



Metro  
600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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**Tuesday, September 15, 2020**

**2:00 PM**

**<https://zoom.us/j/471155552> or  
**877-853-5257 (toll free)****

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### **2:00 Call to Order and Roll Call**

#### **Work Session Topics:**

2:05 Jurisdictional Transfer Project Report [20-5460](#)

Presenter(s): Margi Bradway, Metro  
John Mermin, Metro

Attachments: [Work Session Worksheet](#)  
[HJT Final Report](#)  
[Regional HJT Update PPT](#)

2:50 FY 2020-21 Mid-Year Budget Amendment [20-5461](#)

Presenter(s): Marissa Madrigal, Metro  
Brian Kennedy, Metro

Attachments: [Work Session Worksheet](#)  
[August Budget Guidance](#)  
[Racial Equity Framework](#)  
[FY 2020-21 Budget Amendment PPT](#)

**3:35 Chief Operating Officer Communication**

**3:40 Councilor Communication**

**3:45 Adjourn**

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# **Jurisdictional Transfer Project Report**

*Work Session Topics*

Metro Council Work Session  
Tuesday, September 15, 2020

## Regional Framework for Highway Jurisdictional Transfer

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Date: September 1, 2020

Department: Planning & Development

Meeting Date: September 15, 2020

Prepared by: John Mermin x1747,  
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Presenter(s) Margi Bradway & John  
Mermin  
Length: 30 minutes

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### ISSUE STATEMENT

In Oregon, and specifically in the Portland metropolitan region, ownership patterns of streets, roads and highways reflect historical patterns but do not necessarily reflect current transportation uses, land use and development patterns. This long-recognized issue creates challenges to maintaining and implementing capital improvements. These facilities are identified in the RTP as key multimodal travel corridors and are strongly correlated with high fatality and serious injury rates. In December 2018, the Metro Council adopted the 2018 Regional transportation Plan (RTP), which calls out the need for a Jurisdictional Transfer Assessment as near-term planning work needed to advance implementation of the Plan.

Metro's [Regional Framework for Highway Jurisdictional Transfer](#) is a partnership with ODOT to determine candidates for jurisdictional transfer. The goal of the project is to create a policy framework for decision-making for jurisdictional transfers in the Portland region and to use criteria to evaluate and prioritize corridors that are candidates for transfers.

### ACTION REQUESTED

No formal action requested at this work session. This meant to keep the Metro Council updated kick off a public comment period (9/15 – 10/22).

### IDENTIFIED POLICY OUTCOMES

The Metro Council has previously adopted the 2018 Regional Transportation Plan (RTP) and prioritized four outcomes for subsequent implementation:

- a. **Equity** – reduce disparities and barriers faced by communities of color and other historically marginalized communities
- b. **Safety** – reduce fatal and severe injury crashes, particularly focusing on the High Crash Corridor network
- c. **Climate Change** – expand transit and active transportation networks, and leverage emerging technology to meet Climate Smart Strategy goals
- d. **Congestion Relief (mobility)** – manage congestion and travel demand through low-cost, high value solutions

The Jurisdictional Transfer project was identified in the RTP as a necessary step to helping our region meet their equity, safety and multi-modal goals.

### **POLICY QUESTION(S)**

Does the project continue to be on track with the Council expectations as laid out in the RTP?

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

The project will result in a framework for advancing jurisdictional transfer as a tool for the council to apply to decisions about funding. This is a framework for future decision-making about jurisdictional transfer. Metro Council may want to consider how this Jurisdictional Transfer framework can help support or influence transfers in the Portland region.

### **STAFF RECOMMENDATIONS**

No recommendations at this time. In December 2020, staff will share with TPAC, JPACT and Metro Council what was heard through public comments, and a recommendation for future regional action from the consulting team.

### **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The issue of “orphan highways” has been a problem with no solution in our region for over 20 years. Decades of de-investment in roadways that were once highways has led to the degradation of the roads, and a disregard for the communities who live along the candidates for jurisdictional transfer.

This issue became evident during the 2018 RTP process, wherein local jurisdictions submitted over \$800 M of projects on the constrained list for the RTP, and ODOT submitted none. In other words, it was clear that the local communities are willing to invest in these roadways because they function more like local roads, and less like state roads. After significant debate at JPACT in the summer of 2018, Metro and ODOT proposed a process for moving forward: the Jurisdictional Transfer Assessment Process (which later became the “Regional Framework for Highway Jurisdictional Transfer” project).

The project has multiple goals: 1) identify regional priorities for funding for transfers, 2) have an agreed-upon cost methodology, and 3) an understanding of best practices for these transfers. Once regional priorities are identified and costs are determined, the region will be better poised to discuss funding for jurisdictional transfer, whether it is a part of the Regional Investment Measure process or a state legislative conversation.

### **BACKGROUND**

The 2018 Regional Transportation Plan identifies the need and a process for completing several jurisdictional transfers in the Metro region for older, state-owned facilities that have lost their statewide function over time to urbanization and now function as urban arterial streets (e.g. 82<sup>nd</sup> Avenue in Portland). Most of these routes have been bypassed by modern, limited access freeways (e.g. I-205) that replace their statewide travel function. In

recognition of this transition, the state has adopted policies to promote the jurisdictional transfer of these older routes to city or county ownership.

Most of these roadways have a backlog of pavement maintenance as well as gaps or deficiencies in basic urban pedestrian and bicycle facilities. Funding for near or long-term investments has not been identified by the state or local jurisdictions. Furthermore, there is no agreement in the region on which roads are the highest priorities when it comes to what to transfer, when, and at what cost. For this reason, these transfers will take time to accomplish on a case-by-case basis.

The report provides a Policy Framework, Evaluation Methodologies, Findings, Needs and Deficiencies Assessment, and a Cost estimating Methodology. The report highlights the key takeaways and provides attachments including the full deliverables for these components as well as for an Inventory of candidate roadways, Equity Considerations and Roadway Classification change recommendations.

To share encourage public engagement during the comment period (9/15-10/22), staff will utilize the following tools:

- The project website: [www.oregonmetro.gov/jurisdictionaltransfer](http://www.oregonmetro.gov/jurisdictionaltransfer)
- Email notice to jurisdictions and interested parties,
- Online public comment questionnaire, office hours (by Zoom or email) to interact with commenters,
- Presentations to the County coordinating committees.

In December 2020, staff will share with TPAC, JPACT and Metro Council what was heard through public comments, and a recommendation for future regional action from the consulting team. Metro staff will be requesting action on a Resolution to accept the final report for inclusion in 2023 RTP Technical Appendix. *(The consultant recommendation will be advisory and not part of this action).*

## ATTACHMENTS

- Draft Final Report *(This will not be available from our consultants until 9/10 and will be uploaded to the project website at that time:*  
<https://www.oregonmetro.gov/jurisdictionaltransfer>)
- Is legislation required for Council action?  Yes  No
- If yes, is draft legislation attached?  Yes  No
- What other materials are you presenting today?  
PowerPoint presentation

# Regional Framework for Highway Jurisdictional Transfer Study

September 2020  
DRAFT



Metro

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**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

**Project web site:** <https://www.oregonmetro.gov/tools-partners/guides-and-tools/jurisdictional-transfer-assessment>



# Acknowledgments

## **Metro**

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Tom Kloster  
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## **Oregon Department of Transportation**

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# List of Abbreviations and Acronyms

ADA	American with Disabilities Act
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
HB	House Bill
HDM	Highway Design Manual
HWY	Highway
I-	Interstate
IGA	Intergovernmental agreement
JPACT	Joint Policy Advisory Committee on Transportation
MPAs	Metropolitan Planning Areas
NHS	National Highway System
OAR	Oregon Administrative Rule
ODOT	Oregon Department of Transportation
OHP	Oregon Highway Plan
ROW	Right of way
RTP	Regional Transportation Plan
Study	Regional Framework for Highway Jurisdictional Transfer Study
TSP	Transportation System Plan
TV	Tualatin Valley

The Regional Framework for Highway Jurisdictional Transfer Study identifies which state-owned routes in greater Portland could be evaluated and considered for a jurisdictional transfer based on regional priorities, and summarizes key opportunities and barriers to transfer the routes. For the purposes of this study, jurisdictional transfer (also referred to as interjurisdictional transfer) is the process of changing ownership of a highway right-of-way from the State to a local jurisdiction – a city or county.<sup>1</sup> The decision framework serves as a tool for the state, regional and local jurisdiction leaders to identify promising candidate roadways for transfer and facilitate successful transfer of roadway ownership. The study was convened by Metro in collaboration with the Oregon Department of Transportation (ODOT).

Metro's 2018 Regional Transportation Plan (RTP) identified a jurisdictional transfer assessment as a necessary step to help the region meet its equity, safety and multimodal goals. In greater Portland, ownership patterns of streets, roads, and highways reflect historical patterns; these patterns do not necessarily reflect current transportation, land use, and development needs.

Several arterials in greater Portland were originally constructed to provide connections from farmland to the cities (referred to as "farm-to-market" roads). Over time, they grew to become highways. In 1956, the federal government began building the Interstate Highway System (known as the Dwight D. Eisenhower National System of Interstate and Defense Highways) and between 1960 and 1980, the highway system in the Portland area was built. It included limited access facilities such as Interstate 5 (I-5), I-205, and Highway 26, which provided more efficient long-distance travel options and replaced the function of the existing state system.

Since then, much of the land surrounding these highways has evolved to accommodate population growth, new development, and diversified land uses. As a result, many of the original roads now serve multiple travel needs, providing space for people walking and biking, taking transit, and making short- and medium-distance trips by motor vehicle. Roadway designs that catered to convenient auto access and were useful last century do not always work for our communities today. Managing these roads – ones that used to function as highways – to meet the needs of our communities, especially people of color, people with low-incomes, or limited-English speakers, has become increasingly complex due to historic lack of public and private investment in areas serving disadvantaged communities of color or communities with lower incomes.

While roadway functions have changed, for many, their roadway classification and physical design have not. Roadways that remain state highways retain the same classification identified in the 1999 Oregon Highway Plan (OHP), as amended. Transferring non-limited access state highways that function as urban arterials to local jurisdictions could provide the opportunity for them to be re-constructed and operated consistent with local design standards that may respond better to modern transportation uses and mobility options, desired land use and development patterns, and community needs.

The study provides a toolkit for state, regional, and local jurisdiction leaders to identify promising candidate roadways for transfer and to facilitate successful transfer of roadway ownership. It identified 11 state-owned highway segments in greater Portland that could be considered for a jurisdictional transfer and addressed some of the opportunities and barriers to transferring the routes. These 11 highway segments have significant needs and deficiencies, such as pedestrian and bicycle facility gaps, poor pavement conditions, or inadequate safety infrastructure. Many of these segments travel adjacent to areas with high concentrations of people of color, people with low incomes, or people who speak English as a second language. In general, these characteristics make them more promising candidates for jurisdictional transfer to local jurisdictions. In some cases, there is current interest from the local jurisdictions to pursue transfer in attempts to align existing and future land uses with community interest. As such, an investment in a jurisdictional transfer is not just a transportation investment, but also a community investment.

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1. A jurisdictional transfer can also be the transfer of ownership from a local jurisdiction to ODOT.

In addition to briefings and workshops with members of Metro’s Transportation Policy Alternatives Committee (TPAC) and Metro Council, project-focused committees were established to inform the study.

The Project Executive Team included representatives from Metro and ODOT and the Project Steering Committee included representatives from Metro, ODOT, TriMet, Washington County, Clackamas County, Multnomah County and the City of Portland.

### **Inventory of non-interstate highways**

The study team prepared an atlas including all state-owned highways within the Portland metropolitan area that are not freeways. The atlas identifies jurisdictional boundaries, national, state, regional and local roadway classifications or designations and other roadway characteristics or elements such as surrounding land use, average annual daily traffic volume, presence of sidewalks, bike lanes, and bridges, and environmental factors. The atlas provided an inventory to help identify which roadways were studied further to develop findings regarding the most promising candidates for jurisdictional transfer. The atlas is included as Attachment A.

### **Policy framework**

The study team summarized the legal, regulatory, and policy framework for highway jurisdictional transfers in Oregon. The team also identified major constraints to the transfer process and provided best practices based on examples of completed roadway transfers in Oregon. The summary gives decision-makers the overarching policy framework, relevant case studies and best practices needed to identify, analyze and implement jurisdictional transfers in the region. (see Section 2 and Attachment B)

### **Corridor evaluations and findings**

The study team evaluated 78 corridor segments within the Portland metropolitan area to determine the most promising corridor segments for transfer. For the purposes of this evaluation, a corridor segment is defined as a portion of an arterial highway within a single jurisdiction in the Portland Metropolitan Planning Area (MPA).<sup>2,3</sup> The evaluation methodology consists of two parallel processes, each consisting of one screening round and one evaluation round.

- Round 1: Preliminary screening of all ODOT-owned arterial highway corridor segments in the Portland MPA to screen out segments that are not viable candidates for jurisdictional transfer because of their intended vehicle and freight throughput function
- Round 2a: Technical evaluation of the remaining segments from Round 1 to select promising segments for potential transfer
- Round 2b: Readiness evaluation of the remaining segments from Round 1 to select promising segments for potential transfer

The results from Round 1, preliminary screening, equally informed subsequent evaluation rounds. After Round 1, the study team evaluated the remaining corridor segments to identify the most promising segments as candidates for jurisdictional transfer from two perspectives: technical (Round 2a) and readiness of the local jurisdictional to accept and manage an arterial (Round 2b). The technical evaluation examined segments using technical considerations related to the existing and future function of the roadway. Starting with a technical perspective allows considerations about the function of a roadway to inform conversations about jurisdictional transfer. The readiness evaluation examines the same universe of segments using readiness considerations related to local support and interest, including characteristics such as jurisdictional capacity, leadership interest, or experience with jurisdictional transfers.

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2. The MPA is a federally-mandated boundary designated by Metro and encompasses all cities in the metropolitan area.

3. Corridor segment definitions are for this evaluation only. Highway transfer recommendations may combine or split corridor segments based on what makes sense at the time of a transfer.

The study team also conducted an equity consideration evaluation to identify highway corridors with higher-than-average levels of people of color, low-income households, people who are unemployed and people with limited English proficiency and/or disabilities. Those corridors with higher than regional averages of equity-focused populations were given additional consideration as most promising for jurisdictional transfer.

The team evaluated and compared results from Round 2a and Round 2b, informed by the equity considerations evaluation, to identify segments that appeared most promising for jurisdictional transfer discussion (see Sections 3 and 4 and Attachment C for evaluation criteria and scoring and Attachment D for the Equity Considerations).

While all of the corridors in this report are of importance, the team identified the 11 corridors with mile points (MP) listed below (as shown in Figure ES-1) for consideration for further jurisdictional transfer discussions. These corridors showed the strongest characteristics for potential jurisdictional transfer based on an assessment of technical, readiness and equity considerations. Many of these highway corridors are within areas that have higher than average concentrations of people of color and people who are low-income. In addition, many of these highway corridors demonstrated traffic safety needs. Of the factors used in the analysis, these factors were identified of critical concern in the 2018 RTP. Figure ES-2 illustrates the evaluation process.

1. Powell Boulevard (U.S. 26): MP 0.2 - 10.0
2. Barbur Boulevard (OR 99W): MP 1.2 - 7.6
3. SE/NE 82nd Avenue (OR 213): MP -0.1 - 7.2
4. Tualatin Valley Highway (OR 8): MP 2.9 - 5.9
5. Pacific Highway W (OR 99W): MP 7.6 -11.5
6. Tualatin Valley Highway (OR 8): MP 5.9 - 17.9
7. Pacific Highway W (OR 99W): MP 11.5 - 14.5
8. Farmington Road (OR 10): MP 5.9 - 7.3
9. SW Hall Boulevard (OR 141: MP 2.6 - 7.1 and MP 7.7 - 8.9
10. SE McLoughlin Boulevard (OR 99E): MP 5.7 - 6.7
11. Willamette Drive (OR 43): MP 8.0 - 11.5

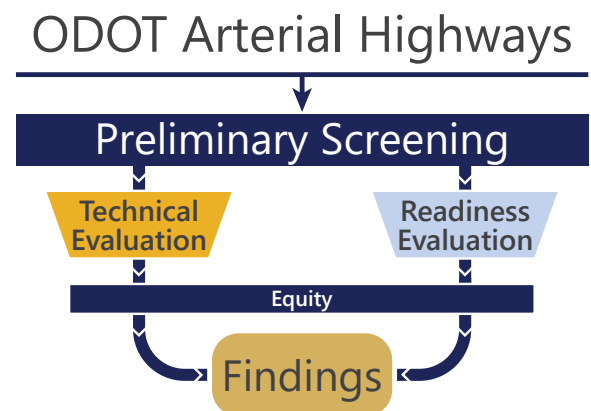


Figure ES-2: Screening, technical evaluation and readiness evaluation process

### Need and deficiencies

The study team prepared a high-level assessment of the needs and deficiencies based on today's conditions and sentiments of the 11 potential jurisdictional transfer candidates identified above to help inform future conversations about investment and/or jurisdictional transfer. The needs and deficiencies assessment is designed and organized primarily as a tool for cities and counties most likely to receive these facilities and secondarily for regional and state agencies. See Section 5 and Attachment E.

### Cost estimating methodology

The study team developed a cost estimating methodology to provide partners with a consistent process for use in developing and understanding the costs associated with a highway jurisdictional transfer in greater Portland. The methodology is based on industry practices, asset management strategies, past jurisdictional transfers, and technical expertise in consultation with ODOT staff and technical experts. Roadways require maintenance, improvements, and oversight over the course of ownership. The methodology ensures partners have consistent, necessary tools to consider these variables as local jurisdictions, Metro and ODOT engage in conversations regarding highway jurisdictional transfer. See Section 6 and Attachment F.

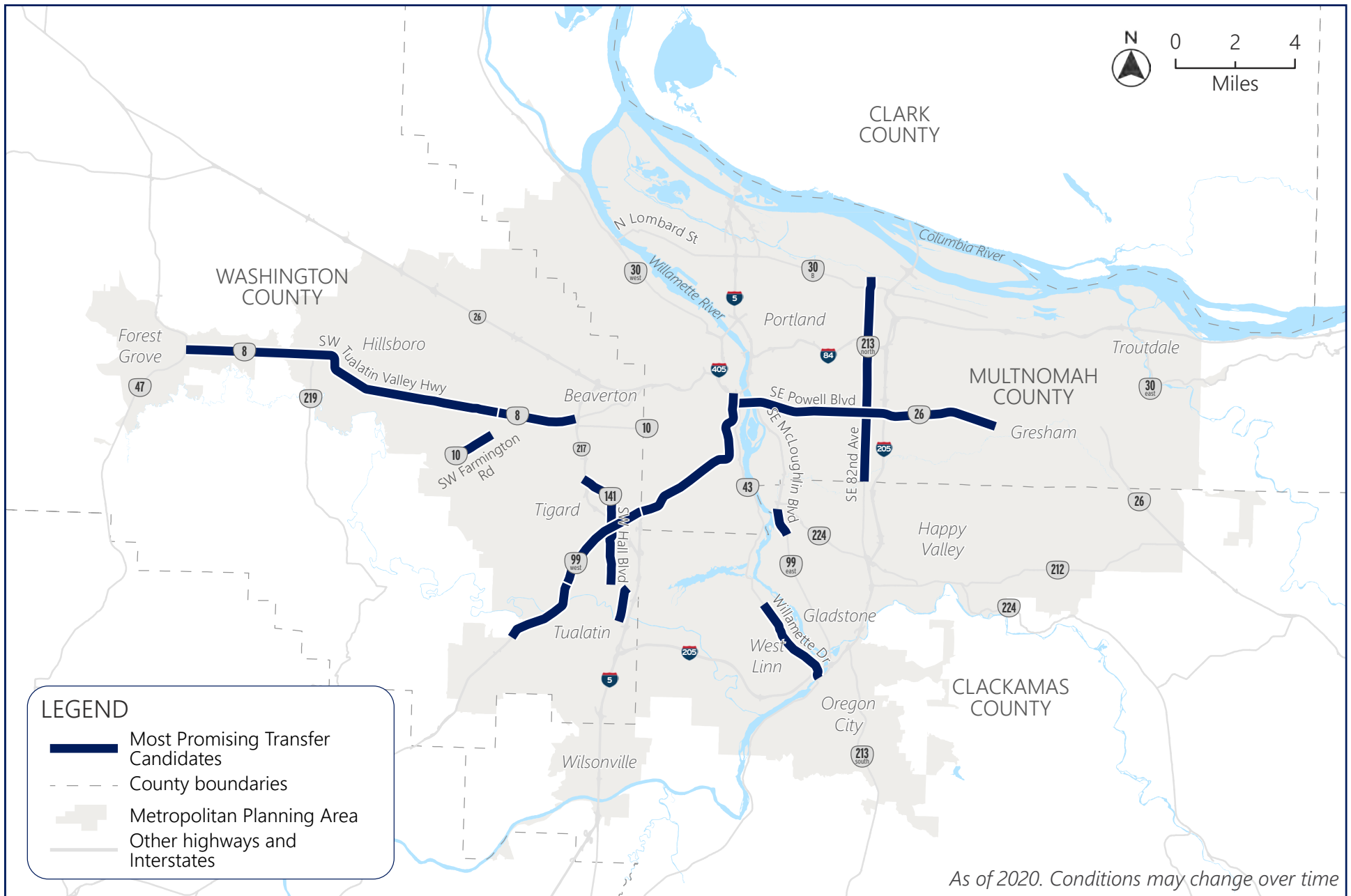


Figure ES-1: Corridors identified as promising candidates for jurisdictional transfer





# 1. Introduction

The Regional Framework for Highway Jurisdictional Transfer Study (study) identifies which state-owned routes in greater Portland could be evaluated and considered for a jurisdictional transfer based on regional priorities, and summarizes key opportunities and barriers to transfer the routes.

For the purposes of this study, jurisdictional transfer (also referred to as interjurisdictional transfer) is the process of changing ownership of a highway right of way from the State to a local jurisdiction – a city or county.<sup>4</sup> The decision framework will serve as a tool for state, regional and local jurisdiction leaders to identify promising candidate roadways for transfer and facilitate successful transfer of roadway ownership. The study is convened by Metro in collaboration with the Oregon Department of Transportation (ODOT).

Metro's 2018 Regional Transportation Plan (RTP) identified a jurisdictional transfer assessment as a necessary step to help the region meet its equity, safety and multimodal goals. In greater Portland, ownership patterns of streets, roads and highways reflect historical patterns, but do not necessarily reflect current transportation, land use and development needs.

Several arterials in greater Portland were originally constructed to provide connections from farmland to the cities (referred to as "farm-to-market" roads). Over time, they grew to become highways. In 1956, the federal government began building the Interstate Highway System (known as the Dwight D. Eisenhower National System of Interstate and Defense Highways) and between 1960 and 1980 the highway system in the Portland area was built. It included limited access facilities such as Interstate (I-)5, I-205 and Highway 26, which provided more efficient long-distance travel options and replaced the function of the existing state system. Since then, much of the land surrounding these highways has evolved to accommodate population growth, new development, and diversified land uses. As a result, many of the original roads now serve multiple travel needs, providing space for people walking and biking, transit, and short- and medium-distance travel for vehicles. Roadway designs that catered to convenient auto access and were useful last century do not always work for our communities today. Managing these roads that used to function

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4. A jurisdictional transfer can also be the transfer of ownership from a local jurisdiction to ODOT.

# Introduction

as highways to meet the needs of our communities, especially people of color, people with low-incomes, or limited-English speakers has become increasingly complex due to historic lack of public and private investment in areas serving communities of color or communities with lower incomes.

While roadway functions have changed, for many, their roadway classification and physical design have not. Roadways that remain state highways retain the same classification identified in the 1999 Oregon Highway Plan (OHP), as amended. Transferring non-limited access state highways that function as urban arterials to local jurisdictions could provide the opportunity for them to be reconstructed and operated consistent with local design standards that may respond better to modern transportation uses and mobility options, desired land use and development patterns, and community needs. As such, an investment in a jurisdictional transfer is not just a transportation investment, but also a community investment.

In addition to briefings and workshops with members of Metro's Transportation Policy Alternatives Committee (TPAC) and Metro Council, project-focused committees were established to inform the study.

The Project Executive Team included representatives from Metro and ODOT and the Project Steering Committee included representatives from Metro, ODOT, TriMet, Washington County, Clackamas County, Multnomah County and the City of Portland.

This report includes the following sections and attachments:

1. Introduction
2. Policy framework – an overview of the legal, regulatory and policy framework for highway jurisdictional transfers in Oregon
3. Methodologies – summarizes the methodology used for three rounds of evaluation – Preliminary Screening (Round 1), Round 2a Technical, and Round 2b Readiness – and the equity considerations analysis
4. Findings – summarizes the findings from the 3 rounds of evaluation and equity considerations and provides a description of the potential jurisdictional transfer candidates
5. Needs and deficiencies – summarizes a high-level snapshot assessment of the needs and deficiencies of potential jurisdictional transfer candidates in the Greater Portland Area to help inform future conversations about investment and/or jurisdictional transfer
6. Cost estimating methodology – summarizes the considerations needed to develop costs to support a highway jurisdictional transfer. The baseline approach developed for this project provides information such as costs and necessary supporting information for decision-makers to engage in jurisdictional transfer negotiations
7. Conclusion – describes next steps in general and considerations at a state, regional, local level

## Attachments

- |  |  |
|--|--|
| <b>A.</b> Inventory of non-interstate highways           | <b>D.</b> Equity considerations memorandum |
| <b>B.</b> Policy framework                               | <b>E.</b> Needs & deficiencies assessment  |
| <b>C.</b> Methodologies and evaluation (round 1, 2a, 2b) | <b>F.</b> Cost estimating methodology      |
|  | <b>G.</b> Reclassification memo            |



## 2. Policy framework

Understanding Oregon’s legal, regulatory, and policy framework for highway jurisdictional transfers is critical to navigating a transfer process. The study identifies major constraints to the transfer process and provides best practices based on examples of completed roadway transfers in Oregon (see Attachment B: Policy framework).

To give decision-makers the tools they need to identify, analyze, and implement jurisdictional transfers in the region, the study focuses on providing policy framework background, relevant case studies, and best practices.

The study’s policy framework describes the federal, state, regional, and local government policies and plans that affect roadway classifications. It also defines key legal considerations for a jurisdictional transfer and describes the legal process for a transfer.

### 2.1 Roadway classifications

Roadway classifications are categorizations given to roadways by the federal, state, regional, or local governments to help delineate differences in roadway purpose and design.<sup>5</sup> A single roadway may have multiple classifications

(e.g., federal, state, regional, and local) and multiple policy overlays (e.g., expressways, land use, statewide freight routes, scenic byways, lifeline routes, etc.).

These classifications are intended to define the purpose of a road and its function within the larger transportation network. Classifications are based on how many people use a road, how often they use it, why they use it, and their experience while using it. A roadway’s design standards, planning, engineering, maintenance, and operations can all be influenced by its classification. In general, the classification designated by the owner of the roadway most significantly impacts roadway design. Roadway classifications are delineated in plans and policies. In some cases, classifications are based on a roadway’s past

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5. Policy Brief: Route Designations and Classifications. Oregon Department of Transportation. n.d.

# Policy framework

use and the roadway no longer functions consistent with its classification given current needs of local jurisdictions or changes in land use. In these cases, a roadway classifications may need to be updated to better align its function and classification.

**Federal:** The Federal Highway Administration (FHWA) oversees the National Highway System designations and has established the following functional classifications for roadways:

Principal Arterial (all sub-categories are recognized in both urban and rural forms)

- Interstate
- Other Freeways & Expressways
- Other
- Minor Arterial
- Collector (all sub-categories are recognized in both urban and rural forms)
- Major
- Minor
- Local

The federal classification hierarchy identifies how roadways meet intended travel objectives. These objectives range from serving long-distance passenger and freight needs to neighborhood travel. The coordinated and systemic maintenance of an effective roadway functional classification system supports the strategic allocation of Federal Aid funds to the roadways with the greatest need and enables people and goods to move fluidly through the transportation system.

**State:** The 1999 OHP has three main elements: Vision, Policy, and System. The Policy Element contains goals, policies, and actions.

Goal 1 of the OHP is System Definition. This goal is “to maintain and improve the safe and efficient movement of people and goods and contribute to the health of Oregon’s local, regional and statewide economies and livability of its communities.” The System Definition policies define a



*Tualatin Valley Hwy (OR 8)*

roadway classification system for state highways to guide decisions. Policy 1A divides state highways into five roadway classification categories based on function:

- **Interstate Highways** provide connections to major cities, regions of the state, and other states. In urban areas, they provide connections for intraregional trips as a secondary function.
- **Statewide Highways** provide interurban and interregional mobility and provide connections to larger urban areas, ports, and major recreation areas. They also provide connections for intra-urban and intraregional trips.
- **Regional Highways** provide connections to regional centers, statewide or interstate highways, or economic and activity centers of regional significance.
- **District Highways** provide connections between small urbanized area, rural centers, and urban hubs. They serve local access and traffic.
- **Local Interest Roads** function as local streets or arterials and serve little or no purpose for through traffic mobility.<sup>6</sup>



Additionally, OHP Policy 2C (Interjurisdictional Transfers) requires the State of Oregon to consider, in cooperation with local jurisdictions, interjurisdictional transfers that:

- rationalize and simplify the management responsibilities along a roadway segment or corridor;
- reflect the appropriate functional classification of a roadway segment or corridor; and/or
- lead to increased efficiencies in the operation and maintenance of a roadway segment or corridor.<sup>7</sup>

**Regional:** Oregon Metro's 2018 Regional Transportation Plan (RTP) is the blueprint to guide investments for all forms of travel in the Metro area. The RTP prioritizes policies, planning, and projects identified and adopted by the Joint Policy Advisory Committee on Transportation (JPACT) and approved by FHWA and Federal Transit Administration (FTA) as the region-wide transportation plan. It identifies the region's most urgent transportation needs and priorities for investments over the next 25 years.

Chapter 3 of the 2018 RTP establishes regional classifications for roadways within the Portland metropolitan area. These classifications categorize roads for each identified regional modal network (pedestrian, bicycle, transit, freight, and motor vehicles). Like federal and state classification systems, the RTP's classifications are hierarchical and provide a vision for the modal networks. Each classification describes the volume and type of trips most suited for the group of roadways. The RTP classifications, by modal network, include:

6. Oregon Highway Plan. Oregon Department of Transportation. 1999.

7. Ibid.

# Policy framework

- **Pedestrian:** pedestrian parkway, regional pedestrian corridor, local pedestrian connectors
- **Bicycle:** bicycle parkway, regional bikeway, local bikeways
- **Transit:** existing light rail, commuter rail, enhanced transit corridor, street car, High Capacity Transit (HCT) in progress, future HCT, intercity high-speed rail, frequent bus, regional and local bus
- **Freight:** main roadway routes, regional intermodal connections, roadway connections
- **Motor Vehicle:** throughways, major arterial, minor arterial

Chapter 8 of the RTP establishes the Jurisdictional Transfer Assessment Program as part of the ongoing and future efforts to implement the RTP. Metro created this program as part of near-term planning efforts to apply the plan at the regional scale (section 8.2.3.4 of the RTP).

**Local:** At the local level, cities and counties use Transportation System Plans (TSPs) and local code to designate roadway classifications and their design standards. Pursuant to Oregon Administrative Rule (OAR) 660-012-0015, all TSPs require a road plan for a system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections.

Roadway classifications in city and county TSPs are also required to be consistent with regional and state classifications.<sup>8</sup> Local classifications often use different systems and/or terminology but are fundamentally consistent in policy.

## 2.2 Legal considerations and legal process for transfer in Oregon

The jurisdictional transfer process includes completing and approving two documents that can address specific legal issues if they arise: the Jurisdictional Transfer Agreement and the intergovernmental agreement (IGA).

The jurisdictional transfer agreement should clearly spell out maintenance responsibilities to prevent confusion about which agency performs maintenance and to what standard. In particular, highways that have been constructed or improved using federal funds may still have federal requirements dictating maintenance levels for long periods of time, usually the useful life of the facility.

An IGA should clearly state the process and timing for transfer and identify the responsibilities of the

State and local jurisdiction to address three common legal issues:

- Tort liability
- Americans with Disabilities Act (ADA) claims
- Right-of-way designations

The IGA addresses tort claims by identifying who assumes liability (i.e., liability for a wrongful act, not including breach of contract or trust, that results in injury to another person's property or the like and for which the injured party is entitled to compensation). Because agencies have six months to respond to tort claims, the involved agencies would likely know of any outstanding claims related to the segment for jurisdictional transfer. The IGA should lay out a clear timeframe for transfer and identify agency roles to prevent liability issues.

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8. OAR 660-012-0020.



Second, the IGA should clearly identify timing and agency responsibilities to ensure federal or state ADA claims relevant to the highway being transferred are appropriately addressed. Unlike tort claims, ADA claims require immediate response from the responsible agency.

Third, the IGA should clearly identify the precise right of way being transferred. The ownership of roadways is complex; in some instances, ODOT maintains the road from curb to curb, while the city owns and maintains the roadway from the curb to the right of way line. The IGA should ensure the ownership of the right of way, and where they right of way is located, is clear to prevent confusion on ownership and liability.

Lastly, the IGA often identifies a cost (typically for state of good repair and/or upgrades) and source of funding for the transfer that is mutually agreed to by all parties.

Best practice indicates that transferring ownership of a state highway requires years of intentional planning and collaboration among the involved parties. Once a roadway is selected, the formal process that legally transfers property from ODOT to a local jurisdiction (or vice versa) can begin. The legal mechanism for this transfer is a contract between the parties. This is referred to as the jurisdictional transfer process. The following three steps summarize the legal process:

**Step 1:** Jurisdictional Transfer Agreement – once an agreement has been approved, ODOT and the local agency signs the agreement to implement the transfer process.

**Step 2:** Jurisdictional Transfer Conveyance Documents – a transfer contract includes agreement on right of way acquisition and mapping, roles and responsibilities after the transfer, and recording the legal documents with the County.

**Step 3:** Changes to the OHP and RTP: A jurisdictional transfer involves a change to the highway system that is noted on the OHP highway map and the OHP list of state-owned highways. The OHP must be amended accordingly, which requires OTC approval.<sup>9</sup> The RTP must be amended if the jurisdictional transfer results in any changes to RTP functional classifications (on the motor vehicle, transit, bicycle, pedestrian, or freight system maps) or any changes to the RTP project list.

9. Transferring Roads: A Handbook For Making Jurisdictional Transfers. Oregon Department of Transportation. 2003

## 2.3 Jurisdictional transfer process and considerations

The study's examination of case studies of completed highway jurisdictional transfers yielded three primary themes:

- 1. Incentive and mutual benefits:** Jurisdictional transfer is initiated when the state and local jurisdiction have incentive to execute the transfer. Case studies indicate that local jurisdictions are motivated by the community's desire for an improved roadway and when a change in roadway function will prioritize non-automobile travel modes, to improve traffic safety or support desired land use outcomes. Transfer is easiest when funding is available (for example, through the State Legislature) to upgrade the road prior to transfer. Frequently, a transfer reduces maintenance costs and liability for the State, providing long-term financial incentive for the State to complete a transfer. Once incentives are established, the state and local jurisdiction are motivated to complete a transfer by the prospect of mutual benefits. Because the jurisdictional transfer process is grounded in negotiations, transparent and frequent communication ensures that both parties will receive some type of benefit – a financial benefit or outcome that supports the agency's mission.
- 2. Roadway maintenance and design standards:** Jurisdictional transfers frequently occur to improve a roadway's maintenance or change its design standards. ODOT design standards are consistent with the Highway Design Manual, and many local jurisdictions use design standards with more flexibility for urban design. Design standards are influenced by a road's classification and may not be consistent with current or future uses of the roadway.
- 3. Consistency with current land use:** While jurisdictional transfers often occur to update physical conditions of a roadway, they also occur when a roadway's function is not consistent with current and future land use. Transferring road ownership to a local jurisdiction can help support development or redevelopment by aligning transportation and adjacent land use. The transfer process itself can facilitate development when the negotiation process results in a design that supports adjacent land uses. Sandy Boulevard between Grand Avenue and 99th Avenue was transferred from ODOT to the City of Portland in 2003. Prior to the transfer, two segments of Sandy Boulevard operated differently from the remainder of the road, with greater mixing of modes as the roadway moved east. The transfer was intended to support redevelopment and growth within the Hollywood Town Center and Main Street improvements. Under City ownership, the Sandy Boulevard Resurfacing and Streetscape Project made multimodal improvements and changed the streetscape. In 2008, the City prepared a report that found the project to be widely successful. The transfer reduced ODOT's maintenance costs and regional through traffic is still served by I-84.

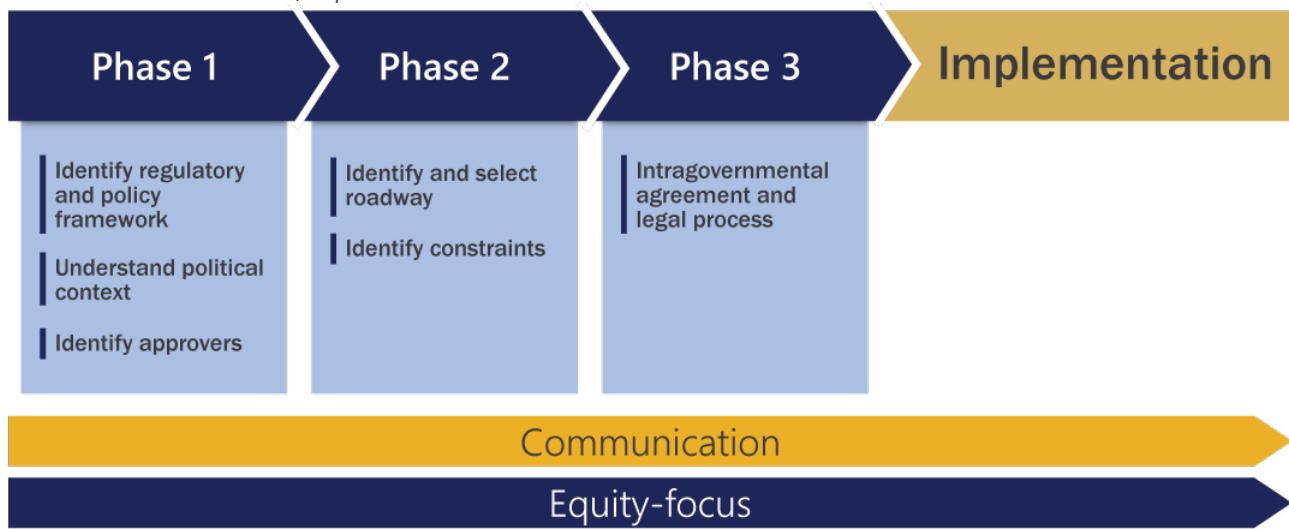
### Best practices

Best practices for highway jurisdictional transfer should be followed throughout the entire transfer process – from selection to implementation.

**Follow a process:** The jurisdictional transfer process typically begins years prior to the formal legal process, starting with regional and statewide planning, and continuing through highway selection to implementation of the Transfer Agreement. From initiation to completion, jurisdictional transfers should follow a clear process to enable the State and local jurisdiction(s) to effectively address issues before they become sticking points that prevent or delay the transfer.



Figure 2-1. Jurisdictional transfer process



Importantly, a fair, equitable process helps jurisdictional transfers meet community goals. Throughout the process, the involved agencies should prioritize community needs and values. In the Portland region, 56% of state-owned arterial highways are located in Historically Marginalized Communities (*areas with higher than average number of people of color, English language learners, and/or lower-income people*). It is imperative for the involved agencies to develop a process and identify equitable outcomes to ensure the results of jurisdictional transfer reduce barriers for people of color and marginalized communities and is consistent with Metro Council’s Regional Equity Strategy, which is being carried out across Metro’s planning department. Figure 2-1 provides an overview of the comprehensive jurisdictional transfer process.

*Phase 1:* The first phase is focused on preparing for the transfer. During this phase, the involved agencies should:

- **Identify a regulatory and policy framework** to allow the involved agency staff and stakeholders to understand the basis for jurisdictional transfer. The jurisdictional transfer process is rooted in state statute, but it includes intricacies at the federal, regional and local levels. A regulatory and policy framework helps navigate these complexities, such as, roadway ownership, classifications, relevant policies and legal requirements. It also helps involved staff and stakeholders to become familiar with relevant terminology and concepts. This step provides the same information to the involved agencies, ensuring they enter the transfer process with a shared understanding of the applicable regulations and policies.
- **Understand the political context** in the region and within and among the State and local jurisdiction(s) to help identify funding opportunities, develop a process for transfer and set expectations for the transfer process. Developing a knowledge of the political context, including agency and community priorities, helps determine if highway jurisdictional transfer is the right tool to accomplish the desired outcomes. Jurisdictional transfer can help achieve community goals and result in mutual benefits – but it is not always the most effective route to achieving desired outcomes for the roadway under consideration. Once a roadway is selected, taking inventory of each agency’s priorities, elected officials’ interests, and community goals will support a more successful process. Agency priorities will vary and are often influenced by elected officials. Understanding the overall political context will help set expectations for the formal transfer process, ensuring the process and desired outcomes are achievable. Agency priorities

# Policy framework

will impact candidate roadways for transfer, available funding sources and levels, and the interests each agency brings to the negotiating table. All these elements should be documented and understood before entering Phase 2 and 3.

- **Identify approvers early** for jurisdictional transfer to set expectations, help identify realistic outcomes and help navigate the process to achieve desired outcomes. The decision-makers include those who will agree to enter into negotiations, and those who will sign the transfer documents to formalize the transfer. Identifying the approvers early will ensure the process is on track to complete the jurisdictional transfer and avoid backpedaling down the road. It will also set outcomes that are expected to be approved.

*Phase 2:* Once the foundation for transfer has been established, the agencies are set to select a roadway and identify the constraints to transferring it from one agency to another. Identifying a roadway may hinge on available funding, but best practice indicates that roadways should be selected based on community needs and values. The 2018 RTP recommends the following steps to select roadways for transfer:

- identify state owned routes that the community and stakeholders would like to evaluate and consider for jurisdictional transfer;
- identify gaps and deficiencies on these roadways;
- prioritize the roadways; and
- address some of the barriers and opportunities to transfer the prioritized routes from state ownership to local ownership.

After the roadway has been selected, constraints should be identified. Major constraints, as illustrated in the case studies, can delay or limit the ability to achieve the preferred outcome, even if both parties agree a transfer is the best option. However, identifying and addressing constraints early and effectively helps shape expectations for the involved parties. It encourages compromise and creativity to develop a mutually beneficial agreement. Constraints differ on a case-by-case basis, but can generally be categorized into two categories: fiscal constraints and physical constraints. Refer to Attachment B: Policy Framework for additional information.



*SW Barbur Blvd (OR 99W)*

*Phase 3:* After the roadway is selected, the agencies can enter into the formal transfer process that implements an intergovernmental agreement. This phase is described above in the Legal Considerations and Legal Process for Transfer in Oregon section.

**Communicate:** Best practices for jurisdictional transfer include communications that result in shared desired outcomes. Best practices (shown in figure 2-2) include:

- Identify clear roles within ODOT and within the involved local jurisdiction(s), such as a jurisdictional transfer specialist, asset manager, agreements specialist, traffic engineer and financial and support services staff. This will allow staff to develop expertise in the process and foster relationships among the involved staff.
- Set expectations for clear, open, and frequent communication among each agency's departments and between agencies.
- Encourage compromise and creativity between the state and local agencies to lead to a fair and acceptable agreement. Communication is particularly critical during negotiation.
- Conduct early outreach with the affected communities.
- Commit the partnering agencies to do their due diligence to understand the community's needs. Early engagement will lead to a smoother process by preventing tension and backpedaling during negotiation and agreement.

Figure 2-2. Best practices for communication during a jurisdictional transfer process



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# 3. Methodologies

This section describes the methodology to evaluate and select the most promising arterial highways in greater Portland as potential candidates for highway jurisdictional transfer. This overall methodology describes the methods for three different evaluations: the technical evaluation, the readiness evaluation, and equity considerations. The technical evaluation examines segments using technical considerations related to the existing and future function of the roadway. Starting with a technical perspective allows considerations about the function of a roadway to inform conversations about jurisdictional transfer. The readiness evaluation examines the same universe of segments using readiness considerations related to current (2020) local support and interest, including characteristics such as jurisdictional capacity, leadership interest, or experience with jurisdictional transfers. The results of the technical evaluation are more static, and the results of the readiness evaluation are more fluid; the readiness evaluation may change over time as local support and political interest change.

The methodology consists of two parallel processes, each consisting of one screening round and one evaluation round, to determine the most promising corridor segments for transfer from ODOT to a local jurisdiction. For the purposes of this evaluation, a corridor segment is defined as a portion of an arterial highway within a single jurisdiction in the Portland Metropolitan Planning Area (MPA).<sup>10,11</sup>

**Round 1:** Preliminary screening of all ODOT-owned arterial highway corridor segments in the Portland MPA to screen out segments that are not viable candidates for jurisdictional transfer because of their intended vehicle and freight throughput function.

**Round 2a:** Technical evaluation of the remaining segments from Round 1 to select promising segments for potential transfer.

**Round 2b:** Readiness evaluation of the remaining segments from Round 1 to select promising segments for potential transfer.

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10. The MPA is a federally-mandated boundary designated by Metro and encompasses all cities in the metropolitan area.

11. Corridor segment definitions are for this evaluation only. Highway transfer recommendations may combine or split corridor segments based on what makes sense at the time of a transfer.

# Methodologies

Figure 3-1. Metro RTP four pillars

**Climate Change**




Expand transit and active transportation networks, and leverage emerging technology to meet Climate Smart Strategy goals

**Equity**



Reduce disparities and barriers faced by communities of color and other historically marginalized communities

**Safety**



Reduce fatal and severe injury crashes, particularly focusing on the High Crash Corridor network

**Congestion Relief**



Manage congestion and travel demand through low-cost, high value solutions

The results from Round 1, preliminary screening, equally informed subsequent evaluation rounds. After Round 1, the study team evaluated the remaining corridor segments to identify the most promising segments as candidates for jurisdictional transfer from two perspectives: technical (Round 2a) and readiness of the local jurisdiction to accept and manage an arterial (Round 2b). The readiness evaluation lagged the technical evaluation to allow roadway function to inform transfer discussions. The team completed Round 1 and Round 2a in fall 2019, and completed Round 2b in spring 2020. The team then evaluated and compared results from Round 2a and Round 2b to develop findings for consideration. These findings were informed by the project team's Equity Considerations analysis, which evaluated highway corridors for numbers of people of color, low-income households, people who are unemployed and people with limited English proficiency and/or disabilities.

The project team selected segments with the highest scores from each of the evaluations as recommendations for the most promising candidates for jurisdictional transfer (see Section 4 Findings). Refer to Attachment C for more detailed technical and readiness evaluation methodologies and Attachment D for a more detailed equity considerations analysis methodology. Figure 3-1 illustrates this process.

## 3.1 Round 1: preliminary screening

Round 1 had one yes/no question that identified significant barriers to jurisdictional transfer. The study team applied the question to each corridor segment. Corridor segments that did not "pass" Round 1 did not move to Round 2a or 2b. Corridor segments with a "no" answer to the screening question moved on to the technical and readiness evaluation rounds. The Round 1 preliminary screening question, including rationale, is listed below.

Question: Does the segment have an Expressway (OHP) and/or Throughway (RTP) designation?

If the answer to this question was "no," the segment moved to Round 2 of the evaluation and selection process. Expressway and Throughway designations indicate that a roadway or corridor segment has statewide or regional significance and describes the function of the roadway. The results from this preliminary screening round equally informed subsequent evaluation rounds.

## 3.2 Round 2a: technical evaluation

Round 2a's purpose was to evaluate the remaining corridor segments with a consistent set of technical criteria that reflect regional values (i.e., consistent with the RTP and its four pillars). Using professional expertise, the team intentionally developed measures and corresponding questions to avoid complicated technical analysis, allowing any jurisdiction to evaluate its own roadways.

The following criteria were used for the technical evaluation:

- Local plans
- Access to business and housing
- Historically marginalized communities
- Crash frequency
- Density of conflict points
- Freight connection
- Pedestrian and bicycle system priority
- Transit priority
- Redundant route

After the study team evaluated the corridor segments, they used the results to select segments that appeared most promising for jurisdictional transfer from a technical perspective. The evaluation was based on the overall results, so that the segments receiving more "high" and "medium" ratings were selected.

## 3.3 Round 2b: readiness evaluation

Round 2b's purpose was to evaluate the remaining segments (after Round 1) with a consistent set of readiness criteria. This was the same group of segments evaluated in Round 2a. The project team evaluated the corridor segments for readiness using a mix of available data and interviews with a staff representative from the local jurisdiction where the highway segment is physically located.

Professional judgment was used in cases where an interview response was not available. The study's interview guide is found in Appendix B of Attachment C.

The readiness analysis represents a snapshot-in-time evaluation of each corridor segment. Changes in political leadership or investments in paving, safety enhancements, or other improvements will change the overall readiness score for a corridor. The following criteria were used for the readiness evaluation:

- Jurisdiction interest
- Segmentation
- Funding capacity
- Maintenance capacity
- Existing conditions and state of maintenance
- Bridges/structures
- Environmental
- Land use



The results of the evaluation were used to identify segments that appeared most promising for jurisdictional transfer from a readiness perspective. The evaluation was based on overall results, so that the segments receiving more “high” and “medium” ratings were selected as most promising.

## 3.4 Equity considerations

State highway designs of the past, coupled with limited design options available as these facilities grew from market road to highway, means that roadways do not always work for the multimodal needs of communities along the corridors. This is particularly the case for people of color, people with low incomes, or limited-English speakers due to the prevalence of these communities living near these corridors and typically being more transit-dependent.

Highway management is increasingly complex because of the competition for limited funds, resulting in less investment in these areas than would be expected for similar roadways owned by local jurisdictions. Understanding the demographics of these corridors is critical to ensure highway transfer decisions address the needs of people of color, people with low-incomes, or limited-English speaking communities. Current and historic decision-making has resulted in communities along these corridors experiencing disparate impacts relating to safety, access to transit and sidewalks, and noise.

The equity considerations analysis supplements and informs the corridor segment selection’s technical and readiness evaluations for jurisdictional transfer (see Attachment D: Equity Considerations for Highway Jurisdictional Transfer). Understanding where equity-focused communities exist informs the identification of placemaking opportunities to help address the results of the

SW Hall Blvd (OR 141)



region’s racist history of zoning.<sup>12</sup> Equity considerations also can help identify corridors that would benefit from funding to make them better for people walking, needing better access to transit, and biking.

The study team identified the census tracts adjacent to each of the State-owned nonarterial highways in the study to collect existing demographic data. For each census tract, the study team used the U.S. Census Bureau American Community Survey (ACS) FactFinder to collect the following 2017 demographic data (density and percent):

- people of color (residents)
- people of color (unemployment)
- low-income residents
- low-income unemployment
- limited English proficiency

The data for each highway corridor was compared to the regional<sup>13</sup> density average determined by Metro, defined as twice the average density for the given population, and to the regional percentage average (see Table 3-1). Figure 3-2 shows the MPA, Metro’s equity focus areas, and the 17 highway segments.

Highways – or segments of highways – identified in the equity considerations analysis as having high ratios of people of color, low income, and unemployment compared to the Metro regional average added support to segments scoring high on technical and readiness evaluations for promising jurisdictional transfer corridors.

*Table 3-1. Metro’s regional averages for demographic data*

Demographic Category	%	Density
People of color (residents)	28.6	1.11
People of color (unemployed)	4.6	0.03
Hispanic & Latino (unemployed)	4.9	0.02
Low-income (residents)	28.5	1.09
Low-income (unemployment)	13.0	0.04
Limited English proficiency	7.9	0.29

Notes:

Percentage is the number of people that fit the category per the total census tract population.

Density is defined as the number of people per acre.

12. “Historical Context of Racist Planning: A History of How Planning Segregated Portland” (2019) <https://beta.portland.gov/sites/default/files/2019-12/portlandracistplanninghistoryreport.pdf>

13. The region is defined as the Portland MPA.

# Methodologies

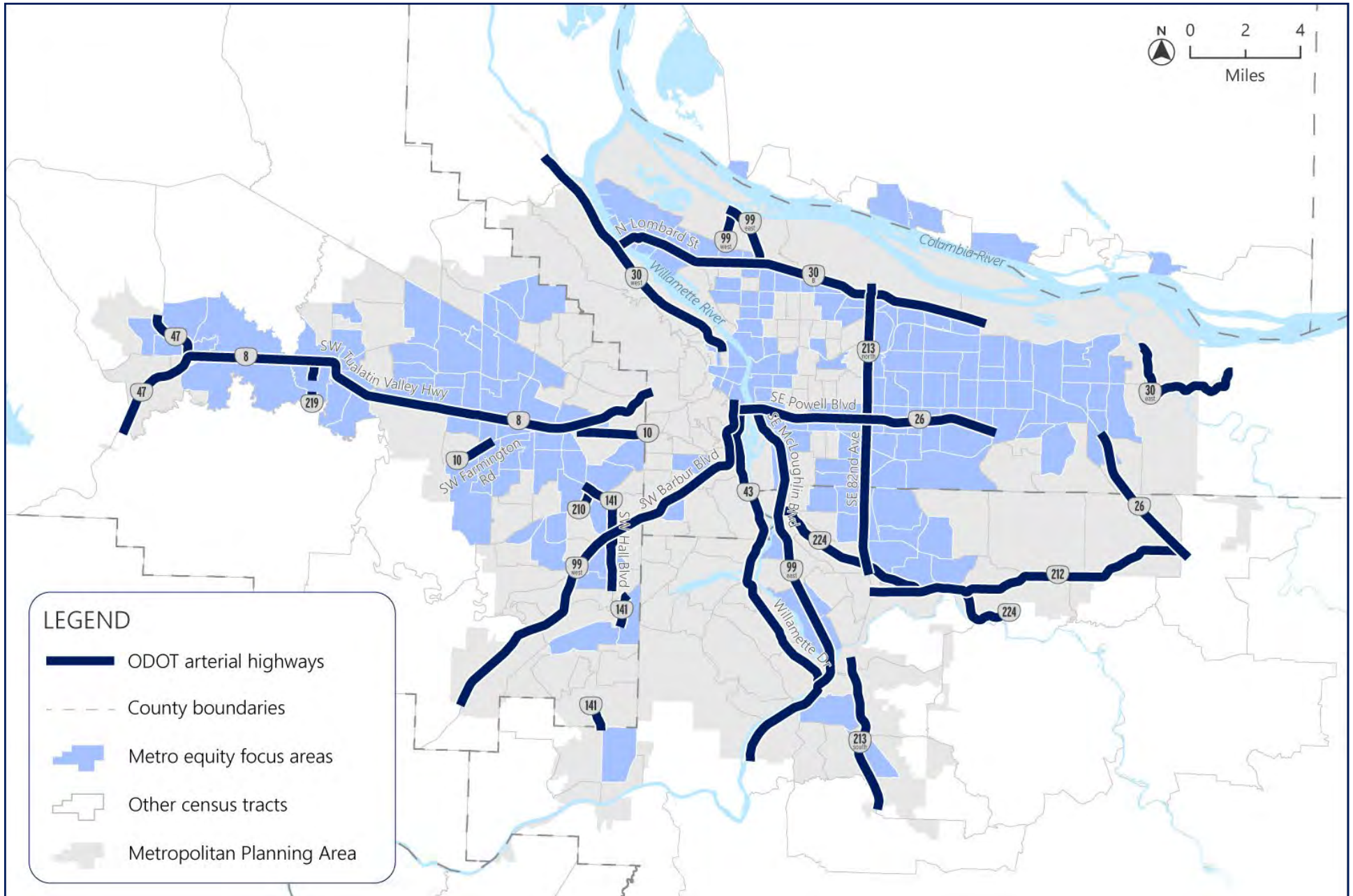


Figure 3-2: Metro's Equity Focus Areas with the 17 arterial highway segments



# 4. Findings

## 4.1 Most promising candidates for jurisdictional transfer

Considered together, the preliminary screening, technical and readiness evaluations, and the equity considerations analysis produced 11 state highway corridor segments that show the most promising characteristics for potential jurisdictional transfer. These segments are identified to help inform future conversations about investment and/or jurisdictional transfer. While all of the corridors in this report are of importance, the team identified these 11 corridors for consideration for further jurisdictional transfer discussions. These corridors showed the strongest characteristics for potential jurisdictional transfer based on an assessment of technical, readiness, and equity considerations.

Many of these highway corridors are in areas with high concentrations of people of color and people with low income compared to regional averages, and many of them have serious safety needs (refer to Section 5). In some cases, the local jurisdiction's interest in a transfer is low. However, considering the technical, readiness and equity evaluations, the findings suggest that despite a jurisdiction's low interest, those corridors may be the most promising for transfer when looking at transfers from a regional perspective. These corridors function more similar to a local roadway than a state highway. A transfer would give local jurisdictions more autonomy to make improvements. The corridors are listed below and shown in Figure 4-1.

1. Powell Boulevard (U.S. 26) (MP 0.2 – 10.0) – Powell Boulevard in the City of Portland scored high in the technical evaluation and the readiness evaluation. The portion of the corridor from I-205 to the Gresham city line has high ratio of people of color, with low incomes and unemployment compared to the regional average. The City of Portland's interest in jurisdictional transfer is medium.
2. Barbur Boulevard (OR 99W) (MP 1.2 – 7.6) – Barbur Boulevard in the City of Portland scored high in the technical evaluation and the readiness evaluation. The corridor scored low in the equity considerations evaluation. The City of Portland's interest in jurisdictional transfer is high.

# Findings

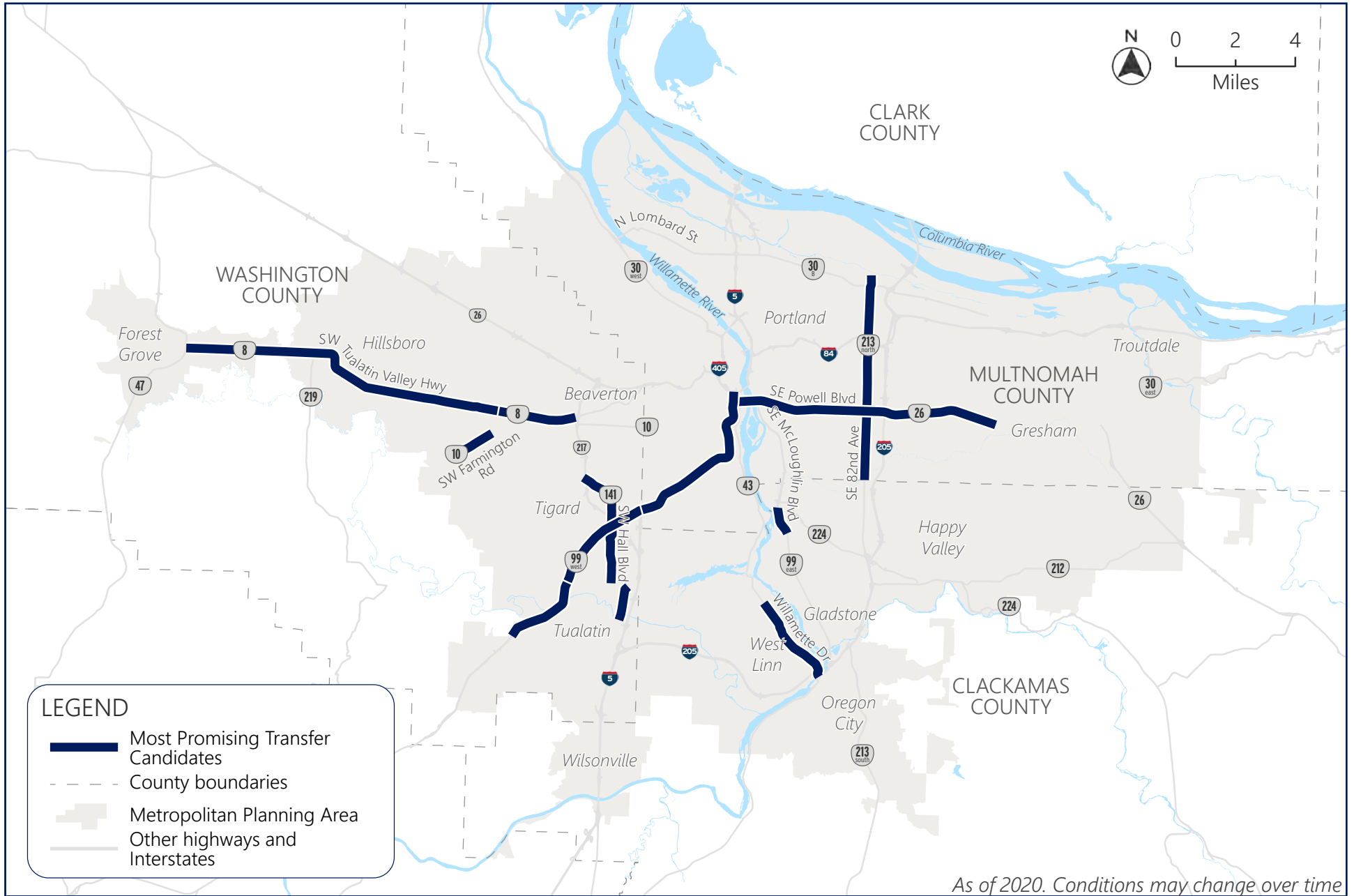


Figure 4-1: Corridors identified as promising candidates for jurisdictional transfer

- 3.** SE/NE 82nd Avenue (OR 213) (MP -0.1-7.2) – 82nd Avenue in the City of Portland scored high in the technical evaluation and the readiness evaluation. The corridor has high ratio of people of color, with low incomes and unemployment compared to the regional average. The City of Portland’s interest in jurisdictional transfer is high.
- 4.** Tualatin Valley Highway (OR 8) (MP 2.9-5.9) – Tualatin Valley Highway, west of OR 217 in the City of Beaverton, scored high in the technical evaluation and medium in the readiness evaluation. The corridor scored medium in the equity considerations evaluation. The City of Beaverton’s interest in jurisdictional transfer is medium.
- 5.** Pacific Highway West (OR 99W) (MP 7.6-11.5) – Pacific Highway West in the City of Tigard scored high in the technical evaluation and the readiness evaluation. The corridor has high ratio of people of color, with low incomes and unemployment compared to the regional average. The City of Tigard’s interest in jurisdictional transfer is low.
- 6.** Tualatin Valley Highway (OR 8) (MP 5.9-17.9) – The majority of Tualatin Valley Highway in Washington County scored high in the technical evaluation (MP 14.3 – 14.9 scored medium) and all of highway corridor scored medium in the readiness evaluation. The corridor has high ratios of people of color, with low incomes and unemployment compared to the regional average. Washington County’s interest in jurisdictional transfer for the whole corridor is high.
- 7.** Pacific Highway W (OR 99W) (MP 11.5-14.5) – Pacific Highway West from MP 11.5 to 12.2 in Washington County scored high in the technical evaluation and MP 12.2 to 14.5 scored medium in the technical evaluation. MP 11.5-13.3 scored medium in the readiness evaluation and MP 13.3-14.5 scored high in the readiness evaluation. The corridor scored low in the equity considerations evaluation. Washington County’s interest in jurisdictional transfer is low.
- 8.** Farmington Road (OR 10) (MP 5.9-7.3) – Farmington Road in Washington County scored medium in the technical evaluation and high in the readiness evaluation. The corridor has high ratios of people of color, with low incomes and unemployment compared to the regional average. Washington County’s interest in jurisdictional transfer is high.
- 9.** SW Hall Boulevard (OR 141) (MP 2.6-7.1 and 7.7-8.9) – SW Hall Boulevard from MP 2.6 to 7.1 in Washington County scored high in the technical evaluation and MP 7.7 to 8.9 scored medium in the technical evaluation. MP 3.3-7.1 and 7.7-8.9 scored high in the readiness evaluation and MP 2.6-3.3 and 8.9 scored medium in the readiness evaluation. The segments of the corridor in Beaverton (MP 2.6-3.3) and Tigard (MP 4.1-7.1 and 7.7-7.8) have high ratios of people of color, with low incomes and limited English proficiency compared to the regional average. Washington County’s interest in jurisdictional transfer is high.
- 10.** SE McLoughlin Boulevard (OR 99E) (MP 5.7-6.7) – SE McLoughlin Boulevard in the City of Milwaukie scored high in the technical evaluation and the readiness evaluation. The corridor has high ratios of people with low incomes and unemployment compared to the regional average. The City of Milwaukie’s interest in jurisdictional transfer is low.
- 11.** Willamette Drive (OR 43) (MP 8.0-11.5) – Willamette Drive in the City of West Linn scored high in the technical evaluation and the readiness evaluation. The corridor scored low in the equity considerations evaluation. The City of West Linn’s interest in jurisdictional transfer is high.

# Findings

The sections below describe the results from each of the individual evaluations described in Section 3.

## 4.2 Round 1: preliminary screening results

Round 1's purpose was to perform a preliminary screening of all ODOT-owned arterial highway corridor segments in the Portland metro region to screen out those not viable for jurisdictional transfer because of their intended vehicle throughput function. A total of 78 highway segments in the region were considered during the preliminary screening round (see Section 3 for more on the methodologies for each round of evaluation). Of these highway segments, 48 were classified as either an OHP Expressway or as an RTP Throughway.

These 48 segments did not move on to the technical and readiness evaluations, are shown in Figure 4-2, and are listed in Table 4-1.

Table 4-1. Round 1: Segments designated as OHP Expressway or RTP Throughway

Segment ID	Mile Point begin	Mile Point end	Jurisdiction	Throughways	Expressways
<b>OR 47 - TV Highway</b>					
A7	17.9	19.4	Forest Grove	Yes	No
A8	19.4	23.2	Washington	Yes	No
<b>U.S. 26 - Mount Hood Highway</b>					
C2	14.2	15.6	Gresham	Yes	Yes
C3	15.6	16.8	Multnomah	Yes	Yes
C4	16.8	19.6	Clackamas	Yes	Yes
<b>OR 30W - Lower Columbia River Highway</b>					
F1	2.8	9.7	Portland	Yes	No
F2	9.7	13.3	Multnomah	Yes	No
<b>OR 47 - Nehalem Highway</b>					
H1	88.5	90.2	Washington	Yes	No
H2	90.2	90.6	Forest Grove	Yes	No
<b>OR 99E - Pacific Highway East</b>					
I1	-5.7	-5.9	Portland	Yes	No
I3	1.5	4.6	Portland	Yes	No
I4	4.6	5.7	Milwaukie	Yes	No
I9	12.4	14.2	Oregon City	Yes	No
I10	14.2	16.4	Clackamas	Yes	No
<b>OR 99W - Pacific Highway West</b>					
J7	14.5	16.7	Sherwood	Yes	No
J8	16.7	17.9	Washington	Yes	No
<b>OR 212 - Clackamas-Boring Highway</b>					
M1	1.9	8.6	Clackamas	Yes	No
M2	1.8	1.9	Happy Valley	Yes	No
M3	1.0	1.8	Clackamas	Yes	No

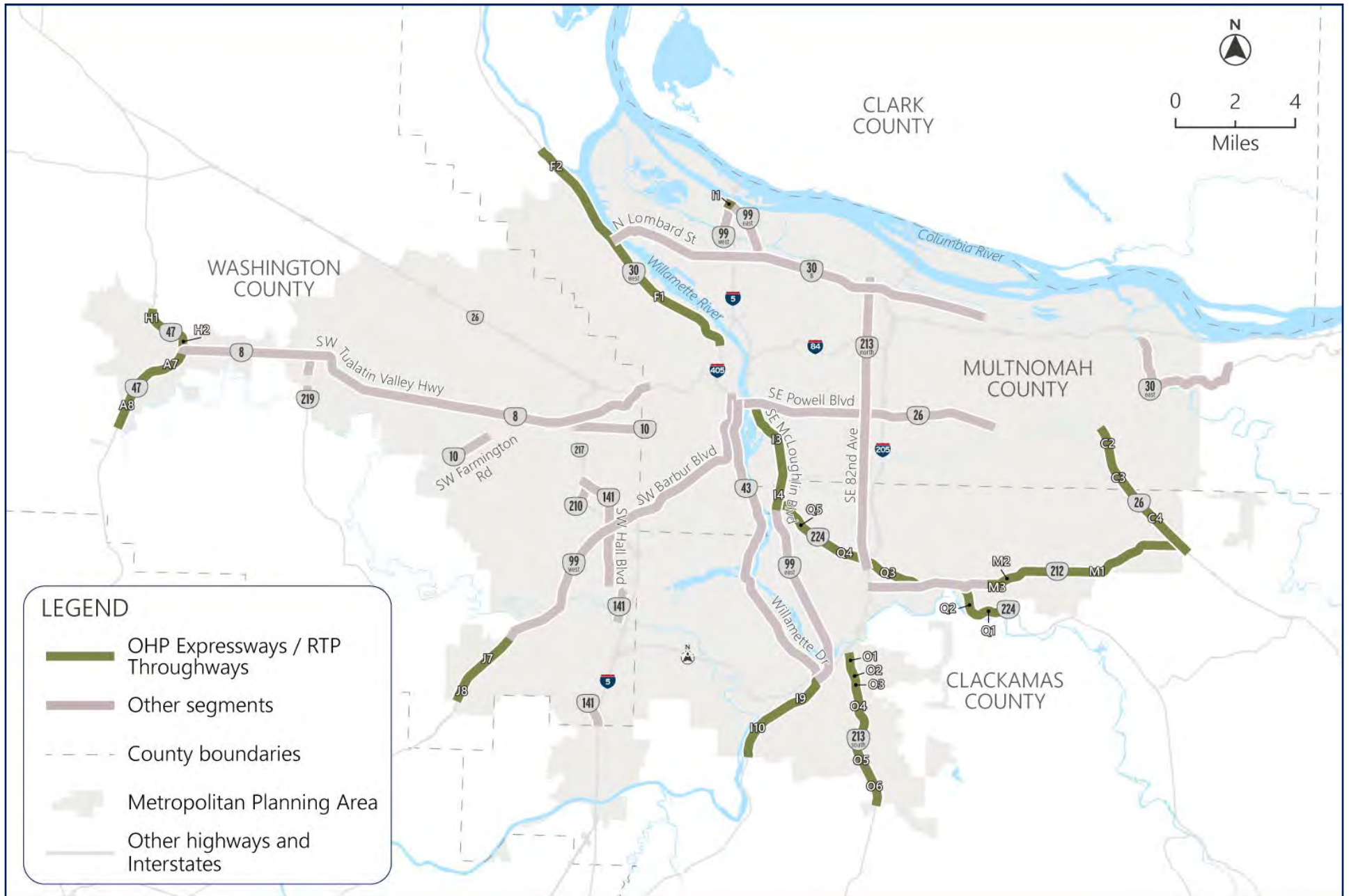


Figure 4-2. Round 1: preliminary screening results

# Findings

Table 4-1. Round 1: Segments designated as OHP Expressway or RTP Throughway (cont.)

Segment ID	Mile Point begin	Mile Point end	Jurisdiction	Throughways	Expressways
OR 213S - Cascade Highway South					
O1	0.0	0.6	Oregon City	Yes	Yes
O2	0.6	1.1	Clackamas	Yes	Yes
O3	1.1	1.3	Oregon City	Yes	Yes
O4	1.3	2.6	Clackamas	Yes	Yes
O5	2.6	4.2	Oregon City	Yes	Yes
O6	4.2	6.5	Clackamas	Yes	No
OR 224 - Clackamas Highway/Sunrise Expressway					
Q1	9.4	10.5	Clackamas	Yes	No
Q2	8.2	9.5	Happy Valley	Yes	No
Q3	4.6	6.3	Clackamas	Yes	No
Q4	2.7	3.8	Clackamas	Yes	Yes
Q5	0.0	2.7	Milwaukie	Yes	Yes

## 4.3 Round 2a: technical evaluation results

Round 2a's purpose was to evaluate the 48 corridor segments that emerged from Round 1 with a consistent set of technical criteria that reflect regional values (i.e., consistent with the RTP pillars). The study team evaluated each of the 48 non-throughway and non-expressway corridor segments with the technical criteria, measures, and ratings/definitions described in Section 3.

The top-scoring segments are the most promising candidates for jurisdictional transfer from a technical perspective in that they function more like a local roadway than a state roadway. There were 25 segments that scored highest. These are shown in Figure 4-3 and listed in Table 4-2.

Table 4-2. Round 2a: Segments that scored high in the technical assessment

Segment ID	Mile Point begin	Mile Point end	Jurisdiction	Technically Promising for Transfer?
OR 8 - TV Highway				
A1	0.1	5.9	Beaverton	Yes - High
A2	5.9	7.8	Washington	Yes - High
A3	7.8	14.3	Hillsboro	Yes - High
A5	14.9	17.2	Cornelius	Yes - High
A6	17.2	17.9	Forest Grove	Yes - High
OR 10 - Beaverton-Hillsdale/Farmington Highway				
B1	2.6	3.4	Washington	Yes - High
U.S. 26 - Mount Hood Highway				
C1	0.2	10.0	Portland	Yes - High
OR 30B - Northeast Portland Highway				
D1	0	14.7	Portland	Yes - High



Table 4-2. Round 2a: Segments that scored high in the technical assessment (cont.)

Segment ID	Mile Point begin	Mile Point end	Jurisdiction	Technically Promising for Transfer?
<b>OR 43 - Oswego Highway</b>				
G1	0	3.6	Portland	Yes - High
G4	5.8	8.0	Lake Oswego	Yes - High
G5	8.0	11.5	West Linn	Yes - High
<b>OR 99E - Pacific Highway East</b>				
I5	5.7	6.7	Milwaukie	Yes - High
I6	6.7	10.4	Clackamas	Yes - High
I7	10.4	11.2	Gladstone	Yes - High
I8	11.2	12.4	Oregon City	Yes - High
<b>OR 99W - Pacific Highway West</b>				
J1	-6.0	-4.8	Portland	Yes - High
J2	1.2	7.6	Portland	Yes - High
J3	7.6	11.5	Tigard	Yes - High
J4	11.5	12.2	Washington	Yes - High
<b>OR 141 - Beaverton-Tualatin Highway/SW Hall Blvd</b>				
K1	2.6	3.3	Beaverton	Yes - High
K2	3.3	4.1	Washington	Yes - High
K3	4.1	7.1	Tigard	Yes - High
<b>OR 210 - Scholls Highway/SW Scholls Ferry Rd</b>				
L1	9.6	9.1	Beaverton	Yes - High
<b>OR 213N - Cascade Highway North</b>				
N1	-0.1	7.2	Portland	Yes - High
N2	7.2	10.4	Clackamas	Yes - High

Notes:

ODOT convention allows some Mile Points to be negative numbers.

All segments with a "Yes - High" are arterial highway segments that scored 17-26 points in the Round 2a technical evaluations. These segments are identified as the most promising candidates for jurisdictional transfer from a technical perspective. Segments that have a Medium scored 8-16 points and segments that have a Low scored 0-7 in the Round 2a technical evaluations.

# Findings

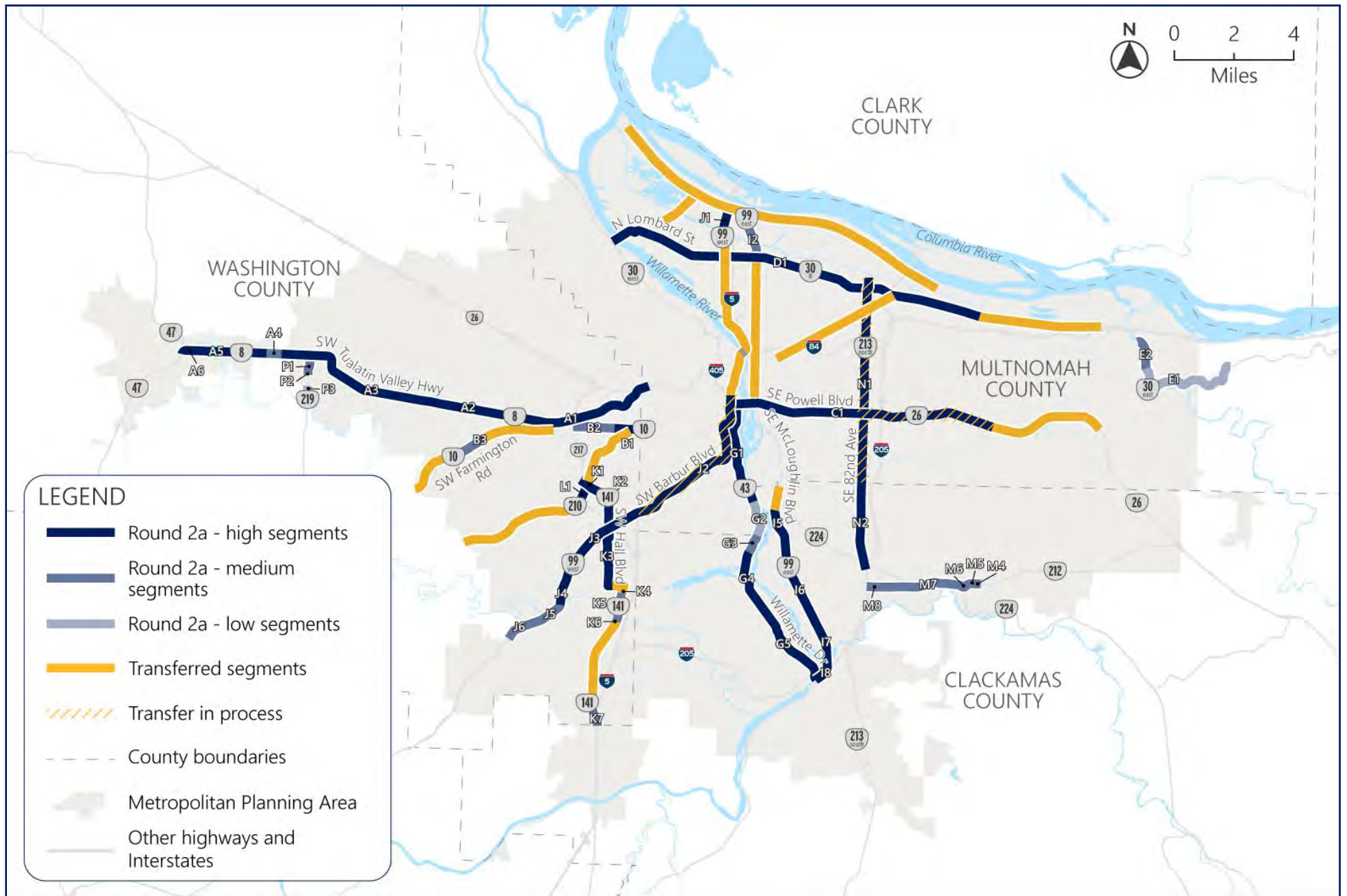


Figure 4-3. Round 2a: technical evaluation results

## 4.4 Round 2b: Readiness Evaluation Results

Round 2b's purpose was to evaluate the remaining corridor segments (those remaining after Round 2a with a consistent set of readiness criteria. This was the same group of segments evaluated in the Round 2a Technical Evaluation. The study team evaluated each of the 48 non-throughway and non-expressway corridor segments with the readiness criteria, measures, and ratings/definitions described in Section 3.

Readiness scores reflect a snapshot-in-time evaluation of each corridor. Changes in political leadership, new investments in corridor improvements, or other fungible factors will change a corridor segment's readiness score.

A total of 13 segments scored in the readiness evaluation's top third of points meaning that for these segments, local jurisdictions are more capable and willing to assume the responsibilities of the roadway, and the roadway itself is in adequate condition with minimal barriers to ownership from the perspective of the local jurisdiction. These 13 segments are shown in Figure 4-4 and listed in Table 4-3.

Table 4-3. Round 2b: Segments that scored high in the readiness assessment

Segment ID	Mile Point begin	Mile Point end	Jurisdiction	Technically Promising for Transfer?
OR 10 - Beaverton-Hillsdale/Farmington Highway				
B3	5.9	7.4	Washington	Yes - High
U.S. 26 - Mount Hood Highway				
C1	0.2	10.0	Portland	Yes - High
OR 43 - Oswego Highway				
G5	8.0	11.5	West Linn	Yes - High
OR 99E - Pacific Highway East				
I5	5.7	6.7	Milwaukie	Yes - High
OR 99W - Pacific Highway West				
J2	1.2	7.6	Portland	Yes - High
J3	7.6	11.5	Tigard	Yes - High
J6	13.3	14.5	Washington	Yes - High
OR 141 - Beaverton-Tualatin Highway/SW Hall Blvd				
K2	3.3	4.1	Washington	Yes - High
K3	4.1	7.1	Tigard	Yes - High
K4	7.7	7.8	Tigard	Yes - High
K5	7.8	8.9	Durham	Yes - High
K7	12.5	13.1	Wilsonville	Yes - High
OR 213N - Cascade Highway North				
N1	-0.1	7.2	Portland	Yes - High

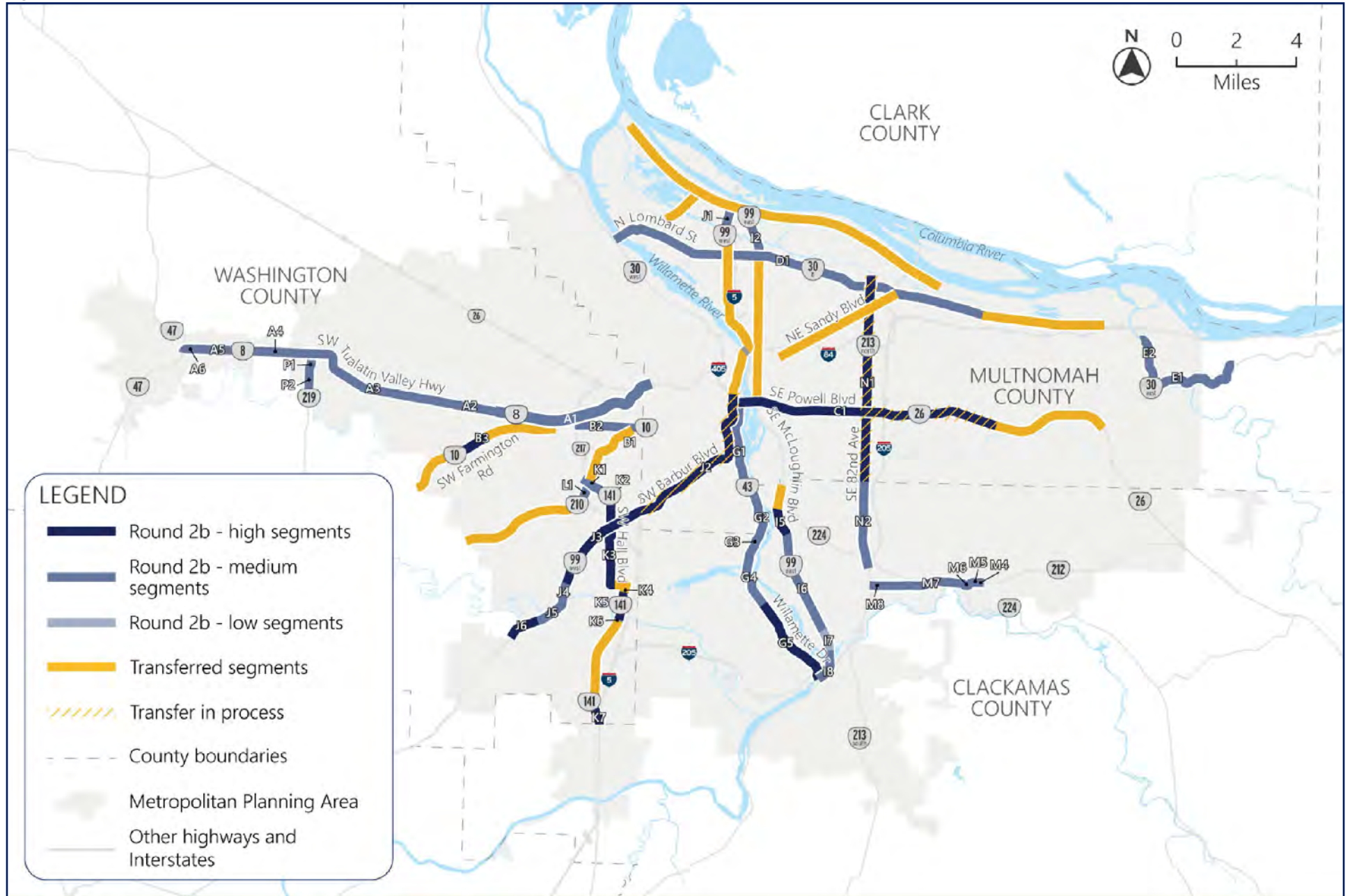
Notes:

ODOT convention allows some Mile Points to be negative numbers.

All segments with a "Yes - High" are arterial highway segments that scored 14-22 points in the Round 2a readiness evaluations. These segments are identified as the most promising candidates for jurisdictional transfer from a technical perspective. Segments that have a Medium scored 8-13 points and segments that have a Low scored 0-7 in the Round 2a technical evaluations.

# Findings

Figure 4-4. Round 2b: readiness evaluation results



## 4.5 Equity considerations analysis

The purpose of the equity considerations analysis was to supplement and inform the segment selection technical and readiness evaluations for jurisdictional transfer. The goal is to reduce disparities and barriers faced by communities of color and other historically marginalized communities. Equity considerations can help identify corridors that would benefit from funding to make them better for walking, access to transit, and biking. **In some cases, a jurisdictional transfer and/or a change in roadway design would benefit the communities identified in this equity considerations analysis that live along these corridors.**

Highways – or segments of highways – and their locations identified in the equity analysis as having high ratios of people of color, low income, and unemployment compared to the Metro regional average are described below.

**TV Highway (OR 8):** TV Highway segments in Washington County, Hillsboro and Cornelius have high ratios of people of color, low income, and unemployment compared to the Metro regional average.

**Beaverton-Hillsdale/Farmington Highway (OR 10):** Beaverton-Hillsdale/Farmington Highway segments in Beaverton and west Washington County have high ratios of people of color, low income, and unemployment compared to the regional average.

**Mount Hood Highway (U.S. 26):** The Mount Hood Highway segment in Portland from I-205 to the Gresham city line has high ratios of people of color, low income, and unemployment compared to the regional average.

**Northeast Portland Highway (U.S. 30B):** The NE Portland Highway corridor has high ratios of people of color, low income, and unemployment compared to the regional average.

**Nehalem Highway (OR 47):** The Nehalem Highway segment that divides Forest Grove and Washington County has high ratios of people of color, low income, and unemployment compared to the regional average.

**Pacific Highway East (OR 99E):** Pacific Highway East's most northern segment in Portland has high ratios of people of color, low-income, and limited English proficiency compared to the regional average. OR 99E segments farther to the south in Milwaukie have high ratios of low income and unemployment. This southern area does not have a high percentage of people of color.

**Pacific Highway West (OR 99W):** The Pacific Highway West segment in Tigard has high ratios of people of color, low income, and unemployment compared to the regional average.

**Beaverton-Tualatin Highway (OR 141):** The Beaverton-Tualatin Highway segments in Beaverton and Tigard have high ratios of people of color, low income, and limited English proficiency compared to the regional average.

**Scholls Highway (OR 210):** Scholls Highway has high ratios of people of color, low income, and unemployment compared to the regional average.

**Cascade Highway North (OR 213N):** The Cascade Highway North segment from North Portland to Clackamas County has high ratios of people of color, low income, and unemployment compared to the regional average.

**Hillsboro-Silverton Highway (OR 219):** Hillsboro-Silverton Highway has high ratios of people of color, low income, and unemployment compared to the regional average.

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# 5. Needs and deficiencies

This section provides a high-level assessment of the needs and deficiencies of the most promising jurisdictional transfer candidates (identified in Section 4) in the Metro area to help inform future conversations about investment and/or jurisdictional transfer.

The assessment is designed and organized primarily as a tool for local jurisdictions and secondarily for regional and state agencies. The corridors featured in the assessment show the strongest characteristics for potential jurisdictional transfer based on an assessment of technical, readiness, and equity considerations (see Attachment E: Needs and Deficiencies Assessment). The assessment presents a corridor's characteristics as a snapshot in time.

For example, future investments in paving, safety enhancements or other improvements will change a corridor's needs and deficiencies assessment.

Many of these highway corridors travel through areas with high concentrations of people of color and people who are low-income compared to regional averages. In addition, many of these highway corridors demonstrate safety needs. Key characteristics of each promising segment are assembled in the assessment, including information on:

- Pedestrian network
- Bicycle network
- Transit routes
- Safety data
- Corridor data (pavement condition, freight route designation, bridge ratings, speed limit, lane number, and length)
- Roadway classification
- Demographics

In addition, the mapping provided in the assessment shows environmentally sensitive areas, Metro equity focus areas, regional land use, and the location for each corridor. A list of projects funded in an adopted capital improvement program and typical photos from the corridor round out the information in the assessment.

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# 6. Cost estimating methodology

The study team developed a cost estimating methodology to identify high-level planning costs associated with transferring ownership of a highway from one jurisdiction to another, typically ODOT to a city or county (see Attachment F: Cost Estimating Methodology).

The study team developed this cost estimating methodology to provide partners with a consistent process for use in developing and understanding the costs associated with a highway jurisdictional transfer in the Portland Metro area. The methodology is based on industry practices, asset management strategies, past jurisdictional transfers, and technical expertise in consultation with ODOT staff and technical experts. Roadways require maintenance, improvements, and oversight over the course of ownership. This methodology ensures partners have consistent, necessary tools to consider these variables as local jurisdictions, Metro, and ODOT engage in conversations regarding highway jurisdictional transfer.

This methodology is a toolkit for assessing deficiency on a roadway, assuming the roadways are improved to meeting existing traffic safety needs. The methodology includes approaches to estimating direct costs (e.g., upgrading roadway elements to address crashes) and indirect costs (e.g., ongoing maintenance of roadway elements).

The overall cost estimating methodology includes physical and programmatic cost considerations. Physical costs are immediate state of good repair upgrades, identified capital needs, or future maintenance projects that require construction work. Programmatic cost considerations are costs incurred as part of the ownership (i.e., soft costs) and management of a corridor over time. The following four categories address both physical costs and programmatic cost considerations to provide a full understanding of financial implications of jurisdictional transfer:

- State of good repair
- Regionally or locally identified capital needs
- Maintenance and operations
- Soft ownership costs



Figure 6-1. Seven steps to bring a corridor segment to a SOGR

## 6.1 State of good repair

A state of good repair (SOGR) approach applies a fair cost estimate to determine which roadway elements (e.g., pavement, signal systems, striping, signing, lighting, sidewalks, etc.) need to be upgraded so they do not impart unknown costs onto the receiving jurisdiction. At its core, a SOGR approach ensures that all corridor elements function as intended. Corridor elements are components of a roadway facility that serve an important functional need such as pavement, drainage system or signal systems.

Follow these seven steps in Figure 6-1 to bring a corridor segment to a SOGR.

## 6.2 Capital needs

In addition to state of good repair, it is important to account for capital needs identified in regional and local plans, programs, needs assessments or safety audits, per mutual discussion between ODOT and local jurisdictions. These identified, but unfunded, improvements require consideration as the agencies estimate and negotiate the costs associated with transfer. For example, in the 2018 RTP, local jurisdictions identified approximately \$800 million in capital projects on ODOT highways in the region. Each local jurisdiction used an identified RTP “allocation” to prioritize a larger list of capital projects identified in the 2018 RTP. The following capital needs are common local priorities to consider when estimating the cost to transfer:

- Crossings and lighting near key community places (e.g., schools, libraries, community centers)
- Medians at high crash locations
- Enhanced transit stops or safety improvements around transit stops
- Missing connections or gaps in the bicycle and pedestrian networks
- Improvements identified for safe routes to school and the Safe Routes to School (SRTS) program
- Other modernization improvements

In addition to the list of common capital needs, ODOT and the local jurisdiction may consider the costs associated with Americans with Disabilities Act (ADA) compliance. ADA compliance can be assessed by reviewing ODOT ADA inventory data and conducting ADA compliance assessments.

## 6.3 Maintenance and operation costs

Long-term cost considerations include routine corridor inspections, basic maintenance of existing conditions, long-term improvement needs, staff training, and contingency costs associated with potential asset damage due to unforeseen events or conditions.

Maintenance and operation costs provide a forecast for future costs after a highway jurisdictional transfer is complete and should be considered during negotiations. Local jurisdictions may consider contracting maintenance and operation responsibilities to other agencies. Costs associated with these arrangements should be considered.

## 6.4 Ownership costs

Non-physical soft costs of owning a corridor segment also need to be considered in the financial implications of jurisdictional transfer. These costs are overarching indirect costs associated with the acquisition of any new roadway to effectively manage it consistent with the local jurisdiction's defined policies and goals. While these costs do not directly inflate the cost of transferring a highway from ODOT to a local jurisdiction, they need to be considered for the increase in staff time and skills required to own them.

Ownership costs are categorized by:

1. Increase in liability
2. Access management reviews
3. Programming and planning
4. Reporting obligations



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# 7. Conclusion

The draft Metro Highway Jurisdictional Transfer Framework study provides a toolkit for state, regional and local jurisdiction leaders to identify promising candidate roadways for transfer and to facilitate successful transfer of roadway ownership. It identified the top 11 state-owned highway segments in greater Portland that could be considered for a jurisdictional transfer and addressed some of the opportunities and barriers to transferring the routes (refer to Section 4.1). These 11 highway segments have significant needs and deficiencies, such as pedestrian and bicycle facility gaps, poor pavement, or lacking safety infrastructure. Many of these segments travel adjacent to areas with high concentrations of people of color, people with low-incomes, or people who speak English as a second language. In general, these characteristics make them more promising candidates for jurisdictional transfer to local jurisdictions. In some cases, there is current interest from the local jurisdictions to pursue transfer in attempts to align existing and future land uses with community interest. In some cases, the local jurisdiction's interest in a transfer is low. However, considering the technical, readiness and equity evaluations, the findings suggest that despite a jurisdiction's low interest, those corridors may be the most promising for transfer when looking at transfers from a regional perspective. These corridors function more similar to a local roadway than a state highway. A transfer would give local jurisdictions more autonomy to make improvements.

Jurisdictional transfers are an important part of managing and adapting to changing travel and land use patterns within the region. They can be a "win-win" for the state, local governments and local communities. The overall objective of jurisdictional transfers is to ensure that Oregon roads are owned and operated at the right jurisdictional level (i.e., by the right agency). This will ensure that roadways align appropriately to provide the right level of service and better meet the needs of users in terms of maintenance, ride quality and traffic safety.

Following a public comment period and updates to the study based on input received, the study will be presented to the Metro Joint Policy Advisory Committee on Transportation for its endorsement.

The study team will produce a separate recommendation document focused on regional next steps for local, regional, and state partners. It will include an overview of the most promising funding strategies available from a variety of sources for jurisdictional transfers. The consultant recommendation will offer the most promising candidates to move forward in these state, regional and local jurisdictional transfer conversations. The recommendation also will include steps to keep partners engaged in the jurisdictional transfer topic.

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# METRO HIGHWAY JURISDICTIONAL TRANSFER FRAMEWORK

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Attachments A - G

September 2020

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# Metro Highway Jurisdictional Transfer Framework Attachments A-G

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# ATTACHMENT A - Inventory of Non-Interstate Highways



HIGHWAY JURISDICTIONAL  
TRANSFER FRAMEWORK  
**INVENTORY OF  
NON-INTERSTATE  
HIGHWAYS**

FEBRUARY 2020

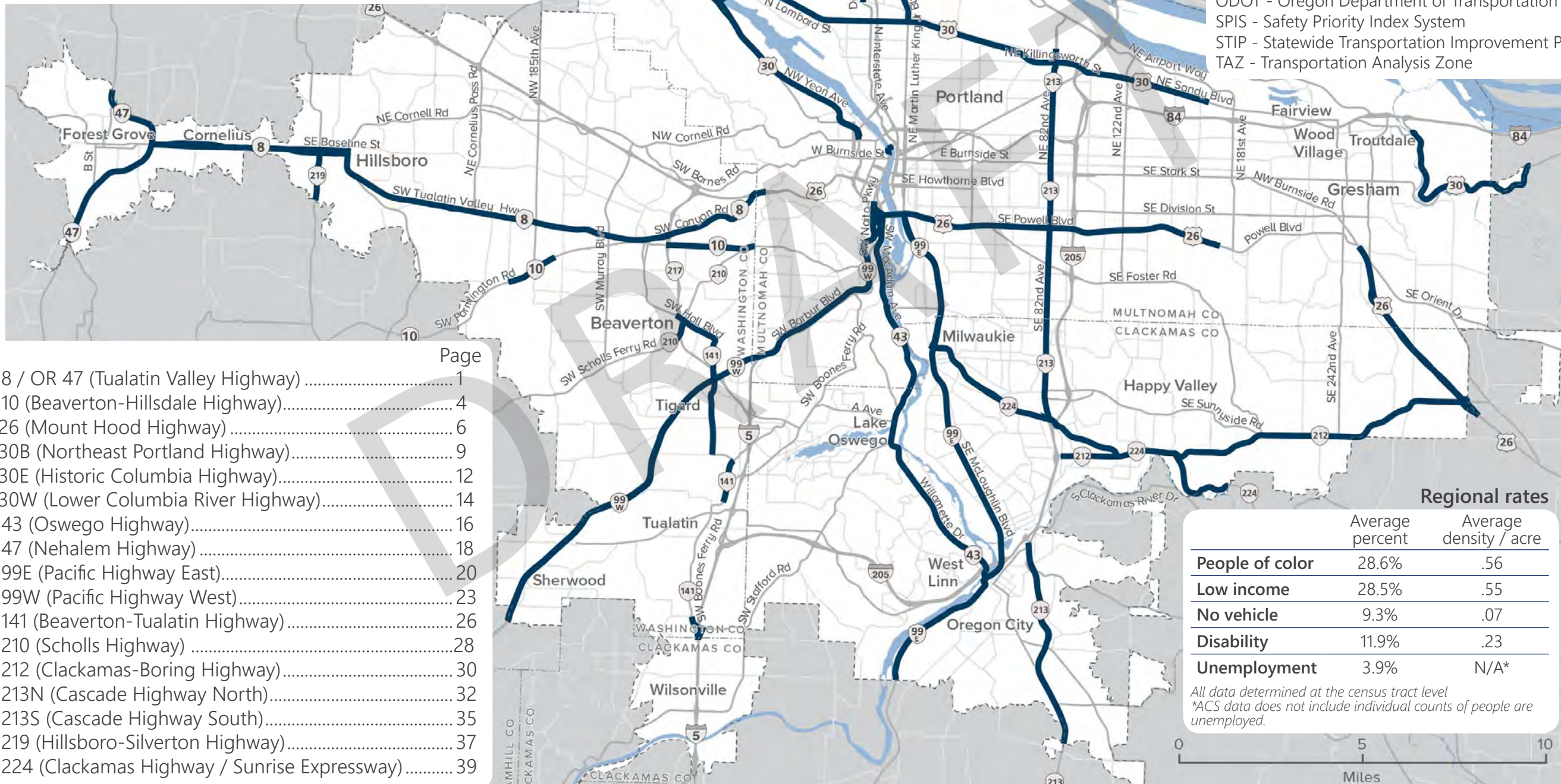


## ATLAS INDEX

This atlas includes all state-owned highways within the Portland metropolitan area that are not freeways. It identifies jurisdictional boundaries, national, state, regional, and local roadway classifications or designations and other roadway characteristics or elements such as surrounding land use, average annual daily traffic volume, presence of sidewalks, bike lanes, and bridges, and environmental factors. The atlas provides an inventory to help identify which roadways will be studied further to develop recommendations to implement highway jurisdictional transfer in the Portland metropolitan area.

### Acronyms

- ATNI - Active Transportation Needs Inventory
- CCC - Clackamas Community College
- CIP - Capital Improvement Project
- FS - Frequent Service
- MP - Milepoint
- MPH - Miles per hour
- NHS - National Highway System
- ODOT - Oregon Department of Transportation
- SPIS - Safety Priority Index System
- STIP - Statewide Transportation Improvement Program
- TAZ - Transportation Analysis Zone



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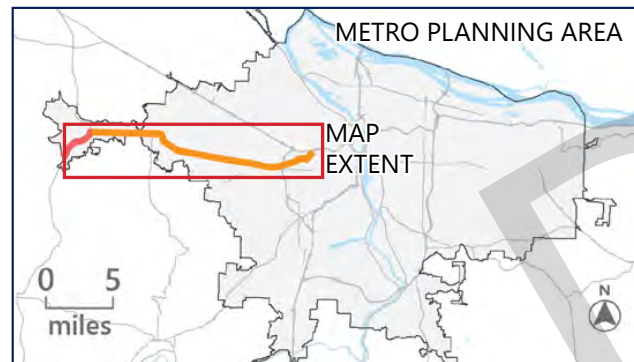
	Regional rates	
	Average percent	Average density / acre
<b>People of color</b>	28.6%	.56
<b>Low income</b>	28.5%	.55
<b>No vehicle</b>	9.3%	.07
<b>Disability</b>	11.9%	.23
<b>Unemployment</b>	3.9%	N/A*

All data determined at the census tract level  
\*ACS data does not include individual counts of people are unemployed.

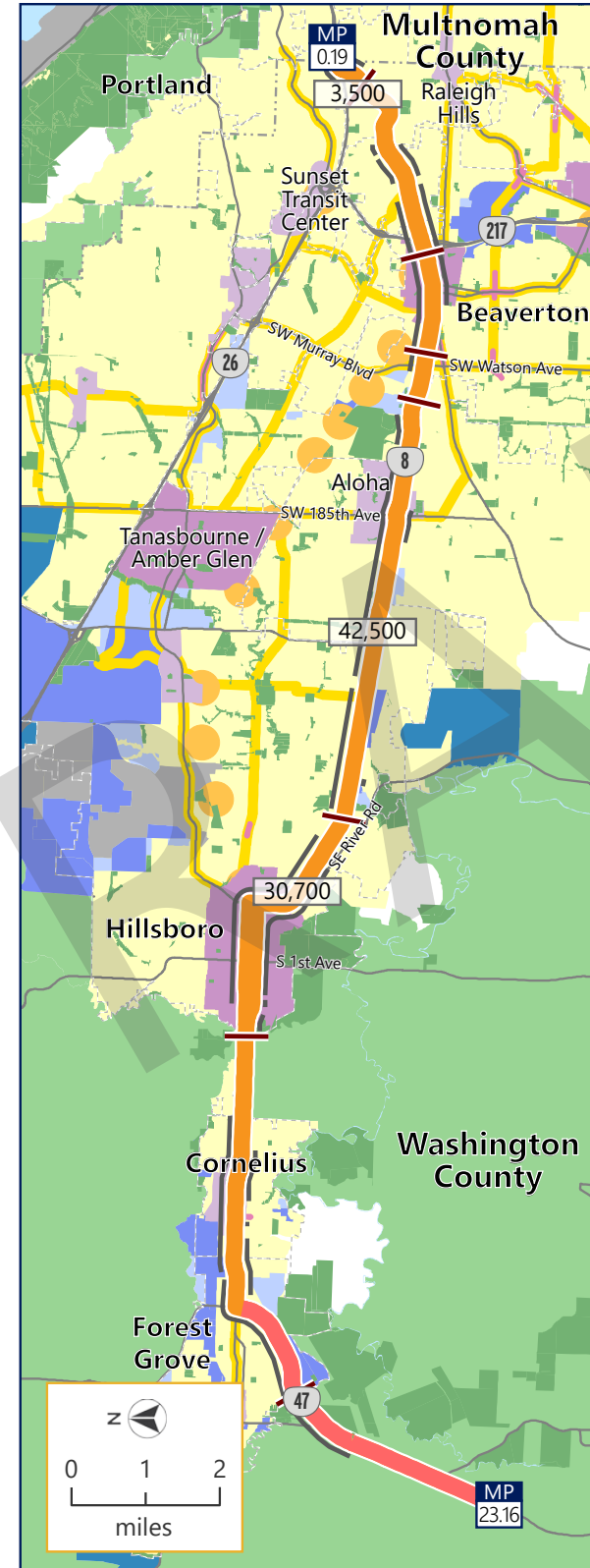
## TUALATIN VALLEY HIGHWAY (OR 8 / OR 47)

### CORRIDOR INFORMATION

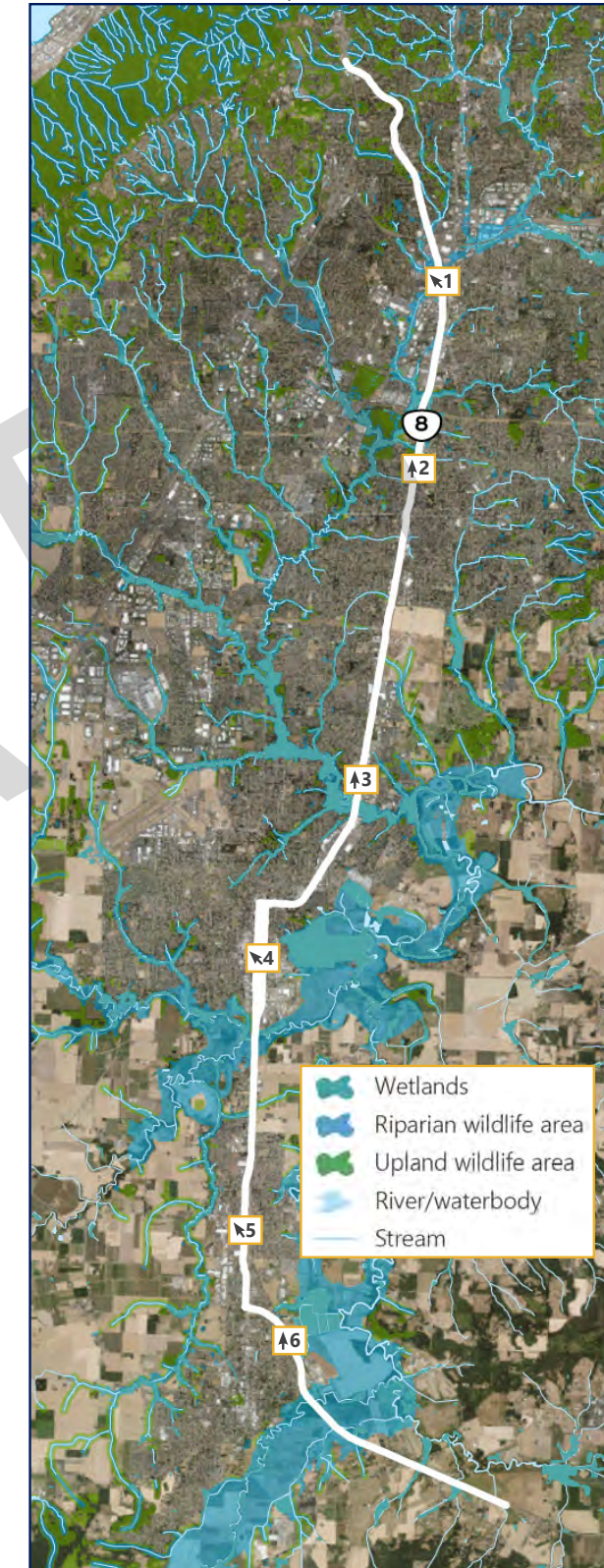
<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS) State: Statewide Highway, Regional Highway, District Highway Metro: Throughway, Major Arterial, 2040 Corridor Local: Arterial (Washington County, Multnomah County, Hillsboro, Forest Grove, Beaverton), Principal Arterial (Beaverton, Cornelius), Regional Trafficway (Portland)
<b>Highway length</b>	22.5 miles
<b>Bike network</b>	Bike lanes (partial)
<b>Transit</b>	TriMet routes 46, 47, 48, 57 (FS), 58, 61, 76 and 78
<b>Freight routes</b>	Elm St to OR 217 (Metro), Reduction Review Route
<b>Crash history (2013-2018)</b>	106 pedestrian-involved, 51 cyclist-involved, 4,186 vehicle
<b>Number of lanes</b>	4-6
<b>Speed limit</b>	30-45 mph
<b>Population</b>	69,302 people <small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>
<b>Employment</b>	44,069 jobs <small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>



### REGIONAL LAND USE AND TRANSPORTATION



### ENVIRONMENT with photo locations



### PHOTOS



Source: Metro RLIS database and ODOT TransGIS.

TUALATIN VALLEY HIGHWAY (OR 8 / OR 47)

CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor 510 ODOT SPIS sites	
<b>Pavement condition</b>	<b>Poor:</b>	<b>Good:</b>
	MP 0.23 - 2.9	MP 11.28 - 12.53
	MP 3.18 - 4.02	MP 15.22 - 15.36
	MP 4.02 - 5.6	MP 15.53 - 15.72
	MP 5.6 - 8.32	MP 15.9 - 17.46
	MP 8.32-11.28	MP 19.96 - 25.73
<b>Bridges and bridge ratings (0-100)</b>	<b>Fair:</b>	<b>Very Good:</b>
	MP 2.81 - 3.18	MP 12.41 - 13.5
	MP 14.28 - 17.88	MP 17.88 - 19.96
	MP 2.8: 0	MP 10.55: 85
<b>Pedestrian and bicycle network completion</b>	MP 3.28: 80	MP 14.31: 62.3
	MP 4.22: 81.6	MP 19.43: 72.1
	MP 4.97: 85	MP 19.54: 63.3
	MP 5.13: 85	
	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 15.7 miles</li> <li>Sidewalk substandard: 12.2 miles</li> <li>Sidewalk meets standard: 8 miles</li> <li>Bicycle gaps: 7.3 miles</li> <li>Bicycle substandard: 14.4 miles</li> <li>Bicycle meets standard: 8.3 mile</li> <li>Number of crossings: 48</li> </ul> </li> </ul>	
<b>Transit frequency</b>	TriMet Line 57: 86% on time	

Corridor information table continues on next page.

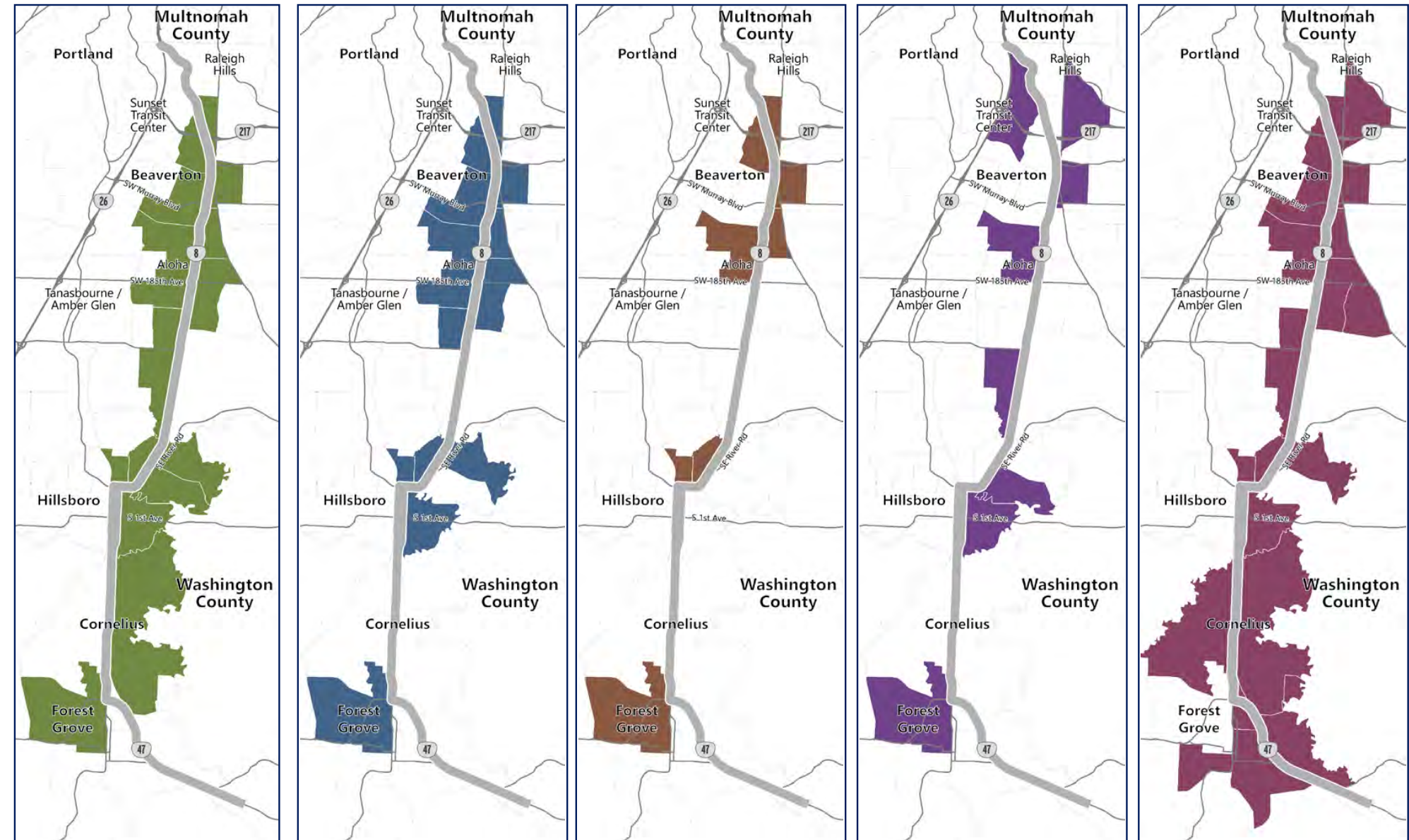
PEOPLE OF COLOR

LOW INCOME

NO VEHICLE HOUSEHOLDS

PEOPLE WITH DISABILITIES

UNEMPLOYMENT



Above regional rates for people of color

Above regional rates for low income

Above regional rates for no vehicle households

Above regional rates for people with disabilities

Above regional rates for unemployment

At or below regional rates

At or below regional rates

At or below regional rates

At or below regional rates

At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as being above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is above the regional rate as determined by the U.S. Bureau of Labor Statistics. See Atlas Index for regional rates.



Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

### CORRIDOR INFORMATION

#### Capital projects

##### ODOT STIP 2018-2021

- OR8 at River Rd & OR222 at Lake Rd (20451)
- Region 1 bike ped crossings (20479)
- OR211/OR224/OR26/OR8 curb ramps (21488)
- OR8 SW Adams Ave - SE 10th Ave and SE baseline St - SE Maple St (18004)
- OR8 SW Hocken Ave - SW Short St (18758)
- OR8 at OR219 and SE 44th - SE 45th Ave, Hillsboro (18791)
- OR8 SW 192nd Ave, Aloha - SW 160th Ave, Beaverton (18839)
- OR8 corridor safety & access to transit II (20328)

##### ODOT STIP 2021-2024

- Region 1 bike ped crossings (20479)
- OR8 SW Hocken Ave - SW Short St (18758)
- OR8 SW Watson Ave - SW 110th Ave, Beaverton (18794)
- OR8 corridor safety & access to transit II (20328)
- OR8 at River Rd (20451)
- OR8 at 174th Ave, Armco Ave, Main St and A&B Row (21608)
- Washington County safety, bike and pedestrian improvements (21615)
- OR8 SE Brookwood Ave - OR217 (21617)

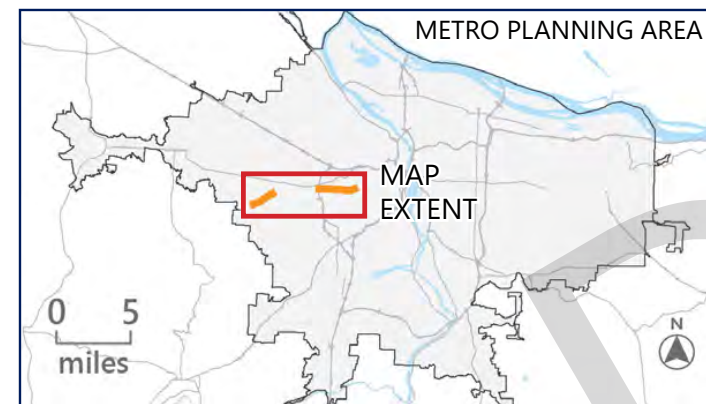
##### City CIPs

- Beaverton - 209th Avenue (Alexander to Kinnaman)
- Beaverton - 192nd Avenue (FY 2020-22 Pedestrian Improvement)
- Beaverton - Century Boulevard/TV Highway Intersection
- Beaverton - Hocken Ave (RR - TV Hwy) Widening (3408)
- Beaverton - Canyon Rd (Hocken Ave-Short St) Improvements, MTIP (3519A)
- Forest Grove - TV Hwy & Quince (ST.012)
- Hillsboro - Cornelius Pass Road

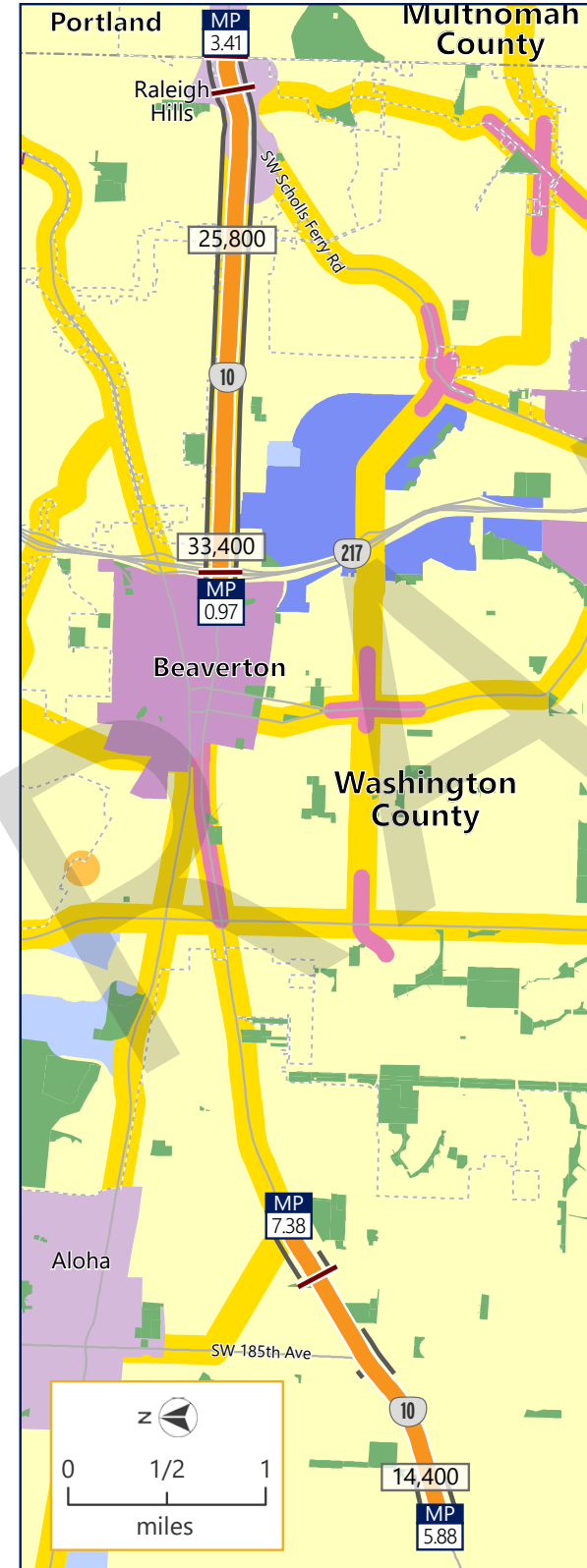
BEAVERTON-HILLSDALE / FARMINGTON HIGHWAY (OR 10)

CORRIDOR INFORMATION

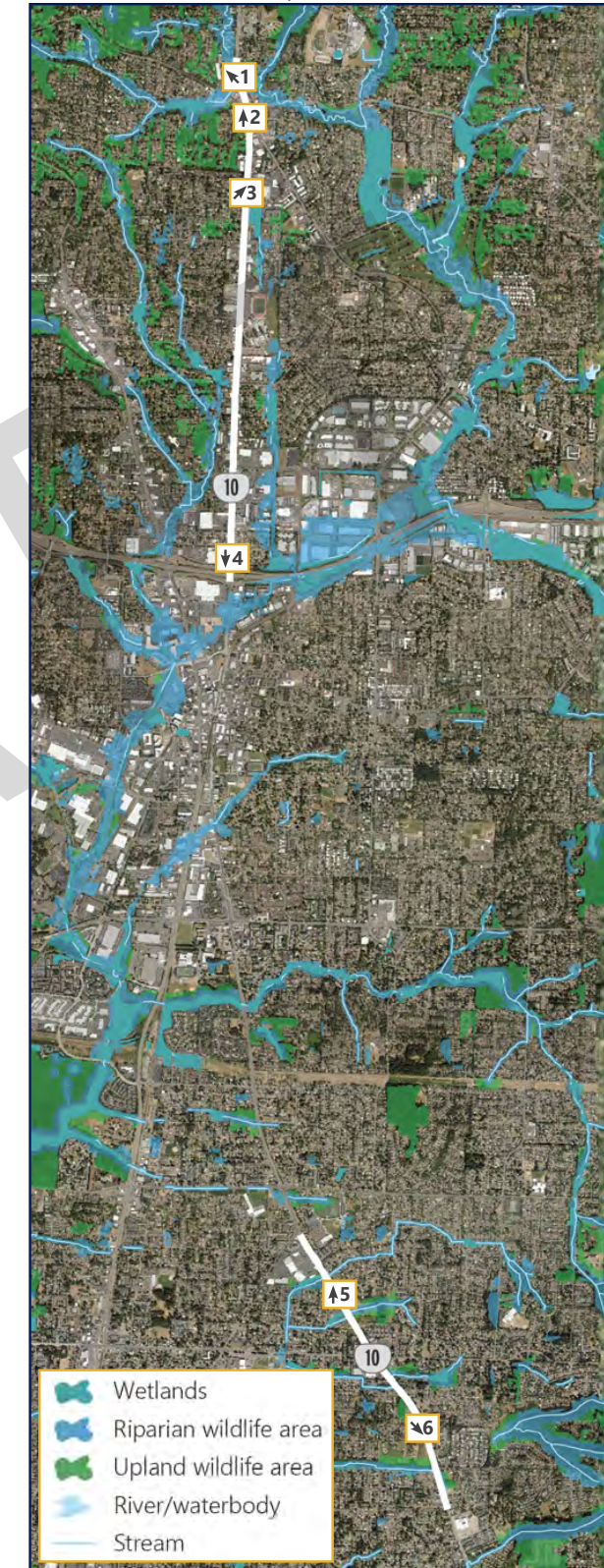
<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS) State: District Highway Metro: Major Arterial, 2040 Corridor Local: Arterial (Washington County, Beaverton)
<b>Highway length</b>	4.5 miles
<b>Bike network</b>	Bike lanes (partial)
<b>Transit</b>	TriMet routes 52, 54 (FS), 55, 56 (FS), 61, 88 and 92
<b>Freight routes</b>	SW 198th Ave to SW Division St (Metro)
<b>Crash history (2013-2018)</b>	1 pedestrian-involved, 19 cyclist-involved, 998 vehicle
<b>Number of lanes</b>	2-4
<b>Speed limit</b>	30-40 mph
<b>Population</b>	36,379 people <small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>
<b>Employment</b>	19,882 jobs <small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>



REGIONAL LAND USE AND TRANSPORTATION



ENVIRONMENT with photo locations



PHOTOS



- County boundary
- City boundary
- Arterials
- Annual average daily traffic volumes
- Sidewalks
- Bridge
- Milepost termini
- Throughway
- Major Arterial
- Minor Arterial
- Arterial Outside Urban Growth Boundary
- 2040 corridor
- Central city
- Regional center
- Town center
- Employment areas
- Industrial areas
- Regionally significant industrial areas
- Neighborhoods
- Urban reserves
- Rural reserves
- Parks & open space
- River/waterbody

Source: Metro RLIS database and ODOT TransGIS.

## BEAVERTON-HILLSDALE / FARMINGTON HIGHWAY (OR 10)

### CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor 95 ODOT SPIS sites
<b>Pavement condition</b>	<b>Poor:</b> MP 0.97 - 3.41 <b>Fair:</b> MP 5.88 - 7.38 <b>Very Good:</b> MP 1.42 - 6.73
<b>Bridges and bridge rating (0-100)</b>	MP 3.28: 85 MP 3.31: 85 MP 7.14: 97.1
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:               <ul style="list-style-type: none"> <li>Sidewalk gaps: 1.3 miles</li> <li>Sidewalk substandard: 2.8 miles</li> <li>Sidewalk meets standard: 1.6 miles</li> <li>Bicycle gaps: 3.8 miles</li> <li>Bicycle substandard: 0.7 miles</li> <li>Bicycle meets standard: 0 miles</li> <li>Number of crossings: 2</li> </ul> </li> </ul>
<b>Transit frequency</b>	No current frequent service lines. Planned: TriMet Lines 52, 54, and 88
<b>Capital projects</b>	<b>City CIPs</b> <ul style="list-style-type: none"> <li>Beaverton - Rosa Road (FY 2018-2020 URMD Pedestrian Safety)</li> <li>Beaverton - 179th Avenue (FY 2018-2020 URMD Pedestrian Project)</li> <li>SW Portland - SW Capitol Highway - Huber to Kerr Parkway Complete Streets Project</li> <li>SW Portland - SW Capitol Highway: Multnomah to Texas</li> </ul>

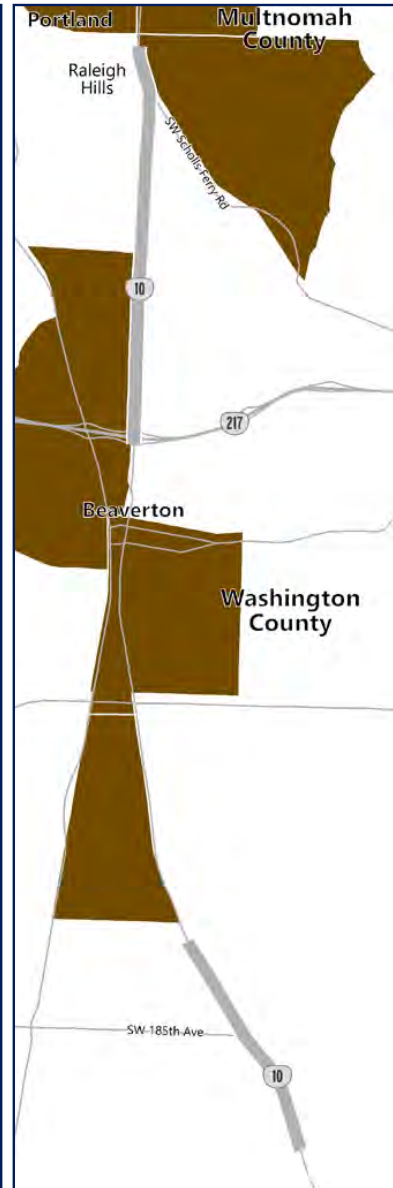
### PEOPLE OF COLOR



### LOW INCOME



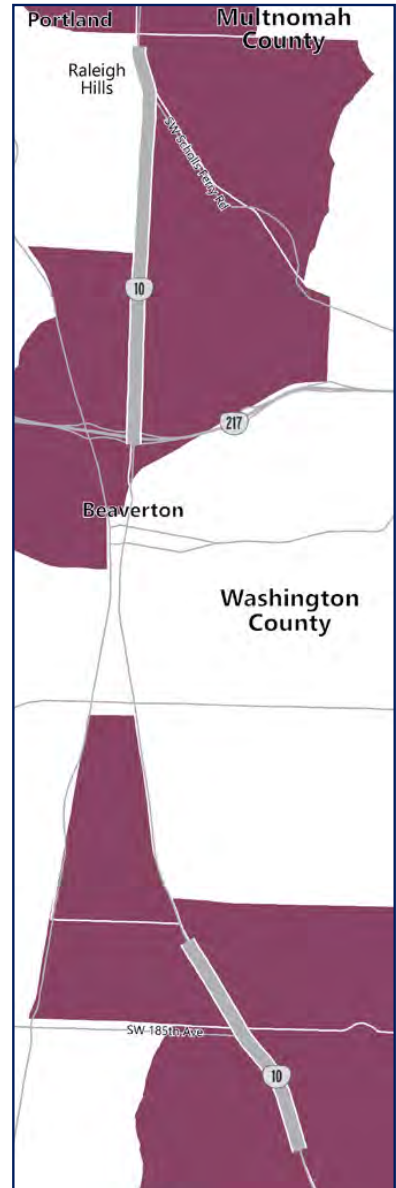
### NO VEHICLE HOUSEHOLDS







### PEOPLE WITH DISABILITIES







### UNEMPLOYMENT





 Above regional rates for People of Color  
 At or below regional rates

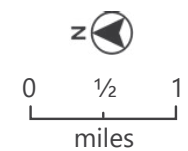
 Above regional rates for Low Income  
 At or below regional rates

 Above regional rates for No Vehicle Households  
 At or below regional rates

 Above regional rates for People with Disabilities  
 At or below regional rates

 Above regional rates for Unemployment  
 At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.



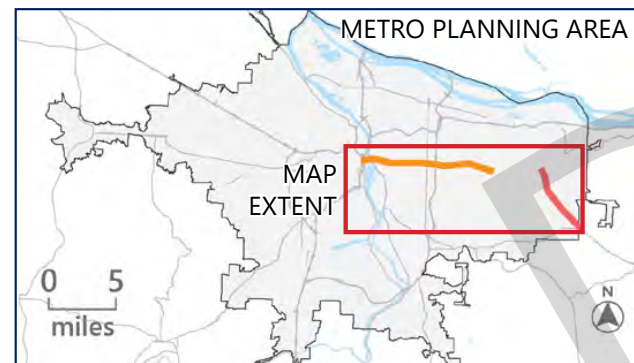
Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics



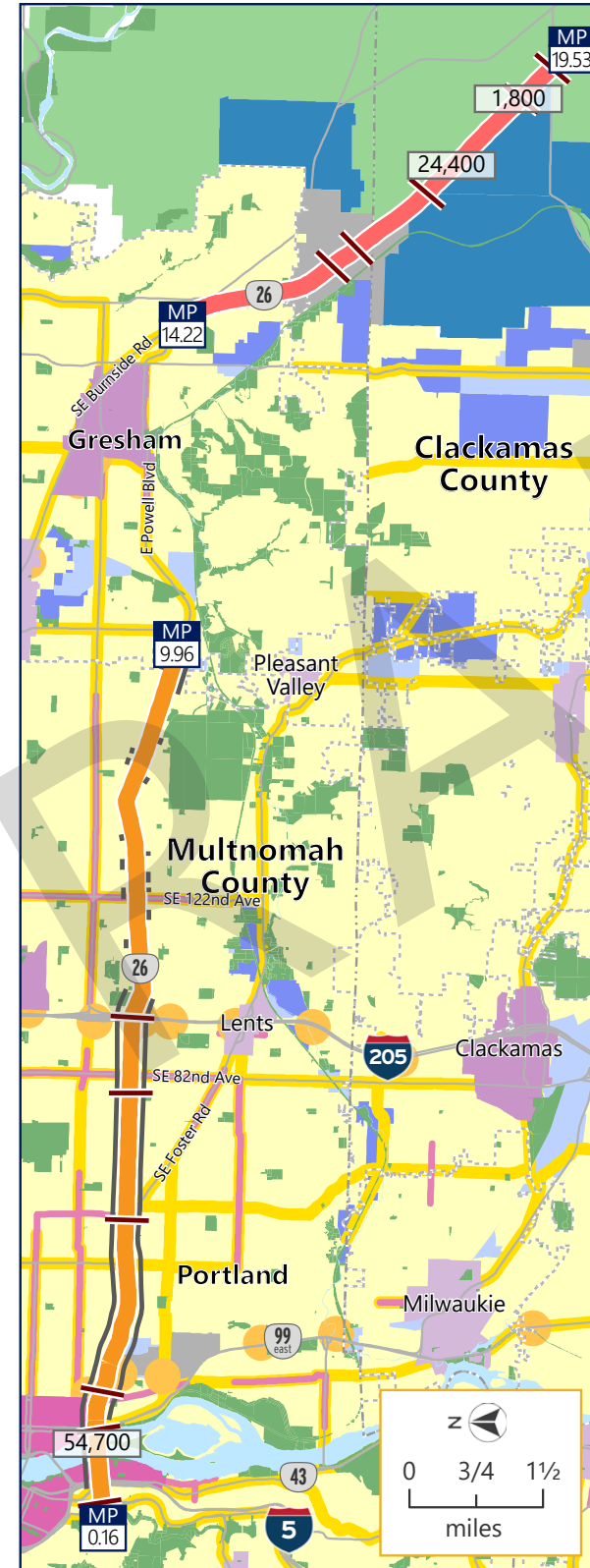
# MOUNT HOOD HIGHWAY (US 26)

## CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS) State: Statewide Highway, District Highway, Seismic Lifeline Route, Safety Corridor, Expressway Metro: Throughway, Major Arterial, 2040 Corridor Local: Interstate/Expressway (Multnomah County), Arterial (Multnomah County and Gresham), Principal Arterial (Clackamas County), Major City Traffic Street (Portland)
<b>Highway length</b>	21.4 miles
<b>Bike network</b>	Bike lanes; wide shoulders (partial)
<b>Transit</b>	TriMet routes 9 (FS), 19, 36, 66, 74 (FS) and 99
<b>Freight routes</b>	Entire corridor (Metro, ODOT), Reduction Review Route (ODOT)
<b>Crash history (2013-2018)</b>	69 pedestrian-involved, 42 cyclist-involved, 3,394 vehicle
<b>Number of lanes</b>	2-4
<b>Speed limit</b>	35-45 mph
<b>Population</b>	74,559 people
<i>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</i>	
<b>Employment</b>	157,490 jobs
<i>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</i>	



## REGIONAL LAND USE AND TRANSPORTATION

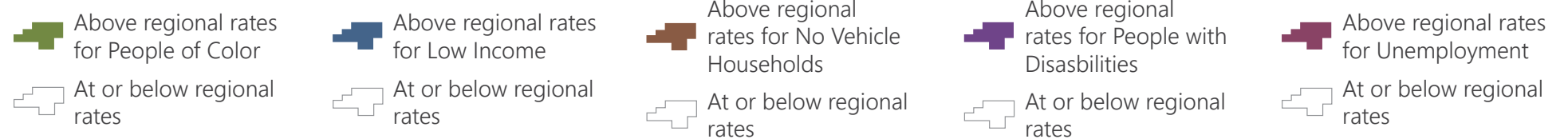
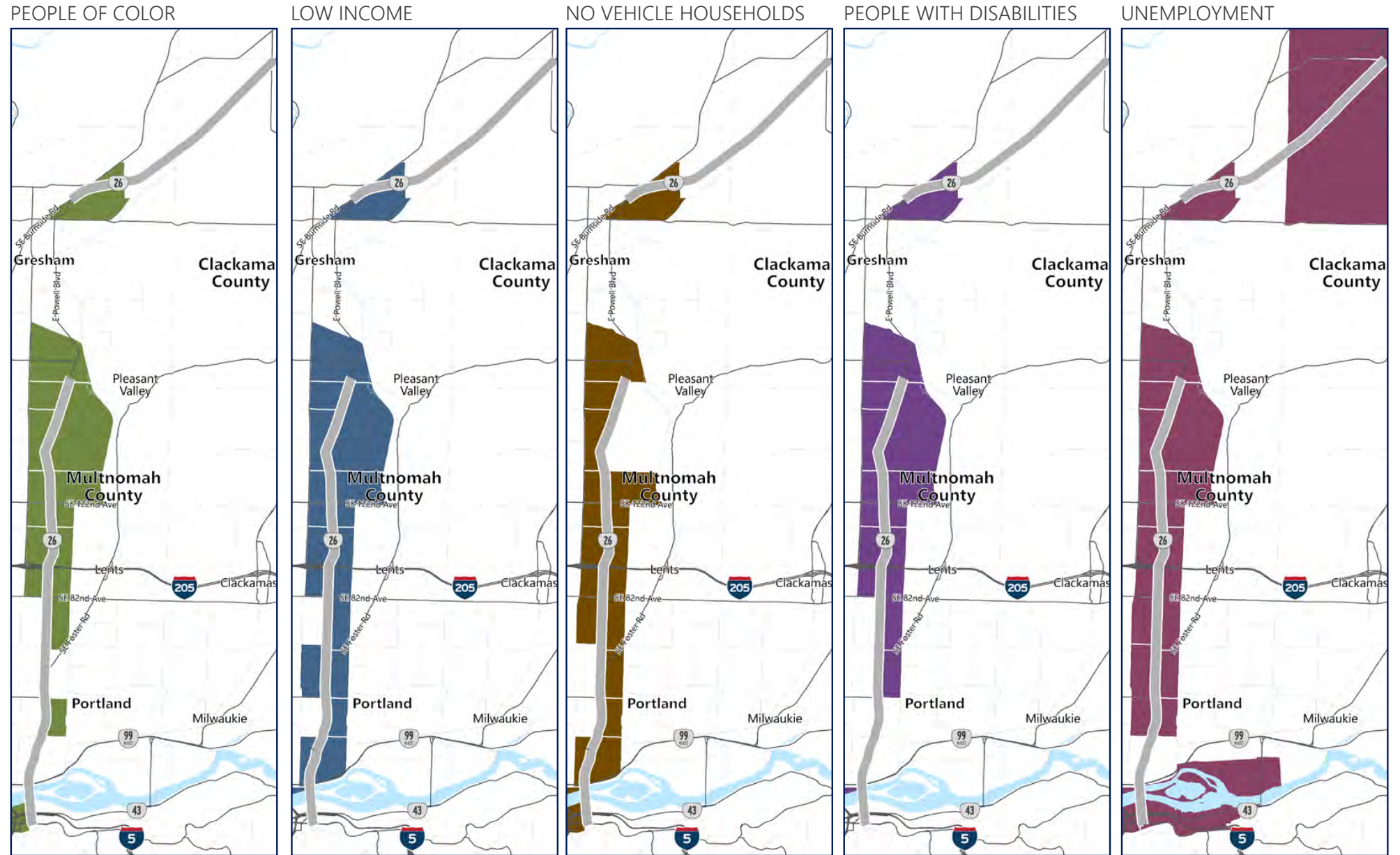


## MOUNT HOOD HIGHWAY (US 26)

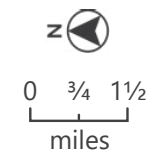
### CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor 496 ODOT SPIS sites		
<b>Pavement condition</b>	<b>Poor:</b>	<b>Good:</b>	
	MP -0.1 - 0.3	MP 0 - 0.31	
	MP 0 - 0.76	MP 0.3 - 1.02	
	MP 1.24 - 1.67	MP 3.46 - 5.87	
<b>Fair:</b>	MP 1.24 - 1.67	MP 5.97 - 9.96	
	MP 1.02 - 3.46	MP 14.22 - 19.96	
	<b>Bridges and bridge rating (0-100)</b>	MP 0.1: 26.9	MP 16.19: 82.9
	MP 0.13: 68.8	MP 16.53: 82.9	
MP 0.99: 76.4	MP 19.05: 77.5		
MP 1.01: 56.6			
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 10.4 miles</li> <li>Sidewalk substandard: 4.3 miles</li> <li>Sidewalk meets standard: 6.4 miles</li> <li>Bicycle gaps: 6.5 miles</li> <li>Bicycle substandard: 10.6 miles</li> <li>Bicycle meets standard: 0 miles</li> <li>Number of crossings: 57</li> </ul> </li> </ul>		
	<b>Transit frequency</b>	TriMet Line 9: 88% on time	

Corridor information table continues on next page.



Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.



Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

## MOUNT HOOD HIGHWAY (US 26)

8

## CORRIDOR INFORMATION

**Capital projects****ODOT STIP 2018 – 2021**

- US26: Ten Eyck Rd/Wolf Fr – Vista Loop, Sandy (18823)
- US26: Weber – E Cherryville (20210)
- US26 (Powel Blvd): SE 122nd Ave – SE 136th Ave (19690)
- US26 (Powell Blvd): SE 99th Ave – East City Limits (21178)
- US26/OR213 Curb Ramps (21255)
- US26: Little Humbug Creek Bridge (21224)
- US26: Meadow Lakes Dr – Combs Flat Rd, Prineville (20268)

**ODOT STIP 2021 – 2024**

- US26 (Powell Blvd): SE 99th Ave – East City Limits (21178)
- US26/OR213 Curb Ramps (21255)
- US26: SE 8th Ave – SE 87th Ave (21614)
- US26: Meadow Lakes Dr – Combs Flat Rd, Prineville (20268)

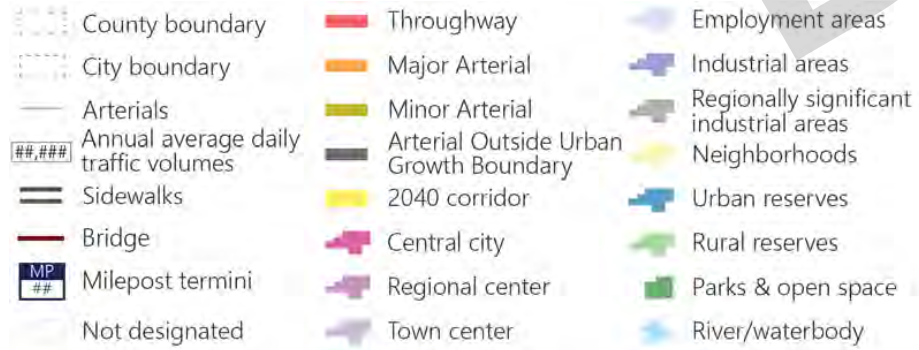
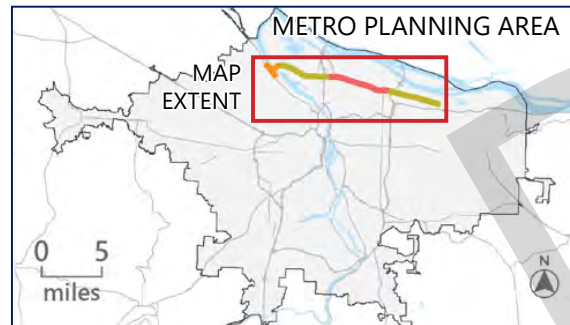
**City CIPs**

- Boring - SE 282nd Avenue: SE Orient Drive to County Line
- Gresham - SE 267th Avenue: City of Gresham Boundary to End of Road
- Gresham - SE Anderson State Road: SE 267th Avenue (S) to SE 267th Avenue (N)
- Gresham - Jenne Rd to 174th Ave Overlay: 190 ft. south of SE Naegeli Drive to SE Circle Avenue
- Gresham - Palmquist/Hwy 26 (527700)
- SE Portland - East Portland Active Transportation to Transit Project

## NORTHEAST PORTLAND HIGHWAY (US 30B)

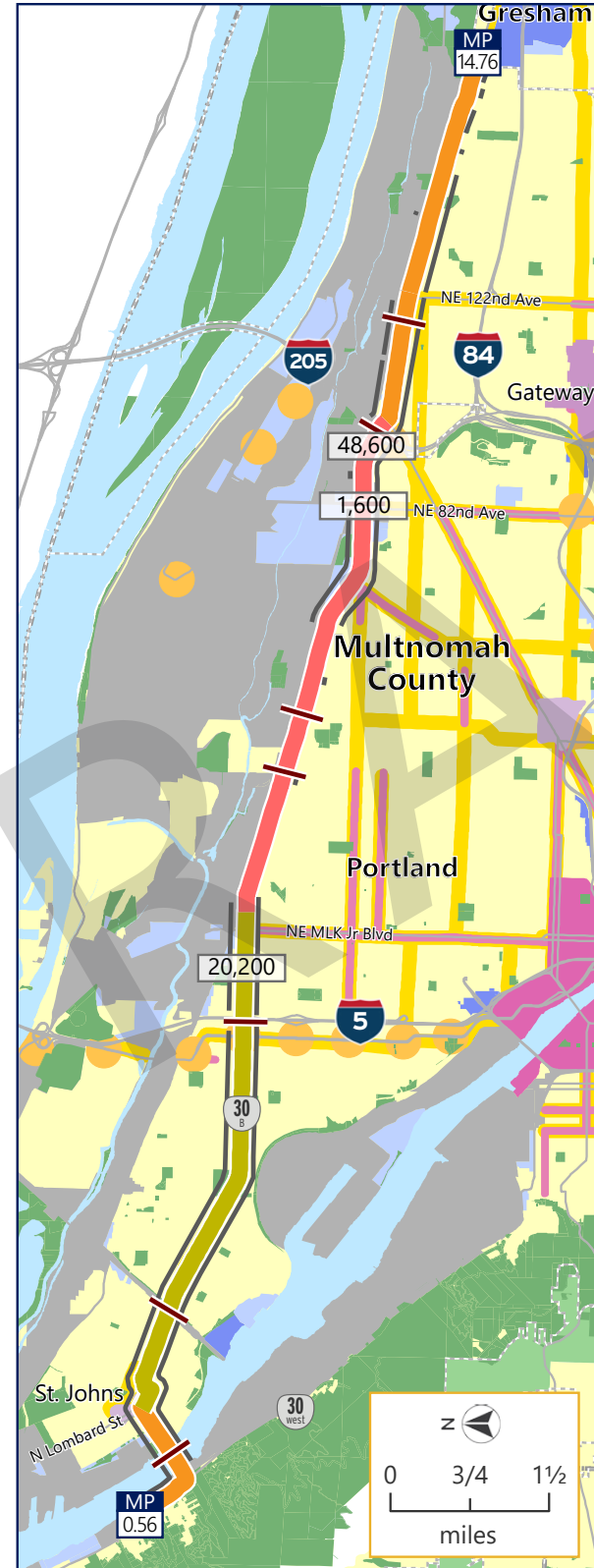
### CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Other Principal Arterial, Urban Minor Arterial (NHS) State: Statewide Highway, District Highway Metro: Throughway, Major Arterial, Minor Arterial, 2040 Corridor Local: Arterial (Gresham), District Collector Street (Portland), Major City Traffic Street (Portland), Regional Trafficway (Portland)
<b>Highway length</b>	16.3 miles
<b>Bike network</b>	Bike lanes (partial)
<b>Transit</b>	TriMet routes 4 (FS), 16, 21, 72 (FS), 75 (FS)
<b>Freight routes</b>	NW St Helens Rd to N Ivanhoe St and NE MLK Jr Blvd to NE 165th Ave (Metro); NW St Helens Rd to I-5 (ODOT), Reduction Review Route (ODOT)
<b>Crash history (2013-2018)</b>	54 pedestrian-involved, 46 cyclist-involved, 2,185 vehicle
<b>Number of lanes</b>	2-6
<b>Speed limit</b>	25-40 mph
<b>Population</b>	51,295 people <small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>
<b>Employment</b>	31,380 jobs <small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>

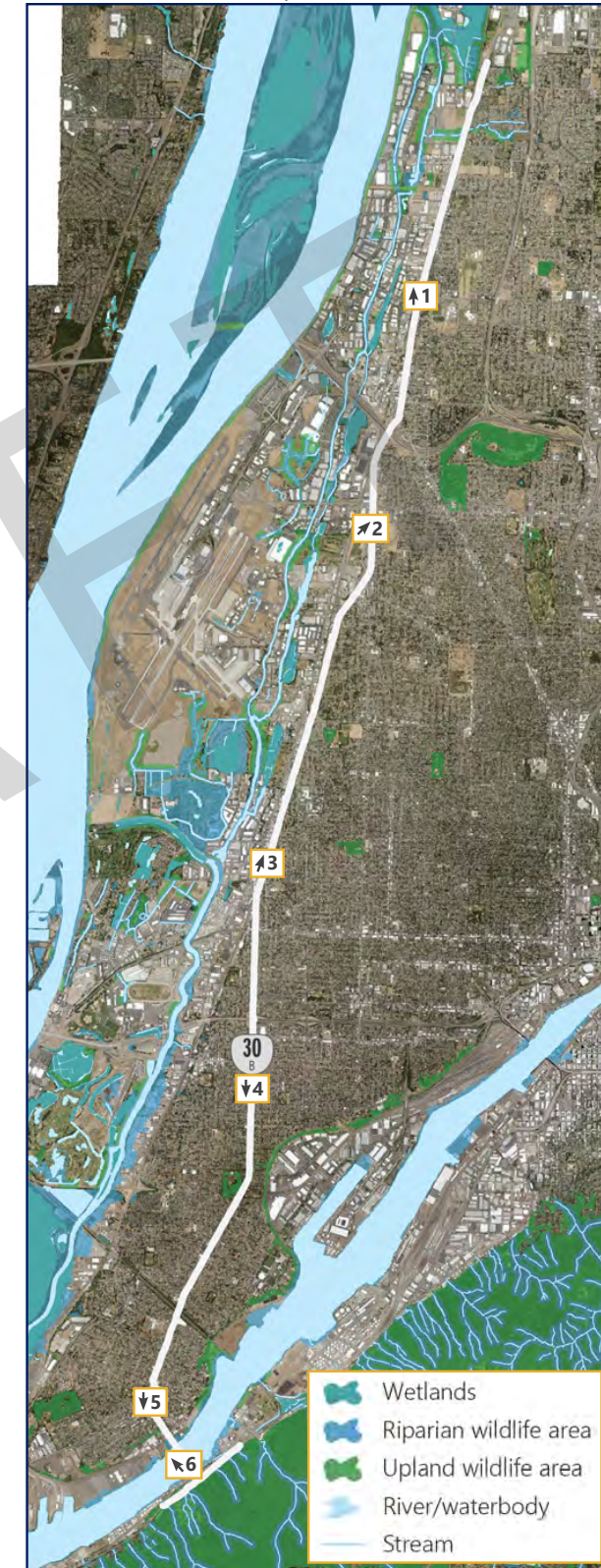


Source: Metro RLIS database and ODOT TransGIS.

### REGIONAL LAND USE AND TRANSPORTATION



### ENVIRONMENT with photo locations



### PHOTOS



NORTHEAST PORTLAND HIGHWAY (US 30B)

CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor 226 ODOT SPIS sites		
<b>Pavement condition</b>	<b>Poor:</b>	<b>Good:</b>	
	MP 0 - 0.42	MP 0.57 - 1.25	
	MP 0 - 0.57	MP 5.38 - 6.15	
	MP 1.25 - 1.31	MP 9.2 - 10.88	
	MP 1.31 - 1.73	MP 10.88 - 11.25	
	MP 1.73 - 3.66	<b>Very Good:</b>	
MP 3.66 - 5.38	MP 12.43 - 13.54		
MP 6.15 - 9.2			
<b>Bridges and Bridge Rating (0-100)</b>	<b>Fair:</b>		
	MP 11.25 - 12.43	MP 10.41: 80.9	
	MP 13.54 - 14.76	MP 11.12: 87.8	
		MP 12.43: 78.5	
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Listed as a Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 5.5 miles</li> <li>Sidewalk substandard: 3.3 miles</li> <li>Sidewalk meets standard: 1.6 miles</li> <li>Bicycle gaps: 7.4 miles</li> <li>Bicycle substandard: 4.5 miles</li> <li>Bicycle meets standard: 6.7 miles</li> <li>Number of crossings: 9</li> </ul> </li> </ul>		
	<b>Transit frequency</b>	<b>TriMet Lines:</b>	
		<ul style="list-style-type: none"> <li>4: 89% on time</li> <li>57: 86% on time</li> <li>72: 87% on time</li> </ul>	

Corridor information table continues on next page.

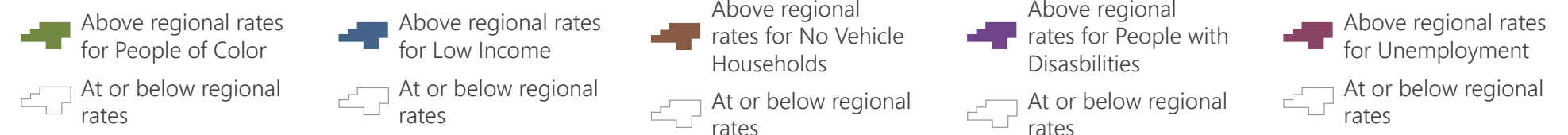
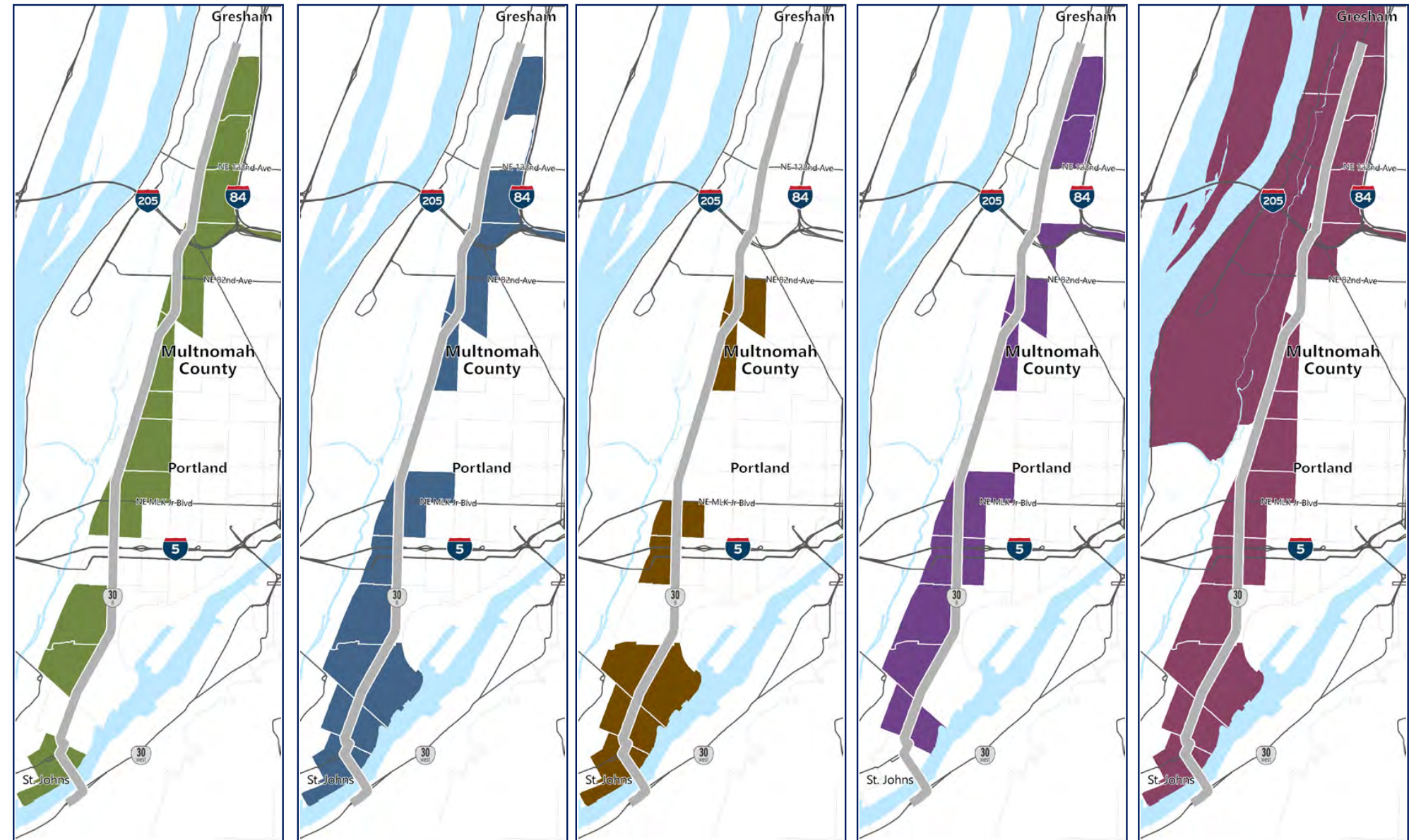
PEOPLE OF COLOR

LOW INCOME

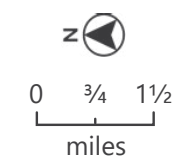
NO VEHICLE HOUSEHOLDS

PEOPLE WITH DISABILITIES

UNEMPLOYMENT



Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.



Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

### CORRIDOR INFORMATION

#### Capital projects

##### ODOT STIP 2018 - 2021

- Portland Metropolitan: Bridge screening and rail retrofit (19918)
- I-405 Fremont bridge to US26 WB connection bridge, Portland (19533)
- US30BY (Lombard) N Fiske Ave - N Boston Ave (20413)
- US30BY (Lombard) at Fenwick (20415)
- US30 Troutdale (Sandy River) Bridge (20703)
- US30 at Bridge Ave ramps (20522)

##### ODOT STIP 2021 - 2024

- US30 Sandy River - OR35 (21613)
- US30 NW Saltzman Rd - NW Bridge Ave (20208)
- US30 at Bridge Ave ramps (20522)
- OR99W: OR217 - SW Sunset Blvd & US30B: Kerby - 162nd Ave (21616)
- US30 Bridge over private driveway, Portland (21704)
- US30 Bridal Veil Falls Bridge (21706)
- US30B St Johns (Willamette River) Bridge (21707)
- US30 Troutdale (Sandy River) Bridge (21710)
- US30 Watson Rd - NW Hoge Ave (21779)

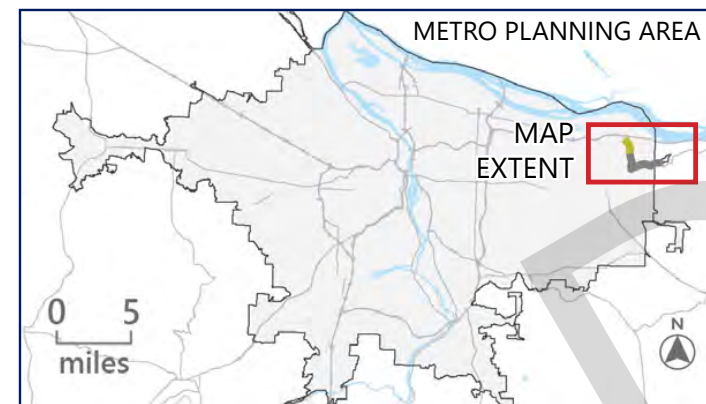
##### City CIPs

- N Portland - N Denver: Lombard to Watts
- N Portland - St. Johns Truck Strategy - Phase II

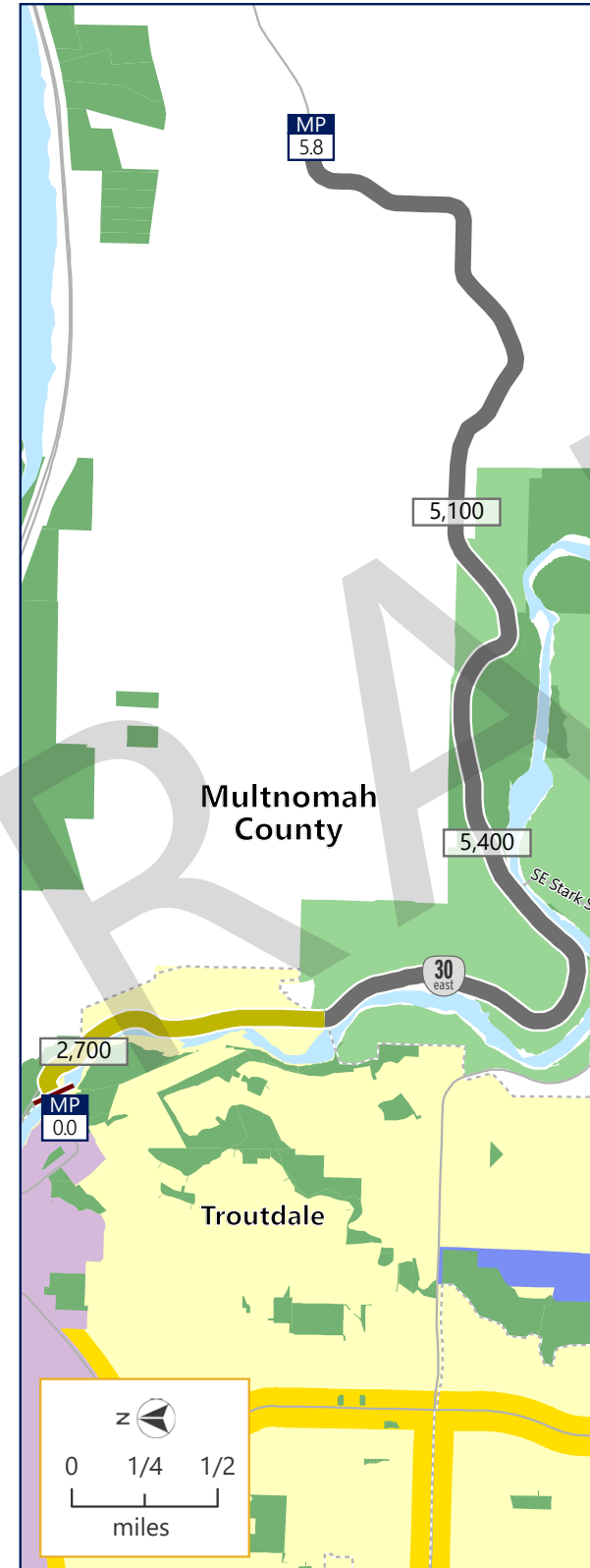
# HISTORIC COLUMBIA HIGHWAY (US 30E)

## CORRIDOR INFORMATION

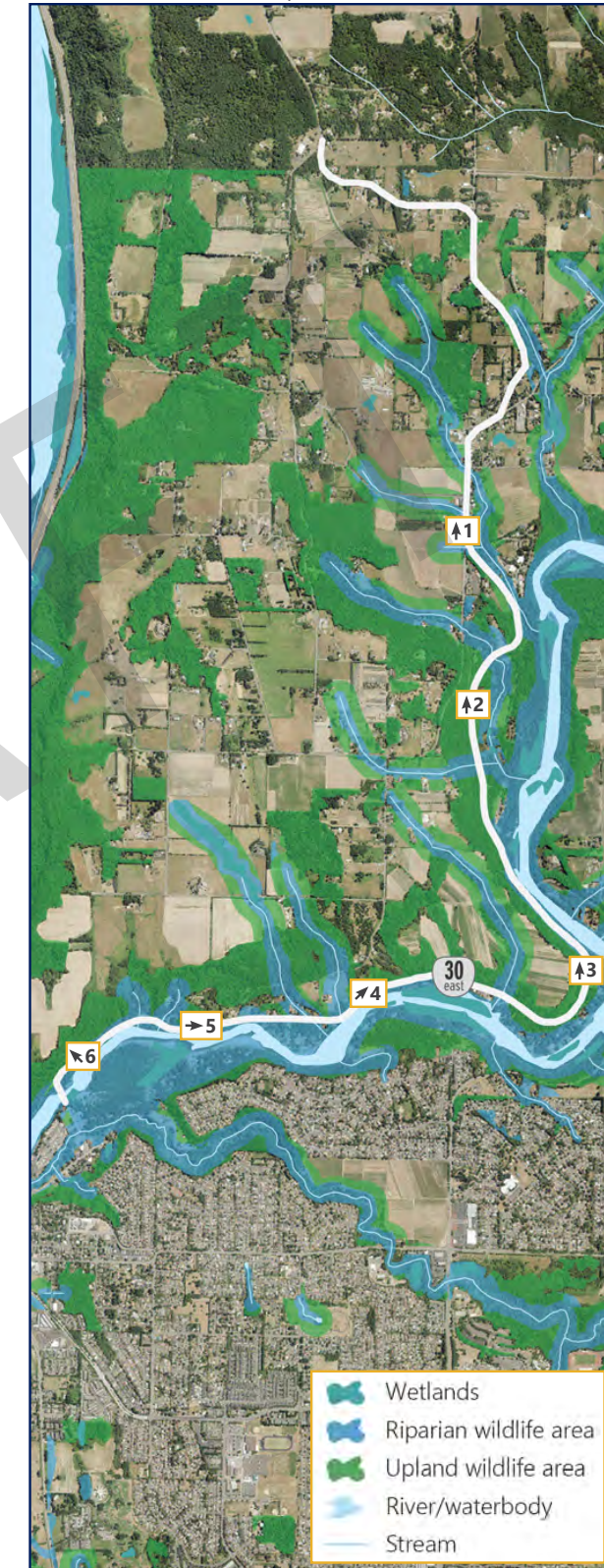
<b>Roadway classification</b>	Federal: Urban Collector State: District Highway Metro: Minor Arterial, Arterial Outside of UGB Local: Arterial (Troutdale, Multnomah County), Collector (Troutdale, Multnomah County)
<b>Highway length</b>	4.2 miles
<b>Bike network</b>	None
<b>Transit</b>	None
<b>Freight routes</b>	None
<b>Crash history (2013-2018)</b>	0 pedestrian-involved, 1 cyclist-involved, 52 vehicle
<b>Number of lanes</b>	2
<b>Speed limit</b>	35 mph
<b>Population</b>	6,588 people
<small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>	
<b>Employment</b>	1,660 jobs
<small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>	



## REGIONAL LAND USE AND TRANSPORTATION



## ENVIRONMENT with photo locations



## PHOTOS



- |                                      |  |   |
|--------------------------------------|--|---|
| County boundary                      | Throughway                             | Employment areas                        |
| City boundary                        | Major Arterial                         | Industrial areas                        |
| Arterials                            | Minor Arterial                         | Regionally significant industrial areas |
| Annual average daily traffic volumes | Arterial Outside Urban Growth Boundary | Neighborhoods                           |
| Sidewalks                            | 2040 corridor                          | Urban reserves                          |
| Bridge                               | Central city                           | Rural reserves                          |
| Milepost termini                     | Regional center                        | Parks & open space                      |
| Not designated                       | Town center                            | River/waterbody                         |

Source: Metro RLIS database and ODOT TransGIS.

## HISTORIC COLUMBIA HIGHWAY (US 30E)

### CORRIDOR INFORMATION

<b>Crash data</b>	9 ODOT SPIS sites						
<b>Pavement condition</b>	<table border="0"> <tr> <td><b>Fair:</b></td> <td><b>Good:</b></td> </tr> <tr> <td>MP 0.07 - 3.95</td> <td>MP 0 - 0.07</td> </tr> <tr> <td>MP 3.95 - 8.76</td> <td></td> </tr> </table>	<b>Fair:</b>	<b>Good:</b>	MP 0.07 - 3.95	MP 0 - 0.07	MP 3.95 - 8.76	
<b>Fair:</b>	<b>Good:</b>						
MP 0.07 - 3.95	MP 0 - 0.07						
MP 3.95 - 8.76							
<b>Bridges and bridge rating (0-100)</b>	MP 0.03: 48						
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor for part of the corridor (&gt;50%)</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 5.6 miles</li> <li>Sidewalk substandard: 0 miles</li> <li>Sidewalk meets standard: 0 miles</li> <li>Bicycle gaps: 5.6 miles</li> <li>Bicycle substandard: 2.3 miles</li> <li>Bicycle meets standard: 0 miles</li> <li>Number of crossings: 0</li> </ul> </li> </ul>						
<b>Transit frequency</b>	No existing frequent service lines.						
<b>Capital projects</b>	<p><b>ODOT STIP 2018 - 2021</b></p> <ul style="list-style-type: none"> <li>US30 Kittridge - St. Johns (20208)</li> <li>US30 Troutdale (Sandy River) Bridge (20703)</li> </ul> <p><b>ODOT STIP 2021 - 2024</b></p> <ul style="list-style-type: none"> <li>US30 Sandy River - OR35 (21613)</li> <li>US30 NW Saltzman Rd - NW Bridge Ave (20208)</li> <li>US30 Troutdale (Sandy River) Bridge (21710)</li> <li>US30 Watson Rd - NW Hoge Ave (21779)</li> </ul> <p><b>City CIP</b></p> <ul style="list-style-type: none"> <li>Portland - Sandy Blvd: 13th-47th, NE</li> <li>Troutdale - Stark Street Bridge</li> <li>Troutdale - SE Stark Street: SE 35th Street to Stark Street Bridge/E Historic Columbia River Highway</li> </ul>						

### PEOPLE OF COLOR



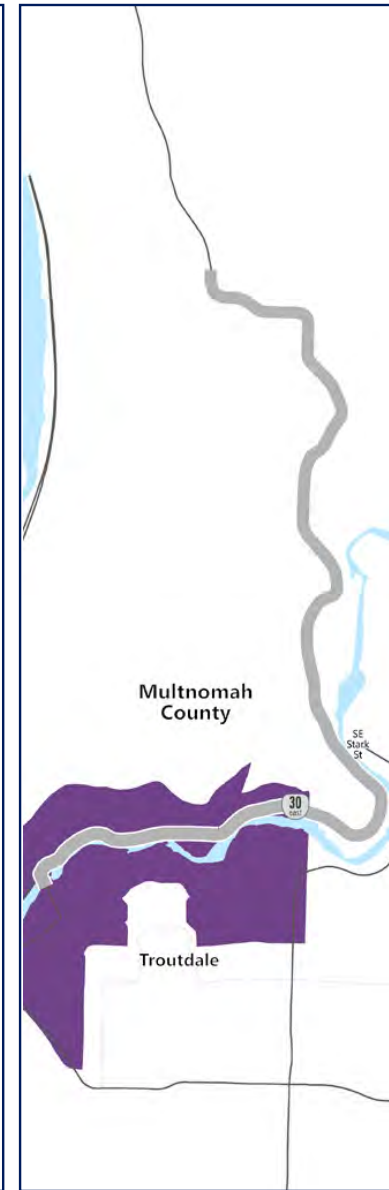
### LOW INCOME



### NO VEHICLE HOUSEHOLDS







### PEOPLE WITH DISABILITIES







### UNEMPLOYMENT





 Above regional rates for People of Color  
 At or below regional rates

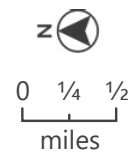
 Above regional rates for Low Income  
 At or below regional rates

 Above regional rates for No Vehicle Households  
 At or below regional rates

 Above regional rates for People with Disabilities  
 At or below regional rates

 Above regional rates for Unemployment  
 At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.



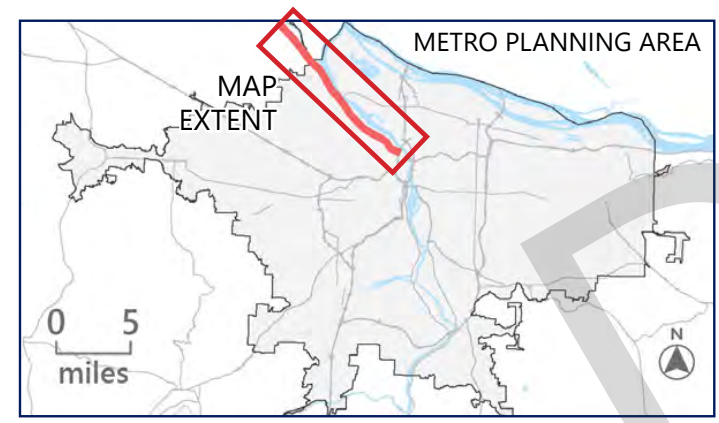
Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics



# LOWER COLUMBIA RIVER HIGHWAY (US 30W)

## CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS) State: Statewide Highway, Seismic Lifeline Route Metro: Throughway Local: Arterial (Multnomah County), Interstate/Expressway (Multnomah County), Major City Traffic Street/Regional Trafficway (Portland)
<b>Highway length</b>	11.9 miles
<b>Bike network</b>	Bike lanes (partial)
<b>Transit</b>	TriMet routes 15 and 16
<b>Freight routes</b>	Entire corridor (Metro, ODOT), Reduction Review Route (ODOT)
<b>Crash history (2013-2018)</b>	5 pedestrian-involved, 8 cyclist-involved, 402 vehicle
<b>Number of lanes</b>	4-6
<b>Speed limit</b>	35-55 mph
<b>Population</b>	35,077 people
<small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>	
<b>Employment</b>	158,828 jobs
<small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>	



## REGIONAL LAND USE AND TRANSPORTATION



## ENVIRONMENT with photo locations



## PHOTOS



Source: Metro RLIS database and ODOT TransGIS.

## LOWER COLUMBIA RIVER HIGHWAY (US 30W)

### CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor for part of the corridor (<50%) 35 ODOT SPIS sites	
<b>Pavement condition</b>	<b>Poor:</b>	<b>Very Good:</b>
	MP 4.52 - 6.5	MP 6.5 - 9.65
	<b>Good:</b>	MP 9.65 - 13.12
	MP 0.87 - 1.45	MP 13.12 - 17.9
<b>Bridges and bridge rating (0-100)</b>	MP 1.45 - 1.87	MP 1.96 - 4.13
	MP 1.24: 95.4	MP 3.24: 87.9
	MP 1.26: 92.4	MP 5.21: 70.8
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>MP 1.69: 77.4</li> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 6.2 miles</li> <li>Sidewalk substandard: 6.1 miles</li> <li>Sidewalk meets standard: 7.5 miles</li> <li>Bicycle gaps: 3.5 miles</li> <li>Bicycle substandard: 2.4 miles</li> <li>Bicycle meets standard: 6.6 miles</li> <li>Number of crossings: 14</li> </ul> </li> </ul>	
	<b>Transit frequency</b> No existing frequent service lines. Planned: TriMet Line 16	
<b>Capital projects</b>	<b>ODOT STIP 2018 - 2021</b>	
	<ul style="list-style-type: none"> <li>US30 Kittridge - St. Johns (20208)</li> </ul>	
	<b>ODOT STIP 2021 - 2024</b>	
	<ul style="list-style-type: none"> <li>US30 Sandy River - OR35 (21613)</li> <li>Multnomah Falls Viaducts Repair Project (17479)</li> <li>US30 NW Saltzman Rd - NW Bridge Ave (20208)</li> <li>US30 Bridal Veil Falls Bridge (21706)</li> <li>US30 Watson Rd - NW Hoge Ave (21779)</li> </ul>	
	<b>City CIPs</b>	
	<ul style="list-style-type: none"> <li>NW Portland - NW Cornelius Pass Road: Highway 30 - Skyline Boulevard</li> <li>NW Portland - NW Cornelius Pass Road: Skyline Boulevard to County Line</li> </ul>	

### PEOPLE OF COLOR



### LOW INCOME



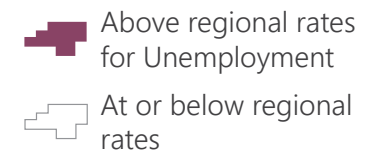
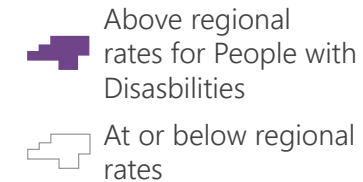
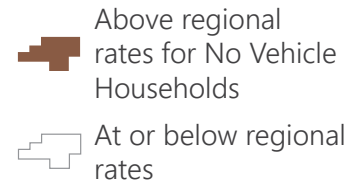
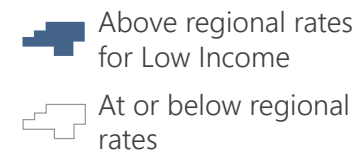
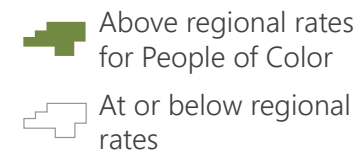
### NO VEHICLE HOUSEHOLDS



### PEOPLE WITH DISABILITIES



### UNEMPLOYMENT



Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.

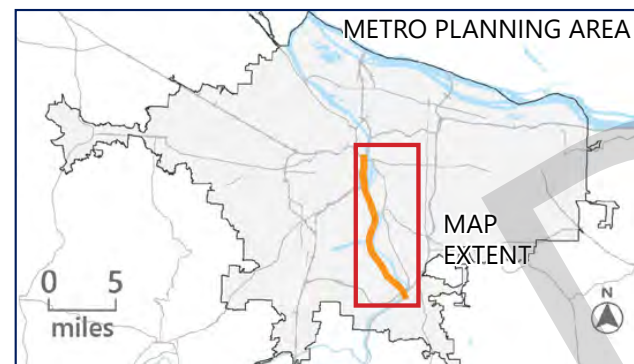


Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

# OSWEGO HIGHWAY (OR 43)

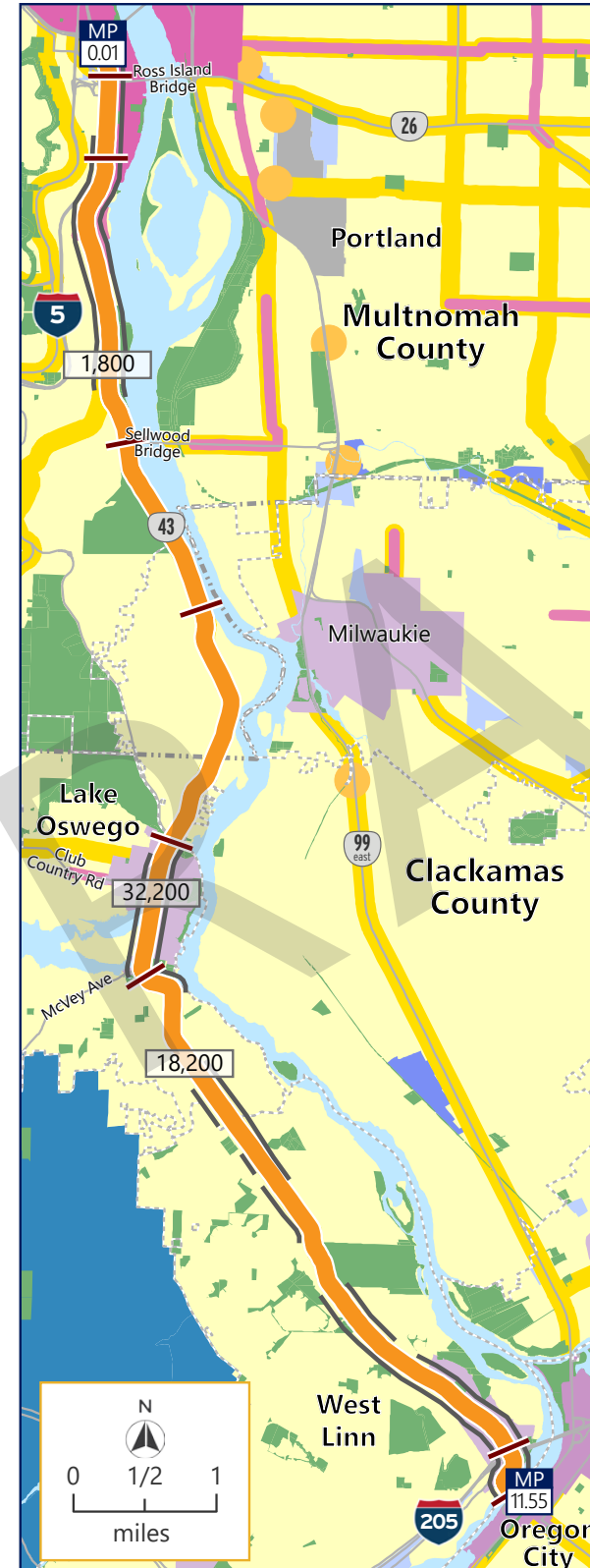
## CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS), Urban Minor Arterial State: Statewide Highway, District Highway, Seismic Lifeline Route Metro: Major Arterial, 2040 Corridor Local: Major City Traffic Street (Portland); Principal Arterial (Clackamas County), Major Arterial (Clackamas County, West Linn, Oregon City, Lake Oswego)
<b>Highway length</b>	14.9 miles
<b>Bike network</b>	Bike lanes (partial)
<b>Transit</b>	TriMet routes 35, 36, 99
<b>Freight routes</b>	None
<b>Crash history (2013-2018)</b>	17 pedestrian-involved, 9 cyclist-involved, 1,000 vehicle
<b>Number of lanes</b>	2-5
<b>Speed limit</b>	25-45 mph
<b>Population</b>	60,086 people <small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>
<b>Employment</b>	158,151 jobs <small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>

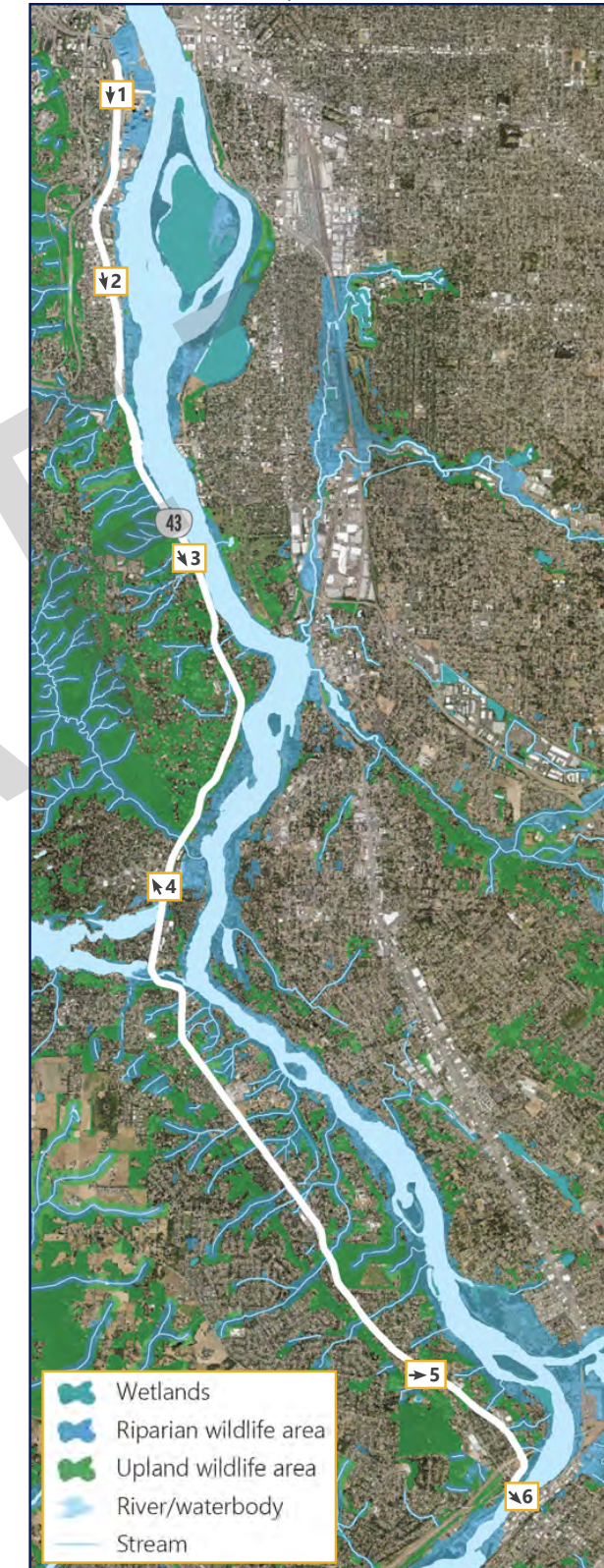


- County boundary
- City boundary
- Arterials
- Annual average daily traffic volumes
- Sidewalks
- Bridge
- Milepost termini
- Throughway
- Major Arterial
- Minor Arterial
- Arterial Outside Urban Growth Boundary
- 2040 corridor
- Central city
- Regional center
- Town center
- Employment areas
- Industrial areas
- Regionally significant industrial areas
- Neighborhoods
- Urban reserves
- Rural reserves
- Parks & open space
- River/waterbody

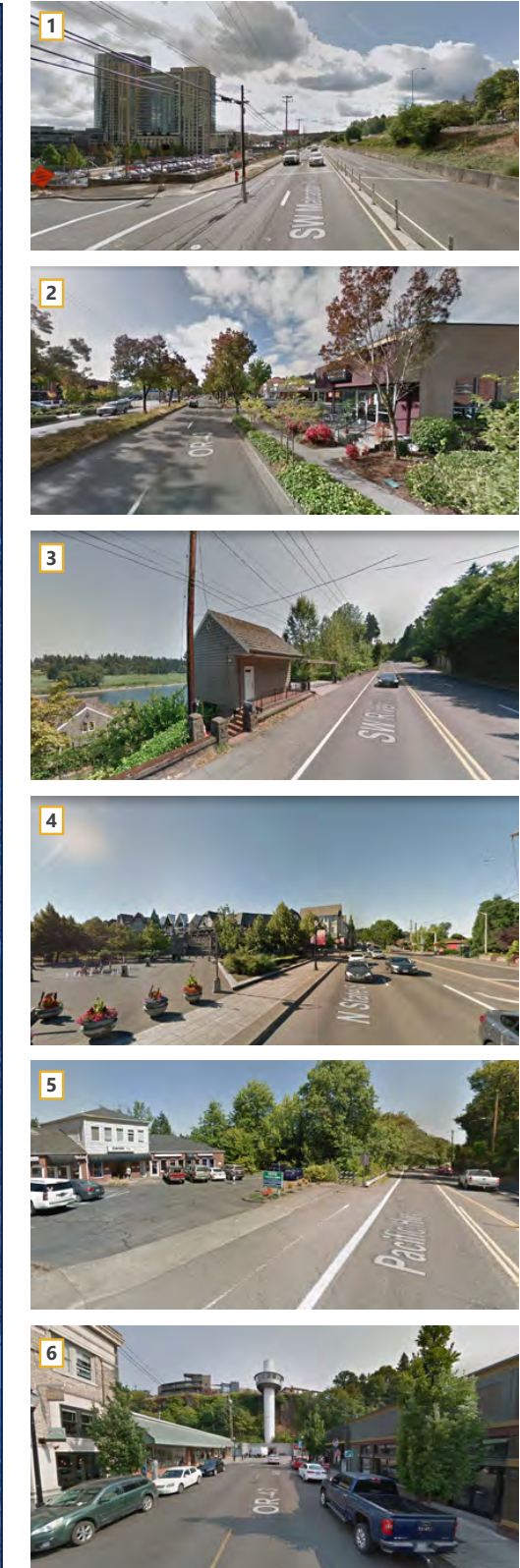
## REGIONAL LAND USE AND TRANSPORTATION



## ENVIRONMENT with photo locations



## PHOTOS



Source: Metro RLIS database and ODOT TransGIS.

## OSWEGO HIGHWAY (OR 43)

### CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor for part of the corridor (<50%) 42 ODOT SPIS sites	
<b>Pavement condition</b>	<b>Poor:</b>	<b>Fair:</b>
	MP 0 - 0.76 MP 0 - 0.24 MP 0.24 - 0.64 MP 0.64 - 2.53 MP 7.6 - 11.29	MP 5.79 - 6.13 MP 6.13 - 7.6 MP 11.29 - 11.39 <b>Good:</b> MP 2.53 - 5.79 MP 11.39 - 11.55
<b>Bridges and bridge rating (0-100)</b>	MP 0.09: 58.2 MP 0.16: 89.6 MP 2.69: 84.5 MP 2.69: 81.7 MP 4: 73.7	MP 5.79: 0 MP 6.76: 56.4 MP 6.82: 80 MP 11.43: 45.2
	<b>Pedestrian and bicycle network completion</b> <ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI: <ul style="list-style-type: none"> <li>Sidewalk gaps: 7 miles</li> <li>Sidewalk substandard: 5.9 miles</li> <li>Sidewalk meets standard: 2.1 miles</li> <li>Bicycle gaps: 6.9 miles</li> <li>Bicycle substandard: 6.5 miles</li> <li>Bicycle meets standard: 1.5 miles</li> <li>Number of crossings: 19</li> </ul> </li> </ul>	
<b>Transit frequency</b>	No existing frequent service lines. Planned: TriMet Line 35	
<b>Capital projects</b>	<b>ODOT STIP 2018 - 2021</b>	
	<ul style="list-style-type: none"> <li>Portland Metropolitan: Bridge screening and rail retrofit (19918)</li> <li>OR43 Arbor Dr - hidden springs Rd (20329)</li> </ul>	
	<b>ODOT STIP 2021 - 2024</b>	
	<ul style="list-style-type: none"> <li>OR43 Arbor Dr - Hidden Springs (20329)</li> </ul>	
<b>City CIPs</b>	<ul style="list-style-type: none"> <li>Portland - Dunthorpe Urban Pockets Active Transportation Projects</li> </ul>	

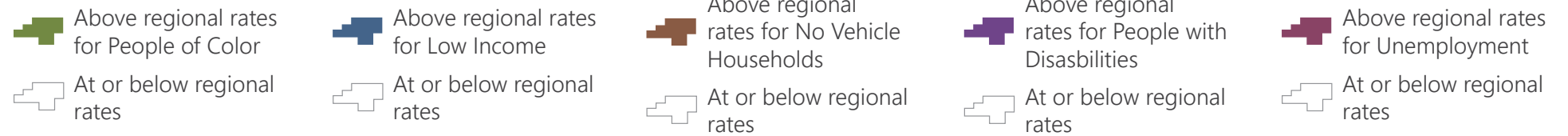
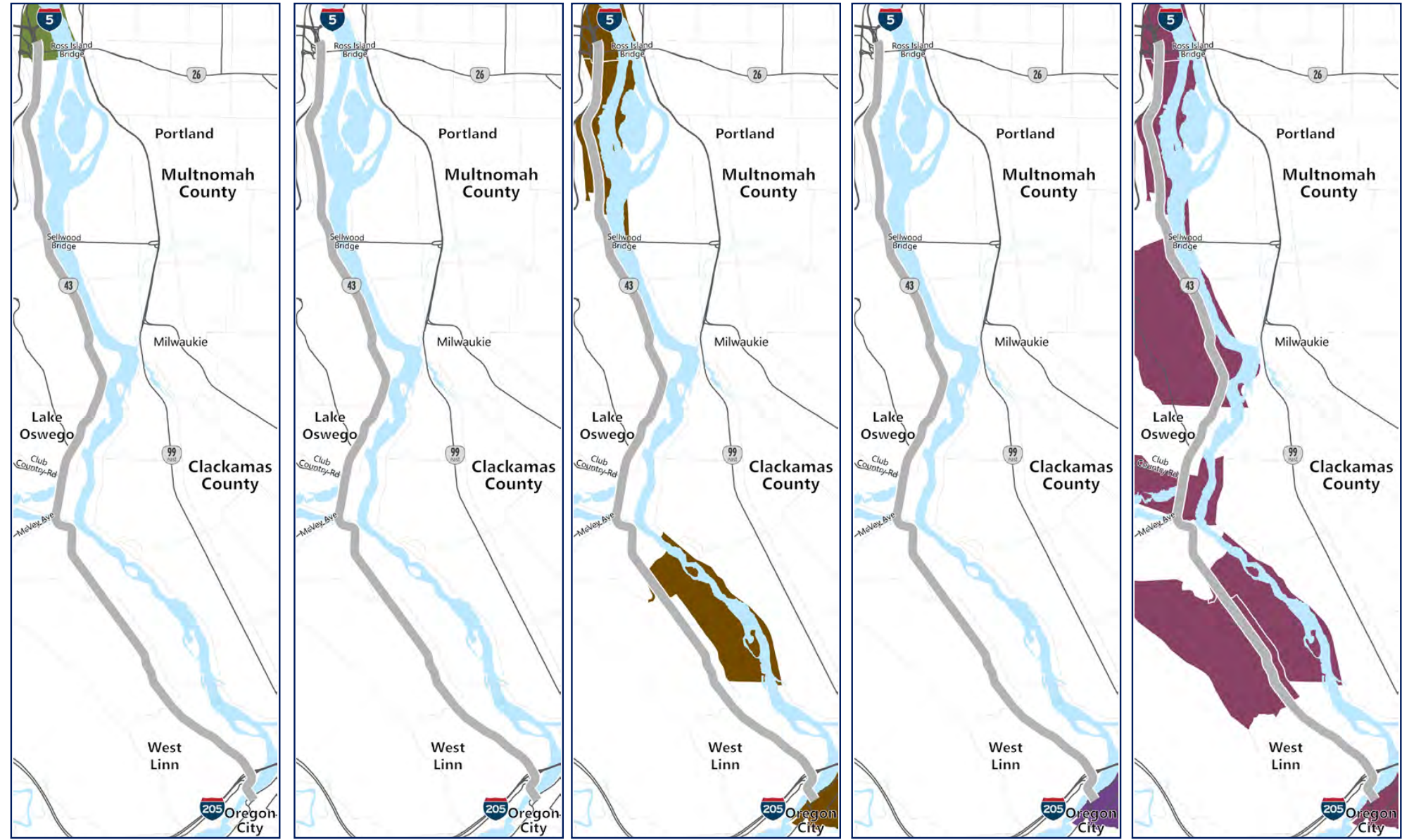
### PEOPLE OF COLOR

### LOW INCOME

### NO VEHICLE HOUSEHOLDS

### PEOPLE WITH DISABILITIES

### UNEMPLOYMENT



Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.

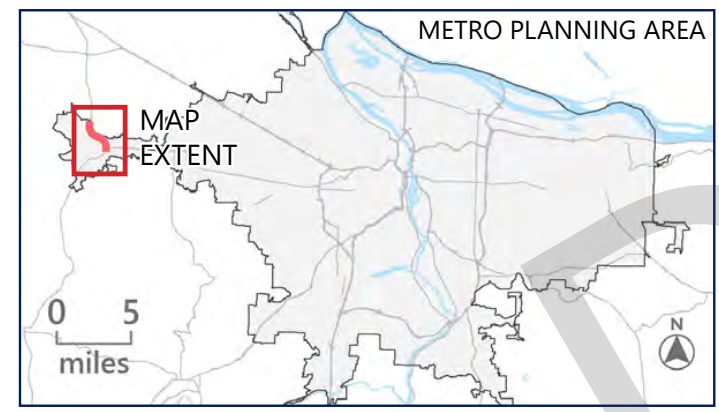


Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

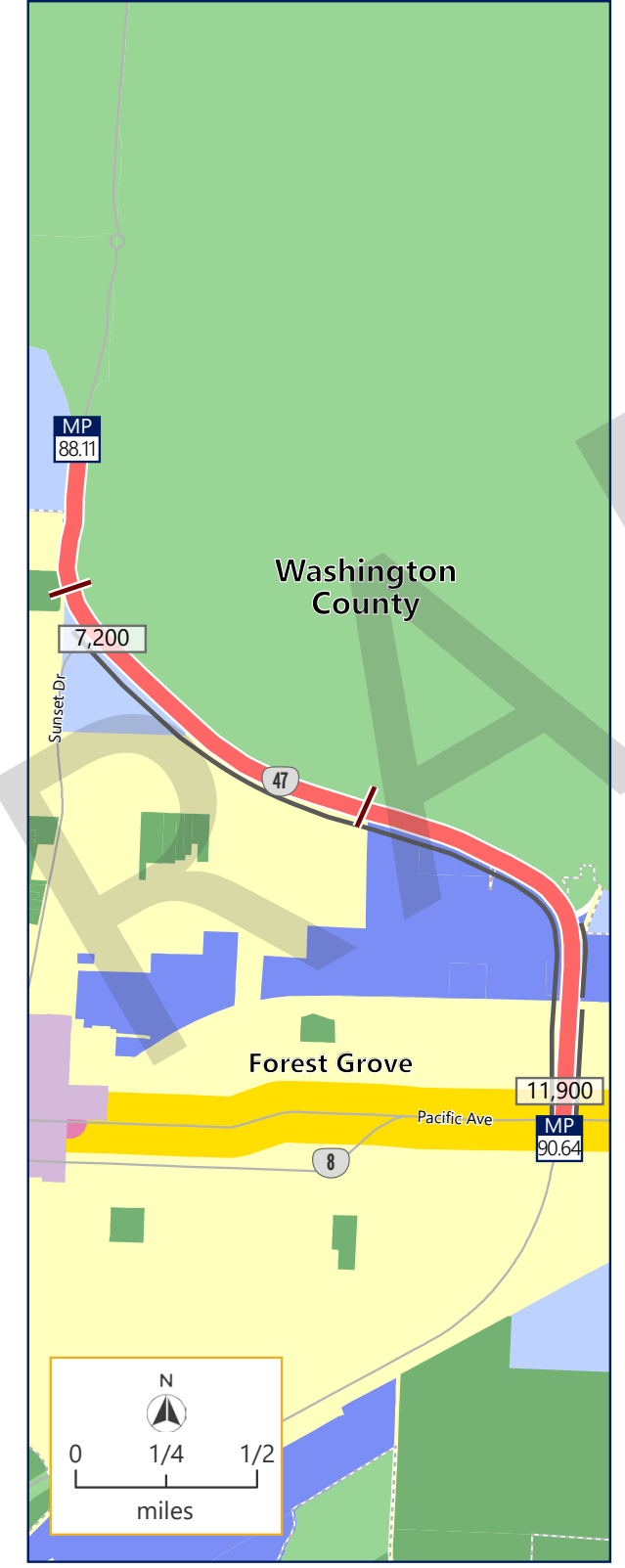
# NEHALEM HIGHWAY (OR 47)

## CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS) State: Statewide Highway, District Highway Metro: Throughway Local: Principal Arterial (Forest Grove, Washington County)
<b>Highway length</b>	2.2 miles
<b>Bike network</b>	Bike lanes
<b>Transit</b>	None
<b>Freight routes</b>	Entire corridor (Metro), Reduction Review Route (ODOT)
<b>Crash history (2013-2018)</b>	1 pedestrian-involved, 0 cyclist-involved, 106 vehicle
<b>Number of lanes</b>	2
<b>Speed limit</b>	25-50 mph
<b>Population</b>	11,951 people
<small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>	
<b>Employment</b>	5,570 jobs
<small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>	



## REGIONAL LAND USE AND TRANSPORTATION



## ENVIRONMENT with photo locations



## PHOTOS



- County boundary
- Throughway
- Employment areas
- City boundary
- Major Arterial
- Industrial areas
- Arterials
- Minor Arterial
- Regionally significant industrial areas
- Annual average daily traffic volumes
- Arterial Outside Urban Growth Boundary
- Neighborhoods
- Sidewalks
- 2040 corridor
- Urban reserves
- Bridge
- Central city
- Rural reserves
- Milepost termini
- Regional center
- Parks & open space
- River/waterbody
- Town center
- River/waterbody

Source: Metro RLIS database and ODOT TransGIS.

## NEHALEM HIGHWAY (OR 47)

### CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor 0 ODOT SPIS sites
<b>Pavement condition</b>	<b>Poor:</b> MP 88.8 - 90.4 <b>Fair:</b> MP 90.4 - 90.64 <b>Very Good:</b> MP 87.85 - 88.8
<b>Bridges</b>	MP 88.51 - 90.1/100 MP 88.84 - 70/100 MP 89.69 - 99.6/100
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI: <ul style="list-style-type: none"> <li>Sidewalk gaps: 1.6 miles</li> <li>Sidewalk substandard: 1 mile</li> <li>Sidewalk meets standard: 0.7 miles</li> <li>Bicycle gaps: 0 miles</li> <li>Bicycle substandard: 6.5 miles</li> <li>Bicycle meets standard: 0.3 miles</li> <li>Number of crossings: 2</li> </ul> </li> </ul>
<b>Transit frequency</b>	No existing or planned frequent service lines.
<b>Capital projects</b>	<b>City CIP</b> <ul style="list-style-type: none"> <li>Forest Grove - TV Hwy &amp; Quince (ST.012)</li> </ul>

### PEOPLE OF COLOR



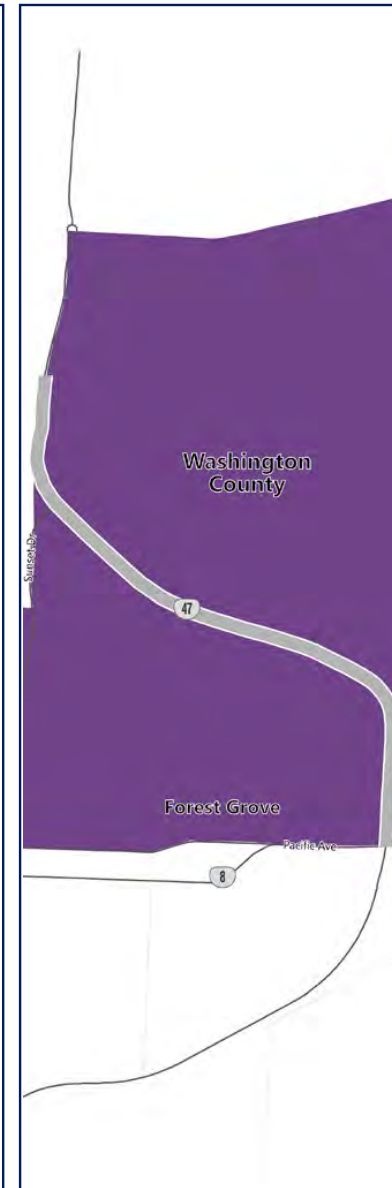
### LOW INCOME



### NO VEHICLE HOUSEHOLDS



### PEOPLE WITH DISABILITIES



### UNEMPLOYMENT



Above regional rates for People of Color

At or below regional rates

Above regional rates for Low Income

At or below regional rates

Above regional rates for No Vehicle Households

At or below regional rates

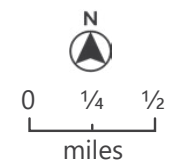
Above regional rates for People with Disabilities

At or below regional rates

Above regional rates for Unemployment

At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.

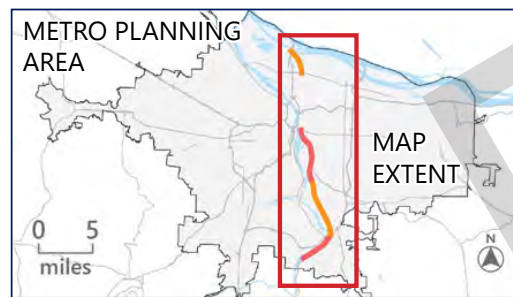


Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

PACIFIC HIGHWAY EAST (OR 99E)

CORRIDOR INFORMATION

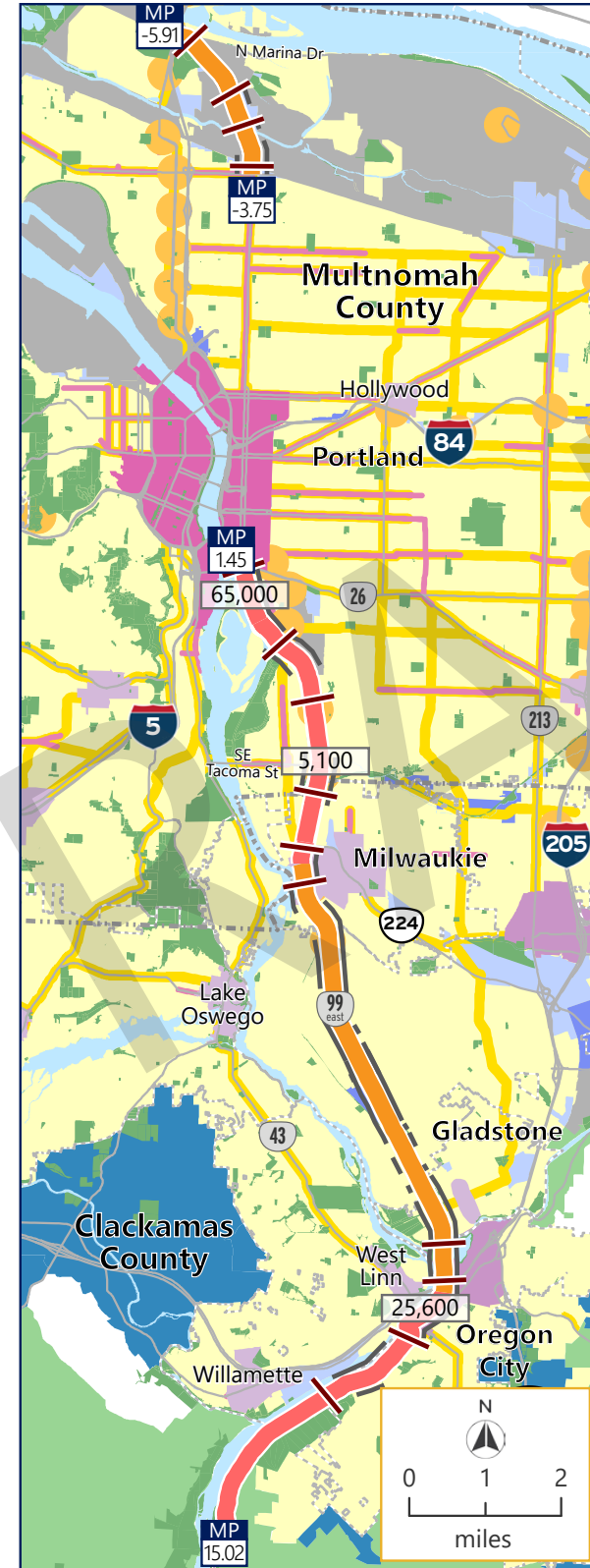
<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS), Urban Minor Arterial State: Statewide Highway, Regional Highway, District Highway, Seismic Lifeline Route Metro: Throughway, Major Arterial, 2040 Corridor Local: Major City Traffic Street/Regional Trafficway (Portland), Principal Arterial (Clackamas County), District Hwy (Gladstone), Regional Route (Milwaukie), Arterial (Milwaukie, Multnomah County), Major Arterial (Clackamas County, Oregon City)
<b>Highway length</b>	26.7 miles
<b>Bike network</b>	Bike lanes; buffered bike lanes (partial)
<b>Transit</b>	TriMet routes 6 (FS), 11, 29, 30, 31, 32, 33 (FS), 34, 35, 79, 99, 154 and 291 Orange Night Bus
<b>Freight routes</b>	Entire corridor (Metro); SE Powell Blvd to OR 224 (ODOT), Reduction Review Route (ODOT)
<b>Crash history (2013-2018)</b>	61 pedestrian-involved, 39 cyclist-involved, 2,354 vehicle
<b>Number of lanes</b>	2-6
<b>Speed limit</b>	40-55 mph
<b>Population</b>	88,386 people <small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>
<b>Employment</b>	177,516 jobs <small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>



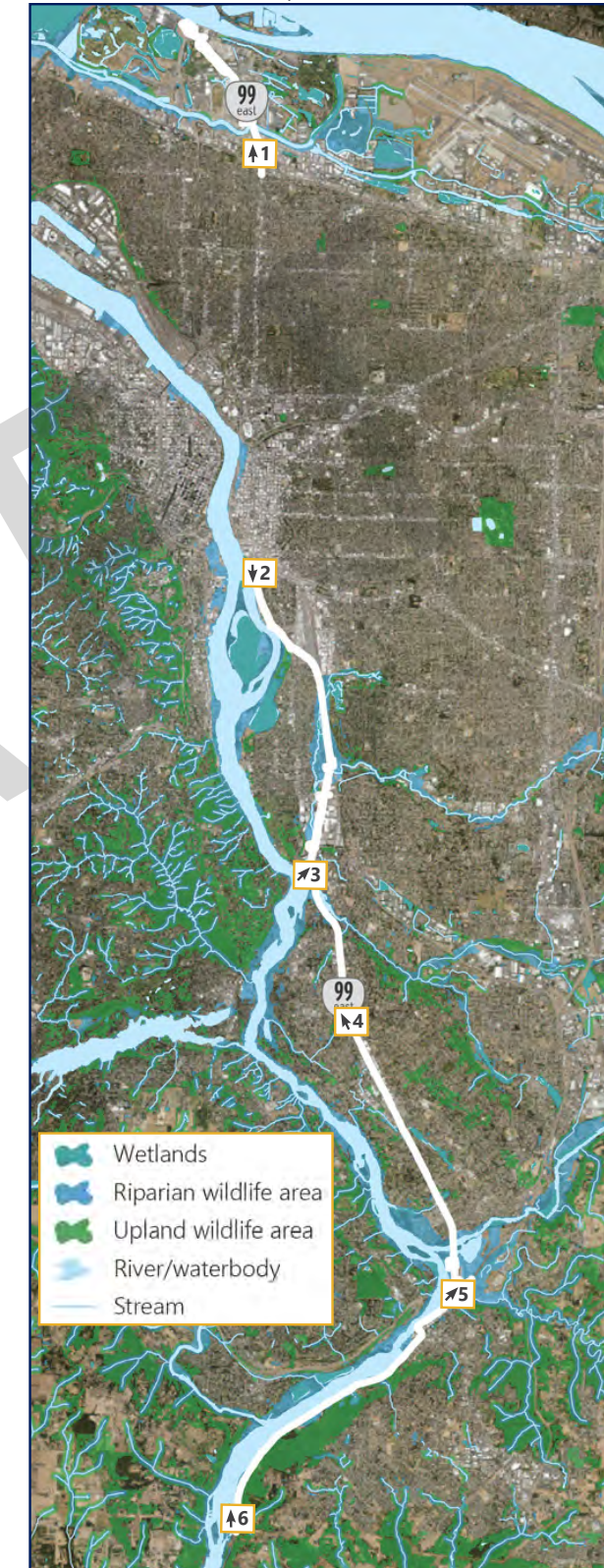
- |                                      |                        |   |
|--------------------------------------|------------------------|---|
| County boundary                      | Throughway             | Employment areas                        |
| City boundary                        | Major Arterial         | Industrial areas                        |
| Arterials                            | Minor Arterial         | Regionally significant industrial areas |
| Annual average daily traffic volumes | Arterial Outside Urban | Neighborhoods                           |
| Sidewalks                            | 2040 corridor          | Urban reserves                          |
| Bridge                               | Central city           | Rural reserves                          |
| Milepost termini                     | Regional center        | Parks & open space                      |
| Not designated                       | Town center            | River/waterbody                         |

Source: Metro RLIS database and ODOT TransGIS.

REGIONAL LAND USE AND TRANSPORTATION



ENVIRONMENT with photo locations



PHOTOS



## PACIFIC HIGHWAY EAST (OR 99E)

### CORRIDOR INFORMATION

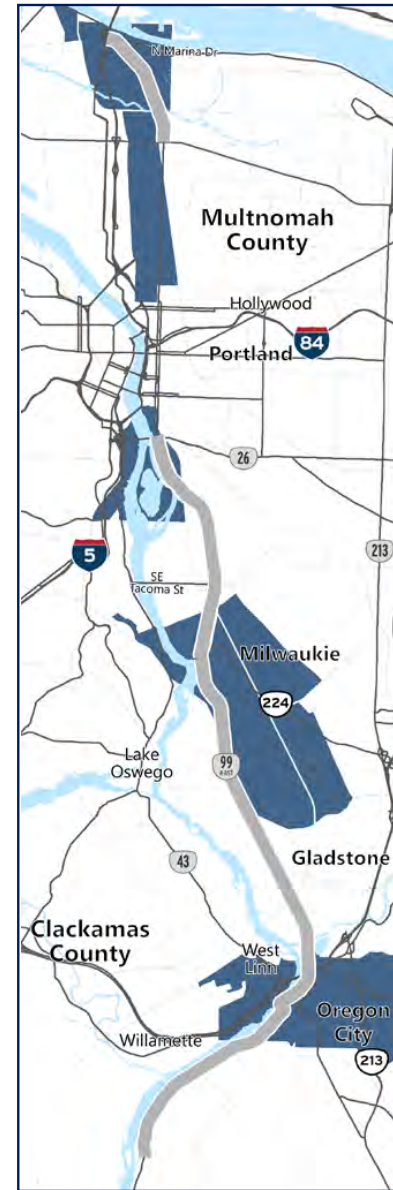
<b>Crash data</b>	Metro High Crash Corridor 227 ODOT SPIS sites		
<b>Pavement condition</b>	<b>Poor:</b>	<b>Good:</b>	
	MP -5.65 - -4.01	MP -6.09 - -5.65	
	MP -4.01 - -3.75	MP 1.45 - 3.17	
	<b>Fair:</b>	MP 5.46 - 5.72	
	MP -0.01 - 0.09	MP 9.22 - 11.73	
	MP 0.11 - 0.5	MP 13 - 15.01	
	MP 5.72 - 9.22	MP 15.01 - 18.25	
	MP 11.73 - 13	<b>Very Good:</b>	
		MP 3.17 - 4.24	
<b>Bridges and bridge rating (0-100)</b>	MP:5.95: 97.5	MP 4.5: 97.5	
	MP:5.75: 79.4	MP 5.97: 82.8	
	MP:4.86: 91.1	MP 11.2: 38.4	
	MP:4.46: 91.2	MP 11.38: 85.7	
	MP:4.41: 47.5	MP 12.22: 37.4	
	MP:3.86: 57.6	MP 12.29: 49.4	
	MP 3.51: 32.1	MP 13.86: 66	
	MP 4.43: 80.8		
	<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 10.7 miles</li> <li>Sidewalk substandard: 4.3 miles</li> <li>Sidewalk meets standard: 8.5 miles</li> <li>Bicycle gaps: 9.3 miles</li> <li>Bicycle substandard: 11.1 miles</li> <li>Bicycle meets standard: 5.6 miles</li> <li>Number of crossings: 25</li> </ul> </li> </ul>	
		<b>Transit frequency</b>	
TriMet Line 33: 90% on time			

Corridor information table continues on next page.

### PEOPLE OF COLOR



### LOW INCOME



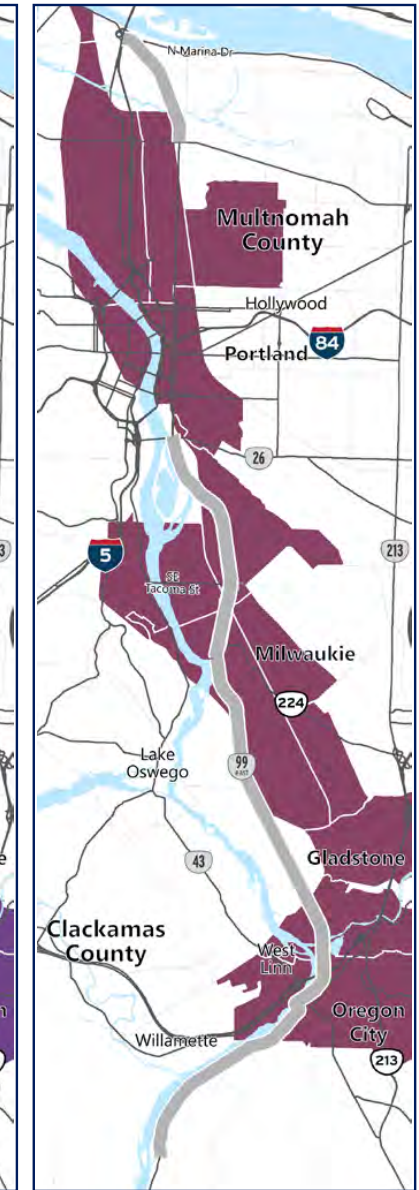
### NO VEHICLE HOUSEHOLDS













### PEOPLE WITH DISABILITIES



### UNEMPLOYMENT



 Above regional rates for People of Color	 Above regional rates for Low Income	 Above regional rates for No Vehicle Households	 Above regional rates for People with Disabilities	 Above regional rates for Unemployment
 At or below regional rates	 At or below regional rates	 At or below regional rates	 At or below regional rates	 At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.



Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics



## CORRIDOR INFORMATION

**Capital projects****ODOT STIP 2018 – 2021**

- OR99E Railroad tunnel illuminations and ITS (18759)
- East systemic signals and illumination (20339)
- Region 1 bike ped crossings (20479)
- NE Columbia blvd at MLK Jr. blvd (13502)
- OR99E over UPRR at Baldwin Street Bridge (20487)
- Area 4 and 5 signal improvements (20221)
- OR99 Urban upgrade in Cottage Grove (20242)
- OR99 @ Woodson in Cottage Grove (20408)

**ODOT STIP 2021 – 2024**

- East Systemic Signals and Illumination (20339)
- OR99E Clackamas River (Mcloughlin) Bridge (20472)
- Region 1 bike ped crossings (20479)
- OR99E over UPRR at Baldwin Street Bridge (20487)

**City CIPs**

- Gladstone - Jennings Ave - Sidewalk and Bike lanes
- Milwaukie - Main St Crossing Improvements
- Milwaukie - Hwy 224 & Hwy 99E Improvements

## PACIFIC HIGHWAY WEST (OR 99W)

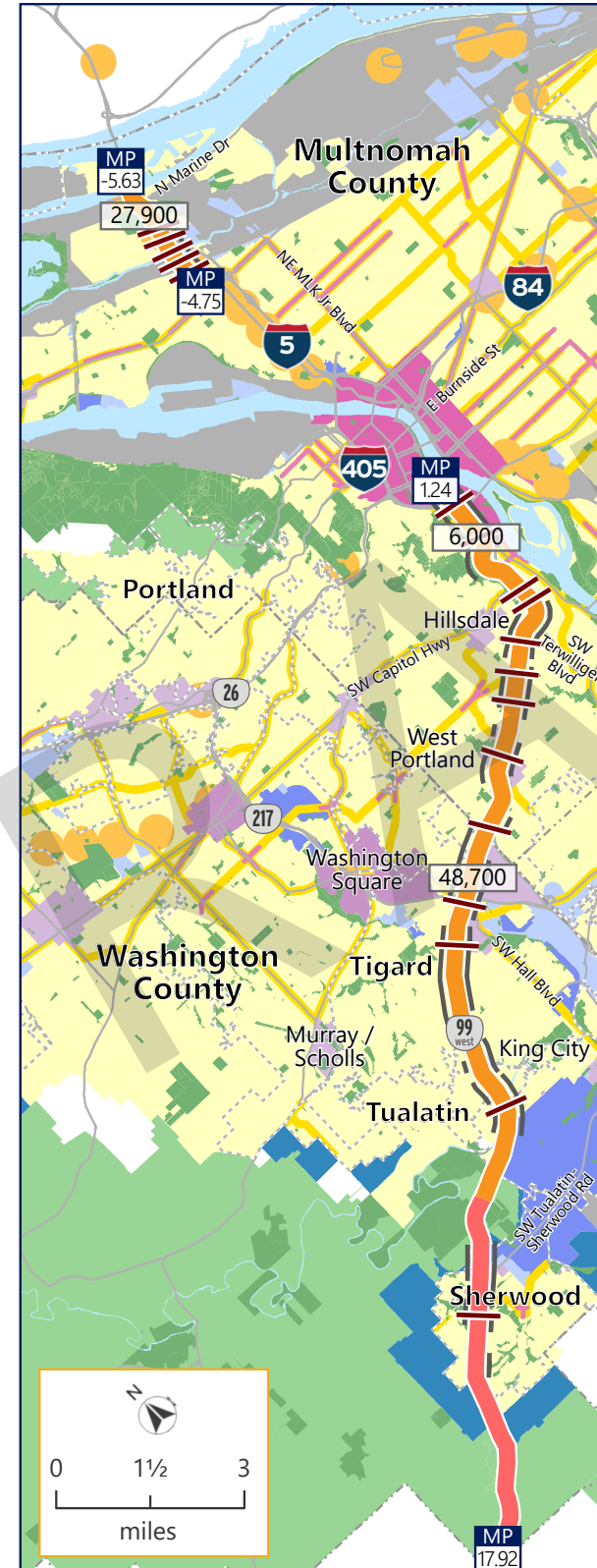
### CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Other Principal Arterial, Urban Minor Arterial (NHS) State: Statewide and District Highway, Seismic Lifeline Route Metro: Throughway, Major Arterial, 2040 Corridor Local: Major City Traffic Street (Portland), Regional Trafficway (Portland), Principal Arterial (Sherwood, Tigard, Washington County), Arterial (Washington County), Major Arterial (Tualatin)
<b>Highway length</b>	30.2 miles
<b>Bike network</b>	Bike lanes (partial)
<b>Transit</b>	TriMet routes 1, 4 (FS), 8 (FS), 12 (FS), 38, 39, 43, 44, 45, 54 (FS), 55, 56 (FS), 64, 65, 77, 92, 93, 94, MAX Red Line, Blue Line, Yellow Line and Green Line
<b>Freight routes</b>	Entire corridor (Metro); SW 64th Ave to SW Sunset Blvd (ODOT), Reduction Review Route (ODOT)
<b>Crash history (2013-2018)</b>	52 pedestrian-involved, 49 cyclist-involved, 2,644 vehicle
<b>Number of lanes</b>	4-6
<b>Speed limit</b>	35-55 mph
<b>Population</b>	100,940 people <small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>
<b>Employment</b>	191,558 jobs <small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>

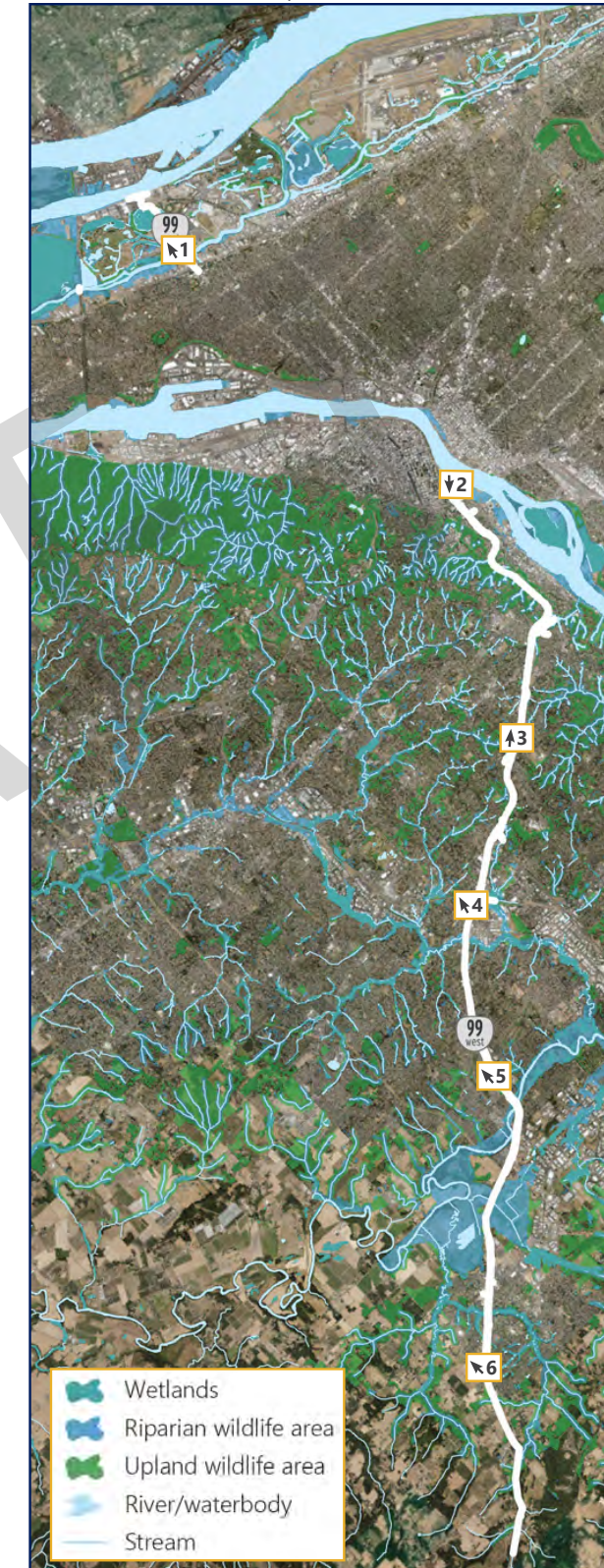


- County boundary
- City boundary
- Arterials
- Annual average daily traffic volumes
- Sidewalks
- Bridge
- Milepost termini
- Not designated
- Throughway
- Major Arterial
- Minor Arterial
- Arterial Outside Urban Growth Boundary
- 2040 corridor
- Central city
- Regional center
- Town center
- Employment areas
- Industrial areas
- Regionally significant industrial areas
- Neighborhoods
- Urban reserves
- Rural reserves
- Parks & open space
- River/waterbody

### REGIONAL LAND USE AND TRANSPORTATION



### ENVIRONMENT with photo locations



### PHOTOS



Source: Metro RLIS database and ODOT TransGIS.

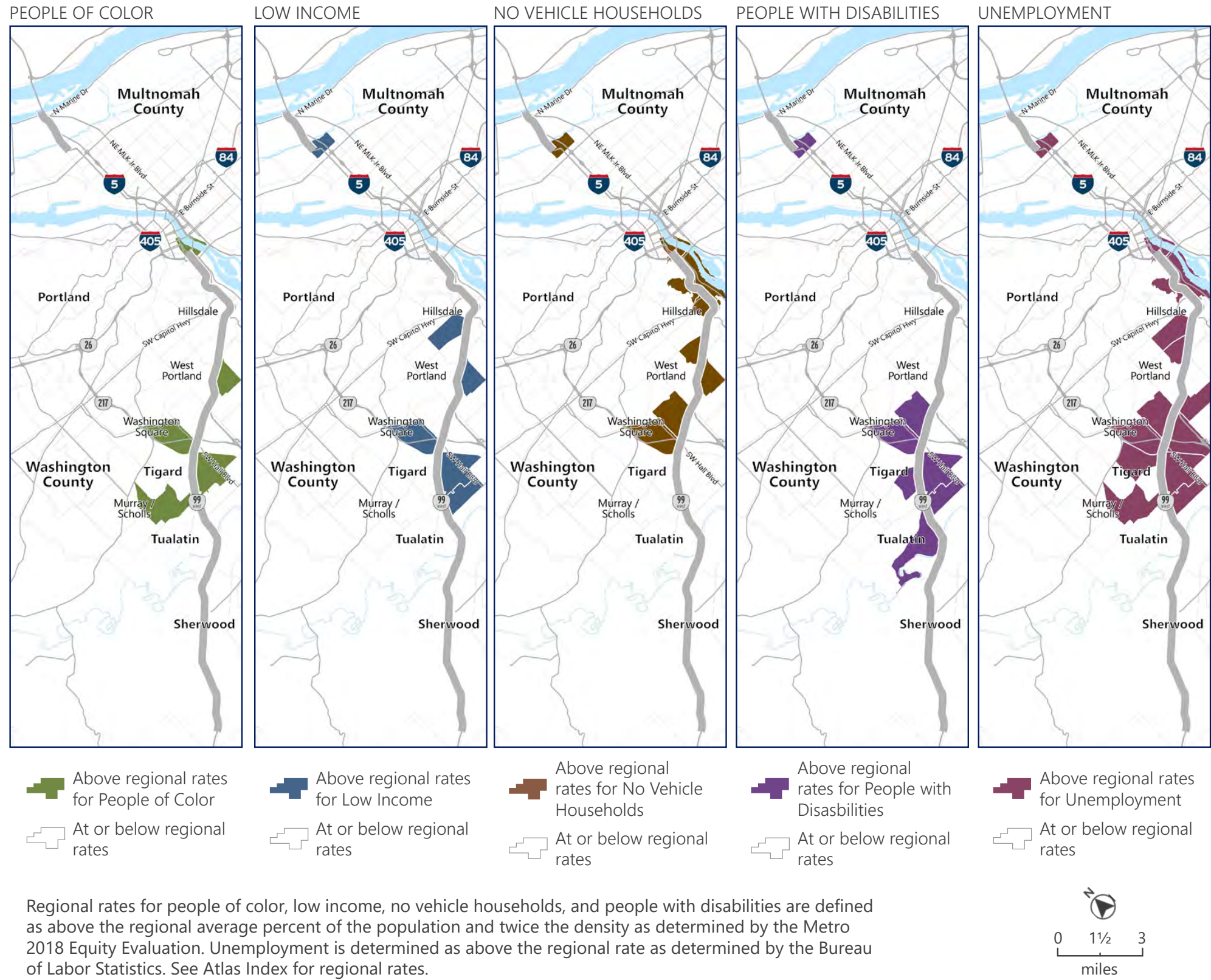
PACIFIC HIGHWAY WEST (OR 99W)

CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor 159 ODOT SPIS sites	
<b>Pavement condition</b>	<b>Poor:</b>	<b>Good:</b>
	MP 1.24 - 1.67	MP 12.1 - 14.67
	MP 1.67 - 2.33	MP 14.67 - 15.67
	MP 3.85 - 4.35	MP 16.67 - 19.44
	MP 7.42 - 8.67	<b>Very Good:</b>
MP 8.67 - 10.3	MP 15.67 - 16.67	
MP 10.3 - 12.1		
<b>Bridges and bridge rating (0-100)</b>	<b>Fair:</b>	
	MP 2.33 - 3.85	
	MP 4.35 - 7.42	
	MP -5.5: 72.3	MP 4.86: 62.3
	MP -4.84: 47.1	MP 5.26: 76.4
	MP -3.18: 51.4	MP 6.21: 76.7
	MP -0.44: 96.1	MP 6.22: 52.6
	MP 0.00: 0	MP 7.4: 61.8
	MP 1.29: 52.8	MP 7.82: 88.1
	MP 1.41: 53.6	MP 8.65: 56.6
MP 1.61: 91.5	MP 9.21: 46.6	
MP 1.67: 60.1	MP 9.37: 58	
MP 1.93: 49.4	MP 12.18: 60.4	
MP 3.25: 74.7	MP 12.2: 60.2	
MP 3.5: 42.1	MP 15.62: 74.6	
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 12.9 miles</li> <li>Sidewalk substandard: 5 miles</li> <li>Sidewalk meets standard: 8 miles</li> <li>Bicycle gaps: 5.2 miles</li> <li>Bicycle substandard: 18.4 miles</li> <li>Bicycle meets standard: 1 mile</li> <li>Number of crossings: 70</li> </ul> </li> </ul>	
	<b>Transit frequency</b>	
	TriMet lines:	
	<ul style="list-style-type: none"> <li>12: 87% on time</li> <li>54: 82% on time</li> <li>56: 86% on time</li> </ul>	

Corridor information table continues on next page.

Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics



Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.

### CORRIDOR INFORMATION

#### Capital projects

##### ODOT STIP 2018 – 2021

- SW Barbur Blvd: SW Caruthers St – SW capitol Hwy (18316)
- OR99W SW lane St, Portland – SW Naeve St, Tigard (18838)
- OR99W SB Ramp to I-5 SB (Capital Highway Interchange) (20702)
- OR99W Tualatin River northbound bridge (20471)
- OR99W I-5 – McDonald St (20435)
- OR99W (Barbur Blvd) MP 8.01 to MP 11.50 (20436)
- OR99W Barbur Blvd. northbound connection bridge over I-5 (20465)
- OR99 Urban upgrade in Cottage Grove (20242)
- OR99 @ Woodson in Cottage Grove (20408)

##### ODOT SPIS 2021 – 2024

- SW Barbur Blvd: SW Caruthers St – SW capitol Hwy (18316)
- OR99W: OR217 – SW Sunset Blvd & US30B: Kerby – 162nd Ave (21616)
- OR99W I-5 – McDonald St (20435)
- OR99W (Barbur Blvd) MP 8.01 to MP 11.50 (20439)
- OR99W Tualatin River northbound bridge (20471)
- OR99W Rock Creek Bridge (21712)

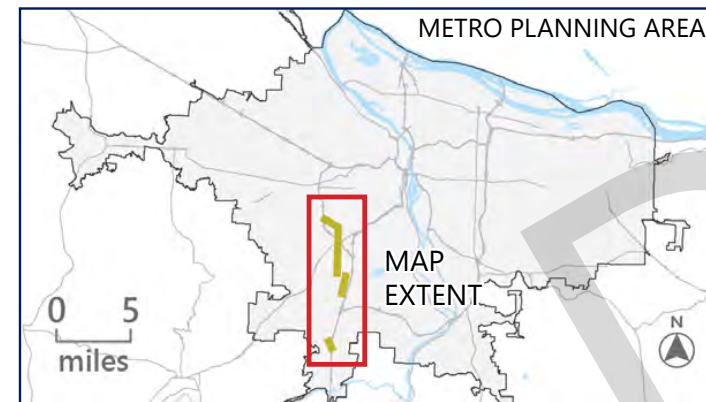
##### City CIPs

- Sherwood – Tualatin-Sherwood Road (Highway 99W Crossing)
- Sherwood – Elwert Road/Kruger Road Intersection

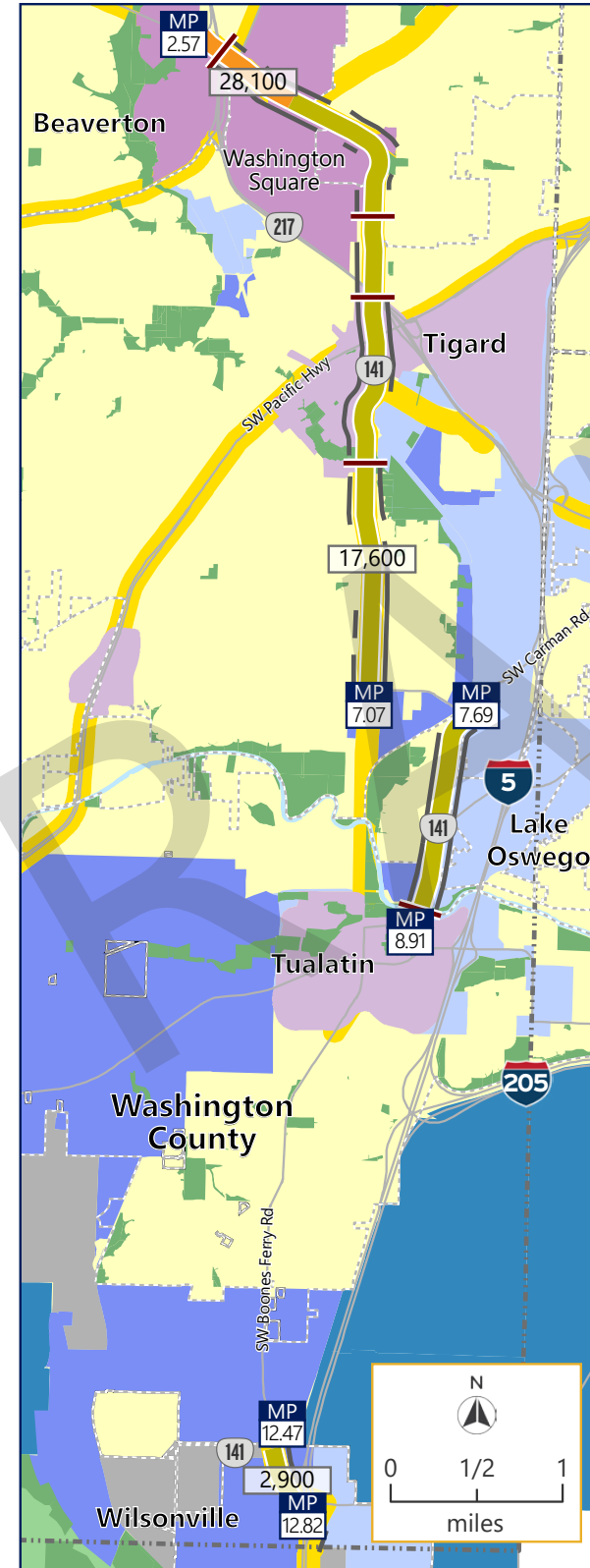
BEAVERTON-TUALATIN HIGHWAY/SW HALL BLVD (OR 141)

CORRIDOR INFORMATION

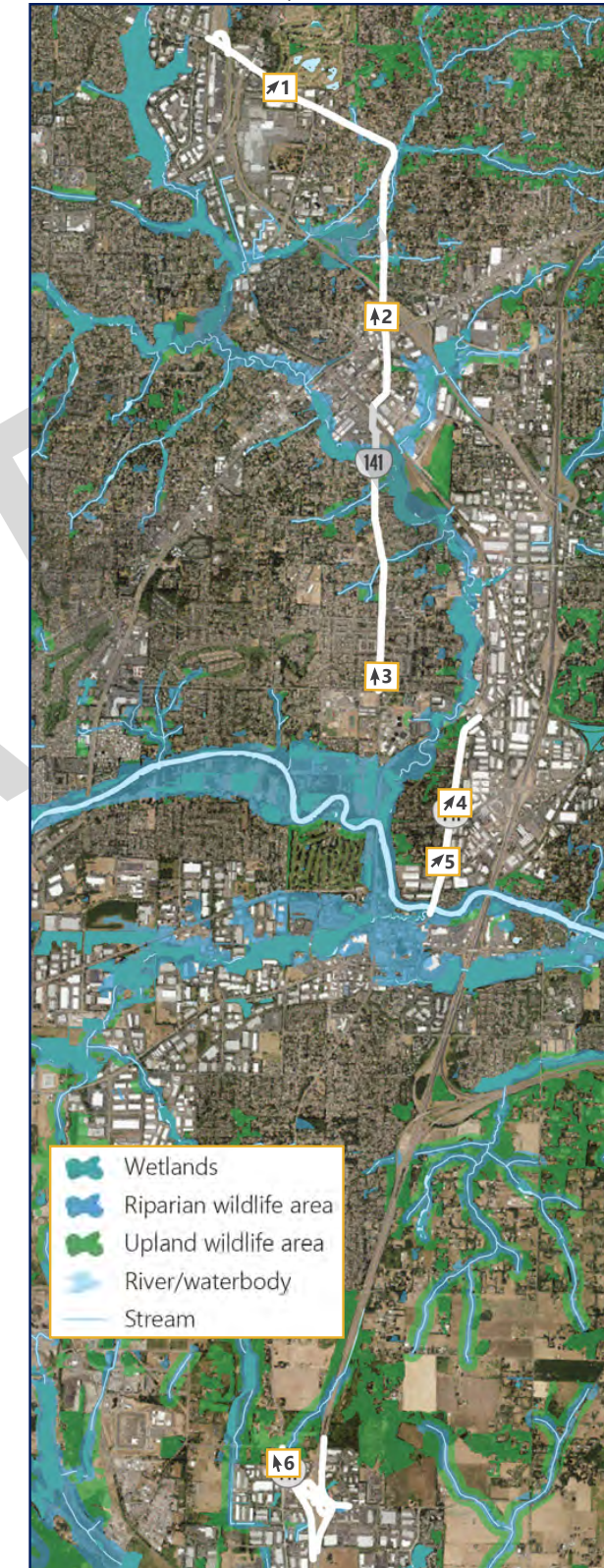
<b>Roadway classification</b>	Federal: Urban Minor Arterial State: District Highway Metro: Major Arterial, Minor Arterial, 2040 Corridor Local: Major Arterial (Tualatin, Wilsonville), Arterial (Tigard, Washington County, Beaverton)
<b>Highway length</b>	8.1 miles
<b>Bike network</b>	Bike lanes
<b>Transit</b>	TriMet routes 42, 43, 45, 56, 76, 78 and 96
<b>Freight routes</b>	SW Pacific Hwy to SW Hunziker Rd, SW Bridgeport Rd to SW Barngrover Way, and SW Day Rd to SW Argyle Ave (Metro)
<b>Crash history (2013-2018)</b>	13 pedestrian-involved, 17 cyclist-involved, 819 vehicle
<b>Number of lanes</b>	2-4
<b>Speed limit</b>	30-40 mph
<b>Population</b>	26,171 people
<small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>	
<b>Employment</b>	50,649 jobs
<small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>	



REGIONAL LAND USE AND TRANSPORTATION



ENVIRONMENT with photo locations



PHOTOS



Source: Metro RLIS database and ODOT TransGIS.

## BEAVERTON-TUALATIN HIGHWAY/SW HALL BLVD (OR 141)

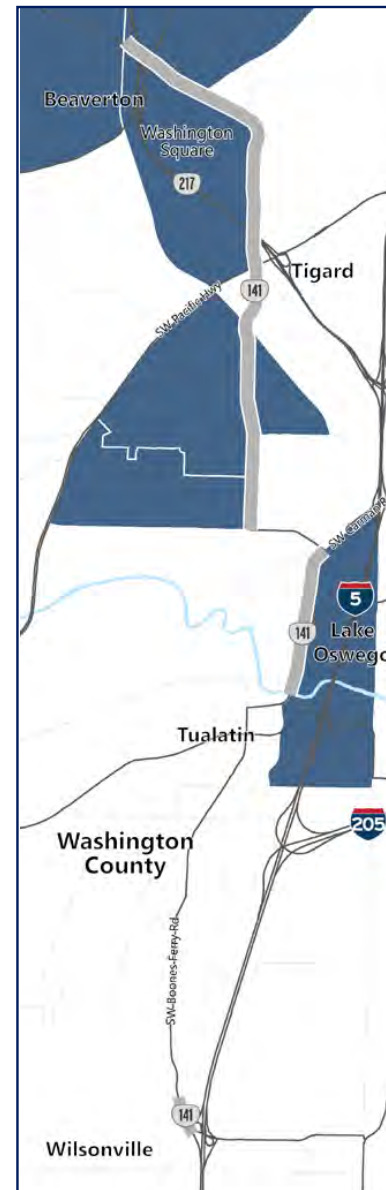
### CORRIDOR INFORMATION

<b>Crash data</b>	45 ODOT SPIS sites	
<b>Pavement condition</b>	<b>Poor:</b>	<b>Good:</b>
	MP 4.97 - 7.07	MP 7.69 - 8.91
	MP 3.31 - 4.97	<b>Very Good:</b>
	MP 2.57 - 3.31	MP 12.74 - 12.95
<b>Fair:</b>	MP 12.47 - 12.74	MP 12.96 - 13.24
	MP 12.69 - 12.96	
<b>Bridges and bridge rating (0-100)</b>	MP 2.71: 58.1	MP 5.73: 83.6
	MP 4.24: 96.2	MP 8.88: 93.7
	MP 4.71: 93.5	MP 12.84: 85.9
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor.</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 2.5 miles</li> <li>Sidewalk substandard: 4.1 miles</li> <li>Sidewalk meets standard: 0 miles</li> <li>Bicycle gaps: 1.8 miles</li> <li>Bicycle substandard: 3.4 miles</li> <li>Bicycle meets standard: 5.7 miles</li> <li>Number of crossings: 22</li> </ul> </li> </ul>	
	<b>Transit frequency</b>	
	No existing frequent service lines. Planned: TriMet Line 76	
	<b>Capital projects</b>	
	<b>ODOT STIP 2018 – 2021</b>	
	<ul style="list-style-type: none"> <li>OR217 OR10 – OR99W (18841)</li> <li>OR210 SW Scholls Ferry Rd – SW Hall Blvd ITS (21121)</li> </ul>	
	<b>ODOT STIP 2021 – 2024</b>	
<ul style="list-style-type: none"> <li>OR217 OR10 – OR99W (18841)</li> <li>OR210 SW Scholls Ferry Rd – SW Hall Blvd ITS (21121)</li> </ul>		

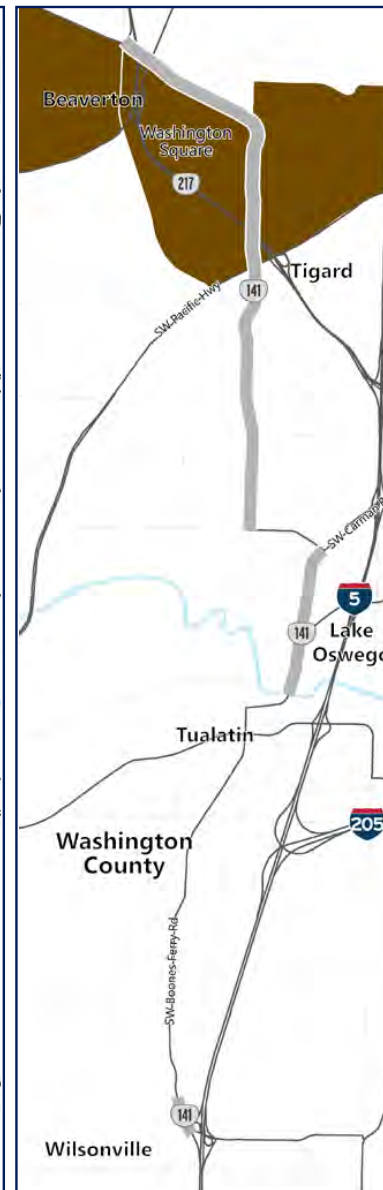
### PEOPLE OF COLOR



### LOW INCOME



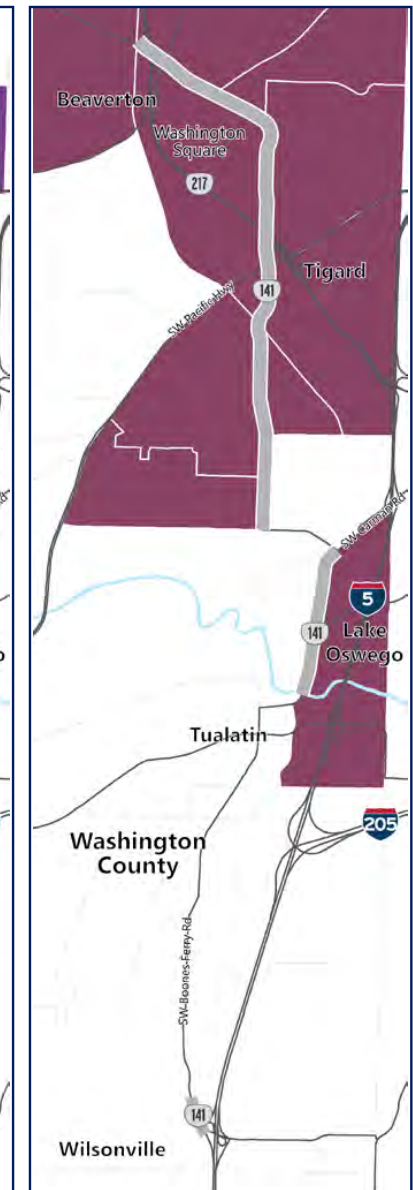
### NO VEHICLE HOUSEHOLDS



### PEOPLE WITH DISABILITIES



### UNEMPLOYMENT



Above regional rates for People of Color

At or below regional rates

Above regional rates for Low Income

At or below regional rates

Above regional rates for No Vehicle Households

At or below regional rates

Above regional rates for People with Disabilities

At or below regional rates

Above regional rates for Unemployment

At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.

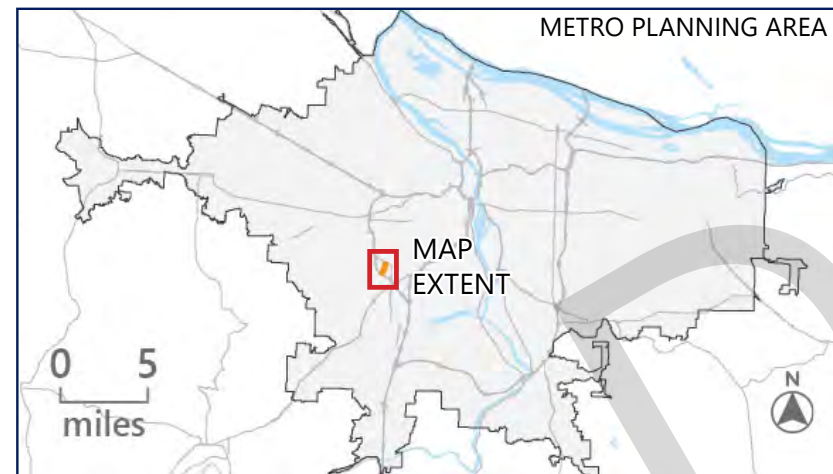


Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

SCHOLLS HIGHWAY/SW SCHOLLS FERRY RD (OR 210)

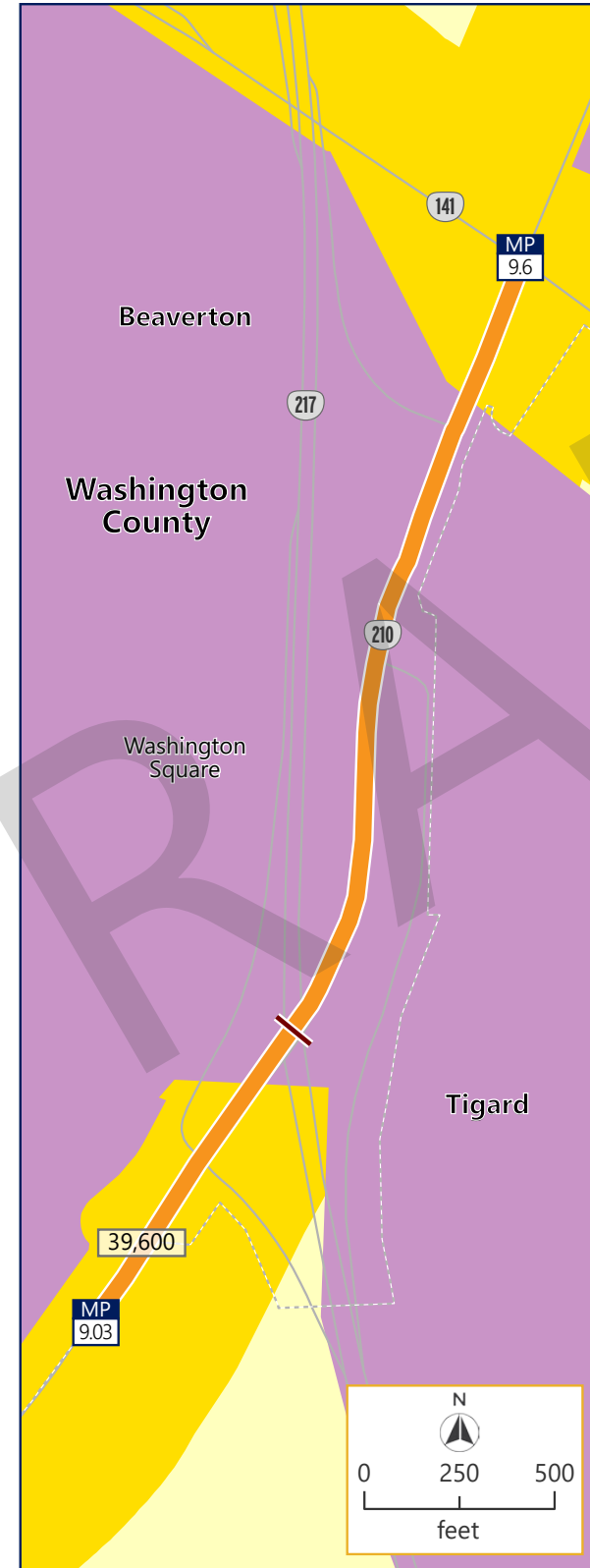
CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Minor Arterial State: District Highway Metro: Major Arterial, 2040 Corridor Local: Arterial (Washington County, Beaverton)
<b>Highway length</b>	0.6 miles
<b>Bike network</b>	Bike lanes (partial)
<b>Transit</b>	TriMet routes 45, 62 and 92
<b>Freight routes</b>	None
<b>Crash history (2013-2018)</b>	0 pedestrian-involved, 0 cyclist-involved, 48 vehicle
<b>Number of lanes</b>	4-5
<b>Speed limit</b>	35 mph
<b>Population</b>	154 people
<small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>	
<b>Employment</b>	9,289 jobs
<small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>	



- |                                      |  |   |
|--------------------------------------|--|---|
| County boundary                      | Throughway                             | Employment areas                        |
| City boundary                        | Major Arterial                         | Industrial areas                        |
| Arterials                            | Minor Arterial                         | Regionally significant industrial areas |
| Annual average daily traffic volumes | Arterial Outside Urban Growth Boundary | Neighborhoods                           |
| Sidewalks                            | 2040 corridor                          | Urban reserves                          |
| Bridge                               | Central city                           | Rural reserves                          |
| Milepost termini                     | Regional center                        | Parks & open space                      |
| Not designated                       | Town center                            | River/waterbody                         |

REGIONAL LAND USE AND TRANSPORTATION



ENVIRONMENT with photo locations



PHOTOS



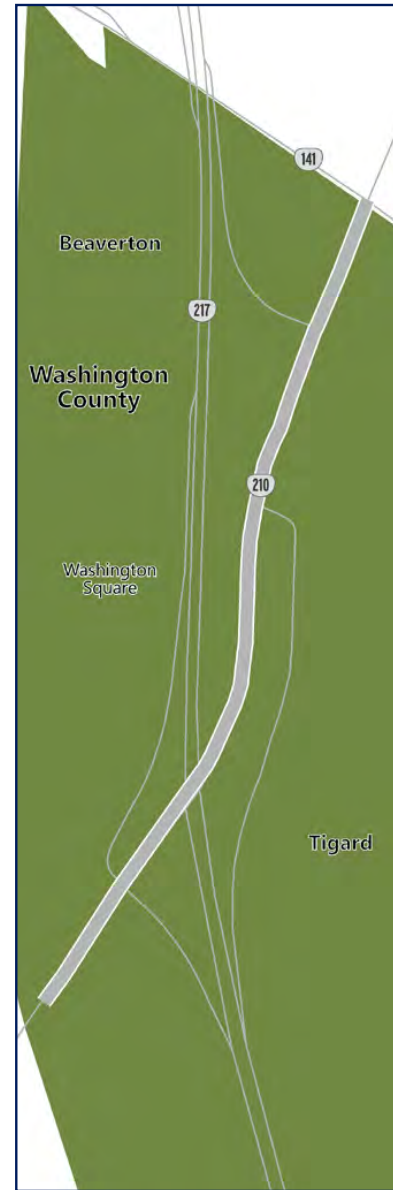
Source: Metro RLIS database and ODOT TransGIS.

## SCHOLLS HIGHWAY/SW SCHOLLS FERRY RD (OR 210)

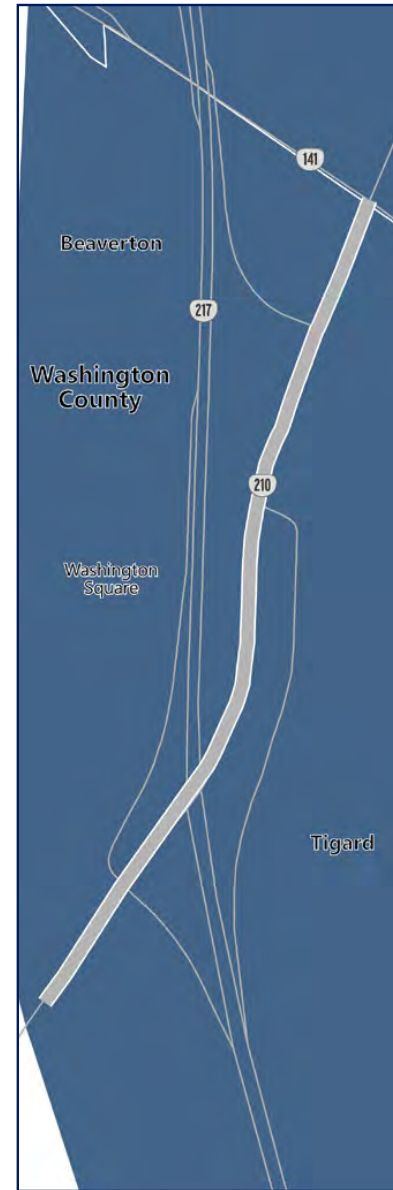
### CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor 23 ODOT SPIS sites
<b>Pavement condition</b>	<b>Poor:</b> MP 9.13 - 9.6 <b>Very Good:</b> MP 9.03 - 9.13
<b>Bridges and bridge rating (0-100)</b>	MP 4.27: 80.4
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 0.6 miles</li> <li>Sidewalk substandard: 0.2 miles</li> <li>Sidewalk meets standard: 0.3 miles</li> <li>Bicycle gaps: 0.4 miles</li> <li>Bicycle substandard: 0.4 miles</li> <li>Bicycle meets standard: 0.6 miles</li> <li>Number of crossings: 5</li> </ul> </li> </ul>
<b>Transit frequency</b>	No existing frequent service lines. Planned: TriMet Line 62
<b>Capital projects</b>	<p><b>ODOT STIP 2018 – 2021</b></p> <ul style="list-style-type: none"> <li>OR217 OR10 – OR99W (18841)</li> <li>OR210 SW Scholls Ferry Rd – SW Hall Blvd ITS (21121)</li> </ul> <p><b>ODOT STIP 2021 – 2024</b></p> <ul style="list-style-type: none"> <li>OR217 OR10 – OR99W (18841)</li> <li>OR210 SW Scholls Ferry Rd – SW Hall Blvd ITS (21121)</li> </ul> <p><b>City CIPs</b></p> <ul style="list-style-type: none"> <li>Beaverton – Hall Blvd (Ridgecrest Dr – Hwy 217) Overlay (3416)</li> <li>Tigard – Scholls Ferry and Scholls-Sherwood Roads Intersection</li> </ul>

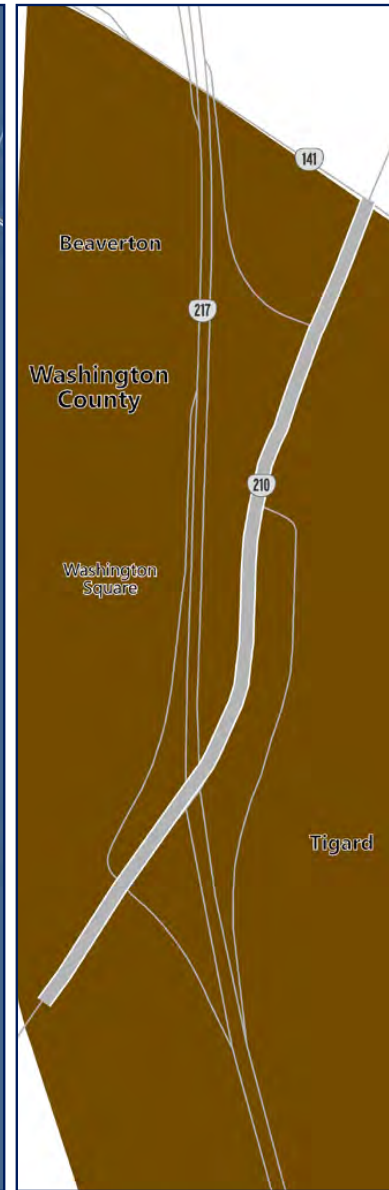
### PEOPLE OF COLOR



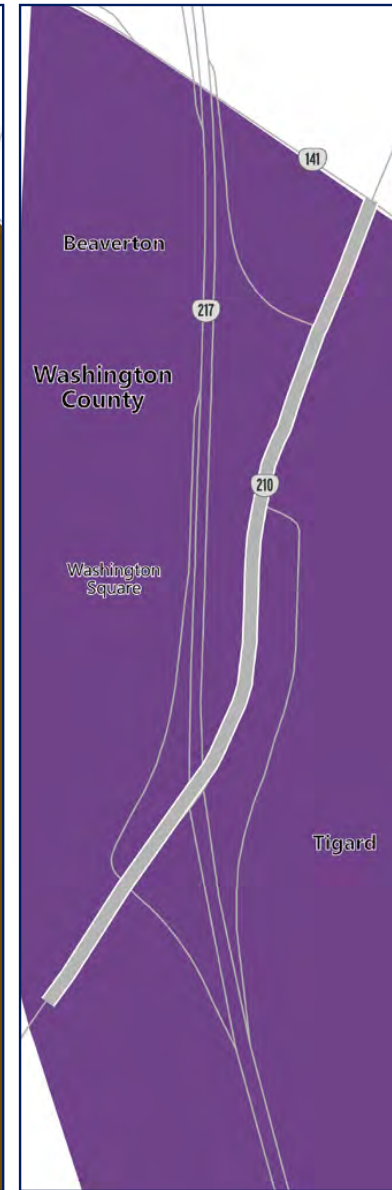
### LOW INCOME



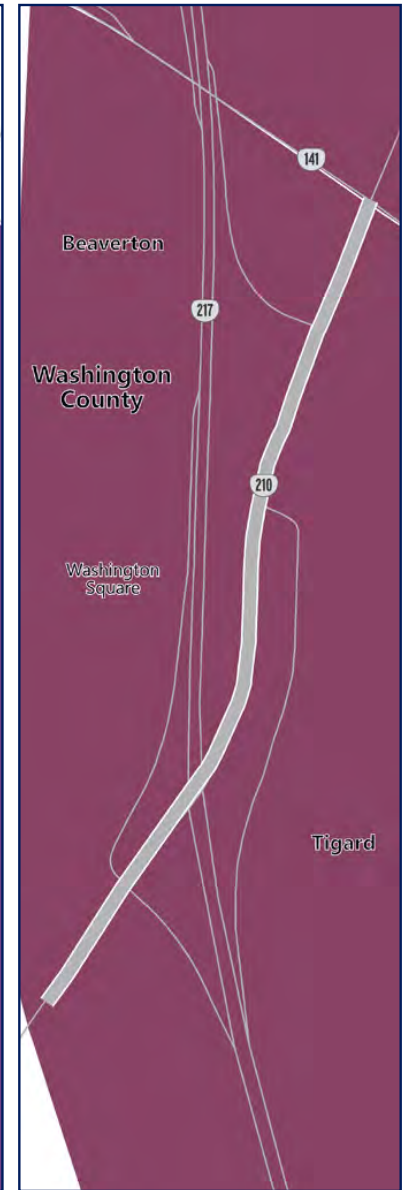
### NO VEHICLE HOUSEHOLDS



### PEOPLE WITH DISABILITIES



### UNEMPLOYMENT



Above regional rates for People of Color  
 At or below regional rates

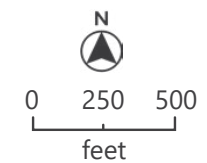
Above regional rates for Low Income  
 At or below regional rates

Above regional rates for No Vehicle Households  
 At or below regional rates

Above regional rates for People with Disabilities  
 At or below regional rates

Above regional rates for Unemployment  
 At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.



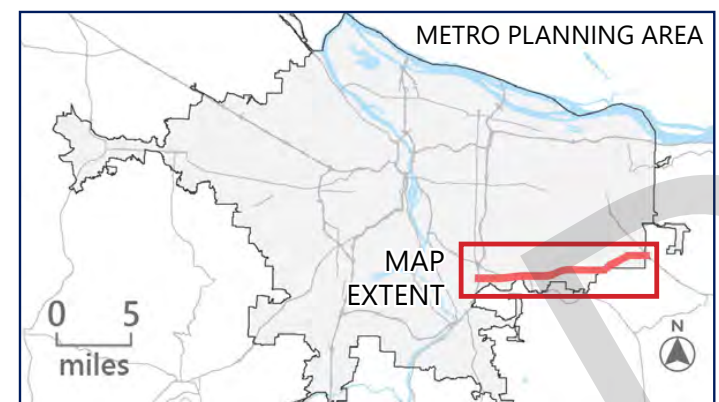
Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics



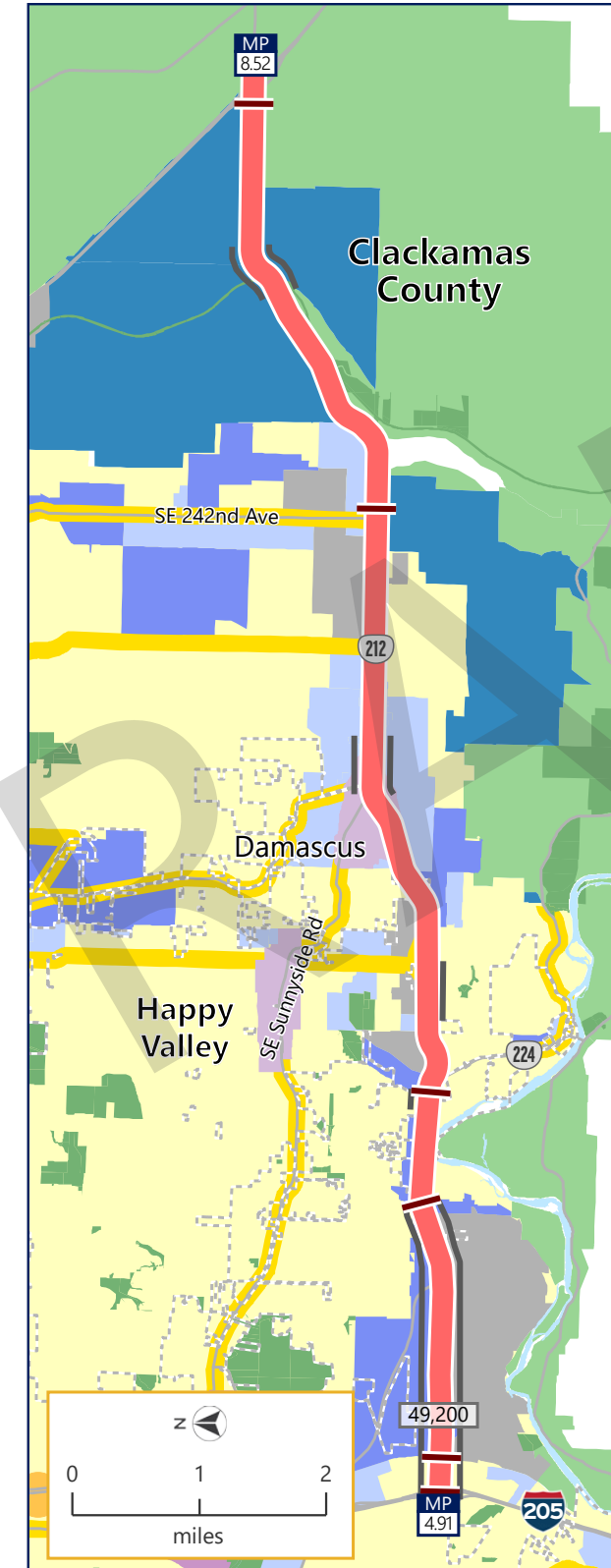
# CLACKAMAS-BORING HIGHWAY (OR 212)

## CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS) State: Statewide Highway, Seismic Lifeline Route Metro: Throughway, 2040 Corridor Local: Principal Arterial (Clackamas County), Major Arterial (Happy Valley)
<b>Highway length</b>	16.4 miles
<b>Bike network</b>	Bike lanes; wide shoulders (partial)
<b>Transit</b>	TriMet routes 29, 30, 31, 152 and 156
<b>Freight routes</b>	Entire corridor (Metro, ODOT), Reduction Review Route (ODOT)
<b>Crash history (2013-2018)</b>	21 pedestrian-involved, 18 cyclist-involved, 1,642 vehicle
<b>Number of lanes</b>	2-5
<b>Speed limit</b>	25-45 mph
<b>Population</b>	15,914 people <small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>
<b>Employment</b>	13,887 jobs <small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>

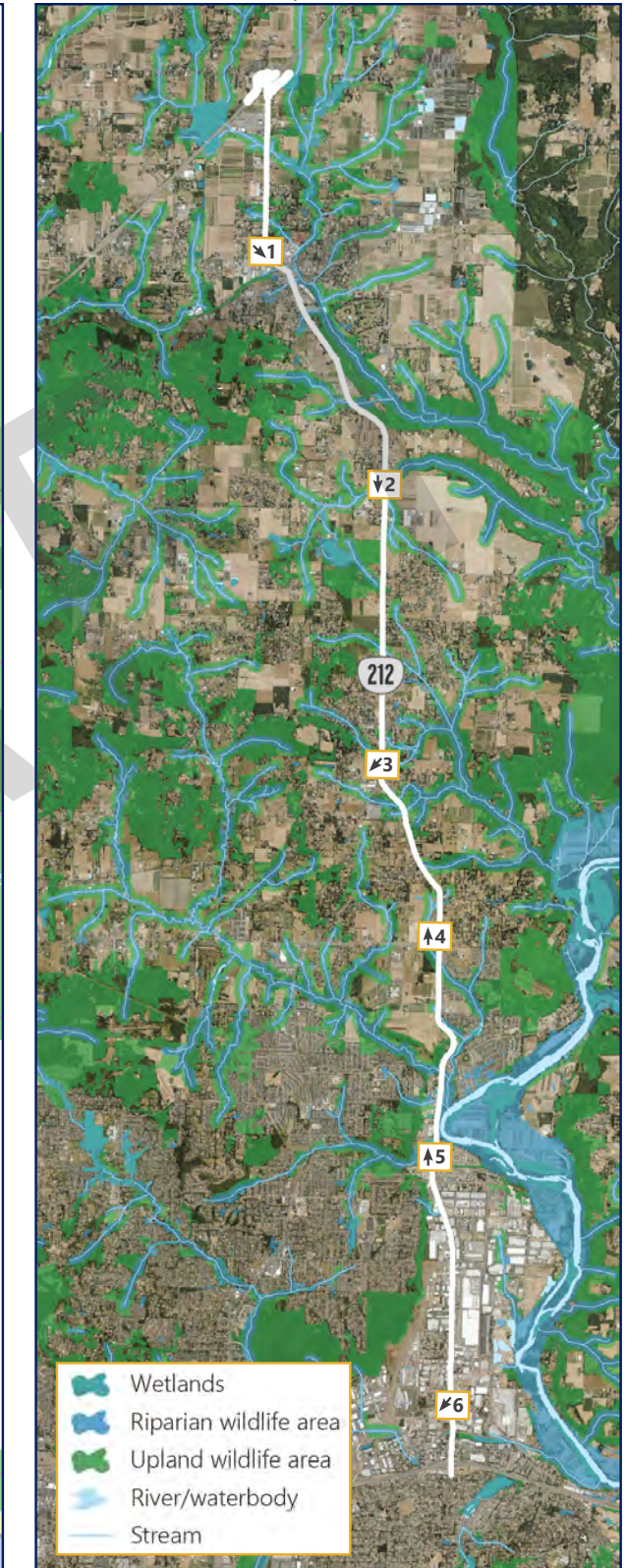


## REGIONAL LAND USE AND TRANSPORTATION



- County boundary
- City boundary
- Arterials
- Annual average daily traffic volumes
- Sidewalks
- Bridge
- Milepost termini
- Not designated
- Throughway
- Major Arterial
- Minor Arterial
- Arterial Outside Urban Growth Boundary
- 2040 corridor
- Central city
- Regional center
- Town center
- Employment areas
- Industrial areas
- Regionally significant industrial areas
- Neighborhoods
- Urban reserves
- Rural reserves
- Parks & open space
- River/waterbody

## ENVIRONMENT with photo locations



## PHOTOS



Source: Metro RLIS database and ODOT TransGIS.

## CLACKAMAS-BORING HIGHWAY (OR 212)

### CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor for part of the corridor (<50%) 88 ODOT SPIS sites	
<b>Pavement condition</b>	<b>Poor:</b>	<b>Fair:</b>
	MP 5.18 - 6.56	MP 4.89 - 5.18
	MP 6.56 - 8.16	<b>Good:</b>
	MP 0.03 - 2.5	MP 8.15 - 8.22
	MP 2.5 - 4.62	MP 6.84 - 8.37
	MP 4.62 - 6.84	MP 8.37 - 8.87
<b>Bridges and bridge rating</b>	MP 8.37 - 8.53	MP 8.53 - 8.78
	MP 0.11: 96.2	MP 3.89: 70
	MP 0.33: 96	MP 4.44: 77.9
	MP 0.38: 84.1	MP 4.91: 60
	MP 2.64: 61.3	MP 8.47: 89.4
<b>Pedestrian and bicycle network completion</b>	MP 2.68: 100	
	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 5.8 miles</li> <li>Sidewalk substandard: 1.8 miles</li> <li>Sidewalk meets standard: 4.8 miles</li> <li>Bicycle gaps: 3.2 miles</li> <li>Bicycle substandard: 2.7 miles</li> <li>Bicycle meets standard: 3.3 miles</li> <li>Number of crossings: 16</li> </ul> </li> </ul>	
<b>Transit frequency</b>	No existing frequent service lines. Planned: TriMet Line 31	
<b>Capital projects</b>	<b>ODOT STIP 2018 – 2021</b>	
	<ul style="list-style-type: none"> <li>OR212 UPRR – US26 (18772)</li> <li>Portland Metropolitan: Bridge screening and rail retrofit (19918)</li> <li>OR212/224 Arterial Management (21495)</li> </ul>	
	<b>ODOT STIP 2021 – 2024</b>	
	<ul style="list-style-type: none"> <li>OR212/224 Arterial Management (21495)</li> </ul>	
	<b>City CIP</b>	
<ul style="list-style-type: none"> <li>Clackamas - Clackamas County Regional Freight ITS Project Phase 1 – Planning and Design and Phase 2 A/B- Construction</li> </ul>		

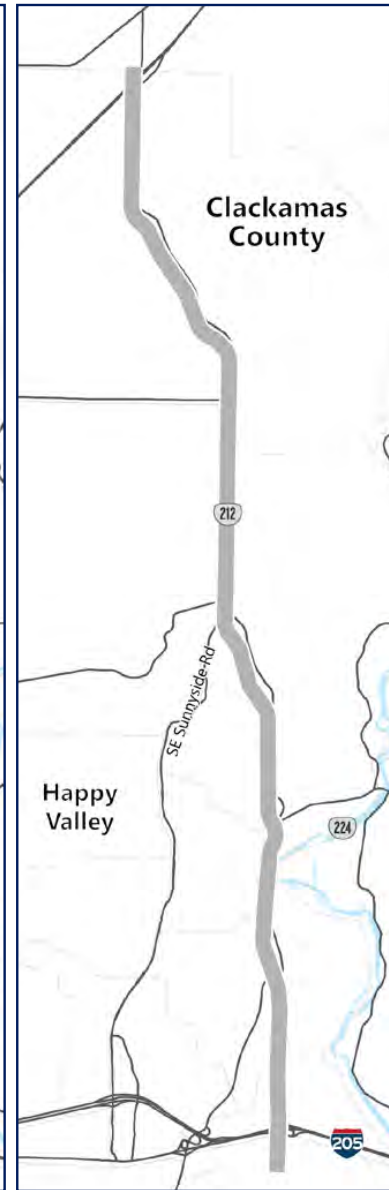
### PEOPLE OF COLOR



### LOW INCOME



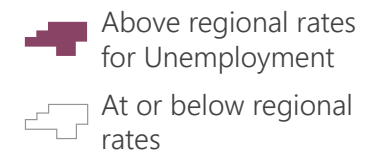
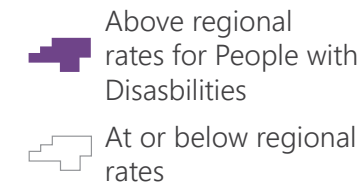
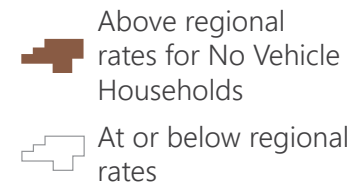
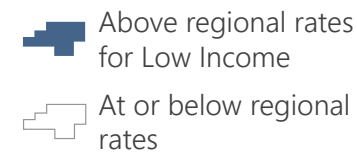
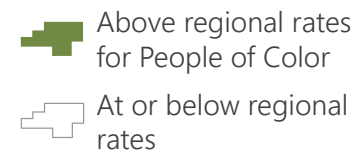
### NO VEHICLE HOUSEHOLDS



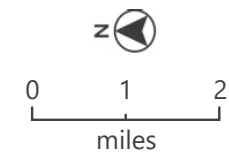
### PEOPLE WITH DISABILITIES



### UNEMPLOYMENT



Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.

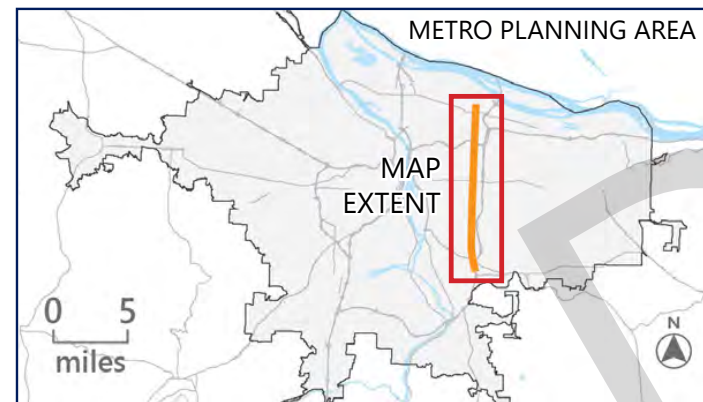


Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

# CASCADE HIGHWAY NORTH (OR 213N)

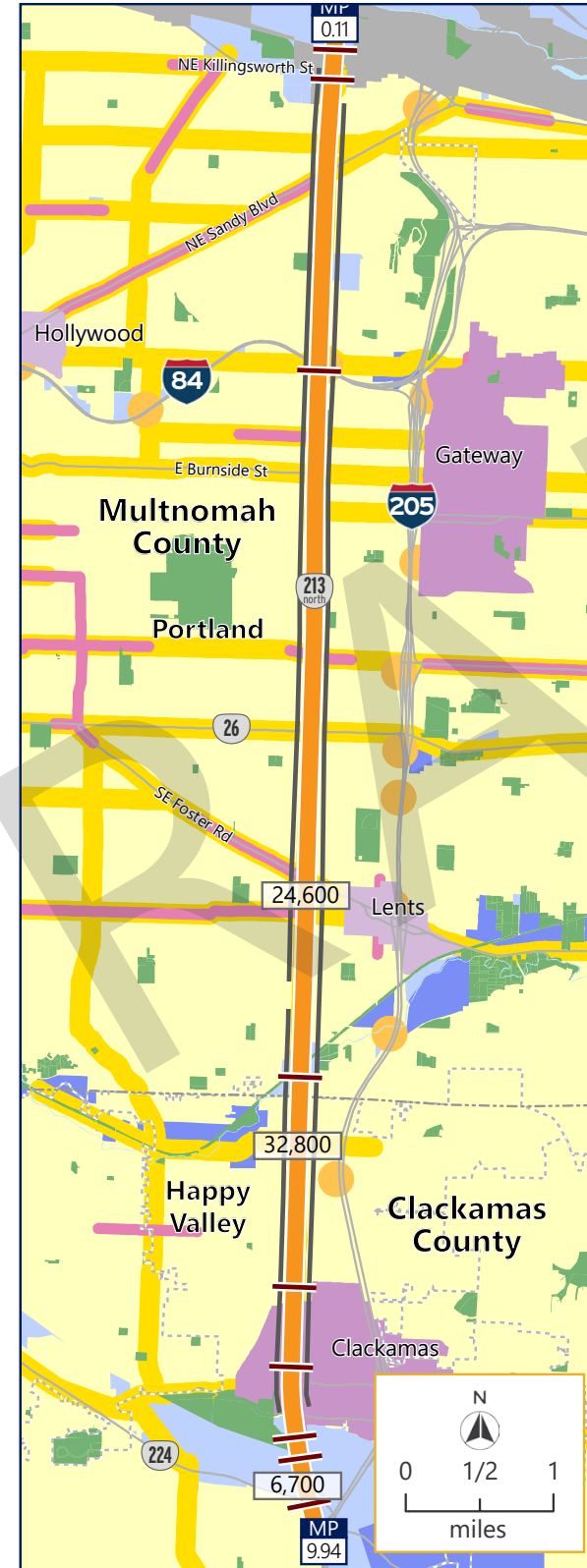
## CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS) State: District Highway Metro: Major Arterial, 2040 Corridor Local: Principal Arterial (Clackamas County), Major City Traffic Street (Portland)
<b>Highway length</b>	12.9 miles
<b>Bike network</b>	Bike lanes (partial)
<b>Transit</b>	TriMet routes 19, 29, 30, 31, 33, 71, 72 (FS), 79, 152, 272 and PDX Night Bus
<b>Freight routes</b>	NE Holman St to NE Weebster St and at I-205 and OR 224 interchange (Metro)
<b>Crash history (2013-2018)</b>	117 pedestrian-involved, 48 cyclist-involved, 3,270 vehicle
<b>Number of lanes</b>	4
<b>Speed limit</b>	35-50 mph
<b>Population</b>	39,455 people <small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>
<b>Employment</b>	35,331 jobs <small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>

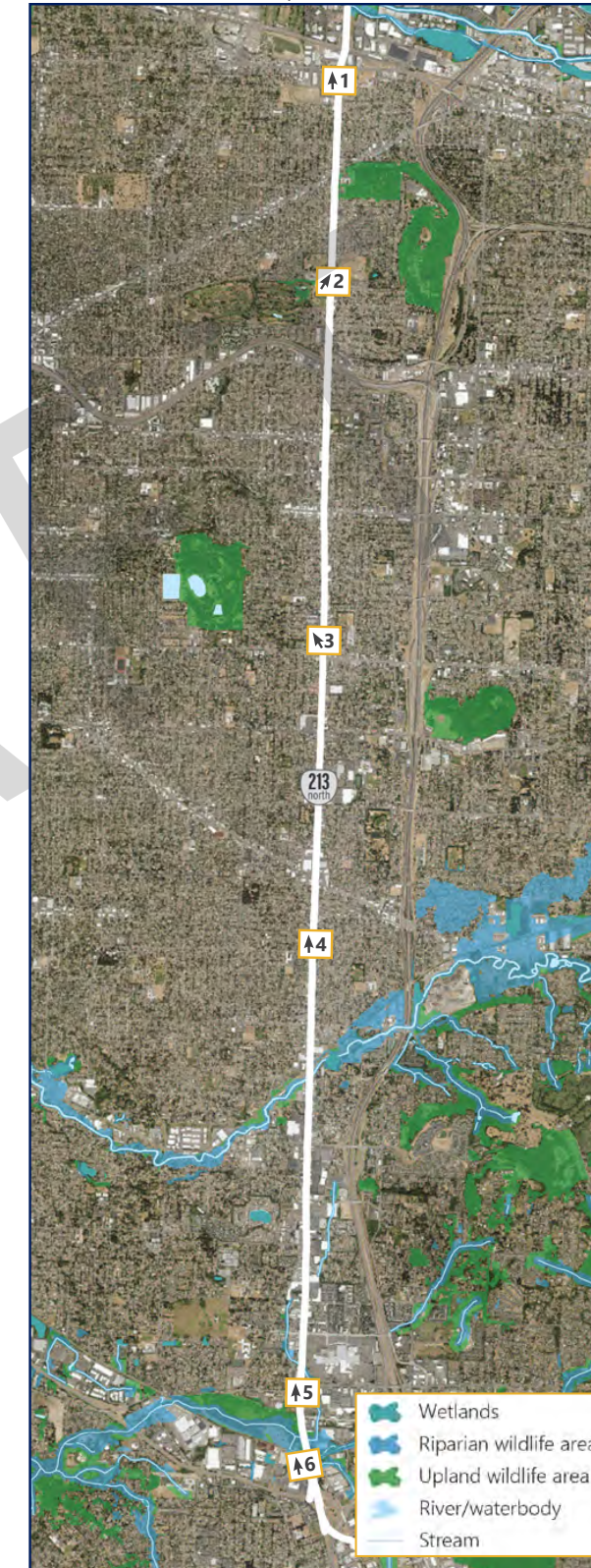


- County boundary
- City boundary
- Arterials
- Annual average daily traffic volumes
- Sidewalks
- Bridge
- Milepost termini
- Throughway
- Major Arterial
- Minor Arterial
- Arterial Outside Urban Growth Boundary
- 2040 corridor
- Central city
- Regional center
- Town center
- Employment areas
- Industrial areas
- Regionally significant industrial areas
- Neighborhoods
- Urban reserves
- Rural reserves
- Parks & open space
- River/waterbody

## REGIONAL LAND USE AND TRANSPORTATION



## ENVIRONMENT with photo locations



## PHOTOS



Source: Metro RLIS database and ODOT TransGIS.

## CASCADE HIGHWAY NORTH (OR 213N)

### CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor 301 ODOT SPIS sites	
<b>Pavement condition</b>	<b>Very Poor:</b>	<b>Good:</b>
	MP 5.76 - 6.73	MP 7.4 - 8.3
	MP 4.24 - 5.76	<b>Very Good:</b>
	<b>Poor:</b>	MP 9.67 - 10.18
	MP 0.44 - 4.24	MP 8.3 - 9.76
<b>Bridges and bridge rating (0-100)</b>	MP 0.44 - -0.14	
	MP 6.73 - 7.4	
	MP 2.24: 91.8	MP 9.07: 82
	MP 2.25: 82.4	MP 9.55: 70
	MP 7.1: 81.6	MP 9.67: 61
<b>Pedestrian and bicycle network completion</b>	MP 8.53: 82.2	MP 9.72: 73.6
	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 2.1 miles</li> <li>Sidewalk substandard: 3.4 miles</li> <li>Sidewalk meets standard: 7.3 miles</li> <li>Bicycle gaps: 8.5 miles</li> <li>Bicycle substandard: 2.1 miles</li> <li>Bicycle meets standard: 0.8 miles</li> <li>Number of crossings: 55</li> </ul> </li> </ul>	
	<b>Transit frequency</b> TriMet Line 72: 87% on time	

Corridor information table continues on next page.

### PEOPLE OF COLOR

### LOW INCOME

### NO VEHICLE HOUSEHOLDS

### PEOPLE WITH DISABILITIES

### UNEMPLOYMENT



Above regional rates for People of Color  
 At or below regional rates

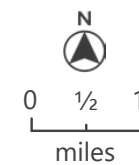
Above regional rates for Low Income  
 At or below regional rates

Above regional rates for No Vehicle Households  
 At or below regional rates

Above regional rates for People with Disabilities  
 At or below regional rates

Above regional rates for Unemployment  
 At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.



Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

## CASCADE HIGHWAY NORTH (OR 213N)

34

## CORRIDOR INFORMATION

**Capital projects****ODOT STIP 2018 – 2021**

- Region 1 bike ped crossings (20479)
- OR213 (82nd Ave) SE foster Rd – SE Thompson Rd (21177)
- Meyers Rd OR213 – high school Ave in Oregon City (21423)
- OR213 (82nd Ave) at Madison High School (20507)
- US26/OR213 curb ramps (21255)

**ODOT STIP 2021 – 2024**

- East Systemic Signals and Illumination (20339)
- Region 1 bike ped crossings (20479)
- OR213 (82nd Ave) SE foster Rd – SE Thompson Rd (21177)
- OR213 I-205 – OR211 (21638)
- US26/OR213 curb ramps (21255)
- OR213 at NE Glisan St & NE Davis St (21607)

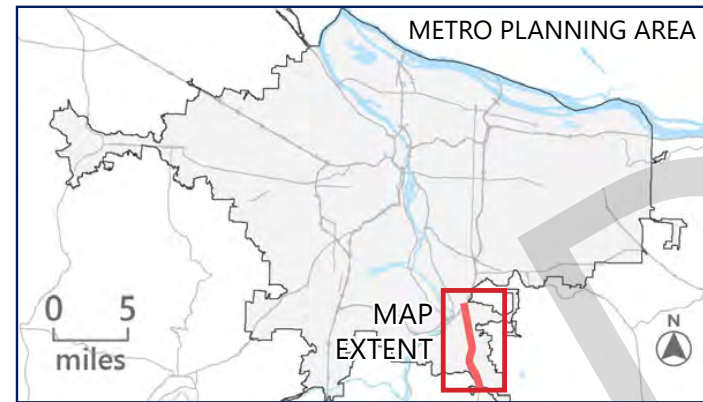
**City CIPs**

- Clackamas - Johnson Creek Crossing on Linwood Ave
- E Portland – 82nd Ave Safety Improvements, SE/NE

## CASCADE HIGHWAY SOUTH (OR 213S)

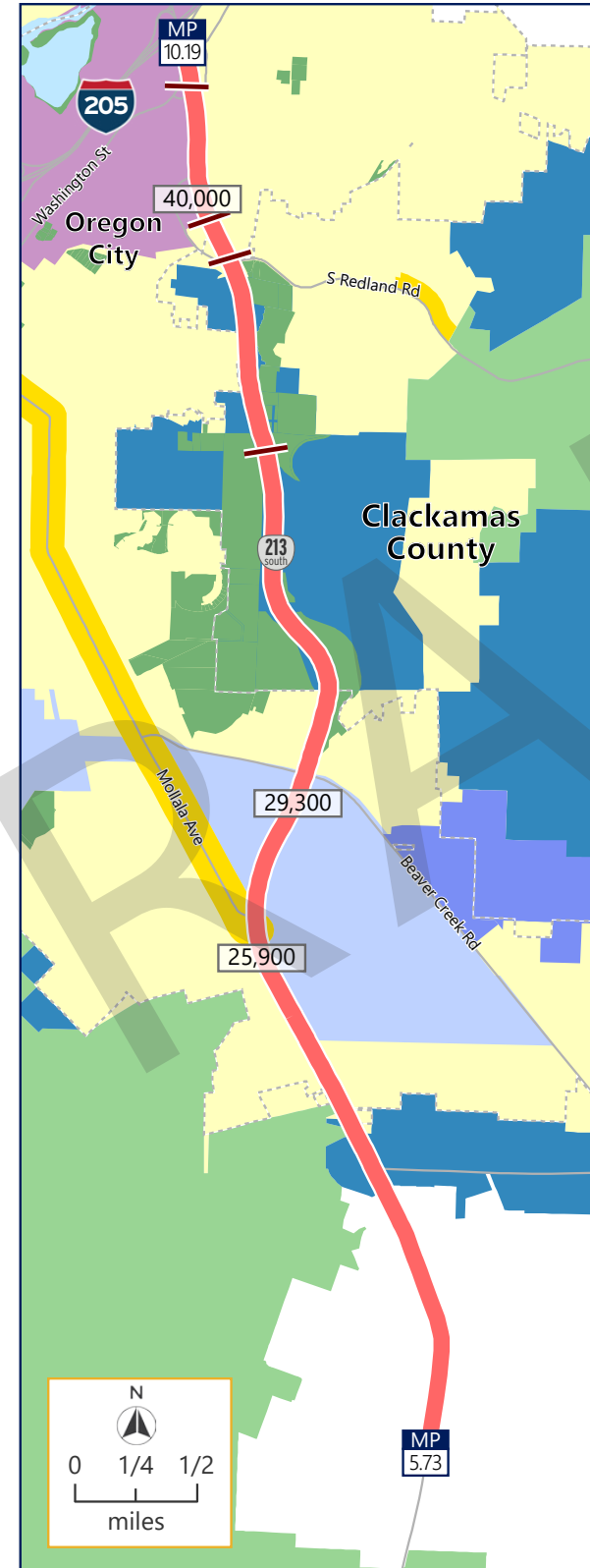
### CORRIDOR INFORMATION

<b>Roadway classification</b>	Federal: Urban Other Principal Arterial (NHS) State: District Highway, Expressway Metro: Throughway Local: Principal Expressway (Clackamas County, Oregon City), Principal Arterial (Clackamas County), Major Arterial (Oregon City)
<b>Highway length</b>	5.8 miles
<b>Bike network</b>	Bike lanes; wide shoulders
<b>Transit</b>	Served by CCC Xpress shuttle
<b>Freight routes</b>	Entire corridor (Metro)
<b>Crash history (2013-2018)</b>	1 pedestrian-involved, 0 cyclist-involved, 186 vehicle
<b>Number of lanes</b>	2-5
<b>Speed limit</b>	45-55 mph
<b>Population</b>	10,707 people <small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>
<b>Employment</b>	7,874 jobs <small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>

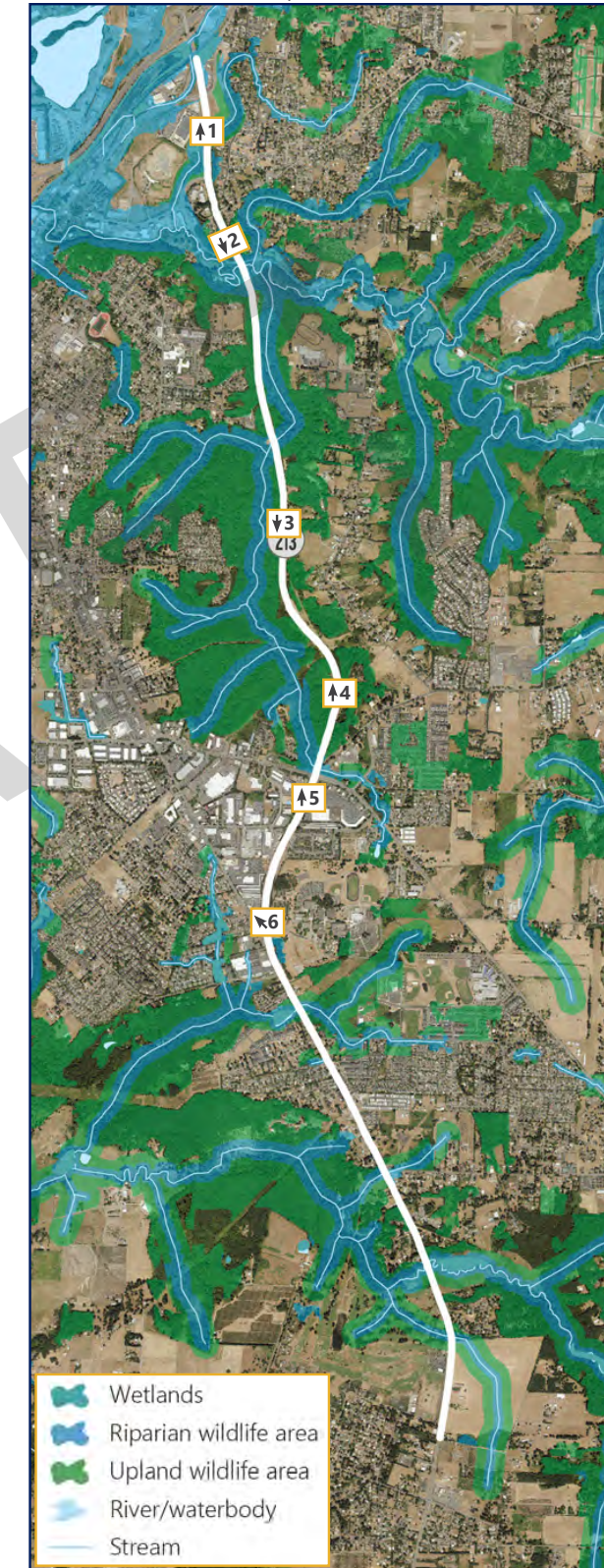


- |                                      |  |   |
|--------------------------------------|--|---|
| County boundary                      | Throughway                             | Employment areas                        |
| City boundary                        | Major Arterial                         | Industrial areas                        |
| Arterials                            | Minor Arterial                         | Regionally significant industrial areas |
| Annual average daily traffic volumes | Arterial Outside Urban Growth Boundary | Neighborhoods                           |
| Sidewalks                            | 2040 corridor                          | Urban reserves                          |
| Bridge                               | Central city                           | Rural reserves                          |
| Milepost termini                     | Regional center                        | Parks & open space                      |
| Not designated                       | Town center                            | River/waterbody                         |

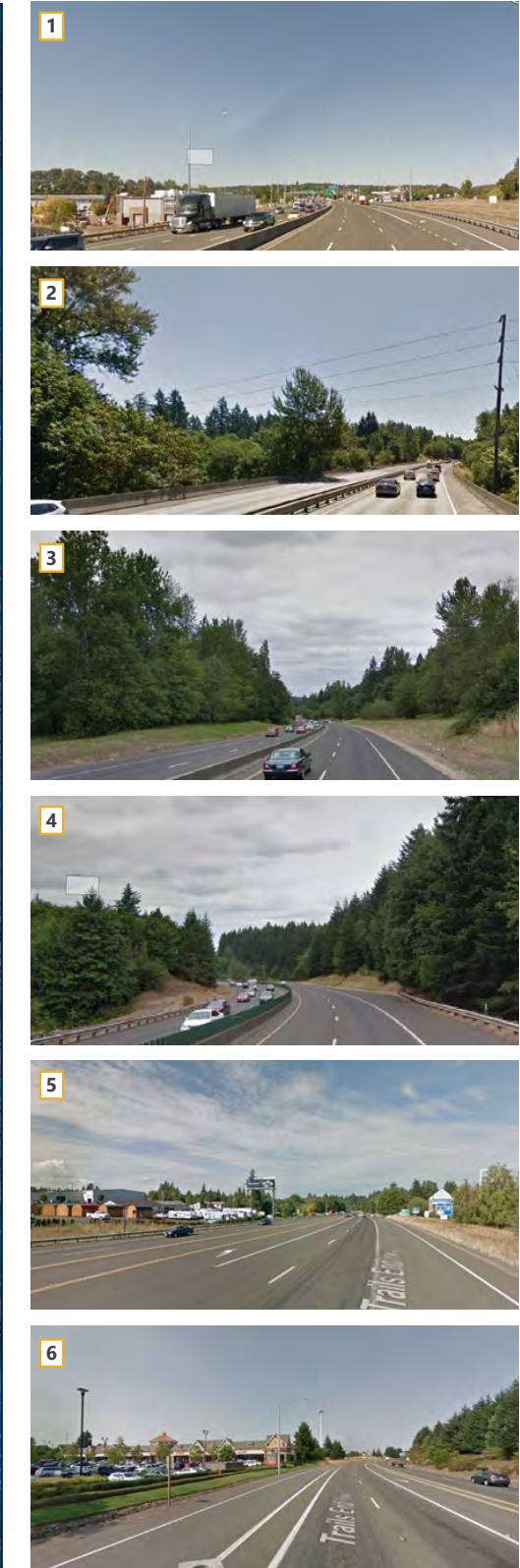
### REGIONAL LAND USE AND TRANSPORTATION



### ENVIRONMENT with photo locations



### PHOTOS



Source: Metro RLIS database and ODOT TransGIS.

CASCADE HIGHWAY SOUTH (OR 213S)

CORRIDOR INFORMATION

<b>Crash data</b>	58 ODOT SPIS sites						
<b>Pavement condition</b>	<table border="0"> <tr> <td><b>Fair:</b></td> <td><b>Good:</b></td> </tr> <tr> <td>MP 3.69 - 4</td> <td>MP 0.33 - 4</td> </tr> <tr> <td></td> <td>MP 4 - 5.73</td> </tr> </table>	<b>Fair:</b>	<b>Good:</b>	MP 3.69 - 4	MP 0.33 - 4		MP 4 - 5.73
<b>Fair:</b>	<b>Good:</b>						
MP 3.69 - 4	MP 0.33 - 4						
	MP 4 - 5.73						
<b>Bridges and bridge rating (0-100)</b>	<table border="0"> <tr> <td>MP 0.85: 41.7</td> </tr> <tr> <td>MP 1.57: 26</td> </tr> <tr> <td>MP 4.77: 72.6</td> </tr> </table>	MP 0.85: 41.7	MP 1.57: 26	MP 4.77: 72.6			
MP 0.85: 41.7							
MP 1.57: 26							
MP 4.77: 72.6							
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>▪ Metro bicycle corridor and pedestrian corridor</li> <li>▪ Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>• Sidewalk gaps: 10 miles</li> <li>• Sidewalk substandard: .8 miles</li> <li>• Sidewalk meets standard: 0 miles</li> <li>• Bicycle gaps: 3.2 miles</li> <li>• Bicycle substandard: 5.2 miles</li> <li>• Bicycle meets standard: 4.1 miles</li> <li>• Number of crossings: 8</li> </ul> </li> </ul>						
<b>Transit frequency</b>	No existing or planned frequent service lines.						
<b>Capital projects</b>	<p><b>ODOT STIP 2018 – 2021</b></p> <ul style="list-style-type: none"> <li>▪ East systemic signals and illumination (20339)</li> <li>▪ Region 1 bike ped crossings (20479)</li> <li>▪ Meyers Rd OR213 – high school Ave in Oregon City (21423)</li> <li>▪ US26/OR213 curb ramps (21255)</li> </ul> <p><b>ODOT STIP 2021 – 2024</b></p> <ul style="list-style-type: none"> <li>▪ Region 1 bike ped crossings (20479)</li> <li>▪ US26/OR213 curb ramps (21255)</li> <li>▪ OR213 at NE Glisan St &amp; NE Davis St (21607)</li> </ul>						

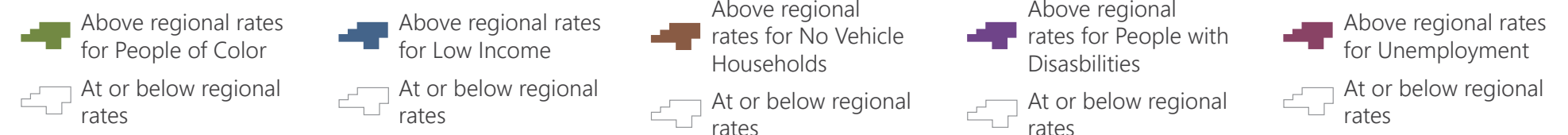
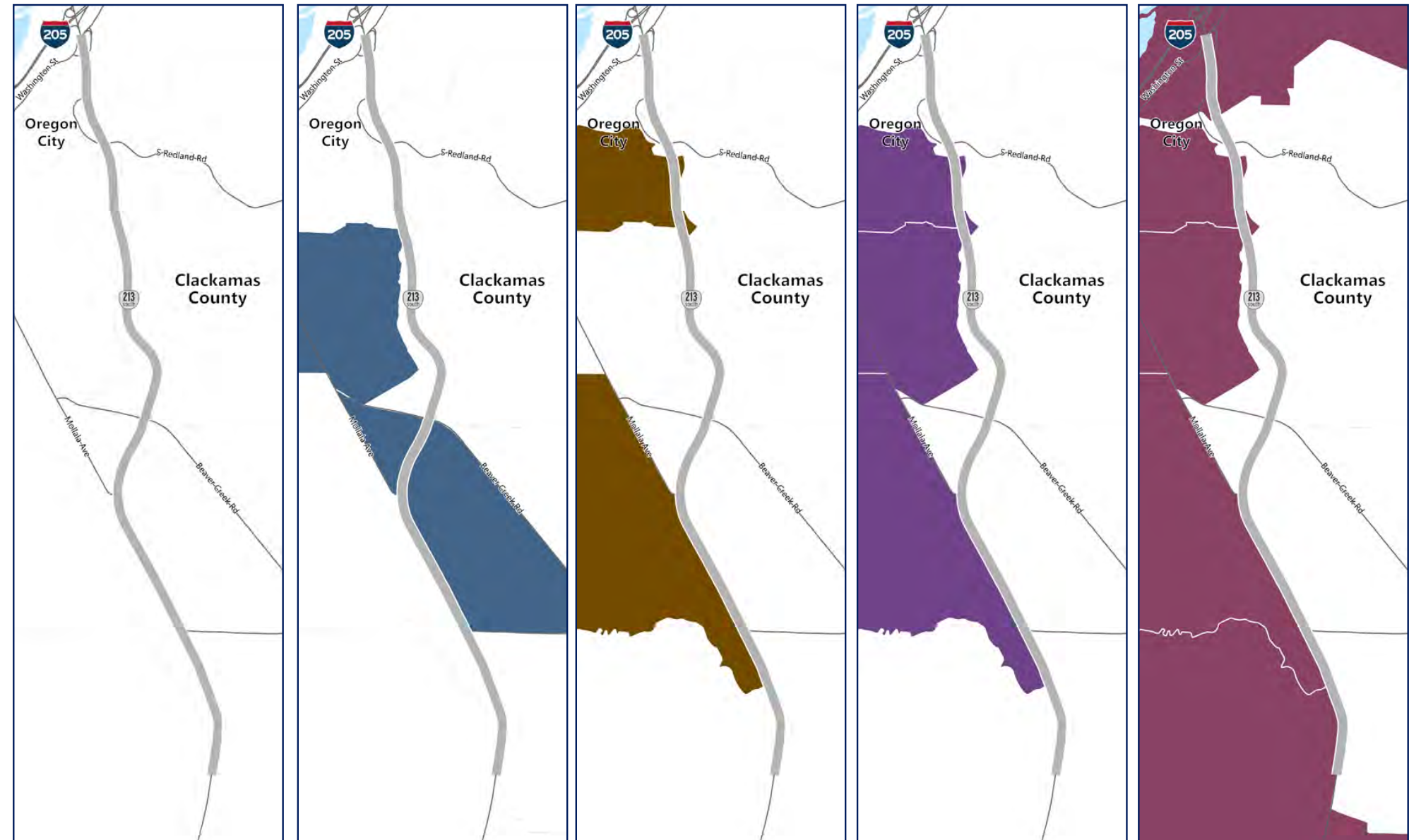
PEOPLE OF COLOR

LOW INCOME

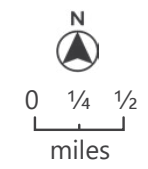
NO VEHICLE HOUSEHOLDS

PEOPLE WITH DISABILITIES

UNEMPLOYMENT



Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.

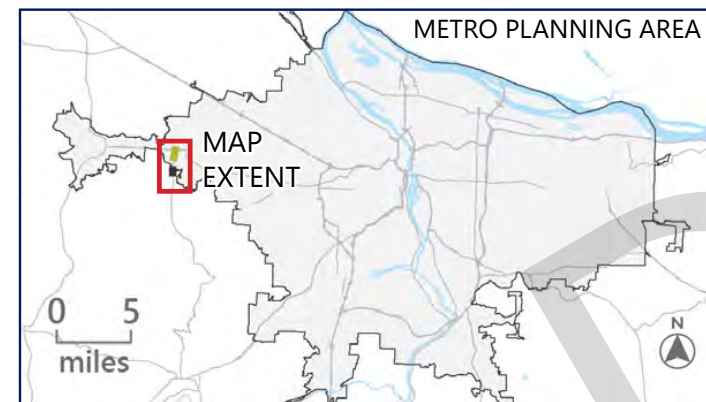


Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

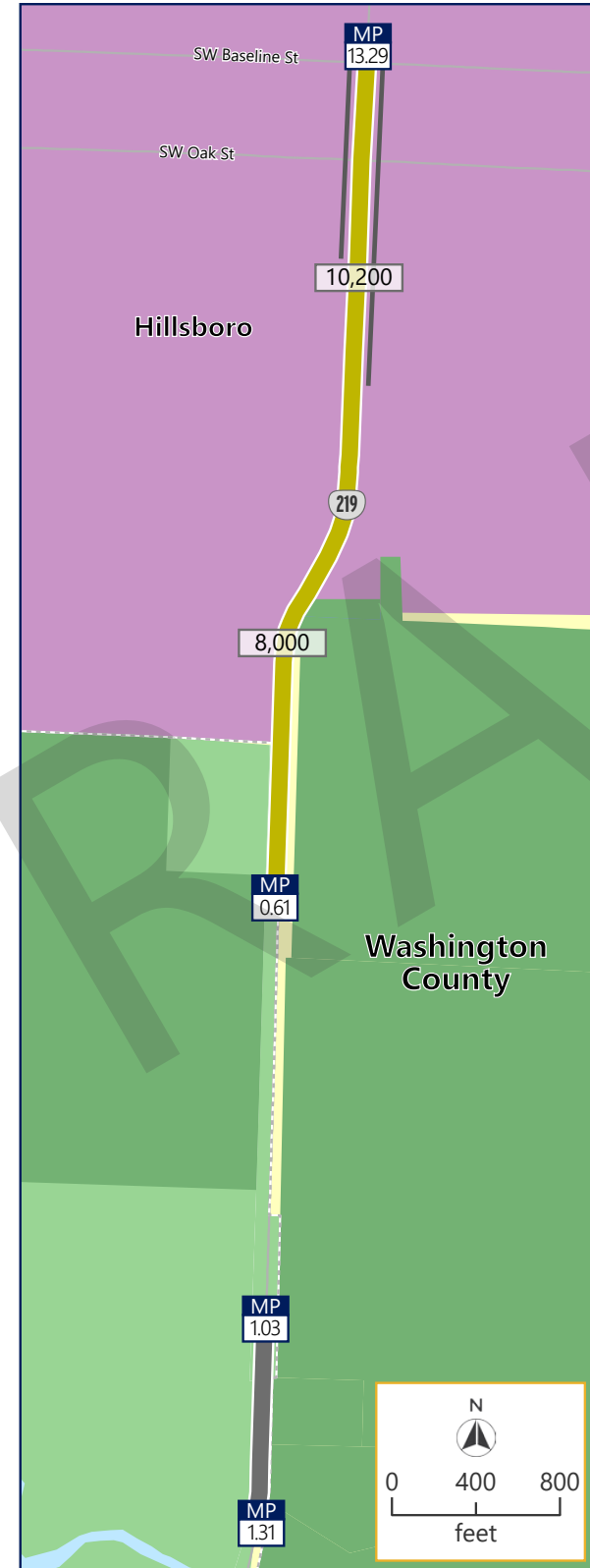
## HILLSBORO-SILVERTON HIGHWAY (OR 219)

### CORRIDOR INFORMATION

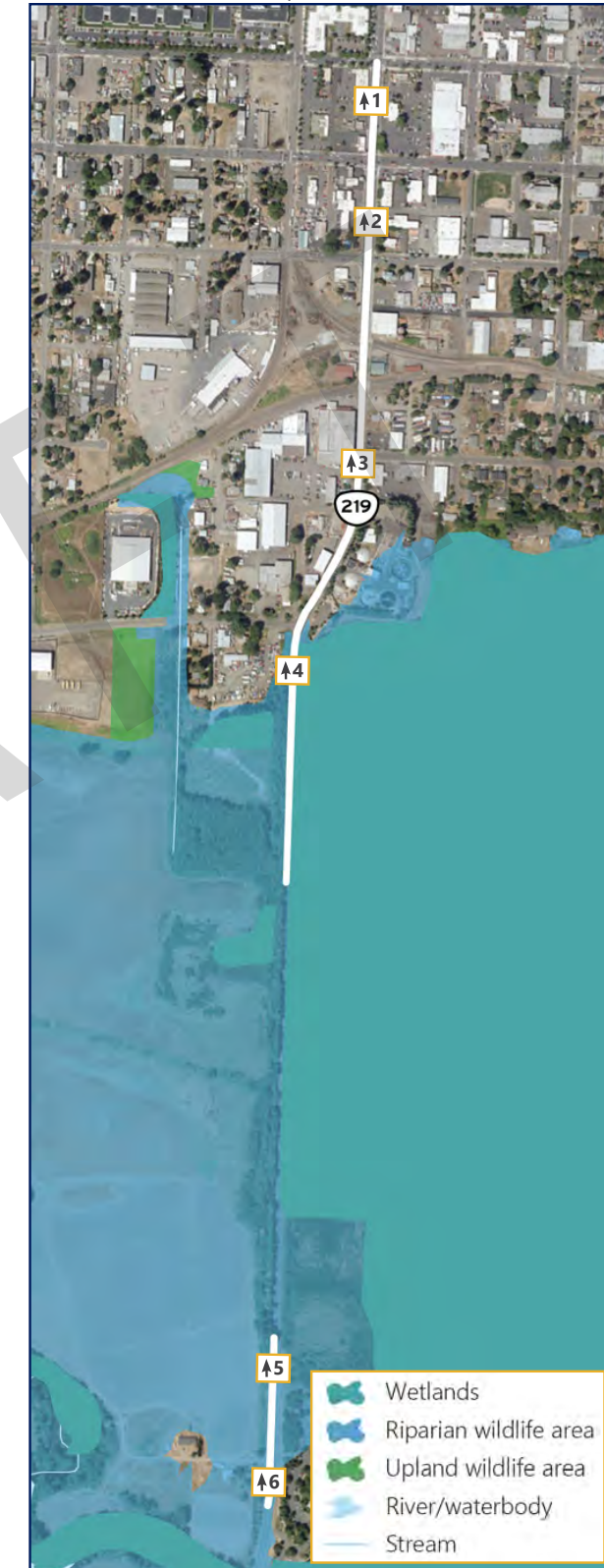
<b>Roadway classification</b>	Federal: Urban Minor Arterial State: District Highway, Seismic Lifeline Route Metro: Minor Arterial, 2040 Corridor, Arterial Outside of UGB Local: Arterial (Washington County, Hillsboro)
<b>Highway length</b>	0.9 miles
<b>Bike network</b>	None
<b>Transit</b>	None
<b>Freight routes</b>	SW Wood St to SW Baseline St (Metro)
<b>Crash history (2013-2018)</b>	5 pedestrian-involved, 1 cyclist-involved, 132 vehicle
<b>Number of lanes</b>	2
<b>Speed limit</b>	25-40 mph
<b>Population</b>	20,368 people
<small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>	
<b>Employment</b>	12,212 jobs
<small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>	



### REGIONAL LAND USE AND TRANSPORTATION



### ENVIRONMENT with photo locations



### PHOTOS



- County boundary
- Throughway
- Employment areas
- City boundary
- Major Arterial
- Industrial areas
- Arterials
- Minor Arterial
- Regionally significant industrial areas
- Annual average daily traffic volumes
- Arterial Outside Urban Growth Boundary
- Neighborhoods
- Sidewalks
- 2040 corridor
- Urban reserves
- Bridge
- Central city
- Rural reserves
- Milepost termini
- Regional center
- Parks & open space
- Town center
- River/waterbody

Source: Metro RLIS database and ODOT TransGIS.

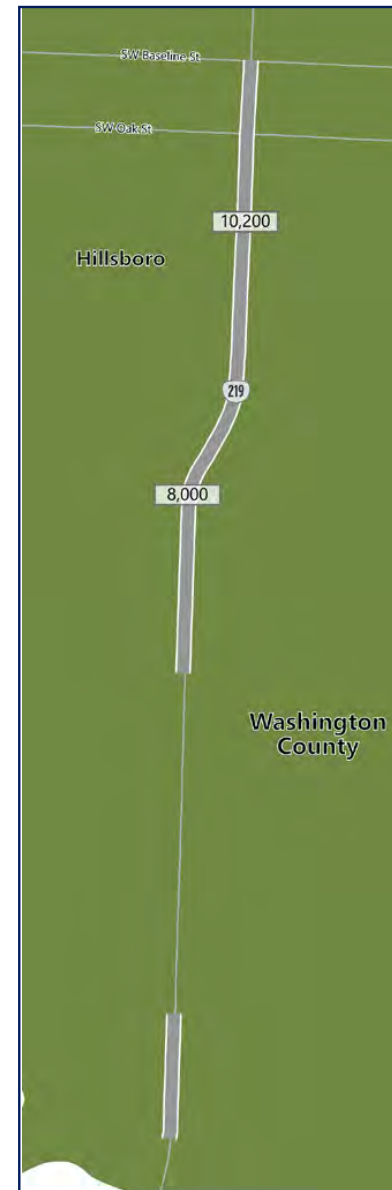


HILLSBORO-SILVERTON HIGHWAY (OR 219)

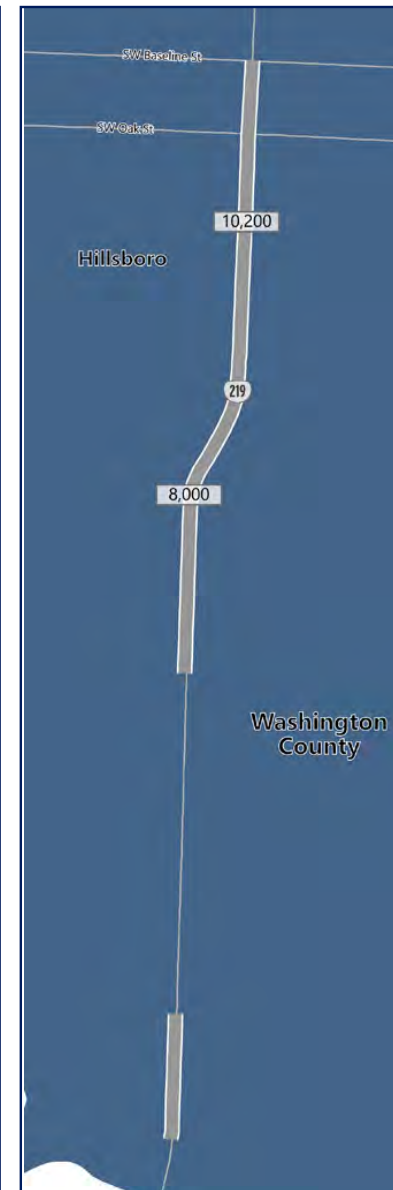
CORRIDOR INFORMATION

<b>Crash data</b>	Metro High Crash Corridor 0 ODOT SPIS sites
<b>Pavement condition</b>	Very Good: MP 0 - 0.37 MP 0.37 - 5.8
<b>Bridges and bridge rating (0-100)</b>	No bridges
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 0.4 miles</li> <li>Sidewalk substandard: 0 miles</li> <li>Sidewalk meets standard: 0.3 miles</li> <li>Bicycle gaps: 0.5 miles</li> <li>Bicycle substandard: 0 miles</li> <li>Bicycle meets standard: 0.4 miles</li> <li>Number of crossings: 2</li> </ul> </li> </ul>
<b>Transit frequency</b>	No existing or planned frequent service lines.
<b>Capital projects</b>	No capital projects are planned at this time.

PEOPLE OF COLOR



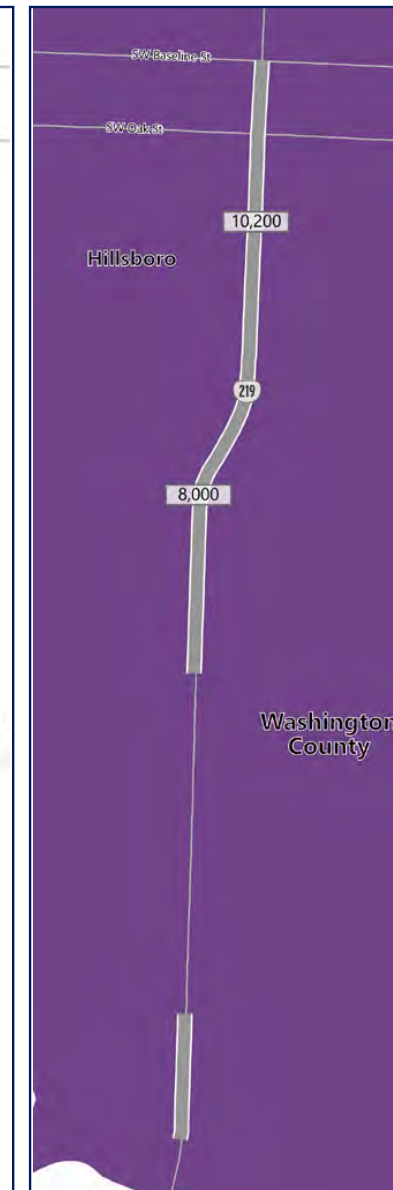
LOW INCOME



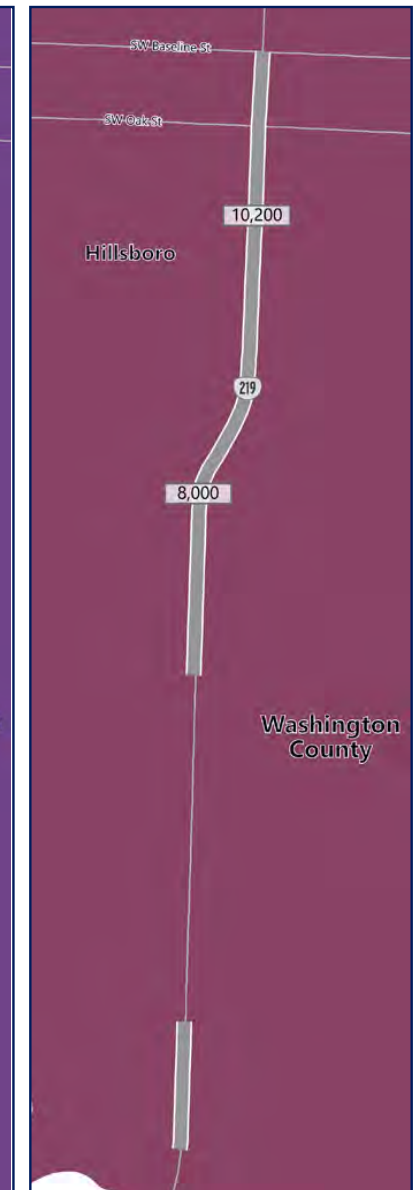
NO VEHICLE HOUSEHOLDS



PEOPLE WITH DISABILITIES



UNEMPLOYMENT



Above regional rates for People of Color

At or below regional rates

Above regional rates for Low Income

At or below regional rates

Above regional rates for No Vehicle Households

At or below regional rates

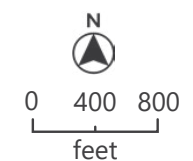
Above regional rates for People with Disabilities

At or below regional rates

Above regional rates for Unemployment

At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.



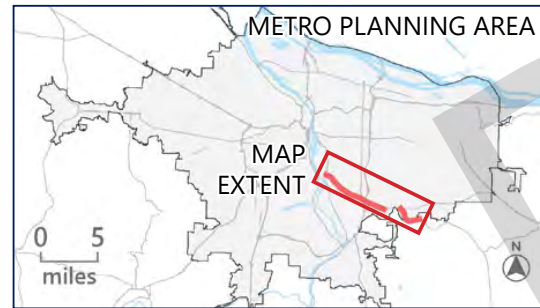
Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

## CLACKAMAS HIGHWAY / SUNRISE EXPRESSWAY (OR 224)

### CORRIDOR INFORMATION

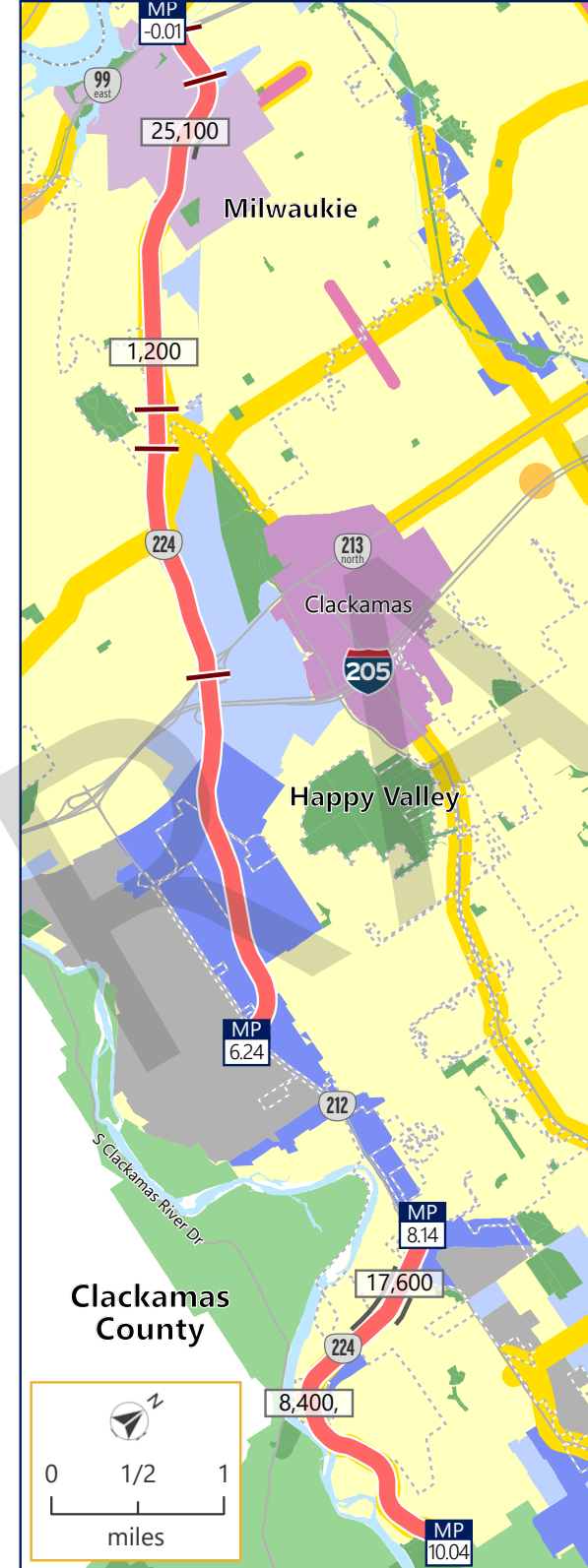
<b>Roadway classification</b>	Federal: Urban Other Freeways and Expressways, Urban Minor Arterial State: Statewide Highway, District Highway, Expressway Metro: Throughway Local: Regional Route (Milwaukie), Principal Arterial (Clackamas County), New Principal Expressway (Clackamas County), Major Arterial (Happy Valley, Clackamas County)
<b>Highway length</b>	8.6 miles
<b>Bike network</b>	Bike lanes (partial)
<b>Transit</b>	TriMet Route 30
<b>Freight routes</b>	OR 212 to OR 99E (ODOT), Reduction Review Route (ODOT)
<b>Crash history (2013-2018)</b>	0 pedestrian-involved, 0 cyclist-involved, 163 vehicle
<b>Number of lanes</b>	2
<b>Speed limit</b>	35-55 mph
<b>Population</b>	29,708 people
<small>2010 U.S. Census data from all intersecting Transportation Analysis Zones (TAZs) and 2040 Centers.</small>	
<b>Employment</b>	39,437 jobs
<small>2015 Longitudinal Employer-Household Dynamics (LEHD) from all intersecting TAZs and 2040 Centers.</small>	

Note: Happy Valley's Transportation System Plan has not been updated to include roadway classification for OR 224 (milepost 8.14 to 10.04).

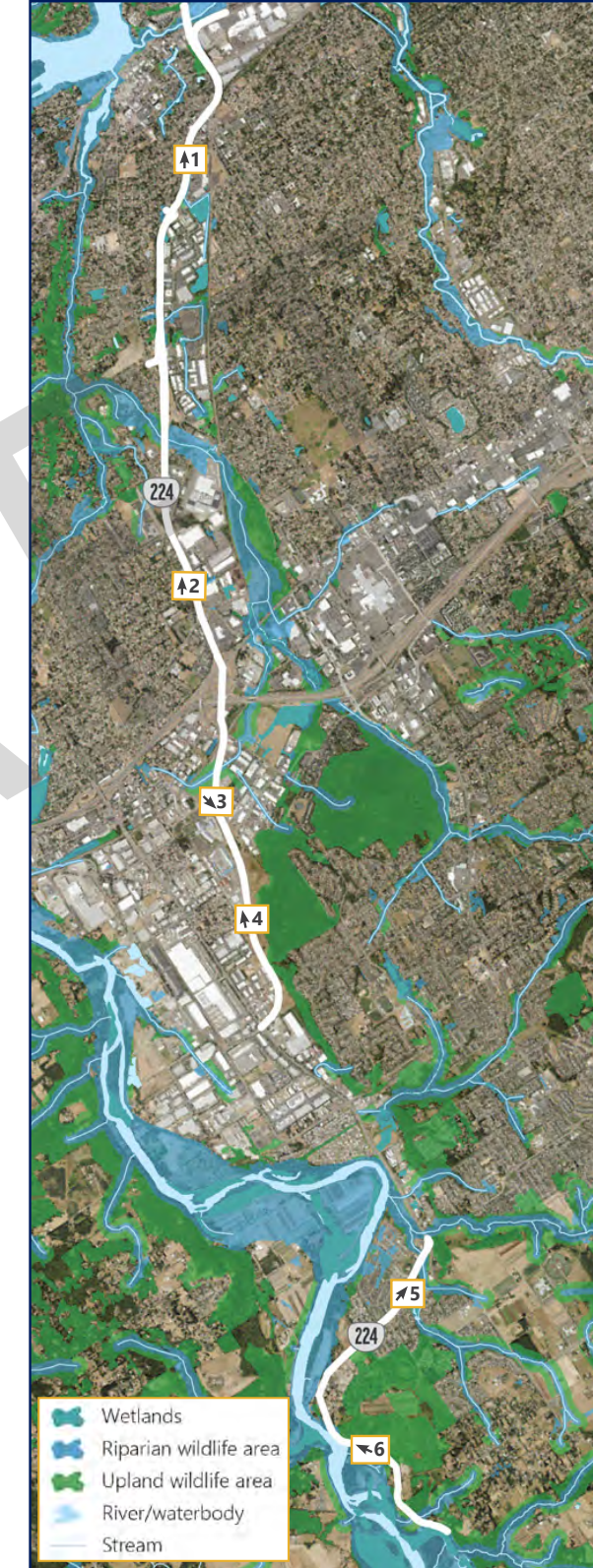


- |                                      |  |   |
|--------------------------------------|--|---|
| County boundary                      | Throughway                             | Employment areas                        |
| City boundary                        | Major Arterial                         | Industrial areas                        |
| Arterials                            | Minor Arterial                         | Regionally significant industrial areas |
| Annual average daily traffic volumes | Arterial Outside Urban Growth Boundary | Neighborhoods                           |
| Sidewalks                            | 2040 corridor                          | Urban reserves                          |
| Bridge                               | Central city                           | Rural reserves                          |
| Milepost termini                     | Regional center                        | Parks & open space                      |
| Not designated                       | Town center                            | River/waterbody                         |

### REGIONAL LAND USE AND TRANSPORTATION



### ENVIRONMENT with photo locations



### PHOTOS



Source: Metro RLIS database and ODOT TransGIS.

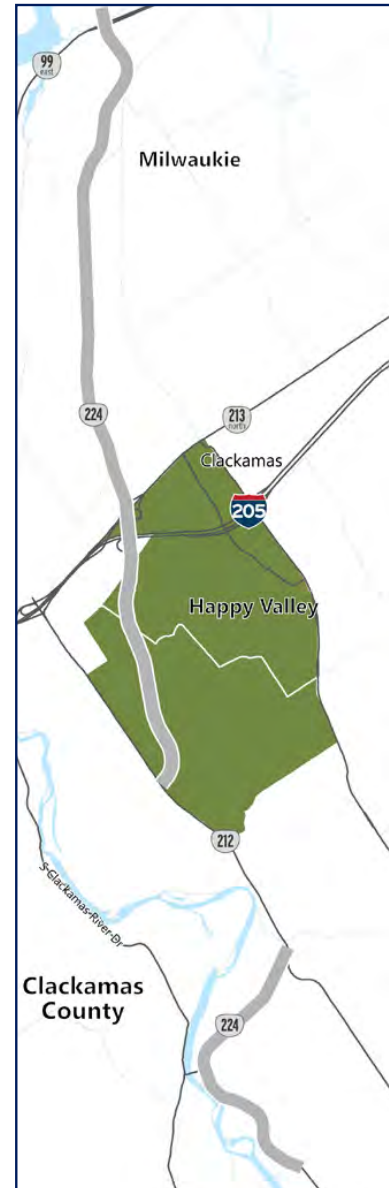
## CLACKAMAS HIGHWAY / SUNRISE EXPRESSWAY (OR 224)

### CORRIDOR INFORMATION

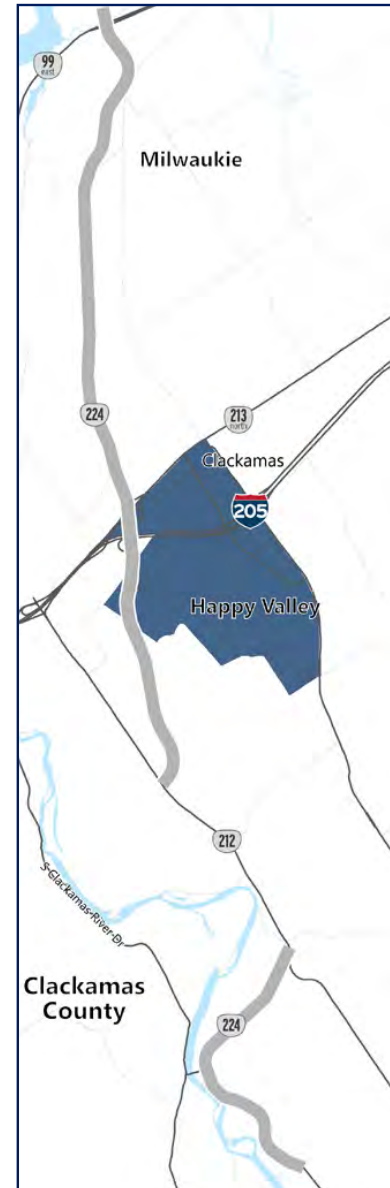
<b>Crash data</b>	Metro High Crash Corridor for part of the corridor (<50%) 10 ODOT SPIS sites
<b>Pavement condition</b>	Fair: MP -0.01 - 0.11 MP 0.09 - 20.09 MP 20.9 - 3.96 Very Good: MP 4.11 - 6.26 Good: MP 8.15 - 8.22 MP 8.16 - 8.8 MP 8.8 - 13.9
<b>Bridges and bridge rating (0-100)</b>	MP 0.38: 84.4 MP 2.64: 61.5
<b>Pedestrian and bicycle network completion</b>	<ul style="list-style-type: none"> <li>Metro bicycle corridor and pedestrian corridor</li> <li>Region 1 ODOT ATNI:                             <ul style="list-style-type: none"> <li>Sidewalk gaps: 7.6 miles</li> <li>Sidewalk substandard: 0.1 miles</li> <li>Sidewalk meets standard: 0 miles</li> <li>Bicycle gaps: 5 miles</li> <li>Bicycle substandard: 3.6 miles</li> <li>Bicycle meets standard: 0 miles</li> <li>Number of crossings: 12</li> </ul> </li> </ul>
<b>Transit frequency</b>	No existing or planned frequent service lines.

Corridor information table continues on next page.

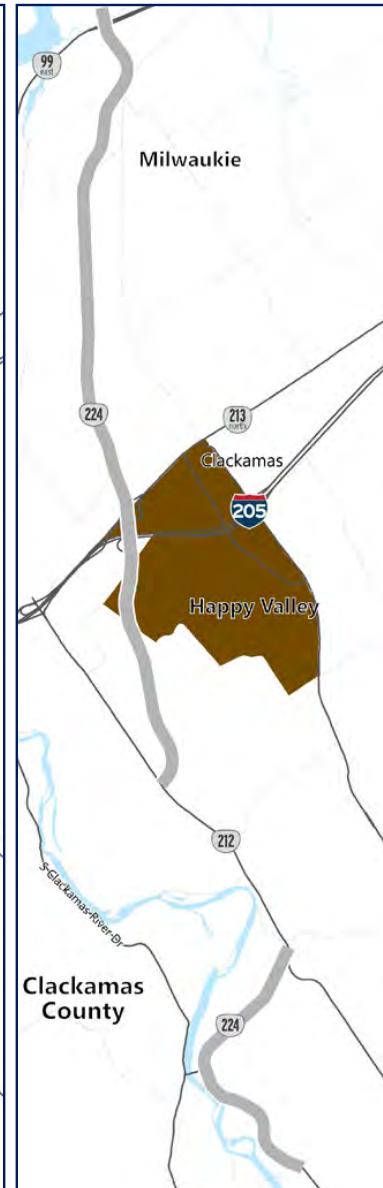
### PEOPLE OF COLOR



### LOW INCOME



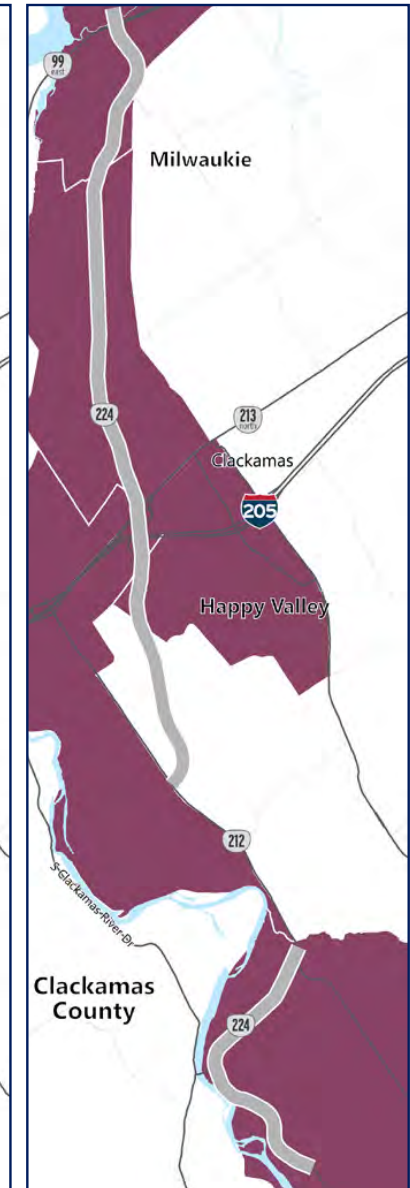
### NO VEHICLE HOUSEHOLDS



### PEOPLE WITH DISABILITIES



### UNEMPLOYMENT



Above regional rates for People of Color  
 At or below regional rates

Above regional rates for Low Income  
 At or below regional rates

Above regional rates for No Vehicle Households  
 At or below regional rates

Above regional rates for People with Disabilities  
 At or below regional rates

Above regional rates for Unemployment  
 At or below regional rates

Regional rates for people of color, low income, no vehicle households, and people with disabilities are defined as above the regional average percent of the population and twice the density as determined by the Metro 2018 Equity Evaluation. Unemployment is determined as above the regional rate as determined by the Bureau of Labor Statistics. See Atlas Index for regional rates.



Source: Metro RLIS database, ACS 2017, U.S. Bureau of Labor Statistics

## CLACKAMAS HIGHWAY/SUNRISE EXPRESSWAY (OR224)

41

## CORRIDOR INFORMATION

**Capital projects****ODOT STIP 2018 – 2021**

- East systemic signals and illumination (20339)
- OR8 at River Rd & OR222 at Lake Rd (20451)
- OR212/OR224 Arterial management (21495)
- Portland Metropolitan Bridge Screening and rail retrofit (19918)

**ODOT STIP 2021 – 2024**

- East Systemic Signals and Illumination (20339)
- OR212/224 Arterial Management (21495)
- OR224 SE 17th Ave – OR213 (21598)
- OR224 at SE Monroe St (21606)
- OR224 SE 17th Ave – Rainbow Campground (21612)

**City CIPs**

- Milwaukie - Clackamas County Regional Freight ITS Project Phase 1 – Planning and Design and Phase 2 A/B- Construction
- Milwaukie - Hwy 224 & Hwy 99E Improvements

# ATTACHMENT B - Policy Framework

## REGIONAL FRAMEWORK FOR HIGHWAY JURISDICTIONAL TRANSFER

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### Policy Framework

Date: September 19, 2019

Subject: Policy Framework Memo

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#### 1. Introduction

##### 1.1 Purpose of the Regional Framework for Highway Jurisdictional Transfer

The purpose of the Regional Framework for Highway Jurisdictional Transfer Study (Study) is to identify which state-owned routes in the Portland metropolitan region should be evaluated and considered for jurisdictional transfer, identify gaps and deficiencies on those routes, to regionally prioritize the routes, and address some of the barriers and opportunities to transfer the prioritized routes from state ownership to local ownership. Jurisdictional transfer (also referred to as interjurisdictional transfer) is the process of changing the ownership of a roadway. The decision framework will serve as a tool for state, region, and local jurisdiction leaders to identify good candidate roadways for transfer and facilitate successful transfer of roadway ownership. The Study is convened by Metro in collaboration with the Oregon Department of Transportation (ODOT).

ODOT owns and maintains some roadways in greater Portland that were originally constructed to provide connections from farmland to the city (referred to as “farm-to-market” roads) and grew to become highways. In 1956, the federal government began building the Interstate Highway System (known as the Dwight D. Eisenhower National System of Interstate and Defense Highways), and between 1960 and 1980, the highway system in Portland was built. It included limited access facilities such as Interstate (I-)5, I-205 and Highway (HWY) 26 which provided more efficient long-distance travel options and replaced the function of the existing state system. As a result, many of these roads now serve a different purpose, providing short-distance travel for vehicles, transit and people walking and biking. The roadways have not only diversified in terms of types of travel, but also in the types of travelers. Today, in the Portland region, a concentration of people of color, low-income or limited-English speakers live and travel along some of these arterials that used to function as highways, such as 82<sup>nd</sup> Avenue and Tualatin Valley (TV) Highway.

While their function has changed, for many, their roadway classification and their physical design has not; those that remain state highways retain the same classification identified in the 1999 Oregon Highway Plan, as amended (OHP). Transferring non-limited access state highways that function as urban arterials to local jurisdictions would allow them to be operated and maintained consistent with local design standards that may respond better to modern transportation uses and mobility options, land use and development patterns. For this reason, local jurisdictions experience an opportunity cost of the status quo, given underperforming economic development that is often correlated with the condition of these roads.

## 1.2 Purpose of the Memorandum

This memorandum summarizes the legal, regulatory and policy framework for highway jurisdictional transfers in Oregon. The memorandum also identifies major constraints to the transfer process and provides best practices based on examples of completed roadway transfers in Oregon.

In this memorandum, highway jurisdictional transfer refers to the process of transferring ownership of a highway right of way from ODOT to a local jurisdiction – a City or County. A jurisdictional transfer can also be the transfer of ownership from a local jurisdiction to ODOT.

This memorandum is organized to give decision-makers the overarching policy framework, relevant case studies and best practices needed to identify, analyze and implement jurisdictional transfers in the region:

- Section 1: Introduction
- Section 2: Policy Framework
- Section 3: Case Studies
- Section 4: Best Practices

## 2. Policy Framework

### 2.1 Relevant Policies and Roadway Classifications

Roadway classifications are categorizations given to a roadway by the federal, state, regional or local government to help delineate differences in roadway purpose and design.<sup>1</sup> A single roadway may have multiple classifications (e.g., federal, state, regional and local) and multiple policy overlays (e.g., expressways, land use, statewide freight routes, scenic byways, lifeline routes, etc.). Roadway classifications define the purpose of a road and its function within the larger transportation network. Classifications are based on how many people use a road, how often they use it, why they use it, and their experience while using it. A roadway's design standards, planning, engineering, maintenance and operations are all influenced by its classification. In general, the classification designated by the owner of the roadway most significantly impacts roadway design. Roadway classifications are delineated in plans and policies. The following sections describe relevant federal, state, regional and local policies, including roadway classifications.

#### 2.1.1 Federal

As part of the National Highway System Designation Act of 1995, Congress adopted highway routes in the National Highway System (NHS). The Federal Highway Administration (FHWA) oversees the NHS and has established the following functional classifications:

- Principal Arterial (all sub-categories are recognized in both urban and rural forms)
  - Interstate
  - Other Freeways & Expressways
  - Other
- Minor Arterial
- Collector (all sub-categories are recognized in both urban and rural forms)
  - Major
  - Minor

<sup>1</sup> Policy Brief: Route Designations and Classifications. Oregon Department of Transportation. n.d.

- Local

The federal classification hierarchy identifies how roadways meet intended travel objectives. These objectives range from serving long-distance passenger and freight needs to neighborhood travel. The coordinated and systemic maintenance of an effective roadway functional classification system supports the strategic allocation of Federal Aid funds to the roadways with the greatest need and enables people and goods to move fluidly through the transportation system.

Functional classification has come to assume additional significance beyond identifying the role of roadways in moving vehicles through a network of highways. Functional classification directly impacts roadway design, funding opportunities, the evaluation of system performance and investment decisions. Expectations about roadway design, access control, operations, capacity and a roadway's relationship to existing land use and future development and redevelopment is associated with functional classification. Federal legislation continues to use functional classification to determine funding eligibility under the Federal-Aid program. Transportation agencies describe roadway system performance, benchmarks and targets by functional classification. As agencies continue to move towards a more performance-based management approach, functional classification is an increasingly important consideration in setting expectations and measuring outcomes for preservation, mobility and safety.<sup>2</sup>

The following federal functional classifications exist on roadways in the Portland metropolitan area:

- Urban Interstates** are designed and constructed for vehicular mobility and long-distance travel. Roadways in this category are officially designated by the U.S. Secretary of Transportation and all routes that comprise the National System of Interstate and Defense highways belong to this classification.
- Urban Other Principal Arterials** serve major centers of metropolitan areas and provide a high degree of mobility. They directly serve adjacent land uses.
- Urban Minor Arterials** serve relatively smaller geographic areas and provide connectivity to the higher Arterial system. They serve trips of moderate length to augment the higher Arterial system and provide intra-community continuity.
- Urban Collectors** serve a critical role in the roadway network by gathering traffic from Local Roads and funneling them to the Arterial network.
- Urban Local Roads** are not intended for use in long distance travel, except at the beginning or end of trips. They are designed to discourage through traffic. Local Roads are classified by default; once all Arterial and Collectors are identified, all remaining roadways are classified as Local Roads.

While functional classifications of some roadways can and do change over time, the vast majority of roadways maintain their federally designated classifications. Because of this, the FHWA advises States to focus their efforts on identifying roadways where the functionality has changed. A functional change can occur to the roadway itself, such as an extension or widening, or to surrounding land, such as new development or residential growth.

The Moving Ahead for Progress in the 21st Century Act (MAP-21), enacted in 2012, included provisions to make the Federal surface transportation more streamlined, performance-based, and multimodal and to address challenges facing the U.S. transportation system, including improving safety, maintaining infrastructure condition, reducing traffic congestion, improving efficiency of the system and freight movement, protecting the environment and reducing delays in project delivery. The Fixing America's

<sup>2</sup> Highway Functional Classification Concepts, Criteria and Procedures. U.S. Department of Transportation, Federal Highway Administration. 2013 ed.



Surface Transportation Act (FAST Act) builds on the changes made by MAP-21 by improving mobility on America’s highways, creating jobs and supporting economic growth, and accelerating project delivery and promoting innovation. The FAST Act provides long-term funding for surface transportation infrastructure planning and investment.<sup>3</sup>

The FAST Act directed FHWA to establish a National Highway Freight Network (NHFN) to strategically direct Federal resources and policies toward improved performance of the U.S. freight transportation system. The NHFN includes four subsystems of roadways:

- **Primary Highway Freight System (PHFS)** is a network of highways identified as the most critical highway portions of the U.S. freight transportation system determined by measurable and objective national data. In Oregon, I-5 and I-84 are part of the PHFS.
- **Other Interstate portions not on the PHFS** consist of the remaining portion of Interstate roads not included in the PHFS. These routes provide important continuity and access to freight transportation facilities.
- **Critical Rural Freight Corridors (CRFCs)** are public roads not in an urbanized area which provide access and connection to the PHFS and the Interstate with other important ports, public transportation facilities, or other intermodal freight facilities.
- **Critical Urban Freight Corridors (CUFCs)** are public roads in urbanized areas which provide access and connection to the PHFS and the Interstate with other ports, public transportation facilities, or other intermodal transportation facilities.

States and in certain cases, Metropolitan Planning Organizations (MPOs), are responsible for designating public roads for the CRFCs and CUFCs in accordance with section 1116 of the FAST Act.<sup>4</sup>

The U.S. Department of Transportation also designates NHS freight connectors. These are the public roads that connect major intermodal terminals to the highway network. Several criteria are considered when designating an NHS connector including the level of activity of an intermodal terminal and its importance to a state’s economy. In the greater Portland area, NHS freight connectors link to intermodal facilities such as the Portland International Airport, Portland Union Station, Portland Greyhound Bus Terminal, Port of Portland, Albina Yards, Brooklyn Yard, NW Industrial Area, and Swan Island Ship Repair Yard.<sup>5</sup>

When a roadway transfer occurs and results in a change in state classification, federal classifications remain, unless the agencies follow the federal process for classification change. Additional research may be required on a case-by-case basis to understand if and how federal designations affect potential transfers.<sup>6</sup>

## 2.1.2 State of Oregon

The 1999 Oregon Highway Plan (OHP) applies general directives to the state highway system. The plan emphasizes:

- efficient management of the system to increase safety, preserve the system and extend its capacity;
- increased partnerships, particularly with regional and local governments;

<sup>3</sup> Fixing America’s Surface Transportation Act of “FAST Act”: A Summary of Highway Provisions. Federal Highway Administration. 2016.

<sup>4</sup> National Highway Freight Network. Freight Management and Operations. Federal Highway Administration. 2018.

<sup>5</sup> Intermodal Connectors, Oregon. Federal Highway Administration. 2018.

<sup>6</sup> Highway Functional Classification Concepts, Criteria and Procedures. Federal Highway Administration. 2013.

- links between land use and transportation;
- access management;
- links with other transportation modes and travel demand management; and
- environmental and scenic resources.

The OHP has three main elements: the Vision, the Policy Element, and the System Element. The Policy Element contains goals, policies and actions.

Goal 1 of the OHP is System Definition. This goal is to maintain and improve the safe and efficient movement of people and goods and contribute to the health of Oregon's local, regional and statewide economies and livability of its communities. The System Definition policies define a classification system for state highways to guide management and investment decisions. Policy 1A divides state highways into five categories based on function:

- Interstate
- Statewide
- Regional
- District
- Local

Four special-purpose classifications supplement this foundational hierarchy: land use, statewide freight routes, scenic byways and lifeline routes. They address the special expectations and demands placed on portions of the highway system by land use, the movement of trucks, the Scenic Byway designation and significance as a lifeline or emergency response route. Information contained in these special designations is used to guide management, needs analysis and investment decisions on the highway system.

The following four classifications exist within the Portland metropolitan area:

- **Interstate Highways** provide connections to major cities, regions of the state, and other states. In urban areas, they provide connections for intraregional trips as a secondary function.
- **Statewide Highways** provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports and major recreation areas. They also provide connections for intra-urban and intra-regional trips.
- **Regional Highways** provide connections to regional centers, statewide or interstate highways or economic and activity centers of regional significance.
- **District Highways** provide connections between small urbanized area, rural centers and urban hubs. They serve local access and traffic.<sup>7</sup>

<sup>7</sup> Oregon Highway Plan. Oregon Department of Transportation. 1999. Pg. 37.

The 2015, 2018, and 2019 Oregon Legislative Sessions included bills that focused on jurisdictional transfer. While the Oregon Legislature did not pass the following bills, they provide insight on the intentions of the Legislature moving forward.

#### 2015

- Senate Bill (SB) 117 would have created a 12-member Task Force on Jurisdictional Transfers to evaluate and recommend potential transfer of state highways to cities or counties or transfer of county roads or city streets to the state highway program.
- SB 326 would have modified the state modernization program to make projects that facilitated jurisdiction transfers eligible for funding.
- House Bill (HB) 3302 would have allocated about \$27 million per year for 10 years to fund jurisdiction transfer projects.

#### 2018

- HB 4060 modified and added laws related to transportation, including transferring jurisdiction of specified highways.

#### 2019

- HB 2846 would have required regions to conduct jurisdictional transfer evaluation and present a report on the evaluations to the Joint Committee on Transportation.

Expressways are a subset of the Statewide, Regional and District Highways classifications. They are complete routes or segments of existing limited-access two-lane, multi-lane, and planned multi-lane highways that provide for safe and efficient high-speed and high-volume traffic movements. Their primary function is to provide interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide long-distance and intra-urban travel in metropolitan areas.

System Management, Goal 2 of the OHP, encourages coordination between the State, local jurisdictions and federal agencies to create an increasingly seamless transportation system with respect to the development, operation, and maintenance of the highway and road system that:

- safeguards the state highway system by maintaining functionality and integrity;
- ensures that local mobility and accessibility needs are met; and
- enhances system efficiency and safety.

Additionally, Policy 2C (Interjurisdictional Transfers) requires the State of Oregon to consider, in cooperation with local jurisdictions, interjurisdictional transfers that:

- rationalize and simplify the management responsibilities along a roadway segment or corridor;
- reflect the appropriate functional classification of a roadway segment or corridor; and/or
- lead to increased efficiencies in the operation and maintenance of a roadway segment or corridor.<sup>8</sup>

The State classification system recognizes that some roads, which are currently state highways, often function as local roads. Policy 2C of the OHP states that ODOT will develop a process to identify roads that may be transferred to local jurisdictions in accordance with Policy 2C.

Goal 4 of the OHP, Travel Alternatives, addresses travel modes such as walking, biking, and transit, and transportation demand management strategies that support reductions in single-occupancy vehicle demand on the highway system. ODOT's Highway Design Manual (HDM) provides technical guidance and standards to guide the design of walking, biking, and transit facilities on ODOT owned and managed facilities. In addition, the HDM provides information regarding design exceptions that some jurisdictions pursue to include desired facility designs on ODOT highways in urban areas. A city may pursue a jurisdictional transfer of a state highway to support implementation of pedestrian or bicycle facility designs that would not otherwise be feasible via the HDM.

ODOT's Blueprint for Urban Design provides direction on designing ODOT facilities in various urban and suburban state highway contexts in Oregon. It seeks to align planning and design work for urban transportation projects by developing comprehensive design targets to address the unique needs of urban environments. The effort considers all modes of transportation including motor vehicle, freight, public transit, pedestrian, bicycle and rail.

### 2.1.3 Regional

Oregon Metro's 2018 Regional Transportation Plan (RTP) is the blueprint to guide investments for all forms of travel in greater Portland. The RTP prioritizes policies, planning and projects identified and adopted by the Joint Policy Advisory Committee on Transportation (JPACT), and approved by FHWA and Federal Transit Administration (FTA) as the region-wide transportation plan. It identifies the region's most urgent transportation needs and priorities for investments over the next 25 years. In 2018, JPACT and Metro Council identified four priority areas: traffic safety, equity, congestion relief and reducing

<sup>8</sup> Oregon Highway Plan. Oregon Department of Transportation. 1999.

impacts to Climate Change. During the development of the RTP 2018, stakeholders and jurisdictions called for a jurisdictional transfer study. As planning for jurisdictional transfers moves forward, the 2018 RTP lays the foundation for successful implementation.

**Chapter 3** of the 2018 RTP establishes regional classifications for roadways within the Portland metropolitan area. These classifications categorize roads for each identified regional modal network (pedestrian, bicycle, transit, freight and motor vehicles). Like federal and state classification systems, the RTP's classifications are hierarchical and provide a vision for the modal networks. Each classification describes the volume and type of trips most suited for the group of roadways. The RTP classifications, by modal network, include:

- **Pedestrian:** pedestrian parkway, regional pedestrian corridor, local pedestrian connectors
- **Bicycle:** bicycle parkway, regional bikeway, local bikeways
- **Transit:** existing light rail, commuter rail, enhanced transit corridor, street car, High Capacity Transit (HCT) in progress, future HCT, intercity high-speed rail, frequent bus, regional and local bus
- **Freight:** main roadway routes, regional intermodal connections, roadway connections
- **Motor Vehicle:** throughways, major arterial, minor arterial

**Chapter 8** of the RTP establishes the Jurisdictional Transfer Assessment Program as part of the ongoing and future efforts to implement the RTP. Metro created this program as part of near-term planning efforts to apply the plan at the regional scale (section 8.2.3.4 of the RTP).

**Chapter 6** identifies ten near-term capital program investment priorities to address greater Portland's most pressing transportation challenges. Of these priorities, Metro Council identified four to act as the pillars of the RTP. These four priorities provide critical guidance and direction for the Study. They will be integrated at each step of the jurisdictional transfer process, from identifying candidates to implementing a transfer. The priorities are:

- Equity – reduce disparities and barriers faced by communities of color and other historically marginalized communities
- Safety – reduce fatal and severe injury crashes, particularly focusing on the High Crash Corridor network
- Climate change – expand transit and active transportation networks, and leverage emerging technology to meet Climate Smart Strategy goals
- Congestion relief – manage congestion and travel demand through low-cost, high value solutions.

## 2.1.4 Local

At the local level, cities and counties use Transportation System Plans (TSPs) and local code to designate roadway classifications and their design standards. Pursuant to Oregon Administrative Rule (OAR) 660-012-0015, all TSPs require a road plan for a system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections. Roadway classifications in city and county TSPs are also required to be consistent with regional and state classifications.<sup>9</sup> Local classifications often use different systems and/or terminology but are fundamentally consistent in policy.

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<sup>9</sup> OAR 660-012-0020.

## 2.2 Legal Considerations

The jurisdictional transfer process includes completing and approving two documents that can address specific legal issues if they arise: the Jurisdictional Transfer Agreement and the intergovernmental agreement.

The **jurisdictional transfer agreement** should clearly spell out maintenance responsibilities to prevent confusion about which agency performs maintenance and to what standard. In particular, highways that have been constructed or improved using federal funds may still have federal requirements dictating maintenance levels for long periods of time, usually the useful life of the facility. If the highway is not properly maintained, FHWA will hold ODOT responsible for rectifying the situation, regardless of whether the state or a local government has jurisdiction over the roadway. From the local government perspective, local governments are often taking on a large financial liability, especially as it relates to potential future tort claims, so it is important for the local jurisdictions to have clarity on whether they have autonomy in determining the level of maintenance needed and other engineering improvements. Therefore, it is in the best interest of all parties to clearly define maintenance responsibilities for roadways that used federal funds.<sup>10</sup>

The **intergovernmental agreement (IGA)** should clearly state the process and timing for transfer and identify the responsibilities of the State and local jurisdiction to address three common legal issues:

- Tort liability;
- Americans with Disabilities Act (ADA) claims; and
- Right-of-way designations.

The IGA addresses tort claims by identifying who assumes liability (i.e., liability for a wrongful act, not including breach of contract or trust, that results in injury to another person's property or the like and for which the injured party is entitled to compensation). Because agencies have six months to respond to tort claims, the involved agencies would likely know of any outstanding claims related to the segment for jurisdictional transfer. The IGA should lay out a clear timeframe for transfer and identify agency roles to prevent liability issues.

Second, the IGA should clearly identify timing and agency responsibilities to ensure federal or state ADA claims relevant to the highway being transferred are appropriately addressed. Unlike tort claims, ADA claims require immediate response from the responsible agency.

Third, the IGA should clearly identify the precise right of way being transferred. The ownership of roadways is complex; in some instances, ODOT maintains the road from curb to curb, while the city owns and maintains the roadway from the curb to the right of way line. The IGA should ensure the ownership of the right of way, and where they right of way is located, is clear to prevent confusion on ownership and liability.

Lastly, the IGA often identifies a cost and source of funding for the transfer that is mutually agreed to by all parties.

## 2.3 The Legal Process for Transfer in Oregon

Best practice indicates that transferring ownership of a state highway requires years of intentional planning and collaboration among the involved parties. Once a roadway is selected, the formal process that legally transfers property from ODOT to a local jurisdiction can begin. The legal mechanism for this

<sup>10</sup> Transferring Roads: A Handbook For Making Jurisdictional Transfers. Oregon Department of Transportation. 2003.

transfer is a contract between the parties. This is referred to as the jurisdictional transfer process. The following three steps summarize the legal process. There is a more comprehensive overview of the legal process in ODOT's Transferring Roads Handbook (2003).<sup>11</sup>

### 2.3.1 Step 1: Jurisdictional Transfer Agreement

If the jurisdictional transfer involves one or more local governments, ODOT and the partnering local government(s) begin preliminary negotiations regarding the highway segments to be transferred and/or retained. Based on these negotiations, the appropriate ODOT Region and local agency work together to prepare a draft agreement, along with a preliminary map of the highway segments involved. The agreement describes the necessary terms and conditions, including State and local jurisdiction obligations and general provisions. After the Jurisdictional Transfer Agreement has been approved, ODOT and the local agency sign the agreement to implement the transfer process.

### 2.3.2 Step 2: Jurisdictional Transfer Conveyance Documents

Negotiating a contract for jurisdictional transfer takes into account several things.

First, the parties must agree to the asset being transferred. The ODOT Right of Way Section, Acquisition Unit, prepares right of way documents, based on the terms of the agreement, and attaches the final exhibit map that clearly defines highway segments to be retained and/or transferred. The local government's Right of Way section will review and coordinate with ODOT's Right of Way section. When right-of-way is not clear or needs specificity, clauses relating to on-going maintenance of assets that are related or connected to the roadway, such as utilities and lighting, may be included in the contract.

The document will clarify roles and responsibilities after the transfer, especially as it relates to ongoing liability and indemnification. Once the agreement is in place and the terms and conditions have been mutually agreed upon by all parties, the formal resolutions and transfer documents finalizing the process are prepared for signature.

Once signed, the document transferring the right of way, with a reversionary clause, is recorded with the county, with the exhibit map attached. These two documents are a Resolution Eliminating a Section of Highway from the State Highway System and Minor Amendment to the Oregon Highway Plan, and a recorded Jurisdictional Transfer Document. The Resolution is the Oregon Transportation Commission's (OTC) formal decision documenting the transfer and amendment to the OHP. The Jurisdictional Transfer Document is a formal legal document finalizing the transfer. This step can also include agreements related to roles and responsibilities for future operations and maintenance of the roadway, liability, claims, and right of way.

### 2.3.3 Step 3: Changes to the Oregon Highway Plan

The 1999 OHP is the highway element of the state transportation system plan required by the Transportation Equity Act for the 21<sup>st</sup> Century and the state Transportation Planning Rule. It is a statement of state policy developed and adopted by the OTC and has legal status. A jurisdictional transfer involves a change to the highway system that is noted on the OHP highway map and the OHP list of state-owned highways. The OHP must be amended accordingly, which requires OTC approval.<sup>12</sup>

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<sup>11</sup> Transferring Roads: A Handbook For Making Jurisdictional Transfers. Oregon Department of Transportation. 2003.

<sup>12</sup> Ibid.

### 2.3.4 Changes to the Regional Transportation Plan

The Regional Transportation Plan must be amended if the jurisdictional transfer results in any changes to RTP functional classifications (on the motor vehicle, transit, bicycle, pedestrian or freight system maps) or any changes to the RTP project list.

### 2.3.5 Relevant Oregon Statutory Authority

Jurisdictional transfers are based on language in state statute and require OTC approval to complete the transfer. Oregon Revised Statute (ORS) gives OTC the authority to “select, establish, adopt, lay out, locate, alter, relocate, change and realign primary and secondary state highways.”<sup>13</sup> Oregon statute (ORS 366.290) also allows ODOT to add or remove roads from the state highway system and its considerations are listed below.

*(1) In the selection of highways or roads to be included in the state highway system the department shall give consideration to and shall select such county roads or public roads as will contribute to and best promote the completion of an adequate system of state highways. Thereafter the construction, improvement, maintenance and repair of such roads shall be under the jurisdiction of the department.*

*(2) In the selection of highways or roads to be included in the state highway system the department shall give consideration to and shall select such county roads or public roads as will contribute to and best promote the completion of an adequate system of state highways.*

*(3) (a) With the written agreement of the county in which a particular highway or part thereof is located, the department may, when in its opinion the interests of highway users will be best served, eliminate from the state highway system any road, highway, road segment or highway segment. The road, highway or segment becomes a county road or highway, and the construction, repair, maintenance or improvement, and jurisdiction over the road or highway will be exclusively under the county in which the road or highway is located.<sup>14</sup>*

Oregon statutes related to jurisdictional transfers include the following:

- ORS 366.340 establishes the highway purposes that ODOT may have for acquiring real property.
- Pursuant to ORS 366.395, the state may relinquish title to any of its property not needed for highway purposes to any other governmental body or political subdivision within the State of Oregon, subject to such restrictions, if any, imposed by deed or other legal instrument or otherwise imposed by the state.
- Pursuant to ORS 373.010, when the route of a state highway passes through a city, the state may locate, relocate, reroute, abandon, alter, or change such routing when in its opinion the interests of the motoring public will be better served.
- Pursuant to ORS 373.020, jurisdiction of streets taken over by the Department of Transportation extends from curb to curb or over the portion of the right of way utilized by the department for highway purposes.

<sup>13</sup> ORS 366.215, Creation of state highways.

<sup>14</sup> ORS 366.290, Adding to or removing roads from state highway system.

## 3. Case Studies

Since 1993, ODOT has transferred 12 facilities in Region 1 to local jurisdictions. Mandated by Keep Oregon Moving (House Bill 2017), ODOT is currently studying the cost to upgrade and transfer Inner Powell to the City of Portland, and is upgrading Outer Powell to transfer to the City of Portland. ODOT and the City of Portland are also discussing transfer of 82<sup>nd</sup> Avenue and 99W (Barbur Boulevard). Each jurisdictional transfer is a unique negotiation between ODOT and the receiving jurisdiction. Transfer conditions and agreements are influenced by community input, the local government funding capacity, the state of repair of the roadway and the roadway's relationship to the larger transportation network.<sup>15</sup>

### 3.1 Case Studies: Themes

Case studies of completed highway jurisdictional transfers illustrate a range of conditions and outcomes from past projects, providing useful information for future planning and pursuits. Three themes emerge from the review of several case studies:

**Theme 1:** Incentive and mutual benefits

**Theme 2:** Roadway maintenance and design standards

**Theme 3:** Consistency with current land use

The following sections describe the themes and present case studies that support each theme.

#### 3.1.1 Theme 1: Incentives and Mutual Benefit

Jurisdictional transfers are initiated when the State and local jurisdiction have incentive to execute the transfer. Case studies indicate that local jurisdictions are motivated by the community's desire for an improved roadway and when a change in roadway function will prioritize non-automobile travel modes, to improve traffic safety or support desired land use outcomes. Transfer is easiest when funding is available (for example, through the State Legislature) to upgrade the road prior to transfer. Frequently, transfers reduce maintenance costs and liability for the State, providing long-term financial incentive for the State to complete a transfer.

Once incentives are established, the State and local jurisdiction are motivated to complete a transfer by the prospect of mutual benefits. Because the jurisdictional transfer process is grounded in negotiations, transparent and frequent communication ensures that both parties will receive some type of benefit – a financial benefit or outcome that supports the agency's mission.

Table 1 presents examples where financial incentives and the prospect of mutual benefits motivated the State and local jurisdictions to complete highway jurisdictional transfers.

Additional jurisdictional transfers between ODOT and a local jurisdiction authorized by Keep Oregon Moving include:

- Pacific Highway West (Highway 91) from Beltline Highway to Washington Street, and Walnut Street to Interstate 5 from ODOT to the City of Eugene\*
- Springfield Highway (Highway 228) from ODOT to the City of Springfield
- The section of Territorial Highway (Highway 200) that is located within Lane County from ODOT to the County\*
- Springfield-Creswell Highway (Highway 222) from Jasper-Lowell Road to Emerald Parkway from ODOT to Lane County\*
- Delta Highway from Interstate 105 to Randy Pape Beltline from Lane County to ODOT
- Cornelius Pass Road from Highway 30 to Highway 26 from Multnomah and Washington County to ODOT

*\*ODOT will retain jurisdiction of identified bridges*

<sup>15</sup> 82<sup>nd</sup> Avenue of Roses Implementation Plan: Jurisdictional Transfer Explanation and Case Studies. CH2M. 2016.



**Table 1. Case studies - incentive and mutual benefit**

Roadway	Transfer to	Transfer from	Year	Reason for transfer	Outcome
Martin Luther King, Jr. Boulevard from Lombard Street to SE Division Street	City of Portland	ODOT Region 1	2002	The roadway served local commercial districts and residential neighborhoods. The community wanted to transform the highway into a boulevard-style roadway that was not consistent with ODOT Highway Design Manual standards. ODOT wanted to transfer the liability and associated maintenance costs to another jurisdiction.	The Portland Bureau of Transportation (PBOT) took full jurisdiction and maintenance of the highway. PBOT added on-street parking, pedestrian islands, crosswalks, and curbside street trees. As part of the agreement, ODOT turned over easements and lease rights on the East Bank Property and Holman Building. ODOT also rebuilt the viaduct.
Scholls Ferry Road (milepost 0.0 – 5.5)	Washington County	ODOT Region 1	2003	The road served mainly local functions and served as a major county arterial. It needed major improvements to address congestion issues that were not ODOT funding priorities.	The County and ODOT agreed that if the state provided 50 percent funding, the county would take over jurisdiction. County design standards were used to reduce costs, although the cities were able to incorporate some of their unique standards.

### 3.1.2 Theme 2: Roadway maintenance and design standards

Jurisdictional transfers frequently occur to improve a roadway’s maintenance or change its design standards. ODOT design standards are consistent with the Highway Design Manual, and many local jurisdictions use design standards with more flexibility for urban design. Design standards are dictated by a road’s classification and may not be consistent with current or future uses of the roadway.

Classifications also can relate to the level of funding a roadway receives from the State; often in the context of limited funding, ODOT invests in maintenance of Interstates or Statewide Highways first.

Table 2 presents examples where jurisdictional transfers were motivated by a need to improve roadway maintenance and change design standards.

**Table 2. Case studies - roadway maintenance and design standards**

Roadway	Transfer to	Transfer from	Year	Reason for transfer	Outcome
Lafayette Avenue	City of McMinnville	ODOT Region 2	2003	The roadway was a two-lane arterial with no sidewalks and drainage. Pavement conditions varied from fair to poor. The City tried to improve the road through the STIP process. Under ODOT’s ownership, the desired project could not be designed to state standards because of the narrow right of way. The project was ineligible for federal funding because it did not follow federal design guidelines.	The City agreed to put general fund money towards the project in addition to bond and systems development charge money to transfer the road. Without having to adhere to ODOT design standards, the City implemented the desired project.
Oregon 47	City of Forest Grove and Washington County	ODOT Region 1	2003	The local community wanted the road brought up to urban design standards and was willing to fund part of the project with property taxes.	ODOT constructed a new state highway bypass, designed to ODOT standards. Part of OR 47 was transferred to the County and part to the City of Forest Grove; Washington County completed the design work and acquired the right of way.
Martin Luther King, Jr. Boulevard Viaduct	City of Portland	ODOT Region 1	2003	A design for upgrading the 1936 viaduct was not compatible with PBOT and community vision for the Central Eastside, specifically around accommodation for pedestrians and bicyclists.	The Design Review Advisory Committee selected a design that did not meet ODOT or FHWA standards, prompting the negotiation for jurisdictional transfer. ODOT agreed to build the selected design if ownership was transferred. The City acquired maintenance and operations in 2011.

### 3.1.3 Theme 3: Consistency with current and future land use

While jurisdictional transfers often occur to update physical conditions of a roadway, they also occur when a roadway’s function is not consistent with current and future land use. Transferring road ownership to a local jurisdiction can help support development or redevelopment by aligning transportation and adjacent land use. The transfer process itself can facilitate development when the negotiation process results in a design that supports adjacent land uses. Negotiation also leads to

creativity and compromise, resulting in an outcome for the roadway that may have otherwise been undiscovered.

Table 3 presents examples where jurisdictional transfer helped align roadway functions with current and future land use.

**Table 3. Case studies - consistency with land use**

Roadway	Transfer to	Transfer from	Year	Description	Outcome
Sandy Boulevard from Grand Avenue to 99 <sup>th</sup> Avenue	City of Portland	ODOT Region 1	2003	Two segments of Sandy Blvd operated differently from the remainder of the road, with greater mixing of modes as the roadway moved east. The transfer was intended to support redevelopment and growth within the Hollywood Town Center and Main Street improvements.	Under City ownership, the Sandy Boulevard Resurfacing and Streetscape Project made multimodal improvements and changed the streetscape. In 2008, the City prepared a report that found the project to be widely successful. The transfer reduced ODOT’s maintenance costs, regional through traffic is served by I-84.
Siskiyou Boulevard	City of Ashland	ODOT Region 3	2003	Located between the library and Southern Oregon University, the state highway functioned as a downtown city street. There was heavy pedestrian and bicycle traffic and safety concerns. The City requested a widening project, but there was disagreement on design issues.	ODOT made the modernization project in the STIP contingent upon the City building the project and taking over jurisdiction along a segment of the boulevard. The biggest issue in the transfer was establishing valuation for maintenance and finding adequate funding.
Interstate Avenue	City of Portland	ODOT Region 1	1993	The City wanted to transfer the road to help construct the new light rail transit line. The Light Rail could not be constructed under ODOT’s jurisdiction.	Interstate Avenue was transferred to the City without the exchange of funds. The light rail line was constructed after transfer.

## 3.2 Major Constraints

Major constraints, as illustrated in the case studies, can delay or limit the ability to achieve the preferred outcome, even if both parties agree a transfer is the best option. However, identifying and addressing constraints early and effectively helps shape expectations for the involved parties. It encourages compromise and creativity to develop a mutually beneficial agreement. Constraints differ on a case-by-

case basis, but can generally be categorized into two categories: fiscal constraints and physical constraints.

### 3.2.1 Fiscal Constraints

The case studies indicate funding is a major constraint to transferring highway jurisdiction. Transfers hinge on the capacity of the local jurisdiction to incur the costs of roadway maintenance and sometimes the costs to upgrade the facility and/or take on future liabilities. The State and most local jurisdictions in Oregon do not have a dedicated funding source for transfers and, as the case studies illustrate, use a range of creative funding mechanisms, such as bonds.

The state gas tax is the primary source of transportation funding for state and local governments. Oregon's State Highway Fund collects resources from three main sources: taxes on motor fuels, taxes on heavy trucks and driver and vehicle fees. Under the Oregon Constitution, these fees and taxes must be spent on roads, including bikeways and walkways within the highway right of way. State funds can be used for both construction projects and maintenance and operation of state roads. The OTC allocates "fix it" funding for the operation and maintenance of the entire state-owned highway system, including roadways and bridges. Funding is limited.

OTC and ODOT have prioritized maintenance of the Interstate Highway system, which is very expensive.<sup>16</sup> Allocating funds to facilitate and process a highway transfer of an arterial street is challenging. Before the formal process begins, funding availability will likely influence the selection of highways for jurisdictional transfer.

Similarly, local government's ability to raise funds or receive federal or state gas tax funds is not keeping up with the rate of decline of the local roadway system, inflation and the cost of construction. Many local jurisdictions cannot afford to maintain their current transportation assets, in addition to their other aging assets such as utilities and water systems. Often, local governments cannot afford to finance the transfer of the roadway.

### 3.2.2 Physical Constraints

As part of the process, both parties work towards an agreement on the roadway design and the standards that apply to that design standards, and consider the physical elements of the roadway. In some cases, the parties agree to improvements before the transfer, and other cases, the focus of the negotiations is focused on post-transfer.

If the highway is on the NHS system, whether it is under state or local jurisdiction, the federally-approved design standards apply (in Oregon, ODOT design standards must be used). When the roadway is not on the NHS system, the design standards are determined by the owning agency. To achieve the desired vision, the Transfer Agreement should have clear provisions for the timing and circumstances for turning over the jurisdiction of the roadway.

The transfer process and desired outcomes can be constrained by the physical conditions and elements of the roadway. The following list should be considered when setting expectations for transfer and producing achievable goals.

- **Local zoning and local access.** The local government often oversees the local zoning along the corridor, owns the local streets, and in some cases, issues local building permits to businesses

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<sup>16</sup> More information about ODOT's paving projects can be found here: <https://www.oregon.gov/ODOT/Pages/ConstructionMap.aspx>

and residences along the street. The transfer should take into local comprehensive plans, local zoning, local corridor plans and existing land uses.

- **Outdoor advertising.** The state is required by state law to maintain control of outdoor advertising signs visible to state highways if the section of highway is on the NHS or was part of the Federal aid primary system in existence on June 1, 1991. If the section of highway was not a Federal-aid primary system highway on June 1, 1991, then responsibility for outdoor signage is transferred to the local jurisdiction.
- **Rail crossings.** The jurisdiction whose roadway crosses a rail line is responsible for the crossing markings and the pavement up to the rail line. The owner of the intersecting roadway is responsible for adhering to all the rail stipulations assigned to the former road authority.
- **Highway condition and maintenance.** Parties must mutually agree to the condition of the asset and its state of repair. This includes pavement, bridges, and other features as well as maintenance responsibilities. Highways that have been constructed or improved using federal funds may still have federal requirements or conditions that require maintenance to a standard and for a particular period of time, usually the useful life of the facility. Therefore, any transfer agreement should clearly spell out existing maintenance conditions and on-going maintenance responsibilities.
- **Route designations and signs.** When a highway route number moves from one state-owned road to another, the contract should include a clause regarding ODOT's removal of the signs and replacement by the local jurisdiction.
- **Traffic signals and illumination.** ODOT and the partnering agency may need to renegotiate any existing intergovernmental agreements regarding power, operations and maintenance of signals and illumination. The agreement should define who has power, maintenance and signal timing responsibilities, who has cost responsibility, and how and when any changes take place.

## 4. Best Practices

The following section presents best practices for highway jurisdictional transfer. These best practices should be followed throughout the entire transfer process –from selection to implementation.

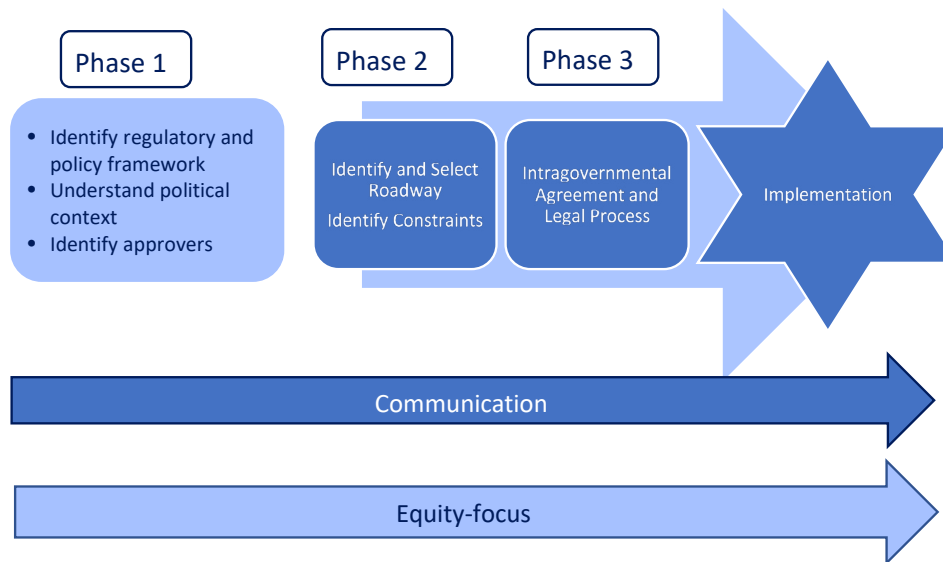
### 4.1 Follow a Process

The jurisdictional transfer process typically begins years prior to the formal legal process, starting with regional and statewide planning, and continuing through highway selection to implementation of the Transfer Agreement. From initiation to completion, jurisdictional transfers should follow a clear process to enable the State and local jurisdiction(s) to effectively address issues before they become sticking points that prevent or delay the transfer.

Importantly, a fair, equitable process helps jurisdictional transfers meet community goals. Throughout the process, the involved agencies should prioritize community needs and values. In the Portland region, 56% of state-owned arterial highways are located in Historically Marginalized Communities (*areas with higher than average number of people of color, English language learners, and/or lower-income people*). It is imperative for the involved agencies to develop a process and identify equitable outcomes to ensure the results of jurisdictional transfer reduce barriers for people of color and marginalized communities and is consistent with Metro Council's Regional Equity Strategy, which is being carried out across Metro's planning department.

Figure 1 provides an overview of the comprehensive jurisdictional transfer process.

**Figure 1. Jurisdictional Transfer Process**



## 4.1.1 Phase 1: Preparing for the transfer

The first phase is preparing for the transfer. During this phase, the involved agencies should:

- identify a regulatory and policy framework;
- understand the political context; and
- identify approvers early.

Identifying a regulatory and policy framework allows the involved agency staff and stakeholders to understand the basis for jurisdictional transfer. The jurisdictional transfer process is rooted in state statute, but it includes intricacies at the federal, regional and local levels. A regulatory and policy framework helps navigate these complexities, such as, roadway ownership, classifications, relevant policies and legal requirements. It also helps involved staff and stakeholders to become familiar with relevant terminology and concepts. This step provides the same information to the involved agencies, ensuring they enter the transfer process with a shared understanding of the applicable regulations and policies.

Understanding the political context in the region and within and among the State and local jurisdiction(s) will help identify funding opportunities, develop a process for transfer and set expectations for the transfer process. Developing a knowledge of the political context, including agency and community priorities, helps determine if highway jurisdictional transfer is the right tool to accomplish the desired outcomes. Jurisdictional transfer can help achieve community goals and result in mutual benefits – but it is not always the most effective route to achieving desired outcomes for the roadway under consideration.

Once a roadway is selected, taking inventory of each agency’s priorities, elected officials’ interests, and community goals will support a more successful process. Agency priorities will vary and are often influenced by elected officials. Understanding the overall political context will help set expectations for the formal transfer process, ensuring the process and desired outcomes are achievable. Agency

priorities will impact candidate roadways for transfer, available funding sources and levels, and the interests each agency brings to the negotiating table. All these elements should be documented and understood before entering Phase 2 and 3.

Last, identifying the final decision-makers for jurisdictional transfer sets expectation, helps identify realistic outcomes and helps navigate the process to achieve desired outcomes. The decision-makers include those who will agree to enter into negotiations, and those who will sign the transfer documents to formalize the transfer. Section 2.2 describes the necessary steps and documentation. Identifying the approvers early will ensure the process is on track to complete the jurisdictional transfer and avoid backpedaling down the road. It will also set outcomes that are expected to be approved.

#### 4.1.2 Phase 2: Identify and select roadway and identify constraints

Once the foundation for transfer has been established, the agencies are set to identify and select a roadway and identify the constraints to transferring it from one agency to another. Identifying a roadway may hinge on available funding, but best practice indicates that roadways should be selected based on community needs and values. The 2018 RTP recommends the following steps to select roadways for transfer:

- identify state owned routes that the community and stakeholders would like to evaluate and consider for jurisdictional transfer;
- identify gaps and deficiencies on these roadways,
- tier the roadways; and
- address some of the barriers and opportunities to transfer the prioritized routes from state ownership to local ownership.

After the roadway has been selected, constraints should be identified, including both fiscal and physical. Section 3.2 describes common constraints.

#### 4.1.3 Phase 3: Establish intragovernmental agreement and follow the legal process

After the roadway is selected, the agencies can enter into the formal process which implements an intergovernmental agreement. Phase 3 is explained in Section 2 of this memorandum.

## 4.2 Communicate

Communication is central to carry out a jurisdictional transfer process that results in shared desired outcomes. Best practices include:

- Identify clear roles within ODOT and within the involved local jurisdiction(s), such as a jurisdictional transfer specialist, asset manager, agreements specialist, traffic engineer and financial and support services staff. This will allow staff to develop expertise in the process and foster relationships among the involved staff.
- Set expectations for clear, open and frequent communication among each agency's departments and between agencies.
  - Compromise and creativity between the State and local agencies leads to a fair and acceptable agreement. Communication is particularly pertinent during negotiation.
- Conduct early outreach with the impacted communities.
  - The partnering agencies should do their due diligence to understand the community's needs. Early engagement will lead to a smoother process by preventing tension and backpedaling during negotiation and agreement.

## 5. Next Steps

As part of this Study, the Study team is developing a Jurisdictional Transfer Atlas to inventory state-owned highways that might be candidates for jurisdictional transfer. Using the Atlas and OHP roadway classification definitions as references, the Study team will prepare recommendations to the OTC to consider potential updates to OHP roadway classifications based on changes in how the roadway now functions. The team will also develop a toolkit that will include methodologies for how to select individual corridor segments for further study and how to estimate costs for jurisdictional transfer. The toolkit will establish a regional approach for how to assess needs and deficiencies for facilities under consideration for transfer and prepare assessments for each corridor segment. The team will rank corridor segments and address the capacity and readiness of a local agency to receive a facility ODOT for those corridors that are most ready. The team will then prepare a final report that describes points of regional consensus as well as the priorities held by individual partners.



## Appendix A. List of Acronyms

ADA	American with Disabilities Act
CRFCs	Critical Rural Freight Corridors
CUFCs	Critical Urban Freight Corridors
FAST Act	Fixing America's Surface Transportation Act
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
HB	House Bill
HCT	High Capacity Transit
HDM	Highway Design Manual
HWY	Highway
I-	Interstate
IGA	Intergovernmental agreement
JPACT	Joint Policy Advisory Committee on Transportation
MAP-21	Moving Ahead for Progress in the 21 <sup>st</sup> Century Act
MPOs	Metropolitan Planning Organizations
NHFN	National Highway Freight Network
NHS	National Highway System
OAR	Oregon Administrative Rule
ODOT	Oregon Department of Transportation
OHP	Oregon Highway Plan
ORS	Oregon Revised Statute
PBOT	Portland Bureau of Transportation
PHFS	Primary Highway Freight System
ROW	Right of way
RTP	Regional Transportation Plan
SB	Senate Bill
Study	Regional Framework for Highway Jurisdictional Transfer Study
TSP	Transportation System Plan
TV	Tualatin Valley

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# ATTACHMENT C - Corridor Segment Selection Methodology and Evaluation Results

## METRO HIGHWAY JURISDICTIONAL TRANSFER FRAMEWORK

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### Corridor Segment Selection Methodology and Evaluation Results

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Date: June 2020

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#### 1 Introduction

##### 1.1 Purpose of the Regional Framework for Highway Jurisdictional Transfer

The purpose of the regional framework for highway jurisdictional transfer study (study) is to identify which state-owned routes in greater Portland should be evaluated and considered for a jurisdictional transfer, sort them based on regional priorities, and address some of the opportunities and barriers to transfer the routes. For the purposes of this study, jurisdictional transfer (also referred to as interjurisdictional transfer) is the process of changing ownership of a highway right of way from the State to a local jurisdiction – a city or county. The decision framework will serve as a tool for state, regional and local jurisdiction leaders to identify promising candidate roadways for transfer and facilitate successful transfer of roadway ownership. The study is convened by Metro in collaboration with the Oregon Department of Transportation (ODOT).

Metro’s 2018 Regional Transportation Plan (RTP) identified a jurisdictional transfer assessment as a necessary step to help the region meet its equity, safety and multimodal goals. In greater Portland, ownership patterns of streets, roads and highways reflect historical patterns, but do not necessarily reflect current transportation, land use and development needs.

Several arterials in greater Portland were originally constructed to provide connections from farmland to the city (referred to as “farm-to-market” roads). Over time, they grew to become highways. In 1956, the federal government began building the Interstate Highway System (known as the Dwight D. Eisenhower National System of Interstate and Defense Highways) and between 1960 and 1980 the highway system in the Portland area was built. It included limited access facilities such as Interstate (I-)5, I-205 and Highway 26, which provided more efficient long-distance travel options and replaced the function of the existing state system. Since then, much of the land surrounding these highways has evolved to accommodate population growth, new development and diversified land use. As a result, many of the original roads now serve multiple travel needs, providing space for people walking and biking, transit and short-distance travel for vehicles. Roadway designs that were useful last century do not always work for our communities today. Managing these roads that used to function as highways to meet the needs of our communities, especially people of color, people with low-incomes, or limited-English speakers has become increasingly complex due to historic lack of investment in areas serving communities of color or communities with lower incomes.

While their function has changed, for many, their roadway classification and physical design has not; those that remain state highways retain the same classification identified in the 1999 Oregon Highway Plan (OHP), as amended. Transferring non-limited access state highways that function as urban arterials

to local jurisdictions could provide the opportunity for them to be re-constructed and operated consistent with local design standards that may respond better to modern transportation uses and mobility options, land use and development patterns, and community needs.

## 1.2 Purpose of the Memorandum

First, this memorandum describes the methodology to evaluate and select the most promising arterial highways in greater Portland as potential candidates for highway jurisdictional transfer. This overall methodology describes the methods for two different evaluations: the technical evaluation and the readiness evaluation. The technical evaluation examines segments using technical considerations related to the existing and future function of the roadway. Starting with a technical perspective allows considerations about the function of a roadway to inform conversations about jurisdictional transfer. The readiness evaluation examines the same universe of segments using readiness considerations related to local support and interest, including characteristics such as jurisdictional capacity, leadership interest, or experience with jurisdictional transfers.

Second, this memorandum describes the results of both the technical evaluation and the readiness evaluation.

Third, this memorandum discusses next steps.

## 2 Corridor Segment Selection Methodology

The corridor segment selection methodology is framed and informed by the four pillars of Metro's 2018 RTP. The RTP identifies ten near-term capital program investment priorities to address greater Portland's most pressing transportation challenges; of these priorities, Metro identified four to act as the RTP pillars. The four pillars, listed below, reflect regional values and provide a basis for the methodology.

- Climate change – expand transit and active transportation networks, and leverage emerging technology to meet Climate Smart Strategy goals
- Equity – reduce disparities and barriers faced by communities of color and other historically marginalized communities
- Safety – reduce fatal and severe injury crashes, particularly focusing on the High Crash Corridor network
- Congestion relief – manage congestion and travel demand through low-cost, high value solutions

The methodology consists of two parallel processes, each consisting of one screening round and one evaluation round, to determine the most promising corridor segments for transfer from ODOT to a local jurisdiction. For the purposes of this evaluation, a corridor segment is defined as a portion of an arterial highway within a single jurisdiction in the Portland Metropolitan Planning Area (MPA).<sup>1, 2</sup>

- Round 1: Preliminary screening of all ODOT-owned arterial highway corridor segments in the Portland MPA to screen out segments that are not viable candidates for jurisdictional transfer because of their intended vehicle throughput function

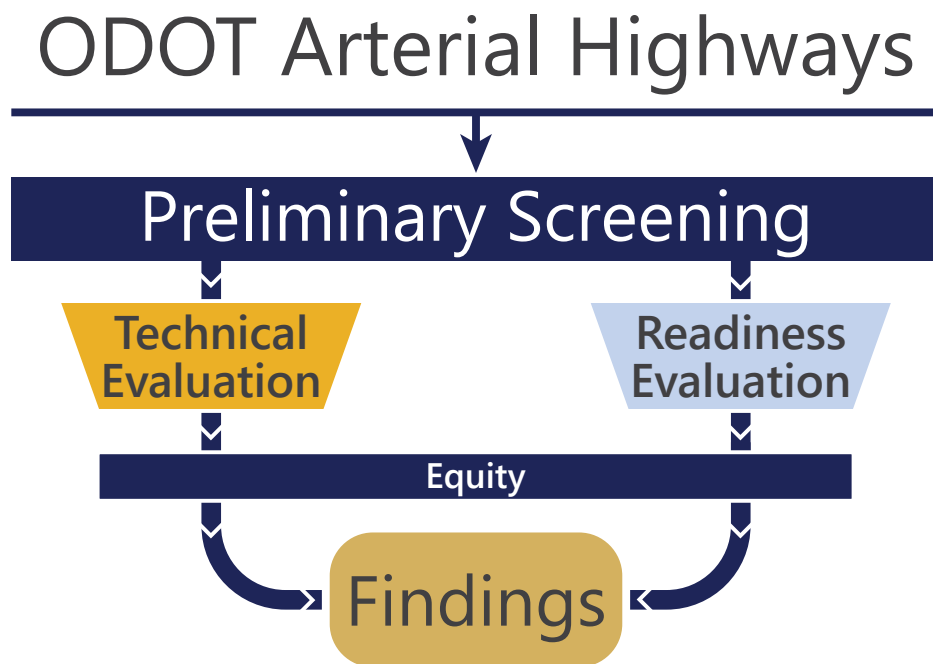
<sup>1</sup> The MPA is a federally-mandated boundary designated by Metro and encompasses all cities in the metropolitan area.

<sup>2</sup> Corridor segment definitions are for this evaluation only. Highway transfer recommendations may combine or split corridor segments based on what makes sense at the time of a transfer.

- Round 2a: Technical evaluation of the remaining segments from Round 1 to select promising segments for potential transfer
- Round 2b: Readiness evaluation of the remaining segments from Round 1 to select promising segments for potential transfer

The results from Round 1, preliminary screening, equally informed subsequent evaluation rounds. After Round 1, the study team evaluated the remaining corridor segments to identify the most promising segments as candidates for jurisdictional transfer from two perspectives: technical (Round 2a) and readiness of the local jurisdictional to accept an arterial (Round 2b). The readiness evaluation lagged the technical evaluation to allow roadway function to inform transfer discussions. The team completed Round 1 and Round 2a in fall 2019, and completed Round 2b in spring 2020. The team will next evaluate and compare results from Round 2a and Round 2b to develop recommendations for consideration. These recommendations will be developed in summer 2020. Figure 1 illustrates this process.

*Figure 1: Technical Evaluation and Readiness Evaluation Process*



## 2.1 Round 1: Preliminary Screening Methods

The purpose of Round 1 was to perform a preliminary screening of all ODOT-owned arterial highway corridor segments in the Portland MPA to screen out segments that are not viable for jurisdictional transfer because of their intended vehicle throughput function.

Round 1 had one yes/no question that identified significant barriers to jurisdictional transfer. The study team applied the question to each corridor segment. Corridor segments that did not “pass” Round 1 did not move to Round 2a or 2b. Corridor segments with a “no” answer to the screening question moved on to Round 2a and 2b. The study team documented the results of the Round 1 evaluation in a matrix. The Round 1 screening question, including rationale, is listed below.

**Question 1:** Does the segment have an Expressway (OHP) and/or Throughway (RTP) designation?

- If no, the segment moved to Round 2 of the evaluation and selection process.

Expressway and Throughway designations indicate that a roadway or corridor segment has statewide or regional significance and describes the function of the roadway.

**Expressways**, as designated by the OHP, are excluded as candidates for transfer because they have statewide significance as their primary purpose is to provide travel between cities and connections to ports and major recreation areas. They also serve long distance, intra-urban travel within metropolitan areas. Expressways are meant to provide safe travel for high speed and high-volume traffic with minimal interruption. Clackamas Highway/Sunrise Expressway (OR 224) is an example of an expressway.

**Throughways**, as designated by the RTP, are excluded as candidates for transfer because they have statewide and regional significance and serve as mobility routes with little or no property access and as connections between major destinations across the region and state. They generally span several jurisdictions and link greater Portland with neighboring cities, other parts of the state, other states and Canada. They also connect major activity centers within the region, including the Central City, regional centers, industrial areas and intermodal facilities. Lower Columbia River Highway (US 30W) is an example of a throughway.

## 2.2 Round 2a: Technical Evaluation and Selection Methods

The purpose of Round 2a was to evaluate the remaining corridor segments with a consistent set of technical criteria that reflect regional values (i.e., consistent with the RTP and its four pillars).

The study team evaluated and selected corridor segments using the matrix shown in Table 1. The matrix includes four categories: criteria, measure, rating/definition, and RTP pillar. The RTP pillar columns indicate which of the four RTP pillars each criterion addresses. The team measured the corridor segment's performance for each criterion by answering the measure questions according to the rating/definition provided in the matrix. Using professional expertise, the team intentionally developed measures and corresponding questions to avoid complicated technical analysis, allowing any jurisdiction to evaluate its own roadways.

Each measure was rated as high, medium, or low. A "high" rating means that the evaluated segment is more promising for jurisdictional transfer; a "medium" rating is somewhat promising for jurisdictional transfer; and a "low" rating is less promising for jurisdictional transfer under the technical evaluation criterion. The rating/definition is color coded so that high = dark blue, medium = blue, and low = light blue. The results allow the study team and partners to visually identify patterns and outliers. It is important to note that the criteria are listed in *no particular order* and are *not weighted*, providing a more flexible process and accounting for differences among local jurisdiction context and preferences.

After the study team evaluated the corridor segments, they used the results to select segments that appeared most promising for jurisdictional transfer, from a technical perspective. The evaluation was based on the overall results, so that the segments receiving more "high" and "medium" ratings were selected. The study team presented the selected corridor segments at Workshop #2 on December 18, 2019 to receive feedback from partners. Technical evaluation and selection results are included in Section 3.1 of this memorandum.

# Attachment C

**Table 1. Round 2a Technical Evaluation Methods Matrix**

Criteria	Measure	Rating/Definition	RTP Pillar			
			Climate Change/ 2040 Growth Concept	Equity	Safety	Congestion Relief
Local plans	Does the segment have a plan or vision?	<b>High:</b> Yes <b>Low:</b> No	✓			
Access to business and housing	Is the segment located within a 2040 designated Central City, Regional Center, Town Center, Station Community or Main Street?	<b>High:</b> Yes, one or more <b>Low:</b> No	✓	✓		
Historically marginalized communities <sup>1</sup>	Is the segment located within a historically marginalized community (communities that exceed the regional rate for low income, people of color, or limited English proficiency)?	<b>High:</b> Yes, 50% or more of the segment <b>Medium:</b> Yes, less than 50% of the segment <b>Low:</b> No		✓		
Crash frequency	Is the segment identified on Metro’s High Injury Corridors and Intersections in Greater Portland map and what is the density of Safety Priority Index System (SPIS) sites per mile?	<b>High:</b> The segment is identified on High Injury Corridors/ Intersection Map OR has 20 or more SPIS sites per mile <b>Medium:</b> The segment is not identified on High Injury Corridors/ Intersection Map and has 10 – 19 SPIS sites per mile <b>Low:</b> The segment is not identified on High Injury Corridors/ Intersection Map and has fewer than 10 SPIS sites per mile			✓	



Criteria	Measure	Rating/Definition	RTP Pillar			
			Climate Change/ 2040 Growth Concept	Equity	Safety	Congestion Relief
Density of conflict points	What is the segment's driveway density per mile?	<b>High:</b> 25 or more per mile <b>Medium:</b> 10 to 24 per mile <b>Low:</b> Less than 10 per mile			✓	✓
Freight connection <sup>2</sup>	Is the segment not listed as a designated National Highway System (NHS) freight connector or RTP freight route?	<b>High:</b> Yes <b>Low:</b> No				✓
Pedestrian system priority	Is the segment part of the regional pedestrian network?	<b>High:</b> Yes, 50% or more of the segment is classified as pedestrian parkway or regional pedestrian corridor <b>Medium:</b> Yes, less than 50% of the segment is classified as pedestrian parkway or regional pedestrian corridor <b>Low:</b> No	✓	✓	✓	✓
	Does the segment intersect with one or more regional pedestrian district(s)?	<b>High:</b> Yes <b>Low:</b> No	✓	✓	✓	✓
Bicycle system priority	Is the segment part of the regional bicycle network?	<b>High:</b> Yes, 50% or more of the segment is classified as bicycle parkways or regional bikeways <b>Medium:</b> Yes, less than 50% of the segment is classified as bicycle parkways or regional bikeways <b>Low:</b> No	✓	✓	✓	✓

Criteria	Measure	Rating/Definition	RTP Pillar			
			Climate Change/ 2040 Growth Concept	Equity	Safety	Congestion Relief
	Does the segment intersect with one or more regional bicycle district(s)?	<b>High:</b> Yes <b>Low:</b> No	✓	✓	✓	✓
Transit Priority	Is there existing frequent <sup>3</sup> transit service or major transit investments planned along the segment?	<b>High:</b> Yes, one or more existing frequent service lines or major transit investments planned <b>Medium:</b> No, one or more standard or peak-hour service lines <b>Low:</b> No transit lines	✓	✓	✓	✓
	If yes, do the transit stops exist within ¼ mile of a Central City, Regional Center, Town Center, Station Community or Main Street?	<b>High:</b> Yes, multiple stops that serve different lines or at least one stop that serves multiple lines <b>Medium:</b> Yes, one or more stops that serve one line <b>Low:</b> No	✓	✓	✓	✓
Redundant route	Is the segment redundant to an RTP Throughway?	<b>High:</b> Yes <b>Low:</b> No				✓
<p>Notes:</p> <p><sup>1</sup> Community engagement would be necessary to validate that any proposed roadway improvements are consistent with the community’s vision and needs.</p> <p><sup>2</sup> Note that some segments may be designated Oregon Revised Statute (ORS) 366.215 routes. These routes must permanently retain existing vertical and horizontal clearance dimensions (“hole in the air”) to accommodate oversized freight vehicles, unless ODOT grants an exception.</p> <p><sup>3</sup> TriMet defines frequent service as transit that runs every 15 minutes or better most of the day, every day.</p>						

## 2.3 Round 2b: Readiness Evaluation and Selection Methods

The purpose of Round 2b was to evaluate the remaining segments (after Round 1) with a consistent set of readiness criteria. This was the same group of segments evaluated in Round 2a. The project team evaluated the corridor segments using the matrix shown in Table 2. Measures with an asterisk in Table 2 were evaluated where possible via an interview with a staff representative from the local jurisdiction

where the highway segment is physically located. Professional judgment was used in cases where an interview response was not available. The interview guide is included as Appendix B.

The matrix includes three categories: criteria, measure, and rating/definition. The team measured the corridor segment’s performance for each criterion by answering the measure questions according to the rating/definition provided in the matrix. Using professional expertise, the team intentionally developed measures and corresponding questions to avoid complicated analysis, allowing any jurisdiction to evaluate its own roadways. Each readiness measure is rated as high, medium, or low. A “high” rating means that the evaluated segment is more promising for jurisdictional transfer; a “medium” rating is promising for jurisdictional transfer; and a “low” rating is less promising for jurisdictional transfer. The rating/definition is color coded so that high = dark blue, medium = blue, and low = light blue. The results allowed the study team and partners to visually identify patterns and outliers. It is important to note that the criteria are listed in *no particular order* and are *not weighted*, providing a more flexible process and accounting for differences among local jurisdiction context and preferences.

After the study team evaluated the corridor segments, they used the results to select segments that appeared most promising for jurisdictional transfer, from a readiness perspective. The evaluation was based on overall results, so that the segments receiving more “high” and “medium” ratings were selected. Readiness evaluation and selection results are included in Section 3.2 of this memorandum.

**Table 2. Round 2b Readiness Evaluation Methods Matrix**

Criteria	Measure <sup>1</sup>	Rating/Definition
Jurisdiction Interest	Is there known local support for a jurisdictional transfer (political interest, risk tolerance, etc.)? *	<b>High:</b> Lots of support <b>Medium:</b> Some support <b>Low:</b> Opposition to transfer
Segmentation	Does the segmentation make sense?*	<b>High:</b> Yes <b>Medium:</b> Somewhat <b>Low:</b> No
Funding capacity	What dollar amount (in 2018-2021 or 2021-2024 STIP, MTIP or local CIP) of capital investment is committed to the segment that could be used as leverage for jurisdictional transfer? <sup>2</sup>	<b>High:</b> More than \$10M/mile funding <b>Medium:</b> Funding greater than \$0/mile but less than \$10M/mile <b>Low:</b> \$0/mile funding
	How familiar is the jurisdiction with delivery of a larger-scale project?*	<b>High:</b> Very familiar <b>Medium:</b> Some experience/familiarity <b>Low:</b> Not familiar/no experience
Maintenance capacity	Are there currently or could there be resources, staff capacity or agreements to maintain the segment?*	<b>High:</b> Yes <b>Medium:</b> Maybe <b>Low:</b> No

Criteria	Measure <sup>1</sup>	Rating/Definition
Existing conditions and state of maintenance	What is the current condition of the existing roadway assets?*	<b>High:</b> Very good to good <b>Medium:</b> Fair <b>Low:</b> Poor to very poor
	What is the pavement condition of the segment?	<b>High:</b> Very good to good <b>Medium:</b> Fair <b>Low:</b> Poor to very poor
	How many lane miles of pavement are there in the segment? <sup>2</sup>	<b>High:</b> Up to 15 lane miles <b>Medium:</b> 15-30 lane miles <b>Low:</b> Over 30 lane miles
Bridges/structures	Do bridges or structures exist on the segment? <sup>2</sup>	<b>High:</b> Less than four <b>Medium:</b> four to eight <b>Low:</b> More than 8
Environmental	Does the segment pass through an environmentally sensitive areas (defined as wetlands, riparian or upland habitats, such that any ground disturbance would trigger a need for environmental permits?)	<b>High:</b> Less than 25% (linear feet of segment) <b>Medium:</b> 25% to 75% (linear feet of segment) <b>Low:</b> More than 75% (linear feet of segment)
Land use	Are there active land use change discussions in the area (e.g., plan, development code, pedestrian-friendly design, etc.)?*	<b>High:</b> Yes <b>Low:</b> No
<p>Notes:</p> <p><sup>1</sup>Measures with an asterisk (*) were evaluated where possible via an interview with a staff representative from the local jurisdiction where the highway segment is located. Professional judgment was used in cases where interview responses were not available.</p> <p><sup>2</sup>The high, medium and low splits for the funding measure, lane miles and bridges were all defined by the natural break in the data.</p>		

## 2.4 Segment Selection Recommendation Methods

After the project team completes the evaluations described in Sections 2.1, 2.2, and 2.3, the team will compare the results of the technical evaluation (Round 2a) and the readiness evaluation (Round 2b). This comparison will be informed by the project team’s Equity Considerations analysis, which evaluated highway corridors for levels of people of color, low-income households, people who are unemployed and people with limited English proficiency and/or disabilities. The project team will select a minimum of the six segments with the highest scores from each of the evaluations (for a minimum total of 12 segments) as recommendations for the most promising candidates for jurisdictional transfer. The team will also consider other segments for reasons such as roadway designation continuity, equity, relatively higher scores in each evaluation, etc. for a full recommendation.

### 3 Evaluation and Results

#### 3.1 Round 1: Evaluation and Results

As described in Section 2.1, the purpose of Round 1 was to perform a preliminary screening of all ODOT-owned arterial highway corridor segments in the Portland MPA to screen out segments not viable for jurisdictional transfer because of their intended vehicle throughput function.

Table 3 lists each of the 77 highway segments and identifies if the segment is classified as either an OHP Expressway or as an RTP Throughway. Thirty segments are classified as RTP Throughways, OHP Expressways, or both. These segments are shaded in gray and did not move on to the Round 2a or 2b evaluation. Figure 2 also shows these segments.

**Table 3. Round 1: Preliminary Screening Results: RTP Throughways and OHP Expressways on ODOT Arterial Highways in the Portland MPA**

Segment ID <sup>1</sup>	Mile Point begin <sup>2</sup>	Mile Point end <sup>2</sup>	Jurisdiction	Throughway	Expressway
<b>OR 8 - TV Highway</b>					
A1	0.1	5.9	Beaverton	No	No
A2	5.9	7.8	Washington	No	No
A3	7.8	14.3	Hillsboro	No	No
A4	14.3	14.9	Washington	No	No
A5	14.9	17.2	Cornelius	No	No
A6	17.2	17.9	Forest Grove	No	No
<b>OR 47 - TV Highway</b>					
A7	17.9	19.4	Forest Grove	Yes	No
A8	19.4	23.2	Washington	Yes	No
<b>OR 10 - Beaverton-Hillsdale/Farmington Highway</b>					
B1	2.6	3.4	Washington	No	No
B2	1.0	2.6	Beaverton	No	No
B3	5.9	7.4	Washington	No	No
<b>U.S.26 - Mount Hood Highway</b>					
C1	0.2	10.0	Portland	No	No
C2	14.2	15.6	Gresham	Yes	Yes
C3	15.6	16.8	Multnomah	Yes	Yes
C4	16.8	19.6	Clackamas	Yes	Yes
<b>OR 30B - Northeast Portland Highway</b>					
D1	0	14.7	Portland	No	No
<b>OR 30E - Historic Columbia Highway</b>					
E1	1.2	5.8	Multnomah	No	No
E2	0	1.2	Troutdale	No	No
<b>OR 30W - Lower Columbia River Highway</b>					
F1	2.8	9.7	Portland	Yes	No

# Attachment C

Segment ID <sup>1</sup>	Mile Point begin <sup>2</sup>	Mile Point end <sup>2</sup>	Jurisdiction	Throughway	Expressway
F2	9.7	13.3	Multnomah	Yes	No
<b>OR 43 - Oswego Highway</b>					
G1	0	3.6	Portland	No	No
G2	3.6	5.1	Multnomah	No	No
G3	5.1	5.8	Clackamas	No	No
G4	5.8	8.0	Lake Oswego	No	No
G5	8.0	11.5	West Linn	No	No
G6	11.5	11.6	Oregon City	No	No
<b>OR 47 - Nehalem Highway</b>					
H1	88.5	90.2	Washington	Yes	No
H2	90.2	90.6	Forest Grove	Yes	No
<b>OR 99E - Pacific Highway East</b>					
I1	-5.7	-5.9	Portland	Yes	No
I2	-5.9	-3.8	Portland	No	No
I3	1.5	4.6	Portland	Yes	No
I4	4.6	5.7	Milwaukie	Yes	No
I5	5.7	6.7	Milwaukie	No	No
I6	6.7	10.4	Clackamas	No	No
I7	10.4	11.2	Gladstone	No	No
I8	11.2	12.4	Oregon City	No	No
I9	12.4	14.2	Oregon City	Yes	No
I10	14.2	16.4	Clackamas	Yes	No
<b>OR 99W - Pacific Highway West</b>					
J1	-6.0	-4.8	Portland	No	No
J2	1.2	7.6	Portland	No	No
J3	7.6	11.5	Tigard	No	No
J4	11.5	12.2	Washington	No	No
J5	12.2	13.3	Tualatin	No	No
J6	13.3	14.5	Washington	No	No
J7	14.5	16.7	Sherwood	Yes	No
J8	16.7	17.9	Washington	Yes	No
<b>OR 141 - Beaverton-Tualatin Highway/SW Hall Blvd</b>					
K1	2.6	3.3	Beaverton	No	No
K2	3.3	4.1	Washington	No	No
K3	4.1	7.1	Tigard	No	No
K4	7.7	7.8	Tigard	No	No
K5	7.8	8.9	Durham	No	No
K6	8.9	8.9	Tualatin	No	No

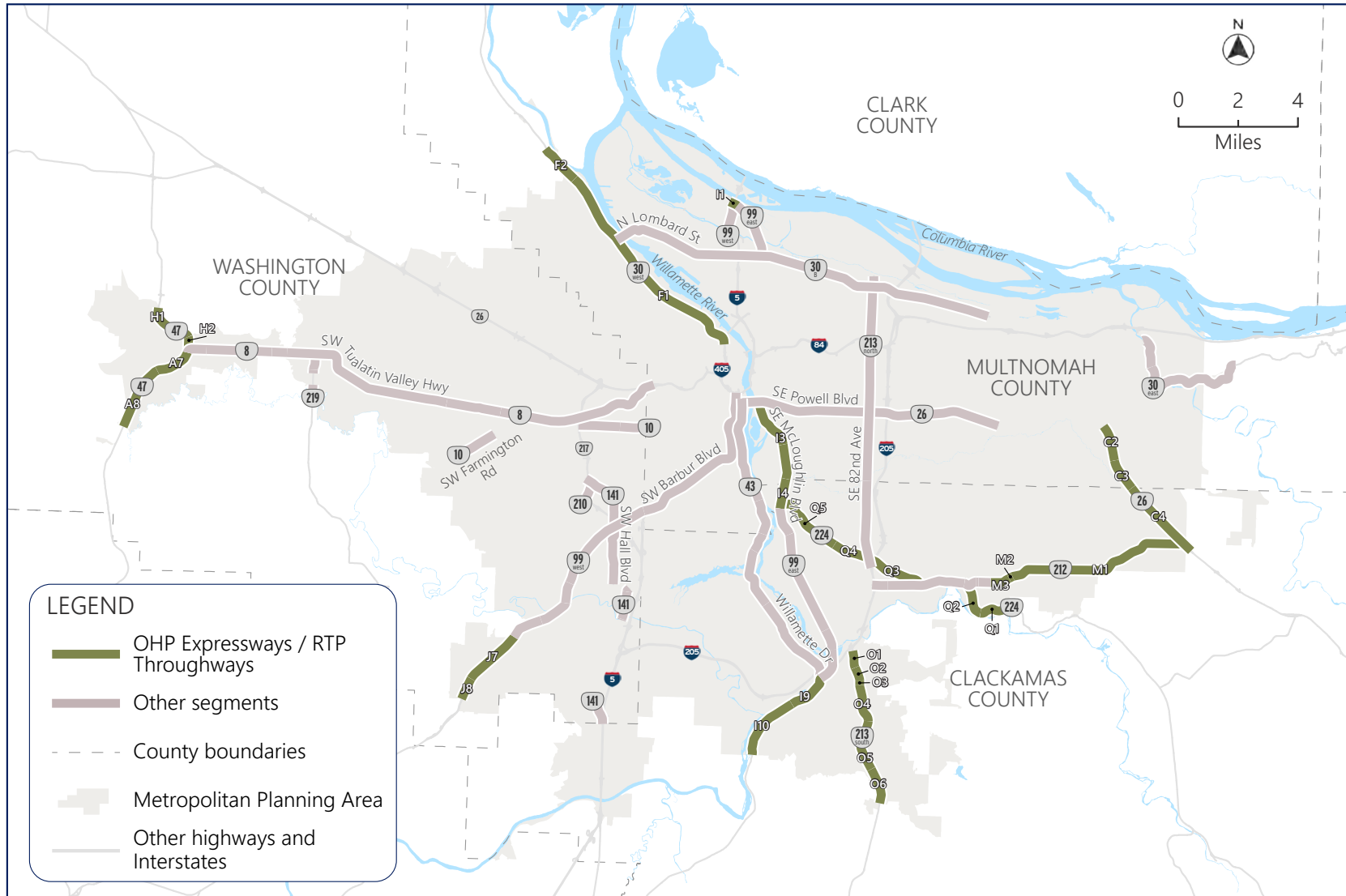
Segment ID <sup>1</sup>	Mile Point begin <sup>2</sup>	Mile Point end <sup>2</sup>	Jurisdiction	Throughway	Expressway
K7	12.5	13.1	Wilsonville	No	No
OR 210 - Scholls Highway/SW Scholls Ferry Rd					
L1	9.6	9.1	Beaverton	No	No
OR 212 - Clackamas-Boring Highway					
M1	1.9	8.6	Clackamas	Yes	No
M2	1.8	1.9	Happy Valley	Yes	No
M3	1.0	1.8	Clackamas	Yes	No
M4	0.6	1.0	Clackamas	No	No
M5	0.5	0.6	Happy Valley	No	No
M6	0.0	0.5	Clackamas	No	No
M7	5.5	0.0	Happy Valley	No	No
M8	4.9	5.5	Clackamas	No	No
OR 213N - Cascade Highway North					
N1	-0.1	7.2	Portland	No	No
N2	7.2	10.4	Clackamas	No	No
OR 213S - Cascade Highway South					
O1	0.0	0.6	Oregon City	Yes	Yes
O2	0.6	1.1	Clackamas	Yes	Yes
O3	1.1	1.3	Oregon City	Yes	Yes
O4	1.3	2.6	Clackamas	Yes	Yes
O5	2.6	4.2	Oregon City	Yes	Yes
O6	4.2	6.5	Clackamas	Yes	No
OR 219 - Hillsboro-Silverton Highway					
P1	0.0	0.6	Hillsboro	No	No
P2	0.6	1.39	Washington	No	No
OR 224 - Clackamas Highway/Sunrise Expressway					
Q1	9.4	10.5	Clackamas	Yes	No
Q2	8.2	9.5	Happy Valley	Yes	No
Q3	4.6	6.3	Clackamas	Yes	No
Q4	2.7	3.8	Clackamas	Yes	Yes
Q5	0.0	2.7	Milwaukie	Yes	Yes

Notes:

<sup>1</sup>Rows that are highlighted in gray and have a **Yes** are arterial highway segments that are OHP Expressways and/or RTP Throughways. These segments not viable for jurisdictional transfer because of their intended vehicle throughput function and will not advance to the Round 2a or 2b evaluations.

<sup>2</sup> ODOT convention allows some Mile Points to be negative numbers.

# Attachment C



**Figure 2.** Designated OHP Expressways and/or RTP Throughways on arterial highways in the Portland Metropolitan Planning Area



### 3.2 Round 2a: Technical Evaluation and Results

As described in Section 2.2, the purpose of Round 2a was to evaluate the remaining corridor segments with a consistent set of technical criteria that reflect regional values (i.e., consistent with the RTP pillars). The study team evaluated each of the 48 non-throughway and non-expressway corridor segments with the criteria, measures, and ratings/definitions found in Table 1. The study team weighted the “high” scoring criteria with 2 points, the “medium” scoring criteria with 1 point, and the “low” scoring criteria with zero points. The study team aggregated the total scores for each of the segments. The highest scoring segments had 26 points. The team divided the range of scores into thirds. The segments scoring in the top third (17-26 points) are the most promising candidates for jurisdictional transfer from a technical perspective in that they function more like a local roadway than a state roadway.

Of the 47 evaluated segments, the study team identified 25 segments that scored 17-26 points and are the most promising candidates for jurisdictional transfer from a technical perspective. These segments are listed and highlighted in gray in Table 4 and shown in dark blue on Figure 3. Table 4 and Figure 3 also identify which segments scored 8-16 points (medium blue) and which segments scored 0-7 points (light blue). A complete table of analysis is shown in Appendix C.

**Table 4. Round 2a: Technical Evaluation Results**

Segment ID	Mile Point begin <sup>1</sup>	Mile Point end <sup>1</sup>	Jurisdiction	Technically Promising for Transfer? <sup>2</sup>
<b>OR 8 - TV Highway</b>				
A1	0.1	5.9	Beaverton	<b>Yes - High</b>
A2	5.9	7.8	Washington	<b>Yes - High</b>
A3	7.8	14.3	Hillsboro	<b>Yes - High</b>
A4	14.3	14.9	Washington	Medium
A5	14.9	17.2	Cornelius	<b>Yes - High</b>
A6	17.2	17.9	Forest Grove	<b>Yes - High</b>
<b>OR 10 - Beaverton-Hillsdale/Farmington Highway</b>				
B1	2.6	3.4	Washington	<b>Yes - High</b>
B2	1.0	2.6	Beaverton	Medium
B3	5.9	7.4	Washington	Medium
<b>U.S.26 - Mount Hood Highway</b>				
C1	0.2	10.0	Portland	<b>Yes - High</b>
<b>OR 30B - Northeast Portland Highway</b>				
D1	0	14.7	Portland	<b>Yes - High</b>
<b>OR 30E - Historic Columbia Highway</b>				
E1	1.2	5.8	Multnomah	Low
E2	0	1.2	Troutdale	Medium

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Segment ID	Mile Point begin <sup>1</sup>	Mile Point end <sup>1</sup>	Jurisdiction	Technically Promising for Transfer? <sup>2</sup>
<b>OR 43 - Oswego Highway</b>				
G1	0	3.6	Portland	<b>Yes - High</b>
G2	3.6	5.1	Multnomah	Low
G3	5.1	5.8	Clackamas	Medium
G4	5.8	8.0	Lake Oswego	<b>Yes - High</b>
G5	8.0	11.5	West Linn	<b>Yes - High</b>
G6	11.5	11.6	Oregon City	Medium
<b>OR 99E - Pacific Highway East</b>				
I2	-5.9	-3.8	Portland	Medium
I5	5.7	6.7	Milwaukie	<b>Yes - High</b>
I6	6.7	10.4	Clackamas	<b>Yes - High</b>
I7	10.4	11.2	Gladstone	<b>Yes - High</b>
I8	11.2	12.4	Oregon City	<b>Yes - High</b>
<b>OR 99W - Pacific Highway West</b>				
J1	-6.0	-4.8	Portland	<b>Yes - High</b>
J2	1.2	7.6	Portland	<b>Yes - High</b>
J3	7.6	11.5	Tigard	<b>Yes - High</b>
J4	11.5	12.2	Washington	<b>Yes - High</b>
J5	12.2	13.3	Tualatin	Medium
J6	13.3	14.5	Washington	Medium
<b>OR 141 - Beaverton-Tualatin Highway/SW Hall Blvd</b>				
K1	2.6	3.3	Beaverton	<b>Yes - High</b>
K2	3.3	4.1	Washington	<b>Yes - High</b>
K3	4.1	7.1	Tigard	<b>Yes - High</b>
K4	7.7	7.8	Tigard	Medium
K5	7.8	8.9	Durham	Medium
K6	8.9	8.9	Tualatin	Medium
K7	12.5	13.1	Wilsonville	Medium
<b>OR 210 - Scholls Highway/SW Scholls Ferry Rd</b>				
L1	9.6	9.1	Beaverton	<b>Yes - High</b>
<b>OR 212 - Clackamas-Boring Highway</b>				
M4	0.6	1.0	Clackamas	Medium
M5	0.5	0.6	Happy Valley	Medium
M6	0.0	0.5	Clackamas	Medium
M7	5.5	0.0	Happy Valley	Medium
M8	4.9	5.5	Clackamas	Medium

Segment ID	Mile Point begin <sup>1</sup>	Mile Point end <sup>1</sup>	Jurisdiction	Technically Promising for Transfer? <sup>2</sup>
<b>OR 213N - Cascade Highway North</b>				
N1	-0.1	7.2	Portland	<b>Yes - High</b>
N2	7.2	10.4	Clackamas	<b>Yes - High</b>
<b>OR 219 - Hillsboro-Silverton Highway</b>				
P1	0.0	0.6	Hillsboro	Medium
P2	0.6	1.39	Washington	Medium

Notes:

<sup>1</sup> ODOT convention allows some Mile Points to be negative numbers.

<sup>2</sup> Rows that are highlighted in gray and have a **Yes - High** are arterial highway segments that scored 17-26 points in the Round 2a technical evaluations. These segments are identified as the most promising candidates for jurisdictional transfer from a technical perspective. Segments that have a Medium scored 8-16 points and segments that have a Low scored 0-7 in the Round 2a technical evaluations.

### 3.3 Round 2b: Readiness Evaluation and Results

As described in Section 2.3, the purpose of Round 2b was to evaluate the remaining corridor segments (those remaining after Round 1) with a consistent set of readiness criteria. This is the same group of segments evaluated in the Round 2a Technical Evaluation. The study team evaluated each of the 48 non-throughway and non-expressway corridor segments with the criteria, measures, and ratings/definitions found in Table 2.

The study team weighted the “high” scoring criteria with 2 points, the “medium” scoring criteria with 1 point, and the “low” scoring criteria with zero points. The study team then aggregated the total scores for each of the segments. The team divided the range of scores into thirds. The segments scoring in the top third are the most promising candidates for jurisdictional transfer from a readiness perspective. That means local jurisdictions are more capable and willing to assume the responsibilities of the roadway, and the roadway itself is in adequate condition with minimal barriers to ownership from the perspective of the local jurisdiction.

Of the 47 evaluated segments, the study team identified 13 segments that scored in the top third of points (14-22) and are the most promising candidates for jurisdictional transfer from a readiness perspective. These segments are listed and highlighted in gray in Table 5 and shown in dark blue on Figure 4. Table 5 and Figure 4 also identify which segments scored in the middle third with 8-13 points (medium blue) and which segments scored in the lowest third with 0-7 points (light blue). A complete table of analysis is shown in Appendix D.

**Table 5. Round 2b: Readiness Evaluation Results**

Segment ID	Mile Point begin <sup>1</sup>	Mile Point end <sup>1</sup>	Jurisdiction	High Rank for Transfer Readiness? <sup>2</sup>
<b>OR 8 - TV Highway</b>				
A1	0.1	5.9	Beaverton	Medium
A2	5.9	7.8	Washington	Medium
A3	7.8	14.3	Hillsboro	Medium
A4	14.3	14.9	Washington	Medium

# Attachment C

Segment ID	Mile Point begin <sup>1</sup>	Mile Point end <sup>1</sup>	Jurisdiction	High Rank for Transfer Readiness? <sup>2</sup>
A5	14.9	17.2	Cornelius	Medium
A6	17.2	17.9	Forest Grove	Medium
<b>OR 10 - Beaverton-Hillsdale/Farmington Highway</b>				
B1	2.6	3.4	Washington	Medium
B2	1.0	2.6	Beaverton	Medium
B3	5.9	7.4	Washington	<b>Yes - High</b>
<b>U.S.26 - Mount Hood Highway</b>				
C1	0.2	10.0	Portland	<b>Yes - High</b>
<b>OR 30B - Northeast Portland Highway</b>				
D1	0	14.7	Portland	Medium
<b>OR 30E - Historic Columbia Highway</b>				
E1	1.2	5.8	Multnomah	Medium
E2	0	1.2	Troutdale	Medium
<b>OR 43 - Oswego Highway</b>				
G1	0	3.6	Portland	Medium
G2	3.6	5.1	Multnomah	Medium
G3	5.1	5.8	Clackamas	Medium
G4	5.8	8.0	Lake Oswego	Medium
G5	8.0	11.5	West Linn	<b>Yes - High</b>
G6	11.5	11.6	Oregon City	Medium
<b>OR 99E - Pacific Highway East</b>				
I2	-5.9	-3.8	Portland	Medium
I5	5.7	6.7	Milwaukie	<b>Yes - High</b>
I6	6.7	10.4	Clackamas	Medium
I7	10.4	11.2	Gladstone	Low
I8	11.2	12.4	Oregon City	Medium
<b>OR 99W - Pacific Highway West</b>				
J1	-6.0	-4.8	Portland	Medium
J2	1.2	7.6	Portland	<b>Yes - High</b>
J3	7.6	11.5	Tigard	<b>Yes - High</b>
J4	11.5	12.2	Washington	Medium
J5	12.2	13.3	Tualatin	Medium
J6	13.3	14.5	Washington	<b>Yes - High</b>
<b>OR 141 - Beaverton-Tualatin Highway/SW Hall Blvd</b>				
K1	2.6	3.3	Beaverton	Medium
K2	3.3	4.1	Washington	<b>Yes - High</b>
K3	4.1	7.1	Tigard	<b>Yes - High</b>
K4	7.7	7.8	Tigard	<b>Yes - High</b>

Segment ID	Mile Point begin <sup>1</sup>	Mile Point end <sup>1</sup>	Jurisdiction	High Rank for Transfer Readiness? <sup>2</sup>
K5	7.8	8.9	Durham	<b>Yes - High</b>
K6	8.9	8.9	Tualatin	Medium
K7	12.5	13.1	Wilsonville	<b>Yes - High</b>
<b>OR 210 - Scholls Highway/SW Scholls Ferry Rd</b>				
L1	9.6	9.1	Beaverton	Medium
<b>OR 212 - Clackamas-Boring Highway</b>				
M4	0.6	1.0	Clackamas	Medium
M5	0.5	0.6	Happy Valley	Medium
M6	0.0	0.5	Clackamas	Medium
M7	5.5	0.0	Happy Valley	Medium
M8	4.9	5.5	Clackamas	Medium
<b>OR 213N - Cascade Highway North</b>				
N1	-0.1	7.2	Portland	<b>Yes - High</b>
N2	7.2	10.4	Clackamas	Medium
<b>OR 219 - Hillsboro-Silverton Highway</b>				
P1	0.0	0.6	Hillsboro	Medium
P2	0.6	1.39	Washington	Medium

Notes:

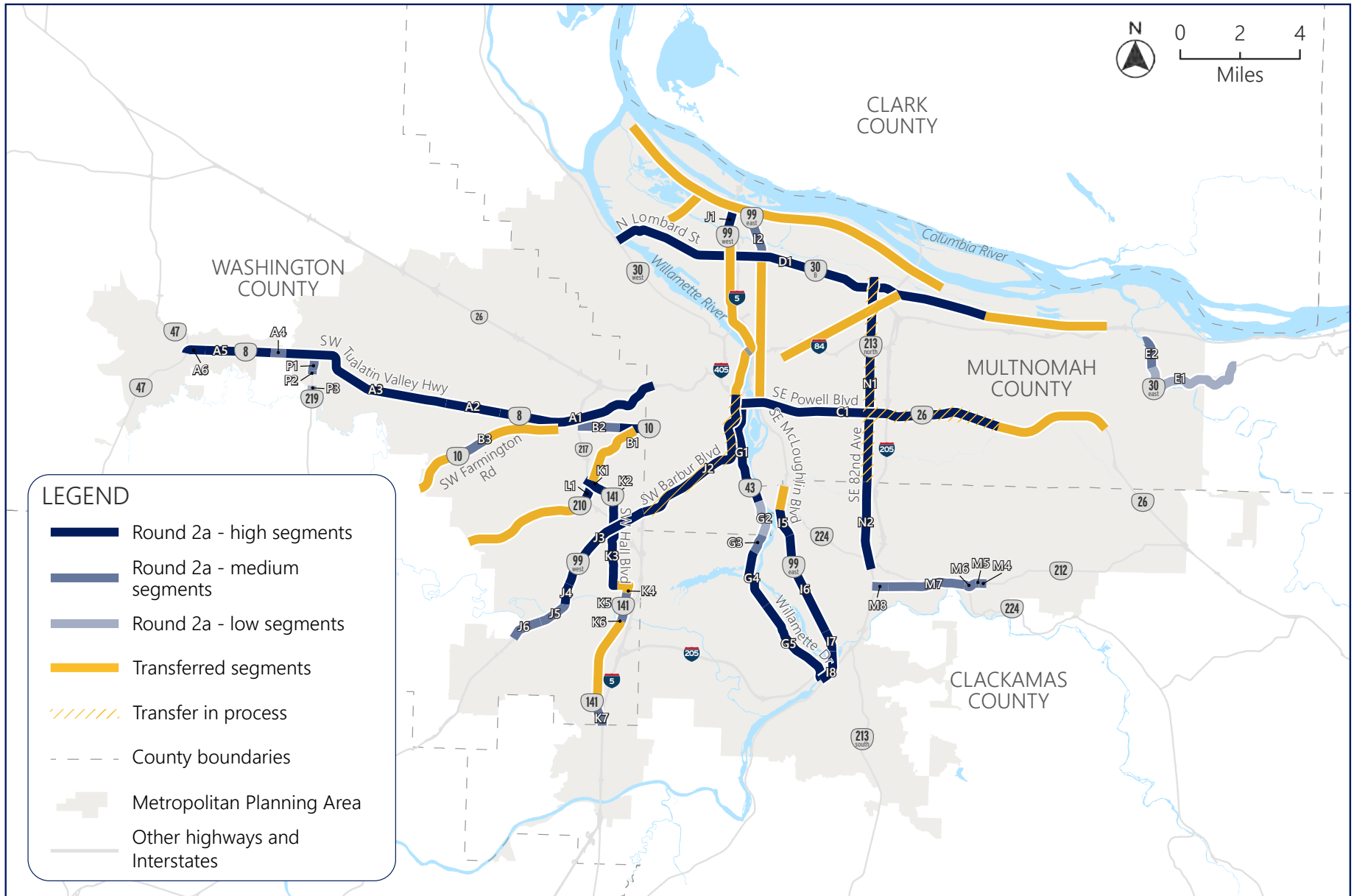
<sup>1</sup> ODOT convention allows some Mile Points to be negative numbers.

<sup>2</sup> Rows that are highlighted in gray and have a Yes - High are arterial highway segments that scored 14-22 points in the Round 2b readiness evaluations. These segments are identified as the most promising candidates for jurisdictional transfer from a readiness perspective. Segments that have a Medium scored 8-13 points and segments that have a Low scored 0-7 in the Round 2b readiness evaluations.

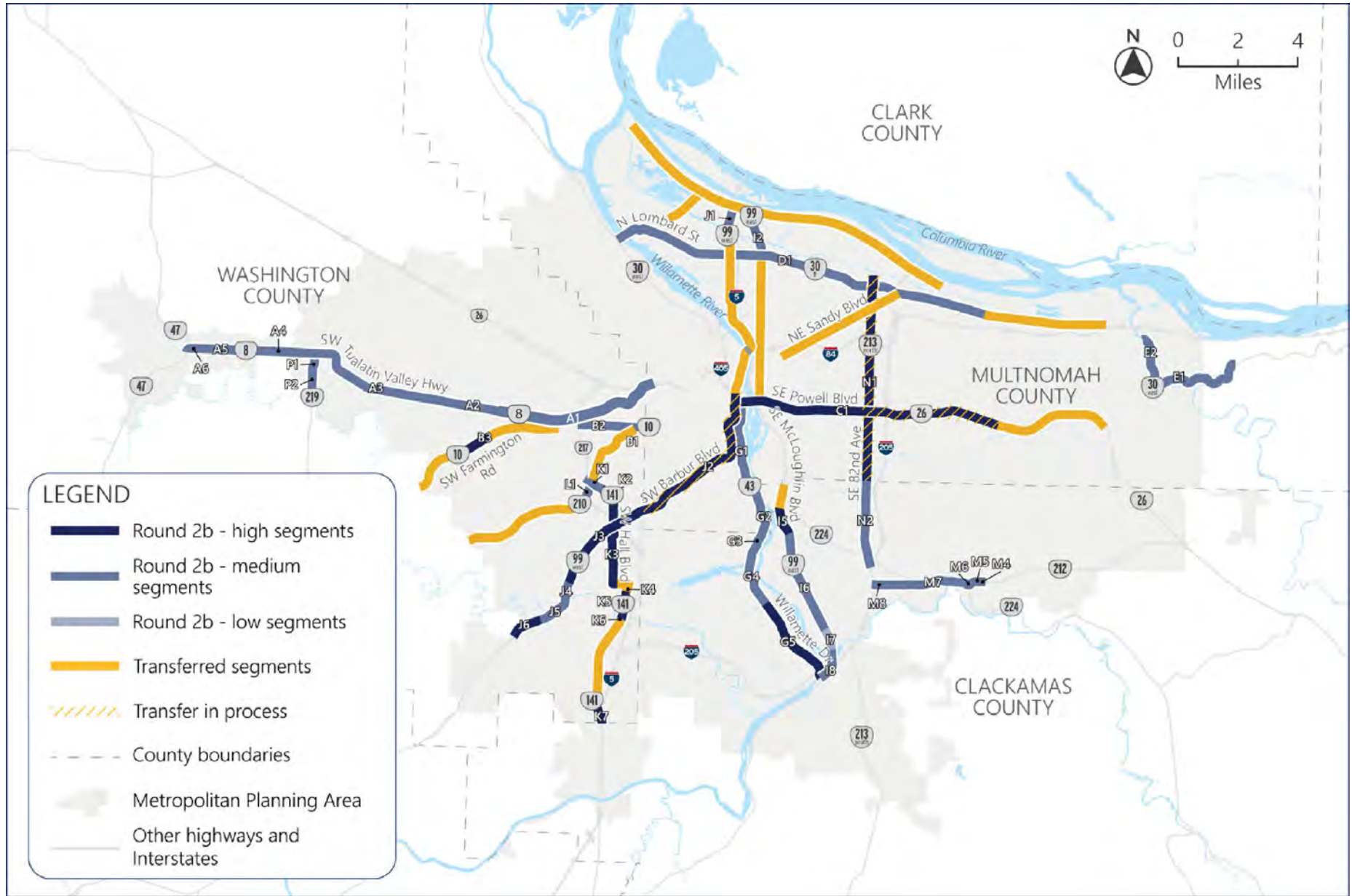
## 4 Next Steps

The study team completed Round 1 and Round 2a in fall 2019. Project partners reviewed the results of the evaluation and selection process at Workshop #2 on December 18, 2019. The study team completed Round 2b – readiness evaluation – in May 2020. The readiness evaluation lagged the technical evaluation to allow roadway function to inform transfer discussions. The next step for the study is to evaluate and compare results from Round 2a and Round 2b to develop recommendations for consideration. This evaluation will be informed by the Equity Considerations analysis completed in April 2020. For the equity analysis, the project team examined corridor segments for levels of people of color, low-income households, the unemployed and people with limited English proficiency and/or disabilities. An equity lens provides further information for jurisdictional transfer recommendations. The comparison and recommendation step will take place during spring/summer 2020.

The study will conclude with a final report and recommendation for regional next steps regarding highway jurisdictional transfer. The study is intended to help the jurisdictional transfer process be more streamlined and transparent. Upon completion, Metro will share the study outcomes with regional partners.



**Figure 3.** Round 2a Technical Evaluation: segments in the Portland Metropolitan Planning Area



**Figure 4.** Round 2b Readiness Evaluation: segments in the Portland Metropolitan Planning Area

## Appendix A. List of Acronyms

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CIP	Capital Improvement Program
MP	Mile Point
MPA	Metropolitan Planning Area
MTIP	Metropolitan Transportation Improvement Program
NHS	National Highway System
ODOT	Oregon Department of Transportation
OHP	Oregon Highway Plan
OTC	Oregon Transportation Commission
POC	People of Color
RTP	Regional Transportation Plan
SPIS	Safety Priority Index System
STIP	Statewide Transportation Improvement Program



## Appendix B. Interview Guide

### JURISDICTIONAL INTERVIEWS

During February and March 2020, JLA and WSP conducted 15 phone interviews with representatives from local counties and cities to understand the readiness level of the local jurisdiction to receive an arterial highway, as part of the overall jurisdictional transfer study and corridor segment selection recommendation. Below are the most common themes heard during the interviews:



#### Low or medium interest in segment transfer

- Cost to improve and maintain the segments is too high.
- Unclear on the benefit of transfer to jurisdictions with ODOT's new guidance "Blueprint for Urban Design" which is focused on flexible street design in urban areas.
- Low staff capacity for managing large projects or taking over increased maintenance (particularly related to bridges, signals, and paving).
- Bridge transfer was of particular concern (cost and staff experience).
- The segments serve a regional role, not a local one.
- Concern over multiple jurisdictions managing the same roadway.

*"Nervous about taking an asset that we can't maintain."*

*"Even if it was brought up to an urban standard, it would require a hard look to transfer due to the funding gap. We don't have resources to take on additional mileage. We don't have equipment, human power, or funds."*

#### High interest in segment transfer

- Larger cities where the segment runs through their downtown core were most interested.
- Larger cities where the segment doesn't currently meet their safety standards, particularly for alternative modes.
- Where there are currently negotiations or agreements with ODOT in place to transfer the segment.

*"From a non-ODOT perspective the jurisdictional transfer was driven because we couldn't operate the facility the way we wanted, but now we might be able to use the new "Blueprint for Urban Design."*

# Attachment C

## Interview Questions

Criteria	Interview Questions
Jurisdictional Interest	<ul style="list-style-type: none"> <li>Do you know if there is high, medium, or low local support for a jurisdictional transfer (political interest, risk tolerance, etc.) of this segment?</li> <li>If low or medium, why? What barriers are there to a “yes” or high rating?</li> </ul>
Segmentation	<ul style="list-style-type: none"> <li>Do the segments in your jurisdiction make sense?</li> <li>For which segment are you interested in a transfer?</li> <li>Do you think your jurisdiction would be interested in a larger/smaller segment transfer than what is proposed?</li> </ul>
Funding Capacity	<ul style="list-style-type: none"> <li>How familiar is the jurisdiction/staff with delivery of a large project?</li> </ul>
Maintenance Capacity	<ul style="list-style-type: none"> <li>Are there currently resources, staff capacity, or agreements to maintain the segment?</li> </ul>
Existing Conditions	<ul style="list-style-type: none"> <li>What is the current condition of the roadway?</li> </ul>
State of Maintenance	<ul style="list-style-type: none"> <li>On average, what is the pavement condition of the segment?</li> <li>Are there currently plans for future maintenance on the segment?</li> </ul>
Land Use	<ul style="list-style-type: none"> <li>Is your jurisdiction having land use change discussions (e.g., plan, development code, pedestrian-friendly design, etc.)?                             <ul style="list-style-type: none"> <li>What are those plans?</li> <li>Have the plans been formalized or are they still in development?</li> </ul> </li> </ul>

## Jurisdictions Interviewed

County
Clackamas
Multnomah
Washington
City
Beaverton
Cornelius
Forest Grove
Happy Valley
Hillsboro
Lake Oswego
Milwaukie
Oregon City
Portland
Tigard
Troutdale
Tualatin
West Linn
Wilsonville

## Appendix C. Round 2a: Technical Evaluation

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Appendix C. Round 2a. Technical Evaluation

		OR 8						OR 10			OR 26	OR 30B	OR 30E		OR 43					
Segment ID:	A1: Beaverton	A2: Washington County	A3: Hillsboro	A4: Washington County	A5: Cornelius	A6: Forest Grove	B1: Washington County	B2: Beaverton	B3: Washington County	C1: Portland	D1: Portland	E1: Multnomah County	E2: Troutdale	G1: Portland	G2: Multnomah County	G3: Clackamas County	G4: Lake Oswego	G5: West Linn	G6: Oregon City	
Milepost:	0.05 - 5.85	5.85 - 7.79	7.79 - 14.32	14.32 - 14.87	14.87 - 17.22	17.22 - 17.88	2.57 - 3.41	0.97 - 2.57	5.88 - 7.38	0.21 - 9.96	0 - 14.73	1.15 - 5.80	0 - 1.15	0 - 3.64	3.64 - 5.1	5.1 - 5.81	5.81 - 8.04	8.04 - 11.45	11.45 - 11.55	
Criteria	Measure																			
Local plans	Does the segment have a plan or vision?	High	High	High	High	High	High	Low	High	High	High	High	Low	High	High	Low	Low	High	High	Low
Access to business and housing	Is the segment located within a 2040 designated Central City, Regional Center, Town Center, Station Community or Main Street?	High	High	High	Low	High	Low	High	Low	Low	High	High	Low	High	High	Low	High	High	High	High
Historically marginalized communities	Is the segment located within a historically marginalized community (communities that exceed the regional rate for low income, people of color, or limited English proficiency)?	High	High	High	High	High	High	High	High	High	High	High	Low	Low	Med	Low	Low	Low	Low	Low
Crash frequency density	Is the segment identified on Metro's High Injury Corridors and Intersections in Greater Portland map and what is the density of Safety Priority Index System (SPIS) sites per mile?	High	High	High	Low	High	High	High	High	High	High	High	Low	Low	High	Low	Low	Low	Low	Low
Density of conflict points	What is the segment's driveway density per mile?	High	High	High	Med	High	High	High	High	High	High	High	High	High	Med	Med	Med	Med	High	Med
Freight connection	Is the segment not listed as a designated National Highway System (NHS) freight connector or RTP freight route?	High	High	High	High	High	High	High	High	High	High	Low	Low	Low	High	Low	Low	High	High	High
Pedestrian system priority	Is the segment part of the regional pedestrian network? Does the segment intersect with one or more regional pedestrian district(s)?	High	High	High	High	High	High	High	High	High	High	High	Low	High	High	High	High	High	High	High
Bicycle system priority	Is the segment part of the regional bicycle network? Does the segment intersect with one or more regional bicycle district(s)?	High	High	High	High	High	High	High	High	High	High	Med	High	Med	High	High	High	High	High	High
Transit priority	Is there existing frequent transit service or major transit investments planned along the segment?	High	High	High	High	High	High	High	High	Low	High	High	Low	Low	High	Med	Med	Med	Med	Low
	If yes, do the transit stops exist within ¼ mile of a Central City, Regional Center, or Town Center?	High	High	High	Med	High	Med	High	Low	Low	High	High	Low	Low	High	Low	High	High	High	High
Redundant route	Is the segment redundant to an RTP Throughway?	High	High	High	High	High	High	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low
	<b>High score 2-point:</b>	26	26	26	14	26	18	22	16	14	24	22	2	12	18	4	12	16	18	14
	<b>Med score 1-point:</b>	0	0	0	2	0	1	0	0	0	0	0	1	0	3	2	2	2	1	1
	<b>High + Med Score</b>	<b>26</b>	<b>26</b>	<b>26</b>	<b>16</b>	<b>26</b>	<b>19</b>	<b>22</b>	<b>16</b>	<b>14</b>	<b>24</b>	<b>22</b>	<b>3</b>	<b>12</b>	<b>21</b>	<b>6</b>	<b>14</b>	<b>18</b>	<b>19</b>	<b>15</b>

Appendix C. Round 2a. Technical Evaluation

Segment ID:	OR 99E					OR 99W						OR 141							
	I2: Portland	I5: Milwaukie	I6: Clackamas County	I7: Gladstone	I8: Oregon City	J1: Portland	J2: Portland	J3: Tigard	J4: Washington County	J5: Tualatin	J6: Washington County	K1: Beaverton	K2: Washington County	K3: Tigard	K4: Tigard	K5: Durham	K6: Tualatin	K7: Wilsonville	
Milepost:	5.71 - 3.75	5.73 - 6.68	6.68 - 10.43	10.43 - 11.2	11.2 - 12.4	-5.98 - -4.75	1.24 - 7.61	7.61 - 11.49	11.49 - 12.2	12.2 - 13.32	13.32 - 14.53	2.57 - 3.32	3.32 - 4.08	4.08 - 7.07	7.69 - 7.82	7.82 - 8.88	8.88 - 8.91	12.47 - 13.14	
<b>High + Medium</b>																			
Criteria	Measure																		
Local plans	Does the segment have a plan or vision?	High	High	High	High	High	High	High	Low	High	High	High	Low	Low	High	Low	Low	Low	Low
Access to business and housing	Is the segment located within a 2040 designated Central City, Regional Center, Town Center, Station Community or Main Street?	Low	High	Low	High	High	Low	High	High	High	Low	Low	High	High	High	Low	Low	High	Low
Historically marginalized communities	Is the segment located within a historically marginalized community (communities that exceed the regional rate for low income, people of color, or limited English proficiency)?	Med	High	High	High	Low	Med	Med	High	Low	Low	Low	High	High	High	High	High	High	Med
Crash frequency density	Is the segment identified on Metro's High Injury Corridors and Intersections in Greater Portland map and what is the density of Safety Priority Index System (SPIS) sites per mile?	Low	High	High	High	High	Low	High	High	High	High	Med	Low	Low	Low	Low	Low	Low	Low
Density of conflict points	What is the segment's driveway density per mile?	Med	Med	High	High	Med	Low	High	High	Med	Med	Low	Med	High	High	Med	High	Low	Low
Freight connection	Is the segment not listed as a designated National Highway System (NHS) freight connector or RTP freight route?	High	High	High	High	High	High	High	High	High	High	High	Low	Low	Low	Low	High	High	High
Pedestrian system priority	Is the segment part of the regional pedestrian network?	High	High	High	High	High	High	High	High	High	High	High	High	High	High	High	High	High	Med
Pedestrian system priority	Does the segment intersect with one or more regional pedestrian district(s)?	Low	High	High	High	High	High	High	High	High	Low	Low	High	High	High	Low	Low	Low	Low
Bicycle system priority	Is the segment part of the regional bicycle network?	High	High	High	High	High	High	High	High	High	High	High	High	High	High	High	High	High	Med
Bicycle system priority	Does the segment intersect with one or more regional bicycle district(s)?	Low	High	High	High	High	High	High	High	High	Low	Low	High	High	High	Low	Low	Low	Low
Transit priority	Is there existing frequent transit service or major transit investments planned along the segment?	High	High	High	High	High	High	High	High	Med	Med	Med	Med	Med	High	Low	Low	Low	Med
Transit priority	If yes, do the transit stops exist within ¼ mile of a Central City, Regional Center, or Town Center?	Low	High	Low	High	High	Low	High	High	High	Low	High	High	High	High	Low	Low	Low	Low
Redundant route	Is the segment redundant to an RTP Throughway?	Low	Low	Low	Low	Low	High	High	Low	Low	Low	Low	High	High	High	High	High	High	High
<b>High score 2-point:</b>		10	22	20	24	20	16	24	22	18	10	12	16	18	22	8	12	12	4
<b>Med score 1-point:</b>		2	1	0	0	1	1	1	0	2	2	1	3	1	0	1	0	0	4
<b>High + Med Score</b>		12	23	20	24	21	17	25	22	20	12	13	19	19	22	9	12	12	8

# Attachment C

Appendix C. Round 2a. Technical Evaluation

		OR 210	OR 212				OR 213N		OR 219			
		L1: Beaverton	M4: Clackamas	M5: Happy Valley	M6: Clackamas	M7: Happy Valley	M8: Clackamas	N1: Portland	N2: Clackamas County	P1: Hillsboro	P2: Washington County	P3: Washington County
		Milepost: 9.07 - 9.6	0.61 - 1.03	0.52-0.61	0 - 0.52	5.45 - 8.19	4.94 - 5.45	0.14 - 7.24	7.24 - 10.39	0.0 - 0.62	0.62 - 0.75	1.16 - 1.31
Criteria	Measure											
High + Medium	Segment ID:											
	Milepost:											
Local plans	Does the segment have a plan or vision?	Low	High	Low	High	Low	High	High	High	Low	Low	Low
Access to business and housing	Is the segment located within a 2040 designated Central City, Regional Center, Town Center, Station Community or Main Street?	High	Low	Low	Low	Low	Low	Low	High	High	High	Low
Historically marginalized communities	Is the segment located within a historically marginalized community (communities that exceed the regional rate for low income, people of color, or limited English proficiency)?	High	Low	Low	Low	High	Low	High	High	High	High	High
Crash frequency density	Is the segment identified on Metro's High Injury Corridors and Intersections in Greater Portland map and what is the density of Safety Priority Index System (SPIS) sites per mile?	High	High	High	High	High	High	High	High	Low	Low	Low
Density of conflict points	What is the segment's driveway density per mile?	Med	Med	Med	Med	Med	Med	High	High	High	Low	High
Freight connection	Is the segment not listed as a designated National Highway System (NHS) freight connector or RTP freight route?	High	High	High	High	High	High	High	High	High	Low	Low
Pedestrian system priority	Is the segment part of the regional pedestrian network?	High	High	High	High	High	High	High	High	High	High	High
	Does the segment intersect with one or more regional pedestrian district(s)?	High	Low	Low	Low	Low	Low	High	High	High	Low	Low
Bicycle system priority	Is the segment part of the regional bicycle network?	High	High	High	High	High	High	Med	High	High	Low	Low
	Does the segment intersect with one or more regional bicycle district(s)?	High	Low	Low	Low	Low	Low	High	High	High	High	Low
Transit priority	Is there existing frequent transit service or major transit investments planned along the segment?	Med	High	High	High	High	High	High	High	Low	Low	Low
	If yes, do the transit stops exist within ¼ mile of a Central City, Regional Center, or Town Center?	High	Low	Low	Low	Low	Low	Low	High	Low	Low	Low
Redundant route	Is the segment redundant to an RTP Throughway?	Low	Low	Low	Low	Low	Low	High	High	Low	Low	Low
High score 2-point:		18	12	10	12	12	12	20	26	16	8	6
Med score 1-point:		2	1	1	1	1	1	1	0	0	0	0
High + Med Score		20	13	11	13	13	13	21	26	16	8	6

## Appendix D. Round 2b: Readiness Evaluation

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# Attachment C

Appendix D. Round 2b. Readiness Evaluation

High + Med	Segment ID:	OR 8						OR 10		
		A1: Beaverton	A2: Washington County	A3: Hillsboro	A4: Washington County	A5: Cornelius	A6: Forest Grove	B1: Washington County	B2: Beaverton	B3: Washington County
Milepost:		0.05 - 5.85	5.85 - 7.79	7.79 - 14.32	14.32 - 14.87	14.87 - 17.22	17.22 - 17.88	2.57 - 3.41	0.97 - 2.57	5.88 - 7.38
Criteria	Measure									
Jurisdiction Interest	Is there potential interest for a jurisdictional transfer (political interest, risk tolerance, etc.)? *	Med	Med	Low	Med	Low	Low	Low	Low	High
	Does the segmentation make sense? *	Med	Low	Med	Low	Low	Low	Low	Low	Med
Funding capacity	What level (based on total dollar amount of committed funds in 2018-2021 or 2021-2024 STIP, MTIP or local CIP) of capital investment is along the segment that could be used as leverage for jurisdictional transfer?	Med	Low	Med	Low	Low	Med	Low	Low	Low
	How familiar is the jurisdiction with delivery of a larger-scale project? *	High	High	High	High	Med	Med	High	High	High
Maintenance capacity	Are there currently or could there be resources, staff capacity or agreements to maintain the segment? *	Med	Med	Low	Med	Med	Low	High	Med	High
Existing conditions and state of maintenance	What is the current condition of the existing roadway assets? *	Med	Low	Low	Low	High	Low	Low	Low	Low
	What is the pavement condition of the segment?	Low	Low	Low	Med	Med	Med	Low	Low	Med
	How many lane miles of pavement are there in the segment?	Med	High	Med	High	High	High	High	High	High
Bridges/structures	Do bridges or structures exist on the segment?	Med	High	High	High	High	High	High	High	High
Environmental	Does the segment pass through an environmentally sensitive areas (defined as wetlands, riparian or upland habitats, such that any ground disturbance would trigger a need for environmental permits?	High	High	High	High	High	High	High	High	High
Land use	Are there active land use change discussions in the area (e.g., plan, development code, pedestrian-friendly design, etc.)? *	High	Med	Med	High	Med	Med	Med	Med	High
High score 2-point:		6	8	6	10	8	6	10	8	14
Med score 1-point:		7	3	4	3	4	4	1	2	2
High + Med Score		13	11	10	13	12	10	11	10	16

\* Measures with an asterisk were evaluated where possible via an interview with a representative from the local jurisdiction where the highway segment is located. Professional judgment was used in c



Appendix D. Round 2b. Readiness Evaluation

High + Med	Segment ID:	US 26	US 30B	US 30E		OR 43					
		C1: Portland	D1: Portland	E1: Multnomah County	E2: Troutdale	G1: Portland	G2: Multnomah County	G3: Clackamas County	G4: Lake Oswego	G5: West Linn	G6: Oregon City
	Milepost:	0.21 - 9.96	0 - 14.73	1.15 - 5.80	0 - 1.15	0 - 3.64	3.64 - 5.1	5.1 - 5.81	5.81 - 8.04	8.04 - 11.45	11.45 - 11.55
Criteria	Measure										
Jurisdiction Interest	Is there potential interest for a jurisdictional transfer (political interest, risk tolerance, etc.)? *	Med	Low	Low	Low	Low	Low	Low	Med	High	Low
	Does the segmentation make sense? *	High	High	High	Low	High	High	Low	High	High	Low
Funding capacity	What level (based on total dollar amount of committed funds in 2018-2021 or 2021-2024 STIP, MTIP or local CIP) of capital investment is along the segment that could be used as leverage for jurisdictional transfer?	High	Med	Med	High	Low	Low	Low	Low	Med	Low
	How familiar is the jurisdiction with delivery of a larger-scale project? *	High	High	High	Low	High	High	High	Med	High	High
Maintenance capacity	Are there currently or could there be resources, staff capacity or agreements to maintain the segment? *	Med	Med	Med	Low	Med	Med	Low	Low	High	Med
Existing conditions and state of maintenance	What is the current condition of the existing roadway assets? *	Med	Low	Low	Med	Low	Low	Low	Low	Low	Med
	What is the pavement condition of the segment?	High	Low	Med	Med	Med	High	High	Med	Low	High
	How many lane miles of pavement are there in the segment?	Low	Low	High	High	High	High	High	High	High	High
Bridges/structures	Do bridges or structures exist on the segment?	Low	Low	High	High	High	High	High	High	High	High
Environmental	Does the segment pass through an environmentally sensitive areas (defined as wetlands, riparian or upland habitats, such that any ground disturbance would trigger a need for environmental permits?	High	High	High	Low	Med	High	High	High	High	Med
Land use	Are there active land use change discussions in the area (e.g., plan, development code, pedestrian-friendly design, etc.)? *	High	High	Low	Low	High	Low	Low	Med	High	High
	High score 2-point:	12	8	10	6	10	12	10	8	16	10
	Med score 1-point:	3	2	3	2	3	1	0	4	1	3
	High + Med Score	15	10	13	8	13	13	10	12	17	13

\* Measures with an asterisk were evaluated where possible via an interview with a representative from the local jurisdiction where the highway segment is located.

# Attachment C

Appendix D. Round 2b. Readiness Evaluation

High + Med	Segment ID:	OR 99E					OR 99W					
		J2: Portland	J5: Milwaukie	J6: Clackamas County	J7: Gladstone	J8: Oregon City	J1: Portland	J2: Portland	J3: Tigard	J4: Washington County	J5: Tualatin	J6: Washington County
Milepost:		-5.71 - -3.75	5.73 - 6.68	6.68 - 10.43	10.43 - 11.2	11.2 - 12.4	-5.98 - -4.75	1.24 - 7.61	7.61 - 11.49	11.49 - 12.2	12.2 - 13.32	13.32 - 14.53
Criteria	Measure											
Jurisdiction Interest	Is there potential interest for a jurisdictional transfer (political interest, risk tolerance, etc.)? *	Low	Low	Low	Low	Low	Low	High	Low	Low	Low	Low
	Does the segmentation make sense? *	Med	High	Med	Low	Med	Med	High	High	Low	Low	Low
Funding capacity	What level (based on total dollar amount of committed funds in 2018-2021 or 2021-2024 STIP, MTIP or local CIP) of capital investment is along the segment that could be used as leverage for jurisdictional transfer?	Med	Low	Low	Low	Low	Low	Med	Med	Med	Low	Med
	How familiar is the jurisdiction with delivery of a larger-scale project? *	High	High	High	Low	High	High	High	High	High	High	High
Maintenance capacity	Are there currently or could there be resources, staff capacity or agreements to maintain the segment? *	Med	Low	Low	Low	Med	Med	Med	Med	High	Low	High
Existing conditions and state of maintenance	What is the current condition of the existing roadway assets? *	Low	Low	Low	Low	Med	Low	Low	Low	Low	Low	Low
	What is the pavement condition of the segment?	Low	High	Med	High	Med	High	Med	Low	Low	High	High
	How many lane miles of pavement are there in the segment?	High	High	Med	High	High	High	Med	High	High	High	High
Bridges/structures	Do bridges or structures exist on the segment?	High	High	High	Med	High	Med	Low	High	High	High	High
Environmental	Does the segment pass through an environmentally sensitive areas (defined as wetlands, riparian or upland habitats, such that any ground disturbance would trigger a need for environmental permits?	High	High	High	Low	Med	Med	High	High	High	High	High
Land use	Are there active land use change discussions in the area (e.g., plan, development code, pedestrian-friendly design, etc.)? *	High	High	High	High	High	High	High	High	Med	Med	Med
	High score 2-point:	10	14	8	6	8	8	10	12	10	10	12
	Med score 1-point:	3	0	3	1	5	4	4	2	2	1	2
	High + Med Score	13	14	11	7	13	12	14	14	12	11	14

\* Measures with an asterisk were evaluated where possible via an interview with a representative from the local jurisdiction where the highway segment is located.

Appendix D. Round 2b. Readiness Evaluation

High + Med	Segment ID:	OR 141							OR 210
		K1: Beaverton	K2: Washington County	K3: Tigard	K4: Tigard	K5: Durham (Washington County)	K6: Tualatin	K7: Wilsonville	L1: Beaverton
	Milepost:	2.57 - 3.32	3.32 - 4.08	4.08 - 7.07	7.69 - 7.82	7.82 - 8.88	8.88 - 8.91	12.47 - 13.14	9.07 - 9.6
Criteria	Measure								
Jurisdiction Interest	Is there potential interest for a jurisdictional transfer (political interest, risk tolerance, etc.)? *	Low	Med	High	High	Low	Low	Med	Low
	Does the segmentation make sense? *	Low	High	High	Med	High	High	Med	Low
Funding capacity	What level (based on total dollar amount of committed funds in 2018-2021 or 2021-2024 STIP, MTIP or local CIP) of capital investment is along the segment that could be used as leverage for jurisdictional transfer?	Low	Low	Low	Low	Low	Low	Low	Low
	How familiar is the jurisdiction with delivery of a larger-scale project? *	High	High	High	High	High	Med	High	High
Maintenance capacity	Are there currently or could there be resources, staff capacity or agreements to maintain the segment? *	Med	High	High	High	High	Low	High	Med
Existing conditions and state of maintenance	What is the current condition of the existing roadway assets? *	Med	Med	Med	Med	Med	Med	Low	Low
	What is the pavement condition of the segment?	Low	Low	Low	High	High	High	Med	Low
	How many lane miles of pavement are there in the segment?	High	High	High	High	High	High	High	High
Bridges/structures	Do bridges or structures exist on the segment?	High	High	High	High	High	High	High	High
Environmental	Does the segment pass through an environmentally sensitive areas (defined as wetlands, riparian or upland habitats, such that any ground disturbance would trigger a need for environmental permits?	High	Med	High	High	High	Low	High	High
Land use	Are there active land use change discussions in the area (e.g., plan, development code, pedestrian-friendly design, etc.)? *	Med	Med	High	High	Low	Low	High	Med
	High score 2-point:	8	10	16	16	14	8	12	8
	Med score 1-point:	3	4	1	2	1	2	3	2
	High + Med Score	11	14	17	18	15	10	15	10

\* Measures with an asterisk were evaluated where possible via an interview with a representative from the local jurisdiction where the highway segment is located.

# Attachment C

## Appendix D. Round 2b. Readiness Evaluation

High + Med	Segment ID:	OR 212					OR 213N		OR 219	
		M4: Clackamas	M5: Happy Valley	M6: Clackamas	M7: Happy Valley	M8: Clackamas	N1: Portland	N2: Clackamas County	P1: Hillsboro	P2: Washington County
	Milepost:	0.61 - 1.03	0.52-0.61	0 - 0.52	5.45 - 8.19	4.94 - 5.45	-0.14 - 7.24	7.24 - 10.39	0.0 - 0.62	0.62 - 1.39
Criteria	Measure									
Jurisdiction Interest	Is there potential interest for a jurisdictional transfer (political interest, risk tolerance, etc.)? *	Low	Low	Low	Low	Low	High	Low	Low	Low
	Does the segmentation make sense? *	Low	Low	Low	Low	Low	High	Med	Med	Low
Funding capacity	What level (based on total dollar amount of committed funds in 2018-2021 or 2021-2024 STIP, MTIP or local CIP) of capital investment is along the segment that could be used as leverage for jurisdictional transfer?	Low	Low	Low	Low	Low	Med	Med	Low	Low
	How familiar is the jurisdiction with delivery of a larger-scale project? *	High	Low	High	Low	High	High	High	High	High
Maintenance capacity	Are there currently or could there be resources, staff capacity or agreements to maintain the segment? *	Low	Low	Low	Low	Low	Med	Low	Low	High
Existing conditions and state of maintenance	What is the current condition of the existing roadway assets? *	Low	Low	Low	Med	Med	Low	Low	Low	Low
	What is the pavement condition of the segment?	Low	Low	Low	Low	Low	Low	High	High	High
	How many lane miles of pavement are there in the segment?	High	High	High	High	High	Med	High	High	High
Bridges/structures	Do bridges or structures exist on the segment?	High	High	High	High	High	Med	Med	High	High
Environmental	Does the segment pass through an environmentally sensitive areas (defined as wetlands, riparian or upland habitats, such that any ground disturbance would trigger a need for environmental permits?	High	High	High	High	High	High	High	High	Low
Land use	Are there active land use change discussions in the area (e.g., plan, development code, pedestrian-friendly design, etc.)? *	High	High	High	High	High	High	High	Med	Low
	High score 2-point:	10	8	10	8	10	10	10	10	10
	Med score 1-point:	0	0	0	1	1	4	3	2	0
	High + Med Score	10	8	10	9	11	14	13	12	10

\* Measures with an asterisk were evaluated where possible via an interview with a representative from the local jurisdiction where the highway segment is located.

# ATTACHMENT D - Equity Considerations

## METRO HIGHWAY JURISDICTIONAL TRANSFER FRAMEWORK

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### Equity considerations for highway jurisdictional transfer

April 2020

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#### 1 Purpose of the Study and Memorandum

The purpose of the regional framework for highway jurisdictional transfer study (study) is to identify state-owned routes in greater Portland that may be best suited for jurisdictional transfer from a technical or jurisdictional readiness standpoint to inform future conversations about potential jurisdictional transfer. For the purposes of this study, jurisdictional transfer (also referred to as interjurisdictional transfer) is the process of changing ownership of a highway right of way from the State to a local jurisdiction – a city or county. The study will serve as a decision framework for state, regional and local jurisdiction leaders to identify promising candidate roadways for transfer and facilitate successful transfer of roadway ownership. The study is convened by Metro in collaboration with the Oregon Department of Transportation (ODOT).

Metro’s 2018 Regional Transportation Plan (RTP) identified a jurisdictional transfer assessment as a necessary step to help the region meet its equity, safety and multimodal goals. In greater Portland, ownership patterns of streets, roads and highways reflect historical patterns, but do not necessarily reflect current transportation, land use and development needs.

Our country and region has a history of racism in its transportation and land use planning. The combination of siting decisions of the Interstate Highway system along with zoning and red-lining resulted in negative effects for people of color and the underserved communities in the region. The development of the Interstate system, by providing efficient long-distance travel options, replaced the function of original farm-to-market roads that had been developed into the state highway system. Many of these original roads now have multimodal demands, with people using them to walk, bike, use transit or drive short distances. The state highway designs of the past, coupled with limited design options available as these facilities grew from market road to highway, means that they do not always work for the multimodal needs of communities along the corridors, including for people of color, people with low incomes, or limited-English speakers. Highway management is increasingly complex due to competition for limited funds, resulting in underinvestment in these areas. Understanding the demographics of these corridors is critical to ensure highway transfer decisions address the needs of people of color, people with low-incomes, or limited-English speaking communities. Current decision-making has resulted in communities along these corridors experiencing disparate impacts relating to safety, access and noise.

This Equity Considerations Memorandum supplements and should inform the Corridor Segment Selection technical and readiness evaluations for jurisdictional transfer. The technical evaluation examines segments using technical considerations related to the existing and future function of the roadway. The readiness evaluation examines segments using readiness considerations related to local support and interest.

The equity considerations can inform efforts to reduce disparities and barriers faced by communities of color and other historically marginalized communities. They can inform identification of placemaking opportunities to help address the results of the region’s racist history of zoning.<sup>1</sup> Equity considerations can help identify corridors that would benefit from funding to make them better for walking, access to transit, and biking.

This memorandum is organized as follows:

1. Purpose of the Study and Memorandum
2. Demographic Data Collection Methodology
3. Existing Demographics
4. Future Population Trends
5. Conclusion

## 2 Demographic Data Collection Methodology

The study team identified the census tracts adjacent to each of the following 17 State-owned non-arterial highways within which to collect existing demographic data.

- |   |   |
|---|---|
| 1. <i>OR 8 (Tualatin Valley Highway)</i>        | 10. <i>OR 99W (Pacific Highway West)</i>        |
| 2. <i>OR 10 (Beaverton-Hillsdale Highway)</i>   | 11. <i>OR 141 (Beaverton-Tualatin Highway)</i>  |
| 3. <i>US 26 (Mount Hood Highway)</i>            | 12. <i>OR 210 (Scholls Highway)</i>             |
| 4. <i>US 30B (Northeast Portland Highway)</i>   | 13. <i>OR 212 (Clackamas-Boring Highway)</i>    |
| 5. <i>US 30E (Historic Columbia Highway)</i>    | 14. <i>OR 213N (Cascade Highway North)</i>      |
| 6. <i>US 30W (Lower Columbia River Highway)</i> | 15. <i>OR 213S (Cascade Highway South)</i>      |
| 7. <i>OR 43 (Oswego Highway)</i>                | 16. <i>OR 219 (Hillsboro-Silverton Highway)</i> |
| 8. <i>OR 47 (Nehalem Highway)</i>               | 17. <i>OR 224 (Clackamas / Sunrise Highway)</i> |
| 9. <i>OR 99E (Pacific Highway East)</i>         |   |

The study team divided each of the 17 highways into segments for analysis purposes. For the purposes of this study, a corridor segment is defined as a portion of an arterial highway within a single jurisdiction in the Portland Metropolitan Planning Area (MPA).<sup>2,3</sup> For each census tract, the study team used the U.S. Census Bureau American Community Survey (ACS) FactFinder to collect the following 2017 demographic data (density and percent):

- people of color (residents)
- people of color (unemployment)
- low-income residents
- low-income unemployment
- limited English proficiency

<sup>1</sup> “Historical Context of Racist Planning: A History of How Planning Segregated Portland” (2019) <https://beta.portland.gov/sites/default/files/2019-12/portlandracistplanninghistoryreport.pdf>

<sup>2</sup> The MPA is a federally-mandated boundary designated by Metro and encompasses all cities in the metropolitan area.

<sup>3</sup> Corridor segment definitions are for this evaluation only. Highway transfer recommendations may combine or split corridor segments based on what makes sense at the time of a transfer.

The study team imported census tract datasets into ArcGIS and pulled the data into tabular format. The study team then compared this data to the regional<sup>4</sup> density average determined by Metro, defined as twice the average density for the given population, and to the regional percentage average. Table 1 lists the regional average percent and density values for each demographic. Figure 1 shows the MPA, Metro’s equity focus areas, and the 17 highway segments.

**Table 1. Metro’s regional averages for demographic data**

Demographic Category	% <sup>1</sup>	Density <sup>2</sup>
People of color (residents)	28.6	1.11
People of color (unemployed)	4.6	0.03
Hispanic & Latino (unemployed)	4.9	0.02
Low-income (residents)	28.5	1.09
Low-income (unemployment)	13.0	0.04
Limited English proficiency	7.9	0.29
Notes:		
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.		
<sup>2</sup> Density is defined as the number of people per acre.		

The study team used Google Earth to manually count the number of gathering places and religious institutions along each segment. For the purposes of this study, public gathering spaces are defined as public libraries, schools and parks and religious institutions are defined as churches, mosques and seminaries.

### 3 Existing Demographics

The existing demographics for each of the census tracts adjacent to the 17 ODOT-owned non-arterial highway segments are listed in Tables 2 through 18. Results that fall above the Metro regional averages identified in Table 1 are highlighted in gray for each highway. Each table also includes a page reference to the Metro Highway Jurisdictional Transfer Framework Atlas. The Atlas includes graphics that visually depict the demographics listed in the tables.

Highways – or segments of highways – identified in the equity analysis as having high ratios of people of color, low income and unemployment compared to the Metro regional average are described below.

**TV Highway (OR 8):** TV Highway segments in Washington County, Hillsboro and Cornelius have high ratios of people of color, low income and unemployment compared to the Metro regional average.

**Beaverton-Hillsdale/Farmington Highway (OR 10):** Beaverton-Hillsdale/Farmington Highway segments in Beaverton and west Washington County have high ratios of people of color, low income and unemployment compared to the regional average.

<sup>4</sup> The region is defined as the Portland MPA.



**Mount Hood Highway (US 26):** The Mount Hood Highway segment in Portland from I-205 to the Gresham city line has high ratios of people of color, low income and unemployment compared to the regional average.

**NE Portland Highway (US 30B):** The NE Portland Highway corridor has high ratios of people of color, low income and unemployment compared to the regional average.

**Nehalem Highway (OR 47):** The Nehalem Highway segment that divides Forest Grove and Washington County has high ratios of people of color, low income and unemployment compared to the regional average.

**Pacific Highway East (OR 99E):** Pacific Highway East's most northern segment in Portland has high ratios of people of color, low-income and limited English proficiency, compared to the regional average. OR 99E segments farther to the south in Milwaukie have high ratios of low income and unemployment. This southern area does not have a high percentage of people of color.

**Pacific Highway West (OR 99W):** The Pacific Highway West segment in Tigard has high ratios of people of color, low income and unemployment compared to the regional average.

**Beaverton-Tualatin Highway (OR 141):** The Beaverton-Tualatin Highway segments in Beaverton and Tigard have high ratios of people of color, low income and limited English proficiency compared to the regional average.

**Scholls Highway (OR 210):** Scholls Highway has high ratios of people of color, low income and unemployment compared to the regional average.

**Cascade Highway North (OR 213N):** The Cascade Highway North segment from North Portland to Clackamas County has high ratios of people of color, low income and unemployment compared to the regional average.

**Hillsboro-Silverton Highway (OR 219):** Hillsboro-Silverton Highway has high ratios of people of color, low income and unemployment compared to the regional average.


**Table 2. OR 8, Tualatin Valley Highway: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>A1. Beaverton (Mile Points 0.05 - 5.85)</b>													
313	40	3.2	8	0.1	2	0.0	51	4.1	12	0.1	18	1.4	
314.02	42	1.3	2	0.0	9	0.0	49	1.5	26	0.1	21	0.6	
316.13	42	3.5	11	0.1	7	0.0	40	2.5	39	0.2	9	0.6	
312	40	5.4	2	0.0	10	0.2	55	7.3	41	0.2	16	2.0	
303	15	0.8	0	0.0	10	0.0	20	1.1	6	0.0	3	0.2	
301.01	22	1.3	0	0.0	0	0.0	16	0.9	31	0.1	2	0.1	
302	23	1.3	14	0.1	0	0.0	21	1.2	26	0.0	3	0.1	
69	15	0.4	0	0.0	0	0.0	9	0.2	0	0.0	1	0.0	
Total													10
<b>A2. Washington County (Mile Points 5.85 - 7.79)</b>													
316.06	47	5.3	4	0.1	5	0.2	47	5.3	14	0.1	10	1.0	
317.05	46	5.8	3	0.1	3	0.1	42	5.2	0	0.0	17	2.0	
317.06	57	8.3	11	0.3	7	0.2	43	6.2	34	0.4	24	3.1	
317.03	39	3.3	8	0.1	4	0.0	39	3.3	32	0.2	14	1.1	
Total													2
<b>A3. Hillsboro (Mile Points 7.75 - 14.32)</b>													
316.15	47	4.7	7	0.1	7	0.1	36	3.5	36	0.2	13	1.2	
324.1	58	6.2	5	0.1	0	0.0	38	4.1	0	0.0	23	2.2	
325.02	38	1.4	0	0.0	0	0.0	19	0.7	18	0.0	12	0.4	
325.01	53	6.7	11	0.0	10	0.1	59	1.4	12	0.0	18	0.5	
324.09	76	14.6	11	0.2	7	0.4	68	13.1	18	0.5	36	5.9	
324.06	30	2.7	2	0.0	5	0.0	20	1.8	17	0.1	8	0.7	

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
325.03	39	1.6	0	0.0	8	0.0	30	1.2	22	0.0	10	0.4	
323	42	0.2	9	0.0	5	0.0	25	0.1	19	0.0	13	0.1	
<b>Total</b>													16
<b>A4-A5. Washington County &amp; Cornelius (Mile Points 14.32-17.22)</b>													
332	46	1.4	8	0.0	4	0.0	56	1.6	0	0.0	14	0.4	
329.02	60	1.2	2	0.0	8	0.1	42	0.9	36	0.0	22	0.4	
329.01	46	1	8	0.0	12	0.1	32	0.7	12	0.0	17	0.4	
<b>Total</b>													4
<b>A6-A7. Forest Grove (Mile Points 17.22 - 19.38)</b>													
331.02	46	0.9	15	0.1	11	0.1	41	0.7	45	0.0	14	0.2	
331.01	23	0.4	22	0.0	10	0.0	44	0.8	14	0.0	4	0.1	
<b>Total</b>													1
<b>A8. Washington (Mile Points 19.38 - 23.16)</b>													
336	8	0	16	0.0	0	0.0	30	0	54	0.0	1	0.0	
330	23	0	9	0.0	5	0.0	20	0	7	0.0	8	0.0	
<b>Total</b>													1
<b>Notes:</b> <sup>1</sup> Percentage is the number of people that fit the category per the total census tract population. <sup>2</sup> Density is defined as the number of people per square acre. <sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages. <sup>4</sup> Refer to page 2 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

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**Table 3. OR 10, Beaverton Hillsdale / Farmington Highway: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>B1. Washington County (Mile Points 2.57 - 3.41)</b>													
68.01	16	1.1	14	0.1	11	0.0	19	1.3	21	0.1	3	0.2	
67.01	19	1.3	5	0.0	0	0.0	19	1.3	42	0.0	2	0.1	
304.02	22	1.5	7	0.1	0	0.0	27	1.8	30	0.1	8	0.6	
303	15	0.8	0	0.0	10	0.0	20	1.1	6	0.0	3	0.2	
Total													0
<b>B2. Beaverton (Mile Points 0.97 - 2.57)</b>													
304.01	26	1.2	12	0.0	4	0.0	27	1.3	7	0.0	5	0.2	
313	40	3.2	8	0.1	2	0.0	51	4.1	12	0.1	18	1.4	
Total													3
<b>B3. Washington County (Mile Points 5.88 - 7.38)</b>													
318.05	33	3.0	5	0.1	16	0.1	16	1.5	43	0.1	9	0.8	
317.05	46	5.8	3	0.1	3	0.1	42	5.2	0	0.0	17	2.0	
317.04	28	3.5	5	0.1	4	0.1	21	2.6	57	0.2	4	0.5	
318.04	35	1.0	11	0.0	0	0.1	25	0.7	67	0.0	15	0.4	
Total													4
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 5 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													


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**Table 4. OR 26, Mount Hood Highway: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>C1. Portland (Mile Points 0.21 - 9.96)</b>													
57	31	3.2	12	0.2	18	0.1	28	2.9	34	0.3	11	1.1	
83.01	55	5.9	12	0.4	0	0.0	62	6.6	45	0.3	35	3.5	
83.02	54	4.5	12	0.2	0	0.0	51	4.1	24	0.2	26	2.0	
84	39	5.4	5	0.1	9	0.1	54	7.4	20	0.2	29	3.6	
90	48	7.6	8	0.3	6	0.1	53	8.3	23	0.4	21	3.0	
91.02	38	1.9	9	0.1	6	0.0	46	2.4	22	0.1	18	0.8	
98.03	47	4.6	5	0.1	5	0.1	49	4.7	21	0.2	18	1.6	
91.01	47	7.2	16	0.6	4	0.0	47	7.1	38	0.7	25	3.6	
98.04	43	4.7	6	0.1	12	0.1	42	4.6	27	0.2	19	2.0	
7.01	12	3.9	13	0.3	13	0.1	28	3.9	35	0.3	9	1.1	
7.02	31	4.6	8	0.2	0	0.0	37	5.5	10	0.1	9	1.2	
8.01	22	2.7	8	0.1	9	0.1	31	3.8	12	0.1	4	0.5	
8.02	17	2.5	0	0.0	0	0.0	34	4.9	28	0.3	5	0.6	
9.02	30	5.8	12	0.3	7	0.1	50	9.2	29	0.6	8	1.3	
10	24	2.3	4	0.0	6	0.0	36	3.5	19	0.2	5	0.5	
11.01	20	1.1	18	0.1	26	0.0	57	3.1	40	0.3	2	0.1	
59	23	2.2	8	0.1	12	0.1	23	1.7	29	0.2	3	0.3	
1	12	0.5	11	0.0	1	0.0	14	0.6	33	0.0	0	0.0	
9.01	22	3.4	10	0.2	0	0.0	21	3.3	48	0.4	4	0.7	
Total													15
<b>C2-C3. Gresham &amp; Multnomah (Mile Points 14.22 – 16.77)</b>													
104.08	36	3.2	22	0.1	7	0.1	48	4.1	20	0.1	11	0.8	
104.09	21	1.2	6	0.0	0	0.0	15	0.8	28	0.0	5	0.2	
Total													0

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Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>C4. Clackamas (Mile Points 16.77 - 19.63)</b>													
233	12	0.1	12	0.0	0	0.0	18	0.1	11	0.0	2	0.0	
234.01	19	0.1	0	0.0	2	0.0	24	0.1	0	0.0	9	0.0	
Total													0
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 7 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

**Table 5. US 30B, Northeast Portland Highway: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>D1. Portland (Mile Points 0-14.73)</b>													
36.01	34	4.1	12	0.3	0	0.0	30	3.6	42	0.3	2	0.2	
36.02	32	4.1	14	0.3	20	0.1	14	1.6	28	0.2	1	0.1	
36.03	33	2.3	8	0.1	0	36.03	22	1.5	0	0.0	5	0.3	
37.01	44	5.3	10	0.2	7	0.1	36	4.1	33	0.3	9	1.1	
38.01	27	2.7	5	0.1	19	0.0	33	3.4	0	0.0	3	0.3	
39.01	40	5.1	8	0.1	0	0.0	37	4.7	27	0.2	9	1.0	
39.02	18	2.2	7	0.1	0	0.0	18	2.2	22	0.0	2	0.2	
40.01	51	9.4	22	0.8	14	0.3	60	10.9	29	0.7	18	3.1	
40.02	24	2.0	8	0.1	0	0.1	37	2.1	11	0.1	1	0.1	
41.02	27	2.6	0	0.1	6	0.0	32	3.1	7	0.1	8	0.7	
42	30	2.0	12	0.1	0	0.0	32	2.2	20	0.1	4	0.3	

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Census Tract <sup>3,4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
95.02	48	4.5	7	0.2	0	0.0	26	2.4	21	0.1	14	1.3	
74	58	6.5	21	0.3	17	0.2	60	6.7	27	0.3	14	1.4	
79	43	3.9	12	0.2	2	0.0	36	3.2	9	0.1	14	1.1	
95.01	50	5.2	6	0.1	10	0.0	36	3.7	20	0.1	12	1.2	
78	36	2.9	8	0.1	0	0.0	41	3.2	40	0.2	11	0.8	
102	39	0.2	13	0.0	11	0.0	37	0.2	21	0.0	12	0.1	
38.02	26	3.3	0	0.2	4	0.0	26	3.3	55	0.4	4	0.5	
43	13	0.0	0	0.0	0	0.0	16	0.0	13	0.0	0	0.0	
76	54	4.6	4	0.0	4	0.1	44	3.7	16	0.1	27	2.2	
77	53	4.7	1	0.0	11	0.1	41	3.6	0	0.0	26	2.1	
73	47	0.1	11	0.0	0	0.0	63	0.1	31	0.0	11	0.0	
<b>Total</b>													21

Notes:  
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.  
<sup>2</sup> Density is defined as the number of people per square acre.  
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.  
<sup>4</sup> Refer to page 10 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.

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**Table 6. US 30E, Historic Columbia Highway: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>E1-E2. Multnomah &amp; Troutdale (Mile Points 0-5.8)</b>													
105	18	0.0	16	0.0	29	0.0	19	0.0	20	0.0	2	0.0	
103.05	11	0.6	9	0.0	0	0.0	24	1.3	48	0.1	1	0.1	
Total													1
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 13 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

**Table 7. US 30W, Lower Columbia River Highway: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>F1. Portland (Mile Points 2.76 - 9.65)</b>													
50	19	3.1	13	0.3	0	0.0	18	2.9	27	0.2	2	0.3	
43	13	0.0	0	0.0	0	0.0	16	0.0	13	0.0	0	0.0	
45	17	1.0	0	0.0	0	0.0	21	1.2	0	0.0	2	0.1	
Total													7
<b>F2. Multnomah (Mile Points 9.65 - 13.26)</b>													
71	7	0.0	0	0.0	0	0.0	18	0.0	24	0.0	1	0.0	
Total													0
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													




<sup>4</sup> Refer to page 15 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.

**Table 8. OR 43, Oswego Highway: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>G1-G2. Portland &amp; Multnomah (Mile Points 0 – 5.1)</b>													
63	22	0.5	10	0.0	15	0.0	15	1.0	54	0.1	3	0.1	
59	23	2.2	8	0.1	12	0.1	23	2.2	29	0.2	3	0.3	
57	31	3.2	12	0.2	18	0.1	28	2.9	34	0.3	11	1.1	
Total													7
<b>G3-G4. Clackamas &amp; Lake Oswego (Mile Points 5.1 - 8.04)</b>													
205.04	13	0.5	0	0.0	0	0.0	8	0.3	18	0.0	1	0.0	
205.03	8	0.3	0	0.0	24	0.0	10	0.4	0	0.0	2	0.1	
205.05	14	0.4	0	0.0	12	0.0	14	0.4	100	0.0	1	0.0	
201	13	0.4	0	0.0	0	0.0	17	0.6	0	0.0	3	0.1	
202	8	0.3	2	0.0	0	0.0	14	0.5	0	0.0	1	0.0	
Total													2
<b>G5. West Linn (Mile Points 8.04 – 11.45)</b>													
224	11	0.6	4	0.0	0	0.0	22	1	0	0	1	0.0	
Total													7
<b>G6. Oregon City (Mile Points 11.46 - 11.55)</b>													
206	20	1.0	0	0.0	0	0.0	17	0.9	0	0.0	6	0.3	
Total													0
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 17 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

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**Table 9. OR 47, Nehalem Highway: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>H1-H2. Washington County &amp; Forest Grove (Mile Points 88.53 - 90.64)</b>													
333.01	25	2.3	15	0.1	3	0.0	33	2.9	23	0.1	6	0.5	
333.02	13	0.0	9	0.0	15	0.0	8	0.4	54	0.0	2	0.0	
331.02	46	0.9	15	0.1	11	0.1	41	0.7	45	0.0	14	0.2	
332	46	1.4	8	0.0	4	0.0	56	1.6	0	0.0	14	0.4	
Total													0
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 19 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

**Table 10. OR 99E, Pacific Highway East: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>I1-I2. Portland (Mile Points -5.92 - -3.75)</b>													
37.01	44	5.3	0	0.2	0	0.1	36	4.1	33	0.3	9	1.1	
36.01	34	4.1	0	0.3	0	0.0	30	3.6	42	0.3	2	0.2	
72.02	54	0.2	0	0.0	0	0.0	30	0.1	6	0.0	8	0.0	
Total													1
<b>I3. Portland (Mile Points 1.45 - 4.58)</b>													
1	12	0.5	11	0.0	1	0.0	14	0.6	33	0.0	0	0.0	
2	20	2.2	12	0.1	5	0.0	29	3.1	37	0.2	5	0.5	
3.02	12	1.1	0	0.0	8	0.0	9	0.8	13	0.0	1	0.1	


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Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
10	24	2.3	4	0.0	6	0.0	36	3.5	19	0.2	5	0.5	
11.01	20	1.1	0	0.1	0	0.0	57	3.1	0	0.3	2	0.1	
Total													0
<b>14-15. Milwaukie (Mile Points 4.58 – 6.68)</b>													
208	19	0.8	16	0.1	18	0.1	28	1.1	37	0.1	4	0.2	
Total													4
<b>16. Clackamas (Mile Points 6.68 - 10.43)</b>													
218.02	22	2.1	13	0.1	0	0.0	41	3.9	29	0.1	7	0.6	
212	20	1.3	0	0.0	6	0.0	34	2.2	0	0.0	4	0.2	
214	18	1.1	18	0.1	22	0.1	23	1.4	19	0.1	2	0.1	
213	9	0.5	0	0.0	0	0.0	17	1.0	72	0.0	3	0.1	
Total													3
<b>17. Gladstone (Mile Points 10.43 - 11.2)</b>													
217	20	1.1	8	0.0	6	0.0	39	2.2	20	0.0	7	0.4	
219	20	1.9	13	0.1	0	0.0	35	3.1	19	0.0	4	0.4	
223.01	7	0.1	0	0.0	0	0.0	21	0.2	0	0.0	3	0.0	
Total													0
<b>18-19. Oregon City (Mile Points 11.2 - 14.23)</b>													
225	16	0.9	7	0.0	0	0.0	32	1.8	11	0.0	3	0.2	
224	11	0.6	4	0.0	0	0.0	22	1.1	0	0.0	1	0.0	
226.02	10	0.2	17	0.0	0	0.0	7	0.1	0	0.0	0	0.0	
Total													2
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 21 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

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**Table 11. OR 99W, Pacific Highway West: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>J1. Portland (Mile Points -5.98 - -4.75)</b>													
38.01	27	2.7	5	0.1	19	0.0	33	3.4	0	0.0	3	0.3	
72.02	54	0.2	0	0.0	0	0.0	30	0.1	6	0.0	8	0.0	
Total													0
<b>J2. Portland (Mile Points 1.24 - 7.61)</b>													
66.02	11	1.0	0	0.0	0	0.0	29	2.6	20	0.2	3	0.2	
64.03	30	2.5	0	0.0	0	0.0	30	2.5	0	0.0	8	0.6	
60.01	15	0.5	0	0.0	0	0.0	16	0.5	0	0.0	1	0.0	
60.02	15	1.0	17	0.1	20	0.0	13	0.9	13	0.0	1	0.1	
65.02	17	1.6	24	0.2	0	0.0	25	2.4	37	0.2	2	0.2	
65.01	11	0.7	0	0.0	0	0.0	12	0.8	27	0.0	1	0.1	
64.03	30	2.5	5	0.0	0	0.0	33	2.8	7	0.0	8	0.6	
64.04	18	0.9	9	0.1	0	0.0	18	0.9	29	0.1	3	0.2	
57	31	3.2	12	0.2	18	0.1	28	2.9	34	0.3	11	1.1	
59	23	2.2	8	0.1	12	0.1	23	2.2	29	0.0	3	0.3	
Total													16
<b>J3. Tigard (Mile Points 7.61-11.49)</b>													
309	35	2.1	7	0.1	6	0.0	36	2.2	23	0.2	17	0.9	
308.01	31	2.3	22	0.1	8	0.1	34	2.5	78	0.1	8	0.6	
319.1	32	2.8	1	0.0	0	0.0	13	1.2	21	0.0	8	0.7	
306	16	1.2	0	0.0	0	0.0	18	1.3	12	0.0	1	0.1	
307	21	0.3	19	0.0	14	0.0	49	0.7	11	0.0	4	0.1	
319.12	19	1.2	0	0.0	0	0.0	19	1.2	4	0.0	7	0.5	
319.04	14	0.9	0	0.0	16	0.0	21	1.4	17	0.0	2	0.1	
319.07	15	0.8	10	0.0	0	0.0	27	1.4	4	0.0	2	0.1	
319.08	32	0.9	5	0.0	0	0.0	11	1.4	0	0.0	6	0.2	


Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
308.03	25	2.4	8	0.1	0	0.0	32	3.0	40	0.2	4	0.3	
308.05	14	0.9	9	0.0	0	0.0	16	1.0	0	0.0	1	0.1	
Total												6	
J4-J5. Washington County & Tualatin (Mile Points 11.48 - 13.32)													
320.01	16	0.4	2	0.0	0	0.0	27	0.7	11	0.0	4	0.1	
Total												0	
J6-J9. Washington County & Sherwood (Mile Points 13.32 – 17.9)													
321.03	15	0.4	2	0.0	0	0.0	13	0.3	10	0.0	4	0.1	
322	12	0.0	3	0.0	0	0.0	10	0.0	0	0.0	3	0.0	
Total												3	
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 24 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

**Table 12. OR 141, Beaverton-Tualatin Highway / SW Hall Blvd: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
K1-K2. Beaverton & Washington County (Mile Points 2.57-4.08)													
305.01	24	1.3	9	0.0	0	0.0	34	1.8	29	0.1	6	0.3	
305.02	16	1.3	7	0.1	13	0.0	20	1.7	0	0.0	3	0.2	
310.05	47	4.6	8	0.1	17	0.2	50	4.8	20	0.1	20	1.8	
310.06	32	3.0	15	0.3	19	0.2	30	2.8	37	0.2	9	0.8	
Total												0	

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Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>K3. Tigard (Mile Points 4.08 - 7.07)</b>													
308.01	31	2.3	22	0.1	8	0.1	34	2.5	78	0.0	8	0.6	
308.03	25	2.4	8	0.1	0	0.0	32	3.0	40	0.2	4	0.3	
308.05	14	0.9	9	0.1	0	0.0	16	1.0	0	0.0	1	0.1	
308.06	24	1.2	0	0.0	0	0.0	24	1.1	0	0.0	6	0.3	
309	35	2.1	7	0.1	6	0.0	36	2.2	23	0.2	17	0.9	
306	16	1.1	0	0.0	0	0.0	18	1.3	12	0.0	1	0.1	
307	21	0.3	19	0.0	14	0.0	49	0.7	11	0.0	4	0.1	
Total													0
<b>K4-K5. Tigard &amp; Durham (Mile Points 7.69 - 8.88)</b>													
320.05	50	2.9	6	0.0	3	0.0	51	2.9	10	0.1	13	0.7	
320.01	16	0.4	2	0.0	0	0.0	27	0.7	11	0.0	4	0.1	
Total													2
<b>K6-K7. Tualatin &amp; Wilsonville (Mile Points 12.47 - 13.14)</b>													
244	25	1.3	5	0.0	8	0.0	29	1.5	15	0.1	3	0.1	
321.1	26	0.4	0	0.0	0	0.0	16	0.1	15	0.0	2	0.0	
227.07	25	0.3	0	0.0	0	0.0	18	0.2	49	0.0	4	0.0	
Total													1
<b>Notes:</b>													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 27 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

**Table 13. OR 210, Scholls Highway/SW Scholls Ferry Rd: Demographic Data**


Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>L1. Beaverton (Mile Points 2.57 – 3.32)</b>													
309	35	2.1	7	0.1	6	0.0	36	2.2	23	0.2	17	0.9	
305.01	24	1.3	9	0.0	0	0.0	34	1.8	29	0.1	6	0.3	
Total												0	
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 29 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

**Table 14. OR 212, Clackamas-Boring Highway: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>M1. Clackamas (Mile Points 1.87 - 8.59)</b>													
233	12	0.1	12	0.0	0	0.0	18	0.1	11	0.0	2	0.0	
232.01	11	0.1	9	0.0	0	0.0	17	0.1	0	0.0	2	0.0	
234.01	19	0.1	0	0.0	2	0.0	24	0.1	0	0.0	9	0.0	
Total												4	
<b>M2-M7. Happy Valley &amp; Clackamas (Mile Points 0.52 – 1.87)</b>													
232.02	15	0.2	19	0.0	33	0.0	17	0.2	35	0.0	4	0.1	
Total												1	
<b>M7-M8. Happy Valley &amp; Clackamas (Mile Points 0.04 – 5.45)</b>													
221.03	24	1.8	4	0.0	0	0.0	13	1.0	14	0.0	9	0.6	
221.08	31	0.5	15	0.0	0	0.0	53	0.9	58	0.1	13	0.2	

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Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
221.05	31	1.7	5	0.0	0	0.0	22	1.2	8	0.0	8	0.4	
221.01	17	1.5	9	0.1	20	0.1	25	2.2	47	0.1	4	0.3	
Total												0	
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 31 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

**Table 15. OR 213N, Cascade Highway North: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>N1. Portland (Mile Points -0.14 - 7.24)</b>													
16.02	39	4.5	16	0.3	0	0.0	53	6.0	30	0.3	18	1.9	
76	54	4.6	4	0.0	4	0.1	44	3.7	16	0.1	27	2.2	
77	53	4.7	1	0.0	11	0.1	41	3.6	0	0.0	26	2.1	
86	40	5.0	1	0.0	10	0.1	48	6.0	23	0.3	15	1.8	
89.02	35	1.8	0	0.0	3	0.0	37	2.0	0	0.0	10	0.5	
29.03	41	3.3	9	0.1	1	0.0	32	2.5	50	0.2	13	1.0	
5.02	35	4.9	3	0.1	3	0.1	39	5.5	17	0.1	14	1.9	
6.01	39	4.0	1	0.0	1	0.0	47	4.9	11	0.1	16	1.6	
6.02	50	7.5	7	0.2	0	0.0	50	7.3	23	0.2	18	2.5	
222.01	46	5.0	3	0.0	8	0.2	39	4.0	15	0.1	17	1.8	
73	47	0.1	11	0.0	0	0.0	63	0.1	31	0.0	11	0.0	
29.01	19	2.2	12	0.1	0	0.0	16	1.9	19	0.1	9	1.0	



Census Tract <sup>3,4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
29.02	20	1.8	15	0.1	21	0.1	25	2.2	30	0.1	6	0.5	
17.01	27	3.8	0	0.0	0	0.0	23	3.1	14	0.1	2	0.2	
17.02	42	4.9	21	0.6	6	0.1	39	4.8	0	0.5	14	1.6	
16.01	21	1.7	8	0.0	29	0.1	23	1.7	24	0.1	6	0.5	
7.01	28	3.9	13	0.3	13	0.1	28	3.9	35	0.3	9	1.1	
7.02	31	4.6	8	0.2	0	0.0	37	5.5	10	0.1	9	1.2	
83.01	55	5.9	12	0.4	0	0.0	62	6.6	45	0.3	35	3.5	
<b>Total</b>													18
<b>N2. Clackamas (Mile Points 7.24 - 10.39)</b>													
216.01	22	2.3	11	0.1	19	0.2	22	2.3	23	0.2	7	0.7	
216.02	26	2.1	8	0.0	18	0.1	26	2.1	46	0.2	8	0.6	
221.07	29	1.1	0	0.0	12	0.1	36	1.4	11	0.0	6	0.2	
215	14	0.4	0	0.0	0	0.0	22	0.7	79	0.0	1	0.0	
221.01	17	1.5	9	0.1	0	0.1	25	2.2	47	0.1	4	0.3	
221.08	31	0.5	15	0.0	0	0.0	53	0.9	58	0.1	13	0.2	
<b>Total</b>													3
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 33 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

# Attachment D

Equity considerations  
for highway jurisdictional transfer

**Table 16. OR 213S, Cascade Highway South: Demographic Data**

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>O1. Oregon City (Mile Points 0 – 0.63)</b>													
223.01	7	0.1	0	0.0	0	0.0	21	0.2	0	0.0	3	0.0	
Total													0
<b>O2-O3. Clackamas &amp; Oregon City (Mile Points 0.63 – 1.25)</b>													
224	11	0.6	4	0.0	0	0.0	22	1.1	0	0.0	1	0.0	
Total													1
<b>O4. Clackamas (Mile Points 1.13 – 1.25)</b>													
225	16	0.9	7	0.0	0	0.0	32	1.8	11	0.0	3	0.2	
Total													0
<b>O5. Oregon City (Mile Points 2.63 - 4.18)</b>													
226.03	14	0.63	0	0.0	0	0.0	31	1.4	0	0.0	3	0.1	
223.02	9	0.1	11	0.0	0	0.0	25	0.3	17	0.0	2	0.0	
226.05	13	0.6	5	0.0	11	0.0	18	0.9	33	0.1	2	0.1	
Total													4
<b>O6. Clackamas (Mile Points 4.18 - 6.49)</b>													
230.02	14	0.0	0	0.0	0	0.0	19	0.1	69	0.0	2	0.0	
230.01	11	0.1	0	0.0	0	0.0	15	0.1	57	0.0	3	0.0	
Total													0
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 36 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

Equity considerations  
for highway jurisdictional transfer

**Table 17. OR 219, Hillsboro-Silverton Highway: Demographic Data**

Census Tract <sup>3,4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>P1-P3. Hillsboro &amp; Washington County (Mile Points 0 – 1.31)</b>													
325.01	53	1.5	11	0.0	10	0.1	59	1.4	12	0.0	18	0.5	
Total													0
Notes:													
<sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.													
<sup>2</sup> Density is defined as the number of people per square acre.													
<sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.													
<sup>4</sup> Refer to page 38 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.													

**Table 18. OR 224, Clackamas Highway / Sunrise Expressway: Demographic Data**

Census Tract <sup>3,4</sup>	People of Color (Residents)		People of Color (Unemployment)				Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	Density	
<b>Q1-Q2. Clackamas &amp; Happy Valley (Mile Points 8.16 – 10.49)</b>													
232.02	15	0.2	19	0.0	33	0.0	17	0.2	35	0.0	4	0.1	
Total													1
<b>Q3. Clackamas (Mile Points 4.56 – 6.25)</b>													
221.07	29	1.1	0	0.0	12	0.1	36	1.4	11	0.0	6	0.2	
215	14	0.4	0	0.0	0	0.0	22	0.7	79	0.0	1	0.0	
221.05	31	1.7	5	0.0	0	0.0	22	1.2	8	0.0	8	0.4	
221.08	31	0.5	15	0.0	0	0.0	53	0.9	58	0.1	13	0.2	
Total													0
<b>Q4. Clackamas (Mile Points 2.71 – 3.82)</b>													
221.01	17	1.5	9	0.1	20	0.1	25	2.2	47	0.1	4	0.3	
Total													5

# Attachment D

Equity considerations  
for highway jurisdictional transfer

Census Tract <sup>3, 4</sup>	People of Color (Residents)		People of Color (Unemployment)			Low-Income (Residents)		Low-Income (Unemployment)		Limited English Proficiency		Religious Institutions/ Gathering Spaces
	% <sup>1</sup>	Density <sup>2</sup>	% People of Color	Density	% Hispanic & Latino	Density	%	Density	%	Density	%	
<b>Q5. Milwaukie (Mile Points -0.01 – 2.71)</b>												
208	19	0.8	16	0.1	18	0.1	28	1.1	37	0.1	4	0.2
Total												2
<p>Notes:</p> <p><sup>1</sup> Percentage is the number of people that fit the category per the total census tract population.</p> <p><sup>2</sup> Density is defined as the number of people per square acre.</p> <p><sup>3</sup> Cells highlighted in gray are values above the Metro regional average. Refer to Section 2 for a list of the Metro Regional averages.</p> <p><sup>4</sup> Refer to page 40 of the Metro Jurisdictional Transfer Framework Atlas for graphics representing the reported data.</p>												

## 4 Future Population Trends

The Portland Metro region must address planning and transportation inequities now as an acknowledgement of historic patterns and to shape an equitable future. Regional population forecasts reflect expectations of significant growth in populations of color over the next several decades. Metro estimates that the Portland Metro region's overall population will grow by 1 million to 3.5 million people during the next 40 years, according to Metro Research Center's 2060 Population Forecast, which is based on the Portland-Vancouver-Hillsboro Metropolitan Statistical Area. The number of people of color is expected to increase by 125 percent to 1.5 million by 2060.

The Hispanic/Latino/a/x population is expected to continue to be the largest non-white group in the region, more than doubling in size to 910,000 by 2060 as migration and birth rates rise steadily. The Asian population is anticipated to double to 390,000 people, the second-largest ethnic minority in the area. The Black population is expected to increase about 50 percent to 120,000 by 2060. The white population, currently the largest population group in the area, is anticipated to grow about 9 percent to 2 million from 2020 to 2060.

## 5 Conclusion

The Equity Considerations Evaluation provides data to further inform the recommendations for jurisdictional transfer. Decision-makers and staff can use this analysis to help inform future decisions to positively impact people of color, low-income households, the unemployed and people with limited English proficiency and/or disabilities.

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# ATTACHMENT E - Needs and Deficiencies Assessment



Metro Highway Jurisdictional Transfer Framework  
Needs and Deficiencies  
Assessment for  
Potential Jurisdictional  
Transfer Candidates in the  
Portland Metro Area





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## Introduction

The purpose of the regional framework for highway jurisdictional transfer study is to identify which state-owned routes in greater Portland should be evaluated and considered for a jurisdictional transfer, sort them based on regional priorities, and address some of the opportunities and barriers to transferring the routes.

This report provides a high level snapshot assessment of the needs and deficiencies of potential jurisdictional transfer candidates in the Greater Portland Area to help inform future conversations about investment and/or jurisdictional transfer. It is designed and organized primarily as a tool for local

jurisdictions, and secondarily for regional and state agencies. The corridors featured in this report showed the strongest characteristics for potential jurisdictional transfer based on an assessment of technical, readiness, and equity considerations (see Metro Highway Jurisdictional Transfer Framework and Equity Considerations memos on the project website - <https://www.oregonmetro.gov/tools-partners/guides-and-tools/jurisdictional-transfer-assessment> - for additional information on the assessment). Many of these highway corridors are located in areas with high concentrations of people of color and people who are low-income compared to regional averages. In addition, many of these highway corridors demonstrate safety needs.

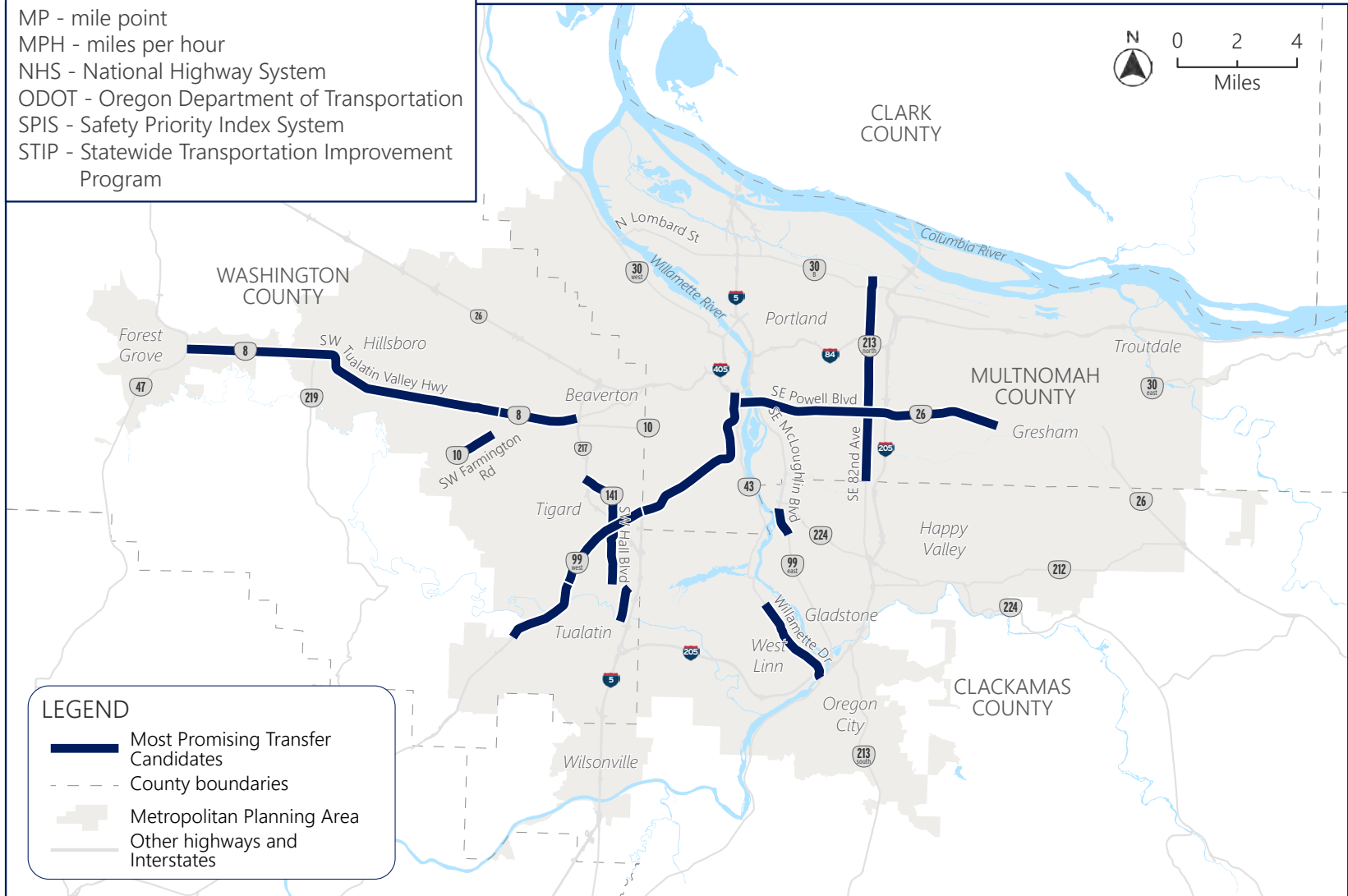
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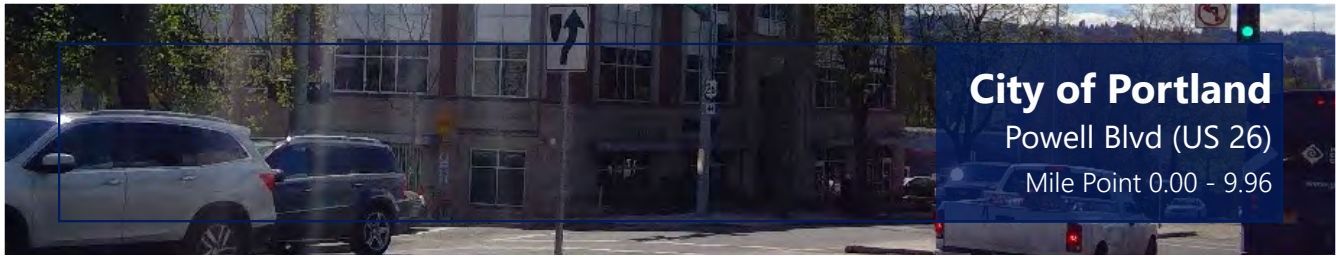
### List of acronyms

MP - mile point  
 MPH - miles per hour  
 NHS - National Highway System  
 ODOT - Oregon Department of Transportation  
 SPIS - Safety Priority Index System  
 STIP - Statewide Transportation Improvement Program



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# Attachment E



## Corridor summary

The section of US 26 (Powell Boulevard) in this assessment is in Portland (a previously transferred section of US 26/Powell Boulevard is in Gresham). The westernmost portion of Powell Boulevard is in Portland's central city. West of Interstate 205 (I-205), land uses adjacent to Powell Boulevard are primarily commercial surrounded by residential. That section of the corridor lacks bike facilities. East of I-205, adjacent land uses are a mix of commercial and residential. This eastern section is undergoing major reconstruction to add sidewalks, continuous bike lanes, lighting and safer crossings. When this \$120 million-plus project is completed, that section of Powell Boulevard will be transferred to the City of Portland.

Powell Boulevard has a high crash rate with driveways and cross streets that create conflict points. TriMet bus line #9 provides frequent transit service, and runs along Powell Boulevard between the Willamette River and downtown Gresham. Six other TriMet lines provide standard service along this transit-dependent corridor that is home to some of the City's busiest bus routes. The area has high rates of people of color, people who are unemployed, people with low incomes and people who speak with limited English proficiency compared to the regional averages. In addition to the funded project to the east of I-205, the western section of the corridor has several planned and funded improvement projects.

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway

Sidewalk gaps (miles)	5.4
Substandard sidewalk (miles)	2.7
Sidewalk meets standard (miles)	5.7
Crossings	55

### Bicycle network

Listed as Metro Bicycle Parkway and Regional Bikeway

Bike facility gaps (miles)	6.8
Substandard bike facility (miles)	4.5
Bike facility meets standard (miles)	0.9

### TriMet routes

Route	Frequency	Ridership (weekly)
9	Frequent	49,810
17	Standard	38,110
19	Standard	31,890
66	Standard	2,550
70	Standard	20,340
74	Standard	3,890
291	Standard	120

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	436 total

## Corridor data

Length	11.9	
Speed limit	35 - 40 mph	
Number of lanes	4 - 6	
Major intersections*	17	
Pavement condition	Fair:	Good:
	MP 1.02 – 3.46	MP 0.21 – 1.02
		MP 3.46 – 9.96
Freight routes	Reduction review route (ORS 366.215)	
Bridges (MP): bridge rating (0-100)	MP 0.1: 26.9	MP 0.99: 76.4
	MP 0.13: 68.8	MP 1.01: 56.6

## Current roadway classification

Federal	Urban Other Principal Arterial (NHS)
State**	District Highway
Metro	Major Arterial
Local	Arterial
	Major City Traffic Street

## Demographics

Population	70,191
Employment	159,025

\* Major intersection defined as two arterial roadways intersecting  
 \*\* Current roadway function is consistent with the OHP definition, therefore Metro does not recommend an OHP reclassification.

### Environmental



### Metro equity focus areas\*



### Regional land use and transportation



\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

# Attachment E

## City of Portland (US 26)

### Upcoming Projects

Funded in adopted capital improvement program

Project name	Project Cost	Location
US26: SE 8th Ave – SE 87th Ave (21614)	\$103,897	MP 1.14 - 5.35
US26/OR213 Curb Ramps (21255)	\$1,605,000	MP 5.24
(STIP 18-21) US26 (Powell Blvd): SE 122nd Ave – SE 136th Ave (19690)	\$20,343,363	MP 7.21 – 7.9
(STIP 21-24) US26 (Powell Blvd): SE 99th Ave – East City Limits (21178)	\$105,000,000	MP 6.03 - 9.96

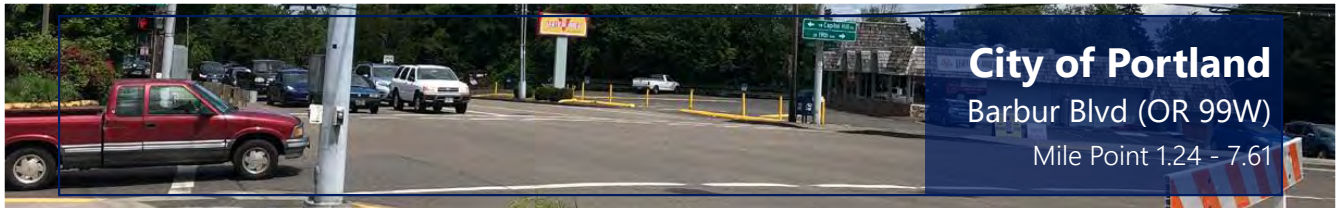
### Segment Photos





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# Attachment E



## Corridor summary

OR 99W in the Metro region stretches from Portland through Tigard, King City, unincorporated Washington County and Tualatin to Sherwood. The OR 99W (Barbur Boulevard) corridor in the assessment travels through Portland's central city. The corridor extends south through residential neighborhoods to a town center in the southern area of the corridor. SW Corridor Light Rail Project planning and design work is underway in this area. The light rail project stands to significantly change the highway corridor with transit-oriented development, improved sidewalks and bike facilities and other improvements. The City of Portland and ODOT have agreed to transfer this section of Barbur Boulevard following completion of the light-rail line. The corridor

has a high crash frequency and density of conflict points. Frequent and standard transit lines serve Barbur Boulevard and the corridor is part of the regional pedestrian and bicycle network. Pavement condition ranges from poor to fair. This area has some sections with a high percentage of people of color and people with low-incomes compared to regional averages. A growing and vibrant Muslim community is developing near the West Portland Town Center. This section has some environmental challenges with slopes and poorly draining soils that require extra stormwater treatment efforts. The corridor has a moderate level of planned and funded improvement projects in addition to projects associated with the SW Corridor Light Rail Project.

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway	
Sidewalk gaps (miles)	4.0
Substandard sidewalk (miles)	2.6
Sidewalk meets standard (miles)	2.0
Crossings	30

### Bicycle network

Listed as Metro Bicycle Parkway	
Bike facility gaps (miles)	2.0
Substandard bike facility (miles)	4.7
Bike facility meets standard (miles)	1.2

### TriMet routes

Route	Frequency	Ridership (weekly)
1	Standard	2,150
12	Frequent	48,890
38	Standard	2,250
39	Standard	1,000
45	Standard	5,900
54	Frequent	14,010
55	Standard	300
56	Frequent	11,010
64	Standard	2,200
65	Standard	650
92	Standard	1,650
94	Standard	11,700

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	22 total

## Corridor data

Length	6.4 miles	
Speed limit	30 - 45 mph	
Number of lanes	4 - 6	
Major intersections*	6	
Pavement condition	Poor: MP 3.86 – 4.35	Fair: MP 1.24 – 7.42
	MP 7.42 – 7.61	
Freight routes	None	
Bridges (MP):	MP 1.14: 53.6	MP 3.25: 74.7
bridge rating (0-100)	MP 1.93: 49.4	MP 3.5: 42.1
	MP 1.98: 76.4	MP 4.86: 62.3

## Current roadway classification

Federal	Urban Other Principal Arterial, Urban Minor Arterial (NHS)
State	Statewide, District Highway
Recommended future state classification**	District (MP 7.4 - 7.61)
Metro	Major Arterial
Local	Major City Traffic Street

## Demographics

Population	47,369
Employment	153,209

\* Major intersection defined as two arterial roadways intersecting  
 \*\* Based on comparison of current roadway function to OHP definitions, Metro recommends changing the OHP roadway classification.

## City of Portland (OR 99W)

Environmental



Metro equity focus areas\*



Regional land use and transportation



\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

# Attachment E

City of Portland (OR 99W)

## Upcoming Projects

Funded in adopted capital improvement program

Project name	Project Cost	Location
(STIP 21-24) SW Barbur Blvd: SW Caruthers St – SW Capitol Hwy (18316)	\$590,661	MP 1.97 - 6.6

## Segment Photos



Needs and Deficiencies Assessment

7

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# Attachment E



## Corridor summary

OR 213 runs from Portland through unincorporated Clackamas County and Gladstone to Oregon City in the Metro area. The OR 213 (SE/NE 82nd Avenue) corridor in this assessment is in Portland, and ODOT and the City of Portland are currently pursuing jurisdictional transfer, pending voter approval of funds. This section of 82nd Avenue travels through commercial and some industrial areas, and has a high frequency of crashes and conflict points. There are virtually no bicycle facilities on 82nd Avenue, and about 80% of the corridor has sidewalks. The City of Portland adopted the 82nd Avenue Plan in fall 2019 calling for wider sidewalks, bike facilities and other safety and signal improvements. Pavement condition along the corridor is poor or very poor. TriMet's busiest bus line (#72 Killingsworth/ 82nd Ave) serves 82nd Avenue with frequent service; there are a couple of other bus lines with standard frequency service. The area has a high rate of people of color, and people with low incomes and limited English proficiency compared to regional averages. 82nd Avenue passes through an environmentally sensitive area at Johnson Creek near the southern end of the segment. The corridor has a moderate level of planned and funded improvement projects.

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway	
Sidewalk gaps (miles)	1.4
Substandard sidewalk (miles)	2.2
Sidewalk meets standard (miles)	6.0
Crossings	43

### Bicycle network

Not listed on the Metro Bicycle Network	
Bike facility gaps (miles)	7.5
Substandard bike facility (miles)	0.3
Bike facility meets standard (miles)	0.1

### TriMet routes

Route	Frequency	Ridership (weekly)
71	Standard	21,070
72	Frequent	84,480
272	Standard	140

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	309 total

## Corridor data

Length	9.1 miles	
Speed limit	35 - 45 mph	
Number of lanes	4	
Major intersections*	16	
Pavement condition	Very Poor: MP 4.24 – 6.73	Poor: MP -0.14 – 4.24 MP 6.73 – 7.24
Freight routes	None	
Bridges (MP): bridge rating (0-100)	MP 2.24: 91.8 MP 2.25: 82.4	MP 7.1: 81.6

## Current roadway classification

Federal	Urban Other Principal Arterial (NHS)
State**	District Highway
Metro	Major Arterial
Local	Major City Traffic Street

## Demographics

Population	31,637
Employment	15,990

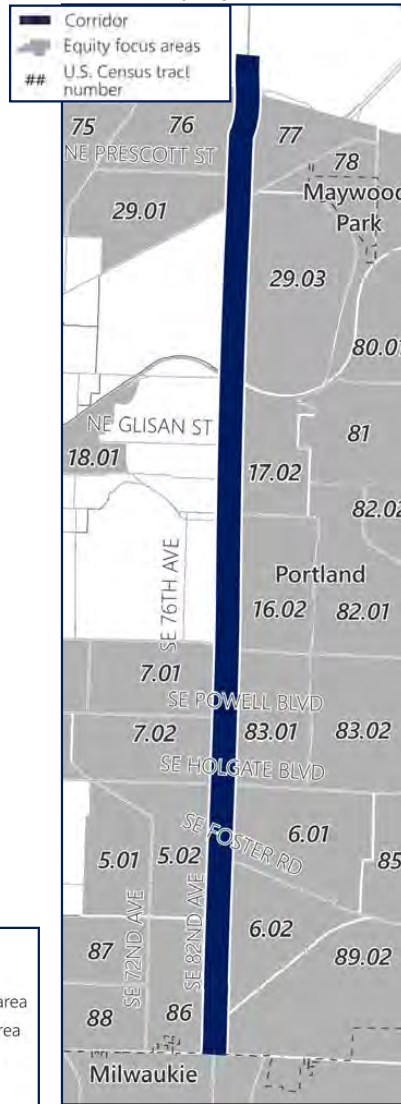
\* Major intersection defined as two arterial roadways intersecting  
 \*\* Current roadway function is consistent with the OHP definition, therefore Metro does not recommend an OHP reclassification.

## City of Portland (OR 213)

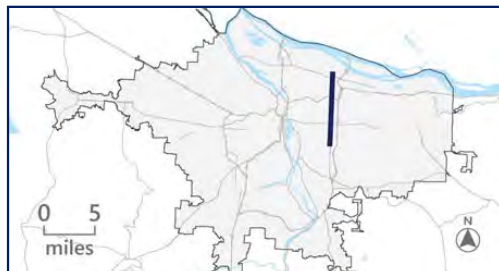
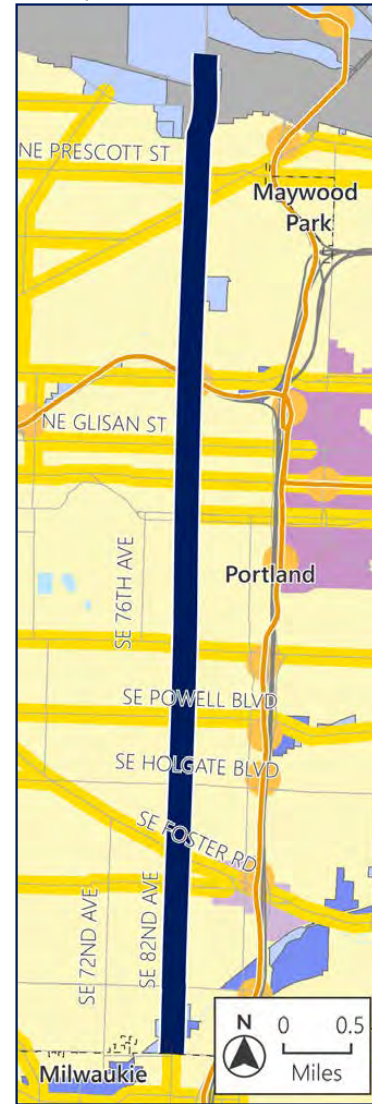
Environmental



Metro equity focus areas\*



Regional land use and transportation



\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

- Corridor
- County boundary
- City boundary
- Arterials
- TriMet MAX line
- 2040 corridor
- Central city
- Regional center
- Town center
- Employment areas
- Industrial areas
- Regionally significant industrial areas
- Neighborhoods
- Urban reserves
- Rural reserves
- Parks & open space
- River/waterbody
- Not designated

# Attachment E

## City of Portland (OR 213)

### Upcoming Projects

Funded in adopted capital improvement program

Project name	Project Cost	Location
(STIP 18-21) OR213 (82nd Ave) at Madison High School (20507)	\$1,120,500	MP 1.64 - 1.65
(STIP 21-24) US26/OR213 Curb Ramps (21255)	\$1,605,500	MP 5.24
(STIP 21-24) OR213 at NE Glisan St & NE Davis St (21607)	\$4,836,940	MP 2.75 & 2.87

### Segment Photos





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## Corridor summary

OR 8 is in Washington County and travels through Beaverton, Hillsboro, Cornelius and Forest Grove. The section of OR 8 in this assessment is within Beaverton. West of OR 217 in Beaverton, OR 8 is known as Tualatin Valley (TV) Highway; to the east it's known as SW Canyon Road. The City of Beaverton has expressed interest in jurisdictional transfer discussions for the downtown Beaverton section in particular. This section has a mix of regional center, employment and neighborhood land uses. The SW Canyon Road stretch of OR 8 is a mix of commercial uses near OR 217 and then transitions to a residential corridor as it moves east to the Camelot Court area. The OR 8 corridor has safety challenges and is a high crash rate facility with multiple driveways creating turning conflicts. Transit frequency is high to the west of OR 217, with bus #57 one of TriMet's busier routes. East of OR 217, the only bus route is #58 with non-frequent service. Pavement condition is rated poor to fair. The TV Highway portion of the corridor has a high percentage of people of color, people with low incomes, and unemployment rates compared to the Metro averages. This corridor has a few planned and funded improvement projects.

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway

Sidewalk gaps (miles)	3.8
Substandard sidewalk (miles)	3.8
Sidewalk meets standard (miles)	2.2
Crossings	24

### Bicycle network

Listed as Metro Bicycle Parkway and Regional Bikeway

Bike facility gaps (miles)	3
Substandard bike facility (miles)	3.2
Bike facility meets standard (miles)	1.4

### TriMet routes

Route	Frequency	Ridership (weekly)
57	Frequent	45,430
58	Standard	5,550

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	138 total

## Corridor data

Length	5.8 miles	
Speed limit	35 - 45 mph	
Number of lanes	4	
Major intersections*	8	
Pavement condition	Poor:	Fair:
	MP 0.22 – 2.9	MP 0.05 – 0.22
	MP 3.18 – 5.85	MP 2.9 – 3.18
Freight routes	Reduction review route - Beaverton City Limits to OR 217 (ORS 366.215)	
Bridges (MP): bridge rating (0-100)	MP 3.28: 76.8	MP 4.97: 41
	MP 4.22: 82.2	MP 5.13: 85

## Current roadway classification

Federal	Urban Other Principal Arterial (NHS)
State	Statewide Highway, District Highway
Recommended future state classification**	District Highway (MP 2.8 - 5.85)
Metro	Major Arterial
Local	Principal Arterial
	Arterial

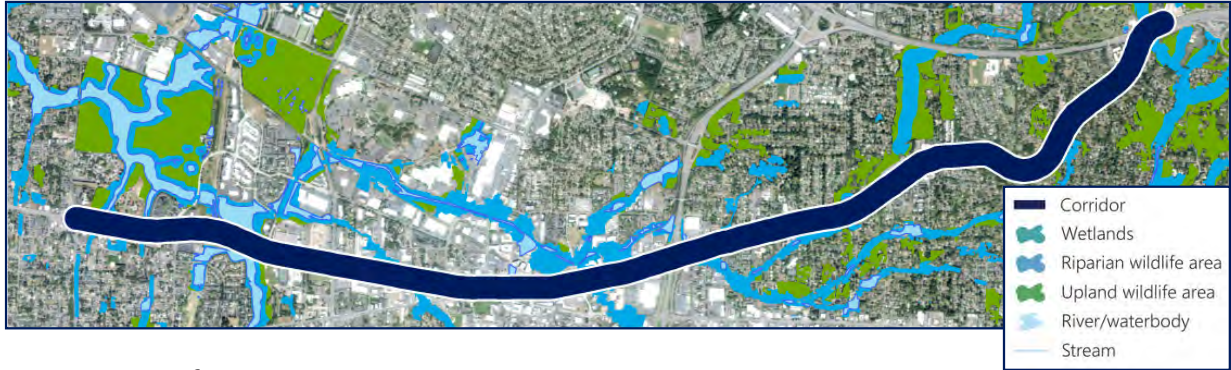
## Demographics

Population	25,888
Employment	23,699

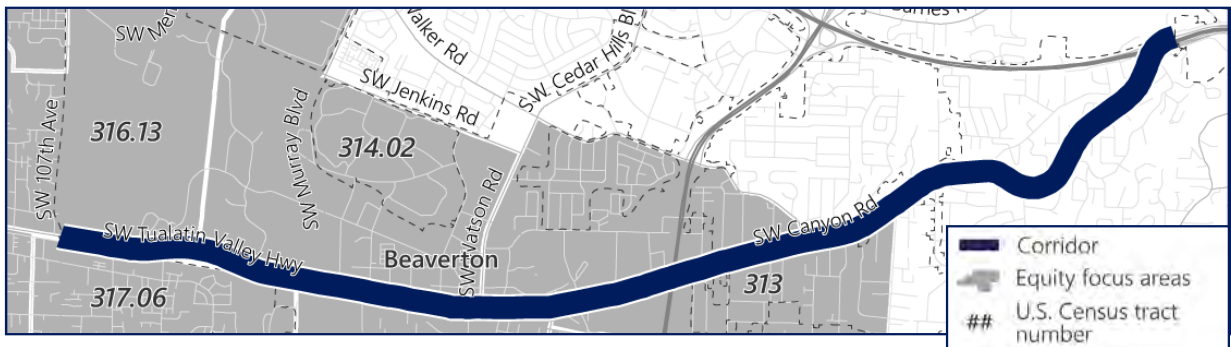
\* Major intersection defined as two arterial roadways intersecting

\*\* Based on comparison of current roadway function to OHP definitions, Metro recommends changing the OHP roadway classification.

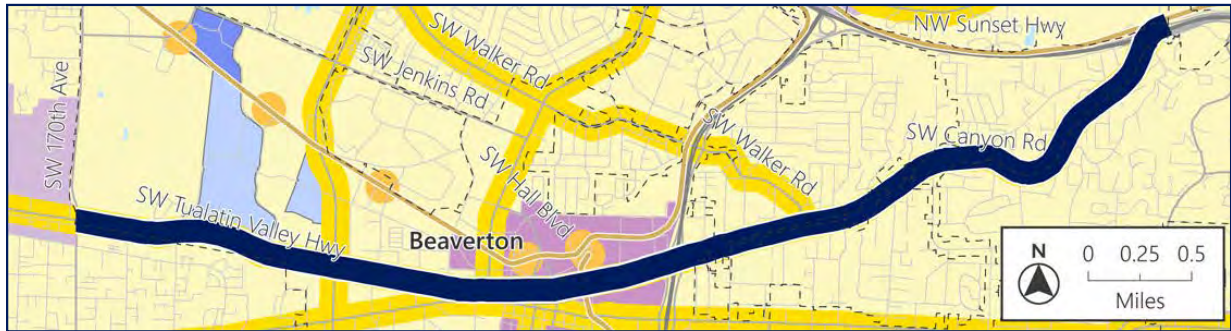
### Environmental



### Metro equity focus areas\*



### Regional land use and transportation



- |                 |   |
|-----------------|---|
| Corridor        | Employment areas                        |
| County boundary | Industrial areas                        |
| City boundary   | Regionally significant industrial areas |
| Arterials       | Neighborhoods                           |
| TriMet MAX line | Urban reserves                          |
| 2040 corridor   | Rural reserves                          |
| Central city    | Parks & open space                      |
| Regional center | River/waterbody                         |
| Town center     | Not designated                          |

\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

# Attachment E

## City of Beaverton (OR 8)

### Upcoming Projects

Funded in adopted capital improvement program

Project name	Project Cost	Location
(STIP 21-24) OR8 SW Hocken Ave – SW Short St (18758)	\$964,000	MP 3.22 – 4.07
(STIP 21-24) OR8 SW Watson Ave – SW 110th Ave, Beaverton (18794)	\$3,029,907	MP 2.75 – 3.6
(STIP 18-21) OR 8 Canyon Rd Streetscape & Safety Project (19275)	\$3,939,597	MP 3.18 – 4.0

### Segment Photos



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# Attachment E



## Corridor summary

OR 99W in the Metro region stretches from Portland through Tigard, King City, unincorporated Washington County and Tualatin to Sherwood. The OR 99W section in this assessment is within the city of Tigard, where the highway travels through town center and neighborhood land uses. The corridor features a high crash frequency rate and number of conflict points. OR 99W is part of the regional pedestrian and bicycle network; however, there are few multimodal facilities in much of the corridor. About half of OR 99W has substandard or no sidewalks while most of the corridor has substandard bike facilities. Along this section, there is frequent transit service. The pavement condition is poor. This area has sections with a high percentage of people of color and people with low-incomes compared to the regional averages. OR 99W within Tigard has a moderate level of funded improvement projects in development. ODOT with partners, Washington County, Tigard, King City, Tualatin, and Sherwood recently concluded the Highway 99W Corridor Study that called for the need of a comprehensive plan for the OR 99W corridor.

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway

Sidewalk gaps (miles)	1.4
Substandard sidewalk (miles)	1.4
Sidewalk meets standard (miles)	2.3
Crossings	25

### Bicycle network

Listed as Metro Bicycle Parkway

Bike facility gaps (miles)	0.8
Substandard bike facility (miles)	3.0
Bike facility meets standard (miles)	0.8

### TriMet routes

Route	Frequency	Ridership (weekly)
12	Frequent	48,890
64	Standard	2,200
93	Standard	4,620
94	Standard	11,700

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	61 total

## Corridor data

Length	3.9 miles
Speed limit	30 - 45 mph
Number of lanes	4
Major intersections*	9
Pavement condition	Poor: MP 7.61 – 11.49
Freight routes	Designated OHP freight route, reduction review route (ORS 366.215)
Bridges (MP): bridge rating (0-100)	MP 8.65: 56.6

## Current roadway classification

Federal	Urban Other Principal Arterial
State	Statewide Highway
Recommended future state classification**	District Highway
Metro	Major Arterial
Local	Arterial Principal Arterial

## Demographics

Population	23,903
Employment	18,813

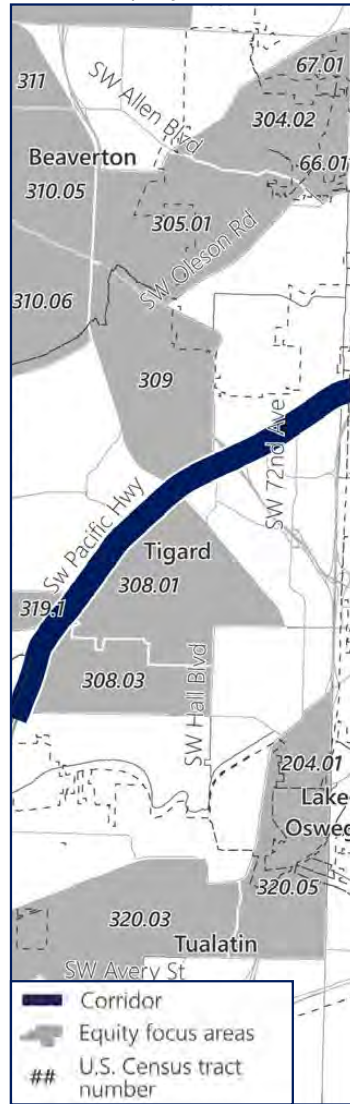
\* Major intersection defined as two arterial roadways intersecting  
 \*\* Based on comparison of current roadway function to OHP definitions, Metro recommends changing the OHP roadway classification.

## City of Tigard (OR 99W)

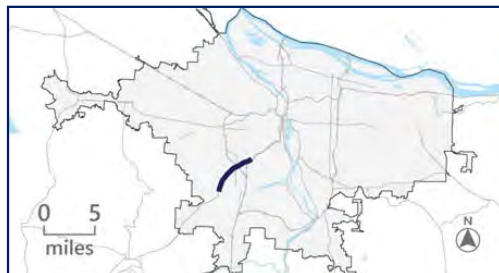
Environmental



Metro equity focus areas\*



Regional land use and transportation



\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

# Attachment E

City of Tigard (OR 99W)

## Upcoming Projects

Funded in adopted capital improvement program

Project name	Project Cost	Location
(STIP 18-21) OR99W at Durham Rd (20436)	\$968,750	MP 11.45 - 11.47
(STIP 18-21) OR99W Barbur Blvd. Northbound Connection Bridge Over I-5 (20465)	\$1,669,975	MP 7.79 - 7.84

## Segment Photos





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# Attachment E



## Corridor summary

OR 8 (TV Highway) to the west of Beaverton travels through the cities of Hillsboro, Cornelius, Forest Grove, and unincorporated Washington County. Land use is mixed, with neighborhood, town center, regional center, employment and industrial designations along the corridor. The highway has a high crash frequency rate, multiple driveways and conflicts along the section, and poor pavement condition for a large part of the eastern section of the corridor (pavement in other sections ranges from fair to very good). Frequent transit service (route #57) runs along TV Highway from 10th Avenue in Hillsboro to B Street in Forest Grove. Sections of TV Highway with standard transit service include Hillsboro between Century and 10th Avenue (route #47) and a small section of TV Highway between 5th and 2nd Avenue in Hillsboro. The area includes a high percentage of people of color, people with low incomes and people with limited English proficiency compared to the Metro averages. The corridor has several planned and funded improvement projects. Forest Grove and Beaverton are currently working with ODOT on safety and multi-modal improvement planning.

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway	
Sidewalk gaps (miles)	7.4
Substandard sidewalk (miles)	6.1
Sidewalk meets standard (miles)	5
Crossings	46

### Bicycle network

Listed as Metro Bicycle Parkway and Regional Bikeway	
Bike facility gaps (miles)	2.7
Substandard bike facility (miles)	7.4
Bike facility meets standard (miles)	5.5

### TriMet routes

Route	Frequency	Ridership (weekly)
47	Standard	5,350
48	Standard	10,640
57	Frequent	45,430

\* Major intersection defined as two arterial roadways intersecting

\*\* Based on comparison of current roadway function to OHP definitions, Metro recommends changing the OHP roadway classification.

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	348 total

## Corridor data

Length	12 miles	
Speed limit	30 - 50 mph	
Number of lanes	4	
Major intersections*	16	
Pavement condition	Poor:	Fair:
	MP 5.85 - 11.28	MP 14.28 - 17.88
	Good:	Very Good:
	MP 11.28 - 12.41	MP 12.41 - 14.28
Freight routes	Reduction review route (ORS 366.215)	
Bridges (MP): bridge rating (0-100)	MP 10.55: 83	
	MP 14.31: 62.3	

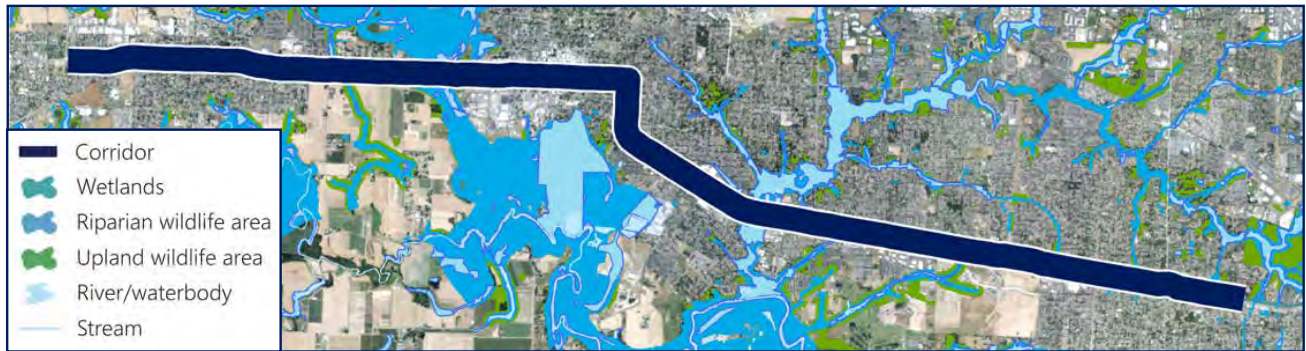
## Current roadway classification

Federal	Urban Other Principal Arterial (NHS)
State	Statewide Highway, District Highway, STA from 10th Ave to 20th Ave
Recommended future state classification**	District Highway
Metro	Major Arterial
Local	Arterial
	Principal Arterial

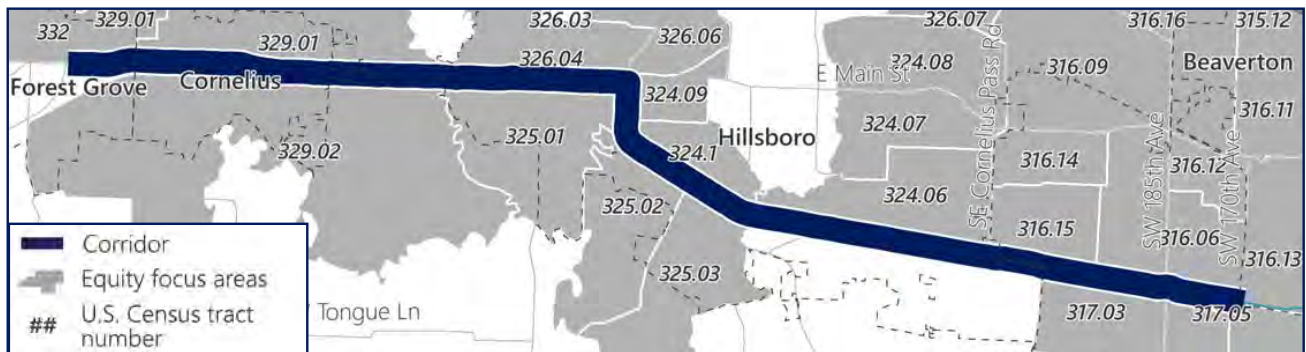
## Demographics

Population	71,491
Employment	28,793

### Environmental



### Metro equity focus areas\*



### Regional land use and transportation



- Corridor
- County boundary
- City boundary
- Arterials
- TriMet MAX line
- 2040 corridor
- Central city
- Regional center
- Town center
- Employment areas
- Industrial areas
- Regionally significant industrial areas
- Neighborhoods
- Urban reserves
- Rural reserves
- Parks & open space
- River/waterbody
- Not designated

\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

# Attachment E

## Washington County (OR 8)

### Upcoming Projects

Funded in adopted capital improvement program

Project name	Project Cost	Location
(STIP 18-21) OR8 at OR219 and SE 44th – SE 45th Ave, Hillsboro (18791)	\$500,000	MP 10.12 & 13.21
(STIP 18-21) OR8 SW Adams Ave – SE 10th Ave and SE Baseline St – SE Maple St (18004)	\$557,227	MP 12.5 - 13.3
(STIP 18-21) OR8 Corridor Safety & Access to Transit (18839)	\$1,844,000	MP 1.14 - 7.8
(STIP 21-24) OR8 at River Rd (20451)	\$2,649,465	MP 11.7 - 11.75
(STIP 21-24) OR8 at 174th Ave, Armco Ave, Main St and A&B Row (21608)	\$2,750,000	MP 13.91 - 13.93
Hillsboro/Washington County – Century Boulevard/TV Highway Intersection (County MSTIP)	\$3,000,000	MP 9.08
(STIP 18-21) OR8 Corridor Safety & Access to Transit (18839)	\$3,742,902	MP 3.2 - 10.8
(STIP 21-24) OR8 at 174th Ave, Armco Ave, Main St and A&B Row (21608)	\$5,189,285	MP 6.07

### Segment Photos



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# Attachment E



## Corridor summary

OR 10 extends from Portland to Beaverton to unincorporated Washington County. The section of OR 10 (Farmington Road) in this assessment is a 1.5-mile stretch in Washington County. Most of Farmington Road has already been transferred from ODOT to Washington County. If this segment is transferred, the entire roadway would be an arterial owned and managed by the County. Land use along this section of Farmington Road is primarily residential with a couple of pockets of commercial enterprises at SW Kinnaman Road at the easternmost end and SW 185th Avenue to the west. There are safety concerns – crashes are frequent and there are many driveways and other conflict points along the corridor. Only about 25 percent of the corridor has standard sidewalks. There are two non-frequent bus routes on this corridor. The areas along the full corridor has higher rates of people of color and people with low income than Metro region averages. The pavement condition is fair with inconsistent facilities for people biking.

## Multimodal network

### Pedestrian network

Listed as a Metro Pedestrian Parkway and Regional Pedestrian Corridor

Sidewalk gaps (miles)	1.2
Substandard sidewalk (miles)	0.5
Sidewalk meets standard (miles)	0.4
Crossings	2

### Bicycle network

Listed as Metro Bicycle Parkway

Bike facility gaps (miles)	1.4
Substandard bike facility (miles)	0.3
Bike facility meets standard (miles)	0.1

### TriMet routes

Route	Frequency	Ridership (weekly)
52	Standard	25,550
88	Standard	8,950

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	34 total

## Corridor data

Length	1.5 miles
Speed limit	30 - 35 mph
Number of lanes	2
Major intersections*	2
Pavement condition	Fair: MP 5.88 – 7.38
Freight routes	None
Bridges (MP): bridge rating (0-100)	MP 7.14: 98.5

## Current roadway classification

Federal	Urban Other Principal Arterial (NHS)
State**	District Highway
Metro	Major Arterial
Local	Arterial

## Demographics

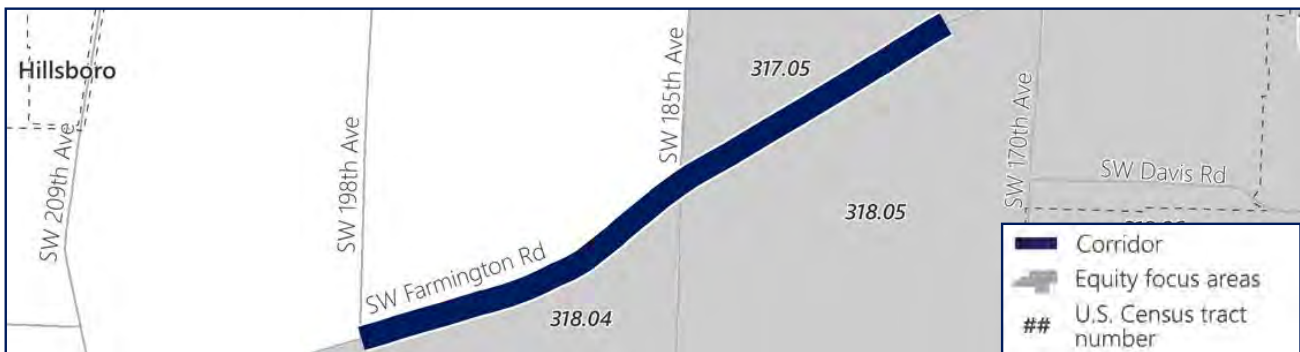
Population	17,646
Employment	1,374

\* Major intersection defined as two arterial roadways intersecting  
 \*\* Current roadway function is consistent with the OHP definition, therefore Metro does not recommend an OHP reclassification.

### Environmental



### Metro equity focus areas\*



### Regional land use and transportation



- |                 |   |
|-----------------|---|
| Corridor        | Employment areas                        |
| County boundary | Industrial areas                        |
| City boundary   | Regionally significant industrial areas |
| Arterials       | Neighborhoods                           |
| TriMet MAX line | Urban reserves                          |
| 2040 corridor   | Rural reserves                          |
| Central city    | Parks & open space                      |
| Regional center | River/waterbody                         |
| Town center     | Not designated                          |

\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

# Attachment E

Washington County (OR 10)

## Upcoming Projects

Funded in adopted capital improvement program  
No projects along segment.

## Segment Photos





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# Attachment E



## Corridor summary

OR 99W in the Metro region extends from Portland through Tigard, King City, unincorporated Washington County and Tualatin to Sherwood. It is the gateway to the Metro area for those traveling north from Yamhill County or the coast. The section of OR 99W in this assessment is within Tigard, Tualatin and Washington County. The commercial character of OR 99W changes from numerous driveways in Tigard to more controlled access in Sherwood. There is a high frequency of crashes on this corridor. Pavement condition is very good in the Tualatin section of this corridor. Bus transit service (routes #93 and #94) is standard. This area has a low percentage of historically marginalized people compared to the regional average. OR 99W in this section passes by the Tualatin River National Wildlife Refuge. The corridor has a moderate level of planned and funded improvement projects.

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway

Sidewalk gaps (miles)	2.3
Substandard sidewalk (miles)	0.4
Sidewalk meets standard (miles)	0.4
Crossings	10

### Bicycle network

Listed as Metro Bicycle Parkway

Bike facility gaps (miles)	0
Substandard bike facility (miles)	2.9
Bike facility meets standard (miles)	0.1

### TriMet routes

Route	Frequency	Ridership (weekly)
93	Standard	4,620
94	Standard	11,700

\* Major intersection defined as two arterial roadways intersecting

\*\* Based on comparison of current roadway function to OHP definitions, Metro recommends changing the OHP roadway classification.

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	38 total

## Corridor data

Length	3 miles	
Speed limit	45 - 55 mph	
Number of lanes	2	
Major intersections*	2	
Pavement condition	Poor:	Good:
	MP 11.49 – 12.1	MP 12.1 – 14.53
Freight routes	Very Good:	
	MP 12.1 – 14.53	
Bridges (MP): bridge rating (0-100)	MP 12.18: 60.4	MP 15.62: 74.6
	MP 12.2: 60.2	

## Current roadway classification

Federal	Urban Other Principal Arterial
State	Statewide Highway
Recommended future state classification**	District Highway
Metro	Major Arterial
	Arterial
Local	Principal Arterial
	Major Arterial

## Demographics

Population	14,193
Employment	5,490

### Environmental



### Metro equity focus areas\*



### Regional land use and transportation



- |                 |   |
|-----------------|---|
| Corridor        | Employment areas                        |
| County boundary | Industrial areas                        |
| City boundary   | Regionally significant industrial areas |
| Arterials       | Neighborhoods                           |
| TriMet MAX line | Urban reserves                          |
| 2040 corridor   | Rural reserves                          |
| Central city    | Parks & open space                      |
| Regional center | River/waterbody                         |
| Town center     | Not designated                          |

\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

# Attachment E

## Washington County (OR 99W)

### Upcoming Projects

Funded in adopted capital improvement program

Project name	Project Cost	Location
(STIP 21-24) OR99W Rock Creek Bridge (21712)	\$763,184	MP 13.82 - 13.84
(STIP 21-24) OR99W Tualatin River Northbound Bridge (20471)	\$2,302,900	MP 12.14 - 12.23

### Segment Photos



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# Attachment E



## Corridor summary

OR 141 extends from Beaverton through unincorporated Washington County, Tigard, Durham, and Tualatin to Wilsonville. The segment of OR 141 (SW Hall Boulevard/ Upper Boones Ferry Road) in this assessment is in Beaverton, Washington County, Tigard, Durham and Tualatin. Hall Boulevard and Upper Boones Ferry Road's historic function, providing north/south through travel has largely been replaced by OR 217 and Interstate 5. Adjacent land uses are regional center, town center, employment, industrial and neighborhood designations. Crash frequency is low, though there is a high number of driveways and cross streets creating conflict points. Bus transit service ranges from frequent in Tigard to standard elsewhere along the corridor. OR 141 in Beaverton, unincorporated Washington County and parts of Tigard have high rates of people of color, people with low-incomes and people with limited English proficiency compared to regional averages. The pavement condition ranges from poor to good. OR 141 crosses an environmentally sensitive area at the Tualatin River at the south end of this corridor in Tualatin. The corridor has a low level of planned and funded improvement projects.

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway	
Sidewalk gaps (miles)	2.2
Substandard sidewalk (miles)	3.9
Sidewalk meets standard (miles)	1.9
Crossings	20

### Bicycle network

Listed as Metro Bicycle Parkway	
Bike facility gaps (miles)	1.7
Substandard bike facility (miles)	2.8
Bike facility meets standard (miles)	5.2

### TriMet routes

Route	Frequency	Ridership (weekly)
43	Standard	1,600
76	Frequent	15,100
78	Standard	13,980
96	Standard	6,500

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	45 total

## Corridor data

Length	5.9 miles	
Speed limit	30 - 40 mph	
Number of lanes	2 - 4	
Major intersections*	10	
Pavement condition	Poor: MP 2.57 – 7.07	Good: MP 7.69 – 8.88
Freight routes	None	
Bridges (MP): bridge rating (0-100)	MP 2.71: 58.1 MP 4.24: 96.2 MP 4.71: 93.5	MP 5.73: 83.6 MP 8.88: 93.7

## Current roadway classification

Federal	Urban Minor Arterial
State**	District Highway, STA from SW Hemlock St to SW Scholls Ferry Rd
Metro	Major Arterial, Minor Arterial
Local	Arterial Major Arterial

## Demographics

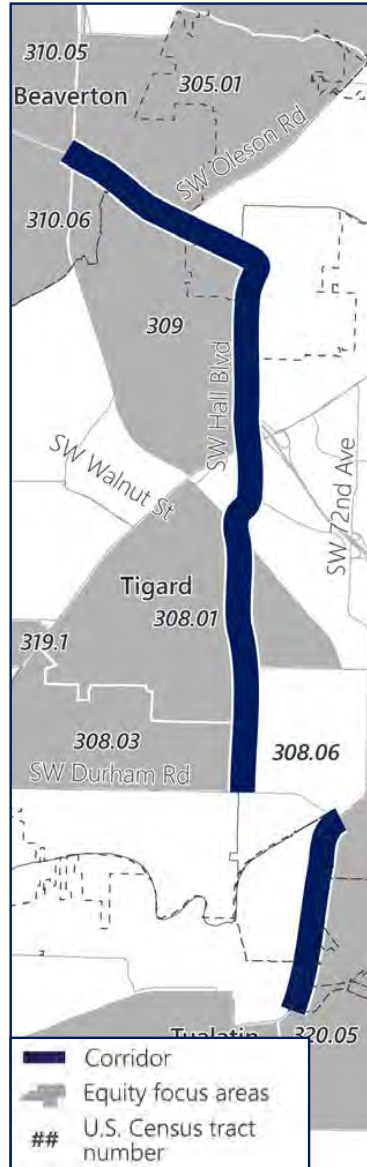
Population	28,413
Employment	49,189

\* Major intersection defined as two arterial roadways intersecting  
 \*\* Current roadway function is consistent with the OHP definition, therefore Metro does not recommend an OHP reclassification.

Environmental



Metro equity focus areas\*



Regional land use and transportation



\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

# Attachment E

## Washington County (OR 141)

### Upcoming Projects

Funded in adopted capital improvement program

Project name	Project Cost	Location
(STIP 21-24) OR210 SW Scholls Ferry Rd – SW Hall Blvd ITS (21121)	\$835,841	MP 2.57 - 2.84

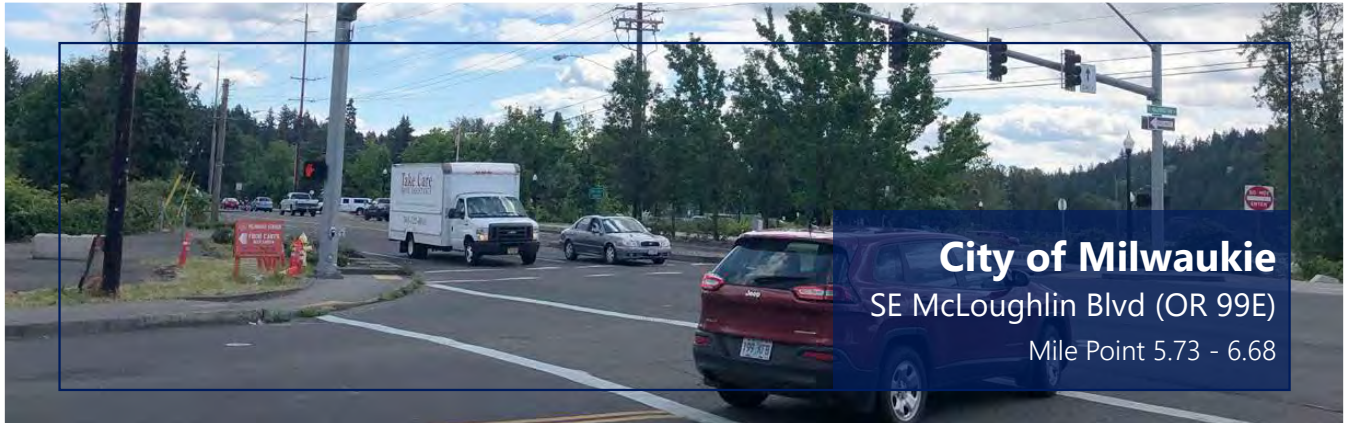
### Segment Photos





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# Attachment E



## Corridor summary

OR 99E extends from Portland through Milwaukie and Gladstone to Oregon City in the Metro area. The section of 99E in this assessment is within Milwaukie and is known as McLoughlin Boulevard. McLoughlin Boulevard travels through a mix of commercial and neighborhood land uses. This corridor has a high crash rate with a moderate number of conflict points. TriMet bus line #33 provides frequent service on McLoughlin Boulevard from Portland to Oregon City. Three other bus lines provide standard service on some sections of McLoughlin Boulevard. The adjacent area has a higher rate of people of color who are unemployed and people with low incomes or unemployed persons compared to the Metro averages. This corridor travels over Kellogg Creek, which is connected to a dam that the City would like to remove. The corridor has a low level of planned and funded improvement projects, though a recent project improved pavement condition to fair.

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway

Sidewalk gaps (miles)	0.4
Substandard sidewalk (miles)	0.5
Sidewalk meets standard (miles)	0.3
Crossings	5

### Bicycle network

Listed as Metro Bicycle Parkway and Regional Bikeway

Bike facility gaps (miles)	0.4
Substandard bike facility (miles)	0
Bike facility meets standard (miles)	0.8

### TriMet routes

Route	Frequency	Ridership (weekly)
29	Standard	800
33	Frequent	31,060
34	Standard	2,800
99	Standard	4,000

## Safety

Listed as a Metro High Crash Corridor?	Yes
Number of ODOT SPIS sites	10 total

## Corridor data

Length	0.9 miles
Speed limit	30 - 40 mph
Number of lanes	4
Major intersections*	3
Pavement condition	Fair: MP 5.73 – 6.68
Freight routes	Reduction review route (ORS 366.215)
Bridges (MP): bridge rating (0-100)	MP 5.97: 82.1

## Current roadway classification

Federal	Urban Other Principal Arterial (NHS)
State**	District Highway
Metro	Major Arterial
	Arterial
Local	Principal Arterial
	Major Arterial
	Regional Route

## Demographics

Population	10,908
Employment	5,730

\* Major intersection defined as two arterial roadways intersecting  
 \*\* Current roadway function is consistent with the OHP definition, therefore Metro does not recommend an OHP reclassification.

# Attachment E

## City of Milwaukie (OR 99E)

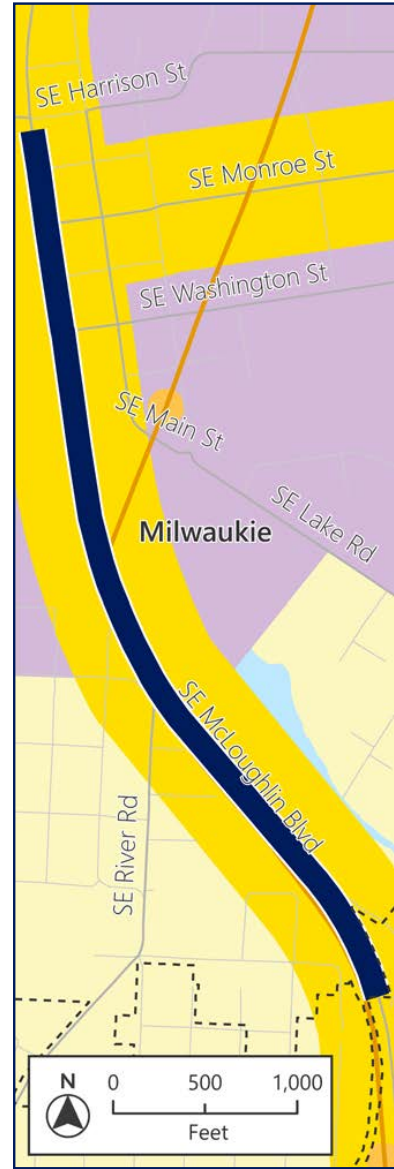
Environmental



Metro equity focus areas\*



Regional land use and transportation



\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

- Corridor
- County boundary
- City boundary
- Arterials
- TriMet MAX line
- 2040 corridor
- Central city
- Regional center
- Town center
- Employment areas
- Industrial areas
- Regionally significant industrial areas
- Neighborhoods
- Urban reserves
- Rural reserves
- Parks & open space
- River/waterbody
- Not designated

# Attachment E

City of Milwaukie (OR 99E)

## Upcoming Projects

Funded in adopted capital improvement program  
No projects along segment.

## Segment Photos



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# Attachment E



## Corridor summary

OR 43 in the Metro region extends from Portland through unincorporated Multnomah County and Lake Oswego to West Linn. The section of OR 43 (Willamette Drive) in this assessment is within West Linn. The City has expressed interest in jurisdictional transfer if key safety and maintenance improvement projects are completed in the future. A \$6 million project is funded and in the design phase to add a cycle track and sidewalk along Willamette Drive from Arbor Drive to Hidden Springs Road. Residences dominate land use along Willamette Drive in West Linn with commercial enterprises at the southern end at the Willamette River. West Linn is looking at making land use changes to increase development density near the Arch Bridge over the Willamette River and at the Interstate 205/OR 43 interchange. Pavement condition ranges from poor to good. Bus transit service is standard. This section of Willamette Drive has a low rate of historically marginalized communities compared to the Metro regional average. The highway passes through environmentally sensitive areas.

## Corridor data

<b>Length</b>	4.4 miles	
<b>Speed limit</b>	25 - 35 mph	
<b>Number of lanes</b>	2 - 4	
<b>Major intersections*</b>	8	
<b>Pavement condition</b>	Poor: MP 8.04 – 11.29 Good: MP 11.4 – 11.45	Fair: MP 11.29 – 11.4
<b>Freight routes</b>	None	
<b>Bridges (MP): bridge rating (0-100)</b>	MP 11.43: 45.2	

## Multimodal network

### Pedestrian network

Listed as Metro Pedestrian Parkway	
Sidewalk gaps (miles)	2
Substandard sidewalk (miles)	2.3
Sidewalk meets standard (miles)	1.1
Crossings	10

### Bicycle network

Listed as Metro Bicycle Parkway	
Bike facility gaps (miles)	0.2
Substandard bike facility (miles)	3
Bike facility meets standard (miles)	0.9

### TriMet routes

Route	Frequency	Ridership (weekly)
35	Standard	21,110

## Safety

<b>Listed as a Metro High Crash Corridor?</b>	No
<b>Number of ODOT SPIS sites</b>	14 total

## Current roadway classification

<b>Federal</b>	Urban Other Principal Arterial (NHS), Urban Minor Arterial
<b>State</b>	Statewide Highway
<b>Recommended future state classification**</b>	District Highway
<b>Metro</b>	Major Arterial
<b>Local</b>	Principal Arterial Major Arterial

## Demographics

<b>Population</b>	14,035
<b>Employment</b>	3,357

\* Major intersection defined as two arterial roadways intersecting  
 \*\* Based on comparison of current roadway function to OHP definitions, Metro recommends changing the OHP roadway classification.

Environmental



Metro equity focus areas\*



Regional land use and transportation



\*Metro equity focus areas are defined as being above the regional average percent of the population and twice the density of people of color, people who are low-income, and people with disabilities as determined by the Metro 2018 Equity Evaluation.

# Attachment E

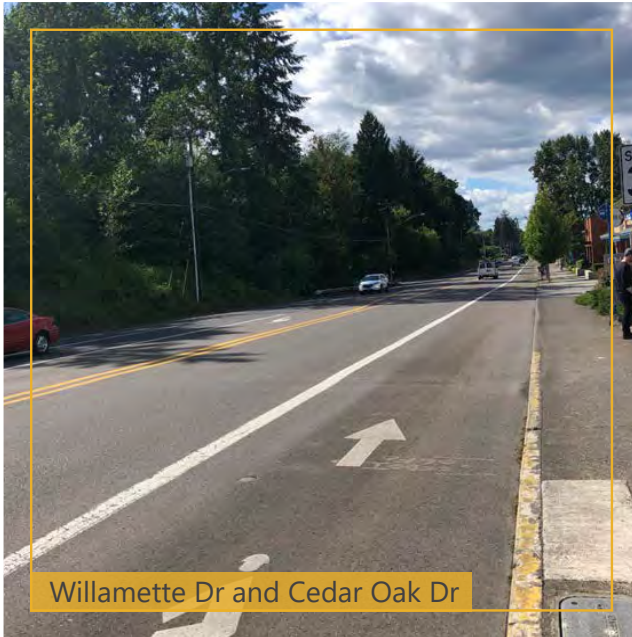
City of West Linn (OR 43)

## Upcoming Projects

Funded in adopted capital improvement program

Project name	Project Cost	Location
(STIP 21-24) OR43 Arbor Dr – Hidden Springs (20329)	\$6,118,203	MP 8.04 - 9.22

## Segment Photos





# ATTACHMENT F - Cost Estimating Methodology

## METRO HIGHWAY JURISDICTIONAL TRANSFER FRAMEWORK

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### Cost Estimating Methodology

Date: October 2019

Subject: Cost Estimating Methodology Memo

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#### 1 Introduction

##### 1.1 Purpose of the Regional Framework for Highway Jurisdictional Transfer

The purpose of the regional framework for highway jurisdictional transfer study (study) is to identify which state-owned routes in greater Portland should be evaluated and considered for a jurisdictional transfer, identify gaps and deficiencies on those routes, regionally tier the routes, and address some of the opportunities and barriers to transfer the tiered routes. For the purposes of this study, jurisdictional transfer (also referred to as interjurisdictional transfer) is the process of changing ownership of a highway right of way from the State to a local jurisdiction – a city or county. The decision framework will serve as a tool for state, regional and local jurisdiction leaders to identify promising candidate roadways for transfer and facilitate successful transfer of roadway ownership. The study is convened by Metro in collaboration with the Oregon Department of Transportation (ODOT).

Metro’s 2018 Regional Transportation Plan (RTP) identified a jurisdictional transfer assessment as a necessary step to help the region meet its equity, safety and multimodal goals. In greater Portland, ownership patterns of streets, roads and highways reflect historical patterns, but do not necessarily reflect current transportation, land use and development needs.

Several arterials in greater Portland were originally constructed to provide connections from farmland to the city (referred to as “farm-to-market” roads). Over time, they grew to become highways. In 1956, the federal government began building the Interstate Highway System (known as the Dwight D. Eisenhower National System of Interstate and Defense Highways) and between 1960 and 1980 the highway system in the Portland area was built. It included limited access facilities such as Interstate (I-)5, I-205 and Highway 26, which provided more efficient long-distance travel options and replaced the function of the existing state system. Since then, much of the land surrounding these highways has evolved to accommodate population growth, new development and diversified land use. As a result, many of the original roads now serve multiple travel needs, providing space for people walking and biking, transit and short-distance travel for vehicles. Roadway designs that were useful last century do not always work for our communities today. Managing these roads that used to function as highways to meet the needs of our communities, especially people of color, people with low-incomes, or limited-English speakers has become increasingly complex.

While their function has changed, for many, their roadway classification and physical design has not; those that remain state highways retain the same classification identified in the 1999 Oregon Highway Plan (OHP), as amended. Transferring non-limited access state highways that function as urban arterials to local jurisdictions would allow them to be operated and maintained consistent with local design

standards that may respond better to modern transportation uses and mobility options, land use and development patterns, and community needs.

## 1.2 Purpose of the memorandum

This memorandum describes a methodology for estimating high-level planning costs associated with transferring ownership of a highway from one jurisdiction to another, typically ODOT to a city or county. It includes methodologies to estimate direct costs (e.g., upgrading roadway elements) and indirect costs (e.g., ongoing maintenance of roadway elements). This methodology is part of a toolkit that establishes a regional approach for how to assess needs and deficiencies for facilities under consideration for transfer and prepare assessments for each corridor segment. For the purposes of this study, a corridor segment is defined as the portion of a highway within a single jurisdiction, while recognizing that jurisdictional transfer can occur for more than one segments or a section of a segment, depending on local context.

The overall cost estimating methodology includes physical and programmatic cost considerations. Physical costs are immediate state of good repair upgrades, identified capital needs, or future maintenance projects that require construction work. Programmatic cost considerations are costs incurred as part of the ownership (i.e., soft costs) and management of a corridor over time. The following four categories address both physical costs and programmatic cost considerations to provide a full understanding of financial implications of jurisdictional transfer.

- State of good repair
- Regionally or locally identified capital needs
- Maintenance and operations
- Soft ownership costs

Subsequent sections of this memorandum describe these four categories.

The study team developed this cost estimating methodology to provide partners with a consistent process for use in developing and understanding the costs associated with a highway jurisdictional transfer in greater Portland. The methodology is based on industry practices, asset management strategies, past jurisdictional transfers, and technical expertise in consultation with ODOT staff and technical experts. Roadways require maintenance, improvements and oversight over the course of ownership. This methodology ensures partners have consistent, necessary tools to consider these variables as local jurisdictions, Metro and ODOT engage in conversations regarding highway jurisdictional transfer.

## 2 Methodology

The cost estimate methodology is a step-by-step process to develop cost estimates for a highway jurisdictional transfer from ODOT to a local jurisdiction; it does not estimate the costs for a specific potential transfer. It is a tool for decision-makers to understand the actual highway transfer costs and future costs (e.g., roadway maintenance). State, regional and local partners can use this methodology to determine near-term improvement costs, the cost of capital needs, long-term maintenance costs, and programmatic costs associated with a highway jurisdictional transfer.

The methodology consists of four components:

1. Establish state of good repair costs
2. Assess known or identified capital needs
3. Identify maintenance and operations costs
4. Identify soft ownership costs

## 2.1 Establish state of good repair costs

This section describes the methodology to evaluate existing conditions of typical corridor elements (e.g., pavement, signal systems, striping, signing, lighting, sidewalks, etc.), identify necessary improvements, develop corridor-based unit costs for improvements, and account for design and delivery costs of bringing the corridor to a state of good repair.

### **Why use a state of good repair approach?**

A state of good repair (SOGR) approach applies a fair cost estimate to determine which roadway elements need to be upgraded so they do not impart unknown costs onto the receiving jurisdiction. At its core, a SOGR approach ensures that all corridor elements function as intended. Corridor elements are components of a roadway facility that serve an important functional need such as pavement, drainage system or signal systems.

Follow these seven steps to bring a corridor segment to a SOGR.

1. Identify and delineate corridor segment
2. Inventory programmed funded projects
3. Agree on SOGR definitions and assessment methods
4. Understand and inventory current maintenance responsibilities
5. Conduct an existing inventory and assess SOGR conditions
6. Determine upgrades
7. Assess upgrade costs

#### Step 1. Identify and delineate corridor segment

The first step to develop a SOGR cost estimate is to determine the corridor length and endpoints for the transfer. Frequently, a highway extends through several jurisdictions. For example, 82<sup>nd</sup> Avenue (OR 213N) extends through two jurisdictions: the City of Portland and Clackamas County. For the purposes of this study, a corridor segment is defined as a portion of a highway within a single jurisdiction.

#### Step 2. Inventory programmed funded projects

Conduct an inventory of current programmed state and local projects at the beginning of the SOGR cost estimate process (e.g., those projects listed in a local Capital Improvement Program (CIP), the Statewide Transportation Improvement Program (STIP), or funded through other mechanisms, such as a Legislative bill or measure that becomes law). Costs for improvements associated with programmed projects are subtracted from a cost estimate because they are already programmed and funded. Include recently completed, under construction, and programmed projects along the highway segment. Improvements can be related to maintenance, upgrades, or replacement of any roadway element along the highway segment.

#### Step 3. Agree on SOGR definitions and assessment methods

SOGR is a condition in which the existing assets for an element are performing their intended purpose. To ensure that both partners use a consistent set of assumptions, ODOT and the local jurisdiction must agree on the SOGR definitions and assessment methods for application. Without agreement, a local jurisdiction and ODOT may have conflicting expectations for SOGR, resulting in differing cost estimates. The typical corridor element SOGR definitions and assessment methods shown in Table 1 are provided as a recommended starting place and have been used in jurisdictional transfer discussions. The local jurisdiction and ODOT should identify any additional elements for consideration, and define each element's SOGR definition. Assessment methods may vary depending on readily-available data regarding the corridor element's condition (see Step 5).

**Table 1. Corridor element descriptions, SOGR definitions, and assessment methods**

Element	Description	State of good repair definition	Assessment methods
Pavement	The hard surface of the roadway that is specifically designed for vehicle traffic.	<ul style="list-style-type: none"> <li>Minimal hairline cracking (i.e., hard to detect)</li> <li>Minor patching and deformation</li> <li>Pavement rutting<sup>1</sup> is less than 0.5 inch deep</li> <li>Ride quality is considered very good and not noticeable to road user</li> </ul>	<ul style="list-style-type: none"> <li>Collect and review data including major maintenance efforts, pavement condition reports, pavement design features, traffic, and climate conditions, and available performance data</li> <li>Conduct field survey to verify pavement conditions with attention given to cracking, deformation, rutting, and ride quality</li> </ul>
Signals and signal systems <sup>2</sup>	The systems that control motor vehicle, bicycle, and pedestrian movements at intersections and crossings. These include vehicle signals, crossing signals, bike signals, and mid-block pedestrian crossing signals such as rectangular rapid flashing beacons (RRFB), pedestrian-activated signals, and high-intensity activated crosswalk (HAWK) signals.	<ul style="list-style-type: none"> <li>Signal does not have a “poor” or “very poor” rating in Oregon’s Traffic Signal Asset Management rating system</li> <li>Pedestrian pushbutton functions</li> <li>Pole and cabinet are in functional condition; hardware is mounted properly; Poles do not have visual structural damage that show significant deformation or cause the pole to lean and functions per their intended purpose</li> <li>For ITS devices, the device and support structures function properly</li> </ul>	<ul style="list-style-type: none"> <li>Review asset management documentation including ODOT’s traffic signal conditions rating system</li> <li>Conduct field survey to assess conditions of aboveground hardware</li> <li>Conduct field survey to assess the physical condition of supports and above ground hardware</li> </ul>

<sup>1</sup> Rutting is a depression or groove worn into a road or path by the travel of wheels.

<sup>2</sup> Traffic signal communications and intelligent transportation systems (ITS) include variable message signs, traffic cameras, Bluetooth readers, and traffic signal communications network connectivity devices.

Element	Description	State of good repair definition	Assessment methods
Pavement markings (striping)	All markings applied to the roadway surface including, but not limited to, lane pavement markings, turn arrows, bike lane markings and bike lane symbols, pavement bars, pavement text, and other markers applied to the roadway surface and paint for curbs (e.g., loading and emergency zones). Raised pavement markers (reflective and non-reflective) and surface-mounted tubular markers are also included.	<ul style="list-style-type: none"> <li>Pavement marking are not worn or missing</li> <li>Pavement markings are consistent with other pavement markings and signs in the corridor conveying information to road users</li> </ul>	<ul style="list-style-type: none"> <li>Conduct field survey of high traffic areas to evaluate wear from traffic and consistency between striping and signs and to develop an overall percentage of pavement marking replacement per section of corridor</li> </ul>
Signage	All regulatory, warning, and guide signs along the roadway used to direct traffic, warn road users of oncoming obstructions, or provide guidance where needed. Includes signs within an approved school zone. Signage includes sign panels, sign supports, and footings.	<ul style="list-style-type: none"> <li>Sign supports and footings function properly</li> <li>Signs are secured properly to a mounting structure</li> <li>Sign's message is legible and not obstructed by heavy wear, graffiti, or damage; sign face is not faded and has reflective background and legend (when required)</li> <li>Signs are consistent with pavement markings in directing road users</li> </ul>	<ul style="list-style-type: none"> <li>Obtain approved school zone documentation and crosswalk closure documentation</li> <li>Conduct visual field survey to assess condition of sign panels, post types, and footings and sight distance and obstructions to visibility</li> <li>Review ODOT's asset management documentation to support field evaluations</li> </ul>
Lighting	All lighting along corridor to intended to provide visibility and safety.	<ul style="list-style-type: none"> <li>Light poles do not have visible structural damage that show significant deformation or cause the pole to lean and function per their intended purpose</li> <li>Light bulbs function properly</li> </ul>	<ul style="list-style-type: none"> <li>Conduct field survey to assess poles/cabinets and light bulbs</li> </ul>

Element	Description	State of good repair definition	Assessment methods
Utilities <sup>3</sup>	All supporting elements to a utility, box, or pipe including the mountings, grates, or any additional part of the utility that can impact the pavement, curb, or concrete. This element is not intended to address the condition or function of a utility to meet its purpose.	<ul style="list-style-type: none"> <li>▪ Condition of surface utility feature, such as manhole covers and valve covers, shows little to no wear and non-slip surfaces are not smooth</li> <li>▪ Pavement around surface utility feature is smooth with minimal cracks</li> <li>▪ Frames and slabs show no holes or cracks that affect function</li> <li>▪ Frame positions are flush to the surface</li> <li>▪ Metal grates are functional and have minimal damage</li> </ul>	<ul style="list-style-type: none"> <li>▪ Conduct field survey to assess existing surface utility features</li> </ul>
Existing Sidewalks	The hard, smooth surface located along the roadway, sometimes separated by a curb and/or a planting strip and swale.	<ul style="list-style-type: none"> <li>▪ No trip hazards that are 0.5 inch or greater</li> <li>▪ No cracks or openings that are 0.5 inch or greater</li> <li>▪ No chipping or general deterioration that creates a depth 0.5 inch or greater</li> </ul>	<ul style="list-style-type: none"> <li>▪ Conduct field survey to assess substandard sidewalks</li> </ul>

<sup>3</sup> In general, utilities are not ODOT-owned assets, but most are located on ODOT right-of-way by permit. Utilities are generally privately or publicly owned by other agencies. Power drops, fiber optic lines, or communications associated with ODOT-owned signals or ITS are not included in this element because they service a definable ODOT asset.

Element	Description	State of good repair definition	Assessment methods
Drainage	<p>All stormwater collection, conveyance, treatment, and disposal facilities including:</p> <ul style="list-style-type: none"> <li>▪ curb and grate inlets</li> <li>▪ catch basins and manholes</li> <li>▪ sedimentation manholes</li> <li>▪ underground injection controls (UICs or sump systems)</li> <li>▪ water quality facilities such as stormwater planters, rain gardens and swales</li> <li>▪ storm sewer pipe</li> </ul>	<ul style="list-style-type: none"> <li>▪ The drainage facility operates properly</li> <li>▪ Functional amount of sediment accumulation</li> <li>▪ Functional amount of rust, pitting, or erosion on pipes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Review ODOT Maintenance log of identified stormwater runoff locations</li> <li>▪ Conduct field survey to inspect existing surface drainage</li> </ul>
Structures	<p>All features designed to physically support a roadway, features designed to retain and protect a roadway, and features designed to withstand a required loading including:</p> <ul style="list-style-type: none"> <li>▪ bridges</li> <li>▪ walls</li> <li>▪ sound walls</li> <li>▪ traffic and lighting structures</li> </ul>	<ul style="list-style-type: none"> <li>▪ Structural ratings meet expected functionality for existing features</li> <li>▪ No visible structural damage that shows significant deformation</li> <li>▪ No excessive out of plane deflection</li> <li>▪ No excessive corrosion</li> <li>▪ No excessive concrete deterioration</li> </ul>	<ul style="list-style-type: none"> <li>▪ Review ODOT maintenance logs of identified issues</li> <li>▪ Review in-service inspection report</li> <li>▪ Review ODOT load ratings and structural deficiencies, if available</li> <li>▪ Conduct a field survey to inspect condition of structural elements, if needed</li> </ul>



#### Step 4. Understand and inventory current maintenance responsibilities

Given the history of the state highway system in Oregon, maintenance responsibilities are nuanced and important to understand. In some instances, ODOT owns the highway right-of-way, but specific elements may be owned or maintained by the local jurisdiction. For example, ODOT owns curb-to-curb on US 26 (Inner Powell), but the City of Portland owns the sidewalks and maintains the vegetation, medians, some signs, and some lighting. If a given roadway element is already maintained or owned by the receiving local jurisdiction, a cost estimate to transfer that element is not necessary because the local jurisdiction already maintains those responsibilities.

#### Step 5. Conduct an existing inventory and assess SOGR conditions

After SOGR is defined, inventory the existing roadway elements. This involves field visits during which qualified field engineers physically inspect each element to determine its condition. Collect data spatially to ensure that specific geographic constraints (e.g., the presence of historic buildings or protected habitats) are considered and that future proposed upgrades are not in conflict with each other. A geographic information system (GIS) application is an effective tool to record data geospatially. Include pictures and detailed notes from field work to ensure the appropriate upgrade and cost estimate can be applied and verified.

As the roadway elements are inventoried, rate the data based on the defined SOGR as “good,” “fair,” or “poor.” If an element is rated “good,” it meets or exceeds the established SOGR definition. If an element is rated “fair,” it does not meet the SOGR definition and requires minor repair. If an element is rated “poor,” it does not meet the SOGR definition and requires moderate or major repair or replacement. For example, sidewalk would be rated “fair” if it has a crack that exceeds the allowed thickness, but only requires minor crack repair and does not require full replacement. It would be rated “poor” if the crack is such that a full sidewalk replacement is required.

#### Step 6. Determine upgrades

Determine upgrades based on the roadway element’s rating. This requires determining necessary upgrades for each of the “fair” and “poor” roadway elements to bring that element to a SOGR. For example, when evaluating pavement markings an upgrade for striping that is rated as “fair” because it is generally faded but recognizable could be a spot treatment. An upgrade for striping that is rated as “poor” because it is missing or illegible could be a remove and restripe. Document a description of each proposed upgrade, including any details crucial for the cost estimate such as areas of repair (e.g., length of repaved pavement), anticipated work components, and potential impacts to other elements. For consistency, use corridor-based upgrades. Corridor-based upgrades are standardized work packages with a consistent set of upgrades needed to bring an element up to “good” SOGR. The corridor-based upgrades are defined such that they can be applied to reoccurring deficiencies along the corridor. This will simplify the applied upgrades and avoid unique upgrades for each deficiency. After identifying each of the proposed upgrades, document the quantities.

#### Step 7. Assess upgrade costs

Determine upgrade costs using an agency’s programmatic-based estimates for specific elements or corridor-based unit costs. Programmatic estimates are commonly used by agencies to scope projects and forecast upcoming work such as resurfacing roadways. These programmatic estimates can be used to address identified upgrades. Corridor-based unit costs identify typical conditions along the corridor, define the required work for an upgrade and use unit bid prices to determine a total unit cost for the upgrade. The cost estimator should apply a cost to each of the identified treatments and provide a description of work and assumptions included in each upgrade cost. The cost estimator should also

include costs to implement the upgrades. Implementation costs are typically defined as a percentage of the total upgrade costs and include the following:

- Mobilization: cost for a contractor to mobilize crews, equipment and materials to a project site
- Traffic control: cost for the contractor to maintain traffic during construction
- Preliminary engineering: cost to design proposed upgrades
- Utility relocations: cost to relocate utilities that have prior rights such as easements or past agreements that would require an agency to pay for or reimburse the utility to relocate any conflicts
- Right-of-way: cost of permanent and temporary impacts to right-of-way for proposed upgrades
- Construction management: cost to provide management and inspection during construction
- Contingency: general contingency to account for known and unknown costs that have not been identified or defined including hazardous materials
- Inflation: cost of the natural reduction in the value of a dollar over time

## 2.2 Capital Needs

In addition to state of good repair, it is important to account for capital needs identified in regional and local plans, programs, needs assessments or safety audits, per mutual discussion between ODOT and local jurisdictions. These identified, but unfunded, improvements require consideration as the agencies estimate and negotiate the costs associated with transfer. For example, in the 2018 RTP, local jurisdictions identified approximately \$800 million in capital projects on ODOT highways in the region. Each local jurisdiction used an identified RTP “allocation” to prioritize a larger list of capital projects identified in the 2018 RTP. The following capital needs are common local priorities to consider when estimating the cost to transfer:

- Crossings and lighting near key community places (e.g., schools, libraries, community centers)
- Medians at high crash locations
- Enhanced transit stops or safety improvements around transit stops
- Missing connections or gaps in the bicycle and pedestrian networks
- Improvements identified for safe routes to school and the Safe Routes to School (SRTS) program
- Other modernization improvements

In addition to the list of common capital needs, ODOT and the local jurisdiction may consider the costs associated with Americans with Disabilities Act (ADA) compliance. ADA compliance can be assessed by reviewing ODOT ADA inventory data and conducting ADA compliance assessments. It includes the following:

- ADA ramp compliance
- ADA clear width compliance
- ADA running grade and lateral grade compliance
- ADA sidewalk compliance

## 2.3 Maintenance and operation costs

This section describes the methodology to determine likely long-term maintenance costs for a corridor segment. Cost considerations include routine inspections of the corridor, basic maintenance of existing conditions, long-term improvement needs and contingency costs associated with potential asset damage due to unforeseen events or conditions. Maintenance and operation costs provide a forecast for future costs after a highway jurisdictional transfer is complete and should be considered during

negotiations. Local jurisdictions may consider contracting maintenance and operation responsibilities to other agencies. Costs associated with these arrangements should be considered.

As described in Table 2, maintenance and operation costs are categorized by (1) inspection and maintenance costs, (2) staff training, (3) operational costs, and (4) unforeseen repairs and replacements.

**Table 2. Maintenance and operation costs**

Cost	Description
Inspection and maintenance costs	Inspecting and maintaining pavement, structures, signals, and other roadway elements requires time, equipment, and expertise. The local jurisdiction will be responsible for inspection and maintenance and all costs associated with them, including equipment. Develop an inspection and maintenance schedule for the corridor elements based on expected useful life. The schedule must include inspection frequency, inspection time, and inspection equipment needed as well as short-term and long-term maintenance projects.
Staff training	Operating and maintaining certain corridor elements may require focused training. Local jurisdictions may acquire elements that they have not used or maintained in the past, and they will need to invest in staff training time and equipment to effectively maintain these elements. Identify any new skills needed to inspect and maintain corridor elements, determine the number of staff that need the new skills, and determine costs for training.
Operational costs	Long-range operation costs come with new elements and need to be considered by local jurisdiction. Operation costs could include electricity costs to power specific elements, traffic management operation costs to manage additional signals along the segment corridor, or incident response costs to handle the increase in traffic and potential collisions caused by that traffic.
Unforeseen repairs and replacements	Additional costs will occur when an unforeseen event requires the repair or replacement of roadway elements. For example, a jurisdiction will need to have available funds for a full signal replacement in the event that a collision destroys it.

## 2.4 Ownership costs

This section describes the methodology used to determine non-physical soft costs of owning the corridor segment. These costs are overarching, indirect costs associated with the acquisition of any new roadway to effectively manage it consistent with the local jurisdiction's defined policies and goals. While these costs do not directly inflate the cost of transferring a highway from ODOT to a local jurisdiction, they need to be considered for the increase in staff time and skills required to own them.

As described in Table 3, ownership costs are categorized by (1) increase in liability, (2) access management reviews, (3) programming and planning, and (4) reporting obligations.

**Table 3. Ownership costs**

<i>Cost</i>	<i>Description</i>
Increase in liability	Receiving a major roadway may increase the liability of the jurisdiction that owns and maintains them and therefore will increase costs associated with that increase in liability. Liability costs manifest mostly as insurance costs that protect the local jurisdiction from these sorts of events.
Access management reviews	With a new roadway, the local jurisdiction will likely have increased demand for access management. This will increase the level of effort that the local jurisdiction’s current access management department undertakes, and, given the functional class of the transferred roadway, could have higher costs attached to it.
Programming and planning	Planning and programming for a major corridor can increase the ownership costs associated with the roadway. Major roadways often have specific corridor plans to go along with their specific needs. Staff time and expertise are necessary to create the plan; design of the roadway elements, and updated maps.
Reporting obligations	Some corridors may have certain designations that require monitoring and reporting to ODOT or federal agencies such as freight corridors or “life-line” corridors. The local jurisdiction should understand those designations and the staff time needed to properly manage them.

### 3 Conclusion

Developing costs to support a highway jurisdictional transfer includes many considerations. This methodology establishes a baseline approach to determine costs that is founded on fundamental agreements between a local jurisdiction and ODOT. This approach will provide the costs and necessary supporting information for decision-makers to engage in negotiations for a highway jurisdictional transfer.

## Appendix A. List of Acronyms

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ADA	Americans with Disabilities Act
CIP	Capital Improvement Project
GIS	Geographic Information System
ITS	Intelligent transportation system
ODOT	Oregon Department of Transportation
RTP	Regional Transportation Plan
SOGR	State of good repair
SRTS	Safe Routes to School
STIP	Statewide Transportation Improvement Program

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# ATTACHMENT G - Roadway Classification Change Recommendations

## METRO HIGHWAY JURISDICTIONAL TRANSFER FRAMEWORK

### Oregon Highway Plan (OHP) Roadway Classification Change Recommendations

Date: January 2020

#### 1 Context and Recommendations

##### 1.1 Purpose of the study and memorandum

The purpose of the regional framework for highway jurisdictional transfer study (study) is to identify state-owned routes in greater Portland that may be best suited for jurisdictional transfer from a technical or jurisdictional readiness standpoint. For the purposes of this study, jurisdictional transfer (also referred to as interjurisdictional transfer) is the process of changing ownership of a highway right of way from the State to a local jurisdiction – a city or county. The study will serve as a decision framework for state, regional and local jurisdiction leaders to identify promising candidate roadways for transfer and facilitate successful transfer of roadway ownership. The study is convened by Metro in collaboration with the Oregon Department of Transportation (ODOT).

As a parallel effort, Metro and ODOT are reviewing existing state-owned arterial highways and their Oregon Highway Plan (OHP) roadway classifications within the Portland Metropolitan Planning Area (MPA) to identify those that no longer function consistent with their OHP classification. OHP roadway classifications inform the applicable highway mobility standards, access management standards and maintenance investment levels for state-owned roadways. **This memorandum provides recommendations to the Oregon Transportation Commission (OTC) about which state-owned arterial highways in the Portland MPA may be considered for reclassification to better align their functions and classifications.** The first step in the process is defining the facilities that no longer serve a statewide function and therefore have generally been given lower priority for state funding to build needed bike lanes, sidewalks and other designs that focus more on access than mobility.

This memorandum is organized to provide OTC with reclassification recommendations and the rationale to reach those recommendations:

- Section 1: Context and Recommendations
  - Section 1.1: Purpose of the Study and Memorandum
  - Section 1.2: Summary of Recommendations
- Section 2: Recommendations and Rationale
  - Section 2.1: Process to Develop Recommendations and Rationale
  - Section 2.2: Results

##### 1.2 Summary of recommendations

Figure 1 shows the current OHP classifications for all state-owned arterial highways (arterial highways) in the Portland MPA. All arterial highways in the MPA are classified by the OHP as Statewide, Regional or



District and retain the same classification identified in the 1999 OHP, as amended. Based on their current function, the study team recommends reclassifying the following arterial highways from Statewide to District:

- OR 8 (Tualatin Valley Highway) from mile point (MP) 2.9 to 17.9<sup>1</sup>
- OR 43 (Oswego Highway) from MP 6.13 to 11.29
- OR 99W (Pacific Highway West) from MP 7.4 to 14.5<sup>2</sup>
- OR 99E (Pacific Highway East) from MP 1.5 to 5.5

Figure 2 shows the arterial highways recommended for reclassification.

Based on the evaluation in Section 2.2, the study team does not recommend reclassifying any arterial highways from Statewide to Regional, Regional to District, District to Regional or Regional to Statewide. The arterial highways that are not recommended for reclassification are listed in Table 3 in Section 2.2.

## 2 Recommendations and Rationale

### 2.1 Process to develop recommendations and rationale

The study team compared the highways' existing classifications with their existing functions. Table 1<sup>3</sup> lists the classification definitions, as defined by OHP Action 1A (1999, as amended). For the arterial highways with inconsistent classification and functions, the study team assessed the existing function to recommend an appropriate classification.

ODOT Procedure PLA 03-01: Process for Classifying or Reclassifying Highways in the Statewide Highway System provides the following guidance to determine the appropriate highway classifications.

- Examine current and projected conditions as they relate to:
  - Current function of the state arterial highway locally and in relation to the state highway system, including how it relates to the movement of freight and oversize loads through the state
  - Existing and planned land uses and zoning in the vicinity of the facility
  - Indicators of a change in function since an earlier classification decision was made, such as a change in average daily trips, increased congestion, redevelopment or rezoning in the vicinity facility
  - Future local, regional and statewide travel and freight transport needs.

The study team examined the following characteristics, consistent with PLA 03-01 direction, to inform the reclassification recommendations.

- Change in planned regional land use, as identified by Metro's 2040 Growth Concept<sup>4</sup>
- Redundant freight routes
- Current function of the arterial highway as it relates to the surrounding state highway system

<sup>1</sup> The "Moving Forward TV Highway Enhanced Transit and Access Plan" is currently underway (expected completion by June 2020) and may impact the recommendation in this memo.

<sup>2</sup> Scoping for a 99W Corridor plan is underway, which could impact the recommendation in this memo.

<sup>3</sup> For reference, Table 1 also lists the 2018 Regional Transportation Plan (RTP) classifications that correspond with each OHP classification in the Portland MPA.

<sup>4</sup> The 2040 Growth Concept Map, adopted in the 2000 RTP, spatially portrays the hierarchical land use and transportation components that support the region's long-range plan for addressing expected growth while preserving the region's livability. The 2040 Growth Concept Map was last updated in 2014. The updated 2014 Growth Concept Map reflects how the region's land use and transportation has changed since 2000. The Growth Concept Map guides both current and future land use and transportation.

- Transit presence and ridership over time<sup>5</sup>
- Change in number of public destinations over time<sup>6</sup>
- Population and employment growth over time<sup>7</sup>
- Change in people of color (POC) population over time<sup>8</sup>

**Table 1. OHP Action 1A roadway classifications and corresponding RTP classification in Portland MPA**

OHP Roadway Classification	OHP Roadway Classification Definition	Corresponding RTP Classification
<b>Interstate Highways</b>	Provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area. The Interstate Highways are major freight routes and their objective is to provide mobility. The management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.	Throughway
<b>Statewide Highways</b>	Typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal. Inside Special Transportation Areas (STAs), local access may also be a priority.	Throughway Major Arterial

<sup>5</sup> The study team compared fall 2000 ridership data with fall 2019 ridership data (TriMet publishes ridership data on a quarterly basis) for each TriMet transit line that operates along the arterial highway segment (not including those that cross the highway). Some routes operating along the segment in 2019 did not operate in 2000, and vice versa. For these routes, the study team analyzed comparable lines to understand the relative change in ridership.

<sup>6</sup> The study team gathered data on schools and parks located within 500 feet of the arterial highway centerline as a point of information.

<sup>7</sup> The study team gathered population data from the American Community Survey (ACS) for 2000 and 2017 and employment data from OnTheMap for 2002 (the oldest available data) and 2017. The team gathered ACS and OnTheMap data for all census tracts directly adjacent to the arterial highway.

<sup>8</sup> The study team gathered POC population data from ACS for 2000 and 2017. The team gathered ACS data for all census tracts directly adjacent to the arterial highway. It is important to understand a change in POC population in consideration of investment, maintenance management and the current state of a roadway in order to capture potential Environmental Justice and Civil Rights issues. Historically, public investments have been lower in communities of color over time.

OHP Roadway Classification	OHP Roadway Classification Definition	Corresponding RTP Classification
<b>Regional Highways</b>	Typically provide connections and links to regional centers, Statewide or interstate Highways, or economic or activity centers of regional significance. The management objective is to provide safe and efficient, highspeed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways. Inside STAs, local access is also a priority. Inside Urban Business Areas, mobility is balanced with local access.	Throughway
<b>District Highways</b>	Facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. Inside Urban Business Areas, mobility is balanced with local access.	Throughway Major Arterial Minor Arterial

## 2.2 Results

Table 2 lists the arterial highways in the Portland MPA that currently have inconsistent classifications and functions along with rationale for the change. The table provides the existing classification, the recommended classification and the corresponding rationale based on the characteristics listed in Section 2.1.

Table 3 lists the arterial highways in the Portland MPA that have consistent classifications and functions; no reclassification is recommended.

The study team looked holistically at the highway classifications map in the Portland MPA (Figure 1) to determine arterial highways that may have inconsistent classifications and functions. Such arterial highways have known changes in adjacent land use over time, including increases in population and employment, and currently function as local streets (i.e., serve local transit and trips, and have identified alternative freight routes).

The arterial highways with multiple classifications are evaluated by segment according to their OHP classifications, delineated by start and end mile points (MPs). Each segment is evaluated separately.

**Table 2. State-owned arterial highways with inconsistent classification and function and recommended reclassification**

Highway Number and Name (start Mile Point and end Mile Point)	Current OHP Classification (current RTP Classification)	Recommended classification	Rationale for recommended classification
OR 8: TV Highway (2.8 -17.9)	Statewide (Major Arterial)	District	<ul style="list-style-type: none"> <li>▪ <b>Land use:</b> 2014 updates to the 2040 Growth Concept Map (adopted in 2000) include:               <ul style="list-style-type: none"> <li>○ a new town center at Aloha</li> <li>○ increased neighborhood land use between Aloha and Hillsboro in replace of urban reserves</li> <li>○ increase in regional center land use around Hillsboro</li> <li>○ a new town center at Cornelius</li> </ul> </li> <li>▪ <b>Redundant freight route:</b> US 26 (NW Sunset Highway) provides a parallel OHP designated freight route that serves to carry goods and people from the center of the region to the eastern portion</li> <li>▪ <b>Function within highway system:</b> The arterial highway carries vehicles from OR 217 (Statewide highway) to OR 47 (Regional and Statewide highway)</li> <li>▪ <b>Transit</b> <ul style="list-style-type: none"> <li>○ Total ridership (lines 57, 58 and 61): 19% increase from 7,280 passengers (fall 2000) to 8,670 passengers (fall 2019)</li> <li>○ Ridership for line 57 (runs the entire segment): 38% increase from 5,120 passengers (fall 2000) to 7,080 passengers (fall 2019)</li> </ul> </li> <li>▪ <b>Public destinations</b> <ul style="list-style-type: none"> <li>○ # of schools: 125% increase from 4 (2000) to 9 (2019)</li> <li>○ # of parks: 141% increase from 12 (2000) to 29 (2019)</li> </ul> </li> <li>▪ <b>Population and employment</b> <ul style="list-style-type: none"> <li>○ Population: 21% increase from 93,399 people (2000) to 113,224 people (2017)</li> <li>○ Employment: 13% increase from 49,851 jobs (2002) to 56,318 jobs (2017)</li> </ul> </li> <li>▪ <b>POC population</b> <ul style="list-style-type: none"> <li>○ 61% increase from 32,455 people (2000) to 52,146 people (2017)</li> </ul> </li> </ul>

Highway Number and Name (start Mile Point and end Mile Point)	Current OHP Classification (current RTP Classification)	Recommended classification	Rationale for recommended classification
OR 43: Oswego Highway (6.1 – 11.3)	Statewide (Major Arterial)	District	<ul style="list-style-type: none"> <li>▪ <b>Land use:</b> land use in the 2014 updated 2040 Growth Concept Map remained roughly the same as land use in the 2040 Growth Concept Map adopted in 2000</li> <li>▪ <b>Redundant freight route:</b> OR 224 from Milwaukie to I-205 provides a parallel OHP designated freight route to the northeast, connecting the center of the region to I-205 in Clackamas</li> <li>▪ <b>Function within highway system:</b> The arterial highway segment carries travelers from the northern portion of OR 43 (District highway) to I-205 (Interstate highway) just south of West Linn</li> <li>▪ <b>Transit</b> <ul style="list-style-type: none"> <li>○ Total ridership (lines 35 and 36): 49% increase from 2,670 passengers (fall 2000) to 3,970 passengers (fall 2019)</li> <li>○ Ridership for line 35 (runs the entire segment): 62% increase from 2,320 passengers (fall 2000) to 3,750 passengers (fall 2019)</li> </ul> </li> <li>▪ <b>Public destinations</b> <ul style="list-style-type: none"> <li>○ # of schools: 600% increase from 1 (2000) to 7 (2019)</li> <li>○ # of parks: 188% increase from 17 (2000) to 49 (2019)</li> </ul> </li> <li>▪ <b>Population and employment</b> <ul style="list-style-type: none"> <li>○ Population: 6% increase from 32,246 people (2000) to 34,214 people (2017)</li> <li>○ Employment: 6% decrease from 13,424 (2002) to 12,649 (2017)</li> </ul> </li> <li>▪ <b>POC population</b> <ul style="list-style-type: none"> <li>○ 77% increase from 2,634 people (2000) to 4,650 people (2017)</li> <li>○ Increase from 8% of the total population (2000) to 14% (2017)</li> </ul> </li> </ul>

Highway Number and Name (start Mile Point and end Mile Point)	Current OHP Classification (current RTP Classification)	Recommended classification	Rationale for recommended classification
OR 99W: Pacific Highway West (7.4 – 18.0)	Statewide (Major Arterial; Throughway)	District	<ul style="list-style-type: none"> <li>▪ <b>Land use:</b> 2014 updates to the 2040 Growth Concept Map (adopted in 2000) include:               <ul style="list-style-type: none"> <li>○ land use in the triangle created by OR 99W, OR 217 and I-5 changed from employment area to town center and increased in size</li> </ul> </li> <li>▪ <b>Redundant freight route:</b> I-5 provides a parallel OHP designated freight route connecting the region to and from the city center</li> <li>▪ <b>Function within highway system:</b> The northern portion of the arterial highway segment connects I-5 (Interstate highway) and OR 217 (Statewide highway)</li> <li>▪ <b>Transit</b> <ul style="list-style-type: none"> <li>○ Total ridership (lines 94, 95, 93, 12 and 64): 69% increase from 6,789 (fall 2000) to 11,463 (fall 2019)</li> </ul> </li> <li>▪ <b>Public destinations</b> <ul style="list-style-type: none"> <li>○ # of schools: 50% increase from 2 (2000) to 3 (2017)</li> <li>○ # of parks: 58% increase from 12 (2000) to 19 (2017)</li> </ul> </li> <li>▪ <b>Population and employment</b> <ul style="list-style-type: none"> <li>○ Population: 5% increase from 87,578 people (2000) to 91,570 people (2017)</li> <li>○ Employment: 21% increase from 47,166 jobs (2002) to 57,064 jobs (2017)</li> </ul> </li> <li>▪ <b>POC population</b> <ul style="list-style-type: none"> <li>○ 38% increase from 13,661 people (2000) to 18,888 people (2017)</li> </ul> </li> </ul>

Highway Number and Name (start Mile Point and end Mile Point)	Current OHP Classification (current RTP Classification)	Recommended classification	Rationale for recommended classification
OR 99E: Pacific Highway East (1.5 – 5.5)	Statewide (Throughway)	District	<ul style="list-style-type: none"> <li>▪ <b>Land use:</b> 2014 updates to the 2040 Growth Concept Map (adopted in 2000) include:               <ul style="list-style-type: none"> <li>○ a new employment area surrounding the east side of OR 99E near the northern portion of the segment</li> </ul> </li> <li>▪ <b>Redundant freight route:</b> I-205 provides a parallel OHP designated freight route connecting the region to and from the Portland city center</li> <li>▪ <b>Function within highway system:</b> The arterial highway segment connects US 26 at the Ross Island Bridge (District highway) with OR 224 (Statewide highway) in Milwaukie</li> <li>▪ <b>Transit</b> <ul style="list-style-type: none"> <li>○ Total ridership (lines 30, 32, 33, 34, 40 and 99 and MAX orange line): 61% increase from 8,440 passengers (fall 2000) to 13,560 passengers (fall 2019)</li> <li>○ Ridership for MAX orange line (began operations in 2015): 12,160 passengers (fall 2019)</li> </ul> </li> <li>▪ <b>Public destinations</b> <ul style="list-style-type: none"> <li>○ # of schools: no change, with 0 in 2000 and 2017</li> <li>○ # of parks: 188% increase from 9 (2000) to 26 (2017)</li> </ul> </li> <li>▪ <b>Population and employment</b> <ul style="list-style-type: none"> <li>○ Population: 17% increase from 27,959 people (2000) to 32,653 people (2017)</li> <li>○ Employment: 61% increase from 18,475 jobs (2002) to 29,775 jobs (2017)</li> </ul> </li> <li>▪ <b>POC population</b> <ul style="list-style-type: none"> <li>○ 64% increase from 3,432 people (2000) to 5,636 people (2017)</li> </ul> </li> </ul>

Highway Number and Name (start Mile Point and end Mile Point)	Current OHP Classification (current RTP Classification)	Recommended classification	Rationale for recommended classification
<p>Notes:</p> <ul style="list-style-type: none"> <li>Land use is measured by comparing land uses surrounding the identified arterial highway segment in the 2040 Growth Concept Map (adopted in 2000) and in the 2040 Growth Concept Map (updated in 2014). The 2040 Growth Concept Map reflects both current and future land use and transportation.</li> <li>Transit ridership is measured by the total boarding passengers for the 2000 and 2019 fall quarters. Transit lines include all TriMet lines that run along the arterial highway segment (not including those that cross the arterial highway segment).</li> <li>Public destinations include parks and schools within 500 feet of the arterial highway centerline. Some increases may be due to more credible data available.</li> <li>Total population and POC population is measured by American Community Survey (ACS) data from all census tracts directly adjacent to the arterial highway, for 2000 and 2017 (the most recent available data).</li> <li>Employment is measured by OnTheMap census data from all census tracts directly adjacent to the arterial highway, for 2002 (the oldest available data) and 2017 (the most recent available data).</li> </ul>			



**Table 3. State-owned arterial highways with consistent OHP classifications and functions**

Highway Number and Name (start Mile Point and end Mile Point) <sup>1</sup>	OHP Classification	RTP Classification
OR 8: TV Highway (0.1 – 2.8)	District	Major Arterial
OR 47: TV Highway (17.9-23.1)	Regional	Throughway
OR 10: Beaverton-Hillsdale Highway (1.0 – 3.4)	District	Major Arterial
OR 10: Farmington Highway (5.9 – 7.4)	District	Major Arterial
US 26: Mount Hood Highway (0.0 – 10.0)	District	Major Arterial
US 26: Mount Hood Highway (14.2 – 19.6)	Statewide	Throughway
US 30B: Northeast Portland Highway (0.0 – 1.3)	Statewide	Major Arterial
US 30B: Northeast Portland Highway (1.3 – 9.2)	District	Minor Arterial/
US 30B: Northeast Portland Highway (9.2 – 11.3)	Statewide	Major Arterial
US 30B: Northeast Portland Highway (11.3 – 14.8)	District	Minor Arterial
US 30E: Historic Columbia Highway (0.0 – 5.8)	District	Minor Arterial/Arterial outside of UGB
US 30W: Lower Columbia River Highway (1.0 – 13.3)	Statewide	Throughway
OR 43: Oswego Highway (0.0 – 6.1)	District	Major Arterial
OR 47: Nehalem Highway (90.1 – 90.6)	District	Throughway
OR 47: Nehalem Highway (88.5 – 90.1)	Statewide	Throughway
OR 99E: Pacific Highway East (5.5 – 11.7)	District	Major Arterial
OR 99E: Pacific Highway East (11.7 – 16.4)	Regional	Major Arterial
OR 99E: North Swift Highway (2.5 – 2.7)	Statewide	Throughway
OR 99W: Pacific Highway West (-6.0 – 7.4)	District	Major Arterial
OR 141: Beaverton-Tualatin Highway (2.6 – 13.1)	District	Major Arterial
OR 210: Scholls Highway (9.0 – 9.6)	District	Major Arterial
OR 212: Clackamas-Boring Highway (0.0 – 8.5)	Statewide	Major Arterial
OR 213N: Cascade Highway North (-0.1 – 10.2)	District	Major Arterial
OR 213S: Cascade Highway South (0.0 – 7.7)	District	Throughway
OR 219: Hillsboro-Silverton Highway (0.0 – 1.3)	District	Minor Arterial
OR 224: Clackamas Highway/Sunrise Expressway (0.0 – 10.5)	District	Throughway
OR 224: Clackamas Highway/Sunrise Expressway (0.0 – 8.2)	Statewide	Throughway
Notes:		
<sup>1</sup> Some mile points are negative due to ODOT convention		

**FY 2020-21 Mid-Year Budget Amendment**

*Work Session Topics*

Metro Council Work Session  
Tuesday, September 15, 2020

## **STAFF REPORT FOR 9-15-2020 WORK SESSION**

### **FY 2020-21 MID-YEAR BUDGET AMENDMENT**

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Date: Sept. 8, 2020  
Department: Office of the COO  
Meeting Date: Sept. 15, 2020

Prepared by: Val Galstad  
Presenters: Brian Kennedy, Marissa  
Madrigal  
Length: 45 minutes

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#### **ISSUE STATEMENT**

This work session will provide Council an opportunity to discuss proposed budget reductions and provide direction and feedback. This discussion will inform the development of budget amendments for Council consideration on September 24.

Based on Council direction, the COO will make recommendations for Council consideration in the form of a budget amendment. Council will vote on the amendment on September 24.

#### **ACTION REQUESTED**

None at this work session. The CFO and COO seek Council feedback and direction on the proposed reductions. This will inform COO recommendations for Council consideration on September 24.

#### **Timeline**

- Budget reduction proposals due to Finance September 1st
- Department meetings with COO/DCCO/GMVV September 8-11th
- Council work session September 15th
- COO recommendations September 18th
- Council budget amendment consideration September 24th

#### **IDENTIFIED POLICY OUTCOMES**

Generate necessary savings in General Fund

#### **POLICY QUESTION(S)**

- What are Council preferences and priorities as we consider these budget reduction proposals?
- Is additional information needed to consider these proposals?

#### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Council consideration of budget reductions proposed by department directors.

#### **STAFF RECOMMENDATIONS**

n/a

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

- How does this advance Metro’s racial equity goals?
  - Budget reduction proposals were developed with an explicit racial equity framework. All recommendations are being considered through this framework.
  - We are guided by Metro’s values and the Council adopted Strategic Plan to Advance Racial Equity, Diversity and Inclusion (Strategic Plan) and committed to centering racial equity in our collective responses to the economic impact of COVID19.
  - Department directors were asked to:
    - Work with their internal equity leaders and/or staff of color to ensure they applied an equity lens to their decisions.
    - Ensure that reductions do not exacerbate existing inequities or accelerate the financial and health crisis.
    - Use department/venue racial equity plans in addition to the agency Strategic Plan for helping to prioritize budget recommendations
- Known Opposition: none
- Anticipated Effects: This discussion will inform a budget amendment for Council consideration on September 24.
- Financial Implications: This discussion will inform a budget amendment, reducing General Fund spending for FY2021

## **BACKGROUND**

The decisions we made to reduce spending in the 4th quarter of FY2020 and the reductions that were incorporated into the FY2021 budget have been important in Metro’s response to the COVID-19 pandemic and associated economic crisis. When we made those decisions in April, we knew we might need to make further reductions in the fall. Unfortunately, we now know that this is the case.

Throughout August, we hosted a series of info sessions for staff and managers to share our updated budget projections. These updated forecasts assume a scenario where our venues are closed for events until June 2021.

As a result, Department Directors were asked to develop and prioritize budget reduction strategies for each non-venue department. Departments that receive General Fund allocations developed 15% reduction strategies to reduce their use of General Fund resources. These proposals were delivered to the Chief Financial Officer (CFO) and Chief Operating Officer (COO) on September 1.

Since then the CFO, COO, Deputy COO and General Manager have met with each department to discuss their proposals. This group will also be reviewing agency-wide and across the board reductions that may reduce the size of department cuts.

**ATTACHMENTS**

August budget guidance

Racial Equity Framework and Worksheet

- Is legislation required for Council action?  Yes  No
- If yes, is draft legislation attached?  Yes  No
- What other materials are you presenting today? none

# Memo

Date: Tuesday, Aug. 18, 2020  
 To: Senior Leadership Team  
 From: Brian Kennedy, Chief Financial Officer  
 Subject: Fall Budget Guidance

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The decisions we made to reduce spending in the 4<sup>th</sup> quarter of FY2020 and the reductions that were incorporated into the FY2021 budget have been important in Metro’s response to the COVID-19 pandemic and associated economic crisis. When we made those decisions in April, we knew we might need to make further reductions in the fall. Unfortunately, we now know that this is the case.

## Directions

- Department Directors will need to develop and prioritize budget reduction strategies consistent with the Principles and Criteria laid out below.
- Departments that receive General Fund allocations need to reduce their use of General Fund resources by 15%. Departments will receive credit for previous agency-wide savings efforts (e.g. WorkShare, non-rep pay freeze, etc.).
- Finance Managers will provide specific guidance to departments.
- Cabinet will also be reviewing agency-wide and across the board reductions that may reduce the size of department cuts. Any decisions made by the COO and the impact on departmental cuts will be communicated by your department Finance Manager.

## Timeline

- |  |   |
|--|---|
| • Budget reduction proposals due to Finance          | September 1 <sup>st</sup>                             |
| • Department meetings with COO/DCEO/GMVV (as needed) | September 8-11 <sup>th</sup>                          |
| • Council worksession                                | September 15 <sup>th</sup>                            |
| • COO decisions                                      | September 18 <sup>th</sup>                            |
| • Council budget amendment consideration             | September 24 <sup>th</sup> or October 1 <sup>st</sup> |

## Principles

- We are guided by Metro’s values and the Council adopted [Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#) (Strategic Plan) and committed to centering racial equity in our collective responses to the economic impact of COVID19.
  - Work with your internal equity leaders and/or staff of color to ensure you’re applying an equity lens to your decisions.
    - Ensure that reductions do not exacerbate existing inequities or accelerate the financial and health crisis.
    - Use department/venue racial equity plans in addition to the agency Strategic Plan for helping to prioritize budget recommendations
    - Review the **Racial Equity Framework and Process** document for additional information and complete the included worksheet. Email [cassie.salinas@oregonmetro.gov](mailto:cassie.salinas@oregonmetro.gov) for additional support.
- Metro will continue to identify and advance strategies to protect and invest in Black Lives. We will prioritize maintaining the resources needed to deliver on the commitments Metro’s elected leaders have made to Black community leaders.
- Think about how you’re balancing the competing values of taking care of our employees and protecting the financial health of our institutions.

- Be clear and transparent about the work that will not get done. The result of these decisions is doing less with less.
- Consider the tradeoffs between implementing across the board reductions (“thinning the soup”) versus deeper, targeted reductions that eliminate or significantly scale back lower-priority department programs.
- Think broadly and creatively about how we can do our work differently. Think across department lines. Think across jurisdictional boundaries. Now may be the time to implement that idea that seemed politically unpalatable recently.
- Focus on actions that will result in long-term savings.
- Prioritize essential services and recognize that those essential services may need to look different than they do now.

#### Criteria

- Expenditure reductions must be net of any associated revenue reductions. This may not apply to every department as not everyone has department-specific revenues. Work with your Finance Manager to determine if there are revenue impacts from your reduction scenarios.
- Do not include in your department submissions any reductions that require bargaining with AFSCME or LIUNA to be implemented. However, please forward those ideas to the COO/HR to determine their feasibility.
- Reductions that affect another department (e.g. a transfer for payment for services) must be coordinated with the other department.
- Expenditure reductions cannot eliminate mandatory functions. If your reduction affects a mandatory function, explain how your department will continue to comply with legal requirements.
- Reductions with employee or public safety risks (e.g. reducing below minimum staffing levels) need to be clear and describe how those safety risks will be mitigated.
- Reductions with significant impacts on span of control need to document how those impacts and risks will be managed.
- Do not include any reductions from reduced/eliminated COLA/Merit increases, partial furloughs or schedule reductions. Finance will work with HR and the COO’s office to determine the impact of changes to those global factors and will pass along savings numbers to Directors and Finance Managers.

# Memo

## Racial Equity Framework

### Purpose

We are guided by Metro’s values and the [Council adopted Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#) (Strategic Plan) and committed to centering racial equity in our collective responses to the economic impact of COVID19.

Goals of the Strategic Plan: The strategic plan offers prescient guideposts to helping each of us make decisions during this time:

- Use our unique position convene and support regional partners to advance racial equity including in investing shared prosperity for workers of color in our economy.
- Meaningfully engage communities of color in deep and meaningful partnerships
- Hire, train and retain a more racially diverse workforce
- Create safe and welcoming services, programs and destinations
- Resources allocation that advances racial equity

### Context

As we proceed we must consider the context within which we work:

- Metro is committed to racial equity as a value and a framework for advancing our common goals for a vibrant region, one that will rely on the resiliency of communities to bounce back from this crisis.
- Black, Indigenous, and people of color have been and will continue to be disproportionately affected by the COVID-19 crisis, both those on our staff and in our community. These communities will be hit hardest by this crisis in terms of unemployment, access to health care, closure of businesses and small business, etc.
- We also recognize that people with chronic illness or disabilities, elders, people without access to healthcare, homeless or incarcerated members of our community have been and will continue to be disproportionately impacted by the outbreak and fallout of COVID-19 – which is highlighting how fragile the nation’s social safety net really is.
- Black, Indigenous, and people of color already lacking representation at the centers of power and with precarious and underfunded non-profit infrastructure, will be the voices most diminished without a proactive strategy to help sustain them as COVID-19 ravages our state and our economy.



## Key considerations:

As leaders, it is important that we seek to set equitable outcomes that are delivered through engaging the most impacted, understanding the historic context for the inequities, and using data and input to define equitable sharing of burden with this current crisis. Below are elements to consider as you consider budget modifications.

- ✓ **Equity** and **equality** are not the same thing. Equality is treating everyone the same, while equity is ensuring everyone has what they need to be successful and reach similar outcomes. Sometimes strategies based on equality (treating everyone the same) can worsen *inequity*.
- ✓ A traditional approach to this financial crisis without an equity framework and process will result in our most diverse workers **bearing the disproportionate burden for this crisis**. We know that **Black, Indigenous, and people of color, transgender people and women** already face compounding barriers and disparities in our economy even in “good” times and this crisis will worsen this reality for many.
- ✓ Metro will continue to identify and advance strategies to **protect and invest in Black Lives**. We will prioritize maintaining the resources needed to deliver on the commitments Metro’s elected leaders have made to Black community leaders.
- ✓ Through this crisis we need to **center people**. When considering budget cuts, think about reducing materials and supply budgets instead of furloughing or laying off staff, when possible. Are there capital projects, new programs, technology upgrades, etc. that could be delayed or reduced? Consider, too, how cuts in contracted services may impact non-Metro employees. When making decisions to furlough and lay off staff, when possible mitigate impacts on the most vulnerable employee.
- ✓ Racial equity work is fairly new to Metro – keep in mind a first-in-first-out approach may jeopardize up-and-coming racial equity programs and projects. Instead, **consider using this opportunity to sunset or deprioritize programs that may advance inequities** (or do little to advance equity) while preserving programs that center DEI and racial equity.
- ✓ **Approach your budgets with an emphasis in investing in that which builds resiliency**—not just for our programs and initiatives but for the vulnerable communities we center in our work. Resilient communities are built on community trust, equitable sharing of resources and effective government partnerships with organizations representing the most vulnerable in our community. Communities of color in our CBO and contracting sectors have shared their guidance with us and though they are not monolithic-they do offer some key recommendations:

- Use a racial equity framework and data to assess how decisions we make will impact communities of color and staff of color. Make your decisions, and the impacts they will have, transparent.
- Understand that community based organizations do not have the financial resiliency of large governments and therefore need additional consideration and flexibility at this time. For example: in current contracts and future grant making—including more flexibility on funding for some operational needs like updating communications infrastructure to reach people through social media and online gatherings, simplifying grant applications and expedited payments to organizations.
- In addition, the MWESB firms Metro does business with need government to invest in them more than ever as the private sector collapses. Consider providing flexibility with deliverables, and possibly technical assistance as social distancing places additional barriers on these firms.

**What is a racial equity lens?**

Applying a racial equity lens means that we will pay close attention to race and ethnicity when making decisions – minor or significant, with a goal of changing the policies, programs and practices that perpetuate inequities. This must include using intentional tools to check our own implicit bias, listening to people affected by our decisions, factoring in the impacts on marginalized communities utilizing a set of reflective questions and ultimately shifting the way we make future decisions.

**Racial Equity Framework Worksheet and Process**

Please answer the questions below and submit along with your budget modification package. If you need assistance with applying a racial equity framework to your budget, please immediately contact [Cassie.Salinas@oregonmetro.gov](mailto:Cassie.Salinas@oregonmetro.gov) or work directly with your racial equity leaders or DEI action teams.

Step 1: Convene an advisory team that consists of equity leaders and/or staff of color. This team should support directors in decision making and prioritizing, adjusting or postponing work to advance equity goals.

- Describe how equity leaders and/or staff of color were involved in developing your department’s plan and what was their input?

Step 2: Assess with your team how your potential budget reductions impact the goals and deliverables of your racial equity plan and commitments and the Strategic Plan.

- What are the key equity goals you were planning to achieve in your original 20/21 budget pre COVID crisis?
- Does the COVID crisis impact your department’s ability to achieve/advance your FY20/21 equity goals? Please describe these impacts.

- Identify which goals you are proposing to prioritize, adjust, or postpone.
- Describe how the following equity considerations are impacted by how goals will be prioritized, adjusted or postponed:
  - How will underserved communities be impacted or supported through programs, services, grants and sponsorships?
  - How is the department's capacity to meaningfully engage with CBOs serving communities of color impacted?
  - How is your department's ability to hire and retain underrepresented workers, particularly staff of color impacted?
  - How is contracting with small, minority and women owned firms impacted?
- What quantitative and qualitative data did you use to assess the impacts of your budget modifications?
- Are there existing programs that worsen inequities that can be reduced or cut?

*If you need assistance with applying a racial equity framework to your budget, please immediately contact [Cassie.salinas@oregonmetro.gov](mailto:Cassie.salinas@oregonmetro.gov).*

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Materials following this page were distributed at the meeting.



Metro

**Regional Framework for Highway Jurisdictional Transfer  
Project update for Metro Council Work session  
September 15, 2020**

# What we'd like to share with you today

- Background
- Summary of project work
- How the work will be used
- Calendar for finalizing project





# Historical background

1934

Today



Portland Archives, A2009-009.3120

N.E. 82nd Ave - 5-28-34

Photo credit: [vintageportland.wordpress.com](http://vintageportland.wordpress.com)

Photo credit: City of Portland

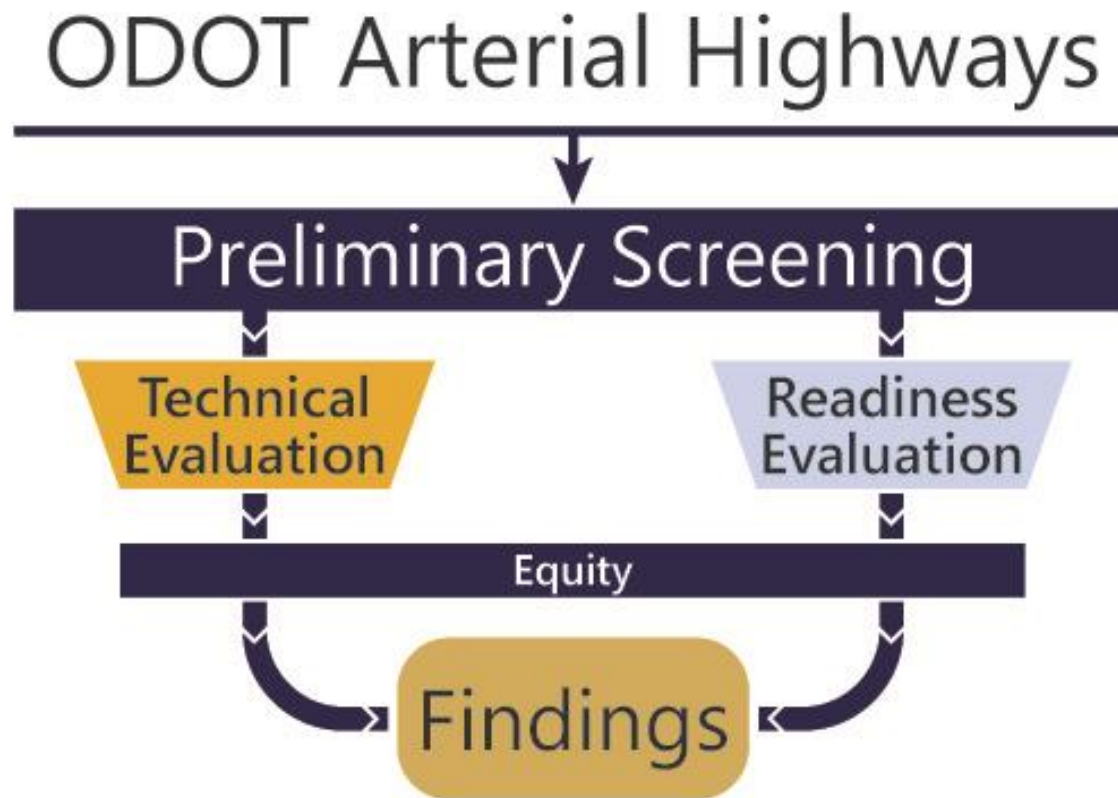
## 82<sup>nd</sup> Avenue (Hwy 213)

# Project overview

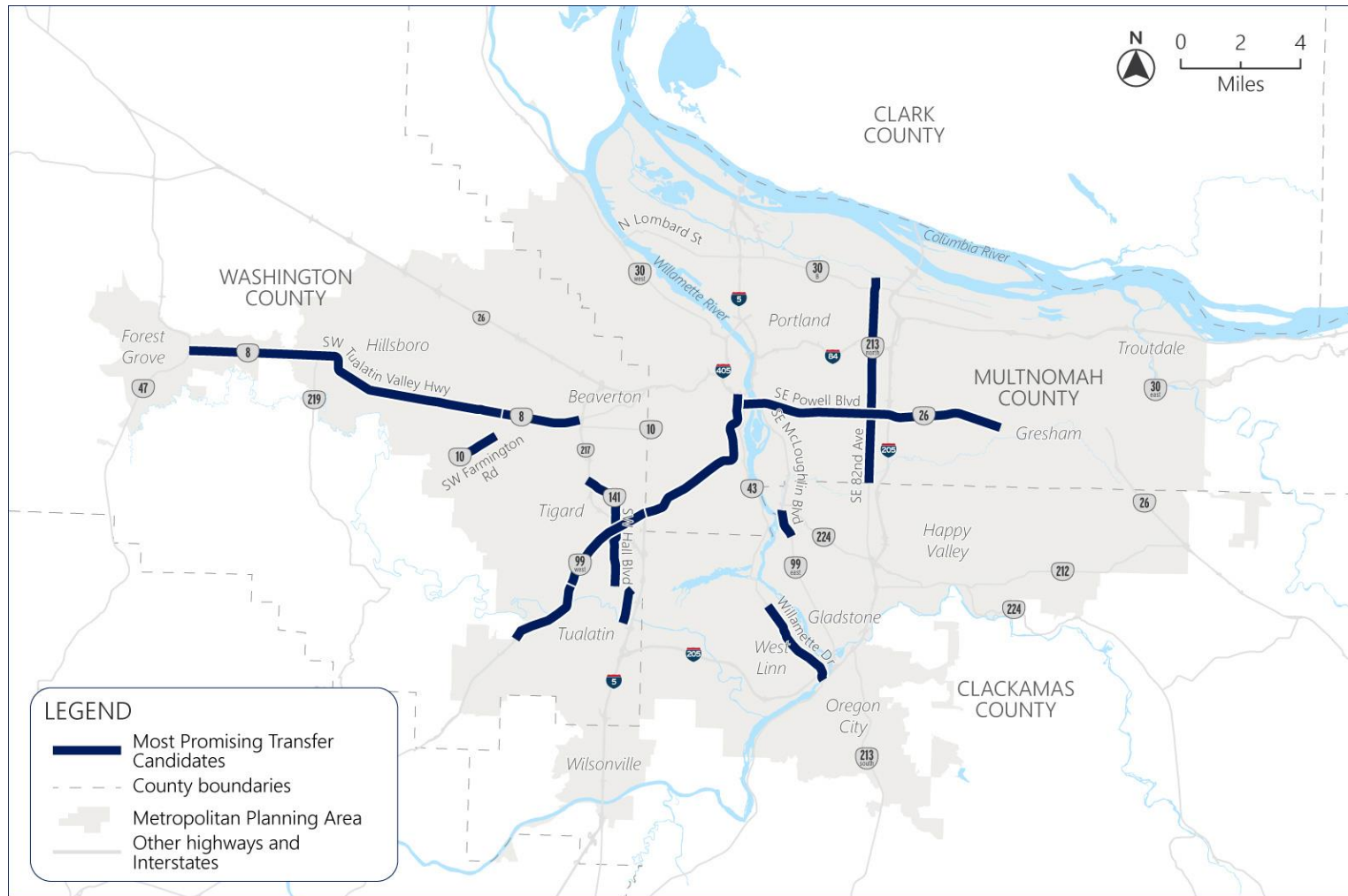


- Included in the 2018 Regional Transportation Plan (RTP)
- Aims to create framework for regional action on jurisdictional transfer
- Opportunity to address issues related to classifications, cost estimates and mechanisms for transfer
- Does *not* commit funds or commit a jurisdiction to transfer

# Evaluation approach



# Top tier corridors based on technical & readiness evaluations



# Work completed

- Policy Framework with best practices
- Inventory & Atlas of candidate corridors
- Evaluation of corridors
- Cost Estimation Methodology
- Roadway classification recommendations
- Equity considerations memo
- Needs Assessment of top tier corridors

*Download and review report at:*

[www.oregonmetro.gov/jurisdictionaltransfer](http://www.oregonmetro.gov/jurisdictionaltransfer)

# How will this work will be used

- JPACT and Metro Council will be “Accepting” the report to carry it forward to the next RTP update
  - Could evolve further in next RTP process
- Will be housed in RTP and will become a tool to help cities/counties complete transfers
- Could become a consideration for how projects in RTP are carried out

# Calendar

- Public Comment Period 9/15 - 10/22
- September 15 Metro Council – Informational
- September 16 C - 4 metro sub-committee briefing
- September 17 JPACT – Informational
- October 12 EMCTC, WCCC briefings
- December 17 JPACT and Metro Council – Action to accept final report for inclusion in 2023 RTP Appendix



Metro



**Thank you!**

**[www.oregonmetro.gov/jurisdictionaltransfer](http://www.oregonmetro.gov/jurisdictionaltransfer)**





Metro

# Fiscal year 2020-2021 budget reductions

Metro Council Work Session

Tuesday, Sept. 15, 2020



# Agenda

- Recent projections
- Long-term vision
- Short-term reality
- Assumptions
- Likely recommendations

# Recent projections

Moved from mid-case to worst case scenario

General fund shortfall of approx. \$9 million

Other fund considerations

August forecast vs. April forecast

# General fund forecast

	FY20-21 Budget	FY20-21 Revised	FY21-22 Forecast	FY22-23 Forecast
Beginning Fund Balance	12,504,394	14,130,830	4,923,043	1,691,616
Excise Tax	19,157,754	17,497,465	18,022,389	18,563,061
Property Tax	16,701,917	16,200,859	17,202,975	17,719,064
Other Revenues	3,676,812	2,712,720	3,321,376	3,663,760
Internal Transfers	27,460,839	27,460,839	28,284,664	29,133,204
Total Revenues	66,997,322	63,871,884	66,831,404	69,079,089
Personnel Services	26,638,692	25,253,180	26,768,371	28,374,473
Materials & Services	8,254,295	8,254,295	8,419,381	8,587,769
Transfers	33,508,569	37,308,569	32,427,826	33,400,661
Debt Service	2,263,627	2,263,627	2,447,252	2,546,179
Total Expenditures	70,665,183	73,079,671	70,062,830	72,909,082
Revenues Over/(Under) Expenditures	(3,667,861)	(9,207,787)	(3,231,426)	(3,829,993)
Ending Fund Balance	8,836,533	4,923,043	1,691,616	(2,138,377)

# General Fund ending fund balance

	FY20-21 Revised	FY21-22 Forecast	FY22-23 Forecast
Beginning Fund Balance	14,130,830	4,923,043	1,691,616
Revenues Over/(Under) Expenditures	(9,207,787)	(3,231,426)	(3,829,993)
Ending Fund Balance	4,923,043	1,691,616	(2,138,377)
EFB % of Revenue	5.12%	1.73%	-2.18%
Reserve Target (10%)	9,609,846	9,757,101	9,795,936

# Other fund considerations

Non-MERC/Zoo funds will have significant cost plan impacts in FY23

Parks and Nature Operating Fund

Solid Waste Fund

Planning and Development/Research Center

# August vs. April forecasts

## Updated assumptions

- Updated solid waste tonnage forecast
- MRC reopening status
- Venue reopening status

# August vs. April forecasts *(cont.)*

## Scenario planning

- Adopted FY2020-21 budget based on mid-case scenario
- Trending toward worst-case scenario developed in April



# Long-term vision

Balance the budget for next three to five years

Delineation of one-time-only costs/  
revenues and on-going costs/revenues

Maintain 10% reserves

# Short-term

Make mid-year cuts to bring costs into alignment with revenue

Protect underfunded central infrastructure

## **Short-term** *(cont.)*

Focus on our mandated functions and core values like racial equity

Focus reductions on areas where we have deeper capacity to maintain functions

# Assumptions

No events until mid-to-late 2021

Subsidize cost allocation plan for venues and zoo

Zoo open in current status

Maintain general fund reserve at 10%

# Assumptions *(cont.)*

General fund miscellaneous revenue collections

No new general fund revenue sources

Schedule reductions, furloughs and pay freezes

Federal assistance

# Likely recommendations

Combination of tactics to reach 15% cut:

- Position and program cuts
- Small re-orgs collapsing programs into others
- Across the board measures
- Moving costs from the general fund to other funds where appropriate.

# Next steps

Finalize recommendations to Council

Council consideration of supplemental budget  
on Oct. 15

Identify major Council priorities ahead of  
FY2021-22 budget process

# Considerations

Are there other assumptions to factor in?

What is the desired level of subsidy for our venues?



[oregonmetro.gov](http://oregonmetro.gov)

