

# METRO HIGHWAY JURISDICTIONAL TRANSFER FRAMEWORK

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## Oregon Highway Plan (OHP) Roadway Classification Change Recommendations – Draft

Date: January 2020

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### 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

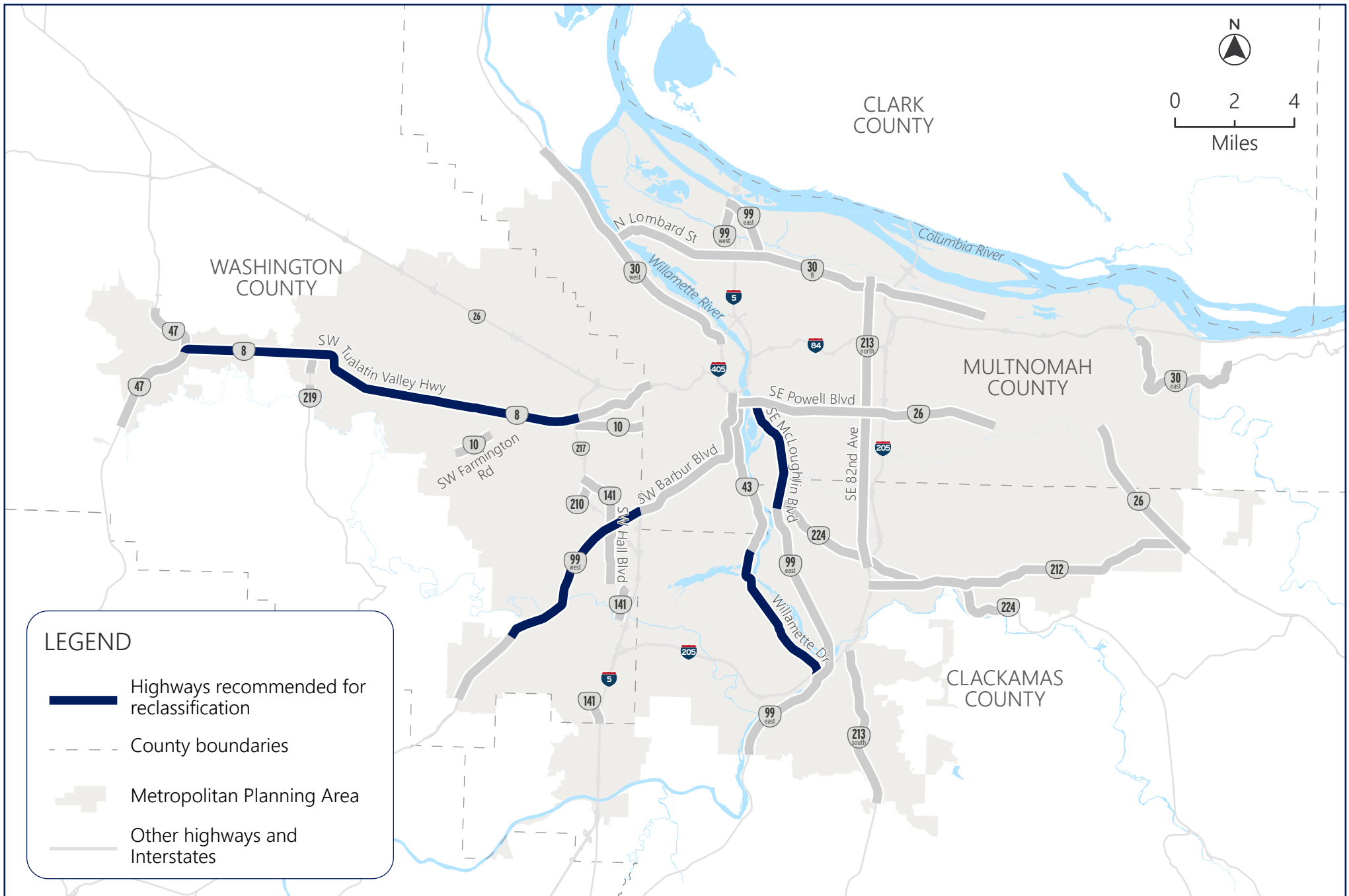
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<sup>1</sup> The "Moving Forward TV Highway Enhanced Transit and Access Plan" is currently underway (expected completion by June 2020) and may impact the recommendation in this memo.

<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.



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**Figure 2.** Recommended Highways for Reclassification from Statewide to District

- 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<br>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<br>Major Arterial<br>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<br>(start Mile Point and end Mile Point) | Current OHP Classification<br>(current RTP Classification) | Recommended classification | Rationale for recommended classification  |
|--|--|----------------------------|---|
| OR 8: TV Highway<br>(2.8 -17.9)                                  | Statewide<br>(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<br>(6.1 – 11.3)                         | Statewide<br>(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<br>(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<br>Arterial/Arterial<br>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             |                    |  |