

# Metro | Agenda

Meeting: Metro Policy Advisory Committee (MPAC)  
Date: Wednesday, June 11, 2014  
Time: 5 to 7:00 p.m.  
Place: Metro, Council Chamber

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|----------------------------|-----------|--|---|
| <b>5:00 PM</b>             | <b>1.</b> | <b><u>CALL TO ORDER</u></b>  | <b>Jody Carson, Chair</b>   |
| <b>5:05 PM</b>             | <b>2.</b> | <b><u>SELF INTRODUCTIONS &amp; COMMUNICATIONS</u></b> <ul style="list-style-type: none"><li>• Excused Absence Requires Notice / Send E-mail to Troy: (<a href="mailto:troy.rayburn@oregonmetro.gov">troy.rayburn@oregonmetro.gov</a>)</li><li>• GroveLink – July 9 Forest Grove Tour</li></ul>   | <b>Jody Carson, Chair</b>   |
| <b>5:10 PM</b>             | <b>3.</b> | <b><u>CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS</u></b>   |   |
| <b>5:15 PM</b>             | <b>4.</b> | <b><u>COUNCIL UPDATE</u></b>   | <b>Councilor Stacey, Metro</b>  |
| <b>5:20 PM</b><br>(5 Min)  | <b>5.</b> | <b><u>CONSENT AGENDA:</u></b> <ul style="list-style-type: none"><li>* Consideration of April 23, 2014 Minutes</li><li>• Consideration of May 14, 2014 Minutes</li><li>• MTAC Nominations for MPAC Consideration</li></ul>  |   |
| <b>5:25 PM</b><br>(15 Min) | <b>6.</b> | Construction Excise Tax for Community Planning and Development Grants – <b><u>ACTION: Recommendation to Metro Council</u></b> <ul style="list-style-type: none"><li>• <b><u>Outcome:</u></b> MPAC recommendation to Metro Council on the extension of the construction excise tax for Community Planning and Development Grants</li></ul>  | <b>Martha Bennett, Metro</b>  |
| <b>5:40 PM</b><br>(45 Min) | <b>7.</b> | Southwest Corridor Steering Committee Recommendation to Move Forward into Draft Environmental Impact Statement – <b><u>ACTION: Recommendation to Metro Council</u></b> <ul style="list-style-type: none"><li>• <b><u>Outcome:</u></b> MPAC recommendation to Metro Council to approve a resolution moving the project forward by directing staff to further study the recommended high capacity transit options.</li></ul> | <b>Malu Wilkinson, Metro</b>  |
| <b>6:25 PM</b><br>(20 Min) | <b>8.</b> | Climate Smart Communities Scenarios: Discuss Findings and Recommendations from Health Impact Assessment – <b><u>INFORMATION / DISCUSSION</u></b> <ul style="list-style-type: none"><li>• <b><u>Outcome:</u></b> MPAC receives and discusses findings and recommendations from the health impact assessment of CSC scenarios.</li></ul>   | <b>Kim Ellis, Metro</b><br><b>Andrea Hamberg,</b><br><b>Oregon Health</b><br><b>Authority</b> |
| <b>6:45 PM</b>             | <b>9.</b> | <b><u>MPAC MEMBER COMMUNICATION</u></b>  |   |
| <b>7:00 PM</b>             | <b>10</b> | <b><u>ADJOURN</u></b>  | <b>Jody Carson, Chair</b>   |

*Continued on back...*

\* Material included in the packet.

\*\* Material will be distributed in advance of the meeting.

Upcoming MPAC Meetings:

- Wednesday, June 11, 2014 MPAC Meeting
- Wednesday, June 25, 2014 MPAC Meeting
- Wednesday, July 9, 2014 MOPAC Meeting / Tour of GroveLink / City of Forest Grove

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## 2014 MPAC Tentative Agendas

*As of 6/2/2014*

*Items in italics are tentative; **bold** denotes required items*

<p><b><u>MPAC Meeting</u></b> Wednesday, May 28, 2014</p> <p>Meeting Canceled</p> <p>May 30th: Joint MPAC/JPACT Meeting World Forestry Center, Cheatham Hall 8:00 a.m. to Noon. Climate Smart Communities Scenarios Project: Approval of draft preferred approach, subject to final evaluation and public review – Recommendation to the Metro Council</p>	<p><b><u>MPAC Meeting</u></b> Wednesday, June 11, 2014 * 5:00 – 6:00PM</p> <ul style="list-style-type: none"><li>• Extending Construction Excise Tax for Community Planning and Development Grants - <b><u>ACTION: Recommendation to Metro Council (20 min, Martha Bennett)</u></b></li><li>• Southwest Corridor Steering Committee Recommendation to Move Forward into Draft Environmental Impact Statement – <b><u>ACTION: Recommendation to Council</u></b> (20 min, Malu Wilkinson)</li><li>• Climate Smart Communities Scenarios: Discuss Findings and Recommendations from Health Impact Assessment – Information/Discussion (35 min, Andrea Hamberg, Oregon Health Authority, and Kim Ellis, Metro)</li></ul>
<p><b><u>MPAC Meeting</u></b> Wednesday, June 25, 2014</p> <ul style="list-style-type: none"><li>• Introduction to Metro Equity Program – Information (30 min, Pietro Ferrari &amp; <i>external guests</i>)</li><li>• Referral of Metro Charter Language on Single Family Neighborhoods – Information – <i>leading to recommendation on July 23</i> (10 min, Alison Kean)</li><li>• Approval of Active Transportation Plan (ATP) – <b><u>ACTION: Recommendation to Metro Council (15 Min, Lake McTighe )</u></b></li><li>• 2014 RTP ordinance – <b><u>ACTION: Recommendation to Metro Council</u></b> (15 Min, John Mermin )</li></ul>	<p><b><u>MPAC Meeting – HOLD Tour of Grovelink</u></b> Wednesday, July 9, 2014</p> <p>FYI: National Assoc. of Counties (NACo) Annual Conference, New Orleans, LA, July 11-14</p> <p><b><u>Connect / communicate with Forest Grove Staff, Jon Holan @ <a href="mailto:jholan@forestgrove-or.gov">jholan@forestgrove-or.gov</a> (Made contact 4/29)</u></b></p>

<p><b><u>MPAC Meeting</u></b> Wednesday, July 23, 2014</p> <ul style="list-style-type: none"> <li>• <i>Growth Management Decision: Release Draft 2014 Urban Growth Report – <u>Information / Discussion</u> (45 Min, John Williams &amp; Ted Reid)</i></li> <li>• <i>Referral of Metro Charter Language on Single Family Neighborhoods – <u>ACTION: Recommendation to Metro Council</u> (15 min, Alison Kean)</i></li> </ul>	<p><b><u>MPAC Meeting</u></b> Wednesday, August 13, 2014</p> <ul style="list-style-type: none"> <li>• <i>Land Conservation and Development Commission strategic plan – <u>Information / Discussion</u> (30-45 Min, Carrie MacLaren, DLDC)</i></li> <li>• <i>Streetcar Evaluation Methods Project: Discuss preliminary results of FTA funded research project focused on developing a tool to better understand economic impacts of streetcar investments – <u>ACTION: Information/Discussion</u> (30-45 min, Elissa Gertler/Jamie Snook, Metro, &amp; Catherine Ciarlo, CH2M Hill)</i></li> </ul>
<p><b><u>MPAC Meeting</u></b> Wednesday, Sept. 10, 2014</p> <ul style="list-style-type: none"> <li>• <i>Climate Smart Communities Scenarios Project: Discuss evaluation results and public review draft preferred approach (Step 7) – <u>Information / Discussion</u> (45-60 min, Kim Ellis)</i></li> <li>• <i>Growth Management Decision: Results of regional Residential Preference Survey – <u>Information / Discussion</u> (30 Minutes, Ted Reid)</i></li> <li>• <i>Solid Waste Community Enhancement Program Changes – <u>Information / Discussion</u> (30 Minutes) (Primary Staff: Roy Brower)</i></li> </ul> <p><b>FYI: A 45-day comment period is planned from Sept. 18 to Nov. 3, 2014 on the Climate Smart Communities public review draft preferred approach.</b></p> <p><b>HOLD: Sept./Oct.: Joint MPAC/JPACT Meeting, if needed</b></p> <p><b>FYI: 2014 Rail~Volution, Minneapolis, MN, September 21 – 24</b></p>	<p><b><u>MPAC Meeting</u></b> Wednesday, Oct. 8, 2014</p> <ul style="list-style-type: none"> <li>• <i>Growth Management Decision: Discuss recommendation to Metro Council on whether Council should accept 2014 Urban Growth Report as basis for subsequent growth management decision – discussion and begin drafting recommendations (Ted Reid)</i></li> <li>• <i>2015 legislative session and possible shared regional agenda – Discussion (Randy Tucker?)</i></li> </ul>

<p><b><u>MPAC Meeting</u></b> Wednesday, Oct. 22, 2014</p> <ul style="list-style-type: none"> <li>• Climate Smart Communities Scenarios: Discussion of public comments, potential refinements and recommendation to Metro Council – Information/discussion – <i>leading to recommendation on Dec. 11<sup>th</sup></i> (20-30 min, Kim Ellis)</li> <li>• <i>Growth Management Decision: Continued discussion and finalization of recommendation to Metro Council – Discussion – leading to recommendation on Nov. 12<sup>th</sup></i> (Ted Reid)</li> </ul>	<p><b><u>MPAC Meeting</u></b> Wednesday, Nov. 12, 2014</p> <ul style="list-style-type: none"> <li>• Climate Smart Communities Scenarios: Continued discussion of public comments, potential refinements and recommendation to Metro Council – Discussion (20-30 min, Kim Ellis)</li> <li>• <i>Growth Management Decision: Recommendation to Metro Council on whether Council should accept 2014 Urban Growth Report as basis for subsequent growth management decision – Recommendation to Metro Council (Ted Reid)</i></li> </ul> <p>FYI: National League of Cities Congress of Cities and Exposition, Austin, TX, November 18 - 22</p>
<p><b><u>MPAC Meeting</u></b> Wednesday, Dec. 10, 2014</p> <ul style="list-style-type: none"> <li>• Climate Smart Communities Scenarios: Adoption of the preferred approach (Step 8) – Recommendation to Metro Council (45-60 min, Kim Ellis)</li> </ul>	

**Parking Lot:**

- Presentation on health & land use featuring local projects from around the region
- Affordable Housing opportunities, tools and strategies
- Greater Portland, Inc. Presentation on the Metropolitan Export Initiative
- MPAC composition
- “Unsettling Profiles” presentation by Coalition of Communities of Color
- Tour of the City of Wilsonville’s Villebois community



METRO POLICY ADVISORY COMMITTEE

**April 23, 2014**

Metro Regional Center, Council Chamber

**MEMBERS PRESENT**

Ruth Adkins  
Jody Carson, *Chair*  
Tim Clark, *2<sup>nd</sup> Vice Chair*  
Sam Chase  
Dennis Doyle  
Kathryn Harrington  
Jerry Hinton  
Lise Glancy  
Dick Jones  
Keith Mays  
Marilyn McWilliams  
Doug Neeley  
Wilda Parks  
Craig Prosser  
Loretta Smith  
Martha Schrader  
Bob Stacey  
Jerry Willey

**AFFILIATION**

PPS, Governing Body of School Districts  
City of West Linn, Clackamas Co. Other Cities  
City of Wood Village  
Metro Council  
City of Beaverton, Washington Co. 2<sup>nd</sup> Largest City  
Metro Council  
City of Gresham  
Port of Portland  
Oak Lodge Water District  
Sherwood Chamber of Commerce  
Tualatin Valley Water District, Washington Co. Special Districts  
City of Oregon City, Clackamas Co. 2<sup>nd</sup> Largest City  
Citizen, Clackamas Co. Citizen  
TriMet  
Multnomah County  
Clackamas County  
Metro Council  
City of Hillsboro, Washington Co. Largest City

**MEMBERS EXCUSED** **AFFILIATION**

Craig Dirksen Metro Council  
Peter Truax, *1<sup>st</sup> Vice Chair* City of Forest Grove, Washington Co. Other Cities

**ALTERNATES PRESENT**

Jeff Gudman  
Chad Eiken

**AFFILIATION**

City of Lake Oswego  
City of Vancouver

**Staff:**

Roger Alfred, Martha Bennett, Andy Cotugno, John Mermin, Ramona Perrault, Ken Ray, Troy Rayburn, Ted Reid, Jessica Rojas and Ina Zucker

**1. CALL TO ORDER AND DECLARATION OF A QUORUM**

MPAC Chair Jody Carson called the meeting to order and declared a quorum at 5:02 p.m.

**2. SELF INTRODUCTIONS & COMMUNICATIONS**

All meeting attendees introduced themselves.

### **3. CITIZEN COMMUNICATION ON NON-AGENDA ITEMS**

No citizen communication on non-agenda items were discussed.

### **4. COUNCIL UPDATE**

Martha Bennett, Chief Operating Officer of Metro introduced Elissa Gertler as the new Planning and Development Director. Ms. Bennett invited members to welcome Ms. Gertler and provided details of her work experience, from government to non profits, counties and development agencies with a track record of collaborative effort in creating solutions. Ms. Bennett asked members to reach out to Ms. Gertler, help her connect with the region by sharing members' experiences with her.

Councilor Sam Chase provided an update to members on the public comment period opening in regards to the 2014 Regional Transportation Plan (RTP), 2015-18 Metropolitan Transportation Improvement Plan (MTIP), Active Transportation Plan (ATP) and Climate Smart Communities (SCS) projects. Public comment period closes Monday, May 5<sup>th</sup>. Metro Council will hold a public hearing on the RTP on May 15<sup>th</sup> at 2 p.m.

Councilor Chase also invited members to participate in the Residential Preference Survey in efforts to gather input about the kinds of neighborhoods, homes, parks, transportation options and other facilities the region desires. A region-wide coalition led by Metro, including the Home Builders and Realtors associations, is conducting a residential preference survey as a part of the efforts to ensure that the region has access to safe, comfortable and affordable place to live for all residents in the Portland. The survey can be accessed at [www.housingchoice.info](http://www.housingchoice.info) Members were asked to share with their colleagues and constituents.

Councilor Chase informed members that Ms. Bennett plans to unveil the proposed Metro budget for Fiscal Year 2014-15, with the first public hearing scheduled on Thursday May 24<sup>th</sup> 2014.

Councilor Chase provided an update on the 2014 Legislative Session and informed the committee that the most time consuming issue was House Bill 4078, which made changes to the region's urban and rural reserves and Urban Growth Boundary(UGB). He also informed members that the bill has implications for the upcoming growth management decision in that it declares that certain employment lands brought into the UGB by HB 4078 will not be counted as available for the purposes of Metro's next UGB amendment.

Councilor Chase also discussed the recent Legislative decision to decline an Oregon-led approach to replace the I-5 bridges over the Columbia River.

Councilor Chase also mentioned that the Legislature passed House Bill 4029, which created a process for landowners to withdraw from the city of Damascus until that city has a comprehensive plan in place.

Members asked clarifying questions.

John Williams stated that about 20 applications had been received by DLCD so far, which is the first step property owners must follow in the withdrawal process.

## **5. CONSENT AGENDA:**

- **Consideration of the March 23, 2014 Minutes**
- **Appointment of new MTAC Members**

Jeff Gudman provided corrections to his title and Craig Prosser's edits were noted.

Marylyn McWilliams also noted corrections of her representing county. Lise Glancey acknowledged the departure of Tom Imeson, no longer with the Port of Portland staff on the MPAC committee.

**MOTION:** Mayor Denny Doyle moved and seconded by Dick Jones to adopt the March 23, 2014 Minutes and the MTAC Member Nominations.

**ACTION:** With all in favor, the motion passed.

## **6. AMENDMENT TO METRO FUNCTIONAL PLAN TITLE 4 REGARDING ESTABLISHMENT OF TRAILS IN REGIONALLY SIGNIFICANT INDUSTRIAL AREAS**

Chair Carson introduced Roger Alfred of Metro who provided an update on the Adoption of Ordinance No. 14-1329, which amends Title IV of Metro's Functional Plan to expressly allow the establishment of trails and related facilities within Regionally Significant Industrial Areas. Mr. Alfred provided context of Title IV and the recent steps taken by the Tonkin Industrial group whom has objected to the master plan as the trail goes through their industrial areas and properties.

Mr. Alfred discussed that the City of Tualatin has approved amendments to their TSP that illustrates a line in regards to the trail. Mr. Alfred cited Title IV rules, which prohibit parks being built in Regionally Significant Industrial Areas. Mr. Alfred discussed Metro's current involvement in litigation as a part of the court of appeals process, and is filing a response to the petition. Mr. Alfred offered to answer questions. John Williams referred to the MTAC memo that recognizes the adoption of Ordinance No. No. 14-1329. Mr. Alfred sought recommendation of approval from MPAC to Metro Council. The ordinance will go before Council for approval on May 8th.

Questions and Comments included:

- Members asked clarifying questions about local jurisdictions and their ability to develop transportation efforts that includes trails versus trail development as a part of parks.

Mr. Alfred clarified the difference in trails that cross industrial areas.

- Chair Carson also acknowledged the same efforts happening in West Lynn.
- Jeff Gudman asked questions about siting trails in industrial areas.

Mr. Alfred clarified that trail traverses along the far edge of the property.

- Mayor Neeley asked questions about trails that are mapped regionally significant.



Chair Carson requested that the committee vote on the issue.

**MOTION:** Craig Prosser moved and seconded by Wilda Parks to approve the Adoption of Ordinance No. 14-1329, amending Title 4 of Metro's Functional Plan to expressly allow the establishment of trails and related facilities within Regionally Significant Industrial Areas.

**ACTION:** With all in favor, the motion passed.

## **7. TENTATIVE APPROVAL OF THE 2014 REGIONAL TRANSPORTATION PLAN (RTP)**

John Mermin provided an update on the Regional Transportation Plan (RTP) and on proposed changes resulting from the public comment period. Mr. Mermin shared results from the public comment period and covered highlights in the packet. All changes to the RTP were covered in the track changes format. Mr. Mermin confirmed that all committees will have access to a final report before the final action is taken.

Mr. Mermin informed members that approval of the RTP is necessary in order to run the air quality model assessments in efforts to comply with Clean Air Act. Mr. Mermin previously shared proposed edits at the last MPAC meeting, including technical and wording edits, with no drastic changes.

The last day of the 45 day public comment period is May 5<sup>th</sup>, 2014. Mr. Mermin informed the committee that he expects to see comments from neighborhood associations, general comments and staff recommendations. Currently he has received over 150 comments, with only a handful asks for any specific changes. Mr. Mermin also referred members to the recent MTAC memo indicating approval of the Draft RTP.

Member questions and comments included:

- Mayor Neeley asked if local jurisdictions can respond to the update.

Mr. Mermin confirmed that those responses will be included the next update.

- Ruth Adkins thanked staff for their work and mentioned the challenging comments that she felt were contradictory at times.
- Mayor Jerry Willey vetted reasons for the comments and asked about if the geographic location of where those comments are coming from in the region is known.

Mr. Mermin responded that there is some zip code information to help determine where the comments are coming from.

- Chair Carson mentioned that there is such a great diversity of comments and currently there are efforts to look for patterns.

Mr. Mermin informed the committee that he will return on June 25<sup>th</sup> for final recommendation. Next steps include presentation of the draft RTP for approval from TPAC, JPACT and Metro Council.

Chair Carson asked the committee for approval by indicating thumbs up or thumbs down. All members approved.

## **8. 2015 GROWTH MANAGEMENT DECISION: DRAFT 2035 POPULATION AND EMPLOYMENT FORECAST**

John Williams offered introductory comments on the 2015 urban growth management decision and introduced Ted Reid of Metro and Dr. Tom Potiowsky from Portland State University, who chaired Metro's regional forecast advisory panel.

Mr. Reid provided a timeline for the urban growth report (UGR) and informed members how the UGR informs the Council's 2015 urban growth management decision. MPAC received an overview of the work program in September 2013. In January of 2014 a presentation of recent economic conditions was given. Accuracy of past Metro forecasts was presented in February of 2014 with the draft 2035 growth forecast being presented at the current meeting. The UGR estimates the portion of the 7-county employment and population growth forecast that may occur in the Metro Urban Growth Boundary (UGB). Next steps include an overview of draft Urban Growth Report in July 2014 and results of the Residential Preference Study are scheduled for presentation in September 2014. The Housing Needs analysis is scheduled for October 2014, following with the Employment Capacity Needs analysis. MPAC's final recommendation to Council on the 2014 UGR is scheduled for November 12, 2014. MPAC will be asked to make a formal recommendation to the Council as to whether the 2014 UGR provides a reasonable basis for making a growth management decision in 2015.

Takeaways included:

- Mr. Reid stated that staff makes an effort to make reasonable assumptions in the forecast. Convening the forecast review panel is an effort to make sure that the assumptions are reasonable. He acknowledged that there is always uncertainty in a forecast and confirmed that is why the results are expressed as a probabilistic range forecast.
- Policy considerations in the 2015 growth management decision included considering if plans are set for low growth and high growth occurs or vice versa.
- Other considerations include what areas of the region will benefit and where the burdens may exist as a result of getting it wrong in either direction.
- Mr. Reid also asked members to consider the best course of action, knowing that we will update the forecast in six years.
- Dr. Potiowsky described the regional forecast review panel that he chaired, which included economists and demographers from PSU, Johnson Economics, ECONorthwest, and NW Natural.
- Dr. Potiowsky also described the charge of the panel, which was to advise Metro staff on the forecast model assumptions, forecast results, and scenarios that could lead to higher or lower growth.
- Dr. Potiowsky described possible scenarios that could push growth outside the forecast range, including climate change, declining mobility, changes in policy on international and national levels.
- Dr Potiowsky offered suggestions as to how to interpret death rates versus birth and migration rates.

- Dr. Potiowsky mentioned competition from other cities as drawing in new people over the Portland metropolitan area.
- Birth rates and death rates are fairly predictable, but migration patterns, which are a major contributor to growth, are somewhat more difficult to predict.

Member comments and questions included:

- Mayor Willey asked questions about the results of the residential preference study and the desired outcomes.

Mr. Reid responded that the results will be reported in the draft UGR and will help Metro and its partners to understand how people make choices about where to live.

- Mayor Willey asked if the study could help the regional partners in efforts to formulate density requirements and zoning.

Mr. Reid responded yes.

- Keith Mays commented on Marion County in regards to the UGR and asked if Salem will be included in the future.

Mr. Reid responded that the federal government defines the metropolitan boundaries used for forecasting, but that understanding how decisions in our region interact with decisions made in Marion County is important.

John Williams commented on how the work in the UGR does connect with Marion County through the forecast coordination process that PSU will conduct as they complete forecasts for the rest of the state.

Councilor Harrington commented on the track record of Metro's forecast accuracy.

Councilor Stacey commented on the reassessment needs that are required by law. He acknowledged that there is future opportunity to reassess the projections every 5 years.

- Mayor Willey recalled previous projections, and suggested to overshoot in efforts to avoid a shortage in housing.

Mr. Reid discussed the population range forecast, which was adjusted upwards based on the advice of the forecast advisory panel. The baseline forecast estimates that 600,000 people will be added to the 7-county area over the next 20 years. The baseline increase would be a 25% increase in population.

- Mayor Willey commented that he remembers different numbers being projected in past years.

Mr. Reid commented that this forecast is lower than the last due to the recession, birth rates that are lower than replacement rates, and perhaps the result of comparing forecasts for different lengths of time.

- Mayor Neeley commented on the slow-down in the recession but that the region still saw an increase in population.

Mr. Reid suggested migration as the source of increase in the forecasts.

- Jeff Gudman asked clarifying questions about the employment forecast as it relates to an aging population and asked for elaboration.

Mr. Reid responded that more people will be working more than one job, suggested part time employment as a part of the changing economic model.

- Dick Jones asked about the comparison of counties, if we are still focusing on the same geography as we did last time the report was done.

Ted Reid responded that yes it is the same.

- Mayor Neeley asked questions about the residential preference survey, commented that it was complicated and that the survey made it hard to go back and re answer the questions.

Mr. Reid responded that he had been made aware of the Mayor's concern and that the project partners had also discussed whether to have a "back" button in the online survey. The advice they received from DHM Research was that since we want respondents' first impressions, a back button should not be offered since it would allow respondents to over-think their responses.

- Ruth Adkins asked if the Housing Needs Analysis was based on the Residential Preference Survey.

John Williams answered that is additional information that will be included in the UGR, intended to inform the 2015 growth management decision and other efforts.

- Keith Mays asked questions about younger people wanting to live in the city but eventually moving out into suburban areas when they have kids.

Dr Potiowsky answered that home ownership rate share peaked in 1995 and dropped. He believes that it will go up but there are a lot of behavioral changes from younger people. Also discussed was how driver license rates have dropped recently as fewer young people wish to own cars.

- Mayor Willey commented that he just returned from Japan, with their populations declining and spoke of shrinking families and migration contributing to growth. He also commented about climate situations elsewhere in the country, and how our region may attract more migrants. Mayor Willey asked if any of these topics play into their decision making.

Dr. Potiowsky answered yes, that droughts elsewhere in the U.S. were cited by the forecast review panel as a factor that could potentially increase migration to our region, but that that trend has not yet been observed.

- Mayor Doyle asked if the committee looked at whether the region is expected to continue growing jobs in export sectors as called for in its Export Strategy.

Dr. Potiowsky answered, yes, this is something that the forecast review panel considered.

John Williams commented on the good conversation and that the discussion of how to plan for higher or lower growth is exactly the sort of discussion to focus on leading up to the growth management decision.

- Dick Jones commented that he was present when the last time the UGB was expanded and brought in land for jobs but that owners have not been willing to sell their properties. He asked if there is assurance to make properties available in efforts to prevent stockpiling.

Ted Reid cited the frustrating experience of brokers and others in the development community as they look for development-ready land that is for sale. Mr. Reid stated that that experience should be acknowledged, but that Metro has an obligation to look beyond what properties are for sale when conducting its long-term capacity analysis.

- Marilyn McWilliams asked if energy production and prices were considered in this discussion.

Dr. Potiowsky answered that the panel considered the effects of potential regulations on greenhouse gases. The panel's sense was that the region is now in a better energy cost position.

**Member communications:**

Chair Carson referred to the long range work plan and the amount of agenda items. Chair Carson stressed to members the timeframe necessary in taking an agenda item back to their prospective communities. Chair Carson requested that the upcoming meetings extend until 7:30 p.m. MPAC committee members agreed. Members agreed to extend the May 14<sup>th</sup>, June 11<sup>th</sup> and the 25<sup>th</sup> meetings to allow more time for discussion.

Chair Carson adjourned the meeting at 6:45pm.

Respectfully Submitted,

Jessica Rojas

A handwritten signature in cursive script that reads "Jessica Rojas".

Recording Secretary

**ATTACHMENTS TO THE PUBLIC RECORD FOR MARCH 26, 2014**

<b>ITEM</b>	<b>DOCUMENT TYPE</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT No.</b>
7	Memo	4/22/13	MTAC Motion to Recommend Preliminary Approval of the Draft RTP	42314m-01
8	Memo	4/16/14	MTAC Motion to Approve Ordinance No. 14-1329	42314m-02
8	PPT	4/23/14	PPT: Draft regional population and employment forecast	42314m-03



METRO POLICY ADVISORY COMMITTEE (MPAC)

May 14, 2014

Metro Regional Center, Council Chamber

**MEMBERS PRESENT**

Jody Carson, *Chair*  
Tim Clark, *2<sup>nd</sup> Vice Chair*  
Sam Chase  
Dennis Doyle  
Lise Glancy  
Kathryn Harrington  
Jerry Hinton  
Dick Jones  
Keith Mays  
Marilyn McWilliams  
Doug Neeley  
Wilda Parks  
Craig Prosser  
Loretta Smith  
Martha Schrader  
Bob Stacey  
Jerry Willey

**AFFILIATION**

City of West Linn, Clackamas Co. Other Cities  
City of Wood Village  
Metro Council  
City of Beaverton, Washington Co. 2<sup>nd</sup> Largest City  
Port of Portland  
Metro Council  
City of Gresham  
Oak Lodge Water District  
Sherwood Chamber of Commerce  
Tualatin Valley Water District, Washington Co. Special Districts  
City of Oregon City, Clackamas Co. 2<sup>nd</sup> Largest City  
Citizen, Clackamas Co. Citizen  
TriMet  
Multnomah County  
Clackamas County  
Metro Council  
City of Hillsboro, Washington Co. Largest City

**MEMBERS EXCUSED** **AFFILIATION**

Ruth Adkins PPS, Governing Body of School Districts  
Peter Truax, *1<sup>st</sup> Vice Chair* City of Forest Grove, Washington Co. Other Cities

**ALTERNATES PRESENT**

Jeff Gudman  
Chad Eiken

**AFFILIATION**

City of Lake Oswego  
City of Vancouver

**Staff:**

Roger Alfred, Martha Bennett, Andy Cotugno, John Mermin, Ramona Perrault, Ken Ray, Troy Rayburn, Ted Reid, Gerry Uba, Jessica Rojas and Ina Zucker

**1. CALL TO ORDER AND DECLARATION OF A QUORUM**

MPAC Chair Jody Carson called the meeting to order and declared a quorum at 5:06 p.m.

**2. SELF INTRODUCTIONS & COMMUNICATIONS**

All meeting attendees introduced themselves. Chair Carson reminded members that the meeting would last till 7:30 p.m.

Chair Carson informed members that Jackie Dingfelder would be sitting at the table and distributed a card for Mayor Truax who was in an accident for members to sign. Chair Carson reminded members to email the Regional Engagement and Legislative Coordinator Troy Rayburn at [troy.rayburn@oregonmetro.gov](mailto:troy.rayburn@oregonmetro.gov) if members plan to be absent, in order to be excused in the meeting minutes. Chair Carson also reminded members of the upcoming joint JPACT/ MPAC meeting held on May 30<sup>th</sup> at the World Forestry Center and acknowledged a letter from Tri Met appointing Alan Lehto as an MPAC alternate.

### **3. CITIZEN COMMUNICATION ON NON-AGENDA ITEMS**

No citizen communications on non-agenda items.

### **4. COUNCIL UPDATE**

Councilor Harrington inquired about the upcoming MPAC meeting on July 9<sup>th</sup> that includes the tour of Forest Grove, and confirmed that members should RSVP for the tour. John Williams will provide details in regards to the logistics of that meeting.

Councilor Harrington announced a new public outreach campaign launched in April by Metro, “Let’s Talk Trash” as a part of the public engagement series designed to engage the public in conversations about what we want our garbage to do for us. The public engagement series incorporates a set of performances by Milagro Theatre that will be held throughout the region. As a part of the public engagement process, there will be an event with “Nerd Nite Portland” on Tuesday, June 3<sup>rd</sup>, at the Clinton Street Theater, with a national expert on new technologies to get more out of garbage.

Councilor Harrington informed members that Metro will be hosting other events throughout the summer and fall, including an art exhibit and a film festival aimed at engaging the public in advance of decisions by Metro Council next year about managing garbage for the long term. For more information about these events please visit [oregonmetro.gov/letstalktrash](http://oregonmetro.gov/letstalktrash).

Councilor Harrington informed members about the Powell-Division Transit and Development Plan survey is now available online. The survey is intended to gather input from members about how transit trips can be easier and more convenient and to gather information that would help weigh the pros and cons of different alternatives to be developed this summer. The survey is available through July 30<sup>th</sup> available through [www.oregonmetro.gov/powelldivision](http://www.oregonmetro.gov/powelldivision)

### **5. CONSIDERATION OF THE MINUTES FOR APRIL 23, 2014:**

- **Consideration of the March 23, 2014 Minutes**

**MOTION:** Due to a lack of a quorum there was no vote to accept the draft minutes for the March 23, 2014 meeting.

**ACTION:** None.

### **6. POSSIBLE EXTENSION OF CONSTRUCTION EXCISE TAX (CET) FOR COMMUNITY PLANNING AND DEVELOPMENT GRANTS (CPDG)**



Councilor Chase informed members that he is the Councilor liaison assigned to the Excise Tax for Community Grants. Councilor Chase referred to the Construction Excise Tax as the source for the Community Planning and Development Grants Program to ensure any new development that occurs in the region is successful, supports job and housing development. He posed to members whether to extend the tax and informed the committee that the decision needs to be made by June. Councilor Chase informed the committee that he will depart the meeting at 6 pm but he will be updated by staff in regards to comments on this topic.

COO Martha Bennett provided historic context and overview of the Excise Tax for Community Grants (CPDG).

Takeaways included:

- In November 2013, the Metro Council discussed the need for a review of the CPDG program and consideration of possible extension of the construction excise tax to continue the grants program. Council directed COO Bennett to convene stakeholders to review the grant program and provide recommendations on the expiring tax. The tax is currently set to expire on September 30, 2014.
- In January 2014 a 22-member stakeholder advisory group met. The advisory group reviewed excise tax collections and distributions of funds, rules for administration of the tax and grants programs, and findings of the performance assessment of the grant program conducted by a third party, ECONorthwest. The stakeholder advisory group sent its recommendations to the COO in April.
- Included in the meeting materials are Ordinance No. 14-1328 and a staff report including recommendations to the Metro Council and the advisory group recommendations.
- On June 11, MPAC is scheduled to provide its recommendations on the construction excise tax and the future of the CPDG program to the Metro Council. The first and second readings of Metro Council Ordinance No. 14-1328, which will propose to implement COO and stakeholder recommendations are scheduled on June 12<sup>th</sup> and 19<sup>th</sup>.
- 100% of the funds collected were used for concept planning. An overview of awarded projects and their locations was shared with the committee.
- Jackie Dingfelder presented on behalf of Mayor Hales of the city of Portland and Susan Anderson, to provide an overview of the recommendations and perspective of the City of Portland. Ms. Dingfelder recommended continuing the tax thru 2020 at the current rate and that the purpose remains the same as it was last year, being used to plan areas within the UGB and its reserves.
- Ms. Dingfelder cited issues with equity and fairness as the original intent. She offered perspective from Portland as the program helps with mixed use development particularly issues of in-fill. She also cited the SW corridor and Powell/ Division project as helpful in redefining criteria and supporting the best line data for investment of Brownfields. Ms. Dingfelder explained that although the City of Portland never expected a dollar for dollar return, the city does feel they should have received more of the funding and suggested that regional equity be considered.

- Dave Neelsen Home Builders Association offered comments on the process and referenced the current models of development from the suburban to the urban focus, the evaluation of past grants and the recession as having an impact. Mr. Neelsen referenced roadblocks, such as annexation and other regularity impediments.
- Mr. Neelsen sited issues on social equity as a part of the criteria and suggested that it needs to be clarified in how actions will assist those disadvantaged in relation to the distribution of funding, as a regional issue. Mr. Neelsen sited criteria around where growth is going to occur and expressed concern for other smaller cities that may not have that ability to put together an RFP.
- Lorelei Juntunen from ECONorthwest offered comments and recommendations in relation to the program objectives and selection criteria. Suggestions were offered to look at an the evaluation framework, to consider the type of project involved in relation to the criteria, outcome measures and how it fits geographically.
- Ms. Juntunen concluded that the grants have value and supported planning occurred/ happened sooner as result of the grants. The grants supported a stakeholder outreach process and the ability to leverage resources. Other results found included that the plans supported by the grants align with 2040 plan and that the criteria was generally met.

## **7. SOUTHWEST CORRIDOR STEERING COMMITTEE RECOMMENDATION REGARDING DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS)**

Councilor Stacey introduced Malu Wilkinson of Metro who provided an update to members on the progress made by the Southwest Corridor Plan Steering Committee. Ms. Wilkinson provided an overview of the draft recommendation that is currently under review and discussion by the Steering Committee and project partners in preparation for the upcoming Steering Committee decisions in June. The draft recommendation will define high capacity transit (HCT) design options, complementary multimodal projects, and potential station areas to study further in a Draft Environmental Impact Statement (DEIS).

Ms. Wilkinson referenced the resources available in the packet and passed around the full version of the draft recommendation for visual reference. Ms. Wilkinson informed members that project partner staff will be working citizens, advisory groups, councils and commissions to discuss the most promising package to forward for further study in a DEIS to support the Southwest Corridor land use vision.

Ms. Wilkinson addressed issues such as the land use vision submitted by each of the cities involved and offered members the question to ponder as how to tie into the existing opportunities and offered examples such as the Ross Island bridge access issues, building a tunnel under OHSU and the expenses involved, design options along Barber Blvd and light rail considerations. Another topic of discussion is whether PCC be served directly or indirectly and informed members that these topics are still under discussion.

The Steering Committee is scheduled to make a recommendation on what package of the HCT design options, complementary multimodal projects and station areas to move forward for further study in a DEIS on June 9, 2014. The public will have several opportunities to discuss and provide

input on the draft recommendation. Staff will collect and analyze public input, and submit another report to help inform the Steering Committee decision. The SWCP-sponsored public input opportunities are:

- Online survey, available May 6-23, 2014
- Community Planning Forum on May 23, 2014, in Tigard
- Business Summit on May 21, 2014, in Tigard
- ID Southwest meeting on May 20, 2014 in Portland
- Local discussions held by partner cities and counties

Detailed information about these public input opportunities is available on the Southwest Corridor Plan web site: <http://www.swcorridorplan.org>

Member comments included:

- Members clarified connecting aspects in the map as a part of what the steering committee considers as a vision for the region.
- Members commented that there has been changes based on citizen input and the process has been very transparent.

## **8. TITLE VI AND ENVIRONMENTAL JUSTICE ANALYSIS FOR THE 2014 RTP AND 2015-18 MTIP**

Chair Carson offered opening remarks in regards to the 2014 Long Range Transportation (RTP) and 2015-2018 Near-term Transportation Investments (MTIP) Environmental Justice and Title VI Assessment/ Scope of Analysis and Process Schedule. Ted Leybold of Metro provided members with an understanding of the analysis, public comment and adoption process of the RTP and MTIP in preparation for adoption of the final report findings and recommendations scheduled for JPACT and Council consideration in July 2014.

Steps taken to complete the 2014 RTP include the creation of the plan drafted from existing plan updates (March), public comment period on plan and Title VI and Environmental Justice Analysis and the Air Quality Analysis (April). Public comment period will continue from May to June with adoption of the plan and analysis reports in July. Steps taken to complete the 2015-18 MTIP include the program drafted from allocation processes (March), public comment period on program and Title VI and Environmental Justice Analysis and the Air Quality Analysis (April) and the public comment period on Title VI-EJ and AQ analyses (May-June). The adoption of the program and analysis reports is scheduled for July including a summary of the analysis and public input, recommendations for action and an outline of actions to avoid, mitigate, or to justify identified burdens & impacts and future work plan items.

Mr. Leybold overviewed some of the criteria involved in the MTIP and RTP in relation to the Title VI including the development of options based on definitions and community stakeholder input, such as assessing how we define “low income” and the development of a methodology in assessing the impacts.

Member comments and questions included:

- Members asked clarifying questions as to how outreach is conducted to find out how the public perceives whether something is benefit or a burden.

Mr. Leybold Reid responded that the goal is to provide citizens with context and examples that are given in public materials in helping communities develop their own perceptions on what is a burden or a benefit.

### **9. CLIMATE SMART COMMUNITIES SCENARIOS: RECEIVE PUBLIC ENGAGEMENT REPORTS AND APRIL 11<sup>TH</sup> STRAW POLL RESULTS**

Kim Ellis of Metro provided results from the straw poll conducted at the Joint MPAC/JPACT Climate Smart Communities (CSC) meeting held on May 11, 2014. Chair Carson reminded members about the joint meeting held on May 30<sup>th</sup> and acknowledged that the May 30<sup>th</sup> recommendation isn't the final recommendation but the setting of the foundation for final recommendation in the fall.

Councilors recognized Tim Clark for helping others understand the experience and also reminded members of the CSC timeline and the purpose of the meeting is to vote on a test scenario which will create space to measure an outcomes and the performance to then make a final recommendation.

Kim Ellis provided members with an overview and highlighted the materials in the packet including the summary reports that were presented, asking members to consider the materials when deciding the draft approach. Ms. Ellis reminded members that there will be more discussion opportunities that will produce the final action in December, making a recommendation to the Metro Council. Ms. Ellis posed questions for members to reflect on in preparation for the May 30<sup>th</sup> joint meeting:

- How much of the planned active transportation network should we complete by 2035?
- How much of the planned street and highway network should we complete by 2035?
- How should local communities manage parking by 2035?

Ms. Ellis discussed looking at ways to build on the straw poll results in efforts to find areas where there may need to be more discussion in order for members to make a full recommendation to Council. Chair Carson asked members to offer feedback from their communities.

Member comments and questions included:

- Members discussed looking at the results and the costs associated and discussed the difference in the cost associated with the benefits.
- Members cited conversations about service increases and the balance in the conversation about new projects and mentioned there were limited conversations on each side.
- Members offered input on the online public tool report and that the most responses came from Multnomah County in comparison to the other counties.

Ms. Ellis responded that her department used multiple methods to gather input in efforts not specific to CSC and but focused overall on transportation and other infrastructure, referred to the poll data from other points gathered from other areas of the region.

- Members mentioned the results from the meeting with the star poll and acknowledged that public responded different and the projects that they looked at were less extensive.
- Members discussed their experience presenting for their respective councils and others. Members offered feedback on the concerns expressed such as how projects would be funded and the breakdown of the dollar per unit.
- Chair Carson expressed her experience with discussing this topic at the coordinating committee and offered comments that CSC should involve input from the surrounding areas as many transport to Portland for work and they want to be considered as well.

Councilor Harrington clarified that the cost comment is coming from across the region and reminded members that the options that are being offered are based on the plans that were already made by each cities local plans, and that Metro supports the local plans. Councilor Harrington reminded members that they are not being handed the bill.

- Chair Carson clarified that the concern is how things are going to be paid for currently.
- Members expressed that this isn't a one size fits all (plan) for the region.
- Members mentioned that the work being carried out by the State of Oregon is to look at outlying communities that may not fit as neatly.

## **10. REGIONAL TRAVEL OPTIONS EVALUATION REPORT**

Councilor Stacey offered opening remarks about the Regional Travel Options (RTO) program explaining to members that the results from the program evaluation points that the RTO is doing well but it is approaching its limit in spending expenditures. Councilor Stacey acknowledged the RTO's objectives of providing valuable information and the legitimacy as to why it should be considered for increased investment as it meets many objectives and making transportations options accessible.

Dan Kaempff of Metro provided members with an overview on the RTO program. Takeaways included:

- RTO engages with the public by educating and removing barriers to increase transportation options, resulting in more people using Active Transportation and Transit investments.
- Efforts derive from the 2012-2017 RTO Strategic Plan and involve a \$2.2 million annual budget.
- Biannual evaluation is conducted by an outside contractor, Steer Davies Gleave.
- The evaluation measures the outcomes of projects that are conducted by multiple regional partners and tracks the progress towards RTP (Regional Transportation Plan) non-auto mode split goals.

- Participation was positive with 84,522 people involved in accessing RTO resulting in a reduction of 47 million miles of travel and alleviating the region of 19,176 tons of green house gas emissions.

Mr. Kaempff offered suggestions to improve such services such as employers who have employed an evening shuttle, in collaboration with business and government to increase travel options. Mr. Kaempff also discussed the convergence in Wilsonville that heavily depends on good transit access and explained how Smart and TriMet staff worked together to figure out work schedules and ended up adding two additional service runs to get employees to work on time, when they were concerned about losing a workforce when their business was relocating. The impact was lessened by the collaboration.

Mr. Kaempff reminded members what the region is faced by car makers who do not want to lose their ridership, discussed their budgets dedicated to gage riders and compared their marketing budgets to the budget of the RTO.

**Member communications:**

Mayor Doug Neeley discussed a recent meeting for the Blue Heron site as a part of the Willamette Legacy project as positive.

Chair Carson informed that members that Mayor Peter Truax has returned home from his auto accident.

Chair Carson adjourned the meeting at 7:08p.m.

Respectfully Submitted,

Jessica Rojas

A handwritten signature in cursive script that reads "Jessica Rojas".

Recording Secretary

**ATTACHMENTS TO THE PUBLIC RECORD FOR MARCH 26, 2014**

<b>ITEM</b>	<b>DOCUMENT TYPE</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT No.</b>
6	PPT	5/14/14	PPT: Recommendations on Community Planning and Development Grants –CET Tax Extension	51414m-01
7	Draft Handout	5/6/14	Draft Recommendation Summary for SW Corridor Plan	51414m-02
8	PPT	N/A	PPT: Communities of Concern and the 2014 RTP and 2015-18 MTIP	51414m-03
10	PPT	5/14/14	PPT: 2011-2013 Regional Travel Options Program Evaluation	51414m-04



## Metro | Memo

Date: Tuesday, June 3, 2014  
To: Metro Policy Advisory Committee  
From: John Williams, MTAC Chair  
Subject: MTAC Nominations for MTAC Approval

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We have received a new nomination for the "City of Beaverton" position on MTAC. The City of Beaverton has nominated Todd Juhasz to replace Randy Ealy on MTAC. Steve Sparks will remain the alternate.

Please consider this nominee for MTAC membership at your June 18 meeting. Per MPAC's bylaws, MPAC may approve or reject any nomination submitted.

If you have any questions or comments, please do not hesitate to contact me.

Thank you.



## STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 14- 1328, FOR THE PURPOSE OF EXTENDING THE CONSTRUCTION EXCISE TAX FOR COMMUNITY PLANNING AND DEVELOPMENT GRANTS

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Date: May 30, 2014

Prepared by: Gerry Uba  
503-797-1737  
[gerry.uba@oregonmetro.gov](mailto:gerry.uba@oregonmetro.gov)

## BACKGROUND

In November 2013, staff informed Metro Council that the construction excise tax which funds Community Planning and Development Grants will expire in September 2014. Staff also informed the Council that if it desired to maintain the construction excise tax for planning purposes, the tax must be extended not later than June 2014, because tax actions require a 90-day period prior to sunset date to be reauthorized. Council deliberations resulted in directing the Chief Operating Officer to convene stakeholders to review the Community Planning and Development Grants program and provide advice on extension of the tax.

### *2005 EXPANDED AREA PLANNING FUND COMMITTEE AND CYCLE 1 GRANT AWARD*

As early as 2004, the region realized that many local governments do not have sufficient funding to complete the planning requirements in Title 11 of the Urban Growth Management Functional Plan for over 6,000 acres brought into the Urban Growth Boundary (UGB) in [list year or period of years]. In early 2006, a stakeholder advisory group convened by then- Chief Operating Officer Michael Jordan recommended creation of a construction excise tax to collect a total of \$6.3 million to fund planning in areas brought into the UGB from 2002 through 2005. In March 2006, Metro Council established the tax (Ordinance No. 06-1115), which took effect the following July 1. The tax is assessed at 0.12 percent of the total value of construction for which a permit is sought. Permits valued below \$100,000 and those issued to non-profit organizations for affordable housing are exempt from the tax. Permits valued more than \$10 million are assessed a flat fee of \$12,000.

Cycle 1 (2006) non-competitive grants to local governments committed the \$6.3 million for 26 concept planning projects in those areas brought into the UGB between 2002 and 2005. The concept plans established the planning framework for long-term sustainable urbanization and annexation for these new urban areas.

### *2009 CET ADVISORY GROUP AND CYCLES 2 AND 3 GRANT AWARDS*

Due to the need for predevelopment and redevelopment planning for areas inside the UGB, an advisory group convened in 2009 and recommended extension of the CET. The Group recommended extending the sunset for additional five years, to September 2014. The Committee also recommended maintaining the existing tax structure, including the tax rate, exemptions and retention for administration of the tax.

The Metro Council extended the tax in 2009 (Ordinance 09-1220) for a five-year period. The scope of eligible projects was expanded to include existing urban area planning, new urban area planning, and urban reserve area planning. Grant allocations in two new Cycles (Cycle 2 and Cycle 3) were implemented in 2010 and in 2013.

Cycle 2 (2010) competitive grants to local governments committed \$3.7 million for 17 planning projects in areas inside the UGB (Resolution No. 10-4151). Cycle 3 (2013) competitive grants to local governments committed \$4.2 million for 19 planning projects (Resolution No. 13-4450) both inside and outside the UGB. Approximately 32 percent of the fund was allocated to planning projects in new urban areas and urban reserves, while 68 percent of available revenues was allocated to planning projects located inside the UGB. The outcomes of Cycle 2 and Cycle 3 projects fall into the following categories:

- Concept plans for establishing long-term sustainable urbanization and annexation for land added to the UGB
- Concept plans or comprehensive plans for establishing long-term sustainable urbanization and annexation for urban reserves, including how to secure financial and governance commitment
- Master plans for shovel-ready eco-industrial development
- Master plans for old industrial and employment areas
- Implementation strategies with a focus on redevelopment and potential transit stations
- Development strategies with a focus on infrastructure financing
- Zoning regulation updates to implement comprehensive plans and spur redevelopment
- Alternative transportation system performance measures for multi-modal mixed-use areas.

#### *2014 PERFORMANCE ASSESSMENT OF THE COMMUNITY PLANNING AND DEVELOPMENT GRANTS PROGRAM*

Metro contracted with a consulting firm, ECONorthwest, to conduct a performance assessment of the Community Planning and Development Grants program. Key findings and recommendations of the performance assessment are:

- 1) There is a lack of quantitative evidence of on-the-ground development can be attributed to:
  - a) Impact of the recession
  - b) Delayed start of grant projects
  - c) Too soon to measure progress of grant projects
- 2) The benefits of the grant program (based on qualitative research/interviews) are:
  - a) Planning could not have occurred without the grant
  - b) Planning happened sooner in some places because of the availability of funds
  - c) Partnerships were established and external resources leveraged
  - d) Innovative approaches and increased planning sophistication occurred
- 3) The recommendations focus on improvements that will enhance future program evaluation:
  - a) Some of those interviewed expressed uncertainty about what the program can accomplish, due to shifts in evaluation criteria. This can be resolved by providing clearer definition of the criteria to be consistent with program objectives
  - b) Prior to a new grant cycle (if the tax is extended), Metro should develop an intentional evaluation framework linking program goals with project activities and ultimate outcomes, using tools like a logic model.

- c) Metro should reevaluate the 50/50 split of Cycle 3 grant funds between projects inside UGB and in urban reserves and new urban areas
- d) Metro should consider requiring grantees to evaluate their own success and failures during the grant period
- e) Report interim and final evaluation findings, showing how projects compare on program goals, activities and ultimate outcomes.

*2014 ADVISORY GROUP FOR POTENTIAL CONSTRUCTION EXCISE TAX EXTENSION AND COMMUNITY PLANNING AND DEVELOPMENT GRANTS PROGRAM REVIEW*

In January 2014, the Chief Operating Officer convened an advisory group after consultation with the Metro Council. The charter of the advisory group was to review the grants program and recommend potential improvements to the program and provide advice on whether the tax should be extended or not. The advisory group recommendations were informed by the findings in the performance assessment report.

The advisory group met three times between January and March 2014 and its final recommendations were sent to the Chief Operating Officer in April 2014. The following is the summary list of the recommendations of the advisory group. Attachment A to this staff report provides a summary of the Advisory Group recommendations.

- Extend the construction excise tax from October 2014 to December 2020 and maintain the existing tax structure, including the tax rate and exemptions
- Maintain the same purpose of grant funds set forth in Ordinance No. 09-1220
- Distribute the October 2014 to December 2020 tax receipts in at least two grant cycles
- Set some percentage of projected revenue for mandated planning required in Metro’s Urban Growth Management Functional Plan Title 11, and the rest of the funds for various types of planning in other areas
- Identify local and regional needs for Community Planning and Development Grants and adjust the distribution of revenue accordingly
- Refine existing evaluation criteria to encourage strong projects that demonstrate an understanding of market interventions to achieve development
- Outcome of the Community Planning and Development Grants program should include clear outcome goals for each planning focus area and specific performance measures to evaluate the program.

**MPAC RECOMMENDATIONS**

The Metro Policy Advisory Committee (MPAC) reviewed and considered the recommendations of the Metro Chief Operating Officer and Stakeholder Advisory Group, and findings and recommendations in the grant program performance assessment report on May 14, 2014. On June 11, 2014, MPAC passed a motion recommending to Metro Council to \_\_\_\_\_ (extend / not extend?) the construction excise tax to \_\_\_\_\_.

**ANALYSIS/INFORMATION**

### 1. **Known Opposition**

There is no known opposition to the proposed legislation. As stated earlier, the Chief Operating Officer convened an advisory group which reviewed the grant program and reached consensus on their recommendations to her.

### 2. **Legal Antecedents**

After establishment of the construction excise tax in 2006, the Oregon Legislature changed the local taxing authority law in 2007, enacting Senate Bill 1036 which authorized school districts to levy construction excise taxes on new residential, commercial and industrial construction to pay for school facility construction. The bill also prohibited local governments from establishment of new construction excise tax. However the law “grandfathered” in existing construction excise taxes, such as Metro’s, established before May 1, 2007. The state preemption expires on January 2, 2018.

Oregon law allows an existing construction excise tax to be extended, provided the structure of the tax does not change. Because this ordinance would extend the existing construction excise tax, Metro is not required to establish a Tax Study Committee. The 2014 advisory group was aware of the provisions in state law before reaching agreement to recommend extension of the tax to December 2020. As stated earlier, the tax must be extended 90 days before an expiration date (September 30, 2014), because tax actions require a 90-day period prior to sunset date to be reauthorized. Metro Council must adopt this ordinance by June 30, 2014, for the tax to be effective by the expiration of the current tax.

### 3. **Anticipated Effects**

If the construction excise tax is extended, funding will be available for creating catalytic action plans that would remove barriers to development and result in on-the-ground development. The new fund would facilitate creation of strategic plans to enable planning and development projects, such as urban renewal planning, projected growth areas planning, pre-corridor planning, and infrastructure finance planning. The extension would also enable implementation of mandated concept planning in additional urban reserve areas.

If the construction excise tax is extended, the Advisory Group will be reconvened in fall 2014 to assist Metro complete refinement of existing and proposed evaluation criteria. Prior to solicitation of grant applications, local and regional planning needs will be identified so as to balance needs with grant resources. Upon refining the criteria, the Chief Operating Officer will present draft of the revised Administrative Rules for governing the Community Planning and Development Grants program to the Metro Council and MPAC for comments prior to adoption.

The grants program will be evaluated periodically, if the tax is extended, and outcome goals for each area of planning focus will be developed. Specific performance measures for each outcome will also be identified and used in the program evaluation.

### 4. **Budget Impacts**

Currently, Metro’s administrative reimbursement is 2.5 percent of the revenues collected (about \$50,000 per year). Local governments collecting the tax receive 5 percent administrative

reimbursement prior to submission of receipts to Metro. Grant awards require Metro to negotiate intergovernmental agreements with grantees and work closely with grantees to monitor progress of their projects. Over the years, the increase in the number of awards and planning projects has required additional staff time and resources of the Planning and Development Department and Office of Metro Attorney to administer the program. Staff hours in the last nine months, since the award of Cycle 3 grants were awarded in August 2013, was 1,780 hours (\$167,000). An increase of Metro's administrative reimbursement from 2.5 percent (about \$50,000 per year) to 5 percent (about \$100,000 per year) will help cover those expenses but still short of direct costs for the grant program (over \$150,000 per year).

## **5. Attachments**

- Attachment A: Advisory Group Membership
- Attachment B: COO recommendations to Council President and Metro Council (the recommendations of the Advisory Group was attached to the COO recommendations)

## **RECOMMENDED ACTION**

The Chief Operating Officer recommends extension of existing construction excise tax and implementation of modifications to the Community Planning and Development Grants program by adoption of this ordinance (see Attachment C).

## ATTACHMENT A

### Advisory Group Membership 1/23/14

Name	Organization
<b>Staff</b>	
Andrew Singelakis	Washington County
Dan Chandler	Clackamas County
Ron Papsdorf	City of Gresham
Brant Williams	City of Lake Oswego
Susan Anderson	City of Portland
Colin Cooper	City of Hillsboro
Alice cannon	City of Tualatin
Tony Konkol	City of Oregon City
Jillian Detweiler	TriMet staff
<b>Advocacy Organizations</b>	
Dave Nielsen	Homebuilders Association of Metro Portland
Tim Breedlove	Homebuilders Association of Metro Portland, Board Member
Betty Dominguez	Non-profit Housing Developers
Jane Leo	Portland Metro Association of Realtors
Willy Myers	Columbia Pacific Building Trades Council
Bernie Bottomly	Portland Business Alliance
Kelly Ross	NAIOP
Jason Miner	1000 Friends of Oregon
Dwight Unti	Urban development
Victor Merced	Social equity
<b>Consultants</b>	
Tim Smith	SERA
Jerry Johnson	Johnson Economics
John Spencer	Spencer Consultants

**ATTACHMENT B**

**Chief Operating Officer Recommendations**

**[see next page]**

BEFORE THE METRO COUNCIL

AN ORDINANCE EXTENDING THE METRO )  
CONSTRUCTION EXCISE TAX FOR )  
COMMUNITY PLANNING AND )  
DEVELOPMENT GRANTS )  
ORDINANCE NO. 14-1328  
Introduced by Chief Operating Officer Martha  
Bennett, with the concurrence of Council  
President Tom Hughes

WHEREAS, in March of 2006 the Metro Council adopted Ordinance No. 06-1115, titled “An Ordinance Creating a New Metro Code Chapter 7.04 Establishing a Construction Excise Tax,” (“2006 CET Ordinance”); and

WHEREAS, the construction excise tax rate established in the 2006 CET Ordinance was 0.12% of the value of new construction as defined in the CET Ordinance; and

WHEREAS, the 2006 CET Ordinance and Code chapter contained a sunset provision based on a maximum amount collected of \$6.3 million, which amount was reached in 2009; and

WHEREAS, in 2007 the Oregon state legislature adopted Senate Bill 1036, which authorizes school districts to levy construction excise taxes to pay for school facility construction, and prohibits the establishment of new construction excise taxes by other local governments, but the law provides that the prohibition does not apply to a tax that is in effect as of May 1, 2007, or to the extension or continuation of such a tax, provided that the rate of tax does not increase from the rate in effect as of May 1, 2007; and

WHEREAS, on recommendation of an Advisory Group and the Metro Chief Operating Officer (COO) regarding the continuing need for funding regional and local planning, on June 11, 2009 the Metro Council adopted Ordinance No. 09-1220, extending the Metro CET for an additional five-year period (“2009 CET Ordinance”); and

WHEREAS, under the 2009 CET Ordinance Metro awarded a total of approximately \$3.7 million in grants to local governments for community planning and development inside the UGB and in new urban areas and urban reserves; and

WHEREAS, the 2009 CET Ordinance established an expiration date for the CET of September 30, 2014; and

WHEREAS, the CET program has succeeded in raising revenues in accordance with the expected timeframes to pay for planning work that could not have been funded otherwise; and

WHEREAS, in January of 2014 the Metro COO convened an Advisory Group consisting of a broad-based stakeholder group to advise the Metro COO regarding the community planning and development grants program and regarding the potential extension of Metro’s CET for another cycle of collections and distribution of planning and development grants; and

WHEREAS, after a series of meetings the Advisory Group recommended to the Metro COO that the CET should be extended from October 2014 to December 2020; and

WHEREAS, the Advisory Group’s studies and recommendations were presented to the Metro Policy Advisory Group (“MPAC”) on May 14, 2014 and MPAC voted to \_\_\_\_\_  
\_\_\_\_\_ ; and



WHEREAS, the Metro Council finds that it is in the best interests of the region to continue the funding source provided by the CET, and Metro is willing to assist local governments to fund their planning that is required to make land ready for development by continuing to implement a region-wide CET; and

WHEREAS, as required by Senate Bill 1036, the rate of Metro's CET will not increase from the rate in effect as of May 1, 2007, which is 0.12%; and

WHEREAS, Metro will continue to exempt from the CET all new construction valued at less than \$100,000 and also the construction of low-income housing; and

WHEREAS, the Metro CET will maintain the CET's stated policy and purpose "to provide funding for regional and local planning that is required to make land ready for development after its inclusion in the Urban Growth Boundary;" and

WHEREAS, the awards shall be determined by the Metro Council after receiving recommendations from the Metro Chief Operating Officer, who shall have convened and received recommendations from a grant screening committee that shall review grant requests submitted by local jurisdictions; and

WHEREAS, Metro has incurred not insignificant costs in implementing the CET program and is willing to continue to incur implementation costs but finds that a 5% administration fee is appropriate to partially reimburse Metro for its administrative costs; and

WHEREAS, the Metro Council hereby directs the Metro COO to extend the Intergovernmental Agreements with local jurisdictions for collection of the CET and remittance of such funds to Metro consistent with this Ordinance, and also hereby directs the Metro COO to prepare yearly reports to the Metro Council, advising the Metro Council of the amounts collected from the CET and the status of the grant requests by the local jurisdictions; now therefore

**THE METRO COUNCIL ORDAINS AS FOLLOWS:**

1. Extension of Metro Construction Excise Tax. Effective ninety (90) days after the passage of this Ordinance, the Metro Construction Excise Tax established pursuant to Metro Code Chapter 7.04 shall be extended to provide that the Construction Excise Tax shall not be imposed on and no person shall be liable to pay any tax for any construction activity that is commenced pursuant to a building permit issued after December 31, 2020.

2. Metro Code Amendment. Metro Code Chapter 7.04 shall be amended consistent with this Ordinance, in the form attached hereto as Exhibit A.

3. Administrative Rules. The Metro Council hereby directs the Metro Chief Operating Officer to ~~propose~~promulgate additional Administrative Rules~~rules and regulations necessary for the administration and enforcement of the CET Code Chapter~~ consistent with Chapter 7.04 and this Ordinance, and to return to the Metro Council for its approval of those Administrative Rules by resolution prior to promulgating them for policy direction and to the Metropolitan Policy Advisory Committee for recommendations prior to adopting the Administrative Rules.

ADOPTED by the Metro Council this \_\_\_\_\_ day of June, 2014.

---

Tom Hughes, Council President

Attest:

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Alison R. Kean, Metro Attorney

Effective Date: \_\_\_\_\_, 2014.

Exhibit A  
Ordinance No. 14-1328

METRO CODE – TITLE VII FINANCE  
Chapter 7.04 CONSTRUCTION EXCISE TAX

7.04.225 Metro Administrative Fee

Metro shall retain ~~2.5~~ five percent (~~2.5~~%) of the taxes remitted to Metro for payment towards Metro's administrative expenses.

7.04.230 Sunset Provision

The Construction Excise Tax shall not be imposed on and no person shall be liable to pay any tax for any construction activity that is commenced pursuant to a building permit issued ~~on or after the last day of the month five years after the effective date of this amendment to Chapter 7.04; i.e., September 30, 2014~~ December 31, 2020.

 **Metro** | *Memo*

Date: June 3, 2014  
To: MPAC  
From: Malu Wilkinson, Metro Southwest Corridor Project Manager  
Subject: Recommendation for Southwest Corridor HCT design options to study further

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**Purpose:** Update MPAC on the progress made by the Southwest Corridor Plan Steering Committee. Overview of the recommendation of Steering Committee decisions in June to define high capacity transit (HCT) design options, complementary multimodal projects, and potential station areas to study further in a Draft Environmental Impact Statement (DEIS).

**Outcome:** MPAC members express their support for their colleagues in the Southwest Corridor by supporting Metro Council consideration of the resolution directing further study of a potential transit investment.

The following information will inform the Steering Committee action scheduled for June 9, 2014.

#### Background

The Southwest Corridor Plan is a comprehensive effort focused on supporting community-based development and placemaking that targets, coordinates and leverages public investments to make efficient use of public and private resources. In July 2013, the Southwest Corridor Plan Steering Committee narrowed the options for a potential high capacity transit investment to serve the corridor land use vision by recommending: 1) continued study of Bus Rapid Transit (BRT) and light rail transit (LRT); 2) at least 50 percent of bus rapid transit in a dedicated transitway; and 3) a route from Portland to Tualatin via Tigard.

During the past year project partner staff has focused on developing: 1) potential transit alignment options consistent with the Steering Committee direction, 2) potential station areas along these options, and 3) complementary walking, biking and roadway improvement projects, also known as “multimodal projects,” related to the transit options and station areas.

Project partner staff, TriMet, consultant technical staff and members of the public defined close to 60 HCT alignment options that are consistent with the July 2013 recommendation. The refinement phase has been designed to identify the most promising options for further study in a DEIS to make the most efficient use of limited public funds. Staff from the cities of Portland, Tigard, Tualatin, Durham, Washington County, Metro and the Oregon Department of Transportation (ODOT) worked with the TriMet technical team to develop the HCT alignment options.

#### HCT alignment options removed in April

In April 2014 the Steering Committee unanimously removed 14 HCT alignment options based on initial technical work and public comment. While the technical work serves as the foundation for additional analysis such as modeling and impacts analysis, the initial process itself identified some options to be clearly less viable than competing alternative options. These alignment options are described in the April 7, 2014 Steering Committee meeting record and materials.

### Draft staff recommendation for HCT alignment options and multimodal projects

Project partner staff developed a recommendation for discussion that included 15 alignment options for BRT and 13 options for LRT (across nine geographic segments) for further study in a DEIS with complementary multimodal projects and station areas. Six BRT and six LRT alignment options were highlighted where there wasn't a consensus recommendation among project partners as to whether or not they merit further study. Each of the HCT alignment options was assessed according to the positive and negative impacts in the following areas:

- **capital cost magnitudes** – relative cost of construction including design elements such as tunnels, structure, length, and built environment;
- **impacts to the natural environment** – impacts to natural resources including trees, parks, watersheds, including considerations of potential opportunities for improvements;
- **development/redevelopment potential** – potential to support the Southwest corridor land use vision;
- **property impacts** - effects on buildings and private property;
- **traffic performance** – effects on roadway operations;
- **transit performance travel time** - assessment of ridership potential and operating costs based on characteristics such as distance and speed;
- **transit performance – accessibility** – assessment of ridership potential based on household and employment access.

### Major elements informing a Steering Committee decision

Over the last month project staff have received public input on the discussion draft recommendation and have also explored technical concerns through additional work and analysis that can inform a Steering Committee decision in June. Partner discussions have addressed some concerns and helped to define further questions to focus attention on moving forward.

### Public input informing the draft recommendation

The information on public input collected in March and April is available on the Plan's website. The public input collected in May to inform a Steering Committee recommendation on HCT alignment options, complementary multimodal projects and potential station areas to study in a DEIS is summarized in Appendix A. Public meetings in May included: project-sponsored meetings (a Community Planning Forum and a Business Summit, both held in Tigard); project partner-sponsored meetings (e.g., Portland Working Group, Tigard Transportation Advisory Committee and City Center Advisory Commission, Tualatin Planning Commission, etc.); and two citizen-sponsored meetings:

- **Southwest Neighborhoods Inc. Forum:** This forum included a panel of four Steering Committee members plus Portland's Mayor Hales and a moderated question and answer format. Approximately 80 people attended and were able to get questions answered and share their thoughts on HCT, multimodal projects and station areas in Southwest Portland.
- **Tualatin Citizen Involvement Organization meeting:** Two of Tualatin's CIOs partnered to host a meeting to inform their members about the Southwest Corridor Plan and to give them an opportunity to hear from other perspectives. Metro, TriMet, SMART and John Charles of the Cascade Policy Institute were invited to present with the CIO organizers moderating questions.

Metro and project partners provided the public with an opportunity to give input on the draft recommendation with an online questionnaire. More than 350 people responded and 22% of the comments entered indicated that they supported the draft recommendation in full, while 57% of the comments indicated that they supported the draft recommendation with changes. The percentage of comments indicating that they did not support the draft recommendation at all or did not know was 12% and 9%, accordingly. The comments entered in the online questionnaire on the

draft recommendation, and the comments provided by the public at the May 13 Community Planning Forum and the May 29 Business Summit, are presented and discussed in Appendix A and inform the suggested changes presented in this memo.

#### PTL recommended changes to discussion draft recommendation

Based on public input and partner discussions, the PTL recommends the Steering Committee consider the following changes to the 5/6/2014 draft recommendation:

1. **Multimodal project 5009:** Include the full length of bicycle and pedestrian improvements from Barbur Boulevard to Multnomah Village along Capitol Highway for further study. The City of Portland has completed much of the design work for this project and has identified potential funding sources, which minimizes the environmental work necessary for this project in the DEIS. The project is of high importance to the community, provides a critical connection to Multnomah Village (one of the highest ranked stations based on citizen preference), and is difficult to complete in a phased approach due to the existing conditions of many local streets. Inclusion for further study does not mean the project will necessarily be included as part of a New Starts package but allows for future discussion.
2. **Multimodal project 9023:** Include the segment of trail west of Boones Ferry Road to connect to the existing trail near the Tualatin Senior Center.
3. **Highway 217 overcrossings to Tigard:** Ensure that a transit crossing over Highway 217 in Tigard (HCT options 5A and 5C) allows for pedestrian, bicycle and motor vehicle accessibility to support Tigard's land use vision of increased connectivity between downtown and future development in the Tigard Triangle. Remove Option 5B: Beveland North due to wetland and traffic concerns identified through project partner discussions, as well as the ability of the alternatives to address the same needs.
4. **BRT in mixed traffic:** A chief benefit of BRT as a transit mode is that it can operate in mixed traffic where appropriate. The project should work to minimize placing buses in mixed traffic where congestion is anticipated. One example is bus rapid transit serving Hillsdale in mixed traffic through the town center which would result in reliability concerns and delay during peak traffic times with increased congestion in the future. Therefore BRT through Hillsdale should be studied only with the cut and cover tunnel similar to the tunnel being considered for LRT.

#### PTL recommended further technical analysis prior to initiating DEIS

The PTL suggests the Steering Committee direct further technical analysis and partner discussions to refine the number of alternatives prior to starting the environmental impact statement on the following options to determine the merits of further study:

5. **Traffic analysis to assess tie-in options:** Additional traffic analysis and partner discussion to determine the best approach to tie in to downtown Portland and the existing transit system. For example, with the Naito BRT options (1D & 1E), answer questions such as bus routing on SW Lincoln St, an alignment through the Jackson St. terminus, an alignment on SW 1<sup>st</sup> Ave connecting to SW Jefferson St. or SW Columbia St. For Barbur BRT and LRT options (1A) & 1B), confirm traffic operations into the transit mall can work successfully with the transit improvements.
6. **HCT branch service to Tigard and Tualatin:** Explore opportunities to implement branched service to downtown Tigard and south to Tualatin to achieve operational efficiencies.

#### PTL recommended questions to address during Scoping

The PTL suggests the Steering Committee direct the following questions be addressed during the initial Scoping phase under NEPA, with the aim to further narrow the HCT design options that receive full environmental analysis to those most reasonable and feasible options:

7. **OHSU Marquam Hill access:** Explore options for pedestrian/bicycle access (project 2999) to Marquam Hill from a surface alignment on Barbur (1A) or Naito (1F), including outreach

to neighborhoods, interest groups, OHSU, Portland Parks and Recreation and the Veterans Hospital.

8. **Medium tunnel that serves Marquam Hill and Hillsdale:** Explore replacing the short tunnel (2A) that serves Marquam Hill with the medium tunnel that serves Hillsdale (2B). Outreach to communities and stakeholders regarding refined tunnel costs, construction impacts, travel time, ridership and equity issues.
9. **Hillsdale:** Explore the benefits as compared to the costs and travel time of directly serving the town center (HCT option 2E) that currently has 8 bus lines, and look at enhanced pedestrian/bicycle connections from Barbur Boulevard.
10. **Adjacent to I-5:** Further explore and discuss the tradeoffs of providing HCT adjacent to I-5 (2F) rather than on Barbur Boulevard (2D). The construction cost is higher, property impacts are slightly less, travel time may be improved (with two fewer stations), and opportunities to support the community vision as described the Barbur Concept Plan are minimized. Citizen concerns about an HCT investment on Barbur resulting in further barriers to the community need to be addressed.
11. **Direct service to Portland Community College – Sylvania:** Assess the potential of a more robust pedestrian connection from Barbur Boulevard to PCC along SW 53<sup>rd</sup> Ave while working with PCC and the neighborhood to understand the benefits of direct service for future campus plans. BRT direct service (3A) increases travel time but does not cost significantly more than along Barbur. LRT direct service (3C) requires a cut and cover tunnel at a much higher cost than remaining on Barbur.

#### Next Steps

The Steering Committee recommendation will be forwarded to the Metro Council for consideration on June 26, 2014. Upon Metro Council action and the completion of intergovernmental agreements for the funding of the DEIS, the project partners will move forward with further study of these HCT alignment options by initiating a Scoping Phase under NEPA. The Steering Committee will be asked to finalize the HCT options that receive full environmental review at the close of project Scoping. Our proposed calendar is outlined below. Project partners are aiming towards a streamlined process that will result in consideration of a Locally Preferred Alternative in 2016.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE ) RESOLUTION NO. 14-XXXX  
SOUTHWEST CORRIDOR HIGH CAPACITY )  
TRANSIT DESIGN OPTIONS, )  
COMPLEMENTARY MULTIMODAL ) Introduced by Councilor Craig Dirksen and  
PROJECTS AND POTENTIAL STATION ) Councilor Bob Stacey  
LOCATIONS FOR FURTHER STUDY

WHEREAS, the Metro Council identified the Southwest Corridor, located between downtown Portland and Sherwood, as the region’s top priority for consideration for a high capacity transit investment based on the 2009 Regional High Capacity Transit System Plan;

WHEREAS, in December 2011, the Southwest Corridor Plan Steering Committee, including representatives of the cities and counties in the corridor, as well as Metro, TriMet and ODOT, adopted a charter agreeing to use a collaborative and publicly inclusive approach to develop the Southwest Corridor Plan;

WHEREAS, the Southwest Corridor Plan process is intended to lead to the adoption of a locally preferred alternative under the National Environmental Policy Act of 1969 (NEPA) for a high capacity transit investment in the Southwest Corridor, and consideration of the Southwest Corridor Plan as an amendment to Metro’s Regional Transportation Plan;

WHEREAS in fall 2013, along with each of the Southwest Corridor Plan partner jurisdictions, the Metro Council endorsed the *Southwest Corridor Shared Investment Strategy* (Metro Council Resolution No. 13-4468A) and directed staff to coordinate and collaborate with project partners on refinement and analysis of high capacity transit alternatives and local connections in the Southwest Corridor, along with associated roadway, active transportation and parks/natural resource projects that support the land use vision for the corridor, as described in the *Southwest Corridor Shared Investment Strategy*;

WHEREAS the Southwest Corridor Plan Steering Committee and its project partners have organized three community planning forums, three design workshops, a business summit, and three online questionnaires in order to gather public input and help further refine and analyze potential impacts of over 60 high capacity transit design options, 66 associated multimodal projects, and 30 potential station areas in the corridor;

WHEREAS, as a result of this work, the Southwest Corridor Plan Steering Committee created the *Southwest Corridor Transit Design Options*, which sets forth a range of the most promising high capacity transit design options and associated roadway, bicycle and pedestrian improvements and potential station locations in the corridor that support the Southwest Corridor land use vision;

WHEREAS, on June 9, 2014, the Steering Committee unanimously adopted the *Southwest Corridor Transit Design Options* and recommended that its transportation alternatives be further analyzed through an official NEPA process;

WHEREAS, the Southwest Corridor project partners have committed to collaboratively fund further study of the options set forth in *Southwest Corridor Transit Design Options* under NEPA, as demonstrated in the actions of their governing bodies;



WHEREAS, the Metro Council has considered the support of local and agency partners in the corridor for the *Southwest Corridor Transit Design Options*, and the public comments and public testimony it has received regarding the Southwest Corridor Plan;

WHEREAS, the Metro Council's adoption of the *Southwest Corridor Transit Design Options* for further study under NEPA is not intended to be a binding land use decision, but instead directs continued study which could result in future consideration of a locally preferred alternative under NEPA and appropriate plan and code amendments for possible adoption and implementation; now therefore

BE IT RESOLVED that the Metro Council, in order to support the Southwest Corridor land use vision and address current and future transportation needs in the corridor, adopts the *Southwest Corridor Transit Design Options*, attached as Exhibit A, and directs staff to study the *Southwest Corridor Transit Design Options* under the National Environmental Policy Act in collaboration with the Southwest Corridor Plan project partners and with the involvement of stakeholders and public, as has been done in earlier phases of this project.

ADOPTED by the Metro Council this 26<sup>th</sup> day of June, 2014.

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Tom Hughes, Council President

Approved as to Form:

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Alison R. Kean, Metro Attorney



G R E A T P L A C E S

# Corridor Plan

Recommendations on Southwest Corridor high capacity transit design options, complementary multimodal projects and potential station locations for further study

DRAFT JUNE 2, 2014

**STEERING COMMITTEE PROJECT PARTNERS**

Cities of Beaverton, Durham, King City, Portland, Sherwood, Tigard and Tualatin, Washington County, Oregon Department of Transportation, TriMet and Metro



# Overview

As people and employers seek to locate in the Southwest corridor, worsening traffic congestion will impact economic development and livability in the area. In light of this as well as local redevelopment and revitalization goals, the Southwest corridor was selected by regional leaders as the next priority area to study for a potential set of investments, including high capacity transit, to address accessibility and enhance the great places envisioned by communities in the corridor. The Southwest Corridor Plan was launched in September 2011.

## Purpose and need for the Southwest Corridor Plan

The purpose of the Southwest Corridor Plan is to connect Tualatin, Tigard, Southwest Portland, and the region’s central city through a high capacity transit (HCT) project with strong connections to other neighboring cities like Sherwood, Durham, King City, Lake Oswego and Beaverton, paired with appropriate community investments to improve mobility in a congested corridor and create the

conditions that will allow communities to achieve their land use vision. An HCT project in the Southwest Corridor is needed to address issues including: limited transit service to places where people need or want to go; limited street connectivity and gaps in pedestrian and bicycle networks that create barriers and unsafe conditions for transit access and active transportation; slow and unreliable travel on congested roadways; and unmet demand for transit service in the corridor. The complete statement of purpose and need is available in Appendix B.

### Steering Committee

The Southwest Corridor Plan is guided by a Steering Committee that includes representatives from Southwest corridor cities, Washington County and agencies:

- Metro Councilor Craig Dirksen, co-chair
- Metro Councilor Bob Stacey, co-chair
- Tigard Mayor John Cook
- Beaverton Mayor Denny Doyle
- TriMet general manager Neil McFarlane
- Sherwood Mayor Bill Middleton
- Portland Commissioner Steve Novick
- Tualatin Mayor Lou Ogden
- King City Commissioner Al Reu
- Washington County Commissioner Roy Rogers
- Durham Mayor Gery Schirado
- ODOT Region 1 manager Jason Tell

### Shared Investment Strategy

In July 2013 the Steering Committee directed staff to: start a local transit service enhancement plan and study both bus rapid transit (with at least fifty percent of the route in a dedicated transitway) and light rail from downtown Portland to Tualatin, via Tigard in more detail. This was part of the Steering Committee’s Shared Investment Strategy for the Southwest corridor. The strategy calls for investments in both local service and high capacity transit and related multimodal (biking, walking and roadway improvements) and green (parks, trails and nature) projects, consideration of new regulations and incentives to promote private investment consistent with community visions, and development of a collaborative funding strategy for the Southwest Corridor Plan.

## Land use vision and context

The foundation of the Southwest Corridor Plan is the local land use vision that reflects each community's unique characteristics and aspirations, and identifies areas to focus new development. Land use plans include Portland's Barbur Concept Plan, Tigard's High Capacity Transit Land Use Plan, the Linking Tualatin plan and Sherwood's Town Center Plan. Building on these plans, partners selected potential HCT alternatives that could catalyze the corridor land use vision, and refined a list of multimodal projects that would support HCT and make it work better for the corridor.

The corridor land use vision emphasizes maintaining and enhancing the many stable single-family neighborhoods, while allowing for growth in the cities' downtowns, main streets, corridors and employment areas to create more services for existing residents as well as more housing, employment and transportation choices in the future.

## Creating and enhancing great places

Great places are defined by a mix of elements that come together in one location to meet a range of community needs. Public investment can play a key role in creating and enhancing great places in the Southwest corridor. Public actions can influence development in three main ways: by regulations and policies, by investments in the public realm, and by development incentives that catalyze private investment. The Southwest Corridor Plan and Shared Investment Strategy address all three of these areas.

Public investments in HCT can improve traffic congestion and enhance the attractiveness and market appeal of the corridor. Through public-private partnerships, catalytic projects can bring more people to identified locations in

the corridor, which in turn attracts more amenities and private investment to the area. Locating more jobs and housing choices near transit – and attracting additional retail and services – not only spurs economic activity, but it also increases the overall market value in the corridor and preserves the character of existing single-family neighborhoods. Collaboration between Plan partners and the private and non-profit sectors will ensure that the local land use vision is supported by the implementation of prioritized projects that serve a diverse range of people in a sustainable and equitable way.

## Implementation & Development in the Southwest Corridor

Collaborative efforts between public entities and the private sector are one crucial way to create and enhance great places and realize the local land use vision. The Southwest Corridor Plan identified the need to provide an opportunity for these collaborations. With this goal in mind, the Steering Committee convened a group of community leaders with a passion for the Southwest corridor who know how to get things done. This group is known as "Implementation & Development in the Southwest Corridor," or ID Southwest. Members include representatives from major employers, small businesses, environmental concerns, non-profit organizations, higher education institutions and state legislators. ID Southwest's goal is to make the most of public-private partnerships and help implement early opportunity projects in the corridor. You can find the list of ID Southwest members in Appendix H.



## Refinement process

In August 2013 staff began a refinement phase that included analysis of potential transit design options consistent with the direction given by the Steering Committee, potential station areas along these options, and multimodal projects supportive of transit options and station areas. Based on the technical analysis and public input, the Steering Committee recommends a set of high capacity transit design options for further study in a draft environmental impact statement (DEIS) under the National Environmental Policy Act (NEPA). The recommendation includes the most promising transit design options that emerged during the refinement phase, and their associated potential station areas and transit-supportive multimodal projects.

## Creating better options for local connections

People get to transit by car, bike, or their own feet and when they arrive at their station they will either walk or bicycle to their final destination. Multimodal (car, bike, or pedestrian) improvements that are complementary to the HCT design options will maximize access to transit by people who live, work, study, shop, play and visit the Southwest Corridor. Staff identified projects from the Shared Investment Strategy that include improvements to help people walk, bike or drive to each transit station or along the alignment, which are known as “station-supportive multimodal projects” or “transit-supportive multimodal projects,” accordingly.

During the Southwest Corridor Plan refinement phase, project partners studied 67 potential multimodal projects that were originally identified in the local land use plans. Each transit design option studied had associated multimodal projects that help people reach the potential station areas. Other multimodal projects are improvements to help people walk, bike or drive next to HCT in a safe and convenient way.

In addition to the technical analysis of the multimodal projects, the public had the opportunity to review the analysis results and give feedback in April 2014. Based on public input and the analysis results, 49 station-supportive and transit-supportive multimodal projects are recommended to advance into the DEIS for further study. Some of the multimodal projects are recommended to be partially included in the DEIS if a smaller component of the project shows more capacity to connect people to transit than the entire project. The complete list of multimodal projects recommended for further study in the DEIS can be found on pages 8 and 9.

## How we got here

The Southwest Corridor Plan Steering Committee assessed nearly 60 HCT design options in nine different geographic segments throughout the corridor for consideration for further study. Through preliminary design, options were analyzed based on the following categories:

- **relative (capital) cost of construction** including design elements such as tunnels, structure, length and built environment
- **impacts to natural resources** including trees, parks, watersheds, and considerations of potential opportunities for improvements
- **potential to support the Southwest corridor land use vision** through new development or redevelopment
- **effects on buildings and private property**
- **effects on roadway operations, bikeways and sidewalks**
- **assessment of ridership potential and operating costs** based on design characteristics such as distance and speed, and household and employment access

The Steering Committee considered the technical assessment, public input, and discussions with partners. The resulting recommendation proposes to study 18 design options for bus rapid transit (BRT) and 19 options for light rail (LRT) across the nine geographic segments. The table on page 5 lists the HCT design options recommended for further study.

Multimodal projects included in the recommendation were selected based on how well they support the recommended HCT options. For some projects, only portions are recommended for further study.

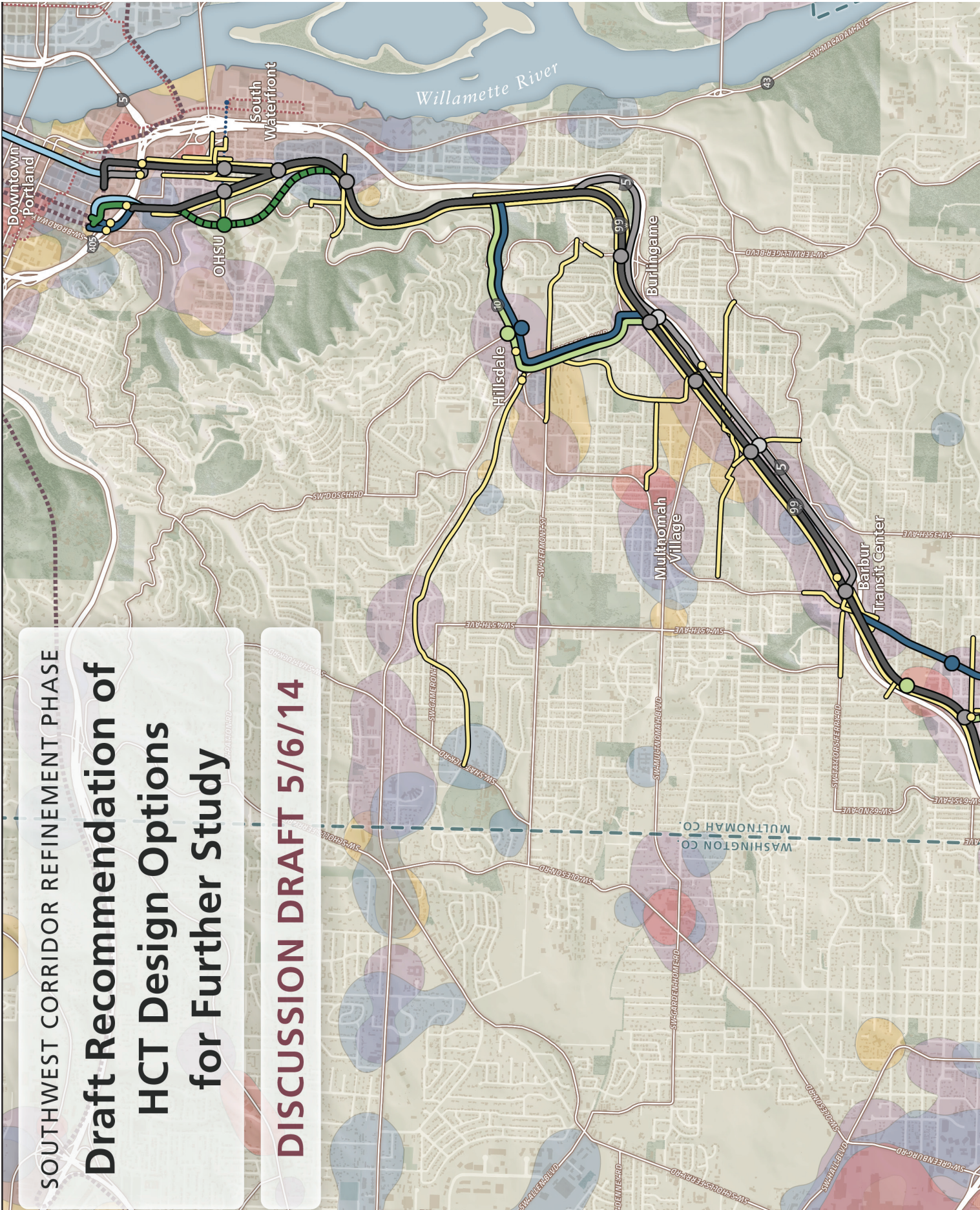
Potential stations identified during the refinement phase design process were analyzed to establish which locations could best serve and activate the key places along the corridor. The analysis also helped to recommend policies and investments for local consideration to activate the desired local land uses in potential station areas.

The HCT options, multimodal projects, and stations recommended for further study are shown on the map on pages 6 and 7.

## HCT options recommended for further study

### Options

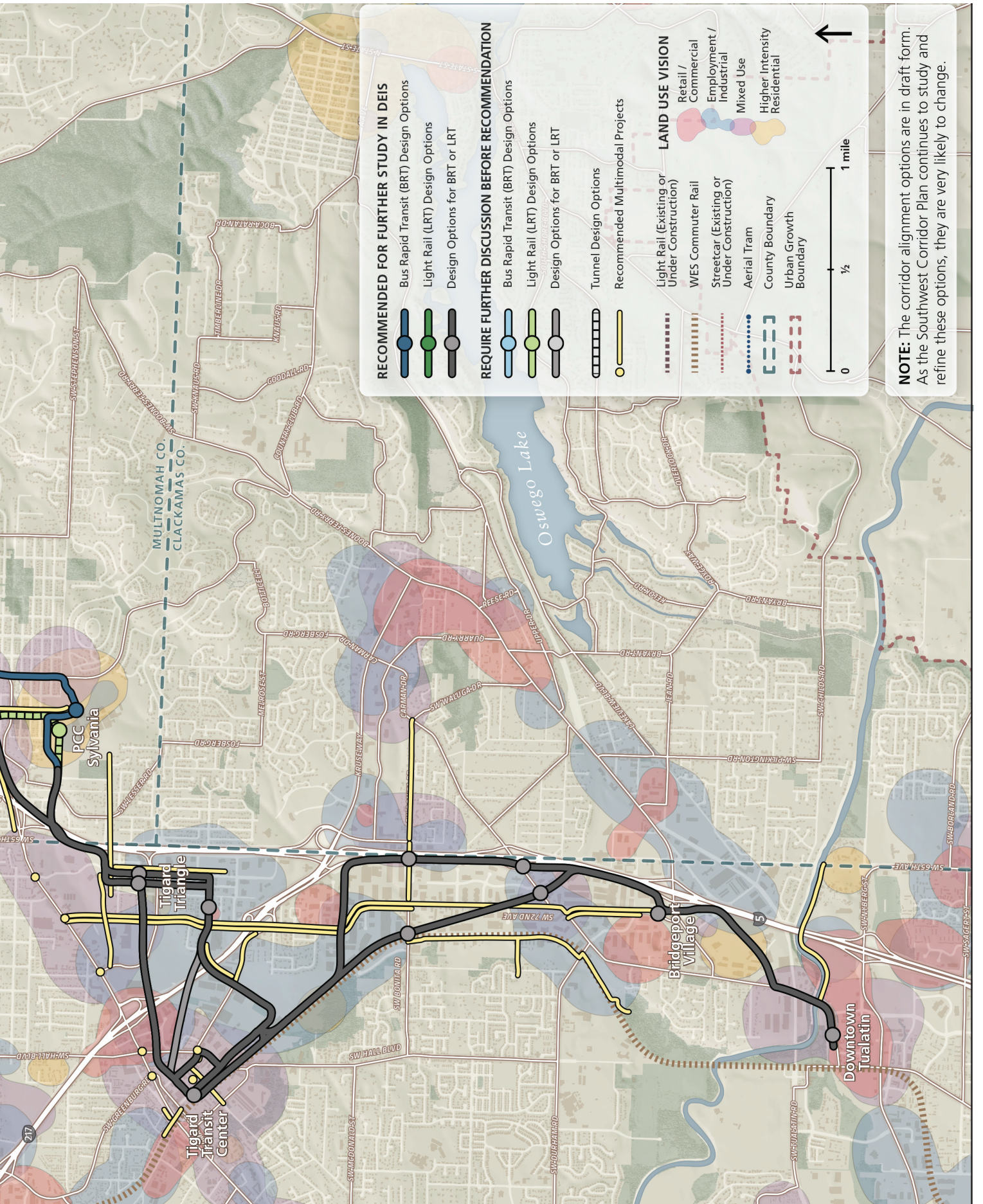
	BRT - Recommended	LRT - Recommended
<b>1. Tie-in to Existing Transit</b>		
Barbur via Fifth/Sixth Ave couplet (with OHSU elevator)	✓	
Barbur via Fourth Ave (with OHSU elevator)		✓
Naito to Transit Mall (with OHSU elevator)	✓	✓
Naito to Transit Mall via First Ave (with OHSU elevator)	✓	✓
Naito to First Ave – extended downtown (with OHSU elevator)	✓	
<b>2. South Portland to Barbur Transit Center</b>		
Barbur Boulevard	✓	✓
Barbur-Hillsdale Loop using Capitol Hwy & Bertha	✓	✓
Short tunnel – exit at Hamilton		✓
Adjacent to I-5	✓	✓
<b>3. PCC Area</b>		
PCC campus via Capitol Hwy (uses either I-5 crossing)	✓	
Barbur – Crossroads to Tigard (with improved PCC walk via SW 53rd, uses new bridge I-5 crossing)		✓
Short tunnel via Barbur (uses new bridge I-5 crossing)		✓
New bridge (option for campus BRT routes)	✓	✓
<b>4. Tigard Triangle</b>		
68th/69th Couplet	✓	✓
<b>5. OR-217 Crossing</b>		
Clinton to Tigard Transit Center	✓	✓
Beveland South	✓	✓
<b>6. Downtown Tigard</b>		
Commercial Street to Tigard Transit Center (no loop)	✓	✓
Commercial Street with downtown loop via Hall	✓	✓
<b>7. South Tigard</b>		
WES alignment to parallel I-5 via Tech Center Drive	✓	✓
WES alignment to parallel I-5 via PWNR Freight Rail ROW	✓	✓
<b>8. Bridgeport Village</b>		
Lower Boones Ferry (from Durham Rd, 72nd or parallel to I-5)	✓	✓
<b>9. Tualatin</b>		
Parallel to Boones Ferry (north side of downtown)	✓	✓



SOUTHWEST CORRIDOR REFINEMENT PHASE

# Draft Recommendation of HCT Design Options for Further Study

**DISCUSSION DRAFT 5/6/14**





## Multimodal projects complementary to HCT design options included for further study

NUMBER	PROJECT TITLE	COST	RECOMMENDATION FOR FURTHER STUDY
<b>1. Tie-in to existing transit</b>			
1044	South Portland Circulation and Connectivity (Ross Island Bridge ramp connections)	\$\$\$\$	Naito design option
2999	Pedestrian connection from Barbur to Terwilliger at Gibbs	\$	Barbur/Naito station near Gibbs
3038	Lower SW 1st bikeway – from SW Barbur Blvd to SW Arthur St.	¢	Barbur/Naito station near Gibbs
4002	Barbur Blvd, SW (3rd - Terwilliger): Multimodal Improvements. (Also included in segment 2. South Portland to Barbur Transit Center)	\$\$	Barbur design option
5013	Naito/South Portland Improvements (left turn pockets with bike/ped and remove tunnel, ramps and viaduct)	\$\$\$\$	Barbur station: signalized pedestrian crossing(s) of Naito Naito design option
6022	I-405 Bike/Ped Crossing Improvements	\$	All options: opportunity to address with HCT crossing of I-405
<b>2. South Portland to Barbur Transit Center</b>			
1020	Beaverton Hillsdale/Bertha/Capitol Hwy. Intersection Improvements	\$	Hillsdale/Capitol surface options
1048	Traffic Calming (in the Burlingame and Hillsdale retail districts)	¢	Hillsdale station: access and safety treatments in Hillsdale Transit Center
2004	26th Ave, SW (Spring Garden – Taylors Ferry): Pedestrian Improvements	¢	Barbur/26 <sup>th</sup> Ave. station
2011	Connections to Transit/Transit Improvements: Barbur & Taylors Ferry	¢	All options
2041	SW 19th Ave sidewalks: Barbur – Spring Garden	¢	Barbur/Multnomah station
3017A	Capitol Hill Rd bikeway – from SW Barbur Blvd to SW Bertha Blvd	¢	Barbur/Multnomah station
3017B	Capitol Hill Rd sidewalks – from SW Barbur Blvd to SW Bertha Blvd.	\$	Barbur/Multnomah station: Barbur to existing sidewalk at Custer Park
3028	Inner Hamilton bikeway – from SW Terwilliger Blvd to SW Corbett	¢	Barbur/Multnomah station
3033A	Inner Troy bikeway – from SW Capitol Hwy to SW Capitol Hill Rd.	¢	Barbur/Multnomah station
3044	Middle Barbur bikeway – from SW 23rd Ave to SW Capitol Hwy-Barbur Blvd Ramp.	\$	I-5 option or Barbur stations within ½ mile of stations Include with Barbur option
3069A	Spring Garden, SW (Taylors Ferry – Capitol Hwy): Bikeway	\$	Include low-cost elements with Barbur/26 <sup>th</sup> Ave. or Barbur/Multnomah station
3069B	Spring Garden/Dolph Ct, SW (Capitol Hwy - Barbur): Sidewalks	\$	Barbur/26 <sup>th</sup> Ave. or Barbur/Multnomah station: 27 <sup>th</sup> Ave. to intersection with 26 <sup>th</sup> Way/Dolph Ct.
3093A	Terwilliger bikeway gaps	¢	Terwilliger station: lower section (near Barbur)
3101	Vermont-Chestnut bikeway – from SW Capitol Hwy to SW Terwilliger	¢	Terwilliger station
5005	Barbur Blvd, SW (Terwilliger - City Limits): Multi-modal Improvements Also included in segment 3. PCC area	\$\$\$\$	Include within ½ mile of Barbur stations (including tunnel and I-5 options) Include with Barbur option
5009	Capitol Hwy Improvements (replace roadway and add sidewalks)	\$\$\$	All options: one side, Taylors Ferry Rd. to Alice St.
5010	Capitol Hwy, SW (Terwilliger – Sunset): Multi-modal Improvements	\$	Surface Hillsdale/Capitol alignment
5059	SW Portland/ Crossroads Multimodal Project (roadway realignments and modifications to Barbur Blvd., Capitol Hwy., and the I-5 southbound on-ramp)	\$\$\$\$	All options: multimodal investment at the Barbur/Capitol/Huber/Taylors Ferry intersections
6003	Multnomah viaduct bicycle and pedestrian facilities	\$	Barbur option
6034	Taylors Ferry, SW (Capitol Hwy – City Limits): Bicycle & Pedestrian Improvements	\$	All options: Capitol to 49 <sup>th</sup> Ave.
9005	Red Electric Trail: Fanno Creek Trail to Willamette Park	\$\$\$	Hillsdale station: Hillsdale to Shattuck
<b>3. PCC area</b>			
2027	Pedestrian Overpass of I-5 near Markham School	\$\$	Include adjacent to station area, with Barbur/53 <sup>rd</sup> Ave. station, if station is on Barbur

NUMBER	PROJECT TITLE	COST	RECOMMENDATION FOR FURTHER STUDY
5057	SW 53rd and Pomona (improves safety of ped/bike users)	¢	Include with Barbur/53 <sup>rd</sup> Ave. station, if station is on Barbur
6013	Barbur/PCC ped/bike connection	¢	Barbur/53 <sup>rd</sup> Ave. station, if station is on Barbur
6026	Pomona St: Bicycle and Ped improvements (35th to Barbur)	\$	Barbur/53 <sup>rd</sup> Ave. station: 53 <sup>rd</sup> to 45 <sup>th</sup>
9053	Ped/Bike Connection between Tigard Triangle and PCC-Sylvania	\$	All options: opportunity to add ped/bike facilities to HCT connection
<b>4. Tigard Triangle</b>			
1078	Atlanta Street Extension (new roadway)	\$\$	North Triangle station
2045	72nd Avenue sidewalks: 99W to Bonita. (Also included in segment 7. South Tigard)	\$	Triangle North station: one side 99W to Dartmouth Triangle South station: one side Dartmouth to Hunziker 72 <sup>nd</sup> /Tech Ctr. Dr. station: west side Tech Ctr. Dr. to Landmark Ln. WES/Bonita station: east side Bonita to Landmark Ln.
3117	72nd Avenue bikeway: 99W to city limits. (Also included in segments 7, South Tigard and 8, Bridgeport Village)	\$	All options: if re-striping (conversion from 3- to 2-lane with bike lanes)
5024	68th Avenue (widen to 3 lanes)	\$\$\$	Triangle North station: sidewalk on one side Atlanta to south of Baylor 68 <sup>th</sup> Ave. option
<b>5. OR-217 crossing</b>			
1107	Hwy. 217 Over-crossing – Beveland/Hampton Connection	\$\$\$\$	Beveland or Hampton options
2054	Commercial Street sidewalks: Main to Lincoln	¢	All options: one side of street
2058	Hunziker Street Sidewalks: 72nd to Hall	\$	Hunziker/Beveland station: one side Beveland overcrossing to 72 <sup>nd</sup>
<b>6. Downtown Tigard</b>			
1077	Ash Avenue railroad crossing (new roadway)	\$	All options (requires closure of another crossing by city)
2077	Tigard Transit Center crossing improvements.	\$	All options: crosswalk visibility and timing elements at Greenburg, Hall Dartmouth, 72 <sup>nd</sup> and 68 <sup>th</sup>
2079	Tigard Transit Center pedestrian path	¢	All options
2080	Tigard Transit Center sidewalk infill	¢	All options
3129	Tigard Transit Center Bicycle Hub	¢	All options: bike-n-ride
<b>7. South Tigard</b>			
3121	Bonita Road bike lanes: 72nd to Bangy	¢	WES/Bonita station: re-striping only
6001	Bonita Rd. sidewalks and bike lanes – Carman Dr. to Bangy Rd.	¢	WES/Bonita station: bike lanes only, minor widening
9014	Fanno Creek Trail – Tualatin River to Tigard St.	\$	WES/Bonita station: Bonita to Ashford Durham/79 <sup>th</sup> station: Bonita to Durham Park Bridgeport West station: Bonita to Ashford
<b>8. Bridgeport Village</b>			
2046	72nd Avenue sidewalks: Upper Boones Ferry to Durham	\$	Bridgeport Village front-door station 72 <sup>nd</sup> Ave. option
<b>9. Tualatin</b>			
9023	Tualatin River Pathway	\$\$	Tualatin TC or UBF/LBF stations: Boones Ferry Rd. east to existing trail

¢ = up to \$500,000                      \$\$\$ = up to \$20 million  
 \$ = up to \$5 million                      \$\$\$\$ = more than \$20 million  
 \$\$ = up to 10 million



## Parks, trails and nature projects

People consistently point to the parks, trails, natural areas and urban tree canopy as essential elements of what draws them to live, work and play in the Southwest corridor. Gathering information from local plans, project partners compiled an inventory of

“green” projects including parks, trails and natural areas as well as water quality improvements and natural resource enhancements like improved wildlife habitat corridors and replacing or retrofitting culverts for fish passage.

The Shared Investment Strategy approved in July 2013 identified more than 400 “green” projects in the Southwest corridor. If there is a decision to invest in HCT in the corridor, a number of these green projects will be prioritized for implementation based on their proximity to transit, station areas and multimodal projects, and also on environmental impact mitigation criteria.

## Leveraging investment in potential station areas

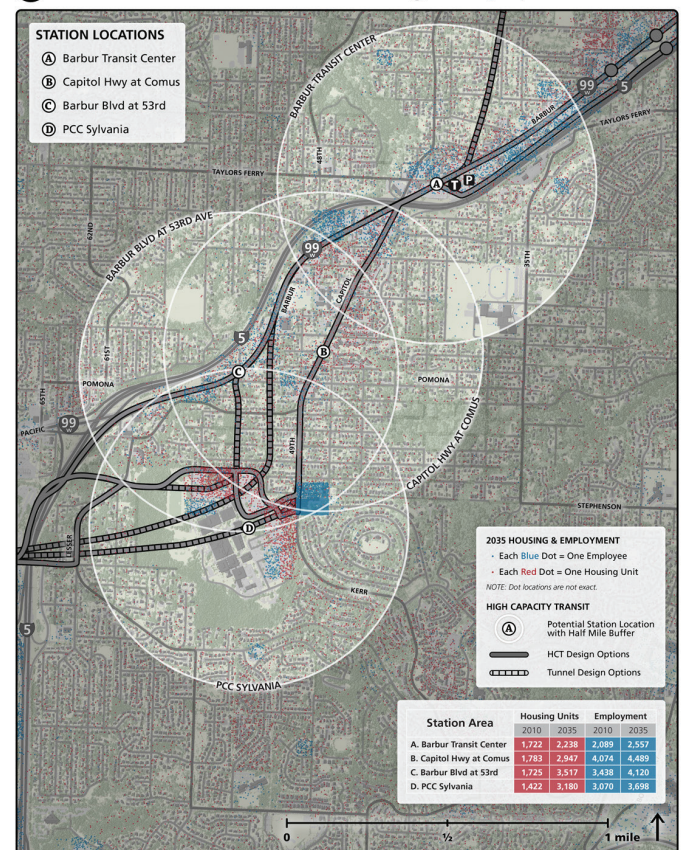
The foundation of the Southwest Corridor Plan is the land use vision as defined by each community for their downtowns, main streets and employment areas. The HCT design options were delineated in a way that best supports that land use vision while meeting transportation goals. Partner staff identified the most promising potential station locations, close to 30 due to the large number of HCT design options. As the number of transit design options is narrowed, the number of potential station locations will also be reduced.

Metro completed a preliminary potential station area analysis that provides an assessment of the opportunities and constraints of each location. The analysis included some of the most promising tools, policies and incentives to consider putting in place to leverage a major transit investment and support achieving the local land use vision. Many of the tools and policies included in the potential station area analysis would help support development consistent with the local vision regardless of a transit investment, and could be considered by each city for implementation. The potential station area analysis can be found in Appendix D.

In addition to the technical analysis of the potential station area locations, the public had the opportunity to review the analysis results and give feedback in April 2014. The public input gathered was read, analyzed and provided to the Steering Committee members to help inform their consideration of the recommendation.

In the DEIS, the potential station areas will be studied in further detail, and may result in changes to the location of the station areas or changes in multimodal projects in order to increase their potential to serve more households and employment. Metro, TriMet, and local staff will continue to work collaboratively with the public to determine the best location for station areas.

### 3 Crossroads to PCC: 2035 Housing & Employment



**SOUTHWEST CORRIDOR PLAN**  
DRAFT 4/10/14

NOTE: The corridor alignment options maps and associated opportunities and constraints are in draft form. As the Southwest Corridor Plan continues to study and refine these options, they are very likely to change.



## Public involvement in the refinement period

Successful plans and projects share one common element: they respond to the needs and priorities of the public. Residents of the cities in the Southwest corridor were involved in the creation of the local land use plans that form the foundation of the Southwest Corridor Plan. Broad and effective public involvement has been one of the pillars and aspirations of the Southwest Corridor Plan since its inception. Staff has utilized a variety of both tried-and-true and innovative engagement techniques to reach out to the residents and other stakeholders in the corridor and encourage them to provide input and make their voices heard. Tools utilized include Shape SW (an interactive online planning game), a Southwest corridor blog, Twitter feed and Facebook page, tabling at events where specific audiences congregate, community planning forums, corridor design workshops, and paper and online questionnaires. Public input is analyzed, summarized and presented to the Steering Committee to help them make informed decisions. The voices of the community are powerful: public input has contributed greatly to maintaining tunnel options for further study in the DEIS, as well as contributed to the removal from further study of unfeasible options in Durham, Tigard and elsewhere in the corridor.

During the refinement phase Metro and the Southwest Corridor Plan partners implemented public involvement activities designed to inform the public about the elements of the Plan, interact with the public in large events to answer questions and concerns, and solicit their input in person or through online questionnaires. In October and November 2013, the public was asked to comment

on the Plan's statement of purpose and need. In March 2014, staff conducted three corridor design workshops to gather feedback on the HCT design options, especially on the options proposed to be removed from further study. During the same period staff conducted outreach to Spanish- and Vietnamese-speaking members of the public in Tigard. The Plan also obtained public input on the potential station area locations and related multimodal projects in April 2014. Finally, in May 2014 staff solicited public input on the draft recommendation of transit design options and multimodal projects to carry into a DEIS phase. Input collected from the public was read, analyzed, summarized and presented to the Steering Committee to inform their decisions. Public involvement reports have been published online. Appendix A contains the report on the draft recommendation input received in May 2014. A complete public involvement report for the refinement phase will be published online in June 2014.

## Improving local bus service in the Southwest corridor

One of the recommendations in the Shared Investment Strategy was to improve local bus service to help people better connect with jobs, educational opportunities and other important destinations in the region. To implement this recommendation, TriMet is conducting the Southwest Service Enhancement Plan (SWSEP), which will be a shared, long-term vision for local bus service throughout the Southwest region, including locations outside the Southwest corridor. TriMet has been coordinating with Metro and the Southwest Corridor Plan partners to ensure any bus improvements connect and work in coordination with the proposed HCT investment.

TriMet has heard directly from the public in the Southwest region through neighborhood meetings, an online survey, and meetings with community groups, employers, youth, seniors, and people with limited English proficiency. The public identified connections to job centers and community resources as their most important goals for the SWSEP. The next steps for TriMet are to create a draft plan, hold a second round of public engagement in the fall of 2014, and finalize the vision for improved service in early 2015. New service improvements will be implemented as TriMet's budget allows.

## Next steps

The Southwest Corridor project partners are still in the early stages of implementing the Shared Investment Strategy. Project partners will complete further study of the high capacity transit options, potential station locations and supportive multimodal projects in the DEIS as well as moving forward to enhance local service and collaborate to fund early implementation projects in the corridor:



- The Southwest Corridor Plan will begin environmental review, in accordance with NEPA, following Federal Transit Administration (FTA) regulations and policies:

**Summer 2014:** Scoping will include the notification of intent to publish an environmental impact statement, purpose and need statement, range of alternatives, and scope of and methods for the environmental review and analysis

**Fall 2014:** Detailed definition of HCT design option alternatives and complementary multimodal projects, including plan and profile drawings

**Winter 2014 – early 2016:** Prepare, review and finalize the DEIS documenting the environmental analysis and including a finance plan for funding a potential project

**Spring 2016:** Anticipated publication of the DEIS

- Metro and FTA will provide a 45 to 60-day public and agency comment period for the DEIS. The comment period will include one or more public hearings
- Following the close of the DEIS comment period, Metro and project partners will select a locally preferred alternative (LPA), considering the DEIS, public and agency comments and recommendations from the project’s local and regional partners
- After the LPA is selected, if the LPA is a build alternative, Metro and FTA will prepare and publish the project’s final environmental impact statement (FEIS), which will be based on the project’s LPA and the no-build alternative

Robust public engagement will continue to be a priority for the project partners throughout all phases, as well as an expectation and requirement under NEPA.

## Steering committee decisions: high capacity transit

October 2012	July 2013	mid-2014	mid 2014- mid 2016
Narrowed from 10 HCT alternatives concepts to five	<ul style="list-style-type: none"> <li>• Direction on Southwest (Transit) Service Enhancement Plan</li> <li>• Which HCT modes to carry forward for further study</li> <li>• Policy direction on “level” of bus rapid transit for further study</li> <li>• Destination</li> </ul>	<b>Refinement</b> <ul style="list-style-type: none"> <li>• Transit design options – For BRT &amp; LRT</li> <li>• Potential station locations</li> <li>• Multimodal projects – Bicycle, pedestrian and roadway improvements</li> </ul>	<b>Draft Environmental Impact Statement</b> <ul style="list-style-type: none"> <li>• Mode</li> <li>• Station locations</li> <li>• Transit system connections</li> <li>• Funding strategies</li> </ul>

## Refinement decisions and public input opportunities

November/December	January/February/March	March/April	May/June
<b>Feedback on the purpose and need</b> <ul style="list-style-type: none"> <li>• community planning forum</li> <li>• questionnaire</li> </ul> Project purpose and need statement for refinement phase approval	<b>Guidance on narrowing of design options</b> Which seem most promising? Which can be set aside? <ul style="list-style-type: none"> <li>• corridor design workshops</li> <li>• questionnaire</li> </ul>	<b>Feedback on station area planning approach and multimodal projects</b> <ul style="list-style-type: none"> <li>• community planning forum</li> <li>• questionnaire</li> </ul>	<b>Draft recommendation on design options and related elements for further study</b>  <b>Feedback on draft recommendation</b> <ul style="list-style-type: none"> <li>• community planning forum</li> <li>• business summit</li> <li>• questionnaire</li> </ul> <b>Final recommendation</b>

# MPAC Worksheet

**Agenda Item Title:** Climate Smart Communities Scenarios Project: Community Climate Choices Health Impact Assessment Key Findings and Recommendations

**Presenter(s):** Kim Ellis, Metro  
Andrea Hamberg, Oregon Health Authority

**Contact for this worksheet/presentation:** Kim Ellis, Metro staff (kim.ellis@oregonmetro.gov)

**Date of MPAC Meeting:** June 11, 2014

## **Purpose/Objective**

Oregon Health Authority will present the key findings and recommendations from the Community Climate Choices Health Impact Assessment (HIA) conducted in 2013 and 2014.

## **Action Requested/Outcome**

MPAC members have an increased understanding of the findings and recommendations to inform future discussions and recommendations on the Climate Smart Communities Scenarios Project.

## **How does this issue affect local governments or citizens in the region?**

The 2009 Oregon Legislature required the Portland metropolitan region to develop an approach to reduce per capita greenhouse gas emissions from cars and small trucks by 20 percent below 2005 levels by 2035. The project continues to engage community, business, public health and elected leaders in a discussion to shape and adopt a preferred approach that meets the state mandate and supports local and regional plans for investments in downtowns, main streets and employment areas.

In 2013 and 2014, the Oregon Health Authority conducted a HIA as part of Phase 2 of Metro's Climate Smart Communities Scenarios Project. The Community Climate Choices HIA (CCC HIA) is intended to provide Metro and its partners health information and evidence-based recommendations to support the selection of a healthy final scenario by December of 2014. The HIA represents groundbreaking work to provide the region's decision-makers with information about how three scenarios may affect the health of people before a final decision is made.

The analysis found significant public health benefits from investments that support increased physical activity, reduce air pollution and improved traffic safety, while reducing greenhouse gas emissions.

## **What has changed since MPAC last considered this issue/item?**

The HIA report and executive summary were provided to MPAC earlier this spring to inform shaping the draft approach for testing this summer. A factsheet of the findings was provided to MPAC for consideration at the April 11 joint meeting with the Joint Policy Advisory Committee on Transportation (JPACT).

## **What packet material do you plan to include?**

- Community Climate Choices Health Impact Assessment: Executive Summary <sup>1</sup>
- Community Climate Choices Health Impact Assessment: Key Findings

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<sup>1</sup> The full report is available to download at [www.healthoregon.org/hia](http://www.healthoregon.org/hia).

# Executive Summary

## Community Climate Choices Health Impact Assessment

Climate change may pose serious risks to public health. Significant shifts in the climate are already happening. The Third National Climate Assessment found that as the climate continues to change, Oregon will likely experience more frequent heat waves and wildfires, an increase in asthma and other respiratory diseases, changes in disease patterns, and diminishing water quality and quantity [1]. Curbing climate change is a critical public health issue and national public health officials support efforts across the nation to reduce greenhouse gas (GHG) emissions.

The recommendations offered in this Community Climate Choices Health Impact Assessment (CCC HIA) will be considered during Phase 3 of Metro's Climate Smart Communities Scenarios (CSCS) Project, underway in the Portland, Oregon metropolitan region. The focus of the project is to understand and choose the best way to reduce GHG emissions through transportation and land use strategies. The CSCS Project seeks to reduce GHG emissions by reducing per capita vehicle miles traveled (VMT) for light duty-vehicles and by investing in technologies that reduce emissions.

## Community Climate Choices Health Impact Assessment Scope

Geography: Portland, Oregon metropolitan region within the Urban Growth Boundary

Timeline: 2010 (base year) to 2035 (horizon year)

Scenarios - adopted local and regional plans with:

A: existing revenues

B: increased revenues from existing sources

C: new plans, policies and revenue sources

Exposure pathways: physical activity, traffic safety, air quality, land use

Quantitative tool: Integrated Transportation Health Impact Model (ITHIM)

Other considerations: magnitude of health costs associated with health pathways, vulnerable populations.

Health Impact Assessment (HIA) is a way to consider how a policy or plan affects community health before the final decision is made. By providing objective, evidence-based information, HIA can increase positive health effects and mitigate unintended health impacts. The Public Health Division of Oregon Health Authority (PHD) conducted this assessment at Metro's request, with funds provided by the Center for Disease Control and Prevention's Healthy Community Design Initiative.

Investments in land use and transportation systems that reduce GHG emissions positively impact health by increasing physical activity, reducing traffic collisions and improving air quality. PHD and Metro agreed that the CCC HIA is necessary to better inform Metro and its partners in the selection of a final scenario by December 2014.

## Key findings

This analysis found that the strategies under consideration to reduce GHG emissions also result in important health benefits in all exposure pathways, including increased physical activity, fewer traffic injuries and less exposure to air pollutants. These changes are likely to reduce illness and death in the region.

Through a literature review including 348 peer-reviewed articles and government reports linking the built environment to health, PHD found most of the land use strategies under consideration for the CSCS Project promote health. Evidence shows that elements such as level of residential density, land use mix, the number of nearby community destinations and ease of street connectivity are effective at promoting active transportation. Scenario B and C subsections labeled ‘Complete Streets and Active Transportations Investments’ support healthy behaviors the most. These strategies include better street connections, safer street crossings, wider sidewalks, safer street crossings, improved bus stops, more bikeways, trails and on-street bicycle facilities, and more efficient operation of transit signals.

The literature also aligns with advisory members’ equity concerns. Low-income households in search of affordable housing options may locate in neighborhoods that are not well-served by affordable transportation options and have fewer health-supportive amenities. This underscores the need to create and preserve affordable housing options in areas that are well-served by transit.

## Integrated Transport and Health Impact Model (ITHIM)

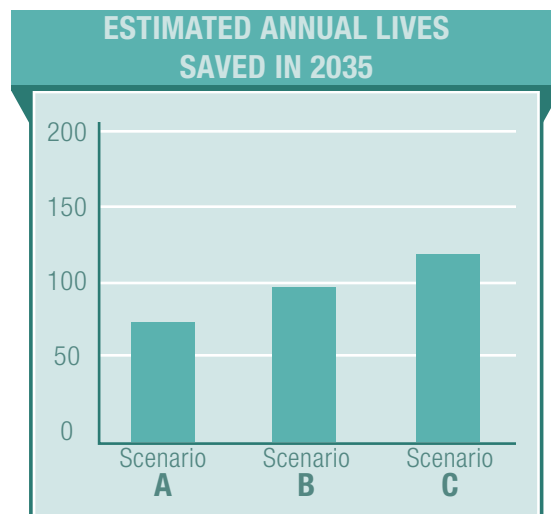
In addition to literature reviews for all pathways, PHD also used a quantitative model, ITHIM, to help understand the relative impact of each of three exposure pathways — physical activity, traffic safety and air pollution as measured by particulate matter (PM2.5) [2]. ITHIM uses relative risks and burden of disease to estimate avoided illnesses (as measured by disability adjusted life years) and deaths for nine conditions associated with physical activity, three conditions linked to PM2.5 exposure, and current traffic fatality rates. A clear limitation of ITHIM is it underestimates all health benefits by restricting calculations to certain pathways and diseases.

Results from ITHIM predict that strategies for reducing GHG emissions will promote health; health benefits occur in all exposure pathways for all scenarios. Scenario A levels of investment are expected to contribute to 64 avoided premature deaths annually. Scenarios B and C would result in 98 and 133 avoided premature deaths respectively. Every 12% decrease in GHG — the difference between each successive scenario — results in an approximate 0.65% decrease in illness among diseases studied.

## Physical activity

The most significant and attainable health benefit of active transportation is increased physical activity. Increased physical activity from active transportation could account for as much as 86–91% of avoided deaths and 69–84% of avoided illness resulting from implementing the CSCS project.

We can improve our region’s health and reduce premature deaths by increasing the number of people who regularly walk or bike to the library, school, work, church or store. A safe and convenient transportation system provides individuals with the flexible and healthy options they need to routinely





choose more active modes of transportation. Prioritizing non-automobile users in the design and maintenance of streets increases the safety of all users and will facilitate walking, bicycling and use of public transit.

## Traffic safety

Reduced GHG emissions through lower per capita vehicle miles traveled (VMT) results in fewer overall traffic fatalities and injuries. Scenario A results in one avoided traffic fatality per year and decreases disabilities from serious injuries (measured by disability adjusted life years or DALYs) by 2.0%. Scenario C would help avoid 12 traffic fatalities and 12.5% of DALYs from serious injuries a year.

Due to the increase in miles covered in active transportation modes, ITHIM shows the absolute numbers of pedestrian and bicycle fatalities will rise even as the rate decreases due to population growth. While physical activity benefits outweigh the risks of active transportation, effort should be made to mitigate traffic hazards for pedestrians and cyclists through traffic calming, street design and mode separation. Efforts should also be made to capture the 53% of 'interested but concerned' individuals in the region who would like to bike, but are worried about safety issues.

## Air quality

Improved air quality is an important benefit of addressing GHG. Metro is targeting aggressive GHG emission reductions of 12, 24 and 36% for Scenarios A, B and C respectively. However, Metro's scenarios result in only modest PM2.5 reductions of 2.8, 3.2 and 3.6% due to population growth and reliance on fleet change and fuel technologies. ITHIM results predict a modest decrease in respiratory illness, heart disease cases associated with air pollution, and premature death of lung cancer patients from long-term PM2.5 exposure.

ITHIM only incorporates long-term exposure to PM2.5 and may underestimate health benefits associated with improved air quality. As suggested by the Portland Air Toxics Solutions Project, additional benefits may accrue from lower ambient ozone and air toxic concentrations.

There is no safe level of PM2.5 exposure and current average concentrations of ozone are above safe levels. Episodic PM2.5 (winter) and ozone (summer) events require regional solutions such as leading public efforts to change travel behavior in order to minimize health risk. Poor air quality can be localized and many vulnerable populations live near transportation corridors. Care should be taken to influence increased physical activity while minimizing exposure when designing active transportation facilities and adjoining transportation corridors.

## Recommendations

Climate change poses a risk to the future health of Oregonians. Proposed strategies to mitigate climate change will also increase health benefits associated with physical activity, traffic safety and improved air quality. Based upon the findings of this report and with the support of the CCC HIA Advisory Committee, PHD has developed a series of recommendations to preserve and promote healthy communities throughout the region.

By developing and implementing a preferred scenario that meets or surpasses the GHG emissions reduction target set by the Department of Land Conservation and Development, PHD anticipates an improvement in public health.

The majority of health benefits from the CSCS Project can be attributed to active transportation such as walking and biking to work, transit, school and community destinations. Based on this evidence, this HIA recommends that Metro maximize opportunities for active transportation for all communities by:

[continued on page 4]

The full report is available at: [www.healthoregon.org/hia](http://www.healthoregon.org/hia)

- Adopting and identifying stable funding for the design elements listed in the subsection ‘Complete Streets and Active Transportation Investments’ of Scenarios B and C: street connections, wider sidewalks, safer street crossings, improved bus stops, bikeways, transit signal priority, and on-street bicycle facilities and trails.
- Improving transit service miles to meet levels recommended in Scenario C.
- Using an equity analysis to plan and develop equal access to active transportation throughout the region.
- While the benefits of physical activity far outweigh the risks, active modes of transportation can lead to increased exposure to traffic injury and air pollution. In order to reduce the risk of increased exposure to traffic injury and air pollution for all road users, this HIA recommends that Metro prioritize the design and maintenance of non-automobile facilities by:
  - Including safety features for pedestrians and bicyclists, such as separation from motorized traffic, when possible. Prioritize non-automobile users in design and maintenance of streets.
  - Providing a parallel bicycle route one block removed from high-volume roads where feasible to reduce exposure to localized pollution while still maintaining access to community destinations.

Per capita VMT reduction is expected to modestly improve air quality as measured by many pollutants including air toxics, but temporal and localized air quality concerns remain. Due to temporal and spatial air quality concerns, this HIA recommends that Metro maximize overall improvements in air quality through actions such as:

- Aligning the CSCS preferred alternative to PATS goals. In collaboration with DEQ, determine how the preferred alternative helps meet Oregon’s adopted ambient benchmark concentrations.
- Reducing exposure by using zoning and incentives to improve indoor filtration systems in new buildings along transportation corridors.
- Convening a regional committee to further address episodic air quality events. Solutions should be season specific and could promote incentives for short-term, alternative commute arrangements.
- Finally, to improve health equity, this HIA recommends Metro ensure social and health goals are considered when prioritizing investments by:
  - Explicitly and transparently addressing how investment links low-income and other vulnerable households to health-promoting resources.



PUBLIC HEALTH DIVISION  
 Environmental Public Health  
 Center for Prevention and Health Promotion

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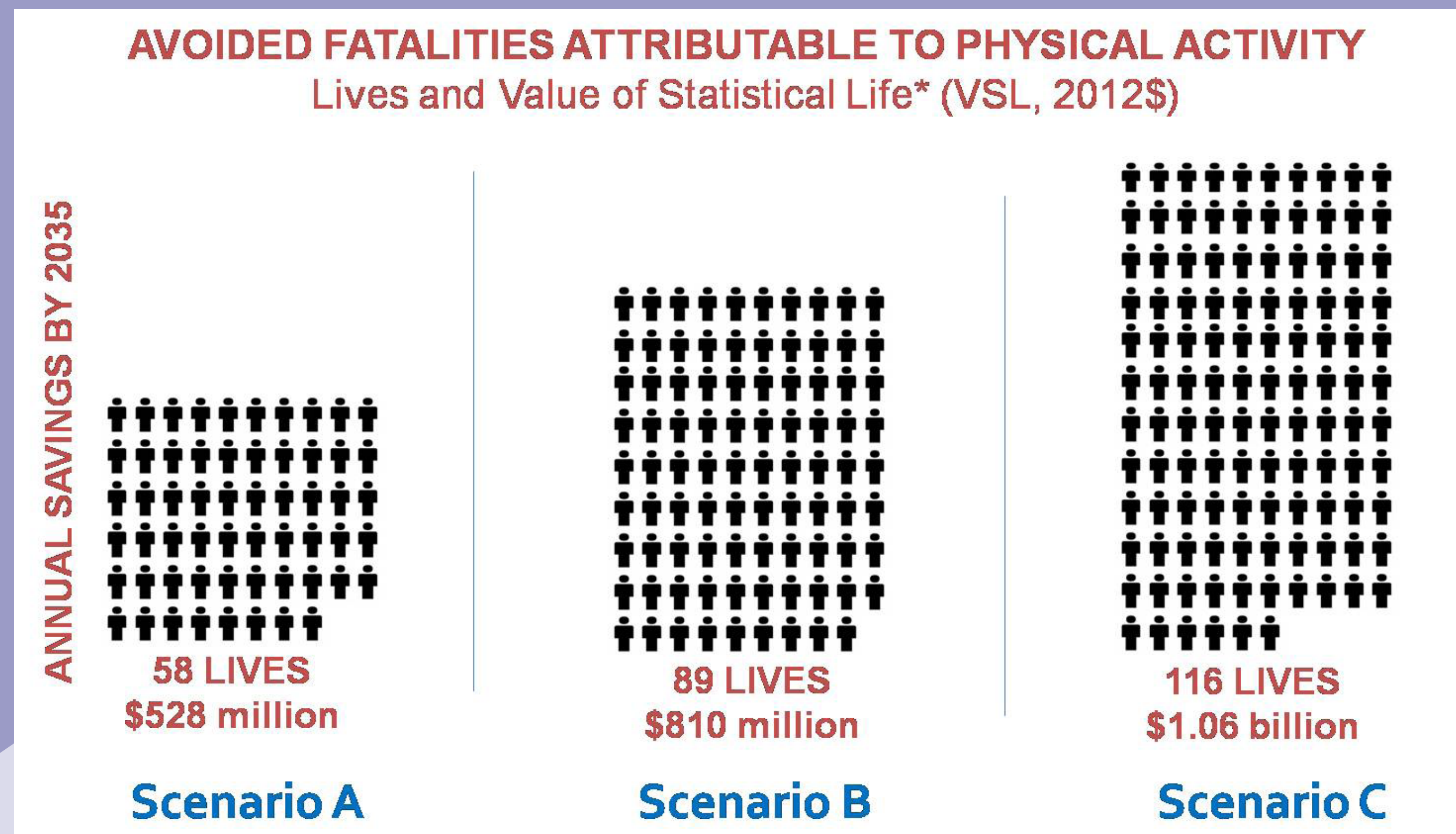
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# Community Climate Choices Health Impact Assessment-Key findings

**ABSTRACT:** The Oregon Health Authority (OHA) collaborated with Metro on a health impact assessment (HIA) of the Climate Smart Communities Scenarios planning process. The HIA modeled expected impacts on three areas – physical activity, roadway-related injuries and fatalities, and exposure to air pollution – and addressed specific land-use strategies impact on health.

Physical inactivity leads to chronic diseases – like heart disease, stroke, diabetes – and associated premature death. **44% of adults do not meet the minimum recommendation of 150 minutes of moderate activity per week.**

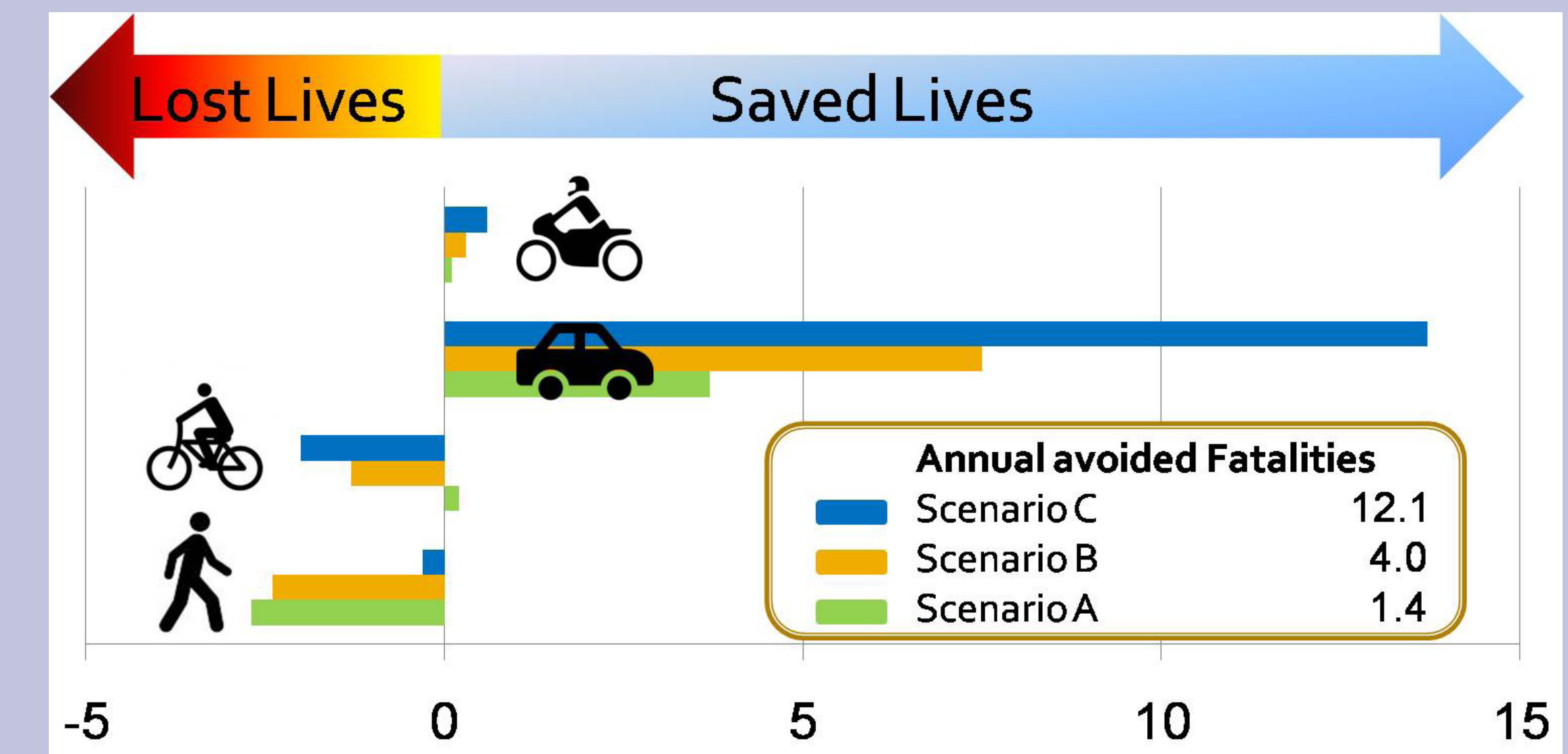
**Research shows the built environment, transportation infrastructure, and other environmental factors strongly influence physical activity.** People who commute by walking, bicycling or public transit are more likely to meet physical activity recommendations and do twice as much total physical activity as those who commute by automobile.



The scenarios improve health by increasing physical activity.

Motor vehicle crashes are the second leading cause of death in Oregon in 2009, and the leading cause of death for individuals between the ages of 5 and 24. Serious pedestrian and bicycle crashes – resulting in a fatality or incapacitating injury – accounted for 20% of all serious crashes in the region.

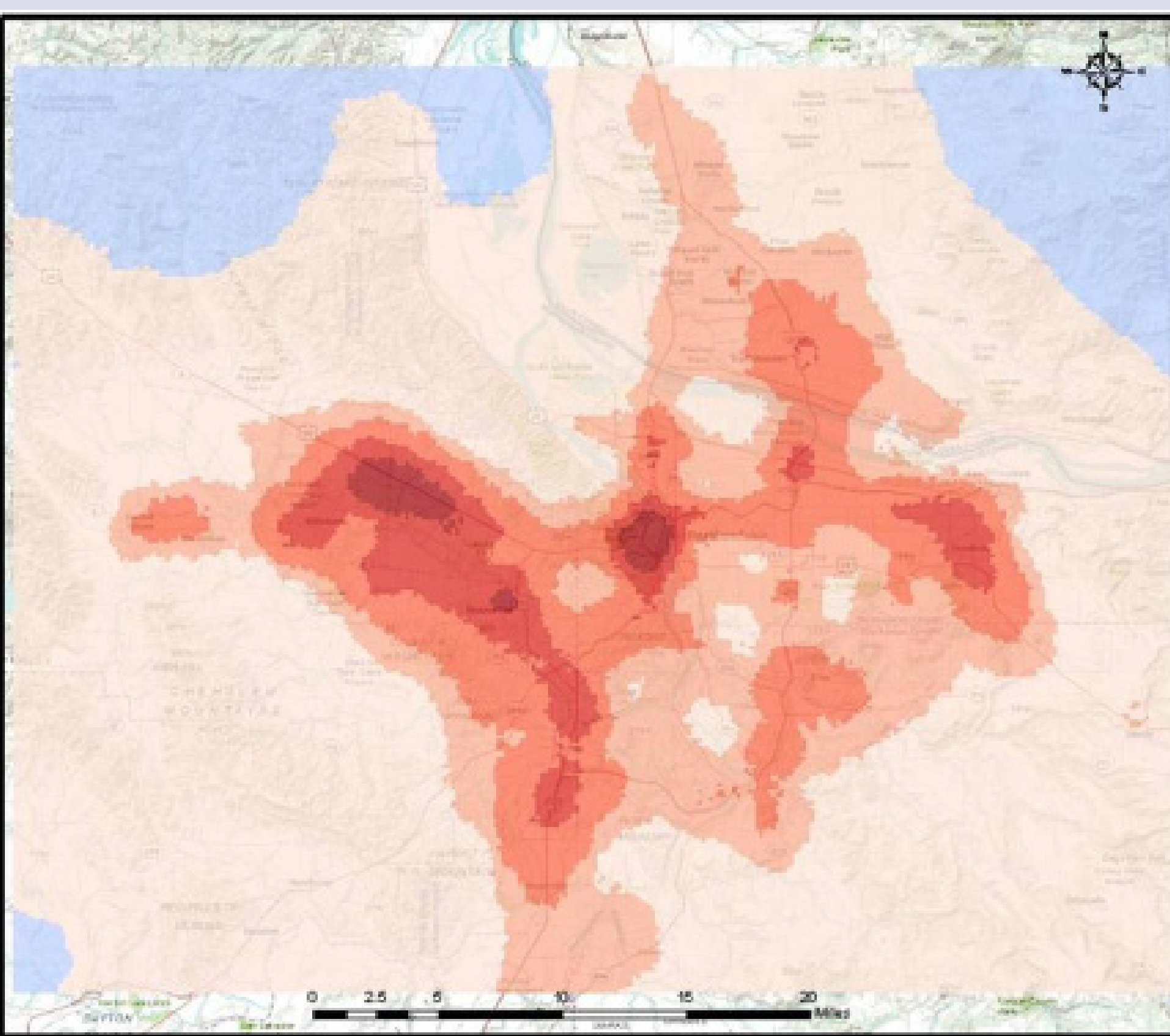
The scenarios provide a net improvement to traffic safety.



Streets that support all users including pedestrians and cyclists dramatically reduce traffic injury and fatality. Designing complete streets for all users throughout the region is a critical part of implementing a healthy preferred scenario.

Adopting a Preferred Scenario that meets or exceeds GHG targets will improve Portland's air quality. Reducing per capita VMT and phasing in cleaner fuels and technologies will result in reductions of small particulate matter (PM2.5), associated with **modest decreases in respiratory illness and heart disease.** Portland Air Toxics Solutions Project suggests additional health benefits should accrue from lower ambient ozone and air toxics concentrations, especially for those who live near freeways.

Air pollution emissions are highest within 500 yards of major roads. Source: <http://www.deq.state.or.us/aa/toxics/pats.htm>

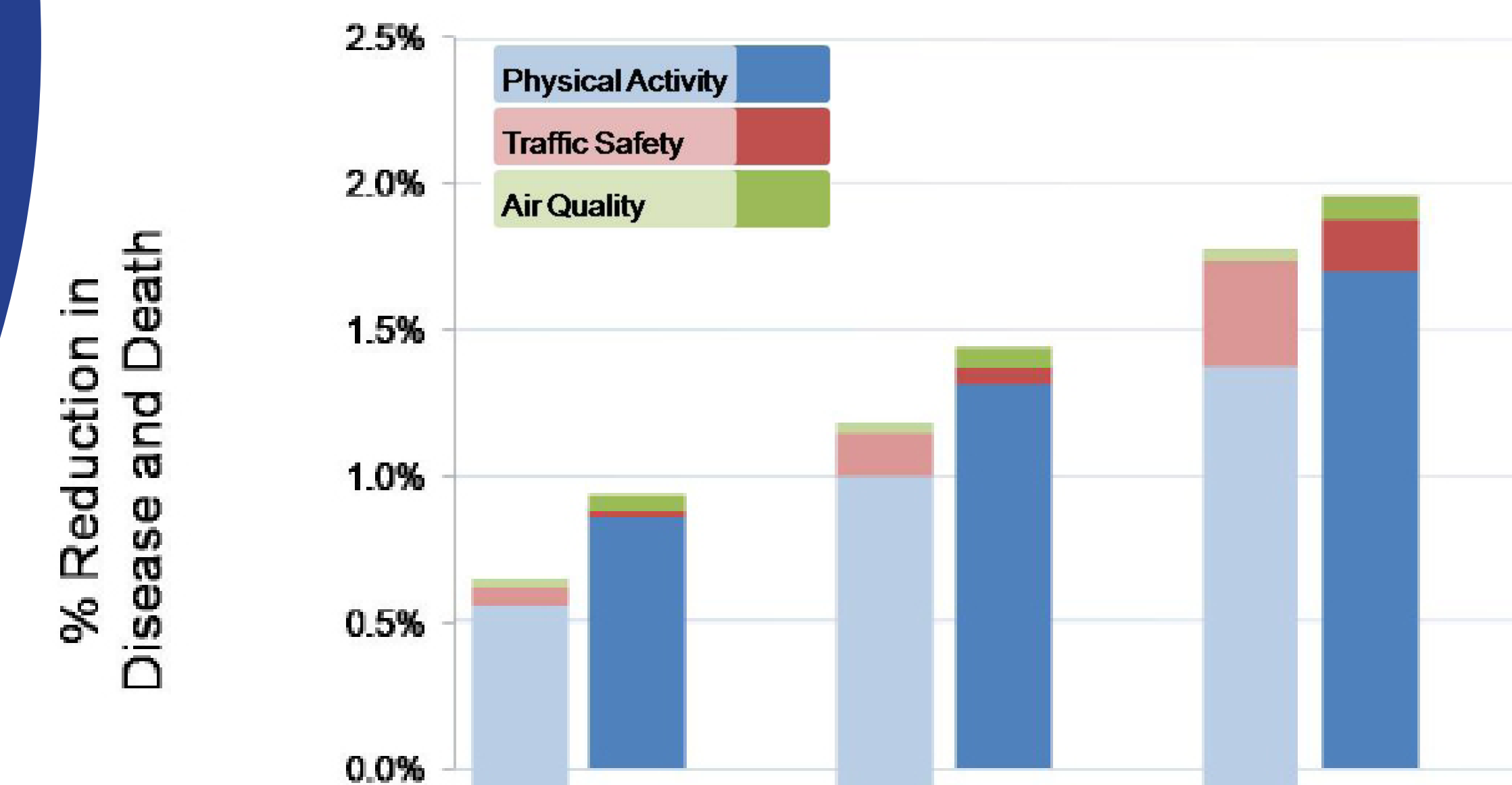


The scenarios improve health by decreasing air pollution.

To protect and improve health throughout the region, we recommend the Preferred Scenario:

- 1) Maximize opportunities for active transportation for all communities
- 2) Prioritize the design and maintenance of non-automobile facilities
- 3) Maximize improvements in air quality, and
- 4) Link low-income and other vulnerable households to health-promoting resources

## Sample estimated health care savings



	Scenario A	Scenario B	Scenario C
Annual Saving in Medicaid & Medicare Expenditures (Cardiovascular)	\$7.8 million	\$11.4 million	\$16.8 million
Annual Saving in Medicaid & Medicare Expenditures (Diabetes)	\$3.7 million	\$5.4 million	\$8.0 million

CDC Chronic Disease Cost Calculator, v2.0 for three-county area, 2010S



physical activity

traffic safety

air pollution

recommendations

# Community Climate Choices

## Health Impact Assessment-Methods

HIA is guided by practice standards established by the Society of Practitioners of Health Impact Assessment (SOPHIA). This HIA adheres to the HIA Minimum Elements established by the North American HIA Practice Standards Working Group ([www.hiasociety.org](http://www.hiasociety.org)). The HIA was supported by an advisory committee of volunteers from Metro's MTAC and TPAC committees as well as local nonprofits and universities. The project was funded by a grant from the Healthy Community Design Initiative at the National Center for Environmental Health in the Centers for Disease Control and Prevention.

HIA begins by assessing the state of the science for pathways of interest with in-depth literature reviews for land use strategies, physical activity, traffic safety, and air quality. This HIA reviewed more than 300 journal articles, scientific reports, and government guidance linking the built environment to health. Particular weight was given to systematic reviews, government guidance, and/or articles addressing sub-populations with vulnerabilities such as children, elders, and racial-ethnic minorities.

An important objective of HIA is documenting current health conditions. PHD used state and federal databases to characterize current prevalence and incidence rates. Information about costs associated with health impacts come from a combination of reports from partner state agencies and CDC's Chronic Disease Calculator, v2.0. <http://www.cdc.gov/chronicdisease/resources/calculator/>

Chronic conditions are a significant financial burden to households and taxpayers. While Oregon-specific cost data are sometimes difficult to calculate, the CDC provides a Chronic Disease Cost Calculator to estimate state-specific Medicaid (Oregon Health Plan), Medicare, and private insurance expenditures for the treated population in any given year. The tool estimates annual direct medical costs in 2010 dollars and does not include lost wages, reduced productivity or years lost to premature death. It does minimize double counting across categories by statistically controlling for deaths with more than one cause, also called comorbidity.

This report also aimed to understand the benefit of preventing a fatality. The US DOT defines the Value of a Statistical Life (VSL) is defined as the additional cost that individuals would be willing to bear for improvements in safety (that is, reductions in risks) that, in the aggregate, reduce the expected number of fatalities by one. This conventional terminology has often provoked misunderstanding on the part of both the public and decision-makers. What is involved is not the valuation of life as such, but the valuation of reductions in risks. In 2012 USDOT set the VSL at \$9.1 million/life, with a 1.7% annual increase. [http://www.dot.gov/sites/dot.gov/files/docs/VSL%20Guidance\\_2013.pdf](http://www.dot.gov/sites/dot.gov/files/docs/VSL%20Guidance_2013.pdf)

This HIA also quantitatively modeled health impacts using ITHIM for physical activity, traffic safety, and air quality as measured by PM2.5. ITHIM uses current and local burden of disease estimates and applies relative risks or measures of expected changes in exposure to estimate changes in mortality (deaths) and illness (as measured by disability adjusted life years or DALYs). ITHIM calculates mortality and illness for both baseline and each scenario (A, B, and C as defined by Metro in Phase 2); outputs are generally reported in the difference between baseline and scenario. Conceptually, baseline in ITHIM is the expected number of deaths and illness given the current rate of exposure for the expected population in 2035. Estimated impact is thus the difference between the expected outcome at baseline and the scenario. More information is available about ITHIM methodology in the CCC HIA Report.

# Community Climate Choices Health Impact Assessment

Environmental Public Health  
Center for Prevention and Health Promotion  
Oregon Health Authority, Public Health Division  
June 2014

## Health impacts of a changing climate

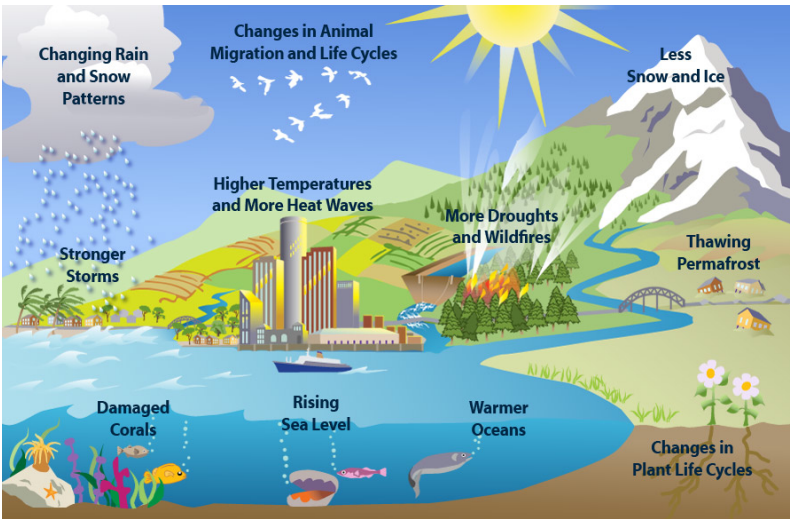
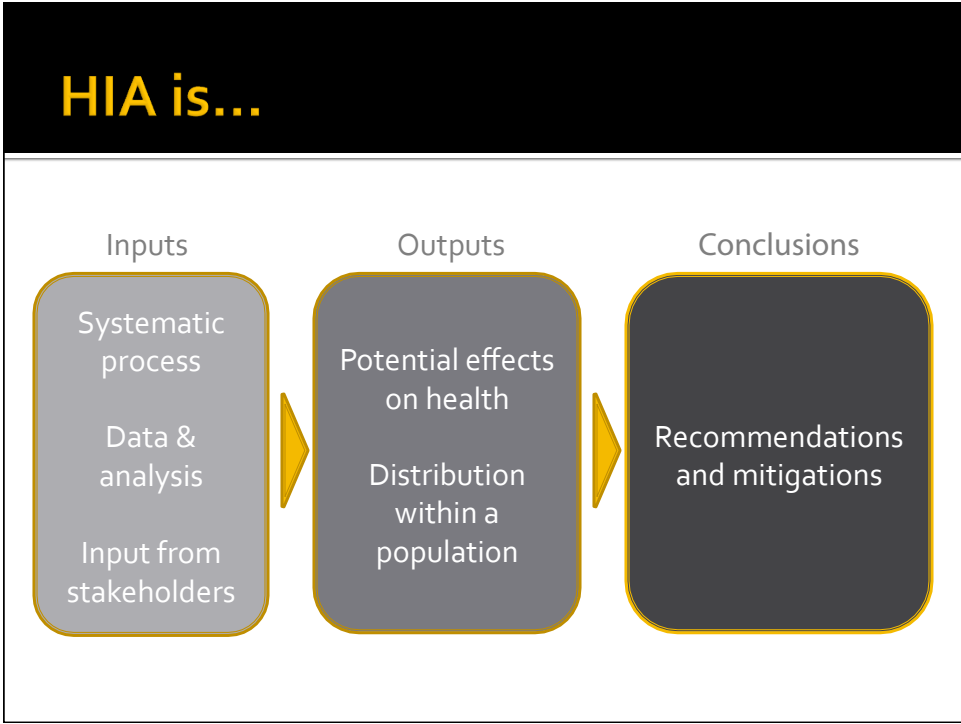
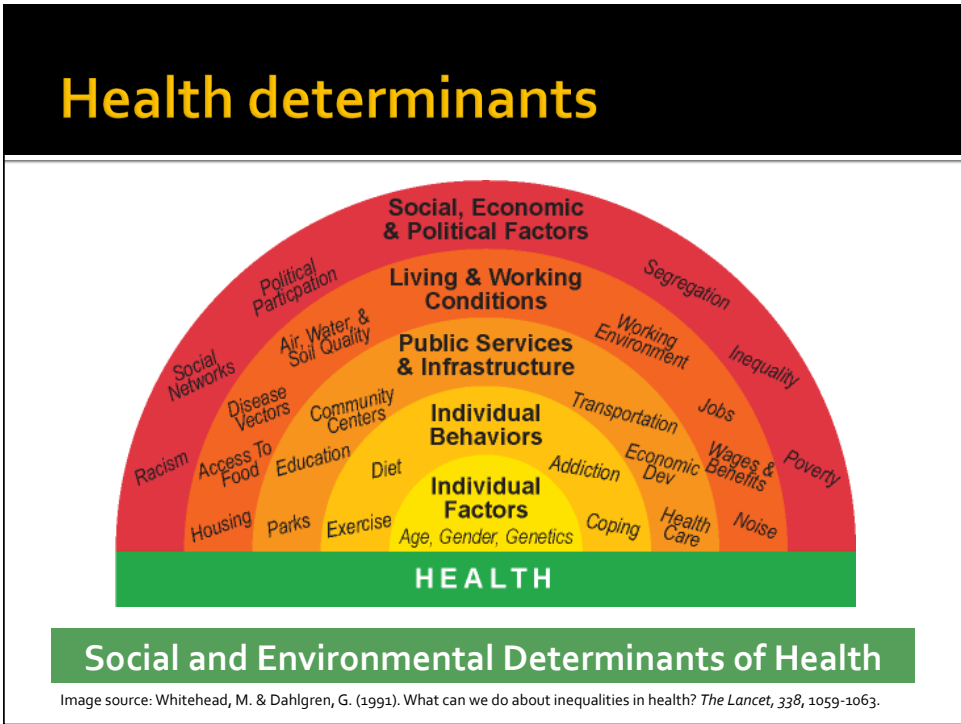


Image source: EPA.gov

# HIA is...



# Health determinants



# CCC HIA Advisory Committee



Images source: Andrea Hamberg, 2013

# Physical activity



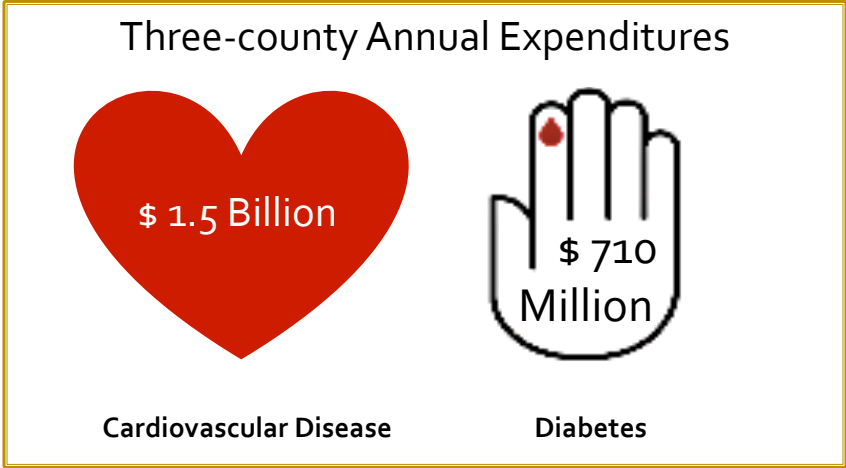
44% of Oregon adults did not meet minimum recommendations for physical activity in 2009.



**Inactivity = Chronic disease & premature death**

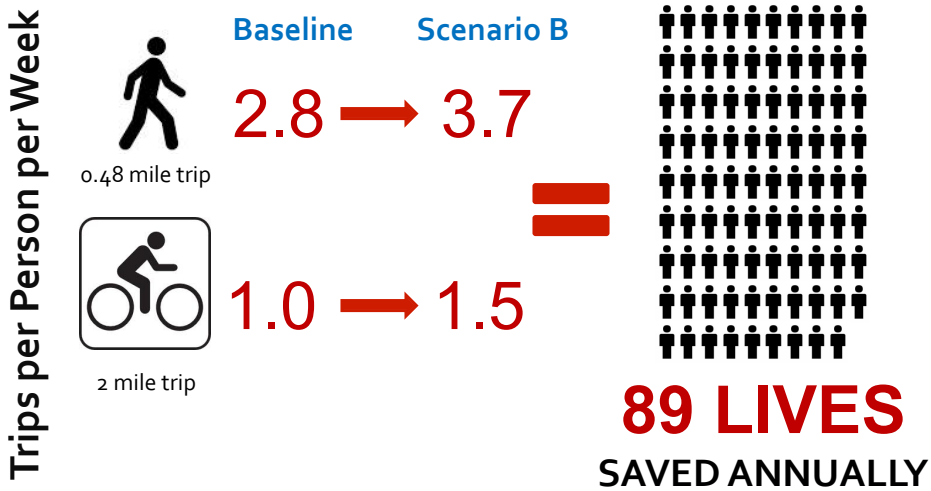
Source: Health Promotion and Chronic Disease Section. 2012. *Oregon Overweight, Obesity, Physical Activity and Nutrition Facts*. Oregon Department of Human Services, Oregon Public Health Division. Available online at <http://public.health.oregon.gov/PreventionWellness/PhysicalActivity/Pages/pubs.aspx>

# Physical activity

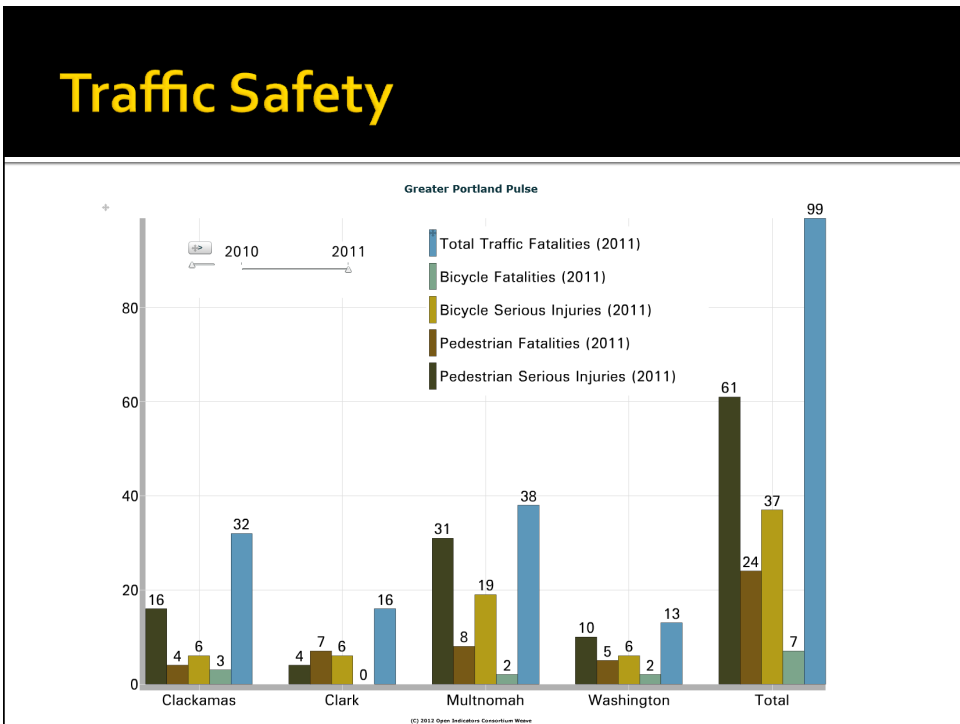
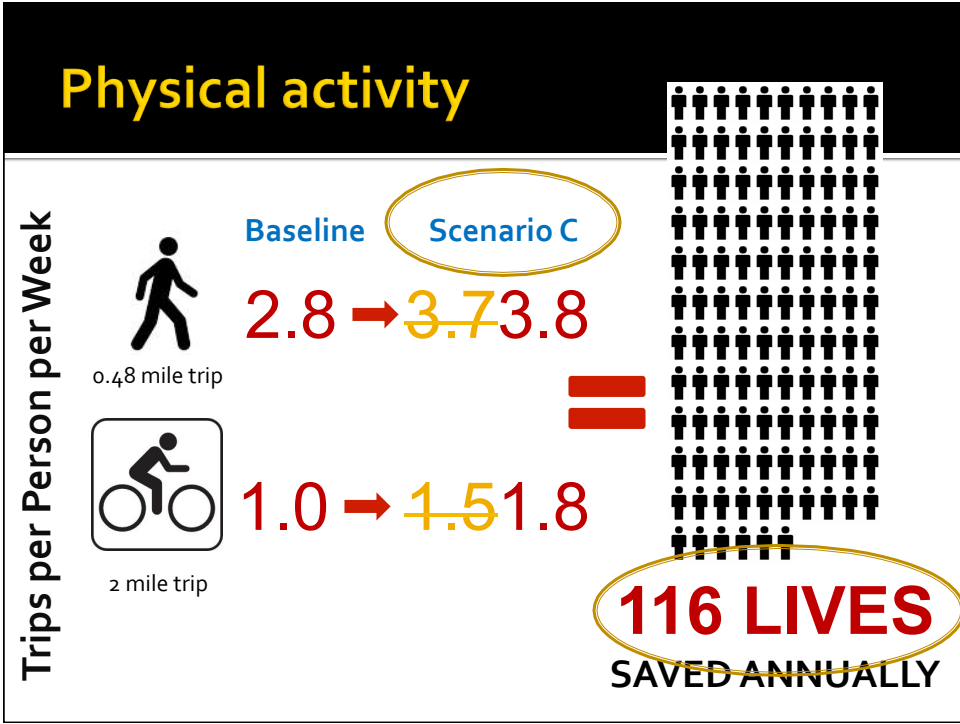


CDC Chronic Disease Cost Calculator, v2.0. Available online at <http://www.cdc.gov/chronicdisease/resources/calculator/>  
Hand image source: StopDiabetes.com

# Physical activity







# Traffic Safety

Saved Lives

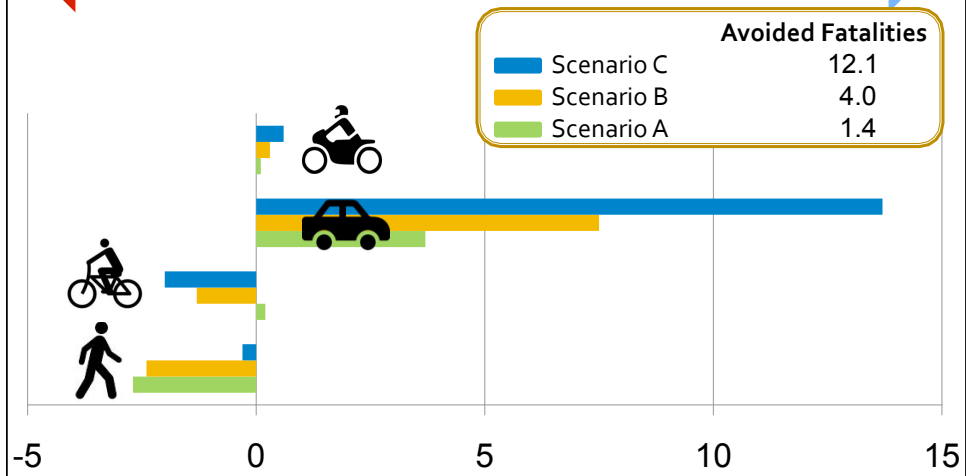
Avoided Fatalities	
Scenario C	12.1
Scenario B	4.0
Scenario A	1.4

Avoided Injuries	
Scenario C	12.5%
Scenario B	4.9%
Scenario A	2.0%

# Traffic Safety

Lost Lives

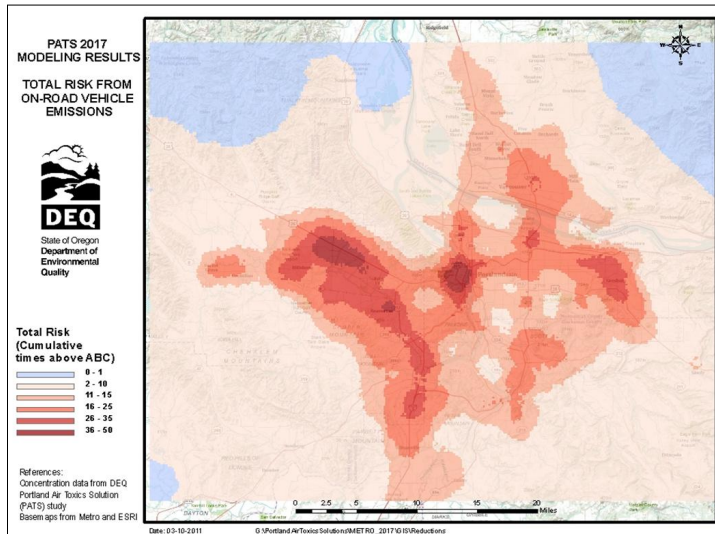
Saved Lives



# Traffic Safety



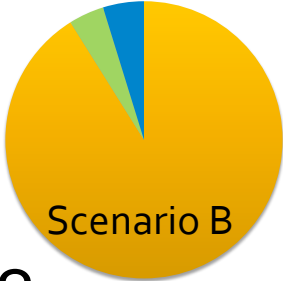
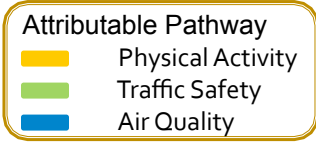
# Air quality



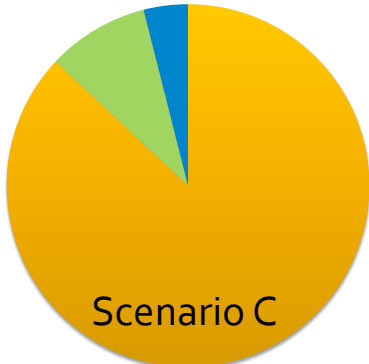
# Air quality



# Health impacts - Mortality

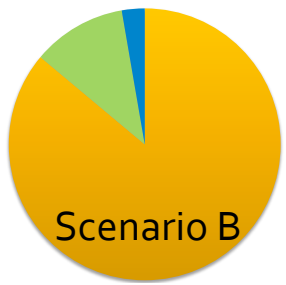


**98** Avoided Deaths

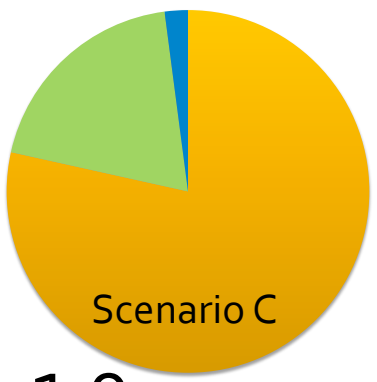


**133** Avoided Deaths

# Health impacts – Disease & illness



**1.3%** Decrease  
measured by disability adjusted life years (DALY)



**1.9%** Decrease  
measured by disability adjusted life years (DALY)

You can improve our region's health by developing and implementing a preferred scenario that meets or surpasses the GHG emissions reduction target set by the Department of Land Conservation and Development.



To protect and improve health throughout the region, we recommend that the Preferred Scenario:

- Maximize opportunities for active transportation for all communities
- Prioritize the design and maintenance of non-automobile facilities
- Maximize improvements in air quality
- Link low-income and other vulnerable households to health-promoting resources



[www.healthoregon.org/hia](http://www.healthoregon.org/hia)



Materials following this page were distributed at the meeting.



## **MPAC and JPACT recommendation to the Metro Council on a draft approach for testing**

The Climate Smart Communities Scenarios Project was initiated in response to a mandate from the 2009 Oregon Legislature to reduce per capita greenhouse gas emissions from cars and small trucks by 20 percent below 2005 levels by 2035. The goal of the project is to engage community, business, public health and elected leaders in a discussion to shape a preferred approach that accommodates expected growth, meets the state mandate and supports local and regional plans for downtowns, main streets and employment areas.

The recommendations below (#1-9) are intended to provide project staff with sufficient direction to move forward with testing a draft approach that will be subject to further discussion and potential refinement after analysis. They do not serve as an endorsement of the draft approach. The recommendations also reflect transitioning from Scenarios A, B and C to begin incorporating updated local, regional and state priorities from the 2014 Regional Transportation Plan (RTP) into the region's draft preferred approach.

### **RECOMMENDATION #1**

Assume implementation of adopted regional and local plans, including the 2040 Growth Concept and local zoning, comprehensive plans and transportation plans.

- Ensure local priorities as defined in adopted local land use and transportation plans and the 2014 Regional Transportation Plan (RTP) are reflected in the analysis.
- Assume adopted 2035 growth forecast (which reflects locally adopted plans as of 2010) and its estimated 12,000 acres of urban growth boundary expansion for purposes of analysis.

### **RECOMMENDATION #2**

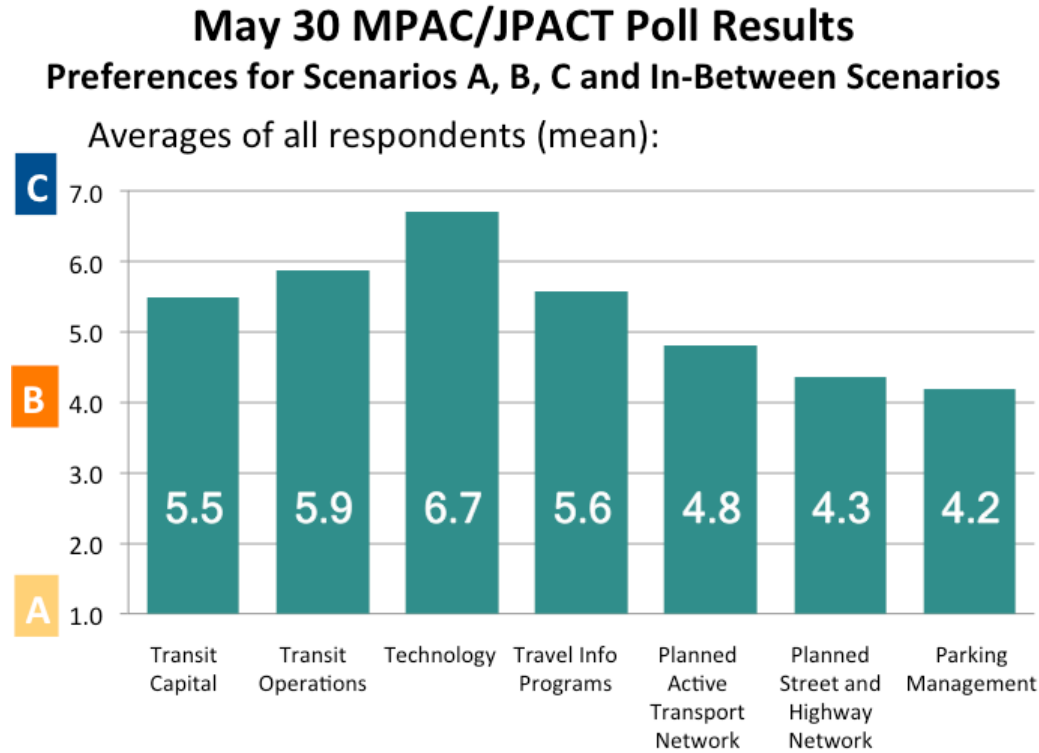
Assume state transition to cleaner fuels, more fuel-efficient vehicles and pay-as-you-drive insurance, as put forth by state agencies.

- Assume the vehicle technology and fuel assumptions developed by three state agencies (ODOT, ODEQ and ODOE) and specified by the Land Conservation and Development Commission when setting the region's per capita GHG emissions reduction target in 2011. The assumptions were developed based on the best available information and current estimates about improvements in vehicle technologies and fuels. More recent information shows Oregon is on track to meet the vehicle technology and fuel economy assumptions; however more progress is needed to remove the 2015 sunset on low carbon fuels standard.
- Assume the Statewide Transportation Strategy Vision assumptions for pay-by-the-mile vehicle insurance for 2035.



**RECOMMENDATION #3**

Considering public input, cost, climate benefit and the region’s six desired outcomes, the following levels of investment are recommended for the draft approach for testing:



More information about the recommendation for each policy area is summarized below to guide staff on the development and evaluation of the draft approach recommended for testing.

**A. MAKE TRANSIT MORE CONVENIENT, FREQUENT, ACCESSIBLE AND AFFORDABLE**

- Assume a “More than Scenario B” level of investment for transit capital. This level of investment is reflected in the 2014 RTP financially constrained system of transit capital investments, which includes the next priority high capacity transit corridors being planned for in the region and updated local, regional and state priorities identified during the 2014 RTP update.
- Assume a “Less than Scenario C” level of investment for transit operations that includes service enhancements and new community transit connections that link to regional transit connections, as identified in TriMet’s Service Enhancement Plans (SEPs) and the South Metro Area Rapid Transit District (SMART) Master Plan. For purposes of analysis, this level of investment reflects approximately 9,200 revenue hours of service (a 64% increase in revenue hours from 2010 levels).

**B. USE TECHNOLOGY TO ACTIVELY MANAGE THE TRANSPORTATION SYSTEM**

- Assume a “Scenario C” level of investment, recognizing the effectiveness and relatively low cost of this policy area and its ability to leverage investments and enhance the effectiveness of other policy areas.
- Target investments in technology to capital and operational investments in roads, transit, active transportation and parking management. For example, implement transit signal priority on frequent bus routes or use cameras linked to a traffic operations center to deploy incident response patrols to quickly clear breakdowns and crashes on the freeway system.

**C. PROVIDE INFORMATION AND INCENTIVES TO EXPAND THE USE OF TRAVEL OPTIONS**

- Assume a “More than B Scenario” level of investment recognizing the effectiveness and relatively low cost of this policy area and its ability to leverage investments and enhance the effectiveness of other policy areas. Success of this policy area is also contingent on the availability of transit and other travel options in areas targeted with these programs.
- Target investments in travel information and incentives to leverage and enhance the effectiveness of capital and operational investments in transit, active transportation and parking management to increase awareness and use of travel options in areas assumed to have new transit service, a new trail connection, or electric vehicle charging stations.
- The region has successfully implemented these policies and programs, but could accomplish more with expanded coordination, public-private partnerships and resources directed to local governments, employers, transportation management associations and transit agencies to support their implementation efforts.

**D. MAKE BIKING AND WALKING MORE SAFE AND CONVENIENT**

- Assume a “More than Scenario B” level of investment. This level of investment reflects the 2014 RTP financially constrained system of active transportation investments and represents updated local, regional and state priorities identified during the 2014 RTP update.

**E. MAKE STREETS AND HIGHWAYS MORE SAFE, RELIABLE AND CONNECTED**

- Assume a “More than Scenario B” level of investment. This level of investment reflects the 2014 RTP financially constrained system of street, highway, bridge, and street-related freight investments and represents updated local, regional and state priorities identified during the 2014 RTP update. It should be noted that investments aimed at improving streets or building new street connections will also include bicycle and pedestrian facilities, further completing the active transportation network.

**F. MANAGE PARKING TO MAKE EFFICIENT USE OF PARKING RESOURCES**

- Assume the parking management approach reflected in Scenario B, which links higher levels of parking management to the availability of high capacity transit, frequent bus service and active transportation in 2040 centers. This approach is also assumed in the 2014 RTP.

- Conduct a sensitivity test of the draft approach by analyzing a second version that assumes no change to parking management (as tested in Scenario A) and a third version that assumes the parking management approach used in Scenario C. The sensitivity test is intended to help build understanding of the range of parking management approaches available for each community and inform the tradeoffs between level of effort and ability to leverage and enhance the effectiveness of investments in other policy areas. The sensitivity test should be designed to fit within available time and resources.
- Parking management approaches include completing an assessment of parking usage and supply, building shared public parking in growing areas served by high capacity transit and frequent bus service, reducing/removing minimum parking requirements or setting maximum parking requirements in downtowns and transit-oriented developments, providing bicycle parking and restricting on-street parking time limits or installing parking meters in areas served by high quality transit and active transportation options. <sup>1</sup>

#### **RECOMMENDATION #4**

Project staff should work with MTAC and TPAC to conduct the evaluation during the summer and develop more detailed and locally-tailored modeling assumptions that reflect the draft approach. The evaluation should estimate greenhouse gas emissions reduction and other outcomes evaluated earlier in the project, such as cost, travel behavior, economic impacts, air quality, social equity and public health.

#### **RECOMMENDATION #5**

Project staff should report the results in September, including:

- the estimated greenhouse gas emissions reduction of each policy area to demonstrate the climate return on investment
- the potential benefits and impacts on household and freight travel costs, jobs, work force access to transit, physical activity, air pollution and other key outcomes reported in Phase 2
- the cost of implementation and, recognizing financing data limitations, any funding gap between the draft approach, current funding levels and the 2014 RTP financial assumptions. The reporting should identify potential funding mechanisms for investments needed to implement the preferred approach that do not have identified sources of funding.

#### **RECOMMENDATION #6**

Project staff should work with MTAC and TPAC to identify recommended actions that guide how the region integrates reducing greenhouse gas emissions with ongoing efforts. This will include preparing Regional Framework Plan amendments that refine existing regional policies and/or add new policies needed to implement the preferred approach.

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<sup>1</sup> See *Parking Made Easy*, a handbook developed for local governments, for more information at: <http://www.oregon.gov/LCD/TGM/docs/parkingprimerfinal71213.pdf>

**RECOMMENDATION #7**

Project staff should prepare a near-term implementation plan that describes future actions (post 2014) that are needed to implement the preferred approach. This could include developing a shared agenda seeking transportation funding during the 2015 legislative session and advocating for state actions to achieve fleet and technology advancements. It is important for the preferred approach and implementation recommendations to provide local flexibility and reflect a menu of options across the six policy areas that support the needs and priorities of each community. A draft framework is provided for reference.

**RECOMMENDATION #8**

Project staff should provide opportunities for further refinement of the draft approach during Fall 2014, prior to final action by the Metro Council in December 2014.

**RECOMMENDATION #9**

Project staff should provide opportunities for more discussion of what potential funding mechanisms should be considered to help pay for the investments and actions recommended in the preferred approach the Metro Council considers for adoption in December 2014. The discussions could lead to development of recommendations for continuing these finance discussions beyond the Climate Smart Communities Scenarios Project.

**DRAFT**

**Near-Term Implementation Plan Framework – A Starting Point**

**I. Policy tools**

- State policy
- Regional policy
- Local policy
- Regulatory

**II. Funding tools**

- Federal resources
- State resources
- Regional resources
- Local resources
- Public/private models

**III. Programmatic tools**

- TriMet Service Enhancement Plans
- SMART Master Plan and travel options programs
- Regional travel options program
- Local programs

**IV. Engagement and education tools**

- Advocacy for funding
- Advocacy for cleaner, low carbon fuels and technology advancements
- Community engagement

**CLIMATE SMART COMMUNITIES SCENARIOS PROJECT**  
Metro

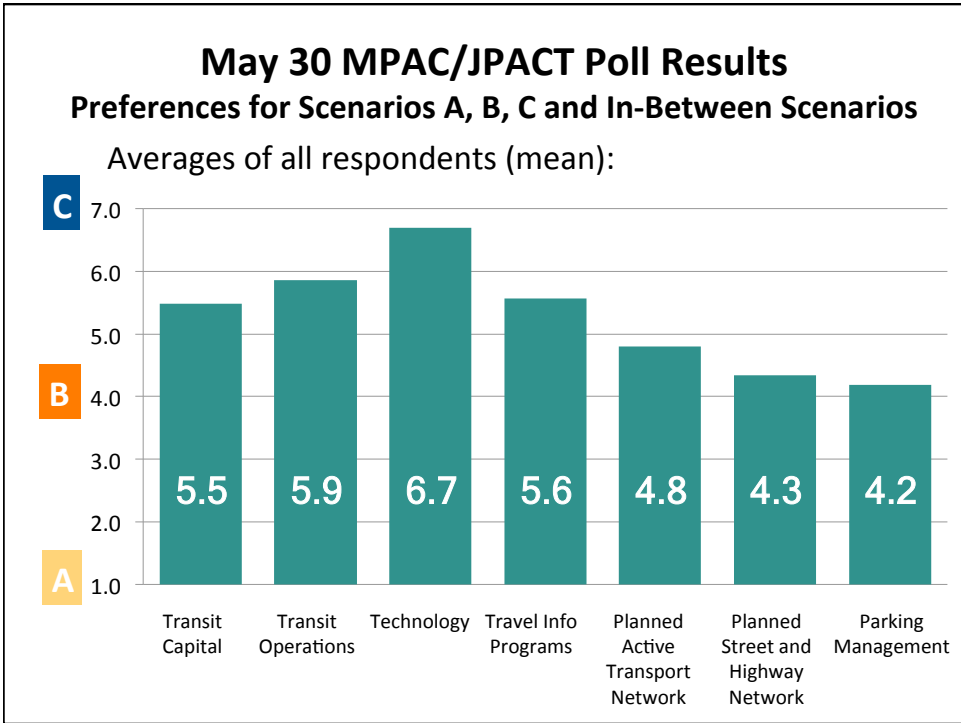
# May 30 MPAC/JPACT Joint Meeting Poll Results

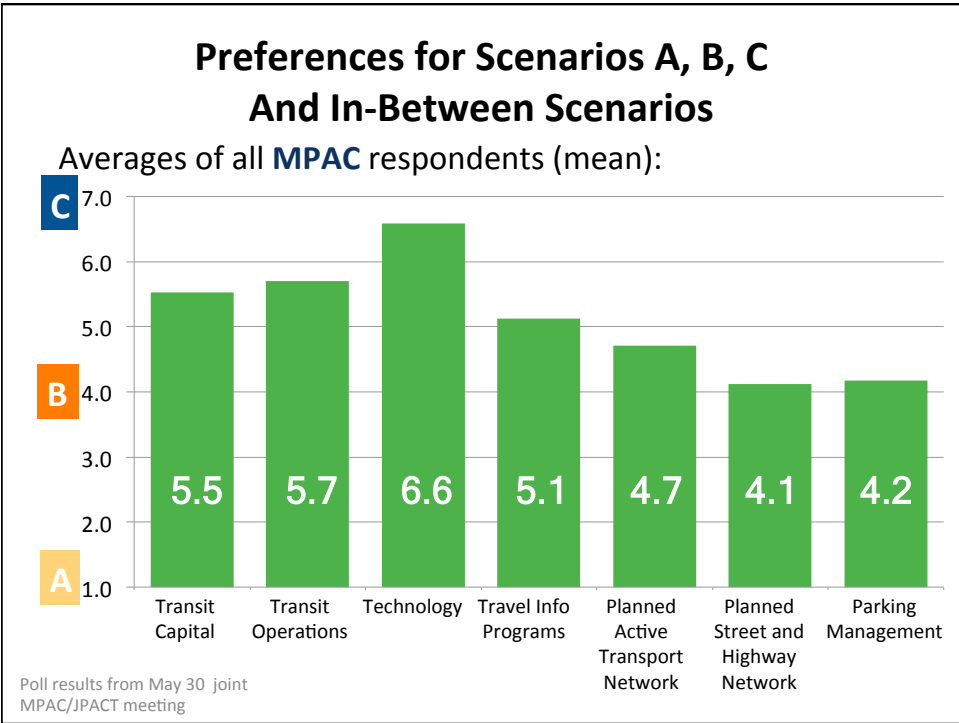
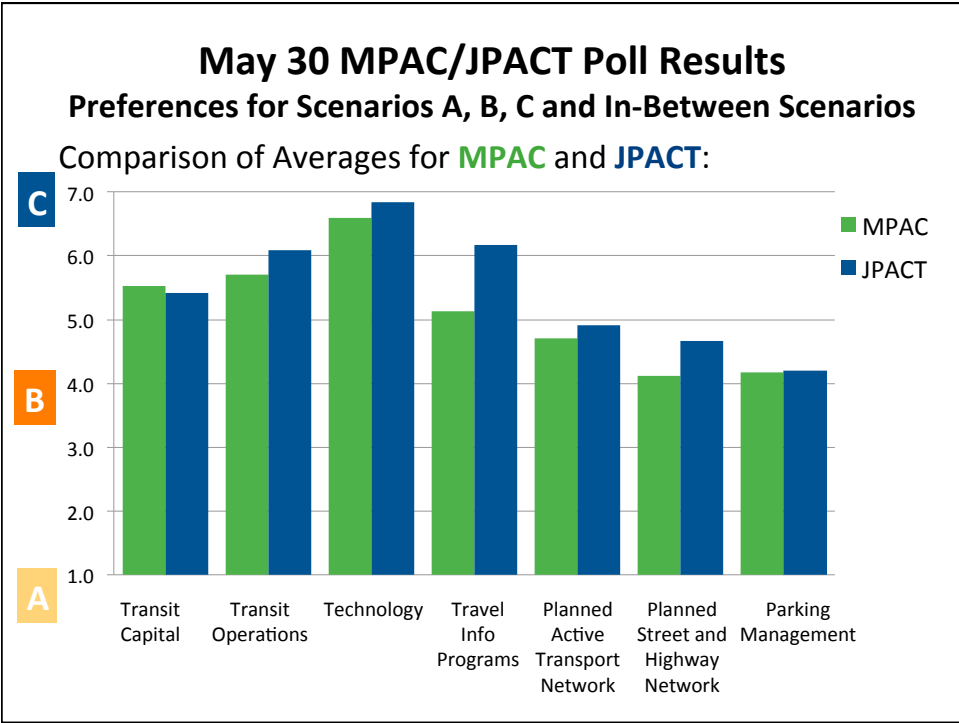
(audited 5/31/14)

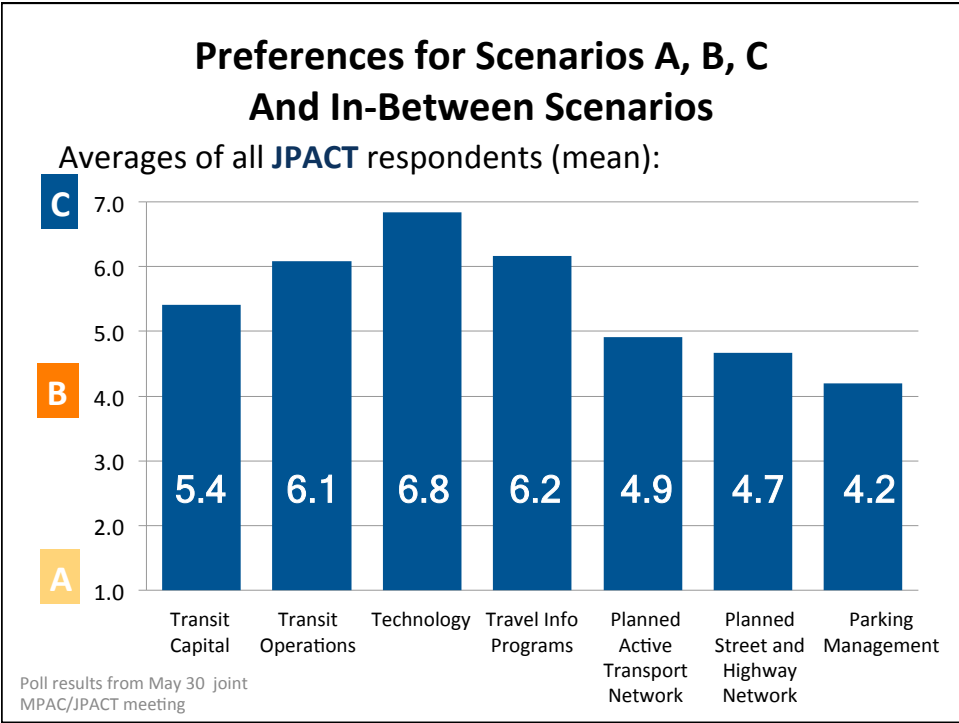
Urban growth boundary  
County boundary

Metro

1



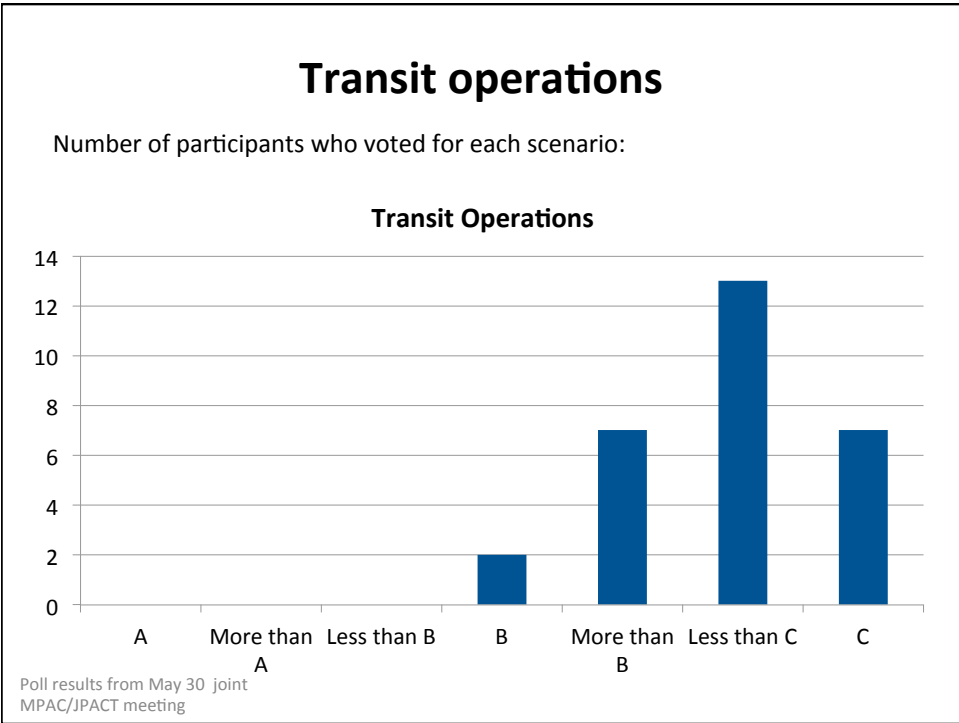
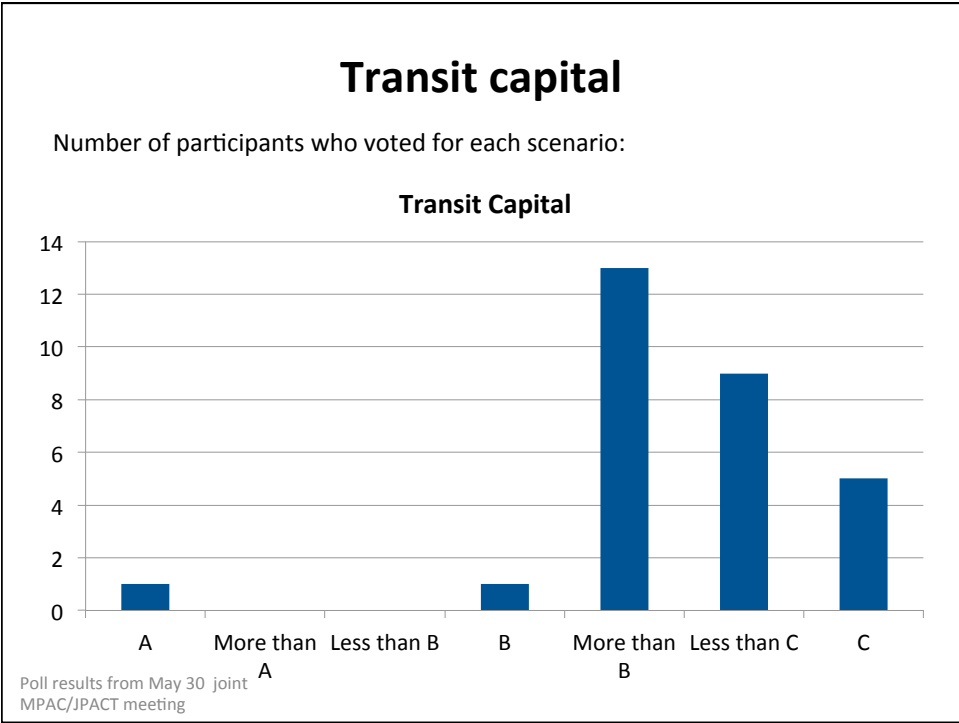




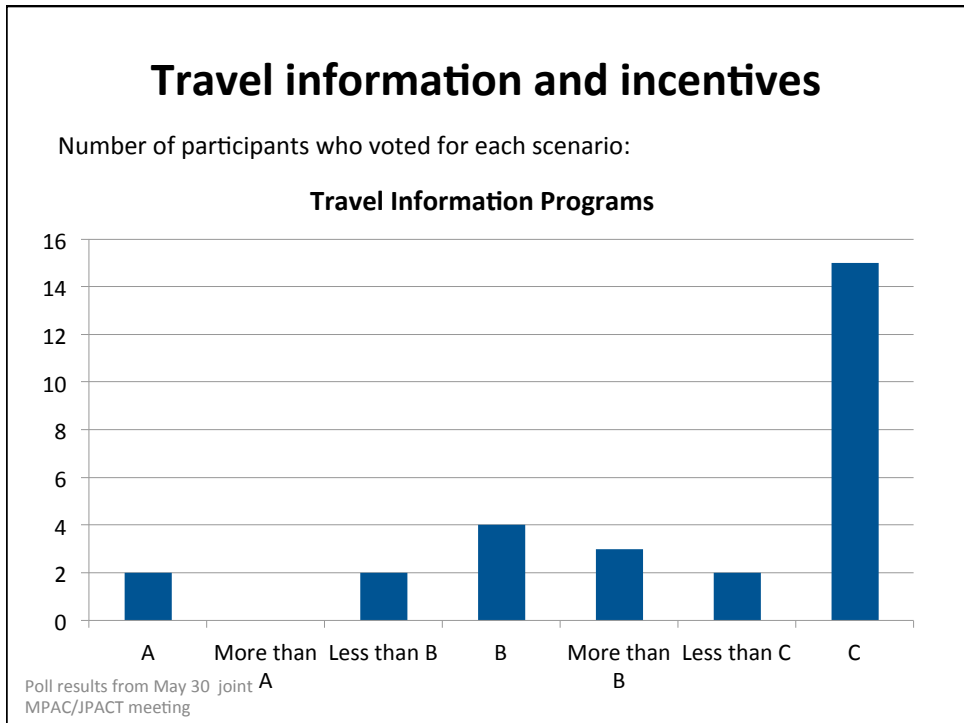
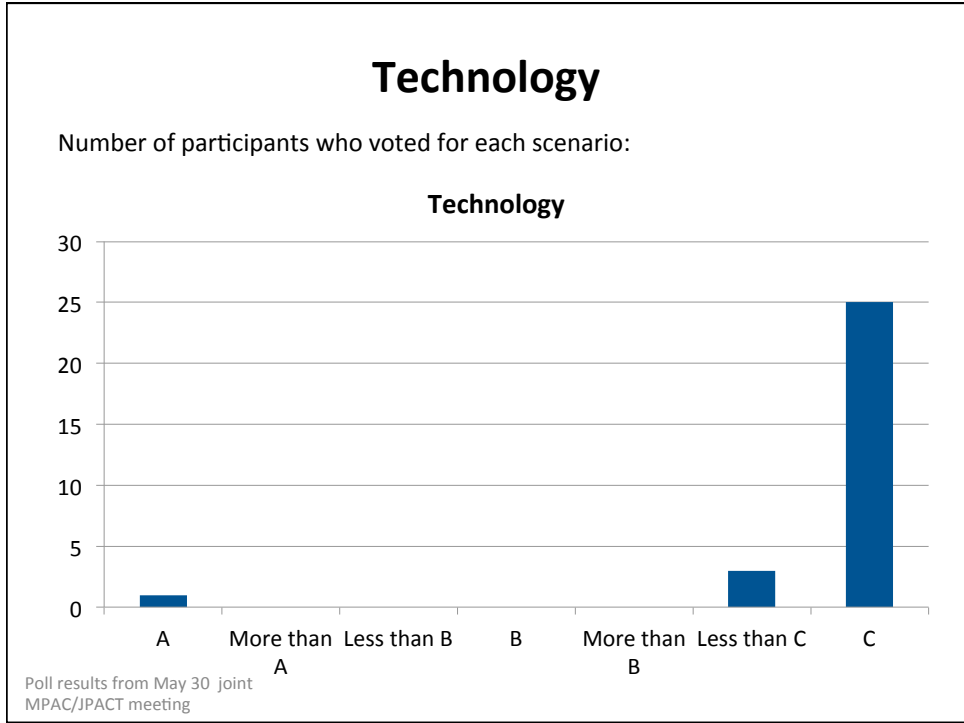
### May 30 MPAC/JPACT Poll Results Preferences for Scenarios A, B, C and In-Between Scenarios

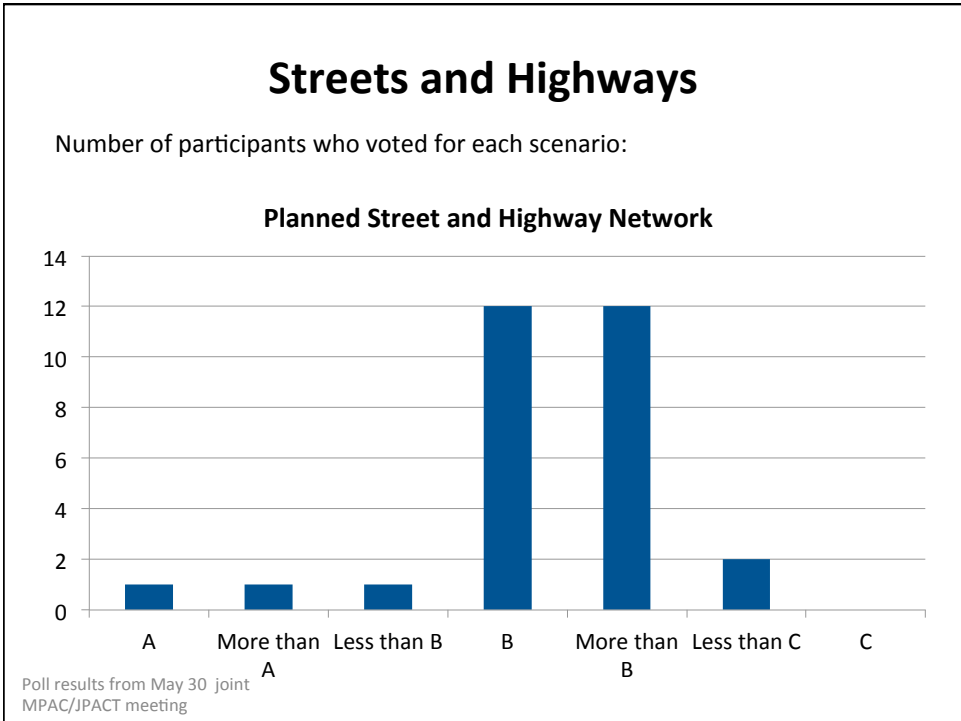
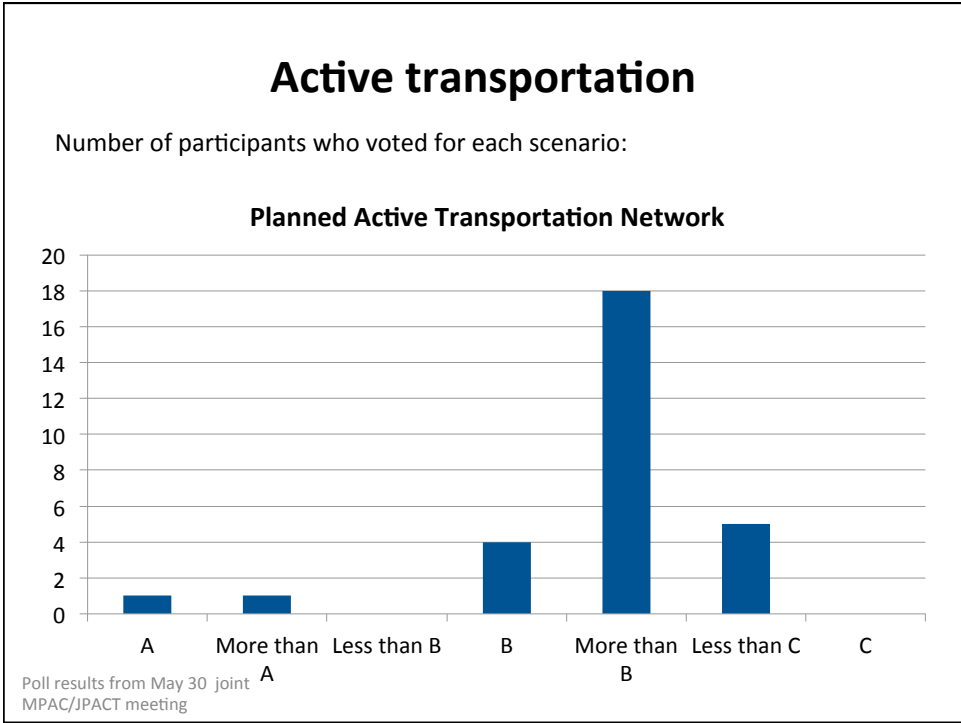
**Ranges of Responses for Each Component**  
Number of participants who voted for each scenario:

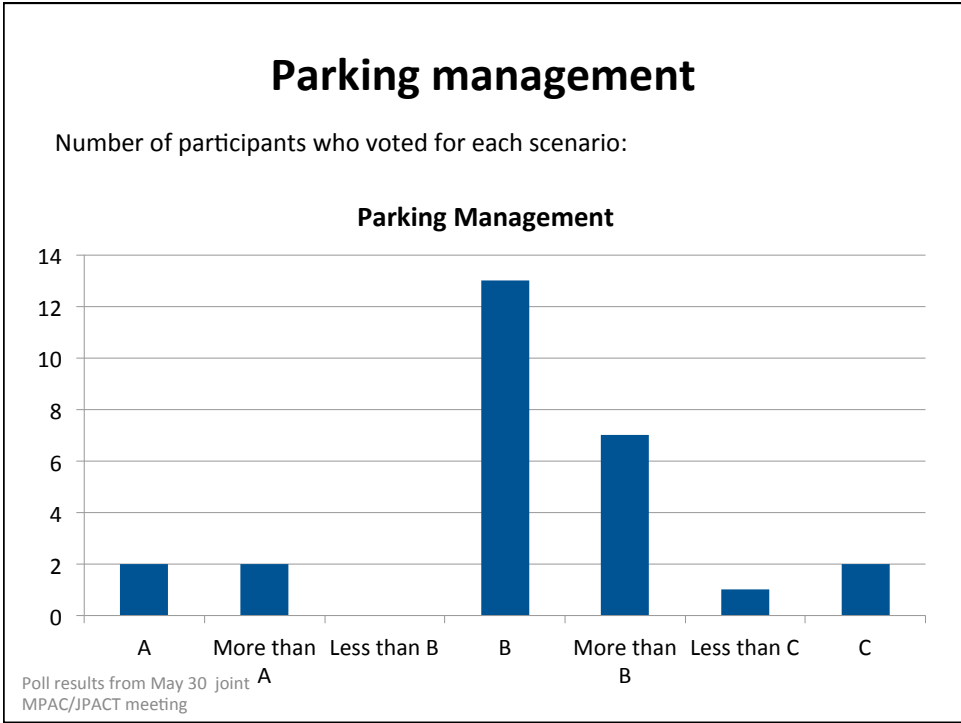
	Transit Capital	Transit Operations	Technology	Travel Information Programs	Planned Active Transport Network	Planned Street and Highway Network	Parking
C	5	7	25	15	0	0	2
Less than C	9	13	3	2	5	2	1
More than B	13	7	0	3	18	12	7
B	1	2	0	4	4	12	13
Less than B	0	0	0	2	0	1	0
More than A	0	0	0	0	1	1	2
A	1	0	1	2	1	1	2
<b>Total Responses</b>	<b>29</b>	<b>29</b>	<b>29</b>	<b>28</b>	<b>29</b>	<b>29</b>	<b>27</b>











# **2015 regional urban growth management decision:**

Draft regional population and employment  
forecast

MPAC

April 23, 2014

# Urban Growth Report topic at MPAC

- 9-11-13: Overview of work program
- 1-8-14: Recent economic conditions
- 2-12-14: Accuracy of past Metro forecasts
- Today: Draft 2035 growth forecast**
- 7-23-14: Overview of draft Urban Growth Report
- 9-10-14: Results of residential preference study
- 10-8-14: Housing needs analysis
- 10-22-14: Employment capacity needs analysis
- 11-12-14: Recommendation to Council

# How the Urban Growth Report uses the forecast

- Estimates how much of the 7-county population and employment growth forecast may occur in the Metro UGB
- Translates forecasted population growth into households and then dwelling unit need
- Translates employment growth forecast into acreage demand by category (commercial, industrial, large industrial sites)

# Metro Regional Forecast Advisory Panel

Advisory board members have professional backgrounds in economics, demographics or a closely related field:

**Dr. Tom Potiowsky**, Chair (Director, Northwest Economic Research Center, PSU)

**Dr. Jennifer Allen** (Director, Institute for Sustainable Solutions, PSU)

**Jerry Johnson**, (Principal, Johnson Economics)

**Dr. Jason Jurjevich** (Assistant Director of the Population Research Center, PSU)

**Dave Lenar** (Business Operations Analyst, NW Natural)

**Dr. Randall Pozdena** (Managing Director, Senior Economist, ECONorthwest)

**Steve Storm** (Program Manager of Economic Research and Financial Analysis, NW Natural)

**Dennis Yee** (Chief Economist, Metro)

# Metro Regional Forecast Advisory Panel

The Metro Regional Forecast Advisory Panel met two times over a three month period to review the methodology and outputs of Metro's forecast. Each of these meetings had specific objectives.

Objectives of the first meeting on December 13, 2013:

- “Panel members have a shared understanding of their group charge”
- “Metro staff have the benefit of the panel's advice on the input assumptions that should be incorporated into the upcoming regional population, employment, and household forecast”

Objectives of the second meeting on February 19, 2014:

- “Review the preliminary results of the regional population, employment, and household forecast”
- “Review the proposed probabilistic approach to establishing the range forecast”
- “Describe possible scenarios that could lead to high or low growth within the range forecast”



# Factors Impacting Input Assumptions for Metro Forecast Model

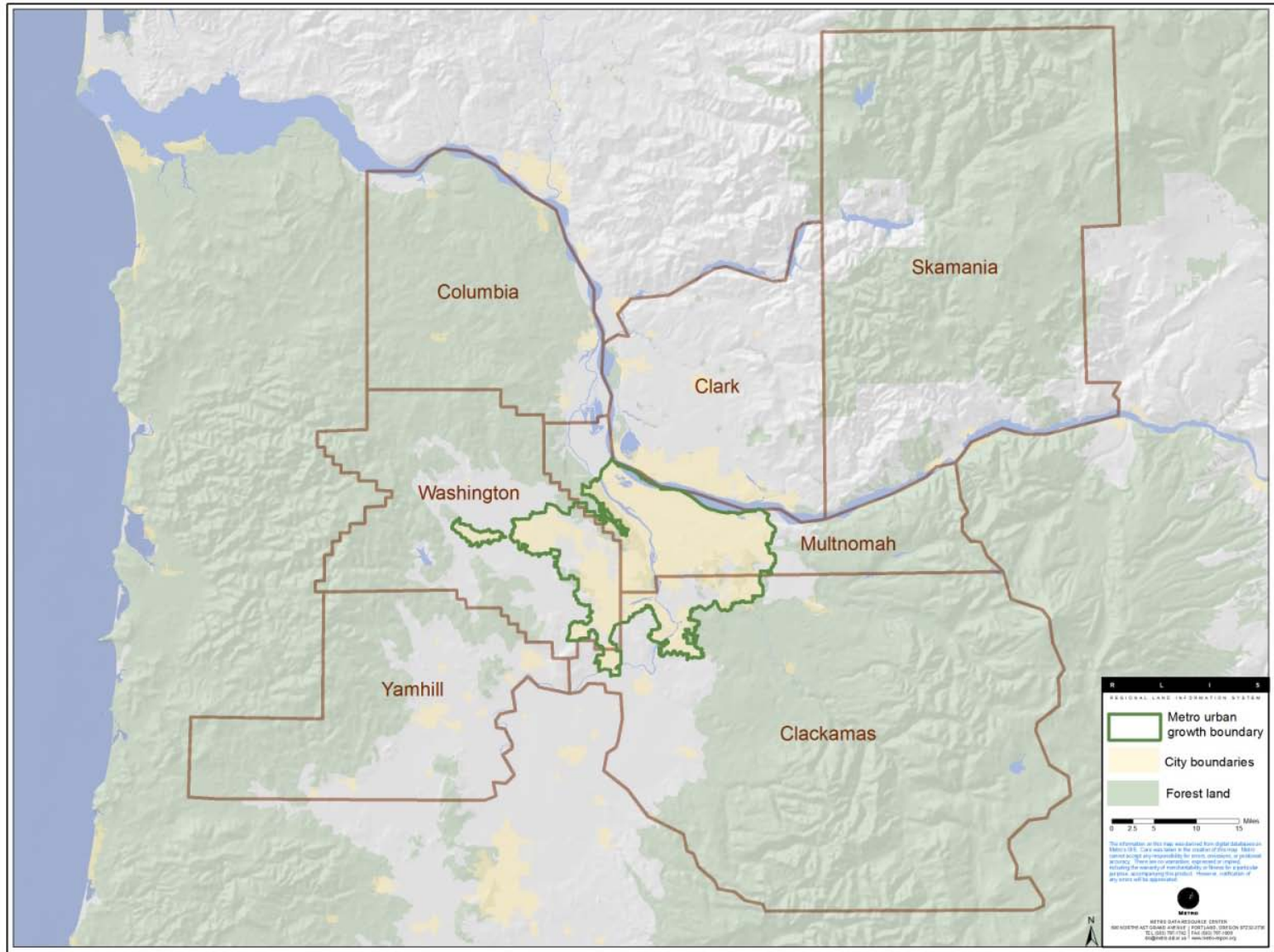
## National and State Trends:

- Job Polarization
- Declining Fertility Rates
- Global Trade and Other Macroeconomic Effects
- Shifts in Housing Starts
- Shifting Live/Work Decisions

# Discussion of Preliminary Forecast

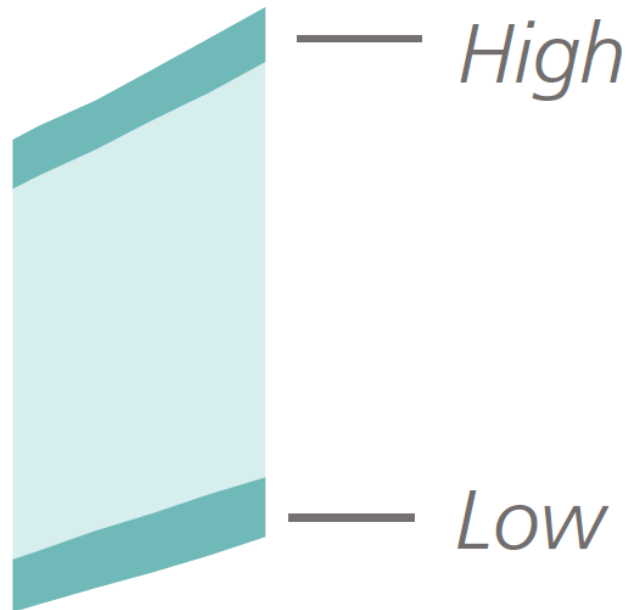
- Death Trends a Bit High
- Stability of Migration Data
- Shifting Single Family/Multifamily Builds
- Older Resident Trends
- Declining Population Growth Rate (though preliminary population growth rate is too low)
- Given Uncertainty, Range Forecast Recommended (Treat Death and Birth rates differently)
- Employment Growth Rates Trends near Population Growth Rates

# 7-county forecast geography



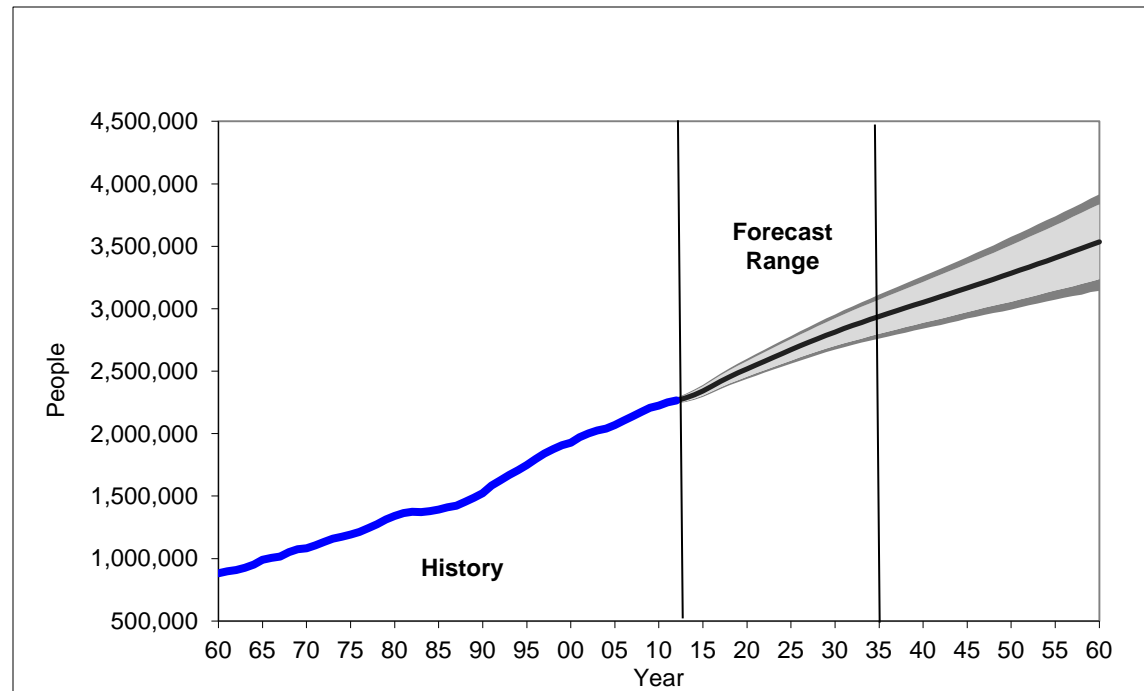
# What the range means

Forecast range probability  
90 percent probability



# Draft population range forecast (7-county PMSA)

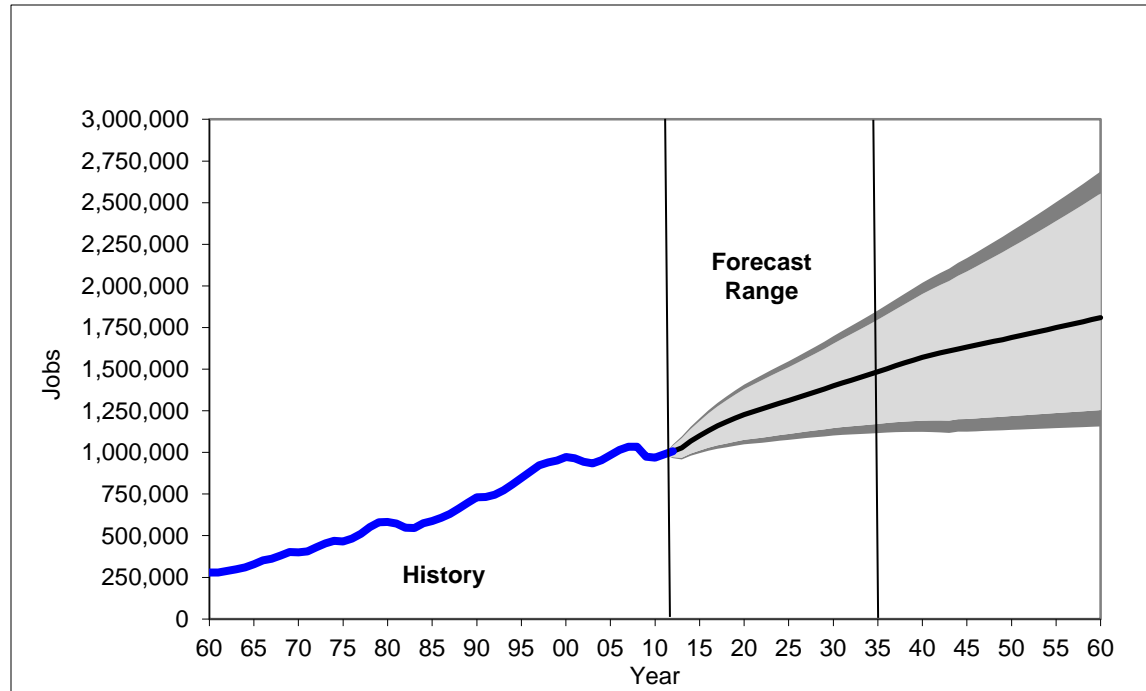
*Not all of this growth will be in the Metro urban growth boundary*



- Baseline forecast is for a 25% increase (600,000 people) over the next 20 years (equivalent to adding the current population of City of Portland to the 7-county area)
- Range of 470,000 to 725,000 new residents between 2015 and 2035.

# Draft employment range forecast (7-county PMSA)

*Not all of this growth will be in the Metro urban growth boundary*



- Baseline forecast is for a 35% increase in the number of jobs between 2015 and 2035 (384,500 new jobs)
- Range of 121,000 to 650,000 new jobs between 2015 and 2035

# **Overarching policy considerations for choosing a point forecast in the 2015 growth management decision**

- What if we plan for low growth and high growth occurs?
- What if we plan for high growth and low growth occurs?
- Who will realize benefits and who will realize burdens of getting it wrong in either direction?
- What is the best course of action, knowing that we will update the forecast in six years?

# Possible Scenarios to Push Outside the Forecast Range

- Climate Change
- Declining Mobility
- The Rise of “New Portlands”
- Changes in Policy
- International and National



## **Southwest Corridor Steering Committee 6/9/14 Recommendations:**

Project partners will address a select set of questions during a focused refinement period from July to November 2014. Once completed, the Steering Committee will be asked to finalize the HCT options that receive full environmental review. Project partners desire a streamlined NEPA process that will begin in late 2014 and result in consideration of a Locally Preferred Alternative in 2016.

### Recommended questions to address during a focused refinement period

The Steering Committee has directed staff to address the following questions prior to initiating the project scoping phase under NEPA, in order to further narrow the HCT design options that receive full environmental analysis to the most reasonable and feasible options:

1. **Traffic analysis to assess tie-in options:** Additional traffic analysis and partner discussion to determine the best approach to tie in to downtown Portland and the existing transit system.
2. **HCT branch service to Tigard and Tualatin:** Explore opportunities to implement branched service to downtown Tigard and south to Tualatin to achieve operational efficiencies.
3. **OHSU Marquam Hill access:** Explore options for pedestrian/bicycle access to Marquam Hill from a surface alignment on Barbur or Naito, including outreach to neighborhoods, stakeholder groups, OHSU, Portland Parks and Recreation and the Veterans Hospital.
4. **Medium tunnel that serves Marquam Hill and Hillsdale:** Explore replacing the short tunnel that serves Marquam Hill with the medium tunnel that serves Hillsdale. Outreach to communities and stakeholders regarding refined tunnel costs, construction impacts, travel time, ridership and equity issues.
5. **Hillsdale:** Explore the benefits as compared to the costs and travel time of directly serving the town center which currently has eight bus lines, and look at enhanced pedestrian/bicycle connections from Barbur Boulevard.
6. **Adjacent to I-5:** Further explore and discuss the tradeoffs of providing HCT adjacent to I-5 rather than on Barbur Boulevard.
7. **Direct service to Portland Community College – Sylvania:** Assess the potential of a more robust pedestrian connection from Barbur Boulevard to PCC along SW 53<sup>rd</sup> Ave while working with PCC and the neighborhood to understand the tradeoffs of direct service for the future of the campus.
8. **Funding strategy:** Complete a preliminary assessment of potential funding sources and a strategy for a future HCT investment to help inform Steering Committee and public conversations on HCT alignment choices.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE ) RESOLUTION NO. 14-4540  
SOUTHWEST CORRIDOR HIGH CAPACITY )  
TRANSIT ALIGNMENT OPTIONS, )  
COMPLEMENTARY MULTIMODAL ) Introduced by Councilor Craig Dirksen and  
PROJECTS AND POTENTIAL STATION ) Councilor Bob Stacey  
LOCATIONS FOR FURTHER STUDY

WHEREAS, the Metro Council identified the Southwest Corridor, located between downtown Portland and Sherwood, as the region's top priority for consideration for a high capacity transit investment based on the 2009 Regional High Capacity Transit System Plan;

WHEREAS, in December 2011, the Southwest Corridor Plan Steering Committee, including representatives of the cities and counties in the corridor, as well as Metro, TriMet and ODOT, adopted a charter agreeing to use a collaborative and publicly inclusive approach to developing the Southwest Corridor Plan;

WHEREAS, the Southwest Corridor Plan process is intended to lead to the adoption of a locally preferred alternative under the National Environmental Policy Act of 1969 (NEPA) for a high capacity transit investment in the Southwest Corridor, and consideration of the Southwest Corridor Plan as an amendment to Metro's Regional Transportation Plan;

WHEREAS, in fall 2013, each of the Southwest Corridor Plan project partner jurisdictions and agencies expressed formal support for the *Southwest Corridor Shared Investment Strategy*, a document that brings together local land use, transportation and community-building projects already advanced in project partners' plans that support development consistent with the future land use vision for the corridor, and the partners each expressed their intention to cooperatively advance key elements of the *Southwest Corridor Shared Investment Strategy*;

WHEREAS in October 2013, the Metro Council endorsed the *Southwest Corridor Shared Investment Strategy* (Metro Council Resolution No. 13-4468A) and directed staff to coordinate and collaborate with project partners on refinement and analysis of high capacity transit alternatives and local connections in the Southwest Corridor, along with associated roadway, active transportation and parks/natural resource projects that support the land use vision for the corridor;

WHEREAS the Southwest Corridor Plan Steering Committee further refined, developed conceptual designs, analyzed potential impacts, and gathered public input for over 60 high capacity transit design options, 66 associated multimodal projects and 30 potential station areas;

WHEREAS, project partners collaborated to gather input from the public by holding three community planning forums and three design workshops, a business summit, and three online questionnaires to inform a Steering Committee recommendation on the most promising high capacity transit design options for further study;

WHEREAS, the Southwest Corridor Plan Steering Committee established Implementation and Development in the Southwest corridor (ID Southwest) on January 23, 2014, as called for in Metro Resolution No. 13-4468-A to identify and help implement early opportunity projects in the Southwest corridor;

WHEREAS, the Southwest Corridor Plan Steering Committee defined a package of the most promising high capacity transit design alignment options, associated roadway, bicycle and pedestrian projects and potential station areas be studied further, ~~known as~~ ~~and created~~ the *Southwest Corridor Transit Design Options*;

WHEREAS, the *Southwest Corridor Transit Design Options* includes a range of reasonable design options and associated roadway, bicycle and pedestrian improvements and station locations that support the Southwest Corridor Land Use Vision;

WHEREAS, on June 9, 2014, the Steering Committee unanimously adopted the *Southwest Corridor Transit Design Options*, ~~defined~~ ~~identified~~ specific questions to be answered during a focused refinement period prior to initiating the NEPA process, and recommended that ~~its~~ ~~the~~ transportation alternatives set forth in the *Southwest Corridor Transit Design Options* and the results of the focused refinement study be further analyzed in a federal environmental impact statement;

WHEREAS, the Southwest Corridor project partners have committed to collaboratively fund the further study of the options set forth in *Southwest Corridor Transit Design Options* under NEPA, as demonstrated in the actions of their governing bodies;

WHEREAS, the Metro Council has considered the support of local and agency partners in the corridor for the *Southwest Corridor Transit Design Options*, and the public comments and public testimony it has received regarding the Southwest Corridor Plan;

WHEREAS, the Metro Council's adoption of the *Southwest Corridor Transit Design Options* for focused refinement and further study under NEPA, is not intended to be a binding land use decision, but rather is intended to direct continued study which could result in future consideration of appropriate plan and code amendments for the Southwest Corridor Plans' possible adoption and implementation; now therefore

BE IT RESOLVED that, the Metro Council, in order to support the Southwest Corridor land use vision and address current and future transportation needs in the corridor, (1) adopts the *Southwest Corridor Transit Design Options*, attached as Exhibit A, (2) ~~and~~ directs staff to complete a focused refinement period of the *Southwest Corridor Transit Design Options*, and (3) pending Steering Committee direction on the results of the focused refinement analysis and timing of the draft Environmental Impact Statement (DEIS), ~~prior to initiating study of~~ directs staff to study the *Southwest Corridor Transit Design Options* ~~and the results of the focused refinement analysis~~ under the National Environmental Policy Act (NEPA) in collaboration with the Southwest Corridor Plan project partners and with the involvement of stakeholders and public, as has been done in earlier phases of this project.

ADOPTED by the Metro Council this 26<sup>th</sup> day of June, 2014.

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Tom Hughes, Council President

Approved as to Form:

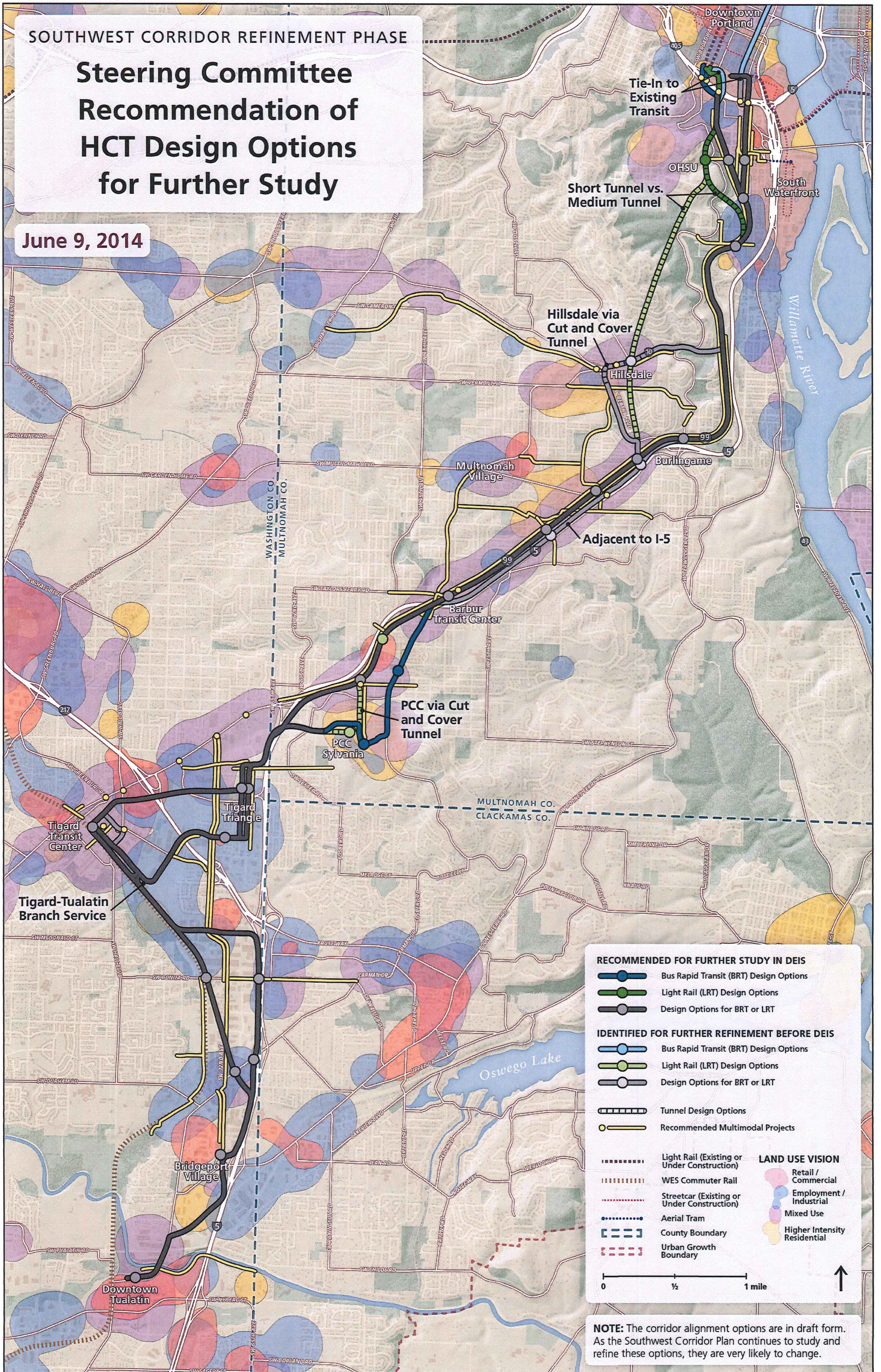
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Alison R. Kean, Metro Attorney

SOUTHWEST CORRIDOR REFINEMENT PHASE

# Steering Committee Recommendation of HCT Design Options for Further Study

June 9, 2014



**RECOMMENDED FOR FURTHER STUDY IN DEIS**

- Bus Rapid Transit (BRT) Design Options
- Light Rail (LRT) Design Options
- Design Options for BRT or LRT

**IDENTIFIED FOR FURTHER REFINEMENT BEFORE DEIS**

- Bus Rapid Transit (BRT) Design Options
- Light Rail (LRT) Design Options
- Design Options for BRT or LRT

- Tunnel Design Options
- Recommended Multimodal Projects

**LAND USE VISION**

- Retail / Commercial
- Employment / Industrial
- Mixed Use
- Higher Intensity Residential

Legend for existing transit lines:

- Light Rail (Existing or Under Construction)
- WES Commuter Rail
- Streetcar (Existing or Under Construction)
- Aerial Tram
- County Boundary
- Urban Growth Boundary

Scale: 0, 1/2, 1 mile. North arrow pointing up.

**NOTE:** The corridor alignment options are in draft form. As the Southwest Corridor Plan continues to study and refine these options, they are very likely to change.