

August 25, 2010

CITY OF FOREST GROVE TRANSPORTATION SYSTEM PLAN UPDATE

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ISSUE STATEMENT: The 2010 Transportation System Plan has been completed and is being submitted to the planning commission for approval.

BACKGROUND/UPDATE: Oregon Administrative Rule (OAR) 660-012-0015(3) requires cities to prepare a Transportation System Plan (TSP). The City adopted its first Transportation System Plan in 1999. The City pursued an update of the TSP due to efforts to update the Regional Transportation Plan (RTP) by Metro. Since May of 2007, Forest Grove City Staff and DKS and Associates have been working to develop a new TSP to replace the 1999 TSP, to address current problem areas, keep consistent with recent growth trends in the city and other transportation planning efforts in the region. This effort was done in conjunction with the Oregon Department of Transportation (ODOT), Washington County, local industries, TriMet, Metro, City Council, Planning Commission, Community Open House Sessions and a Project Advisory Committee (PAC).

Major outcomes of the TSP update include the following changes:

- Extends the planning horizon to 2030.
- Identifies the most valuable transportation system improvements that can be reasonably funded over the next 20 to 25 years.
- Refreshes the capital project list for all transportation modes.
- Development of a plan (Access Management Plan or AMP) to enhance local access and mobility along Highway 47.

A summary of new issues and solutions since 1999 Transportation System Plan are attached.

The TSP also addresses goals and policies related to pedestrian circulation systems, bicycle network, transit service, roadway network and access management, financing and implementation.

Multiple criteria were considered in making decisions throughout the TSP update process including projects previously identified in coordination with other agencies, existing needs, demonstrated future needs, cost-effectiveness and financial constraints, conformance with Statewide Planning Goal 12 (Transportation), Compliance with Oregon Transportation Planning Rule (OAR 660-012), consistency with Oregon Highway Plan, and compliance with Metro Regional Transportation Plan.

One critical requirement of the OAR's (OAR Section 660-12-0040) is that the TSP must determine the rough costs of proposed projects. These costs are intended to provide an estimate of the fiscal requirements to support the land uses in the acknowledged comprehensive plan and allow jurisdictions to assess the adequacy of existing and possible alternative funding mechanisms. Thus, the TSP identifies the projects and programs that provide the greatest benefit to the transportation system through the available funding resources, and reasonably likely to be funded (Revenue Forecast Scenario Plan). All other identified projects can continue to be recognized (Preferred Plan), meaning if unanticipated funding sources become available, they may still be pursued for implementation. Attached is a map and table summarizing recommended projects and a funding framework.

Draft copies of the TSP were submitted for review to DLCD and Metro on July 22nd. Pursuant to ORS 197.610 and Metro Code Section 3.07.820, the City must distribute the proposed TSP to the state and regional agencies for review 45 days prior to the Planning Commission hearing on September 7th. This requirement has been met. Attached to this staff report are comments received from Metro. Staff will distribute the ODOT comments at the hearing.

The most significant comment was received from ODOT. The agency has concerns with deficiencies and proposed intersection improvements at Yew/Adair/Baseline. The Project Advisory Committee (PAC) was aware of ODOT's position, but also wanted a more short-term solution as proposed with adding a signal at Yew/Adair. The PAC felt the extension of Mountain View would be difficult to construct in the short term and deferred as a long-term solution to be studied further. Staff is prepared to discuss this issue during the meeting. Planning Commission will need to factor in a response to this letter of concern as part of the recommendation to City Council. It should be noted that the short-term signal improvement is inconsistent with the State Highway Plan. As such this item could be appealed to LUBA.

The comment received from Metro is that several of the projects proposed for the financially constrained list is not listed as such with the RTP. Because the city's TSP must be consistent with the RTP (OAR 660-12-0016(1)), the City will be required to request an amendment to the RTP to put the City's priority projects in the RTP financially constrained list. The following two lists indicate projects on the City's TSP which are not on the RTP financially constrained list. These projects will need to be added to the RTP list. To accomplish this objective, the second list indicates those projects on the RTP financially constrained list that does not appear on the City's TSP financially constrained list. The intent would be to remove these projects from the RTP financially constrained list but retain them in the RTP as not financially constrained. As can be seen from the tables, the total cost of the projects to be added are \$15.8 million while the cost of the projects to be removed are \$18.4 million. Thus, it will be likely that the RTP can be amended to accommodate these changes.

PROJECTS NOT ON THE FINANCIALLY CONSTRAINED RTP

Project Name	Description	Purpose	Metro Project ID	Cost Estimate
David Hill Road Extension	Construct new roadway from existing terminus to Highway 47	Improve connectivity and balance circulation.	10772	\$7.10
Highway 47 / Pacific Avenue Intersection Improvements*	Additional channelization, crosswalk, and traffic signal modification at intersection. Specific improvements may be modified at a future date.	Improve access and mobility. Improve substandard turn radius and pedestrian crossing.	10780	\$4.10
Martin Rd. / Highway 47 Intersection Improvements*	Construct improvements (e.g. round-about) at Highway 47 intersection with Holladay Street Extension, Martin Road, and 23rd Ave. Extension	Improve operational deficiencies. Improve access and mobility.	10780	\$1.50
Hwy 47 and B Street Intersection Improvements*	Construct improvements (e.g. traffic signal.)	Improve operational deficiencies.	10780	\$0.30
Fern Hill /Maple Street / Highway 47 Intersection Improvements*	Construct improvements (e.g. traffic signal) at Highway 47 intersection with Maple Street / Fern Hill Road, including interconnect with rail crossing	Improve operational deficiencies.	10780	\$1.30
Hwy 47 and Purdin Rd Intersection Improvements*	Construct improvements at Highway 47 (e.g. round-about) to connect Purdin Road and Verboort Rd.	Improve operational deficiencies.	10780	\$1.50
			Sub Total	\$15.80

PROJECTS ON THE FINANCIALLY CONSTRAINED RTP NOT IN TSP CONSTRAINED LIST

Project Name	Description	Purpose	Metro Project ID	Cost Estimate
Thatcher/Gales Creek	Re-align Thatcher Road at its intersection with Gales Creek Road.	Eliminate substandard angles and improve intersection spacing. Improve access to labor markets and trade areas.	10773	\$3.60
Heather Industrial Connector	Extend westerly from existing terminus to connect to Hwy 47 and the City of Cornelius.	Improve connectivity and balance circulation.	10778	\$5.80
West UGB Trail	Multi-use trail.	Complete gap in system and improve safety and access to town center.	10781	\$3.10
A Bicycle / Pedestrian	Multi-use trail.	Complete gap in system and improve safety and access to town center.	10783	\$1.00
David Hill Bicycle Pedestrian	Multi-use trail.	Complete gap in system and improve safety and access to town center.	10784	\$4.90
			Sub Total	\$18.40

Next steps on the TSP update are a work session with City Council followed by a public hearing with City Council. Also, a future near-term update to the TSP will be required to include an amendment to comply with Metro Regional Transportation Functional Plan by 2013 and to reflect changes resulting from the Comprehensive Plan Periodic Review Land Use Concept.

RECOMMENDATION: Staff recommends that the Planning Commission approve the TSP update with specific direction on changes or no change for proposed improvement plans to Yew/Adair/Baseline.

New Issues and Solutions Since 1999 Transportation System Plan

Current Conditions (2007)

Total traffic volumes in and out of the city are slightly higher than the levels observed in 1998. Roughly 68,000 vehicle trips are made on a daily basis. The highest traffic volumes and commute hour delays were observed at the intersection of Highway 8 (Pacific Avenue) and Highway 47 (Quince Street).

Bike and pedestrian activity is most concentrated near the city's schools and the university. Facilities for walking are generally provided on arterial and collector roadways, but designated bike facilities are generally limited to state highways or recent street improvement projects (e.g., Sunset Drive, David Hill Road). On the great majority of city streets, bike riders share the roadway with motor vehicle traffic.

Future Conditions (2030)

Land use forecasts show a growth rate between 1 and 2 percent annually for employment and housing in Forest Grove. The highest level of housing growth is in the central city, south of Highway 8 and in the northwest neighborhoods. The highest employment growth is expected in the central city north of Highway 8. Travel activity that starts or ends within Forest Grove is estimated to increase by 35%. It is expected that a higher share of city residents will work locally, and a higher share of local trips will be made by walking and biking.

Several multi-modal street improvements have already been programmed for construction by 2030 that will help to serve the city as it grows (refer to Table 4-3 for details). Notable projects include the extension of David Hill Road to Highway 47, the Heather Street Industrial Connector, the study of extending High Capacity Transit to Forest Grove, and trail improvements.

Transportation Master Plans

For each travel mode, a comprehensive master plan list of projects was developed to provide safe and convenient access throughout the city as it grows. These projects are in addition to the committed projects noted above. For a complete description refer to Chapter 5, 6, 7 and 8 in the Transportation System Plan. In brief, they include:

- Pedestrian master plan – filling in gaps in key sidewalk segments, improvement crossing safety, extending local trail systems, developing a Safe Routes to School program and upgrading routes to comply with ADA requirements.

- Bicycle master plan – restriping high traffic volume routes to provide bike lanes, constructing shoulder bikeways, enhancing selected grid streets to bike boulevards, and signing and routing improvements.
- Transit master plan – support study and development of MAX light rail, enhance bus stops, implement transit signal priority, improved major transit stop access, and initiating local transit services.
- Roadway plan – includes all previous street projects, plus it adds a new east-west collector street in industrial area (Holladay Street), extends Mtn. View Lane, and various intersection improvements.

Several locations are recommended for further study to better sort out a solution. These locations included:

- The northeast industrial area bounded by Highway 47 and Highway 8 needs a long-term access plan to state facilities and further evaluation of local circulation improvements to serve freight traffic and expected growth in local trips.
- In addition, pedestrian access and safety across state highways along these frontages need further review.
- In particular, the planned westerly extension of 24th Avenue across Highway 47 (accordingly to adopted 1999 TSP) needs to be revisited to see if alternate connections provide better regional service (e.g., Martin Road).

Transportation Funding

The City is estimated to collect approximately \$51.85 million over the next 22 year planning horizon of this TSP update. A little more than half of that amount is dedicated to street facility maintenance and repair, which leaves about \$22 million for city-funded improvements. Other funds beyond this level can be had through state and federal grants, but for programming purposes, the target was set at \$22 million.

Of all the master plan projects and programs, the highest value projects were selected that could be implemented within the \$22 million. This high priority list consists of 14 projects including, David Hill Road Extension, Highway 47 / Pacific Avenue Intersection Improvements, Martin Rd. / Highway 47 Intersection Improvements, Hwy 47 and B Street Intersection Improvements, and Fern Hill / Maple Street / Highway 47 Intersection Improvements. Refer to Table 10-3 for details. The city is not restricted from funding or advancing other preferred projects on the master plan list.

To build more projects, more funding is required. Suggestions are made that the city could consider to accelerate the construction of master plan projects including:

- Local gas tax
- Street utility fee
- Urban Renewal District

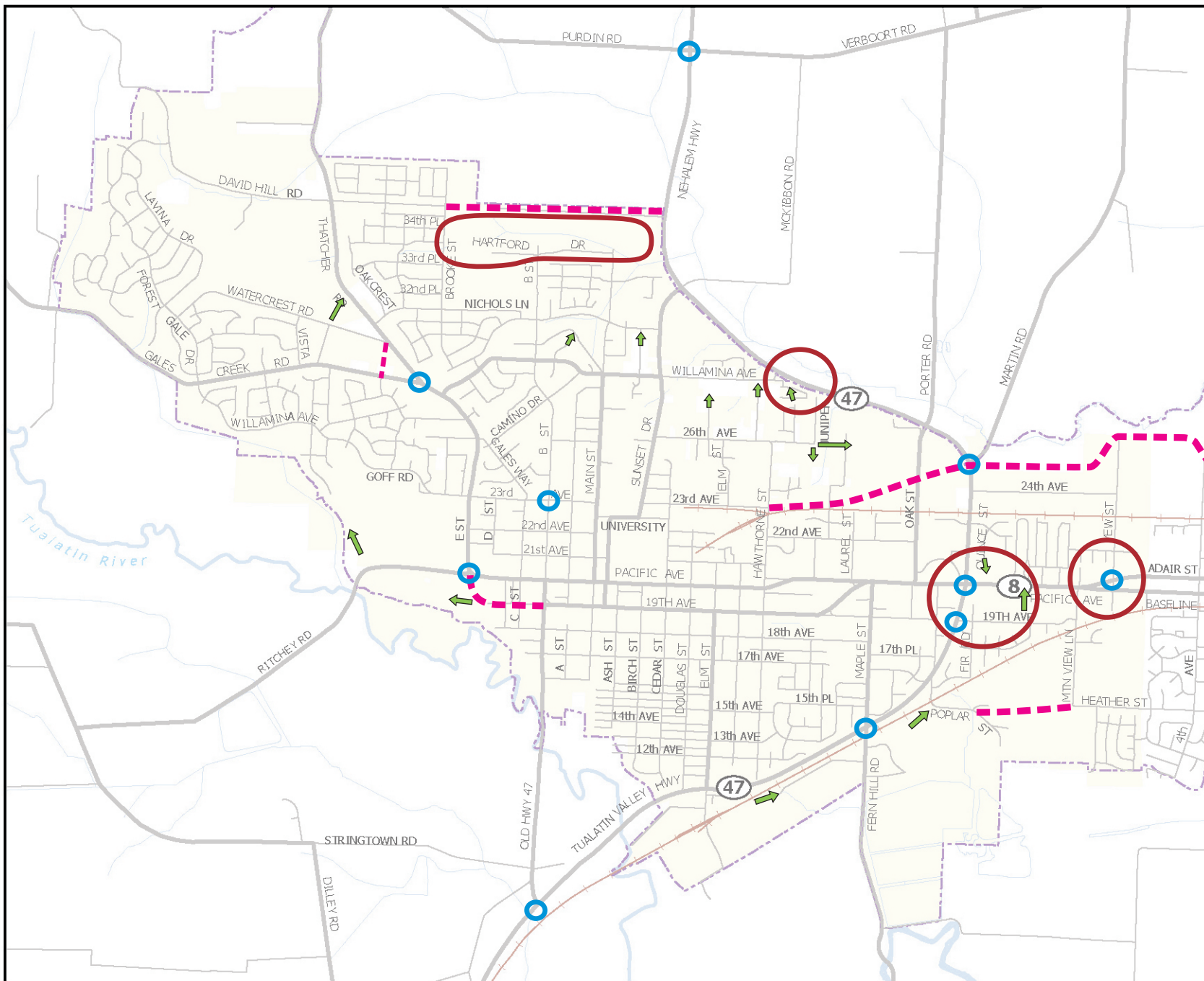
Transportation System Plan

Legend

-  Future Study Area
-  Water
-  City Limits
-  Urban Growth Boundary
-  Proposed Roadway *
-  Proposed Intersection Improvement
-  Proposed Local Street Connection

* Road alignments are conceptual. Further study required.

DKS Associates
TRANSPORTATION SOLUTIONS



**FIGURE
8-6**

PREFERRED PLAN ROADWAY NETWORK

0 0.25 0.5 1 Miles



Revenue Forecast Scenario Plan Projects (2009 Dollars - Millions)								
Line #	Name	Description	Purpose	Jurisdiction Owner/Operator	Metro Project ID****	Financially Constrained/R easonably Likely to be funded	Total Cost	City Funds
1	David Hill Road Extension	Construct new roadway from existing terminus to Highway 47	Improve connectivity and balance circulation.	City	10772	Yes	\$7.10 ***	\$3.50
2	Highway 47 / Pacific Avenue Intersection Improvements*	Additional channelization, crosswalk, and traffic signal modification at intersection. Specific improvements may be modified at a future date.	Improve access and mobility. Improve substandard turn radius and pedestrian crossing.	ODOT	10780	Yes	\$4.10 **	\$2.00
3	Martin Rd. / Highway 47 Intersection Improvements*	Construct improvements (e.g. round-about) at Highway 47 intersection with Holladay Street Extension, Martin Road, and 23rd Ave. Extension	Improve operational deficiencies. Improve access and mobility.	ODOT	10780	Yes	\$1.50 **	<\$0.10
4	Hwy 47and B Street Intersection Improvements*	Construct improvements (e.g. traffic signal.)	Improve operational deficiencies.	ODOT	10780	Yes	\$0.30 **	<\$0.10
5	Fern Hill /Maple Street / Highway 47 Intersection Improvements*	Construct improvements (e.g. traffic signal) at Highway 47 intersection with Maple Street / Fern Hill Road, including interconnect with rail crossing	Improve operational deficiencies.	ODOT	10780	Yes	\$1.30 **	\$0.40
6	23rd Avenue Extension	Extend from Hawthorne Avenue east to Highway 47.	Improve connectivity and balance circulation. Improve access to industrial areas.	City	10774	Yes	\$18.60 **/***	\$5.60
7	Highway 8 / Pacific Ave. / 19 th Ave. Improvements*	Retrofit street with boulevard design from B Street to City Limits	Improve safety and modernization.	City & ODOT	10779	Yes	\$15.00 **/***	\$2.40
8	Thatcher Road Realignment	Realign intersection at Thatcher Road at Gales Creek Road	Eliminate substandard angles and improve intersection spacing. Improve access to labor	City & Washington County	NA	Yes	\$4.50**/****	\$2.00
9	High Capacity Transit Expansion	Analysis for proposed extension of light rail service from Hillsboro to Forest Grove.	Improve transit access to West Washington Co., connect the Pacific University campuses in Hillsboro and Forest Grove, accommodate growth with less traffic, encourage transit oriented development, supplement and relieve Hwy. 8, and reduce oil dependency.	TriMet	10771	Yes	\$2.20 **	\$1.24
10	Council Creek Trail	Multi-use trail from Hillsboro to Banks. PE Project multi-use trail from the end of the Westside MAX light-rail line in Hillsboro, through Washington County, the City of Cornelius, the City of Forest Grove, the City of Banks, connecting to the Banks-Vernonia State Trail, with an additional short trail extension south connecting to the Tualatin River.	Complete gap in system and improve safety and access to Cities.	TBD	10806	Yes	\$5.00 **	\$1.10
11	Bike Lanes and Sidewalks	Address various network gaps within City	Complete gap in system and improve safety and access to town center	City	10782	Yes	\$3.60 **	\$2.00
12	E St. / Pacific Ave. / 19th Ave. Intersection	Extend 19th Avenue west and connect to E Street and Pacific Avenue with round-about.	Improve connectivity and balance circulation.	City	10775	Yes	\$6.00 ***	\$1.80
13	23rd Avenue / B Street Intersection Improvements	Add stop signs on 23rd Avenue approaches and/or warning signs on B Street ahead of stop signs to address high crash rate at the intersection	Safety Improvement to reduce crash rate	City	NA	Yes	<\$0.10	<\$0.10
14	Hwy 47 and Purdin Rd Intersection Improvements*	Construct improvements at Highway 47 (e.g. round-about) to connect Purdin Road and Verboort Rd.	Improve operational deficiencies.	ODOT	10780	Yes	\$1.50 **	<\$0.10
SUB TOTAL:							\$70.2M	\$22.44M
Notes: *Project would require ODOT approval. **Partially or fully funded by jurisdictional agency (i.e. TriMet, ODOT, Washington County or Metro) ***Partially or fully funded by private development exactions. **** Included in the financially constrained project list of the Regional Transportation Plan (RTP) update. Estimated share of City Cost provided by City of Forest Grove.								
Other Preferred Transportation Projects and Programs								
15	Heather Industrial Connector	Extend from western terminus in the City of Cornelius to Highway 47.	Improve connectivity and balance circulation.		10778		\$7.20	
16	Holladay Street Extension (East)	Construct new collector from City Limit to 4 th Avenue intersection in Cornelius	Improve local system connectivity.		10795		\$3.80	
17	Holladay Street Extension (West)	Construct new collector from City Limit to Martin Road/Highway 47 Intersection	Improve local system connectivity.		10795		\$4.00	
18	19th Avenue / Highway 47 Intersection Improvements***	Restripe 19th Avenue approach at Highway 47 to include separate lanes for left and right turns.	Improve operational deficiencies.		10780		<\$0.10	
19	Yew Street / Adair Street Intersection Improvements***	Construct improvements (e.g. traffic signal)	Improve operational deficiencies.		NA		\$2.50	
20	Overnight Truck Parking	Location to be determined	Develop plan for overnight truck parking.		NA		<\$0.10	
Notes:							TOTAL:	\$88.40M