BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE SOUTH WILLAMETTE RIVER CROSSING STUDY RECOMMENDATIONS	)))	RESOLUTION NO. 99-2811A Introduced by Jon Kvistad, JPACT Chair

WHEREAS, The Southeast Corridor Study recommendations (adopted by Resolution No. 89-1108) identified the need for a study to address the issue of travel constraints across the Willamette River and examine the need for new bridge capacity across it; and

WHEREAS, The *Interim Federal Regional Transportation Plan* identifies the South Willamette River crossing as an outstanding area for special study; and

WHEREAS, Metro led the South Willamette River Crossing Study in coordination with other affected jurisdictions to identify and prioritize multi-modal crossing improvement strategies in the South Willamette River corridor between the Marquam Bridge in Portland and I-205 Bridge in Oregon City; and

WHEREAS, The South Willamette River Crossing Study considered options to reduce vehicular crossing demand, to add vehicular, bicycle and pedestrian capacity to existing crossings and to add new crossings as adopted by Resolution No. 97-2529; and

WHEREAS, The study considered how well the options supported land use goals specified in the 2040 Growth Management Concept; and

WHEREAS, The study consulted the public in defining the crossing problem, developing and evaluating options, and in developing recommendations; and

WHEREAS, JPACT has reviewed the study findings and developed recommendations for public comment as summarized in the *Findings and Recommendations Report* for the South Willamette River Crossing Study as set forth in Exhibit A; and

WHEREAS, JPACT and Metro Council have solicited public comment on these recommendations and have reviewed the comments; now, therefore,

BE It RESOLVED that the Metro Council:

1. Recommends that the region can best support growth management goals for Southeast Portland by either preserving the existing Sellwood Bridge in its current condition or replacing it as a two-lane bridge. If the bridge is replaced, it should be of high aesthetic quality. In either case, the bridge should be improved to better meet the needs of pedestrians and bicycles. Further assessment of costs versus impacts of replacement versus rehabilitation should be considered in the environmental impact statement phase. Further environmental analysis is reuqired prior to a decision to build.

2. Recommends that, instead of adding capacity in the Sellwood or Milwaukie/ Lake Oswego area, actions to meet traffic needs should focus on:

- Mitigating traffic growth on Tacoma Street, Highway 99E and on Highway 43 and A Avenue in Lake Oswego where traffic conflicts with land-use goals.
- Increasing transit services and improving transit, bicycle and pedestrian facilities on either side of the river and across the river to support alternatives to driving. To reduce traffic demand, the region should consider investments in improved east-west transit service, bus priority treatment between central Portland and Clackamas County, and the potential use of the existing railroad bridge for passenger rail and/or bike/pedestrian improvements.
- Increasing motor vehicle capacity on appropriate regional facilities in order to direct traffic away from areas of conflict with land-use goals, such as improvements to McLoughlin Boulevard, Highway 224 and I-205.

3. In the long term, recommends that efforts should focus on bringing more jobs to East Clackamas County to reduce the need to travel across the river for work trips.

4. Recommends that the region further consider improvements to the Ross Island Bridge and the I-205 corridor/Oregon City Bridge to serve these independent needs, recognizing that the improvements would provide only modest benefits in relieving traffic on the Sellwood Bridge.

5. Directs staff to incorporate the recommendations into the next update of the Regional Transportation Plan, and supports revisions of the functional street classification for Tacoma Street from a major arterial to a minor arterial and the street design classification from a regional street design to a community boulevard design to better support the 2040 Growth Concept's main street designation for this street.

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

Rod Monroe, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

CD:lmk
99-2811A.DOC
7-20-99

EXHIBIT A

SOUTH WILLAMETTE RIVER CROSSING STUDY

Findings and Recommendations Report

May 1999

Prepared by Metro's Transportation Department

METRO
Regional Services
Creating livable communities

SOUTH WILLAMETTE
RIVER CROSSING STUDY

Findings and Recommendations Report

May 1999
Metro Transportation Department

FIGURES

TABLES

TRANSPORTATION PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2811A, FOR THE PURPOSE OF APPROVING THE SOUTH WILLAMETTE RIVER CROSSING STUDY

Date: July 27, 1999 Presented by: Councilor Bragdon

Committee Recommendation: At its July 20 meeting, the Committee considered Resolution No. 99-2811A and voted 2-0 to send the resolution, as amended, to the Council with a do pass recommendation. Voting in favor: Councilors Atherton and Vice-Chair Bragdon. Chair Kvistad was excused.

Committee Issues/Discussion: Chris Deffebach, South Willamette River Crossing Study Manager, presented the staff report. She reviewed the findings and recommendations report included in the committee packet. She noted that the study had examined a broad range of crossing options from the Ross Island bridge in the north to the I-205 to the south.

The resolution includes the five basic recommendations resulting from the study. These include the following:

1) support the region's growth management goals by either preserving the Sellwood Bridge in its current condition or replacing it with a two-lane bridge.

2) meeting additional traffic needs by 1) mitigating traffic growth on Tacoma Street, Highway 99E and Highway 43 and A Avenue in Lake Oswego, 2) improving transit, bike and pedestrian facility along and crossing the river, and 3) increasing motor vehicle capacity to direct traffic in support of land use goals.

3) bringing more jobs to Clackamas County to reduce commuter travel across the river...

4) consideration of additional improvements on the Ross Island and I-205 bridges.

5) supports inclusion of changes in the functional street and regional street classifications of Tacoma Street in the next update of the Regional Transportation Plan

Deffebach noted that, based on the public comments received, the recommendations are supported by about a 70-30 margin. She indicated that those that opposed the recommendations focused on the need for increasing road capacity.

Councilor Atherton expressed concern about the wording of the third "be it resolved " clause which provides that "efforts should focus on bringing more jobs to Clackamas County". He noted that the Clackamas County boundary is not as important as addressing the broader geographic regional area that uses the bridge crossings to commute to work. He requested that the language be amended and Vice-Chair Bragdon agreed to modify the language to read "eastern Clackamas County." The amended resolution was then sent to the full Council.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2811A FOR THE PURPOSE OF APPROVING THE SOUTH WILLAMETTE RIVER CROSSING STUDY RECOMMENDATIONS

Date: July 20, 1999 Presented by: Andrew C. Cotugno/Chris Deffebach

PROPOSED ACTION

Resolution 99-2811 endorses the findings and recommendations for the South Willamette River Crossing Study and directs staff to incorporate the recommendations into the *Regional Transportation Plan.*

This action represents a commitment by JPACT and Metro Council to a multi-modal river crossing strategy that supports the 2040 Growth Concept in the corridor between the Marquam Bridge in Portland and the I-205 Bridge in Oregon City.

TPAC and JPACT have reviewed these recommendations and recommend approval of Resolution No. 99-2811.

FACTUAL BACKGROUND AND ANALYSIS

Study Background

The Sellwood Bridge is the only crossing for vehicles, pedestrians, bicycles and transit for a distance of approximately 10 miles between the Ross Island and I-205 bridges. The Sellwood Bridge is safe today but it is nearing the end of its lifespan. Built in 1925, the bridge is considered structurally old and the lanes and sidewalk are narrow. It does not meet seismic standards. For safety and service levels, the Sellwood Bridge needs to be upgraded or replaced. Due to its age, the bridge requires more and more maintenance, raising questions of cost-effectiveness compared to the cost of bridge replacement.

The Sellwood Bridge primarily serves Portland, Milwaukie, and Lake Oswego and other areas of Multnomah and Clackamas counties. Areas east of I-205 use the bridge very little. These cities and counties have grown in the past 73 years since the bridge was built. Bridge traffic and congestion have grown as the population increased.

Metro's role in the South Willamette River Crossing study has been to bring jurisdictions together to agree on crossing improvements that best support regional and local growth management strategies. Among other land use designations, the 2040 Growth Concept designates Tacoma Street as a Main Street in the Sellwood neighborhood; Lake Oswego and West Linn as Town Centers; and Milwuakie and Oregon City as Regional Centers. The 2040 Growth Concept results in increased demand for crossing the river while also calling for increasing the pedestrian-friendly and mixed use nature of Main Streets, Town Centers and Regional Centers. The *Regional Transportation Plan*, currently being updated, proposes

Highway 99E in Milwaukie and A Avenue in Lake Oswego as regional boulevard design classifications and major arterial functional classifications. Based on the recommendations from this study, the RTP proposes Tacoma Street in Sellwood as a community boulevard street design classification and minor arterial functional classification.

Metro initiated the South Willamette River Crossing Study in 1994 with public meetings and workshops to solicit comments on the nature of the crossing problem and potential improvement options. The public identified over 20 crossing options for consideration in the study.

In 1997, following public comment on the range of possible options, JPACT and Metro Council adopted a short list of options for evaluation in the South Willamette River Crossing Study. The options reflect a range of strategies that could accommodate travel demand and help support the 2040 Growth Concept. These options are:

- Modifications to the west end of the Ross Island Bridge with and without a new bridge parallel to the Ross Island Bridge to add capacity.

- Preservation of the existing Sellwood Bridge: 1) in its current configuration; 2) upgraded to meet seismic, traffic lane width and bike/pedestrian standards; or 3) closed to traffic but left open as a bicycle and pedestrian-only facility.

- Replacement of the Sellwood Bridge as a two or four-lane facility.

- A new crossing in Clackamas County in Milwaukie, North Lake Oswego or near Marylhurst College as a two or four-lane facility.

- Additional transit services and programs that reduce travel demand.

Study Findings

The study relied on Metro's travel demand forecasting model to evaluate how the options would change travel patterns and assess the effect on the 2040 Growth Concept. An engineering firm assessed the engineering feasibility and estimated capital and operating costs for the options for this study. Key findings include:

1. The Sellwood Bridge can best support land use goals by either preserving the existing bridge or replacing it as a two-lane bridge. If the bridge is replaced, the bridge should be of high aesthetic quality. In either case, the bridge needs improvement to better serve pedestrians and bicycles.

   Of the other Sellwood Bridge options, the study found that:
   - The four-lane Sellwood Bridge would add traffic to Tacoma Street that would increase the conflict between designing streets to accommodate greater traffic demand and designing streets to allow for more pedestrian use of the street and crossings.

- A full rehabilitation of the existing Sellwood Bridge to bring it to current design standards could cost more than to replace it as a two-lane bridge.

- Use of the existing Sellwood Bridge for bicycles and pedestrians only would not help meet the river crossing travel needs that the 2040 Growth Management concept creates and would cut off regional access to the Tacoma Main Street and Sellwood area, thereby inhibiting their viability.

2. To the north, the Ross Island Bridge needs improvements but not in the context of the Sellwood Bridge and the South Willamette River Crossing Study. The technical analysis showed that improvements to the Ross Island Bridge would not substantially reduce travel demand on the Sellwood Bridge and should not be considered in the context of meeting that need. Ross Island Bridge improvements could support other land use plans in that area and should be considered separately.

3. To the south, the I-205 corridor/Oregon City Bridge needs improvements. Technical analysis showed that the I-205 Bridge serves longer and more regional trips than the Sellwood Bridge and that improvements to the I-205 Bridge would not substantially reduce travel demands on the Sellwood Bridge. However, these improvements should be considered in the context of meeting other needs in Oregon City, West Linn and the I-205 corridor.

4. A new two or four-lane bridge at North Lake Oswego or near Marylhurst would not address South Willamette River Crossing or other needs. These crossings would attract new traffic to streets that are not targeted for additional traffic growth and would improve access to areas not targeted for growth in the 2040 Growth Concept. In addition, they would disrupt communities on either side of the river and interfere with development planned to meet 2040 growth targets.

5. A new bridge in Milwaukie would not be the best way to support land use goals for Milwaukie and would disrupt existing communities on either side of the river. Though a new bridge crossing in Milwaukie would reduce traffic from the Sellwood Bridge and Tacoma Street, it would increase traffic on streets in Milwaukie and on the west side of the river which would conflict with plans for these areas.

6. Existing and projected traffic volumes conflict with Main Street functions on Tacoma Street through the Sellwood business district, McLoughlin Boulevard through downtown Milwaukie and A Avenue and State Street in Lake Oswego. Rather than adding capacity in these areas, a better way to support the 2040 Growth Concept is to:

   - Mitigate traffic growth on Tacoma Street, Highway 99E in Milwuakie and on A Avenue and Highway 43 in Lake Oswego where through traffic conflicts with land use goals.

   - Increase transit services and improve transit, bicycle and pedestrian facilities on either side of the river and across the river to provide better alternatives to driving. Improvements could include more east-west bus routes, bus priority treatment and the

potential use of the existing railroad bridge between Milwaukie and Lake Oswego for passenger rail and/or bike/pedestrian facilities.

- Increase motor vehicle capacity on appropriate regional facilities in order to direct traffic away from areas of conflict with land use goals, such as improvements to McLoughlin Boulevard and Highway 224.

7. A fundamental river crossing issue is the need for commuting between Clackamas County and the west side of the river for work trips. Efforts to reduce the need for commuting across the river would help reduce crossing demand. Continuing efforts to encourage job growth east of the Willamette River in Clackamas County should be pursued to allow commuting to stay within the area.

Public Comment

Metro's Transportation Planning Committee and JPACT opened a public comment period and held a public hearing on the recommendations proposed in this resolution on June 14, 1999. The public comment report, which summarizes public comments and reproduces all comments received, is attached as Attachment A.

CD:lmk
6-29-99
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ATTACHMENT A

South Willamette River Crossing Study

Public Comments:
May 1, 1999 through June 15, 1999

Including Testimony from June 15 1999 Public Hearing

Table of Contents

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1. Recommends that the region can best support growth management goals for Southeast Portland by either preserving the existing Sellwood Bridge in its current condition or replacing it as a two-lane bridge. If the bridge is replaced, it should be of high aesthetic quality. In either case, the bridge should be improved to better meet the needs of pedestrians and bicycles. Further assessment of costs versus impacts of replacement versus rehabilitation should be considered in the environmental impact statement phase. Further environmental analysis is reuqired prior to a decision to build.

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- Increasing motor vehicle capacity on appropriate regional facilities in order to direct traffic away from areas of conflict with land-use goals, such as improvements to McLoughlin Boulevard, Highway 224 and I-205.

3. In the long term, recommends that efforts should focus on bringing more jobs to Clackamas County to reduce the need to travel across the river for work trips.

4. Recommends that the region further consider improvements to the Ross Island Bridge and the I-205 corridor/Oregon City Bridge to serve these independent needs, recognizing that the improvements would provide only modest benefits in relieving traffic on the Sellwood Bridge.

5. Directs staff to incorporate the recommendations into the next update of the Regional Transportation Plan, including revising the functional street classification for Tacoma Street from a major arterial to a minor arterial and revising the street design classification from a regional street design to a community boulevard design to better support the 2040 Growth Concept's main street designation for this street.

ADOPTED by the Metro Council this _____ day of _____ 1999.

_____
Jon Kvistad, Presiding Officer

Approved as to Form:

_____
Daniel B. Cooper, General Counsel

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99-2811.DOC
6-29-99

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2811 FOR THE PURPOSE OF APPROVING THE SOUTH WILLAMETTE RIVER CROSSING STUDY RECOMMENDATIONS

Date: June 25, 1999 Presented by: Andrew C. Cotugno/Chris Deffebach

PROPOSED ACTION

Resolution 99-2811 endorses the findings and recommendations for the South Willamette River Crossing Study and directs staff to incorporate the recommendations into the *Regional Transportation Plan.*

This action represents a commitment by JPACT and Metro Council to a multi-modal river crossing strategy that supports the 2040 Growth Concept in the corridor between the Marquam Bridge in Portland and the I-205 Bridge in Oregon City.

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regional boulevard design classifications and major arterial functional classifications. Tacoma Street in Sellwood is proposed as a regional street design classification and major arterial functional classification.

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2. To the north, the Ross Island Bridge needs improvements but not in the context of the Sellwood Bridge and the South Willamette River Crossing Study. The technical analysis showed that improvements to the Ross Island Bridge would not substantially reduce travel demand on the Sellwood Bridge and should not be considered in the context of meeting that need. Ross Island Bridge improvements could support other land use plans in that area and should be considered separately.

3. To the south, the I-205 corridor/Oregon City Bridge needs improvements. Technical analysis showed that the I-205 Bridge serves longer and more regional trips than the Sellwood Bridge and that improvements to the I-205 Bridge would not substantially reduce travel demands on the Sellwood Bridge. However, these improvements should be considered in the context of meeting other needs in Oregon City, West Linn and the I-205 corridor.

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