 **Metro** | *Agenda*

Meeting: Metro Council Work Session  
Date: Tuesday, Jan. 3, 2012  
Time: 1 p.m.  
Place: Council Chambers

---

#### **CALL TO ORDER AND ROLL CALL**

- 1 PM**     **1. ADMINISTRATIVE/ COUNCIL AGENDA FOR JANUARY 5, 2012/CHIEF OPERATING OFFICER COMMUNICATIONS**
- 1:15 PM**   **2. GROWTH DISTRIBUTION (POPULATION AND EMPLOYMENT FORECAST AT LOCAL LEVEL)-  
INFORMATION / DISCUSSION**     **Mike Hogle, Metro  
Gerry Uba, Metro**
- 1:55 PM**   **3. TUALATIN VALLEY (TV) HIGHWAY CORRIDOR REFINEMENT PLAN - ARTERIAL V. THROUGHWAY - INFORMATION / DISCUSSION**     **Deena Platman, Metro  
Jeannine Rustad,  
City of Hillsboro**
- 2:25 PM**   **4. COUNCIL BRIEFINGS/COMMUNICATION**

**ADJOURN**

Agenda Item No. 2.0

**GROWTH DISTRIBUTION (POPULATION  
AND EMPLOYMENT FORECAST AT  
LOCAL LEVEL)**

Metro Council Work Session  
Tuesday, Jan. 3, 2012  
Metro Council Chamber

# METRO COUNCIL

## Work Session Worksheet

Presentation Date: January 3, 2012 Time: 2:00 pm Length: 30 minutes

Presentation Title: Growth Distribution (Population and Employment Forecast at Local Level)

Service, Office, or Center:

Research Center and Planning and Development Department

Presenters (include phone number/extension and alternative contact information):

Mike Hoglund, Research Center Director and Gerry Uba, Principal Regional Planner

### **ISSUE & BACKGROUND**

Oregon law (ORS 195.036; 195.025) requires Metro to coordinate a population forecast for planning purposes inside the UGB. Local governments scheduled by the Oregon Department of Land Conservation and Development to complete periodic review are expected to coordinate their population forecast with Metro. One of the ways Metro coordinates the forecast with local government is through the distribution of the regional forecast population and employment to the smaller geography called traffic analysis zones (TAZ). The TAZ is the standard unit containing data representing the building blocks of Metro's key forecasting tools (travel demand model and MetroScope). The distribution information is essential for local and regional planning, such as updating local comprehensive plans (through periodic review), local transportation system plans, and the Regional Transportation Plan. The information is also used for corridor planning and special districts planning.

On October 25, 2011, Mike Hoglund, Director of the Research Center updated the Council on the Growth Distribution project by email. His email noted that Metro staff has been coordinating with local government staff since October 2010 to refine modeling assumptions, including confirming 2010 population and employment estimates and buildable land inventory estimates. As a result, the region now has an updated estimate of buildable land supply at a detailed level that reflects the input and review from local government staff. While Metro has completed a vacant land inventory for years, this coordinated buildable land inventory is new and reflects the increasing importance of redevelopment as a key land supply in this region.

Comments from local government staff during refinement of the assumptions acknowledged improvement in the current distribution process. Their comments also emphasized areas where the distribution methodology could be further improved. In response, Metro staff has identified additional research that would further refine the redevelopment assumptions, and provide valuable data on the housing and transportation trade-offs, and differentiation of the full range of housing needs in the region. Depending on funding availability, this research would inform the next Urban Growth Report.

With the completion of the land supply estimates, Metro staff is now ready to distribute the forecast demand to the TAZ level for the 5 year increments between 2015 and 2045.

The final distribution, summed by city and county areas, will be presented for Council action in the summer or fall of 2012.

### **OPTIONS AVAILABLE**

Staff can provide more detailed one-on-one presentations to individual Councilors as desired to describe the process and growth implications for their district. In addition, staff is available for additional briefings at key steps in the process.

On January 25, MPAC will be updated on the Growth Distribution process. The Council may consider suggestions to staff on how to improve the presentation to MPAC.

### **IMPLICATIONS AND SUGGESTIONS**

This growth distribution process demonstrates how Council growth management decisions are being incorporated into regional planning. The forecast distribution will be a basis for local planning analyses work and investment decisions. This presentation is also important because during the refinement of the buildable land inventory assumptions, some Councilors received comments from local governments. Staff can assist Councilors to respond to current and future comments.

Staff suggests future updates prior to Council action on the final distribution information.

### **QUESTION(S) PRESENTED FOR CONSIDERATION**

- a) What additional information would you like to see in the future?
- b) How would you like to be kept informed?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION \_Yes \_No  
DRAFT IS ATTACHED \_Yes \_No**

Agenda Item No. 3.0

**TUALATIN VALLEY (TV) HIGHWAY  
CORRIDOR REFINEMENT PLAN –  
ARTERIAL V. THROUGHWAY**

Metro Council Work Session  
Tuesday, Jan. 3, 2012  
Metro Council Chamber

# METRO COUNCIL

## Work Session Worksheet

Presentation Date: January 3, 2012                      Time: 1:55 pm                      Length: 30 minutes

Presentation Title: Tualatin Valley (TV) Hwy Corridor Refinement Plan – Arterial v. Throughway

Service, Office, or Center: Planning Department

Presenters (include phone number/extension and alternative contact information):  
Deena Platman – x1754 and Jeannine Rustad, City of Hillsboro, Project Manager

### ISSUE & BACKGROUND

The City of Hillsboro, in partnership with ODOT, Washington County, the City of Beaverton, TriMet and Metro, is developing a multimodal corridor refinement plan for OR8 – Tualatin Valley Hwy between Hillsboro and Beaverton. Metro Council was briefed on the project at the October 4<sup>th</sup>, 2011 work session and asked to provide direction to Councilor Harrington, who serves on the project's Policy Group, on the Partnering Agreement and the future design and function of Tualatin Valley Hwy (TV Hwy).

With a new focus on community building in the corridor – South Hillsboro Community Plan, Beaverton Civic Plan, and the Aloha-Reedville Livability Study – the role of TV Hwy in serving community aspirations is being re-examined. The question at hand is whether the current design and function designations on TV Hwy, and associated infrastructure investments, are consistent and supportive of the community plans. The TV Hwy Corridor Refinement Plan is specifically addressing how this major roadway will serve the changing community into the future and calling the policy question upfront as to the appropriate designations to create a solid foundation for identifying supportive transportation investments in the planning process.

**The first key decision for the project is confirming the desired design and function of TV Hwy.** Currently, the RTP Design Classifications map designates the roadway section between Hillsboro and Beaverton as a Throughway. The RTP Arterial and Throughway Network map designates this roadway as a Principal Arterial. Together, the design and function classifications envision TV Hwy on par with US 26 or Hwy 217, where higher speed mobility is emphasized over accessibility to adjacent land uses. The alternative is to reclassify the Murray to Brookwood section to a Regional Street and Major Arterial, consistent with its designations in central Hillsboro and Beaverton. These classifications emphasize multimodal accessibility over through movement.

Policy Work Group members will provide input on the future design and function classifications of TV Hwy at their January 13<sup>th</sup> meeting. Attachment A is an issue paper prepared by the City of Hillsboro that characterizes the different design options.

### OPTIONS AVAILABLE

This work session is an opportunity for the Council to provide direction on the future design of the TV Hwy for Councilor Harrington to carry back to the Policy Work Group.

The Policy Work Group is considering two options in January.

1. Provide policy direction for the designation of the entire length of TV Hwy as a major arterial/regional street.
2. Defer the decision until the solutions package is developed and include the possibility of adding capacity as a solution.

### **IMPLICATIONS AND SUGGESTIONS**

Staff recommends that Council direct Councilor Harrington to support providing policy direction now instead of deferring the decision to later in the project. Making a determination on whether TV Hwy should retain its throughway/principal arterial classification or change to a major arterial/regional street classification sets a clear framework for the roadway's long term design and the associated range of infrastructure and service investments necessary to achieve the desired design. It also provides clarity for the stakeholders and public as they weigh in on solutions.

### **QUESTION(S) PRESENTED FOR CONSIDERATION**

- Does Metro Council confirm that TV Hwy be designated to primarily serve shorter, local trips over longer distance travel through the corridor?
- Does Metro Council confirm making a decision on the design classification early in the process over deferring the decision until solutions are being developed?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION** \_\_ Yes **X** No  
**DRAFT IS ATTACHED** \_\_ Yes **X** No

## TV Highway Corridor Refinement Plan Arterial v. Throughway Issue Paper

### ISSUE

The Project Management Team (PMT) is seeking input from the Policy Group on whether Tualatin Valley Highway (“TV Hwy”) should be designated as an arterial or throughway.

### BACKGROUND

As part of the 2035 Regional Transportation Plan (RTP), the concept of regional mobility corridors emerged to help guide investments. The regional mobility corridor concept integrates arterial streets, throughways, high capacity transit, frequent bus routes, freight/passenger rail, and bicycle parkways into subareas of the region that work together to provide for regional, statewide and interstate travel.<sup>1</sup> The function of this network of integrated transportation corridors is metropolitan mobility – moving people and goods between different parts of the region and, in some corridors, connecting the region with the rest of the state and beyond. These transportation corridors also have significant influence on the development and function of the land uses they serve. The regional mobility corridor concept calls for consideration of multiple facilities, modes and land use when identifying needs and most effective mix of land use and transportation solutions to improve mobility within a specific corridor area.

In April of 2007, regional partners identified 24 mobility corridors centered on the region’s network of interstate and state highways. A mobility corridor was designated connecting Beaverton to Hillsboro and Forest Grove centering on TV Hwy. The Oregon Department of Transportation, City of Hillsboro, and Washington County are developing the Tualatin Valley Corridor Plan (TVCP) for the 8.5 mile section of TV Highway between downtown Beaverton and downtown Hillsboro, and the broader area served by this transportation corridor.

The purpose of the TVCP is to define the regional functional classification for all modes, design classification and typical cross section for TV Hwy and identify a package of transportation solutions to address transportation system deficiencies for all modes and transportation facilities in the project area.

RTP’s Arterial and Throughway Network map currently designates TV Hwy as a principal arterial<sup>2</sup> between Murray Boulevard and Brookwood Avenue and as a major arterial from Brookwood Avenue west through Hillsboro and from Murray Boulevard east to Highway 217. The RTP’s Regional Design Classifications map shows the extent between Murray and Brookwood as a Throughway and the sections to the east and west as Regional Street. The County Transportation System Plan (TSP) shows TV Hwy as a principal arterial from Brookwood to roughly Cedar Hills Boulevard.

---

<sup>1</sup> See 2.4.2.4 Regional Bicycle System for more information about the bicycle parkway concept.

<sup>2</sup> Under the RTP, throughways are classified as “principal arterials” (RTP at p. G-23).

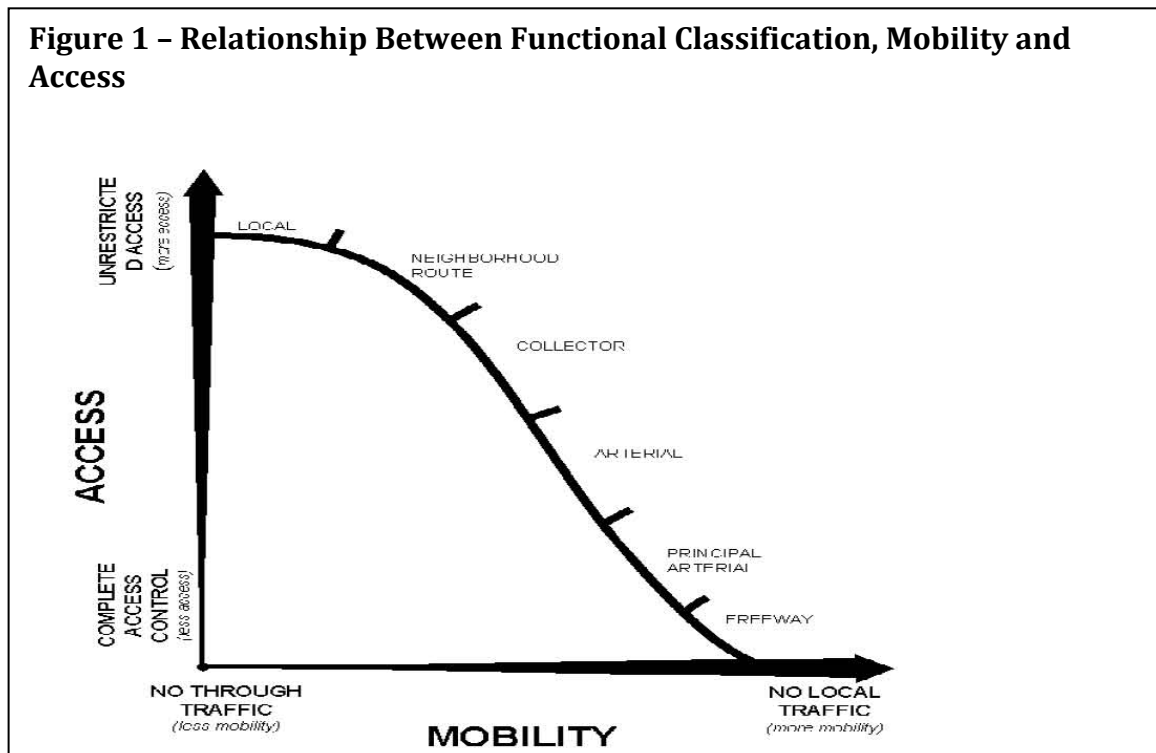
Consistent with these initiatives, the PMT is seeking an early determination from the Policy Group on whether TV Hwy should be classified as a Regional Street/Major Arterial for the entire length of the roadway or whether it should retain its Principal Arterial/Throughway classification in the section between Murray and Brookwood.

## CONSIDERATIONS

### 1. Should TV Hwy Primarily Serve Longer Distance Travel Through or Local Travel Within the Corridor?

In answering the question of whether TV Hwy should be an arterial or throughway, it is helpful to look at the functions of each of these roadways in comparison to how TV Hwy currently is used and to how it is envisioned to be used in the future. Table 1 compares features of throughways to arterials and how TV Hwy functions today.

Figure 1 illustrates the relationship between arterials and throughways, the throughways being more restrictive to local traffic and having more access control than arterials.



Source: Washington County Transportation System Plan (3.23.2003)

**Table 1: Arterial v. Throughway Decision Matrix**

THROUGHWAY/Principal Arterial Policy	ARTERIAL/Regional Street Policy	TV HIGHWAY PERFORMANCE TODAY
Serves longer distance travel within the region and state	For travel within the region to major destination areas and to throughways	Over half of the trips begin or end in corridor. <sup>3</sup>
Carries between 50,000 and 100,000 vehicles per day	Carries between 10,000 and 40,000 vehicles per day	Current traffic volumes are between 30,000 and 40,000 vehicles per day. <sup>4</sup>
Access to adjacent properties is highly limited	Access to adjacent properties is moderately limited	Frequent access points on north side of highway; limited access on south side due to railroad ( <i>see maps</i> ).
<ul style="list-style-type: none"> <li>• 6 travel lanes</li> <li>• High speeds</li> <li>• Mix of at-grade and grade separated intersections/interchanges</li> </ul>	<ul style="list-style-type: none"> <li>• 4 travel lanes with turn lanes</li> <li>• Moderate speeds</li> <li>• At-grade intersections</li> </ul>	<ul style="list-style-type: none"> <li>• 4 travel lanes with turn lanes.</li> <li>• Speeds vary between 35 and 45 mph.</li> <li>• Existing intersections at grade.</li> </ul>
Design emphasis for travel by car and freight truck and is not appropriate with granting access to transit, bicycles and pedestrians	Compatible with bicycle, pedestrian, truck and transit travel	<ul style="list-style-type: none"> <li>• Sidewalks on north side but incomplete on south side.</li> <li>• Bike lanes along highway through most of project area.</li> <li>• TriMet 57 frequent bus 8<sup>th</sup> most used in system.</li> <li>• Current heavy congestion during peak periods.</li> </ul>
<p><i>Land use implications:</i></p> <ul style="list-style-type: none"> <li>• The above factors place emphasis on moving through, versus within the region.</li> <li>• Access to adjacent land uses is restricted.</li> <li>• Creates more conflicts with land uses and transportation and between modes of transportation.</li> <li>• “<i>Highway designs do not reflect adjacent land use.</i>”<sup>5</sup></li> <li>• Limits ability to create complete communities.</li> </ul>	<p><i>Land use implications:</i></p> <ul style="list-style-type: none"> <li>• Accommodates movement within and through region.</li> <li>• Less restricted land use access.</li> <li>• Land uses can encourage alternative modes of transportation for local trips.<sup>6</sup></li> <li>• Emphasis on finding balanced multi-modal function.<sup>7</sup></li> <li>• Appropriate for more intensely developed activity centers.<sup>8</sup></li> <li>• Overall, greater opportunity to integrate land uses and transportation.</li> </ul>	<p><i>Existing Land Use Implications:</i></p> <ul style="list-style-type: none"> <li>• Area characterized by residential to the north and south of the highway as the predominant use in the project area; commercial uses – predominantly retail – align the north side of the highway with a mix of industrial and commercial uses in areas along the south side.</li> <li>• Approximately 30 schools in corridor project area</li> <li>• High transit ridership</li> <li>• 92,000 persons and more than 33,700 dwelling units in corridor<sup>9</sup></li> </ul> <p><i>Future Land Use Implications:</i></p> <ul style="list-style-type: none"> <li>• Aloha-Reedville Livability Study includes project goal to “<i>develop strategies for economic improvements, housing, redevelopment, corridors and town centers, and transportation improvements that promote livability and sustainability.</i>”</li> <li>• Inclusion of 1063 acres (“South Hillsboro”) in UGB to accommodate 10,766 dwelling units.</li> <li>• Beaverton’s Civic Plan and its concept for a more pedestrian friendly environment in its downtown core, including Canyon Road.</li> </ul>
<i>Examples in the region:</i> I-5, I-405, I-205, I-84, Highway 30, Highway 26, Highway 99, Highway 217; Highway 224 (McLoughlin to I-205)	<i>Examples in the region:</i> TV Highway from Brookwood Avenue west to Forest Grove and from Murray Boulevard east to Highway 217; Canyon Road from Highway 217 to I-5, Cornelius Pass Road between TV Highway and Highway 26; Cornell Road, SE Powell Blvd and NW/NE Broadway.	

Source: Metro 2035 Regional Transportation Plan (unless otherwise noted)

<sup>3</sup> Metro Model

<sup>4</sup> West of Highway 217, traffic volumes of Highway 8 (TV Highway) are close to 50,000 vehicles per day. That section is designated in the RTP as an arterial.

<sup>5</sup> *Creating Livable Streets, Street Design Guidelines* (Metro, 2002)(because of the emphasis on through traffic, the *Guidelines* do not address throughways).

<sup>6</sup> *Id.* at p.44.

<sup>7</sup> *Id.* at p.58 (while the *Guidelines* address Regional boulevards, “regional boulevards serve a function similar to the major arterial classification.”)

<sup>8</sup> *Id.*

<sup>9</sup> 2010 U.S. Census for Census Block Groups that overlap the TVCP project Area.

Additional factors to consider regarding how TV Hwy may function in the future:

- The TVCP is to come up with solutions for all modes of transportation – including walking, transit and cycling, as well as automobiles, truck freight and rail.
- **Impacts to the Built Environment and Businesses:** Adding capacity would require acquiring right of way on the north side, as the south side is encumbered by the railroad. There would be significant impacts at intersections if grade separation were required. Designation as a throughway may also result in more restricted access management, further impacting existing businesses on the north side of TV Hwy.
- **Cost:** ODOT preliminary design developed a planning level cost estimate – *not including the right of way costs* – for the widening of TV Highway to 6 lanes, with 3 grade-separated intersections (one at Cedar Hills Boulevard, 185<sup>th</sup> Avenue and Murray Boulevard) from Murray Boulevard to Brookwood Avenue. The road widening is about \$70-\$90 million and *each* interchange has a rough estimate of \$55-\$70 million.
- From stakeholder interviews of the Policy Group and Senior Staff:
  - **Adding Capacity:** Simply adding lanes was not a favored solution. Similarly, several people indicated that grade-separation is not favored. Both added lanes and grade-separated intersections were seen as further reducing the quality of the pedestrian environment and safety, as well as dividing communities. However, with regard to grade-separation, one senior staff member did encourage looking into designs of modern (arterial?) grade-separated intersections.
  - **Mobility:** It is expected that trips in the corridor will shorten. Several people stressed the need to find the balance between creating a better environment along the highway and moving people and freight.
  - **Future Development in the Corridor:** Looking to the future, it is envisioned that nodes of complete communities (consistent with Metro 2040) will develop along the corridor. This increased development is likely to result in TV Hwy being used for more local, as opposed to through traffic, resulting in shorter trips.

## 2. Transportation Solution Priorities

Under both the Oregon Highway Plan (OHP) and the Regional Transportation Plan, adding capacity is the last option.

### ***Oregon Highway Plan Transportation System Solution Priorities:***

#### *Priority 1: Protect existing transportation system*

- Safety – reduce crashes and injuries
- Technology – upgrade traffic signals to improve reliability for driving cars and trucks
- Transit – enhance the quality, safety and reliability of transit and make it easier and safer to get to transit stops

- Bicycle system – enhance the quality, safety and convenience for bicycling
- Pedestrian system – enhance the quality, safety and convenience for walking or using a mobility device

*Priority 2: Improve efficiency and capacity of existing system*

- Complete the street network – improve street connectivity and make all streets accessible for all modes
- Intersection operations – solutions that add left or right turn lanes for vehicles at intersections

*Priority 3: Add capacity*

- Add vehicle lanes on TV Highway – add capacity for motor vehicles

***Regional Transportation Plan – Policies for the Arterial and Throughway Network Vision<sup>10</sup>***

The Arterial and Throughway concept

*... contains policy and strategy provisions to develop a complete and well-connected roadway system that provides adequate capacity and supports all modes of travel. Rather than relying principally on levels of congestion to direct how and where to address motor vehicle capacity needs, the concept calls for implementing a well-connected network design that is tailored to fit local geography, respect existing communities and future development and protect the natural environment*

The RTP sets forth the following three policies as the foundation for the arterial and throughway vision:

1. Build a well-connected network of “complete” streets that prioritize safe and convenient pedestrian and bicycle access.
2. Improve local and collector street connectivity.
3. Maximize system operations by implementing management strategies *prior to building new motor vehicle capacity*, where appropriate (emphasis added).

**3. Intelligent Transportation Systems**

Technology, known as Intelligent Transportation Systems, will likely play a large role in any solutions package. As stated in Metro’s report – *Mobility the Smart Way: The State of ITS in the Portland Metropolitan Region* – “**more than half of all congestion is caused by incidents and other sources that can be addressed using system management and operational strategies**” (p. 4). Accordingly, one of Oregon Transportation Plan’s key initiatives is to “**optimize system capacity and safety through information technology and other methods.**”

---

<sup>10</sup> RTP Section 2.5.2.

## **OPTIONS AVAILABLE**

There are two options at this point:

- Give policy direction for designation of the entire length of TV Hwy in the corridor as an arterial. This will allow the study of solutions that maintain existing capacity for through traffic at four lanes (with additional turn lanes, as needed).
- Defer decision until the solutions package is developed and include the possibility of adding capacity as a solution.

## **IMPLICATIONS AND SUGGESTIONS**

Making a determination of whether TV Hwy should be an arterial or throughway more clearly defines the target for the long-term design and, correspondingly, the range of tools/options to prioritize investment in the corridor. It also will provide more clarity to the public and stakeholders to help us get to a solutions package and set expectations.