

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE) RESOLUTION NO. 05-3589A
REGIONAL TRANSPORTATION PLAN TO)
MOVE THE I-205 NORTHBOUND ON-) Introduced by: Councilor Rex Burkholder
RAMP/AIRPORT WAY INTERCHANGE)
IMPROVEMENT FROM THE)
ILLUSTRATIVE LIST TO THE)
FINANCIALLY CONSTRAINED LIST)

WHEREAS, the City of Portland, TriMet, the Port of Portland and Cascade Station Development Company (private developers) entered into a \$180 million public/private partnership to extend light rail to the airport and to develop the 463 acres now known as Cascade Station/Portland International Center (CS/PIC); and

WHEREAS, in 1999, the Portland City Council adopted the first CS/PIC Plan District, intended to create a large-scale mixed-use employment center to support thousands of direct new jobs; and

WHEREAS, a series of infrastructure improvement have been completed, including the construction of Airport MAX, the Mt. Hood Avenue overcrossing, Airport Way Widening, the Cascade Station Primary Infrastructure, and Alderwood Road Extension in anticipation of development in Cascade Station/Portland International Center; and

WHEREAS, Metro incorporated the employment characteristics of CS/PIC projected at build-out into its 2020 and 2025 Regional Travel Models; and

WHEREAS, the Portland City Council amended the CS/PIC Plan District in April 2005 to spur development to ultimately employ over 7,000 workers within the district, by increasing retail square footage and reducing hotel and to a lesser extent, office development in Cascade Station and by increasing industrial square footage in PIC; and

WHEREAS, the transportation impact projected from full build-out of the 2005 amended CS/PIC Plan District is no greater than that projected from full build-out of the CS/PIC Plan District as defined prior to 2005; and

WHEREAS, CS/PIC lands are part of Portland International Airport; and therefore under the review and approval authority of the FAA for airport operations and safety; and

WHEREAS, the Port has undertaken an Environmental Assessment (EA) on behalf of the FAA for all further CS/PIC development to satisfy NEPA requirements; and

WHEREAS, transportation analysis in support of the EA has identified the need for an improvement allowing free-flow eastbound to northbound movement at I-205 Northbound On-Ramp/Airport Way by 2014; and

WHEREAS, this project, previously identified in the 2000 RTP update, was included in the RTP Illustrative System to meet the growing needs of regional traffic using I-205 as well as the airport and development trips; and

WHEREAS, in order for the FAA to support a Finding of No Significant Impact, the project I-205 Northbound On-Ramp/Airport Way improvement must be considered in the No Action Alternative analysis; and

WHEREAS, without FAA approval under NEPA, no further development will be allowed in CS/PIC; and

WHEREAS, the Port of Portland and the City of Portland have identified a combination of unanticipated funds and removal of the construction portion of Project 4037, Lombard-Columbia Connection near MLK Jr. Boulevard within the City of Portland's jurisdiction from the Financially Constrained List of the RTP to provide the financial capacity for inclusion of the I-205 Northbound On-Ramp/Airport Way improvement; and

WHEREAS, the temporary removal of the construction portion of Project 4037 from the RTP Financially Constrained List until the next RTP update is not expected to impact the timing or scope of its funding or construction; and

WHEREAS, the 2024 Regional Transportation Plan (RTP) federal air quality conformity analysis includes an improvement allowing free-flow eastbound to northbound movement at I-205 Northbound On-Ramp/Airport Way; now, therefore

BE IT RESOLVED by the Metro Council;

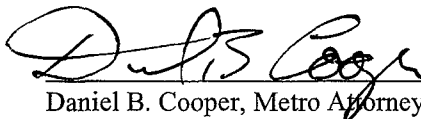
1. There is reasonable assurance that the I-205 Northbound On-Ramp/Airport Way improvement project will be constructed by 2015.
2. The I-205 Northbound On-Ramp/Airport Way improvement currently included in the RTP Illustrative System as Project 2069 be considered in the No Action Alternative of the Portland International Center Environmental Assessment, with construction occurring in the 2010-2015 time frame.
3. The Regional Transportation Plan (RTP) be amended to include the full I-205 Northbound On-Ramp/Airport Way project in the Financially Constrained List, as that project is described in the RTP Illustrative List as Project 2069, for the 2010-2015 time frame, and to include other changes reflected in Exhibit A.
4. The amendment of the RTP to include the full I-205 Northbound Ramp/Airport Way project in the Financially Constrained System list will be concluded with the completion and USDOT approval of an air quality conformity determination.

ADOPTED by the Metro Council this 9th day of June, 2005.



David Bragdon, Council President

Approved as to Form:



Daniel B. Cooper, Metro Attorney

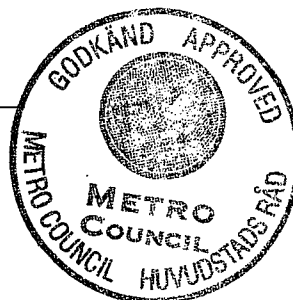


EXHIBIT "A" RESOLUTION NO. 05-3589A

The following changes to the RTP Financially Constrained List retain the balance of state and federal funding assumed in the 2004 Federal Update to the RTP.

Project	Action	Justification	\$ Impact to Financially Constrained List
2069 I-205 Interchange Improvement	Add to Financially Constrained List	Needed to satisfy FAA requirements	-\$23,000,000
		Contribution from private and Port funds not previously anticipated	\$ 5,000,000
4037 Lombard-Columbia Connection near MLK Jr. Boulevard	Remove construction phase from Financially Constrained List	Project is funded into PE, construction phase will be resubmitted for the RTP Financially Constrained List at the next Regular RTP update	\$14,600,000
4082 Ramsey Rail Complex	Maintain on Financially Constrained List	Part of project will be constructed using private funds	\$ 3,400,000
Net impact to Financially Constrained List			\$ 0

STAFF REPORT TO RESOLUTION NO. 05-3589A

FOR THE PURPOSE OF AMENDING THE REGIONAL TRANSPORTATION PLAN TO MOVE THE I-205 NORTHBOUND ON-RAMP/AIRPORT WAY INTERCHANGE IMPROVEMENT FROM THE ILLUSTRATIVE LIST TO THE FINANCIALLY CONSTRAINED LIST

Date: May 20, 2005

Prepared by: Tom Kloster

The purpose of this amendment is to include the I-205 Northbound On-Ramp/Airport Way Improvement in the Regional Transportation Plan (RTP) Illustrative List in the Financially Constrained System for the 2010-2015 time frame to allow development to begin immediately in Cascade Station, to continue development in Portland International Center, and to improve mobility in the vicinity of Portland International Airport.

BACKGROUND

In 1997, the City of Portland, Trimet, the Port of Portland (as the property owner) and Cascade Station Development Company (private developers) entered into a public/private partnership to extend light rail to the airport and to develop a portion of the 463 acres now known as Cascade Station/Portland International Center (CS/PIC). Public and private entities provided \$144 million and \$36 million, respectively, toward infrastructure investment needed to bring both the light rail extension and property development to fruition.

In 1999, the Portland City Council adopted the first CS/PIC Plan District, intended to create a large-scale mixed-use employment center. The north portion of the plan district, largely Cascade Station, was intended as an urban setting with office, retail and hospitality uses around two light rail stations and a series of linear park blocks. The southern portion of the plan district was also intended to support light rail ridership, but focused on industrial, office and aviation uses. The Plan District identified no off-site transportation mitigation, given the commitment of the public/private partnership to provide specific development infrastructure, including support for the light rail extension.

After Portland's adoption of the Plan District, Metro incorporated the employment characteristics of CS/PIC projected at build-out into its 2020 Regional Travel Model. That and subsequent transportation and air quality analyses performed by Metro have assumed full build-out of CS/PIC by 2020.

In 2001, Airport Max opened to the public. While it's been a transportation success for the region, and some development has occurred in the Portland International Center, development at Cascade Station, particularly around the transit stations, has not materialized. To spur development, in 2005, Portland City Council adopted the most recent amendment to the CS/PIC Plan District. That amendment increases the amount of allowable retail development, including up to three retail uses larger than 60,000 square feet and reduces hotel and to a lesser extent, office development in Cascade Station. Because the site lacks residences (per FAA regulation), developers have contended that the development needs retail anchors to attract the market base necessary to support other retail, office and hotel development. The City's amendment also increases PIC industrial use square footage, recognizing that the trips generated by the roughly 1,000,000 square feet of industrial space already developed are well below that projected in 1999. Build-out of the revised plan district is projected to create over 7,000 direct jobs.

Transportation analysis for the revised (2005) CS/PIC Plan District projected a slight decrease in PM peak outbound trips from the site (the measure of traffic used in the original Plan District and in

subsequent amendment processes) at full build-out, compared to full build-out of the Plan District as previously adopted. The analysis also identified a range of locations where intersection performance in 2024 was projected to operate below City of Portland and Oregon Department of Transportation acceptable performance standards. The deterioration of the transportation network identified between the 2015 analysis performed for the 1999 Plan District and the 2024 analysis performed for the 2005 amendment resulted primarily from the increase in projected background traffic between 2015 and 2024, not from an increase in trip generation from the Plan District. Therefore, the Plan District amendment was found to have met Transportation Planning Rule requirements without additional mitigation requirements.

Because CS/PIC lands are part of Portland International Airport, the Port of Portland is seeking Federal Aviation Administration (FAA) approval to allow development to proceed per the 2005 CS/PIC Plan District amendment. Although the Port of Portland owns Portland International Airport (PDX), which includes CS/PIC, it must operate the airport according to FAA regulations. FAA requires review and approval of all facilities and development to ensure consistency with airport operations and safety.

The Port of Portland purchased the property designated for CS/PIC development using federal monies during the 1960's and 1970's for the purpose of protecting the aircraft approach to Runway 28L and to prevent incompatible development. This use of federal funds and the requisite FAA authorization for development in CS/PIC make the proposed development subject to the National Environmental Policy Act of 1969 (NEPA), which requires federal agencies to consider potential environmental effects of their proposed projects.

In response, the Port of Portland has undertaken development of an Environmental Assessment (EA) on behalf of the Federal Aviation Administration for all further CS/PIC development. The EA transportation analysis has identified a series of mitigation requirements related to developing CS/PIC in accordance with the 2005 Plan District, primarily signal installation, intersection reconfiguration, and in the case of I-205 southbound to Airport Way, a ramp widening. These will be funded using private and Port aviation funds. The transportation analysis also identified one large-scale mitigation at I-205 northbound on-ramp/Airport Way.

The region has been aware of the long-term need for an improvement at this location. The Airport Area Transportation Study (DKS, 1998), which provided the traffic analysis for the Airport Max environmental assessment, identified improvements at I-205, needed between 2010 and 2020. These included an interchange improvement supporting eastbound to northbound movement, as well as braided ramps on I-205 northbound between Killingsworth Street and Airport Way. These projects have been in the Illustrative list of the RTP since the 2000 update. While PDX-related trips contribute to congestion at I-205 Northbound On-Ramp/Airport Way, the majority of traffic is generated off the airport, which includes approximately a third of the PM peak traffic traveling eastbound on Airport Way between 82nd and I-205.

If not for the EA process, the Port would submit the I-205 Northbound On-Ramp/Airport Way improvement for inclusion in the RTP Financially Constrained List in the next regular RTP update. However, for the FAA, to issue a Finding of No Significant Impact (FONSI), they require assurance that all mitigations will be constructed. Two actions are proposed to meet that assurance in the shortest time frame feasible: 1. JPACT and Metro Council endorse inclusion of the I-205 Northbound On-Ramp/Airport Way improvement for consideration in the No Action Alternative of the (Cascade Station/) Portland International Center EA; and 2. the RTP Financially Constrained List be amended to include this project. Without these assurances, the FAA would refuse to support a FONSI, effectively placing a

moratorium on development in CS/PIC for at least two years. Such a delay would ensure that the current retail and industrial market window for this development would be missed and the region would risk losing a significant economic development opportunity.

Fortunately, a portion of the I-205 northbound On-Ramp/Airport Way improvement is in the RTP Financially Constrained List, and the entire project was modeled in the federal air quality conformity analysis. However, to meet FAA requirements, the full project must have reasonable assurance of being constructed. In order to move the I-205 Northbound On-Ramp/Airport Way improvement into the RTP Financially Constrained Network, the Port of Portland and the City of Portland have agreed to offset state and federal funds assigned to the Port of Portland and City of Portland portions of the list through the recognition of other increased contributions and the removal of the construction portion of Project 4037 Lombard-Columbia Connection near MLK Jr. Boulevard from the Financially Constrained List, as shown in Exhibit A. The City of Portland intends to resubmit this project for inclusion in the RTP Financially Constrained System during the next regular RTP update. It is not expected that temporary removal of this project will affect its funding or construction schedule, nor does the temporary shift reflect reduced support for this projects from either agency.

ANALYSIS/INFORMATION

1. **Known Opposition.** There is no known opposition to this proposal.
2. **Legal Antecedents.** Metro is charged by TEA-21 with assuring that all projects of regional significance, warranted and financially feasible, are reflected in the Region's Transportation Plan and that projects that are counted for construction in the near term are in the Financially Constrained List and are air quality conformed.
3. **Anticipated Effects.** None
4. **Budget Impacts.** None.

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WHEREAS, in 1999, the Portland City Council adopted the first CS/PIC Plan District, intended to create a large-scale mixed-use employment center to support thousands of direct new jobs; and

WHEREAS, a series of infrastructure improvement have been completed, including the construction of Airport MAX, the Mt. Hood Avenue overcrossing, Airport Way Widening, the Cascade Station Primary Infrastructure, and Alderwood Road Extension in anticipation of development in Cascade Station/Portland International Center; and

WHEREAS, Metro incorporated the employment characteristics of CS/PIC projected at build-out into its 2020 and 2025 Regional Travel Models; and

WHEREAS, the Portland City Council amended the CS/PIC Plan District in April 2005 to spur development to ultimately employ over 7,000 workers within the district, by increasing retail square footage and reducing hotel and to a lesser extent, office development in Cascade Station and by increasing industrial square footage in PIC; and

WHEREAS, the transportation impact projected from full build-out of the 2005 amended CS/PIC Plan District is no greater than that projected from full build-out of the CS/PIC Plan District as defined prior to 2005; and

WHEREAS, CS/PIC lands are part of Portland International Airport; and therefore under the review and approval authority of the FAA for airport operations and safety; and

WHEREAS, the Port has undertaken an Environmental Assessment (EA) on behalf of the FAA for all further CS/PIC development to satisfy NEPA requirements; and

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WHEREAS, the Port of Portland and the City of Portland have identified a combination of unanticipated funds and removal of the construction portion of Project 4037, Lombard-Columbia Connection near MLK Jr. Boulevard within the City of Portland's jurisdiction from the Financially Constrained List of the RTP to provide the financial capacity for inclusion of the I-205 Northbound On-Ramp/Airport Way improvement; and

WHEREAS, the temporary removal of the construction portion of Project 4037 from the RTP Financially Constrained List until the next RTP update is not expected to impact the timing or scope of its funding or construction; and

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BE IT RESOLVED by the Metro Council;

1. There is reasonable assurance that the I-205 Northbound On-Ramp/Airport Way improvement project will be constructed by 2015.
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ADOPTED by the Metro Council this _____ day of _____, 2005.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

EXHIBIT "A" RESOLUTION NO. 05-3589

Regional Mobility Program – Congestion Management

The following changes to the RTP Financially Constrained List retain the balance of state and federal funding assumed in the 2004 Federal Update to the RTP.

<u>Project</u>	<u>Action</u>	<u>Justification</u>	<u>Impact to Financially Constrained List</u>
2069	Add to Financially Constrained List	Needed to satisfy FAA requirements	\$23,000,000
...			-\$23,000,000
Net impact to Financially Constrained List			\$0

A REVISED TABLE WILL BE PROVIDED AT THE MAY 27 TPAC MEETING

STAFF REPORT TO RESOLUTION NO. 05-3589

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ANALYSIS/INFORMATION

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3. **Anticipated Effects.** None
4. **Budget Impacts.** None.