

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AUTHORIZING) RESOLUTION NO. 99-2810
RELEASE OF THE 1999 UPDATE TO THE)
REGIONAL TRANSPORTATION PLAN) Introduced by
FOR JURISDICTIONAL AND PUBLIC) Councilor Jon Kvistad, Chair
COMMENT) JPACT

WHEREAS, Pursuant to Title 23, Code of Federal Regulations (CFR) Part 450 and Title 49 CFR part 613, Metropolitan Planning Rules, the federal Transportation Equity Act for the 21st Century (TEA-21) regulations require metropolitan planning organizations to update transportation plans every three years; and

WHEREAS, The *Interim Federal Regional Transportation Plan* (RTP) established compliance with the 15 federal planning factors and other federal regulations through Metro Resolution No. 95-2138A in May 1995; and

WHEREAS, The updated RTP policies approved by Resolution No. 96-2327 in July 1996 established a new policy direction for the RTP that emphasizes implementation of the 2040 Growth Concept; and

WHEREAS, The state Transportation Planning Rule (TPR) requires metropolitan planning organizations to complete transportation system plans that satisfy requirements of the rule; and

WHEREAS, Preliminary findings on the draft RTP appear to comply with regional, state and federal planning requirements; now, therefore,


BE IT RESOLVED,

That the Metro Council hereby declares:

That the draft policies, analysis, recommended projects and financial plan

be compiled by staff into a draft RTP document for the purpose of public review and comment.

ADOPTED by the Metro Council this 5th day of AUGUST, 1999.



Rod Monroe, Presiding Officer

Approved as to Form:



Daniel B. Cooper, General Counsel

TRANSPORTATION PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2810, FOR THE PURPOSE OF AUTHORIZING RELEASE OF THE 1999 UPDATE TO THE REGIONAL TRANSPORTATION PLAN FOR JURISDICTIONAL AND PUBLIC COMMENT

Date: July 27, 1999

Presented by: Councilor Kvistad

Committee Recommendation: At its July 20 meeting, the Committee considered Resolution No. 99-2810 and voted 2-0 to send the resolution to the Council with a without recommendation. Voting in favor: Councilors Atherton and Vice-Chair Bragdon. Chair Kvistad was excused.

Committee Issues/Discussion: Andy Cotugno, Transportation Planning Director, presented the staff report. He noted that the intent the proposed resolution was to initiative the public comment period on the proposed 1999 update of the Regional Transportation Plan (RTP). The resolution would "freeze" the current draft document which would then become the document that would be the subject of the public review process. He explained that Metro has adopted a number of major growth management planning documents since the last RTP update and therefore the new update represents a significant rewrite of the existing plan.

Cotugno reviewed the policy used for the development of the update. He noted that the draft document is divided into two principal sections dealing with policy principals and a listing of the potential projects needed to meet these principals.

Councilor Atherton expressed concern that the policy section of the document should outline the basic principals and sources of funding that would be used for the various types of implementation projects that were being proposed. He indicated that it was his intent to develop and present such language during the public review process. He moved to amend the policy section of the table of contents of the draft plan to recognize that language would be added relating the financing policies.

Mr. Cotugno agreed that language should be added to the document related to financing, but recommended that the language be added to the implementation portion of the draft plan. Vice-Chair Bragdon concurred with Mr. Cotugno. Councilor Atherton's motion failed on a tie vote. Vice-Chair Bragdon then moved to amend the table of contents in the implementation section of the table of contents. This motion also failed on a tie vote. After additional discussion, the committee members agreed that it was necessary to move the document into the public comment phase of development and therefore agreed to send the resolution to the full Council without recommendation.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2810 FOR THE PURPOSE OF AUTHORIZING RELEASE OF THE 1999 UPDATE TO THE REGIONAL TRANSPORTATION PLAN FOR JURISDICTIONAL AND PUBLIC COMMENT

Date: June 17, 1999

Presented by: Andrew C. Cotugno

PROPOSED ACTION

This resolution would direct staff to complete a final draft of the updated *Regional Transportation Plan* (RTP) for public review and comment. The action would also authorize staff to prepare and print a series of public involvement materials that communicate the RTP policies, system analysis, recommended projects and financial analysis. These materials include:

- RTP Policies - Chapter 1 of the RTP has been updated for consistency with the *Regional Framework Plan* and the *Functional Plan*, and edited for readability and brevity.
- RTP Subarea Tabloids - these will be the focus of public review of draft RTP recommendations and include a brief description of strategic improvements, including proposed timing, and maps that illustrate the scope and nature of proposed improvements.
- Comprehensive Project List - in addition to the tabloid descriptions of the strategic improvements, committee members will also be provided with a more detailed list of all projects that are contained in the draft plan.

TPAC has reviewed the 1999 update to the *Regional Transportation Plan* and recommends approval of Resolution No. 99-2810.

FACTUAL BACKGROUND AND ANALYSIS

At the April 28, 1999 joint JPACT, MPAC and Council workshop on the RTP update, staff presented highlights from the final stage of the RTP update, including a system analysis, proposed 20-year transportation solutions, and financial strategies for implementing the plan. Together with the RTP policies approved by resolution in July 1996, transportation elements of the *Regional Framework Plan* and the *Urban Growth Management Functional Plan* (UGMFP) in 1998, these recommendations complete a four-year effort to update the RTP to reflect the 2040 Growth Concept.

The RTP update was guided by a 21-member Citizen Advisory Committee and included several public outreach efforts, special newsletter, and a number of joint JPACT, MPAC and Council workshops held at key decision points. The update also reflects the efforts of local officials, citizens and staff to develop transportation proposals that reflect the policy direction developed by the CAC and regional growth management policies. Of the nearly 1,000 projects proposed through the year 2020 to address expected growth and to implement the 2040 Growth Concept, more than half are new to the regional plan, and many were generated by citizen input. These projects range from relatively modest bicycle and pedestrian improvements to major transit and highway projects, each developed with an eye toward promoting safety, responding to growth or leveraging the 2040 Growth Concept.

During the past year, staff tested these projects through three separate rounds of transportation modeling. Each project proposed in the draft plan was reflected in the modeling assumptions, and projects were further refined after each round of modeling to better respond to projected travel needs

during the 20-year plan period. This phase of the RTP update was also based on a collaborative approach, with local jurisdictions overseeing the modeling process at every step, and modeling analysis completed in a series of workshops with the regional partners. As a result, the draft project list is a consensus-based product, with project recommendations that are based on detailed analysis.

During the next six months, staff recommends that the RTP update be completed through a two-step process of (1) approving the draft RTP recommendations for a final round of public review and comment through adoption of this resolution, and (2) adoption of the final updated RTP through a formal hearings process, leading to adoption by ordinance.

The "RTP Resolution Kit" was developed by staff as a starting point for completing the "official" RTP draft document and to develop user-friendly materials intended to help citizens and agencies review the contents of the plan. Upon Council action on these materials, final versions will be printed and distributed in late August, as detailed in Exhibit 'A.' This exhibit also outlines the general review process, as proposed by staff, culminating in adoption of the RTP in fall '99.

M E M O R A N D U M

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METRO

DATE: June 29, 1999
TO: JPACT Members and Interested Parties
FROM: *AC* Andrew C. Cotugno, Transportation Director
SUBJECT: RTP Resolution Process

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Purpose of the Resolution

The RTP resolution is to direct staff to prepare a final draft RTP document for public review based on the draft policies, preliminary analysis and proposed transportation projects. Council action on the resolution is scheduled for July 22, and the final draft RTP document for public review is scheduled for completion by early September. The following draft RTP resolution materials, dated June 17, have been compiled:

- **Draft RTP Resolution and staff report** (attached)
- **Draft Subarea Tabloids** (provided previously)
The seven subarea tabloids present preliminary analysis of the impact of proposed transportation projects on the regional transportation system. Each tabloid includes a brief description of strategic improvements and a map of the subarea that illustrates the scope and nature of these proposed improvements.
- **Preliminary Draft Policy Document** (provided previously)
This document represents a compilation of transportation policies that integrate Resolution No. 96-2327 Chapter 1 RTP Policy, Title 6 of the *Urban Growth Management Functional Plan* and Chapter 2 of the *Regional Framework Plan*. (RFP), including the RTP System Maps that were adopted in the RFP.
- **Draft List of Proposed System Improvements** (provided previously)
This document provides a detailed list of all transportation programs and projects that are proposed for inclusion in the final draft RTP.

If you would like to receive additional copies of these materials, please contact Cheri Arthur at 797-1857.

TPAC and MTAC Actions

On June 25, TPAC met to review the draft RTP resolution materials and consider possible revisions for JPACT consideration. The attached memo, dated June 25, reflects the committee's recommendations to JPACT. TPAC's recommendations are presented in the form of "discussion" and "consent" items. Attachment A to the June 25 memo, "Proposed Discussion Items," includes substantial changes to the preliminary draft policy document and are intended to be the focus of JPACT discussion on July 8. Attachment B, "Proposed Consent Items," includes minor revisions for approval by JPACT by general consent.


On July 8, MTAC is scheduled to discuss the committee's recommendations on the draft RTP resolution materials. The focus of this discussion will be to: (1) acknowledge whether the draft resolution materials adequately address implementation of the transportation/land-use connection of the 2040 Growth Concept and (2) identify any policies that should be discussed in more detail by MPAC.

M E M O R A N D U M

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METRO

DATE: June 25, 1999
TO: JPACT Members and Interested Parties
FROM:  Andrew C. Cotugno, TPAC Chair
SUBJECT: Recommended Refinements to RTP Resolution Materials

* * * * *

On June 25, the Transportation Policy Alternatives Committee (TPAC) met to review the draft RTP resolution materials, and consider possible revisions for JPACT review. The attached recommendations are organized as follows:

Attachment 'A' Proposed Discussion Items - these items represent substantial changes to the draft policy document, and TPAC recommends that JPACT discuss these items individually as part of their review.

Attachment 'B' Proposed Consent Items - these items represent minor changes to the draft policy document, and TPAC recommends that JPACT approve these items by consent.

All of the proposed revisions are to system maps and policies contained in the preliminary draft policy document, dated June 17. Proposed edits to the system maps are reflected in the June 17 draft, with some exceptions. A revised set of system maps that reflect all revisions proposed in this memo will be forwarded to the Metro Council for consideration on July 22.

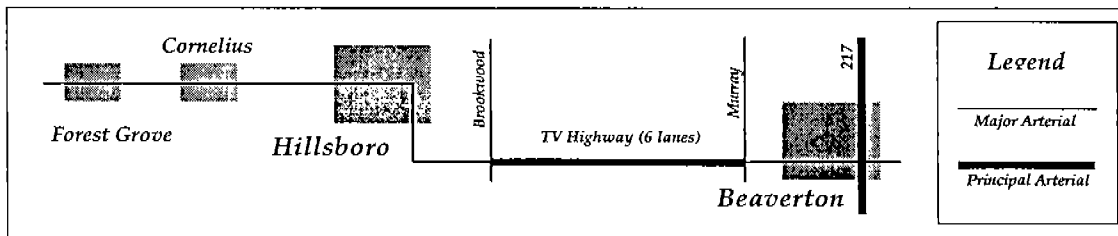
Attachment 'A'

Proposed Discussion Items

At their June 25 meeting, TPAC endorsed the following proposals and recommended their discussion before JPACT.

1. Revise the functional classification maps to reflect proposed improvements to TV Highway.

Discussion: Though the entirety of TV Highway is classified as a "Principal Arterial" on the motor vehicle system map, only the segment between Beaverton and Hillsboro regional centers is dominated by regional, or through trips. Further, the "Principal Arterial" classification on TV Highway conflicts with street design classifications in the downtown's of Beaverton, Hillsboro and Cornelius. In the second round of RTP modeling, an aggressive, limited access design was tested for the segment of TV Highway between Murray and Brookwood, with promising results. The modeling assumptions will be further refined in the final round of RTP modeling, and a corridor refinement study will be recommended in the RTP to define the exact nature and implementation schedule for improvements along this route.



Based on these findings, staff recommends that the segment of TV Highway between Murray and Brookwood retain the "Principal Arterial" classification on the RTP motor vehicle map, with a primary function of linking these two regional centers. The remainder of the facility is proposed to be dropped to a "Major Arterial" classification, which is consistent with planned land uses and street design classifications.

This change would acknowledge that TV Highway is not the preferred regional route to Hillsboro from points other than Beaverton. For the "Principal Arterial" segment, staff recommends that the upcoming Round 3 refinement modeling of the strategic RTP include additional general purpose capacity improvements to six lanes, with access limitations and an expanded system of nearby parallel routes to the north and south. The regional street design map would be modified to include an "Urban Road" classification from Murray to Brookwood, to reflect the more mobility-oriented function envisioned along this section of TV Highway.

2. Revise the functional classification maps to reflect impacts of Damascus and Pleasant Valley urban reserves on the function of Division Street, Powell Boulevard, 172nd Avenue and Foster Road.

Discussion: The expected growth in the Damascus/Pleasant Valley area is expected to have widespread effects on the regional transportation system. The Foster Road and Powell Boulevard arterial street corridors, in particular, are likely to be affected by the dramatic growth expected in this area. Based on a workshop with local jurisdictions involved in Damascus/Pleasant Valley planning, staff recommends a number of changes to the motor vehicle and street design classifications on these routes.

First, Powell Boulevard east of I-205 would change from "Minor Arterial" to "Major Arterial," to reflect a growing demand for this route to serve longer trips. The street design classification would change from "Community Street" to "Regional Street," and the boulevard intersections at 122nd and 182nd would be retained. As such, Powell would become the primary connection to Gresham

Regional Center from the west, with a five lane capacity improvement from I-205 to Gresham and an emphasis on access control.

In tandem with the proposed change in classifications for Powell Boulevard, the designation of Division Street east of 82nd Avenue is proposed to change from a "Major Arterial" classification to "Minor Arterial," reflecting an increased emphasis on serving more localized travel demand. The street design classification would change from "Regional Street" to "Community Street" from 82nd to Wallula and Burnside to 257th, with boulevard intersections at 112th, 122nd, 148th, 162nd and 182nd. A "Community Boulevard" designation is proposed from Wallula to Burnside, within the Gresham Regional Center. No capacity changes are planned for Division Street, but the changed motor vehicle and design emphasis would require fewer access management efforts in the future and is more compatible with planned land uses in the Division Street corridor.

Foster Road is also an attractive, important connection between the Damascus/Pleasant Valley area and employment areas in the I-205 corridor and Portland. As a result, future capacity improvements and access management are warranted, with a proposed change from "Minor Arterial" to "Major Arterial" from 122nd to 172nd to reflect an increased demand for through-trips. The street design classification is proposed to change from a "Community Street" to a "Regional Street" design, although topographic and environmental constraints would clearly limit any improvements along this portion of Foster.

A new proposal to link 172nd Avenue in the Pleasant Valley area to 190th/Highland Drive/181st in Gresham is also reflected on the updated maps. This proposal would establish a north/south arterial spine, linking proposed industrial areas in the Damascus area to I-84 and the Columbia Corridor. The proposed motor vehicle classification for 172nd would change from "Rural Arterial" to "Major Arterial", and the design classification would change to "Regional Street." These proposed designations would begin at Highway 212 on the south, and continue along 172nd Avenue and the proposed connection to 190th/Highland Drive/181st.

Attachment 'B' Proposed Consent Items

At their June 25 meeting, TPAC endorsed the following concepts and recommended presenting them to JPACT as "consent items."

3. **Reflect the South Willamette Crossing Study recommendations on the RTP System Maps.**
Discussion: The proposed recommendations for the South Willamette River Crossing Study call for replacing or maintaining the Sellwood Bridge with capacity for a two-lane bridge and improving the bicycle and pedestrian facilities on the bridge. The recommendations recognize the conflict between facilitating the traffic demands on Tacoma Street and the need for the street to support a mixed-use, pedestrian-oriented character through the Sellwood business district. The recommendations for (a) mitigating traffic impacts on Tacoma Street instead of increasing its capacity and (b) focusing capacity investments on regional facilities such as 99E/Highway 224 to serve regional traffic in the Southeast Corridor rather than establishing a new cross regional route between I-5 and I-205.

This change in emphasis from regional trips to more local trips for Tacoma Street should be reflected in the motor vehicle and street design classifications for the street. Staff recommends that the motor vehicle classification be changed from "Major Arterial" to "Minor Arterial" from Highway 43 to Highway 99E. Further, because a portion of Tacoma Street is designated as a main street in the 2040 Growth Concept, staff recommends a "Community Boulevard" street design classification from the bridge to 17th Avenue; a "Community Street" design classification is recommended for the bridge, itself, and east of 17th Avenue. These motor vehicle and street design classifications would better represent the appropriate tradeoffs between traffic and community needs along Tacoma Street.

4. **Reflect the Hollywood Town Center recommendations for Sandy Boulevard on the RTP System Maps.**
Discussion: The Hollywood Town Center Plan is nearing completion, and a number of transportation recommendations have resulted from this effort. Most notably, an increased emphasis on boulevard design elements along Sandy Boulevard is recommended, including a number of Boulevard Intersection designations outside the immediate Hollywood district. These locations along Sandy Boulevard include intersections at 20th, 28th, 33rd, and 52nd avenues. Staff recommends that these changes be incorporated into the regional street design map, assuming city of Portland and public endorsement of the plan.
5. **Amend the Regional Bicycle System Map to reflect the following minor edits:**
 - Change the map key to describe "Off-street multi-use paths" as "Regional corridor off-street multi-use paths." This classification was requested by JPACT, and includes facilities with an exclusive right-of-way, and generally serving both pedestrian and bicycle travel.
 - Amend the map to reflect the alignment of the North/South Forties project (a continuous bikeway that generally follows 41st, 42nd and 43rd Avenues from Woodstock to Holman) and the Tillamook Bikeway project. The City of Portland adopted these projects in 1998, one year after the most recent regional bicycle system map was adopted.
 - Change the map to include bikeway projects submitted for Rounds 1 and 2 RTP modeling, and bikeway projects identified in the Priorities 2000 funding process.
6. **Amend the Regional Freight System Map to:**
 - Include Foster Road from I-205 to 122nd as a freight connector, since this portion of Foster serves a number of industrial areas. This was originally part of the regional freight map and inadvertently deleted from version 4.0.

7. Amend the Public Transportation System Map to show the following:

- Clarify the public transportation designation hierarchy for HCT corridors and Fixed-Guideway Transit, including light rail, commuter rail and streetcar, to show existing, planned and potential improvements for each category. Service areas with Potential Fixed-Guideway designations could consider and select a Regional Rapid Bus, Frequent Bus or Primary Bus improvement in the process of a corridor planning study. An amendment to the RTP would be made at the time of adoption of such a corridor study. Such a study may also recommend bus improvements to a lower priority corridor after a more detailed analysis of a study area with more than one Potential Fixed-Guideway Transit designation (i.e. the Highway 217 and Barbur corridors in the South Washington County service area).
- Distinguish Planned Light Rail or Streetcar, which have committed financing or regionally adopted priority for financing, from Potential Fixed-Guideway Transit, which will require further study before obtaining public financing.
- Change “Existing light rail” designation to include “Under construction” and add airport light rail to this category to reflect its current status.
- The planned light rail designation is proposed to be updated to reflect the locally preferred strategy (LPS) decision for light rail in the South/North corridor with the expected amendments of the Interstate MAX study. The Interstate MAX amendment to the South/North LPS was adopted by the Metro Council on June 24, 1999, and staff recommends that the RTP system map reflect the new alignment.
- An additional “Potential Fixed-Guideway” designation is proposed for the Sherwood-Tualatin-Milwaukie-Portland corridor to recognize the possibility of commuter rail service in this corridor.
- Based on the Round 2 RTP modeling and analysis, a primary bus designation is proposed to be added between the Clackamas and Gresham regional centers, along Sunnyside Road, SE 172nd Avenue and Towle/Eastman Parkway. This route connects the centers with the emerging Pleasant Valley town center and adjacent neighborhoods.
- A new category of “Potential Neighbor City Transit” is recommended to be added to the following corridors: Highway 30 north (Scappoose, St. Helens), Highway 26 east (Sandy), Highway 99E south (Canby), Interstate 5 south (Woodburn, Salem), and Highway 99W west (Newberg, McMinnville).
- The addition of a map of major transit stops, as identified in the Primary Transit Network Phase II Report, and regionally significant park-and-rides. This is a requirement of the State Transportation Planning Rule and will provide guidance to the Local Transportation System Plans.
- Amend the Chapter 1 policy text to state that the tri-county area’s public transportation system is 100 percent accessible, including buses.
- Finally, amend the Public Transportation System Map to show radial secondary service from the Tualatin and Wilsonville town centers.

8. Add legend notation to explain the grouping of 2040 land use types on the RTP system maps.