

# A G E N D A

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**METRO**

**MEETING: METRO TECHNICAL ADVISORY COMMITTEE**  
 DATE: May 20, 2009  
 DAY: Wednesday  
 TIME: 10:00 a.m. to noon  
 PLACE: Room 370A&B

TIME	AGENDA ITEM	ACTION REQUESTED	PRESENTER(S)
<b>10:00 a.m.</b>	<b>CALL TO ORDER AND INTRODUCTIONS</b>		Stephan Lashbrook
1. 1 hr.	<b>Preliminary Employment Urban Growth Report</b>  <i>Objective: To present and discuss technical and policy issues raised by Employment UGR</i>	Discussion	Malu Wilkinson
2. 30 min.	<b>Regional Transportation Plan Investment Strategy – Mobility Corridors and Next Steps in Defining Priorities</b>  <i>Objective: MTAC understanding of approach for building RTP investment strategy</i>	Discussion	Kim Ellis
3. 20 min.	<b>Update on Reserves Milestones Timeline and Candidate Areas</b>  <i>Objective: MTAC understanding of revised timeline, status of candidate areas, and next steps</i>	Informational	John Williams Clackamas, Multnomah and Washington Counties
<b>12 noon</b>	<b>ADJOURN</b>		

Next regularly scheduled meeting (MTAC meets the 1<sup>st</sup> & 3<sup>rd</sup> Wednesday of the month): June 3, 2009

For further information or to get on this mailing list, contact Paulette Copperstone @ [paulette.copperstone@oregonmetro.gov](mailto:paulette.copperstone@oregonmetro.gov) or 503-797-1562

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 Metro | Memo

Date: May 14, 2009  
To: MTAC members and interested parties  
From: Kim Ellis, RTP Project Manager  
Deena Platman, Regional Mobility Program Manager  
Re: 2035 Regional Transportation Plan (RTP) Update – Mobility Corridor Workshops  
Summary

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### **Purpose**

This memo provides a summary of the Regional Mobility Corridor background work conducted to date as part of the 2035 Regional Transportation Plan (RTP) update. This work included development of the Mobility Corridor Atlas, a series of local agency coordination interviews, and seven mobility corridor workshops held in March and April. The coming months will focus on updating the RTP priorities and strategies to best support the 2040 Growth Concept and other goals of the RTP.

### **Background**

The 2035 Regional Transportation Plan (RTP) update is embracing new ways to think holistically and strategically about how best to efficiently and effectively move people and goods around and through the Portland metropolitan region. The federal component of the 2035 RTP update introduced the regional mobility corridor concept as a new approach for evaluating and defining transportation needs and solutions in the region's major travel corridors.

Over the last year, Metro staff has been working with our regional partners to further develop and begin implementing the concept. The regional partners agreed on the need to better understand an individual mobility corridor's components and performance, and to compare performance across multiple mobility corridors in order to identify the most cost-effective strategies and prioritize transportation system investments. Together, we identified 24<sup>1</sup> mobility corridors that include a combination of highway, arterial streets, high capacity transit routes, frequent bus routes, freight/passenger rail and regional trails that move people and goods in and through the Portland region.

The products of this work are as follows:

- Mobility Corridor Atlas
- Agency Coordination Interviews Summary
- Mobility Corridor Workshops Summary

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<sup>1</sup> Initially, regional partners identified 23 mobility corridors. Subsequent discussions, however, have led to the addition of 1 mobility corridor for a total of 24. According to the Oregon Highway Plan (OHP), all mobility corridors include statewide highways. In discussions, staff discovered that the Tualatin Valley Highway from Highway 217 to Hillsboro Regional Center was the only statewide highway not designated a mobility corridor, so it was added.

## **Mobility Corridor Atlas**

Once the 24 mobility corridors were identified during the first phase of the RTP update, there was a need to better understand the unique land use and transportation characteristics of each corridor. The mobility atlas was conceived as a way to visually present current land use and multi-modal transportation data for each of the region's major travel corridors. It is designed to help planners and decision-makers understand existing system conditions, identify needs and prioritize mobility investments. This will be helpful to cities and counties when updating their transportation system plans after the RTP update. Additionally, freight movers, community development interests and members of the interested public will benefit from a better understanding of the region's transportation system.

For each corridor, the atlas provides a general overview that includes location in the region, primary transportation facilities and land use patterns, and an assessment of gaps and deficiencies by travel mode. This information will be used to help identify the most cost-effective strategies and investment priorities for each corridor and serve as a framework for monitoring how well different strategies are working in each corridor over time. The atlas also provides for the comparison of data between corridors and the ability to merge multiple corridors for analysis of broader travel areas.

The mobility atlas presents a series of maps for each corridor showing its geographic location, transportation facilities, adjacent land use patterns and operational attributes. The maps are accompanied by short explanatory narratives, data tables and "quick facts." The atlas will receive periodic updates as new information emerges or inaccuracies surface.

## **Agency Coordination Interviews Summary**

During January 2009, Metro and ODOT staff conducted agency coordination interviews (ACIs) with city, county and regional agency staff to examine in greater detail the issues within each of the identified regional mobility corridors. In particular, the ACIs provided local jurisdiction staff with the background and context of the mobility corridors as it evolved as part of the federal RTP and prepared local jurisdiction staff for the mobility corridor workshops to be held in March and April. Draft versions of the mobility corridor atlas were presented for discussion. The concept of functional statements for all of the facilities within each corridor: freeways, arterials, high capacity transit (HCT) and bus lines, regional trails, and freight rail, was introduced. Finally, the method for identifying regional transportation needs based on gaps and deficiencies, as defined by 2035 RTP policies, for each mobility corridor was discussed. Attachment A lists the interview dates and participants. The following summarizes the major issues that emerged from the ACIs:

- *Issue #1 - The TPR and 2040 Implementation*
  - How can the mobility corridors work help regional partners better serve 2040 implementation and address compliance with the Transportation Planning Rule (TPR)?
  - How will the function statements be used and relate to the mobility standards in Action 1F1 and Table 7 of the Oregon Highway Plan?

Compliance with the Transportation Planning Rule (TPR) was one of the key concerns raised during the ACIs both in the context of mobility corridors, as well as general transportation planning. Issues surrounding the TPR will be discussed by the RTP Work Group later this summer. The functional statements are not meant to replace the mobility standards in Action 1F1 nor Table 7, but rather to provide a supplement for proposed plan amendments. Another goal of the mobility corridor work is to address the 17 corridor refinement plans currently listed in the RTP. This will be achieved by resolving at

the system level the requirements for corridor refinement plans of function, mode and general location, consistent with the TPR (ORS 660-012-0025).

- *Issue #2 - How will the many Metro efforts going on tie together?*

There was significant confusion as to how the many different Metro efforts will tie together as part of the RTP. Specific projects like the High Capacity Transit system plan, the Local Aspirations work, the Transportation System Management and Operations plan, and the Regional Freight Plan. As part of the needs assessment work for each corridor, Metro staff integrated as much information as available from each of the above planning efforts and will continue to fold them into the RTP as they are completed. The Urban and Rural reserves process was also identified as a planning effort currently underway that will not only affect the mobility corridor work, but the RTP. As the reserves process progresses throughout the rest of 2009 any relevant information will be incorporated into the RTP. For now, the mobility corridor needs assessment work has left a placeholder awaiting the outcome of the reserves decision-making process.

- *Issue #3 – Mobility versus Accessibility*

The notion of mobility and accessibility has been an ongoing issue for years. During the ACIs some of the interviewees raised concerns about a lack of emphasis on mobility in the RTP and the mobility corridors work. At the same time, there were other interviewees that expressed concerns of an excessive focus on mobility at the expense of the importance of accessibility for the success of communities. There was general agreement that a balance is needed, but what that balance is has not yet reached consensus. Mobility needs and accessibility needs are somewhat different, but related. The RTP has been divided into two different investment tracks: mobility corridors and community building, largely to help better highlight the need to strike a balance between and address the different needs of both accessibility and mobility in achieving the goals of 2040.

- *Issue #4 - How will the mobility corridors work relate to funding?*

Questions were raised as to how funding decisions relate to the mobility corridor concept or a given facilities' status within a mobility corridor. The mobility corridors construct was meant to facilitate a more holistic discussion of the movement of people and goods across the region. By identifying the needs within each mobility corridor based on the RTP policies, a list of potential multimodal investments starts to emerge. These potential investments will serve as the starting point for facilitating conversations with JPACT throughout May and June 2009 related to funding of the state component of the RTP.

### **Mobility Corridor Workshops Summary**

Metro and ODOT hosted seven Mobility Corridor Workshops in March and April, which assessed each of the regional mobility corridors to identify: (1) needs (gaps and deficiencies, including immediacy), (2) function, (3) general location, and (4) where possible, a pool of multi-modal projects and integrated corridor management programs/strategies to address mobility corridor transportation needs. Attachment 1 summarizes the workshop details and attendees.

The main objectives of the workshops were to gather information to help define the mode, function, and general location of facilities within each mobility corridor consistent with the TPR and discuss the transportation needs based on RTP policies to guide the RTP system development phase. The following section summarizes the themes and topics that emerged from the workshops:

- *Refinement plans* – There is a need for regional partners to better understand refinement plans and conditions that require these plans to be created. In some cases, however, it is clear from the

discussion that a refinement plan is still needed. Examples of these cases include the I-405/Central City Loop, the I-84 to US-26 corridor, and I-5 south from the Central City to Wilsonville.

- *Facilities with different functions between jurisdictions* – In several workshops, staff raised questions about facilities that function in different ways depending on which segment of the facility is being discussed. Examples include NW Cornelius Pass Rd., NW Cornell Rd., SE Division St./Powell Blvd., SE Sandy Blvd, and Highway 219/Roy Rogers Rd. In the case of Highway 219/Roy Rogers Rd., this facility provides an urban-to-urban connection through rural areas. Possible next steps in resolving these issues are targeted discussions and mediation.
- *Functional statements* – Many regional partners raised questions and expressed concern about how the functional statements will be used and their implications for local jurisdictions. The following questions arose:
  - What problems are the functional statements trying to address?
  - How will the functional statements address project funding, facility design, traffic operations issues, development decisions that do not need a plan amendment, and decisions that do require a plan amendment?
  - How should the functional statements address 2040 land uses? Should they focus only on primary land uses or incorporate secondary land uses as well?
  - What are the differences between functional statements for ODOT facilities and the statements for other facilities?
  - Are functional statements necessary for county facilities?

Some staff members were concerned about the level of detail in these statements and whether they adequately characterized each facility. In many of the workshops, more time was spent on the functional statements than the needs assessment.

- *Transportation Planning Rule (TPR)* – This item is related to the functional statements. Many local partners had questions about exactly what the TPR means for them on a local level and what is needed in order to comply with the rule.
- *Prioritizing the next corridor* – Workshop attendees asked how the corridors will be prioritized to determine which corridor will be studied next for refinement?
- *Meaning outside the TPR* – In many workshops, regional partners wondered how the findings from these workshops would be used outside of regulatory requirements.
- *District and regional highway system* – Several discussions led to the conclusion that many district and regional highways have numerous transportation needs. What are the next steps in addressing these needs, recognizing ODOT’s investment priorities have focused on project development and smaller scale investments on the interstate and statewide system?
- *Marine, rail and air freight needs* – How should freight needs outside of freight transported via trucks be addressed? Marine and other types of freight were discussed. How should the region address the issue of intermodal versus multimodal freight?
- *Concept of super corridors* – Although the regional transportation system was divided into mobility corridors for the purpose of this exercise, it is important to remember that these corridors also function as segments of “super corridors,” which might serve a different function from these smaller mobility corridors. For example, Corridor 8 connects Oregon City to Gateway and serves

a mobility function between those two areas. However, this corridor is also part of the I-205 “super corridor” that serves long-distance travel between Washington and Oregon.

- *Mobility versus accessibility* – This concept is being addressed in the functional statements. Mobility and accessibility operate as a spectrum. For example, a facility with fewer access points serves more of a mobility function whereas a facility in a town center serves more of a community-building and access function and falls closer to the accessibility end of the spectrum.
- *Collectors of regional significance* – Collectors of regional significance were identified for each corridor during the needs discussion. As part of this RTP update, Metro and partners have discussed the idea of removing this functional class designation and changing these facilities to major or minor arterials or removing them from the regional system altogether. More discussions will follow.

### Next Steps

Now that Metro has collected information about regional transportation functions and needs using the mobility corridors construct and identified major issues and topics of interest, this information, along with the local aspirations work and other RTP-related efforts will inform the 2035 RTP system development work ahead. Following is a schedule of activities leading up to the release of a proposed plan in September.

<b>April-May 2009</b>	Setting the stage for refining RTP investment priorities
<b>May 22</b>	JPACT retreat to discuss approach for refining RTP investment priorities and funding options to consider
<b>May 29, 2009</b>	TPAC recommendation to JPACT on direction on approach for refining investment priorities
<b>June 3, 2009</b>	MTAC recommendation to JPACT on direction on approach for refining investment priorities
<b>June 10, 2009</b>	MPAC direction on approach for refining investment priorities and funding strategy
<b>June 11, 2009</b>	JPACT direction on approach for refining investment priorities and funding strategy
<b>June 15–July 10, 2009</b>	Regional partners work together to refine RTP investment priorities; Metro convenes multi-jurisdictional workshop with agency land use and transportation staff
<b>June 26, 2009</b>	TPAC briefing on RTP investment strategy development
<b>July 2009</b>	Council briefing on RTP investment strategy development
<b>July 9, 2009</b> (tentative)	JPACT briefing on RTP investment strategy development
<b>September 2009</b>	Release of proposed RTP policy refinements, investment priorities, and funding strategy for 30-day public comment period

**Attachment 1 – List of Interview and Workshop Participants**

<b>Interviews and Participants</b>		
<b>Date</b>	<b>Jurisdiction</b>	<b>Interviewee(s)</b>
January 5, 2009	TriMet	Jessica Tump and Alan Lehto
January 6, 2009	Gresham	Katherine Kelly and Ron Papsdorf
January 8, 2009	Washington County	Andy Back, Clark Berry, Blair Crumpacker, Steve L. Kelley, and Greg Leon
January 12, 2009	Multnomah County	Jane McFarland and Karen Schilling
January 20, 2009	Lake Oswego	Massoud Siberian and Denny Egner
January 20, 2009	Oregon City	Nancy Kraushaar, Tony Konkol, Dan Drentlaw, and Laura Butler
January 23, 2009	Hillsboro	Don Odermott and Mark Sullivan
January 23, 2009	Milwaukie	Katie Mangle, Kenny Asher, and Alex Campbell
January 26, 2009	Portland	Courtney Duke, John Gillam, Patrick Sweeney, Bob Clay, and Steve Dotterer
January 27, 2009	Tualatin	Mike McKillip and Doug Rux
January 28, 2009	Clackamas County	Ron Weinman
January 29, 2009	Beaverton	Margaret Middleton and Jabra Kasho
February 6, 2009	Tigard	Mike McCarthy and Sean Farrelly
February 20, 2009	Port of Portland	Scott King and Phil Healy

<b>Workshops and Participants</b>				
<b>#</b>	<b>Workshop Name</b>	<b>Corridors Discussed</b>	<b>Jurisdictions Represented</b>	<b>Attendee(s)</b>
1	Hwy 99E, Hwy 224, and Hwy 212 March 31 <sup>st</sup>	10: Central City to Milwaukie 11: Milwaukie to Clackamas 12: I-205 to Hwy 224 13: Hwy 224 to US-26	Metro, ODOT, TriMet, Clackamas County, Portland Bureau of Transportation (PBOT), Portland Bureau of Planning and Sustainability (Portland BPS), City of Damascus, City of Milwaukie, City of Oregon City	Deena Platman, Josh Naramore, John Mermin, Tim Collins, Tom Kloster, Fred Eberle, Andy Johnson, Lidwien Rahman, Ron Weinman, Joe Recker, Courtney Duke, John Gillam, Tom Armstrong, Erika Palmer, Katie Mangle, Gary Parkin, Nancy Kraushaar, Tony Konkol
2	East Multnomah County April 1 <sup>st</sup>	6: Gateway to Troutdale, 15: Wood Village/Troutdale/Fairview to Damascus/Boring	Metro, ODOT, City of Gresham, Multnomah County, Port of Portland, PBOT, Portland BPS, City of Troutdale	Deena Platman, Josh Naramore, John Mermin, Kate Dreyfus, Ken Born, Dianne Perry, Phil Healy, Courtney Duke, Jane McFarland, Lidwien Rahman, April Bertelsen, Barry Manning, Charlie Warren, Elizabeth McCallum
3	I-205 South and Hwy 213 April 2 <sup>nd</sup>	7: Tualatin to Oregon City 8: Oregon City to Gateway 14: Oregon City to Carus	Metro, ODOT, PBOT, TriMet, City of Lake Oswego, Clackamas County, City of Oregon City, Portland BPS	Deena Platman, Josh Naramore, John Mermin, Caroline Leary, John Gray, Joe Recker, Andrew Johnson, Fred Eberle, Siddard Sin, Ron Weinman, R. Scott Pemble, Nancy Kraushaar, Lidwien Rahman, Tony Konkol, Barry Manning
4	North Washington County April 7 <sup>th</sup>	21: Central City to Hwy 217 22: Hwy 217 to North Plains 23: Forest Grove to US 26	Metro, ODOT, TriMet, City of Forest Grove, Washington County, Westside Transportation Alliance (WTA), City of Hillsboro, City of Beaverton, PBOT	Deena Platman, Josh Naramore, Caroline Leary, Jessica Tump, Andy Johnson, Fred Eberle, Jon Holan, Dan Riordan, Andy Back, Clark Berry, Karen Frost, Mark Sullivan, Don Odermott, Lidwien Rahman, Tom Kloster, Kim Ellis, Jabra Khasho, Margaret Middleton, John Leedot (citizen), Courtney Duke

<b>Workshops and Participants</b>				
<b>#</b>	<b>Workshop Name</b>	<b>Corridors Discussed</b>	<b>Jurisdictions Represented</b>	<b>Attendee(s)</b>
5	South Washington County April 8 <sup>th</sup>	3: Hwy 217 to Salem/Willamette Valley 19: I-5 to US-26, 20: I-5 (Tualatin) to Sherwood and Tigard to Newberg	Metro, ODOT, TriMet, City of Tualatin, City of Sherwood, City of Wilsonville, City of Beaverton, Washington County, SMART Transit, City of Lake Oswego, City of Hillsboro, City of Tigard	Deena Platman, Josh Naramore, Caroline Leary, Kaaren Hofmann, Jessica Tump, Fred Eberle, Bob Galati, Michael Bowers, Sandi Young, Margaret Middleton, Steve Sparks, Steve Kelley, Blair Crumpacker, Andy Back, Patty Fink, Massoud Saberian, Mark Sullivan, Mike McCarthy
6	Columbia Corridor April 14 <sup>th</sup>	1: Central City to Clark County 9: Gateway to Clark County 16: Rivergate to I-5 17: I-5 to I-205 18: Central City to St. Helens	Metro, ODOT, TriMet, Port of Portland, Portland BPS, PBOT, Southwest Washington Regional Transportation Council (RTC)	Deena Platman, Josh Naramore, Caroline Leary, Lainie Smith, Andrew Johnson, Jessica Tump, Fred Eberle, Phil Healy, Steve Kountz, Scott King, Bob Hillier, Courtney Duke, Mark Harrington, Lynda David, Lidwien Rahman, Seth Brumley
7	Central City April 15 <sup>th</sup>	2: Central City to Hwy 217 4: Central City Loop, 5: Central City to Gateway	Metro, ODOT, TriMet, PBOT, City of Tigard, City of Wilsonville, Portland BPS	Deena Platman, Josh Naramore, Caroline Leary, Jessica Tump, Fred Eberle, Mauricio LeClerc, Courtney Duke, Patrick Sweeney, Mike McCarthy, Michael Bowers, Tom Kloster, Lidwien Rahman, Steve Iwata, Tom Armstrong, John Gillam



**Date:** May 6, 2009  
**To:** Reserves Core 4, Reserves Steering Committee, interested parties  
**From:** Reserves Core 4 Project Management Team  
**Re:** Reserves milestone timeline revision and next steps

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### **Summary**

A revision to the milestone dates for phases 3 – 5 of the Urban and Rural Reserves work program has been approved by the Core 4. The revision allows more time for creation and review of technical products while still reaching agreement on reserves by the end of 2009. The changes are:

- **Phase 3 (milestone = preliminary urban and rural reserve areas recommended):** Move milestone date from July to October 2009
- **Phase 4 (milestone = reserve areas recommended via intergovernmental agreements):** Move milestone date from September to December 2009
- **Phase 5 (milestone = Metro designates urban reserves; counties designate rural reserves):** Move milestone date from December 2009 to May 2010

### **Rationale**

The Core 4 discussed several factors supporting the timeline revision, including:

- **Allowing more time for outreach and feedback:** Three months have been added to Phase 3, allowing more time for advisory committees, the regional Reserves Steering Committee, cities, and interested parties to receive technical materials, discuss these with their stakeholders, provide feedback and engage in discussions with one another prior to providing comment/recommendations to the Core 4. The Core 4 governing bodies will also have more time to discuss the same materials and provide direction to their representatives.
- **Synchronizing with the Making The Greatest Place process:** The reserves process is focused on suitability of lands outside the existing urban growth boundary for future rural and urban uses. At the same time, MPAC, JPACT, the Metro Council and interested parties are discussing regional and local investment and policy decisions that will lead to better understanding of the future capacity of the existing Metro urban growth boundary. This direction will be embodied in the Draft Urban Growth Report and Regional Transportation Plan documents scheduled for release in September. The revised reserves timeline allows this direction to be more directly integrated into the Phase 3 reserves recommendation.
- **Recognizing realities of adoption timelines:** The formal adoption of land use actions by Metro and the counties in Phase 5 will require public notice, discussion and/or hearings by County Planning Commissions, MTAC and MPAC, and public hearings of each governing body. These steps will take several months. Furthermore, Washington County may only adopt such ordinances from March through October due to a charter limitation. Thus, Phase 5 cannot take place until March 2010.

- **Aiming for agreement in 2009:** The revised timeline honors the commitment of stakeholders and others investing time in the reserves process by producing agreement among the Core 4 jurisdictions in 2009 (via the adoption of intergovernmental agreements).
- **Designating reserves prior to 2010 growth management decisions:** The reserves timeline was designed to have urban and rural reserves adopted prior to mandated growth management decisions in 2010. The revised schedule of Phase 5 adoption actions supports this goal.

#### ***Next steps in evaluation process***

Metro and the counties, in partnership with cities and other interested parties, will focus further evaluation efforts on the candidate areas approved by the Core 4. As previously discussed, work on the remaining areas will include:

- **For rural reserves:** refinement of baseline agriculture, forestry and natural landscape features mapping and analysis of how candidate areas meet all of the rural reserve factors established under administrative rules.
- **For urban reserves:** use of more detailed development constraints mapping, infrastructure availability information and 2040 design type building blocks to arrive at an understanding of the potential design and capacity of urban reserve areas. All eight urban reserve factors will be utilized to evaluate these designs and produce a narrative analysis of their suitability for urban reserve designation. This work will include discussion of the positive and negative effects urbanization of the candidate areas could have on existing communities and rural areas.

#### ***Important dates***

- **May – July 2009:** Metro and counties, in partnership with cities and other stakeholders, conduct further evaluation of the suitability of rural and urban candidate areas.
- **August 2009:** County advisory committees make recommendations to county commissions on rural reserve areas and urban reserve areas.
- **September 2009:** Draft Urban Growth Report and Regional Transportation Plan available. Individual county reserve area recommendations presented to Regional Steering Committee.
- **October 2009:** Regional Steering Committee recommendation to Core 4 on preliminary rural reserve areas and urban reserve areas (PHASE 3 MILESTONE).
- **October – November 2009:** Public outreach on preliminary reserve area recommendations.
- **November 2009:** Core 4 decision on preliminary reserve areas.
- **December 2009:** Reserve areas recommended via intergovernmental agreements (PHASE 4 MILESTONE).
- **March – April 2010:** Public hearings on land use ordinances and functional plan amendments to designate urban and rural reserves.
- **May 2010:** Metro designates urban reserves; counties designate rural reserves (PHASE 5 MILESTONE).

Upcoming Reserves Steering Committee agenda items are listed on the May 13, 2009 agenda.