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FOR

Item 1344 McLoughlin Neighborhoods

IF YOU WISH TO **SPEAK** TO CITY COUNCIL, PLEASE **PRINT** YOUR NAME & ADDRESS

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DATE, 8/9/95

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35433 # 1344

August 9, 1995

and then is John Gillam

Good afternoon, I am Rich Newlands from the Office of Transportation, Project ~~Coordinator~~ MANAGERS for the McLoughlin Neighborhoods Project

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The reason we are here today is to present a strategy for carrying through on a long standing commitment the City has to the Brooklyn, Sellwood-Moreland, and Eastmoreland neighborhoods The origin of this commitment dates back more than 15 years to the withdrawal of funding for the Mt Hood Freeway and subsequent Southern Corridor Study This study identified the need for transportation improvements within the corridor, not only to accommodate the significant growth within the areas served by the corridor, but to address the impacts this growth has had on the neighborhoods adjacent to McLoughlin Boulevard

These neighborhoods have long been impacted by the large amounts of non-local traffic that moves through them Congestion on McLoughlin Boulevard and routes leading to and from the Sellwood Bridge cause significant amounts of traffic infiltration onto local residential streets and related safety problems for pedestrians, bicyclists, and transit patrons

A two pronged strategy of incentives and disincentives was developed by ODOT's McLoughlin Boulevard Project to achieve the Southern Corridor Study's goal of reducing the impact of through traffic on neighborhood streets Major improvements to McLoughlin Boulevard are the incentives of this approach Improvements, such as the Tacoma Overpass, are designed to keep regional traffic on McLoughlin Boulevard, the designated regional facility

The disincentive portion of this approach is the McLoughlin Neighborhoods Project, a package of neighborhood traffic management sub-projects designed to prevent local streets from been used as alternate routes for through, or non-local traffic Seven problem areas were identified and corresponding traffic management sub-projects were designed to address each

It is this complementary approach of incentives and disincentives that has been determined and agreed upon by City staff and the participating neighborhood associations as the best strategy for addressing the goal of removing through traffic from neighborhood streets This strategy is assumed in the Final Environmental Impact Statement for the McLoughlin Boulevard Project, and was adopted by Council as part of the McLoughlin Corridor Improvement Program in 1986

Implementation of the McLoughlin Neighborhoods Project though, has been stalled since 1986 Before the traffic management devices proposed by the Project can be constructed, sufficient capacity on McLoughlin Boulevard to accommodate the traffic to be diverted is needed The Tacoma Overpass is intended, in part, to create this capacity, and is now complete after many years of legal and design delays

As a result of this delay, the technical and policy findings that form the foundation of the 1983 Draft McLoughlin Neighborhood Project Report are no longer up to date In addition, funding and program resources available to the program have changed as well

The report we are presenting today serves two purposes First, the report updates the general technical and policy findings of the original report We have collected and analyzed current traffic data for the main arterial and collector network within the study area The data strongly indicates that the localized problems originally identified in the 1983 report are still present and warrant attention We have also recommended the inclusion of four new sub-projects that have been identified as related to, and supportive of, the general goals of the Project In addition, we have also reviewed the Project against current transportation policy and have found it to consistently support the sub-projects conceptually proposed in the 1983 report

Secondly, and more importantly, the report outlines an implementation strategy for completing the project The Strategy takes into account the changes in program funding, program resources, and traffic conditions that have occurred since the drafting of the original report The Strategy is an important element of this resolution because of the need to phase implementation of the sub-projects over time as funding becomes available Current budget constraints do not allow us to implement the entire package of sub-projects at once In addition, the Strategy also defines the approval processes, responsibilities, and potential funding sources needed to complete the entire program

The Strategy was prepared in cooperation participating neighborhood associations for their review and input, and as a result, has earned the support of both the Sellwood Moreland Improvement League and Brooklyn Action Corps neighborhood associations

In summary, Transportation Planning recommends to Council that the McLoughlin Neighborhoods Project Status Report and Implementation Strategy be adopted The Status Report updates the technical and policy findings of the 1983 Report and reconfirms the need for traffic management devices to achieve the goals of the McLoughlin Boulevard Improvement Program The Implementation Strategy outlines a comprehensive program for completing the Project given the changes in conditions and resources identified in the Status Report

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Also here today are representatives from the Sellwood-Moreland and Brooklyn neighborhood associations who would like to testify in support of the proposed resolution

McLoughlin Neighborhoods Project

Status Report
and
Implementation Strategy

Portland Office of Transportation
July, 1995

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CONTENTS OF REPORT

This report is divided into four sections 1) Purpose, 2) Evaluation, and 3) Recommended Implementation Strategy In addition there are three appendices A) Origin and destination data update, B) Neighborhood Resolutions, and C) Draft City Council Resolution

Section I Purpose provides an historical background of the McLoughlin Neighborhoods Project origins, an overview of the 1983 recommended elements, and purpose for developing an implementation strategy as proposed in this report Section II. Evaluation presents a general analysis of data and findings that update the Project's original technical, policy, and land use findings. The section also covers changes in the implementation programs and funding options available to the Project Section III presents the recommended strategy for implementation of the Project's remaining work, as approved by the Technical Advisory Committee and participating neighborhood associations The Strategy covers the priorities, responsibility, funding, and scheduling for implementation of the remaining work that needs to be completed for the Project to achieve its objectives In addition, the section provides an overview of the process that needs to be followed in order to complete the Project

SUMMARY & RECOMMENDATIONS

Summary:

- The McLoughlin Neighborhoods Project originated in 1983 as a complementary element of the adopted McLoughlin Boulevard Project to address the impacts of McLoughlin Boulevard corridor traffic on neighborhood streets

- Delays related to construction of the Tacoma Overpass, Phase I of the McLoughlin Boulevard Project and prerequisite for implementation of McLoughlin Neighborhoods Project, have stalled implementation of the McLoughlin Neighborhoods Project

- The recently completed Tacoma Street Overpass has created sufficient capacity to allow the neighborhood traffic management program outlined in the 1983 McLoughlin Neighborhoods Projects to now move forward to implementation.

- Updating of traffic and land use conditions within the study area since 1983 has confirmed that the same general issue of McLoughlin corridor traffic impacting neighborhood streets remains a problem.

- Updating of City and regional policies confirms that the same general concept of using neighborhood traffic management devices to control the infiltration of McLoughlin Boulevard corridor traffic on neighborhood streets supports policy and is congruous with long range planning efforts affecting the study area, i.e the South/North Light Rail Project and the Willamette River Bridge Study

- Given changes in funding sources, program resources, and transportation issues since 1983; an implementation strategy is needed to clarify the project development process, timing, funding, and program responsibilities needed to complete the City 's commitment to the neighborhoods within the study area In particular, the strategy needs to address the phasing of projects to take into account current limited funding.

- The SMILE neighborhood association has passed a resolution in support of the proposed strategy

Recommendations

- The proposed McLoughlin Neighborhoods Project Status Report and Implementation Strategy is recommended for adoption

SECTION I
PURPOSE OF STATUS REPORT & STRATEGY

BACKGROUND

The McLoughlin Neighborhoods Project was developed by the City of Portland in the early 1980's as a companion element of the Oregon Department of Transportation's (ODOT) McLoughlin Boulevard Project The McLoughlin Boulevard Project was designed to use Mt Hood Freeway federal interstate withdrawal funds to address traffic problems along McLoughlin Boulevard, originally identified in the 1980 Southern Corridor Study prepared by Metro

The principal objectives of the McLoughlin Boulevard Project include a) reduction of current congestion, b) accommodation of projected future travel demand in the Southern Corridor, and c) reduction of through traffic infiltration on adjacent neighborhood streets, primarily the result of existing congestion conditions within the corridor ODOT developed a phased program of highway improvements to address the first two objectives These improvements were designed to remove existing bottlenecks along McLoughlin Boulevard and increase capacity for both auto and transit travel Much of the additional capacity created by these improvements was intended for use by traffic that currently is using neighborhood streets as alternate routes Future travel demand was designed to be accommodated primarily by transit system improvements within the corridor, which the South/North Light Rail Project is currently studying

The City of Portland developed the McLoughlin Neighborhoods Project as the complementary piece of the McLoughlin Boulevard Project specifically designed to address the third objective, neighborhood traffic circulation and pedestrian issues related to corridor traffic. The Draft McLoughlin Neighborhoods Project report identified a group of problems in the Sellwood-Moreland, Eastmoreland, and Brooklyn neighborhoods caused by or directly related to through traffic and proposed a package of traffic management solutions to address the problems The report was released in 1983 for public review and inclusion as part of the McLoughlin Boulevard Project's funding

In 1986, after lengthy planning issues related to the Tacoma Street Overcrossing were resolved, ODOT released the Final Environmental Impact Statement for the McLoughlin Boulevard Project which was adopted by the participating jurisdictions and included in the Regional Transportation Plan The adopted McLoughlin Boulevard Project included the directive and funding to mitigate neighborhood traffic problems related to corridor traffic, the specifics of which the Draft McLoughlin Neighborhood Project report was intended to address As

a result, compliance with the McLoughlin Boulevard FEIS requires that a neighborhood traffic mitigation plan be implemented

However, at the time the McLoughlin Boulevard Project was adopted, City Council did not adopt the recommendations contained with the 1983 Draft McLoughlin Neighborhoods Project report Instead, Council resolved that further work was needed to refine the McLoughlin Neighborhoods Project, and directed staff to continue working with the neighborhoods to update the technical information and Project recommendations This report represents, in part, the work needed to address the Council resolution

1983 DRAFT MCLOUGHLIN NEIGHBORHOODS PROJECT RECOMMENDATIONS

Based on traffic analysis and citizen and business group input, the 1983 McLoughlin Neighborhoods Project identified the following neighborhood problems related to non-local traffic in the neighborhoods adjacent to the McLoughlin Boulevard corridor

- North-south through traffic on 17th and Milwaukie Avenues,
- Clackamas County-Sellwood Bridge through traffic on residential streets south of Tacoma Street (between 17th and 13th Avenues),
- Sellwood Bridge traffic on residential streets north of Tacoma Street (west of 13th Avenue),
- Through traffic on residential streets adjacent to Westmoreland Park and its ball fields and availability of and access to park parking;
- Through traffic on Bybee Boulevard and other Eastmoreland Streets, and,
- Access to/from McLoughlin Boulevard in the Brooklyn Neighborhood (between Milwaukie Avenue and Powell Boulevard)

Project staff, with further input from an established Technical Advisory Committee and Citizen Advisory Committee, developed the following project solutions to specifically address the above problems Each solution was developed only to a level of detail necessary to ensure the desired results would be achieved which were reasonably acceptable in terms of cost, public approval, and consistency with Transportation Element policies

- 17th-Milwaukie Corridor Project- to discourage through traffic use of both streets, primarily 17th Avenue, the 1983 report recommended using a combination of traffic diverters south of McLoughlin Boulevard and north of Tacoma Street, signal modifications at Milwaukie Avenue/Holgate Boulevard, 17th Avenue/McLoughlin Boulevard, Bybee Boulevard/23rd Avenue, and 17th Avenue/Tacoma Street intersections, and arterial improvements on Tacoma Street between 17th Avenue and the Tacoma Overpass

- Milwaukie Pedestrian Project- to enhance pedestrian safety and mobility on Milwaukie Avenue the 1983 report recommended curb-extensions at five locations along Milwaukie Avenue.
- Linn-Marion Project- to discourage use of local streets as cut-though routes by 17th Avenue-Tacoma Street-Sellwood Bridge traffic the 1983 report recommended the use of median diverters on 17th Avenue south of Tacoma Street and modifications to the 17th Avenue/Tacoma Street signal
- Sellwood Bridge/Sellwood Boulevard Area Project- to reduce the use of local streets as cut-through routes to the Sellwood Bridge from the north and improve pedestrian safety across Tacoma Street, the 1983 report recommended installation of new signalization on Tacoma at 6th and 8th Avenues and a local street traffic diverter at the intersection of 6th Avenue and Spokane Street
- Westmoreland Park Vicinity Project- to reduce impacts of through traffic and traffic and parking related to park users, the 1983 report recommended traffic diverters at the park's south end and signal modifications at the 17th Avenue/Tacoma Street intersection
- Eastmoreland Project- to reduce through traffic on Bybee, the 1983 report recommended lane and signal modifications at the 39th Avenue and Woodstock intersection
- Brooklyn/McLoughlin Project- to reduce cut-through traffic on local streets between Milwaukie Avenue and McLoughlin Boulevard in the Brooklyn neighborhood, the 1983 report recommended street closures and diverters at the intersection of McLoughlin Boulevard and five local streets

Since 1986

Tacoma Street Overpass

Implementation of the main element of the Neighborhood Project, the 17th/Milwaukie Avenue Corridor Project, has as a prerequisite the completion of the Tacoma Street Overpass. It was recognized that before effective neighborhood traffic management devices could be installed, sufficient capacity on McLoughlin Boulevard needed to be created to accept the through traffic diverted from neighborhood streets

Since adoption of the McLoughlin Boulevard Project in 1986, further development and implementation of the McLoughlin Neighborhoods Project has been stalled due to technical and legal issues related to construction of Tacoma Street Overpass A legal challenge regarding the impact of the overpass on policies related to promoting transit use, design problems, and changes in the phasing schedule combined to further delayed construction of the overpass for an additional five years Construction of the overpass is now essentially complete

Other Neighborhood Traffic Management Projects

In the mean time, work on two other projects related to McLoughlin corridor traffic have moved forward to implementation Through traffic infiltration into the Eastmoreland neighborhood has been addressed through a project managed by the Neighborhood Traffic Management Program and adopted by City Council in 1992. The project is scheduled to be completed this year East of the Tacoma Street Overpass, the first phase of the Johnson Creek Boulevard Project is currently underway, which includes bicycle and pedestrian improvements that were identified as part of the study of impacts of the Tacoma Street Overpass

Related Policy Issues

Also during this period two important policy issues related to the Sellwood Bridge were addressed A Multnomah County study concluded that the Sellwood Bridge was nearing the end of its design life and would need to be replaced within the next 15 to 20 years Related to the need to replace the Sellwood Bridge was the decision, as part of Metro's 1989 Southeast Corridor Study, to examine the need for additional bridge crossing capacity in the Southeast corridor The study, begun this year, will address the future role of any new bridge or river crossing capacity improvements in terms of the local and regional transportation network

In anticipation of the replacement of the Sellwood Bridge and the South Willamette Bridge Crossing Study, the City of Portland added a new policy to the Transportation Element of the Comprehensive Plan (6 23 South of Portland River Crossing) which prohibited construction of a new Willamette River Bridge designed to connect Clackamas and Washington Counties within the City limits, or as a replacement for the Sellwood Bridge The policy also directed that any replacement of the Sellwood Bridge would be designed to accommodate inter-district traffic only (Southeast-Southwest) The decision, along with the down grading of Tacoma Street's functional classification in the Transportation Element to a District Collector, helps to more clearly define the functional role of the Sellwood Bridge in terms of the local and regional transportation network This policy is discussed further in the Policy portion of the Evaluation Section

The second policy decision related to the Sellwood Bridge has come about as result of conclusions of the South-North Light Rail Study's Tier 1 analysis Four bridge crossings were considered in the Tier I analysis, including the Sellwood Bridge Given the need to replace the bridge for structural reasons, the idea was to incorporate light rail into the design of the new replacement bridge. But the Sellwood Bridge was dropped from further consideration in 1994 due to neighborhood opposition from the SMILE and Corbett-Terwilliger-Lair Hill neighborhood associations and long travel times associated with the alignment

New Problems Related to McLoughlin Corridor Traffic

Also, during the period since the development of the 1983 report there has been three specific new problems identified within the Sellwood-Moreland neighborhood that are believed to be related to McLoughlin corridor traffic The first problem concerns pedestrian and bicycle crossings on Tacoma Street between 17th Avenue and the river The Sellwood Bridge/Sellwood Boulevard Area Project addresses the issue of pedestrian/bicycle crossings near the bridgehead, but increased auto volumes on Tacoma Street have made crossings further east a problem as well In that much of the traffic on Tacoma Street is regional in origin, the problem is considered to be related to the basic objectives of the McLoughlin Neighborhoods Project

The second problem is related to congestion at the Bybee-Milwaukie intersection during the PM peak hour Southbound to westbound traffic on Milwaukie has been avoiding the Bybee-Milwaukie intersection by infiltrating west on local streets north of Bybee Boulevard to 14th Avenue and then south on 14th Avenue back to Bybee Boulevard This problem is similar to the problem addressed by the Linn-Marion Project The third new problem is speeding on 13th Avenue north of Rex Street and associated pedestrian conflicts This problem is believed to be associated with the previous cut-through traffic problem on 14th Avenue

WHY AN UPDATE AND IMPLEMENTATION STRATEGY

As a result of the delays related to the Tacoma Street Overcrossing, much of the technical and citizen participation work upon which the original McLoughlin Neighborhood Project alternatives and recommendations were based on is now over decade old. Funding availability, program resources, and neighborhood issues have changed as well. The delays created a situation where the federal interstate withdrawal reserve account funds that were originally set aside for the Project were forced to be shifted to other qualifying projects in order to prevent losing the money altogether. As a result, the availability of this funding source has been substantially reduced. At the same time new programs, standards, and traffic management techniques have been developed to address neighborhood traffic problems

Given the changes that have occurred since development of the 1983 Draft McLoughlin Neighborhoods Project report, an update of the originally proposed Neighborhood Project and an implementation strategy is needed to carry through on the City's commitment to the neighborhoods within the study area for the following reasons

- Review and confirmation of the policy and citizen involvement basis for the original concept is needed to ensure the project objectives are

still in conformance with City policy and neighborhood needs and priorities,

- Review and confirmation of the technical basis for the original concept is needed to ensure that the original issues identified at that time have remained as problems and still require attention and,
- Development of an implementation strategy is needed to identify new funding sources, timing, program responsibilities and processes needed to move forward and complete the Project

SECTION II
EVALUATION

LAND USE

The neighborhoods that comprise the study area have for the most part retained the same general character that was found in 1983 The land uses in the study area are still predominately established single family housing with neighborhood oriented commercial areas centered along Milwaukie Avenue in the Moreland Business District, between Holgate Boulevard and Powell Boulevard in the Brooklyn neighborhood, and 17th Avenue south of Tacoma, and 13th Avenue, both south and north of Tacoma Street The storefront commercial zoning within these neighborhood commercial areas is largely consistent with the development that currently exists Table 1 below indicates that there has been little change internally in terms of population or employment growth, and little change is forecasted for the next 20 years While the neighborhoods are largely built out, and have been for some time, the area has been undergoing a notable revitalization of residences and businesses, particularly along Milwaukie Avenue

Table 1

Study Area* Historic and Projected Population and Employment Trends

Year	Population	Employment
1980	23,022	19,500
1990	23,141	19,166
2015	23,564	19,439
% Change		
1980-1990	1%	-2%
1990-2015	2%	1%

Source The Regional Forecast, Metro, November, 1993

* Census tracts 1, 2, 3 02, & 10

TRANSPORTATION

The structure of the study area's transportation network and growth in employment and population within the areas served by the congested McLoughlin corridor were identified as playing the primary roles in causing the traffic patterns and local street problems identified in the 1983 report To update the data used for the 1983 report, new traffic volume counts for various locations within the study area were collected along with origin and destination data from the City's EMME/2 transportation model (refer to Appendix A).

The technical data available for this report is sufficient for an assessment of traffic conditions on the collector and arterial portion of the study area's street network However, assessment of conditions on the local street portion of the network requires more detailed data collection and analysis The purpose of this evaluation is only to confirm the presence of the same general McLoughlin corridor traffic conditions that were identified in the 1983 report as the primary cause of traffic infiltration on neighborhood streets

Transportation Network

Traffic patterns in the study area are strongly influenced by traffic along the McLoughlin corridor McLoughlin Boulevard is one of only three major corridors connecting Clackamas County with Portland and east Multnomah County West of 82nd Avenue, McLoughlin Boulevard provides the most direct connection for traffic traveling to/from Clackamas County As a designated Principal Route of the regional transportation network, in 1992 McLoughlin Boulevard carried over 48,000 vehicle trips per day south of Tacoma Street and over 68,000 vehicle trips per day north of Holgate Over a third of the outside the study area trips southbound PM peak hour traffic on McLoughlin Boulevard south of Tacoma Street originates from Downtown and nearly a quarter from N/NE Portland, two major regional employment centers Over 80% of this traffic is destined for locations within Clackamas County

The only reasonable alternative to McLoughlin for this traffic is 17th Avenue, which provides a connection between Highway 224 and Powell Boulevard 17th Avenue between McLoughlin Boulevard and Tacoma Street is designated a Local Service Street, but functions as a through route for regional traffic Signalization at McLoughlin Boulevard and a direct connection to 17th Avenue near Tacoma Street creates a direct bypass route for north-south regional traffic While McLoughlin Boulevard skirts the edges of the study area neighborhoods, 17th Avenue runs directly through the Sellwood-Moreland and Brooklyn neighborhoods Milwaukie Avenue does not function well as an alternative north-south route for through traffic because of its poor connection to 17th Avenue just north of Tacoma and traffic congestion caused by commercial district activities

Fig. 3
24 Hour Traffic Counts (000's) $\frac{1995}{1983}$
& 12 Year Percentage Change ±%

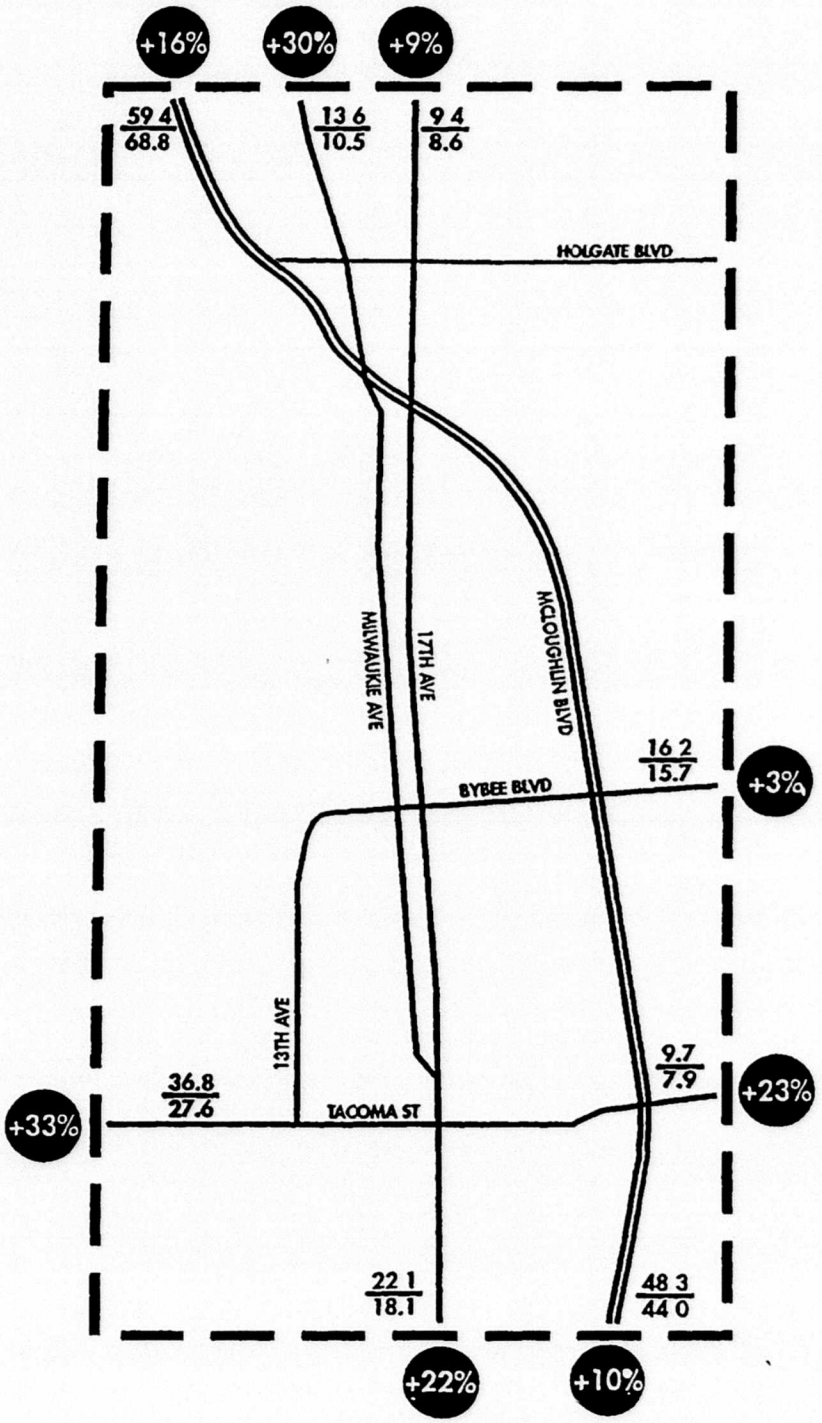


Fig. 4
AM Peak Hour Traffic Counts (000's) $\frac{1995}{1983}$
& 12 Year Percentage Change ±%

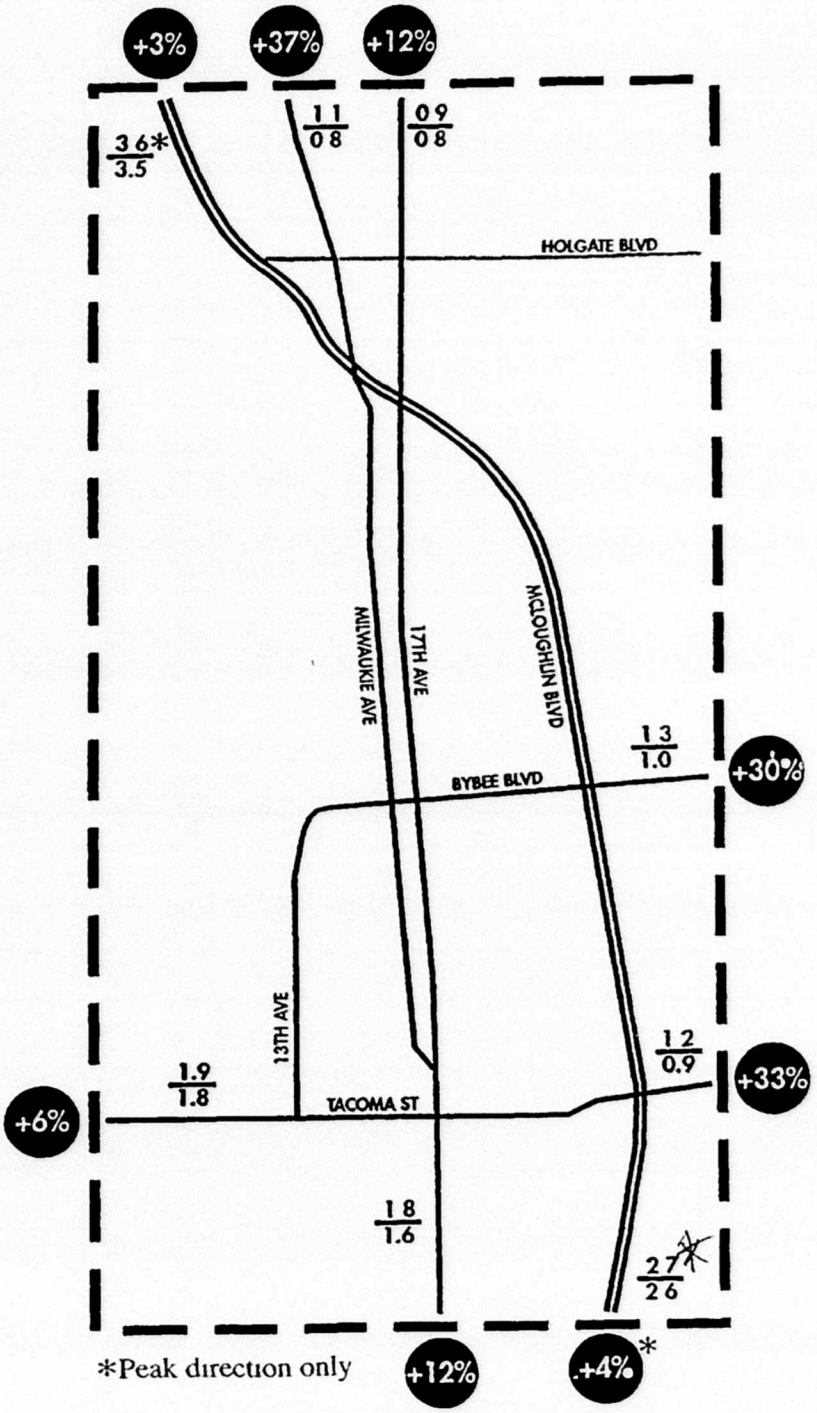
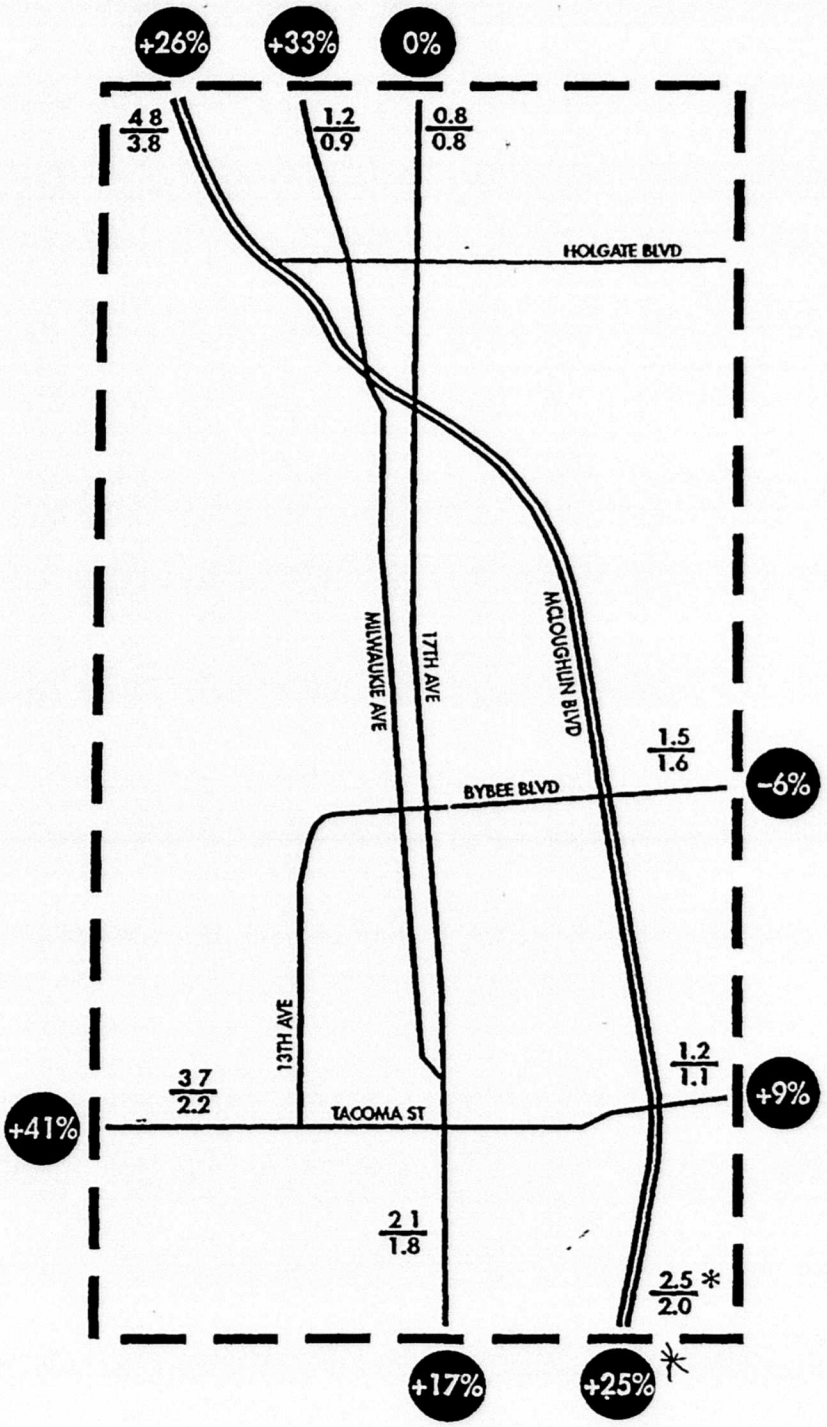


Fig. 5
PM Peak Hour Traffic Counts (000's) $\frac{1995}{1983}$
& 12 Year Percentage Change ±%



*Peak direction only

The Sellwood Bridge also plays a major role in defining traffic patterns in the study area Because the Sellwood Bridge provides the only Willamette River crossing between the Ross Island Bridge and Oregon City, Tacoma Street serves as a primary route for regional east-west traffic traveling between southeast and southwest portions of the metropolitan area Model data indicates that over 80% of the PM peak hour traffic traveling eastbound in the PM peak hour on the Sellwood Bridge originates from suburban SW Portland and is destined for Clackamas County Sellwood Bridge traffic traveling on Tacoma Street, 17th Avenue, and 13th Avenue/Bybee Boulevard brings regional traffic directly through the center of Sellwood-Moreland neighborhood

Transit Service

Seven bus routes traverse the study area, providing a variety of transit connections for study area residents between downtown Portland and the Milwaukie-Oregon City area Four of the routes, the #31, 32, 33, and 99X, travel McLoughlin Boulevard, providing service between downtown Portland and Milwaukie, Gladstone, and Oregon City The #70 route travels on a loop pattern through the study area, using 17th and 13th Avenues, making a crosstown connection between the Coliseum and Milwaukie Transit Centers The #19 bus travels between downtown Portland and the Mt Scott area of Southeast Portland along Milwaukie and Bybee Boulevards For east-west transit service across the Willamette River, the #40 bus travel along Tacoma Street, linking Milwaukie with the Johns Landing area and Downtown Portland.

Despite the volume of transit service that currently traverses the study area, the ability of transit to play a significant role in relieving the pressure associated with traffic congestion in McLoughlin corridor is limited, but improving As in 1983, this is primarily due to the origins and destinations of most of the corridor's travel which do not conform well to the existing transit network Most of the transit service available to the corridor is focused radially on Downtown, which in 1983 represented only 11% of the corridor's travel demand However, currently 34% of the PM peak hour southbound traffic on McLoughlin Boulevard originates from Downtown

Growth in Corridor Traffic

Travel analysis done as part of Metro's 1980 Southern Corridor Study established that the congestion on McLoughlin Boulevard results from constrained vehicle capacity in the corridor and increasing travel demand McLoughlin Boulevard travel projections produced by Metro in 1984 predicted that the 24 hour volumes just north of Highway 224 would increase to 42,000 vehicle trips per day and 60,000 vehicle trips per day between the Tacoma Street and the Ross Island Bridge by the year 2000 By 1992 the 24 hour traffic counts just south of Tacoma Street and just north of Holgate Boulevard were already at 48,300 and 68,800 vehicle trips per day respectively Figures 3, 4, and 5 show the percent change in

24 hour, AM peak hour, and PM peak hour traffic volumes at the edges of the study area on the main arterial network since 1983 Twenty four hour traffic volumes on McLoughlin Boulevard have increased by 10% at the southern edge and by 16% at the northern edge, while there has been a 33% increase on the Sellwood Bridge. McLoughlin Boulevard's PM peak hour counts show an even greater increase since 1983 in traffic volumes entering and exiting the study area.

The overall growth of traffic volumes within the study area since 1983 can be primarily explained by the growth within the regional areas which are served by McLoughlin Boulevard and the Sellwood Bridge Table 2 shows employment and population trends and predictions for the study area and areas connected by McLoughlin Boulevard corridor The Clackamas County areas south of the study area, Milwaukie/Gladstone and Oregon City, have experienced significant growth in both population and employment since 1970, and are predicted to continue show strong growth through 2015 Oregon City's population in particular is predicted to grow at nearly twice the rate of the region as a whole While east Multnomah County has gradually declined in population since 1970, with development of commercial/industrial centers such as Columbia South

Table 2
Historic and Projected Employment and Population Trends

	Milwaukie /Gladstone	Oregon City	Lake Oswego	Eastside Portland	Region
Employment					
1970	14,360	6,480	7,135	155,993	453,764
1980	27,516	10,675	10,854	188,571	665,731
1990	35,369	18,465	18,936	204,169	847,671
2015	40,079	24,070	24,733	276,465	1,337,318
% Change					
1970-1980	92%	65%	52%	21%	47%
1980-1990	29%	73%	74%	8%	27%
1990-2015	13%	30%	31%	35%	58%
Population					
1970	53,610	15,650	31,190	343,070	1,007,130
1980	64,319	24,564	43,389	314,262	1,241,918
1990	65,801	26,214	53,866	311,438	1,412,344
2015	80,008	45,985	78,990	302,999	2,001,730
% Change					
1970-1980	20%	57%	39%	-8%	23%
1980-1990	2%	7%	24%	-1%	14%
1990-2015	22%	75%	47%	-3%	42%

Milwaukie/Gladstone- County Subarea 6, Oregon City- County Subarea 9, Lake Oswego- County Subarea 8, Eastside Prtld -County Subarea 2
Source The Regional Forecast, Metro, November, 1993

Shore, employment has increased steadily and is predicted to continue to do so The Lake Oswego area has shown growth in population and employment similar to Clackamas County

Neighborhood Traffic

Population and employment growth in the areas served by the McLoughlin Boulevard and Sellwood Bridge stands in contrast to the relative stability of the study area As noted earlier in Table 1, population and employment trends have shown very little change between 1970 and 1990, and very little growth is expected by 2015 At the same time, the collector network internal to the study area has experienced growth in traffic volumes similar to the growth on the regional network (Figures 3, 4, and 5) Daily traffic volumes on Milwaukie Avenue south of Powell Boulevard have increased by 30% since 1983, 9% on 17th Avenue south of McLoughlin Boulevard, and 23% on Tacoma Street east of 17th Avenue The same is generally true for the AM and PM peak hour as well Again, the relative stability of the study area's population and employment strongly suggests the increase in traffic volumes on the internal street network is primarily regional in origin

Origin and destination data from the 1983 report showed that the heavy traffic on neighborhood streets identified in each of the Project elements is essentially the result of non-local traffic avoiding congestion points along either McLoughlin Boulevard, Tacoma Street, or Milwaukie Avenue

Modeling analysis (refer to Appendix A) also supports the original report's finding that a significant amount of the traffic volumes on the neighborhood collector network are non-local through trips The specific impacts of this traffic on local streets within the study area, as documented in the 1983 report, cannot be confirmed through modeling Additional detailed local street origin and destination data along with volume counts are required However, the same basic causes outlined in the 1983 report can be

17th Avenue
17th Avenue has 24 hour traffic volumes of approximately between 8,000 just south of McLoughlin Boulevard, and 22,000 vehicles per day south of Ochoco at the southern end of the study area While the traffic volumes have remained fairly stable on 17th Avenue since 1983, the volume between Tacoma Street and McLoughlin Boulevard is extremely heavy for a Local Service Street North of Bybee Boulevard 40% of the PM peak hour traffic on 17th Avenue in the peak direction, southbound, is destined for locations outside of the study area, primarily Clackamas County This is the through traffic problem addressed by the 17th Avenue Project South of Tacoma Street 86% of PM peak hour traffic is non-local, 54% of which is coming from the Sellwood Bridge Nearly all of the traffic is destined for Clackamas County Cut-through problems related to

Sellwood Bridge-Clackamas County traffic on 17th Avenue south of Tacoma Street are addressed by the Linn-Marion Project

Sellwood Bridge/Tacoma Street
The largest increase in entering/exiting traffic volumes within the study area since 1983 are on the Sellwood Bridge. The 24 hour volumes have increased by 33%, from 27,600 vehicles per day to 36,800 In the PM peak hour, only 29% of the peak direction traffic, eastbound, has a destination in the study area Most of the traffic, 81% is destined for Clackamas County, via either 17th Avenue or McLoughlin Boulevard This heavy traffic flow funnels a significant amount of non-local traffic through the center of the Sellwood neighborhood, creating problems for local auto, bicycle, and pedestrian circulation along the entire length of Tacoma Street The Sellwood Boulevard Area Project, 14th Avenue Project, and the Tacoma Corridor Plan are related to the heavy non-local traffic on Tacoma Street.

Bybee Boulevard
The current 24 hour traffic volume on Bybee Boulevard east of the McLoughlin Boulevard is over 16,000 vehicles per day In the PM peak hour, 61% of the peak direction (eastbound) volume, 667 vehicles, originates outside of the study area. Most of this traffic, 68%, is coming from McLoughlin Boulevard, but 25%, or 167 vehicles, is coming from the Sellwood Bridge via 13th Avenue directly through the study area. It is this traffic flow, primarily in the reverse direction during the morning peak hour, that is responsible for the cut-through traffic problems addressed by the Sellwood Bridge/Sellwood Boulevard Area Project

Seven percent of the PM peak volume has its origins in Clackamas County, which does not have off ramp access from northbound McLoughlin Boulevard at the Bybee Overpass This traffic must exit McLoughlin at either 17th Avenue or Tacoma Street to reach Bybee Congestion on either 17th Avenue or Milwaukie Avenue creates the attraction to using the local streets adjacent to Westmoreland Park for access to Bybee Boulevard, the primary problem addressed by the Westmoreland Park Project

<u>Evaluation Conclusions</u>

Current technical data confirms that the same basic traffic conditions that were identified as the causes of the local street problems in the 1983 Draft McLoughlin Neighborhoods Project report are still present Growth in both population and employment within the corridors that traverse the study area have predictably translated into increased traffic within the study area Modeling origin and destination data confirms that a significant portion of the traffic using neighborhood streets is through traffic, having neither an origin or destination within the study area.

While improvements to McLoughlin Boulevard, specifically the Tacoma Overpass, have increased capacity for north-south regional traffic, the growth in demand within the corridor have continued to make 17th Avenue an attractive alternative route At the same time, east-west Sellwood Bridge traffic has grown as well, without any additional capacity improvements to the feeder routes that run through the study area. 17th Avenue, Tacoma Street, 13th Avenue/Bybee Boulevard, and Milwaukie Avenue It is reasonable to assume that increased congestion on these routes have continued to make cut-through routes on local streets attractive Confirmation of the current conditions related to each of the specific local street problems requires a more refined data collection that should be the first part of project development for each Project element.

RELATED TRANSPORTATION IMPROVEMENT PROJECTS

McLoughlin Boulevard Project

As noted in the Background section, ODOT's McLoughlin Boulevard Project is directly related to the McLoughlin Neighborhoods Project The project is designed to address congestion problems within the McLoughlin corridor, in part to alleviate traffic infiltration onto neighborhood streets The first two phases of the project, the Tacoma Street Overpass and the reconstruction of McLoughlin Boulevard from Ochoco to River Road/Harrison connection in Milwaukie are now nearly complete Future phases which include additional capacity improvements and connection to the interstate system are planned but currently not funded

South/North Light Rail Study

The South/North Light Rail Study is currently evaluating a number of alignment alternatives which would provide future light rail transit service to the study area All of the current alignment alternatives include a station at McLoughlin and Bybee Boulevards A station is proposed at the intersection of Milwaukie Avenue and McLoughlin Boulevard in conjunction with two of the alternatives A decision on the alignment is expected in late 1996, with construction in 2005

Willamette River Bridge Crossing Study

The Willamette River Bridge Crossing Study, a phase of Metro's Southeast Corridor Study, is currently in progress. The study is examining the adequacy of Willamette River Bridge crossing capacity and evaluating the need for upgrading or replacing existing bridges and possible new bridge location alternatives. The results and recommendations of this study have significant implications for how Tacoma Street will function in the future.

Bike Boulevard/Springwater Trail Access

The Bicycle Program will begin work in FY 95/96 on a bike boulevard project to provide improved bicycle access between the river and the Springwater Corridor along Umatilla and Spokane Streets The project will develop a bike boulevard

design which will include traffic calming devices The traffic calming elements of this project should be coordinated with project development for the Sellwood Boulevard Area Project and Linn-Marion Projects

Eastmoreland Neighborhood Traffic Management Project
In 1988, at the request of the Eastmoreland neighborhood, the Neighborhood Traffic Management Program began a project to address speeding and cut-through traffic on local streets. SE Bybee Boulevard, SE Tolman Street and SE Martins Street The cut-through traffic problem is similar to the problem identified in the Linn-Marion Project of the McLoughlin Neighborhoods Project, where traffic on the collector route uses local streets as alternative routes for through traffic

City Council adopted a final plan in January of 1992 that utilized a combination of curb extensions, traffic circles, and a traffic diverter Interim evaluation of the improvements showed a significant volume reduction on both SE Martins and Tolman Streets Some reduction was noted on Bybee Boulevard Significant diversion to adjacent local streets was not detected, and overall traffic speeds in the neighborhood were reduced The project is now nearing completion

Johnson Creek Blvd /Tacoma Interchange to SE 45th Ave Improvement Project
The Johnson Creek Boulevard Improvement Project originated out of the 1989 Southeast Corridor Study conducted by Metro The Southeast Corridor Study was designed to address east-west arterial traffic problems east of McLoughlin Boulevard. The adopted resolution included the recommendation that Johnson Creek Boulevard be improved as a multi-modal neighborhood collector without increasing the street's capacity or transferring traffic to other streets. The Project plan includes construction of sidewalks, bike lanes, a storm sewer system, and signal and street lighting upgrades. Phase I construction is scheduled to begin in 1996

Oaks Park Access Road Project
Since 1983, the SMILE neighborhood association has expressed concerns to PDOT about safety and congestion related to traffic destined to the Oaks Park area. Increased traffic volumes on Tacoma at the Sellwood Bridgehead have made left turn access to/from the Sellwood Bridge to destinations along the river bank difficult The increased congestion at this location has also impacted pedestrian and bicycle access to the bridge and river as well. City staff have proposed studying the feasibility of a new north-south access road between SE Spokane and Harney Streets adjacent to the railroad alignment This would allow right-turn access from both directions on Tacoma to the Oaks Park area

The project offers the potential to incorporate solutions to many of the problems addressed by the Sellwood Bridge/Sellwood Boulevard Project proposed by the McLoughlin Neighborhoods Project The new access road could include pedestrian and bicycle facilities that would address crossing problems at Tacoma

Street, and traffic diverters to restrict Sellwood Bridge-13th Avenue cut-through traffic

POLICY

Transportation

The purpose of this section is to review the 1983 draft McLoughlin Neighborhoods Project in relation to current City transportation policies The *Transportation Element* of the Comprehensive Plan is the policy document that serves as the City's principal decision making guide for all transportation planning and system management Public improvement projects, such as the McLoughlin Neighborhoods Project, are required to be reviewed for consistency with all relevant adopted street classifications and policies contained within the *Transportation Element*

Since the 1983 report, there have been a few notable changes to the Transportation Element policies and street classifications which are relevant to the Project As recommended in the 1983 report, the 1992 update of the Transportation Element (formerly the Arterial Streets Classifications Policy) changed the classification of 13th Avenue from Tacoma Street to Bybee Boulevard from a Local Service Street to a Neighborhood Collector This change reflects the functional reality of 13th Avenue as a link between the Eastmoreland Neighborhood, the Moreland Business District, and the Sellwood Bridge

Tacoma Street's traffic designation was also changed from a Major City Traffic Street to a District Collector, while the Sellwood Bridge's Major City Traffic Street designation remained the same Southeast District Policy No 14 SE Tacoma addresses the need for the reclassification in relation to desired land use development patterns and the functional importance of Tacoma as a link between Clackamas and Washington Counties until a new river crossing is built The policy also goes on to direct that committed McLoughlin Corridor projects, which include the McLoughlin Neighborhoods Project, should be completed to address existing, long standing problems

Southeast District Policies No 3 Milwaukie/17th Avenue, and No 7. Eastmoreland Neighborhood, are specifically related to projects contained within the McLoughlin Neighborhoods Project Policy No 3 Milwaukie/17th Avenue supports the adoption and implementation of the McLoughlin Neighborhoods Project to address non-local traffic on Milwaukie and 17th Avenues, while Policy No 7· Eastmoreland Neighborhood supports the work proposed in the McLoughlin Neighborhoods Project's Eastmoreland Project and completed as part of the Eastmoreland NTMP project

17th Avenue's designation as Bicycle Route and Pedestrian Path have also been modified To provide a more direct connection and improved mobility for north-

These improvements are also consistent with Policy 6 11 Pedestrian Network, which calls for adequate and direct connections between activity centers and transit service

Transit Policies

Two streets involved in the Project are classified as transit streets Milwaukie Avenue is a Major City Transit Street and 17th Avenue is a Minor Transit Street The improvements outlined in the 17th Avenue Project should have significant positive impact on the transit function of this street Bus travel times should increase as a result of reduced auto volumes, and pedestrian access to transit service should be enhanced by devices such curb extensions which improve pedestrian safety and mobility. Pedestrian improvements as part of the Milwaukie Pedestrian Project should enhance access to existing transit service for the same reasons

Bicycle Policies

All Project improvements should have the same positive affect on the bicycling environment as the pedestrian environment More specifically, excessive traffic incorrectly routed through the neighborhood currently consumes valuable right-of-way space and creates safety hazards for cyclists on 17th Avenue, the neighborhood's designated north/south Bicycle Route The removal of through traffic offers the opportunity for 17th Avenue to function as an high quality Bicycle Route, due to its proximity to Milwaukie Avenue commercial opportunities, but without the hazards of mixing with congestion and on-street parking activity that currently affects Milwaukie Avenue

Linn Street, which is also designated a Bicycle Route, serves as a link between 17th Avenue south of Tacoma to the Greenway Trail running along the Willamette River The Linn-Marion Street Project is designed to reduce cut-through traffic on this and other streets which should improve the street's ability to function as a Bicycle Route. These improvements are also consistent with Policy 6 12 Bicycle Network, which calls for bicycle facilities as part of all new transportation improvements.

PROGRAM AND FUNDING OPTIONS

FAIX (federal interstate withdrawal funds)

The FAIX fund originated in 1970's as part of the shifting of federal interstate dollars for the Mt Hood Freeway Project to transit system (Westside Light Rail Project) and arterial improvements The McLoughlin Boulevard Project has been funded by this money Funding for the McLoughlin Neighborhoods Project was included among the McLoughlin Boulevard Project FAIX funding, but has been substantially reduced due to delays related to the McLoughlin Boulevard Project

Currently, there is an insufficient amount of FAIX money to complete all of the elements identified in the McLoughlin Neighborhoods Project

Traffic Calming Program
The Traffic Calming Program (TCP), formerly the Neighborhood Traffic Management Program, was established to address traffic problems on Local Service Streets and Neighborhood Collectors The Program primarily focuses on traffic issues related to speeding and cut-through traffic Each year TCP has funding for approximately five projects Project proposals requests are ranked based on a variety of criteria, including volume, speed, and accident history, and are compared with other requests throughout the city SE 17th Avenue has received a high rank in the most recent TCP ranking, and as a result will be funded for project development and construction starting in fiscal year 1995/96

A new sub-program of the Traffic Calming Program is the School Safety Program The School Safety Program provides traffic management and calming devises for streets adjacent to elementary schools The criteria for project ranking and funding is currently being developed With its proximity to the Llewellyn School, the 14th Avenue Project is eligible for consideration as a School Safety Project

Capitol Improvement Plan (General Transportation Revenues)
The Capitol Improvement Plan (CIP) is the City's five year transportation budget document that identifies projects that are to be funded during the next five years The CIP reflects priorities and projects outlined the Public Facilities Plan (PFP), which is a long range budget planning document inventorying infrastructure projects needed to support build out of the Comprehensive Plan Projects included within the CIP are those which have ranked high based on a set of policy criteria, including economic development, neighborhood livability, safety, and modal goals Project development funding for McLoughlin Neighborhoods Project ranked 27th out the 80 projects in the current CIP for fiscal year 1995/96 Construction funding for any of the McLoughlin Neighborhood Project elements not funded by the other options will need to compete with all other capital projects for CIP general transportation revenue

Traffic Signal Program
There are two programs that have funding for improvements to the City's traffic signal system "Signal Safety Remodels" provides funding for remodeling signals at approximately 4-5 locations per year which have identified safety problems "Remodels for Maintenance" provides funding for approximately 1-3 locations per year that are in need of remodeling to signals which have long outlived their useful life Certain signalization elements of the McLoughlin Neighborhoods Program may be eligible for funding through either of these programs

SECTION III
RECOMMENDED IMPLEMENTATION STRATEGY

PROCESS

The conclusions of the technical and policy evaluation discussed in the previous section updated and verified the continued need for traffic management devises to address McLoughlin corridor traffic on neighborhood streets The following Recommended Implementation Strategy was developed to clarify the planning, timing (phasing), funding, approval processes, and program responsibilities to coordinate and move forward the conceptual solutions outlined in the Draft McLoughlin Neighborhoods Projects report to implementation

Phasing is a key component in the development of the Strategy The 1983 report allowed for phasing of projects due to various technical prerequisites, which since that time now have been completed However, phasing of elements within the McLoughlin Neighborhoods Project is still essential due to the current operating environment of constrained fiscal resources for transportation improvements which creates significant competition among projects City-wide A Technical Advisory Committee was assembled to review and recommend a strategy which would ensure the support and coordination from the City Bureaus The Strategy was then presented to interested and involved neighborhood organizations and groups for their review and input

The main goals of the Strategy are to

- Maximize the efficiency of project implementation,
- Assure coordination with other projects in the area,
- Achieve support from PDOT/City to complete the projects, and
- Provide public outreach - citizen involvement, distribution of information and consensus building

The structure of the Strategy is based upon the following four criteria

- Policy conformance and technical justification
- Neighborhood priorities, within the Project
- Availability of funds/cost and
- Complexity of work remaining

The "policy conformance and technical justification" criterion refers to both the updating process discussed in the previous section and also further specific analysis related to individual projects The first step in structuring a phasing plan requires that the specific problem each Project element was originally designed to address is still justified from a technical standpoint, and still complies with City

policy The previous technical and policy evaluation provided only verification of the general traffic conditions which were originally identified as responsible for the specific problems related to each Project element If further technical analysis shows updated traffic conditions associated with individual problems are no longer significant or substantially similar to the conditions analyzed in 1983, then these projects will be removed from further project development

The second criterion used for the phasing plan of elements contained within the Project is "neighborhood priorities". Through the identification and ranking of local transportation priorities by the neighborhood associations, new problems or issues not specified in the 1983 report were also identified For the purposes of developing the Strategy, these new problems and potential new projects will be assumed at this point as related to McLoughlin corridor traffic and have been preliminarily included within the scope of the Project's remaining work

However, prior to proceeding further on new projects, findings must be documented through technical and policy analyses that the recommended new projects comply with overall program goals of the McLoughlin Neighborhoods Project The new projects must be found to be related to corridor traffic infiltration on local streets or traffic diversion impacts related to other projects within the program If these proposed new projects are found to not qualify within the McLoughlin Neighborhoods Project, alternative planning and funding programs will be identified by the City The four new projects are.

- 14th Avenue north of Bybee cut-through traffic on local streets,
- 13th Avenue north of Rex Street speeding and pedestrian safety,
- Oaks Park Access Road park access, congestion, and pedestrian/bicycle safety related to Tacoma Street traffic, and
- Tacoma Corridor Plan. a multi-modal improvement plan for Tacoma with a focus on pedestrian accessibility and crossing issues

Additional new issues related to traffic conditions in the study area should be coordinated with all further work on the McLoughlin Neighborhoods Project, but studied and funded separately from this program

The third criterion, "availability of funds", refers to whether there is currently specified funding available to move individual projects forward, or whether a funding source needs to be determined This criterion reflects the need of a phasing element as part of the Strategy to address the general funding limitations of the City on an annual basis and the unpredictable nature of being able to commit resources over future multiple years.

The final criterion, "complexity of work remaining", pertains to the level of analysis required to evaluate the project design or to coordinate with other projects with difficult implementation issues. Some of the projects require extensive analysis, are

potentially inseparable from multiple other projects or are inseparable from other projects of significant scale in terms of cost or geographic extent

PHASING

Phase I Projects

- Milwaukie Pedestrian Project
- 17th Avenue Project

Construction of a key element of the Milwaukie Pedestrian Program, curb extensions at the Milwaukie-Bybee intersection, is already underway This Project has been able to move forward on its own, mainly due to the fact that completion of the Tacoma Street Overpass was not a prerequisite CIP funds have been used for design and construction Relative to other Projects within the McLoughlin Neighborhoods Project, the analysis and design work needed to complete the Milwaukie Pedestrian Program is minimal

The 17th Avenue Project is a major element of the McLoughlin Neighborhoods Project and has historically been identified as a top priority of the SMILE Neighborhood Association. The Project in concept has received one of the highest rankings among the current list of Traffic Calming Program candidate projects, and is funded as a TCP project to begin project development in FY '94-95. Because of the proximity and relationship between the problems being addressed in the 17th Avenue Project and Westmoreland Park Project, data needed for the Westmoreland Park Project will be collected concurrently with data collection for the 17th Avenue Project

Phase II Projects

- Sellwood Blvd. Area Project
- Brooklyn/McLoughlin Project
- Westmoreland Park Project
- 14th Avenue north of Bybee (new project)
- 13th Avenue north of Rex Street (new project)

Due to the localized nature of each of the above projects, additional data collection for problem verification and, if warranted, project development is needed While high priority projects for the neighborhoods, unlike the Phase I project listed above, none of the Phase II projects have a currently identified funding source The Sellwood Blvd Area Project consists of the local street elements of the Sellwood Bridge/Sellwood Blvd Area Project identified in the 1983 report Those elements of this former project that directly involve Tacoma Street are listed under Phase III but will likely be addressed through a separate and specific project development and funding process.

Phase III Projects

- Linn/Marion Project
- Eastmoreland Project
- Tacoma Corridor Plan and Project (new project)
- Oaks Park Access Road Project (new project)
- Arterial and signalization elements of other projects

The third phase contains those elements of the overall McLoughlin Neighborhoods Project which either entail considerably more technical analysis or policy analysis to verify, involve significant complexity for project development, are relatively expensive compared to other project elements or are significantly related to other large scale projects Two projects, Linn/Marion and Eastmoreland, have a lower priority compared to other projects The Linn/Marion Project is a Phase III project in order to accommodate new projects, 14th Avenue and 13th Avenue north of Rex Street, which are higher priority projects for the Sellwood-Moreland neighborhood The Eastmoreland Project has a lower priority within the program because of work already completed as part of the Eastmoreland NTMP Project, which addressed infiltration of non-local traffic on neighborhood streets

Except for the Linn/Marion and Eastmoreland Projects, it is likely that the remaining projects will require funding separate from the McLoughlin Neighborhoods Project program The Tacoma Corridor Plan is essentially a new project which contains the arterial elements of the Sellwood Bridge/Sellwood Blvd Area Project identified in the 1983 report plus other improvements that may be identified for Tacoma Street

IMPLEMENTATION

As stated above, the problems associated with each project, with the exception of the Milwaukie Pedestrian Project, will need to be first verified through additional specific technical and policy analysis Those projects which are verified will be moved forward to project development In the project development phase, the conceptual solutions proposed in the 1983 report will be considered along with new techniques

To efficiently implement the elements of the McLoughlin Neighborhoods Project, it is important to establish the role and responsibility of participating City agencies and neighborhood organizations Transportation Planning will retain overall responsibility for coordinating the implementation of all elements contained in the Strategy of the McLoughlin Neighborhoods Project, except the 17th Avenue Project, and will be the main contact between the neighborhoods and City The 17th

Avenue Project will managed and implemented through the process established by the Traffic Calming Program

Transportation Planning will be working closely with participating agencies, including the Bureau of Traffic Management and Bureau of Transportation Engineering Representative bodies from the Sellwood-Moreland (SMILE) and Brooklyn (BAC) neighborhood associations will be responsible for helping to coordinate and solicit citizen involvement at the neighborhood level, from business associations and other neighborhood based subgroups

Before construction of any Project elements can occur, approval from City Council of recommended designs is required. Any new projects that are identified in the study area after this Strategy is adopted by the City Council will be added to the McLoughlin Neighborhood Project and its funding program only upon an amendment of this program and Strategy by action of the City Council Findings must be developed to support any amendments of this program and Strategy

ORIGINAL PROJECTS

Milwaukie Pedestrian Project
The Milwaukie Pedestrian Project includes curb extensions at five other intersection locations in addition to the soon to be completed curb extensions at intersection of Milwaukie Avenue and Bybee Boulevard These additional locations, two in the Sellwood-Moreland neighborhood and three in the Brooklyn neighborhood, need to be verified given current land use and traffic conditions and neighborhood priorities. Remaining funds, with additional CIP dollars can also be used to finish the other curb extensions.

17th Avenue Project
Project development and construction of the 17thAvenue Project will be managed and funded by the Traffic Calming Program The originally recommended alternative will be reviewed along with new traffic management techniques for implementation Detailed data collection, including volume counts, turn movements, and origin-destination surveys, to determine the relationship between through and local traffic, will be needed to evaluate design alternatives in relation to such issues as diversion, emergency vehicle response, transit service, and pedestrian and bicycle access. Adjacent local streets will also need to be monitored for diversion to other local streets If diversion techniques are selected, they will be tested first before final construction begins

The Traffic Calming Program has a prescribed process for citizen involvement which includes public meetings, a working group for more active involvement in project development, balloting to gage support from adjacent property owners, and City Council review and approval of the proposed traffic calming plan

Linn-Marion Project:
Additional data collection will be needed to verify the current status of the problem If warranted, project development will design and evaluate alternatives to address cut-through traffic south of Tacoma Street. Issues to be addressed include access impacts to commercial land uses on 17th and 13th Avenues, access to the mixed uses along the waterfront and in the vicinity of the Sellwood Bridge and possible diversion of cut-through traffic to other local streets New volume counts, turn counts and an origin-destination analysis will be needed to assess impact of various alternative designs In addition, this project and its objectives will also be coordinated with project development for the proposed Spokane/Umatilla Bike Boulevard Project

A citizen involvement process that allows input from both affected property owners and the neighborhood association will need to be developed Funding for the Linn-Marion will come from the CIP funds established for the McLoughlin Neighborhoods Project

Brooklyn/McLoughlin Project
Additional data collection will be needed to verify the current status of the problem Data collection, including volume counts, turn counts, and a license plate survey, will be needed for verification and, if warranted, project development of alternatives to address cut-through traffic on the local streets between McLoughlin Boulevard and Milwaukie Avenue Issues to be addressed include how street closures affect access and circulation for local traffic A citizen involvement process that allows input from both affected property owners and the neighborhood association will need to be developed. Funding for the Brooklyn-McLoughlin Project will come from the CIP funds established for the McLoughlin Neighborhoods Project

Westmoreland Park Project
Data collection for problem verification will have been done as part of the 17th/ Milwaukie Avenue Corridor Project Project development, if warranted, will address issues related to traffic diversion, speeding, park access and parking circulation A citizen involvement process that allows input from both affected property owners and the neighborhood association also needs to be developed In that the local streets adjacent to the park's west edge are designated fire response routes, coordination with the Fire Bureau will be required Funding of the Westmoreland Park Project will come from the CIP funds established for the McLoughlin Neighborhoods Project

Sellwood Boulevard Area Project
The Sellwood Blvd Area Project consists of the local street elements of the Sellwood Bridge/Sellwood Blvd Area Project identified in the 1983 report, such as the 6th/Spokane diverter (and/or other projects which are needed to meet the same project objectives) Those elements of this former project that directly involve Tacoma Street, such as new signals on Tacoma are discussed under the Tacoma Corridor Plan and Project

This project should be coordinated with the Bike Boulevard Project proposed for Spokane Street and may be studied concurrently with the 14th Avenue 13th Avenue discussed under new Projects, if these projects are found to qualify and are added to the McLoughlin Neighborhoods Project A citizen involvement process that allows input from both affected property owners and the neighbor-hood association needs to be developed In that Sellwood Boulevard and 7th Avenue are designated fire response routes, coordination with the Fire Bureau will be required Funding for the Sellwood Blvd Area Project will come from CIP funds established for the McLoughlin Neighborhoods Project

Eastmoreland Project
Additional data collection, including volume counts and turn counts, will be needed to verify the current status of the problem If warranted, project development of an intersection design to encourage greater use of 39th Avenue will be developed with a citizen involvement process Funding will come from the McLoughlin Neighborhoods Project CIP funds

NEW PROJECTS

14th Avenue north of Bybee Boulevard
High volumes and speeds related to cut-through traffic using 14th Avenue to avoid the Milwaukie Avenue and Bybee Boulevard intersection has been identified by the neighborhood This street is adjacent to the Llwellyn Grade School, presenting pedestrian safety problems for children Data collection for problem verification and relationship to the McLoughlin Neighborhood Project goals and strategy criteria is needed, which will include speed and volume counts and an origin-destination analysis. If warranted for inclusion into the McLoughlin Neighborhoods Project, a citizen involvement program will need to be established In that 14th Avenue is a designated fire response route, coordination with the Fire Bureau will be required Funding will come from either CIP funds established for the McLoughlin Neighborhoods Project, or the School Safety Project, part of the Traffic Calming Program

13th Avenue north of Rex Street
This section of 13th Avenue has been identified by the neighborhood as a high speed location Data collection for problem verification and relationship to the McLoughlin Neighborhood Project goals and strategy criteria is still needed before the project can move forward to project development If warranted for inclusion into the McLoughlin Neighborhoods Project, a citizen involvement program will also need to be established Funding will come from either CIP funds established for the McLoughlin Neighborhoods Project or other traffic management funds

Oaks Park Access Road Project:
The Oaks Park Access Project is an identified project for inclusion in the CIP, but is not currently funded The project was proposed to improve traffic operations

related to access to and from Oaks Park, reduce traffic infiltration from park activities onto neighborhood streets and provide an improved pedestrian and bicycle route within the vicinity of the railroad right-of-way under the bridge The project will need to be coordinated with improvement plans for the Sellwood Bridge and Tacoma Street improvements near the bridgehead Initiation of this project may have to be deferred until completion of the Willamette Bridge Crossing Study by Metro Data collection and a citizen involvement program will need to be established as part of project development

Because of the complex project development and coordination issues associated with this project, and its high cost, it is recommended this new project be identified as a Phase III project and that the funding come from City CIP funds or regional funds separate from those established for the McLoughlin Neighborhood Project

Tacoma Corridor Plan

Pedestrian crossing improvements of Tacoma between 13th Avenue and the River has been identified by SMILE as the highest rated transportation priority in the neighborhood It is important that a plan of action be developed to address these issues in a comprehensive and coordinated manner This strategy recommends that a new project be identified called the Tacoma Corridor Plan and Project that will consist of a multi-modal master plan, or corridor study, for Tacoma Street

The Tacoma Corridor Plan and Project would consist of the various arterial street elements related to Tacoma found in the 1983 report on the McLoughlin Neighborhood Project These may include the proposed new signals at 6th and 8th (originally contained in the Sellwood Bridge/Sellwood Blvd Area Project), signal revisions at the intersections of Tacoma/13th Ave. and Tacoma/17th Ave (originally contained as part of the Linn/Marion Project) and the four lanes recommended for Tacoma between 17th and McLoughlin (originally contained as part of the 17th/Milwaukie Avenue Corridor Project)

These and any other improvements that are identified through this Plan for Tacoma would be subject to technical and policy verification and updating For example, Tacoma has been reclassified in the Transportation Element as a District Collector Street since the 1983 report Initiation of this project may have to be deferred until completion of the Willamette Bridge Crossing Study by Metro Data collection and a citizen involvement program will need to be established as part of project development

Because of the complex project development and coordination issues associated with this project, and its high cost, it is recommended that this new project be identified as a Phase III project and that the funding come from City CIP funds or regional funds separate from those established for the McLoughlin Neighborhood Project It is recognized that this project contains high priority elements, but at this point in time it may be beyond the scope and scale intended for the McLoughlin Neighborhood

Project and may receive more attention and compete for funding more successfully as a separate project

APPENDIX A

May 19, 1995

MEMORANDUM

TO McLoughlin Neighborhoods Project TAC

FROM Rich Newlands

SUBJECT: McLoughlin Neighborhoods Project: Modeling Results

The following is a summary of the EMM/2 transportation model results for the various select link analysises requested for the McLoughlin Neighborhoods Project. The purpose of the modeling was to update the origin and destination data used in the 1983 McLoughlin Neighborhoods Project report. The EMM/2 model could not update all of the data used in the 1983 report. First, the model is capable of only PM peak hour assignments. Secondly, the model's street network includes only collector streets and above; local street traffic volumes, origins and destinations cannot be determined.

The model is based on the City's Net93 model with 17 zone system, see attached map, similar to the one used in 1983 The geographic areas referred to in each of the summaries are based on the following grouping of zones·

	Zones
Study area	1
Eastmoreland	2
Clackamas Co.- Milwaukie	3,4
Clackamas Co.- S of 224/E of I-205	5,6
Inner SE Portland	7,8,9
Outer SE Portland	10
N/NE Portland, Clark Co.	11,12
Downtown	13
NW Portland	14,15
SW Portland	16,17

A total of 14 select link assignments were performed. For each select link assignment an origin and destination matrix and associated volume plot was produced to identify the distribution volumes and routing. The data for six locations was then summarized into the following tables. These six locations were selected as key locations within the study area for peak direction McLoughlin corridor traffic in the PM peak hour

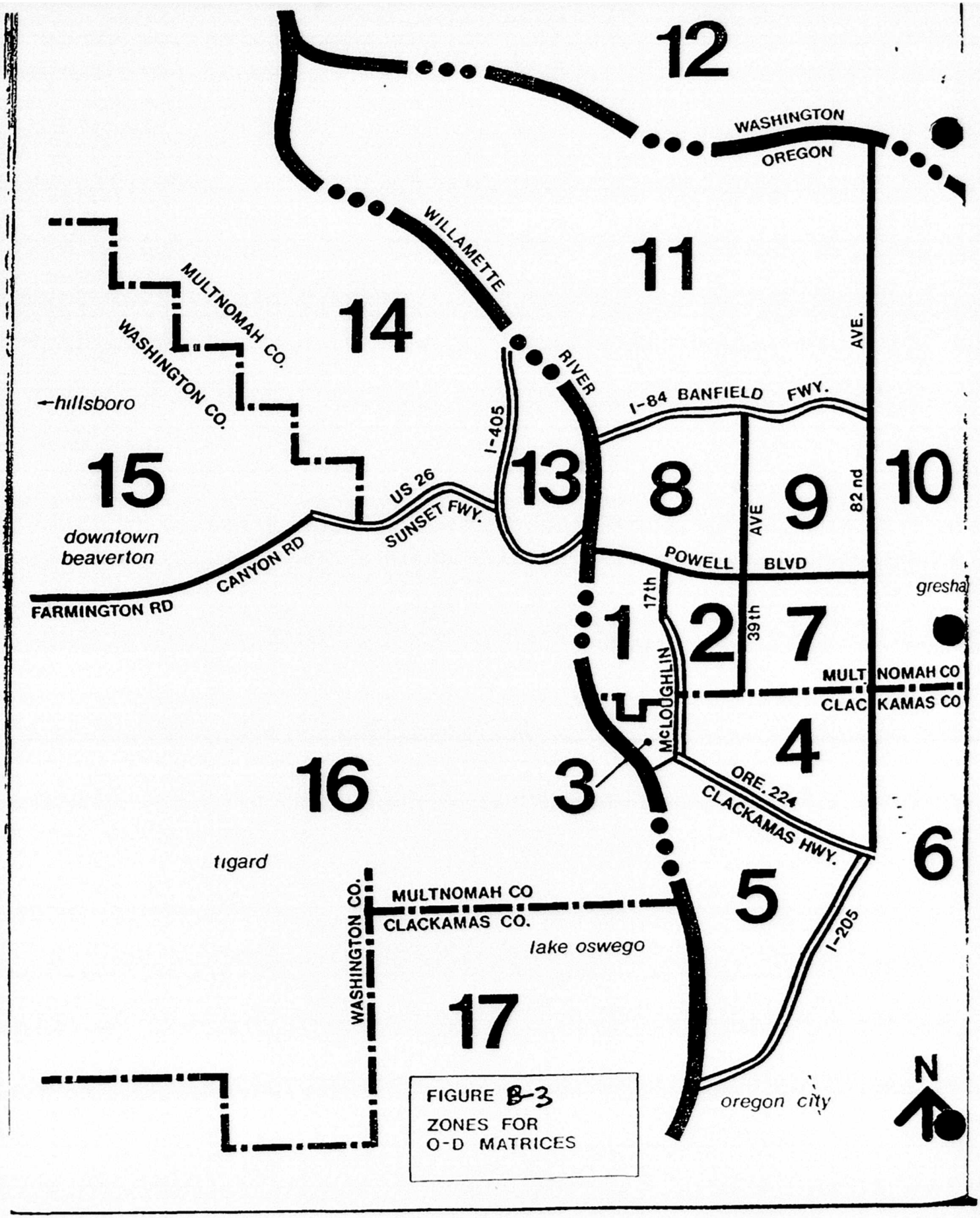


FIGURE B-3
ZONES FOR
O-D MATRICES

PM Peak Hour Select Link Data
McLoughlin Boulevard, south of Tacoma Street
southbound

Origins:

302	(10%)	Study area
2,594	(90%)	Outside Study area
2,896	100%	

872	(34%)	Downtown
625	(24%)	N/NE Portland, Clark Co
366	(14%)	NW Portland
315	(11%)	SW Portland
287	(11%)	Inner SE Portland
125	(5%)	Eastmoreland
154	(6%)	Inner SE Portland
2,590	100%	

Routes:

84%	McLoughlin Blvd
8%	Sellwood Bridge
3%	17th Ave.
4%	Other
<1%	Johnson Creek Blvd.
100%	

Destinations:

2,047	(71%)	Clackamas Co.- S of 224/E of I-205
818	(28%)	Clackamas Co.- Milwaukie
22	(1%)	SW Portland
8	(<1)	Outer SE Portland
2,895	100%	

PM Peak Hour Select Link Data
17th Avenue, North of Tolman St
southbound

Origins:

108	(22%)	Study area
384	(78%)	Outside Study area.
492	100%	

135	(35%)	N/NE Portland, Clark Co
106	(27%)	Downtown
51	(13%)	NW Portland
21	(5%)	SW Portland
74	(19%)	SE Portland
387	100%	

Routes

71%	McLoughlin Blvd.
15%	17th north of McLoughlin Blvd
14%	Other
100%	

Destinations:

297	(60%)	Study area
195	(40%)	Outside Study area:
492	100%	

87	(45%)	Clackamas Co.- S of 224/E of I-205
61	(31%)	Clackamas Co.- Milwaukie
20	(10%)	SW Portland
14	(7%)	Inner SE Portland
12	(6%)	Eastmoreland
194	99%	

Routes

48%	McLoughlin Blvd
15%	Johnson Creek Blvd.
15%	Bybee Blvd.
12%	17th Ave./south of Tacoma St
10%	Sellwood Bridge
100%	

PM Peak Hour Select Link Data
Milwaukie Avenue, north of Bybee Boulevard
southbound

Origins:

46	(6%)	Study Area
765	(94%)	Outside Study area:
811	(100%)	

294	(37%)	N/NE Portland, Clark Co
202	(27%)	Downtown
160	(19%)	Inner SE Portland
91	(12%)	NW Portland
13	(3%)	SW Portland
4	(1%)	Eastmoreland
764	(100%)	

Routes:

68%	McLoughlin Blvd
27%	Milwaukie Ave.
2%	17th Avenue
97%	

Destinations:

414	(51%)	Study Area
397	(49%)	Outside Study area:
811	(100%)	

280	(71%)	Clackamas Co.- S of 224/ E of I-205
92	(23%)	Clackamas Co.- Milwaukie
25	(6%)	SW Portland
397	100%	

Routes

43%	17th Avenue, south of Tacoma
14%	Bybee Blvd., N of Tacoma
3%	Johnson Creek Blvd.
3%	Sellwood Bridge
63%	

PM Peak Hour Select Link Data
Milwaukie and 17th Avenues combined, north of Bybee Boulevard
southbound

Origins:

154	(12%)	Study Area
1,149	(88%)	Outside Study area
1,303	(100%)	

429	(37%)	N/NE Portland, Clark Co
308	(27%)	Downtown
222	(19%)	Inner SE Portland
142	(12%)	NW Portland
34	(3%)	SW Portland
15	(1%)	Eastmoreland
1,150	(100%)	

Routes

73%	McLoughlin Blvd
21%	Milwaukie Ave
6%	17th Avenue

Destinations:

711	(55%)	Study Area
592	(45%)	Outside Study area:
1,303	(100%)	

367	(64%)	Clackamas Co.- S of 224/ E of I-205
153	(27%)	Clackamas Co.- Milwaukie
45	(8%)	SW Portland
12	(2%)	Eastmoreland
1,095	100%	

Routes

29%	17th Avenue, south of Tacoma
7%	McLoughlin Blvd
4%	Johnson Creek Blvd
3%	Sellwood Bridge
2%	Bybee Blvd , E of McLoughlin Blvd
45%	

PM Peak Hour Select Link Data
Sellwood Bridge
eastbound

Origins:

1,685	(100%)	Outside Study area	
	1,292	(77%)	SW Portland
	186	(11%)	Downtown
	150	(9%)	NW Portland
	54	(3%)	N/NE Portland, Clark Co
	1,682	(100%)	

Destinations:

489	(29%)	Study area	
1,196	(71%)	Outside Study area	
1,685	100%		
	389	(33%)	Clackamas Co.- Milwaukie
	575	(48%)	Clackamas Co.- S of 224/E of I-205
	105	(9%)	Inner SE Portland
	79	(6%)	Outer SE Portland
	46	(4%)	Eastmoreland
	1,194	(100%)	

Routes:

35%	17th Ave. south of Tacoma
12%	McLoughlin Blvd
14%	Johnson Creek Blvd
10%	Bybee Blvd.
71%	

PM Peak Hour Select Link Data
Bybee Boulevard, east of the McLoughlin Overpass
eastbound

Origins:

434	(39%)	Study Area
674	(61%)	Outside Study area.
1,108	(100%)	

218	(32%)	SW Portland
100	(15%)	NW Portland
135	(20%)	N/NE Portland, Clark Co
137	(20%)	Downtown
26	(4%)	Clackamas Co - S of 224/E of I-205
20	(3%)	Clackamas Co - Milwaukie
42	(6%)	Inner SE Portland
674	(100%)	

Routes

43%	McLoughlin Blvd
14%	Sellwood Bridge
4%	17th Ave , S of Tacoma
61%	

Destinations:

352	(32%)	Inner SE Portland
369	(33%)	Eastmoreland
275	(25%)	Outer SE Portland
86	(8%)	Clackamas Co.- Milwaukie
24	(2%)	N/NE Portland, Clark Co
1,108	(100%)	

PM Peak Hour Select Link Data
17th Avenue, south of Tacoma Street
southbound

Origins:

153	(14%)	Study Area	
942	(86%)	Outside Study area	
1,095	(100%)		
	410	(44%)	SW Portland
	230	(24%)	Downtown
	128	(14%)	N/NE Portland, Clark Co
	109	(10%)	NW Portland
	54	(6%)	Inner SE Portland
	10	(1%)	Eastmoreland
	942	(100%)	

Routes

54%	Sellwood Bridge
21%	McLoughlin Blvd, E of 17th Ave
10%	Milwaukie Ave., N. of McLoughlin
1%	17th Ave., N of McLoughlin
86%	

Destinations:

813	(74%)	Clackamas Co.- S of 224/E of I-205
266	(24%)	Clackamas Co.- Milwaukie
4	(<1%)	Southwest Portland
13	(1%)	Outer SE Portland
1,095	100%	

S · M · I · L · E

SELLWOOD MORELAND IMPROVEMENT LEAGUE
8210 S E 13TH AVENUE • PORTLAND OR 97202
STATION (503) 234-3570 • CHURCH (503) 233-1497

July 20, 1995

Rich Newlands
Transportation Planner
Portland Department of Transportation
1120 S W 5th, Room # 702
Portland, OR 97204

Dear Mr Newlands

On June 21, 1995 at a regularly scheduled board meeting, the board of directors in attendance unanimously accepted the status report and implementation strategy of the McLoughlin Neighborhoods Project

I apologize for the delay in this notification, the lame excuse for which is that I left for vacation shortly thereafter

Very truly yours,

Herbert O Crane
President

cc Tracy Hanthorn

35433

RESOLUTION No

Adopt the McLoughlin Neighborhoods Project Status Report and Implementation Strategy (Resolution)

WHEREAS, the Metropolitan Service District's (Metro) 1980 Southern Corridor Study identified the need for highway and transit improvements on McLoughlin Boulevard to accommodate future travel demand; and

WHEREAS, the Southern Corridor Study also identified the need to mitigate the infiltration of traffic on neighborhood streets caused by congestion on McLoughlin Boulevard, and

WHEREAS, the Oregon Department of Transportation (ODOT) developed the McLoughlin Boulevard Project to address the highway improvements needed to provide sufficient capacity to accommodate future travel demand in the Southern Corridor; and

WHEREAS, the McLoughlin Boulevard Project improvements were also designed to accommodate traffic currently using neighborhood streets as alternate routes to McLoughlin Boulevard; and

WHEREAS, it is assumed in the McLoughlin Boulevard Project Final Environmental Impact Statement that improvements to neighborhood streets to discourage through traffic will be implemented to support mitigation of corridor traffic infiltration on neighborhood streets; and

WHEREAS, the City of Portland developed the Draft McLoughlin Neighborhoods Project in 1983 to design the local streets improvements conceptual identified in the McLoughlin Boulevard Project; and

WHEREAS, the Portland City Council resolved to adopt the McLoughlin Corridor Improvement Program on February 12, 1986 (Resolution No. 34033, outlining the phasing of the McLoughlin Boulevard Project, which also included the directive to City staff to complete the McLoughlin Neighborhoods Project and that the improvements be phased with the McLoughlin Corridor Improvement Plan; and

WHEREAS, implementation of the McLoughlin Neighborhoods Project has had as a prerequisite the completion of Phase I of the McLoughlin Boulevard Project, the Tacoma Street Overpass; and

WHEREAS, legal and technical issues related to the design of the Tacoma Overpass has stalled its completion until this year; and

WHEREAS, because of the delays related to the Tacoma Street Overpass, the original McLoughlin Neighborhoods Project report findings and recommendations are over ten years old and in need of updating to reconfirm the then identified traffic infiltration problems, and changes in transportation policies and available resources; and

WHEREAS, the McLoughlin Neighborhoods Project Status Report and Implementation Strategy has updated traffic and land use conditions within the study area, relevant policies, and confirms that the same general issue of McLoughlin corridor traffic impacting neighborhood streets remains a problem; and

WHEREAS, City and regional policies support the use of traffic management devises to discourage through traffic infiltration, improve pedestrian and bicycle mobility and safety, transit accessibility, and preserve neighborhood livability; and

WHEREAS, the Sellwood-Moreland Improvement League (SMILE) neighborhood association has passed a resolution in support of the status report and proposed implementation strategy; and

NOW, THEREFORE, BE IT RESOLVED THAT:

The Portland City Council recommends the adoption of the McLoughlin Neighborhoods Project Status Report and Implementation Strategy.

Adopted by the Council. AUG 0 9 1995

BARBARA CLARK
Auditor of the City of Portland
By Britta Olson
Deputy

1344

Agenda No

TIME CERTAIN

RESOLUTION NO. 35433

Title

Resolution

Adopt the McLoughlin Neighborhoods Project Status Report and Implementation Strategy
(Resolution)

INTRODUCED BY Commissioner Blumenauer	Filed
	Barbara Clark Auditor of the City of Portland
NOTED BY COMMISSIONER	By Cay Kershner Deputy
Affairs	
Finance and Administration	
Safety	
Utilities	
Works EB/jp	For Meeting of
BUREAU APPROVAL	
Bureau Transportation Planning	Action Taken
Prepared By Date Rich Newlands, PDOT June 30, 1995	____ Amended ____ Continued to ____
Budget Impact Review ____ Completed X Not Required	
Bureau Head. Felicia Trader	

AGENDA		FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS		
				YEAS	NAYS
Consent	Regular X	Blumenauer	Blumenauer	✓	
NOTED BY		Hales	Hales	✓	
City Attorne		Kafoury	Kafoury	—	
City Auditor		Lindberg	Lindberg	✓	
City Engineer		Katz	Katz	✓	