

# APPENDIX F – FINDINGS

## I-84-TROUTDALE INTERCHANGE MANAGEMENT AREAS

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## Findings

### **Statewide Planning Goals**

Oregon law created a hierarchy of consistency between local, regional and state plans. The foundation of Oregon's land use planning program is a set of 19 Statewide Planning Goals ([http://www.lcd.state.or.us/LCD/goals.shtml#Statewide Planning Goals](http://www.lcd.state.or.us/LCD/goals.shtml#Statewide_Planning_Goals)) OAR 660-15-0000 (1-15). The goals express the state's policies on land use and related topics, such as citizen involvement, housing, and natural resources.

Oregon's statewide goals are achieved through local comprehensive plans. State law requires each city and county to adopt a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect. Troutdale's Comprehensive Land Use Plan was adopted in 1990 and acknowledged by the state's Land Conservation and Development Commission (LCDC) and has become the controlling document for land use in the area covered by that plan.

State law requires local governments to periodically review their comprehensive land use plans and development regulations (zoning, subdivision, environmental) to ensure compliance with statewide planning goals and various rules and statutes that govern how Oregon communities must plan for growth. The City of Troutdale's latest comprehensive plan review, relating to economic development was completed then changes were adopted on February 23<sup>rd</sup>, 2011. The last amendment relating to Transportation was adopted in December of 2009.

The City of Troutdale's Comprehensive Plan which includes transportation policies as pertains to service interchange connections and local street improvements will require consistency with the Troutdale Interchange Area Management Plan (IAMP).

This appendix will list and describe the statewide goals reviewed during amendment of Comprehensive Plans in order to insure that local government comprehensive plans maintain its consistency with state planning goals while being updated through the IAMP process. These goals include: Goal 1 (Citizen Involvement), Goal 2 (Land Use Planning), Goal 7 (Areas Subject to Natural Hazards), (Goal 9 (Economic Development), Goal 11 (Public Facilities and Service), Goal 12 (Transportation), and Goal 14 (Urbanization).

#### **Goal 1 (Citizen Involvement)**

Goal 1, Citizen Involvement, requires development of a citizen involvement program that is widespread, understandable, responsive, funded, and that allows for two-way communications throughout all planning phases.

***Finding:** Appendix A of the Troutdale Interchange Area Management Plans (IAMPs) contains a summary of the public involvement efforts that were undertaken as part of the IAMPs project. These efforts included the following:*

- *Three rounds of open houses/public meetings covering the following topics:*
  - *October 2008 Open House for the I-84 Troutdale right turn lane project*

- *December 2010 Open House: Regarding proposed concepts for interchange improvements*
- *July 2010 Open Houses: Proposed construction improvements (included mailed project information and materials distributed to the public)*
- *Project Advisory Committee (PAC) Meeting held on Oct 11, 2010*
- *PAC Meeting number two held on December 2, 2010*
- *PAC Meeting number three held on March 15, 2011*
- *PAC Meeting number four held on April 14<sup>th</sup>, 2011*

*The draft IAMP was made available for public review and comment for a 30-day period in June, 2011. Notice of the public review draft was sent to individuals near the proposed interchange and those who had expressed interest at previous public events. Public comment was accepted via email, mail and telephone.*

*This information demonstrates consistency with Goal 1.*

**Goal 2 (Land Use Planning) and OAR 660, Division 4**

Goal 2, Land Use Planning, and OAR 660, Division 4, require that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. Goal 2 includes several requirements:

It requires planning coordination between those local governments and state agencies, "which have programs, land ownerships, or responsibilities within the area included in the plan." With regard to the Troutdale Interchange IAMPs, Goal 2 requires that ODOT coordinate with Multnomah County, the Port of Portland and the City of Troutdale, each of which has planning authority over some of the area impacted by the proposed interchange improvements. Coordination is particularly important because development within the County and the City will impact use of the interchange, and land use decisions could affect future use and operation of the interchange.

***Finding:*** *Preliminary tasks for the Troutdale Interchange IAMPs included a thorough review and analysis of all relevant state, regional and local planning documents in order to establish a planning process and policy framework. The following documents were reviewed:*

- *Applicable Oregon Statewide Planning Goals;*
- *Oregon Administrative Rule 731, Division 15, Department of Transportation Coordination Rules;*
- *Oregon Transportation Plan (2006);*
- *Oregon Highway Plan (1999);*
- *Oregon Administrative Rule 734-051, Highway Approaches, Access Control, Spacing Standards and Medians;*
- *Metro Regional Urban Growth Goals and Objectives (RUGGOs) (1991);*
- *Metro 2040 Growth Concept (1995);*

- *Metro Regional Transportation Plan (2007);*
- *Multnomah County Comprehensive Plan (2008);*
- *Multnomah County Zoning Ordinance (2010);*
- *Troutdale County Transportation System Plan (1987, last amended December 09);*
- *Troutdale Comprehensive Plan (1990, last amended December 2009);*
- *Troutdale Zoning Ordinance (1987;last amended December 2009)*

*This review identified how the documents influence planning for the proposed Troutdale Interchange Area Management Plan (IAMP).*

*The Troutdale IAMP will be prepared jointly by Multnomah County, the City of Troutdale and ODOT. Coordination between these agencies routinely takes place throughout the process. A Project Advisory Committee (PAC) was established to guide the IAMP process. The PAC consisted of representatives from Multnomah County, the City of Troutdale, local stakeholders and ODOT. The PAC met to make decisions regarding design and access improvements. Meetings of these groups will be documented in the Access Management Plan section of the IAMP. ODOT staff facilitated and will support the adoption of the IAMPs both by Multnomah County, the City of Troutdale, and by the Oregon Transportation Commission (OTC). ODOT, Multnomah County and the city of Troutdale will continue to coordinate on development activity and land use actions within the interchange areas.*

Goal 2 has a provision that land use decisions and actions be supported by an "adequate factual base." This requirement applies to both legislative and quasi-judicial land use actions and requires that such actions be supported by "substantial evidence." In essence, it requires that there be evidence that a reasonable person would find to be adequate to support findings of fact that a land use action complies with the applicable review standards.

***Finding:*** *This requirement is met through the technical analysis associated with the IAMP. Appendices C and D of the IAMPs contain an analysis of the existing and future conditions within the IAMP study areas. These appendices describes the land use and zoning conditions and historic growth patterns in the vicinity of the proposed interchanges, and provide an inventory of existing transportation facilities and their relative functionality. Appendix C also provides a detailed description of the land use scenario that was used, including future household and employment growth and development patterns. The scenario was used for modeling the transportation network and determining where deficiencies may occur over time. A summary of deficiencies and issues is provided based on analysis of current conditions.*

*Appendix D provides information and analysis concerning the alternatives considered for the Troutdale interchanges and refinements to the preferred alternative.*

*The analysis determined that improvements to the Troutdale Interchange areas were necessary in order to accommodate existing and future traffic.*

*Appendices B through C offer a factual base to support the Troutdale Interchange Area Management Plans and provide evidence to demonstrate compliance with the applicable Troutdale review standards.*

**Goal 7: (Areas Subject to Natural Hazards)**

The purpose of this goal is to protect people and property from natural hazards.

**Finding:** *While the areas are subject to certain natural hazards, such as landslides and earthquakes, design of the facilities will minimize structural damage from earth movements.*

*The interchanges are not in a designated 100-year floodplain.*

*The design of these structures is part of the design and engineering of the interchange facilities and not applicable to this IAMP.*

*In addition, the IAMP will be prepared in conjunction with the Troutdale Interchange JTA Project*

**Goal 9: (Economic Development)**

This goal requires that local comprehensive plans and policies contribute to a stable, healthy economy in all regions of the state.

**Finding:** *The Troutdale Interchanges provide a vital function in supporting local and regional economic development goals and plans. Local and regional traffic, including a large volume of freight vehicles, must have safe and efficient access to and from I-84 as well as efficient access to local businesses. A vital goal of the Troutdale Interchange Improvements is to support freight movements, including safe, reliable and efficient movement to and from the Troutdale Reynolds Industrial Park (TRIP) as well as provide safe and efficient movement of passenger vehicles to local businesses including the Columbia Gorge Premium Outlet Mall. The intent of the IAMP is to improve the operations and safety of the interchanges and local access roads. Proposed IAMP policy language illustrates the County's and the Cities' role in preserving capacity and improving operations at the interchanges. Adopting the IAMP will ensure that transportation improvements will be available to support the planned employment uses in Multnomah County and the City of Troutdale, consistent with this economic development goal.*

**Goal 11 (Public Facilities Planning) and OAR 660, Division 11**

Goal 11, Public Facilities Planning and OAR 660, Division 11, require cities and counties to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."

**Finding:** *Transportation facilities are considered a primary type of public facility. The Troutdale IAMP documents the current and future transportation needs of the urban and urbanizable, areas in the vicinity of the I-84 on and off ramps as well as the City of Troutdale. The analysis of possible alternatives concluded that the construction of a two way Marine Drive as well as turning and signalization improvements to the interchange areas is the appropriate facilities to serve planned growth within the urban growth boundary as well as through-transportation needs to other parts of the state and are consistent with Troutdale’s TSP.*

*The IAMPs do not affect other public facilities.*

**Goal 12 (Transportation) and OAR 660, Division 12**

Goal 12, Transportation, requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a “safe, convenient and economic transportation system.” This is accomplished through development of Transportation System Plans based on inventories of local, regional and state transportation needs. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule (TPR). The TPR contains numerous requirements governing transportation planning and project development. (See the “OAR 660, Division 12” section of this document for findings of compliance with the TPR.)

**Finding:** *The intent of the Troutdale Interchange Project is to improve the safety and efficiency of traffic through the area. The objectives of the Troutdale IAMP are to protect the functionality of the interchange and its ability to serve future transportation demands, especially movements to and from the Troutdale Reynolds Industrial Park (TRIP).*

*The IAMP contains a discussion of the transportation analysis that was conducted in order to determine future demand, available capacity, deficiencies and necessary improvements for these interchange areas.*

*None of the proposed changes will require changes to Troutdale’s Transportation System Plan or zoning code for the City of Troutdale*

*The Troutdale IAMP was jointly developed by ODOT, Port of Portland, and Troutdale. Policy language contained in the IAMP describes continued coordination between these agencies for management of the interchange areas. Current and future planned land uses were considered in the design of the interchanges in order to ensure their ability to support future traffic demands.*

*The IAMP calls for the improvement of this interchange. The IAMP documents the various design alternatives that were considered, the criteria that were used to evaluate the alternatives, and the rationale for selecting the preferred alternatives in Appendix D.*

*The TPR requires local governments to adopt land use regulations consistent with state and federal requirements “to protect transportation facilities, corridors and*

sites for their identified functions.” OAR 660-012. This policy is achieved through a variety of measures, including:

- Access control measures which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;
- Standards to protect future operations of roads;
- A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;
- A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors or sites;
- Regulations to provide notice to ODOT of land use applications that require public hearings, involve land divisions, or affect private access to roads; and
- Regulations assuring that amendments to land use designations, densities and design standards are consistent with the functions, capacities and performance standards of facilities identified in the TSP. See also OAR 660-012.

In addition to the measures noted above, the TPR (660-012-0060 Plan and Land Use Regulation Amendments) requires:

- (1) Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility.
- (4) (A) *Planned interchange means new interchanges and relocation of existing interchanges that are authorized in adopted transportation system plan or comprehensive plan;*

*The interchange areas as defined in the Interchange Area Management Plans adopted as an amendment to the Oregon Highway Plan*

*This is the area in which planning and analysis for the IAMP takes place locally and is the area in which local governments must comply with interchange-related state access management rules.*

The Oregon Land Conservation and Development Commission’s (LCDC’s) rules implementing Goal 12 do not regulate access management. That is regulated by OAR 734, Division 51.

### **Goal 14 (Urbanization) and OAR 660, Divisions 14 and 22**

Goal 14, Urbanization, requires an orderly and efficient transition from rural to urban land use. This is accomplished through the establishment of Urban Growth Boundaries (UGBs). UGBs and unincorporated community boundaries separate urbanizable land from rural land. Land uses

permitted within the urban areas are more urban in nature and higher intensity than in rural areas, which primarily include farm and forest uses. Goal 14 is important because it focuses development within relatively compact boundaries of the UGB and, to a lesser degree, in unincorporated communities. This compact development helps contain the costs of public facilities by reducing the need to expand facilities further out from existing services and population centers. The location, type, and intensity of future development within the management area will impact the function and operational life of the interchange.

Additionally, **ORS 197.298** establishes priorities for including land inside urban growth boundaries. The first (highest) priority for inclusion is land that is designated "urban reserve" land. The second priority is land adjacent to a UGB that is identified as "an exception area or non-resource land." The third priority is land that is designated as "marginal land" pursuant to ORS 197.247. The final (lowest) priority is land that is designated for agriculture, forestry, or both.

***Finding:** The Troutdale interchange planning areas are located entirely within Portland metropolitan area UGB. The interchanges are needed to serve urban land uses, including residential and industrial in their vicinity.*

**Goal 3 Agricultural Lands**

**Goal 4 Forest Lands**

**Goal 6 Air, Water and Land Resources Quality**

**Goal 13 Energy Conservation**

**Goal 15 Willamette River Greenway**

**Goal 16 Estuarine Resources**

**Goal 17 Coastal Shorelands**

**Goal 18 Beaches and Dunes**

**Goal 19 Ocean Resources**

These goals were determined to not be applicable to the development of the IAMP. Goals 3 and 4 are not applicable because the area within the IAMP is within the Metro urban growth boundary. Goal 6 is not applicable because no changes to waste and discharge will occur from these plans, and environmental quality will not fall below accepted state or federal standards as a result of the plans. Goal 13 is not applicable as no changes will occur to density of land use nor will it encumber energy conservation efforts in the area of the plans. Goal 15 is not applicable because the Willamette River Greenway is not in or near the interchange area. Goals 16, 17, 18, 19 are not applicable because no estuarine resources, coastal shore lands, beaches, dunes or ocean resources existing in or near the interchange areas.

## **Oregon Transportation Plan (2006)**

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the state transportation system plan (TSP). An IAMP must be consistent with applicable OTP goals and policies. Findings of compatibility will be part of the basis for IAMP approval. The most pertinent OTP goals and policies for interchange planning are as follows:

## **Goal 1 – Mobility and Accessibility**

### **POLICY 1.1 - Development of an Integrated Multimodal System**

It is the policy of the State of Oregon to plan and develop a balanced, integrated transportation system with modal choices for the movement of people and goods.

***Finding:** The Troutdale Interchange will facilitate an integrated multimodal system by efficiently separating types of travel, namely separating the freight movements to the North from the commute and regional travel to the South of the interchange. The interchange will also facilitate the efficient movement of bicycle and pedestrian traffic by separating them from more high-speed through movements and freight traffic on the Marine Drive and the north and south Frontage Roads.*

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### **POLICY 1.2 – Equity, Efficiency and Travel Choices**

It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.

***Finding:** Improved bicycle and pedestrian facilities are incorporated into the designs for the interchanges. Any new roadway projects (including local streets) will meet current applicable standards. Pursuant to existing local requirements, minimum of 5-foot wide sidewalks will be constructed as part of all collector or local streets planned within the interchange areas, with bike lanes required for roadways classified as collectors or above.*

### **POLICY 1.3 – Relationship of Interurban and Urban Mobility**

It is the policy of the State of Oregon to provide intercity mobility through and near urban areas in a manner which minimizes adverse effects on urban land use and travel patterns and provides for efficient long distance travel.

- **STRATEGY 1.3.2** – Develop and manage the transportation network so that local trips can be conducted primarily on the local system, and the statewide facilities can primarily serve intercity movement and interconnect the systems.

***Finding:** The Troutdale IAMP provides for improved safety and intercity mobility along the North and South Frontage Road as well as along a reconstructed two-way Marine Drive. The IAMP regulates access and land uses in the vicinity of the interchanges to ensure the facilities will operate at levels consistent with established state/regional mobility standards through the 2035 design year.*

*The Troutdale Interchange Project has coordinated with local partners in the vicinity of the Troutdale Interchanges, through their TSP, to develop/enhance the local street network, to accommodate local access and connectivity. Proposed improvements to Marine Drive and North and South Frontage will provide better access to East and Westbound I-84, will improve local circulation and will accommodate additional freight capacity expected with the completion of the TRIP.*

## **Goal 2 – Management of the System**

### **POLICY 2.1 - Capacity and Operational Efficiency**

It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.

***Finding:** The Troutdale Interchange Project will better facilitate the capacity and operational efficiency of connecting roadways by adding a third lane on the North and South Frontage Roads, Two-way Marine Drive to accommodate increased truck traffic to and from the TRIP and improved vehicle circulation patterns and signage.*

### **POLICY 2.2 – Management of Assets**

It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.

- **STRATEGY 2.12** – Protect the integrity of transportation corridors and facilities from encroachment by such means as managing access to state highways and limiting incompatible land uses around facilities.
- **STRATEGY 2.1.6** – Support incentives and regulations for locating high traffic generators such as hospitals and mixed use development near fixed route, high frequency public transportation.

***Finding:** The Troutdale Interchange Project was developed in response to safety, capacity and operational efficiency issues affecting the Troutdale Interchanges connections with I-84. Short term actions in the IAMP accomplish these management objectives by adding a third through lane along the South and North Frontage Roads, the reconfiguration of turning movements at the Graham Road intersections with Graham Road and the North and South Frontage roads as well as the construction of a two way Marine Drive. The improvements protect the long-term system capacity by ensuring that the interchanges continue to function at a level that meets the mobility expectations of the state. The IAMP contains policies that regulate land use in the vicinity of the interchanges by requiring that proposed land use actions must include a review of potential impacts to interchange operations.*

*The stated purpose of the IAMP is to maximize the operational life of the Troutdale Interchanges and adjacent roads and consequently, protect the State's investment in the facilities. Specifically, the goal of the IAMP is to protect the function and operation of the interchanges within the IAMP area. This includes providing safe and efficient connections between local streets and state highways and minimizing local traffic traveling through the interchanges. The IAMP require proposed changes to the planned land use system to demonstrate consistency with IAMP policies protecting the long-term function of the interchange facilities.*

## **Goal 3 – Economic Vitality**

### **POLICY 3.1 – An Integrated and Efficient Freight System**

It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.

- **STRATEGY 3.1.1** - Develop coordinated state, regional and local transportation plans and master plans that address current and future freight needs, issues, and economic strategies.

**Finding:** *The Troutdale Interchange and related collector distributor roadways serves a high level of east and westbound traffic travelling east and westbound along I-84 seeking food, fuel and lodging as well as truck traffic generated by local businesses and especially trips originating at the Fed-Ex Facility located within the TRIP. The TRIP is a multi-modal facility that allows for the transfer of goods from air to surface transportation. The Troutdale Interchanges also serve local residents and is the main access to the Columbia Gorge Premium Outlet Mall.*

*The improvements to the North and South Frontage Roads, Two-Way Marine Drive and Graham Road will alleviate congestion and conflicts between automobiles and freight movements. The Troutdale IAMPs provide extra capacity along the North South Frontage Roads, strategies to separate freight and auto movements, tools to ensure the continued safety and efficiency of travel along the North and South Frontage Roads and their intersections with Marine Drive and Graham Roads.*

### **POLICY 3.2 – Moving People to Support Economic Vitality**

It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.

**Finding:** *The Troutdale Interchange improvements will serve to provide safer and more convenient truck access to the businesses along the South Frontage Road and will improve freight movement to and from the TRIP to the north of the interchange. The improvements will also create more efficient vehicular patterns for automobile trips to local shops and residences, will separate auto and freight traffic and will improve projected levels of service at the North and South Frontage Road intersections with Graham Road and Marine Drive. The project will also clarify vehicular patterns, separate truck and personally owned vehicles to avoid conflicts and ease movement towards individual destinations.*

### **POLICY 3.4 – Downtowns and Economic Development**

*The Troutdale Interchange improvements will serve to provide safer and more convenient access to the businesses along the South Frontage Road, will create clarified vehicular patterns for automobile trips to local shops and residences, will separate auto and freight traffic, will provide improved access to the local outlet mall and will improve projected levels of service at the North and South Frontage Road intersections with Graham Road and Marine Drive.*

## **Goal 4 – Sustainability**

### **POLICY 4.1 - Environmentally Responsible Transportation System**

It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

***Finding:** IAMP policy language protects resource land within the IAMP study area by restricting the location and operation of approach roads in the vicinity of the interchanges consistent with the existing designations in the comprehensive plan. The Troutdale Interchange Project will expand the North and South Frontage Roads and two-way Marine Drive. As mentioned, the footprint of the proposed system will be widened by a lane, though the basic layout of the existing system will not be altered. Run-off related to the additional impervious surfaces will be managed with rebuilt swales adjacent to all reconstructed roadways will be compliant with current design standards.*

### **POLICY 4.2 – Energy Supply**

This policy is not applicable.

### **POLICY 4.3 – Creating Communities**

This policy is not applicable.

## **Goal 5 – Safety and Security**

### **POLICY 5.1 – Safety**

It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

***Finding:** The Troutdale IAMP addresses high crash rates along the South and North Frontage roads. The highway improvements minimize access to the highway and the grade-separated interchanges limits conflicts between local and regional trips - a contributing cause for vehicle crashes in the area. The interchange designs, and the specified locations and authorized use of approach roads provide for long-term highway safety.*

*The interchanges will also provide for separation of high-speed expressway traffic and slower speed arterial traffic including bicycles and pedestrians.*

### **POLICY 5.2 – Security**

This policy is not applicable.

## **Goal 6 – Funding the Transportation System**

### **POLICY 6.1 – Funding Structure**

It is the policy of the State of Oregon to develop a transportation finance structure that addresses the public funding aspects of all modes and reinforces plan strategies. This

structure should include provisions for flexibility in the use of new funding sources and new partnerships to achieve system integration while also protecting transportation funds for transportation purposes.

***Finding:** ODOT has worked and will continue to work in partnership with Multnomah County, the Port of Portland and the City of Troutdale to develop acceptable funding packages to implement the Troutdale Interchange Area Management Plans.*

#### **POLICY 6.2 – Achievement of State and Local Goals**

It is the policy of the State of Oregon to plan and manage the transportation finance structure to contribute to the accomplishment of state and local environmental, land use and economic goals and objectives.

***Finding:** Through the environmental process and continuing through final design and construction of the Troutdale interchanges, ODOT and its partner agencies have and will continue to incorporate state and local environmental, land use and economic goals and objectives.*

#### **POLICY 6.3 – Public Acceptability and Understanding**

It is the policy of the State of Oregon to use finance mechanisms that have broad public acceptance and are understandable to transportation system users.

***Finding:** In developing financing plans and programs for the development and construction of the Troutdale Interchange Project, ODOT and its partners have used widely accepted and understood financing mechanisms.*

#### **POLICY 6.4 – Beneficiary Responsibility**

It is the policy of the State of Oregon to examine mechanisms to expand the beneficiary pay concept to reflect the costs and benefits of uses of the transportation system and reinforce the relationship between benefiting from transportation facilities and paying for their benefit, but to retain essential fairness including cost responsibility. This policy recognizes some modes will continue to need subsidies to achieve overall transportation system goals and provide essential services.

***Finding:** The Fed Ex facility at the TRIP has paid \$1,344,723 in SDC fees for the first phase of facility construction and will pay approximately \$273,400 for the Phase 2 expansion. In addition the Port of Portland will be funding a large portion of the Graham Road reconstruction leading to the TRIP Facility.*

#### **POLICY 6.5 – Triage in the Event of Insufficient Revenue**

It is the policy of the State of Oregon to resolve revenue shortfalls by means that maximize public acceptance and that minimize undesirable long-term consequences to the overall transportation system in urban and rural areas.

***Finding:** Funding is in place for all the proposed improvements. \$24 million dollars has been allocated to this project, while the estimated cost for completion is*

*expected to cost slightly less. Original Cost estimates were higher, but by implementing practical design, scope was cut back to match current funding.*

## **Goal 7 – Coordination, Communication and Cooperation**

### **POLICY 7.1 – A Coordinated Transportation System**

It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.

***Finding:** Through the process there has been close coordination with local jurisdictions with interests in the Troutdale Interchange area to include: Multnomah County, the Port of Portland, and the City of Troutdale. The plan provides better linkages among the North and South Frontage Roads and the TRIP Facility.*

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### **Strategy 7.1.5**

Coordinate federal, state, regional and local planning to protect transportation facilities, corridors and sites for their identified functions and to facilitate community development. This includes adopting appropriate regulations.

***Finding:** ODOT worked in collaboration with Multnomah County, the City of Troutdale and the Port of Portland to develop and adopt the IAMP. Improvements to local street connectivity and access to state facilities within the IAMP area will be further coordinated in the development and updating of local jurisdiction's TSP. The IAMP policy language adopted by these local jurisdictions requires continued coordination between themselves and ODOT to protect the long-term function of the interchange.*

### **POLICY 7.2 – Public/Private Partnerships**

The Fed Ex processing center at the trip has paid System Development Charges (SDCs) as part of the first phase of the development and will pay additional fees with the next phase of construction. SDC's paid to date have amounted to

### **POLICY 7.3 – Public Involvement and Consultation**

It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.

#### **Strategy 7.3.1**

In all phases of decision-making, provide affected Oregonians early, open, continuous, and meaningful opportunity to influence decisions about proposed transportation activities. When preparing and adopting a multimodal transportation plan, modal/topic plan, facility plan or transportation improvement program, conduct and publicize a program for citizen, business, and tribal, local, state and federal government involvement. Clearly define the procedures by which these groups will be involved.

***Finding:** Appendix A provides a summary of the public involvement efforts that took place during development of the IAMP. Various methods were used to gather public input about the interchange area management plans, including open houses, a series of Public Advisory Committee meetings (PAC), and a public review and comment period for the draft IAMP. Press releases to announce the open were sent to all local newspapers, as well as local radio and television stations. Input from citizens was used to evaluate alternatives. These opportunities were provided equally to all, regardless of race, culture or income.*

### **POLICY 7.4 - Environmental Justice**

It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and burdens and enjoy the same degree of protection from disproportionate adverse impacts.

#### **Strategy 7.4.1**

Provide equal access to public information and decision-making about transportation planning, financing, construction, operations and maintenance activities.

***Finding:** There are no impacts to environmental justice populations that are disproportionately greater than the population of the area as a whole.*

## **Oregon Highway Plan**

The 1999 Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail and air systems.

### **Under Goal 1: System Definition, the following policies are applicable:**

**Policy 1A** (Highway Classification) defines the function of state highways to serve different types of traffic that should be incorporated into and specified through IAMPs.

***Finding:** According to the City of Troutdale's TSP, the North and South Frontage roads as well as 258<sup>th</sup> are classified as collectors. Marine Drive is classified as a collector and Graham Road is classified as a local street. According to the TSP, I-84 is classified as an arterial. These roadways currently serve their functional classification.*

**Policy 1B** (Land Use and Transportation) establishes a requirement for the state to coordinate land use and transportation decisions with local jurisdictions to efficiently use transportation investments.

***Finding:** Coordination between state and local jurisdictions occurred throughout the preparation of the IAMP. A Policy Advisory Committee (PAC) was convened to inform the IAMP process and included members representing ODOT, Troutdale, and the Port of Portland. The PAC met four times to determine the most viable improvements to serve businesses along the South Frontage Road and to the TRIP located north of I-84. Policy Actions in the IAMP speak to ongoing coordination between the state and local jurisdictions concerning the efficient use of transportation investments.*

**Policy 1C** (State Highway Freight System) states the need to balance the movement of goods and services with other uses and to recognize the importance of maintaining efficient through movement on major truck freight routes.

***Finding:** The Existing Local Circulation and Private Property Approaches section of the Troutdale IAMP summarizes the functional classification of roadways within the IAMP study areas. The North and South Frontage Roads, Halsey 238<sup>th</sup> Street and I-84 are classified as freight roads in the Troutdale TSP. In addition Graham Road and*

*Marine Drive between the North and South Frontage roads are classified as freight routes according to the TSP.*

*The Troutdale Interchange Project improve freight mobility through the area by addressing safety and efficiency issues that have been identified at current intersections and throughout the corridor due to the conflict of combined regional freight movements and local trips. Existing freight distribution centers to the North (TRIP), and lands to the South of I-84 zoned as General Commercial which includes the Wood Village Outlet Mall, will benefit from the construction of an additional lane on both the North and South Frontage Road, a two-way Marine Drive and the separation of freight and local traffic will improve safety, operations and LOS within the study area boundaries.*

**Policy 1D (Scenic Byways)**

This policy is not applicable.

**Policy 1E (Lifeline Routes)** provides a secure lifeline network of streets, highways, and bridges to facilitate emergency services response and to support rapid economic recovery after a disaster.

***Finding:** There are no major medical facilities in the City of Troutdale. The closest major medical institutions are located in Portland. The affected roadways have not been designated Lifeline Routes by the Oregon Transportation Commission.*

**Policy 1F (Highway Mobility Standards)** sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with OHP mobility standards.

***Finding:** The analysis of existing and future traffic conditions in the vicinity of the Troutdale Interchange Project shows that North and South Frontage Roads and their intersections with Graham Road, Marine Drive and 257<sup>th</sup> Street cannot perform at the level expected in the OHP without modernization. The traffic analysis done for the Troutdale Interchange Project demonstrates that the facilities will accommodate the mobility standards of the OHP throughout the 20-year planning horizon.*

**Policy 1G (Major Improvements)** requires maintaining performance and improving safety by improving efficiency and management before adding capacity. ODOT works with regional and local governments to address highway performance and safety.

***Finding:** Appendix D summarizes the alternatives that were evaluated for their potential to accommodate existing and future traffic demand at the Troutdale interchanges. Those alternatives included an evaluation of a 2035 No-Build scenario with the retention of current circulation patterns, as well as different Build Alternative roadway alignments operational fixes. The 2035 No-Build alternative, does not provide a solution to the highway capacity and highway safety needs. Therefore, adding capacity is the necessary means for improving safety and efficiency in this highway section.*

**Policy 1H (Bypasses)** Generally bypasses relocate a highway alignment around a downtown, an urban or metropolitan area or an existing highway. The goal of bypass facilities is to effectively serve state and regional traffic trips. It is the policy of the State of Oregon to build bypasses to provide safe, efficient passage for through travelers and commerce.

**Finding:** This policy is not applicable

**Under Goal 2: System Management, the following policies are applicable:**

**Policy 2A (Partnerships)** It is the policy of the State of Oregon to establish cooperative partnerships to make more efficient and effective use of limited resources to develop, operate, and maintain the highway and road system. These partnerships are relationships among ODOT and state and federal agencies, regional governments, cities, counties, tribal governments, and the private sector.

**Finding:** ODOT has worked with the Federal Highway Administration, Multnomah County, the Port of Portland and the City of Troutdale in the development of the Troutdale IAMP. Other state agencies involved with the development of the IAMP include the Department of Justice and the Department of Land Conservation and Development.

**Policy 2B (Off-System Improvements)** helps local jurisdictions adopt land use and access management policies. Supports state financial assistance to local jurisdictions to develop, enhance, and maintain improvements on local transportation systems when they are a cost-effective way to improve the operation of the state highway system.

**Finding:** Both Multnomah County and the City of Troutdale have access management policies and actions. For the proposed North and South Frontage roads as well as Graham Road and Marine Drive, ODOT and the City of Troutdale jointly developed approaches to separate local traffic from freight traffic and ways to clarify vehicular patterns for all users and have designed improvements to facilitate improved access to land uses north of the interchange, including a regional Fed-Ex Facility located at the TRIP.

**Policy 2C (Interjurisdictional Transfers)** It is the policy of the State of Oregon to consider, in cooperation with local jurisdictions, interjurisdictional transfers that:

- Rationalize and simplify the management responsibilities along a particular roadway segment or corridor;
- Reflect the appropriate functional classification of a particular roadway segment or corridor; and/or
- Lead to increased efficiencies in the operation and maintenance of a particular roadway segment or corridor.

**Finding:** Not Applicable

**Policy 2D: (Public Involvement).** This policy ensures that there are sufficient opportunities for citizens, businesses, and local governments to provide input into improvement projects that affect the state highway system.

**Finding:** A Project Advisory Committee (PAC) consisting of local citizens and business representatives were convened as a part of the Troutdale Interchange outreach process, and met regularly with the project team on the development of the Troutdale IAMPs. Summaries of the public meetings are provided in Appendix A of the Troutdale IAMPs. This effort included the following:

- A series of public open houses were held in 2008 and 2010 to discuss the new Troutdale interchanges and local roadways as well as the IAMPs;
- Project Advisory Committee meetings held to obtain feedback on a variety of project deliverables, including the purpose and need, evaluation criteria, interchange design concepts and draft IAMPs.;
- A newsletter sent out to individuals near the proposed interchange to provide information and notification of the public open house

Appendix A contains the information for the public involvement of the Troutdale IAMPs. The IAMPs were jointly developed by Multnomah County, the City of Troutdale and ODOT.

The Troutdale IAMPs have adequately addressed Policy 2D.

**Policy 2E** (Intelligent Transportation Systems) It is the policy of the State of Oregon to consider a broad range of Intelligent Transportation Systems services to improve system efficiency and safety in a cost-effective manner. Deployment of ITS shall reflect the user service priorities established in the Oregon Intelligent Transportation Systems Strategic Plan. Specifically:

- Incident Management
- En-route Driver Information
- Traffic Control (Arterials and Freeways)
- Route Guidance
- Commercial Vehicle Electronic Clearance
- Pre-trip Travel Information
- Public Transportation Management
- Emergency Notification and Personal Security
- Emergency Vehicle Management
- Commercial Fleet Management

**Finding:** Applicable aspects of intelligent transportation systems will be incorporated into the Troutdale interchange designs. Such aspects could include (but are not limited to) ramp metering, breakdown lanes, signage and emergency vehicle management.

**Policy 2F** (Traffic Safety) It is the policy of the State of Oregon to continually improve safety for all users of the highway system using solutions involving engineering, education, enforcement, and emergency medical services.

**Finding:** An important reason for planning for the interchanges is to address safety issues at the Troutdale Interchange and at the North and South Frontage Roads. The

*IAMPs protect the safe and efficient operation of these roadways by regulating access and land use in the vicinity, and through separation of local, regional, and freight movements.*

**Policy 2G (Rail and Highway Compatibility)**

This policy is not applicable to the Troutdale IAMP, as no rail facilities are impacted by the project.

**Under Goal 3: Access Management, the following policies are applicable:**

**Policy 3A:** (Classification and Spacing Standards) sets access spacing standards for driveways and approaches to the state highway system.

***Finding:** The IAMP largely adheres to the approach road spacing standards along the North Frontage Road outlined in the OHP. Along the South Frontage Road, there are numerous non compliant curb-cuts built to support access to a large number of local businesses.*

*The IAMP contains short, medium, and long-term access strategies that will be applied within the IAMP planning areas in order to regulate existing and future driveways and other approaches in the vicinity of the interchanges.*

**Policy 3B (Medians)** It is the policy of the State of Oregon to plan for and manage the placement of medians and the location of median openings on state highways to enhance the efficiency and safety of the highways, and influence and support land use development patterns that are consistent with approved transportation system plans.

***Finding:** This policy is not applicable to the Troutdale IAMP as no medians are planned within the project area.*

**Policy 3C (Interchange Access Management Areas)** sets policy for managing interchange areas by developing an IAMP that identifies and addresses current interchange deficiencies and establishes short, medium and long term solutions.

***Finding:** The purpose of the Troutdale IAMP is to effectively manage the traffic generated by the TRIP and to manage inbound and outbound freight traffic as well as local traffic within the frontage road areas. The IAMP provide recommendations for short term implementation and access management actions, as well as land use policies that are intended to protect the interchange through 2035.*

**Policy 3D (Deviations)** establishes general policies and procedures for deviations from adopted access management standards and policies.

***Findings:** Not applicable*

**Policy 3E (Appeals)** It is the policy of the State of Oregon to manage appeals of both denied requests for approach roads and denied requests for deviations from adopted access management standards and policies through an appeals process to ensure statewide consistency.

**Finding:** *As of this writing, there have not been any appeals to denied requests for deviations or approach roads. Should such actions occur in the future they will be managed in a consistent manner.*

**Under Goal 4: Travel Alternatives, the following policies are applicable:**

**Policy 4A: (Efficiency of Freight Movement).** This policy emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system. The Troutdale Interchange Project is designed to improve freight ingress and egress to the study area. The frontage are designated freight routes as are Marine Drive and Graham Road between the North and South Frontage roads.

**Finding:** *Refer to Policy 1C above.*

**Policy 4B (Alternative Passenger Modes)** It is the policy of the State of Oregon to advance and support alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.

**Finding:** *With the construction of improvements to the Troutdale interchanges and adjacent collector roads, alternative modes of transportation will be better supported, especially bicycle and pedestrian travel. Bicycle and pedestrians will be provided additional bike lanes within the project area.*

**Policy 4C (High-Occupancy Vehicle (HOV) Facilities)** It is the policy of the State of Oregon to utilize HOV facilities to improve the efficiency of the highway system in locations where travel demand, land use, transit, and other factors are favorable to their effectiveness. A systems planning approach shall be taken in which individual HOV facilities complement one another and the other elements of the multimodal transportation system.

**Finding:** *The Troutdale Interchange Project does not propose the introduction of HOV lanes as the focus is on the interchanges to I-84 in Troutdale and the improvement of local access along the Troutdale frontage roads.*

**Policy 4D (Transportation Demand Management)** It is the policy of the State of Oregon to support the efficient use of the state transportation system through investment in transportation demand management strategies.

**Finding:** *ODOT in cooperation with the City of Troutdale, Port of Portland and local employers located in the Troutdale Interchange Management Areas will actively pursue TDM strategies designed to alleviate traffic demand on the interchange and supporting road network. The OTC recently approved a TDM that helps reduce peak hour traffic from the TRIP facility.*

**Policy 4E (Park-and-Ride Facilities)** It is the policy of the State of Oregon to encourage the efficient use of the existing transportation system and to seek cost-effective expansion of the highway system's passenger capacity through development and use of park-and-ride facilities.

***Finding:** Not applicable as there are no applicable facilities within the Troutdale IAMP management area.*

**Under Goal 5: Environmental and Scenic Resources, the following policies are applicable:**

**Policy 5A** (Environmental Resources) This policy states that the design, construction, operation and maintenance of the state highway system should maintain or improve the natural and built environment where affected by ODOT facilities.

***Finding:** The Troutdale IAMP was done in conjunction with the Troutdale Project and the Troutdale project and addresses environmental resources and what actions are to be taken to avoid or mitigate any impacts to both the natural and built environment.*

*Wetlands were identified adjacent to the Sandy River and a small strip adjacent to properties located near the South Frontage Road in low lying areas along an unnamed tributary of the Sandy River. No impacts to these resources are anticipated. There are no potential fishery resources located within the study area. No impacts are anticipated.*

**Policy 5B** (Scenic Resources) This policy applies to all state highways and commits the State to using best management practices to protect and enhance scenic resources in all phases of highway project planning, development, construction and maintenance.

***Finding:** Although the Troutdale Interchange Project area largely traverses a Commercial and Industrial corridor with limited scenic resources, this policy was considered as part of the IAMP project, and will be implemented largely by complying with other state and local policies and regulations. **The Columbia River Gorge National Scenic Areas located to the East of the project, and no impacts will occur as a result of the project or IAMP.***

#### **OAR 660 Division 12 Transportation Planning Rule (TPR)**

The purpose of the TPR is “to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided.” A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning, to ensure that planned land uses are supported by and consistent with planned transportation facilities and improvements. The TPR references OAR 731, Division 15 for ODOT coordination procedures for adopting facility plans and plans for Class 1 and 3 projects.

#### **Section 660-012-0005 through 660-012-0050**

***Finding:** These sections of the TPR contain policies for preparing and implementing a transportation system plan. The Troutdale IAMP is consistent with the City’s existing transportation system plan and most of these sections are not applicable. The TPR*

requires that local governments adopt land use regulations consistent with state and federal requirements "to protect transportation facilities, corridors, and sites for their identified functions" (OAR 660-012-0045(2)). The City of Troutdale

**Section 660-012-0055 – Timing of Adoption and Update of Transportation System Plans**

**Finding:** Part 5 of this section requires cities and counties to update their TSPs and implementing measures when a refinement plan has been completed. The IAMP is consistent with Troutdale's Transportation System Plan.

**Section 660-012-0060 – Plan and Land Use Regulation Amendments**

**Finding:** Part 1 of this section requires that where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures to assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility. Current and future planned land uses were considered in development of the Troutdale Interchange Projects preferred interchange alternative (as described in the Troutdale IAMP) in order to ensure the interchanges' ability to support future traffic demands. The Troutdale Interchange Plan also demonstrated that the interchange design can accommodate future planned land uses.

**OAR 731-015-0065 Coordination Procedures for Adopting Final Facility Plans**

OAR 731-015-0065(1) requires ODOT to involve DLCD and affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested parties in the development or amendment of a facility plan. This involvement may take the form of mailings, meetings or other means that the Department determines are appropriate for the circumstances. The Department shall hold at least one public meeting on the plan prior to adoption.

**Finding:** 731-015-0065 (1) The Troutdale IAMP was developed jointly by ODOT and the City of Troutdale, Port of Portland and included coordination with DLCD primarily through requests for review of DRAFT materials. The final public meeting for the Troutdale IAMP was held on April 14<sup>th</sup>, 2011. In addition, a series of seven public meetings were held from October of 2008 to Spring 2011 to discuss the Troutdale Interchange Project. A summary of the public involvement process is included in Appendix A.

(2) The Department shall provide a draft of the proposed facility plan to planning representatives of all affected cities, counties and metropolitan planning organization and shall request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft

facility plan is compatible with the acknowledged comprehensive plan. If no reply is received from an affected city, county or metropolitan planning organization within 30 days of the Department's request for a compatibility determination, the Department shall deem that the draft plan is compatible with that jurisdiction's acknowledged comprehensive plan. The Department may extend the reply time if requested to do so by an affected city, county or metropolitan planning organization.

*731-015-0065 (2) A draft of the IAMP will be provided to Multnomah County the City of Troutdale and, the Department of Justice and the Department of Land Conservation and Development, as well as applicable resources within ODOT, so that any potential conflicts with state or local plans will be jointly resolved before adoption by the OTC.*

(3) If any statewide goal or comprehensive plan conflicts are identified, the Department shall meet with the local government planning representatives to discuss ways to resolve the conflicts.

*731-015-0065 (3) The Troutdale IAMP were developed jointly by ODOT, Multnomah County and the City of Troutdale, and included coordination with DLCD. No conflicts were found.*

(4) The Department shall evaluate and write draft findings of compatibility with acknowledged comprehensive plans of affected cities and counties, findings of compliance with any statewide planning goals which specifically apply as determined by OAR 660-030-0065(3)(d), and findings of compliance with all provisions of other statewide planning goals that can be clearly defined if the comprehensive plan of an affected city or county contains no conditions specifically applicable or any general provisions, purposes or objectives that would be substantially affected by the facility plan.

*731-015-0065 (4) Findings of compliance with statewide planning goals and compatibility with local comprehensive plans have been completed and are included here.*

(5) The Department shall present to the Transportation Commission the draft plan, findings of compatibility with the acknowledged comprehensive plans of affecting cities and counties and findings of compliance with applicable statewide planning goals.

*731-015-0065 (5) Findings of compliance with statewide planning goals and compatibility with local comprehensive plans will be included in materials for presentation to the Oregon Transportation Commission. Adoption of the IAMPs and findings will take place in conformance with this provision.*

(6) The Transportation Commission shall adopt findings of compatibility with the acknowledged comprehensive plans of affected cities and counties and findings of

compliance with applicable statewide planning goals when it adopts the final facility plan.

*731-015-0065 (6) The Oregon Transportation Commission will adopt these findings concurrent with adoption of the IAMP.*

(7) The Department shall provide copies of the adopted final facility plan and findings to DLCD, to affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and to others who request to receive a copy.

*731-015-0065 (7) Subsequent to OTC adoption of the IAMP ODOT will provide copies of the IAMP and facility plans and findings to DLCD, the City of Troutdale, Multnomah County, Metro, Department of Justice, Department of Land Conservation and Development, ODOT and Federal Highways and others who request copies.*

DRAFT

***OAR 734, Division 51: Highway Approaches, Access Control, Spacing Standards and Medians***

OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways. OAR 734-051 policies address the following:

- How to bring existing and future approaches into compliance with access spacing standards, and ensure the safe and efficient operation of the highway;
- The purpose and components of an access management plan; and
- Requirements regarding mitigation, modification and closure of existing approaches as part of project development.

**Section 734-051-0125, Access Management Spacing Standards for Approaches in an Interchange Area**, establishes interchange management area access spacing standards. It also specifies elements that are to be included in IAMPs, such as short-, medium-, and long-range actions to improve and maintain safe and efficient roadway operations within the interchange area.

Specifically, 734-051-0125 states that access management spacing standards for approaches:

1. Be developed no later than the time the interchange is being developed or redeveloped-0155(7)(a.)
2. Identify opportunities to improve operations and safety in conjunction with roadway projects and property development or redevelopment and adopt strategies and development standards to capture those opportunities-0155(7)(b).
3. Include short and long-term actions to improve operations and safety in the interchange area -0155(7)(c).
4. Consider current and future traffic volumes and flows, roadway geometry, traffic control devices, current and planned land uses and zoning, and the location of all current and planned approaches -0155(7)(d).
5. Provide adequate assurance of the safe operation of the facility through the design traffic forecast period, typically 20 years-0155(7)(e).
6. Consider existing and proposed uses of all property in the interchange area consistent with its comprehensive plan designations and zoning -155(7)(f).
7. Be consistent with any applicable access management plan, corridor plan, or facility plan adopted by the OTC. -155(7)(g).
8. Include polices, provisions and standards from local comprehensive plans, transportation system plans, and land use and subdivision codes that are relied upon for consistency and that are relied upon to implement the Interchange Area Management Plan. -155(7)(h).

**Finding:**

1. *These plans were produced during the planning and design process for the Troutdale Interchange area. They are also being adopted in advance of final plans and construction.*
2. *The land use controls and access management elements identified in these plans and incorporated into the project design or identified for implementation with future property redevelopment or project development activities, such as the completion of annex B and C at the new Troutdale Fed-Ex facility at the TRIP. The design changes will constitute significant operational and safety improvements.*
3. *Short and long-term actions to improve operations and safety in the interchange areas have been identified. Short -term actions include widening the eastbound off-ramp at the interchange to accommodate additional turn lanes and additional storage, and adding a third through lane to South Frontage Road. Adding intersection improvements at the northeast quadrant of the interchange to improve operations at the ramp terminal and provide storage.*

*Long-term actions are described in the IAMP as Project B. The long term actions include widening the Marine Drive undercrossing to five lanes for two-way traffic and to improve vertical clearance, as well as improving the intersection in the NW quadrant of the interchange to improve operations and add storage.*

4. *A full analysis of existing and forecast (2035) operational, geometric, and safety conditions was conducted. Future land use development within the Troutdale city limits influence areas was identified, as were all affected accesses. These elements led to the plan's transportation improvement project recommendations and detailed access management plans for the interchange study areas.*
5. *The transportation recommendations were developed based on a long-term (2035) forecast traffic operations analysis. The improvement projects described in the IAMPs will ensure the safe and efficient operation of the interchanges through the planning horizon year.*
6. *An analysis of the interchange influence areas and their long-term development potential was included in the planning effort. This analysis resulted in recommendations for the interchange improvements to ensure the long-term function of the interchange areas.*
7. *The Troutdale Interchange Area Management Plans are consistent with the 1999 OHP and consistent with the applicable access management polices, principles, and standards.*

8. *The Troutdale Interchange Area Management Plans contain references to, and are consistent with the policies, operational standards, and access management standards of Multnomah County and the City of Troutdale and ODOT.*

*The Troutdale IAMPs have adequately addressed OAR 734, Division 51. Highway Approaches, Access Control, Spacing Standards and Medians.*

## **Metro's Role in Land Use Planning**

Metro is responsible for a number of regional land use planning functions, including all adjustments to the UGB and related activities. Metro's land use planning functions support the assumptions behind the UGB and RTP.

## **Metro's Role in Transportation Planning**

Metro is the regional government responsible for regional transportation planning under state law and is the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area. As the federally designated MPO, Metro guides regional transportation system planning and development in the Portland metropolitan area. Metro is also responsible for developing a regional transportation system plan (TSP), consistent with Oregon Transportation Planning Rule (TPR) requirements and Federal planning rules.

## **Metro's Regional Framework Plan**

The Regional Framework Plan unites all of Metro's adopted land use planning policies and requirements. The Metro Charter directs the agency to address the following subjects in the Plan:

- Management and amendment of the Urban Growth Boundary
- Protection of lands outside the Urban Growth Boundary for natural resource use and conservation, future urban expansion or other uses
- Urban design and settlement patterns
- Housing densities
- Transportation and mass transit systems
- Parks, open spaces and recreational facilities
- Water sources and storage
- Coordination with Multnomah County
- Planning responsibilities mandated by state law
- Other issues of metropolitan concern

Metro's Regional Framework Plan can be accessed in its entirety through this link:

<http://www.oregonmetro.gov/index.cfm/go/by.web/id=432>).

## **Regional Framework Plan Structure**

Each chapter of this Plan contains an introduction followed by a list of relevant Fundamentals. Fundamentals are eight value statements adopted by the Metro Council

that synthesize the 2040 Growth Concept and regional policies and are listed below:

- Fundamental 1:** Encourage a strong local economy by providing an orderly and efficient use of land, balancing economic growth around the region and supporting high quality education.
- Fundamental 2:** Encourage the efficient use of land within the UGB including buildable industrial and commercial land and focus development in 2040 mixed use centers and corridors.
- Fundamental 3:** Protect and restore the natural environment including fish and wildlife habitat, streams and wetlands, surface and ground water quality and quantity, and air quality.
- Fundamental 4:** Provide a balanced transportation system including safe, attractive facilities for bicycling, walking and transit as well as for motor vehicles and freight.
- Fundamental 5:** Maintain separation between the Metro UGB and neighboring cities by working actively with these cities and their respective counties.
- Fundamental 6:** Enable communities inside the Metro UGB to enhance their physical sense of place by using among other tools, greenways, natural areas, and built environment elements.
- Fundamental 7:** Enable communities to provide diverse housing options for all residents by providing a mix of housing types as well as affordable homes in every jurisdiction.
- Fundamental 8:** Create a vibrant place to live and work by providing sufficient and accessible parks and natural areas, improving access to community resources such as schools, community centers and libraries as well as by balancing the distribution of high quality jobs throughout the region, and providing attractive facilities for cultural and artistic performances and supporting arts and cultural organizations.

These Fundamentals are followed by policies of the Metro Council. Chapters 1 through 6 address substantive planning policies. Chapter 7 addresses how Metro will manage the plan and amendments to the plan. Chapter 8 addresses how the plan policies are to be implemented. Related documents and background information are contained in the Appendices.

### **Policies – Chapter 1, Land Use**

- 1.1 Urban Form
- 1.2 Built Environment
- 1.3 Housing Choice
- 1.4 Economic Opportunity
- 1.5 Economic Vitality
- 1.6 Growth Management
- 1.7 Urban/Rural Transition

- 1.8 Developed Urban Land
- 1.9 Urban Growth Boundary
- 1.10 Urban Design
- 1.11 Neighbor Cities
- 1.12 Protection of Agriculture and Forest Resource Lands
- 1.13 Participation of Citizens
- 1.14 School and Local Government Plan and Policy Coordination
- 1.15 Centers
- 1.16 Residential Neighborhoods

**Finding:** *The Troutdale IAMP contain no policies or actions that would limit Metro from carrying out policies identified in Chapter 1 of the Regional Framework Plan. In fact, the IAMP contributes positively to many of the land use policies identified in the Regional Framework Plan.*

### **Policies – Chapter 2, Transportation**

- 2.1 Public Involvement
- 2.2 Intergovernmental Coordination
- 2.3 Urban Form
- 2.4 Consistency Between Land Use and Transportation Planning
- 2.5 Barrier-Free Transportation
- 2.6 Interim Job Access and Reverse Commute Policy
- 2.7 Transportation Safety and Education
- 2.8 The Natural Environment
- 2.9 Water Quality
- 2.10 Clean Air
- 2.11 Energy Efficiency
- 2.12 Regional Street Design
- 2.13 Local Street Design
- 2.14 Regional Motor Vehicle System
- 2.15 Regional Public Transportation System
- 2.16 Public Transportation Awareness and Education
- 2.17 Public Transportation Safety and Environmental Impacts
- 2.18 Regional Public Transportation Performance
- 2.19 Special Needs Public Transportation
- 2.20 Regional Freight System
- 2.21 Regional Freight System Investments
- 2.22 Regional Bicycle System Connectivity
- 2.23 Regional Bicycle System Mode Share and Accessibility
- 2.24 Regional Pedestrian System
- 2.25 Regional Pedestrian Mode Share
- 2.26 Regional Pedestrian Access and Connectivity
- 2.27 Transportation System Management
- 2.28 Regional Transportation Demand Management
- 2.29 Regional Parking Management

- 2.30 Peak Period Pricing
- 2.31 Transportation Funding
- 2.32 2040 Growth Concept Implementation
- 2.33 Transportation System Maintenance and Preservation
- 2.34 Transportation Safety

**Finding:** *The Troutdale IAMP contains no policies or actions that would limit Metro from carrying out policies identified in Chapter 2 of the Regional Framework Plan. In fact, the IAMP contributes positively to many of the transportation policies identified in the Regional Framework Plan.*

**Policies – Chapter 3, Nature in Neighborhoods**

- 3.1 Inventory of Park Facilities and Identification and Inventory of Regionally Significant Parks, Natural Areas, Open Spaces, Fish and Wildlife Habitat, Trails and Greenways
- 3.2 Protection of Regionally Significant Parks, Natural Areas, Open Spaces, Fish and Wildlife Habitat, Trails and Greenways
- 3.3 Management of the Publicly-Owned Portion of the Regional System of Parks, Natural Areas, Open Spaces, Fish and Wildlife Habitat, Trails and Greenways
- 3.4 Protection, Establishment and Management of a Regional Trails System
- 3.5 Provision of Community and Neighborhood Parks, Open Spaces, Fish and Wildlife Habitat, Natural Areas, Trails and Recreation Programs
- 3.6 Participation of Citizens in Environmental Education, Planning, Stewardship Activities, and Recreational Services

**Finding:** *Chapter 3 of the Regional Framework Plan is not applicable to the Troutdale IAMP. The IAMP contain no policies that would preclude Metro from carrying out policies in this chapter for the acquisition of parks and open spaces.*

**Policies – Chapter 4, Watershed Health and Water Quality**

- 4.1 Water Supply
- 4.2 Overall Watershed Management
- 4.3 Water Quality
- 4.4 Stormwater Management
- 4.5 Urban Planning and Natural Systems

**Finding:** *Chapter 4 of the Regional Framework Plan is not directly applicable to the Troutdale IAMP because the chapter addresses how Metro is to plan for watershed health and water quality. The Troutdale interchanges will need to address water quality and stormwater runoff during the design of the interchanges, but the Troutdale IAMP will not themselves prohibit Metro from implementing Policies in Chapter 4 of the Regional Framework Plan.*

**Policies – Chapter 5, Regional Natural Hazards**

- 5.1 Earthquake Hazard Mitigation Measures
- 5.2 Flood Hazard Mitigation Measures

- 5.3 Landslide Hazard Mitigation Measures
- 5.4 Volcanic Hazard Mitigation Measures
- 5.5 Wildland-Urban Interface Fire Mitigation Measures
- 5.6 Severe Weather Hazard Mitigation Measures
- 5.7 Biological Hazard Mitigation Measures
- 5.8 Other Hazard Mitigation Measures
- 5.9 Natural Disaster Response Coordination

***Finding:** Chapter 5 of the Regional Framework Plan is not directly applicable to the Troutdale IAMP because the chapter addresses how Metro is to plan for the future with consideration given to natural hazards. Chapter 5 is not applicable in that the design of the Troutdale interchanges does not impact any natural hazard areas.*

### **Metro Urban Growth Management Functional Plan**

The regional policies which are adopted by this Urban Growth Management Functional Plan recommend and require changes to city and county comprehensive plans and implementing ordinances. The purpose of this functional plan is to implement regional goals and objectives adopted by the Metro Council as the Regional Urban Growth Goals and Objectives (RUGGO), including the Metro 2040 Growth Concept and the Regional Framework Plan. The comprehensive plan changes and related actions, including implementing regulations, required by this functional plan as a component of the Regional Framework Plan, shall be complied with by the city and county as required by Section 5(e)(2) of the Metro Charter. Any city or county determination not to incorporate all required functional plan policies into comprehensive plans shall be subject to the conflict resolution and mediation processes included within the RUGGO, Goal I provisions, prior to the final adoption of inconsistent policies or actions.

The regional policies adopted in this Urban Growth Management Functional Plan are formulated from, and are consistent with, the RUGGOs, including the Metro 2040 Growth Concept. The overall principles of the Greenspaces Master Plan are also incorporated within this functional plan. In addition, the updated Regional Transportation Plan (RTP), when adopted, will serve as the primary transportation policy implementation of the 2040 Growth Concept. However, early implementation land use policies in this functional plan are integrated with early implementation transportation policies derived from preparation of the 1996 Regional Transportation Plan, and consistent with the Metro 2040 Growth Concept.

The Urban Growth Management Functional Plan is a regional functional plan which contains "requirements" that are binding on cities and counties of the region as well as recommendations that are not binding. Shall" or other directive words are used with requirements. The words "should" or "may" are used with recommendations. In general, the plan is structured so that local jurisdictions may choose either performance standard requirements or prescriptive requirements. The intent of the requirements is to assure that cities and counties have a significant amount of flexibility as to how they meet requirements. Performance standards are included in most titles. If local jurisdictions demonstrate to Metro that they meet the performance standard, they have

met that requirement of the title. Standard methods of compliance are also included in the plan to establish one very specific way that jurisdictions may meet a title requirement, but these standard methods are not the only way a city or county may show compliance. In addition, certain mandatory requirements that apply to all cities and counties are established by this functional plan.

There are 13 titles (Chapters) to the Urban Growth Management Functional Plan. They are as follows:

#### **TITLE 1: REQUIREMENTS FOR HOUSING AND EMPLOYMENT ACCOMMODATION**

Title 1 directs each city and county in the region to consider actions to increase its capacity and to take action if necessary to accommodate its share of regional growth as specified in this title.

**Finding:** *The Troutdale IAMP does not remove land from the inventory that could be used for additional housing and employment. The current roadways and proposed improvements were never in Troutdale's land inventory designated for the provision of increased housing and employment.*

#### **TITLE 2: REGIONAL PARKING POLICY (Repealed Ord. 10-1241B, § 6)**

**Finding:** *This section is not applicable to the Troutdale IAMP*

#### **TITLE 3: WATER QUALITY and FLOOD MANAGEMENT**

To protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.

**Finding:** *Water resources in the corridor were evaluated in the Troutdale Project SDEIS. The IAMPs for the Troutdale Interchange project do not conflict with the protection of water resources.*

#### **TITLE 4: INDUSTRIAL AND OTHER EMPLOYMENT AREAS**

Title 4 seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial and Employment Areas. Title 4 also seeks to provide the benefits of "clustering" to those industries that operate more productively and efficiently in proximity to one another than in dispersed locations. Title 4 further seeks to protect the capacity and efficiency of the region's transportation system for the movement of goods and services and to encourage the location of other types of employment in Centers, Employment Areas, Corridors, Main Streets and Station Communities.

**Finding:** *This section is not applicable as the land used for the proposed improvements serve to improve circulation and access to Regionally Significant Industrial Areas as well as local employment areas. In addition the improvements do not remove land that would otherwise be used for the new development.*

**TITLE 5: NEIGHBOR CITIES AND RURAL RESERVES (Repealed, Ord. 10-1238A, § 4)**

**TITLE 6: CENTRAL CITY, REGIONAL CENTERS, TOWN CENTERS AND STATION COMMUNITIES**

Title 6 intends to enhance Centers by encouraging development in these Centers that will improve the critical roles they play in the region and by discouraging development outside Centers that will detract from those roles.

**Finding:** *The Troutdale IAMP improves circulation and levels of service adjacent to businesses along the South Frontage Road and improves capacity and traffic flow to and from the TRIP.*

**TITLE 7: HOUSING CHOICE**

The intent of Title 7 is to establish and promote voluntary affordable housing production goals.

**Finding:** *The Troutdale IAMP does not directly inhibit the City of Troutdale and Multnomah County from providing affordable housing. The interchanges do not remove viable land from the inventory that could otherwise be used to provide for housing.*

**TITLE 8: COMPLIANCE PROCEDURES**

The purpose of this section is to establish a process for determining whether city or county comprehensive plans and land use regulations comply with requirements of the Urban Growth Management Functional Plan.

**Finding:** *This Title is not applicable.*

**TITLE 9: PERFORMANCE MEASURES**

In order to monitor progress in implementation of the Urban Growth Management Functional Plan and to evaluate and improve the plan over time, Metro shall measure and report on progress toward achievement and expected outcomes resulting from the implementation of the functional plan.

**Finding:** *This Title is not applicable.*

**TITLE 10: FUNCTIONAL PLAN DEFINITIONS**

**Finding:** *This Title is not applicable.*

**TITLE 11: PLANNING FOR NEW URBAN AREAS**

The purpose of Title 11 to guide such long-range planning for urban reserves and areas added to the UGB. It is also the purpose of Title 11 to provide interim protection for areas added to the UGB until city or county amendments to land use regulations to allow urbanization become applicable to the areas.

**Finding:** *This Title is not applicable.*

**TITLE 12: PROTECTION OF RESIDENTIAL NEIGHBORHOODS**

The purpose of Title 12 is to help implement the policy of the Regional Framework Plan to protect existing residential neighborhoods from air and water pollution, noise and crime and to provide adequate levels of public services.

**Finding:** *There are residential neighborhoods to the south of the Troutdale interchanges, however, the interchanges do not impact these residential areas to any extent greater than any other land use.*

*No residential neighborhoods are bisected by the Troutdale Interchange improvements alignment, or the associated interchanges.*

### **TITLE 13: NATURE IN NEIGHBORHOODS**

The purposes of this program are to (1) conserve, protect, and restore a continuous ecologically viable streamside corridor system, from the streams' headwaters to their confluence with other streams and rivers, and with their floodplains in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality throughout the region.

**Finding:** *This Title is not applicable.*

Metro's Urban Growth Management Functional Plan can be accessed in its entirety through the following link:

[http://library.oregonmetro.gov/files//chap307.reserves.rtfp\\_clean\\_eff.090810.02.pdf](http://library.oregonmetro.gov/files//chap307.reserves.rtfp_clean_eff.090810.02.pdf)

### **Regional Transportation Plan (2007)**

According to state law, the Regional Transportation Plan (RTP) serves as the region's TSP. The RTP is the 20-year blueprint that guides investment in the region's transportation system. It must meet federal requirements specific to the metropolitan transportation planning process and also be consistent with state plans and the statewide planning goals. For transportation projects and programs to receive federal – and some state – funding, they must be in the RTP, and local plans must be consistent with the RTP. Multnomah County and the city of Troutdale coordinate with Metro's other cities, counties and transit providers in regional transportation planning related to the RTP.

The RTP establishes policies and strategies for all modes of travel – motor vehicles, transit, walking and bicycling – as well as the movement of freight and goods. The RTP also addresses street design and the efficient management of the transportation system.

The 2030 RTP update is being conducted as part of the New Look at regional choices to support the land use, economic, environmental and transportation goals of the Region 2040 Growth Concept (see below). The plan identifies goals, objectives, transportation investments and actions needed throughout the region to implement the 2040 Growth Concept and address the impacts of future growth on our transportation system

through the year 2030. The update prioritizes transportation investments that best help us reach our 2040 vision for growth, yet remain within expected funding constraints.

### **Elements of the RTP: Regional Transportation System**

Regional multi-modal transportation facilities and services include eight components: Regional Street and Throughway System; Regional Transit System; Regional Bicycle System; Regional Pedestrian System; Regional Freight System; Regional Design System; System Management Strategies and Demand Management Strategies.

### **Elements of the RTP: Regional Street and Throughway System**

The **Regional Street and Throughway System** seeks to apply a regularly spaced street network design to accommodate travel demands of the region. **Throughways** connect major activity centers within the region, including the central city, regional centers, industrial areas and intermodal facilities. They generally *span several jurisdictions and often are of statewide importance linking the Metro area with neighboring cities, other parts of the state, and beyond.* Throughway interchanges are spaced no less than two miles apart.

***Finding:** No Regional Street or Throughway System are included for improvement within the Troutdale Interchange study areas to include the North and South Frontage Roads and Marine Drive.*

### **Elements of the RTP: Local Streets Network Concept**

Collector and local streets are general access facilities that provide for community and neighborhood circulation. Although they are not part of the regional transportation system, they play an important supporting role to the design and optimization of the regional transportation system.

Local jurisdictions are responsible for defining the network of local streets within a mile-spacing grid of arterial streets. Since the late 1990s, the region has required a maximum spacing of 1/10 mile for local streets, with the goal of encouraging local traffic to use local streets to minimize local traffic on regional arterial streets. Local street connectivity also benefits emergency response.

The local street network concept provides for bicycle and pedestrian travel and provides for direct access from local street systems to community destinations and transit on regional arterial streets. More frequent bike and pedestrian connections are recommended where collector and local streets cannot be constructed due to existing development or topographic or environmental constraints.

The IAMP analyzed the local street network, and modifications to the system were proposed.

***Finding:** The Troutdale Project, which includes the Troutdale IAMP, is identified in the fiscally constrained RTP. The affected roads are designated as Collectors. The South Frontage Road provides more capacity and improved circulation, ingress and egress to businesses south of the frontage Road. The North Frontage Road and a*

*reconfigured two-way Marine Drive improves circulation and anticipates future freight volumes generated by the TRIP.*

### **Elements of the RTP: Regional Freight System**

The Regional Freight System identifies the transportation networks and facilities that serve our region and state's freight mobility needs, based on the regional freight concept.

Since the Troutdale Interchange project provides enhanced access to a major freight distribution center (TRIP), the Regional Freight System standards must be addressed in the IAMP.

***Finding:** The Troutdale Interchange project is identified in the RTP, and designated as a Collector on the Regional Freight System.*

### **Elements of the RTP: 2030 RTP Investment Pool**

The 2030 RTP Investment Pool describes the projects and programs identified by local agencies, ODOT, TriMet and Metro to address the impacts of future growth on our regional transportation system.

**State and Regional Mobility Corridor Investment Strategy** focuses on regional mobility corridor investments that leverage the 2040 Growth Concept and improve interstate, intrastate and cross-regional people and goods movement. These corridors are the backbone of the regional transportation system because of their statewide significance and the magnitude of costs associated with providing for people and goods movement in these corridors.

Examples of the types of projects include:

- *Freight access and connections.* Rail and street expansions to maintain access and connections for national and international rail, air and marine freight to reach its destination with limited delay.
- *Throughway expansion.* Major throughway expansions to maintain regional mobility and enhance access to intermodal industrial areas and facilities where goods move from one transportation mode to another.

***Finding:** The Troutdale Project is identified in the fiscally constrained RTP analysis for phased construction along the North and South Frontage Roads as well as the construction of a two-way Marine Drive and the construction truck circulation route adjacent to businesses located along the South Frontage Road.*

*A mid term project will include the reconstruction of Graham Road to improve geometry and improve the load rating of the roadway to accommodate an increase in freight trips from the new Fed-Ex facility.*

### **Elements of the RTP: Financially Constrained RTP Project List**

The **financially constrained system** is the system of investments that responds to federal planning requirements, and is based on the financial forecast. The Troutdale Interchange project is on Financially Constrained RTP Project List.

**Finding:** Components of the Troutdale Project, including interchanges, and associated collector and local street improvements designed to complement the Troutdale Project, and enhance local access and connectivity have been identified in the RTP financially-constrained project list.

## **Troutdale Comprehensive Land Use Plan**

The City of Troutdale Land Use Plan contains broad comprehensive plan designations such as Residential, Commercial, Institutional, Parks and Open Space, etc. are included within the City's Development Plan.

**Goal 1 of the Troutdale Comprehensive Plan (TCP)** requires citizen involvement. Within the document it is stated that; "A major component of the City's Citizen Involvement Program is its Citizen Advisory Committee (CAC). The CAC is comprised of Troutdale resident from throughout the City. CAC members not only represent the interests of their particular neighborhood, some members are selected on the basis of their ties to business, environmental resource organizations, or other community service interests. The CAC members monitor plan content and implementation measures and participates in the periodic review process."

**Finding:** Four CAC meetings where a determination as to which combination of proposed improvements would provide the most benefit to residents, local businesses as well as access to the TRIP.

**Goal 6 : Air Water and Land Resource and Land Use Quality:** The first paragraph related to this goal states that "the quality of life in Troutdale is directly related to the air, water and land quality in the community."

**Air Quality:** There are existing air quality issues within the Troutdale area and measurements of particulates are generally higher than in many parts of Portland. Ambient air quality is 30 micrograms per cubic meter. Both the federal and state standards for suspended particulates is 60 micrograms per meter per cubic meter maximum, suggesting that Troutdale has a saturation level of only 50% of the maximum allowable level.

Further, "the only source of suspended particulates in the Troutdale area are the Reynolds Aluminum Plant and the Crown Zellerbach paper mill campus."

**Finding:** Minor roadway improvements within the Troutdale are expected to minimally impact air quality through the year 2035.

**Noise:** As stated in the TCP, the major sources of noise in Troutdale include motor vehicle, rail and air traffic from both the Portland-Troutdale Airport (PTA) and Portland International Airport (PDX). Noise levels at the PTA are below the level requiring a noise abatement program; PDX has developed a noise abatement program.

**Finding:** Proposed roadway improvements within the study area are not expected to significantly increase the levels of ambient noise. The one exception is a significant increase in traffic as generated by the Fed-Ex facility at the TRIP.

**Water Quality:** “The City’s goal is to reduce erosion and turbidity by providing stable conditions in areas of steep slopes where there is high erosion potential”

***Finding:** Increase in storm water run-off resulting from an increase in impervious surfaces will be treated in a manner consistent with current ODOT and City standards.*

### **Goal 9: Economy**

**Employment Generating Land Uses:** “Convenience oriented retail is located at the intersection of the major arterials and is expanding along the south side of I-84. As the population of Troutdale and East Multnomah County grows, additional retail growth will be necessary to accommodate demand. Areas designated for further commercial development include a corridor along Stark Street between 257<sup>th</sup> Avenue just north of Cherry Park , and the area between I-84 and the Union Pacific Railroad west of 257<sup>th</sup>.

***Finding:** The proposed improvements are consistent with the desire to accommodate future commercial development, especially in the area between I-84 and the Union Pacific Railroad west of 257<sup>th</sup>.*

### **Troutdale Transportation System Plan (TSP), Adopted February 21, 2006**

Troutdale’s Transportation System Plan (TSP) addresses existing and future facility needs for Pedestrian, Bicycle, Transit, Motor Vehicles and Other Modes of travel. The TSP also contains a list of proposed transportation improvements.. The following elements from Troutdale’s TSP apply to the Troutdale IAMP Management Areas.

#### **Page 4-9: Pedestrian Plan**

Current connectivity issues that need to be addressed include:

- The southern I-84 frontage road has recurring issues with queing and heavy traffic congestion. A parallel route for local commercial traffic should be considered to relieve the congestion and excessive queues along this route.
- A lack of adequate east/west connectivity . Particularly, connections between Sturges Lane / Sturges Drive and Hensley Road/ 21<sup>st</sup> Street and the extension of Marine Drive across I-84 to the Historic Columbia River Highway should be considered.
- Additional multi-use paths connecting parks, retail centers and other trip generators with residential areas, increasing the opportunities for non-motorized trips and reducing single occupied vehicle trips.

***Finding:** There are a series of bike and pedestrian improvements planned in the Troutdale TSP to be developed and built by the City. As part of the Troutdale IAMP, bicycle and pedestrian facilities will be added to Graham Road from the TRIP towards the North and South Frontage Roads. Sidewalks and bike paths currently exist along the North and South Frontage Roads.*

## **Bicycle Action Plan Projects**

There are no projects in the Bicycle Action Plan that is located in the vicinity of the Troutdale IAMP, though enhanced bicycle and pedestrian improvements will be included in the rebuild of Graham Road from the TRIP to the North and South Frontage Roads.

## **Transit: Pages 4-22**

Tri-Met is the regional transit provider for the Portland metropolitan area and operates fixed route transit service in Troutdale. Due to its location, Troutdale is an end point for the regional service system. Tri-Met's Transit Investment Plan (TIP) identifies strategies for meeting regional public transportation needs, focusing on investments and improvements to the total transit system, such as improvements on existing lines. Therefore the TIP focuses on targeted, strategic improvements to the system, with priorities in the following order:

- Maintain the quality of the existing system
- Expand the high capacity Transit System (MAX light rail or bus rapid transit).
- Expand the Frequent Service system
- Improve local service

## **Transit Master Plan Projects**

There is one project listed in the Transit Master Plan that is located in the vicinity of the Interchange Management Area: Coordinate with Tri-Met to provide a new route connecting the outlet mall to Rockwood MAX Station.

## **Transit Strategies**

The 2995 TSP identified strategies to meet transit needs in Troutdale. These strategies have not changed, but were re-ranked as part of this TSP. The strategies, which rely on coordination with Tri-Met, include (listed in order of importance):

- Provide direct/express access to the MAX
- Provide access to employment areas
- Provide park and ride lots
- Provide express routes to regional employment centers
- Provide frequent service in peak commute periods
- Provide access to commercial areas
- Provide access to activity and service centers
- Provide bus shelters

Transit Corridors - direct growth to increase the density of development along transit

routes in the Management Area in an effort to support regional transit service goals.

***Finding:*** *Four new bus stops and future transit routes are planned for the North and South Frontage Roads.*

### **Motor Vehicle Plan: Page 4-31**

The City's Comprehensive Plan lays out a general policy framework regarding transportation service. These include:

- Goal 1: Transportation facilities should be designed and constructed in a manner which enhances the livability of Troutdale
- Goal 2: Provide a transportation system in Troutdale which is safe, reduces length of travel and limits congestion
- Goal 3: Provide a balanced transportation system and reduce the number of trips by single occupant vehicles
- Goal 4: Provide for efficient movement of goods
- Goal 5: Develop transportation facilities which are accessible to all members of the community
- Goal 6: Develop a transportation system that is consistent with the City's adopted comprehensive land use plan, and with the adopted plans of state, local and regional jurisdictions.
- Goal 7: Establish a clear and objective set of transportation design and development regulations that addresses all elements of the city transportation system and that promote access to and utilization of a multi-modal transportation system.

***Findings: Proposed improvement creating a two way, widened Marine Drive and improvements to the north and south frontage roads are consistent with Goals 1, 2, 4, 5, 6.***

### **Local Street Connectivity**

Figure 4-9 of the TSP shows the proposed Street Connectivity Plan for Troutdale. The arrows shown on Figure 4-9 indicates priorities for local and neighborhood connections only. Additionally, new development that constructs new streets, or street extensions, must provide a proposed street map that:

- Provides full street connections with spacing of no more than 530 feet between connections except where prevented by barriers.
- Provides bike and pedestrian access ways in lieu of streets with spacing of no more than 330 feet except where prevented by barriers.
- Limits use of cul-de-sacs and other closed-end street systems to situations where barriers prevent full street connections.

- Includes no close-end street longer than 200 feet or having no more than 10 dwelling units.
- Includes street cross-sections demonstrating dimensions of ROW improvements, with streets designed for posted or expected speed limits.

**Finding:** *The proposed Troutdale Motor Vehicle plan strategies relating to the provision for a local street network is not applicable as proposed improvements do not come in contact within any residential areas. Many of the curb cuts adjacent to local businesses currently don't meet spacing standards. Spacing standards for new streets, traffic signals, and access management will comply with local street connectivity and other applicable standards.*

### **Intersection Performance Standards**

Page 3-23 of the TSP establishes minimum intersection operating standards to be maintained for the City of Troutdale. The City shall utilize these standards to evaluate land use actions and proposed mitigations. All public facilities shall be designed to meet these standards.

All signalized intersections shall operate at level of service D and V/C ratio of 0.90 or better during the peak hours of analysis. Individual movements must meet level of service E and a V/C ratio of 1.0.

**Finding:** *TSP identifies acceptable operating standards of LOS "D" and "E" for City arterials and collectors. Restrictions on zone change approvals to those that will not reduce the LOS below acceptable performance evaluation LOS standards provide further protection to long-term operation of the Troutdale Interchange.*

### **2025 Priority**

The 2025 Priority scenario includes additional transportation improvement projects that do not have an identified funding source and may not be constructed by the year 2025. Table 8-9 identifies the additional capacity improvements that are included in the priority scenario.