

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF REVISING) RESOLUTION NO. 92-1645
THE PORTLAND METROPOLITAN)
AREA'S URBANIZED TRANSPORTATION) Introduced by
BOUNDARY TO ESTABLISH THE AREA) Councilor Richard Devlin
ELIGIBLE FOR METRO STP FUNDS)

WHEREAS, The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 allows the states, in cooperation with local officials, to expand their transportation Urban Area Boundary (formerly Federal-Aid Urban boundary); and

WHEREAS, The placement of the boundary identifies the limits for capital spending and defines the eligibility of specific routes for Metro Surface Transportation Program (STP) funding under ISTEA; and

WHEREAS, The Oregon Department of Transportation (ODOT) representing the state, the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) representing appropriate local officials have reviewed that boundary; and

WHEREAS, Review of that boundary has identified necessary changes; now, therefore,

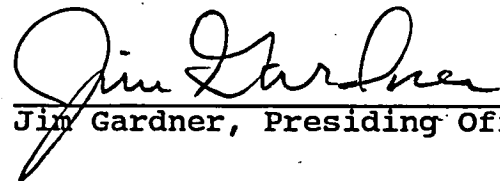
BE IT RESOLVED,

1. That the Council of the Metropolitan Service District recommends that ODOT submit to the United States Department of Transportation appropriate documentation to reflect changes to the Metropolitan Service District transportation Urban Area Boundary consistent with those changes described and mapped in Exhibit A, Nos. 1-6.

2. That staff be directed to work with ODOT and City of

Wilsonville officials to develop an agreement to include the Wilsonville urban area within the Metro UAB and that the agreement provide for a transition period to continue Wilsonville's current level of transportation capital programming while maintaining an equitable ratio of Metro STP funds to other statewide STP funds as a result of the UAB expansion.

ADOPTED by the Council of the Metropolitan Service District
this 23rd day of July, 1992.


Jim Gardner, Presiding Officer

92-1645.RES
MH:lmk
6-29-92

EXHIBIT A

FEDERAL-AID URBAN (FAU) BOUNDARY CHANGES
CONSISTENT WITH THE CENSUS URBANIZED AREA (CUA) DESIGNATION

(Changes are identified by the 7.5 minute quad map)

1. Linnton Quad

- The CUA designation is slightly north of the FAU boundary in the vicinity of the Newberry Rd. and Skyline Rd. intersection. This will bring **Skyline Rd. from Portland city limit to Newberry Rd. and Newberry Rd. from Skyline Rd. to Portland city limit** into the FAU system.

2. Damascus Quad

- **Butler Road between Gresham city limit and 190th Drive** will be added to FAU system with boundary shift to include CUA within FAU boundary.

3. Camas Quad and Mt. Tabor Quad

- The CUA designation is north of Marine Drive between I-205 and Troutdale, while the FAU boundary is south of Marine Drive. Shifting the FAU boundary north of Marine Drive will bring **Marine Drive between I-205 and Arata Creek (east of Sundial Road)** into the FAU system. There is one small exception to this, for **the segment of Marine Drive between 185th and the Gresham city limit (approximately 1,000' to the east)** both the FAU and CUA designations remain south of Marine Drive.

4. Gales Creek Quad

- The CUA designation extends west of the FAU boundary along and north of Gales Creek Road. A short segment of **Gales Creek Road between the existing FAU boundary and the west city limit of Forest Grove** will be brought into the FAU system.

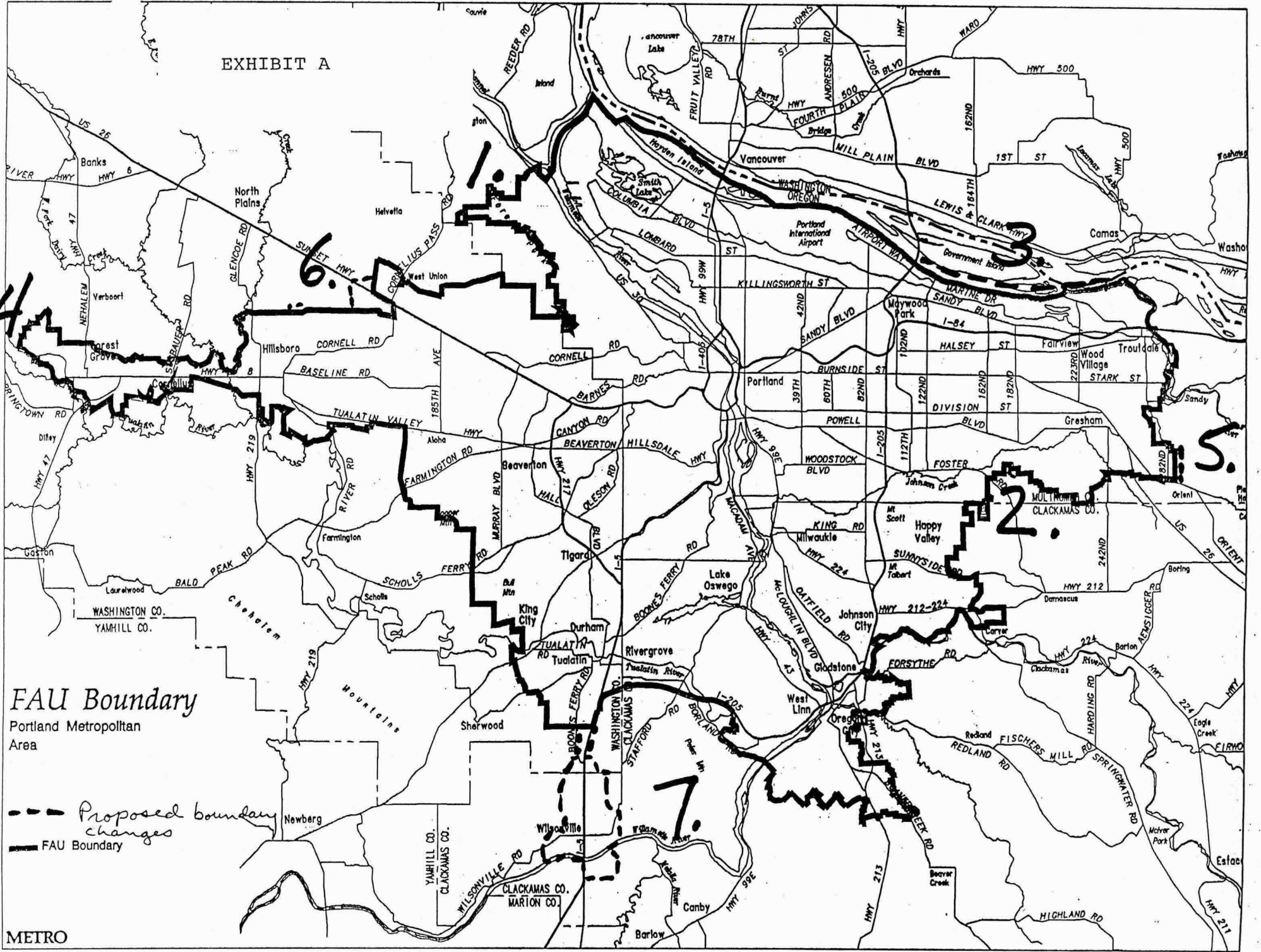
5. Sandy Quad

- The CUA is east of the FAU boundary along 282nd Avenue. Shifting the FAU boundary will bring **282nd Avenue between the Gresham city limit (north of Lusted Rd.) and the Gresham city limit (north of Orient Drive)** into the FAU system.

6. Hillsboro Quad

- The CUA designation is outside of the FAU boundary including a portion of U.S. 26 and Shute Road. Incorporating this into the FAU will add U.S. 26 between Shute Road and Hillsboro city limit (just east of powerlines) and will add Shute Road between Jacobson Road and Evergreen Road.
- A segment of Evergreen Road between 268th and 278th was realigned and should be re-designated as the FAU boundary.

EXHIBIT A



FAU Boundary
 Portland Metropolitan Area

--- Proposed boundary changes
 — FAU Boundary

METRO

TRANSPORTATION AND PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 92-1645 FOR THE PURPOSE OF REVISING THE PORTLAND METROPOLITAN AREA'S URBANIZED TRANSPORTATION BOUNDARY TO ESTABLISH THE AREA ELIGIBLE FOR METRO STP FUNDS

Date: July 15, 1992

Presented by: Councilor Devlin

Committee Recommendation: At the July 14 meeting, the Transportation and Planning Committee voted unanimously to recommend Council adoption of Resolution No. 92-11645. Voting in favor: Councilors Devlin, McLain, and Buchanan. Excused: Councilors Bauer and Washington.

Committee Issues/Discussion: Andrew Cotugno, Planning Director, presented the staff report. Federal Surface Transportation Program (STP) funds are allowed within a specific designated boundary. The current Federal-Aid Urban (FAU) boundary that has been adopted roughly parallels the Urban Growth Boundary (UGB). However, by statute, that territory must at a minimum include the territory designated by the census as "urbanized".

This resolution effectively enlarges the current boundary to coincide the with census definition. This amendment includes six areas which, in some cases go outside our current UGB, but remain within the Metro boundary. These first six areas are considered minuscule.

There is a seventh area in Wilsonville, currently under discussion, which will be brought forth in another resolution. Wilsonville is not currently part of our FAU boundary. It is designated as "urbanized" by the census but is not part of our urbanized area because it is an island. The area is, however, part of our UGB and jurisdiction, even though it is an island. The department believes the area should be added as part of the FAU boundary, complete with the federal monies associated with the area.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 92-1645 FOR THE PURPOSE OF REVISING THE PORTLAND METROPOLITAN AREA'S URBANIZED TRANSPORTATION BOUNDARY TO ESTABLISH THE AREA ELIGIBLE FOR METRO STP FUNDS

Date: June 18, 1992

Presented by: Andrew Cotugno

PROPOSED ACTION

Resolution No. 92-1645 replaces the existing Federal-Aid Urban (FAU) boundary with a new and amended Urbanized Area Boundary (UAB) consistent with requirements of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. The boundary will establish an area for which the region will program Metro Surface Transportation Program (STP) funds. Resolution No. 92-1645 also recommends that negotiations with the City of Wilsonville continue with the objective of adding their urban area to the UAB. Such an agreement must be completed by August. Adoption of Resolution No. 92-1645 enables the region to meet FHWA guidelines for the establishment of a "preliminary" UAB.

TPAC recommended approval of Resolution No. 92-1645 at its June 26 meeting and recommended discussions continue with the City of Wilsonville, ODOT, and FHWA for including the Wilsonville urban area within the Metro UAB.

FACTUAL BACKGROUND AND ANALYSIS

Requirements

With enactment of the new ISTEA, states and MPOs are now required to take appropriate steps to adjust the Census-designated urban area boundary, if necessary, and complete the functional reclassification of all public roads and streets. Resolution No. 92-1645 provides the region's recommended UAB. The functional classification effort will begin later this summer with initial submittals required by the end of the year. FHWA offers the following background and guidance on the UAB:

1. Section 101(a) of Title 23 U.S.C. defines urban areas as urban places of 5,000 or more population and urbanized areas as designated by the Bureau of the Census. This section also allows the states, in cooperation with local officials, to expand the urban area boundaries, subject to approval by the Secretary. Prior to enactment of ISTEA, the locations of urban area boundaries had a number of significant program implications. Specifically, the urban area boundaries 1) defined the eligibility of routes for the use of urban system and secondary system funds; 2) defined the application of urban transportation planning requirements under 23 U.S.C.

134; and 3) defined the urban and rural limits for administering 23 U.S.C. 131 -- control of outdoor advertising. Although ISTEA has resulted in some major changes in the Federal-Aid highway program, the locations of urban area boundaries continue to have significant program implications. Therefore, an urban area boundary as defined under 23 U.S.C. 101(a) is required for each urban area.

2. For capital spending, urban area boundaries continue to determine the limits for urban system and secondary system funds until unobligated balances are exhausted. In addition, ISTEA requires that a portion of Surface Transportation Program (STP) funds (including any additions from Donor State Bonus funds) and any minimum allocation funds be expended in areas of the state outside of urbanized areas with an urbanized population of over 200,000 and that a portion (110 percent of the amount of funds apportioned to the states for the secondary system for FY 1991) be expended outside of urban areas with a population greater than 5,000. Therefore, the urban area boundaries for urbanized areas with a population greater than 200,000 will define the limits of eligibility for funds that must be expended outside of such areas, and urban area boundaries for all urban and urbanized areas will define the limits of eligibility for funds that must be expended outside of urban areas with a population greater than 5,000. Although a portion of the STP funds are also allocated to urbanized areas with a population of over 200,000, the urban area boundaries for these areas are not controlling for these funds since they may be used anywhere within the metropolitan area boundary required by Section 1024 of ISTEA.
3. The urban area boundaries are also important in defining the eligibility of specific routes for the use of STP funds. Section 1007 of ISTEA specifies that projects may not be undertaken on roads functionally classified as local or rural minor collectors. Because the minor collector category only applies to rural areas, the urban area boundary defines the eligibility of specific routes for the use of STP funds.
4. Section 1024 of ISTEA establishes that metropolitan area boundaries must cover at least the existing urbanized area and the contiguous area expected to become urbanized within the 20-year forecast period and may encompass the entire metropolitan statistical area or consolidated metropolitan statistical area. This section further specifies that for areas designated as non-attainment areas for ozone or carbon monoxide under the Clean Air Act, the boundaries of the metropolitan area shall at least include the boundaries of the non-attainment area (except as otherwise provided by agreement between the MPO and the Governor).
5. In addition to the program requirements discussed in the above numbered paragraphs, urban area boundaries defined

under 23 U.S.C. 101(a) are used for statistical reporting, including the Highway Performance Monitoring System, needed to support national studies such as the report on "The Status of the Nation's Highways and Bridges: Conditions and Performance" and highway safety studies required by the Congress.

6. Adjustments to the Census-designated boundaries, where appropriate, are a necessary first step in the process of completing a functional reclassification of public roads and streets and then proposing routes for the NHS. To meet the December 18, 1993 date established by ISTEA for submitting the proposed NHS to the Congress, the states and MPOs must functionally classify streets and then identify a National Highway System.

Metro Urban Area Boundary

The FAU boundary was last changed in 1983 as a result of the 1980 census. At that time, the boundary was expanded to roughly approximate the Urban Growth Boundary (UGB). In addition, Forest Grove, already within the Metro UGB, was added for consistency purposes. To transition Forest Grove into the FAU boundary, JPACT and the Metro Council agreed to allocate FAU funds to Forest Grove at an amount they would have received under state-allocated Federal-Aid Secondary (FAS) funds. The transition period was through 1986.

For the current exercise, the state has developed for Metro review a series of maps encompassing the region which show differences between the existing FAU boundary and the designated census urbanized area. For the most part, the FAU boundary is either the same or exceeds in size the designated census urbanized areas. In those instances, it is recommended there be no changes to the UAB. Two instances occur where it is recommended to expand the UAB:

1. Where the designated census urbanized area exceeds the existing FAU boundary; and
2. Wilsonville and an I-5 connection with the rest of the UAB.

Exhibit A to Resolution No. 92-1645 maps and describes both instances. As can be seen, the census urbanized areas which exceed the FAU boundary are relatively small (identified as Nos. 1 through 6 on the Exhibit A map). Those areas are recommended for inclusion in Metro's UAB consistent with FHWA guidelines.

Wilsonville is recommended as the major addition to the UAB (No. 7 on the map). Although now qualifying as an independent urban area (by reaching 5,000 in population), Wilsonville should be included within the Metro UAB for the following reasons:

1. Wilsonville is within the Portland area UGB and was the only major urban area excluded from the FAU boundary in 1983.
2. Wilsonville is included in Metro's MPO boundary and is subject to planning requirements or objectives as identified in the RTP, the annual TIP, and RUGGOs. As such, Wilsonville is included in the Region 2040 study area boundary as urban.
3. Wilsonville is within the Portland area non-attainment boundaries for ozone and carbon monoxide.
4. Inclusion in the Metro UAB will facilitate consistency between regional policy and finance in Wilsonville, and will provide consistency in the eyes of the state and the region as Transportation System Plans are developed in response to state Transportation Rule 12.

TPAC discussion focused on providing a transition period for Wilsonville similar to the one provided Forest Grove. However, the new ISTEPA does not allow for suballocations of STP funds to areas. As such, TPAC suggested that Metro, ODOT and the City of Wilsonville continue discussions towards including the Wilsonville urban area within the Metro UAB. TPAC's intent is to provide, during a transition period, continuity for Wilsonville in their transportation capital planning while maintaining an equitable share of Metro STP funds for the region. Discussions will focus on the change in the amount of Metro STP funds which could be expected with addition of Wilsonville and on the inclusion of Wilsonville projects in the TIP eligible for Metro STP funds. A separate resolution will be forwarded for JPACT review, as necessary, in August.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 92-1645.

92-1645.RES
MH:lmk
6-29-92