

Appendix 6: Transportation

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Introduction

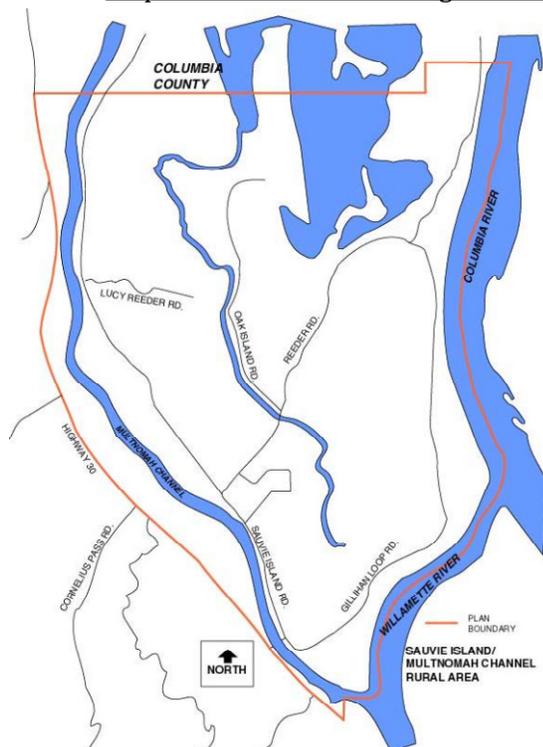
As described on the Multnomah County website:

The Sauvie Island/Multnomah Channel Rural Area includes those portions of Sauvie Island and the Multnomah Channel within Multnomah County. The Plan Area is bounded by U.S. Highway 30 on the west, Columbia County on the north, the Columbia River on the east, and the Willamette River and the city of Portland on the south. The area is dominated by agricultural uses and a wildlife refuge, with various water-related uses on and along Multnomah Channel, ranging from protected wetlands to marinas.

Appendix 6 – Transportation System Plan Background Report is the seventh of a series of topic-specific background documents that are intended to serve as the factual and analytical basis for the 2013-2014 update of the *Sauvie Island – Multnomah Channel Rural Area Plan and Transportation System Plan* (SIMC Plan). Appendix 6 addresses the transportation system in the SIMC planning area.

Maps 1 and 2 below show SIMC Planning Area. Map 1 is taken from the 1997 SIMC Plan. Map 2 shows a 2012 aerial photo of the SIMC Planning Area.

Map 1. 1997 SIMC Planning Area



Map 2. 2012 Aerial Photo



Context

The transportation system of Sauvie Island and the Multnomah Channel serves and supports a number of different transportation modes for the area. These modes include motor vehicles, bicyclists, pedestrians, horses and farm equipment. As part of the scoping process for the update a number of concerns were raised regarding safety, conflicts between modes, and increased traffic and demand on the transportation system. The issue of “cumulative impacts” from increased tourism and recreational use of the Island was especially a focus of discussion of transportation issues at the Transportation Subcommittee and CAC level. The proposed policies are intended to address cumulative impacts from the transportation perspective.

The transportation system in the area consists of a series of roads that serve a variety of uses. The area is dominated by agricultural uses and a wildlife refuge, with various water-related uses on and along Multnomah Channel ranging from protected wetlands to marinas. The Sauvie Island Road system is largely served by a main loop made up of a Rural Collector road system. They are Gillihan Rd, Reeder Rd, and Sauvie Island Rd. Rural Collector roads distribute traffic over large areas and generally connect to urban streets or rural arterials. They also provide for necessary truck transport (agriculture, timber or minerals) out of rural areas. All other roads in the Sauvie Island/Multnomah Channel Rural Area are Rural Local roads. Local roads provide access to abutting land uses and are generally low traffic volume and low speed facilities. All road access to Sauvie Island runs across the Sauvie Island Bridge, which crosses Multnomah Channel near the south end of the island.

Access to properties along the Channel mainly comes off US Highway 30 which is an Oregon Department of Transportation (ODOT) facility. These roads are mainly classified as Rural Local or Local Roads and mainly serve the adjacent land uses. These roads include: Wapato Drive, Burlington Drive, Wapato Avenue, and Lower Rocky Point Road. County standards for Rural Collector roadways include two 12-foot travel lanes and two 8-foot paved shoulders. Gillihan Rd, Reeder Rd and Sauvie Island Rd are not currently constructed to the County standards for Rural Collector roads. While right-of-way is owned to accommodate these standards, there are no plans to reconstruct the roadways. Widening the paved surface would require extensive fill to widen the dike to accommodate an additional 16 feet for paved shoulders.

Acknowledgments

Appendix 6 resulted in large part from the work and recommendations of the SIMC Community Advisory Committee (CAC), the SIMC Technical Advisory Committee (TAC) and most particularly the Transportation Subcommittee, comprised of select CAC and TAC members who expressed an interest in and knowledge of the complex issues addressed in this report. Subcommittee members who actively participated in the preparation of this appendix include the following:

CAC Subcommittee Members

- Ericka Dickey-Nelson
- Martha Berndt
- Stephan Morris

- Julie Samples

TAC Subcommittee Members

- John Niiyama, Multnomah County Road Services, Maintenance
- Brian Vincent, Multnomah County Road Services, Engineering
- Katherine McQuillan, Multnomah County Transportation Planning
- Ross Kevlin, ODOT Region 1
- David Lanning, ODOT Rail
- Ben Baldwin, TriMet

The process leading up to these recommendations is documented in Section 6 of this report.

Relation of Appendix 6: Transportation to the SIMC Plan

The SIMC Plan itself will include a vision statement, plan policies and implementation strategies, plan and zoning maps, and land use regulations for the entire SIMC planning area. The SIMC Plan will also include basic explanatory text and tables, as well as composite inventory maps – but the detailed substantive and procedural information leading up to the adoption of the SIMC Plan is found in the series of appendices listed below. To become effective, the SIMC Plan must be “acknowledged” as complying with all fifteen applicable statewide planning goals; findings documenting compliance with these goals is found in Appendix 7.

The nine appendices listed below will provide the detailed inventory information and analysis, consideration of alternative policy choices, explanation of the reasons for ultimate policy choices, and documentation of the robust community engagement effort that culminated in plan adoption. Section 7 of this document includes a complementary Multnomah Channel vision statement, draft policies and implementation for the Multnomah Channel area that will be incorporated (in some form) into the final SIMC Plan.

Unlike the SIMC Plan, the appendices (background reports) are not intended to serve as policy documents in themselves – but do provide the information required by Statewide Planning Goals 1 (Citizen Involvement) and 2 (Land Use Planning) necessary to support the County’s ultimate policy choices.

- Appendix 1: *SIMC Scoping Report* (CH2M Hill)
- Appendix 2: *Agriculture and Agri-Tourism Background Report*
- Appendix 3: *Multnomah Channel Marinas and Floating Homes Background Report*
- Appendix 4: *Natural and Cultural Resources Background Report*
- Appendix 5: *Public Facilities and Semi-Public Facilities Background Report*
- **Appendix 6: *Transportation Background Report***
- Appendix 7: *Consistency with Applicable Statewide Planning Goals*

Focusing on topical areas is useful when identifying and resolving specific issues. The 1997 SIMC Plan describes the transportation system for the area and relation to relevant County plans such as the bike

and pedestrian plans. The 1997 plan also includes policies. In addition to the 1997 plan, the 1998 Westside Rural Multnomah County Transportation System Plan provides a more detailed look at the transportation system for the area.

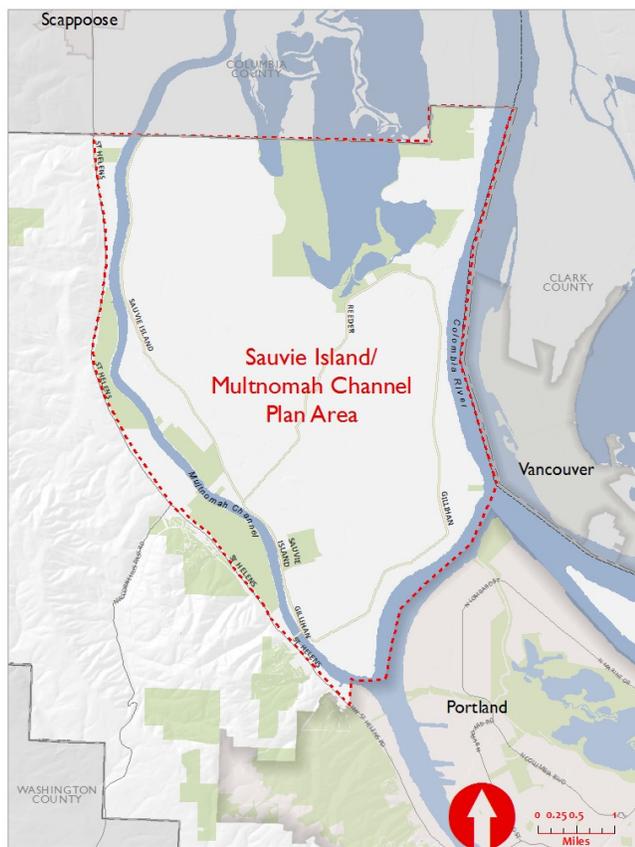
Focusing attention on any specific issue can also lose sight of the big picture. Recognizing this limitation, the CAC will hold a special meeting towards the end of the community involvement process to consider and integrate the results of each topical appendix. The SIMP Plan itself will include a chapter devoted to integrating the series of topical issues and policies into a cohesive and internally consistent rural area planning document.

Maps & Figures

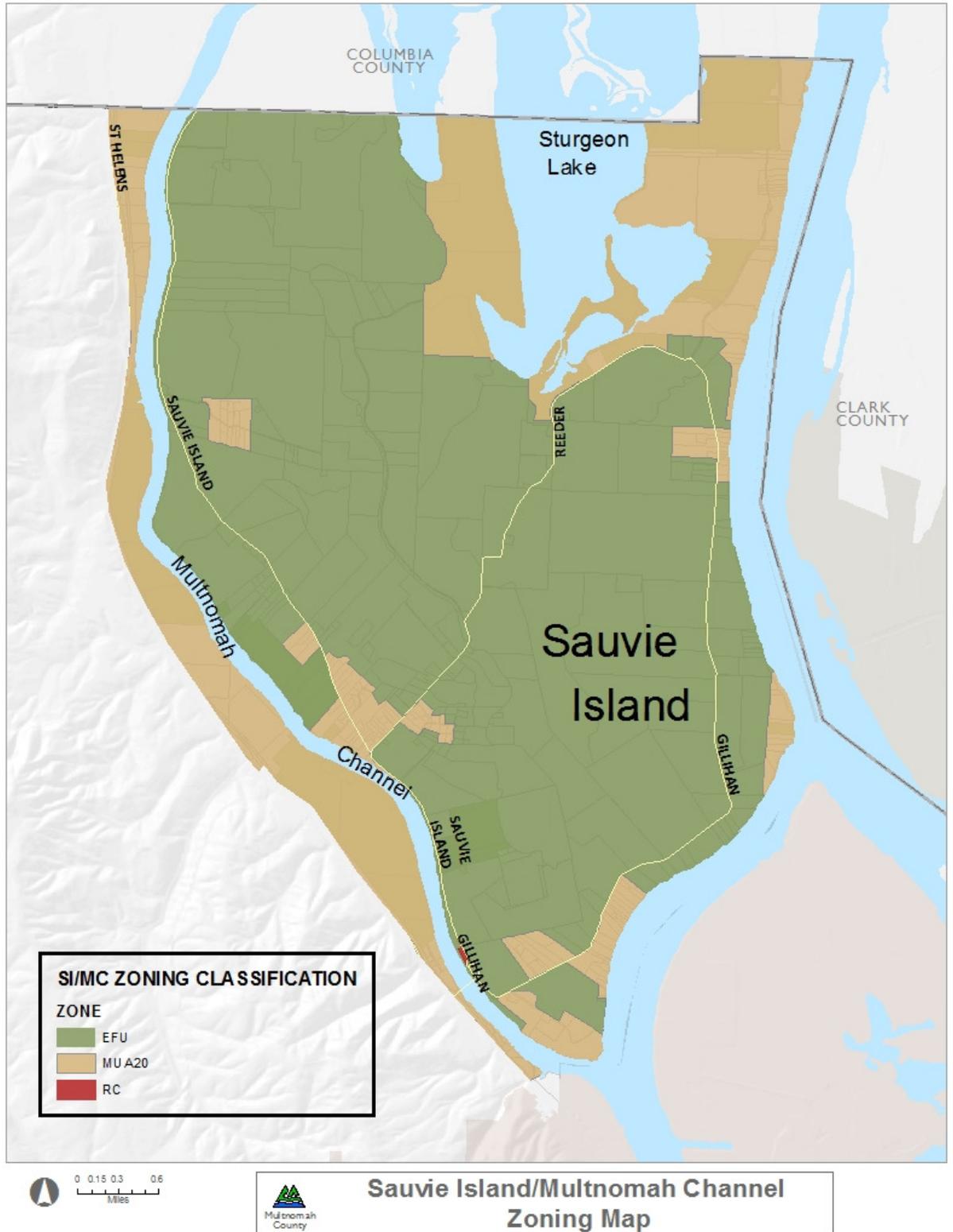
Appendix 6 includes the following maps and figures showing natural resources within and adjacent to the SIMC planning area. Portions of the maps and figures listed below will be incorporated into the SIMC Plan for the entire planning area, which includes all of Sauvie Island, Multnomah Channel and land between the Channel and US Highway 30.

Maps

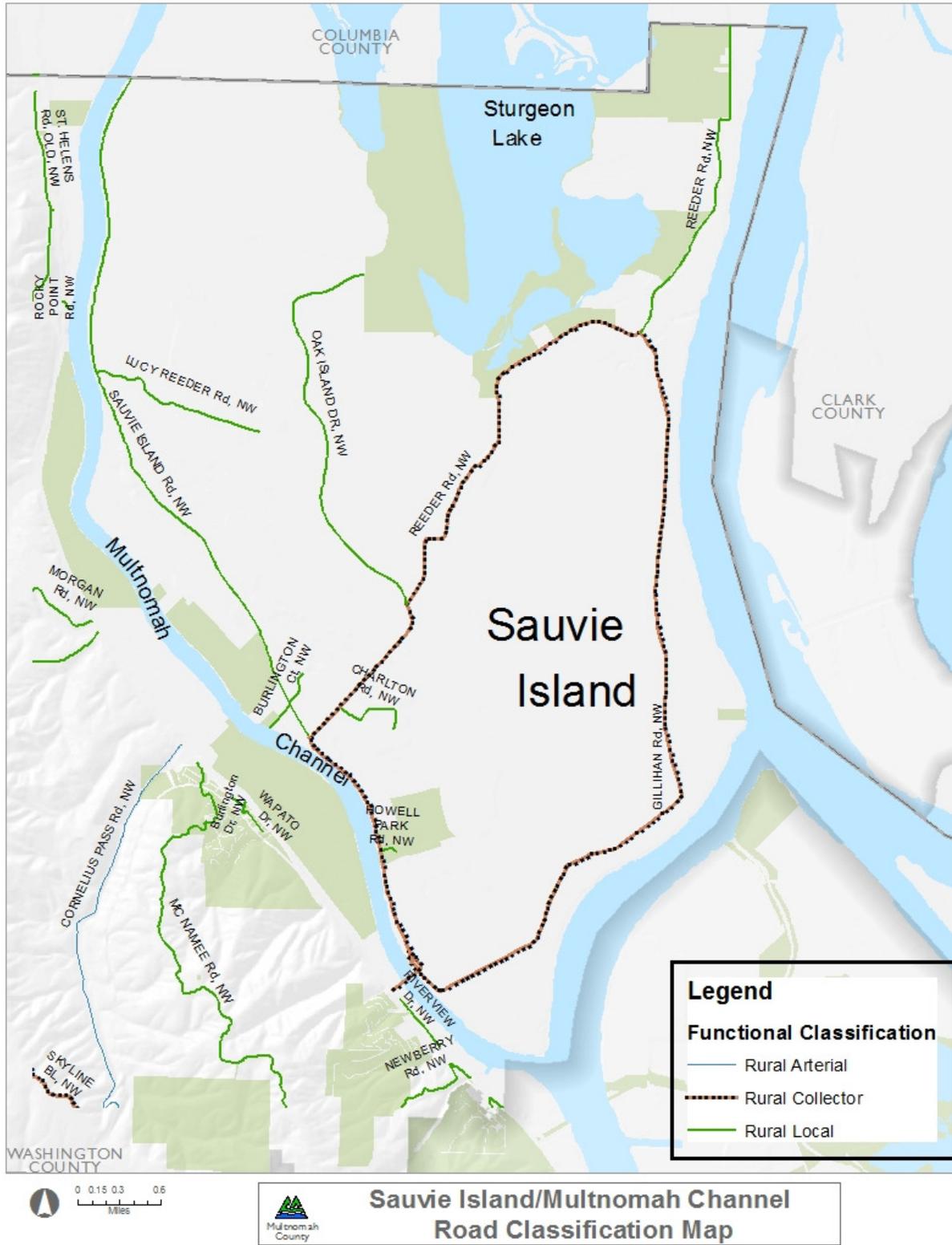
- SIMC Planning Area



- Base Zoning



- Functional Class Map



SECTION 1: KEY TRANSPORTATION ISSUES

The following issues are quoted directly from the May 6, 2013 staff report to the Multnomah County Planning Commission related to PC-2013-2659 (Scoping Report in support of updating to the 1997 Sauvie Island – Multnomah Channel Rural Area Plan).

- Need for strategies that reduce traffic conflicts between modes on Sauvie Island roads, particularly between bicycles and motorists, but also including farm equipment and pedestrians. There is a strong desire for better accommodations for bicycles and pedestrians. The lack of road shoulders and/or multi-use paths is a common theme.
- Need for safety improvements for roads, intersections, and rail crossings.
- Concern regarding the increasing numbers of visitors to Sauvie Island and related issues, such as increased traffic and increased demand on emergency service providers.

SECTION 2: EXISTING CONDITIONS

This section includes a discussion of information found in the 1997 Plan, the Multnomah County Comprehensive Framework Plan, and the 1998 Westside Rural Multnomah County Transportation System Plan.

1997 SIMC Plan

The following maps and text related to transportation are provided below.

TRANSPORTATION

Multnomah County Comprehensive Framework Plan

The Transportation System Policy of the Multnomah County Comprehensive Framework Plan includes policies for the following three categories: 1) Transportation System (33A), 2) Marine Transportation System (33B) and 3) Bikeways/Pedestrian System (33C). Multnomah County's policy is to provide a balanced transportation system that offers alternative transportation facilities to people and commerce.

The purpose of Policy 33A is to establish criteria for Multnomah County to use in evaluating alternative transportation proposals in order to achieve its objective of a balanced, safe and efficient system.

POLICY 33B ensures that Multnomah County takes appropriate action to provide for needed marine transportation system facilities in those areas of the Portland region within its jurisdiction. The system includes appropriate backup land for marine terminal and waterfront industrial facilities. This policy addresses the Columbia River shipping channel only and does not include Multnomah Channel.

Bikeways and pedestrian ways are an integral part of a balanced transportation system. Policy 33C currently focuses on implementing a bicycle system without addressing the pedestrian system. However, this policy will be amended in the near future to reflect the recently adopted Pedestrian Master Plan as well as the Bicycle Master Plan. Policy 33C directs facility planning and route implementation based on the Bicycle Network Map.

Policy 34 of the Comprehensive Framework plan directs Multnomah County to develop the existing traffic way system to maximize efficiency, and to consider the mobility of pedestrians by providing safe crossings. There are three types of roads in the Sauvie Island/Multnomah Channel Rural Area. US 30 is classified as a Principal Arterial. Principal Arterials serve interstate, interregional, and regional traffic. Traffic volumes are high and access to adjacent land uses is limited.

Three roadways on Sauvie Island are classified in Policy 34 as Rural Collector roadways. They are Gillihan Rd, Reeder Rd and Sauvie Island Rd. Rural Collector roads distribute traffic over large areas and generally connect to urban streets or rural arterials. They also provide for necessary truck transport (agriculture, timber or minerals) out of rural areas.

All other roads in the Sauvie Island/Multnomah Channel Rural Area are Rural Local roads. Local roads provide access to abutting land uses and are generally low traffic volume and low speed facilities.

All road access to Sauvie Island runs across the Sauvie Island bridge, which crosses Multnomah Channel near the south end of the island. It is a narrow two-lane facility with no capacity for major increases in traffic over existing levels.

Portland-Astoria (US Highway 30) Corridor Plan

An inventory of US 30 was conducted as part of the Corridor Plan by the Oregon Department of Transportation. The segment of US 30 from the Portland City Limits to the Multnomah County line is a four-lane highway with high speeds and volumes. Traffic volumes range from 10,000 - 50,000 average daily traffic (ADT) with peak summer traffic increasing 10-30 % above ADT.

US 30 is a designated Statewide Bicycle Route. Bicycle travel is expected to increase for both commuter and recreational travel. The Plan recommends that, at a minimum, five-foot paved shoulders be provided to accommodate bicycle use along the entire corridor length. Additional pavement is needed in some areas to meet the five-foot shoulder width. Other recommendations include:

- Provide connections to local bicycle (and hiking) systems where feasible, and
- Provide bicycle crossings across US 30 where appropriate and feasible.

Pedestrians are allowed to use the shoulders on US 30, but pedestrian activity is expected to be concentrated in the urban areas.

The Bicycle Master Plan, adopted in 1990, was developed with assistance from a County wide Bicycle Planning Task Force and a Sauvie Island Bicycle Planning Task Force. Two objectives with related policies and implementation strategies are identified in the Bicycle Master Plan.

- 1) Develop and maintain an extensive network of bicycle transportation facilities that provide safe, efficient and enjoyable bicycle travel.
- 2) Increase bicyclist and motorist knowledge and awareness so as to resolve hazards and conflicts of bicycling, and reduce the occurrence of bicycle related accidents.

Included in the Bicycle Master Plan is a Bikeway Plan Map. The map identifies roadways that will provide a bikeway facility when the roadway is constructed to current standards. There are two bikeways identified on the map for the Sauvie Island/Multnomah Channel area: US 30 and Sauvie Island Rd from US 30 to Ferry Rd. Paved shoulders exist on US 30 providing a space for bicyclists to ride. Paved shoulders, the standard bikeway for Rural Collectors, do not exist on Sauvie Island Rd.

Reconstructing Sauvie Island Rd to improve safety for bicyclists and motorists has been estimated to cost over \$1 million. To add paved shoulders, the dike would need to be widened. Currently, there is no funding available or identified. Extensive coordination is required for this project with the Corps of Engineers, Sauvie Island Drainage District and Multnomah County.

The Bicycle Master Plan recommends establishing a Bicycle Citizen Advisory Committee to address current and future bicycling problems and opportunities.

Multnomah County Pedestrian Master Plan

The purpose of the Pedestrian Master Plan is to establish a framework for developing a safe and convenient urban and rural pedestrian system on Multnomah County roads. County standards for pedestrian facilities on rural roads include 4-foot gravel or 8-foot paved shoulders. On Sauvie Island roads, paved shoulders are very limited. There are currently no plans to widen the shoulders on Gillihan Rd., Reeder Rd. or Sauvie Island Rd. Other pedestrian facilities that may need to be provided on the island include pedestrian crossings at the school or at other destinations that attract pedestrians.

Shoulders exist on US 30 and may be used by pedestrians. The Oregon Bike and Pedestrian Plan states that where shoulders are expected to be used by bicyclists and pedestrians, shoulders should be 1.8m (6 ft) or wider. Shoulders on rural roads are shared with bicyclists.

The Pedestrian Master Plan recommends establishing a Pedestrian Citizen Advisory Committee to assist the County in identifying and resolving specific pedestrian issues, problems and opportunities.

Street Standards

County standards for Rural Collector roadways include two 12-foot travel lanes and two 8-foot paved shoulders. Gillihan Rd, Reeder Rd and Sauvie Island Rd are not currently constructed to the County standards for Rural Collector roads. While right-of-way is owned to accommodate these standards, there are no plans to reconstruct the roadways. Widening the paved surface would require extensive fill to widen the dike to accommodate an additional 16 feet for paved shoulders.

Existing Policies from 1997 Rural Area Plan

POLICY 21: Recommend that the Multnomah County Bicycle and Pedestrian Advisory Committee has significant Sauvie Island representation.

STRATEGY: Multnomah County shall implement this policy through the appointment process for the Committee.

POLICY 22: Have the Multnomah County Bicycle and Pedestrian Citizen Advisory Committee study and recommend to the Board of Commissioners short-term and long-term solutions to safely accommodate

bicyclists, pedestrians, and motor vehicles on Sauvie Island including on-road bikeways, separated multi-use paths, and funding options.

STRATEGY: Multnomah County shall implement this policy through the work program of the Bicycle & Pedestrian Citizen Advisory Committee and the Transportation and Land Use Planning Division budget.

POLICY 23: Update Policy 33B Marine Transportation System in the Comprehensive Framework Plan.

STRATEGY: Multnomah County shall implement this policy through the budgeting process for the Division of Transportation and Land Use Planning.

POLICY 24: Oppose placement of regional roadways in the Sauvie Island/Multnomah Channel Rural Area, should such roadways be under consideration by any regional transportation authority in the future.

STRATEGY: Multnomah County shall use this policy in discussions and recommendations regarding regional roadways.

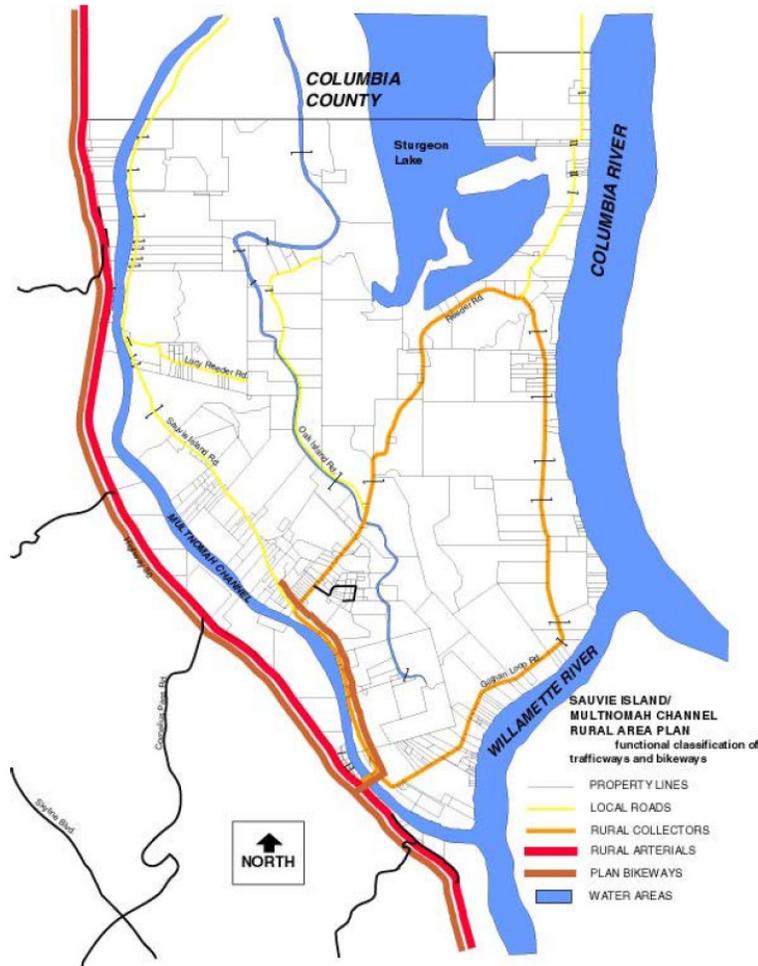
POLICY 25: Review rural roadway standards to determine if 8-foot paved shoulder widths can be reduced to preserve the rural character of roads.

STRATEGY: Multnomah County shall implement this policy through the budgeting process for the Division of Transportation and Land Use Planning.

POLICY 26: Participate in a cooperative effort with the Sauvie Island Drainage District and the Army Corps of Engineers to study the dikes upon which public roads run including funding for dike improvements.

STRATEGY: Multnomah County shall implement this policy by working with the Drainage District and Corps of Engineers to devise and then implement a process for studying the dikes with roads on them protecting Sauvie Island.

Map XX. Functional Classification in 1997



Source: SIMC Plan 1997

1998 Westside Rural Multnomah County Transportation System Plan

The following maps and text related to transportation are provided below.

Goals, Objectives and Policies from 1998 TSP

Goal 1: Implement a transportation system that is safe and efficient in meeting the needs of area residents and those traveling through the area.

Objective A: Provide a transportation system that addresses safety concerns for all modes of travel

Policy: Improve roadways to attain appropriate safety levels for all motorized and non-motorized traffic

Implementation strategies:

- i. Monitor accident rates for all modes of transportation and recommend implementation of low-cost operational improvements within budgetary limits. Target resources to reduce accident potential in the top 10 percent of accident locations
- ii. Continue to monitor high accident location sites for all modes of transportation
- iii. Implement access management standards to reduce vehicle conflicts and maintain the rural character of the area

...

Policy: Actively support safe travel speeds on the transportation system

Implementation strategies:

- i. Support speed limit enforcement
- ii. Apply design standards that encourage appropriate motor vehicle and truck speeds.

Objective B: Provide a transportation system that is convenient and limits congestion while meeting minimum safety standards

Policy: Review adopted design standards to determine if 4 feet paved shoulders adequately meet safety standards for all modes of travel.

Implementation Strategies:

- i. Support the Street Design Guidelines for 2040 and apply them appropriately to maintain the rural character of Multnomah County
- ii. Support Title 6 of the Urban Growth Management Functional Plan and apply level of service standards appropriately to maintain the character of rural Multnomah County.

Goal 2: Implement a balanced transportation system that supports all modes of travel.

Objective A: Establish a transportation system that accommodates a variety of methods of travel and minimizes reliance on a single travel mode

Policy: Encourage the use of ride sharing facilities

Implementation Strategies

- i. Support safe and convenient park and ride facilities for car pools and transit service in convenient and appropriate locations
- ii. Encourage the placement of bike lockers at all park and ride/park and car pool locations. Support and promote their use.
- iii. Coordinate with other agencies to assist users with convenient services (e.g. ride share matching)

Policy: Encourage mobility for the transportation disadvantaged.

Implementation Strategy

- i. Work with public transportation providers to monitor and provide for the transportation needs of the transportation disadvantaged.

Policy: Support the development of multi-use paths.

Implementation Strategy

- i. Coordinate multi-use trail transportation needs with Metro Parks and Green Spaces

Goal 3: Develop a transportation system that supports the rural character of West Multnomah County

Objective A: Maintain a transportation system that supports the surrounding rural land use designations

Policy: Discourage through traffic on trafficways with functional classification of rural local road

Implementation Strategies

- i. Reduce travel conflicts by providing appropriate facilities, signs, and traffic markings based upon user type and travel mode
- ii. On rural local roads with heavy through traffic, consider implementing appropriate traffic-calming measures to reduce such traffic

Objective B: Provide a transportation system that minimizes impacts to wildlife and agricultural resources.

Policy: Apply roadway design safety standards appropriately by balancing the needs of the travelling public and minimizing negative impacts to the environment.

Implementation Strategies

- i. Develop and implement a design exception process that considers the relative and incremental benefits of implementation costs and impacts to the environment
- ii. Assess implications of fish passage requirements on county facilities and develop a program for retrofitting drainage facilities
- iii. Adopt and apply drainage system design guidelines and standards to accommodate fish passage
- iv. Adopt and apply rural roadway shoulder standards that preserve the rural character of the area
- v. Adopt and apply rural roadway standards that accommodate wildlife migration

Objective C: Maintain the beauty of the area by preserving critical view sheds

Policy: Encourage the placement of new pipelines and transmissions lines in existing right-of-way whenever possible

Implementation Strategies

- i. Develop general guidelines for utility placement within the county right-of-way that reduce the number of conflicts and cost of implementation
- ii. Enhance the rural character and scenic qualities of the area by placing utilities underground when possible
- iii. Coordinate improvements with utility companies through regular status meetings to maintain and preserve the beauty of the rural character of west Multnomah County.

Objective D: Ensure the transportation plan meets federal, state and regional air, water, and noise standards

Policy: Coordinate transportation improvement projects with appropriate regulatory agencies

Implementation Strategies

- i. Retrofit existing facilities to meet regulatory requirements within budgetary limits.
- ii. Obtain permits as necessary for transportation improvement projects and maintenance activities

Goal 4: Develop a transportation system the supports a healthy economy

Objective A: Provide a convenient access while maintaining movement of freight along the U.S. Corridor 30

Policy: Provide ongoing coordination with state, regional, and local business interests to assure efficient movement of goods and services

Implementation Strategies

- i. Participate in, support, and adopt the U.S. 30 Corridor Plan
- ii. Provide for auxiliary turn lanes on road connections to U.S. 30 to achieve acceptable operating levels of service

Policy: Promote transportation alternatives for the movement of freight.

Implementation strategies:

- i. Encourage rail operators to maintain rail service within the U.S. 30 corridor
- ii. Support the movement of freight on the Columbia River, including the U.S. Army Corps of Engineers' study of deepening the Lower Columbia River navigation channel to accommodate deep draft ships.

Objective B: Preserve the function and safety of the transportation system.

Policy: Provide a transportation system that ensures economically viable transportation of goods from farm to market.

Implementation Strategies

- i. Conduct a study of the Sauvie Island Bridge
- ii. Conduct a study of Cornelius Pass Road

Policy: Coordinate transportation system management activities with interested and affected stakeholders

Implementation Strategies

- i. Work with property owners to consolidate existing accesses when possible and as appropriate to access management standards
- ii. Support limited accesses along U.S. 30 to the extent possible. Support access management along U.S. 30 in accordance with ODOT's Access Management Standards.

Goal 5: Provide transportation improvements in a timely manner according to funding capability.

Objective A: Maximize cost-effectiveness of transportation improvements using the Capital Improvement Plan process.

Policy: Invest in safety and maintenance improvements

Implementing strategies

- i. Accelerate shoulder paving to safely accommodate automobile, bicycle, and pedestrian use.
- ii. Make intersection improvements to improve safety, sight distance, and intersection efficiency.
- iii. Continue to provide opportunities to educate and inform citizens with easy-to-understand materials on transportation finance.
- iv. Ensure the Capital Improvement Plan evaluation criteria adequately evaluates rural needs.

SECTION 3: STATEWIDE REGULATORY FRAMEWORK

Oregon’s Statewide Planning Goals and implementing “administrative rules” apply when comprehensive plans are adopted or amended. The Multnomah County Comprehensive Plan and the SIMC Plan have been “acknowledged” by the Oregon Land Conservation and Development Commission (LCDC) as complying with applicable Statewide Planning Goals and administrative rules. Therefore, the County can rely on its acknowledged plans and (in most cases) need not do a separate goal analysis when implementing acknowledged plans.

The exception to this rule occurs when the County *interprets* the meaning of applicable statutes, goals and rules; the Greenfield v. Bella Organics cases are an example of the Oregon Land Use Board of Appeals and the Oregon Court of Appeals reversing and remanding a County decision because those decisions improperly construed applicable statutes.

In any case, the SIMC Plan is part of the Multnomah County Comprehensive Plan; therefore, any amendments to the SIMC Plan must comply with applicable Statewide Planning Goals, rules and statutes. Appendix 7: *Compliance with Applicable Statewide Planning Goals* provides findings explaining how proposed amendments to the SIMC Plan so comply.

SECTION 4: RELEVANT COUNTY AND AGENCY PLANS

In addition to plans identified in Section 2, the Multnomah County Comprehensive Framework Plan and the Sauvie Island Rural Area Plan have policies that are relevant to the transportation system within the SIMC planning area.

Relevant Multnomah County Comprehensive Plan policies regarding Transportation

Policy 32 Capital Improvements

The provision of public facilities and services is a key component in land development and implementation of the comprehensive land use plan. A timely and efficient arrangement of public facilities and services maximizes the use of available and projected resources while responding to demands for service by existing and future land users.

Basic services needed to support land development are public schools, transportation, water supply, and sewage and solid waste disposal. Other essential support services include police and fire protection; sanitary and storm drainage facilities; planning, zoning, and subdivision control; health and recreational facilities and services; energy; communications; and community governmental services.

The County's intent is to require the establishment and maintenance of a public services and facilities plan and capital improvements program which will provide for the timely, orderly and efficient arrangement of public services and facilities, considering:

1. The health, safety and general welfare of County residents;
2. the level of services required, based upon the needs and uses permitted in urban, rural and natural resource areas;
3. the equitable distribution of costs, based upon benefits received from the public utility system or facility; and the environmental, social, and economic impacts.

In developing policies and strategies, the County will seek to ensure that public services and facilities plans and capital improvements programs will result in the following:

1. Coordination of land use planning and provision of appropriate types and levels of public facilities.
2. Coordination of a full range of public facilities and services among all agencies responsible for providing them.
3. Provision of adequate facilities and services for existing uses.
4. Maintenance of an adequate inventory of buildable land.
5. Protection of natural resource and rural areas.
6. Timely development of public services and facilities in urbanizable areas within resource limitations.

Policy 33a Transportation System

The County's Policy is to implement a balanced, safe and efficient transportation system, in evaluating parts of the system, the County will support proposals which:

- A. Implement the comprehensive plan;
- B. Best achieve the objectives of the specific project;
- C. Protect or enhance water and air quality and reduce noise levels;

- D. Protect social values and the quality of neighborhoods and communities;
- E. Support economic growth;
- F. Provide a safe, functional and convenient system; and
- G. Provide optimum efficiency and effectiveness of investment.
- H. Update and refine the bicycle corridor concept plan,
- I. The County will also consider:
 - Equality of access to urban opportunities;
- J. The degree of mobility available to all people in terms of alternative types of transportation;
- K. Energy conservation and efficiency;
- L. System flexibility;
- M. Pedestrian crossing and safety; and
- N. The need for landscaping and other design techniques Necessary for visual enhancement.

Policy 33b Marine Transportation System

Ensures that Multnomah County takes appropriate action to provide for needed marine transportation system facilities in those areas of the Portland region within its jurisdiction. The system includes appropriate backup land for marine terminal and waterfront industrial facilities. This policy addresses the Columbia River shipping channel only and does not include Multnomah Channel.

Policy 33c Bicycle/Pedestrian System

It is the County's Policy to create a balanced transportation system by implementing bicycle and pedestrian systems as integral parts of the County-wide transportation system.

Policy 34 Trafficways

Trafficways are a vital part of the transportation system in Multnomah County, functioning to move people and goods between their origins and destinations. A hierarchy of trafficways provides necessary access to land uses, and mobility to travelers and commerce. The trafficway network accommodates several modes of travel within public right-of-way, and acknowledges differing transportation needs between the urban and rural areas of the County. Communication and power networks, and public utilities including storm and sanitary sewers, and water supply share the right-of-way with roads.

Trafficways are developed according to their functional classification, which distinguishes streets and roads, by their operational purposes. Many aspects are considered when classifying trafficways:

- Travel characteristics: trip length, origin and destination
- Intensity and density of land uses served: urban and rural
- Travel modes to be served: automobiles, bicycles, transit, trucks, and pedestrians
- Relationship between traffic movement and access management
- Projected traffic volumes and capacity requirements at acceptable levels of service

The purpose of this Policy is to direct the County to develop the existing trafficway system to maximize efficiency, and to consider the mobility of pedestrians by providing safe crossings. The County's Policy is to develop a safe and efficient trafficway system using the existing road network, and by:

- A. Maintaining a trafficway classification system;
- B. Improving streets to the standards established by the classification system, where necessary,

and/or appropriate to mitigate identified transportation problems and to accommodate existing implemented and planned pedestrian, bicycle (Policy 33c), and transit facilities (Policy 35) as established in the County, regional, and local transportation plans;

C. Placing priority on maintaining the existing trafficways;

D. Developing additional transportation facilities to meet community and regional transportation needs where capacity of the existing system has been maximized through transportation system management and demand management measures;

Average Daily Traffic by County Street Classifications chart here

E. Providing safe and convenient bicycle and transit facilities and a pedestrian environment with road crossings and sidewalk network designed for pedestrian travel in accordance with Policy 33c: Bikeways/Pedestrian System and Policy 35: Public Transportation;

F. Limiting the number of and consolidating ingress and egress points on arterials and major collectors to preserve traffic flow and on rural local roads to limit rural commercial development, as necessary;

G. Reducing reliance on the automobile and assuring that the Planned transportation system supports patterns of travel and land use which will avoid or mitigate problems of air pollution, Traffic congestion and community liveability;

H. Encouraging ride-share and flextime programs to help meet the projected increase in travel demand. The County will work with metro and tri-met to develop ride-share programs, flextime and other transportation demand strategies to achieve the ride-share goal given in the regional transportation plan; and

I. Implementing the preferred street standards chapter 29.500, administrative rule or the County Design and Construction Manual, including adherence to access control and intersection design guideline criteria,; and establishing a procedure for allowing deviation from the preferred standard only when a physical obstacle prevents construction to the preferred standard or when the appropriate local jurisdiction's Transportation System Plan provides an alternate adopted standard. In all cases, roadways shall be constructed to standards within the County's allowable ranges for the appropriate classification.

J. Considering and allowing for implementation of regional street design elements including reduction of excessive standards (as shown in Creating Livable Streets: Street Design for 2040 (1997)) Guidelines (Second Edition, June 2002) when planning for improvements to facilities designated on Metro's Regional Street Design Map or on roadways in urban unincorporated areas. *[Added 1999, Ord. 926 § II]*

K. Improving local circulation by keeping through trips on arterial streets and minimizing local trip lengths by increasing street connectivity. *[Added 1999, Ord. 926 § II]*

L. Ensuring that on-street parking is provided in accordance with county street standards and coordinating with cities to implement Metro's regional 10 percent reduction goal.

M. Ensuring that additional right-of-way is dedicated at intersections that are currently signalized and that potentially may be signalized in order to comply with the Americans with Disabilities Act.

Policy 35 Public Transportation

The purpose of this Policy is to direct the County to consider the effects of land use decisions on the efficient provision of public transportation, and to continually review the Tri-Met routes to determine that the County residents are receiving the best possible service.

The County's Policy is to support a safe, efficient and convenient public transportation system by:

A. Increasing overall density levels in the urban area, particularly at light rail stations,

- B. Locating population concentrations, commercial centers, employment centers, and public facilities in areas which can be served by public transportation,
- C. Making improvements to public transportation corridors which enhance rider convenience, comfort, access and reduced travel time, and
- D. Communicating community needs to the agencies responsible for public transportation planning, programming and funding.
- E. Supporting implementation of the I-205 transitway.
- F. Implementing the publicly funded elements of the transit station plan as soon as possible.
- G. Designating regional transit trunk routes, transit centers and park-and-ride lots as required by the regional transportation plan of the Portland Metropolitan Area as shown on the regional transit trunk route map.

Policy 36 Transportation Development Requirements

The County's Policy is to increase the efficiency and aesthetic quality of the trafficways and public transportation by requiring:

- A. The dedication of additional right-of-way appropriate to the functional classification of the street given in Policy 34 and chapter 11.60.
- B. The number of ingress and egress points be consolidated through joint use agreements,
- C. Vehicular and truck off-street parking and loading areas,
- D. Off-street bus loading areas and shelters for riders,
- E. Street trees to be planted,
- F. A pedestrian circulation system as given in the sidewalk provisions, chapter 11.60,
- G. Implementation of the bicycle corridor capital improvements program,
- H. Bicycle parking facilities at bicycle and public transportation sections in new commercial, industrial and business developments, and
- I. New streets improved to County standards in unincorporated County may be designated public access roads and maintained by the County until annexed into a city, as stated in ordinance 313.

Relevant 1997 SIMC Plan Policies regarding Transportation

The following policies are quoted in from the 1997 *Sauvie Island Multnomah Channel Rural Area Plan*.

POLICY 21: Recommend that the Multnomah County Bicycle and Pedestrian Advisory Committee has significant Sauvie Island representation.

STRATEGY: Multnomah County shall implement this policy through the appointment process for the Committee.

POLICY 22: Have the Multnomah County Bicycle and Pedestrian Citizen Advisory Committee study and recommend to the Board of Commissioners short-term and long-term solutions to safely accommodate bicyclists, pedestrians, and motor vehicles on Sauvie Island including on-road bikeways, separated multi-use paths, and funding options.

STRATEGY: Multnomah County shall implement this policy through the work program of the Bicycle & Pedestrian Citizen Advisory Committee and the Transportation and Land Use Planning Division budget.

POLICY 23: Update Policy 33B Marine Transportation System in the Comprehensive Framework Plan.

STRATEGY: Multnomah County shall implement this policy through the budgeting process for the Division of Transportation and Land Use Planning.

POLICY 24: Oppose placement of regional roadways in the Sauvie Island/Multnomah Channel Rural Area, should such roadways be under consideration by any regional transportation authority in the future.

STRATEGY: Multnomah County shall use this policy in discussions and recommendations regarding regional roadways.

POLICY 25: Review rural roadway standards to determine if 8-foot paved shoulder widths can be reduced to preserve the rural character of roads.

STRATEGY: Multnomah County shall implement this policy through the budgeting process for the Division of Transportation and Land Use Planning.

POLICY 26: Participate in a cooperative effort with the Sauvie Island Drainage District and the Army Corps of Engineers to study the dikes upon which public roads run including funding for dike improvements.

STRATEGY: Multnomah County shall implement this policy by working with the Drainage District and Corps of Engineers to devise and then implement a process for studying the dikes with roads on them protecting Sauvie Island.

Note that the Westside Rural Multnomah County Transportation System Plan (TSP) was adopted since formulation of these policies. The TSP is consistent with the preceding transportation policies and it specifically implements policies 24 & 25. The TSP is the document Multnomah County will use to review future developments and transportation improvements.

Relevant 1998 Westside Rural Multnomah County Transportation System Plan Policies regarding Transportation

Goals, Objectives and Policies from 1998 TSP

Goal 1: Implement a transportation system that is safe and efficient in meeting the needs of area residents and those traveling through the area.

Objective A: Provide a transportation system that addresses safety concerns for all modes of travel

Policy: Improve roadways to attain appropriate safety levels for all motorized and non-motorized traffic

Implementation strategies:

- Monitor accident rates for all modes of transportation and recommend implementation of low-cost operational improvements within budgetary limits. Target resources to reduce accident potential in the top 10 percent of accident locations
- Continue to monitor high accident location sites for all modes of transportation
- Implement access management standards to reduce vehicle conflicts and maintain the rural character of the area

...

Policy: Actively support safe travel speeds on the transportation system

Implementation strategies:

- Support speed limit enforcement
- Apply design standards that encourage appropriate motor vehicle and truck speeds.

Objective B: Provide a transportation system that is convenient and limits congestion while meeting minimum safety standards

Policy: Review adopted design standards to determine if 4 feet paved shoulders adequately meet safety standards for all modes of travel.

Implementation Strategies:

- Support the Street Design Guidelines for 2040 and apply them appropriately to maintain the rural character of Multnomah County
- Support Title 6 of the Urban Growth Management Functional Plan and apply level of service standards appropriately to maintain the character of rural Multnomah County.

Goal 2: Implement a balanced transportation system that supports all modes of travel.

Objective A: Establish a transportation system that accommodates a variety of methods of travel and minimizes reliance on a single travel mode

Policy: Encourage the use of ride sharing facilities

Implementation Strategies

- Support safe and convenient park and ride facilities for car pools and transit service in convenient and appropriate locations
- Encourage the placement of bike lockers at all park and ride/park and car pool locations. Support and promote their use.
- Coordinate with other agencies to assist users with convenient services (e.g. ride share matching)

Policy: Encourage mobility for the transportation disadvantaged.

Implementation Strategy

- Work with public transportation providers to monitor and provide for the transportation needs of the transportation disadvantaged.

Policy: Support the development of multi-use paths.

Implementation Strategy

- Coordinate multi-use trail transportation needs with Metro Parks and Green Spaces

Goal 3: Develop a transportation system that supports the rural character of West Multnomah County

Objective A: Maintain a transportation system that supports the surrounding rural land use designations

Policy: Discourage through traffic on trafficways with functional classification of rural local road

Implementation Strategies

- Reduce travel conflicts by providing appropriate facilities, signs, and traffic markings based upon user type and travel mode
- On rural local roads with heavy through traffic, consider implementing appropriate traffic-calming measures to reduce such traffic

Objective B: Provide a transportation system that minimizes impacts to wildlife and agricultural resources.

Policy: Apply roadway design safety standards appropriately by balancing the needs of the travelling public and minimizing negative impacts to the environment.

Implementation Strategies

- Develop and implement a design exception process that considers the relative and incremental benefits of implementation costs and impacts to the environment
- Assess implications of fish passage requirements on county facilities and develop a program for retrofitting drainage facilities
- Adopt and apply drainage system design guidelines and standards to accommodate fish passage
- Adopt and apply rural roadway shoulder standards that preserve the rural character of the area
- Adopt and apply rural roadway standards that accommodate wildlife migration

Objective C: Maintain the beauty of the area by preserving critical view sheds

Policy: Encourage the placement of new pipelines and transmissions lines in existing right-of-way whenever possible

Implementation Strategies

- Develop general guidelines for utility placement within the county right-of-way that reduce the number of conflicts and cost of implementation
- Enhance the rural character and scenic qualities of the area by placing utilities underground when possible
- Coordinate improvements with utility companies through regular status meetings to maintain and preserve the beauty of the rural character of west Multnomah County.

Objective D: Ensure the transportation plan meets federal, state and regional air, water, and noise standards

Policy: Coordinate transportation improvement projects with appropriate regulatory agencies

Implementation Strategies

- Retrofit existing facilities to meet regulatory requirements within budgetary limits.
- Obtain permits as necessary for transportation improvement projects and maintenance activities

Goal 4: Develop a transportation system the supports a healthy economy

Objective A: Provide a convenient access while maintaining movement of freight along the U.S. Corridor 30

Policy: Provide ongoing coordination with state, regional, and local business interests to assure efficient movement of goods and services

Implementation Strategies

- Participate in, support, and adopt the U.S. 30 Corridor Plan
- Provide for auxiliary turn lanes on road connections to U.S. 30 to achieve acceptable operating levels of service

Policy: Promote transportation alternatives for the movement of freight.

Implementation strategies:

- Encourage rail operators to maintain rail service within the U.S. 30 corridor
- Support the movement of freight on the Columbia River, including the U.S. Army Corps of Engineers’ study of deepening the Lower Columbia River navigation channel to accommodate deep draft ships.

Objective B: Preserve the function and safety of the transportation system.

Policy: Provide a transportation system that ensures economically viable transportation of goods from farm to market.

Implementation Strategies

- Conduct a study of the Sauvie Island Bridge
- Conduct a study of Cornelius Pass Road

Policy: Coordinate transportation system management activities with interested and affected stakeholders

Implementation Strategies

- Work with property owners to consolidate existing accesses when possible and as appropriate to access management standards
- Support limited accesses along U.S. 30 to the extent possible. Support access management along U.S. 30 in accordance with ODOT’s Access Management Standards.

Goal 5: Provide transportation improvements in a timely manner according to funding capability.

Objective A: Maximize cost-effectiveness of transportation improvements using the Capital Improvement Plan process.

Policy: Invest in safety and maintenance improvements

Implementing strategies

- Accelerate shoulder paving to safely accommodate automobile, bicycle, and pedestrian use.
- Make intersection improvements to improve safety, sight distance, and intersection efficiency.
- Continue to provide opportunities to educate and inform citizens with easy-to-understand materials on transportation finance.
- Ensure the Capital Improvement Plan evaluation criteria adequately evaluates rural needs.

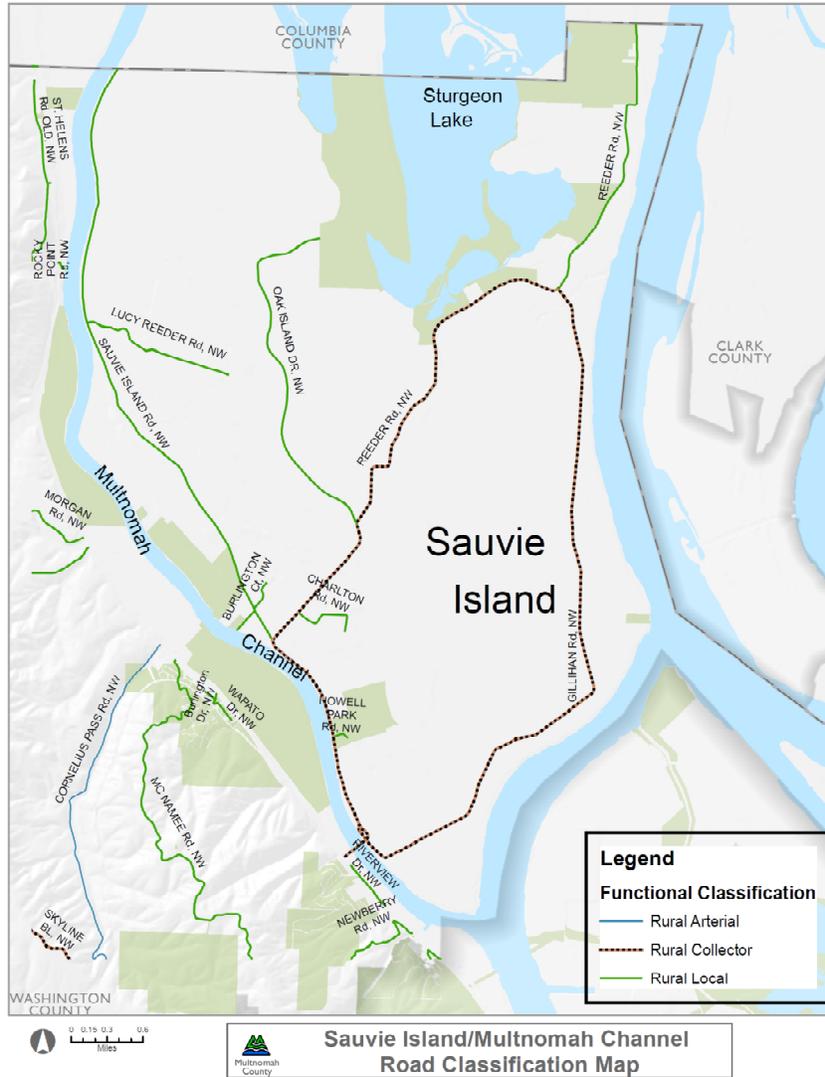
Relevant Zoning Ordinance Provisions

[Multnomah County Road Rules \(MCRR\)](#)

The purpose of these rules is to govern the administration of roads under the jurisdiction of Multnomah County in accordance with MCC 29.500 through 29.999 and in keeping with Policies 32, 33, 34, 35, 36, 37 and 38 of the County Comprehensive Framework Plan.

These rules provide the link between the County Code provisions of MCC 29.500, et seq and the Design and Construction Manual adopted under the provisions of these rules pursuant to MCC 29.571. In addition, these rules are the “Street Standards Rules” referenced in the Land Division Code parts of the Multnomah County Zoning Code Chapters and are therefore one of the implementation tools for establishing standards for street design and improvements.

The full document can be found online at: http://web.multco.us/sites/default/files/transportation-planning/documents/final_road_rules04.pdf



Current Functional Class Map

[Multnomah County Design and Construction Manual \(DCM\)](#)

The Multnomah County Design and Construction Manual includes the engineering standards and specifications to be followed in the design and construction of new and improved roadways in Multnomah County. The document supplements the Multnomah County *Street Standards - Rules* document, which includes all administrative procedures to be followed with respect to roadway design and construction, including plan preparation format, permitting, and variances.

The Design and Construction Manual is a comprehensive reference to all relevant roadway design standards in Multnomah County. The standards and specifications are to be applied on all roadways

either currently under County jurisdiction, or for which the County will assume maintenance responsibility upon the completion of construction.

The manual is divided into two other parts:

Part I: Design Manual, includes all roadway design-related standards, with sections covering traffic planning, geometric design, drainage, landscaping/urban design, and traffic engineering design.

Part II: Construction Manual, includes all procedures and specifications related to roadway construction. Sections covering traffic, roadway, drainage, and landscaping/urban design construction are presented.

Appendix A: Level of Service, describes the concept of level of service criteria and how it used to evaluate the performance of transportation facilities including unsignalized and signalized intersections, rural and suburban highways, urban and suburban arterials, etc.

The document can be found on line at:

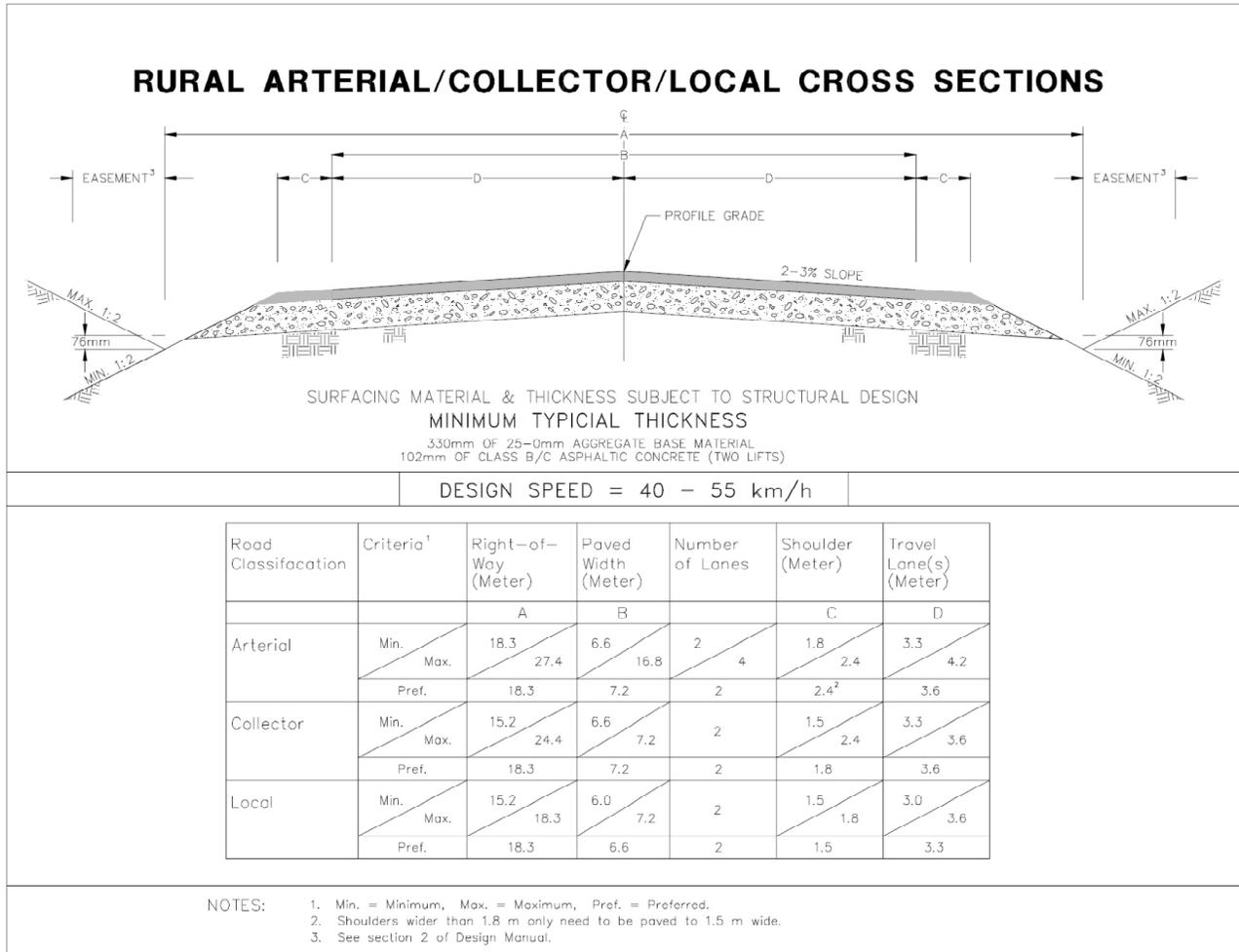
http://web.multco.us/sites/default/files/roads/documents/multnomahco_dcm.pdf

Design Level of Service per the Design and Construction Manual

The roadway level of service (LOS) concept is applied in the U.S. as a qualitative assessment of the road user's perception of the quality of flow. LOS is represented by one of the letters "A" through "F," with "A" representing free flow operation and "F" stop and go operation. LOS reflects the quality of flow as measured by some scale of driver satisfaction. Measures of effectiveness such as average travel speed, volume to capacity ratio, average seconds of delay, and others have been developed to approximate these qualitative representations quantitatively. Different measures of effectiveness are used for different types of roadways because the user's perception of quality of flow varies by road type. Appendix B of the Design and Construction Manual discusses the level of service concept in greater detail related to rural/suburban highways, urban/suburban arterials, and signalized/unsignalized intersections.

All new and improved arterial and major collector roadways in urban areas shall be designed to accommodate a level of service "D" or better during the design hour. In rural areas, such facilities shall be designed to accommodate level of service "C" or better during the design hour. On neighborhood collectors in urban areas, the design level of service shall also be "C" or better. In special circumstances, such as downtown central business districts or designated regional centers, level of service "E" might be acceptable for roadway design purposes, if approved by the County Engineer. Local streets intersecting arterials or collectors may be level of service "F" during the peak hour if approved by the County Engineer.

Rural Collector and Rural Local Cross Sections Applicable to the Plan Area



SECTION 6: RELEVANT STATE AND REGIONAL AGENCY PLANS & RULES

Coordination with other jurisdictions and service providers and achieving consistency with other planning work were important parts of the development of the transportation policies. This includes: compliance with the Oregon Transportation Planning Rule; coordination with the Regional Transportation plan; and coordination with the Oregon Transportation Plan and Oregon Highway Plan. Further compliance will be addressed as part of the Transportation System Plan (TSP) update that is yet to be completed.

Section 7: PROPOSED TRANSPORTATION POLICY FRAMEWORK

Preliminary Recommendations to Resolve Issues Identified in Section 1

TO BE PROVIDED BASED ON RESULTS OF FEBRUARY 18, 2014 SUBCOMMITTEE MEETING

Section 8: Subcommittee Meeting Process

Agendas

[INCLUDE AGENDAS FOR SUBCOMMITTEE MEETINGS]

Meeting Summaries

[INCLUDE FUTURE MEETING SUMMARIES FROM SUBCOMMITTEE MEETINGS]

Documents & Materials Considered

TO BE PROVIDED

Detailed Findings & Recommendations

TO BE PROVIDED