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8-12-1998

## Meeting Notes 1998-08-12

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**METRO****- R E V I S E D -**

Meeting: **JOINT JPACT/MPAC RTP UPDATE WORKSESSION**  
Date: August 12, 1998  
Day: WEDNESDAY  
Time: 5:00 P.M. - 7:00 P.M.  
Place: **METRO COUNCIL CHAMBER**

- 5:00 PM 1. OVERVIEW OF ORDINANCES TO AMEND THE METRO CODE RELATING TO URBAN GROWTH BOUNDARY ADDITIONS - Dan Cooper.
- 5:20 PM 2. MINUTES OF APRIL 15, 1998 JPACT/MPAC MEETING - APPROVAL REQUESTED.
3. REVIEW OF RTP UPDATE SCHEDULE AND STATUS - Andy Cotugno.
4. OVERVIEW OF MODELING RESULTS OF "PREFERRED" AND "STRATEGIC" RTP SCENARIOS - Tom Kloster.
5. GROUP DISCUSSION.
6. OVERVIEW OF FINANCING IMPLICATIONS - Andy Cotugno.
7. GROUP DISCUSSION.
8. NEXT STEPS - Andy Cotugno.  
- Public Outreach  
- Joint JPACT/MPAC Involvement  
- JPACT Finance Committee
- 7:00 PM 9. ADJOURN.


Note: At the request of MPAC, the first agenda item has been added. It is intended as an introduction of the topic with further discussion scheduled for the August 26 MPAC meeting. JPACT members may wish to join the meeting at 5:20 p.m.



## METRO

Date: August 12, 1998

To: Councilor McLain

From: Daniel B. Cooper, General Counsel 

Subject: Ordinance 98-772 (Code Amendments Introduced by Councilors McLain and Monroe)

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This ordinance as introduced is similar to Ordinance 98-770 in many particulars, however, it has significant differences.

The ordinance establishes a priority for including land inside the Urban Growth Boundary. First priority would go to land which meets all current Goal 14 requirements, as well as the current urban reserve concept plan requirements adopted by the Council in March, 1997.

If there were a need for additional land after all first priority land was brought inside the Urban Growth Boundary, the second priority would be assigned to land designated as first tier urban reserves by the Council. First tier urban reserves would be those lands that meet all Goal 14 requirements and for which the Council finds that completion of urban reserve concept plans, including resolving "governance" issues, can be expected within six months of the designation. Those lands would be moved inside the Urban Growth Boundary if all additional concept plan requirements were met within the six month period. Existing first tier designations would be eliminated.

Third priority would be for land which meets all Goal 14 requirements, but for which the Council has granted a variance from other urban reserve concept planning requirements, including governance. The criteria for third priority lands being brought inside the Urban Growth Boundary are identical to the criteria established in Ordinance 98-770.

A fourth priority would be added for other land that meets Goal 14 requirements notwithstanding the fact that no concept plans have been done, provided there is a need for such land. Inclusion of this fourth priority would ensure that the Metro Council had the ability to meet state requirements for removing the Urban Growth Boundary to meet need notwithstanding the adoption of the Metro Council's first tier and urban reserve planning requirements.

Ordinance 98-772 also includes the requirement that no development occur prior to the adoption of complete urban reserve concept plans and includes the identical functional plan Title 11 that would be proposed for adoption in Ordinance 98-770.

DBC/kms

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**METRO**

**TO:** Judie Hammerstad, Chair, Metro Policy Advisory Committee and members  
**FROM:** Elaine Wilkerson, Director Growth Management Services Department  
**DATE:** August 7, 1998  
**SUBJECT:** Added MPAC Agenda Item for your August 12 meeting

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Attached please find materials that describe possible changes to Metro policy concerning amendment procedures for Urban Reserves and the Metro Urban Growth Boundary.

A one page summary has been included as a quick overview of three approaches to addressing the State legislative mandate and deadline concerning Metro's Urban Growth Boundary.

I would be happy to answer questions you may have about these materials.

Thank you.

A handwritten signature in cursive script, appearing to read "Elaine Wilkerson".

c: Mike Burton, Executive Officer  
Dan Cooper

A handwritten number "1" inside a circle, located in the bottom right corner of the page.

# Alternative Approaches for Meeting State Legislature's Mandate for Managing Metro's UGB

8/6/98

## **Growth Management Committee Alternative**

- A1. **First Tier** Urban Reserves must be "... considered for inclusion..." first, but the Metro Council may also add other urban reserve lands if Metro Code acknowledged Goal 14 procedure is followed.
- A2. **Governance** need not be fully addressed before UGB expansion, but must be addressed prior to local government urban comp plan or zoning adoption. (per proposed Title 11 of Metro functional plan)
- A3. **Urban Reserve planning** need not be fully addressed before UGB expansion, but must be addressed prior to local government urban comp plan or zoning adoption (per proposed Title 11 of Metro functional plan)

## **Councilors McLain/Monroe Alternative**

- B1. **First Tier** redefined to mean those areas to be designated by Metro after finding that meet Metro Code acknowledged Goal 14 criteria, do not yet meet all urban reserve plan requirements, but are likely to do so within six months.
- B2. **Governance** – same as A2, above.
- B3. **Urban Reserve planning** – same as A3, above.
- B4. **Priority for adding land** is: First, all land that meets Metro Code acknowledged Goal 14 criteria plus urban reserve plan requirements; Second, lands that meet Metro Code acknowledged Goal 14 criteria and Metro designates as first tier and there is not enough first priority land; Third, other lands that meet Metro Code acknowledged Goal 14 criteria and Metro Council grants a variance to urban reserve plan requirements and UGB need can't be met with higher priority lands; Forth, other lands that meet Metro Code acknowledged Goal 14 criteria and UGB need can't be met by including lands of higher priority.

## **Drake/McKeever Alternative**

- C1. **First Tier** to be designated sufficient to meet at least ½ the identified UGB need.
- C2. **UGB expansion** to occur by December 1998, for all lands which have urban reserve plans completed.
- C3. **Urban Reserve planning** for First Tier lands to be completed in 6 months. If completed, added to UGB, if not, taken off First Tier designation and other lands designated as First Tier, given 6 months to complete urban reserve plan. If timeline not met, taken off and other lands designated until urban capacity need is met.

\*\*\*\*



# STAFF REPORT

## CONSIDERATION OF ORDINANCE NO. 98-770, FOR THE PURPOSE OF AMENDING FIRST TIER AND URBAN RESERVE PLANNING REQUIREMENTS FOR URBAN GROWTH BOUNDARY AMENDMENTS

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Date: July 30, 1998

Introduced by: Growth Management Committee

### Proposed Action:

The Council is asked to adopt this ordinance, which amends the first tier and urban reserve planning requirements for amendments to the urban growth boundary.

### Background:

State law requires Metro to expand its urban growth boundary to accommodate half of the 20-year need for housing units and jobs by the end of December 1998. Land to accommodate the other half of the need must be brought in by December 1999. Metro has determined that enough land for 32,400 housing units and 2900 jobs must be brought in to accommodate the 20-year need.

Metro has certain requirements that must be met before urban reserve land can be brought into the boundary. For example, first tier lands must be brought in before other lands unless a special need is shown, the land have a conceptual plan and map which addresses specific state land use planning goals and the 2040 design type designations, and governance and/or urban services agreements be in place.

A review by an outside consultant shows that while concept planning is underway in some first tier areas, few if any of those plans will be completed in time to meet the state-imposed deadline. The consultant also found that a few non-first tier urban reserves will have their concept plans completed before December 1998. In addition, a separate independent study due out in September is expected to find that as much as 5000 acres will have to be brought in by December 1998 to meet the housing need. In sum, an insufficient number of acres will have the requirements of concept planning and governance resolved prior to December 1998.

Thus, in order to meet the state law requirement, the Growth Management Committee has proposed this ordinance to provide more flexibility in moving the urban growth boundary.

### Analysis:

This ordinance is made up of three exhibits. Exhibit A makes changes to the Metro Code. Exhibit B amends the Functional Plan to provide regulatory controls over local jurisdictions regarding the code changes. Exhibit C will contain conforming amendments to the Regional Framework Plan.

A. Exhibit A essentially makes three changes to the Metro Code regarding the requirements for amending the urban growth boundary:

- (1) amends the requirement that first tier land be included prior to other lands so that the Council may add other urban reserve lands to the UGB after considering the legislative amendment criteria in the code which addresses state goals 2 and 14;
- (2) allows the Council to grant a variance with respect to the governance and urban services agreement requirements, as long as the Council determines that it is feasible to satisfy those requirements in a timely, manner and subject to a Functional Plan requirement that no comprehensive plan or implementing ordinance amendments be approved prior to the resolution of the governance or urban service agreement issues; and
- (3) allows the Council to grant a variance for the concept plan and map requirements, as long as the Council determines that it is feasible to satisfy those requirements in a timely manner, and subject to a Functional Plan requirement that no comprehensive plan or implementing ordinance amendments be approved until a completed urban reserve plan is adopted.

B. Exhibit B creates a new title, Title 11, in the Urban Growth Management Functional Plan. The purpose of this new title is to provide regulatory protections for land that is brought into the boundary prior to completion of the concept plan.

Section 2 of this Title sets forth a new Urban Growth Boundary Amendment Master Plan requirement. Before any development is allowed on land brought into the urban growth boundary, the Metro Council and all local governments with jurisdiction over the territory must adopt a Master Plan. The Master Plan is the concept plan and map, and provision for governance or urban services agreements, as described in the Metro Code.

Section 1 of Title 11 provides that prior to approval by the necessary entities of the Urban Growth Boundary Amendment Master Plan, a city or county shall not approve any land use regulation allowing higher density or new commercial or industrial uses, or any land division or partition that would result in the creation of any new parcel less than 20 acres in size.

Section 3 of Title 11 requires cities and counties to make the adopted Master Plan part of their comprehensive plans.

Section 4 of Title 11 provides that it takes effect immediately and that following its adoption, cities and counties must provide adequate notice to Metro of any comprehensive plan or implementing ordinance for any territory that has been added to the UGB.

C. Exhibit C is in the process of being completed. It will be amended into the ordinance later to provide the necessary conforming changes to the Regional Framework Plan.



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING ) ORDINANCE NO 98-770  
FIRST TIER AND URBAN RESERVE )  
PLANNING REQUIREMENTS FOR ) Introduced by Council Growth  
URBAN GROWTH BOUNDARY ) Management Committee  
AMENDMENTS )

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. Metro Code Chapter 3.01 is amended in Section 3.01.012 to read as set forth in attached Exhibit A. These Amendments constitute amendments to the current acknowledged Metro Code Chapter 3.01 Urban Growth Boundary and Urban Reserve Procedures, as well as amendments to Appendix B of the Regional Framework Plan, adopted by Ordinance 97-715B.

2. A new Title 11, attached as Exhibit B, is hereby added to the Urban Growth Management Functional Plan adopted by Ordinance 96-647C and is also added to Appendix A of the Regional Framework Plan adopted by Ordinance 97-715B.

3. The text of the Regional Framework Plan adopted by Ordinance 97-715B is amended to read as set forth in Exhibit C.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_ 1998.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

ATTEST:

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, General Counsel





**Exhibit A**  
**Amendments to Metro Code Chapter 3.01**

**3.01.012 Urban Reserve Areas**

(a) **Purpose.** The purpose of this section is to comply with ORS 197.298 by identifying lands designated urban reserve land by Metro as the first priority land for inclusion in the Metro Urban Growth Boundary.

(b) **Amount of Land Required.**

- (1) The areas designated as urban reserves shall be sufficient to accommodate expected urban development for a 30 to 50 year period, including an estimate of all potential developable and redevelopable land in the urban area.
- (2) Metro shall estimate the capacity of the urban reserves consistent with the procedures for estimating capacity of the urban area as defined in section 3.01.010.
- (3) The minimum residential density to be used in calculating the need for urban reserves, estimating the capacity of the areas designated as urban reserves and required in concept plans shall be at least 10 dwelling units per net developable acre.
- (4) Metro shall designate the amount of urban reserves estimated to accommodate the forecast need.
- (5) Metro may designate a portion of the land required for urban reserves in order to phase designation of urban reserves.

(c) **Mapped Urban Reserves.**

- (1) Metro has designated as urban reserve areas those lands indicated on the 2040 Growth Concept map as part of the Regional Urban Growth Goals and Objectives.
- (2) Urban growth boundary amendments shall include only land designated as urban reserves unless designated urban reserve lands are inadequate to meet the need. If land designated as urban reserves is inadequate to meet the need, the priorities in ORS 197.298 shall be followed.
- (3) Within one year of Metro Council adoption of the urban reserve ordinance, the Metro Council shall modify the Metro 2040 Growth Concept to designate regional design types consistent with the Metro 2040 Growth Concept for all designated urban reserves.



(d) First Tier. First tier urban reserves shall be ~~considered for inclusion~~ included in the Metro Urban Growth Boundary prior to other urban reserves unless a special land need is identified which cannot be reasonably accommodated on first tier urban reserves. The Council may add other urban reserve lands to the Urban Growth Boundary after taking into consideration the criteria established in Metro Code Sections 3.01.020 or 3.01.030, as appropriate.

(e) Urban Reserve Plan Required. ~~Except~~ as provided in subsection 3.01.012(e)(14), conceptual land use plan and concept map which demonstrates compliance with the RUGGO and the 2040 Growth Concept design types and any applicable functional plan provisions shall be required for all major amendment applications and legislative amendments of the urban growth boundary including at least the following, when applicable:

- (1) Provision for either annexation to a city and any necessary service districts at the time of the final approval of the urban growth boundary amendment consistent with 3.01.065 or an applicable city-county planning area agreement which requires at least the following:
  - (A) City or county agreement to adopt comprehensive plan provisions for the lands added to the urban growth boundary which comply with all requirements of urban reserve plan conditions of the urban growth boundary approval;
  - (B) City and county agreement that lands added to the urban growth boundary shall be rezoned for urban development only upon annexation or agreement for delayed annexation to the city and any necessary service district identified in the approved Concept Plan or incorporation as a new city; and
  - (C) County agreement that, prior to annexation to the city and any necessary service districts, rural zoning that ensures a range of opportunities for the orderly, economic, and efficient provision of urban services when these lands are included in the urban growth boundary remains in place until city annexation and the adoption of urban zoning.
- (2) Notwithstanding (1) above, the Metro Council may approve a major or legislative amendment to the urban growth boundary if the proposed amendment is required to assist the region to comply with the 2040 Growth Concept or to assist the region, a city or county in demonstrating compliance with statute, rule, or statewide goal requirements for land within the urban growth boundary. These requirements include HB 2709, ORS 197.303, the statewide planning goals and Regional Urban Growth Goals and Objectives. An urban services agreement consistent with ORS 195.065 shall be required as a condition of approval for any amendment under this subsection.
- (3) The areas of Urban Reserve Study Areas #11, 14 and 65 are so geographically distant from existing city limits that annexation to a city is

difficult to achieve. If the county and affected city and any necessary service districts have signed an urban service agreement or an urban reserve agreement coordinating urban services for the area, then the requirements for annexation to a city in (1)(B) and (1)(C) above shall not apply.

- (4) Provision for residential densities of at least 10 dwelling units per net developable residential acre.
- (5) Demonstrable measures that will provide a diversity of housing stock that will fulfill needed housing requirements as defined by ORS 197.303. Measures may include, but are not limited to, implementation of recommendations in Title 7 of the Urban Growth Management Functional Plan.
- (6) Demonstration of how residential developments will include, without public subsidy, housing affordable to households with incomes at or below area median incomes for home ownership and at or below 80 percent of area median incomes for rental as defined by U.S. Department of Housing and Urban Development for the adjacent urban jurisdiction. Public subsidies shall not be interpreted to mean the following: density bonuses, streamlined permitting processes, extensions to the time at which systems development charges (SDCs) and other fees are collected, and other exercises of the regulatory and zoning powers.
- (7) Provision for sufficient commercial and industrial development for the needs of the area to be developed and the needs of adjacent land inside the urban growth boundary consistent with 2040 Growth Concept design types.
- (8) A conceptual transportation plan consistent with the Regional Transportation Plan, and consistent with protection of natural resources as required by Metro functional plans.
- (9) Identification, mapping and a funding strategy for protecting areas from development due to wildlife habitat protection, water quality enhancement and mitigation, and natural hazards mitigation. A natural resource protection plan to protect fish and wildlife habitat, water quality enhancement areas and natural hazard areas shall be completed as part of the comprehensive plan and zoning for lands added to the urban growth boundary prior to urban development. The plan shall include cost estimates to implement a strategy to fund resource protection.
- (10) A conceptual public facilities and services plan, including rough cost estimates for the provision of sewer, water, storm drainage, transportation, fire and police protection facilities and parks, including financing strategy for those costs.



- (11) A conceptual school plan which provides for the amount of land and improvements needed for school facilities. Estimates of the need shall be coordinated among affected school districts, the affected city or county, and affected special districts consistent with the procedures in ORS 195.110(3), (4) and (7).
- (12) An Urban Reserve Plan map showing, at least, the following, when applicable:
- (A) Major roadway connections and public facilities;
  - (B) Location of unbuildable lands including but not limited to steep slopes, wetlands, floodplains and riparian areas;
  - (C) General locations for commercial and industrial lands;
  - (D) General locations for single and multi-family housing;
  - (E) General locations for public open space, plazas and neighborhood centers; and
  - (F) General locations or alternative locations for any needed school, park or fire hall sites.
- (13) The urban reserve plan shall be coordinated among the city, county, school district and other service districts, including a dispute resolution process with an MPAC report and public hearing consistent with RUGGO Objective 5.3. The urban reserve plan shall be considered for local approval by the affected city or by the county, if subsection (3), above, applies in coordination with any affected service district and/or school district. Then the Metro Council shall consider final adoption of the plan.
- (14) (A) A variance to the requirements of subsections 3.01.012(e) 1, 2, or 3 may be approved where the Council finds that it is feasible to satisfy those requirements in a timely manner and the approval of the Urban Growth Boundary expansion is accompanied by the adoption of an Urban Growth Management Functional Plan requirement that no comprehensive plan or implementing ordinance amendments may be approved until the territory is either annexed to a city or all urban service agreements required under ORS 195.065 have been approved.
- (B) A variance to the requirements of subsections 3.01.012(e) (4) through (13) may be approved, where the Council finds that it is feasible to satisfy those requirements in a timely manner and the approval of the Urban Growth Boundary expansion is accompanied by the adoption of an Urban Growth Management Functional Plan requirement that no comprehensive plan or implementing ordinance amendments may be approved until a completed urban reserve plan in compliance with this section has been adopted.

**Exhibit B**  
**Metro Code 3.07.11**

**TITLE 11: URBAN GROWTH BOUNDARY AMENDMENT REQUIREMENTS**

**3.07.11.010 Interim Protection of Areas Brought Inside Urban Growth Boundary**

Prior to the approval by the Metro Council and adoption by all local governments having jurisdiction over any territory added to the urban growth boundary of a plan meeting all requirements of the urban growth boundary Amendment Master Planning requirements set forth in Section 2 of this Title, a city or county shall not approve of:

- a. any land use regulation or map amendments allowing higher residential density than allowed by acknowledged provisions in effect prior to the adoption of the urban growth boundary amendment;
- b. any land use regulation or map amendments allowing commercial or industrial uses not allowed under acknowledged provisions in effect prior to the adoption of the urban growth boundary Amendment;
- c. any land division or partition that would result in the creation of any new parcel which would be less than 20 acres in total size.

**3.07.11.020 Urban Growth Boundary Amendment Master Planning Requirements**

All territory that is added to the Metro region urban growth boundary as either a major amendment or a legislative amendment pursuant to Metro Code Chapter 3.01 shall be subject to an urban growth boundary Master Plan approved by the Metro Council and adopted by all cities and counties having jurisdiction over the territory prior to any urban development occurring in the territory. urban growth boundary Master Plans shall contain a conceptual land use plan and concept map which demonstrates compliance with the RUGGO and the 2040 Growth Concept design types and any applicable functional plan provisions shall be required for all major amendment applications and legislative amendments of the urban growth boundary including at least the following, when applicable:

- (1) Provision for either annexation to a city and any necessary service districts at the time of the final approval of the urban growth boundary amendment consistent with 3.01.065 or an applicable city-county planning area agreement which requires at least the following:
  - (A) City or county agreement to adopt comprehensive plan provisions for the lands added to the urban growth boundary

which comply with all requirements of urban reserve plan conditions of the urban growth boundary approval;

- (B) City and county agreement that lands added to the urban growth boundary shall be rezoned for urban development only upon annexation or agreement for delayed annexation to the city and any necessary service district identified in the approved Concept Plan or incorporation as a new city; and
  - (C) County agreement that, prior to annexation to the city and any necessary service districts, rural zoning that ensures a range of opportunities for the orderly, economic, and efficient provision of urban services when these lands are included in the urban growth boundary remains in place until city annexation and the adoption of urban zoning.
- (2) Notwithstanding (1) above, the Metro Council may approve a major or legislative amendment to the urban growth boundary if the proposed amendment is required to assist the region to comply with the 2040 Growth Concept or to assist the region, a city or county in demonstrating compliance with statute, rule, or statewide goal requirements for land within the urban growth boundary. These requirements include HB 2709, ORS 197.303, the statewide planning goals and Regional Urban Growth Goals and Objectives. An urban services agreement consistent with ORS 195.065 shall be required as a condition of approval for any amendment under this subsection.
  - (3) The areas of Urban Reserve Study Areas #11, 14 and 65 are so geographically distant from existing city limits that annexation to a city is difficult to achieve. If the county and affected city and any necessary service districts have signed an urban service agreement or an urban reserve agreement coordinating urban services for the area, then the requirements for annexation to a city in (1)(B) and (1)(C) above shall not apply.
  - (4) Provision for residential densities of at least 10 dwelling units per net developable residential acre.
  - (5) Demonstrable measures that will provide a diversity of housing stock that will fulfill needed housing requirements as defined by ORS 197.303. Measures may include, but are not limited to, implementation of recommendations in Title 7 of the Urban Growth Management Functional Plan.



- (6) Demonstration of how residential developments will include, without public subsidy, housing affordable to households with incomes at or below area median incomes for home ownership and at or below 80 percent of area median incomes for rental as defined by U.S. Department of Housing and Urban Development for the adjacent urban jurisdiction. Public subsidies shall not be interpreted to mean the following: density bonuses, streamlined permitting processes, extensions to the time at which systems development charges (SDCs) and other fees are collected, and other exercises of the regulatory and zoning powers.
- (7) Provision for sufficient commercial and industrial development for the needs of the area to be developed and the needs of adjacent land inside the urban growth boundary consistent with 2040 Growth Concept design types.
- (8) A conceptual transportation plan consistent with the Regional Transportation Plan, and consistent with protection of natural resources as required by Metro functional plans.
- (9) Identification, mapping and a funding strategy for protecting areas from development due to wildlife habitat protection, water quality enhancement and mitigation, and natural hazards mitigation. A natural resource protection plan to protect fish and wildlife habitat, water quality enhancement areas and natural hazard areas shall be completed as part of the comprehensive plan and zoning for lands added to the urban growth boundary prior to urban development. The plan shall include cost estimates to implement a strategy to fund resource protection.
- (10) A conceptual public facilities and services plan, including rough cost estimates for the provision of sewer, water, storm drainage, transportation, fire and police protection facilities and parks, including financing strategy for those costs.
- (11) A conceptual school plan which provides for the amount of land and improvements needed for school facilities. Estimates of the need shall be coordinated among affected school districts, the affected city or county, and affected special districts consistent with the procedures in ORS 195.110(3), (4) and (7).
- (12) An Urban Reserve Plan map showing, at least, the following, when applicable:

- (A) Major roadway connections and public facilities;
  - (B) Location of unbuildable lands including but not limited to steep slopes, wetlands, floodplains and riparian areas;
  - (C) General locations for commercial and industrial lands;
  - (D) General locations for single and multi-family housing;
  - (E) General locations for public open space, plazas and neighborhood centers; and
  - (F) General locations or alternative locations for any needed school, park or fire hall sites.
- (13) The urban reserve plan shall be coordinated among the city, county, school district and other service districts, including a dispute resolution process with an MPAC report and public hearing consistent with RUGGO Objective 5.3. The urban reserve plan shall be considered for local approval by the affected city or by the county, if subsection (3), above, applies in coordination with any affected service district and/or school district. Then the Metro Council shall consider final adoption of the plan.

#### **3.07.11.030 Implementation of Master Planning Requirements**

Cities and counties shall adopt urban growth boundary Master Plans as a component of their adopted comprehensive plans. The adopted urban growth boundary Master Plan shall be the conceptual plan and concept map that shall govern comprehensive plan, land use regulation and map amendments that implement the urban growth boundary Master Plan after the territory is included in the urban growth boundary.

#### **3.07.11.040 Effective Date and Notification Requirements**

The provisions of this Title 11 are effective immediately. Prior to making any amendment to any comprehensive plan or implementing ordinance for any territory that has been added to the urban growth boundary after the effective date of this code amendment, a city or county shall comply with the notice requirements of Section 3.07.830 and include in the required staff report an explanation of how the proposed amendment complies with the requirements of this Title 11 in addition to the other requirements of this functional plan.

**Exhibit C**

(Will contain conforming amendments to Regional Framework Plan)



*Agenda Item 1B*

**Ordinance No. 98-772**

**Metro Growth Management Committee  
Wednesday, August 12, 1998**

26

# STAFF REPORT

## CONSIDERATION OF ORDINANCE NO. 98-772, FOR THE PURPOSE OF AMENDING FIRST TIER AND URBAN RESERVE PLANNING REQUIREMENTS FOR URBAN GROWTH BOUNDARY AMENDMENTS AND ESTABLISHING PRIORITIES FOR INCLUDING LAND IN THE URBAN GROWTH BOUNDARY

Date: July 30, 1998

Introduced by: Councilors McLain and Monroe

### Proposed Action:

The Council is asked to adopt this ordinance, which amends the first tier and urban reserve planning requirements for amendments to the urban growth boundary and establishes priorities for inclusion of land in the urban growth boundary (UGB).

### Background:

State law requires Metro to expand its urban growth boundary to accommodate half of the 20-year need for housing units and jobs by the end of December 1998. Land to accommodate the other half of the need must be brought in by December 1999. Metro has determined that enough land for 32,400 housing units and 2900 jobs must be brought in to accommodate the 20-year need.

Metro has certain requirements that must be met before urban reserve land can be brought into the boundary. For example, first tier lands must be brought in before other lands unless a special need is shown, the land have a conceptual plan and map which addresses specific state land use planning goals and the 2040 design type designations, and governance and/or urban services agreements be in place.

A review by an outside consultant shows that while concept planning is underway in some first tier areas, few if any of those plans will be completed in time for the Council to bring that land in to the boundary to meet the state-imposed deadline. The consultant also found that a few non-first tier urban reserves will have their concept plans completed before December 1998. In addition, a separate commissioned study due out in September is expected to find that as many as 5000 acres will have to be brought in by December 1998 to meet the housing need. In sum, an insufficient number of acres will have the requirements of concept planning and governance resolved prior to December 1998, so Metro will not be able to meet the state deadline.

Thus, in order to meet the state law requirement, Councilors McLain and Monroe have proposed this ordinance to provide more flexibility in moving the urban growth boundary.

### Analysis:

This ordinance is made up of three exhibits. Exhibit A amends the Metro Code. Exhibit B amends the Functional Plan to provide regulatory controls over local jurisdictions regarding the Code changes. Exhibit C will contain conforming amendments to the Regional Framework Plan.

21.

A. Exhibit A

1. First Tier

The definition of first tier urban reserves is changed. First tier would be defined to mean those urban reserves designated by the Metro Council that meet state law requirements for inclusion in the UGB, including Goals 2 and 14, but do not have adopted concept plans. First tier designation is subject to a Council determination that all of the concept plan requirements can be completed within six months. Upon satisfaction of those requirements within the time allowed, the Council shall add the territory to the UGB.

2. Governance and Urban Service Agreements

This ordinance would allow the Council to grant a variance with respect to the governance and urban services agreement requirements, as long as the Council determines that it is feasible to satisfy those requirements in a timely manner and subject to a Functional Plan requirement that no comprehensive plan or implementing ordinance amendments be approved prior to the resolution of the governance or urban service agreement issues.

3. Concept Plan Requirements

This ordinance would allow the Council to grant a variance for the concept plan and map requirements, as long as the Council determines that it is feasible to satisfy those requirements in a timely manner and subject to a Functional Plan requirement that no comprehensive plan or implementing ordinance amendments be approved until a completed urban reserve plan is adopted.

4. Priority of Adding Land to the UGB

This ordinance would create a method for the Council to prioritize land to bring in to the UGB to meet the need.

- (a) First priority would be land that meets all of the legislative amendment criteria, which satisfies state law, goals 2 and 14 and RUGGO, and has a concept plan.
- (b) Second priority would be land that meets all of the legislative amendment criteria and that may be designated as first tier, where the need is not satisfied by including all of the first tier land in the UGB.
- (c) Third priority would be land that meets the legislative amendment criteria or land that the Council finds there is a reason to grant a variance to the concept plan requirements and where the need is not satisfied by including lands of a higher priority.
- (d) Fourth priority would be land that meets the legislative amendment criteria and including lands of a higher priority does not satisfy the need.

Finally, this ordinance would require that all land included in the UGB to meet a need for land is subject to the Urban Growth Boundary Amendment Master Plan requirements of Title 11 of the Urban Growth Management Functional Plan.

22.



B. Exhibit B would create a new title, Title 11, in the Urban Growth Management Functional Plan. The purpose of this new title would be to provide regulatory protections for land that is brought into the boundary prior to completion of the concept plan.

Section 2 of this Title sets forth a new Urban Growth Boundary Amendment Master Plan requirement. Before any development is allowed on land brought into the Urban Growth Boundary, the Metro Council and all local governments with jurisdiction over the territory must adopt a Master Plan. The Master Plan is the concept plan and map and provision for governance or urban services agreements, as described in the Metro Code.

Section 1 of Title 11 provides that prior to approval by the necessary entities of the Urban Growth Boundary Amendment Master Plan, a city or county shall not approve any land use regulation allowing higher density or new commercial or industrial uses, or any land division or partition that would result in the creation of any new parcel less than 20 acres in size.

Section 3 of Title 11 requires cities and counties to make the adopted Master Plan part of their comprehensive plans.

Section 4 of Title 11 provides that it takes effect immediately and that following its adoption, cities and counties must provide adequate notice to Metro of any comprehensive plan or implementing ordinance for any territory that has been added to the UGB.

C. Exhibit C is in the process of being completed. It will be amended into the ordinance later to provide the necessary conforming changes to the Regional Framework Plan.

24.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING ) ORDINANCE NO 98-772  
FIRST TIER AND URBAN RESERVE )  
PLANNING REQUIREMENTS FOR ) Introduced by Councilors McLain and Monroe  
URBAN GROWTH BOUNDARY )  
AMENDMENTS AND ESTABLISHING )  
PRIORITIES FOR INCLUDING LAND IN )  
THE URBAN GROWTH BOUNDARY )

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. Metro Code Chapter 3.01 is amended in Section 3.01.010 and Section 3.01.012 to read as set forth in attached Exhibit A. These Amendments constitute amendments to the current acknowledged Metro Code Chapter 3.01 Urban Growth Boundary and Urban Reserve Procedures, as well as amendments to Appendix B of the Regional Framework Plan, adopted by Ordinance 97-715B.

2. A new Title 11, attached as Exhibit B, is hereby added to the Urban Growth Management Functional Plan adopted by Ordinance 96-647C and is also added to Appendix A of the Regional Framework Plan adopted by Ordinance 97-715B.

3. The text of the Regional Framework Plan adopted by Ordinance 97-715B is amended to read as set forth in Exhibit C.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 1998.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

ATTEST:

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

25.

**Exhibit A (McLain/Monroe version)**  
**Amendments to Metro Code Chapter 3.01**

Section 3.01.010 Definitions is amended by amending subsection 3.01.010(e) to read as follows:

(e) ~~"First tier urban reserves" means those urban reserves to be first urbanized because they can be most cost effectively provided with urban services by affected cities and service districts as so designated and mapped in a Metro council ordinance. that the Metro Council has so designated after finding that the lands meet applicable criteria for inclusion in the urban growth boundary pursuant to Metro Code 3.01.020 or 3.01.030 as appropriate but which do not meet all applicable criteria as set forth in Metro Code 3.01.012(e)~~

Section 3.01.012(d) is amended as follows:

3.01.012 Urban Reserve Areas

(a) Purpose. The purpose of this section is to comply with ORS 197.298 by identifying lands designated urban reserve land by Metro as the first priority land for inclusion in the Metro Urban Growth Boundary.

(b) Amount of Land Required.

- (1) The areas designated as urban reserves shall be sufficient to accommodate expected urban development for a 30 to 50 year period, including an estimate of all potential developable and redevelopable land in the urban area.
- (2) Metro shall estimate the capacity of the urban reserves consistent with the procedures for estimating capacity of the urban area as defined in section 3.01.010.
- (3) The minimum residential density to be used in calculating the need for urban reserves, estimating the capacity of the areas designated as urban reserves and required in concept plans shall be at least 10 dwelling units per net developable acre.
- (4) Metro shall designate the amount of urban reserves estimated to accommodate the forecast need.
- (5) Metro may designate a portion of the land required for urban reserves in order to phase designation of urban reserves.

(c) Mapped Urban Reserves.

- (1) Metro has designated as urban reserve areas those lands indicated on the 2040 Growth Concept map as part of the Regional Urban Growth Goals and Objectives.
- (2) Urban growth boundary amendments shall include only land designated as urban reserves unless designated urban reserve lands are inadequate to meet the need. If land designated as urban reserves is inadequate to meet the need, the priorities in ORS 197.298 shall be followed.
- (3) Within one year of Metro Council adoption of the urban reserve ordinance, the Metro Council shall modify the Metro 2040 Growth Concept to designate regional design types consistent with the Metro 2040 Growth Concept for all designated urban reserves.

(d) First Tier. ~~First tier urban reserves shall be included in the Metro Urban Growth Boundary prior to other urban reserves unless a special land need is identified which cannot be reasonably accommodated on first tier urban reserves. may be designated by the Council subject to the following process after considering the criteria established in Metro Code Section 3.01.020 or 3.01.030 as appropriate. If the Council finds that the lands meet the applicable criteria for inclusion in the Urban Growth Boundary and fail to meet the criteria established in Section 3.01.012(e) below, the Council may designate the lands as first tier urban reserves upon finding that it will be feasible to complete all requirements within a limited period of time not to exceed six months. Upon adoption of a Council resolution designating an urban reserve or a portion thereof as a first tier urban reserve, the Council shall proceed to approve adding the territory to the Urban Growth Boundary if all requirements of Metro Code Section 3.01.012(e) are satisfied within the applicable time period.~~

(e) Urban Reserve Plan Required. ~~Except~~ as provided in subsection 3.01.012(e)(14), conceptual land use plan and concept map which demonstrates compliance with the RUGGO and the 2040 Growth Concept design types and any applicable functional plan provisions shall be required for all major amendment applications and legislative amendments of the urban growth boundary including at least the following, when applicable:

- (1) Provision for either annexation to a city and any necessary service districts at the time of the final approval of the urban growth boundary amendment consistent with 3.01.065 or an applicable city-county planning area agreement which requires at least the following:
  - (A) City or county agreement to adopt comprehensive plan provisions for the lands added to the urban growth boundary which comply with all requirements of urban reserve plan conditions of the urban growth boundary approval;
  - (B) City and county agreement that lands added to the urban growth boundary shall be rezoned for urban development only upon annexation or agreement for delayed annexation to the

city and any necessary service district identified in the approved Concept Plan or Incorporation as a new city; and

- (C) County agreement that, prior to annexation to the city and any necessary service districts, rural zoning that ensures a range of opportunities for the orderly, economic, and efficient provision of urban services when these lands are included in the urban growth boundary remains in place until city annexation and the adoption of urban zoning.
- (2) Notwithstanding (1) above, the Metro Council may approve a major or legislative amendment to the urban growth boundary if the proposed amendment is required to assist the region to comply with the 2040 Growth Concept or to assist the region, a city or county in demonstrating compliance with statute, rule, or statewide goal requirements for land within the urban growth boundary. These requirements include HB 2709, ORS 197.303, the statewide planning goals and Regional Urban Growth Goals and Objectives. An urban services agreement consistent with ORS 195.065 shall be required as a condition of approval for any amendment under this subsection.
- (3) The areas of Urban Reserve Study Areas #11, 14 and 65 are so geographically distant from existing city limits that annexation to a city is difficult to achieve. If the county and affected city and any necessary service districts have signed an urban service agreement or an urban reserve agreement coordinating urban services for the area, then the requirements for annexation to a city in (1)(B) and (1)(C) above shall not apply.
- (4) Provision for residential densities of at least 10 dwelling units per net developable residential acre.
- (5) Demonstrable measures that will provide a diversity of housing stock that will fulfill needed housing requirements as defined by ORS 197.303. Measures may include, but are not limited to, implementation of recommendations in Title 7 of the Urban Growth Management Functional Plan.
- (6) Demonstration of how residential developments will include, without public subsidy, housing affordable to households with incomes at or below area median incomes for home ownership and at or below 80 percent of area median incomes for rental as defined by U.S. Department of Housing and Urban Development for the adjacent urban jurisdiction. Public subsidies shall not be interpreted to mean the following: density bonuses, streamlined permitting processes, extensions to the time at which systems development charges (SDCs) and other fees are collected, and other exercises of the regulatory and zoning powers.

- (7) Provision for sufficient commercial and industrial development for the needs of the area to be developed and the needs of adjacent land inside the urban growth boundary consistent with 2040 Growth Concept design types.
- (8) A conceptual transportation plan consistent with the Regional Transportation Plan, and consistent with protection of natural resources as required by Metro functional plans.
- (9) Identification, mapping and a funding strategy for protecting areas from development due to wildlife habitat protection, water quality enhancement and mitigation, and natural hazards mitigation. A natural resource protection plan to protect fish and wildlife habitat, water quality enhancement areas and natural hazard areas shall be completed as part of the comprehensive plan and zoning for lands added to the urban growth boundary prior to urban development. The plan shall include cost estimates to implement a strategy to fund resource protection.
- (10) A conceptual public facilities and services plan, including rough cost estimates for the provision of sewer, water, storm drainage, transportation, fire and police protection facilities and parks, including financing strategy for those costs.
- (11) A conceptual school plan which provides for the amount of land and improvements needed for school facilities. Estimates of the need shall be coordinated among affected school districts, the affected city or county, and affected special districts consistent with the procedures in ORS 195.110(3), (4) and (7).
- (12) An Urban Reserve Plan map showing, at least, the following, when applicable:
  - (A) Major roadway connections and public facilities;
  - (B) Location of unbuildable lands including but not limited to steep slopes, wetlands, floodplains and riparian areas;
  - (C) General locations for commercial and industrial lands;
  - (D) General locations for single and multi-family housing;
  - (E) General locations for public open space, plazas and neighborhood centers; and
  - (F) General locations or alternative locations for any needed school, park or fire hall sites.

29.

(13) The urban reserve plan shall be coordinated among the city, county, school district and other service districts, including a dispute resolution process with an MPAC report and public hearing consistent with RUGGO Objective 5.3. The urban reserve plan shall be considered for local approval by the affected city or by the county, if subsection (3), above, applies in coordination with any affected service district and/or school district. Then the Metro Council shall consider final adoption of the plan.

~~(14) (A) A variance to the requirements of subsections 3.01.012(e) 1, 2, or 3 may be approved where the Council finds that it is feasible to satisfy those requirements in a timely manner and the approval of the Urban Growth Boundary expansion is accompanied by the adoption of an Urban Growth Management Functional Plan requirement that no comprehensive plan or implementing ordinance amendments may be approved until the territory is either annexed to a city or all urban service agreements required under ORS 195.065 have been approved.~~

~~(B) A variance to the requirements of subsections 3.01.012(e) (4) through (13) may be approved, where the Council finds that it is feasible to satisfy those requirements in a timely manner and the approval of the Urban Growth Boundary expansion is accompanied by the adoption of an Urban Growth Management Functional Plan requirement that no comprehensive plan or implementing ordinance amendments may be approved until a completed urban reserve plan in compliance with this section has been adopted.~~

~~(f) Priority of Adding Land to Urban Growth Boundary. The Council shall consider land for inclusion within the Urban Growth Boundary in order to meet a need that has been found to exist subject to applicable criteria. In considering land for inclusion the following priorities shall be applicable:~~

~~(1) First priority to be land in adopted urban reserves that meets all applicable criteria in Sections 3.01.020 or 3.01.030 as appropriate and the requirements of Section 3.01.012(e).~~

~~(2) Second priority shall be for land that meets the applicable criteria of Section 3.01.020 or 3.01.030 as appropriate and where the Council finds the land may be designated as a first tier urban reserve pursuant to Section 3.01.012(d) and that the need to move the Urban Growth Boundary will not be satisfied by including all first priority land.~~

~~(3) Third priority shall be given to other lands that meet the applicable criteria of Section 3.01.020 or 3.01.030 as appropriate or the Council finds there is a reason to grant a variance to the requirements of Section 3.01.012(e) pursuant to Section 3.01.012(e)(14) and that the need to move the Urban Growth Boundary will not be satisfied by~~



including lands of a higher priority.

(4) Fourth priority shall be given to other lands that meet the applicable criteria of Section 3.01.020 or 3.01.030 as appropriate and the need to move the Urban Growth Boundary will not be satisfied by including lands with a higher priority.

(5) All land included in the Urban Growth Boundary to meet a need for land shall be subject to the Urban Growth Boundary Master Plan requirements of Title 11 of the Urban Growth Management Functional Plan Metro Code Section 3.07.011 et seq.

**Exhibit B**  
**Metro Code 3.07.11**

**TITLE 11: URBAN GROWTH BOUNDARY AMENDMENT REQUIREMENTS**

**3.07.11.010 Interim Protection of Areas Brought Inside Urban Growth Boundary**

Prior to the approval by the Metro Council and adoption by all local governments having jurisdiction over any territory added to the urban growth boundary of a plan meeting all requirements of the urban growth boundary Amendment Master Planning requirements set forth in Section 2 of this Title, a city or county shall not approve of:

- a. any land use regulation or map amendments allowing higher residential density than allowed by acknowledged provisions in effect prior to the adoption of the urban growth boundary amendment;
- b. any land use regulation or map amendments allowing commercial or industrial uses not allowed under acknowledged provisions in effect prior to the adoption of the urban growth boundary Amendment;
- c. any land division or partition that would result in the creation of any new parcel which would be less than 20 acres in total size.

**3.07.11.020 Urban Growth Boundary Amendment Master Planning Requirements**

All territory that is added to the Metro region urban growth boundary as either a major amendment or a legislative amendment pursuant to Metro Code Chapter 3.01 shall be subject to an urban growth boundary Master Plan approved by the Metro Council and adopted by all cities and counties having jurisdiction over the territory prior to any urban development occurring in the territory. urban growth boundary Master Plans shall contain a conceptual land use plan and concept map which demonstrates compliance with the RUGGO and the 2040 Growth Concept design types and any applicable functional plan provisions shall be required for all major amendment applications and legislative amendments of the urban growth boundary including at least the following, when applicable:

- (1) Provision for either annexation to a city and any necessary service districts at the time of the final approval of the urban growth boundary amendment consistent with 3.01.065 or an applicable city-county planning area agreement which requires at least the following:
  - (A) City or county agreement to adopt comprehensive plan provisions for the lands added to the urban growth boundary

which comply with all requirements of urban reserve plan conditions of the urban growth boundary approval;

- (B) City and county agreement that lands added to the urban growth boundary shall be rezoned for urban development only upon annexation or agreement for delayed annexation to the city and any necessary service district identified in the approved Concept Plan or incorporation as a new city; and
  - (C) County agreement that, prior to annexation to the city and any necessary service districts, rural zoning that ensures a range of opportunities for the orderly, economic, and efficient provision of urban services when these lands are included in the urban growth boundary remains in place until city annexation and the adoption of urban zoning.
- (2) Notwithstanding (1) above, the Metro Council may approve a major or legislative amendment to the urban growth boundary if the proposed amendment is required to assist the region to comply with the 2040 Growth Concept or to assist the region, a city or county in demonstrating compliance with statute, rule, or statewide goal requirements for land within the urban growth boundary. These requirements include HB 2709, ORS 197.303, the statewide planning goals and Regional Urban Growth Goals and Objectives. An urban services agreement consistent with ORS 195.065 shall be required as a condition of approval for any amendment under this subsection.
  - (3) The areas of Urban Reserve Study Areas #11, 14 and 65 are so geographically distant from existing city limits that annexation to a city is difficult to achieve. If the county and affected city and any necessary service districts have signed an urban service agreement or an urban reserve agreement coordinating urban services for the area, then the requirements for annexation to a city in (1)(B) and (1)(C) above shall not apply.
  - (4) Provision for residential densities of at least 10 dwelling units per net developable residential acre.
  - (5) Demonstrable measures that will provide a diversity of housing stock that will fulfill needed housing requirements as defined by ORS 197.303. Measures may include, but are not limited to, implementation of recommendations in Title 7 of the Urban Growth Management Functional Plan.

- (6) Demonstration of how residential developments will include, without public subsidy, housing affordable to households with incomes at or below area median incomes for home ownership and at or below 80 percent of area median incomes for rental as defined by U.S. Department of Housing and Urban Development for the adjacent urban jurisdiction. Public subsidies shall not be interpreted to mean the following: density bonuses, streamlined permitting processes, extensions to the time at which systems development charges (SDCs) and other fees are collected, and other exercises of the regulatory and zoning powers.
- (7) Provision for sufficient commercial and industrial development for the needs of the area to be developed and the needs of adjacent land inside the urban growth boundary consistent with 2040 Growth Concept design types.
- (8) A conceptual transportation plan consistent with the Regional Transportation Plan, and consistent with protection of natural resources as required by Metro functional plans.
- (9) Identification, mapping and a funding strategy for protecting areas from development due to wildlife habitat protection, water quality enhancement and mitigation, and natural hazards mitigation. A natural resource protection plan to protect fish and wildlife habitat, water quality enhancement areas and natural hazard areas shall be completed as part of the comprehensive plan and zoning for lands added to the urban growth boundary prior to urban development. The plan shall include cost estimates to implement a strategy to fund resource protection.
- (10) A conceptual public facilities and services plan, including rough cost estimates for the provision of sewer, water, storm drainage, transportation, fire and police protection facilities and parks, including financing strategy for those costs.
- (11) A conceptual school plan which provides for the amount of land and improvements needed for school facilities. Estimates of the need shall be coordinated among affected school districts, the affected city or county, and affected special districts consistent with the procedures in ORS 195.110(3), (4) and (7).
- (12) An Urban Reserve Plan map showing, at least, the following, when applicable:

- (A) Major roadway connections and public facilities;
  - (B) Location of unbuildable lands including but not limited to steep slopes, wetlands, floodplains and riparian areas;
  - (C) General locations for commercial and industrial lands;
  - (D) General locations for single and multi-family housing;
  - (E) General locations for public open space, plazas and neighborhood centers; and
  - (F) General locations or alternative locations for any needed school, park or fire hall sites.
- (13) The urban reserve plan shall be coordinated among the city, county, school district and other service districts, including a dispute resolution process with an MPAC report and public hearing consistent with RUGGO Objective 5.3. The urban reserve plan shall be considered for local approval by the affected city or by the county, if subsection (3), above, applies in coordination with any affected service district and/or school district. Then the Metro Council shall consider final adoption of the plan.

### **3.07.11.030 Implementation of Master Planning Requirements**

Cities and counties shall adopt urban growth boundary Master Plans as a component of their adopted comprehensive plans. The adopted urban growth boundary Master Plan shall be the conceptual plan and concept map that shall govern comprehensive plan, land use regulation and map amendments that implement the urban growth boundary Master Plan after the territory is included in the urban growth boundary.

### **3.07.11.040 Effective Date and Notification Requirements**

The provisions of this Title 11 are effective immediately. Prior to making any amendment to any comprehensive plan or implementing ordinance for any territory that has been added to the urban growth boundary after the effective date of this code amendment, a city or county shall comply with the notice requirements of Section 3.07.830 and include in the required staff report an explanation of how the proposed amendment complies with the requirements of this Title 11 in addition to the other requirements of this functional plan.

**Exhibit C**

(Will contain conforming amendments to Regional Framework Plan)

37.







**McKeever/Morrisette, Inc.**  
 209 S.W. Oak Street, Suite 2000  
 Portland, Oregon 97204  
 503.228.7352 DATE:  
 Fax 503.228.7365

**BROADCAST FAX MEMORANDUM**

July 21, 1998

Number of Pages: 2

Please distribute to Metro Council, Metro Executive Officer, MPAC Members and MTAC members-

**Metro Council** 797-1793  
 Presiding Officer Kvistad  
 Councilor McFarland  
 Councilor McLain  
 Councilor McGaig  
 Councilor Monroe  
 Councilor Morissette  
 Councilor Washington

**Metro Council Executive Officer Burton** 797-1799

**MPAC**

Commissioner Judie Hammerstad	Clackamas County	650-8944
Commissioner Lisa Naito	Multnomah County	248-5440
Mayor Gussie McRobert	Gresham	665-7692
Councilor David Ripma	Troutdale	1-360-626-9003
Board Member Bud Fam	Powell Valley Water Dist.	760-1622
Commissioner Charlie Hales	Portland	823-4040
Commissioner Jim Francesconi	Portland	823-3017
Councilor Tom Lowrey	Lake Oswego	697-6594
Mayor Jill Thom	West Linn	635-2537
Board Member Chuck Peterson	Oak Lodge Sanitary Dist.	654-9698 (call first)
Commissioner Doug Neeley	Oregon City	657-93339
Mayor Lou Ogden	Tualatin	692-0163
Commissioner Kathy Christy	USA	693-4545
Board Member Carol Gearin	TVFR	641-4427
Mayor Gordon Faber	City of Hillsboro	681-6213
Board Member John Hartssock	Boring Fire District	658-3395
Mayor Rob Drake	City of Beaverton	526-2571
Bob Stacey	Tri-Met	239-6451
Rebecca Read	Citizen Rep.	725-5189
Scott Leeding	Citizen Rep.	655-2216
Jim Zehren	Citizen Rep.	220-2480
Dick Benner	DLCD	382-6705
Commissioner Judie Stanton	Clark County	1-360-737-6058
Councilor Rose Besserman	City of Vancouver	1-360-696-8049

**MTAC**

Doug McClain	Clackamas County	650-3987
Scott Pemble	Multnomah County	248-3389
Brent Curtis	Washington County	693-4412
David Knowles	City of Portland	823-7800
Richard Ross	Gresham	669-1376
Tom Coffee	Lake Oswego	635-0269
Joe Grillo	City of Beaverton	526-3720
Jim Jacks	Tualatin	692-3512
Dan Drentlaw	City of West Linn	656-4106
Wink Brooks	City of Hillsboro	681-6245
Richard Faith	City of Troutdale	667-0524
Tamara DeRidder	Oregon City	657-7892
John Jackson	USA	640-3525
Lorna Stickel	Portland	823-6139
G.B. Arrington	Tri-Met	239-6469
Jim Sitzman	DLCD	731-4068

Planning  
 Design  
 Public Involvement  
 Project Management

39

Gai Curtis	ODOT	731-8259
Brian Campbell	Port of Portland	731-7466
Kelly Ross	Homebuilders	684-0588
Mike Houck	Portland Audubon Soc.	292-1021
Mary Kyle McCurdy	1000 Friends of OR	223-0073
Anne Nickel	Columbia Corridor Assoc.	287-0223
Deane Funk	PGE	464-2354
George Richardson	NWNG	721-2508
Dennis Tooley	US West	242-5465
Diane Luther	NW housing At.	654-1319
Mike Butts	Clark County	1-360-899-2011
Christine Roth	Citizen Rep.	624-9716 (call first)
John Alland	Citizen Rep.	
John Leeper	Citizen Rep.	643-2811
Elaine Wikerson	Metro	797-1911
Michael Morrissey	Metro Council	797-1793

**FROM:** Mike McKeever

**RE:** URBAN RESERVE CODE AMENDMENTS - Mayor Drake's idea for new approach to Urban Reserve Code Amendments

We have talked and listened to many people over the last couple weeks on the three proposed amendments to the urban reserve code. All seem to agree that the region needs both certainty and sound advance planning before land currently outside the UGB is developed. A few days ago Beaverton Mayor Rob Drake phoned to suggest that the idea described below be considered. We have been discussing it with people and have received a very strong favorable reaction. We forward it to everyone for your consideration as a constructive way to move forward.

1. Before December 31, 1998 Metro will designate at least one-half of the lands that are needed for UGB expansion.
2. Any of these designated lands that have met all current Metro code requirements for concept planning, including governance (i.e. annexation/urban services agreements) by December 31, 1998 will be added to the UGB.
3. Lands that have not met all Metro requirements will be given a list of tasks to complete and given 6 months to complete them.
4. As soon as all tasks are completed additional lands will be added to the UGB (i.e. they will not have to compete with other proposals). Any lands that have not completed all requirements within 6 months will be put back in the "pool" of other urban reserve lands. If this occurs Metro will replace these lands with other lands (within three months). This process shall continue until sufficient acreage is added to the UGB to satisfy state requirements.
5. This same process will be used for the second half of the UGB expansion, except the timelines will begin on December 31, 1999, one year later.

Commentary: This approach should sufficiently target which lands are intended to be added to the UGB, while not actually moving the boundary until all requirements are met. This is a good balance of honoring the goals of certainty and pre-planning. If sufficient acres are not ready to bring into the UGB to satisfy one-half of the land need by December 31, 1998 the steps described herein should constitute the required "good faith" effort to ask DLCD for a modest time extension for some of the acres.

# **JPACT/MPAC JOINT COMMITTEE MEETING RECORD**

**April 15, 1998 Meeting 5:30 PM**

**State Office Building, Room 140**

**JPACT Committee Members Present:** Chair Ed Washington, Susan McLain, Metro Council; Rob Drake, Cities in Washington County; Jim Kight, Cities in Multnomah County; Ed Lindquist, Clackamas County; Dave Lohman, (alt.), Port of Portland; Dean Lookingbill (alt.), City of Vancouver; Lou Ogden (alt.), Cities in Washington County; Karl Rohde, Cities in Clackamas County; Kay Van Sickel (alt.), ODOT.

**MPAC Committee Members Present:** Chair Judie Hammerstad, Clackamas County; Richard Benner, State Agency Growth Council; Rob Drake, Washington County Largest City; Andy Duyck (alt.), Washington County; Charlie Hales, City of Portland; Scott Leeding, Citizen-Clackamas County; Tom Lowrey, Clackamas County Largest City; Peggy Lynch, Citizen-Washington County; Susan McLain, Metro Council; Rod Monroe (alt.), Governing Body of School District; Lou Ogden, Washington County Other Cities; Linda Peters (alt.), Washington County; Chuck Petersen, Clackamas County Special Districts; Becky Read (alt.), Citizen-Washington County; David Ripma, Multnomah County Other Cities; Richard Ross (for Mayor Gussie McRobert), Multnomah County 2nd Largest City; Jim Sitzman (alt.); State Agency Growth Council; Jim Zehren, Citizen-Multnomah County.

**Also Present:** : Mike Burton, Metro Executive Officer; G.B. Arrington, Tri-Met; Steve Dotterer, City of Portland Transportation; John Gillam, City of Portland; Jim Jacks, City of Tualatin; Mary Kyle McCurdy, 1000 Friends of Oregon; Jim Peterson, Multnomah VA; Jon Putman, Easter Seals; Scott Rice, Cornelius City Council; John Rist, Clackamas County; Rod Sandoz, Clackamas County; Paul Williams, ODOT. Metro Staff Members Present: Andy Cotugno, Bill Barber, Allison Dobbins, Mike Hogle, Tom Kloster, Rich Ledbetter, Lisa Lister, Michael Morrissey, Tim Raphael, Kim White, Elaine Wilkerson.

Chair Washington called the meeting to order at 5:35 PM. Noted that Co-Chair Hammerstad was not yet present.

## **1. INTRODUCTIONS**

Those present introduced themselves.

## **2. RAIL~VOLUTION PRESENTATION**

Commissioner Charlie Hales briefly outlined the Rail~volution program (see memorandum/hand-out) and encouraged participation in this project. He also solicited ideas for workshops and site visits. He expects at least 1000 participants in this conference and asked for ideas to be communicated back to GB Arrington. This conference will occur the weekend of the opening of the Westside light rail project.

### **3. PURPOSE OF MEETING**

Chair Washington explained that this meeting is a work session on the development of a draft preferred and strategic Regional Transportation Plan (RTP). He then turned the program over to Metro Transportation Department Director, Andy Cotugno.

### **4. REGIONAL TRANSPORTATION PLAN**

Andy Cotugno explained that staff is in the midst of updating the Regional Transportation Plan, including identifying the details of what transportation projects could be included in the Regional Transportation Plan. The projects identified so far include all modes of transportation. Tonight's presentation is intended to inform JPACT and MPAC about the status of the RTP update. Tonight's objectives are: 1.) To give an idea of the framework of the new RTP, including what it will contain, how it will be organized, and what sort of message it will communicate. 2.) To summarize the process followed so far to come up with the RTP. 3.) To provide examples of the types of projects that have been developed as part of Metro's public outreach process and work with local, state and regional jurisdictions that have responsibility for various parts of the region's transportation system. 4.) Give everyone an idea where the RTP is headed so that any major red flags can be raised at an early point in the process. He concluded with a statement that staff is now at the point of translating the discussions regarding linking transportation and land use into specific projects so that there can be a capital improvement plan that carries that out over a twenty year time frame. This is the crossover point in moving from transportation policies to specific projects that are intended to implement these policies.

Andy Cotugno introduced Tom Kloster to present the first half of the slide show which involved a review the process and policies that have guided the current update to the 1995 Federal RTP.

### **5. SLIDE SHOW PRESENTATION**

**A hard copy of the slide show was distributed (see handout).**

(Arrival of Chair Hammerstad, Chair Washington turned the meeting over to her.)

Tom Kloster opened the presentation with a recap of the last 1 1/2 years of the RTP update. Tom highlighted the work products that have been developed as part of this update, including Chapter 1 RTP policies approved by the Metro Council in July 1996, the Alternatives Analysis findings, a regional street design handbook, and the Citizen Advisory Committee Idea Kit. He noted three different sets of workshops that have included local agency staff, the general public and TPAC members. He also described how the different work products and workshops have guided development of the "Round 1" draft preferred and strategic transportation systems being discussed tonight. In particular, the Chapter 1 RTP policies approved by the Metro Council provided the policy framework for all of the other work products that followed and will continue to guide the update to the RTP this summer and fall.

**Slides/Topics (see handout)**

- Key Steps
- Implementing 2040
- Centers & Corridors
- Industry & Intermodal Facilities
- Protect Rural Reserves
- Street Design (Guided by the “Creating Livable Streets” handbook.)
- Connectivity
- Parking
- Developing Projects
- Public Priorities
- CAC Idea Kit
- Project Source
- Project Type

Peggy Lynch pointed out that, in the past, the project list has tended to reflect equity in the Tri-county area. She asked if the new planning process changed that to focus truly on 2040 needs.

Andy Cotugno responded that the equity issue being raised is one that has been an intentional policy when funding allocation has focused on a 2-4 year period as part of the Transportation Involvement Process (TIP). That is not what is being done here. An overall 20 year plan is being developed that is driven by where the growth is going and in what form it is going in the region. There are improvements all through the region because of the growth being served throughout.

Andy Cotugno took over the presentation at this point. The remainder of the presentation shifted to how the list of projects will be scaled back to fit different financial scenarios and how the modeling of those will be done.

- RTP Systems (Envision three different levels of investment that may occur.)
- Preferred System
- Strategic System
- Existing Resource System
- Round 1 Modeling (the two strategic plans each show a 60/40 split).

Tom Lowrey asked how 60/40 was chosen.

Andy Cotugno responded that it was arbitrary and intended to gauge only performance differences between auto and alternative mode system.

- Regional Facilities

Illustration of projects being discussed. Andy Cotugno referred the audience to the first blue sheet in the handout package and described regional highway priorities. He then referred to the green sheet and discussed regional transit corridors. He pointed out that the percentage at the top of each column refers to the amount of service expansion proposed per year.

Rob Drake noted that a 3.8% service expansion was the highest that had been discussed while working on the transit choices for livability and asked where the 4.5% figure came from.

Andy responded that they are intentionally proposing to evaluate a transit system bigger than that to get information back on how effective it is. They want to see if more aggressive targets should be set in the future.

Rob Drake asked if there was some scientific basis for this amount.

Andy Cotugno responded that the figure was arbitrary, but it was not arbitrary to pick a number higher than what is under discussion now since earlier analysis showed continued transit efficiencies (cost per rider) as service hours were added to the system.

Andy Cotugno introduced G.B. Arrington to discuss other elements of the “transit choices for livability” workshops that will be included in the modeling.

G.B. Arrington explained that the 33 member transit task force has held over 32 workshops and involved over 1000 people in the last 18 months to ask communities what transit system improvements are needed to implement the growth aspect of 2040. Tri-Met has heard that we need different transit, not simply more transit. Just doing more of what has been done in the past won't respond to where the transit service needs to go and how investment should occur. About 70% of growth will be in the suburbs, which is where 30% of our service is today. We need to catch up in the suburbs. There are four simple themes of what you will be buying in more transit choices: (See maps handout).

Chair Hammerstad asked if there were any questions of G.B. Being none, Andy Cotugno continued with the slide presentation.

- Street System

Andy referred the audience to the 2nd and 3rd blue sheets, the lavender sheet (Blvd. Designs in which the focus is slowing traffic down), the yellow sheet and the orange sheet. He pointed out that many of these projects focus on making the street fit in better with the surrounding environment.

- Future Studies: Andy noted that these are places where there are no conclusions yet, or the scope of necessary improvement is unknown.

- Modeling Assumptions: Andy summarized the assumptions as not trying to preempt decisions, but as necessary to represent alternative scenarios for funding in order to allow modeling to occur.

A question was asked whether this [hand-out] packet was a complete list or a list of examples.

Andy Cotugno responded that it is a list of examples from the list of 900 projects that have been identified. This list is also available.

[In reference to Modeling Assumptions] Rob Drake referenced Mayor Katz's recommendation for free transit throughout the region. He asked if the modeling included that proposal. He also mentioned that additional fees on parking would affect how people would park.

Andy Cotugno responded that the assumptions of what will be modeled are based upon policies that have been adopted. The model will include parking ratios, as required by Title 2 of the Urban Growth Management Functional Plan, in the different centers and the density unique to each area. It will also include parking increases as they are happening throughout the region. Regarding transit, the model will assume reduced fares in some areas where PASS systems might work, while free transit will be assumed only in the central city and regional corridors.

Richard Benner asked if they were modeling TDM interests such as congestion pricing.

Andy Cotugno responded that congestion pricing was not being modeled, but there is a separate congestion pricing study underway where specific congestion pricing proposals will be modeled.

A question was asked whether they had anticipated expansion on programs like the one in Hillsboro regarding staggered work schedules or other TDM things, both on employer driven programs and the TMA programs, under the modeling assumptions.

Andy Cotugno responded that a flex-time program was not modeled due to limits with the model. The model will include things like a shuttle that a TMA provides. They have also anticipated that a mode split for an area at least has to reach the 10% ECO requirement that DEQ has mandated on all employers with over 50 employees. They will incorporate at least the 10% into the results.

- Financial Strategy (Envision categorizing projects in 3 ways based upon funding source.)
- Funding Sources
- Next Steps

Charlie Hales flagged a concern regarding the description of financing sources. He doesn't think that the words used or the emphasis in the overall strategic description really matches what people are trying to do with some of these projects. He added that there is a lot of retrofitting to do. Streets that were built for one purpose now are supposed to be more urban and/or have a different use. Getting locked into the growth versus maintenance versus special projects niche endangers us of not having sources identified for what is one of the most pervasive and expensive problems of carrying out the 2040 plan. We need to figure out a way that we raise the emphasis of that problem in the RTP. This is a huge problem for neighborhoods and municipalities all over the region and in a lot of cases there is not the income or the value to support a dedicated source. There is a hot retail market up here in the Lloyd District and we can ask them to fund half of the local improvement district to make it into a multimodal boulevard. But we can't do that on Cully Blvd. or 148th. Telling them to wait until they gentrify is not an acceptable formula. We need to flag this problem and deal with it better in the next RTP.

Peggy Lynch followed up by mentioning that there are at least \$10 million in state gas taxes that are being collected in both Clackamas and Washington Counties but are not coming to this region because, even though they are in the urban growth boundary and looking urban, they are unincorporated. She hopes that this issue will become part of the discussion process as this is a significant amount of money that could at least address this retrofit issue.

Andy Cotugno responded to Charlie Hales by stating that he does not have a preconceived notion that all of the retrofitting fits into the "growth-related" column.

Charlie Hales said that he was concerned they did not fit into any of those columns.

Andy Cotugno said the conclusion is that those are the kind of things we want to do and if we can't support them out of growth related sources, then they will have to be supported out of "traditional" sources, such as general gas taxes or something comparable to that, and be placed in the middle column. Or, in a place like this where it is a hot market you put 100% of them in the growth related column and in a Cully you put 10% as a property owner responsibility and 90% in some shared responsibility. Any of those combinations are possible. We all use growth related sources, pooled sources, and we're all using special sources. We want to recognize all three of those kinds of sources and see if there is some sort of consistency here and say that these types of things ought to be in these specific categories. I don't think we can get into all the details of which of these combinations are going to make sense in which jurisdictions, but at least some semblance of what is growth-oriented, what is pooled sources and what are special levies. He thinks the special levies are going to be big ticket items.

Charlie Hales answered that it could be. He responded that Washington County has used MSTIP to do some of this kind of work, and it is possible to use a special levy for that purpose. But, in his experience, Portland, even in the most prosperous areas, can't cover the cost of these projects through property owner assessments alone.



Linda Peters asked Andy Cotugno for his sense of how much of the type of thing to which Charlie is referring is included in the list. Has that category been very well represented?

Andy Cotugno replied yes. He referred to the percentages that Tom illustrated in the beginning with the pie chart and added that the bike and pedestrian categories are some of the retrofit projects. He stated that the project list is 20% bike, 15% ped, and 4% boulevard.

Rod Monroe expressed concern regarding the strategic plan. He stated that Andy said we had to figure out how much money we could raise realistically and set the strategic project at about that level. He considers this to be doing it backwards and thinks the way it ought to be done is to first determine which projects are absolutely essential to make 2040 work, set that as the strategic level and then figure out how to raise the amount of money needed.

Andy Cotugno responded that what he said was "the full RTP meets all 2040 requirements. Every single objective we've set should be accounted for somewhere." That is the preferred. The strategic is a simultaneous equation. We can't just say here's all the needs and have it be too long a wish list so that we can't get there. It's got to have some feedback and vice versa. You can't just set a dollar amount and say go live with it and have it not be what you want. You've got to have it balanced to both of them because they have to work together without one overriding the other.

Rod Monroe agreed and said he understands the political realities. He countered by saying that there are some projects which are absolutely essential and without which 2040 won't work. He cited the overcrowding which is going to happen out in Pleasant Valley and Damascus as an example and said that this area will not function without certain highway and transit projects going into that area.

Andy Cotugno replied that we have to make sure then that they are accounted for in the strategic system.

Rod Monroe said that they have to be on the strategic list. There will be other things on the preferred list that we would love to do, all of Charlie's sidewalks that we would love to do, but maybe some aren't on the strategic list. Maybe they aren't absolutely critical to making 2040 work. If there are projects we deem to be absolutely critical then they have to be on the 2040 list even if they push the price tag up a little higher than what we think we can accomplish.

Tom Lowrey emphasized the need to prioritize, and Rod Monroe agreed.

Chair Hammerstad cautioned Andy Cotugno that she believed he will run into a political problem on dedicated sources when going for a vote. She cited as an example that we are experiencing denial of building applications within the urban growth boundary because of

failed intersections. Therefore, we can't do 2040 having increased density even within the urban growth boundary because the transportation isn't there. If it were to take a vote, our citizens would vote no in order to prevent the development from taking place. We have some Catch 22 situations that we are going to have to think about very carefully and identify in our funding sources. She advised saving those funding sources that may go to the voters for things that are more appealing than implementing 2040 and additional growth within either the boundary or urban reserves.

Peggy Lynch recalled that Beaverton Schools had to finally break down before a bond measure was passed because of the "if I don't pay for the schools the kids won't come" perception.

Chair Hammerstad called for further question or comments.

Susan McLain asked if we were going to make sure that there was a comparison of what it means not to build the strategic system. She asked if there will there be a way to see what will be the cost of the status quo if you don't build the projects indentified in the strategic system and only rely on existing resources.

Andy Cotugno replied that the third scenario he talked about is what we can do with current resources. It shows what breaks down if we have to constrain it to existing resources.

Susan McLain asked if that was the middle.

Andy Cotugno answered that existing resources system was also comprised of growth-related, pooled, and special levy resources. He explained that they want to show what is already fundable with existing resources and what more we should do within each of these three categories. The performance information would be how well does it work at that existing resources level, not just the strategic level.

- Next Steps (Proposing another joint meeting later in June.)
- Review and Adoption

At that point, the formal staff presentation ended.

Andy Cotugno affirmed that final RTP adoption would occur sometime early in December.

Jim Zehren said that some people ask questions basically about demand management. He said he assumed that we are taking a strategic long-term look at these issues. He added that he understood that we are assuming today's pricing of roads, parking and transit. He believes that, if we assume all those, we are setting ourselves up to come up with all the same answers that we reached in the past. He wondered if we are backing away enough

from the current approach to ask some really big questions about the use of demand management to address the region's transportation needs.

Chair Hammerstad said that there is another committee working on demand management too.

Scott Leeding asked if the newsletter that would be sent out would encourage a response and also questioned where the 70,000 households were that would receive that newsletter.

Andy Cotugno said that those households were the mailing list that had been compiled from the 2040 process. He assured the group that the households were well represented throughout the region and that they represent supporters and nonsupporters. They have received very good correlation between some of the survey responses, the 11,000 responses Tom referred to earlier, and random sample scientific surveys that have been conducted in the past.

Scott Leeding asked if they were looking for a response.

Andy Cotugno answered yes. The newsletter will be drafted around the workshops they did in the fall.

Scott Leeding asked if they would be responding to questions, not just giving ideas.

Andy answered yes.

Scott Leeding asked if there would be a space for comments.

Andy Cotugno answered that the newsletter has not been written yet. It will be written around what's in the draft plan, how well it works and what it costs. The purpose of the newsletter will be to obtain feedback from the public leading into adoption of the final RTP.

Scott Leeding replied that the reason he asks this is that, in a meeting the previous night with Clackamas County EDC, people from EDC came to the group and said they would be talking about the area and asked what it was that they wanted to see. It gave the group the opportunity to do a tremendous amount of brainstorming and they focused on a particular issue. It was amazing to see how fast time went by when people were just sitting and talking about an issue. It was a small forum, but it allowed people to do a lot of independent thinking. This gave them the chance to "get outside the box."

Andy Cotugno responded that that was the kind of format Metro staff used for the workshops held all over the region last fall. At that time, citizens were asked the question "what sort of transportation solutions should Metro be thinking about?". The idea kit resulted from this process and the CAC then distilled all those ideas into the ones they felt we ought to be looking at on a subarea by subarea basis around the region. He added that

they are trying to take it to the next step. We have been talking about the land use plan of 2040 for the last few years and now we need to start shaping the transportation system around that. We are trying to move towards implementing and adopting those plans and considering all the good ideas we have received over the past year in that process.

Tom Lowrey pointed out the large gray areas on the map. He mentioned that they are very desirable places to live and that he can understand why they are there and why they are dark gray. But, he is very concerned about where those people are going to work when those areas fill up with houses. He has a very strong feeling that most of those people are going to be working quite a distance away. This is going to necessitate a huge expenditure of money which no city or county has. He added that we all know East-West commutes are difficult and that we need to look at work-living patterns.

Andy Cotugno assured him that the performance appraisal will account for where people live and where they work. He added that that particular part of the modeling is very good and is the part where they have high confidence. The modeling will allow them to project where, if you are going to locate people in these places for their homes and these places for their jobs, they tend to commute to. If you create an imbalance, it will show up in people having to commute much greater distances and the analysis will show a huge mess on I-205.

Tom Lowrey asked what the capacity for adjustment was once the commitments have been made. He added that many of the commitments, especially political, have already been made.

Andy Cotugno asked if he was referring to the land-use side.

Tom replied "the land use side, the transportation side, the expenditure side."

Andy Cotugno stated that he thought they should ask that to each other rather than to him.

Chair Hammerstad stated that that had been the conundrum in which they had been involved for a very long time.

Richard Ross stated that he was troubled by earlier questions raised. He reminded the group that Rod Monroe had asked what projects were essential to meet 2040 and suggested that investments in the urban reserve areas were going to be essential. He stated that he thinks that there is an unmet liability within our urban areas of partially built street systems. As Charlie Hales stated earlier, he thinks that this is going to be a big trade-off question for everyone. He is worried that in Pleasant Valley, for example, if we had a perfect grid local street system and could afford to build that and invest in it, people still wouldn't be able to get in and out of the area easily to get to the jobs that are likely to be on the Columbia South Shore, in Gresham, someplace to the west, or maybe in Clackamas County. He is concerned that, if we invest a lot of money in the urban reserve

areas, will we induce more growth there rather than supporting the growth that is already occurring in the boundary and where most of the growth is projected to occur. He thinks that this is going to cause some trade-offs. He is worried, in Gresham, for the unmet liability that we have on the partially developed street system all over the city. He stated that they have a collector system that is mostly ditches and no sidewalks.

Rod Monroe stated that he is intrigued with the idea that every major employer who is well served by transit ought to be encouraged to provide free Tri-Met to their employees as part of their employment package. He believes that would help meet some of the objections that we have had to the amount of parking we allow new businesses to build. It would also make a better use of the transit system that we have. As our current transit system works better, the population will be more encouraged to expand it. He would like to see Tri-Met working with employers right now, on a shared cost basis, to make that happen. Especially as light rail opens out in Washington County, he would like to see that happen on a large scale basis and see how it works and if it makes a difference on how both highway and transit arterials work.

Chair Hammerstad asked Andy Cotugno if that was one of the recommendations. Andy Cotugno replied that discount fare programs targeted to the concentrations of employment were included.

G.B. Arrington stated that Tri-Met currently has PASS programs with 270 employers in the Portland area. Because of the ECO rule there is a real explosion of interest and it will be expanded. He added that it's a very effective strategy because it is the type of partnership that can be tailored to the needs of individual employers.

Susan McLain stated that Tom's question is good and timely because of two decisions points that she sees coming up. One that we have been discussing tonight which is the Regional Transportation Plan update and our secondary defense. If we don't prioritize these right, we're going to need more of a second defense than not. The first element is making sure that we prioritize them in a way that we are getting to some of these questions that have been asked. She added that we have to do our job of review around this table on the work that Andy brings back to us. She then said that the second, parallel element, is being worked on by our growth staff and executive officer right now and will come to the committee very shortly. This element is looking at the land use decisions, the productivity of the urban reserves, and the requirement for master planning, as well as trying to see what that process is and when we'll be able to have a scenario that is understandable to the developers and the investors. We want to get that master planning done in the appropriate way and make sure our timing is right so that the infrastructure is in the right place at the right time when that investor is there ready to go with some of the development of the urban reserves or some work with infill and redevelopment inside the urban growth boundary. The productivity study is going to help us when we go through those open houses. Then we'll have a process, hopefully, with those urban reserves in line to compare with the RTP and see exactly how they are working together. She stressed that the timing is going to be extremely crucial.

Chair Hammerstad agreed that it is going to be crucial and asked Andy Cotugno to make a comment about the local adoption of the RTP, because it seems like it was only yesterday that “we all did this.” She added that there was only one jurisdiction that was not readily sued.

Andy Cotugno asked what she was referring to as “did it”.

Chair Hammerstad said she was referring to the adoption of the Regional Transportation Plan.

Andy Cotugno stated that we last adopted our RTP in 1995 and that it only addressed ISTEA requirements. This plan addressed both ISTEA and State TPR requirements.

Chair Hammerstad wanted to know what the timeframe was for adoption at the local level. “Do we have a year? Does it follow periodic review?”

Andy Cotugno replied that, under the state transportation planning rules, local jurisdictions would have a year from when the RTP is adopted.

Chair Hammerstad said that it is important, if we are going to be able to get the 2040 growth and the numbers, that we get this done as soon as possible and that we have identified our financial ability to do what needs to be done.

Andy Cotugno replied that the local jurisdictions are not sitting idle.

Peggy Lynch said that depends on the jurisdiction.

Andy Cotugno said that a lot of local governments are working on their transportation system plan updates, and Metro has been working closely to incorporate those directions into all this. There are already requirements which were adopted 1 1/2 years ago, relating to street design standards, connectivity, non-SOV standards, and other things, which have been in place for quite a while. This takes it another step because we are talking about specific projects that need to get reflected.

Chair Hammerstad added that jurisdictions have modified their plans based on having no funding so that they are not taking over any roads within subdivisions and not doing maintenance on certain roads. It’s gotten so that even though our aspirations are in alignment, our ability is clearly not there.

Peggy Lynch responded to Rod Monroe’s comment by stating that Intel is planning on supplying free passes for all of their employees when light rail opens. She pointed out that it’s not something that is being overlooked and that there are major employers who recognize this public investment and want to take advantage of it.

G.B. Arrington added that this is being done in some areas on the residential side as well, not just on the employer side.

Tom Lowrey commented that they had their transportation plan presented to them the preceding night in Lake Oswego. It calls for \$42 million in transportation projects, but the council is only willing to fund \$14 million. It presents a real problem.

Chair Hammerstad added that they are in better shape than a lot of jurisdictions.

Karl Rohde stated that his biggest concern is that it all comes down to an issue of money and the money eventually comes from people outside of this room. He has always been concerned with not enough effort being into winning the hearts and minds of the public in terms of buying into what we are doing. We continue to have a problem in trying to get across the idea of why any kinds of alternative modes of travel are better than the single occupant vehicle. He added that he's not sure how we address this in this plan; but sending out a newsletter to 70,000 people on a mailing list doesn't generally get people's attention even when it is in four colors. Before we can really begin to address the issue of the policy of do we want to focus 60/40 non-auto or vice versa, the public needs to be able to grasp why we think that is the way it needs to go.

Ed Washington responded "just wait." The public will get a lot more interested when they get a few more potholes and a lot more congestion. It becomes real to them when they are impacted by it. When it really gets close enough to them where they are gridlocked and all of those things, that is when they will start coming to those meetings in big numbers.

Karl Rohde stated that that plays into his fear. If we decide it is going to be a non-auto system that we want to promote with financing in this area, the people who figure out we don't have enough money for transportation are the people going over potholes in their automobile. They are only going to fund the auto related projects and we are going to be in the same predicament with a lot of grand ideas to eliminate congestion, but only money to eliminate potholes.

Susan McLain stated this was an excellent comment. She added that, based on going through the budget looking for outreach dollars in growth management and transportation and the work done with the CAC, she doesn't think we should just do open houses, newsletters, or ask a few isolated questions. We try to make sure there are other areas and other ways to reach those folks. Regarding her question about the existing dollars and what it would cost if we did a scenario like the status quo, she added that you need to give people comparisons of what it costs not to do the plan as well as explain to them what the plan gives them. She explained that we have a great big dollar amount up there, whether its \$1.4 billion or something else, of needed project dollars. When you say that to them, it takes their breath away and they quit thinking. They know that it is a big dollar amount that hurts them because they have schools and other things they want to think about. So, we have to present the two big figures out there and show what it take

for a nonintermodal system, what it takes for an intermodal system, and what they get with those two dollar amounts. She added that she thought the best comment heard at the Convention Center the other night from a general public person on the North-South line was, "I don't understand this. Please explain it to me. Explain what this means and what my dollar is going to get." This was very honest and truthful. That is the type of individual who makes up the general public that doesn't have time to spend 2 1/2 hours here on a Wednesday night. We've got to help them because they really do want to know.

Chair Hammerstad stated that there will be another presentation together in June. She added that there is a regional Partners meeting which will include both overviews of MPAC and JPACT on April 29th at 6:30 PM, with a repeat that Saturday. She encouraged members of MPAC and JPACT to attend and explained that it is meant to be an informative session that provides everyone with a common base of knowledge. She added that it's less painful than asking questions that you think you ought to know the answer to and maybe don't. Chair Hammerstad then thanked everyone for coming and adjourned.

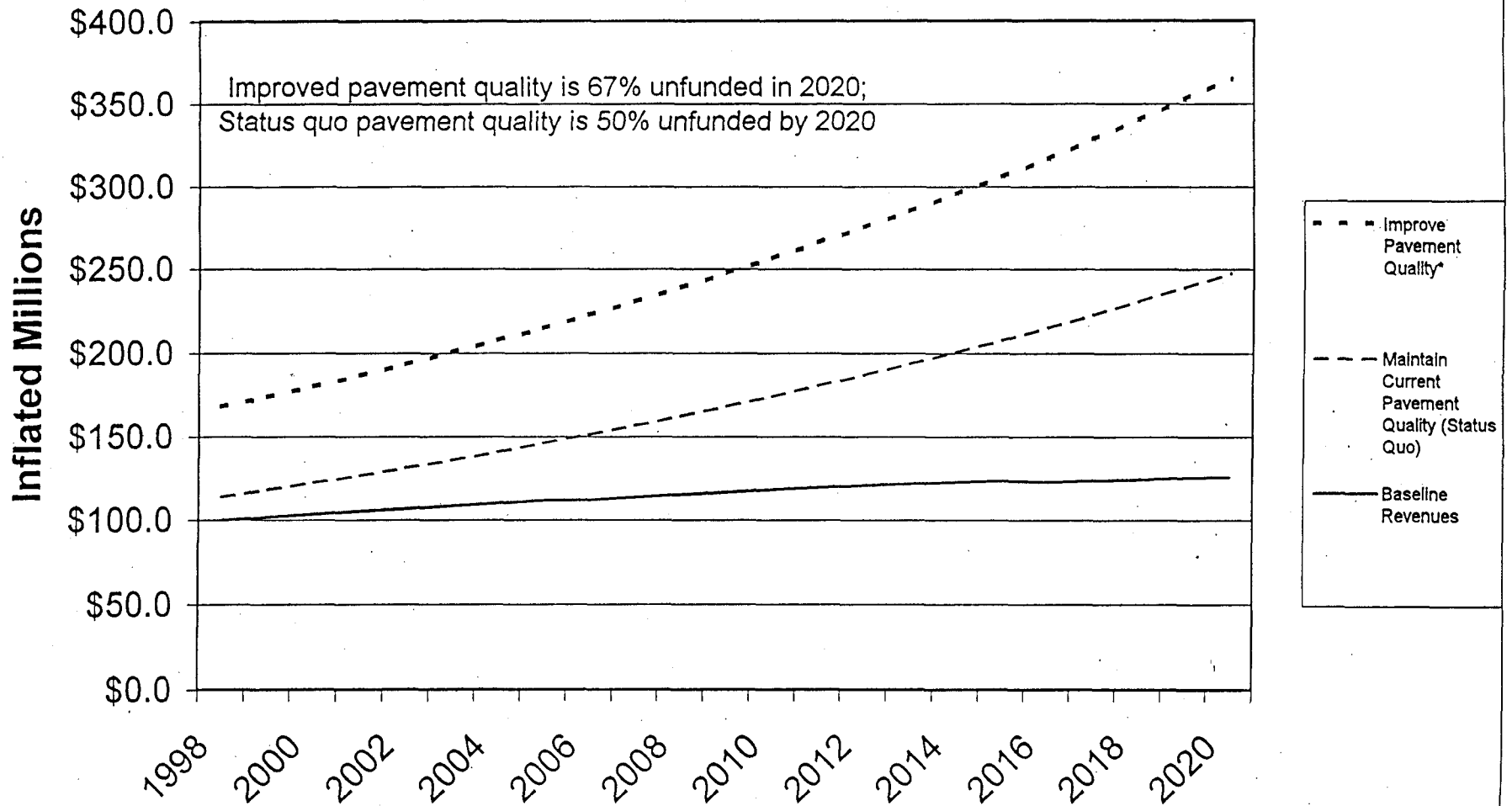
The meeting was adjourned at 7:30.



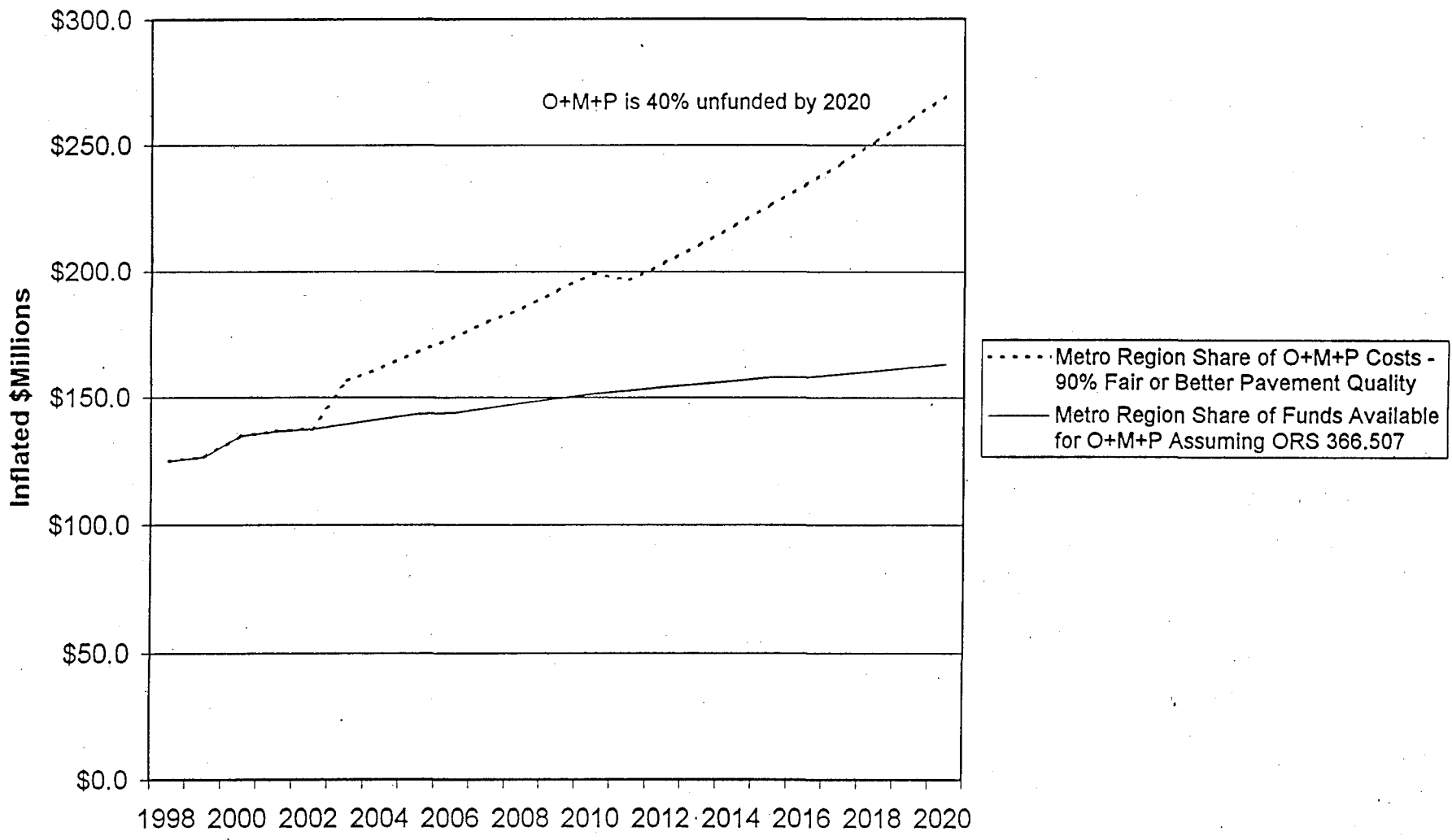
# RTP Needs vs. Revenues

1. City/County Operations, Maintenance, and Preservation
2. ODOT Operations, Maintenance, and Preservation
3. Transit Operations/Routine Capital
4. City/County/ODOT Road-Related Modernization
5. Major Transit Capital

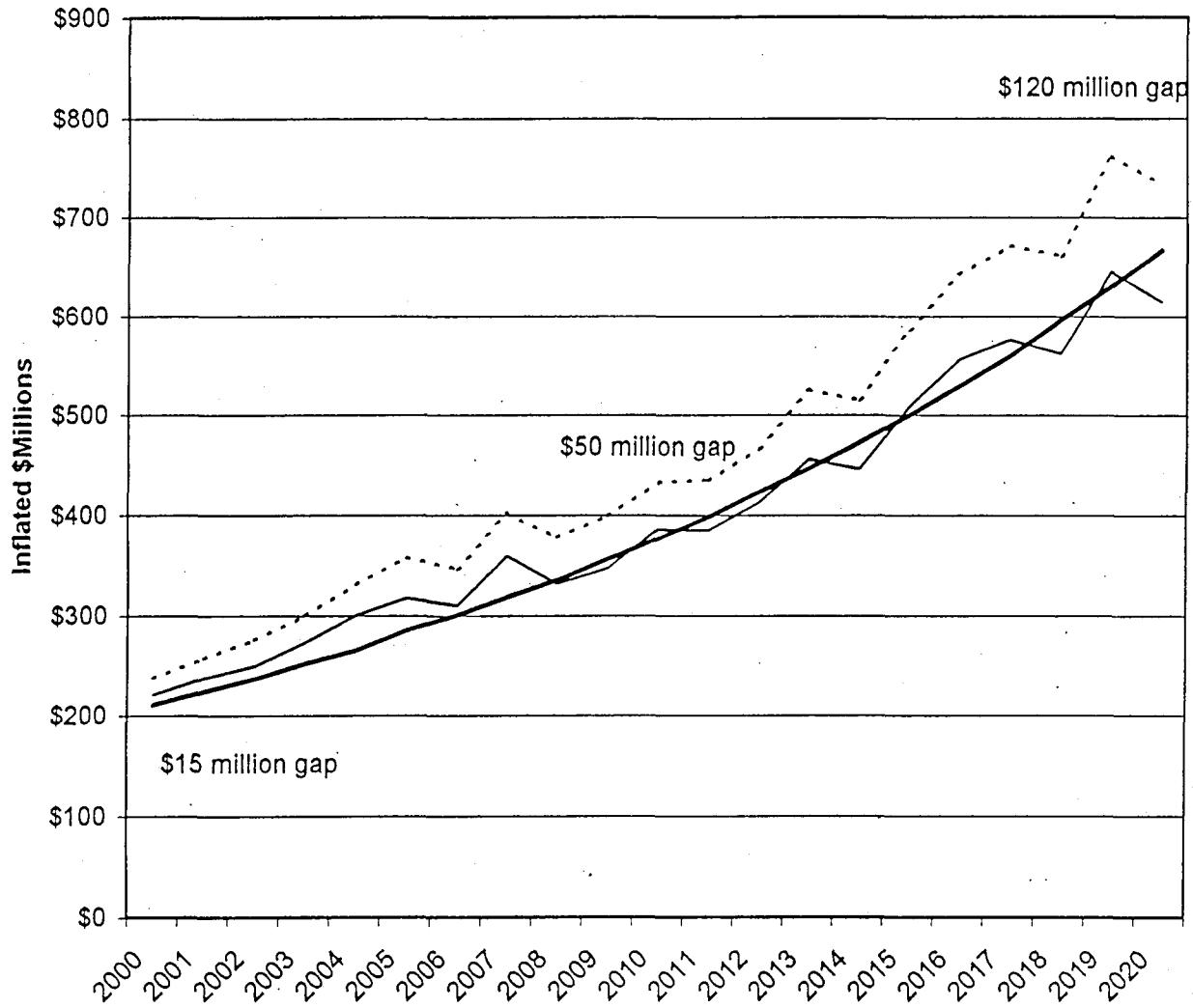
# City and County Roadway/Bridge Network in the Metro Region: Operations, Maintenance and Preservation Costs and Available Revenues



### Costs and Revenues Available for Metro Region State Highways: Operations, Maintenance and Preservation



### RTP Strategic System: Transit Operating and Routine Capital



1. Existing resources fund current bus and light rail service and a 1.5 % annual service expansion, including purchase costs for new and replacement vehicles

2. Peaks reflect bus facility needs and light rail vehicle purchase schedules

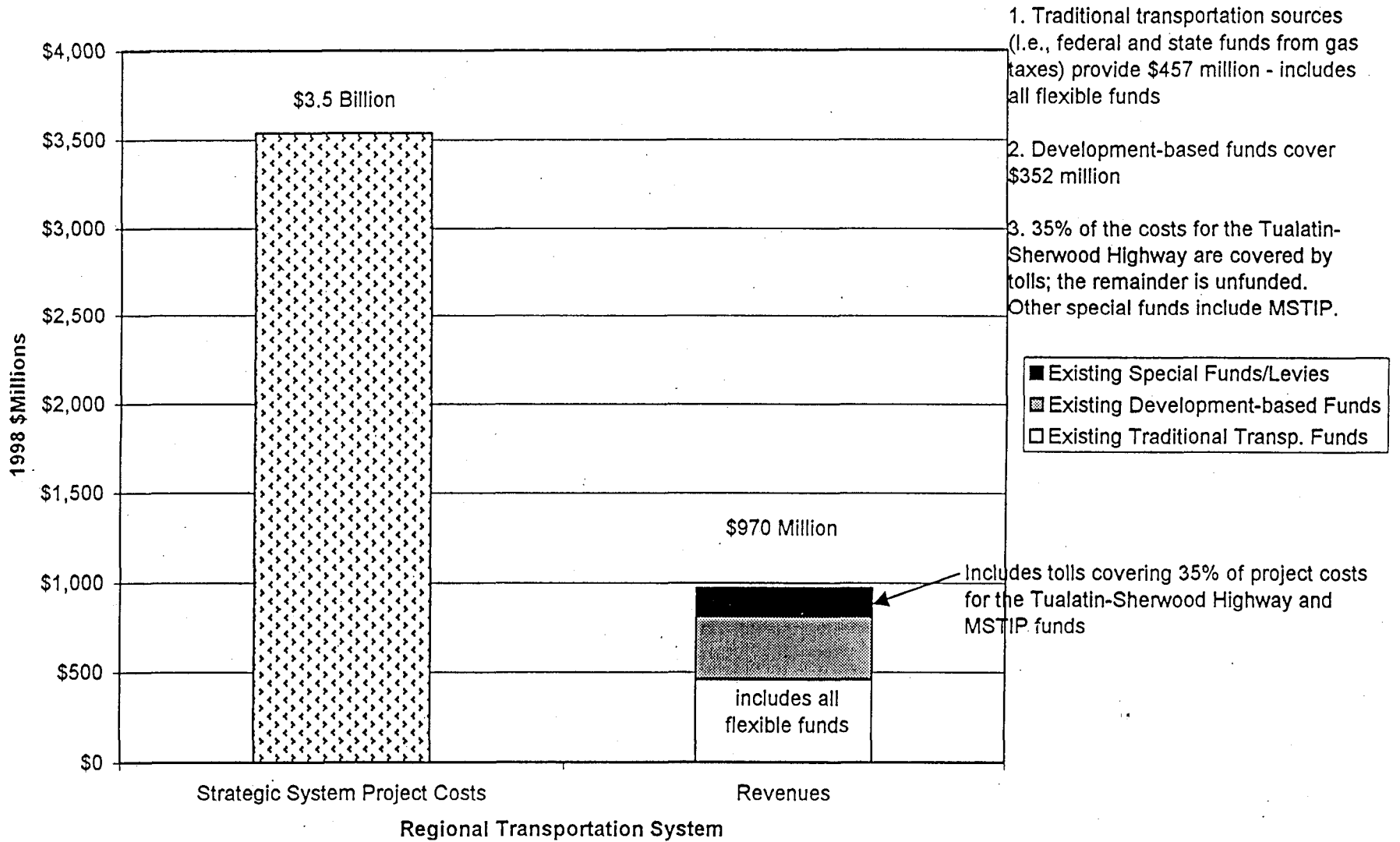
.....	Strategic Costs (3.8%/year)
————	Baseline Costs (1.5%/year = current revenues)
————	Existing Revenues

## RTP Strategic System Development:

### Funding Sources

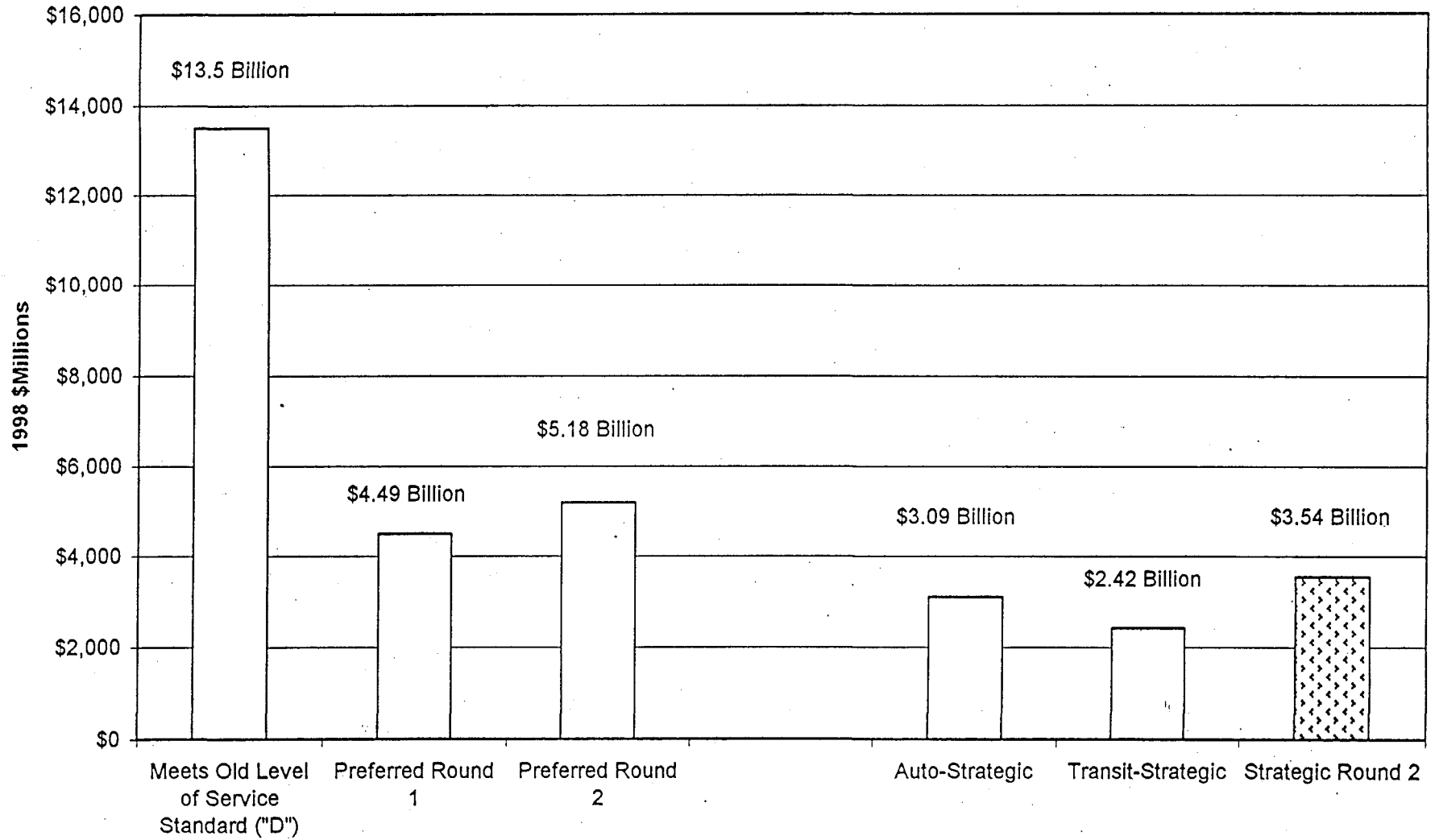
<b>Source</b>	<b>Purpose</b>	<b>Existing</b>	<b>Strategic</b>
<b>Traditional Transportation Sources</b>	System expansion (also funds operations, maintenance and preservation)	<ul style="list-style-type: none"><li>• State and local gas taxes and vehicle fees</li><li>• Federal funds</li><li>• Tri-Met fares/payroll taxes</li></ul>	<ul style="list-style-type: none"><li>• State and local gas taxes and vehicle fees</li><li>• Federal funds</li><li>• Tri-Met fares/payroll taxes</li></ul>
<b>Development Based</b>	System expansion in developing areas	<ul style="list-style-type: none"><li>• System development charges</li><li>• Traffic impact fees</li><li>• Urban renewal districts</li></ul>	<ul style="list-style-type: none"><li>• System development charges</li><li>• Traffic impact fees</li><li>• Urban renewal districts</li></ul>
<b>Special Funds/Levies</b>	Major corridor-specific projects with dedicated funding	<ul style="list-style-type: none"><li>• General obligation bonds</li><li>• Property tax levies</li><li>• Wash. County Major Streets Transportation Improvement Program (MSTIP)</li></ul>	<ul style="list-style-type: none"><li>• General obligation bonds</li><li>• Property tax levies</li><li>• Tolls and pricing</li><li>• Wash. County Major Streets Transportation Improvement Program (MSTIP)</li></ul>

### RTP Strategic System: Road-Related\* Comparison of Costs and Available Revenues



\*Includes street and freeway modernization, boulevards, bike/pedestrian, and Willamette River bridges

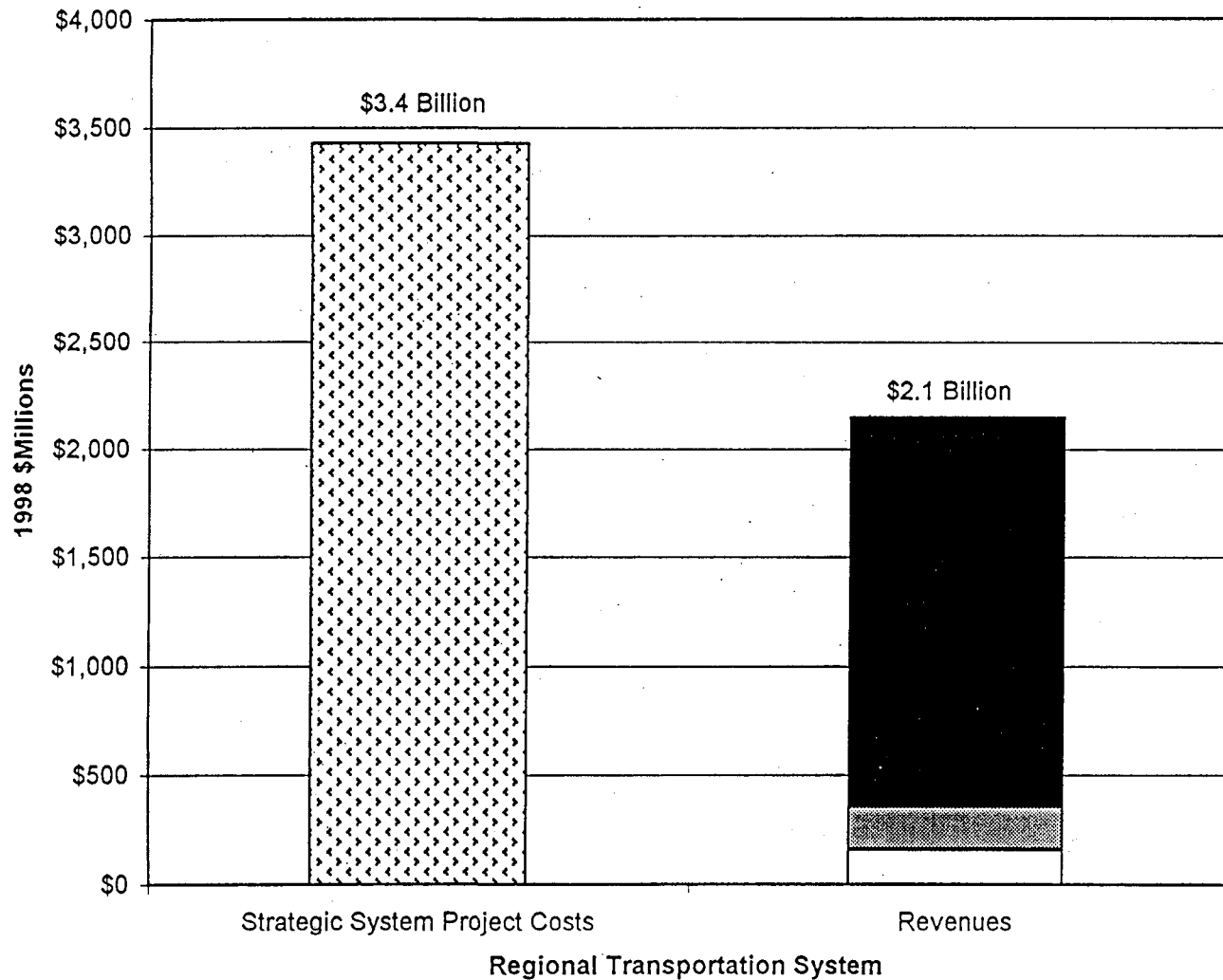
### RTP Preferred and Strategic Systems: Cost Comparison of Road-Related\* Projects



\*Includes street and freeway modernization, boulevards, bike/pedestrian, and Willamette River bridges

## RTP Strategic System: Major Transit Capital Projects

### Comparison of Costs and Available Revenues



1. Major transit capital projects are South/North LRT (Oregon City to Clark County), PDX LRT, Central City Streetcar, Washington County commuter rail, and Tri-Met Rapid Bus capital projects.

2. Existing revenues cover PDX LRT and South/North LRT from CTC to Kenton and part of the Central City Streetcar

- Existing Special Funds/Levies
- ▨ Existing Development-based Funds
- Existing Traditional Transp. Funds



# Issues and Trade-offs

- 2040 implementation requires that local and regional land use plans must be balanced with transportation system plans
- Needs are already conservative
  - land use strategy limits transportation costs
  - level-of-service standard already reduced
  - “Strategic RTP” costs reflect highest priority needs
- Existing revenues are insufficient
- Past efforts to increase revenues have fallen short
  - State legislature
  - local gas tax votes
- Focus should be on raising revenues

# Revenue Options

- One cent statewide gas tax with truck equivalent = \$6.7 M /yr to Region
- One cent regional gas tax = \$4.5 M/yr
- Fifteen dollar per year regional vehicle registration fee = \$18 M/yr
- Current development related revenues = 10 % of road related needs
- A .01% increase in payroll tax = \$21 M/yr
- \$100 million G.O. Bond = 5.3 cents /\$1,000
- Tolls
- Fares
- Other ?

# Closing The Gap - For Example

- Road related modernization = 20 cent state gas tax or equivalent from other state, federal, regional or local sources
- City/County/State O+M+P
  - 2 cents plus indexing (or equivalent) = status quo
  - 5 cents plus indexing (or equivalent) = 90% Fair/Better
- Tolls for major freeway expansion is equivalent to 8.5 cent gas tax
- “Transit Choices for Livability” recommendations:
  - Regional STP @ \$3 M/year
  - Special Needs Transit @ \$8 M/year
  - Bus Priority @ \$2 - 5 M/year
  - Fares @ \$1.5 M/year
  - New Sources @ \$5 - 24 M/year
- Major Transit Capital = 68 cents / \$1,000 G.O. Bond or equivalent



**METRO**

Date: August 12, 1998

To: MPACT/MPAC

From: Andy Cotugno, Metro Transportation Director

Re: Cascadia Metropolitan Forum

In September, we will be hosting representatives from the Seattle and Vancouver, B.C. metropolitan areas for the third annual Cascadia Metropolitan Forum. The Forum is designed for about 20 principal elected and appointed public officials from each of the three regions to meet and share experiences with linking land use and transportation planning and implementation. The representatives are intended to be those in each area directly involved with regional transportation and land use planning issues.

The main business agenda will be designed to allow each area to share their experiences in a 9:00 a.m. to 3:30 p.m. meeting at the Hilton Hotel on Wednesday, September 16, 1998. A get-acquainted reception is scheduled for the previous evening at 6:00 p.m., also at the Hilton. The cost is \$30 to help defray lunch and refreshment expenses. The specifics are as follows:

Cascadia Metropolitan Forum  
Reception  
September 15, 1998  
6:00 p.m.  
Hilton Hotel  
921 SW 6<sup>th</sup> Avenue  
Portland

Cascadia Metropolitan Forum  
Business Meeting  
September 16, 1998  
9:00 a.m. to 3:30 p.m.  
Hilton Hotel  
921 SW 6<sup>th</sup> Avenue  
Portland

Please RSVP to Andy Cotugno (797-1763) or Karen Thackston (797-1590) at Metro.



August 4, 1998

Ed Washington, JPACT Chair  
Metro  
600 NE Grand Avenue  
Portland, OR 97232

Dear Ed:

As JPACT and MPAC jointly consider the process and criteria for project selection for the FY 2000-03 MTIP, I would like to encourage the committees to eliminate consideration of affordable housing as part of the administrative criteria.

It appears that JPACT has been closely divided on this issue. As we move forward to finalize the criteria, I don't think we have sufficiently developed this aspect of the administrative criteria to warrant its use, or identified an objective application that will lead to a positive outcome. While affordable housing is a worthy goal on its own, and as a footnote is one of Washington County's major goals, its connection to transportation funding is dubious. If the connection between affordable housing and transportation projects is valid in principle, then we should be able to more objectively establish criteria. To simply award some number of points because someone asserts that a project has an affordable housing connection, seems fraught with difficulty and controversy as to interpretation, and something that we should avoid at this time.

Sincerely,

Kathy Christy  
Washington County MPAC Representative

cc: MPAC  
Cities of Washington County:  
    Planning Director  
    City Manager  
Charles Cameron, County Administrator

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# Portland Central City

## and Neighborhoods

This subarea includes the City of Portland from the vicinity of the Columbia Corridor on the north to Johnson Creek on the south, and from the vicinity of Sylvan on the west to I-205 on the east. Located in the center of the subarea is the Portland central city, including the Downtown Business District, the Lloyd District, the Central Eastside Industrial District, the River District and the North Macadam District. Town centers in the subarea include Hollywood, St. Johns, Lents, Hillsdale, Raleigh Hills and West Portland.

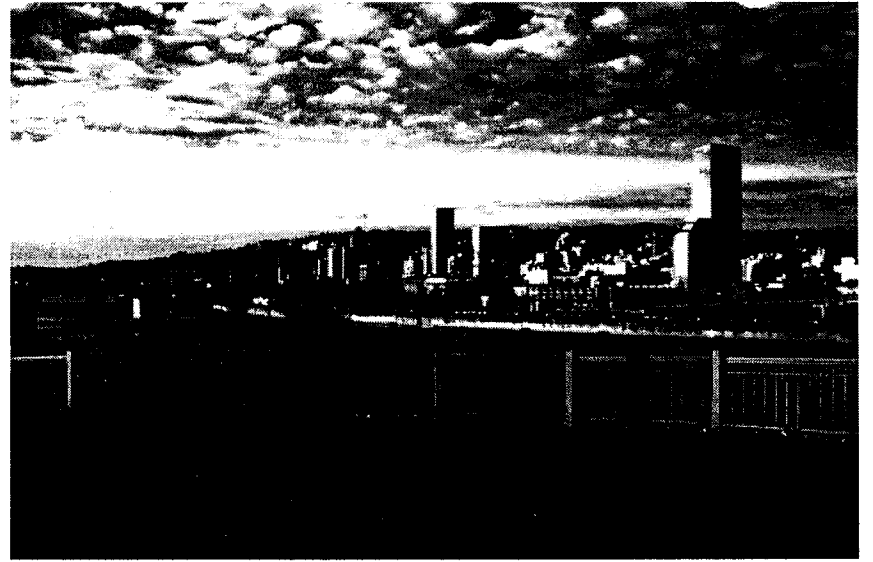
	1994	2020	% Change
Total Jobs	333,586	448,030	34.31%
Households	163,925	198,424	21.05%
Jobs/Household	2.03	2.26	10.96%

During the 20-year planning period, total households in the subarea increase by more than 20 percent and total employment in the subarea increases by 34 percent, mostly through infill and redevelopment.

### Analysis & Conclusions

The Portland Central City area east of the Willamette River and generally within the I-405 freeway ring has an extensive grid of arterial, collector and well-connected local streets. This area, especially in the central city, town centers and main streets, is well served by transit and conducive to bicycle and pedestrian travel. In the twenty year planning period some of the arterial and collector streets between the Banfield Freeway and SE Powell Boulevard experience increased congestion, indicating that an additional emphasis on alternative transportation modes will be necessary. Northwest and southwest of the central city the hilly topography has defined the transportation system. Transportation improvements within town centers west of the Willamette River are also recommended during the 20-year planning period. The following are key conclusions from the first round of modeling:

□ The Willamette River bridges area key part of the transportation system, connecting the Central City and adjacent neighborhoods to the region. All of the bridges are in need of repair, and in particular, decisions must be made about the Sellwood Bridge and its future role in the transportation system. As the only crossing between the Ross Island and I-205 bridges, the Sellwood serves as a major crossing for trips between Portland and Clackamas County.



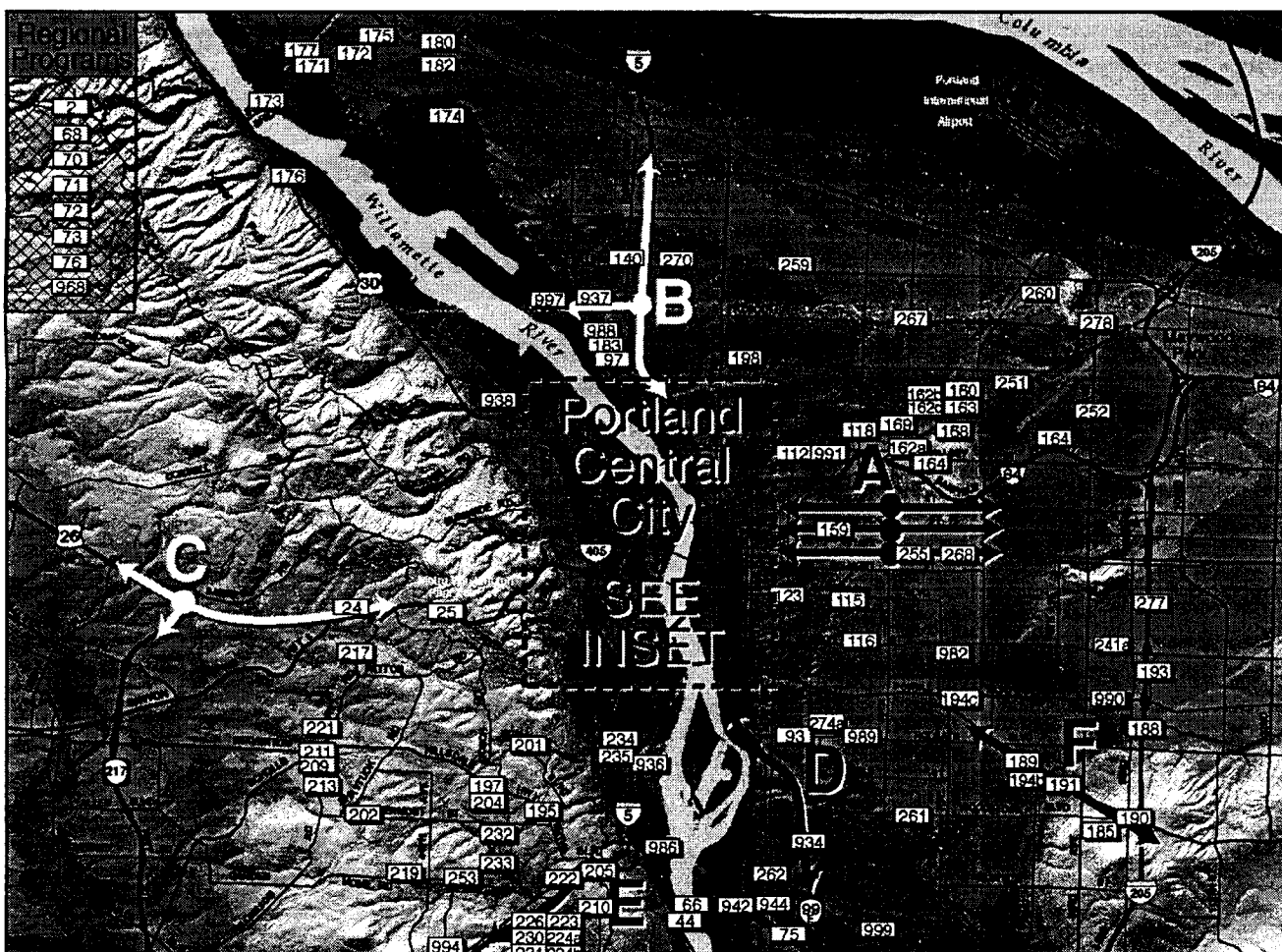
The many Willamette River bridges that define the central city are also critical elements of the regional transportation system, and are in need of repair.

**A** Congestion on the Banfield Freeway is not fully addressed by increased light rail headways in the 2020 scenarios, although ridership on light rail and bus routes along I-84 is expected to more than double. The effect of this heavy demand is congestion on Glisan, Burnside and Stark Streets from the central city to Gateway regional center. This finding suggests that significant latent demand exists in the Banfield corridor that cannot be accommodated by capacity improvements to the freeway. Instead, ITS improvements on I-84 and continued multi-modal emphasis with consideration of transit priority treatment on arterial streets are needed.

**B** The Interstate 5 north corridor experienced the same level and location of congestion in all three 2020 scenarios. This suggests that despite a range of different improvements to the I-5 Interstate Bridges, latent demand exists in the corridor which cannot be addressed with highway capacity improvements. The level and extent of congestion does not affect accessibility from north and northeast Portland to the central city, but does impact freight mobility to and from the Columbia Corridor. Recommended improvements for the I-5 north corridor focus on continued freight mobility (see *West Columbia Corridor* tabloid for more detail).

**C** US 26 west of the central city experiences less traffic volume in each of the three 2020 scenarios than in the 2015 preferred network, with light rail from the Central City to Highway 217 in contributing to mobility this corridor. This results in significantly improved level-of-service west of the Washington Park Zoo and significantly less congestion on parallel arterials north and south of US 26 (e.g., Cornell Road, Burnside Road and Beaverton-Hillsdale Highway). This suggests that the combination of freeway and light rail improvement identified in the strategic networks is adequate to address congestion in this area during the 20-year plan period.

**D** Though congestion along the northern portion of 99E/McLoughlin Boulevard corridor (north of Tacoma) is high in the three 2020 scenarios, transit volumes are also very high. Congestion on parallel routes is limited, suggesting that 99E capacity improvements (Tacoma to Highway 224) modeled in the strategic systems were adequate in combination with the bus and light rail improvements in this corridor, and that multi-modal improvements on the arterial network



The Portland subarea includes the central city, close-in Portland neighborhood, several eastside mainstreets and the St. Johns, Hollywood, Lents, Hillsdale, West Portland and Raleigh Hills town centers.

## 2006-2010

### Regional Plans and Programs

- 2 Freeway ATMS on all regional highways
- 44 Implement S. Willamette Crossing Study Rec. for Sellwood Bridge
- 62 Rehabilitation of Willamette River Bridges
- 63a. Willamette River Bridge Preservation (Painting)
- 67 Implement S. Willamette River Crossing Study Recommendations
- 68 Regional TOD Projects
- 72 Expand Bike Central Program
- 76 LRT and Transit Station Bike Parking
- 968 Regional TDM Projects

### Central City

- 20b. I-5/North Macadam Access Improvements
- 23 East Sunset Improvements - 76<sup>th</sup> Avenue to Highway 217
- 24 East Sunset Improvements - Sylvan to Highway 217
- 25 East Sunset Improvements - Highway 217 to Camelot Court
- 125 WRBAP Future Phase Project at Burnside Bridge
- 126 WRBAP Future Phase Project at Morrison Bridge
- 934 Bybee Boulevard Overcrossing
- 935 SW Jefferson ITS
- 936 Macadam Avenue ITS
- 939 SW-NW 14/16th -13/14th Avenue ITS

### Hollywood Town Center

- 162b. Sandy Boulevard Multi-modal Improvements, Phase II
- 162c. Sandy Boulevard Multi-modal Improvements, Phase III
- 937 N. Going Street ITS

### St. Johns Town Center

- 173 St. John's Bridge Restoration

### Lents Town Center

- 188 I-205 Ramp Study
- 189 Happy Valley/Sunnyside Local Bus

### Hillsdale Town Center

- 201 SW Sunset Road Bicycle and Pedestrian Improvements
- 210 Beaverton-Hillsdale Highway ITS

### Raleigh Hills Town Center

- 211 Beaverton-Hillsdale Highway/Scholls Ferry Road Redesign

### Portland Mainstreet

- 219 Garden Home/Oleson/Multnomah Improvements
- 257 Grand Avenue/MLK Boulevard Transit Preferential Improvements
- 940 Lombard/Killingsworth ITS
- 941 NE/SE 122nd Avenue ITS
- 944 SE Tacoma Street ITS

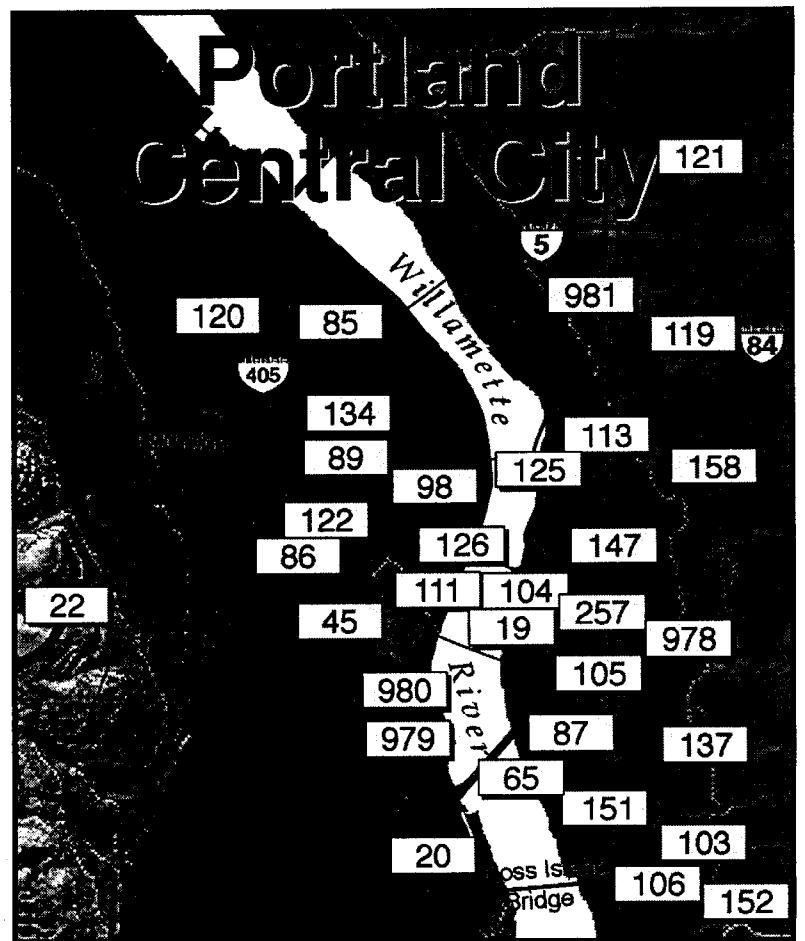
### Banfield Station Community

- 264 Banfield SC Pedestrian Improvements

## 2011-2020

### Regional Programs

- 2 Freeway ATMS on all regional highways
- 62 Rehabilitation of Willamette River Bridges
- 63a. Willamette River Bridge Preservation (Painting)
- 68 Regional TOD Projects
- 73 LRT Station Area "Station Bike" Pilot Project
- 968 Regional TDM Projects



### Central City

- 19 Water Avenue Ramps
- 20 I-5 South Improvements
- 66 WRBAP Future Phase Project at Sellwood Bridge
- 87 I-5/McLoughlin Ramps
- 93b. I-405/US 26 Connector
- 113 MLK/Grand Avenue Improvements - Boulevard Retrofit

### St. Johns Town Center

- 180 N. Portland Road Bikeway
- 182 N. St. Louis/Fessenden Bikeway
- 183 N. Greeley/Interstate Bikeway

### Hillsdale Town Center

- 202 SW Vermont Bikeway, Phase I and II
- 204 SW 30th Avenue Bikeway
- 209 SW BH Highway Pedestrian/Bicycle Improvements

### Raleigh Hills Town Center

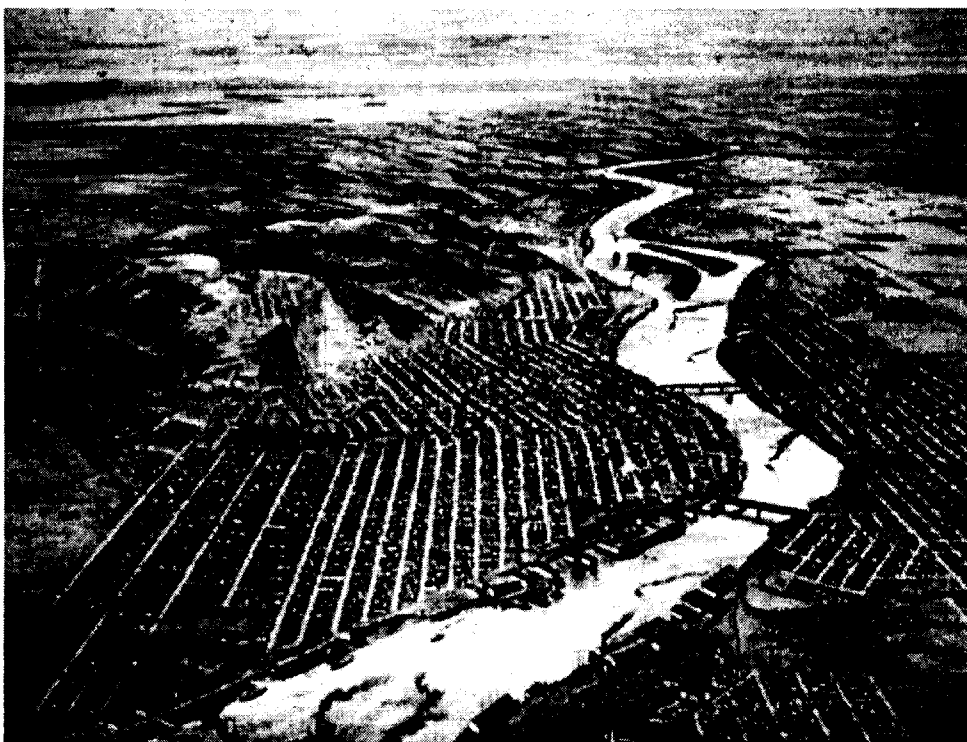
- 213 Oleson Road Improvements
- 217 Scholls Ferry Road Bikeway
- 233 SW Capitol Highway Pedestrian/Bicycle Improvements

### West Portland Town Center

- 231 West Portland Town Center Pedestrian District

### Portland Mainstreet

- 251 NE Sandy Boulevard ITS
- 262 SE Milwaukie Boulevard Pedestrian Improvements
- 263 NE Alberta Pedestrian Improvements
- 942 SE Tacoma Main Street



An early rendering of Portland shows the unusually compact 200 by 200 foot block size that continues to help encourage pedestrian travel and use of other non-auto modes.

surrounding this corridor are appropriate.

**E** The I-5 south corridor is very congested, despite added truck climbing lanes and modernized interchanges between Terwilliger and Tigard. The proximity of Barbur Boulevard to some of the most congested portions of I-5 south suggest that rapid bus and HCT should be considered to address freeway congestion.

**F** Powell Boulevard/Foster Road corridor is emerging as an important corridor due to expected growth in Clackamas County. No additional road capacity was evaluated in the three 2020 scenarios, but traffic volumes grew by about 10 percent from the 2015 preferred network, creating congestion along the entire corridor. Because road capacity improvements are both difficult and would disrupt planned land uses in the corridor, the refined strategic system should consider TSM, more aggressive transit service and a study of HCT as alternatives.

The grid of primary transit routes that covers the north and east sides of Portland perform well, including frequent bus routes on Lombard, MLK Jr., Hawthorne, Sandy, NW 23rd and Belmont.

## Strategic Improvements for Further Analysis

Based on the first round of systems analysis, the following strategic improvements will be included in the second round of modeling and analysis.

### 2000-2005

#### Regional Plans and Programs

- 2 Freeway ATMS on all regional highways
- 45 South/North Light Rail Transit
- 47 Airport Light Rail Transit
- 62 Rehabilitation of Willamette River Bridges
- 63a. Willamette River Bridge Preservation (Painting)
- 68 Regional TOD Projects
- 70 Bicycle Travel Demand Forecasting Model
- 71 Bicycle Safety, Education and Encouragement Pilot Program
- 968 Regional TDM Projects

#### Regional Trails

- 75 Springwater Trail Access Improvements Study
- 77 Willamette River Greenway Corridor Study
- 78 Fanno Creek Greenway Extension Study
- 81 Powerline Trail Corridor Study
- 83 Gresham-Fairview Trail Corridor Study

#### Central City

- 21b South Portland Improvements
- 63b. Broadway Bridge Improvements
- 65 Caruthers Bicycle and Pedestrian Bridge
- 85 Lovejoy Ramp Removal
- 86 Central City Streetcar
- 88 Kerby Street Interchange
- 89 West Burnside and Inner East Burnside Improvements/ITS
- 90 Broadway/N. Flint Improvement Arena Access
- 95 SE Water Avenue Extension
- 97 Lower Albina Railroad Crossing
- 98 Central City TSM Improvements

#### Central City (con't)

- 110 North Macadam Infrastructure Improvements
- 111 Naito Parkway Improvements - Boulevard Retrofit
- 112 Broadway/Weidler, Phase II and III - Boulevard Retrofit
- 116 Division Street Frequent Bus
- 118 Improve existing Tri-Met service on NE 33<sup>rd</sup> to Lloyd Center
- 122 Central City Pedestrian Enhancements
- 123 Hawthorne Boulevard Pedestrian Improvements
- 131 SW Moody Bikeway
- 136 SW Salmon/Taylor/Madison/Main Bikeway
- 137 SE 11th/12th Avenue Bikeway
- 140 North Interstate Bikeway
- 147 Eastside Streetcar Circulator
- 151 Southern Triangle Circulation Improvements
- 153 Clay Street/2nd Avenue Pedestrian/Vehicle Signal
- 154 Steel Bridge Pedestrian Way (RATS Phase I)
- 156 Transit Mall Restoration
- 159 East Burnside Bikeway
- 222 Barbur/I-5 Corridor Study
- 933 SW Columbia Street Reconstruction

#### Hollywood Town Center

- 160 Hollywood Town Center Plan
- 162a. Sandy Boulevard Improvements - 12th Avenue to 47th Avenue
- 162d. Sandy Boulevard/Burnside/12th Avenue Intersection
- 164 Hollywood Town Center Pedestrian Access Improvements
- 168 NE Tillamook Bikeway
- 169 NE/SE 40's Bikeway
- 268 NE/SE 50's Bikeway

#### St. Johns Town Center

- 171 St. Johns Town Center Plan
- 172 I-5 Freight Mobility Study
- 177 St. Johns Town Center Pedestrian District
- 183 N. Greeley/Interstate Bikeway

#### Lents Town Center

- 185 Lents Town Center Plan
- 190 Lents TC Pedestrian District Improvements
- 191 Foster Road Pedestrian Access to Transit Improvements
- 193 92nd Avenue Bikeway

#### Hillsdale Town Center

- 195 Hillsdale Intersection Improvement
- 198 Improve existing Tri-Met service through Hillsdale
- 205 SW Bertha Bikeway
- 206 SW Capitol Highway Pedestrian/Bicycle Improvements
- 208 SW Capitol Highway Pedestrian/Bicycle Improvements

#### Raleigh Hills Town Center

- 221 SW 62nd Avenue/Beaverton-Hillsdale Highway Pedestrian Refuge

#### West Portland Town Center

- 223 Barbur/Taylor's Ferry, Capitol Highway Intersection Improvement
- 224a. Barbur Boulevard Design Treatment
- 224b. Barbur Boulevard ITS
- 226 Pedestrian Overpass near Markham School
- 230 West Portland Town Center I-5 Crossings Study
- 233 SW Capitol Highway Pedestrian/Bicycle Improvements
- 238 SW Taylor's Ferry Road Bikeway

#### Portland Mainstreet

- 194a. SE Hawthorne Boulevard Fast Link Improvements
- 194b. SE Foster Road Fast Link Improvements
- 194c. Powell Boulevard/Foster Road HCT Corridor Study
- 241a. Division Street Fast Link, Phase I
- 251 NE Sandy Boulevard ITS
- 252 82nd Avenue ITS Corridor
- 253 Multnomah Pedestrian Improvements
- 255 Belmont Pedestrian Improvements
- 256 Fremont Pedestrian Improvements
- 258 MLK/Interstate ITS
- 259 Killingsworth Pedestrian Improvements
- 260 NE Cully/57th Pedestrian/Bike Improvements
- 261 SE Woodstock Main Street Improvements
- 263 NE Alberta Pedestrian Improvements
- 942 SE Tacoma Main Street

#### Banfield Station Community

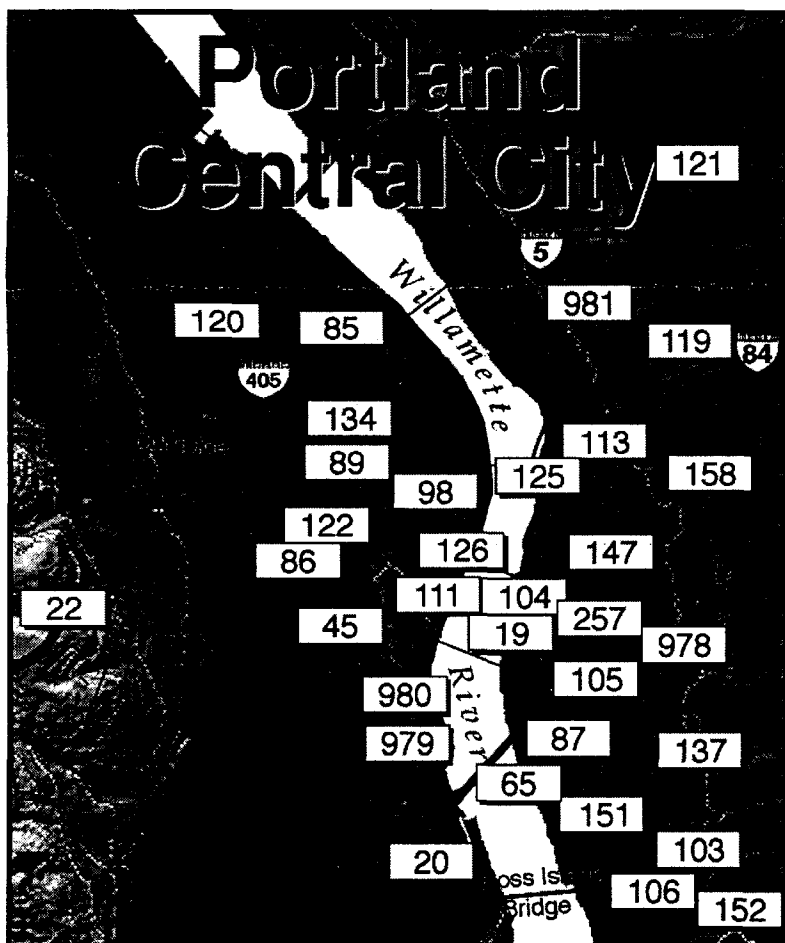
- 269 Ventura Park Pedestrian District

#### Portland Corridor

- 274a SE Holgate Bikeway, Phase I
- 277 I-205 Multi-Use Path Crossing Improvements
- 278 NE Prescott Pedestrian and Bicycle Improvements
- 947 Capitol Highway Improvements, Phase II
- 988 Improve existing Tri-Met service on Greeley

#### NW Industrial Area

- 938 NW Yeon/St. Helens ITS





# West Columbia Corridor

This subarea stretches from the Smith and Bybee Lakes area west to Interstate 205 and from the Columbia River south to the Interstate 205/Columbia Boulevard/Lombard Street interchange and Swan Island. The subarea includes Hayden Island employment and industrial areas, T-6 marine shipping terminals, the Delta Park employment area, Portland International Airport and adjacent employment areas and Swan Island employment and industrial areas.

	1994	2020	Percent Change
<b>Total Jobs</b>	51,010	98,549	93.20%
<b>Households</b>	4,210	8,959	112.80%
<b>Jobs per Household</b>	12.12	11.00	-9.21%

During the 20-year planning period, employment in the subarea increases by more than 90 percent, with most of that growth expected to occur during the first 10 years.

## Analysis & Conclusions

The Columbia Corridor is an important freight destination in the region - with several employment areas, industrial areas and intermodal facilities located within the area. Recommended improvements to the regional highway system focus on maintaining freight mobility on key freight through-routes such as Interstate 5, US 30 and Interstate 205, and access to intermodal locations and other key freight destinations such as T-6, rail yards, truck warehousing and distribution facilities and airport and marine terminals. Regional bicycle and multi-use trail improvements are also recommended in this area to improve access to major recreational destinations, such as Smith and Bybee lakes and to connect existing segments of the 40-mile loop. The following are key conclusions from the first round of modeling:

- A** In the 2020 preferred network, the North Willamette Bridge crossing would successfully link US 30 and Columbia Boulevard, thereby reducing traffic impacts on St. Johns town center and Lombard main street.
- B** A Hayden Island bridge crossing from Marine Drive to Vancouver, Washington does not significantly reduce Interstate 5 traffic volumes, but could provide flexibility to freight traffic for industrial circulation and port access. Marine Drive and Portland Road are not negatively impacted by additional traffic drawn to the bridge.
- C** Interstate-5 north is congested in all three 2020 scenarios, despite progressively more expansive capacity improvements to the Columbia River Bridges and other segments of the freeway between I-405 and Vancouver. The congestion is primarily focused on the



The historic St. Johns Bridge in North Portland serves as a major freight connection, resulting in heavy truck traffic in the St. Johns town center. The strategic system includes a North Willamette Crossing study to define a long-term freight access plan for this area.

Lombard and Delta Park interchanges in all three scenarios. Improvements modeled in the three 2020 scenarios progressively reduced volumes on I-205, but increasing volumes on I-5 maintained a constant level of congestion. Transit service in this corridor, including light rail and on parallel routes, is an attractive alternative, drawing more than 5% of trips in the corridor. This finding suggests the need to start the Interstate 5 Trade Corridor Study early in the plan period, concentrating on multi-modal solutions for travel along this corridor.

- D** Congestion in the Interstate 205 corridor is limited to the segment between Interstate 5 south and Interstate 84, largely resulting from expected growth in Clackamas County. The congestion does not extend north of Interstate 84 into the Columbia Corridor, however, suggesting that the Interstate 205 corridor study should focus on areas south of I-84. Improvements north of I-84 are generally limited to the Airport Way and US 30 Bypass (Sandy/Columbia Boulevard) interchange areas.
- E** The three 2020 scenarios reflect the new Airport model and resulted in less congestion than previous modeling scenarios. This suggests that the strategic improvements to Airport Way and 82nd Avenue are adequate to address congestion along Airport Way. In addition, the Cornfoot Road and Rivergate employment areas could benefit from a TMA, since large concentrations are of employment area expected there.
- F** The principal arterial design on the US 30 Bypass performed well in all three 2020 scenarios, with congestion limited to the Interstate 205 interchange. Aggressive TSM and access management would further improve the operation of this facility.

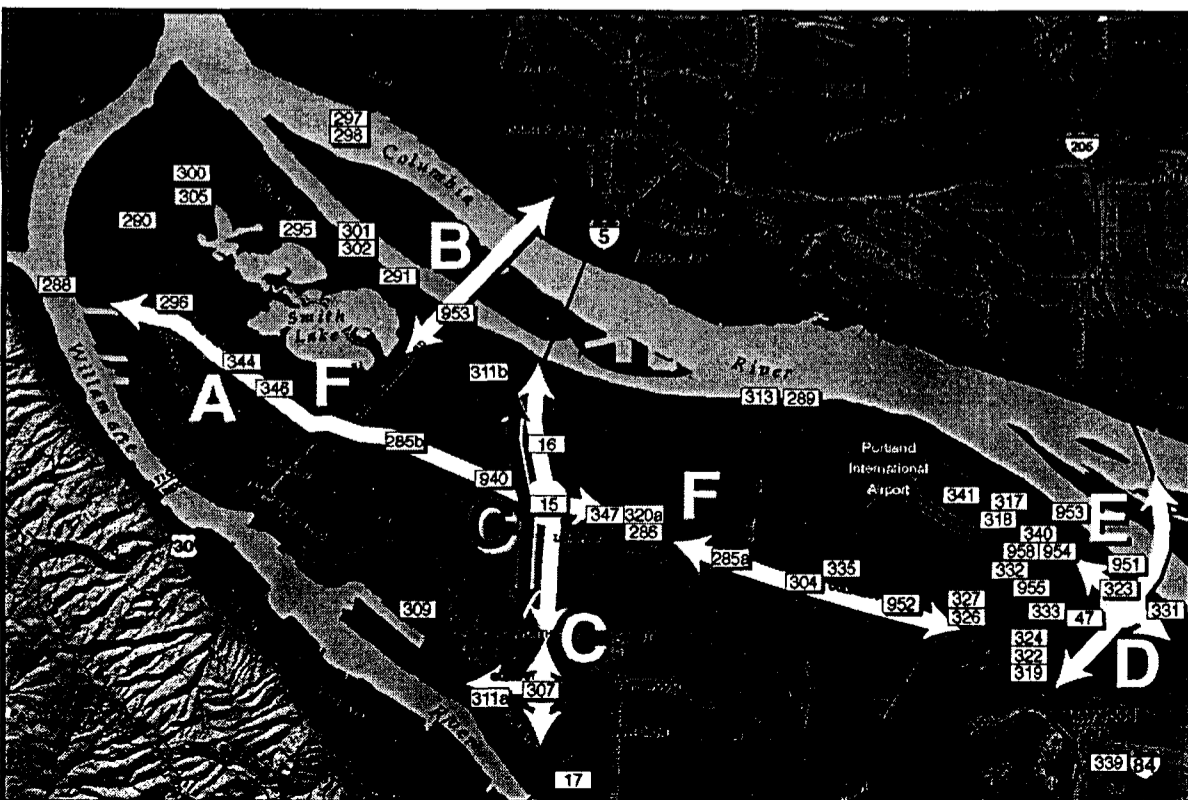
## Strategic Improvements for Further Analysis

Based on the first round systems analysis, the following strategic improvements will be included in the second round of modeling and analysis:

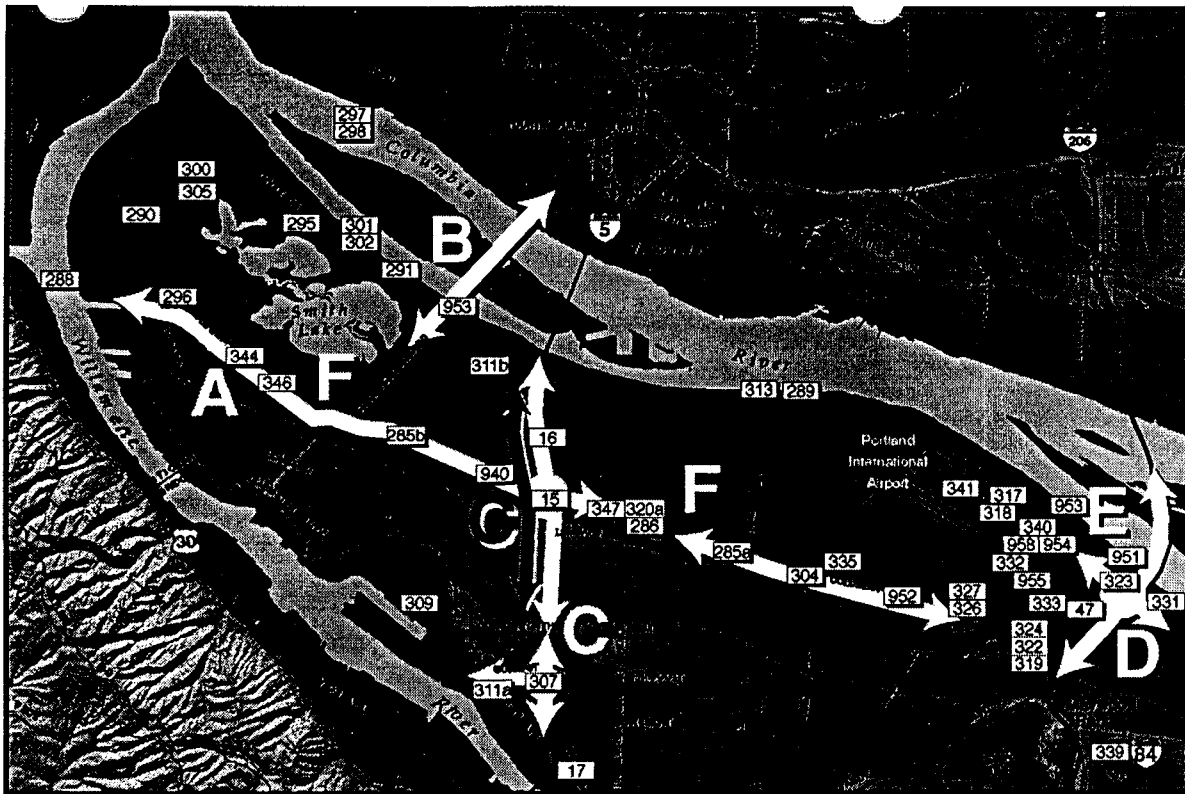
### 2000-2005

#### I-5 Regional Highway

- 15 Interstate 5 Trade Corridor Study
- 16 I-5 Interstate Bridge and Widening



The port terminals in the Rivergate area are a driving force in the regional economy. Improvements to I-5 and Marine Drive are planned to maintain long-term regional access to these key intermodal facilities.



## 2000-2005 (con't)

### *I-205 Regional Highway*

- 322 I-205 NB/Airport Way Interchange Improvement
- 324 I-205 Auxiliary Lane – Airport Way to Columbia Boulevard
- 339 I-205 Auxiliary Lane – I-84 to Columbia Boulevard

### *Columbia Corridor*

- 47 Airport LRT
- 285a. US 30 Bypass Refinement Study - I-5 to I-205
- 286 US 30 Bypass Improvement Study - MLK
- 289 Marine Drive Bikeway

### *Rivergate Industrial Area*

- 291 West Hayden Island Crossing
- 293 N. Portland-Columbia Corridor bus connection
- 295 Marine Drive Improvements
- 296 South Rivergate Entry Overpass
- 297 Columbia River Channel Deepening Study
- 300 Rivergate Rail Expansion
- 304 Columbia Slough Greenway Trail Study
- 305 Kelly Point Access Trail/40 Mile Loop Trail

### *Swan Island Industrial Area*

- 307 Going Street Rail Overcrossing
- 309 Swan Island Bikeway
- 311a. N. Greeley Bikeway
- 997 Swan Island secondary bus service

### *Portland International Airport Industrial Area*

- 317 Airport Way Improvements - 82nd Avenue-I-205
- 318 Airport Way Improvements - 82nd Avenue-PIA terminal
- 326 Marx Drive Extension
- 327 Alderwood Road Extension
- 331 Airport Way/Cascades Grade Separation
- 335 NE 47th Intersection and Roadway Imp.
- 346 N. Columbia Pedestrian Improvements – Phase I and II
- 347 NE 11th/13th Avenue Connection
- 958 82nd Avenue Bikeway

## 2006-2010

### *I-5 Regional Highway*

- 18 Interstate 5 North Improvements

### *Columbia Corridor*

- 285b. US 30 Bypass Improvement Study - Phase 2
- 288 North Willamette Crossing Study

### *Rivergate Industrial Area*

- 290 N. Lombard Freight Access Improvements
- 301 Hayden Island Rail Access Improvements
- 302 Additional Tracks – Kenton Line

### *Portland International Airport Industrial Area*

- 319 East End Connector
- 320a. Columbia/Lombard Intersection Improvements
- 332 82nd Avenue/Alderwood Intersection Improvements
- 344 Columbia Boulevard Bikeway
- 951 I-205 Direct Ramp
- 952 Columbia Boulevard ITS
- 953 N/NE Marine Drive ITS
- 954 NE Airport Way ITS
- 955 NE Alderwood Road Bikeway

## 2011-2020

### *I-5 Regional Highway*

- 17 Interstate 5 Reconstruction and Widening

### *Portland International Airport Industrial Area*

- 323 Interstate 205 Interchange Improvement
- 333 NE 92nd/Columbia/Alderwood Road Imp.

### *Rivergate Industrial Area*

- 298 Implement Columbia Channel Study Recommendations

# Damascus Urban Reserve

This subarea includes portions of rural Clackamas County south of Gresham and east of the existing urban growth boundary. The subarea includes Pleasant Valley and Damascus town centers and adjacent urban reserves.

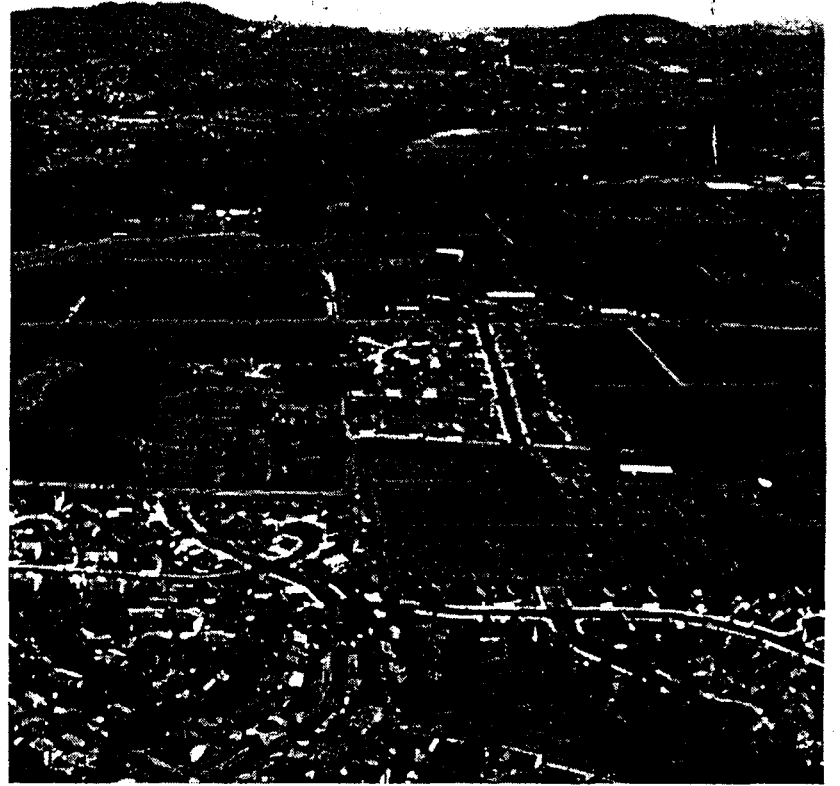
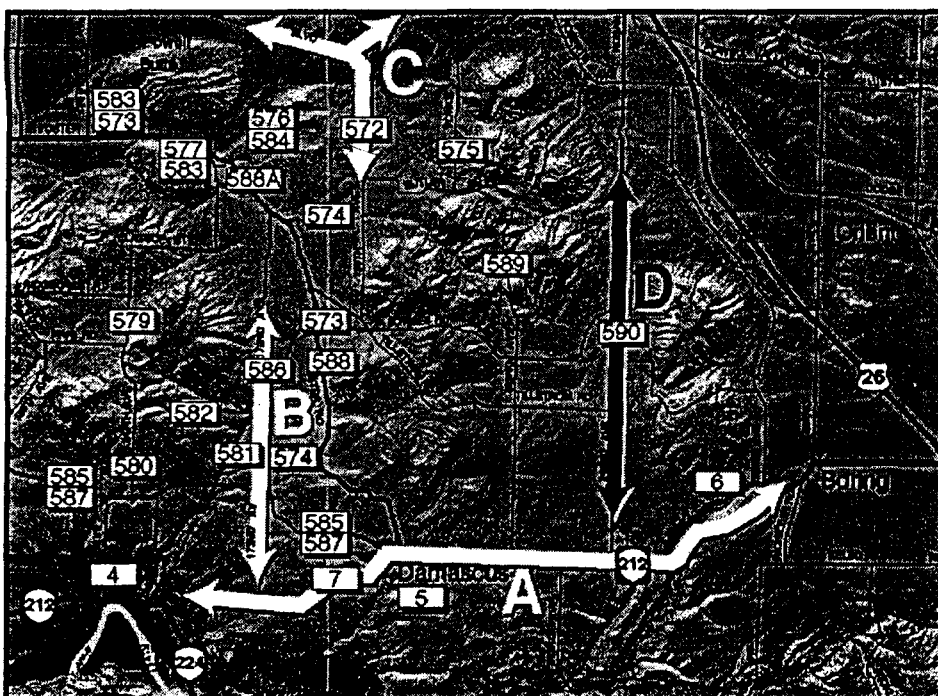
	1994	2020	Percent Change
Total Jobs	3,295	25,823	683.70%
Households	3,374	33,322	887.61%
Jobs per Household	0.98	0.77	-20.65%

During the 20-year planning period, households and employment in the Damascus subarea will increase dramatically, with the majority of the growth occurring during the last five years, from 2015 to 2020, as UGB expansion makes new land available for development.

## Analysis & Conclusions

The Damascus area is currently dominated by 5 and 10 acre rural residential uses. This subarea includes a significant portion of the region's urban reserves, and the 2020 population and employment forecast assumes a dramatic increase in urbanization in this area between 2015 and 2020. In the first round of modeling, an emphasis was placed on improving key access corridors that connect the Damascus urban reserves to existing urban areas. The degree of urbanization anticipated in the 2020 forecast exceeded the capacity of many of these planned improvements, however, and additional system improvements will be modeled in the second round. The following are key conclusions from the first round of modeling:

- Retail employment in Damascus lags behind residential, continuing the jobs/housing imbalance that already exists in urban Clackamas County. Additional employment opportunities should be considered as preliminary planning for the Damascus area begins.
- A** Sunrise Highway volumes are high on the east and west segments that were modeled in all three 2020 scenarios. Volumes on existing Highway 212 in the Damascus vicinity suggest the need for full implementation of all three segments of the Sunrise Highway during the 20-year plan period.
- Serious level-of-service failures occurred on arterial streets throughout the subarea in all three 2020 scenarios due to an undersized, poorly spaced arterial network, and lack of supporting collector network. However, traffic volumes are at a level that can be addressed with a reasonable level of system improvements in the second round of modeling.
- B** In all three scenarios, traffic volumes on Foster Road and 172nd Avenue between Pleasant Valley and Damascus suggest the need for a additional north/south and east/west collectors and local streets that provide for



The Damascus and Pleasant Valley urban reserves are located south of Gresham, in rolling terrain that constrains future street extensions. The strategic system includes many improvements in this area, mostly during the last part of the 20-year plan period, when this area is expected to be urbanized.

local circulation, particularly in the vicinity of the Pleasant Valley and Damascus town centers.

- Growth in the urban reserve areas south of Gresham has some traffic implications for north/south travel in Gresham, with impacts primarily on the 181st, 223rd and 242nd corridors in all three scenarios. However, these impacts are limited, and should be addressed through street system master plans for the Pleasant Valley/Damascus urban reserves, and TSM on north/south arterials in the existing urban area.
- C** Growth in East County and the urban reserve areas south of Gresham impacts the Division/Powell corridor from I-205 to 181st in all three scenarios. These results suggest the need for both capacity improvements to Powell and transit system improvements in this corridor to accommodate planned urbanization outside the current UGB.
- Traffic volumes on Regner Road (222nd) are low in all three scenarios, and do not suggest an urban impact on adjacent rural reserves.
- D** Traffic volumes on Hogan (242nd) are relatively high in all three 2020 scenarios, and suggest the need to consider system management techniques to manage traffic growth and related urban impacts on adjacent rural reserves.
- E** Transit volumes on Foster and Sunnyside roads are moderate, and volumes on 172nd Avenue are low, despite high-quality transit service in all three scenarios. However, there also appears to be untapped demand for transit in the area, suggesting that an improved configuration, better service and coverage are needed.

## Strategic Improvements for Further Analysis

Based on the first round systems analysis, the following strategic improvements will be included in the second round of modeling and analysis:

### 2000-2005

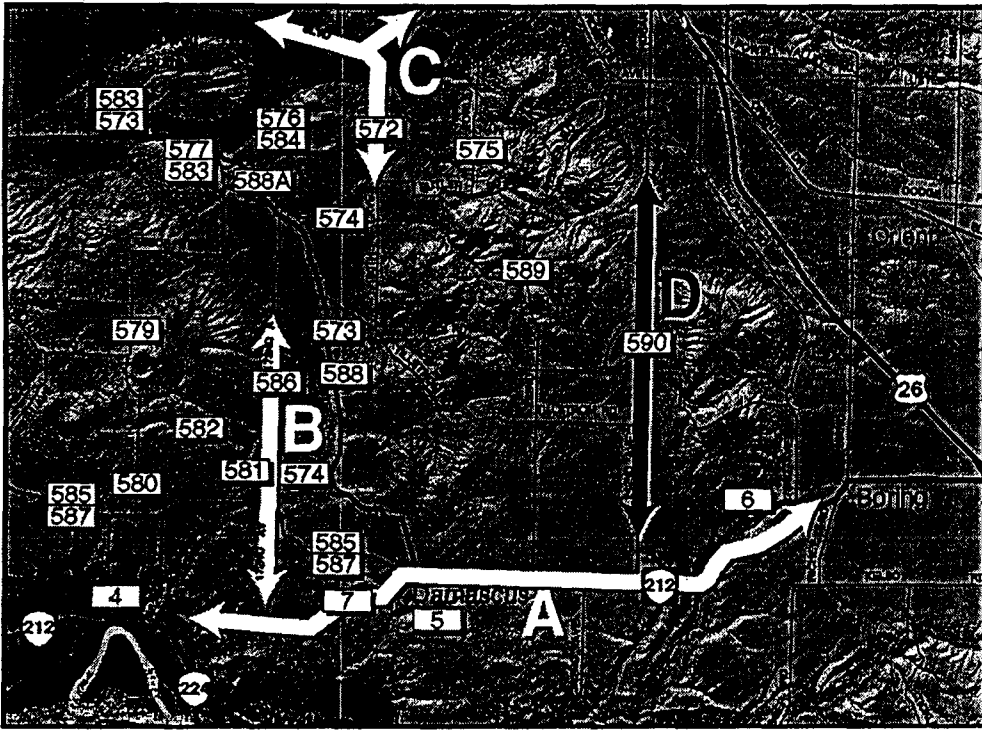
*Sunrise Regional Highway*  
7 Highway 212 - Rock Creek to Damascus - Climbing Lanes

*Urban Reserve Advance Planning*  
573 Foster Road Corridor Plan  
574 Damascus/Pleasant Valley Future Street Plan  
576 Jenne Road Traffic Management Plan

### 2006-2010

*Sunrise Regional Highway*  
4 Sunrise Highway - I-205 to Rock Creek - New Facility  
5 Sunrise Highway ROW - Rock Creek to 222nd Avenue

*Pleasant Valley Town Center & Vicinity*  
572 Highland Corridor Plan  
575 Towle/Eastman Corridor Plan  
580 147th Avenue Realignment Improvement



**2006-2010 (con't)**

- 583 Foster Road Multi-modal Improvements
- 584 Jenne Road Improvements

*Damascus Town Center & Vicinity*

- 587 Sunnyside Road Safety Improvements

**2011-2020**

*Sunrise Regional Highway*

- 5a Sunrise Highway - Rock Creek to 222nd - New Facility
- 6 Sunrise Highway - 222nd Ave. to US 26 - Construct New Facility

*Pleasant Valley Town Center & Vicinity*

- 579 145th Avenue/147th Avenue Bike Lanes
- 581 162nd Avenue Bike Lanes
- 582 Monner Road Bike Lanes

*Damascus Town Center & Vicinity*

- 586 172nd Avenue Improvements - Foster Road to Highway 212
- 588 Foster Road Improvements - Highway 212 to 172nd Avenue
- 588a Foster Road Improvements - 172nd to Jenne Road

*Sunshine Valley Rural Reserve*

- 589 Regner Road/222nd Avenue Corridor Plan
- 590 Hogan Road/242nd Avenue Corridor Plan

# South Washington County

This subarea stretches from Washington Square south to the City of Wilsonville and from the Willamette River to the south-western urban growth boundary. The subarea includes Washington Square regional center and Durham, Tigard, King City, Lake Grove, Murray Hill, Rivergrove, Tualatin, Sherwood and Wilsonville town centers. The Tualatin industrial area and Stafford Basin urban reserves are also located in this subarea.

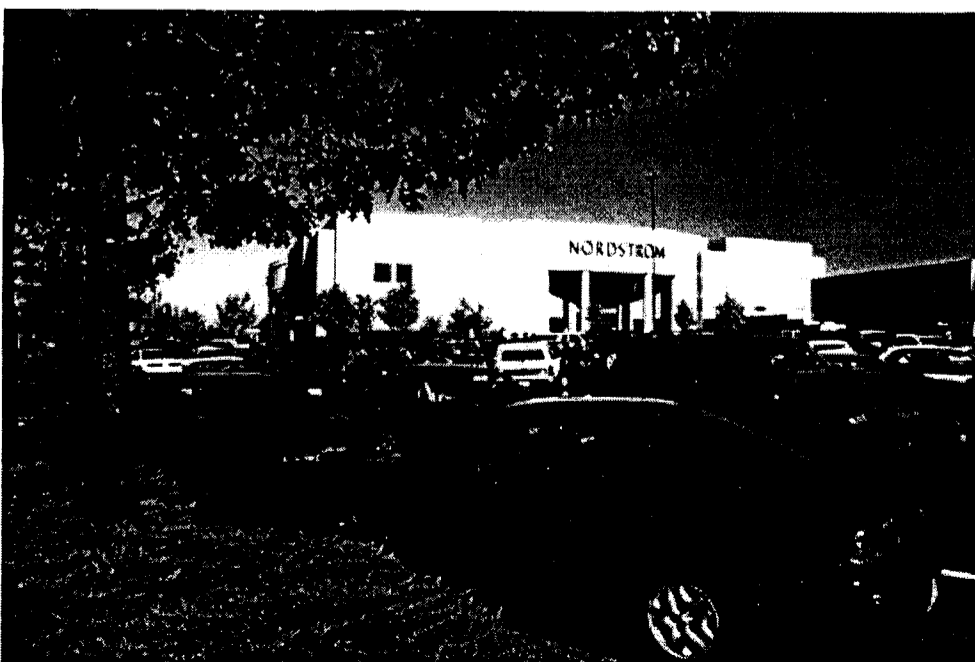
	1994	2020	Percent Change
Total Jobs	103,586	163,858	58.19%
Households	67,333	100,772	49.66%
Jobs per Household	1.54	1.63	5.70%

During the 20-year planning period, households in the subarea increase by nearly 50 percent and employment increases by nearly 60 percent. Population growth is predicted to be higher in the first 10 years. Employment growth is predicted to be slightly higher during the first 10 years.

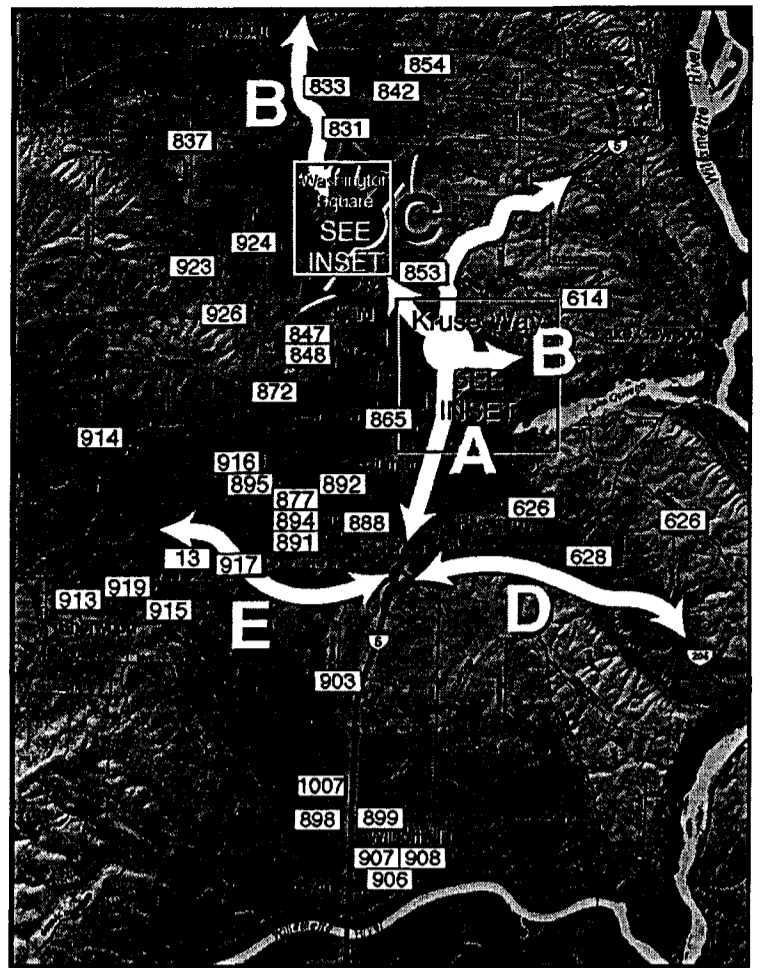
## Analysis & Conclusions

The South Washington County area is poorly connected and highly dependent on regional highways for local trips. Although several regional highway capacity improvements were included in the first round of RTP modeling, a new emphasis was placed on improving the system for non-auto modes of travel, particularly in and around centers and corridors, improving local connections across the freeways for all modes of travel and providing parallel routes to the regional highways for local trips. The following are key conclusions from the first round of modeling:

- A** I-5 is very congested despite significant increases in transit and TSM, and improvements to parallel routes in all three 2020 scenarios. Traffic volumes on parallel routes are also high, suggesting that without these improvements traffic congestion on I-5 would be worse.
- B** Highway 217/Kruse Way operates with an acceptable level of service in all three scenarios, suggesting that the improvements identified in the Highway 217/Kruse Way Tool Kit recommendations be included during the first half of the 20-year plan period.
- C** Washington Square regional center continues to be accessible during the PM peak period, with limited congested access points at Scholls Ferry Road, Hall Boulevard and the Greenburg Road/Highway 217 interchange. This finding supports strategic capacity improvements in most of these locations. The Scholls corridor should be studied more carefully to determine whether capacity improvements would negatively affect nearby rural reserves.



Many improvements are planned to major streets in the Washington Square regional center, including Hall, Greenburg and Scholls Ferry, to provide for better pedestrian travel and transit access.



- D** I-205 is congested in all three scenarios due to future population growth in Clackamas County that is attracted to jobs in Washington County. This travel pattern suggests that alternative mode and capacity improvements are important, particularly to mitigate the effects of congestion on freight movement in the I-205 corridor.
- E** The Tualatin-Sherwood connector performed well in all three 2020 scenarios, carrying a significant level of traffic from I-5 to the 99W corridor and reducing the amount of traffic traveling through Tualatin and the adjacent industrial area. This suggests that capacity improvements on 99W north of the connector are not needed to assure regional access from the region to the Highway 99/18 corridor west of Sherwood. However, 99W in the Tigard area is very congested, as well as in Sherwood, and warrants a combination of access management and TSM improvements in both Tigard and Sherwood, and capacity improvements in the vicinity of Highway 217.
- F** In north Wilsonville, the road system east of I-5 handles projected traffic well, suggesting that capacity improvements to Stafford Road are not warranted. In addition, capacity improvements to Stafford Road promote this route as an alternative urban-to-urban travel route through rural reserves.

## Strategic Improvements for Further Analysis

Based on the first round systems analysis, the following strategic improvements will be included in the second round of modeling and analysis:

### 2000-2005

#### Washington Square Regional Center

- 827 Washington Square Regional Center Plan
- 833 East Highway 217 System Management Imp.
- 835 Greenburg Road - Boulevard Retrofit
- 840 Washington Square Regional Center TMA Startup
- 842b Scholls Ferry Road TSM Improvements
- 844 Nimbus/Washington Square Shuttle

#### Tigard Town Center

- 560 Tualatin-Oregon City Rapid Bus
- 659 Tigard Local Bus Service
- 835 Greenburg Road Improvements
- 847 Highway 99W Access Management Plan
- 850 Hall Boulevard Improvements
- 860 Hall Boulevard Pedestrian and Bike Imp.
- 870 Dartmouth Street Extension

#### Tualatin Town Center

- 234 Tualatin-Sherwood Highway 99 Rapid Bus
- 877 Tualatin Freight Access Plan
- 878 I-5/Nyberg Road Interchange Improvements
- 881 Lower Boones Ferry Road Improvements
- 884 Improve existing bus service on Boones Ferry
- 888 Tualatin Town Center Pedestrian Improvements
- 892 Tualatin Road Improvements



## 2000-2005 (con't)

*Sherwood Town Center*  
914 Beef Bend Road Extension

## 2006-2010

*Kruse Way/217 Regional Highway*  
607 Carmen Drive Improvements  
608 Carmen Drive/Meadows Road Imp.  
609 Bangy Road Widening Improvements  
610 Bangy Road/Bonita Road Intersection Imp.  
611 Bangy Road/Meadows Road Improvements  
612 Meadows Road Widening Improvements  
620 Bonita Road Reconstruction and Widening

*Lake Grove Town Center*  
615 Lake Grove Town Center Plan  
616 Kruse Way/Boones Ferry Road Improvement

*Washington Square Regional Center*  
829 Highway 217/Greenburg Road Improvements  
834 Hall Boulevard - Boulevard Retrofit  
845 Oak Street Improvements

*Tigard Town Center*  
848 Highway 99W System Management Imp.  
848b 99W/Hall Boulevard Intersection Imp.  
859 Highway 99W Bikeway  
861 Walnut Street Improvements  
864 Bonita Road Improvements  
865 Durham Road Improvements  
867 72nd Avenue Improvements

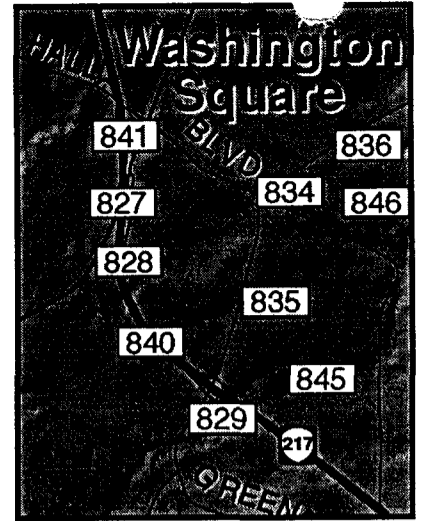
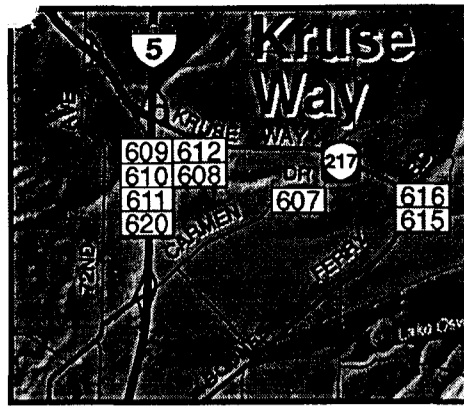
*King City Town Center*  
872 King City Town Center Plan  
874 King City-Tigard-Tualatin Local Bus

*Tualatin Town Center*  
889 Tualatin-Sherwood road Bikeway  
891 Tualatin-Sherwood Road Improvements

*Wilsonville Town Center*  
897b Stafford Road Safety Improvements  
898 Boeckman Road Extension  
899 Boeckman Road/I-5 Overcrossing Improvements  
906 Wilsonville Road Bikeway  
907 Town Center Loop Bikeway  
908 Parkway Avenue Bikeway  
1007 Kinsman Road Extension

*Sherwood Town Center*  
913 Highway 99W Circulation Study  
1047 Sherwood Local Bus Service  
1048 Tualatin-Lake Oswego Bus Service

*Murray/Scholls Town Center*  
923 Murrayhill Town Center Plan  
927 Davies Road Connection



## 2011-2020

*I-5 - 99W Regional Highway*  
13 Tualatin-Sherwood Tollway

*Washington Square Regional Center*  
828 Washington Square Connectivity Improvements  
831 Highway 217/Denney Road Safety Improvements  
841 Washington Square Pedestrian Improvements  
842 Scholls Ferry Road Pedestrian Improvements  
846 Taylors Ferry Road Extension

*Tigard Town Center*  
865 Durham Road Improvements  
866 99W Improvements  
868 Upper Boones Ferry Road Improvements  
871 Dartmouth Street Improvements

*Tualatin Town Center*  
929 Boones Ferry Road-Martinazzi Bike/Ped Path

*King City Town Center*  
873 Beef Bend Improvements  
876 King City Sidewalks

*Tualatin Town Center*  
880 Hall Boulevard Extension  
894 124th Avenue Improvements - New 3-lane arterial

*Sherwood Town Center*  
915 Oregon Street Improvements  
919 Sherwood Town Center Pedestrian Improvements

*Murray/Scholls Town Center*  
926 Murray Boulevard Extension



Rapidly growing employment areas and town centers along the I-5 corridor such as Wilsonville (pictured above) are placing new demands on the freeway. Improvements to both the freeway and parallel routes are included in the strategic system to address these demands, as well as an increased emphasis on transit solutions, such as rapid bus and commuter rail.

# North Washington County

This subarea stretches from Washington Square north to the Columbia River and from West Portland and Forest Park to the western urban growth boundary west of Forest Grove. The subarea includes Beaverton and Hillsboro regional centers, Forest Grove, Cornelius, Sunset, Cedar Mill, Bethany, Tanasbourne, and Farmington town centers. The Sunset industrial area and westside station communities as well as the Sunset Highway (U.S. 26), Tualatin Valley Highway (TVH) and Highway 217 are also located in this subarea.

	1994	2020	Percent Change
Total Jobs	115,404	258,748	124.21%
Households	76,819	141,870	84.68%
Jobs per Household	1.50	1.82	21.40%

During the 20-year planning period, households in the subarea is expected to increase by nearly 85 percent and employment by 124 percent. Household growth is predicted to be higher in the first 10 years and less than one percent during the last 5 years, from 2015 to 2020. Employment growth is expected to be fairly evenly spread over the 20 years with 10 percent of that growth occurring between 2015 and 2020.

## Analysis & Conclusions

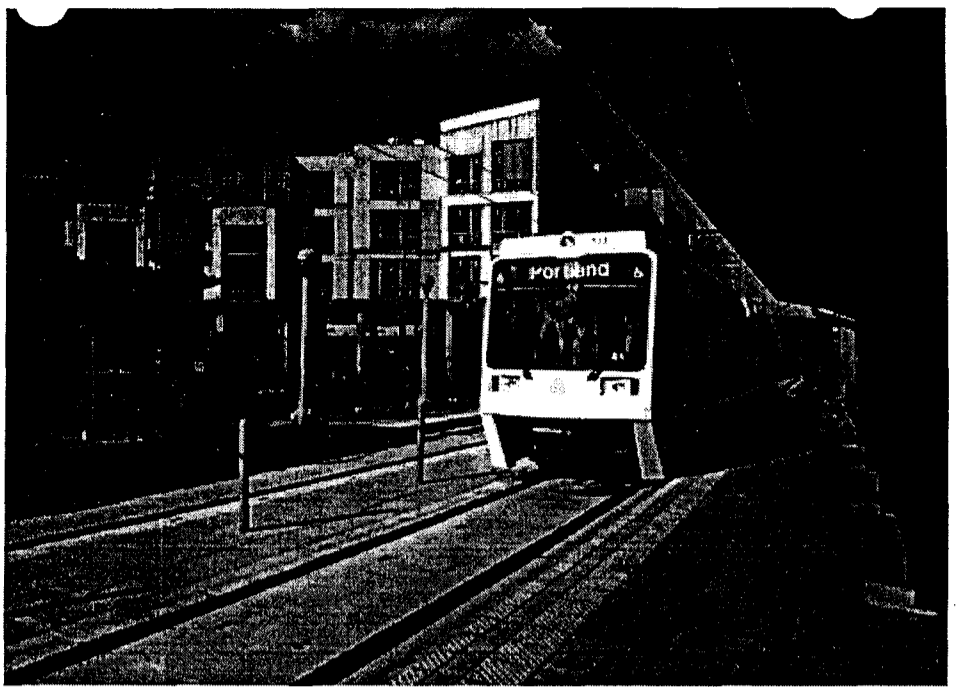
The North Washington County area is characterized by a widely spaced semi-grid of arterials, and is relatively dependant on regional highways for local trips. Although several regional highway capacity improvements and new arterial connections, including additional crossings over Highway 26, were included in the first round of RTP modeling, a new emphasis was placed on improving the system for non-auto modes of travel, particularly in and around centers, station communities and corridors. Transit projects included a redesigned bus feeder network to serve westside light rail, as well as park and ride lots at MAX stations. The following are key conclusions from the first round of modeling:

- Westside light rail performs well, attracting a large number of trips in the portions of the US 26 and Highway 217 corridors that it serves.

**A** Short trips in the Tualatin Valley Highway/Farmington Road corridor are causing congestion levels in all three scenarios to increase, in turn affecting the ability for these routes to serve demand for longer regional trips. This finding suggests the need for further access management and capacity improvements along TV highway and increased local connectivity in both corridors.

**B** The US 26 (Sunset) corridor operates at an acceptable level of congestion in all scenarios, reflecting capacity improvements west of Sylvan. New crossings over Highway 26 do not have heavy traffic volumes suggesting that future crossings should be considered as congestion occurs at individual interchanges, or to meet specific multi-modal access needs.

**C** Highway 217 remains congested between the Washington Square and Beaverton regional centers in all three 2020 scenarios during peaks periods. High capacity transit in the 217 corridor performed



Transit-oriented development has exceeded expectations along the Westside Light Rail line, with many developments underway or completed prior to startup of the new line. The Round in Beaverton is pictured.

well and provided some congestion relief particularly on the south-end, suggesting that HCT should be pursued in this corridor. Because Highway 217 carries a greater share of short trips than any other freeway, future improvements should also occur on parallel routes that can better serve local travel. This finding supports inclusion of improvements identified in the Highway 217/Kruse Way Tool Kit during the early part of the 20-year plan period.

**D** Cornell Road performed relatively well as a primary access route to the Hillsboro regional center in all three scenarios, with only isolated congestion occurring at 185<sup>th</sup> in the Tanasbourne Town Center. Cornell appears to be benefiting from improved connectivity through this portion of North Washington County. Other connections from US 26 to Hillsboro, such as Shute and Cornelius Pass, perform well as alternatives to Cornell. This finding suggests that an additional limited access route to the Hillsboro regional center from the Sunset corridor is not warranted during the 20-year plan period.

**E** Capacity improvements to Cornelius Pass Road between Highway 26 and West Union Road would adequately address local congestion problems in all three scenarios without adversely impacting rural reserves north of West Union.

- Several north/south and east/west bus lines perform well, especially rapid and frequent bus lines along BH Highway, TV Highway and Murray Road.

**F** The major approaches to the Hillsboro regional center operated at acceptable levels of congestion in all three 2020 scenarios, except on TV highway and Cornell Road in the eastern portion of the regional center. Transportation System Management (TSM) may be needed to help relieve the congestion.

**G** In the Beaverton regional center, access routes from the south perform well in all three scenarios. Congestion on Beaverton Hillsdale Highway and Canyon Road is also acceptable in all three networks. Only the Tualatin Valley/Farmington Road corridor which provide west and southwest access is a problem in the preferred and strategic scenarios. Connectivity improvements help relieve internal congestion, particularly on the north side of the regional center.

## Strategic Improvements for Further Analysis

Based on the first round systems analysis, the following strategic improvements will be included in the second round of modeling and analysis:

### 2000 - 2005

#### I-5/217 Regional Highway

- 3a I-5/217 Interchange Improvements, Phase I

#### Tualatin Valley Regional Highway

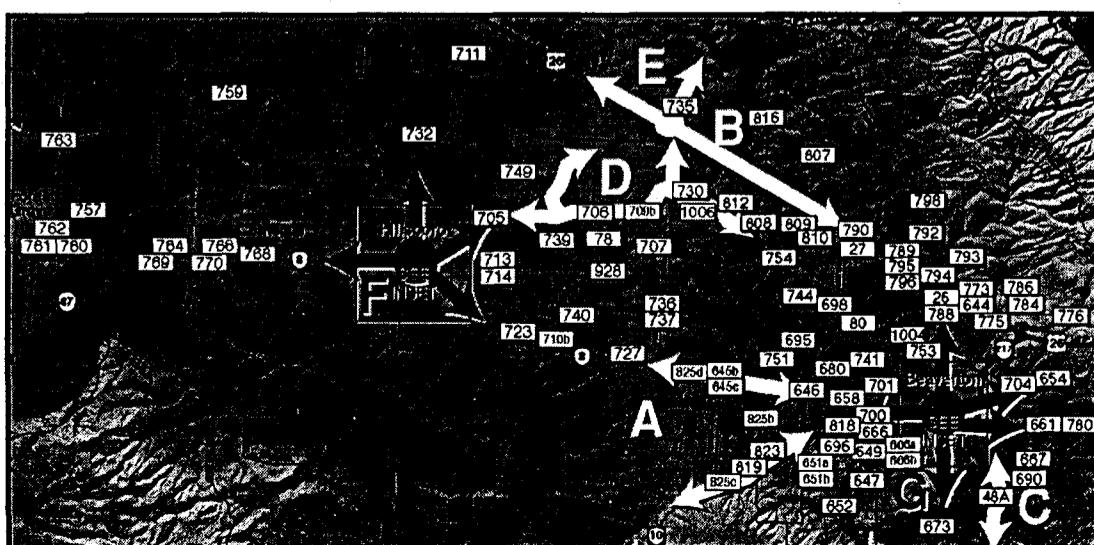
- 727 TV Highway System Management – Hillsboro Regional Center

#### Regional Trails/Greenways

- 84 Beaverton Creek Greenway Corridor

#### Beaverton Regional Center

- 638 Hall Boulevard/Watson Improvements
- 639 Beaverton Connectivity Improvements I
- 642 Downtown Beaverton Pedestrian Improvements
- 649 Murray Boulevard Improvements
- 650 Millikan Extension
- 651b Davis Road Improvements
- 653 Lombard Improvements



## 2000 - 2005 (con't)

- 655 Baseline/Evergreen Primary Bus
- 657 Improve transit service on Farmington, 198th, Evergreen and Hart Road
- 666b Farmington Improvements – Hocken to Murray
- 668 Hall Boulevard Bikeway
- 669 Watson Avenue Bikeway
- 673 125th Avenue Extension
- 677 117th Avenue Pedestrian Improvements
- 686 Hall Boulevard Bikeway

### Hillsboro Regional Center

- 710 TV Highway Improvements – Boulevard Retrofit
- 711 Jackson Road Improvements
- 713 Baseline Road Improvements – 177th to Lisa Road
- 928 Baseline Road Improvements – Lisa to 201st Ave.
- 714 Baseline Road Improvements – 201st to 231st Ave.
- 718 Hillsboro Local Bus in north and south neighborhoods
- 719 Cornell Road Primary Bus
- 720 Baseline/Evergreen Primary Bus
- 721 Hillsboro Regional Center TMA Startup
- 722 Hillsboro Regional Center Pedestrian Improvements
- 726 10th Avenue Bikeway

### Sunset Industrial Area

- 730 Cornell Road System Management
- 740 Brookwood Road Improvements
- 741 Murray LRT Overcrossing and Pedestrian Improvements
- 746 NE Hillsboro Employer Shuttles at Orenco, Amber Glen, Cornell Oaks and Dawson Creek

### Forest Grove Town Center

- 751 Johnson Street Extension
- 757 Forest Grove Northern Arterial
- 761 Forest Grove Town Center Pedestrian Improvements
- 762 TV Highway (Pacific/19th) Bikeway
- 1046 Forest Grove-Cornelius Local Bus Service

### Sunset Transit Center

- 773 Barnes Road Intersection Improvements
- 788 Cedar Hills Boulevard Intersection Improvements

### Cedar Mill Town Center

- 797 Cedar Mill Secondary Bus
- 1006 Cornell Road Primary Bus Service

### Farmington Town Center

- 818 Farmington Road Improvements

## 2006 - 2010

### US 26 (Sunset) Regional Highway

- 26 West Sunset Improvements

### Regional Commuter Rail

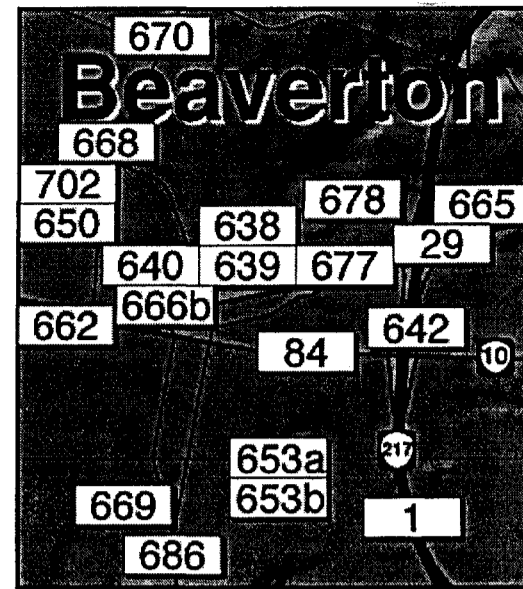
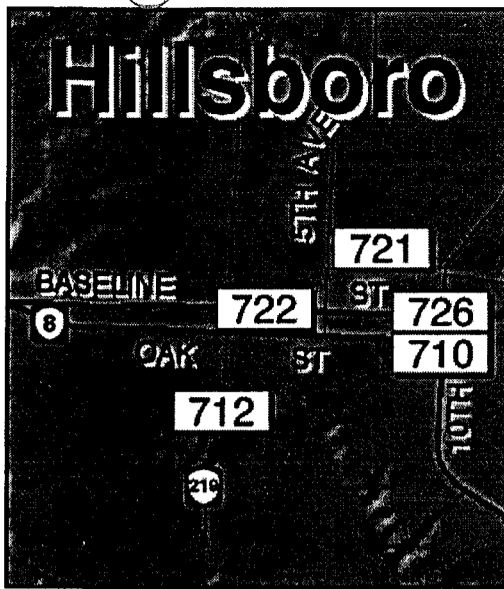
- 48a Commuter Rail (Wilsonville to Beaverton)

### Regional Trails/Greenways

- 80 Bronson Creek Greenway Corridor

### Tualatin Valley Regional Highway

- 645c TV Highway Access Management
- 646 TV Highway System Management
- 662 TV Highway/Canyon Road Pedestrian Improvements



### Beaverton Regional Center

- 640 Beaverton Connectivity Improvements II
- 644 Cedar Hills Interchange Improvements
- 658 Forest Grove-Hillsboro Frequent Bus
- 666 Farmington Road Bikeway
- 670 Cedar Hills Boulevard Bikeway
- 963 Jenkins Road Improvements – Cedar Hills to Murray
- 964 Jenkins Road Improvements – Murray to 158th

### Westside Station Community

- 694 170th Avenue Improvements
- 695 170th Avenue Pedestrian Improvements
- 705 Cornell Road Bikeway - Grant Street to 25th
- 706 Cornell Road Bikeway - Elam Young (W) to Ray Circle

### Hillsboro Regional Center

- 712 First Avenue Improvements

### Sunset Industrial Area

- 735 Cornelius Pass Road/US 26 Interchange Improvement
- 736 Cornelius Pass Road - TV Highway to Cornell Road
- 739 Brookwood Road Improvements
- 744 170th/173rd Improvements
- 753 Walker Road Improvements

### Forest Grove Town Center

- 760 Highway 8 Improvements - Forest Grove
- 763 Sunset Drive Improvements

### Cornelius Town Center

- 768 Baseline Street Intersection Improvements
- 769 Baseline / Adair Couplet/4th Avenue Intersection
- 770 Baseline / Adair Couplet/14th Avenue Intersection

### Sunset Transit Center

- 775 Barnes Road Improvements
- 786 Westhaven Road Pathways

### Tanasbourne Town Center

- 809 Cornell Road Improvements – 179th to Bethany Boulevard

### Farmington Town Center

- 825b. 185th Avenue Improvements
- 825c. Farmington Road Improvements

## 2011 - 2020

### US 26 Regional Highway

- 27 West Sunset Improvements - Murray to 185th

### 217 Regional Highway

- 1 Highway 217 Improvements - I-5 to US 26
- 29 Highway 217 Improvements - NB TV Highway to US 26
- 932 US 26/217 Braided Ramps

### Tualatin Valley Regional Highway

- 645b TV Highway Widening – Cedar Hills to 185th Avenue
- 710b TV Highway Widening - 185th to Brookwood Road

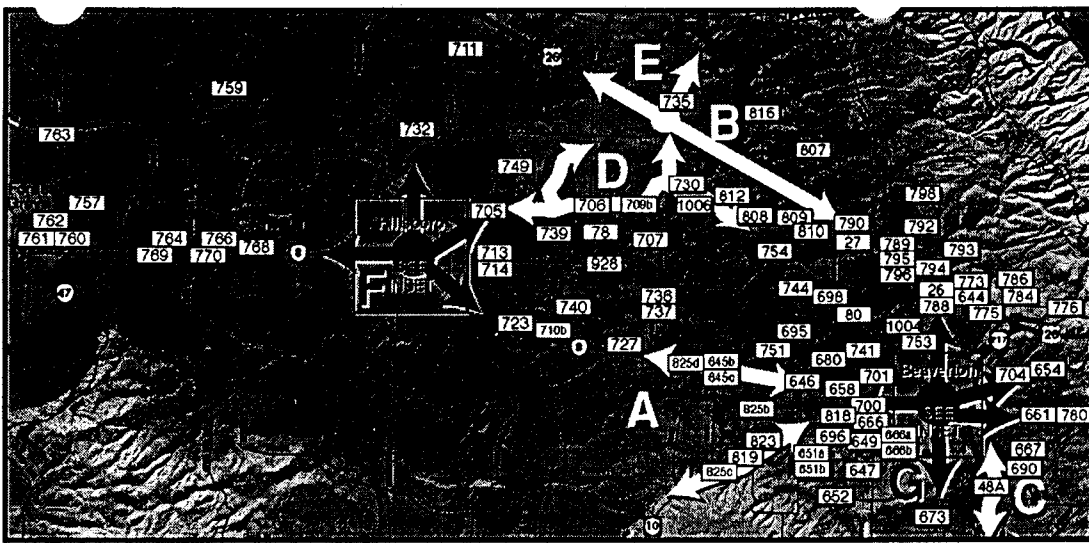
### Beaverton Regional Center

- 647 Murray Boulevard Bike/Pedestrian Improvements
- 652 Hart Road Improvements
- 661 BH Highway Bike/Pedestrian Improvements
- 665 Canyon Road/TV Highway Bike and Pedestrian Improvements
- 667 Allen Boulevard Improvements
- 678 Center Street Improvements
- 680 158th/Merlo Road Improvements



Hillsboro recently completed this "boulevard retrofit" project on Main Street. Similar retrofits are planned for other streets in Hillsboro regional center, including the Baseline and Oak Street couplet, to improve pedestrian travel and transit access.





## 2011 - 2020 (con't)

### *Beaverton Corridor*

690 Allen Boulevard Improvements

### *Westside Station Community*

696 BPA Easement Multi-use Path  
 698 158th Avenue Improvements  
 700 Murray Boulevard Bikeway  
 701 Millikan Way Improvements - Murray to 141st  
 702 Millikan Way Improvements - 141st to Hocken Road  
 704 Walker Road Bike/Pedestrian Improvements  
 707 Quatama Street Bikeway

### *Hillsboro Regional Center*

709b Cornell Road Improvements - Arrington to Miles Road  
 723 TV Highway Pedestrian Improvements

### *Sunset Industrial Area*

732 Evergreen Road Improvements  
 737 Cornelius Pass Road Improvements  
 739 Brookwood Road Improvements  
 749 25th Avenue Improvements  
 754 Walker Road Improvements - Murray to Stucki

### *Forest Grove Town Center*

759 Martin Road/Cornelius-Schefflin Road Intersection Improvement

### *Cornelius Town Center*

764 Highway 8 Improvements - Cornelius  
 766 Highway 8 Improvements - 19th

### *Sunset Transit Center*

784 90th/98th Avenue Extension

### *Cedar Mill Town Center*

789 Cornell Intersection Improvements  
 790 Cornell Road Improvements - US 26 to 143rd  
 792 Cornell Road Improvements - 143rd to Saltzman Road  
 793 Cornell Road Improvements - Saltzman Road to Miller Road  
 794 Barnes Road Improvements - Saltzman Road to 119th Avenue  
 795 Murray Boulevard Improvements - Science Park Drive to Cornell  
 796 US 26 Multi-Modal Overcrossing  
 798 Saltzman Road Improvements - Cornell Road to Burton Street

### *Tanasbourne Town Center*

808 185th Avenue Improvements  
 810 173rd/174th Multi-Modal Undercrossing  
 812 Tanasbourne TC Pedestrian Improvements  
 816 185th Avenue Pedestrian Improvements

### *Farmington Town Center*

819 Farmington Road Improvements  
 823 Farmington Road Pedestrian Improvements  
 825d. Cornelius Pass Road Extension to 209th Avenue

# North Clackamas County

This subarea includes Clackamas County within the urban growth boundary, stretching from the cities along the Willamette River east to Happy Valley, and the northern county boundary to the southern urban growth boundary, east of the Willamette River. The subarea includes Milwaukie, Clackamas and Oregon City regional centers, and Lake Oswego, West Linn, Johnson City, Gladstone and Happy Valley town centers. The Clackamas industrial area and the Beaver Creek urban reserve are also located in this subarea.

	1994	2020	Percent Change
<b>Total Jobs</b>	70,911	127,850	80.30%
<b>Households</b>	45,462	66,763	46.85%
<b>Jobs per Household</b>	1.56	1.91	22.77%

During the 20-year planning period, population and employment in the North Clackamas County subarea double, with growth accelerating during the last five years, from 2015 to 2020, as UGB expansion makes new land available for development. Though the rate of employment growth exceeds 80% over the plan period, the area continues to experience a job/housing imbalance, resulting in heavy commute patterns along major corridors, like I-205 and 99E, that connect to other employment centers in the region.

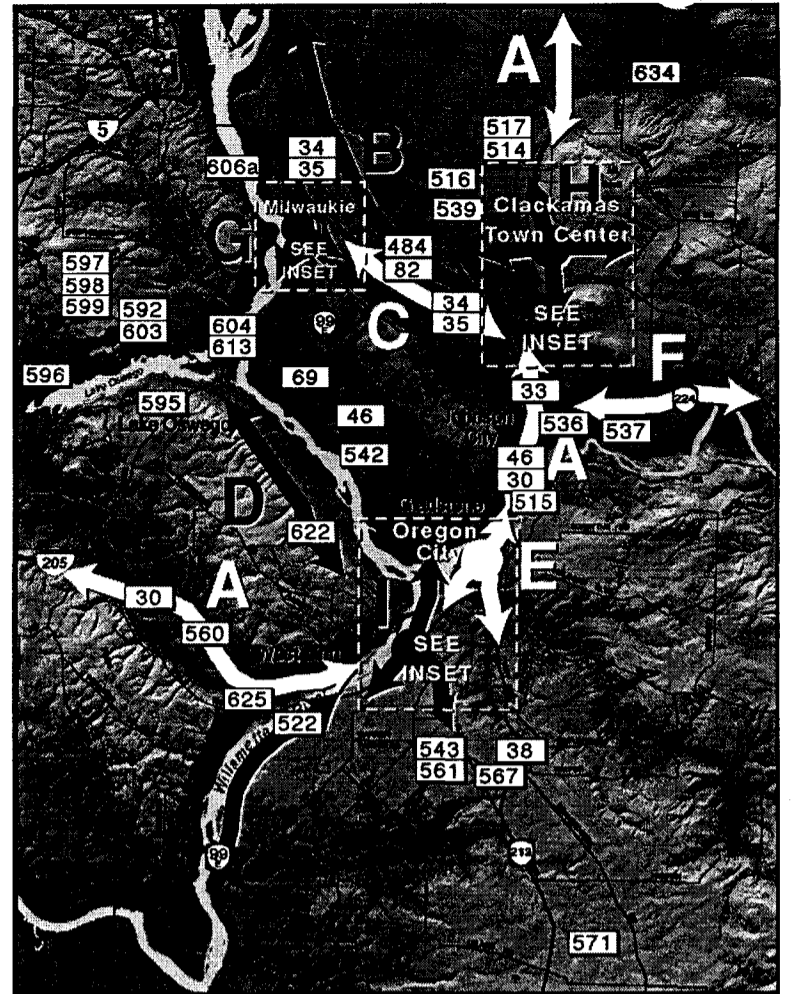
## Analysis & Conclusions

The North Clackamas area is adjacent to a significant portion of the region's urban reserves, and the 2020 population and employment forecast assumes a dramatic increase in urbanization in those urban reserves between 2015 and 2020. The degree of urbanization adjacent to this area would create severe congestion along the I-205 corridor. Although several regional highway capacity improvements were included in the first round of RTP modeling, a new emphasis was placed on improving the system for non-auto modes of travel, particularly in and around centers and corridors, providing access to employment and maintaining adequate level of service on regional highways. The following are key conclusions from the first round of modeling:

- The jobs/housing imbalance in Clackamas County is inherent to the 2040 Growth Concept, and future industrial development in the adjacent Damascus urban reserve will only begin to mitigate the effects of the imbalance during the latter part of the plan period. The Clackamas area also seems to be saturated with retail employment, drawing demand from outside the



The strategic system includes a "boulevard retrofit" improvement to McLoughlin Boulevard where it passes through Milwaukie. The new design will encourage transit and pedestrian travel, and better connect the downtown to the Willamette River.



subarea. This imbalance is the driving force behind many of the transportation issues for the North Clackamas subarea. Further, the adjacent Damascus subarea appears to be somewhat lacking in retail employment, with the ratio of retail jobs per household falling over the 20 year plan period. These trends suggest a need to focus additional retail employment in the Damascus area as part of urban reserve planning.

- A** The degree of urbanization in urban reserves adjacent to this area and continued jobs/housing imbalance impacts the I-205 corridor (including adjacent arterials to the north and west of I-205) as future residents of Clackamas County commute north and west to jobs elsewhere in the region, while retail activity draws consumers into the area. These impacts are significant and should be addressed through access management to the I-205 corridor and capacity improvements on I-205 south of Oregon City.
- B** South/North light rail transit from Clackamas regional center performs strongly in all three 2020 scenarios, reducing the need for short-term TSM and capacity improvements on Highway 99E/224. Highway 99/224 improvements, including added capacity to 99E south of Tacoma and access management on Highway 224, should be included in the latter part of the plan period.
- C** In all three scenarios, eventual improvements to the Highway 99E/224 corridor relieve pressure on River Road, Oatfield Road and Webster Road, reducing the need for additional capacity in these corridors.
- D** The Highway 43 corridor south of Lake Oswego is very congested in all three scenarios. However, existing topography does not allow for capacity improvements thereby suggesting the need for TSM and multi-modal retrofits.
- E** The Highway 213 corridor is congested in all three of the 2020 scenarios, indicating the need to phase-in highway improvements during the plan period based on further study of urban reserves and commuting patterns from neighbor cities.
- F** The Sunrise Highway was modeled with east and west legs completed, and the middle section of existing Highway 212 through Damascus continuing to serve regional traffic. This strategy was intended to allow Damascus Town Center to grow with the benefit of regional traffic traveling through the center. However, volumes are much higher than expected along the entire Sunrise corridor, and result in extensive congestion in the Damascus area. Volumes on existing Highway 212 in the Damascus vicinity suggest the need for full implementation of all three segments of the Sunrise Highway during the 20-year plan period.
- G** The Milwaukie regional center is highly accessible in all three scenarios, with excellent highway and light rail access from surrounding areas. Arterial streets, particularly McLoughlin south of Milwaukie, continue to provide good access from adjacent neighborhoods to the regional center.
- H** The Clackamas Regional Center is highly accessible by transit in all three scenarios, with light rail and bus lines carrying substantial volumes. The Clackamas regional center is less acces-

sible from regional highway routes, and in particular, I-205, where serious congestion limits access to Clackamas from the north and south. Arterial street access from the urban reserve areas to the east is also limited, both by topography and congestion resulting from the relatively limited network of major streets.

The Oregon City Regional Center is highly accessible by transit in all three scenarios, with light rail and bus lines providing good access from adjacent areas. The Oregon City regional center is less accessible from regional highway routes, largely due to widespread congestion on I-205, where serious congestion limits access to Oregon City from the north and west. However, arterial street access from the both urban reserve areas to the south, and existing urban areas to the east, north and west is good, particularly along the McLoughlin and Mollala corridors.

Traffic volumes are high on Highway 99E, south of Oregon City. No change beyond the existing Green Corridor plan is recommended to the current four-lane design because of topographic and environmental constraints.

## Strategic Improvements for Further Analysis

Based on the first round systems analysis, the following strategic improvements will be included in the second round of modeling and analysis:

### 2000-2005

#### I-205 Regional Highway

30a I-205 Corridor Study - I-5 to I-84

#### 213 Regional Highway

38a Highway 213/Beavercreek Road Intersection Improvements

42 Highway 213 Corridor Study

#### Milwaukie Regional Center

462 McLoughlin Boulevard Improvements - Boulevard Retrofit

468 North Shore/South Shore

469 McLoughlin Rapid Bus - Oregon City - Milwaukie

470 Improve existing Tri-Met service on Linwood Avenue, River Road, Oatfield Road and South End Road

483 Harrison Street Bikeway

486 Lake Road Bikeway

490 Linwood/Harmony/Lake Road Improvements

#### Clackamas Regional Center

494 I-205/Sunnybrook Interchange Phase II Improvements

497 82nd Avenue Improvements - Boulevard Retrofit

503 Monterey Road Widening and Extension Improvements

521 Clackamas Regional Center TMA Startup

522 Secondary bus - Oregon City - Canby

539 Linwood Road Bike Lanes

999 Johnson Creek Local Bus Service

#### Oregon City Regional Center

53 I-205 Corridor Frequent Bus - Oregon City - CTC

550a McLoughlin Boulevard Relocation Study

1002 West Linn Local Bus Service

Theissen Hill Local Bus Service

Berry Hill Local Bus Service

#### Oregon City Corridor

568a. Beaver Creek Road Improvements, Phase I

#### Lake Oswego Town Center

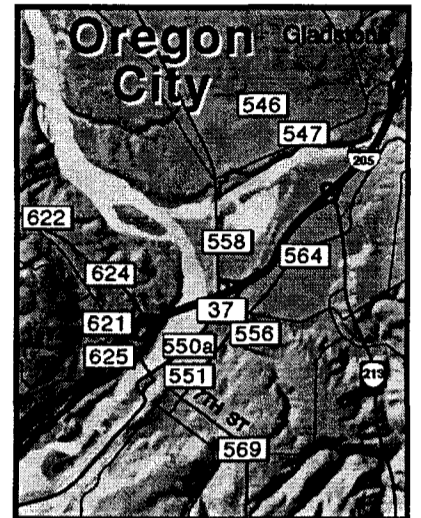
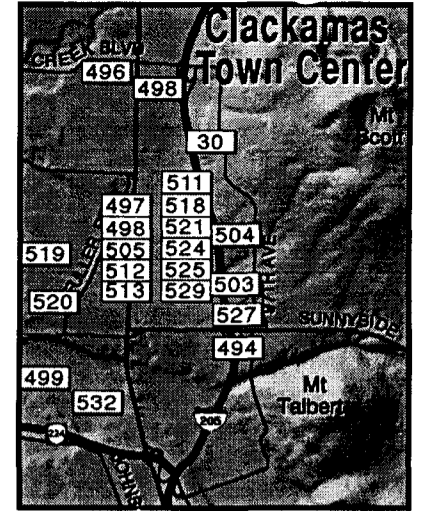
43 Highway 43 Traffic Management Plan

595 South Shore Secondary Bus

596 North Shore Secondary Bus

597 Lake Oswego-Kruse Way Frequent Bus

606a Highway 43 Frequent Bus - Oregon City-Oswego-Portland



#### Stafford Urban Reserve

628 Stafford Road/Borland Road Intersection Improvements

### 2006-2010

#### I-205 Regional Highway

30b. I-205 Corridor Study - I-84 north to Columbia River

30d. I-205 South Auxiliary Lanes - Highway 224 to Sunnybrook Road

#### 99E/224 Regional Highway

35 Highway 99/224 Access Management Plan

#### 213 Regional Highway

37 Highway 213/Washington/Abernathy Intersection Improvements

39 Highway 213 Green Corridor Plan

#### Regional Trails

69 PTC Multi-Use Trail Planning (Milwaukie to Gladstone)

484 Railroad Avenue Bike/Pedestrian Improvements

#### Milwaukie Regional Center

464 Milwaukie - CTC bus service

476 Southeast-Southwest Primary Bus

493 East Sunnyside Road Improvements

#### Clackamas Regional Center

498 82nd Avenue Improvements - Multi-modal Improvements

499 Harmony Road Improvements

502 West Monterey Road Extension

527 Sunnyside Road Bikeway

529 Causey Avenue Bikeway

532 CTC Connector - Multi-use Path

#### Clackamas Industrial Area

536 82nd Drive Bike Improvements

#### Oregon City Regional Center

556 Washington Street Improvements - Boulevard Retrofit

564 Washington Street Bikeway

#### Oregon City Corridor

568b. Beaver Creek Road Improvements, Phase II

#### Beavercreek Urban Reserve

567 Beaver Creek Road Improvements

571 Beaver Creek Future Street Plan

#### Lake Oswego Town Center

592 "A" Avenue Reconstruction

603 "A" Avenue Bikeway

604 Willamette Greenway Path

#### Lake Oswego Corridor

613 Highway 43 Corridor Bikeway

614 Boones Ferry Road Improvements

#### Stafford Urban Reserve

629 Stafford Road/Rosemont Road Intersection Improvements



The new Clackamas Regional Center plan includes a number of new street connections and "boulevard retrofits" that will provide for easier pedestrian and transit travel, and reduce reliance on the automobile as the primary mode of travel.

**2000-2005 (con't)**

*Gateway Regional Center*

- 384 NE Halsey Bikeway
- 385 SE Stark/Washington Bikeway
- 387 NE Glisan Bikeway
- 388 102nd Corridor Safety Improvements
- 389 SE Stark/Washington Safety Improvements - Blvd. Retrofit

*Gresham Regional Center*

- 83 Gresham-Fairview Trail Corridor
- 394 Division Street Improvements - Boulevard Retrofit
- 396 Powell Boulevard Improvements - Boulevard Retrofit
- 408 Gresham RC Pedestrian Improvements
- 427 257th Avenue Corridor Improvements
- 428 257th/Palmquist/US 26 Intersection Improvements

*Troutdale Town Center*

- 459 Stark Street Improvements

*South Shore Industrial Area*

- 356 162nd RR Crossing Improvements
- 358 202nd RR Crossing Improvements
- 359 223rd RR Crossing Improvements
- 363 Marine Drive/122nd Intersection Improvement
- 366 Bridgeton Neighborhood Local Bus Service

*Fairview/Wood Village Town Center*

- 443 Halsey Street Improvements

*Burnside Station Community*

- 959 162nd Avenue Bikeway

**2006-2010**

*Mount Hood Parkway Regional Highway Corridor*

- 9 Hogan Corridor Improvements - I-84 to Stark Connection
- 10 Mount Hood Parkway - ROW Preservation - Palmquist to US 26

*Gateway Regional Center*

- 375 Gateway Traffic Management Plan
- 376 Gateway Regional Center TMA Startup

*Gresham Regional Center*

- 12 Hogan Corridor - Transition Freight Route from 181st/Burnside
- 395 Burnside Street Improvements - Boulevard Retrofit
- 398 Eastman Parkway Improvements - Boulevard Retrofit
- 399 Civic Neighborhood - LRT Station
- 402 Gresham Regional Center TMA Startup
- 418 Cleveland Street Improvements - Boulevard Retrofit
- 414 Division Street Bikeway

*South Shore Industrial Area*

- 361 138th Avenue Improvements
- 362 158th Avenue Improvements
- 367 148th Avenue Bikeway

*Rockwood Town Center*

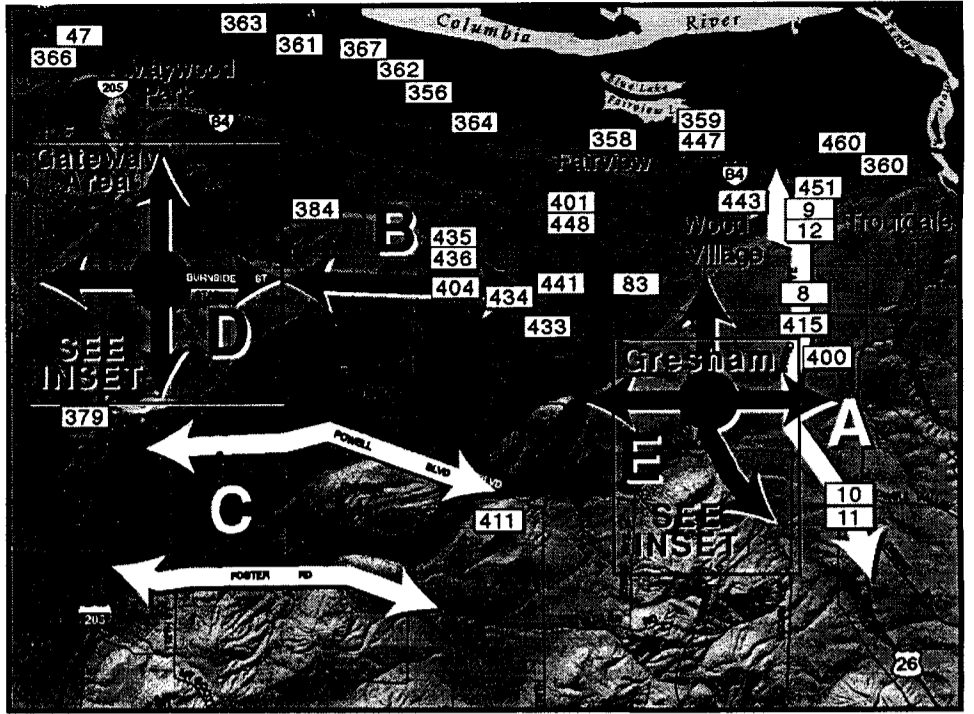
- 433 Stark Street Improvements - Boulevard Retrofit
- 434 181st Avenue Improvements - Boulevard Retrofit
- 441 Burnside Street Bike Lanes

*Fairview-Wood Village Town Center*

- 447 223rd Avenue Bike/Pedestrian Improvements
- 448 Halsey Street Improvements - Fairview/Wood Village

*Troutdale Town Center*

- 451 Halsey Street Improvements - Troutdale



**2011-2020**

*Mount Hood Parkway Regional Highway Corridor*

- 11 Hogan Corridor - Palmquist to US 26 - Construct New Facility
- 12 Hogan Corridor - Transition Freight from 181st/Burnside route

*Interstate 84 Regional Highway Corridor*

- 460 I-84 Widening



This new mid-block crossing is located on NE 122nd Avenue, near Glisan Street, and serves as a good example of a modest pedestrian retrofit along major street that serves as a transit corridor.

*Gateway Regional Center*

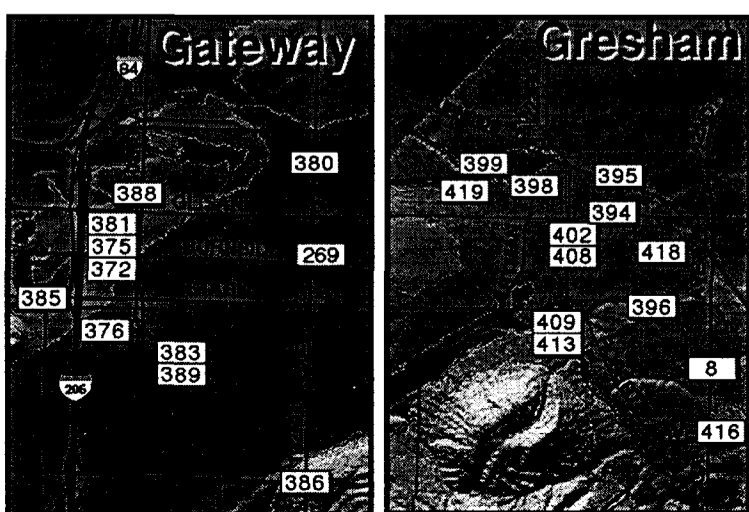
- 386 111th/112th Avenue Bikeway

*Gresham Regional Center*

- 397 Powell Boulevard Improvements
- 400 LRT Extension Study
- 409 Springwater Ped Access Improvements
- 410 Division Street Pedestrian Improvements
- 411 Springwater Bike Access at 182nd
- 413 Springwater Trail access at Walters Road
- 415 242nd/Stark Intersection Improvement
- 416 242nd/Palmquist Intersection Improvement
- 419 Wallula Street Improvements - Boulevard Retrofit

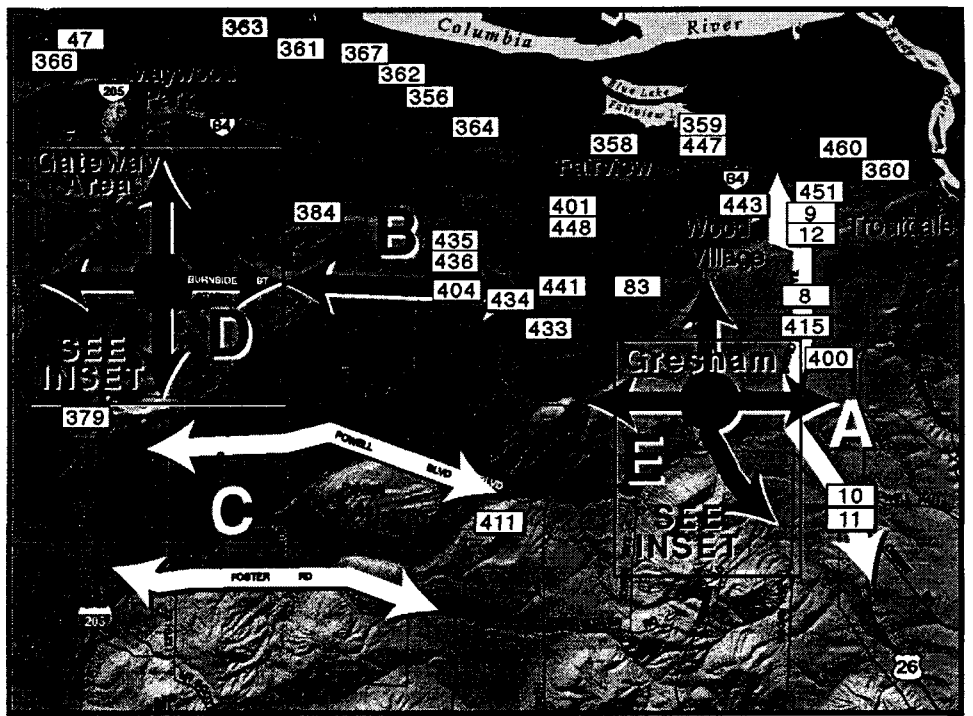
*South Shore Industrial Area*

- 357 185th RR Crossing Improvements
- 360 Columbia River Highway Crossing Improvement





# East Multnomah County



This subarea stretches from I-205 to the eastern UGB, and from North Clackamas County to the Columbia River. The cities of Gresham, Troutdale, Fairview and Wood Village make up the east half of the subarea. The west half of the subarea falls within the City of Portland. The subarea includes the Gresham and Gateway regional centers, and Rockwood, Fairview/Wood Village and Troutdale town centers. The South Shore industrial area includes most of the area north of Interstate 84.

	1994	2020	% Change
Total Jobs	68,220	112,236	64.52%
Households	70,524	106,526	51.05%
Jobs/Household	0.97	1.05	8.92%

During the 20-year planning period, households in the subarea increases by over 50 percent and employment by nearly 65 percent. Population growth is evenly spread over the 20-year period, while employment growth is predicted to be somewhat higher during the last 5 years, from 2015 to 2020.

## Analysis & Conclusions

The East Multnomah County area has an extensive grid of arterial streets and well-connected local streets that continue to provide a high level-of-service despite significant increases in traffic over the past 30 years. Although several arterial capacity improvements were included in the first round of RTP modeling, a new emphasis was placed on improving the system for non-auto modes of travel, particularly in and around centers and corridors, and completing a regional highway connection from Interstate 84 to US 26. The following are key conclusions from the first round of modeling:

- I-84 operates with an acceptable level of service east of I-205, suggesting that planned capacity improvements in the Troutdale area be deferred to the latter part of the 20-year plan period.

**A** Congestion along the 242nd/Burnside corridor connecting I-84 to US 26 is mainly limited to urban areas within the City of Gresham; congestion along Burnside from 242nd to Hillyard would decrease with interim improvements and connections in the 242nd corridor, suggesting that improvements in the Mount Hood Parkway corridor be limited to interim arterial connections and TSM during the 20-year plan period.

**B** MAX would experience an increase in volume of more than two-fold, providing an attractive alternative that helps relieve I-84 traffic volumes east of I-205. Parallel bus routes along Powell, Division, Halsey and Sandy also carry significant passenger volumes, suggesting that primary bus service in these corridors be implemented during the 20-year plan period.

- North/south bus routes along the 122nd, 148th, 181st and 257th corridors carry significant passenger volumes, suggesting that pri-

mary bus service in these corridors be implemented during the 20-year plan period to help meeting modal targets for Gresham Regional Center and other areas.

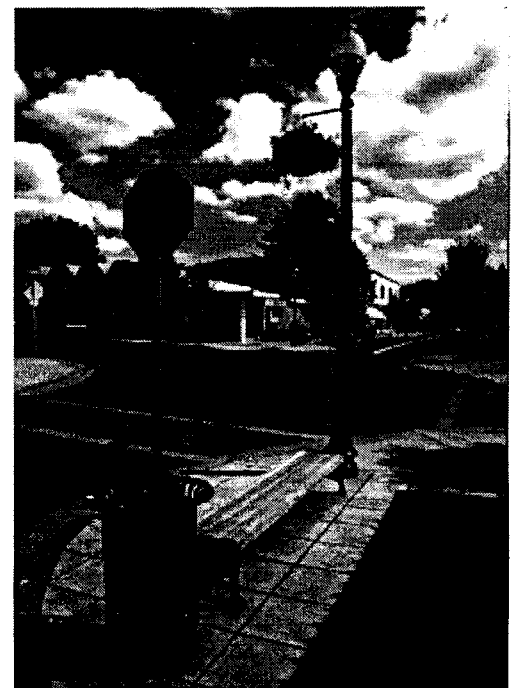
- Local "coverage" oriented bus passenger volumes are mixed, particularly in south Gresham and north of Sandy Boulevard, suggesting that primary transit service in these areas be phased in slowly, beginning with secondary bus during the 20-year plan period.

- Growth in the urban reserve areas south of Gresham has some traffic implications for north/south travel in Gresham, with impacts primarily on the 181st, 223rd and 242nd corridors. However, these impacts are limited, and should be addressed through street system master plans for the Pleasant Valley/Damascus urban reserves, and TSM on north/south arterials in the existing urban area.

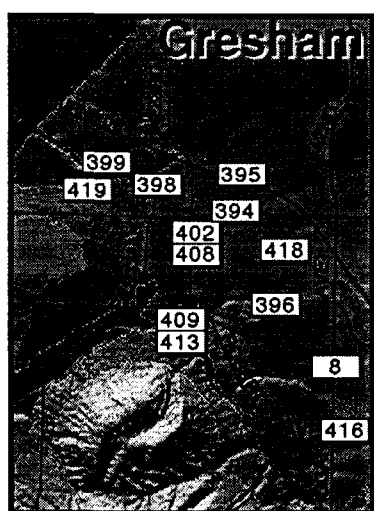
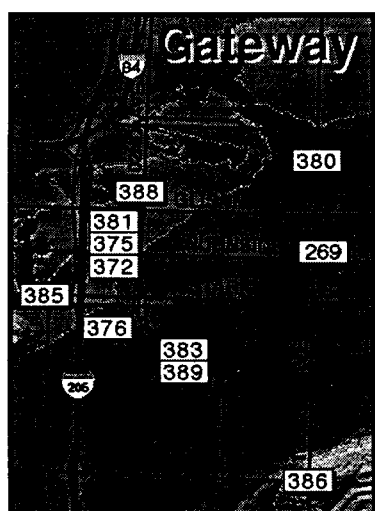
**C** Growth in East County and the urban reserve areas south of Gresham impacts the Division/Powell corridor from I-205 to 181st, suggesting the need for both motor vehicle and transit system improvements in this corridor to accommodate planned urbanization outside the current UGB.

**D** PM peak congestion in the I-84 corridor west of I-205 results in increased traffic volumes on east/west arterials in the vicinity of the Gateway regional center (including Halsey, Glisan, Burnside and Stark) to an extent that may negatively affect the development of the center. This impact suggests the need for TSM along these routes and in the Portland subarea where some of these trips originate.

**E** Gresham regional center continues to be accessible from all directions during the PM peak period, although significant congestion exists along the 223rd and 242nd corridors north of the center. This finding supports an emphasis on multi-modal retrofitting projects along major routes in the vicinity of the regional center, and TSM to manage traffic speed and volumes. A Gresham regional center management association can help meet transportation needs through a TDM program.



Boulevard retrofit projects similar to those already completed in downtown Gresham are planned for Burnside, Division, Eastman and Hogan.



## Strategic Improvements for Further Analysis

Based on the first round systems analysis, the following strategic improvements will be included in the second round of modeling and analysis:

### 2000-2005

Mount Hood Parkway Regional Highway Corridor  
8 Hogan Corridor Improvements - Stark to Palmquist

Gateway Regional Center  
47 Airport LRT Extension  
372 Gateway Regional Center Transportation Plan  
381 Gateway Pedestrian District Improvements  
383 102nd/Cherry Blossom Bikeway Improvements

## 2011-2020

### *I-205 Regional Highway*

- 30c. I-205 Improvements – West Linn to I-5
- 31 I-205 Bridge Improvements – Oregon City
- 32 I-205 Truck Climbing Lane

### *99E/224 Regional Highway*

- 34\* Highway 99/224 Access Management and Widening
- 46 LRT extension from Milwaukie to Oregon City

### *Regional Trails*

- 82 North Clackamas Greenway Corridor Feasibility Study

### *Milwaukie Regional Center*

- 475 Milwaukie Regional Center TMA Startup
- 491 RR Crossing Safety Improvements - Harrison/37th/Oak
- 495 Johnson Creek Boulevard/I-205 Interchange Improvements
- 496 Johnson Creek Boulevard Improvements

### *Clackamas Regional Center*

- 501 Otty Road Extension
- 504 Causey Avenue Extension - New East/West Crossing Over I-205
- 512 Fuller Road Improvements
- 513 Boyer Drive Extension
- 524 Clackamas Regional Center Pedestrian Improvements
- 525 Clackamas Regional Center Bike/Pedestrian Corridors

### *Clackamas Industrial Area*

- 537 Jennifer Street Bike Improvements

### *Clackamas Corridors*

- 542 Roethe Road Bike Improvements
- 543 Warner Milne Bikeway

### *Gladstone Town Center*

- 546 Portland Avenue Bikeway
- 547 Clackamas Boulevard Bikeway

### *Oregon City Regional Center*

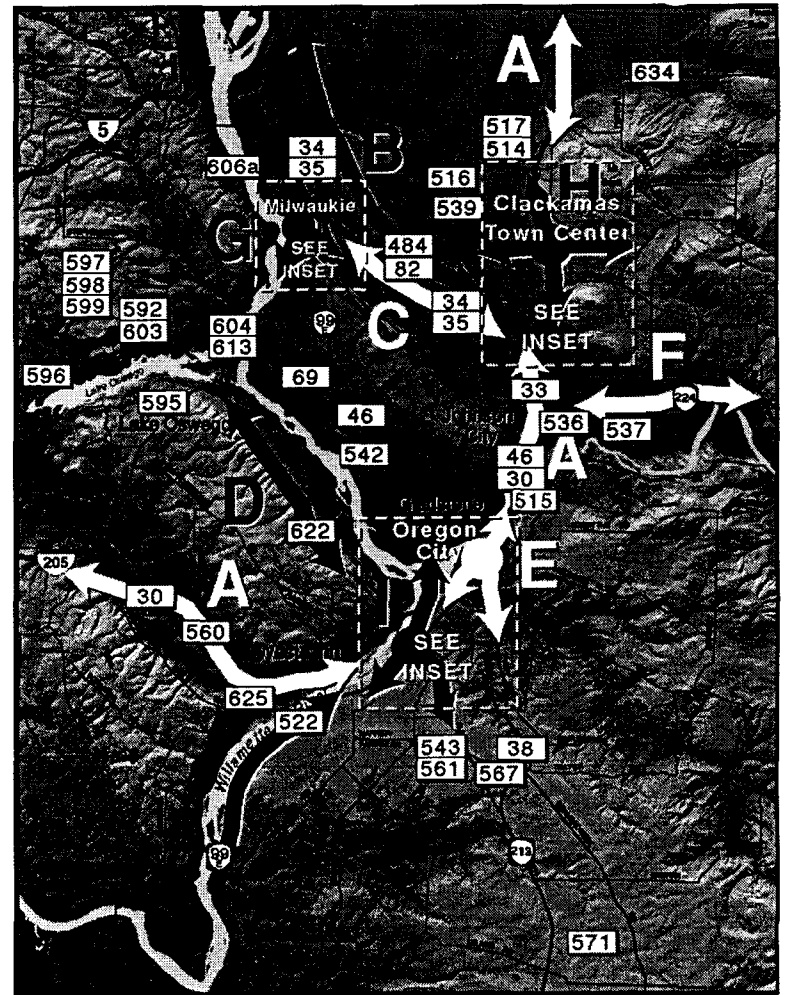
- 551 McLoughlin Boulevard - Boulevard Retrofit in Oregon City
- 558 Oregon City TMA Startup
- 569 7th Street Bikeway

### *West Linn Town Center*

- 621 Highway 43/Willamette Falls Drive Intersection Improvement
- 622 Highway 43 Intersection at Failing, Pimlico and Jolie Point
- 624 Highway 43 Improvements - Boulevard Retrofit in West Linn

### *Happy Valley Town Center*

- 635 Idleman Road Reconstruction and Widening
- 636 122<sup>nd</sup>/129<sup>th</sup> Avenue Improvements



COMMITTEE MEETING TITLE Joint JPACT/MPAC Worksession

DATE 8-12-98

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✓ Lisa Naito	Mult. Co. Commission
Clawie Wikerson	Metro
Don Cooper	"
Andy Cochran	Metro
Lee Green	Tualatin (Washco Cities)
✓ ED WASHINGTON	JPACT / METRO
Susan McCain	Metro / JPAC / MPAC
KARL Rohde	JPACT - C <sup>3</sup>
Ed Lyndquist	Clackamas Co.
Chuck Petersen	Spec Districts - Clackamas Co.
Duane Robinson	Mult. Co. Spec. Dist's
✓ DAVID RIFMA	Troutdale City Council
✓ Bob Staley	Tri-Met
✓ Jim Shoen	West Linn
✓ Kathy Christy	Washington Co.
✓ SCOTT LEEDING	Citizen CLACKAMAS CTY
Sharon Kelly	Multnomah County
Tom Lowrey	Lake Oswego
✓ ROB DRAKE	{ CITIES OF WASH. COUNTY - JPAC
	{ CITY OF BEAVERTON - MPAC
CAROL Gearin	Sp. Dist. of Wash. Ct.

COMMITTEE MEETING TITLE Joint SPACT/MPAC Worksession

DATE 8-12-98

NAME

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