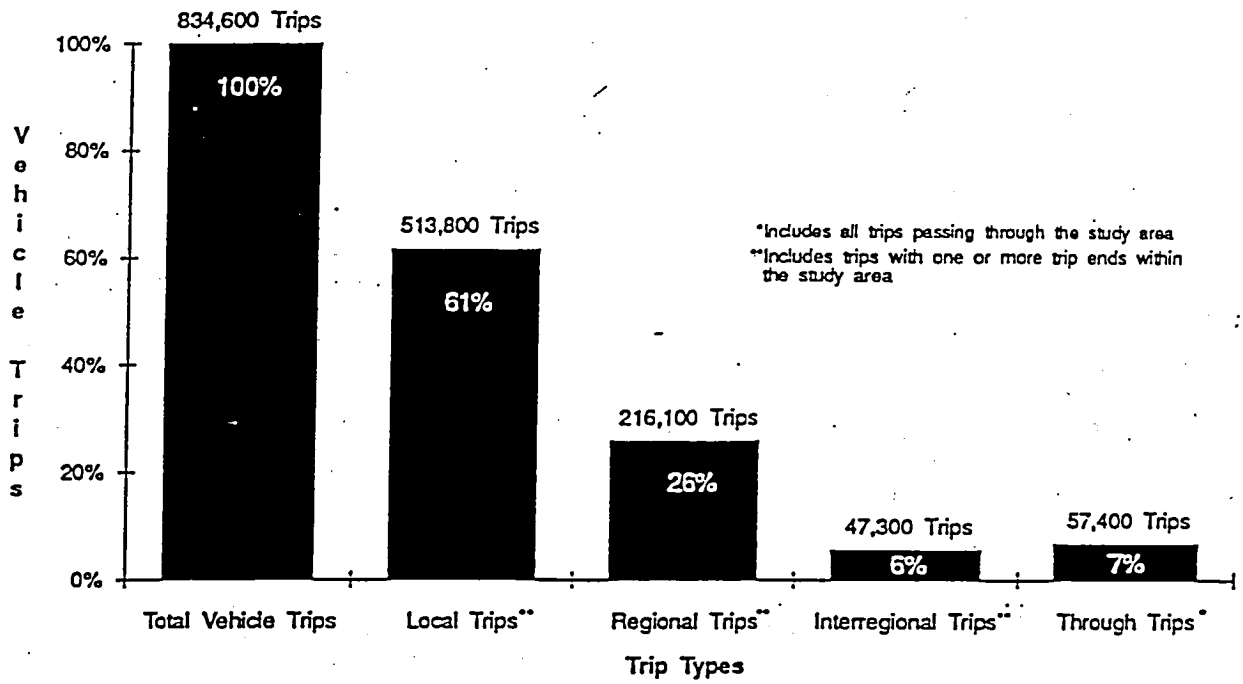


Western Bypass Study

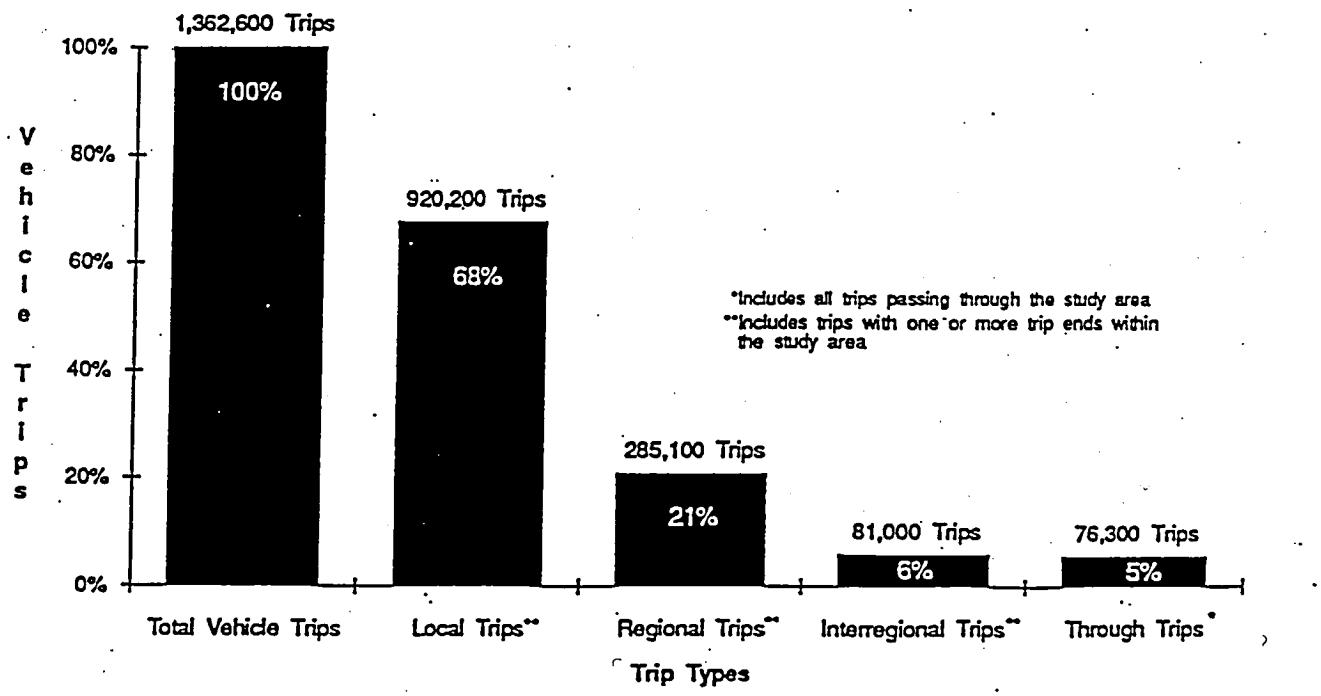
Parsons Brinckerhoff

DISTRIBUTION OF 1988 AND 2010 STUDY AREA VEHICLE TRIPS BY TRIP TYPE

1988 VEHICLE TRIPS



2010 VEHICLE TRIPS



SUMMARY OF GROWTH IN TRIPS BY DISTRICT (IN THOUSANDS)
1988 Existing and 2010 No Build

Trips To/From	Total Person Trips*			Total Vehicle Trips**		
	1988 Base	2010 No Build	Percent Growth	1988 Base	2010 No Build	Percent Growth
Region	4,469.1	6,114.4	36.8%	3,443.5	4,673.9	35.7%
Study Area (% of Region)	873.3 19.5%	1,456.6 23.8%	66.8%	690.7 20.1%	1,148.7 24.6%	66.3%
District						
1	217.0	261.7	20.6%	138.6	157.9	13.9%
2	44.5	50.2	12.9%	33.5	37.4	11.7%
3	223.9	284.2	26.9%	170.5	214.0	25.5%
4	149.7	222.5	48.6%	118.3	173.8	46.9%
5	5.0	5.1	2.4%	3.9	4.0	1.9%
6	289.7	352.4	21.7%	226.3	274.3	21.2%
7	137.2	195.7	42.6%	109.0	153.8	41.0%
8	72.7	160.7	121.0%	58.5	128.7	120.2%
9	7.4	10.5	41.4%	5.8	8.2	40.1%
10	10.5	14.6	39.0%	8.3	11.4	37.2%
11	168.2	370.2	120.1%	133.4	293.2	119.8%
12	107.9	208.7	93.4%	86.3	166.3	92.6%
13	85.0	152.4	79.2%	67.3	119.4	77.3%
14	5.1	6.0	17.8%	4.0	4.9	23.3%
15	569.3	553.6	-2.8%	433.5	408.3	-5.8%
16	997.4	1,168.3	17.1%	762.4	882.5	15.7%
17	87.3	94.3	8.0%	66.8	71.2	6.7%
18	540.8	754.3	39.5%	424.7	587.4	38.3%
19	74.6	110.5	48.2%	58.6	86.7	48.1%
20	23.6	34.4	46.0%	19.2	26.9	40.2%
21	649.0	1,098.3	69.2%	512.0	859.1	67.8%
22	3.3	5.9	77.1%	2.6	4.5	75.2%

Notes:

Indicates study area

Refer to District Identification map for district locations

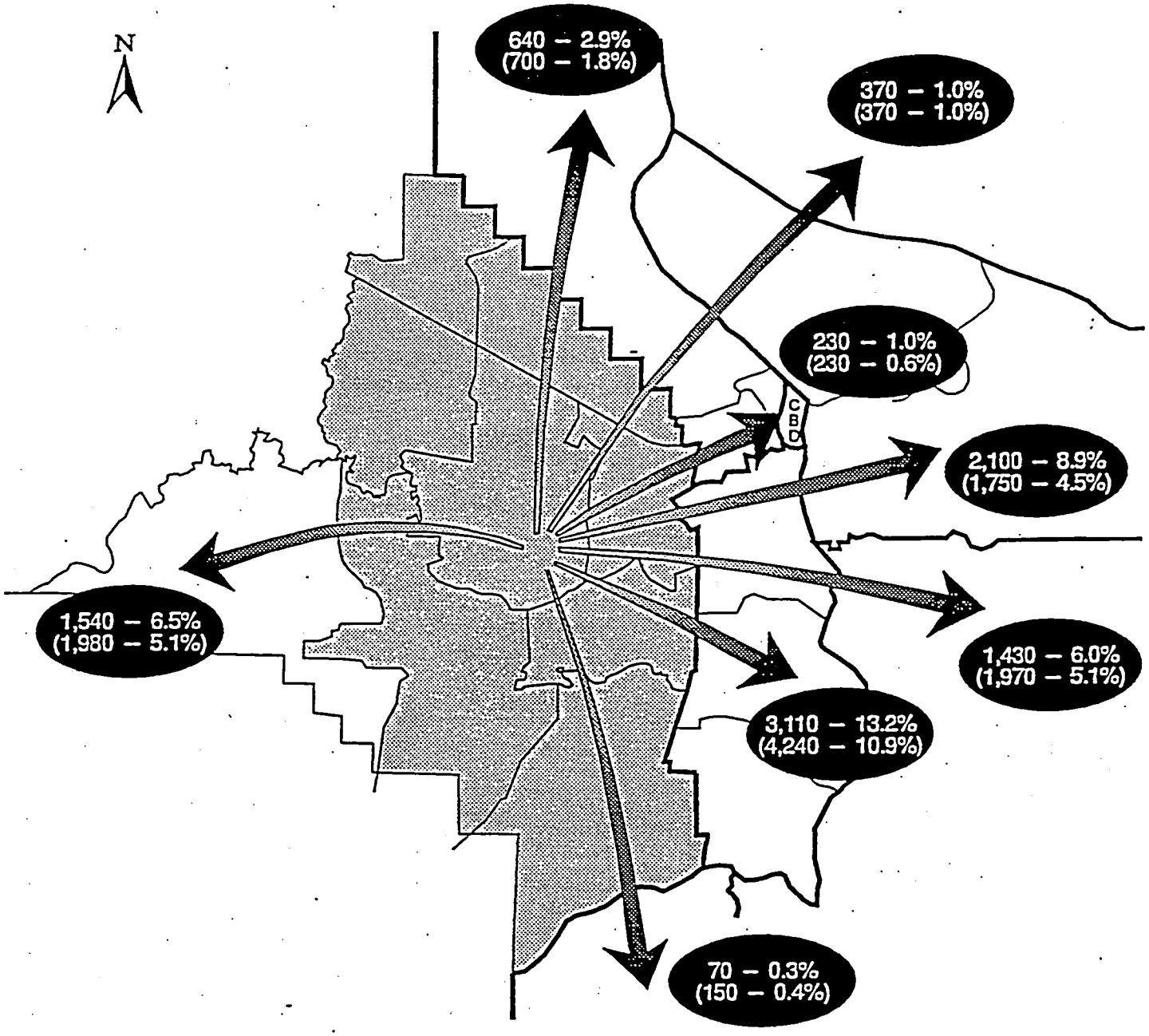
*Does not include walk and bike trips

**Does not include external and commercial trips

EXHIBIT 4

ATTACHMENT C
PAGE 11

PM Peak Hour Work Vehicle Trip Distribution from the Study Area for 1988 and 2010



Legend

xxx,xxx – x.xx%
(xxx,xxx – x.xx%)
- 1988 PM Peak Hour Work Vehicle Trips
- 2010 PM Peak Hour Work Vehicle Trips

- Study Area
- Subarea
- District Boundary

Work Vehicle Trips from the Study Area	
Total Vehicle Trips	23,640 – 100% (38,930 – 100%)
Trips Within the Study Area	14,150 – 59.9% (27,540 – 70.7%)

Western Bypass Study

Parsons Brinckerhoff

EXHIBIT 6

Characteristics of Railbus Transit
and RTP Transit

- Total all-day regional transit trips for railbus transit increase by 4,140 trips from the RTP total of 276,450 trips.
- Highlights of all-day transit trip changes:

	RTP Transit	Railbus Transit
Hillsboro/Beaverton (4) Lake Oswelg/Tigard/Tualatin (5) To/From: East Clackamas County (6) Southeast Portlasnd (8) East Multnomah county (7)	10,190	11,760
Portland CBD (1) To/From: East Clackamas County (6) Southeast Portland (8) East Multnomah County (7)	81,480	81,560
West of Willamette (I-5) To/From: East to Willamette (I-5)	125,100	127,000

Source: METRO

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING ALTERNATIVES FOR EVALUATION IN THE DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS) PHASE OF THE WESTERN BYPASS STUDY	)))))	RESOLUTION NO. 92-1706 Introduced by Councilor Richard Devlin

WHEREAS, The Metropolitan Service District (Metro) is a signatory to the Western Bypass Study Planning Coordination Agreement to seek solutions to north-south and circumferential travel congestion in southeast Washington County; and

WHEREAS, The Coordination Agreement, as amended by Resolution No. 92-1550 commits the Joint Policy Advisory Committee on Transportation (JPACT) and Metro to consider the Oregon Department of Transportation (ODOT) recommendation on the alternatives to be evaluated in the Draft Environmental Impact Statement; and

WHEREAS, ODOT has evaluated six strategies plus the LUTRAQ alternative; and

WHEREAS, ODOT has recommended the inclusion of the LUTRAQ alternative along with four other alternatives developed from the strategy analysis; now, therefore,

BE IT RESOLVED,

1. That the five alternatives recommended by ODOT and its Technical, Citizens and Steering Committees, and described in the "Evaluation of Alternatives Evaluation Summary" dated October 5, 1992 and included as Exhibit A, namely: the No-Build, the Planned Projects/TSM, the LUTRAQ, the Arterials Expansion/HOV Express and the Bypass Alternatives, be carried forward for analysis in the Draft Environmental Impact Statement.

2. That no element of any of the alternatives be included in such a way as to preclude the eventual inclusion of LRT as the Highway 217 High-Capacity Transit element at a later date.

3. That further consideration be given to financing the major elements of the alternatives.

4. That further evaluation of components related to parking charges, dial-a-ride transit, and transit fare subsidy be reflected in the DEIS.

5. That ODOT undertake and fund a modest evaluation of the relative magnitude of demand reduction possible from congestion pricing as compared to parking pricing. This should be done separate from the DEIS and be completed when the DEIS is completed and should be coordinated with regional consideration of congestion pricing.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1992.

_____
Jim Gardner, Presiding Officer

TKL:lmk
92-1706.RES
12-2-92