

# Metro | Agenda

Meeting: Joint Policy Advisory Committee on Transportation (JPACT)  
Date: Thursday, July 21, 2016  
Time: 7:30 to 9 a.m.  
Place: Metro Regional Center, Council Chamber

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- |         |     |  |   |
|---------|-----|--|---|
| 7:30 AM | 1.  | <b>CALL TO ORDER, DECLARATION OF A QUORUM &amp; INTRODUCTIONS</b>  | <b>Craig Dirksen, Chair</b>                                 |
| 7:35 AM | 2.  | <b>CITIZEN COMMUNICATIONS ON JPACT ITEMS</b>   |   |
| 7:40 AM | 3.  | <b>UPDATES FROM THE CHAIR &amp; COMMITTEE MEMBERS</b>  | <b>Craig Dirksen, Chair</b>                                 |
|         | *   | • CMAQ Update  |   |
| 7:50 AM | 4.  | <b><u>CONSENT AGENDA</u></b>   |   |
|         | *   | • Consideration of the June 16, 2016 Minutes   |   |
|         | 5.  | <b><u>ACTION ITEMS</u></b>   |   |
| 7:55 AM | 5.1 | * <b>Resolution No. 16-4713</b> , For the Purpose of Endorsing the Proposed Range of SW Corridor High Capacity Transit Alternatives for Environmental Review and the Updated Project Purpose and Need Approved by the Southwest Corridor Steering Committee – <b><u>RECOMMENDATION</u></b> | <b>Malu Wilkinson, Metro</b><br><b>Chris Ford, Metro</b>    |
|         | 6.  | <b><u>INFORMATION/DISCUSSION ITEMS</u></b>   |   |
| 8:25 AM | 6.1 | Oregon Transportation Forum (OTF) Update – <b><u>INFORMATION/DISCUSSION</u></b>  | <b>Drew Hagedorn,</b><br><b>Oregon Transportation Forum</b> |
| 8:40 AM | 6.2 | * MAP-21 Rulemaking Updates and Next Steps – <b><u>INFORMATION/DISCUSSION</u></b>  | <b>Tom Kloster, Metro</b><br><b>Tyler Frisbee, Metro</b>    |
| 9:00 AM | 7.  | <b>ADJOURN</b>   | <b>Craig Dirksen, Chair</b>                                 |

\* Material available electronically # Material available at the meeting

### **Upcoming JPACT Meetings:**

- Thursday, August 18, 2016
- Thursday, September 15, 2016
- Thursday, October 20, 2016

For agenda and schedule information, contact Alexandra Eldridge: 503-797-1916 or [alexandra.eldridge@oregonmetro.gov](mailto:alexandra.eldridge@oregonmetro.gov).  
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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានក្បួនលក្ខណ៍រើសអើងសូមចូលទស្សនាការប្រកាស [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
បើលោកអ្នកត្រូវការការបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1890 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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## 2016 JPACT Work Program

*As of 07/12/16*

*Items in italics are tentative; **bold** denotes required items  
\*Reflects new 2016 meeting schedule: 3<sup>rd</sup> Thursday of each month\**

<p><b><u>July 21, 2016</u></b></p> <ul style="list-style-type: none"> <li>• Chair comments:             <ul style="list-style-type: none"> <li>○ CMAQ Update</li> </ul> </li> <li>• <b>Resolution No. 16-4713, For the Purpose of Endorsing the Proposed Range of SW Corridor High Capacity Transit Alternatives for Environmental Review and the Updated Project Purpose and Need Approved by the Southwest Corridor Steering Committee – Recommendation</b> (Malu Wilkinson, Chris Ford, Metro; 30 min)</li> <li>• OTF Update – Information (Drew Hagedorn, OTF; 15 min)</li> <li>• MAP-21 Rulemaking Updates and Next Steps (Tom Kloster, Tyler Frisbee, Metro; 20 min)</li> </ul>	<p><b><u>August 18, 2016</u></b></p> <ul style="list-style-type: none"> <li>• Chair comments TBD (5+ min)</li> <li>• RTP Revenue Forecast Approach: “Things to Know” - Information (Ted Leybold, Metro; 20 min)</li> <li>• Region’s Response to Map-21 Rulemaking on System Performance Metrics – Recommendation (Kim Ellis, Tyler Frisbee, Metro; 15-20 min)</li> </ul> <p><i>August: JPACT Finance Subcommittee, TBD</i></p>
<p><b><u>September 15, 2016</u></b></p> <ul style="list-style-type: none"> <li>• Chair comments TBD (5+ min)</li> <li>• 2018 RTP Update: Background for Regional Leadership Forum #2 and Draft RTP Revenue Forecast (Kim Ellis, Ted Leybold, Ken Lobeck, Metro; 40 min)</li> <li>• <i>Step 1 Active Transportation Project Development Funding Proposal &amp; Process - Recommendation (Ted Leybold, Dan Kaempff, Metro; 35 min)</i></li> </ul> <p><u>Sept. 23, 8am – 12pm (OCC): RTP Regional Leadership Forum #2 (Navigating Our Transportation Funding Landscape)</u></p>	<p><b><u>October 20, 2016</u></b></p> <ul style="list-style-type: none"> <li>• Chair comments TBD (5+ min)</li> <li>• 2018 RTP Update: Draft Regional Transit Vision (Jamie Snook, Metro; Stephan Lashbrook, SMART; Eric Hesse, TriMet; 35 min)</li> <li>• <i>2018 RTP Update: Project Update (Kim Ellis, Metro; 30 min)</i></li> </ul> <p><u>Oct. 9-12: RailVolution 2016, Bay Area, CA</u></p>

**November 17, 2016**

- Chair comments TBD (5+ min)
- Regional Flexible Fund Allocation – Discussion (Ted Leybold/Dan Kaempff, Metro; 30 min)
- 2018 RTP Update: Background for Regional Leadership Forum #3 (Kim Ellis, Metro; 20 min)
- 2018 RTP Update: Safety Strategies & Actions (Lake McTighe, Metro; 20 min)

**December 15, 2016**

- Chair comments TBD (5+ min)
- *Regional Flexible Fund Allocation – Decision (Ted Leybold/Dan Kaempff, Metro)*
- *HOLD for SW Corridor*

Dec. 2, 8am – 12pm (OCC): RTP Regional Leadership Forum #3 (Transforming Our Vision into Regional Priorities)

**2017-18 Events/Forums:**

- **October 2017:** RTP Regional Leadership Forum #4 (Drafting Our Shared Plan for the Region)
- **June 2018:** RTP Regional Leadership Forum #5 (Finalizing Our Shared Plan for the Region)

**Parking Lot:**

- Southwest Corridor Plan
- Land use & transportation connections
- Prioritization of projects/programs
- Westside Freight Study/ITS improvements & funding
- All Roads Safety Program (ODOT)
- Air Quality program status update
- Washington County Transportation Futures Study (TBD)
- *Step 1 Active Transportation Project Development Funding Proposal & Process (Ted Leybold, Dan Kaempff, Metro; 35 min)*



July 11, 2016

McGregor Lynde  
Oregon Department of Transportation  
555 13th Street NE  
Salem, OR 97301

Dear Mr. Lynde:

Recently, the Portland region metropolitan planning organization (MPO) became aware that the Oregon Department of Transportation (ODOT) will reconsider the statewide distribution of Congestion Mitigation and Air Quality (CMAQ) funds. We understand the discussion has been prompted by the addition of Salem and Eugene as areas where projects are eligible for CMAQ funds.

We recognize that ODOT has a responsibility to address and mitigate air pollution from transportation sources across the state, and that the air quality conditions in Salem and Eugene have triggered project eligibility. However, there are a number of important considerations that ODOT and the Oregon Transportation Commission should consider when determining how to allocate CMAQ funds, including but not limited to:

- the source and severity of air pollution, and the ability of transportation projects to have a significant impact on reducing;
- reporting standards and requirements that the air district area must meet;
- the comprehensive nature of the local air quality management plan, and the extent to which it aligns with the local transportation plan;
- area population and employment; and
- traffic congestion.

The CMAQ program, as authorized by the Intermodal Surface Transportation Efficiency Act, is intended to support transportation projects that reduce air pollution from mobile sources and that relieve congestion. The Joint Policy Advisory Committee on Transportation (JPACT) urges ODOT to develop an allocation formula that is consistent with CMAQ's intention; that ensures funding is going towards projects that meet multiple environmental and congestion goals; and that rewards the jurisdictions which have adopted air quality reporting, monitoring, and management practices that will provide the state with up-to-date data to track the impact of the CMAQ investments. As the federal system as a whole moves towards a performance based platform, it behooves our state to ensure that our allocation practices are focused on results, rather than the most expedient process.

As a region that has had recent, acute, air pollution concerns with significant public interest and impact, we recognize the need for funding to support local jurisdictions in taking action to improve air quality. We strongly support efforts to identify funding to improve local air quality, whether it's from point based or mobile sources. However, CMAQ funds should be prioritized and focus on areas where transportation projects will create the largest return on investment when it comes to improving air quality and congestion. Furthermore, the state has mandated that MPOs meet

additional air pollution planning and transportation requirements, which the region has committed to uphold through the ClimateSmart program; those requirements and the region's financial commitment should be taken into account when distributing air quality funds.

In addition to considering system performance and air quality overall, we also encourage ODOT to understand the difficult position this potential formula change creates for jurisdictions that already receive CMAQ funding and have included such funding in their financial plans and project development strategies. The Portland region has made significant funding commitments, many to ODOT priorities, which leverage CMAQ monies to fund much larger projects. Changing the formula allocation at this point in the financial planning process puts these jurisdictions in a very tough spot, and jeopardizes projects that have regional and state consensus.

The Portland region urges ODOT to allow for sufficient time to ensure that this process is thorough and deliberate, and that it takes into account the goals of the CMAQ program and the potential impact of any allocated funds. Recognizing the limited amount of CMAQ funding available, the Portland region believes the state, with adequate opportunities for input from the affected regions, can develop a sound recommendation that satisfies affected stakeholders and aligns with the purpose of the CMAQ program.

The Portland metropolitan region is committed to engaging in a constructive and meaningful discussion to develop this recommendation. On behalf of the region, we appreciate your consideration of JPACT's request to increase the opportunity for consultation with stakeholders and to allow regional partners to participate in developing a solution.

Sincerely,



Craig Dirksen  
JPACT Chair  
Metro Council District 3

Cc: Matt Garrett, Director, Oregon Department of Transportation  
Rian Windsheimer, Region 1 Manager, Oregon Department of Transportation



Joint Policy Advisory Committee on Transportation (JPACT)  
June 16, 2016  
Metro Regional Center, Rooms 370 A & B

MEMBERS PRESENT

Jack Burkman  
Nina DeConcini  
Craig Dirksen, *Chair*  
Denny Doyle  
Kathryn Harrington  
Tim Knapp  
Neil McFarlane  
Diane McKeel  
Paul Savas  
Jeanne Stewart  
Kris Strickler

AFFILIATION

City of Vancouver  
Oregon Department of Environmental Quality  
Metro Council  
City of Beaverton, representing Cities of Washington County  
Metro Council  
City of Wilsonville, representing Cities of Clackamas County  
TriMet  
Multnomah County  
Clackamas County  
Clark County  
Washington Department of Transportation

ALTERNATES PRESENT

Kelly Brooks  
Jef Dalin  
Susie Lahsene

AFFILIATION

Oregon Department of Transportation  
City of Cornelius, representing Cities of Washington County  
Port of Portland

OTHERS PRESENT: Drenda Howatt, Doug Kelsey, Nancy Kraushaar, Stephan Lashbrook, Alan Lehto, Jaimie Lorenzini, Brenda Perry, Gary Schmidt, Michael Williams

STAFF: Grace Cho, Kim Ellis, Alexandra Eldridge, Elissa Gertler, Dan Kaempff, Frankie Lewington, Ted Leybold, Randy Tucker, John Williams

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

JPACT Chair Craig Dirksen called the meeting to order and declared a quorum at 7:35 a.m.

**2. CITIZEN COMMUNICATION ON NON-AGENDA ITEMS**

There were none.

**3. UPDATES FROM THE CHAIR AND COMMITTEE MEMBERS**

Chair Dirksen, JPACT Members, and staff provided updates on the following items:

- Chair Dirksen informed JPACT members that Region 1 ACT members approved the project recommendations for the 2019-2021 STIP Enhance non-highway funding program. The

ACT's recommendation included full or partial funding for five MPO area projects and one City of Hood River project.

- Chair Dirksen informed JPACT that the next phase of the MTIP/RFFA discussion would include project selection for Step 2 funds. He stated that at the end of June, Metro would be hosting a meeting to describe the allocation and decision process to local jurisdictional staff. Chair Dirksen stated that the JPACT Finance Subcommittee would reconvene within the following months to re-focus priorities. JPACT discussed the membership of the JPACT Finance Subcommittee.
- Chair Dirksen informed JPACT that the Legislature's Joint Committee on Transportation Preservation and Modernization will travel around Oregon during the summer to discuss state and local transportation needs and will to the region on September 19.
- Chair Dirksen stated that the Rail~Volution conference would be taking place in San Francisco from October 9-12 and a Transportation 4 America conference would take place in Sacramento from November 16-18. He also encouraged JPACT members to attend the EcoDistricts summit in Denver from September 13-15.
- Ms. Nina DeConcini noted a town hall meeting about air toxics held by House Speaker Tina Kotek at University of Portland on June 20.
- Councilor Jack Burkman informed the committee that the Washington State Transportation Commission visited southern Washington and was given a tour of SR-14. He added that the commission would be attending a Tri-State Transportation Commission Meeting on June 17.

#### 4. **CONSENT AGENDA**

- **Consideration of the April 21, 2016 Minutes**
- **Consideration of the May 19, 2016 Minutes**

MOTION: Mayor Denny Doyle moved, and Councilor Kathryn Harrington seconded, to adopt the consent agenda.

ACTION: With all in favor, the motion passed. Councilor Jeanne Stewart abstained.

#### 5. **ACTION ITEMS**

##### **5.1 Resolution No. 16-4705, For the Purpose of Amending the 2015-18 Metropolitan Transportation Improvement Program (MTIP) and the 2015-16 Unified Planning Work Program (UPWP) to Include the New Interstate 205: Stafford Road to OR 99-E Widening Project**

Chair Dirksen called on Mr. Ken Lobeck, Metro staff, to give a presentation on Resolution No. 16-4705.

*Key elements of the update included:*

- Mr. Lobeck stated that the project proposes to widen I-205 between Stafford Road and OR 99-E, and the estimated cost is \$275-\$300 million. Mr. Lobeck explained to the committee that \$2.5 million of FAST Act National Highway Freight Program funds were awarded for planning.



- Mr. Lobeck noted that the proposal is only to add the project to the planning phase of project development because the project is not in the Regional Transportation Plan (RTP) Financially Constrained list.
- He informed the committee that the project would add two through lanes to I-205 and would add a fourth lane to the Abernathy Bridge to separate through and local traffic. The project would also complete seismic upgrades to the Abernathy Bridge.
- Mr. Lobeck noted that the project will have to go through an air conformity analysis in order to be added to the RTP Financially Constrained list.

*Member discussion included:*

- Ms. Kelly Brooks noted that the OTC approved the Statewide Transportation Improvement Program (STIP) amendment in the spring, and Mr. Lobeck added that TPAC approved the project at its April meeting.
- Audience member West Linn City Councilor Brenda Perry stated noted that a large portion of the project goes through West Linn and stated that the City of West Linn should be involved in the planning process for the project.
- Commissioner Paul Savas noted that the project is significant because it would redirect congestion from I-5, which serves as an economic engine for Clackamas County. Mayor Knapp stated that between Tualatin and Wilsonville, there are approximately 50,000 full time jobs, and most of the employees are commuters. Mayor Knapp added that his community would be in support of moving forward with the project.

MOTION: Mayor Doyle moved, and Councilor Kathryn Harrington seconded, to approve the resolution.

ACTION: With all in favor, the motion passed.

## **6. INFORMATION/DISCUSSION ITEMS**

### **6.1 Congestion Management/Air Quality (CMAQ) Funding**

Chair Dirksen called on Ms. Kelly Brooks, ODOT, to give an update on Congestion Management/Air Quality (CMAQ) funds.

*Key elements of the updated included:*

- Ms. Brooks informed JPACT that Eugene and Salem petitioned the Federal Highway Administration (FHWA) for CMAQ fund eligibility in April, and both cities were found to be eligible. Ms. Brooks added that the total amount of CMAQ funding for the state will remain the same, although it will be divided between more parties.
- Ms. Brooks shared that the next steps of the process would include technical meetings beginning in July and extending into August. She added that a policy level discussion would most likely take place after Labor Day.
- Chair Dirksen stated that CMAQ funding is a significant source for regional flexible funds. He asked Metro staff to create a summary of discussion and submit to ODOT staff.
- Commissioner Savas asked how the CMAQ funding formula was created. Ms. Brooks stated that the formula correlates with population although it is not the only metric used in the formula.

- Commissioner Savas asked how much CMAQ funding is at risk to lose, and Chair Dirksen answered that the region may stand to lose approximately \$3 million per year.
- Councilor Jeanne Stewart informed the committee that the CMAQ formula is from 2006 and added that there have been considerable changes in population over the past ten years, so the formula may need to be revisited.
- Commissioner Diane McKeel expressed her concern that the timeline for the funding process is too short. She asked who will be involved in making the final CMAQ funding decision. Chair Dirksen noted that the discussion is mostly being undertaken by ODOT Salem.
- Mr. McFarlane stated that CMAQ funds have been used very effectively in the Portland metropolitan area. He suggested a close monitoring of the issue and recommended to defer the item to JPACT Finance Subcommittee.
- Councilor Harrington shared that RFFA funds have a powerful impact on the region's air shed through local projects and added that it was the MPO's responsibility to demonstrate this impact to the OTC.
- Mayor Doyle noted that the region is under mandates that other regions are not, such as Climate Smart, and added that it may be a good point to highlight for the OTC.
- Ms. Brooks shared that there is no predetermined outcome for the funds, and encouraged JPACT members to quickly become involved in the process, as other areas in the state are communicating their CMAQ funding needs.

**MOTION:** Mayor Knapp moved, and Commissioner Paul Savas seconded, to authorize Metro staff to draft a letter requesting that ODOT extend the CMAQ funding process deadline.

*Discussion:* Committee members discussed the inclusion of a summary of the meeting to be included in the letter to ODOT.

**ACTION:** With all in favor, the motion passed. Ms. Kelly Brooks abstained.

Councilor Kathryn Harrington asked staff to add CMAQ to the July 21 JPACT agenda for further discussion. Councilor Stewart asked for Metro staff to find out more about the current CMAQ funding formula before the next discussion.

## **6.2 2018 RTP Update: Project Update**

*Key elements of the update included:*

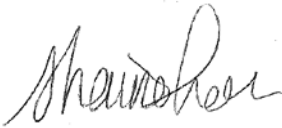
- Chair Dirksen reminded JPACT of the Regional Leadership Forum in April. He added that the next forums would take place on September 23 and December 2. He noted that the September forum will focus on the region's vision for the future and transportation funding, and the December forum will focus on defining regional priorities to guide updating the RTP policies, projects and strategies.
- Chair Dirksen asked members about their key takeaways and recommendations for the next forum.
- Councilor Harrington shared that she received feedback that attendees appreciated seeing community and business leader participate at the forum.
- Ms. Lahsene asked whether there were plans to conduct polling for the types of transportation in the RTP update. Ms. Elissa Gertler noted that the RTP planning process included a large amount of public outreach, although it may not necessarily be polling.

- Committee members discussed the possibility of including cities outside of the Urban Growth Boundary (UGB) in discussions about the RTP update.

**ADJOURN**

JPACT Chair Craig Dirksen adjourned the meeting at 8:57 a.m.

Respectfully Submitted,

A handwritten signature in cursive script, appearing to read "Shaina Hobbs".

Shaina Hobbs  
Recording Secretary

**DRAFT** BEFORE THE METRO COUNCIL **DRAFT**

FOR THE PURPOSE OF ENDORSING THE ) **DRAFT** RESOLUTION NO. 16-4713  
PROPOSED RANGE OF SW CORRIDOR HIGH )  
CAPACITY TRANSIT ALTERNATIVES FOR ) Introduced by Councilor Craig Dirksen and  
ENVIRONMENTAL REVIEW AND THE ) Councilor Bob Stacey  
UPDATED PROJECT PURPOSE AND NEED  
STATEMENT

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*, which identifies local transportation and “green” projects already advanced in project partners’ plans that support the Southwest Corridor Land Use Vision, and the Metro Council endorsed the *Southwest Corridor Shared Investment Strategy* (Metro Council Resolution No. 13-4468A), directing staff to coordinate and collaborate with project partners on refinement and analysis of high capacity transit alternatives and local connections in the Southwest Corridor;

WHEREAS, in June 2014, the Steering Committee unanimously adopted for further study the *Southwest Corridor Transit Design Options*, a package of the most promising high capacity transit design alignment options and associated roadway, bicycle and pedestrian projects and potential station areas that support the Southwest Corridor Land Use Vision;

WHEREAS in June 2014, the Metro Council adopted the *Southwest Corridor Transit Design Options*, directed staff to complete a focused refinement period of the *Southwest Corridor Transit Design Options*, and, pending Steering Committee direction on the results of the focused refinement analysis and timing of the draft Environmental Impact Statement (DEIS), directed 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.

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, in December 2014, the Steering Committee directed staff to implement an 18-month workplan for the focused refinement of the *Southwest Corridor Transit Design Options* using a place-

based approach to narrow alignment options and select a preferred transit mode and terminus;

WHEREAS, on June 13, 2016, the Steering Committee endorsed a *Southwest Corridor High Capacity Transit Proposed Range of Alternatives for Environmental Review* that describes the high capacity transit mode, preferred terminus, and transit alignments, as well as associated roadway, bicycle and pedestrian projects to be considered under NEPA;

WHEREAS, on June 13, 2016, the Steering Committee adopted an updated project “Purpose & Need” statement, reflecting refinements made to the high capacity transit project since the Steering Committee adopted the original Purpose & Need January 2014;

WHEREAS, in August and September 2016, staff will hold a public scoping process for the forthcoming federal environmental impact study to solicit public and agency comments on the *Proposed Range of Alternatives for Environmental Review* and on the revised Purpose & Need, prior to commencing work on the DEIS;

WHEREAS, the Metro Council has considered the support of local and agency partners in the corridor for the *Proposed Range of Alternatives for Environmental Review*, and the public comments and public testimony it has received regarding the Southwest Corridor Plan;

WHEREAS, the Metro Council’s endorsement of the *Proposed Range of Alternatives for Environmental Review* is not intended to be a binding land use decision, but rather is intended to express support for the continued study of alternatives in the corridor which could result in future consideration of appropriate plan and code amendments for the Southwest Corridor Plan’s 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 endorses the *Southwest Corridor High Capacity Transit Proposed Range of Alternatives for Environmental Review*, attached as Exhibit A, and the updated project Purpose & Need statement, attached as Exhibit B.

ADOPTED by the Metro Council this 28<sup>th</sup> day of July, 2016.

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Tom Hughes, Council President

Approved as to Form:

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Alison R. Kean, Metro Attorney

# Draft Proposed Range of Alternatives for Environmental Review

*Southwest Corridor High Capacity Transit Package*

**Released May 13, 2016**

Updated June 6, 2016 – see Errata, p. 12



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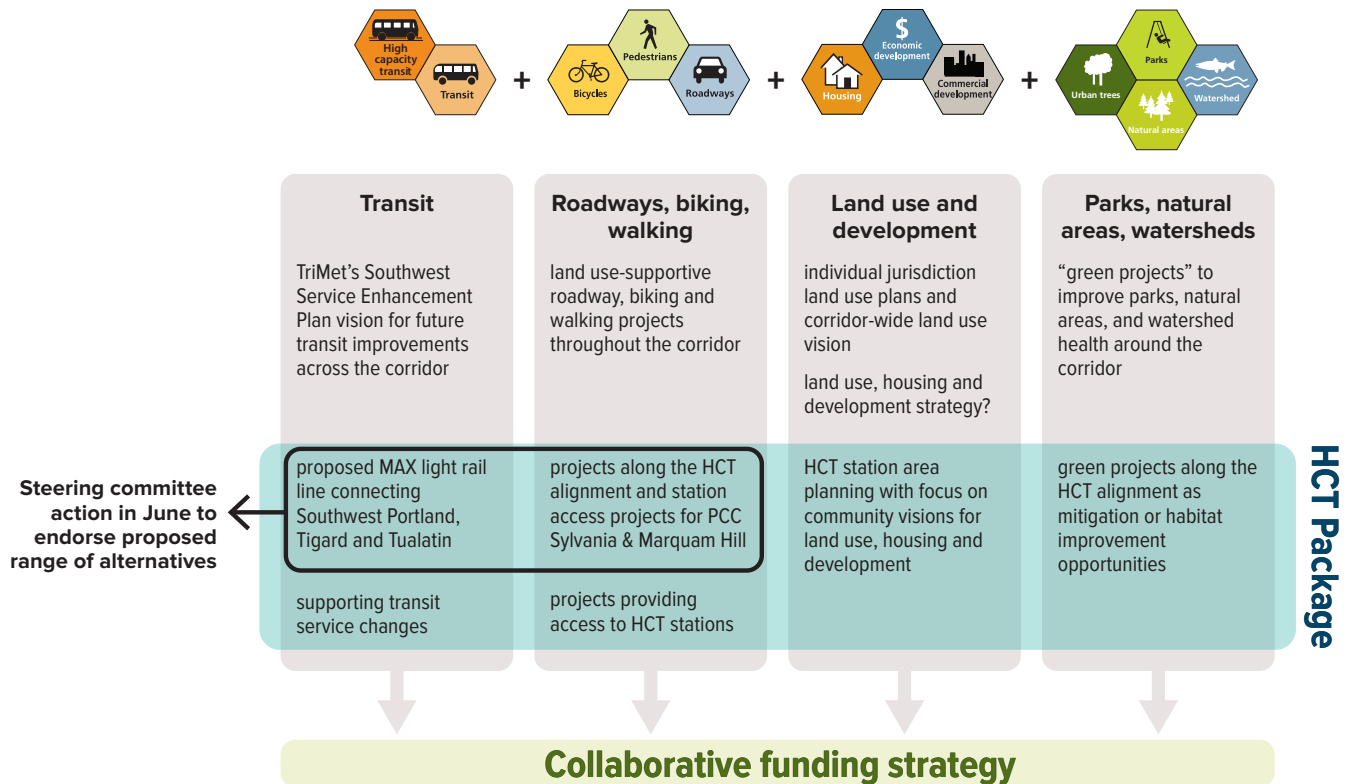
503-797-1756

# Overview

The Southwest Corridor Plan is a broad array of transit, roadway, bicycle and pedestrian solutions that can help reduce congestion, improve circulation and improve quality of life in the area stretching from Southwest Portland to Sherwood and Beaverton to Tualatin. The Plan defines investments to help realize the local land use visions adopted by each community in the area. Community members, business leaders, transit providers, the state and local governments are working together now to plan for these transportation and community development improvements in this corridor. In 2013, the Southwest Corridor Steering Committee adopted a comprehensive Shared Investment Strategy (SIS) that established a vision of investments in parks, trails, sidewalks, bikeways, transit and roadways to support community goals.

A new high capacity transit (HCT) line is a critical component of the broader Shared Investment Strategy. The HCT line acts as the spine of the improvements envisioned for the corridor and its design inherently includes roadway connectivity improvements, stormwater and streetscape improvements, and bikeways, sidewalks, and safe crossings along and to the HCT line. The HCT Package includes both the HCT line itself and these associated roadway, bike, pedestrian and “green” projects. Shared Investment Strategy projects not included in the HCT Package remain part of the overall Southwest Corridor Plan, but require a separate collaborative funding strategy.

## SOUTHWEST CORRIDOR SHARED INVESTMENT STRATEGY



## Environmental review phase

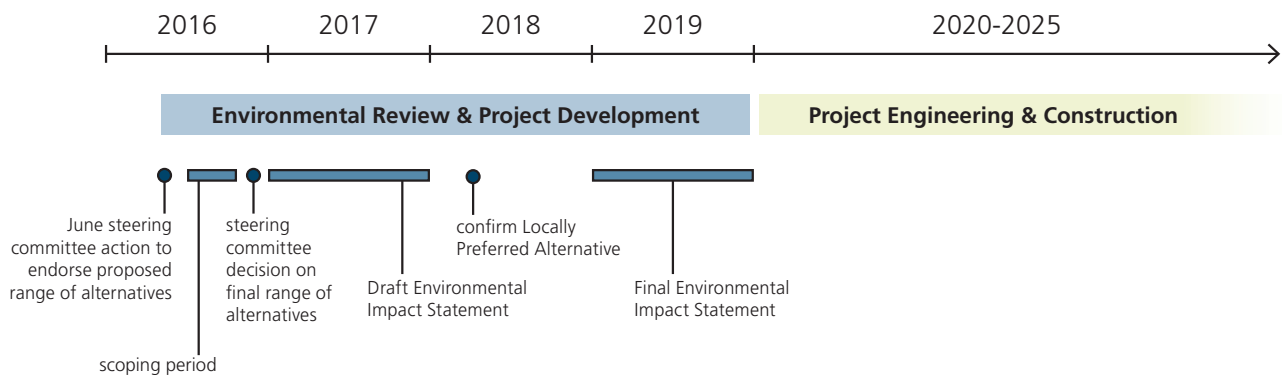
Based on technical analysis and public engagement, the steering committee identified light rail transit (LRT) as the preferred HCT mode for the Southwest Corridor in May 2016. The next phase of the planning process for a Southwest Corridor LRT line is a detailed review of anticipated environmental impacts and mitigation strategies under the National Environmental Policy Act (NEPA). An in-depth Environmental Impact Statement (EIS) will analyze the potential impacts of a range of reasonable alternatives and identify any necessary mitigation strategies. The EIS will analyze both the LRT line and the other projects contained in the HCT Package.

The first step of the environmental review phase is the scoping period, during which the public and federal agencies have the opportunity to comment on both the range of alternatives and the potential impacts to consider.

After scoping period, a final range of alternatives to study is identified, including consideration of any new alternatives suggested during scoping. A Draft Environmental Impact Statement (DEIS) is then completed to assess the impacts of these alternatives and help inform the selection of a Locally Preferred Alternative (LPA). The DEIS is circulated for public and agency comment.

After the DEIS and the LPA selection, a Final Environmental Impact Statement (FEIS) is completed. The FEIS includes responses to all comments on the DEIS and commitments to mitigate adverse impacts of the project.

This graphic illustrates the environmental review phase for the Southwest Corridor LRT line:



## Purpose and use of this document

This document defines the initial set of investments proposed for environmental review, including the high capacity transit mode, alignments and terminus, as well as associated roadway, bicycle, and pedestrian projects along the HCT alignment or providing critical access to PCC Sylvania and Marquam Hill. The Southwest Corridor Steering Committee is scheduled to consider endorsing this proposed range of alternatives at their June 2016 meeting.

During the scoping period, currently scheduled for August and September 2016, additional station access projects will be analyzed and considered for inclusion in the DEIS. In late 2016, the steering committee will consider this analysis and the comments received during the scoping period to decide on the final range of alternatives to study in the DEIS.



# Proposed range of alternatives

## Light rail alignment options and preliminary station locations

The proposed high capacity transit investment for the Southwest Corridor is a new 11- to 12-mile MAX line connecting Portland, Tigard and Tualatin with fast, reliable transit service. The line would include stations serving many destinations, including South Portland, Marquam Hill, Burlingame, the Barbur Transit Center, PCC Sylvania, Tigard Triangle, downtown Tigard and Bridgeport Village. These preliminary station areas and the remaining alignment options are described below, from north to south by general geographic area.

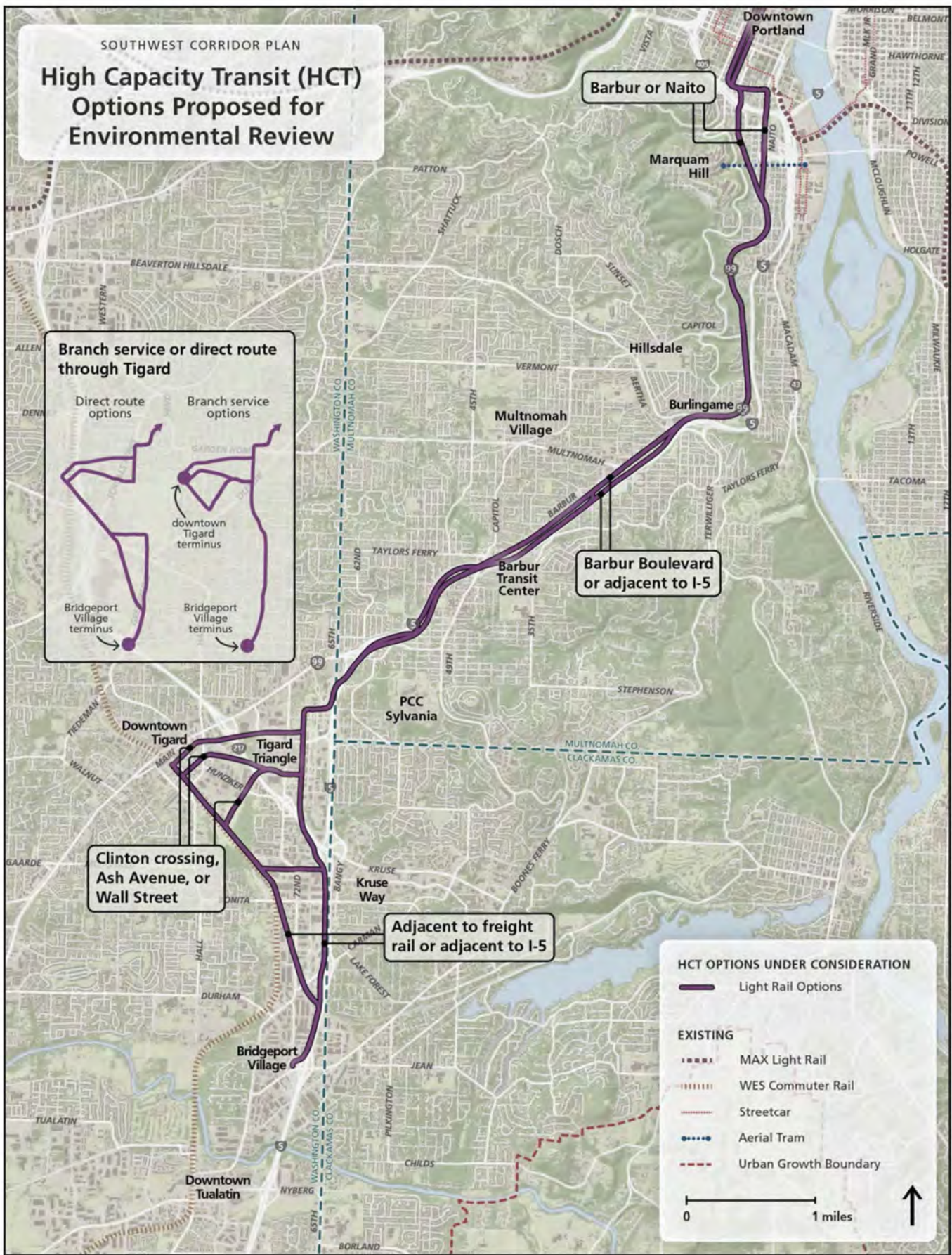
The alignments proposed in this document reflect changes proposed in a staff recommendation released in May 2016. Staff recommends replacing the 68th/70th Avenue couplet with a 70th two-way option in the Tigard Triangle and replacing the branch service option that splits at Hunziker Street with a branch option that splits in the Triangle. At their June 2016 meeting, the steering committee will act on this recommendation prior to considering the proposed range of alternatives.

### South Portland

The light rail line would extend south from the existing Green/Yellow/Orange Line MAX tracks that run through the downtown Portland Transit Mall. Two alignment options remain in the South Portland area: Barbur Boulevard or Naito Parkway. With the Barbur option, the Southwest Corridor light rail line would cross over I-405 on a new structure parallel to the 4th Avenue bridge, then run in the center of Barbur Boulevard south of Caruthers Street. With the Naito option, the light rail line would follow the Yellow/Orange Line tracks to the existing station on Lincoln Street, then turn south at Naito Parkway to cross over I-5 and continue south to Barbur on Naito.

Both alignments would include a station near Gibbs Street to serve both Marquam Hill and the Lair Hill area, including the Oregon Health & Science University (OHSU), the Veterans Affairs (VA) Medical Center and the National College of Natural Medicine (NCNM). Either alignment would include a new mechanized connection between Barbur Boulevard and Marquam Hill (included in the roadway, bicycle and pedestrian projects on page 10). A station near Gibbs Street would also serve the South Waterfront via the Hooley Pedestrian Bridge, which is located three blocks east of Naito and five blocks from Barbur.

South of the point where Barbur and Naito converge, the line would continue in the center of Barbur, with a second South Portland station located near Hamilton Street.



## Southwest Portland

South of Hamilton, the light rail line would continue in Barbur Boulevard to 13th Avenue. No stations have been identified for “The Woods” section of the alignment, which has relatively little development and is largely bordered by parks. Construction of the light rail alignment through this area would require reconstruction of the Vermont and Newbury viaducts, which would be widened to accommodate transit as well as bike lanes and sidewalks.

Between 13th Avenue and the Portland-Tigard city limits near 60th Avenue, the light rail line could run in the center of Barbur Boulevard. The line could also start on Barbur and switch to run adjacent to I-5 at 13th Avenue, 26th Avenue or near the Barbur Transit Center. The line could then switch back over to Barbur near the Barbur Transit Center or continue adjacent to I-5 to 60th Avenue.

Several station locations are proposed through the Southwest Portland area along the Barbur/I-5 corridor, with a few variations:

- Both the adjacent to I-5 and the Barbur alignment would include a station near 13th Avenue to serve the area around the Burlingame Fred Meyer.
- The Barbur alignment would include a station at Capitol Hill Road and 19th Avenue to serve the area around Safeway. Because of the existing bridges and I-5 ramps, the adjacent to I-5 alignment would not be able to serve a station at 19th. Instead, a station at 22nd Avenue and Spring Garden Street would be served with the adjacent to I-5 alignment.
- Either alignment could include a station near 26th Avenue, which has an existing underpass under I-5 to connect to the adjacent neighborhood. For the Barbur alignment, a station in this general area could also be located at 30th Avenue instead of 26th.
- Both alignments would include stations at the Barbur Transit Center, which could include additional park-and-ride capacity. The Barbur Transit Center would provide transfer opportunities to bus lines and walk access to the surrounding West Portland town center.
- Both alignments would include a station and a new park-and-ride lot at 53rd Avenue. This station would also include improvements to 53rd Avenue between Barbur and the PCC Sylvania campus to provide a safer and more accessible walk/bike connection to the campus.

Near the Portland-Tigard city limits, just west of where Barbur crosses over I-5 and turns into Pacific Highway, the light rail line would turn south to cross over I-5 and into the Tigard Triangle on a new structure.

## Tigard and Tualatin

After crossing over I-5 from Southwest Portland into the Tigard Triangle, the light rail alignment would run along the west side of I-5 and then merge into the center of Atlanta Street.

Through Tigard, there are two general service scenarios: a direct route through downtown Tigard continuing to Bridgeport Village or a branched route with a split in the Tigard Triangle, where every other train would either continue south to Bridgeport Village or turn west to serve downtown Tigard.

For the direct route scenario, there are two options for traveling through the Triangle and downtown Tigard.

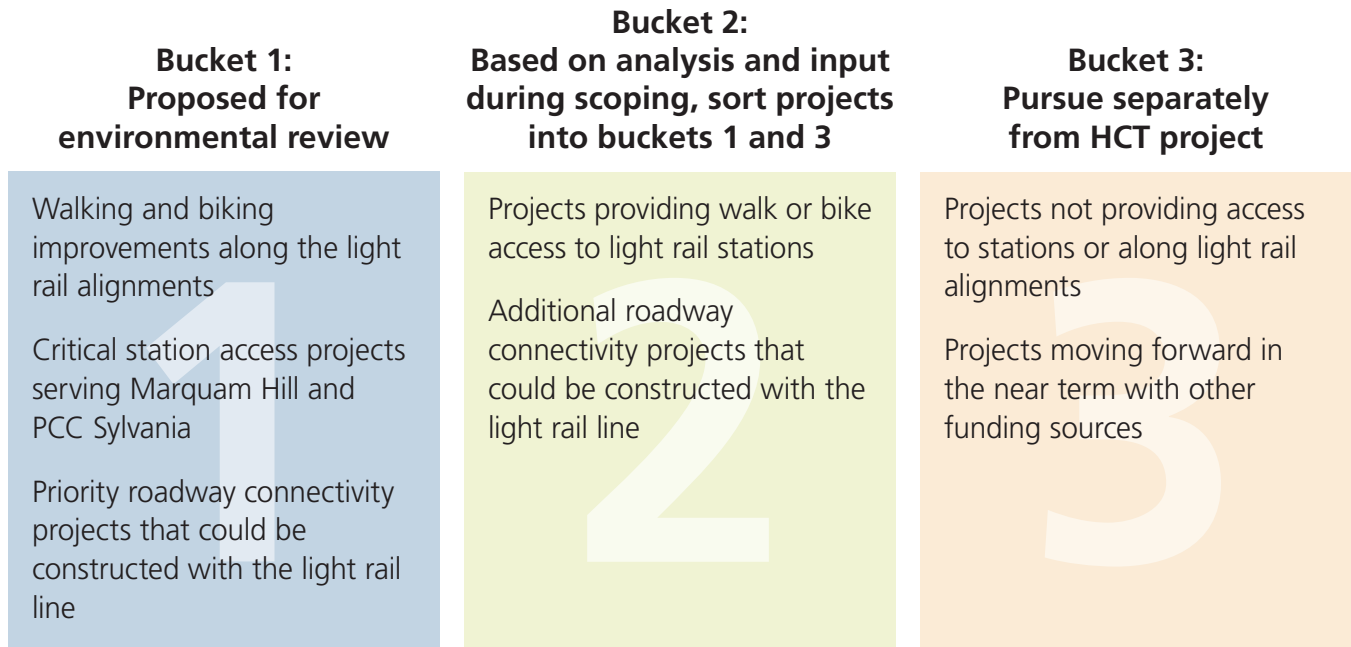
- With the Ash Avenue option, the light rail line would run on 70th Avenue to Beveland Street, including construction of new segments of 70th Avenue that do not exist today. From 70th, the line would run on Beveland Street and a new structure over Highway 217 extending from Beveland to Hall Boulevard near Knoll Drive, then connect to Ash Avenue. The Ash Avenue option would include light rail stations near Baylor Street in the northern Tigard Triangle, on Beveland Street in the southern Tigard Triangle and on Ash Street to serve downtown Tigard and the Tigard Transit Center.
- With the Clinton crossing option, the light rail line would turn south onto 69th Avenue then cut west near Clinton Street on a long structure extending from 70th over Dartmouth Street and Highway 217. The alignment would cross Hall Boulevard at grade just south of OR-99W (Pacific Highway), and run on a new street segment connecting Scoffins Street and Commercial Street near the Tigard Transit Center. The Clinton option would include a station near Baylor street in the northern Tigard Triangle and on the new street between Scoffins and Commercial to serve downtown Tigard and the Tigard Transit Center.

South of downtown Tigard, both direct route options would run adjacent to the WES commuter rail tracks toward Bridgeport Village. South of Tech Center Drive, light rail could either continue adjacent to freight rail tracks or run east between industrial buildings and then adjacent to I-5 south to Bridgeport Village. Both alignment options would include stations near Bonita Road, Upper Boones Ferry Road and Bridgeport Village.

For the branched service scenario, the downtown Tigard leg of the branch could run on the Clinton crossing option, the Ash Avenue option or on a Wall Street alignment. Similar to the Ash Avenue alignment, the Wall option would run along 70th Avenue and Beveland Street in the Triangle with stations near Baylor Street and Beveland Street. The Wall alignment would cross over Highway 217 on a new structure extending from Beveland Street to Hunziker Street, then continue on Wall Street and run parallel to the WES tracks into downtown Tigard with a station at the Tigard Transit Center. The Bridgeport Village leg of the branch would continue south on 70th Avenue and cross over Highway 217 on a new structure, then run adjacent to I-5 to Bridgeport Village. The Bridgeport Village branch would include stations near Baylor Street, Beveland Street, Bonita Road, Upper Boones Ferry Road and Bridgeport Village.

## Roadway, bicycle and pedestrian projects

The process of identifying which roadway, bicycle and pedestrian projects are studied in the DEIS along with light rail will continue into the scoping period. Project partners have already identified several such projects, included in the blue “bucket 1” below.

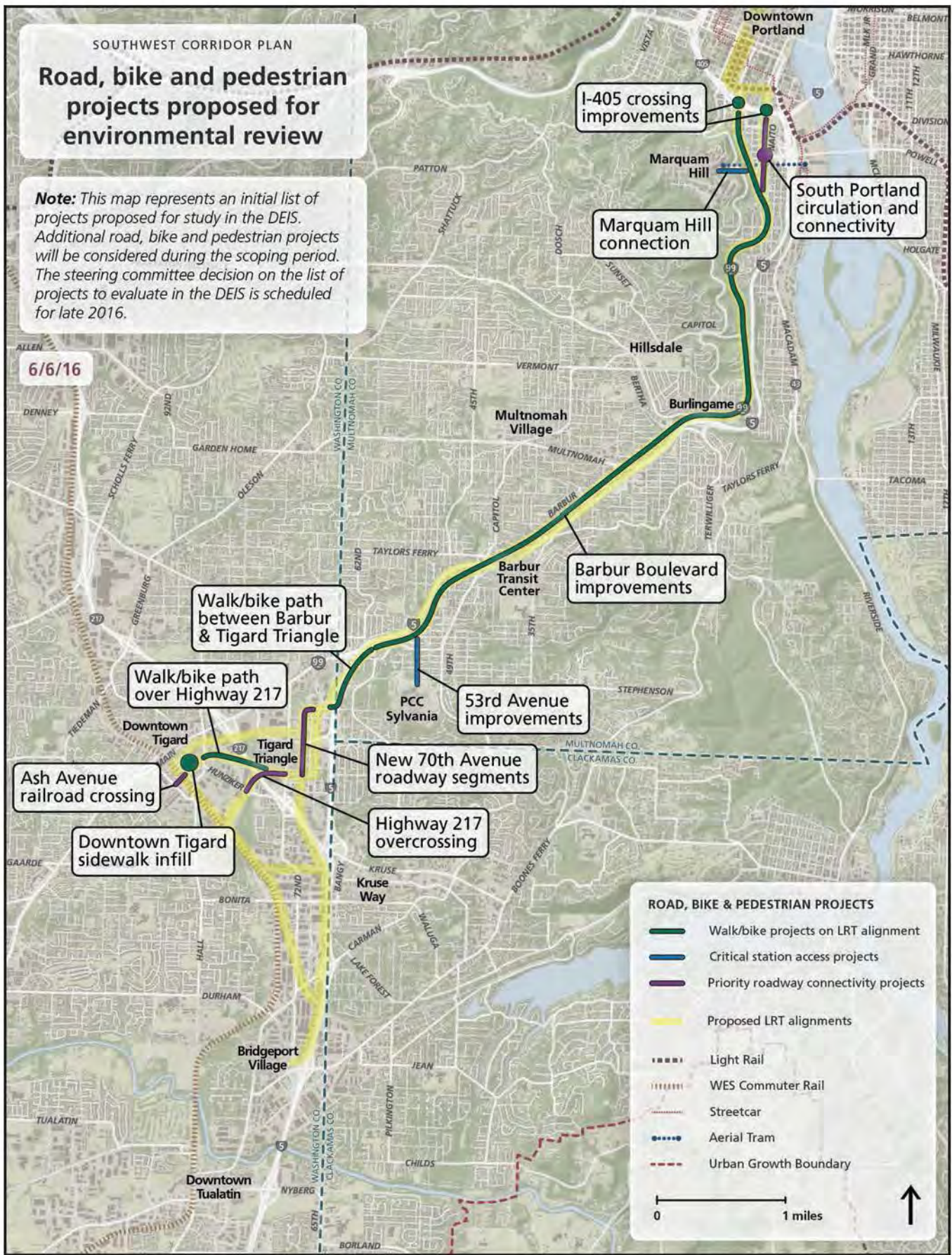


Bicycle and pedestrian improvements along the light rail alignments and critical station access projects are integral to the light rail line and are already incorporated into the transit design. The major roadway connectivity projects are key priorities of the partner jurisdictions and include improvements for autos, bikes and pedestrians. Because these projects fall along the proposed light rail alignments and some may be eligible for federal New Starts funds, they could be constructed together with the transit project and merit joint environmental analysis.

While some of the projects proposed for environmental review were included in the 2013 Shared Investment Strategy (SIS) list of roadway and active transportation projects, others have emerged as opportunities during the design process. In the project descriptions on page 10, related SIS project ID numbers are listed where applicable. See the appendix for a full list of SIS roadway, bike and pedestrian projects organized into the three “buckets.”

Prior to the scoping period, currently scheduled for August to September 2016, project staff will prepare a preliminary analysis of the “bucket 2” projects to inform public input solicited during scoping. Additional station access projects suggested by project partners will undergo this same analysis. Projects proposed during scoping will also be considered for inclusion in the DEIS. Staff analysis and public input will inform the steering committee decision on which projects to include in the final range of alternatives to study in the DEIS.

Shared Investment Strategy projects not recommended to be included in the DEIS will continue to be included in the broader Southwest Corridor Plan, but will be pursued separately from the light rail project.



## Walking and biking improvements along the proposed light rail alignments

- ***I-405 crossing improvements:*** Improve opportunities for bicycles and pedestrians to cross over/under I-405. (SIS project ID: 6022)
- ***Walk/bike improvements on Barbur Boulevard:*** Add new and upgrade existing sidewalks, bike lanes and safe crossings on Barbur Boulevard from 3rd Avenue to 60th Avenue, including reconstruction of Vermont and Newbury viaducts. (SIS project IDs: 3044, 4002, 5005, 6003, 6004, 6005)
- ***Walk/bike path between Barbur Boulevard and the Tigard Triangle:*** Build new multi-use path connecting Barbur Boulevard near 60th Avenue to the northern Tigard Triangle area.
- ***Walk/bike path over Highway 217:*** Include new multi-use path on the light rail structure over Highway 217, between Hall Boulevard and either Clinton Street or Beveland Street.
- ***Downtown Tigard sidewalk infill:*** Build sidewalks, where there are none, along the light rail alignment in downtown Tigard. (SIS project ID: 2080)

## Critical station access projects serving Marquam Hill and PCC Sylvania

- ***Marquam Hill connection:*** Construct a new pedestrian connection between Marquam Hill and Barbur Boulevard to access a light rail station on Barbur Boulevard or Naito Parkway near Gibbs Street. (SIS project ID: 2999)
- ***53rd Avenue improvements:*** Reconfigure and improve intersection of Barbur Boulevard, 53rd Avenue and Pomona Street to manage traffic turning speeds and improve safety of pedestrians and bicyclists. Build neighborhood greenway connection on 53rd Avenue between Barbur and PCC Sylvania. Potential designs include updated sidewalks, bike lanes, pervious pavement, landscaping and ramp connection to campus. (SIS project IDs: 5057, 6013)

## Major roadway connectivity projects that could be constructed with the light rail line

- ***South Portland circulation and connectivity:*** Reconfigure ramp access to the west end of the Ross Island Bridge. Reconnect streets and pedestrian/bike facilities across Naito Parkway. (SIS project IDs: 1044, 5013)
- ***New 70th Avenue roadway segments:*** Construct new segments of 70th Avenue to improve connectivity in the Tigard Triangle street grid, including one auto lane each direction and sidewalks.
- ***Highway 217 overcrossing:*** Build new connection of Beveland Street to Hunziker Street over Highway 217 for cars, bikes and pedestrians. (SIS project ID: 1107)
- ***Ash Avenue railroad crossing:*** Extend Ash Avenue at-grade across the railroad tracks between Commercial Street and Burnham Street, including sidewalks. (SIS project ID: 1077)

## Next steps

At their June 2016 meeting, the steering committee will be asked to consider endorsement of the proposed range of alternatives. Subsequently, project staff will release a final proposed range of alternatives taking into account any steering committee changes and the outcome of anticipated decisions on technical modifications to light rail alignments in Tigard.

During the DEIS public scoping process, currently scheduled for August and September 2016, the final proposed range of alternatives will be available on the project website ([www.swcorridorplan.org](http://www.swcorridorplan.org)) and provided at public scoping meetings. In addition, project staff will provide information on the roadway, bike and pedestrian projects considered for inclusion in the DEIS (“bucket 2” projects and other station access projects proposed by project partners). The public will be invited to submit comments on the proposed range of alternatives, including suggestions on which roadway, bike and pedestrian projects to study, other reasonable alternatives that meet the project’s Purpose and Need, and impacts to be evaluated in the DEIS. After the public scoping period, the steering committee will decide on the range of alternatives to be evaluated in the DEIS.



## Errata

This document has been updated to correct minor errors in the original version and provide current information about the status of sorting the Shared Investment Strategy roadway, bike and pedestrian projects.

The following two walk/bike paths were incorrectly listed as “bucket 1” projects included in the draft proposed range of alternatives for environmental review:

- ***Walk/bike path west of Highway 217:*** Add new multi-use path along the light rail alignment between Varns Street and Sandburg Street.
- ***Walk/bike path south of Bonita Road:*** Build new multi-use path along the light rail alignment between Bonita Road and Cardinal Lane.

These projects were not in the Shared Investment Strategy project list adopted by the steering committee in 2013. However, the two walk/bike paths are connectivity projects of interest along the proposed light rail alignments, and will be considered for inclusion in the final range of alternatives for environmental review during the scoping period along with the “bucket 2” projects.

In addition, the Appendix has been updated to identify the Shared Investment Strategy roadway, bike and pedestrian projects for all three “buckets,” as described on page 8 of this document. The Appendix also now includes the list of additional station access projects proposed by project partners to undergo the same level of analysis as the “bucket 2” projects for consideration during scoping, including the two bike/walk projects listed above. Pages 8 and 11 have been updated to reflect these changes.

# Appendix

## **Shared Investment Strategy roadway, bike and pedestrian projects and new station access projects for consideration**

The following lists sort the Shared Investment Strategy roadway, bike and pedestrian projects into three “buckets,” as defined in more detail on page 8 of this document. The “bucket 1” projects are included in the Draft Proposed Range of Alternatives as likely to be included in the Draft Environmental Impact Statement (DEIS). “Bucket 2” projects could be studied in the DEIS, but merit further analysis to identify which projects are critical to include. “Bucket 3” projects are not proposed to be included in the DEIS. Project partners have also identified a list of additional station access projects that were not part of the 2013 Shared Investment Strategy to analyze along with the “bucket 2” projects.

During the scoping period in August and September 2016, there will be an opportunity for public input on which projects to include in the DEIS. The steering committee is scheduled to decide on the final list of projects to study in the DEIS in late 2016.

## Bucket 1: Proposed for environmental review

SIS ID#	Location/ Ownership	Project Title	Project Description
1019	Portland ODOT	Barbur complete street: Capitol to Hamilton	Reduce number of northbound lanes from three to two from Capitol Hwy (north) to 1/4 mile south of Hamilton to reduce speeds and improve safety, improve pedestrian/bike crossing safety and add protected bike lanes.
1044	Portland ODOT	South Portland circulation and connectivity (Ross Island Bridge ramp connections)	Reconfigure ramp access to the west end of the Ross Island Bridge. Reconnect streets and pedestrian/bike facilities across Naito Parkway.
1077	Tigard	Ash Avenue railroad crossing (new roadway)	Extend Ash Avenue at-grade across the railroad tracks from Burnham to Commercial Street.
1107	Tigard WashCo.	Hwy. 217 over-crossing - Beveland connection	Build new connection of Beveland Street over-crossing of Hwy 217, including auto, bike and pedestrian facilities.
2080	Tigard	Tigard Transit Center sidewalk infill.	Complete sidewalks along SW Scoffins St. & SW Ash St. to provide access to Tigard Transit Center, and extend sidewalks to Hall street.
2999	Portland	Pedestrian connection from Barbur to Terwilliger at Gibbs	Construct a new pedestrian walkway under the tram within the Gibbs right-of-way through the Terwilliger Parkway. The steep grade and forested area will require lighting and stairs. Could include mechanized connections such as elevators.
3044	Portland ODOT	Middle Barbur bikeway -from SW 23rd Ave to SW Capitol Hwy-Barbur Blvd Ramp.	Create separated bicycle route in roadway. Listed as a Regional Bicycle Parkway in the Regional Active Transportation Plan (5/9/13).
4002	Portland ODOT	Barbur Blvd, SW (3rd - Terwilliger): Multimodal Improvements	Construct improvements for transit, bikes and pedestrians. Transit improvements include preferential signals, pullouts, shelters, left turn lanes, sidewalks, and crossing improvements.
5005	Portland ODOT	Barbur Blvd, SW (Terwilliger - City Limits): Multimodal Improvements	Complete boulevard design improvements including sidewalks and street trees, safe pedestrian crossings, enhance transit access and stop locations, and bike lanes (Terwilliger - SW 64th or Portland City Limits).
5006	Portland ODOT	Barbur complete street: Terwilliger to Capitol	Add bike lanes over Newbury and Vermont bridges.
5013	Portland ODOT	S. Portland/Naito (related to 1044)	Reconstruct Naito Pkwy as 2-lane road w/ bike lanes, sidewalks, left turn pockets, and on-street parking. Remove grade separation along Naito at Barbur, the Ross Island Bridge, Arthur/Kelly viaduct, and the Grover pedestrian bridge.

**Bucket 1:** Proposed for environmental review (continued)

<b>SIS ID#</b>	<b>Location/ Ownership</b>	<b>Project Title</b>	<b>Project Description</b>
5057	Portland	SW 53rd and Pomona (improve safety of pedestrian/bike users)	Reconfigure and improve intersection to manage traffic turning speeds, and improve safety of pedestrians/bike users between Barbur and Pomona.
6003	Portland	Multnomah viaduct bicycle and pedestrian facilities	Construct new bicycle and pedestrian facilities at/parallel to Multnomah St. viaduct
6004	Portland ODOT	Newbury viaduct bicycle and pedestrian facilities	Construct new bicycle and pedestrian facilities at/parallel to Newbury St. viaduct.
6005	Portland ODOT	Vermont viaduct bicycle and pedestrian facilities	Construct new bicycle and pedestrian facilities at/parallel to Vermont St. viaduct
6013	Portland	Barbur/PCC pedestrian/bike connection	Provide neighborhood greenway connection between Barbur and PCC via SW 53rd, including updated sidewalks, bike lanes, pervious pavement, landscaping and ramp pedestrian connection to PCC.
6022	Portland ODOT	I-405 bike/pedestrian crossing improvements	Improve opportunities for bicycles and pedestrians to cross over/under I-405 on Harbor Drive, Naito Parkway, 1st, 4th, 5th, 6th and Broadway. TSP # 20106

**Bucket 2:** Based on analysis and input during scoping, sort projects into buckets 1 and 3

<b>SIS ID#</b>	<b>Location/ Ownership</b>	<b>Project Title</b>	<b>Project Description</b>
1078	Tigard	Atlanta Street extension (new roadway)	Extend Atlanta Street west to Dartmouth Street.
1100	Tigard ODOT	Hall/Hunziker/Scoffins intersection realignment	Realign offset intersection to alleviate congestion and safety issues. Include standard sidewalks.
2004	Portland	26th Ave, SW (Spring Garden - Taylors Ferry): Pedestrian improvements	Construct a walkway for pedestrian travel and access to transit and install street lighting
2027	Portland ODOT	Pedestrian overpass near Markham School	Construct pedestrian path and bridge over Barbur Blvd. and I-5 to connect SW Alfred and SW 52nd to the rear of Markham School. Could instead be located near 53rd Avenue with proposed light rail station.
2041	Portland	SW 19th Ave sidewalks: Barbur - Spring Garden	Construct new sidewalks where none exist.
2045	Tigard	72nd Avenue sidewalks: 99W to Bonita	Fill gaps in sidewalk on both sides of street from Highway 99W to Bonita Road
2046	Tigard	72nd Avenue sidewalks: Upper Boones Ferry to Durham	Install sidewalk on both sides of street from Upper Boones Ferry Road to Durham Road
2077	Tigard ODOT	Tigard Transit Center crossing improvements.	Shorten crossing distances, make crosswalks more visible, and provide more time for pedestrians to cross at the intersections of 99W and SW Greenburg Rd., 99W & SW Hall Blvd., and 99W & SW Dartmouth St.
3017A	Portland	Capitol Hill Rd bikeway -from SW Barbur Blvd to SW Bertha Blvd.	Create multiple bicycle facility types: bicycle boulevard or enhanced shared roadway (Barbur - Troy; 21st - Custer); bicycle boulevard or advisory bike lane (Troy - 21st); enhanced shared roadway (Custer - Bertha)
3017B	Portland	Capitol Hill Rd sidewalks -from SW Barbur Blvd to SW Bertha Blvd.	Install sidewalks on Capitol Hill Road from Barbur to Bertha.
3028	Portland	Inner Hamilton bikeway -from SW Terwilliger Blvd to SW Corbett Ave.	Enhance roadway for bike use. Includes connection to Terwilliger on SW Hamilton Terrace.
3033	Portland	Inner Troy bikeway -from SW Capitol Hwy to SW Capitol Hill Rd.	Create bike boulevard from SW Capitol Hwy to SW Capitol Hill Rd

**Bucket 2:** Based on analysis and input during scoping, sort projects into buckets 1 and 3 (continued)

<b>SIS ID#</b>	<b>Location/ Ownership</b>	<b>Project Title</b>	<b>Project Description</b>
3038	Portland	Lower SW 1st bikeway -from SW Barbur Blvd to SW Lincoln)	Add bicycle facilities: separated in-roadway (Corbett: Gibbs - Grover); bicycle boulevard (all other segments). Includes connection to SW Kelly Ave on SW Grover St and SW Corbett Ave
3069A	Portland	Spring Garden, SW (Taylors Ferry - Capitol Hwy): Bike-way	Complete bicycle boulevard and bike lanes.
3069B	Portland	Spring Garden/Dolph Ct, SW (Capitol Hwy - Barbur): Sidewalks	Install sidewalk along Dolph Ct from Capitol Hwy to 26th Way and along Spring Garden from 26th Way to Barbur.
3093	Portland	Terwilliger bikeway gaps	Create separated bicycle route in-roadway. Eliminate key gaps in the Terwilliger Blvd bikeway
3101	Portland	Vermont-Chestnut bikeway -from SW Capitol Hwy to SW Terwilliger Blvd.	Complete bicycle boulevard.
3117	Tigard Tualatin	72nd Avenue bikeway: 99W to city limits	Install bike facilities on both sides of the street from Highway 99W to South City Limits
3121	Tigard Lake Oswego	Bonita Road bike lanes: 72nd to I-5	Install bike lanes in eastbound direction from 72nd Avenue to I-5 Bridge
3129	Tigard	Tigard Transit Center bicycle hub	Provide bicycle hub at Tigard Transit Center
5009	Portland	Capitol Hwy improvements (replace roadway and add sidewalks)	Improve SW Capitol Highway from SW Multnomah Boulevard to SW Taylors Ferry Road per the Capitol Highway Plan. Replace existing roadway and add sidewalks, bike lanes and green storm water features.
5059	Portland ODOT	SW Portland/Crossroads multimodal Project (roadway realignments and modifications to Barbur Blvd., Capitol Hwy., and the I-5 southbound on-ramp)	Implement Barbur Concept Plan recommendations in the SW Portland TC, including modifications to Barbur Blvd., Capitol Hwy., and the I-5 southbound on-ramp to support safer and more efficient operation for all modes.
6001	Tigard Lake Oswego	Bonita Rd. sidewalks and bike lanes - Carman Dr. to Bangy Rd.	Complete sidewalk gaps and install bike lanes; supplement to Tigard project #3121 which continues to 72nd.
6002	Lake Oswego	Carman Dr. sidewalks and bike lanes	Add bike lanes and pedestrian pathway.
6026	Portland	Pomona St: Bicycle and Pedestrian improvements (35th to Barbur)	Provide bike lanes and sidewalks

**Bucket 2:** Based on analysis and input during scoping, sort projects into buckets 1 and 3 (continued)

<b>SIS ID#</b>	<b>Location/ Ownership</b>	<b>Project Title</b>	<b>Project Description</b>
6034	Portland	Taylor's Ferry, SW (Capitol Hwy - 49th): Bicycle & pedestrian improvements	Provide bicycle lanes, including shoulder widening and drainage, and construct sidewalks for access to transit.
9014B	Tigard	Fanno Creek Trail gaps	Complete gaps along the Fanno Creek multi-use path from Bonita Road to 85th Avenue (other segments have been funded). Listed as a Regional Bicycle Parkway and Regional Pedestrian Parkway in the Regional Active Transportation Plan (5/9/13).
9053	Portland Tigard	Pedestrian/Bike connection between Tigard Triangle and PCC Sylvania	Provide pedestrian/bicycle connection between the Tigard Triangle area and PCC Sylvania.

### Bucket 3: Pursue separately from HCT project

SIS ID#	Location/ Ownership	Project Title	Project Description
1020	Portland	Beaverton Hillsdale/ Bertha/ Capitol Hwy. Intersection improvements	Redesign intersection to improve safety
1048	Portland	Traffic calming	Calm traffic in the Burlingame and Hillsdale retail districts.
1062	Sherwood	Arrow Street (Herman Road): Build 3 lanes with sidewalks and bike lanes	Construct new road to collector standards. Build new 3 lane roadway with stream crossing and with bike lanes and sidewalks from Langer Farms Parkway Phase 2 to Gerda Lane/Galbreath Drive.
1068	Sherwood	Town center signal & in- tersection improvements (Downtown Sherwood)	Improve 3-leg intersection at Edy & Borchers; remove traffic signal at Baler; on Sherwood Blvd. remove traffic signal at Langer and disallow left turns from Langer to Sherwood, and add traffic signal at Century Dr.
1129	Tigard ODOT	Highway 99W access man- agement in Tigard	Implement access management strategies and median projects, including additional pedestrian crossing locations, in Hwy 99W Plan.
1154	Tualatin Sherwood WashCo.	Tualatin-Sherwood Rd. (Langer Parkway to Teton Ave.): Widening to 5 lanes with ped./bike	Widen from 3 to 5 lanes with bike lanes and side- walks from Langer Parkway to Teton Ave.
2001	King City ODOT	King City Town Center pe- destrian improvements	Improve sidewalks, lighting, bus shelters and benches, and pedestrian crossings for Highway 99W.
2011	Portland ODOT	Connections to transit/transit improvements: Barbur & Taylors Ferry	Construct new steps/ramp connecting SW Taylors Ferry frontage road to Barbur across from transit center at existing signalized crossing. [COMPLETED]
2054	Tigard	Commercial Street side- walks: Main to Lincoln	Install sidewalks on both sides of the street from Main Street to Lincoln Street. [FUNDED]
2058	Tigard	Hunziker Street Sidewalks: 72nd to Hall	Install sidewalk on both sides of the street from 72nd Avenue to Hall Boulevard
2070	Tigard King City ODOT	99W pedestrian improve- ments to serve King City transit stops	Provide pedestrian access and crossing opportu- nities at transit stops on 99W in the vicinity of Royalty Parkway and Durham Rd in King City.
2079	Tigard	Tigard Transit Center pedes- trian path	Pave, make ADA accessible, provide lighting and signage for the informal path running from Center Street connection from SW Commercial St. to SW Hall Blvd. [FUNDED]



### Bucket 3: Pursue separately from HCT project (continued)

SIS ID#	Location/ Ownership	Project Title	Project Description
5004	Lake Oswego	Boones Ferry Road Boulevard improvements (turn lanes with bike/ped. - Madrona to Kruse Way)	Widen to include bike lanes, sidewalks, and turn lanes. This project is Phase 2, Oakridge/Reese to Kruse Way.
5010	Portland	Capitol Hwy, SW (Terwilliger - Sunset): Multimodal Improvements	Construct sidewalks, crossing improvements for access to transit and bike improvements, and install left turn lane at the Capitol/Burlingame intersection.
5020	Sherwood	Oregon-Tonquin intersection & street improvements	Improve intersection (consider roundabout) on Oregon at Tonquin Road, providing sidewalks and bike access through the intersection.
5024	Tigard	68th Ave (widen)	Widen to 3 lanes or for transit way including sidewalks and bike lanes between Dartmouth/I-5 Ramps and south end
5037	Tigard WashCo. ODOT	Hall Boulevard widening, Oleson to 99W	Widen to 3 lanes; build sidewalks and bike lanes; safety improvements
5047	Tualatin WashCo.	Cipole Rd. (widen to 3 lanes with ped./bike)	Reconstruct/widen to 3 lanes from 99W to Tualatin-Sherwood Road with sidewalks and bike lanes.
5048	Tualatin	Herman (multimodal improvements, Teton to Tualatin Rd.)	Improve to urban standard from Teton to Tualatin.
5049	Tualatin	Herman (multimodal improvements, Cipole to 124th)	Reconstruct road from Cipole to 124th with sidewalks and bike lanes
6042	Sherwood ODOT	99W - Sherwood TC bicycle/ped. bridges	Ped/bike under/overcrossings of 99W at Sunset, Meinecke, Edy. Listed as a Regional Bicycle Parkway in the Regional Active Transportation Plan (5/9/13).
9003	Sherwood	Tonquin Trail	Construct multi-use trail with some on-street segments connecting multiple communities in Washington and Clackamas County. Listed as a Regional Bicycle Parkway and Regional Pedestrian Parkway in the Regional Active Transportation Plan (5/9/13).
9005	Portland	Red Electric Trail: Fanno Creek Trail to Willamette Park	Provide east-west route for pedestrians and cyclists in SW Portland that connects and extends the existing Fanno Creek Greenway Trail to Willamette Park. Listed as a Regional Bicycle Parkway and Regional Pedestrian Parkway in the Regional Active Transportation Plan

**Bucket 3:** Pursue separately from HCT project (continued)

<b>SIS ID#</b>	<b>Location/ Ownership</b>	<b>Project Title</b>	<b>Project Description</b>
9007	Portland	Slavin Road to Red Electric Trail: Barbur to Corbett	Build multi-use trail on Slavin Road from Barbur to Corbett. The Red Electric Trail is listed as a Regional Bicycle Parkway and Regional Pedestrian Parkway in the Regional Active Transportation Plan (5/9/13).
9023	Tigard Tualatin	Tualatin River pathway	Develop a continuous multi-use pathway along the Tualatin River from Boones Ferry Road under I-5 to the Tualatin River Greenway and Browns Ferry Park. Listed as a Regional Bicycle Parkway and Regional Pedestrian Parkway in the Regional Active Transportation Plan (5/9/13). [COMPLETED]
9029	Sherwood	Westside Trail segments	Construct trail segments within easements of BPA and PGE for connectivity. Listed as a Regional Bicycle Parkway and Regional Pedestrian Parkway in the Regional Active Transportation Plan (5/9/13).
9061	Tualatin/ Wash Co./ King city	Westside Trail - Tualatin River Bridge	Construct new bike/ped bridge over the Tualatin River. Listed as a Regional Bicycle Parkway in the Regional Active Transportation Plan (5/9/13).

**Additional station access projects:** Based on analysis and input during scoping, identify projects to include for environmental review

The following projects have been identified by project partners to consider for environmental review because they may improve access to proposed light rail stations. These projects will undergo the same additional analysis as the “bucket 2” Shared Investment Strategy projects prior to the scoping period. Projects highlighted in gray are new projects under preliminary review by project partners.

<b>Location/ Ownership</b>	<b>Project Title</b>	<b>Project Description</b>	<b>Source Plan</b>
Portland	Naito station connection to Hooley Bridge	Extend pedestrian and bike connection on Grover Street, between proposed light rail station on Naito and the Darlene Hooley Pedestrian Bridge at Gibbs Street.	N/A
Portland	Sidewalks on Hamilton Street	Fill sidewalk gap on Hamilton Street between Barbur Boulevard and Terwilliger Boulevard to provide access to proposed light rail station at Hamilton Street.	N/A
Portland	Pedestrian/bike connection on Condor Avenue	Add pedestrian/bike connection to proposed light rail station near Hamilton Street between Condor Avenue, Slavin Road and 2nd Avenue	N/A
Portland	Connection between Seymour Court and Corbett Avenue	Build pedestrian/bike connection between Seymour Court and Corbett Avenue where stairs/trail exist today.	N/A
Portland	Pedestrian bridge over I-5 to South Burlingame and Collins View neighborhoods	Add pedestrian/bike bridge over I-5 to connect South Burlingame and Collins View neighborhoods to proposed light rail station on Barbur near 13th Avenue and Custer Street. Suggested location between Multnomah Boulevard and 11th Avenue / Canby Street.	N/A
Portland	Custer Street sidewalks	Add sidewalks on Custer Street between Capitol Hill Road and 13th Avenue. Sidewalks on both sides would require walls, stormwater and utility relocation.	N/A
Portland	24th Avenue bikeway	Add bike and pedestrian facilities on 24th Avenue between Multnomah Boulevard and Spring Garden Street. Include improved crossings at 22nd Avenue / Barbur Boulevard and 22nd / Multnomah.	TSP: 90061
Portland	30th Avenue sidewalks	Add sidewalks on 30th Avenue, Hume Street and 31st Avenue to connect Multnomah Village with proposed light rail station at either 26th Avenue or 30th Avenue.	TSP: 90100
Portland	Pedestrian bridge over I-5 at 30th Avenue	Add pedestrian/bike bridge over I-5 to connect 30th Avenue to Taylors Ferry Road.	N/A

**Additional station access projects:** Based on analysis and input during scoping, identify projects to include for environmental review (continued)

<b>Location/ Ownership</b>	<b>Project Title</b>	<b>Project Description</b>	<b>Source Plan</b>
Portland	Marigold Street to 25th Avenue connection	Add pedestrian/bike connection between Marigold Street / Quinault Court and 25th Avenue to connect neighborhood to potential light rail station at 26th Avenue.	N/A
Portland	40th Avenue sidewalks	Add sidewalks on 40th Avenue between Huber Street and Wilbard Street to improve access to the Barbur Transit Center and proposed light rail station via existing bike/pedestrian bridge.	N/A
Portland	64th Avenue and Barbur Boulevard pedestrian and bike improvements	Provide sidewalk infill and bike lanes extending from 64th Avenue and Barbur Boulevard to Pomona Street and Pasadena Drive.	TSP: 90011
Portland	Outer Capitol Highway pedestrian improvements	Add curb extensions, improved crossings, medians and other pedestrian improvements on Capitol Highway from Barbur Boulevard to 49th Avenue	TSP: 90027 90068
Tigard	Red Rock Creek greenway	New multi-use path connection parallel to and south of OR-99W in the Tigard Triangle. Extends existing connection at Walmart.	Tigard Triangle Strategic Plan
Tigard ODOT	Walk/bike path west of Highway 217	Add new multi-use path along the light rail alignment between Varns Street and Sandburg Street	N/A
Tigard	Walk/bike path south of Bonita Road	Build new multi-use path along the light rail alignment between Bonita Road and Cardinal Lane	N/A
Tualatin	I-5 bicycle and pedestrian greenway	Shared use path connecting proposed light rail station at Bridgeport Village to existing Tualatin River Greenway. Path runs parallel to I-5 with overpass or tunnel under Tillamook Branch Railroad, and a bridge over Tualatin River.	TSP: BP7

## Purpose and Need for the Southwest Corridor Light Rail Project

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The Southwest Corridor light rail project is one component of the overall Southwest Corridor Plan Shared Investment Strategy.

### Project Purpose

The purpose of the Southwest Corridor light rail project is to directly connect Tualatin, downtown Tigard, Southwest Portland, and the region's central city with light rail, high quality transit and appropriate community investments in a congested corridor to improve mobility and create the conditions that will allow communities in the corridor to achieve their land use vision. Specifically, the project aims to, within the Southwest Corridor:

- Provide light rail transit service that is cost-effective to build and operate with limited local resources
- Serve existing transit demand and significant projected growth in ridership resulting from increases in population and employment in the corridor
- Improve transit service reliability, frequency, and travel times, and provide connections to existing and future transit networks including WES commuter rail
- Support adopted regional and local plans including the 2040 Growth Concept, the Barbur Concept Plan, the Tigard Triangle Strategic Plan and the Tigard Downtown Vision to accommodate projected significant growth in population and employment
- Complete and enhance multimodal transportation networks to provide safe, convenient and secure access to transit and adjacent land uses
- Advance transportation projects that increase active transportation and encourage physical activity
- Provide travel options that reduce overall transportation costs
- Improve multimodal access to existing jobs, housing and educational opportunities and foster opportunities for commercial development and a range of housing types adjacent to transit
- Ensure benefits and impacts promote community equity
- Advance transportation projects that are sensitive to the environment, improve water and air quality, and help achieve the sustainability goals and measures in applicable state, regional, and local plans

## Project Need

A light rail transit project in the Southwest Corridor is needed to address the following issues:

- Transit service to important destinations in the corridor is limited, and unmet demand for transit is increasing due to growth
- Limited street connectivity and gaps in pedestrian and bicycle networks create barriers and unsafe conditions for transit access and active transportation
- Travel is slow and unreliable on congested roadways
- There is a limited supply and range of housing options in the Southwest Corridor with good access to multimodal transportation networks, and jobs and services are not located near residences
- Regional and local plans call for high capacity transit in the corridor to meet local and regional land use goals
- State, regional and local environmental and sustainability goals require transportation investments to reduce greenhouse gas emissions.

These project needs are described in more detail below:

**Transit service to important destinations in the corridor is limited, and unmet demand for transit is increasing due to growth.** There is a need to improve transit connections to the economic and educational opportunities and services in the corridor. The corridor has 11 percent of the region's population and 26 percent of the region's employment. The five colleges and universities in the corridor serve over 45,000 students. The region's largest shopping destinations are located in the corridor. However, transit service in the Southwest Corridor varies in availability and frequency and struggles to serve areas due to an incomplete and congested road network with congested bottlenecks. As a result, many of the corridor's more heavily-traveled areas, major employment centers, and industrial areas do not have frequent transit service. Taking transit between some of the major destinations in the corridor can take four to six times as long as driving and the corridor generally lacks sidewalk and bicycle connectivity, as discussed below. As a result, driving is the most functional travel option for many people, adding to the corridor's traffic congestion.

There is also increasing unmet demand for transit service in the corridor. In 2010, there were 85,100 households in the corridor; projections show this number growing to 126,000 households in 2035. In Metro's 2009 High Capacity System Plan the corridor between Portland City Center and Sherwood had the highest projected light rail ridership of any future corridor. The number of transit trips in the corridor is projected to increase by 81 percent in the next 25 years. In 2010, there were 121,000 average weekday transit trips in the corridor. The 2035 forecast shows an increase to 219,000 average weekday transit trips. Today eight bus lines serve the corridor with up to 26 buses per hour in each direction in peak periods, with buses arriving approximately every 2 minutes on average in some locations. In 2035, with service adjusted to accommodate projected demand, the number of buses would increase to over 35 per hour.

**Limited street connectivity and gaps in pedestrian and bicycle facilities create barriers and unsafe conditions for transit access and active transportation.** The lack of complete sidewalk networks and crosswalks in the corridor impedes walking to transit and other destinations. The bicycle network also has gaps that hinder connectivity. Travel options are also constrained by the geography and development patterns in the corridor, and roads in much of the corridor are winding and discontinuous. The area lacks well-connected street network that would facilitate transit access, make it easier and safer to make short trips on foot or by bike, and provide travelers alternative routes. A safe and complete pedestrian network is needed in order to maximize transit use.

**Travel is slow and unreliable on congested roadways.** A lack of arterials results in traffic funneling onto a few key travel routes, such as OR-99W and I-5. Because of the limited road network, transit operating in mixed traffic is often slowed by congestion, especially at key bottlenecks. Travel times for automobiles are expected to increase by 17 percent by 2035 with average speeds slowing to 20 mph. Bus trips operating in mixed traffic between the Portland central city and Tigard are projected to take 12 percent more time in 2035. These travel times are likely to vary more in the future than today due to increases in congestion, incidents, and variation in traffic levels. Unreliable travel times results in travelers in the corridor planning extra time to ensure they will arrive on time. Sections of OR-99W, the major transit route in the corridor, are among the most unreliable road segments in the corridor. Over a 1.7 mile segment in Portland (north of Multnomah Boulevard) and a 2.8 mile segment in Tigard travelers need to budget more than double the average travel time in the PM peak hour to ensure they arrive at destinations on time. Transit travel times are subject to the same lack of reliability and can be expected to vary significantly from the forecast “average condition” because of unreliable travel conditions on congested roadways.

**There is a limited supply and range of housing options in the Southwest Corridor with good access to multimodal transportation networks, and jobs and services are not located near residences.** The Southwest Corridor is projected to add around 41,000 households from 2010 to 2035, an increase of 48 percent. Presently, the majority of housing in the project area consists of low density, single family housing and little affordable housing is available. As the region grows, providing a variety of housing options and increased housing supply in the corridor will be necessary to accommodate the additional residents. Concentrated development around light rail stations can provide a range of additional housing options, including affordable housing, with transit and walk access to jobs and other amenities that can reduce the reliance on automobile travel and reduce transportation costs for households. Providing light rail transit will allow development of affordable and higher density housing, which is not currently possible due to State of Oregon Transportation Planning Rules related to capacity on state road facilities.

In addition, many of the major employment areas in the corridor have developed far away from the area’s housing, requiring workers to commute over long distances. For example, 93% of workers in Tualatin and 92% of workers in Tigard live outside the city of their employment. With the transit service limitations described previously, driving on congested roadways is often the only choice for people to access their jobs. In addition, the incomplete sidewalk and bicycle networks in the

## Purpose and Need for the Southwest Corridor Light Rail project

corridor require riders to access transit by car and, as a result, park and ride lots in downtown Tigard and near Bridgeport Village are often full.

As the region grows, implementation of light rail will be critical to improve transit connections between jobs and residences. A well-distributed park and ride system combined with place making principles will allow disconnected users to access light rail without impacting livability.

**Regional and local plans call for high capacity transit in the corridor to meet local and regional land use goals.** To help meet expected levels of growth, Metro's 2040 Growth Concept for the Portland region calls for "town center" development in downtown Tigard, the Tigard Triangle and West Portland. A town center is intended to provide services to tens of thousands within a two- to three-mile radius with one- to three-story buildings for employment and housing, and well served by transit. This regional land use strategy is supported by Tigard's adopted *High Capacity Transit Land Use Plan*, which identifies preferred station community concepts. The Tigard Triangle, however, is surrounded by congested regional highways and has only basic transit service. Providing light rail transit service to this area, which has half the acreage of downtown Portland, would allow for multi-story mixed use development to accommodate a substantial proportion of population and job growth in locations that can be efficiently serviced. This regional strategy is also supported by the City of Portland's *Barbur Concept Plan*. Light rail transit service is critical to fulfillment of that plan, including higher intensity infill development and a continuous and safe bike/pedestrian corridor along Barbur Boulevard. High capacity transit service will also support access to jobs in Tualatin, Sherwood and other employment areas in the corridor that are planned for significant job growth.

The 2035 Regional Transportation Plan (RTP) identifies the investments in multiple modes of transportation that will help accommodate the location and types of development designated by the Growth Concept, noting that, "HCT investments help the region concentrate development and growth in its centers and corridors." The RTP designates a high capacity transit system interconnecting the central Tigard and West Portland town centers and Portland's central city as a near-term regional priority.

**State, regional and local environmental and sustainability goals require transportation investments to reduce greenhouse gas emissions.** State and regional policies support actions to increase energy efficiency and reduce harmful greenhouse gas (GHG) emissions, especially from transportation sources. The state has mandated that the Portland region develop and implement a strategy to reduce per capita greenhouse gas emissions from cars and small trucks by 2035. In 2014, Metro adopted the Climate Smart Strategy to meet that requirement by achieving a 29 percent reduction in per capita greenhouse gas emissions. A high capacity transit project in the Southwest Corridor would advance Climate Smart by making transit convenient, frequent, accessible and affordable; making biking and walking safe and convenient; and making streets and highways safe, reliable and connected. However, the HCT project would need to ensure safe and comfortable access to transit for pedestrians, bicyclists and drivers and address major gaps in biking and walking routes in the corridor.

The City of Portland's Climate Action Plan also addresses GHG emissions with objectives including reducing daily per capita vehicle miles traveled by 30 percent from 2008 levels, improving the



## Purpose and Need for the Southwest Corridor Light Rail project

efficiency of freight movement within and through the Portland metropolitan area, and ensuring that 80 percent of residents can easily walk or bicycle to meet all basic daily, non-work needs and have safe pedestrian or bicycle access to transit. Light rail transit project in the Southwest Corridor would advance these objectives, especially since that segment of I-5 is the only freeway in Portland not matched with high capacity transit to provide an alternative to driving.

### Purpose and Need Background

This section provides additional information on previous planning and regional policy that led to the proposal for a transit project in the Southwest Corridor.

The Southwest Corridor High Capacity Transit Project proposal is based on extensive regional land use and transportation planning beginning in 1975, and regional policy to make better use of the existing transportation system and provide transportation options, including pedestrian, bike and transit, before adding new motor vehicle capacity. A HCT project in the vicinity of Barbur Boulevard and Oregon Highway 99W emerged as one of three near-term projects in the High Capacity System Plan (2009), a 30-year plan to guide investments in light rail, commuter rail, bus rapid transit and rapid streetcar in the region.

High capacity transit has played a significant role in defining the Portland, Oregon region for almost 40 years. Planning for high capacity transit began following the region's decision to move away from plans for large new freeways in favor of more modest street projects and a network of transitways to meet future travel demand. These plans were codified in the 1975 Interim Transportation Plan and refined in the Light Rail System Plan adopted by the Metro council in 1982. In 1978, the voters in the metropolitan areas of Clackamas, Multnomah and Washington counties made Metro responsible for coordinating the land-use and regional transportation plans of the region's 27 jurisdictions.

In 1995, the Metro Council adopted the 2040 Growth Concept to guide regional growth. The 2040 Growth Concept and the Regional Framework Plan, adopted in 1997 and updated in 2005, encourage growth in centers and corridors within an urban growth boundary and call for high capacity transit to serve the larger regional centers. The Regional Framework Plan requires transportation system management strategies, transit, bicycle and pedestrian system improvements, traffic calming, and land use strategies be considered to meet transportation needs before increasing motor vehicle capacity. The Regional Transportation Plan (RTP) links transportation investments to land use policy to implement the 2040 Growth Concept and sets the course for future transportation decisions. These plans and policies have resulted in over 80 miles of light rail, commuter rail and streetcar lines built or planned for construction by 2016.

Beginning in 2008, working in collaboration with regional partners and the public, Metro developed the High Capacity Transit System Plan (HCT Plan) to guide the next high capacity transit investments, including light rail, commuter rail, bus rapid transit and rapid streetcar. The HCT Plan included supportive land use, transit oriented development, comprehensive parking programs, access for pedestrians and cyclists, park and rides, and feeder bus networks. In 2009, based on and public input and the analysis conducted for the HCT Plan, the Metro council approved the plan and adopted 16 potential high capacity transit corridors in four priority tiers. The Barbur/OR-99W

## Purpose and Need for the Southwest Corridor Light Rail project

corridor was in the top tier and was included as an element of the 2035 Regional Transportation Plan adopted by the Metro Council in 2010. In response, Metro initiated the Southwest Corridor Plan, a comprehensive transportation and land use planning effort, in 2011.

In July 2013, the Southwest Corridor Plan Steering Committee recommended further study of a set of high capacity transit alternatives, along with community investments in roadway, bicycle, pedestrian, parks, trails and natural area projects that would support the success of a transit project. The recommendations were based on the corridor vision adopted by the Steering Committee, which seeks to:

- balance enhancing employment, housing choices, the environment and quality of life
- use public resources efficiently, thoughtfully and equitably
- stimulate private and public investment.

The combination of transit and community investments is designed to support the land use vision for the Southwest Corridor. The land use vision, which is built on plans developed by the local jurisdictions, prioritizes areas where development would support high capacity transit.

Project partners include:

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



# October 2014 - May 2016 Public Engagement Summary

In fall 2014 Southwest Corridor project partners defined an 18-month workplan to refine the proposed set of high capacity transit (HCT) alignments and roadway, bicycle and pedestrian projects that would enter federal environmental review in the fall of 2016. Another major milestone of this refinement period was to determine if light rail or bus rapid transit would be the preferred mode. The purpose of this public engagement summary is to document the activities and outcomes of Southwest Corridor Plan outreach from October 2014 through May 2016. This work builds on public engagement activities conducted from the beginning of the Southwest Corridor Plan process.



## Creating a Preferred Package

Six years ago, regional leaders began envisioning a set of transportation and land use solutions to address key challenges and enhance livability in the Southwest Corridor. The Southwest Corridor Plan is a package of transit, roadway, bicycle and pedestrian solutions that can help reduce congestion, improve circulation and improve quality of life in the corridor. The Southwest Corridor Plan defines transportation investments to help realize the local land use visions adopted by each community in the area. Community members, business leaders, transit providers, the state and local governments are working together now to plan for these transportation and community development improvements in this corridor.

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## Overall themes

Throughout the refinement period staff repeatedly asked the public what they felt were the most important outcomes that the Southwest Corridor Plan should deliver. In multiple online and in-person settings, key desired benefits rose to the top:

- Delivers fast, reliable transit travel times
- Attracts a significant number of new transit riders
- Increases access to employment and education centers in the corridor
- Results in fewer cars on the road
- Includes walking and biking improvements to transit stations and throughout local communities.

Much of our outreach was place-based, asking residents to tell us what they valued about their neighborhoods, what they wanted to preserve and how they hoped high capacity transit could bring benefit. While each community has unique history and perspective, here are some key themes that emerged from our conversations:

- Desire for less congestion on the roads
- Concern that HCT may take away driving lanes
- Provide fast, reliable transit service with adequate park and rides
- Improve local bus service



- Safety concerns for people who take transit, walk and ride bikes
- Residents want to maintain the local character of neighborhoods and businesses
- Provide benefit to neighborhoods, don't just pass through on the way to someplace else
- Avoid or mitigate negative impacts to local traffic and business access
- High capacity transit should link parts of the community together, not be a wall that divides the community
- Improved sidewalks and bike lanes are important to local livability and safety
- Interest in how transportation investment can serve other communities not immediately on the HCT alignment, including Lake Oswego, Kruse Way, Wilsonville, King City.

## Public Engagement Objectives

- Provide relevant information to the public about upcoming project deliberations
- Generate public feedback and ideas and ensure that feedback is presented to decision makers
- Communicate with stakeholders in a way that generates understanding and enthusiasm for the project
- Build on existing relationships with engaged members of the public and build new relationships with public whose perspectives have been underrepresented to date
- Demonstrate that decision makers are receiving and considering community input when deliberating decisions

## Public Engagement Desired Outcomes

- Input on key issues and trade-offs specific to each key community in the corridor
- Summary of stakeholder perspectives on HCT alignment choices
- Input on desired benefits that Southwest Corridor Plan investments can bring to communities in the region
- Elevated voices of champions for the project
- Public stakeholders feel they have access to project details, technical staff and decision makers
- Decision-makers understand and consider public input in their decision making

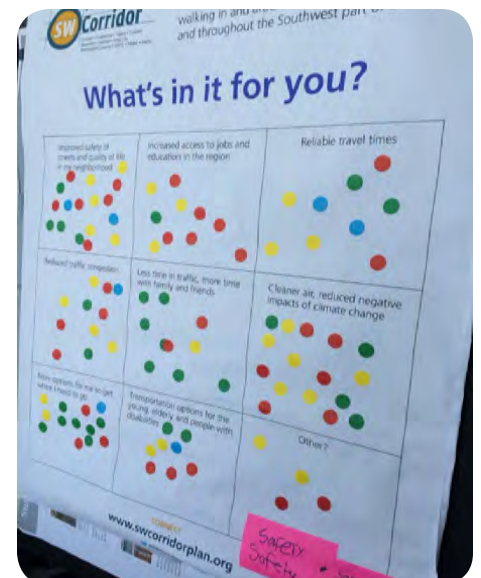
## Tabling events

Throughout the year project staff attends a number of tabling events at communities, local colleges and business centers, especially in the summer months when we can connect with residents at the area's farmers markets and community celebrations.

These events are a great opportunity to meet people who may not be familiar with the project and to ask people what benefits they want to see a Southwest Corridor project deliver to their community. Here's what we heard at our tabling events:

- Improve safety and quality of streets in my neighborhood
- Reduce negative impacts of climate change, improve air quality
- Provide more options for me to get where I need to go
- Reduce traffic congestion
- I want to spend less time in traffic, more time with family and friends
- Increase access to jobs and education in the region
- Provide transportation options for the young, elderly and people with disabilities
- Provide reliable travel times.

- National College of Natural Medicine, November 2014
- PCC Sylvania Earth Day, April 2015
- Tualatin Movies on the Commons, May 2015
- OHSU Farmers Market, June 2015
- Tualatin Farmers Market, July 2015
- Sherwood, OR Robinhood Festival, July 2015
- Tigard Farmers Market, September 2015
- Orange MAX line opening day, September 2015
- PCC Sylvania Student Welcome Day, September 2015
- PCC Sylvania Staff In-service Day, September 2015
- Well and Good Coffee House, Tigard June 2016



## Key themes on major steering committee decisions

Each major decision by the steering committee is informed by a public comment period that includes public forums or open house, online surveys and solicitation of public testimony regarding the upcoming decision. The following is a summary of input received for major steering committee decisions July 2015-May 2016. Summaries of each outreach period and the input we received have been previously published in multiple documents available on our website, and collected into the online appendix of this document.



### July 2015 steering committee decisions

**Should the Marquam Hill-Hillsdale light rail tunnel continue to be part of the project?**

**Should the Hillsdale loop cut-and-cover tunnel for bus rapid transit and light rail continue to be part of the project?**

When asked via online surveys, an open house and other community dialogues which factors were most important for decision makers to consider, respondents highlighted:

- High construction cost: input was divided among those who felt tunnel cost was too high and others who felt the cost was worth the benefit
- Desire for high ridership
- Desire for fast travel times
- Desire for direct connection to Marquam Hill

- Need to include walk and bike improvements to Capitol Highway and Barbur Boulevard
- Neighborhood construction impacts: input was divided among those with strong concern over neighborhood construction impacts and others who felt this should not be a major factor in decision making.



### January 2016 steering committee decisions

**Should the Ash Avenue, Branch Service, Clinton Crossing, Commercial Loop and Downtown Loop alignment options in Tigard continue to be part of the project?**

**Should the downtown Tualatin terminus be removed from consideration?**

When asked via online surveys and the online map tool which factors were important to consider when selecting Tigard alignments for further study, respondents highlighted:

- Faster travel times
- Better connected streets, bicycle and pedestrian facilities between downtown Tigard and Tualatin.

When asked which factors were most important for decision makers to consider when deciding where a future high capacity transit line should end (called the terminus), respondents highlighted:

- Ease of access by bikes and pedestrians
- Effect on travel times
- Potential for extending line in the future
- Effect on ridership.

People also highlighted additional issues including concern for removing auto lanes for transit capacity, concerns about potential property impacts, support for viable alternatives to driving to reduce congestion and questions about how a high capacity transit line will interact with WES.



- Capacity to serve future rush hour demand
- Capacity to extend the line in the future
- Lower ongoing cost to operate per rider
- Flexibility under road blockages and extreme weather.



### May 2016 steering committee decisions

**What is the preferred mode—bus rapid transit or light rail—for the Southwest Corridor?**

**Should a light rail tunnel directly serving the PCC Sylvania campus be advanced into the Draft Environmental Impact Statement?**

When asked via an online survey, open house and other community dialogues about the choice between light rail and bus rapid transit, respondents echoed the desire for overall project benefits including fast, reliable travel times, high ridership and access to key places. Other important factors regarding the mode decision included:

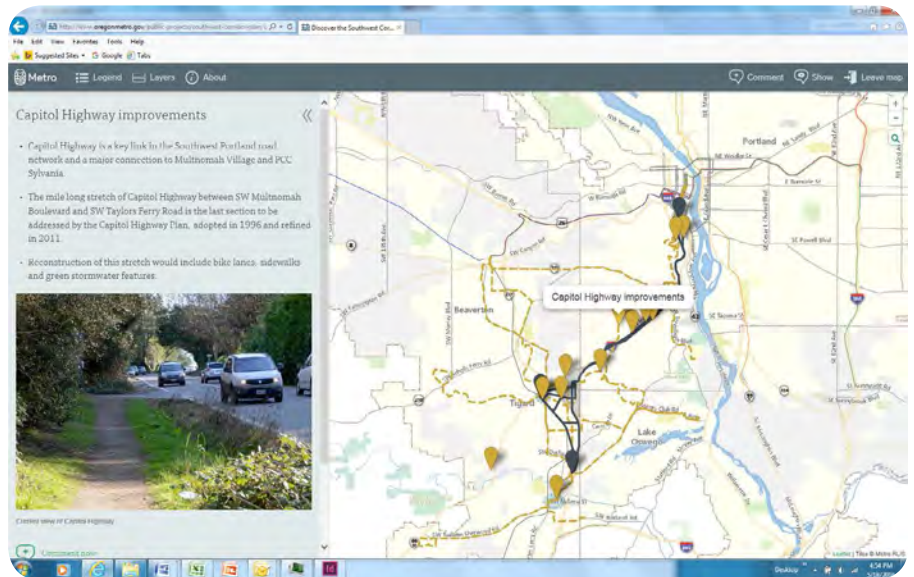
The public had a diverse set of opinions regarding the benefits and trade offs of a light rail tunnel to serve the PCC Sylvania campus. Overall themes from online surveys, open houses and community dialogues include:

- Finding ways to improve transit service to campus is very important
- Many felt the high cost of tunnels exceeded their benefit; others felt the cost was worth the long term benefit to the region
- Some residents felt strongly that negative construction impacts to neighbors should be a major factor in deciding to build a tunnel
- Improving connections to the campus from communities in Washington County is important.



## Southwest Corridor map tool

In 2015 the project team launched an online map tool where users can click on various points throughout the corridor to learn more and provide feedback. Thousands of people have visited the map and shared input through survey questions and open ended comment boxes throughout the map. In spring 2015 the map tool provided information on HCT alignment options and gathered feedback on HCT tunnels being considered. In fall 2015 staff updated the map to focus information and survey questions on HCT alignments in the Tigard and Tualatin areas and possible HCT terminus locations. In spring 2016 staff updated the map again to highlight a variety of bicycle, pedestrian and roadway projects that are crucial components of the Southwest Corridor Plan.



We want to continue to better understand how our online map tool can be a useful resource for project stakeholders and an opportunity to provide feedback. Please let us know what you think and how we can continue to improve the map tool.

## Transit rider intercept surveys

In Spring 2016, Metro public involvement staff worked with the Bicycle Transportation Alliance and TriMet to design a transit rider intercept survey that assessed the following:

- Current ridership habits including how frequently riders use transit and how they access their current transit stop
- Desired safety/access improvements at existing Southwest Corridor-area transit stops
- High-priority destinations in the Southwest Corridor
- Riders' feelings on potential negative impacts of a new light rail line.



A total of 134 rider surveys were completed at four different transit stations in the Southwest Corridor during late afternoons in April 2016. Of the 134 respondents:

- 83% frequently ride transit ("Most Days")
- 75% walk to their bus stop
- 49% did not identify any needed improvements to access their stop, while 27% said complete sidewalks were needed to access their stop
- 31% identified downtown Portland as a priority destination, 28% identified PCC Sylvania, 21% identified the Tigard Triangle and 18% identified Bridgeport Village
- 35% had no concerns about negative impacts, 28% chose air quality as a priority impact to address, 21% chose impacts to homes and 19% chose interference with auto traffic.

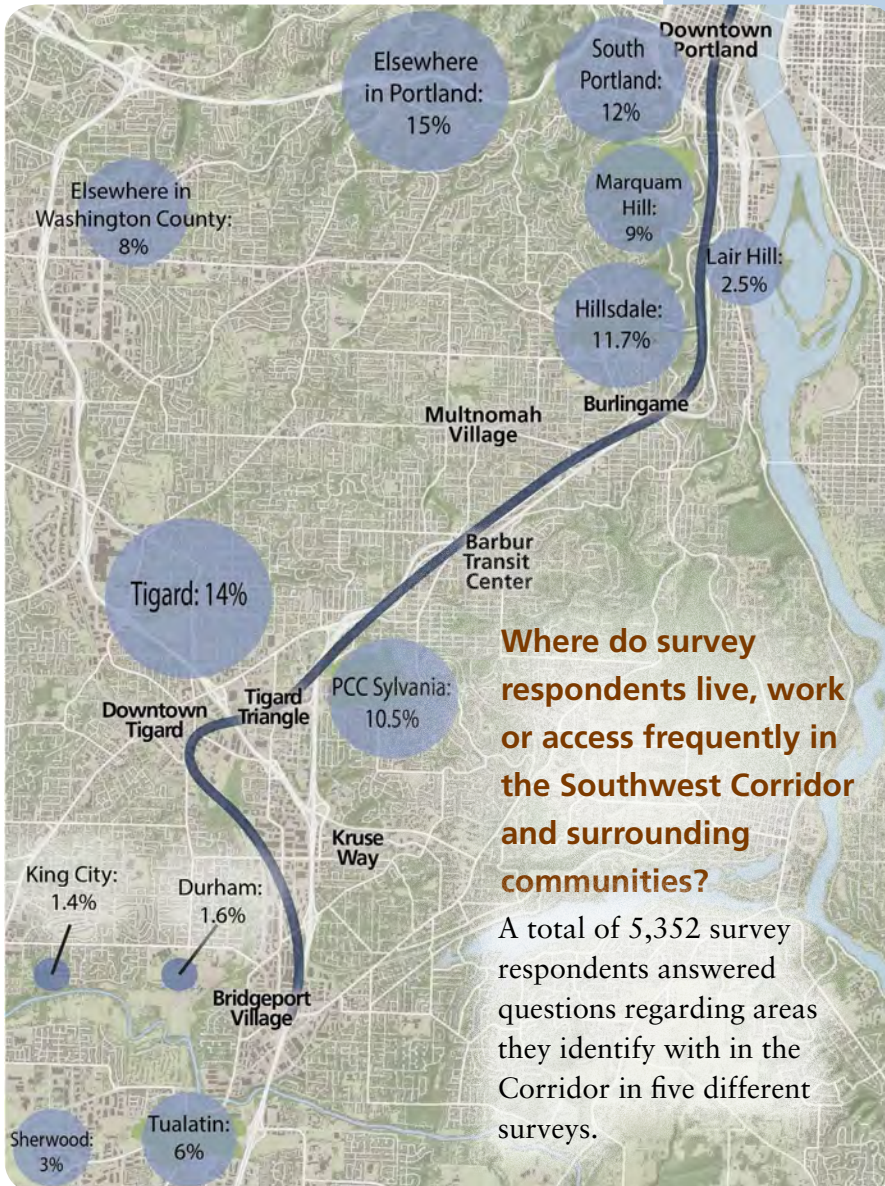
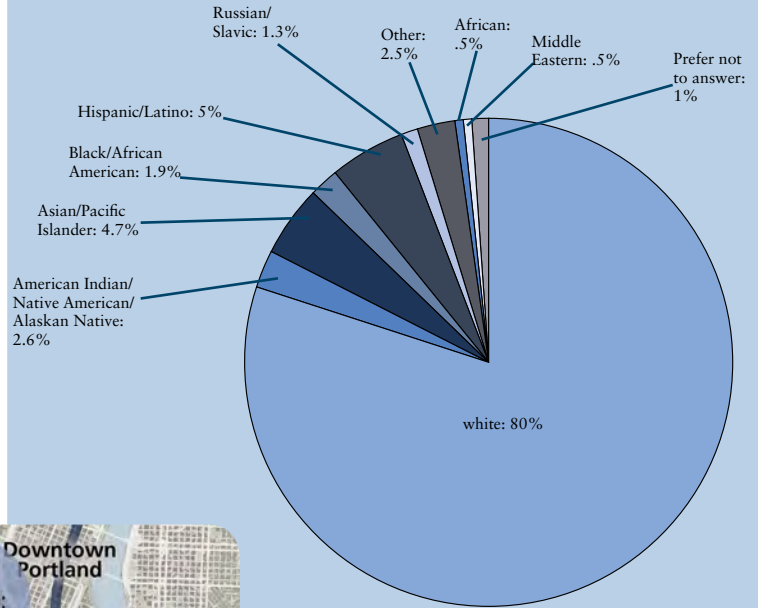


## Who did we hear from?

Project online surveys include a set of optional demographic questions. Asking respondents for their age, income, race/ethnicity, gender, and areas where they live and work in the corridor helps us improve our outreach and strive for full participation by potentially affected communities in the transportation decision-making process. The charts on this page combine demographic data from multiple surveys. We realize that some of the same people responded to multiple surveys and there may be duplicate representation. Our intent in providing these charts is to provide a general sense of who is responding to project surveys.

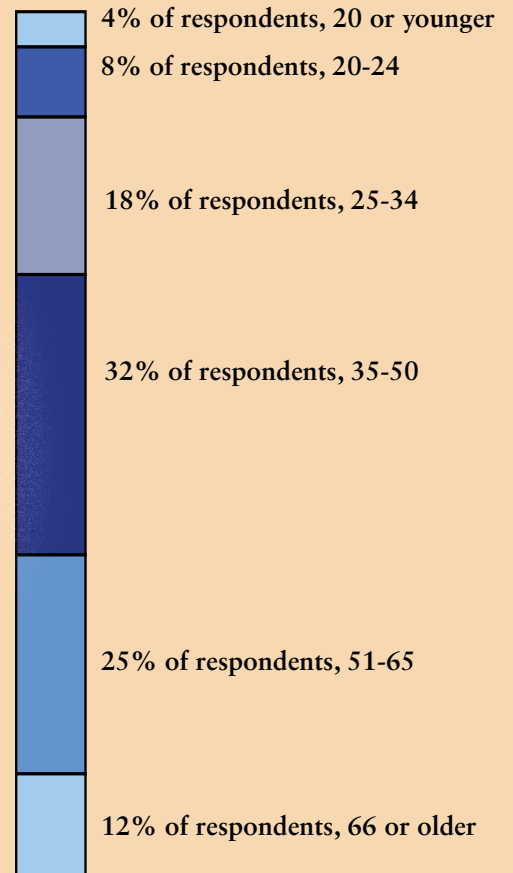
## Racial/Ethnic Demographics

A total of 4,284 survey respondents answered questions regarding race/ethnicity in five different surveys.



## Age Demographics

A total of 3,460 survey respondents answered questions regarding age in five different surveys.



## Tools/Methods

### My Place Dialogues and Community Conversations

Meetings with formal and informal civic, business, resident and youth groups to connect with the public in key places in the corridor. These events focus on geographic, social and cultural issues to elevate the unique local benefits and impacts of the project and also set each community's choices in the context of corridor-wide project performance and decision-making.



## What we did/Who we met with

- National College of Natural Medicine
- South Portland Neighborhood Association
- Hillsdale Neighborhood Association
- Far Southwest Neighborhood Association
- Homestead Neighborhood Association
- Markham Neighborhood Association
- Southwest Neighborhoods, Inc. Transportation Subcommittee
- Hillsdale residents
- Concerned Citizens for Social Justice
- Drinking Liberally in Tigard
- Portland Business Alliance
- Tigard Downtown Alliance
- Tigard Transportation Advisory Committee
- Westside Economic Alliance
- Washington County Coordinating Committee
- Tigard City Center Advisory Committee
- Tualatin Youth Advisory Council
- Tigard Youth Advisory Council
- Supa Fresh Farm, Youth Source
- Oregon Somali Family Education Center
- Greenburg Oaks residents, Community Partners for Affordable Housing
- Somali American Council of Oregon
- Lair Hill residents and business owners
- 1000 Friends of Oregon
- Coalition for a Livable Future
- Center for Intercultural Organizing

### Online information and surveys

Online surveys to generate specific feedback to staff and decision-makers on project decisions. Up-to-date web site that provides access to project materials, upcoming events and summaries of steering committee decisions. See appendix for online survey data.

- Online survey, May 8-22, 2015
- Online survey, June 12-26, 2015
- Online survey, September 15-October 5, 2015
- Online survey, October 19-November 9, 2015
- Online survey, December 4-31, 2015
- Online survey, January 4-February 15, 2016
- Online survey, April 18-28, 2016
- Monthly updates to web site design and content

## Tools/Methods

### Corridor-wide planning forums

Structured events geared at large numbers of public stakeholders, opportunities to provide in-depth project detail and generate feedback.

### Open houses and tabling events

Semi-structured opportunities for interested people to drop by to talk and ask questions of staff and decision makers.



### ID Southwest

Appointed committee of community leaders who can activate local dialogue that shapes transportation and land use investment in the corridor, and can make the most of public-private partnerships.

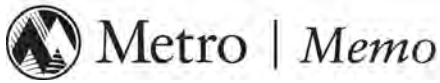
### Focused discussions

Public meetings with a specific focus on technical or special interest topics.

## What we did/Who we met with

- May 12, 2015, Wilson High School
- October 19, 2015 Tigard Public Works Building
- April 6, 2016, Southwest Community Center
- Southwest Corridor Plan Open House, June 2015
- National College of Natural Medicine, November 2014
- PCC Sylvania Earth Day, April 2015
- Tualatin Movies on the Commons, May 2015
- OHSU Farmers Market, June 2015
- Tualatin Farmers Market, July 2015
- Sherwood, OR Robinhood Festival, July 2015
- Tigard Farmers Market, September 2015
- Orange MAX line opening day, September 2015
- PCC Sylvania Student Welcome Day, September 2015
- PCC Sylvania Staff In-service Day, September 2015
- Well and Good Coffee House, Tigard, June 2016
- ID Southwest Meetings, May 2015, October 2015, March 2016
- Membership in ID Southwest is representative of communities and expertise throughout the study area.
- Technical Workshops: Southwest Neighborhoods Inc., April 2015, May 2016
- Marquam Hill Design Connection: Ahavath Achim synagogue, Friends of Terwilliger, OHSU, Veterans Hospital, Southwest Neighborhoods Inc.





DATE: July 12, 2016  
TO: Joint Policy Advisory Committee on Transportation (JPACT) and interested parties  
FROM: Tyler Frisbee, Policy Development Manager  
Tom Kloster, Regional Planning Manager  
SUBJECT: MAP-21 and FAST Act Rulemaking - Update and Next Steps

\*\*\*\*\*

#### **PURPOSE**

- Seek input on draft comment letter on the draft National Performance Rule.
- Provide brief update regarding recent federal rulemaking to implement MAP-21 and the FAST Act.

#### **ACTION REQUESTED**

- Do you have questions or comments on the draft comment letter on the draft National System Performance Management Measures Rule<sup>1</sup>?
- Do you have questions or comments on the proposed response to the draft Establishment of Interim National Freight Network Rule<sup>2</sup>?
- Do you have questions or comments on the proposed response to the draft Metropolitan Planning Organization Coordination and Planning Area Reform Rule<sup>3</sup>?

#### **BACKGROUND**

Significant federal rulemaking activities to implement the performance provisions first included in the Moving Ahead in the 21st Century Act (MAP-21) Act and subsequent provisions contained in the Fixing America's Surface Transportation (FAST) Act have been underway for nearly 4 years by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA). These activities will impact state and regional transportation planning and programming responsibilities in the months and years ahead.

MAP-21 required FHWA to establish measures covering a wide range of goal areas, including safety, infrastructure condition, congestion reduction, system reliability and environmental sustainability. These measures were broken into three groups with separate notices of proposed rulemaking. The original intent of this process was to roll the three proposed rules into one final rule, but due to the length of time that it has taken to propose and finalize each rule, FHWA decided to implement these rules at separate stages. FHWA finalized safety performance measures on March 16, 2016 and is expected to finalize the infrastructure condition measures in November 2016.

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<sup>1</sup> <https://federalregister.gov/a/2016-08014>

<sup>2</sup> <https://federalregister.gov/a/2016-13261>

<sup>3</sup> <https://federalregister.gov/a/2016-14854>

FHWA released the last set of performance measures required by MAP-21 on April 22, which would measure system performance, including system reliability for the National Highway System (NHS), Interstate freight reliability, congestion and on-road mobile source emissions.

In addition, FHWA released two rules on June 6 and June 27, respectively. The rules relate to designation of the national freight network and updating planning requirements for urbanized areas with multiple metropolitan planning organizations (MPOs).

Background on each rule and a summary of next steps follows.

### **NATIONAL SYSTEM PERFORMANCE RULEMAKING BACKGROUND**

MAP-21 directed the FHWA to craft performance measures for the national highway system, interstate system, and the Congestion Mitigation Air Quality (CMAQ) program. These measures are not attached to specific funding at this time, but state departments of transportation (DOTs) and MPOs are expected to use these measures and the data generated in reporting progress toward targets to make better informed planning and investment decisions.

FHWA issued a proposed rule for congestion, reliability, goods movement, and air quality performance measures, with a heavy emphasis on vehicle speed on the National Highway System. Comments on the proposed rule, including whether to include a greenhouse gas emissions performance measure are due by August 20.

It should be noted that these measures have generated more concern amongst state DOTs and MPOs than previous rulemakings, resulting in a significantly delayed rulemaking schedule when compared to safety or infrastructure condition performance measures rules going into effect this year. Once the measures are finalized, state DOTs and MPOs will be allowed to set their own targets. State DOTs will be required to report their progress in meeting those targets to FHWA every two years. There are no punitive measures associated with the failure to meet those targets, given the language in MAP-21 and the FAST Act. Regional target-setting for this rule will depend on when the rule is finalized and its effective date. As proposed, the region would have 1.5 years from the effective draft of the final rule to establish targets.

Traditionally after a comment period closes, FHWA may either take comments into consideration and release a final set of rules, or release a second set of draft comments and incorporate another round of feedback. State DOTs, national organizations such as Transportation for America, and other MPOs have already weighed during this round of rulemaking. Nearly 4,800 comments have been submitted to date. Given the significant concerns regarding the rule as proposed, there could be a second comment opportunity on a revised draft rule. USDOT staff have expressed a desire to finalize the rule by the end of 2016.

The rule, as proposed, focuses mostly on vehicle speed and delay as primary measures of congestion and reliability. While Metro has advocated for the incorporation of reliability into federal metrics for a long time, and strongly supports its inclusion in this round, staff are concerned that the rest of the metrics, as proposed, overly focus on traffic speed. Metro's most significant concerns are:

- 1.) The measures are narrowly focused on a small set of measures, which is at odds with the region's trajectory to a broader set of metrics that measure outcomes as varied as reducing greenhouse gas emissions, improving accessibility, reducing reliance on the automobile, increasing transportation choices, and supporting economic development.

- 2.) The focus on congestion and vehicle speed could result in the favoring of projects that increase vehicle miles traveled and expand roadway capacity at the expense of other modes, which could impede our ability to meet regional goals and our 2040 Growth Concept vision.
- 3.) The measures are narrowly focused on the National Highway System, which means that the majority of roadway miles in our region would not be included. This makes measuring goals such as greenhouse gas emissions, economic vitality, and accessibility difficult.
- 4.) The measures fail to count multimodal trips, which can make up to one third of the “traffic” on some of the region’s busiest corridors. This means that our region would not get credit for much of the work that we’ve done, particularly as our region continues to grow.

These proposed performance measures matter for several reasons.

- 1.) If the final measures align with adopted regional goals and related performance measures, it positions us well to seek additional funding at the state and federal levels.
- 2.) While these performance measures are merely perfunctory at this time, it is likely that in the future they will be incorporated into decisions regarding federal grant funding and formula funding, as intended when MAP-21 required an outcomes-based, performance driven approach to transportation planning and investment decisions. The more consistent the final measures are with regional performance measures and goals, the better positioned the region will be to seek funding.
- 3.) As proposed, many of the proposed measures come with significant data collection and management responsibilities for DOTs and MPOs, which, in addition to the performance metrics we have already agreed on as a region and a state, could be burdensome and expensive.

Metro staff are preparing a technical analysis of the performance measures, along with responses to several questions raised by FHWA in the proposed rulemaking. That analysis, along with the attached cover letter, make up our proposed response to FHWA. The Transportation Policy Alternatives Committee (TPAC) will be asked to make a recommendation on the draft cover letter for consideration by JPACT in August. Comments are due to the Federal docket by August 20, 2016.

#### **INTERIM NATIONAL FREIGHT NETWORK RULEMAKING BACKGROUND**

The FAST Act directs the USDOT to establish a National Multimodal Freight Network to help direct states and USDOT to strategically direct funding and attention to support efficient freight movement. USDOT released the draft rule on June 6, 2016; the final rule must be released by December 4, 2016. There are two primary objectives of the rulemaking: one is to establish the interim National Multimodal Freight Network (NMFN), and the data points used to establish the NMFN. The current interim proposed NMFN consists of the primary highway freight system (including I-5 and I-84 in Oregon), all Class I rail lines (over 1,100 miles in Oregon), rail lines that connect to ports in the NMFN, and routes on the Strategic Rail Corridor Network, ports with an annual trade of at least 2 million short tons (including the Port of Portland), inland and intracoastal waterways, and 56 airports (including Portland International Airport). USDOT is specifically seeking comment on the following issues:

- **Highway:** What is the size and composition of the highway freight network that should be considered?
- **Rail:** What is the appropriate rail network?
- **Maritime:** What ports are unique in handling cargo that should be included despite low overall total freight handling?
- **Aviation:** What is the most appropriate data to guide what airports should be included?

Metro staff are reviewing the draft network and rule in coordination with staff from ODOT, the Port of Portland and the City of Portland, and will submit technical comments consistent with the adopted Regional Transportation Plan and 2010 Regional Freight Plan. These comments will also be provided to JPACT and the Metro Council once completed. Comments are due to the Federal docket by September 6, 2016.

#### **MPO COORDINATION AND PLANNING AREA REFORM RULEMAKING BACKGROUND**

As part of the final MAP-21 rulemaking process (discussed above), FHWA released draft rulemaking regarding MPO planning requirements on June 20, 2016. This rulemaking process was also authorized by MAP-21 and supported in the FAST Act. The majority of the rule will have little impact on our region, as it solidifies practices and processes our region and ODOT have already adopted. However, in an attempt to ensure that MPOs are actually regional in nature (rather than local), the draft rule updates requirements for census designated urbanized areas with multiple MPOs. The census designated urbanized area for the greater Portland region includes Clark County and Vancouver, Washington and, as a result two MPOs.

Metro staff are concerned that this proposed rule creates significant logistical and practical problems. For example, Metro has statute-designated land use authority under Oregon law, Clark County's MPO, the Regional Transportation Council (RTC), does not. A portion of Metro's MPO governing body (the Metro Council) is directly elected; Clark County's governing body is not.

Metro staff are currently preparing a response to USDOT focused on concerns about the alignment of urbanized areas with MPO boundaries when the urbanized areas includes two or more states and the requirement that Metro, JPACT and the RTC would need to adopt a single metropolitan long-range regional transportation plan (RTP), Transportation Improvement Program (TIP) and jointly established set of performance targets. Staff believe that focusing our response on the narrow swath of MPOs in urbanized areas that include two or more states is the strongest response.

Metro staff are preparing comments for consideration by JPACT and the Metro Council in August. Comments are due to the Federal docket by August 26, 2016.

#### **ATTACHMENTS**

- Cover letter to USDOT regarding the proposed rules for National system performance measures

August 20, 2016

Secretary Anthony Foxx  
U.S. Department of Transportation  
1200 New Jersey Ave, SE  
Washington, DC 20590

RE: Federal Docket No. FHWA-2013-0054

Dear Secretary Foxx:

For nearly 50 years, the Portland region has been exploring new ways to efficiently invest our limited transportation funds in ways that reinforce our regional goals:

1. Quality jobs, living wages and a strong economy;
2. Vibrant communities with stable and affordable housing opportunities;
3. Safe and reliable travel options;
4. Clean air and water and a healthy environment;
5. Leadership on climate change; and
6. Equity for all our residents and communities relative to the benefits and burdens of growth and change to the region.

Meeting these ambitious goals requires outcomes-based, performance-driven metrics that focus on the movement of people and goods and their access to destinations, regardless of mode of transportation.

In the past ten years, our region has intentionally moved away from measuring success using one or two narrow measures, and has instead focused on a comprehensive array of outcomes that provide a better assessment of where we have been, where we are going, and where we could do better. This broader array of outcomes allows Metro and our partners to better understand the needs of the region, and implement a variety of tools to meet the region's goals.

In particular, the Portland region intentionally does not define success in our transportation investments by using congestion as our only measure. While congestion is an important indicator that we consider in our investment decisions, it is one of many which are designed to reflect the suite of performance goals our region has adopted. Using congestion as a sole or primary metric of system performance tends to result in an outdated strategy that



focuses on adding single occupant vehicle capacity to roadways rather than looking at integrated, multi-modal strategies that support broader community and regional goals. Roadway capacity focused strategies tend to have price tags that are unachievable and unsupported by taxpayers, and unintended environmental and equity consequences that are at odds with our regional goals.

This is why we are concerned with the current performance metrics proposed by the U.S. Department of Transportation (USDOT). While we strongly support the move toward an outcomes-based federal policy for transportation planning, we are concerned that FHWA is actually taking a step backward, toward a single measure of success that focuses only on highways – an approach our region has been moving away from for decades, and one that would significantly hamper our efforts to help the Portland region flourish.

Worse, while the draft rule released by the USDOT seems to include a range of congestion measures, these measures are all simply variations on vehicle speed and delay, which we have found to be an insufficient barometer of freight movement. In our experience, vehicle speed alone is a poor indicator of whether the broader transportation system is working to move goods, provide access to jobs and other destinations and protect air quality. Even if these proposed rules were intended to only address freight movement, which they are not, we are concerned that they would capture an incomplete snapshot of how our freight system is performing.

The Portland region is developing a more balanced set performance measures that are focused on understanding the functioning of the integrated, multi-modal transportation system and whether it is delivering desired outcomes. These measures include:

- Improving the safety and reliability of the region's multi-modal freight network, which includes moving goods in the highway corridors that serve our industry and ports;
- Providing every person with safe, reliable and affordable connections to essential destinations such as jobs, education, and healthcare, particularly our region's most underserved populations which include people of color, households with lower incomes, people with disabilities, older adults and youth;
- Expanding our system's capacity and modal options in our most traveled corridors so that we can move more people and provide them real choices in selecting their preferred method of travel. This includes transit and bicycling, which carry up to one third of travelers in some of our busiest corridors;
- Managing demand and improving street connectivity and system operations to address persistent bottlenecks where continued highway widening would have limited long-term benefit; and
- Linking our transportation and land use decisions to reduce how much people need to drive, thereby improving the region's air quality and public health outcomes, and reducing greenhouse gas emissions, part of a statewide effort in Oregon.

Performance measures will be among the most important tools USDOT has at its disposal to inform federal, state, regional and local decisions about how to build a safe, healthy, reliable

and affordable transportation system that meets the needs of all users. Reliance on vehicular-based speed and congestion measures to evaluate transportation system performance could incentivize states and MPOs to adopt strategies that prioritize adding highway capacity for single occupant vehicles rather than a more holistic approach. Our region, and many others, has invested billions of dollars in our transit, biking, and walking networks in order to improve our quality of life, lessen our impact on the environment, and ease congestion. Under these proposed rules, those investments would be minimized and their contributions sidelined.

We urge you to make significant changes to the draft rule to expand its focus to include the movement of actual people and goods and their access to destinations, regardless of transportation mode, rather than vehicles and speed. As written, the draft is mostly silent on people and accessibility, and instead proposes measures that have been shown to be harmful to the USDOT's stated goals of safety, providing transportation options, minimizing transportation-related fuel consumption and air pollution and using transportation services to provide access to ladders of opportunity in an inclusive manner.

We also encourage the USDOT to challenge states and metropolitan areas to be creative in tailoring measures specific to their regions that support a broader national set of desired outcomes and inspire inclusive and innovative solutions.

We have directed our MPO staff to provide more specific comments on the draft rule in a separate correspondence. We hope these comments will lead to a more effective set of performance measurements that support the transportation vision we all share and appreciate the opportunity to participate in this review.

Sincerely,

Tom Hughes, President  
Metro

Craig Dirksen, Chair  
Joint Policy Advisory Committee on Transportation (JPACT)