

# *Shift the Balance on Transportation:*

## *Coalition for a Livable Future's Analysis of the 2035 Regional Transportation Plan Update*



# Introduction

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**T**he transportation system impacts our ability to get to the places we need and want to go and travel in ways that support our health and well-being. Yet over the last 50 years, we have invested primarily in one mode of travel – the car – leading to limited choices in how we travel. This unbalanced investment strategy has negatively affected our towns, the environment, and public health, particularly in low income communities and communities of color. It has also contributed to the climate crisis, as roughly 40% of global warming pollution comes from driving.

**C**oalition for a Livable Future believes we need to shift the balance in transportation spending in order to create a healthier, more prosperous and sustainable region for everyone. Rather than focus on cars, the transportation system should instead focus on supporting people and communities. Our transportation system should benefit communities equitably to ensure that all communities have high-quality access to work, school, shopping and recreation. It should also support vibrant public spaces; address the climate crisis; support public health; and protect our farms, forests, and natural resources.

**T**o create a more balanced transportation system, we must invest heavily in transit, bike lanes, sidewalks, and trails to give people more choices in how they travel and create opportunities for healthy living and active lifestyles. Increased safety and reduced noise should be high priorities. Jobs, public spaces, parks, and affordable housing should be in proximity to each other and close to transit to ensure that people of all incomes and abilities are able to get to work, access healthy food, and reach their destinations reliably and affordably. Road planning should prioritize an interconnected system of complete streets that give people choices in how they travel rather than a system that funnels cars into oversized roadways that are bound to become congested and create toxic air hot spots.

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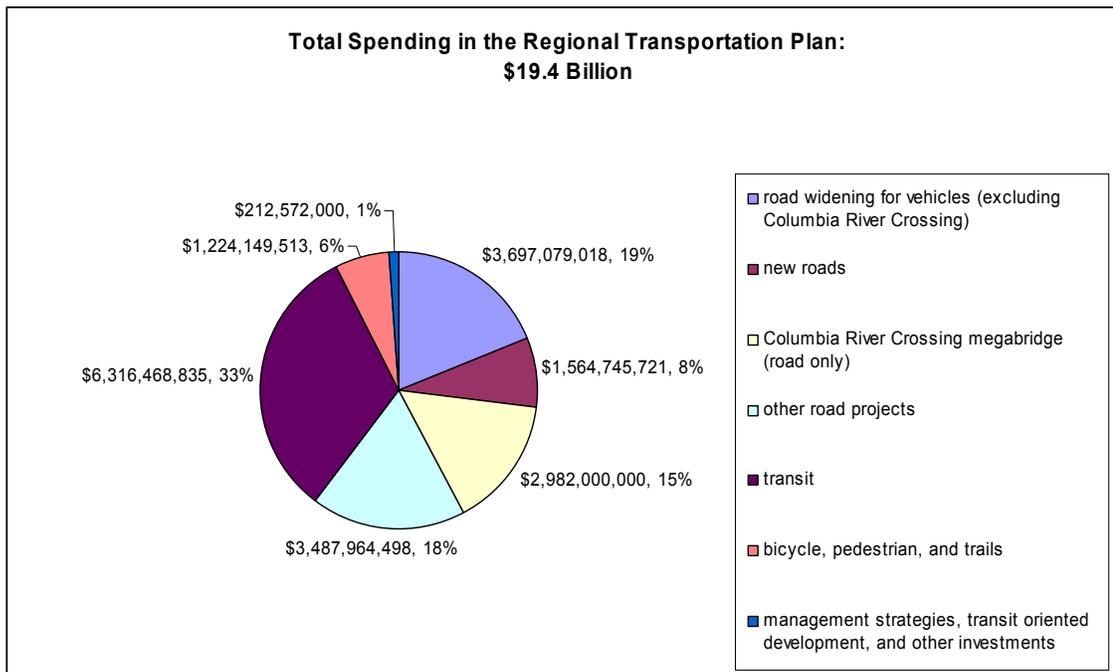
With thanks to our funders



# 1. Executive Summary

The Regional Transportation Plan (RTP) guides how the Portland metropolitan area will invest nearly \$14-20 Billion in transportation projects over the next 25 years. The decisions Metro and its city and county partners make through the RTP will have a major impact on how the region grows and whether it thrives.

Metro's RTP goals include addressing the climate crisis, creating opportunities for healthy and active living, ensuring people travel safely, and addressing equity and environmental justice, and protecting the environment. These goals are a positive step. However, the list of projects submitted by jurisdictions for the RTP does not meet Metro's goals, and there is no system of accountability to ensure that the final list of approved projects will meet the goals.



### **The RTP overinvests in road expansions.**

This strategy leaves little funding for lower cost projects that better support the RTP goals, including bike lanes, sidewalks, trails, transit, and programs for making the transportation system work more efficiently.

### **The current plan increases global warming pollution.**

The transportation system needs to address the climate crisis, as nearly 40% of global warming pollution in Oregon comes from driving. This result is unacceptable. We need an RTP that creates transportation choices for people and reduces the amount people need to drive.

### **Three quarters of all road funding is for expansions for vehicles.**

Even without the Columbia River Crossing, whose size dwarfs all other investments, two thirds of all road funding is for expansions. *This massive road expansion plan will undermine Metro's goals* because it increases global warming pollution, adds traffic, encourages low-density development, increase air toxics, and discourages walking and biking.

### **We must invest much more in transit, bike lanes, sidewalks and trails.**

This strategy would give people choices in how they travel, reduce pollution, and create opportunities for healthy and active living. Road investment should focus on filling in gaps in street networks so that traffic is more evenly dispersed, and completing existing streets to give people choices in how they travel.

### **The region should invest in projects that increase safety.**

We must dramatically reduce the number of traffic fatalities in our communities.

### **Jobs, public spaces, parks, and affordable housing should be near each other and close to transit.**

People of all incomes and abilities should be able to get to work, access healthy food, and reach their destinations reliably and affordably.

### **Equity should become a priority.**

Metro should require information on whether the projects and the systems they create advance equity, as equity is presently invisible in the process. Our transportation system should increase opportunities for all communities through improvements in transportation access, job opportunities for diverse communities, and a greater degree of equality in our region.

### **The Columbia River Crossing megabridge project should not be in the RTP.**

The CRC is a massive freeway bridge/ interchange building effort that will increase driving, add to the climate crisis, and worsen air quality in neighborhoods near I-5 and I-205. The CRC would exacerbate current bottlenecks at the junction of I-5 and I-405, and I-84 at the Rose Quarter, leading to gridlock in the heart of Portland and forcing the consideration of additional freeway expansions. The financial cost of the CRC is so high it diverts a massive amount of our limited transportation resources with huge negative impacts and without providing benefits that come close to its cost.

# 2. Policy and Practice in the Regional Transportation Plan

The overarching question asked by this report is how well the set of projects being proposed for the 2035 Regional Transportation Plan (RTP) Update moves us toward a more balanced transportation system for a healthier, greener, and more prosperous future.

The RTP guides how the Portland metropolitan area will invest an estimated \$14-20 Billion in transportation projects over the next 25 years. The decisions made Metro and the jurisdictions in the region (Clackamas, Multnomah and Washington Counties, the 26 cities in these three counties, Oregon Department of Transportation (ODOT), the Port of Portland, TriMet and SMART) will have a major impact on how the region grows and whether it thrives socially, economically, and environmentally.

Coalition for a Livable Future has been involved in Metro's 2035 RTP update since the beginning of the process, helping Metro refine the policy framework that is supposed to guide decisions about which transportation projects are built.

The goals that make up this new policy framework go a long way toward meeting Coalition for a Livable Future's vision for the region. The goals are grounded in Metro's intention to address climate change, create affordable housing near public transportation, create opportunities for healthy and active living, address equity and environmental justice, and protect the environment (see figure 1). They were also used to create performance targets that will measure how the region is succeeding.

While the goals are laudable, goals do not make up the transportation system; projects

do. Coalition for a Livable Future is concerned because the list of projects submitted by jurisdictions does not appear to match the goals, and we see little accountability to ensure that the projects that make up the regional transportation system reflect the values of the region.

This report begins to address the disconnect between policy and practice. It evaluates how effectively the proposed RTP projects support Metro's vision for a smarter, fairer, more environmentally sound transportation system.

## ***Goals of Transportation System***

as adopted by Metro

Goal 1: Foster Vibrant Communities and Efficient Urban Form

Goal 2: Sustain Economic Competitiveness and Prosperity

Goal 3: Expand Transportation Choices

Goal 4: Emphasize Effective and Efficient Management of the Transportation System

Goal 5: Enhance Safety and Security

Goal 6: Promote Environmental Stewardship

Goal 7: Enhance Human Health

Goal 8: Ensure Equity

Goal 9: Ensure Fiscal Stewardship

Goal 10: Deliver Accountability

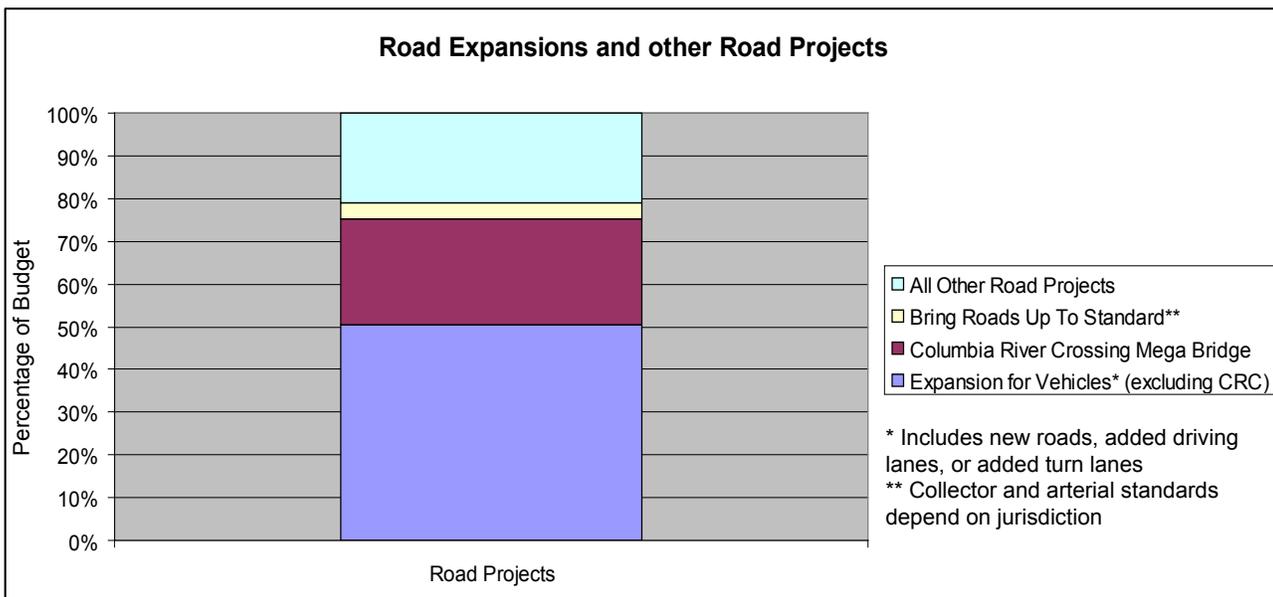
# 3. Key Findings and Recommendations

- The goals of the RTP are strong and appropriately focus on ensuring that the transportation system fosters health, equity, and the environment. However, the list of projects is poorly linked to the goals, making it impossible to tell whether individual projects reflect best efforts to achieve the goals.

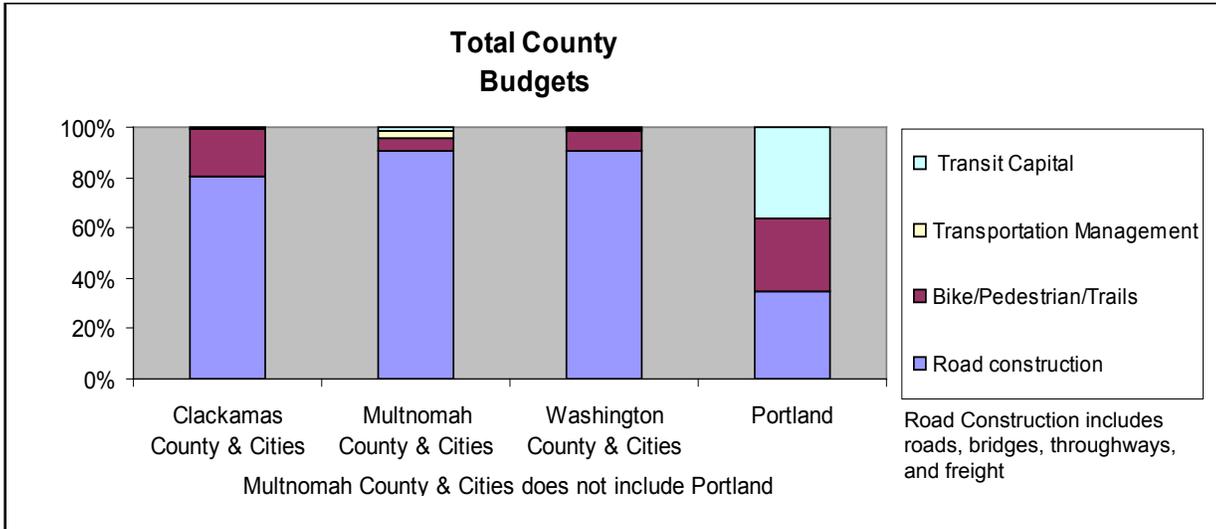
- Projects that are inconsistent with adopted regional goals remain on RTP project lists, reflecting a lack of accountability to regional goals.

  - o Three quarters of all road projects expand the roadway for cars. Even without the Columbia River Crossing, whose size dwarfs all other investments, two thirds of all road projects are expansions.

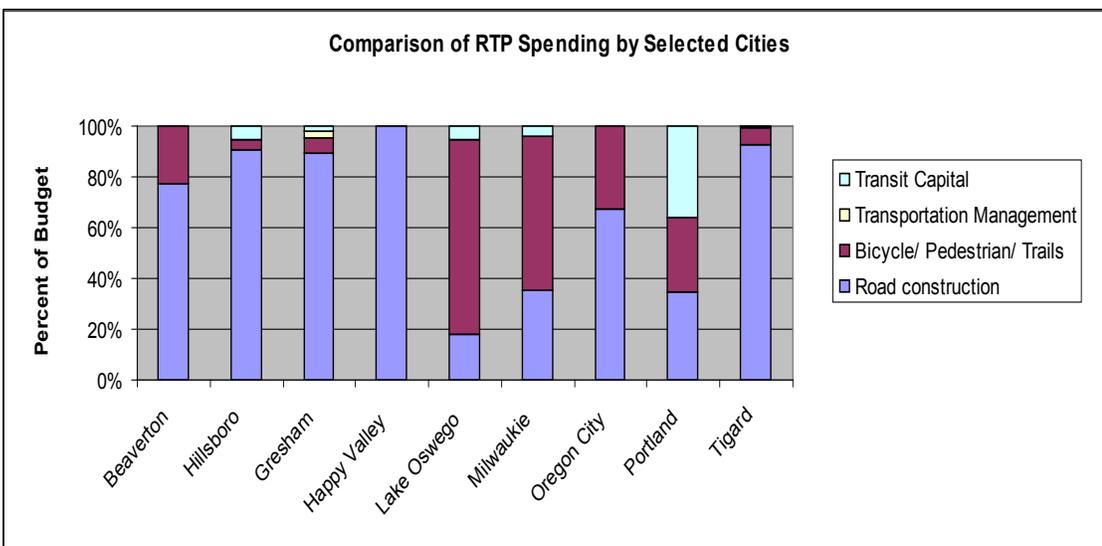
  - o Road expansions appear prominently on several jurisdiction project lists, even though most of these types of projects lead to additional traffic, poor land use patterns, increased air toxics, global warming pollution, and inequitable investment. Road investment should instead focus on filling in gaps in street networks so that traffic is more evenly dispersed, and completing existing streets to give people choices in how they travel. These investments also fail to address the transportation needs of underserved communities, especially individuals and families who do not own cars.



o Local plans (Local Transportation System Plans, or TSPs) have not been updated to reflect the new policy goals, and some positive changes will likely occur as new local plans are adopted. However, the disconnect between goals and projects reflects a larger issue than the time lag between the RTP update and TSP updates. Instead, we believe jurisdictions are not equally and fully supportive of choosing transportation investments that support regional goals and a multimodal transportation system. The current goals do not reflect a sea-change in values, as the region has long supported development of thriving neighborhoods and a focus on centers and corridors.



- The proposed system – that is, the overall list of projects – will not reduce global warming pollution. In 2008, Metro analyzed several scenarios to assess the relative effectiveness of different tools and investment strategies. The various scenarios compared heavy investment in transit, street connectivity, throughways, and programs and technology for managing the system to increase efficiency (including congestion pricing). While investment in transit slowed growth of greenhouse gas emissions compared to the other scenarios, none of the scenarios led to an overall decrease in global warming pollution.
- Equity is especially absent from the list of projects. It is impossible to tell whether, and to what extent, investments will benefit historically underserved and disenfranchised communities whose transportation needs are greatest. It is imperative that more money must be focused on these communities to address disparities in service so that all communities benefit from the transportation system.



## Key Recommendations

1. Additional information on each of the projects and how they support the RTP goals should be required for a meaningful and transparent public process and to support the designation of good projects. The information that Metro requires local jurisdictions to submit with their lists is inadequate to truly assess the projects.

Project descriptions are one line long and usually give little to no information regarding how the projects serve community and regional needs. Two particularly uninformative descriptions provide no information on project location, simply reading: "Address safety and congestion issues; miscellaneous locations."

2. Metro should evaluate projects based on RTP goals, using evaluations to prioritize funding, as was done to evaluate Regional Flexible Fund Projects in the MTIP<sup>1</sup>. While no process is perfect, the MTIP process provides a starting point for assessment of issues including how investments support low income, seniors, and people with disabilities, impact transit ridership, address gaps in multi-modal, mixed-use areas, and reduce global warming pollution.

3. Jurisdictions should be provided sufficient time and tools to adequately assess how their lists reflect the new framework.

4. Metro has a strong history of using citizen committees to guide and inform policy decisions. While there were some opportunities for citizens to influence the RTP, the RTP begs for a more thoughtful and sustained citizen involvement process for such a complex and important resource allocation.

In particular, JPACT and possibly MPAC should convene subcommittees on equity and global warming, as these are identified as high priority goals within the RTP framework.

5. After analysis of the project list using the performance measures, Metro should:

a. Allow public comment so that the public is able to comment with essential information in hand on how well the projects reflect regional goals.

b. Allow time and tools for jurisdictions to change their project lists to address issues that arise in performance evaluations.

6. A general financial break-down should be required of projects serving more than one mode in order to determine the scope and scale of investments in different modes – bike, pedestrian, transit or auto – on any given project.

a. The community should be skeptical of projects that mention bike, pedestrian, and transit access improvements in project descriptions without more detailed information on the breakdown of project costs. The regional culture has taught jurisdictions that mentioning alternative modes in a project is likely to be viewed favorably even though the actual investment in non-auto-focused improvements will be incidental to the overall scale of the project.

7. A system to encourage or require jurisdictions to remove outdated projects from lists should be created, allowing more projects that meet regional goals to be included.

<sup>1</sup> The evaluation process is available in the Solicitation Packet for the 2010-2013 Regional Flexible Fund Projects in the Metropolitan Transportation Improvement Program (MTIP), at Metro's website under Regional Flexible Funding. [www.metro-region.org](http://www.metro-region.org).

8. We appreciate Metro’s work in developing performance measures, as evaluation of the regional system will yield important information on the overall performance of the system. However, these measures should be used not only to assess the entire system, but also to assess the impact of various projects on system performance. While the performance measures may not be sensitive enough to assess finely grained areas, we hope they can be used and further refined to analyze the impact of project choices.

9. Metro has frequently demonstrated the importance of an integrated approach to land use, transportation, housing affordability, and employment strategies, and has indicated the connection between land use and transportation planning by incorporating both Urban and Rural Reserves and the RTP into the Making the Greatest Place process. However, it is not enough to merely present these efforts under the Making the Greatest Place umbrella —there needs to be a demonstrable integration of the various decisions within each of the facets of this effort. Metro should analyze how proposed transportation investments will impact land use in the UGB and in proposed Urban and Rural Reserves.

10. In order to understand the full picture of transportation investments, analyze all investments together, not just those included in the RTP. Maintenance and operations are not included in the RTP, which lead to an incomplete picture of the system. Without seeing road maintenance, it is impossible to determine whether investments equitably serve all communities. The omission of operations is particularly problematic in the case of TriMet, as operations constitute over half of TriMet’s budget.

# 4. Methodology

Given the lack of detail provided by local jurisdictions about the projects they are submitting –and no information on how they relate to the region’s adopted RTP goals – it is impossible to fully assess the project list. In doing our analysis, we assessed the project list in three ways:

1. We reviewed the most expensive projects and other projects we believed might either expand non-auto transportation choices or lead to negative impacts. We chose a subset of projects for further review rather than the entire list due to the limited information available and the resources that would be required to fully review the more than 1,000 projects submitted for the RTP.

2. We explored the level of investment in car-focused road building versus expanding transportation choice. To this end, we outlined the number of and percent of funding for road building, bicycle/ pedestrian, management, and transit capital projects.

In reviewing projects, we were cognizant that many projects mention improvements to the bicycle and pedestrian network but are primarily road projects that also include minimal or legally required bicycle and pedestrian improvements. Inclusion of bicycle and pedestrian elements in descriptions may indicate merely that mentioning alternative modes in a project is likely to be viewed favorably although the actual investment may be incidental to the overall scale of the project.

3. We tapped the wisdom and expertise of people throughout the region who have in-depth knowledge about specific projects, transportation planning in our region, and their respective communities. We asked them to provide their perspective on how well the project lists support the 2035 RTP goals, and got their take on the projects they know well.

Our evaluation of projects is not exhaustive. Many projects, both excellent and concerning, were not included in our analysis, and we hope that our start will lead to further analysis.

# 5. Local Project Evaluation List

## Washington County

Total Projects – 85

Total Cost - \$1.6 Billion



- Adds 40,000 feet of sidewalks in station communities and a regional center, improving the environment for walking and decreasing the need to drive to essential destinations.
- Includes projects that improve road connectivity, making the existing road network work better without expanding it. For example, the 173rd/174th Undercrossing Improvement (\$58.6 million, Project # 10547) from Cornell Rd to Bronson Rd would create a three-lane under crossing of Highway-26 with bike lanes and sidewalks. Although this project is expensive, it improves connections that are currently cut off by the existing highways. However, Washington County does not have this project planned for construction until 2018-2025.
- Pilots an innovative active transport project, the Aloha Bike Blvd Active Transportation Project (\$16 million, #11239). Part of a Metro program to double bicycle commuting in the region in the next ten years, the trail and bike boulevard improvements would extend from the Westside Trail to Brookwood Avenue along collector and local streets throughout the Aloha area. This project is an example of how less costly pedestrian and bicycle infrastructure improvements can be integrated into the regional transportation system.



- Includes many road widening projects that conflict with regional goals. Projects that exemplify this strategy include the Scholls Ferry Rd Expansion (\$19.7 million, #10596) which would widen Scholls Ferry Rd from Hwy 217 to 121st Avenue to 7 lanes, and the Walker Rd Expansion (\$76 million, #10569 plus 3 new projects not yet assigned an ID), a road widening project to five lanes (up from 2 lanes) along Walker Road, from NW Amberglen Parkway to Highway 217 between Beaverton and Hillsboro. This 5-mile project, listed as four separate segments, costs roughly \$15.2 million per mile.
- Expands roads at or near the Urban Growth Boundary (UGB), which encourages expensive, low-density sprawl development. These road expansions work against the region's land use goals, as they encourage development on the edge of the region<sup>2</sup>, creating pressure to expand the UGB.
- Proposes increasing Urban Reserves by 34,000 acres, leading to low density sprawl development over farm land, increasing commute times, global warming pollution, and leaving less funding to maintain the infrastructure we already have.
- Budgets only 3.5% of its \$1.6 Billion budget for projects primarily focused on bike and pedestrian improvements.
- Uses potentially marginal bike and pedestrian improvements to “dress up” large-scale road building. Although seventy-eight percent of

<sup>2</sup> Litman, Todd “Generated Traffic and Induced Travel,” Victoria Transport Policy Institute, 2009. <<http://www.vtpi.org/gentraf.pdf>>

its projects reference bicycle and pedestrian facility improvements, a more detailed analysis of these projects demonstrates that it ties bike and pedestrian improvements to road widening projects, which generally negatively impact biking and walking environments. (see table 1). Over three quarters of the projects mentioning bicycles and pedestrian facilities are road widening projects that will increase capacity for auto travel.

### **Washington County Projects That Include Bicycle and Pedestrian Improvements**

<i><b>Project Type</b></i>	<i><b>Number</b></i>
<b>Road Widening with Bike/Ped</b>	
Widen to 3 Lanes	19
Widen to 4 Lanes	1
Widen to 5 Lanes	22
Widen to 7 Lanes	1
Not Specified	2
<b>Total</b>	<b>45</b>
<b>Road Extension with Bike/Ped</b>	<b>5</b>
<b>Primarily or Exclusively Bike and/or Pedestrian Infrastructure</b>	
Complete gap in bike or pedestrian connection	13
Improve regional trail connectivity	3
<b>Total</b>	<b>16</b>
<b>Total</b>	<b>66</b>

### **Hillsboro**

Total Projects - 86

Total Cost - \$307 million



- Submitted several projects that improve access to transit, but unfortunately, the majority of them will not begin until at least 2018-2025. Of these projects, the ones that focus on existing centers rather than development of future regional and transportation centers should be prioritized for more near-term construction.



- General approach to congestion, reliability, and safety issues relies on increased capacity for auto-travel, especially in future regional and town centers.

- Proposes a number of road expansion projects, including projects that extend to the Urban Growth Boundary (UGB). As was discussed with reference to Washington County's list, this strategy creates undesirable pressure to expand the UGB.

- The 185th Ave Expansion (\$10 million, #10835) is a half mile, 7-lane road expansion project that may undermine the success of one of its transit-oriented development projects. When considered with Washington County's 5-lane expansion project along Walker Rd, this project will have lasting land use, environmental and health impacts for the surrounding communities. Expanding these intersecting roads to 5- and 7-lanes effectively severs the surrounding communities of Tanasbourne,

Triple Creek, and Sommerset West-Elmonica South.

With Orenco Station, one of the region's most well known Transit Oriented Developments, less than three miles to the west and the Willow Creek/Southwest 18th Avenue Transit Center 1.2 miles away, a large road expansion fails to meet the needs of this area. 185th Ave. south of Walker Rd is 5-lanes, with mixed residential and employment areas. It is unlikely that this project will provide long-term congestion relief, as the existing bottleneck will likely move further south. It is also unclear how a 7 lane road could possibly serve the land use needs at the 185th Avenue town center.

- Proposes the Tualatin Valley Highway Expansion (\$42 million, #10846) project, which would widen 2.5-miles of SW Tualatin Valley Highway from SW 196th Ave to SW Brookwood Avenue. This project is one of the 50 most expensive projects in the region (42 out of 50) and costs 13.7% of Hillsboro's total project list.

Although this project does not list the number of lanes to be added, it appears to expand the road to 7-lanes. It is categorized as capacity expansion on what is currently 5-lanes, and previous iterations of the project list identified it as a 7-lane road expansion project. This new and vague project description appears to mask an expansion to 7 lanes. It is unlikely that a 7-lane road will either support the RTP goals or its purported purpose of congestion relief. While this project appears later in the 2035 time horizon (estimated construction between 2026-2035), it in effect ties up over 1/7 of Hillsboro's total RTP budget, money that could be spent on supporting much less expensive

projects that improve street connections or access to transit, or build out the bike and pedestrian system.

## **Tualatin**

Total Projects - 36 projects

Total Cost - \$472 Million



- Proposes the 124th Ave Construction (\$82.5 million, #10736), an expensive new roadway project that does not appear to support regional needs. This 5-lane road project from SW Tonquin Rd to SW Tualatin-Sherwood Rd is intended to improve freight mobility and economic development within the area. However, it appears to be an over-sized facility in an undeveloped area, with no connections to nearby communities.

## **Clackamas County**

Total Projects - 50 projects

Total Cost - \$1.1 Billion



- List appears to focus investments in projects that improve streetscapes and access to transportation choices in already-developed neighborhoods, town centers, and employment/industrial areas.
- For example, proposes the West Sunnybrook Road Extension (10019), which will provide

an alternative east/west route to Sunnyside Road within the Clackamas Regional Center and address the needs of Oregon Institute of Technology (OIT), Clackamas Community College, and the Aquatic Park, which are all located at the intersection of SE Harmony Rd and SE 82nd Drive.

Interconnected road networks relieve local traffic from arterial streets and provide safe and convenient connections for bicyclists and pedestrians to public transit, schools and other local destinations. Although we are skeptical of most road building, this project increases road connectivity in an area where current infrastructure will not meet the future site development and expansion plans at OIT.

The initial plan called for a widening of Sunnyside Rd to 5 lanes in addition to the Sunnybrook Road Extension. This expansion would have negatively impacted an already difficult pedestrian environment at the intersection of SE Sunnyside Rd and SE 82nd Drive and removed a grove of mature native Oregon white oak. Clackamas County provided an alternative to this oversized plan, improving the connections within the existing street network while also avoiding unnecessary environmental damage.



- Phases the Sunrise Corridor, a major new freeway project that has been the subject of debate and study for decades. Instead of building a limited access freeway, Clackamas County proposes several local projects that

address specific needs. Several smaller scale projects currently moving forward to address freight mobility and bottlenecks in the Clackamas Industrial Area (roughly SE 130th to I-205 between Highway 212 and SE Lawnfield Rd) are much less expensive and potentially without the negative impacts of the original plan.

While Phase I represents a marked improvement over construction of a new, limited access freeway, these projects still constitute a set of expensive road capacity expansions, and later phases include plans for a new freeway, at a total project cost of over \$1 Billion. See ODOT, page 19, for more information.



- Over 80% of Clackamas County's budget is spent on road expansions, including over 60% for projects that widen roads to add vehicle lanes. Six of the county's road widening projects do not specify the number of lanes to be added, severely limiting the ability to assess the impact of the road widening.
- Only 12 % of the total proposed projects primarily serve bicycles and pedestrians.

## Milwaukie

Total Projects - 18 projects

Total Cost - \$107 Million



- Invests heavily in bicycle and pedestrian infrastructure. Over 60% of Milwaukie’s project list supports bicycle and pedestrian infrastructure, including significant investments that improve access to Milwaukie Town Center and planned light rail stations. For example, the Downtown Station Area Streetscaping (\$6.7 Million, #10100), planned for near-term development, adds lighting for pedestrian, street trees, rain gardens, and ADA ramps.
- Roadway investments focus on improving street function rather than expanding roads. Of its three road projects, the only one planned for the near term addresses gaps in the bicycle system, and of the other two, one addresses conflicts between rail and vehicle traffic and the other improves both pedestrian and vehicle flow at an intersection.

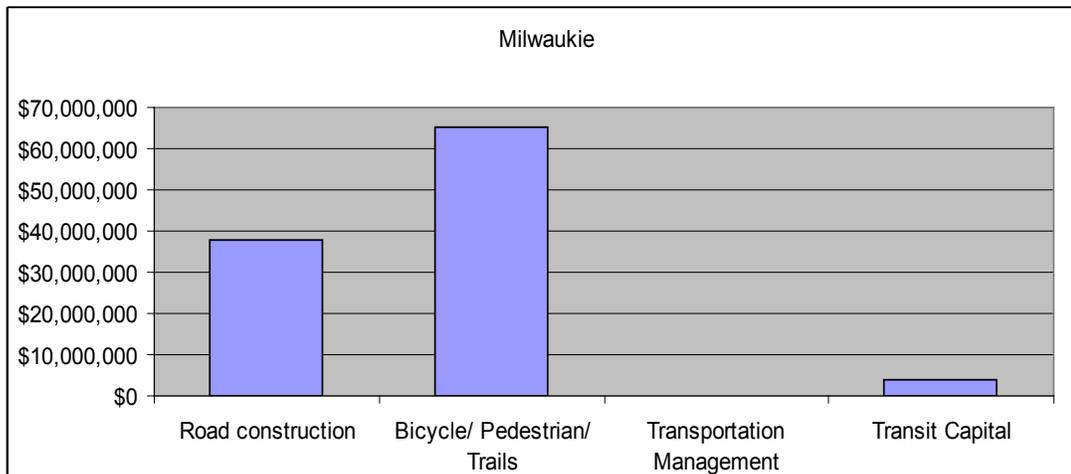
## Happy Valley

Total Projects - 11 projects

Total Cost - \$169 Million

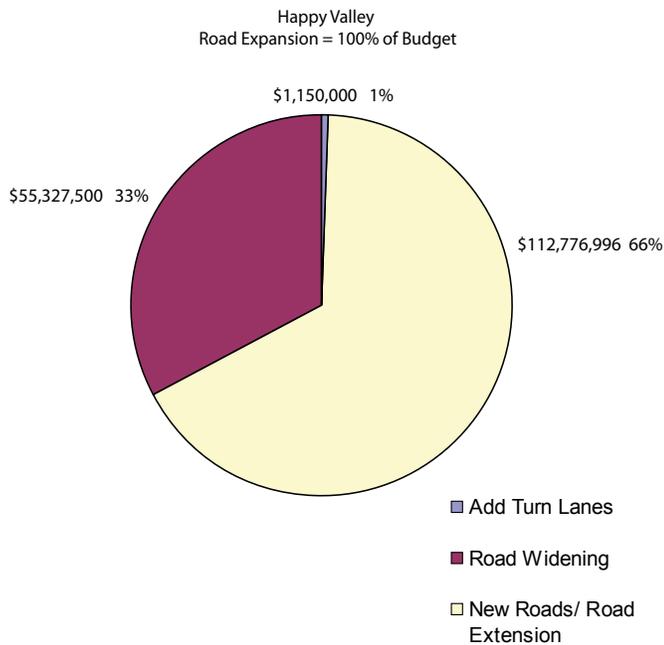


- Proposes new roads that increase connectivity within the Happy Valley Town Center. Neighborhoods with a regular network of local roads are an important component of livable communities. This street fabric is particularly important for emerging communities such as Happy Valley. However, in light of the lack of projects in Happy Valley serving multiple modes (see thumbs down, below), Happy Valley does not appear to be creating a system that supports transit or an integrated network of bicycle and pedestrian connections to these new roads.





• Uses 100% of its funds to increase road capacity for vehicles. Transit, bicycle, and pedestrian infrastructure except on road widening projects and new roads are completely absent from Happy Valley’s list. To address transportation needs of all communities and reduce the need to drive to all destinations, Happy Valley should support an integrated transit, bicycle and pedestrian network.



## Multnomah County

Total Projects – 45

Total Cost - \$439 Million



• Includes a project to explicitly integrate housing, transportation, and land use investment strategies. Multnomah County’s list includes a project to Locate Efficient Living strategies (\$450,000, #11293). While this is a small investment and there is limited detail in what these programs and strategies are and who will be served by them (e.g. low-income, seniors, people of color, people with disabilities), Multnomah County is the only jurisdiction that has dedicated transportation funding to this type of integrated housing, land use and transportation project.

• Includes two major trail projects: The 40 Mile Loop Trail (\$3.5 Million, #10408), slated for near-term construction, addresses the gaps in the 40-Mile Loop Trail within the Columbia Cascade River District. The Beaver Creek Trail (\$1.4 Million, #10409) project would provide multi-modal access to Mt. Hood Community College. Together these projects are a bargain, totaling just over 1% of Multnomah County’s budget.



• Due to Multnomah County’s responsibility for Willamette River bridges, a small number of projects account for almost half of Multnomah county’s anticipated costs. These bridges provide essential connection between east and west in

our region, but the steep costs of maintaining the bridges limits the County's ability to invest in other projects.

- While a good project, the Beaver Creek Trail (\$ 1.4 million, #10409) is not slated until 2018-2025, and should be moved forward in the County's timeline. Low-cost multi-modal investments that serve underserved communities should be prioritized by Multnomah County, especially given the current lack of multi-modal infrastructure and the rising rates of poverty within East County.

## City of Portland

Total Projects - 193 projects

Total Cost - \$1.57 Billion



- Proposes many bicycle and pedestrian investments and other projects that reduce driving. One hundred of Portland's 193 projects include pedestrian and bicycle improvements; 76 are dedicated entirely to improving pedestrian and bicycle street connections and regional systems.
- Is the only jurisdiction that explicitly addresses pedestrian infrastructure improvements around elementary schools. (School Access Safety Improvements (\$500,000, #11127).
- Pedestrian and bicycle enhancements include projects supporting industrial areas. Lombard Overcrossing at Columbia Slough N. (\$9.8 Million , #10217) and Swan Island Active Transportation

and Mobility Improvements (\$9 Million, #11197) will both improve connections in industrial areas, increasing freight mobility by reducing single occupancy vehicle trips. Both projects improve pedestrian and bicycle access to industrial and employment areas are anticipated to be built in near-term.

The Lombard Overcrossing will add sidewalk and bike lanes to the recently strengthened bridge in an area that has a number of multi-modal deficiencies and gaps. The Swan Island Active Transportation project will improve access and mobility on Swan Island by constructing and improving the bike/pedestrian network in the next several years. It will be integrated into the surrounding communities via the Willamette Greenway Trail and its connecting paths (Waud Bluff Trail, Going to the River) and improve connections to public transit.



- Allocates one third of its project budget (33.9%) to streetcar, which increases transportation options and supports walkable neighborhoods by fostering concentrated development, decreasing people's need to drive. However, it primarily serves the central city, limiting dollars available for other projects in less well served communities. Portland should make street car investments in both outer and inner areas of Portland, ensuring new lines benefit historically disadvantaged communities, in particular the underserved areas of East Portland.

• Includes projects benefiting historically underserved, low-income neighborhoods in East Portland, but does not prioritize them for construction in the next several years. These projects address key pedestrian safety and access issues to regional employment and industrial areas, as well as key network gaps that address physical barriers (e.g. pedestrian highway overcrossings). See Table below.

A selection of bike, pedestrian and transit projects in Portland east of I-205 slated for 2018 or later			
Metro ID	Project	Description	Cost
10223	SE 122nd (at Morrison): Pedestrian Overcrossing	Provide an at-grade improved pedestrian crossing on SE 122nd Ave	\$1,993,000
10225	SE 122nd Ave. (Harold to Raymond): Powellhurst/Gilbert Pedestrian Improvements	Add sidewalks to SE 122nd Ave. between SE Harold Street and SE Raymond Street	\$2,358,000
10203	NE Glisan St (122nd - City Limits): Multi-modal Improvements	Infill missing sidewalk, add curb ramps at corner, add 3 median island crossings, and add a signal	\$3,100,241
10198	NE/SE 122nd (NE Airport Way to SE Powell Blvd): ITS	Install needed ITS infrastructure (communication network, new traffic controllers, CCTV cameras, and vehicle/ pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system	\$515,703
10199	SE 136th Ave. (Division to Foster) Bikeway	From SE Division Street to SE Powell Boulevard: Improve to 36' curb-to-curb with 2-13' traffic lanes and 2-5' bike lanes; 6" curbs, 9' swales and 6' sidewalks on both sides	\$6,090,590
		<b>Total</b>	<b>\$14,057,534</b>



• Continues to include the West Hayden Island Crossing (\$99.3 Million, #10343), a new, four lane bridge to serve a huge industrial area proposed on the largest unprotected wildlife habitat in the Portland region. The Portland City Council removed all language from the East Hayden Island Plan that presumed a West Hayden Island bridge, and a City of Portland task force is presently evaluating whether development and natural resource protection on West Hayden Island are incompatible. This project should be removed from the RTP list until this work is completed and a decision has been made regarding the desirability of creating a marine industrial complex on West Hayden Island. See Port of Portland, page 17, for more information.

## Port of Portland

Total Projects – 26

Total Cost - \$373 Million



- Addresses railway noise in residential neighborhoods of the St. Johns Cathedral Park area. The Cathedral Park Quiet Zone (\$8.2 million, #10375) addresses the rail switching noise related to the Toyota operations at Terminal 4 by improving multiple public rail crossings. This terminal is adjacent to St. Johns and Cathedral Park neighborhoods, including both single and multi-family residential areas. Juxtapositions of industrial and residential land uses create a number of noise conflicts in the community. In maintaining the functionality of the industrial and employment area while also addressing the livability of these neighborhoods, this project recognizes the important relationship between transportation and land use systems.



- Proposes the Transportation Demand Management project (#10380) to reduce driving through a variety of trip-reduction programs in the airport area, but allocates no funding to support it.



- Proposes a new 4-lane bridge to West Hayden Island (\$99.3 Million, #10343), one of the largest unprotected habitats left in the metro area. The Port of Portland has not justified destroying the ecological value of West Hayden Island and expending almost \$100 Million in bridge construction costs alone to build a marine industrial facility. Protecting West Hayden Island as a natural area would create outstanding recreational opportunities to enjoy nature in North Portland, leading to one of the region's premier natural areas. See Portland, page 16, for more information.
- Proposes two very expensive projects that raise serious concerns about whether other solutions could better address regional needs: a \$92 Million grade separation at 82nd Ave and Airport Way and a \$59 Million project to construct braided ramps between the I-205 interchange and Mt. Hood interchange.

## TriMet

Total Projects – 25

Total Cost - \$ 2.85 Billion



- As the region's public transit provider, TriMet goes a long way in helping shift the balance in our transportation system. TriMet's project list

supports number of integrated transportation systems that serve regional and town centers and neighborhoods, and includes significant investments to protect the investments the region has already made.

- With the exception of the past year, ridership has increased steadily over the last 20 years, reflecting TriMet's success in expanding convenient transportation choices.
- Although not obvious on its RTP project list, TriMet has implemented multiple practices that support Disadvantaged Business Enterprises and expand opportunity for minority and women-owned firms and workers in construction contracts. TriMet's commitment to supporting a strong and diverse workforce benefits our region and is a key aspect of ensuring equity in regional planning efforts.



- Although TriMet has cut service during the recession over the past several months (see thumbs down, below), it utilized money saving strategies including an 8% expense cut to reduce the impact of the funding reduction and cuts have been small compared to other metropolitan areas.
- While light rail is an important part of our transit system – it increases transportation choices, fosters development in areas well-served by transit, and brings funds to the region – TriMet's aggressive focus on light rail leads to tradeoffs that result in diminished bus service. Maintaining and improving bus service is essential to an integrated transit network and serves many communities not served by light rail. (See also

thumbs down, below).

- It is unclear whether all new light rail alignments will lead to positive development patterns, one of the primary advantages of rail. Multiple lines built so far, including the new Green Line along I-205, have been placed next to freeways. Although it is significantly cheaper to build where right of way already exists and building next to freeways avoids many community impacts, it also leads to rail lines where development is undesirable due to poor air quality and noise.
- While TriMet serves destinations across the region, it appears to fall short of achieving high quality service to multiple destinations within the region. Expanding the focus of service to a greater extent beyond downtown Portland would help bring our transit system to a higher level.



- TriMet's policies do not support maintaining adequate operating dollars for bus service.
  - o TriMet's practice of using operating dollars to support capital projects decreases the amount available for operations. Bus service is funded primarily from operating dollars, and the recent cuts on bus lines and bus service during the current budget shortfalls demonstrate the problems with inadequate bus operating funding.
  - o Funding cuts affect buses more deeply than light rail. TriMet should implement a policy regarding how operating dollars, including payroll tax increases, are allocated between bus service and light rail.

- Proposes increases in park and ride capacity around the region (\$20 Million, #10988). These funds would be better used for TOD, bus stop access including shelters and sidewalks, or other strategies that minimize the need to drive. Park and Ride lots do not contribute enough to ridership to justify their cost, and TriMet has successfully fostered strong transit usage with fewer park and ride spaces than other regions.

## Oregon Department of Transportation

Total Projects – 34

Total Cost - \$ 4.54 Billion (\$1.56 Billion excluding Columbia River Crossing)



- The Sunrise Corridor plan was to build a new limited access freeway onto I-205 to attempt to address congestion and to serve industrial uses and the anticipated growth in the Damascus Town Center. Instead, the project has been phased, with a \$130 million total cost for Phase I, roughly one tenth of the total \$1.3-1.6 billion project estimate. It remains to be seen whether the road expansions in Phase I will address the congestion issues or succumb to the issues common to increased capacity. We are also very concerned about the size, impacts, and cost of later phases of this project. See Clackamas County, page 11, for more information.

- ODOT faces at least two key challenges in improving its project list:

1. ODOT does not have sufficient multi-modal funding for bicycle or pedestrian improvements on its facilities. While these

types of facilities may not be realistic strategies on major freeways, urban highways within ODOT’s jurisdiction could support and benefit from a systematic integration into surrounding neighborhoods and alternative transportation systems.

2. As a result of the legislative earmarking in the Jobs and Transportation Act (2009), ODOT was required to allocate a significant portion of its budget to five “modernization” projects, leaving ODOT with more limited discretion to include road preservation and bridge projects. Not including the Columbia River Crossing, almost 9% of ODOT’s RTP budget (\$139 million) are legislative earmarks. An example of one such project is the expensive interchange on US Highway 26 at Shute Rd (\$45 Million, #11178), which is not among the region’s greatest needs.



- ODOT’s project list reflects a continued freeway expansion approach to transportation. ODOT’s approach to addressing freeway issues based on an increased capacity model is problematic. This strategy increases driving, does not support an integrated, multi-modal regional transportation system, and disregards the land use and community development impacts that highway expansions have on neighboring communities.

- Pushes the multi-billion dollar Columbia River Crossing (\$2.98 Billion for roadway, #10893) project, a massive freeway bridge/interchange rebuilding effort. This project would increase driving, exacerbate the climate crisis, and worsen air quality in neighborhoods near I-5

and I-205. The financial cost of this project is so high it diverts a massive amount of our limited transportation resources with huge negative impacts and without providing benefits that come close to its cost.

- The Columbia River Crossing would also exacerbate current bottlenecks at the junction of I-5 and I-405, and I-84 at the Rose Quarter, forcing the consideration of additional freeway expansions in the heart of Portland. In fact, ODOT has proposed \$116 million in funding for I-5 at the Rose Quarter/Lloyd District (\$86 Million for construction plus \$30 Million for right of way, #11176 and 10867), which likely involves expanding the freeway.
- ODOT has also proposed other large and expensive freeway projects, including freeway widening on OR 217 (\$37.7 Million, #11122) as well as a massive project on I-5 south of Portland (\$220 Million, #11304), which may also be a freeway expansion.
- Abdicates its responsibility for urban highways, hampering opportunities to create streets with bicycle and pedestrian facilities suitable for mixed use development along corridors, which is key to achieving land use goals. While ODOT's limited funding may make it impossible to fully address the issues on all of its facilities, its focus on expensive freeway expansions and its decision to force local jurisdictions to take them – or to leave them unaddressed – is not a responsible solution to this issue. Examples of these "orphan highways" include Highway 26 (Powell Blvd) through Portland and Gresham and McLoughlin Blvd. through Portland and areas of Clackamas County.