

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ALLOCATING \$62.2	)	RESOLUTION NO. 05-3529A
MILLION OF TRANSPORTATION PRIORITIES	)	
FUNDING FOR THE YEARS 2008 AND 2009,	)	Introduced by Councilor Rex Burkholder
PENDING AIR QUALITY CONFORMITY	)	
DETERMINATION.	)	
	)	
	)	

WHEREAS, approximately \$62.2 million is forecast to be appropriated to the Metro region through the federal Surface Transportation Program (STP) and Congestion Mitigation – Air Quality (CMAQ) transportation grant programs, and

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) are designated by federal legislation as authorized to allocate these funds to projects and programs in the metropolitan region through the Transportation Priorities process, and

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) have provided policy guidance to Metro staff and the Transportation Policy Alternatives Committee (TPAC) on the type and balance of projects and programs that are a priority for these funds through Metro Resolution No. 04-3431A, For the Purpose of Adopting the Policy Direction, Program Objectives, Procedures and Criteria for the Priorities 2006-09 Metropolitan Transportation Improvement Program (MTIP) and Allocation of Regional Flexible Funds, adopted March 18, 2004 and further refined at the Metro Council work session of January 11, 2005, and the JPACT meeting of January 20, 2005, and

WHEREAS, Metro received approximately \$130 million in project and program applications, and

WHEREAS, those applications have been evaluated by technical criteria within one of twelve modal categories, by a summary of qualitative factors and by a summary of public comments, and

WHEREAS, an extensive public process has provided an opportunity for comments on the merit and potential impacts of the project and program applications between October 15th and December 6<sup>th</sup>, 2004 and at a public hearing before the Metro Council to respond to a staff and TPAC recommendation of proposed projects and programs to allocate funding, and

WHEREAS, TPAC has provided recommendations to JPACT and the Metro Council on a list of projects and programs to allocate funding in response to the policy direction provided, considering the technical evaluation, qualitative factors, and public comments provided as shown in the staff report Attachment 1, and

WHEREAS, a public hearing was conducted by JPACT and the Metro Council February 17<sup>th</sup>, 2005 to solicit comments on the TPAC recommendation, and

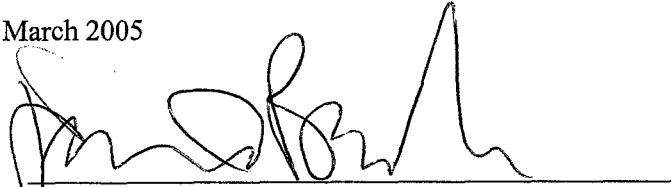
WHEREAS, JPACT took action on the TPAC recommendation March 24<sup>th</sup>, 2005, and

WHEREAS, receipt of these funds are conditioned on completion of requirements listed in staff report Attachment 4, and

WHEREAS, the recommended list of projects and programs, along with all of the projects and programs expected to receive federal funding in the 2006 through 2009 fiscal years was analyzed for conformity with the State Implementation Plan for air quality and adopted within the Metropolitan Transportation Implementation Plan (MTIP); now therefore

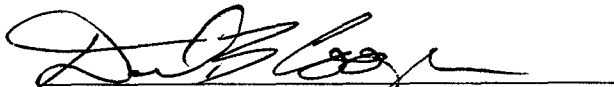
BE IT RESOLVED that the Metro Council adopt the recommendation of JPACT on the project and programs to be funded through the Transportation Priorities 2006-09 process as shown in staff report Attachment 1.

ADOPTED by the Metro Council this 24<sup>th</sup> day of March 2005



David Bragdon, Council President

Approved as to Form:



Daniel B. Cooper, Metro Attorney



## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 05-3529A, FOR THE PURPOSE OF ALLOCATING \$62.2 MILLION OF TRANSPORTATION PRIORITIES FUNDING FOR THE FEDERAL FISCAL YEARS 2008 AND 2009 PENDING AIR QUALITY CONFORMITY DETERMINATION.

Date: March 24, 2005

Prepared by: Ted Leybold

## BACKGROUND

The Transportation Priorities 2006-09; Investing in the 2040 Growth Concept program allocates transportation funding to Metro area transportation agencies from two federal grant programs; the Surface Transportation and Congestion Mitigation/Air Quality programs. The Metro region is forecast to receive \$62.2 million from these sources in the federal fiscal years of 2008 and 2009. Previous allocations have identified projects and programs to receive funds during the fiscal years of 2006 and 2007.

Prior to the application process, an outreach process identified a general policy direction for the allocation of these funds. The primary objective of the program as adopted by the Metro Council is to leverage economic development through investments that support Region 2040 centers, industrial areas and urban growth boundary expansion areas that have completed concept plans. Other policy objectives include emphasizing modes that do not have other sources of dedicated revenue, completing gaps in modal systems and developing a multi-modal transportation system.

Metro expects to distribute approximately \$62.2 million in regional flexible funds during the Transportation Priorities process. Table 1 demonstrates the new funds forecast to be available for projects and programs.

Table 1: New Regional Flexible Funds Available for Programming

	2006	2007	2008	2009
STP			\$16,800,000	\$16,800,000
CMAQ			\$13,400,000	\$13,500,000
Interstate Transfer	\$1,728,000			
Total	\$1,728,000		\$30,200,000	\$30,300,000

More than 70 project and program applications were received requesting more than \$130 million. A technical ranking of projects was completed for the project applications within twelve modal categories. This technical analysis, along with qualitative considerations was used to inform a decision process to select a first cut of project and program applications for public comment. Public comments were received for all applications and the first cut list between October 15th and December 16<sup>th</sup> 2004.

Further policy direction was provided by the Metro Council and JPACT to direct staff on how to narrow the First Cut List to a draft staff recommended Final Cut List. The direction included honoring past commitments for these funds and continuing funding of Metro planning. The direction also included funding projects in all 2040 mixed-use and industrial land areas and emphasizing non-road or bridge projects in mixed-use areas to maximize development and multi-modal objectives. Finally, all projects

and programs were to be screened based on their relationship to the implementation of mixed-use and/or industrial area plans and development using the 2040 technical score and qualitative issues identified in project applications or through public comments.

Attached are the following updated Transportation Priorities 2006-2009 documents:

Attachment 1 summarizes the list of candidate applications recommended by JPACT for funding from forecasted revenues.

Attachment 2 is a summary of program policy goals and objectives and policy direction from Metro Council and JPACT to technical staff on how to narrow the First Cut List to a Final Cut List balanced against expected revenues.

Attachment 3 is an explanation of the JPACT Recommendations as it relates to the program policy goals and objectives.

Attachment 4 is a draft recommendation outlining the conditions to be met to allow obligation of Transportation Priorities funds for each project or program recommended for funding.

#### **ANALYSIS/INFORMATION**

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** This resolution allocates transportation funds in accordance with the federal transportation authorizing legislation (currently known as the Transportation Equity Act for the 21<sup>st</sup> Century or TEA-21). The allocation process is intended to implement the Transportation Priorities 2006-09 program policies as defined by Metro Resolution No. 04-3431A.
3. **Anticipated Effects** Adoption of this resolution would instigate an air quality conformity analysis of the effects of implementing these projects and programs for compliance with the State Implementation Plan for air quality.
4. **Budget Impacts** Adoption of the resolution would begin staff analysis of the air quality impacts of implementing the list of projects and programs as provided for in the Unified Work Program. Grant funds allocated to Metro planning require a match totaling 10.27% of project costs. Current options under consideration would include \$203,400 over the fiscal years 2008 and 2009. Metro would also negotiate with other transportation agencies for responsibility of a portion of \$419,200 of required local match for other regional planning activities over the course of the 2006 – 2009 time period.

#### **RECOMMENDED ACTION**

Approve the resolution as recommended.

# JPACT Recommendation

Planning & Travel Options	Planning		Bike/Trail		Pedestrian							
	Score	Requested Amount (millions of \$)	Score	Requested Amount (millions of \$)	Score	Requested Amount (millions of \$)						
	Recommended for Funding		Recommended for Funding		Recommended for Funding							
n/a	P0005	Regional Freight Planning: Region wide	\$0.300	93	BK1009	Springwater Trail-Sellwood Gap: SE 19th to SE Umatilla	\$1.237	90	Pd3163	Forest Grove Town Center Pedestrian Improvements	\$0.660	
n/a	P0001	MPO Required Planning: Region wide	\$1.731	82	BK4011	Marine Dr. Bike Lanes & Trail Gaps: 6th Ave. to 185th	\$0.966	88	Pd5054	Milwaukie Town Center: Main/Harrison/21st	\$0.450	
n/a	P1003	Milwaukie LRT Supplemental EIS: Portland central city to Milwaukie town center	\$2.000	81	BK2055	Springwater Trailhead at Main City Park	\$0.310	74	Pd1202	SW Capitol Highway (PE): Multnomah to Taylors Ferry	\$0.530	
n/a	P5053	Multi-Use Path Master Plans: Lake Oswego to Milwaukie, Tonquin Trail, Mt. Scott - Scouter's Loop	\$0.300	76	BK2052	MAX Multi-use Path: Cleveland Station to Ruby Junction	\$0.890					
n/a	P0002	Next Priority Corridor Study	\$0.500	75	BK5026	Trolley Trail: Arista to Glen Echo (Segments 5-6)	\$0.742					
n/a	P1017	Willamete Shoreline - Hwy 43 Transit alternatives analysis: Portland South Waterfront to Lake Oswego	\$0.688	73	BK3012	Rock Creek Trail: Orchard Park to NW Wilkens	\$0.675					
		<b>Subtotal:</b>	<b>\$5.519</b>			<b>Subtotal:</b>	<b>\$5.420</b>				<b>Subtotal:</b>	<b>\$1.640</b>
		Not Recommended for Further Consideration in Final Cut				Not Recommended for Further Consideration in Final Cut					Not Recommended for Further Consideration in Final Cut	
n/a	P0004	Livable Streets Update: Region wide	\$0.200	67	BK6110	Jennifer St: 106th to 122nd	\$0.550	78	Pd1227	Tacoma Street: 6th to 21st	\$1.402	
n/a	P8000	Bike Model and Interactive Map: Region wide	\$0.201	65	BK3072	Powerline Trail (north): Schuepback Park to Burnwood Dr. (Con)	\$0.900	75	Pd2105	Rockwood Ped to MAX: 188th Avenue and Burnside	\$1.400	
n/a	P5053	Multi-Use Path Master Plans: Sullivan's Gulch	\$0.290	93	BK1009	Springwater Trail-Sellwood Gap: SE 19th to SE Umatilla	\$0.372	44	Pd1019	Transit Safe Street Crossings	\$0.500	
n/a	P1017	Willamete Shoreline - Hwy 43 Transit preliminary engineering: Portland South Waterfront to Lake Oswego	\$1.350					n/a	Pd8007	ODOT Preservation Supplement (Powell: 50th to I-205)	\$0.250	
		<b>Subtotal:</b>	<b>\$2.041</b>			<b>Subtotal:</b>	<b>\$1.822</b>				<b>Subtotal:</b>	<b>\$3.552</b>
		Not Recommended for Further Consideration in First Cut				Not Recommended for Further Consideration in First Cut					Not Recommended for Further Consideration in First Cut	
n/a	P1003	Milwaukie LRT Supplemental EIS: Portland central city to Milwaukie town center	\$1.725	63	BK6057	Washington Square Regional Center Trail: Hwy. 217 to Fanno Creek Trail	\$1.256	68	Pd1060	SE Hawthorne: 20th to 50th	\$0.822	
n/a	P5016	I-205/Hwy 213 Interchange Reconnaissance Study	\$0.300	53	BK6020	Powerline Trail (South): Barrows to Beef Bend Rd.	\$0.942	63	Pd3021	SW Scholls Ferry Road: Raleigh Hills town center	\$0.436	
n/a	P3121	Tualatin Valley Highway Corridor Study: Highway 217 to Baseline Road	\$1.900					59	Pd3093	SW Murray Blvd (west side only): TV Hwy to Farmington (+ bike lane)	\$0.923	
n/a	TD0005	Fuller Road at I-205	\$0.500					49	Pd5209	SE 129th Sidewalks and bike lane: Scott Creek Ln. to Mountain Gate Rd.	\$0.707	
		<b>Subtotal:</b>	<b>\$4.425</b>			<b>Subtotal:</b>	<b>\$2.198</b>	n/a	Pd8007	ODOT Preservation Supplement (Powell: 50th to I-205)	\$0.250	
		<b>Mode Category Total:</b>	<b>\$11.985</b>			<b>Mode Category Total:</b>	<b>\$9.440</b>				<b>Subtotal:</b>	<b>\$3.138</b>
											<b>Mode Category Total:</b>	<b>\$8.330</b>
Score	Regional Travel Options		Requested Amount (millions of \$)	Score	TOD		Requested Amount (millions of \$)	Score	Transit		Requested Amount (millions of \$)	
	Recommended for Funding				Recommended for Funding				Recommended for Funding			
n/a		Program management & administration	\$0.340	98	TD8005	Regional TOD LRT Station Area Program	\$3.000	n/a	Tr1001	I-205 LRT, Commuter Rail, S Waterfront Streetcar	\$16.000	
n/a		Regional marketing program	\$2.960	95	TD0002	Regional TOD Urban Center Program	\$1.000	n/a	Tr1002	I-205 Supplemental	\$2.600	
n/a		Regional evaluation	\$0.300	88	TD0003	Site acquisition: Beaverton regional center	\$2.000	93	Tr8035	Frequent Bus Capital program	\$2.750	
n/a		1 TravelSmart	\$0.500					81	Tr1106	Eastside Streetcar (Con)	\$1.000	
		<b>Subtotal:</b>	<b>\$4.100</b>			<b>Subtotal:</b>	<b>\$6.000</b>	57	Tr5126	South Metro Amtrak Station: Phase II	\$0.900	
		Not Recommended for Further Consideration in Final Cut				Not Recommended for Further Consideration in Final Cut					<b>Subtotal:</b>	<b>\$23.250</b>
n/a		1 TravelSmart	\$0.500	95	TD0002	Regional TOD Urban Center Program	\$0.500	57	Tr5126	South Metro Amtrak Station: Phase II	\$0.250	
n/a		Regional Vanpool fleet	\$0.503	88	TD0003	Site acquisition: Beaverton regional center	\$1.000	28	Rc8038	SW Ash Street extension (PE-ROW)	\$0.639	
n/a		1 TravelSmart projects	\$0.500	81	TD0004	Gateway Transit Center Redevelopment	\$0.500					
		<b>Subtotal:</b>	<b>\$1.503</b>	98	TD8005	Regional TOD LRT Station Area Program	\$0.500					
		Not Recommended for Further Consideration in First Cut				<b>Subtotal:</b>	<b>\$3.000</b>				<b>Subtotal:</b>	<b>\$0.889</b>
n/a		2 TravelSmart Projects	\$1.000			Not Recommended for Further Consideration in First Cut					Not Recommended for Further Consideration in First Cut	
		<b>Subtotal:</b>	<b>\$1.000</b>			<b>Subtotal:</b>	<b>\$0.000</b>	28	Rc8038	SW Ash Street extension (construction)	\$0.212	
		<b>Mode Category Total:</b>	<b>\$6.603</b>			<b>Mode Category Total:</b>	<b>\$9.000</b>				<b>Subtotal:</b>	<b>\$0.212</b>
											<b>Mode Category Total:</b>	<b>\$24.351</b>

**JPACT Recommendation**  
**Metro Resolution 05-3529A**

Resolution No. 05-3529A  
 Attachment 1

Score	Road Capacity		Score	Road Reconstruction		Score	Boulevard				
		Requested Amount (millions of \$)			Requested Amount (millions of \$)			Requested Amount (millions of \$)			
<b>Recommended for Funding</b>			<b>Recommended for Funding</b>			<b>Recommended for Funding</b>					
74	RC8014	SW Greenburg Road: Washington Square Dr. to Tiedeman	\$1,000	91	Fr3166	10th Avenue at Highway 8 Intersections	\$0.837	102	Bd3020	Rose Biggi extension: Crescent St. to Hall (PE)	\$0.580
65	RC1184	Beaverton-Hillsdale Hwy/Oleson/Scholls Ferry intersection (PE)	\$1,000	88	RR2035	Cleveland St.: NE Stark to SE Powell	\$1,000	97	Bd1051	Burnside Street: Bridge to E 14th (PE)	\$1,650
62	RC7000	SE 172nd Ave: Phase I; Sunnyside to Hwy 212 (ROW)	\$2,000					95	Bd1260	Killingsworth: N Commercial to NE MLK (PE)	\$0,400
		<b>Subtotal:</b>	<b>\$4,000</b>			<b>Subtotal:</b>	<b>\$1,837</b>			<b>Subtotal:</b>	<b>\$2,630</b>
Not Recommended for Further Consideration in Final Cut			Not Recommended for Further Consideration in Final Cut			Not Recommended for Further Consideration in Final Cut					
65	RC2110	Wood Village Blvd.: Arata to Halsey	\$0.815	91	RR1053	Naito Parkway: NW Davis to SW Market	\$3,840	Bd3020	Rose Biggi extension: Crescent St. to Hall (ROW)	\$1,140	
65	Pd6127	Boones Ferry Road at Lanewood Street	\$1,400	88	RR2035	Cleveland St.: NE Stark to SE Powell	\$0,540	Bd3020	Rose Biggi extension: Crescent St. to Hall (Con)	\$2,087	
	RC7000	SE 172nd Ave: Phase I; Sunnyside to Hwy 212 (ROW)	\$2,300	84	RR5037	Lake Rd: 21st to Hwy 224	\$1,884	Bd1051	Burnside Street: Bridge to E 14th (PE)	\$1,710	
46	RC5103	Clackamas County ITS: Safety and operational improvements at 4 railroad crossings	\$0,500					Bd1260	Killingsworth: I-5 Overpass	\$0,935	
65	RC1184	Beaverton-Hillsdale Hwy/Oleson/Scholls Ferry intersection (PE)	\$0,411					Bd1260	Killingsworth: N Commercial to NE MLK (Con)	\$1,679	
		<b>Subtotal:</b>	<b>\$5,426</b>			<b>Subtotal:</b>	<b>\$6,264</b>			<b>Subtotal:</b>	<b>\$10,086</b>
Not Recommended for Further Consideration in First Cut			Not Recommended for Further Consideration in First Cut			Not Recommended for Further Consideration in First Cut					
	RC1184	Beaverton-Hillsdale Hwy/Oleson/Scholls Ferry intersection (PE)	\$1,489	81	RR2001	NE 242nd Ave.: Stark to Glisan	\$0,840	87	Bd3169	E Baseline: 10th to 20th	\$2,447
56	RC3114	NE 28th Avenue: East Main to Grant	\$1,682	70	RR1209	NW 23rd Avenue: Burnside to Lovejoy	\$2,694				
		<b>Subtotal:</b>	<b>\$1,682</b>			<b>Subtotal:</b>	<b>\$2,694</b>			<b>Subtotal:</b>	<b>\$2,447</b>
		<b>Mode Category Total:</b>	<b>\$9,426</b>			<b>Mode Category Total:</b>	<b>\$8,101</b>			<b>Mode Category Total:</b>	<b>\$15,163</b>
Score	Freight		Score	Large Bridge		Score	Green Streets				
		Requested Amount (millions of \$)			Requested Amount (millions of \$)			Requested Amount (millions of \$)			
<b>Recommended for Funding</b>			<b>Recommended for Funding</b>			<b>Recommended for Funding</b>					
79	Fr4063	N Lombard: Slough overcrossing	\$2,000	71	RR1012	Sellwood Bridge Replacement: Type, Size & Location Study, Preliminary environmental	\$2,000	93	GS2123	Beaver Creek Culverts: Troutdale, Cochran, Stark	\$1,000
77	Fr3016	SW Tualatin-Sherwood Road ATMS: I-5 to Highway 99W	\$0,341								
68	Fr4087	N Leadbetter Extension: N Bybee Lake Ct. to Marine Dr.	\$1,800								
67	Fr6065	Kinsman Road extension: Barber to Boeckman	\$1,400								
65	Fr6008	Freight Data Collection Infrastructure and Archive System: Approximately 50 interchanges region wide	\$0,179								
		<b>Subtotal:</b>	<b>\$5,720</b>			<b>Subtotal:</b>	<b>\$2,000</b>			<b>Subtotal:</b>	<b>\$1,000</b>
Not Recommended for Further Consideration in Final Cut			Not Recommended for Further Consideration in Final Cut			Not Recommended for Further Consideration in Final Cut					
79	Fr4063	N Lombard: Slough overcrossing	\$0,210	RR1012	Sellwood Bridge Replacement: Type, Size & Location Study, Preliminary environmental	\$1,600		88	GS1224	NE Cully Boulevard: Prescott to Killingsworth	\$2,457
61	Fr2074	NE Sandy Blvd. (PE/ROW): 207th to 238th	\$0,630						GS2123	Beaver Creek Culverts: Troutdale, Cochran, Stark	\$0,470
		<b>Subtotal:</b>	<b>\$0,630</b>			<b>Subtotal:</b>	<b>\$1,600</b>			<b>Subtotal:</b>	<b>\$0,470</b>
Not Recommended for Further Consideration in First Cut			Not Recommended for Further Consideration in First Cut			Not Recommended for Further Consideration in First Cut					
	Fr4063	N Lombard: Slough overcrossing	\$2,210								
	Fr4087	N Leadbetter Extension: N Bybee Lake Ct. to Marine Dr.	\$1,200								
45	Fr6065	SW Herman Road: Teton to 108th Avenue	\$2,000								
		<b>Subtotal:</b>	<b>\$5,410</b>			<b>Subtotal:</b>	<b>\$0,000</b>			<b>Subtotal:</b>	<b>\$0,000</b>
		<b>Mode Category Total:</b>	<b>\$11,760</b>			<b>Mode Category Total:</b>	<b>\$3,600</b>			<b>Mode Category Total:</b>	<b>\$1,470</b>

**Roads & Bridges**

**Recommended Total:** \$63,116  
**Expected 2008-09 Funding Authorized:** \$62,226

### **Transportation Priorities 2006-09 Policy Objectives**

The primary policy objective for the Transportation Priorities 2006-09 program is to leverage economic development in priority 2040 land-use areas through investments that support:

2040 Tier I and II mixed-use areas (central city, regional centers, town centers, main streets and station communities)

2040 Tier I and II industrial areas (regionally significant industrial areas and industrial areas), and

2040 Tier I and II mixed-use and industrial areas within UGB expansion areas with completed concept plans

Other policy objectives include:

- emphasize modes that do not have other sources of revenue
- complete gaps in modal systems
- develop a multi-modal transportation system with a strong emphasis on funding bicycle, boulevard, freight, green street demonstration, pedestrian, regional transportation options, transit oriented development and transit projects and programs
- meet the average biennial requirements of the State Implementation Plan for air quality for the provision of pedestrian and bicycle facilities (5 miles of bicycle improvements and 1.5 miles of pedestrian improvements, independent of road/bridge capacity or reconstruction projects)

### **Implementation of Program Policy Objectives For Narrowing To Final Cut List**

1. Support economic development in priority land use areas.

In addition to the quantitative technical summary, provide information in the staff report on how each project or modal category of projects addresses:

- link to retention and/or attraction of traded-sector jobs,
- transportation barrier to development in 2040 priority land use areas
- support of livability and attractiveness of the region.

2. Emphasize priority modal categories in the following manner:
  - A. Emphasize projects in the bicycle, boulevard, freight, green street demonstration, pedestrian, regional transportation options, transit oriented development and transit categories by:
    - proposing the top-ranked projects at clear break points in technical scoring in all of the emphasis categories (with limited consideration of qualitative issues and public comments).
  - B. Nominate projects in the road capacity, reconstruction or bridge categories when the project competes well within its modal category for 2040 land use technical score and over all technical score, and the project best addresses (relative to competing candidate projects) one or more of the following criteria:
    - project leverages traded-sector development in Tier I or II mixed-use and industrial areas;
    - funds are needed for project development and/or match to leverage large sources of discretionary funding from other sources;
    - the project provides new bike, pedestrian, transit or green street elements that would not otherwise be constructed without regional flexible funding (new elements that do not currently exist or elements beyond minimum design standards).
  - C. When considering nomination of applications to fund project development or match costs, address the following:
    - Strong potential to leverage discretionary (competitive) revenues.
    - Partnering agencies illustrate a financial strategy (not a commitment) to complete construction that does not rely on large, future allocations from Transportation Priorities funding.
    - Partnering agencies demonstrate how dedicated road or bridge revenues are used within their agencies on competing road or bridge priorities.
3. As a means of further emphasis on implementation of Green Street principles, the following measures should also be implemented:
  - Staff may propose conditional approval of project funding to further review of the feasibility of including green street elements, particularly interception and infiltration elements.
  - Strong consideration will be given to funding the Livable Streets Update application in the Planning category. This work would document the latest research and further the training and education of green street implementation in the region.



## **Transportation Priorities 2006-09: *Investing in the 2040 Growth Concept***

### **Explanation of Metro Staff Project/Program Recommendations**

Following is a summary of the rationale used by Metro staff to implement the policy direction provided by JPACT and the Metro Council in developing a Final Cut List recommendation as shown in Attachment 2 to the staff report. The summary is organized by mode category.

#### **Bike/Trail**

- The top six technically ranked projects were nominated for inclusion in the JPACT recommendation. The fourth, fifth and sixth ranked projects had similar technical scores while there is a more pronounced break point between the sixth and seventh ranked project.
- The Marine Drive trail gaps project was initially reduced in recommended funding in the Base package by the amount that project was thought likely to receive through the state Transportation Enhancement (TE) funding program. Subsequent action by the Oregon Transportation Commission did not provide funding to this project.
- The Trolley Trail project was reduced in recommended funding in the Base package by half to allow coordination with the area sewer districts for the potential use of the trail right-of-way for a sewer trunk line. Slowing the rate of funding for this project would allow better construction coordination and the potential for shared construction costs.
- Right-of-way for the Powerline Trail from Schuepback Park to Burntwood Drive is included to help secure the undeveloped Mt. Williams property where the project is located prior to the expiration of a purchase option owned by a consortium seeking to secure the property for park and trail use.
- The projects included in the JPACT recommendation, with the addition of projects funded through the state Transportation Enhancements program that will be included in the full MTIP, will meet progress needed on air quality Transportation Control Measures of 5 miles per biennium. The JPACT recommendation and Transportation Enhancement funded projects will provide 7.33 miles of bike trail and lane improvements. However, .35 miles of MAX multi-use path project located in the Gresham regional and Rockwood town centers are needed to meet required pedestrian improvements, leaving a net total of 6.98 miles of bicycle improvements.

#### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the bicycle modal category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

- Address transportation barrier to development in 2040 priority land use areas

None of the projects in the bicycle/trail category remove or reduce a congestion barrier that is preventing development in a 2040 priority land use area. However, all of the projects, other than the Springwater Trailhead project, would provide an alternative mode option to priority land use areas that have or are forecast to have congestion.

- Support livability and attractiveness of the region.

The development of a regional bike system and bike access to 2040 priority land use areas contribute to the economic vitality of the region by increasing bike trips that do not require more land intensive and costly auto parking spaces in those areas where efficient use of land is most critical. The provision of a well-designed network of bicycle facilities also contributes to the overall livability and attractiveness to both companies and work force to locate in the region.

*Emphasize modes that do not have other sources of revenue*

On-street bicycle projects, outside of vehicle capacity or reconstruction projects that are required to build bike facilities, only have the dedicated funding of a state program that allocates approximately \$2.5 million per year to bicycle and pedestrian projects on state facilities. Off-street trails are one of several eligible project types that compete for statewide Transportation Enhancement grants of approximately \$4 million per year. Additionally, one percent of state highway trust fund monies passed through to local jurisdictions must be spent on the construction or maintenance of bicycle or pedestrian facilities.

*Complete gaps in modal systems*

The bicycle projects recommended for further consideration all complete gaps in the existing bicycle network. While the Springwater Trailhead project does not strictly complete a gap in the provision of a bike trail or lane, it does provide needed user facilities on the trail system that do not exist today.

*Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan*

The bicycle and trail projects recommended for further consideration would provide 6.98 miles of a required 5 miles of new bicycle facilities for the two-year funding period. This assumes .35 miles of the MAX multi-use path project in Gresham would be applied to meeting requirements for the provision of pedestrian facilities and is included in the calculation of that category.

## **Boulevard**

- The top three technically ranked projects were nominated for further consideration as there is a clear break point between the third and fourth ranked projects.
- As the Rose Biggi project is adjacent to the TOD acquisition site in Beaverton that is also recommended for funding, only preliminary engineering is recommended in the base package to reserve availability of resources for other areas of the region. PE is the minimum effort necessary to sustain momentum on the extension of the road north to Hall Boulevard.
- The Burnside Street project may receive a federal earmark that would complete PE funding for this project phase.
- Recommended funding for the Killingsworth project was reduced by the amount the project is likely to receive through the state Transportation Enhancement funding program. This recommendation may be revisited as the TE funding award process progresses. PE funding is recommended for the remaining segment between N Commercial and NE MLK Boulevard.

### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the JPACT recommendation within the boulevard modal category addresses the following policy guidance.

#### *Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Boulevard projects recommended support the redevelopment of adjacent properties to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure.

- Address transportation barrier to development in 2040 priority land use areas  
None of the projects in the boulevard category remove or reduce a congestion barrier that is preventing development in a 2040 priority land use area. However, all of the projects would enhance the trip end experience for users of alternative modes to access priority land use areas that have or are forecast to have congestion.

- Support livability and attractiveness of the region.

The recommended projects are a direct investment in priority 2040 mixed land use areas and support further economic development in those areas by providing the facilities and amenities necessary to support higher densities of development, a mix of land use types and higher percentage of trips by alternative modes and by enhancing land values in the vicinity of the project.

*Emphasize modes that do not have other sources of revenue*

While elements of Boulevard projects are eligible for different sources of transportation funding, they have no source of dedicated funding to strategically implement these types of improvements in priority 2040 land use areas.

*Complete gaps in modal systems*

The recommended projects add new or enhance existing pedestrian and some bike facilities to the regional network. The Rose Biggi project would construct a new collector level motor vehicle connection within a regional center to meet regional guidance on street connectivity.

*Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan*

The Boulevard projects recommended for further consideration would only provide preliminary engineering funds and therefore not contribute to the required 5 miles of new bicycle facilities and 1.5 miles of pedestrian facilities for the two-year funding period.

**Large Bridge**

- The Sellwood Bridge type, size and location study and preliminary environmental work is proposed for funding in the base package in the amount of \$2.0 million.
- The recommendation for this project is based on this project best meeting the policy direction for inclusion of projects in the non-emphasis categories. The project has the potential for regional flexible funds to seed local and state project development funds that could then leverage a large allocation from federal and state Bridge Replacement funds to reconstruct the Sellwood Bridge. ODOT Region One is proposing \$1.5 million in STIP funding for this project with the County providing \$2.1 million of matching funds. These funds will be used to solicit \$12.8 million additional funds, currently under recommendation by the state bridge committee to the Oregon Transportation Commission for PE and right-of-way costs. The total effort will be used to solicit additional HBRR and other federal funds in the future to complete construction of the project.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the large bridge modal category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs
- The Sellwood Bridge project supports the redevelopment of the South Waterfront and Tacoma main street and the greater North Milwaukie industrial area. Industrial, office

and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure.

- Address transportation barrier to development in 2040 priority land use areas. Due to bridge cracking, the Sellwood Bridge is currently closed to all vehicles greater than 10,000 lbs gross vehicle weight. This represents a significant barrier to the attractiveness for any business development in the vicinity of the bridge that would rely on truck access.

- Support livability and attractiveness of the region. With one 4-foot sidewalk occluded by light and sign posts, narrow travel lanes and no bike lanes, the current bridge is a significant barrier to access to the network of multi-use paths and bicycle lanes in the area. A new bridge provide greater connectivity between the east and west sides of the Willamette River.

*Emphasize modes that do not have other sources of revenue*

Bridge projects receive dedicated sources of revenue from federal and state funding sources. Award of these funds is done on a competitive process and allocation of regional flexible funds would be intended to develop enough project detail to effectively compete for those sources of revenue.

*Complete gaps in modal systems*

Meets the narrowing policy objectives of and providing new pedestrian and bicycle facilities that do not exist and are not likely to be constructed without programming of regional flexible funds. The project would also reopen the bridge to freight and transit traffic that is currently rerouted to the Ross Island Bridge approximately 2.5 miles to the north.

*Develop a multi-modal transportation system*

This is not a modal emphasis category for the Transportation Priorities program. However, a new bridge would provide new bicycle lanes, replace a single side substandard sidewalk, provide local freight access and serve two regional bus routes that can no longer use the current bridge.

*Meet the average annual requirements of the State air quality implementation plan*

As a replacement or reconstruction project, this project does not address this policy goal.

**Green Streets**

- The top technically ranked green street demonstration projects for street and culvert retrofits were recommended for the final cut list base package. While these were the only candidate applicants in these categories, both are strong projects and worthy of funding. JPACT, however, approved funding the Cully Boulevard project through local sources as a condition of providing funding to the Springwater corridor trail project.

- The Cully Boulevard project will provide improvements in a 2040 mixed-use main street located in a low-income and minority community and will provide technical data on water quantity/quality improvements associated with green street techniques.
- The Beaver Creek Culverts project will support recovery of endangered species, removing barriers associated with transportation facilities and will leverage a large local match and state restoration grant (70% of total project cost). To balance the program, funding is recommended to be reduced by \$470,000 to a regional share of \$1,000,000. The reduction would need to be made up from other sources or by a reduction in work scope such as reconstructing 2 of the 3 culverts or constructing lower-cost retrofit options.

### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the JPACT recommendation within the green street modal category addresses the following policy guidance.

#### *Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Cully Street project would support the redevelopment of adjacent properties to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure. Additionally, green street design principals and the removal of fish barrier culverts are part of the region's management plan to address the listing of several native fish species under the federal endangered species act. Demonstrating programmatic implementation of the management plan is important to staying in compliance with the act and preventing lawsuits or federal actions that could hinder future ability to attract traded sector jobs to the region.

- Address transportation barrier to development in 2040 priority land use areas  
Neither of the applications address a specific transportation congestion barrier to development in a 2040 priority land use area. However, the Cully project would provide on-street parking, sidewalks and bicycle lanes that are lacking today and deter access and investment in the area.

- Support livability and attractiveness of the region.

The Cully Street demonstration project supports the economic development of a mixed-use main street. As a demonstration project for innovative stormwater management techniques in the public right-of-way, the project has the potential to promote a less costly, environmentally sensible means of managing stormwater runoff region wide. The Beaver Creek culverts retrofit project support economic development by supporting the provision of wildlife within an urban area, increasing its attractiveness to companies and work force to locate in the area.

*Emphasize modes that do not have other sources of revenue.*

There are no sources of dedicated revenue to support the demonstration of innovative stormwater management techniques in the public right-of-way. There are state grants available through the Oregon Water Enhancement Board to restore stream habitat, including retrofit or replacements of culverts. However, these grants require local match funds and are competitive relative to the needs and range of project eligibility.

*Complete gaps in modal systems.*

As a demonstration project category, Green Streets projects do not directly address this policy.

*Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan.*

As a demonstration project category, Green Streets projects do not directly address this policy.

**Freight**

- All or a portion of the top five technically ranked projects are recommended for further consideration by Metro staff in the freight category. There was a clear break point in the technical score between the fifth and sixth ranked projects.
- The JPACT recommendation funds the increase in project costs discovered subsequent to application for and the proposed award of OTIA III funds to the N Leadbetter railroad over crossing project.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the JPACT recommendation within the freight modal category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Lombard Slough over crossing project is the central freight connector through the region's largest regionally significant industrial area with 190 companies and 8,000 industrial jobs. If the Lombard Slough over crossing is weight limited in the future, it would require an 11 mile out-of-direction travel between South Rivergate, where many traded-sector companies are located, and Terminal 6, the region's only inter-modal container terminal. The Leadbetter extension project would provide grade-separated access over a rail spur from a large traded-sector employer (Columbia Sportswear) and developing industrial land to the entrance of Terminal 6, extending the capacity of the existing warehouse facility and number of potential employees located there.

- Address transportation barrier to development in 2040 priority land use areas  
Without the Lombard Slough bridge improvement, a 113 acre vacant parcel, one of 25 industrial sites of statewide significance identified by the Governor's Industrial lands Task Force and the potential for an additional 1,000 new jobs (scenario of recent Vestas proposal), would not be able to fully develop. The Leadbetter extension project would increase attractiveness to three developable parcels in the vicinity by creating an alternative to increasing number and length of delays caused by rail traffic blockage. The Tualatin-Sherwood ATMS project would improve operating efficiencies of a congested major freight route connecting a large industrial area, including several hundred acres of vacant industrial land brought into the UGB in 2002 and 2004, with I-5 and 99W. The Kinsman Road project would create a new extension from an existing regional freight road connector and provide new access for 175 acres of vacant industrial land in west Wilsonville that is awaiting development until local concurrency requirements for road capacity can be met.

- Support livability and attractiveness of the region.  
By supporting the retention and expansion of traded-sector companies that can grow jobs independent of local economic conditions and supply high-wage jobs, freight projects as a category support the livability and attractiveness of the region.

The freight data collection infrastructure would provide data that would allow more accurate tracking and forecasting of truck movements to better understand freight transportation needs in the region.

*Emphasize modes that do not have other sources of revenue*

The five recommended freight projects are road capacity, reconstruction or operations projects. These projects are eligible for funding through state trust fund and pass through revenues. The OTIA III process has also dedicated \$100 million of statewide funding to these types of projects.

*Complete gaps in modal systems*

The Lombard slough over-crossing project would prevent the closure of freight traffic on the regional freight system. The Kinsman Road and Leadbetter projects would provide new connections to the motor vehicle system.

*Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan*

As capacity, reconstruction or operational projects, this project category does not address this policy goal.



## Planning

### On-Going

- MPO Required Planning is recommended for funding. This funding continues the practice of previous allocations (adjusted 3% annually for inflation) to the Metro planning department for the provision of regional transportation planning services necessary to carry out MPO functions. Use of regional flexible funds for this purpose began as an alternative to collection of dues from local transportation agencies.
- Regional Freight Planning is recommended for funding. Funding for regional freight planning services began in FFYs 2004 and 2005 as freight and economic development became prominent regional and political issues. This allocation would fund these services for 2006 through 2009.

### Corridor Planning

- The Milwaukie light rail Supplemental EIS is recommended for funding at \$2.0 of its \$3.725 million cost from regional flexible funds. This effort is needed to make the project eligible to receive federal funds.
- The Willamette Shoreline – Highway 43 Transit alternatives analysis is proposed for funding. Preliminary engineering phase is not recommended at this time but should await further development of a strategy for corridor improvements through the AA process.
- Three of the four Multi-Use master plans (Lake Oswego to Milwaukie, Tonquin Trail, and the Mt. Scott to Scouter's Loop trail) are recommended for funding. These trail projects span multiple local jurisdictions that need technical support to prepare trails to enter preliminary engineering and continue efforts provided at Metro to developing regional trail projects through implementation of the Greenspaces bond measure. The Sullivan's Gulch trail is not recommended for funding as it was not indicated as a local priority to the city of Portland and to the degree of cooperation and effort that will be needed to complete master planning work for this project.
- The Next Priority Corridor analysis is recommended for funding. This work would address the fourth corridor from regional flexible funds of the 18 corridor plans the state Department of Land Conservation and Development requires the region to complete as part of the adoption of the Regional Transportation Plan. JPACT has requested ODOT also contribute to the completion of a second corridor study in this time frame conditioned on regional funding of one corridor study.

### Planning Enhancements

- No Planning Enhancements applications are recommended for funding.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the planning category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

None of the candidate planning activities claimed a direct link to the retention or attraction of a specific traded-sector business to the region. However, planning activities are necessary to ensure federal funding eligibility and adequate transportation services to the region, both essential to retaining and attracting traded-sector businesses to the region in general.

- Address transportation barrier to development in 2040 priority land use areas

The 2000 RTP allows development in the region's priority 2040 mixed-use areas even when motor vehicle congestion is forecast in the peak hour as long as certain conditions exist, one of which is the availability of frequent transit service. The Milwaukie LRT Supplemental EIS and the Willamette Shoreline AA are steps in providing reliable frequent transit service to the Central City and Milwaukie and Lake Oswego town centers, key pieces of investment to ensuring the allowance of future development to proceed in those areas. Other planning activities proposed for funding support economic development by ensuring the 2040 priority land use areas are adequately served by transportation services and that requirements are met to allow state and federal funding to be allocated to projects serving those areas.

- Support livability and attractiveness of the region.

Transportation planning activities support the livability and attractiveness of the region by ensuring the transportation system adequately serves the comprehensive land use plans of the region and local communities.

*Emphasize modes that do not have other sources of revenue*

General planning transportation activities, but not specific corridor planning activities, are supported through limited federal planning revenues, though not enough to cover planning services provided to the region.

*Complete gaps in modal systems*

Planning activities identify and direct funding to projects that complete gaps in modal systems.

*Develop a multi-modal transportation system*

Planning activities identify and direct funding to projects that develop multi-modal systems. This is an emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan*

While used to develop, coordinate and report on the implementation of the annual requirements, planning does not construct new facilities to meet State air quality plan requirements.

**Pedestrian**

- The top two technically ranked projects are recommended for funding on the final cut list base package as there is a clear break in the technical scoring between the second and third ranked projects and no clear break between the third and fifth ranked projects.
- The Capitol Highway (PE) pedestrian project is also recommended for funding
- The ODOT Preservation Supplement request is a result of regional policy request to ODOT. The funding amount from regional flexible funds would provide cost sharing with ODOT Region One from funding proposed in the draft STIP outside of their preservation program to provide pedestrian and potentially bicycle and transit improvements in conjunction with their preservation work. It appears at this time that ODOT will be able to provide pedestrian improvement treatments on the two urban preservation projects (Powell Boulevard: 50th to I-205, and NW Yeon) with existing STIP revenues. A preliminary cost analysis of adding bicycle lanes on SE Powell between 71<sup>st</sup> and 82<sup>nd</sup> Avenues, consistent with the Portland TSP, was cost prohibitive at between \$5 and \$7 million as a preservation supplement project.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the pedestrian modal category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Pedestrian projects recommended support the redevelopment of adjacent properties to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure.

- Address transportation barrier to development in 2040 priority land use areas

The 2000 RTP allows development in the region's priority 2040 mixed-use areas even when motor vehicle congestion is forecast in the peak hour as long as certain conditions exist, one of which is the availability of a well-connected local street system to support walking trips within the mixed-use area. The Forest Grove and Milwaukie town center pedestrian projects are steps in providing pedestrian access on their well connected downtown street networks, key pieces of investment to ensuring the allowance of future development to proceed in those areas.

- Support livability and attractiveness of the region.

The pedestrian projects recommended contribute to the economic vitality of the Forest Grove and Milwaukie mixed-use areas by providing access by users who would not require more land intensive and costly auto parking spaces.

*Emphasize modes that do not have other sources of revenue*

Pedestrian projects outside of vehicle capacity or reconstruction projects that are required to build bike facilities only have dedicated funding limited to a state program that allocates approximately \$2.5 million per year or as one of several eligible project types that compete for statewide Transportation Enhancement grants of approximately \$4 million per year. Additionally, one percent of state highway trust fund monies passed through to local jurisdictions must be spent on the construction or maintenance of bicycle or pedestrian facilities.

*Complete gaps in modal systems*

The pedestrian projects recommended for further consideration all complete gaps, either with new facilities or upgrading substandard facilities, in the existing pedestrian network.

*Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan*

The pedestrian projects recommended along with a project funded through the state Transportation Enhancements program will provide 1.15 miles of a required 1.5 miles of new pedestrian facilities within mixed-use areas for the two-year funding period. The MAX multi-use path project, evaluated in the Bike/Trail category could contribute a .35 mile portion of its 2.32 miles of pedestrian improvement to meet air quality plan requirements for the provision of pedestrian facilities as it is located in the Gresham regional and Rockwood town centers.

## **Road Capacity**

- The SW Greenberg Road project in the Washington Square regional center is recommended for funding as the top tier road capacity project with a clear break point in project score between it and the next tier of projects (#2 through #5). The \$1 million request would complete project funding of local resources and prior regional award of PE funds for a total project cost of \$5 million.
- The Beaverton-Hillsdale/Scholls Ferry/Oleson Road intersection project is located in the Ralieg Hills town center. Funding of \$1 million is recommended for a portion of the PE costs. Funding is conditioned on the completion of some planning work for a portion of the town center area to be impacted by the right-of-way acquisition process. The county is seeking to use progress on PE work to solicit state and federal funds for right-of-way and construction.

- Right-of-way acquisition costs of \$2 million is recommended for funding of the 172nd Avenue project. This would address the \$1.0 million estimated right-of-way costs and a start on construction costs. This project is located in the newly expanding urban area on the east side of Happy Valley. The application will leverage \$10 million of County funds to complete construction of the project. The County has begun master planning of the area surrounding this project and anticipates designating much of it as Regionally Significant Industrial Area to serve as a job base for Happy Valley. This is also the only project proposed for funding in the recently expanded urban growth boundary area, which when master planning is completed, is one of the priority land use emphasis areas. This funding has been recommended to be conditioned on completion of the Damascus master plan and for the project design to be consistent with implementation of the master plan.

#### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the JPACT recommendation within the road capacity modal category addresses the following policy guidance.

#### *Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The SE 172<sup>nd</sup> Avenue project will provide the primary arterial access to the future Rock Creek industrial area. Forecasts of expected traded-sector jobs will be available upon completion of the Damascus concept plan.

The B-H/Scholls project would support the redevelopment of adjacent properties to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure. No specific link to the retention or attraction of traded-sector jobs was provided by the project applicant.

- Address transportation barrier to development in 2040 priority land use areas

Upon completion of the Damascus concept plan, the SE 172<sup>nd</sup> Avenue project will address the primary urban infrastructure need to development of the future Rock Creek industrial area. The Beaverton-Hillsdale/Scholls Ferry/Oleson intersection project, if tied to the development of a Raleigh Hills town center planning effort, is of a scale and impact to provide significant redevelopment opportunities in that area.

- Support livability and attractiveness of the region.

#### *Emphasize modes that do not have other sources of revenue*

Road capacity projects are supported through pass through state trust fund revenues to local jurisdictions, system development charges and some local taxes or improvement districts. However, some jurisdictions have maintenance needs that are larger than state pass-through revenues and which generally take priority over capacity projects.

*Complete gaps in modal systems*

These projects expand existing motor vehicle connections. New connections to complete gaps in the pedestrian and bicycle system would be provided with these projects, however.

*Develop a multi-modal transportation system*

This is not a modal emphasis category for the Transportation Priorities program. However, all of these projects would provide new or upgrade substandard pedestrian and bicycle facilities on these roads (current Greenburg Road has existing sidewalks but no bike lanes).

*Meet the average annual requirements of the State air quality implementation plan*

These projects do not address this policy goal.

**Road Reconstruction**

- The Cleveland Street project is recommended for funding at \$1 million. This project demonstrated strong connections to the development of the Gresham regional center and adds sidewalk, bicycle and transit elements that are currently missing from the existing facility. It also strongly incorporates green street elements, providing another demonstration project for the region.
- The 10<sup>th</sup> Avenue Intersections project in Cornelius is recommended for funding conditioned on the availability of funding provided by the upcoming federal transportation reauthorization act.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the JPACT recommendation within the road reconstruction modal category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs  
The Cleveland Street project would support the redevelopment of adjacent properties in the regional center to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure. The 10<sup>th</sup> Avenue project supports the redevelopment of the Cornelius Main Street area in downtown Cornelius.
- Address transportation barrier to development in 2040 priority land use areas
- Support livability and attractiveness of the region.

*Emphasize modes that do not have other sources of revenue*

Road reconstruction projects are supported through pass through state trust fund revenues to local jurisdictions, system development charges and some local taxes or improvement districts. However, some jurisdictions have maintenance needs that are larger than state pass-through revenues and which generally take priority over reconstruction projects.

*Complete gaps in modal systems*

The recommended project does not complete gaps in the existing motor vehicle system but provides new pedestrian and bicycle facilities, completing gaps in those modal systems.

*Develop a multi-modal transportation system*

This is not a modal emphasis category for the Transportation Priorities program. However, the project would provide new or upgrade substandard pedestrian and bicycle facilities.

*Meet the average annual requirements of the State air quality implementation plan*

These projects do not address this policy goal.

Regional Travel Options

- The Regional Travel Options program is recommended by JPACT at the level of funding needed to implement the programs strategic plan, with the exception of providing vanpool capital assistance.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the regional travel options category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs
  
- Address transportation barrier to development in 2040 priority land use areas  
The RTO program is regional in scope and therefore markets and provides travel option services, reducing congestion region wide.
  
- Support livability and attractiveness of the region.

*Emphasize modes that do not have other sources of revenue*

These programs are not supported by other sources of dedicated transportation revenues although they do leverage funding from private Transportation Management Associations and other grants.

*Complete gaps in modal systems*

The RTO program does not construct projects and therefore does not address this policy goal.

*Develop a multi-modal transportation system*

This is a policy emphasis category for the Transportation Priorities program. RTO projects contribute to the development of a multi-modal system by educating and providing incentives to reduce trips or use existing pedestrian, bicycle and public transit facilities.

*Meet the average annual requirements of the State air quality implementation plan*

While the RTO programs promote use of the facilities provided by the requirements, it does not specifically address this policy goal.

**Transit Oriented Development (TOD)**

- The TOD rail station area and urban centers programs are recommended for funding equal to the previous allocation.
- The Beaverton TOD site acquisition project is also recommended for funding at \$2 million, equal to the previous allocation to the Gresham Civic station site in the previous allocation. This would be a \$1 million cut from the requested amount. It is recommended that the City of Beaverton investigate use of other sources to match the large regional contribution to the project.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the transit oriented development category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs
- Address transportation barrier to development in 2040 priority land use areas  
The TOD program and recommended projects address market development barriers to development in 2040 priority mixed-use land use areas.
- Support livability and attractiveness of the region.  
The TOD program and recommended projects support implementation of regional and local comprehensive plans by supporting mixed-use development at densities and with amenities beyond what the current market will bear in emerging mixed-use areas.



*Emphasize modes that do not have other sources of revenue*

While urban renewal and other programs facilitate new development, transit oriented development projects are specifically designed to increase the efficiency of the regions investment in the transit system and is not supported by other sources funding.

*Complete gaps in modal systems*

The TOD program and projects do not address this policy goal.

*Develop a multi-modal transportation system*

This is a modal policy emphasis category for the Transportation Priorities program. TOD projects contribute to the development of a multi-modal system by increasing the density and design of development in areas well served by existing pedestrian, bicycle and public transit facilities. This increases the use of those facilities and makes them more cost-effective.

*Meet the average annual requirements of the State air quality implementation plan*

While the TOD programs promote use of the facilities provided by the requirements, it does not specifically address this policy goal.

**Transit**

- The existing commitments (by Metro Resolution) to rail transit projects in the region are recommended for funding.
- The Frequent Bus program is recommended for funding at a rate equal to the previous allocation amount.
- The Eastside Streetcar is recommended for funding in the Option A package.
- The South Metro Amtrak station is recommended for funding at \$1.15 million in the Option A package and for \$1 million in the Option B package.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the transit modal category addresses the following policy guidance.

*Economic development in priority land use areas*

• Link to retention and/or attraction of traded-sector jobs  
Office and commercial space in the mixed-use areas served by these transit projects may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure.

- Address transportation barrier to development in 2040 priority land use areas

The 2000 RTP allows development in the region's priority 2040 mixed-use areas even when motor vehicle congestion is forecast in the peak hour as long as certain conditions exist, one of which is the availability of frequent transit service. The existing rail commitments and the Frequent Bus capital improvement program are steps in providing reliable frequent transit service to mixed-use and industrial areas region-wide, key pieces of investment to ensuring the allowance of future development to proceed in those areas.

- Support livability and attractiveness of the region.

The development of a comprehensive regional transit system with frequent and reliable access to 2040 priority land use areas contribute to the economic vitality of the region by increasing trips that do not require more land intensive and costly auto parking spaces in those areas where efficient use of land is most critical. The provision of a well-designed network of transit facilities also contributes to the overall livability and attractiveness to both companies and work force to locate in the region.

*Emphasize modes that do not have other sources of revenue*

The existing rail commitments and the Eastside Streetcar fund applications are used to leverage large federal grants to construct those projects. Currently, TriMet general fund revenues are committed to transit service as a means of not having to cut bus service hours and to start new light rail service during the on-going recession. While this was a resource allocation choice, on-street capital improvements for the Frequent Bus program now come solely from the Transportation Priorities program. The south Amtrak station improvements are not eligible for any other source of transportation revenues.

*Complete gaps in modal systems*

The rail commitments and Eastside Streetcar projects extend high frequency service to new areas consistent with the RTP and local Transportation System Plans, however, they do not strictly fill in gaps within the existing rail network. Frequent Bus improvements will allow new frequent bus service connecting gaps in the existing system.

*Develop a multi-modal transportation system*

This is a modal policy emphasis category for the Transportation Priorities program. Transit projects contribute to the development of a multi-modal system by providing higher efficiency transit service in the corridors served by those projects.

*Meet the average annual requirements of the State air quality implementation plan*

While the rail commitment and Frequent Bus program do not result directly in the provision of additional service hours as required by the air quality implementation plan, they do contribute to service efficiencies that can then be reallocated to providing additional transit service.

**Transportation Priorities 2006-09:  
*Investing in the 2040 Growth Concept***

**Conditions of Program Approval**

**Bike/Trail**

All projects will meet Metro signage and public notification requirements.

(Bk2052) The MAX multi-use path project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of Hispanic and low-income populations in the vicinity of the project.

(Bk3072) The Powerline Trail (Schuepback Park to Burntwood Drive) funding is conditioned on the execution of the purchase option of the Mt. Williams property for use of right-of-way for the project. If the purchase option is not executed, Metro may rescind the funds for future reallocation.

(Bk5026) The \$.742 million in funds committed to the Trolley Trail may be transferred to the 172<sup>nd</sup> project if an alternate funding source for Segments 5 and 6 is committed. Clackamas County will be seeking funds from a sewer project in this right-of-way as well as other County, regional, state or federal funds to finance this priority trail project.

(Bk1009) The \$1.237 million allocated to the Springwater Trail- Sellwood Gap is conditioned on the City of Portland committing sufficient funds to complete this segment of the Springwater Trail project, conditioned on committing funds to complete the NE Cully Blvd.: Prescott to Killingsworth Green Street project and conditioned on committing funds to fund the Gateway TOD project.

**Boulevard**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* guide book (Metro; 2<sup>nd</sup> edition; June 2002).

All projects will incorporate stormwater design solutions (in addition to street trees) consistent with Section 5.3 of the *Green Streets* guide book and plant street trees consistent with the planting dimensions (p 56) and species (p 17) of the *Trees for Green Streets* guide book (Metro: 2002).

(Bd3020) The Rose Biggi project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to

the significant concentration of Hispanic and low-income populations in the vicinity of the project.

(Bd1051) The E Burnside project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of low-income population in the vicinity of the project.

(Bd1260) The Killingsworth project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of Black and low-income populations in the vicinity of the project.

### **Large Bridge**

(RR1012) Funding of the Sellwood Bridge project is contingent on the programming \$1.5 million of STIP funding and Multnomah County prioritizing the Sellwood Bridge as the first priority large bridge project for receipt of HBRR funds after completion of the Sauvie Island bridge in 2007. Furthermore, the Type, Size & Location Study and Preliminary Environmental Assessment shall include addressing the connection between the bridge design and surrounding land use and transportation issues.

### **Freight**

(Fr4063): Funding of the N Lombard project is contingent on the demonstration of a financial strategy that does not rely on large (> \$2 m) future contributions from the Transportation Priorities process.

(Fr4087): Funding for the Leadbetter over crossing project is contingent on the programming of \$6 million in ODOT OTIA III funding and \$2 million of local match by the Port of Portland to the project.

The N Lombard and N Leadbetter over crossing project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of Black population in the vicinity of the project.

### **Green Streets**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* and *Green Streets* guidebooks (Metro; June 2002).

(GS1224): The Cully Boulevard project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of Black, Hispanic and low-income populations in

the vicinity of the project. It is also conditioned on provision of results of the water quantity and quality testing as described in the project application.

### **Planning**

(P10002): The RTP Corridor Plan – Next Priority Corridor is conditioned on a project budget and scope being defined in the appropriate Unified Work Program.

### **Pedestrian**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* guidebook (Metro; 2<sup>nd</sup> edition; June 2002).

### **Road Capacity**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* guidebook (Metro; 2<sup>nd</sup> edition; June 2002).

(RC7001) The 172<sup>nd</sup> Avenue project funding is conditioned on a project design that implements the transportation implementation strategies and recommendations of the Damascus/Boring concept plan. Based on the recommendations of the plan, the County may request, in coordination with the cities of Damascus and Happy Valley, a different arterial improvement location or scope. Furthermore, the \$.742 million in funds committed to the Trolley Trail may be transferred to the 172<sup>nd</sup> project if an alternate funding source for Segments 5 and 6 is committed. Clackamas County will be seeking funds from a sewer project in this right-of-way as well as other County, regional, state or federal funds to finance this priority trail project.

(RC 1184) The Beaverton-Hillsdale/Scholls Ferry/Oleson Road intersection PE funding is conditioned on the provision of a redevelopment plan being completed for the area encompassed by the project construction impacts in conjunction with PE activities. The scope of these activities will be adopted as a condition of approval in the final MTIP document. Demonstration of a financial strategy (not a commitment) for funding of right-of-way and construction that does not rely on large future allocations from regional flexible funds is also required prior to programming of awarded funds.

### **Road Reconstruction**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* guidebook (Metro; 2<sup>nd</sup> edition; June 2002).

(RR2035) Cleveland Avenue is conditioned on the provision of green street elements as described in the project application. Furthermore, the \$1 million of funding can be spent on the full project from SE Powell Blvd. to SE Stark St. as long as the section in the Regional Center from SE Powell Blvd. to SE Division St. is completed.

(Fr3166) The \$.837 million allocated to the 10<sup>th</sup> Avenue at Highway 8 intersection project in Cornelius is conditioned on sufficient funds made available through the reauthorization or TEA-21. If an amount of funds are not available to fund this project, this project is not a commitment against the next MTIP allocation.

### **Transit Oriented Development (TOD)**

All projects will meet Metro signage and public notification requirements.

(TD8005): Upon completion of a full funding grant agreement, station areas of the I-205 MAX and Washington County commuter rail are eligible for TOD program project support.

### **Transit**

Capital projects will meet Metro signage and public notification requirements.

(TR1106) The Eastside Streetcar project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of low-income population in the vicinity of the project. It is also conditioned on the securing of other funding to complete the preliminary design and engineering costs of the project.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ALLOCATING \$62.2 ) RESOLUTION NO. 05-3529  
MILLION OF TRANSPORTATION PRIORITIES )  
FUNDING FOR THE YEARS 2008 AND 2009, )  
PENDING AIR QUALITY CONFORMITY )  
DETERMINATION. ) Introduced by Councilor Rex Burkholder

WHEREAS, approximately \$62.2 million is forecast to be appropriated to the Metro region through the federal Surface Transportation Program (STP) and Congestion Mitigation – Air Quality (CMAQ) transportation grant programs, and

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) are designated by federal legislation as authorized to allocate these funds to projects and programs in the metropolitan region through the Transportation Priorities process, and

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) have provided policy guidance to Metro staff and the Transportation Policy Alternatives Committee (TPAC) on the type and balance of projects and programs that are a priority for these funds through Metro Resolution No 04-3431 For the Purpose of Adopting the Policy Direction, Program Objectives, Procedures and Criteria for the Priorities 2006-09 Metropolitan Transportation Improvement Program (MTIP) and Allocation of Regional Flexible Funds, adopted March 18, 2004 and further refined at the Metro Council work session of January 11, 2005, and the JPACT meeting of January 20, 2005, and

WHEREAS, Metro received approximately \$130 million in project and program applications, and

WHEREAS, those applications have been evaluated by technical criteria within one of twelve modal categories, by a summary of qualitative factors and by a summary of public comments, and

WHEREAS, an extensive public process has provided an opportunity for comments on the merit and potential impacts of the project and program applications between October 15th and December 6<sup>th</sup>, 2004 and at a public hearing before the Metro Council to respond to a staff and TPAC recommendation of proposed projects and programs to allocate funding, and

WHEREAS, TPAC has provided recommendations to JPACT and the Metro Council on a list of projects and programs to allocate funding in response to the policy direction provided, considering the technical evaluation, qualitative factors, and public comments provided as shown in the staff report Attachment 1, and

WHEREAS, a public hearing was conducted by JPACT and the Metro Council February 17<sup>th</sup>, 2005 to solicit comments on the TPAC recommendation, and

WHEREAS, JPACT took action on the TPAC recommendation March 17<sup>th</sup>, 2005, and

WHEREAS, receipt of these funds are conditioned on completion of requirements listed in staff report Attachment 5, and

WHEREAS, the recommended list of projects and programs, along with all of the projects and programs expected to receive federal funding in the 2006 through 2009 fiscal years was analyzed for

conformity with the State Implementation Plan for air quality and adopted within the Metropolitan Transportation Implementation Plan (MTIP); now therefore

BE IT RESOLVED that the Metro Council adopt the recommendation of JPACT on the project and programs to be funded through the Transportation Priorities 2006-09 process as shown in staff report Attachment 1.

ADOPTED by the Metro Council this 24<sup>th</sup> day of March 2005

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David Bragdon, Council President

Approved as to Form:

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Daniel B. Cooper, Metro Attorney



## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 05-3529, FOR THE PURPOSE OF ALLOCATING \$62.2 MILLION OF TRANSPORTATION PRIORITIES FUNDING FOR THE FEDERAL FISCAL YEARS 2008 AND 2009 PENDING AIR QUALITY CONFORMITY DETERMINATION.

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Date: March 3, 2005

Prepared by: Ted Leybold

#### BACKGROUND

The Transportation Priorities 2006-09; Investing in the 2040 Growth Concept program allocates transportation funding to Metro area transportation agencies from two federal grant programs; the Surface Transportation and Congestion Mitigation/Air Quality programs. The Metro region is forecast to receive \$62.2 million from these sources in the federal fiscal years of 2008 and 2009. Previous allocations have identified projects and programs to receive funds during the fiscal years of 2006 and 2007.

Prior to the application process, an outreach process identified a general policy direction for the allocation of these funds. The primary objective of the program as adopted by the Metro Council is to leverage economic development through investments that support Region 2040 centers, industrial areas and urban growth boundary expansion areas that have completed concept plans. Other policy objectives include emphasizing modes that do not have other sources of dedicated revenue, completing gaps in modal systems and developing a multi-modal transportation system.

Metro expects to distribute approximately \$62.2 million in regional flexible funds during the Transportation Priorities process. Table 1 demonstrates the new funds forecast to be available for projects and programs.

Table 1: New Regional Flexible Funds Available for Programming

	2006	2007	2008	2009
STP			\$16,800,000	\$16,800,000
CMAQ			\$13,400,000	\$13,500,000
Interstate Transfer	\$1,728,000			
Total	\$1,728,000		\$30,200,000	\$30,300,000

More than 70 project and program applications were received requesting more than \$130 million. A technical ranking of projects was completed for the project applications within twelve modal categories. This technical analysis, along with qualitative considerations was used to inform a decision process to select a first cut of project and program applications for public comment. Public comments were received for all applications and the first cut list between October 15th and December 16<sup>th</sup> 2004.

Further policy direction was provided by the Metro Council and JPACT to direct staff on how to narrow the First Cut List to a draft staff recommended Final Cut List. The direction included honoring past commitments for these funds and continuing funding of Metro planning. The direction also included funding projects in all 2040 mixed-use and industrial land areas and emphasizing non-road or bridge projects in mixed-use areas to maximize development and multi-modal objectives. Finally, all projects and programs were to be screened based on their relationship to the implementation of mixed-use and/or

industrial area plans and development using the 2040 technical score and qualitative issues identified in project applications or through public comments.

Attached are the following updated Transportation Priorities 2006-2009 documents:

Attachment 1 summarizes the list of candidate applications recommended by Metro staff as best meeting program goals and objectives (a “base package” representing 85% of forecasted revenues) and the recommendations of TPAC of two options that fully allocate all forecasted revenues.

Attachment 2 is a summary of program policy goals and objectives and policy direction from Metro Council and JPACT to technical staff on how to narrow the First Cut List to a Final Cut List balanced against expected revenues.

Attachment 3 is an explanation of the TPAC Recommendations as it relates to the program policy goals and objectives.

Attachment 4 is a draft recommendation outlining the conditions to be met to allow obligation of Transportation Priorities funds for each project or program recommended for funding.

#### **ANALYSIS/INFORMATION**

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** This resolution allocates transportation funds in accordance with the federal transportation authorizing legislation (currently known as the Transportation Equity Act for the 21<sup>st</sup> Century or TEA-21). The allocation process is intended to implement the Transportation Priorities 2006-09 program policies as defined by Metro Resolution No. 04-3431.
3. **Anticipated Effects** Adoption of this resolution would instigate an air quality conformity analysis of the effects of implementing these projects and programs for compliance with the State Implementation Plan for air quality.
4. **Budget Impacts** Adoption of the resolution would begin staff analysis of the air quality impacts of implementing the list of projects and programs as provided for in the Unified Work Program. Grant funds allocated to Metro planning require a match totaling 10.27% of project costs. Current options under consideration would include \$203,400 over the fiscal years 2008 and 2009. Metro would also negotiate with other transportation agencies for responsibility of a portion of \$419,200 of required local match for other regional planning activities over the course of the 2006 – 2009 time period.

#### **RECOMMENDED ACTION**

Approve the resolution as recommended.

#### **ATTACHMENTS:**

Attachment 1: Funding Recommendations

Attachment 2: Transportation Priorities 2006-09 Policy Objectives

Attachment 3: Transportation Priorities 2006-09: Investing in the 2040 Growth Concept (*Explanation of Metro Staff Project/Program Recommendations*)

Attachment 4: Transportation Priorities 2006-09: Investing in the 2040 Growth Concept (*Conditions of Program Approval*)

**Funding Recommendations Priorities  
2006 - 2009**

Attachment 1  
to Staff Report for Resolution No. 05-3529

Project code	Project name	Metro Staff Recommendation		TPAC Recommendation <sup>3</sup>	
		Base package recommendation (millions of \$) <sup>1</sup>	Potential Adds <sup>2</sup>	Option A funding amounts	Option B funding amounts
<b>Planning</b>					
PI0005	Regional Freight Planning: region wide	\$0.300		\$0.300	\$0.300
PI0001	MPO Required Planning: region wide	\$1.731		\$1.731	\$1.731
PI1003	Milwaukie LRT Supplemental EIS: Portland central city to Milwaukie town center	\$2.000		\$2.000	\$2.000
PI5053	Multi-Use Master Plans: Lake Oswego to Milwaukie, Tonquin Trail, Mt. Scott -Scouter's Loop	\$0.300		\$0.300	\$0.300
PI0002	Next Priority Corridor Study	\$0.500		\$0.500	\$0.500
PI1017	Willamette Shoreline - Hwy 43 Transit alternatives analysis: Portland South Waterfront to Lake Oswego	\$0.688		\$0.688	\$0.688
PI8000	Bike Model and Interactive Map: region wide		\$0.201		\$0.201
PI0004	Livable Streets Update: region wide		\$0.200		
<b>Bike/Trail</b>					
Bk1009	Springwater Trail-Sellwood Gap: SE 19th to SE Umatilla	\$1.629		\$1.629	\$1.629
BK4011	Marine Dr. Bike Lanes & Trail Gaps: 6th Ave. to 185th	\$0.966	\$0.685	\$1.651	\$0.966
Bk2055	Springwater Trailhead at Main City Park	\$0.310		\$0.310	\$0.310
Bk2052	MAX Multi-use Path: Cleveland Station to Ruby Junction	\$0.890		\$0.890	\$0.890
Bk5026	Trolley Trail: Arista to Glen Echo (Segments 5-6)	\$0.742		\$0.742	
Bk3012	Rock Creek Trail: Orchard Park to NW Wilkens	\$0.675		\$0.675	\$0.675
Bk3072	Powerline Trail (north): Schuepback Park to Burntwood Dr. (ROW)		\$0.600	\$0.600	\$0.600
Bk5110	Jennifer St:16th to 122nd		\$0.550		
<b>Pedestrian</b>					
Pd3163	Forest Grove Town Center Pedestrian Improvements	\$0.660		\$0.660	\$0.660
Pd5054	Milwaukie Town Center: Main/Harrison/21st	\$0.450		\$0.450	\$0.450
Pd2105	Rockwood Ped to MAX: 188th Avenue and Burnside		\$1.400	\$0.900	
Pd1227	Tacoma St: 6th to 21st		\$1.402		
Pd1202	SW Capitol Highway (PE): Multnomah to Taylors Ferry		\$0.538	\$0.538	

**Funding Recommendations Priorities  
2006 - 2009**

Attachment 1  
to Staff Report for Resolution No. 05-3529

Project code	Project name	Metro Staff Recommendation		TPAC Recommendation <sup>3</sup>	
		Base package recommendation (millions of \$) <sup>1</sup>	Potential Adds <sup>2</sup>	Option A funding amounts	Option B funding amounts
<b>Regional Travel Options</b>					
n/a	Program management & administration	\$0.340		\$0.340	\$0.340
n/a	Regional marketing program	\$2.960		\$2.960	\$2.460
n/a	Regional evaluation	\$0.300		\$0.300	\$0.300
n/a	1 TravelSmart project	\$0.500		\$0.500	\$0.500
n/a	1 TravelSmart project		\$0.500		
<b>Transit Oriented Development</b>					
TD8005	Regional TOD LRT Station Area Program	\$3.000		\$3.000	\$2.500
TD0002	Regional TOD Urban Center Program	\$1.000	\$0.500	\$1.000	\$1.500
TD0003	Site acquisition: Beaverton regional center	\$2.000	\$1.000	\$2.650	\$2.000
TD0004	Gateway Transit Center Redevelopment		\$0.500	\$0.500	
<b>Transit</b>					
Tr1001	I-205 LRT, Commuter Rail, S Waterfront Streetcar	\$16.000		\$16.000	\$16.000
Tr1002	I-205 Supplemental	\$2.600		\$2.600	\$2.600
Tr8035	Frequent Bus Capital program	\$2.750		\$2.750	\$2.750
Tr1106	Eastside Streetcar (Con)		\$1.000	\$1.000	
Tr5126	South Metro Amtrak Station: Phase II		\$1.150	\$1.150	\$1.000
<b>Road Capacity</b>					
RC6014	SW Greenburg Road: Washington Square Dr. to Tiedeman	\$1.000		\$1.000	\$1.000
RC1184	Beaverton-Hillsdale Hwy/Oleson/Scholls Ferry intersection (PE)		\$1.411		\$1.000
RC7000	SE 172nd Ave: Phase I; Sunnyside to Hwy 212 (ROW + \$1.0m)		\$2.000		\$2.000
RC6127	Boones Ferry Road at Lanewood Street		\$1.400		
RC2110	Wood Village Blvd: Arata to Halsey		\$0.815		
<b>Road Reconstruction</b>					
RR1053	Naito Parkway: NW Davis to SW Market		\$3.840		
Fr3166	10th Avenue at Highway 8 intersections		\$0.837		
RR2035	Cleveland St: NE Stark to SE Powell		\$1.540		\$1.000

**Funding Recommendations Priorities  
2006 - 2009**

Attachment 1  
to Staff Report for Resolution No. 05-3529

Project code	Project name	Metro Staff Recommendation		TPAC Recommendation <sup>3</sup>	
		Base package recommendation (millions of \$) <sup>1</sup>	Potential Adds <sup>2</sup>	Option A funding amounts	Option B funding amounts
<b>Boulevard</b>					
Bd3020	Rose Biggi extension: Crescent St. to Hall (PE)	\$0.580	\$1.140	\$0.580	\$0.580
Bd1051	Burnside Street: Bridge to E 14th (PE)	\$1.650		\$1.650	\$1.650
Bd1260	Killingsworth: N Commercial to NE MLK (PE)	\$0.400		\$0.400	\$0.400
<b>Freight</b>					
Fr4063	N Lombard: Slough over crossing	\$2.210		\$2.210	\$2.210
Fr3016	SW Tualatin-Sherwood Road ATMS: I-5 to Highway 99W	\$0.341		\$0.341	\$0.341
Fr4087	N Leadbetter Extension: N Bybee Lake Ct. to Marine Dr.	\$0.900	\$0.900	\$0.900	\$1.800
Fr6086	Kinsman Road extension: Barber to Boeckman	\$1.400		\$1.400	\$1.400
Fr8008	Freight Data Collection Infrastructure and Archive System: Approximately 50 interchanges region wide	\$0.179		\$0.179	\$0.179
<b>Large Bridge</b>					
RR1012	Sellwood Bridge Replacement: Type, Size & Location Study, Preliminary environmental	\$1.500	\$1.000	\$1.500	\$2.000
<b>Green Streets</b>					
GS1224	NE Cully Boulevard: Prescott to Killingsworth	\$2.457		\$2.457	\$2.457
GS2123	Beaver Creek Culverts: Troutdale, Cochran, Stark	\$1.000		\$1.000	\$1.000
<b>Total</b>		<b>\$56.908</b>	<b>\$25.109</b>	<b>\$62.931</b>	<b>\$62.867</b>

<sup>1</sup> Base Package: Project and program funding that best meet policy objectives and direction from a technical evaluation perspective.

<sup>2</sup> Potential Adds: Projects and program funding that meet policy objectives and direction, but not as definitively as the Base Package recommendation. Need policy-level determination of which projects/programs to include in the final funding package.

<sup>3</sup> Options A & B: Transportation Policy Alternative Committee (TPAC) recommendation options for public comment and JPACT/Metro Council consideration.

: Reduction from Base Package recommendation

### **Transportation Priorities 2006-09 Policy Objectives**

The primary policy objective for the Transportation Priorities 2006-09 program is to leverage economic development in priority 2040 land-use areas through investments that support:

2040 Tier I and II mixed-use areas (central city, regional centers, town centers, main streets and station communities)

2040 Tier I and II industrial areas (regionally significant industrial areas and industrial areas), and

2040 Tier I and II mixed-use and industrial areas within UGB expansion areas with completed concept plans

Other policy objectives include:

- emphasize modes that do not have other sources of revenue
- complete gaps in modal systems
- develop a multi-modal transportation system with a strong emphasis on funding bicycle, boulevard, freight, green street demonstration, pedestrian, regional transportation options, transit oriented development and transit projects and programs
- meet the average biennial requirements of the State Implementation Plan for air quality for the provision of pedestrian and bicycle facilities (5 miles of bicycle improvements and 1.5 miles of pedestrian improvements, independent of road/bridge capacity or reconstruction projects)

### **Implementation of Program Policy Objectives For Narrowing To Final Cut List**

1. Support economic development in priority land use areas.

In addition to the quantitative technical summary, provide information in the staff report on how each project or modal category of projects addresses:

- link to retention and/or attraction of traded-sector jobs,
- transportation barrier to development in 2040 priority land use areas
- support of livability and attractiveness of the region.

2. Emphasize priority modal categories in the following manner:

- A. Emphasize projects in the bicycle, boulevard, freight, green street demonstration, pedestrian, regional transportation options, transit oriented development and transit categories by:

- proposing the top-ranked projects at clear break points in technical scoring in all of the emphasis categories (with limited consideration of qualitative issues and public comments).
- B. Nominate projects in the road capacity, reconstruction or bridge categories when the project competes well within its modal category for 2040 land use technical score and over all technical score, and the project best addresses (relative to competing candidate projects) one or more of the following criteria:
- project leverages traded-sector development in Tier I or II mixed-use and industrial areas;
  - funds are needed for project development and/or match to leverage large sources of discretionary funding from other sources;
  - the project provides new bike, pedestrian, transit or green street elements that would not otherwise be constructed without regional flexible funding (new elements that do not currently exist or elements beyond minimum design standards).
- C. When considering nomination of applications to fund project development or match costs, address the following:
- Strong potential to leverage discretionary (competitive) revenues.
  - Partnering agencies illustrate a financial strategy (not a commitment) to complete construction that does not rely on large, future allocations from Transportation Priorities funding.
  - Partnering agencies demonstrate how dedicated road or bridge revenues are used within their agencies on competing road or bridge priorities.
3. As a means of further emphasis on implementation of Green Street principles, the following measures should also be implemented:
- Staff may propose conditional approval of project funding to further review of the feasibility of including green street elements, particularly interception and infiltration elements.
  - Strong consideration will be given to funding the Livable Streets Update application in the Planning category. This work would document the latest research and further the training and education of green street implementation in the region.

## **Transportation Priorities 2006-09: *Investing in the 2040 Growth Concept***

### **Explanation of Metro Staff Project/Program Recommendations**

Following is a summary of the rationale used by Metro staff to implement the policy direction provided by JPACT and the Metro Council in developing a Final Cut List recommendation as shown in Attachment 2 to the staff report. The summary is organized by mode category.

#### **Bike/Trail**

- The top six technically ranked projects were nominated for inclusion in the final cut list base package. The fourth, fifth and sixth ranked projects had similar technical scores while there is a more pronounced break point between the sixth and seventh ranked project.
- The Marine Drive trail gaps project was initially reduced in recommended funding in the Base package by the amount that project was thought likely to receive through the state Transportation Enhancement (TE) funding program. Subsequent communication with the TE staff indicates the project is not likely to receive funding through that program. TPAC recommended this funding be restored in the Option A add package.
- The Trolley Trail project was reduced in recommended funding in the Base package by half to allow coordination with the area sewer districts for the potential use of the trail right-of-way for a sewer trunk line. Slowing the rate of funding for this project would allow better construction coordination and the potential for shared construction costs. The Option B package would eliminate all funding consideration for this project in this funding cycle.
- Right-of-way for the Powerline Trail from Schuepback Park to Burntwood Drive is included in the Option A package to help secure the undeveloped Mt. Williams property where the project is located prior to the expiration of a purchase option owned by a consortium seeking to secure the property for park and trail use.
- The projects included in the Base package will meet progress needed on air quality Transportation Control Measures of 5 miles per biennium. Option A proposed projects would provide 7.6 miles of new bicycle facilities. Option B proposed projects would provide a total of 5.5 miles of new bicycle facilities. However, the location of the 2.3 miles of MAX multi-use path project is located in the Gresham regional and Rockwood town centers and therefore is eligible to meet required pedestrian improvements. As proposed funding for the Pedestrian improvements may not meet air quality TCM requirements (further definition is needed for the Forest Grove Town Center project) a portion of the MAX path project may be needed to meet the pedestrian projects need.

#### **Response to Policy Guidance**

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the bicycle modal category addresses the following policy guidance.



*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

- Address transportation barrier to development in 2040 priority land use areas

None of the projects in the bicycle/trail category remove or reduce a congestion barrier that is preventing development in a 2040 priority land use area. However, all of the projects, other than the Springwater Trailhead project, would provide an alternative mode option to priority land use areas that have or are forecast to have congestion.

- Support livability and attractiveness of the region.

The development of a regional bike system and bike access to 2040 priority land use areas contribute to the economic vitality of the region by increasing bike trips that do not require more land intensive and costly auto parking spaces in those areas where efficient use of land is most critical. The provision of a well-designed network of bicycle facilities also contributes to the overall livability and attractiveness to both companies and work force to locate in the region.

*Emphasize modes that do not have other sources of revenue*

On-street bicycle projects, outside of vehicle capacity or reconstruction projects that are required to build bike facilities, only have the dedicated funding of a state program that allocates approximately \$2.5 million per year to bicycle and pedestrian projects on state facilities. Off-street trails are one of several eligible project types that compete for statewide Transportation Enhancement grants of approximately \$4 million per year. Additionally, one percent of state highway trust fund monies passed through to local jurisdictions must be spent on the construction or maintenance of bicycle or pedestrian facilities.

*Complete gaps in modal systems*

The bicycle projects recommended for further consideration all complete gaps in the existing bicycle network. While the Springwater Trailhead project does not strictly complete a gap in the provision of a bike trail or lane, it does provide needed user facilities on the trail system that do not exist today.

*Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan*

The bicycle and trail projects recommended for further consideration would provide 8.65 miles of a required 5 miles of new bicycle facilities for the two-year funding period. This assumes the MAX multi-use path project in Gresham would be applied to meeting requirements for the provision of pedestrian facilities and is included in the calculation of that category.

**Boulevard**

- The top three technically ranked projects were nominated for further consideration, as there is a clear break point between the third and fourth ranked projects.

- As the Rose Biggi project is adjacent to the TOD acquisition site in Beaverton that is also recommended for funding, only preliminary engineering is recommended in the base package to reserve availability of resources for other areas of the region. PE is the minimum effort necessary to sustain momentum on the extension of the road north to Hall Boulevard.
- The Burnside Street project may receive a federal earmark that would complete PE funding for this project phase.
- Recommended funding for the Killingsworth project is reduced by the amount the project is likely to receive through the state Transportation Enhancement funding program. This recommendation may be revisited as the TE funding award process progresses. PE funding is recommended for the remaining segment between N Commercial and NE MLK Boulevard.

### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the boulevard modal category addresses the following policy guidance.

#### *Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Boulevard projects recommended support the redevelopment of adjacent properties to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure.

- Address transportation barrier to development in 2040 priority land use areas

None of the projects in the boulevard category remove or reduce a congestion barrier that is preventing development in a 2040 priority land use area. However, all of the projects would enhance the trip end experience for users of alternative modes to access priority land use areas that have or are forecast to have congestion.

- Support livability and attractiveness of the region.

The recommended projects are a direct investment in priority 2040 mixed land use areas and support further economic development in those areas by providing the facilities and amenities necessary to support higher densities of development, a mix of land use types and higher percentage of trips by alternative modes and by enhancing land values in the vicinity of the project.

#### *Emphasize modes that do not have other sources of revenue*

While elements of Boulevard projects are eligible for different sources of transportation funding, they have no source of dedicated funding to strategically implement these types of improvements in priority 2040 land use areas.

*Complete gaps in modal systems*

The recommended projects add new or enhance existing pedestrian and some bike facilities to the regional network. The Rose Biggi project would construct a new collector level motor vehicle connection within a regional center to meet regional guidance on street connectivity.

*Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan*

The Boulevard projects recommended for further consideration would only provide preliminary engineering funds and therefore not contribute to the required 5 miles of new bicycle facilities and 1.5 miles of pedestrian facilities for the two-year funding period.

**Large Bridge**

- The Sellwood Bridge type, size and location study and preliminary environmental work is proposed for funding in the base package in the amount of \$1.5 million.
- The recommendation for this project is based on this project best meeting the policy direction for inclusion of projects in the non-emphasis categories. The project has the potential for regional flexible funds to seed local and state project development funds that could then leverage a large allocation from federal and state Bridge Replacement funds to reconstruct the Sellwood Bridge. ODOT Region One is proposing \$1.5 million in STIP funding for this project with the County providing \$2.1 million of matching funds. These funds will be used to solicit \$12.8 million additional funds, currently under recommendation by the state bridge committee to the Oregon Transportation Commission for PE and right-of-way costs. The total effort will be used to solicit additional HBRR and other federal funds in the future to complete construction of the project.
- An additional \$500,000 is recommended in the Option B package to solicit discussion on the need for additional Transportation Priorities funding to secure the \$12.8 million of HBRR Local Bridge funds.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the large bridge modal category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Sellwood Bridge project supports the redevelopment of the South Waterfront and Tacoma main street and the greater North Milwaukie industrial area. Industrial, office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure.

- Address transportation barrier to development in 2040 priority land use areas.

Due to bridge cracking, the Sellwood Bridge is currently closed to all vehicles greater than 10,000 lbs gross vehicle weight. This represents a significant barrier to the attractiveness for any business development in the vicinity of the bridge that would rely on truck access.

- Support livability and attractiveness of the region.

With one 4-foot sidewalk occluded by light and sign posts, narrow travel lanes and no bike lanes, the current bridge is a significant barrier to access to the network of multi-use paths and bicycle lanes in the area. A new bridge provide greater connectivity between the east and west sides of the Willamette River.

*Emphasize modes that do not have other sources of revenue*

Bridge projects receive dedicated sources of revenue from federal and state funding sources. Award of these funds is done on a competitive process and allocation of regional flexible funds would be intended to develop enough project detail to effectively compete for those sources of revenue.

*Complete gaps in modal systems*

Meets the narrowing policy objectives of and providing new pedestrian and bicycle facilities that do not exist and are not likely to be constructed without programming of regional flexible funds. The project would also reopen the bridge to freight and transit traffic that is currently rerouted to the Ross Island Bridge approximately 2.5 miles to the north.

*Develop a multi-modal transportation system*

This is not a modal emphasis category for the Transportation Priorities program. However, a new bridge would provide new bicycle lanes, replace a single side substandard sidewalk, provide local freight access and serve two regional bus routes that can no longer use the current bridge.

*Meet the average annual requirements of the State air quality implementation plan*

As a replacement or reconstruction project, this project does not address this policy goal.

## **Green Streets**

- The top technically ranked green street demonstration projects for street and culvert retrofits are recommended for the final cut list base package. While these were the only candidate applicants in these categories, both are strong projects and worthy of funding.
- The Cully Boulevard project will provide improvements in a 2040 mixed-use main street located in a low-income and minority community and will provide technical data on water quantity/quality improvements associated with green street techniques.
- The Beaver Creek Culverts project will support recovery of endangered species, removing barriers associated with transportation facilities and will leverage a large local match and state restoration grant (70% of total project cost). To balance the program, funding is recommended to be reduced by \$470,000 to a regional share of \$1,000,000. The reduction would need to be made up from other sources or by a reduction in work scope such as reconstructing 2 of the 3 culverts or constructing lower-cost retrofit options.

### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the green street modal category addresses the following policy guidance.

#### *Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Cully Street project would support the redevelopment of adjacent properties to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure. Additionally, green street design principals and the removal of fish barrier culverts are part of the region's management plan to address the listing of several native fish species under the federal endangered species act. Demonstrating programmatic implementation of the management plan is important to staying in compliance with the act and preventing lawsuits or federal actions that could hinder future ability to attract traded sector jobs to the region.

- Address transportation barrier to development in 2040 priority land use areas

Neither of the applications address a specific transportation congestion barrier to development in a 2040 priority land use area. However, the Cully project would provide on-street parking, sidewalks and bicycle lanes that are lacking today and deter access and investment in the area.

- Support livability and attractiveness of the region.

The Cully Street demonstration project supports the economic development of a mixed-use main street. As a demonstration project for innovative stormwater management techniques in the public right-of-way, the project has the potential to promote a less costly, environmentally sensible means of managing stormwater runoff region wide. The Beaver Creek culverts retrofit project support economic development by supporting the provision of wildlife within an urban area, increasing its attractiveness to companies and work force to locate in the area.

#### *Emphasize modes that do not have other sources of revenue.*

There are no sources of dedicated revenue to support the demonstration of innovative stormwater management techniques in the public right-of-way. There are state grants available through the Oregon Water Enhancement Board to restore stream habitat, including retrofit or replacements of culverts. However, these grants require local match funds and are competitive relative to the needs and range of project eligibility.

#### *Complete gaps in modal systems.*

As a demonstration project category, Green Streets projects do not directly address this policy.

#### *Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

#### *Meet the average annual requirements of the State air quality implementation plan.*

As a demonstration project category, Green Streets projects do not directly address this policy.

## Freight

- All or a portion of the top five technically ranked projects are recommended for further consideration by Metro staff in the freight category. There was a clear break point in the technical score between the fifth and sixth ranked projects.
- The Base package proposes to split with the Port of Portland the increase in project costs discovered subsequent to application for and the proposed award of OTIA III funds to the N Leadbetter railroad over crossing project. Option B restores full funding of the cost increase to the project.

### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the freight modal category addresses the following policy guidance.

#### *Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Lombard Slough over crossing project is the central freight connector through the region's largest regionally significant industrial area with 190 companies and 8,000 industrial jobs. If the Lombard Slough over crossing is weight limited in the future, it would require an 11 mile out-of-direction travel between South Rivergate, where many traded-sector companies are located, and Terminal 6, the region's only inter-modal container terminal. The Leadbetter extension project would provide grade-separated access over a rail spur from a large traded-sector employer (Columbia Sportswear) and developing industrial land to the entrance of Terminal 6, extending the capacity of the existing warehouse facility and number of potential employees located there.

- Address transportation barrier to development in 2040 priority land use areas

Without the Lombard Slough bridge improvement, a 113 acre vacant parcel, one of 25 industrial sites of statewide significance identified by the Governor's Industrial lands Task Force and the potential for an additional 1,000 new jobs (scenario of recent Vestas proposal), would not be able to fully develop. The Leadbetter extension project would increase attractiveness to three developable parcels in the vicinity by creating an alternative to increasing number and length of delays caused by rail traffic blockage. The Tualatin-Sherwood ATMS project would improve operating efficiencies of a congested major freight route connecting a large industrial area, including several hundred acres of vacant industrial land brought into the UGB in 2002 and 2004, with I-5 and 99W. The Kinsman Road project would create a new extension from an existing regional freight road connector and provide new access for 175 acres of vacant industrial land in west Wilsonville that is awaiting development until local concurrency requirements for road capacity can be met.

- Support livability and attractiveness of the region.

By supporting the retention and expansion of traded-sector companies that can grow jobs independent of local economic conditions and supply high-wage jobs, freight projects as a category support the livability and attractiveness of the region.

The freight data collection infrastructure would provide data that would allow more accurate tracking and forecasting of truck movements to better understand freight transportation needs in the region.

*Emphasize modes that do not have other sources of revenue*

The five recommended freight projects are road capacity, reconstruction or operations projects. These projects are eligible for funding through state trust fund and pass through revenues. The OTIA III process has also dedicated \$100 million of statewide funding to these types of projects.

*Complete gaps in modal systems*

The Lombard slough over-crossing project would prevent the closure of freight traffic on the regional freight system. The Kinsman Road and Leadbetter projects would provide new connections to the motor vehicle system.

*Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan*

As capacity, reconstruction or operational projects, this project category does not address this policy goal.

**Planning**

On-Going

- MPO Required Planning is recommended for funding. This funding continues the practice of previous allocations (adjusted 3% annually for inflation) to the Metro planning department for the provision of regional transportation planning services necessary to carry out MPO functions. Use of regional flexible funds for this purpose began as an alternative to collection of dues from local transportation agencies.

- Regional Freight Planning is recommended for funding. Funding for regional freight planning services began in FFYs 2004 and 2005 as freight and economic development became prominent regional and political issues. This allocation would fund these services for 2006 through 2009.

Corridor Planning

- The Milwaukie light rail Supplemental EIS is recommended for funding at \$2.0 of its \$3.725 million cost from regional flexible funds. This effort is needed to make the project eligible to receive federal funds.

- The Willamette Shoreline – Highway 43 Transit alternatives analysis is proposed for funding. Preliminary engineering phase is not recommended at this time but should await further development of a strategy for corridor improvements through the AA process.

- Three of the four Multi-Use master plans (Lake Oswego to Milwaukie, Tonquin Trail, and the Mt. Scott to Scouter's Loop trail) are recommended for funding. These trail projects span multiple local jurisdictions that need technical support to prepare trails to enter preliminary

engineering and continue efforts provided at Metro to developing regional trail projects through implementation of the Greenspaces bond measure. The Sullivan's Gulch trail is not recommended for funding as it was not indicated as a local priority to the city of Portland and to the degree of cooperation and effort that will be needed to complete master planning work for this project.

- The Next Priority Corridor analysis is recommended for funding. This work would address the fourth corridor from regional flexible funds of the 18 corridor plans the state Department of Land Conservation and Development requires the region to complete as part of the adoption of the Regional Transportation Plan. JPACT has requested ODOT also contribute to the completion of a second corridor study in this time frame conditioned on regional funding of one corridor study.

#### Planning Enhancements

- The Bicycle Interactive Map and Model Update is recommended for funding in the Option 2 package.

#### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the planning category addresses the following policy guidance.

##### *Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

None of the candidate planning activities claimed a direct link to the retention or attraction of a specific traded-sector business to the region. However, planning activities are necessary to ensure federal funding eligibility and adequate transportation services to the region, both essential to retaining and attracting traded-sector businesses to the region in general.

- Address transportation barrier to development in 2040 priority land use areas

The 2000 RTP allows development in the region's priority 2040 mixed-use areas even when motor vehicle congestion is forecast in the peak hour as long as certain conditions exist, one of which is the availability of frequent transit service. The Milwaukie LRT Supplemental EIS and the Willamette Shoreline AA are steps in providing reliable frequent transit service to the Central City and Milwaukie and Lake Oswego town centers, key pieces of investment to ensuring the allowance of future development to proceed in those areas. Other planning activities proposed for funding support economic development by ensuring the 2040 priority land use areas are adequately served by transportation services and that requirements are met to allow state and federal funding to be allocated to projects serving those areas.

- Support livability and attractiveness of the region.

Transportation planning activities support the livability and attractiveness of the region by ensuring the transportation system adequately serves the comprehensive land use plans of the region and local communities.



*Emphasize modes that do not have other sources of revenue*

General planning transportation activities, but not specific corridor planning activities, are supported through limited federal planning revenues, though not enough to cover planning services provided to the region.

*Complete gaps in modal systems*

Planning activities identify and direct funding to projects that complete gaps in modal systems.

*Develop a multi-modal transportation system*

Planning activities identify and direct funding to projects that develop multi-modal systems. This is an emphasis category for the Transportation Priorities program.

*Meet the average annual requirements of the State air quality implementation plan*

While used to develop, coordinate and report on the implementation of the annual requirements, planning does not construct new facilities to meet State air quality plan requirements.

**Pedestrian**

- The top two technically ranked projects are recommended for funding on the final cut list base package as there is a clear break in the technical scoring between the second and third ranked projects and no clear break between the third and fifth ranked projects.
- \$900,000 is recommended for the Rockwood Pedestrian to MAX project is in the Option A package.
- The Capitol Highway (PE) pedestrian project is recommended for funding in the Option A package.
- The ODOT Preservation Supplement request is a result of regional policy request to ODOT. The funding amount from regional flexible funds would provide cost sharing with ODOT Region One from funding proposed in the draft STIP outside of their preservation program to provide pedestrian and potentially bicycle and transit improvements in conjunction with their preservation work. It appears at this time that ODOT will be able to provide pedestrian improvement treatments on the two urban preservation projects (Powell Boulevard: 50th to I-205, and NW Yeon) with existing STIP revenues. A preliminary cost analysis of adding bicycle lanes on SE Powell between 71<sup>st</sup> and 82<sup>nd</sup> Avenues, consistent with the Portland TSP, was cost prohibitive at between \$5 and \$7 million as a preservation supplement project.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the pedestrian modal category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Pedestrian projects recommended support the redevelopment of adjacent properties to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure.

- Address transportation barrier to development in 2040 priority land use areas

The 2000 RTP allows development in the region's priority 2040 mixed-use areas even when motor vehicle congestion is forecast in the peak hour as long as certain conditions exist, one of which is the availability of a well-connected local street system to support walking trips within the mixed-use area. The Forest Grove and Milwaukie town center pedestrian projects are steps in providing pedestrian access on their well connected downtown street networks, key pieces of investment to ensuring the allowance of future development to proceed in those areas.

- Support livability and attractiveness of the region.

The pedestrian projects recommended contribute to the economic vitality of the Forest Grove and Milwaukie mixed-use areas by providing access by users who would not require more land intensive and costly auto parking spaces.

#### *Emphasize modes that do not have other sources of revenue*

Pedestrian projects outside of vehicle capacity or reconstruction projects that are required to build bike facilities only have dedicated funding limited to a state program that allocates approximately \$2.5 million per year or as one of several eligible project types that compete for statewide Transportation Enhancement grants of approximately \$4 million per year. Additionally, one percent of state highway trust fund monies passed through to local jurisdictions must be spent on the construction or maintenance of bicycle or pedestrian facilities.

#### *Complete gaps in modal systems*

The pedestrian projects recommended for further consideration all complete gaps, either with new facilities or upgrading substandard facilities, in the existing pedestrian network.

#### *Develop a multi-modal transportation system*

This is a modal emphasis category for the Transportation Priorities program.

#### *Meet the average annual requirements of the State air quality implementation plan*

The pedestrian projects recommended for further consideration would provide .26 miles (+ Forest Grove – still confirming length of project) of a required 1.5 miles of new pedestrian facilities within mixed-use areas for the two-year funding period. The MAX multi-use path project, evaluated in the Bike/Trail category could contribute a portion of its 2.32 miles of pedestrian improvement to meet air quality plan requirements for the provision of pedestrian facilities as it is located in the Gresham regional and Rockwood town centers.

### **Road Capacity**

- The SW Greenberg Road project in the Washington Square regional center is recommended for funding as the top tier road capacity project with a clear break point in project score between it and the next tier of projects (#2 through #5). The \$1 million request would complete project

funding of local resources and prior regional award of PE funds for a total project cost of \$5 million.

- The Beaverton-Hillsdale/Scholls Ferry/Oleson Road intersection project is located in the Raleigh Hills town center. Funding is recommended for a portion of the PE costs in the Option B package. Funding would be conditioned on the completion of some planning work for the large portion of the town center area to be impacted by the right-of-way acquisition process. The county is seeking to use progress on PE work to solicit state and federal funds for right-of-way and construction.

- Right-of-way acquisition costs of \$2 million is recommended for funding of the 172nd Avenue project in the Option B package. This would address the \$1.0 million estimated right-of-way costs and a start on construction costs. This project is located in the newly expanding urban area on the east side of Happy Valley. The application will leverage \$10 million of County funds to complete construction of the project. The County has begun master planning of the area surrounding this project and anticipates designating much of it as Regionally Significant Industrial Area to serve as a job base for Happy Valley. This is also the only project proposed for funding in the recently expanded urban growth boundary area, which when master planning is completed, is one of the priority land use emphasis areas. This funding is recommended to be conditioned on completion of the Damascus master plan and for the project design to be consistent with implementation of the master plan.

#### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the road capacity modal category addresses the following policy guidance.

#### *Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The SE 172<sup>nd</sup> Avenue project will provide the primary arterial access to the future Rock Creek industrial area. Forecasts of expected traded-sector jobs will be available upon completion of the Damascus concept plan.

The B-H/Scholls project would support the redevelopment of adjacent properties to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure. No specific link to the retention or attraction of traded-sector jobs was provided by the project applicant.

- Address transportation barrier to development in 2040 priority land use areas

Upon completion of the Damascus concept plan, the SE 172<sup>nd</sup> Avenue project will address the primary urban infrastructure need to development of the future Rock Creek industrial area. The Beaverton-Hillsdale/Scholls Ferry/Oleson intersection project, if tied to the development of a Raleigh Hills town center planning effort, is of a scale and impact to provide significant redevelopment opportunities in that area. The Wood Village Boulevard project would provide new access and development opportunity in the Wood Village town center.

- Support livability and attractiveness of the region.

*Emphasize modes that do not have other sources of revenue*

Road capacity projects are supported through pass through state trust fund revenues to local jurisdictions, system development charges and some local taxes or improvement districts. However, some jurisdictions have maintenance needs that are larger than state pass-through revenues and which generally take priority over capacity projects.

*Complete gaps in modal systems*

Other than the Wood Village Boulevard project, which would complete a gap in the motor vehicle street system between Halsey and Arata Road, these projects expand existing motor vehicle connections. New connections to complete gaps in the pedestrian and bicycle system would be provided with these projects, however.

*Develop a multi-modal transportation system*

This is not a modal emphasis category for the Transportation Priorities program. However, all of these projects would provide new or upgrade substandard pedestrian and bicycle facilities on these roads (current Greenburg Road has existing sidewalks but no bike lanes).

*Meet the average annual requirements of the State air quality implementation plan*

These projects do not address this policy goal.

## **Road Reconstruction**

- The Cleveland Street project is recommended for funding at \$1 million in the Option B package. If funded, it would be necessary to work with the City of Gresham to define a phase of the project that could be completed with this amount or additional sources secured. This project demonstrated strong connections to the development of the Gresham regional center and adds sidewalk, bicycle and transit elements that are currently missing from the existing facility. It also strongly incorporates green street elements, providing another demonstration project for the region.

### Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the road reconstruction modal category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs

The Cleveland Street project would support the redevelopment of adjacent properties in the regional center to higher-density mixed-uses. Office and commercial space in these mixed-use areas may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure.

- Address transportation barrier to development in 2040 priority land use areas

- Support livability and attractiveness of the region.

*Emphasize modes that do not have other sources of revenue*

Road reconstruction projects are supported through pass through state trust fund revenues to local jurisdictions, system development charges and some local taxes or improvement districts. However, some jurisdictions have maintenance needs that are larger than state pass-through revenues and which generally take priority over reconstruction projects.

*Complete gaps in modal systems*

The recommended project does not complete gaps in the existing motor vehicle system but provides new pedestrian and bicycle facilities, completing gaps in those modal systems.

*Develop a multi-modal transportation system*

This is not a modal emphasis category for the Transportation Priorities program. However, the project would provide new or upgrade substandard pedestrian and bicycle facilities.

*Meet the average annual requirements of the State air quality implementation plan*

These projects do not address this policy goal.

Regional Travel Options

- The Regional Travel Options program is recommended for further consideration at the level of funding needed to implement the programs strategic plan, with the exception of providing vanpool capital assistance, in the base funding package.
- \$500,000 is recommended to be eliminated from the RTO Program in the Option B package. No specific guidance on which portion of the program to eliminate was provided.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the regional travel options category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs
- Address transportation barrier to development in 2040 priority land use areas  
The RTO program is regional in scope and therefore markets and provides travel option services, reducing congestion region wide.
- Support livability and attractiveness of the region.

*Emphasize modes that do not have other sources of revenue*

These programs are not supported by other sources of dedicated transportation revenues although they do leverage funding from private Transportation Management Associations and other grants.

*Complete gaps in modal systems*

The RTO program does not construct projects and therefore does not address this policy goal.

*Develop a multi-modal transportation system*

This is a policy emphasis category for the Transportation Priorities program. RTO projects contribute to the development of a multi-modal system by educating and providing incentives to reduce trips or use existing pedestrian, bicycle and public transit facilities.

*Meet the average annual requirements of the State air quality implementation plan*

While the RTO programs promote use of the facilities provided by the requirements, it does not specifically address this policy goal.

**Transit Oriented Development (TOD)**

- The TOD rail station area and urban centers programs are recommended for funding equal to the previous allocation.
- The Beaverton TOD site acquisition project is also recommended for funding at \$2 million, equal to the previous allocation to the Gresham Civic station site in the previous allocation. This would be a \$1 million cut from the requested amount. It is recommended that the City of Beaverton investigate use of other sources to match the large regional contribution to the project. \$650,000 of this cut would be restored in the Option A package.
- The Gateway TOD site would be funded for \$500,000 in the Option 1 package.
- The urban centers program is recommended for an additional \$500,000 in the Option B package but the same \$500,000 is recommended to be eliminated from the TOD category, with no specific recommendation on what project or program to reduce, in the Option B package.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the transit oriented development category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs
  - Address transportation barrier to development in 2040 priority land use areas
- The TOD program and recommended projects address market development barriers to development in 2040 priority mixed-use land use areas.

- Support livability and attractiveness of the region.

The TOD program and recommended projects support implementation of regional and local comprehensive plans by supporting mixed-use development at densities and with amenities beyond what the current market will bear in emerging mixed-use areas.

*Emphasize modes that do not have other sources of revenue*

While urban renewal and other programs facilitate new development, transit oriented development projects are specifically designed to increase the efficiency of the regions investment in the transit system and is not supported by other sources funding.

*Complete gaps in modal systems*

The TOD program and projects do not address this policy goal.

*Develop a multi-modal transportation system*

This is a modal policy emphasis category for the Transportation Priorities program. TOD projects contribute to the development of a multi-modal system by increasing the density and design of development in areas well served by existing pedestrian, bicycle and public transit facilities. This increases the use of those facilities and makes them more cost-effective.

*Meet the average annual requirements of the State air quality implementation plan*

While the TOD programs promote use of the facilities provided by the requirements, it does not specifically address this policy goal.

**Transit**

- The existing commitments (by Metro Resolution) to rail transit projects in the region are recommended for funding.
- The Frequent Bus program is recommended for funding at a rate equal to the previous allocation amount.
- The Eastside Streetcar is recommended for funding in the Option A package.
- The South Metro Amtrak station is recommended for funding at \$1.15 million in the Option A package and for \$1 million in the Option B package.

Response to Policy Guidance

In addition to the technical score that reflects a quantitative measure of the policy guidance, the Metro staff recommendation within the transit modal category addresses the following policy guidance.

*Economic development in priority land use areas*

- Link to retention and/or attraction of traded-sector jobs  
Office and commercial space in the mixed-use areas served by these transit projects may serve traded-sector employment and locates that employment in the regions priority development areas that are well served by existing urban infrastructure.

- Address transportation barrier to development in 2040 priority land use areas

The 2000 RTP allows development in the region's priority 2040 mixed-use areas even when motor vehicle congestion is forecast in the peak hour as long as certain conditions exist, one of which is the availability of frequent transit service. The existing rail commitments and the Frequent Bus capital improvement program are steps in providing reliable frequent transit service to mixed-use and industrial areas region-wide, key pieces of investment to ensuring the allowance of future development to proceed in those areas.

- Support livability and attractiveness of the region.

The development of a comprehensive regional transit system with frequent and reliable access to 2040 priority land use areas contribute to the economic vitality of the region by increasing trips that do not require more land intensive and costly auto parking spaces in those areas where efficient use of land is most critical. The provision of a well-designed network of transit facilities also contributes to the overall livability and attractiveness to both companies and work force to locate in the region.

*Emphasize modes that do not have other sources of revenue*

The existing rail commitments and the Eastside Streetcar fund applications are used to leverage large federal grants to construct those projects. Currently, TriMet general fund revenues are committed to transit service as a means of not having to cut bus service hours and to start new light rail service during the on-going recession. While this was a resource allocation choice, on-street capital improvements for the Frequent Bus program now come solely from the Transportation Priorities program. The south Amtrak station improvements are not eligible for any other source of transportation revenues.

*Complete gaps in modal systems*

The rail commitments and Eastside Streetcar projects extend high frequency service to new areas consistent with the RTP and local Transportation System Plans, however, they do not strictly fill in gaps within the existing rail network. Frequent Bus improvements will allow new frequent bus service connecting gaps in the existing system.

*Develop a multi-modal transportation system*

This is a modal policy emphasis category for the Transportation Priorities program. Transit projects contribute to the development of a multi-modal system by providing higher efficiency transit service in the corridors served by those projects.

*Meet the average annual requirements of the State air quality implementation plan*

While the rail commitment and Frequent Bus program do not result directly in the provision of additional service hours as required by the air quality implementation plan, they do contribute to service efficiencies that can then be reallocated to providing additional transit service.



**Transportation Priorities 2006-09:  
*Investing in the 2040 Growth Concept***

**Conditions of Program Approval**

**Bike/Trail**

All projects will meet Metro signage and public notification requirements.

(Bk2052) The MAX multi-use path project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of Hispanic and low-income populations in the vicinity of the project.

(Bk3072) The Powerline Trail (Schuepback Park to Burntwood Drive) funding is conditioned on the execution of the purchase option of the Mt. Williams property for use of right-of-way for the project. If the purchase option is not executed, Metro may rescind the funds for future reallocation.

**Boulevard**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* guide book (Metro; 2<sup>nd</sup> edition; June 2002).

All projects will incorporate stormwater design solutions (in addition to street trees) consistent with Section 5.3 of the *Green Streets* guide book and plant street trees consistent with the planting dimensions (p 56) and species (p 17) of the *Trees for Green Streets* guide book (Metro: 2002).

(Bd3020) The Rose Biggi project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of Hispanic and low-income populations in the vicinity of the project.

(Bd1051) The E Burnside project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of low-income population in the vicinity of the project.

(Bd1260) The Killingsworth project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of Black and low-income populations in the vicinity of the project.

**Large Bridge**

(RR1012) Funding of the Sellwood Bridge project is contingent on the programming \$1.5 million of STIP funding and Multnomah County prioritizing the Sellwood Bridge as the first

priority large bridge project for receipt of HBRR funds after completion of the Sauvie Island Bridge in 2007.

### **Freight**

(Fr4063): Funding of the N Lombard project is contingent on the demonstration of a financial strategy that does not rely on large (> \$2 m) future contributions from the Transportation Priorities process.

(Fr4087): Funding for the Ledbetter over crossing project is contingent on the programming of \$6 million in ODOT OTIA III funding and \$2 million of local match by the Port of Portland to the project.

The N Lombard and N Ledbetter over crossing project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of Black population in the vicinity of the project.

### **Green Streets**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* and *Green Streets* guidebooks (Metro; June 2002).

(GS1224): The Cully Boulevard project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of Black, Hispanic and low-income populations in the vicinity of the project. It is also conditioned on provision of results of the water quantity and quality testing as described in the project application.

### **Planning**

(PI0002): The RTP Corridor Plan – Next Priority Corridor is conditioned on a project budget and scope being defined in the appropriate Unified Work Program.

### **Pedestrian**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* guidebook (Metro; 2<sup>nd</sup> edition; June 2002).

### **Road Capacity**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* guidebook (Metro; 2<sup>nd</sup> edition; June 2002).

(RC7001) The 172<sup>nd</sup> Avenue project funding is conditioned on a project design that implements the transportation implementation strategies and recommendations of the Damascus/Boring concept plan. Based on the recommendations of the plan, the County may request, in coordination with the cities of Damascus and Happy Valley, a different arterial improvement location or scope.

(RC 1184) The Beaverton-Hillsdale/Scholls Ferry/Oleson Road intersection PE funding is conditioned on the provision of a redevelopment plan being completed for the area encompassed by the project construction impacts in conjunction with PE activities. A general scope for such redevelopment plan will be further defined prior to the March 17<sup>th</sup> JPACT meeting. Demonstration of a financial strategy (not a commitment) for funding of right-of-way and construction that does not rely on large future allocations from regional flexible funds is also required prior to programming of awarded funds.

### **Road Reconstruction**

All projects will meet Metro signage and public notification requirements.

All projects will meet street design guidelines as defined in the *Creating Livable Streets* guidebook (Metro; 2<sup>nd</sup> edition; June 2002).

(RR2035) Cleveland Avenue is conditioned on the provision of green street elements as described in the project application.

### **Transit Oriented Development (TOD)**

All projects will meet Metro signage and public notification requirements.

(TD8005): Upon completion of a full funding grant agreement, station areas of the I-205 MAX and Washington County commuter rail are eligible for TOD program project support.

### **Transit**

Capital projects will meet Metro signage and public notification requirements.

(TR1106) The Eastside Streetcar project funding is conditioned on the demonstration of targeted public outreach activities in the project design phase and construction mitigation phase to the significant concentration of low-income population in the vicinity of the project. It is also conditioned on the securing of other funding to complete the preliminary design and engineering costs of the project.