



600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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Tuesday, July 26, 2022

10:30 AM

<https://zoom.us/j/615079992> (Webinar ID:  
615079992) or 929-205-6099 (toll free)

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### Call to Order and Roll Call

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### Work Session Topics:

10:30 Introduction to the High Capacity Transit Strategy Update [22-5750](#)  
for the 2023 RTP

Presenter(s): Margi Bradway (she/her), Metro  
Ally Holmqvist (she/her), Metro

Attachments: [Staff Report](#)  
[Attachment 1](#)  
[Attachment 2](#)  
[Attachment 3](#)

11:00 Regional Mobility Policy: Report Findings and Preliminary [22-5751](#)  
Recommendations from Case Study Analysis

Presenter(s): Margi Bradway (she/her), Metro  
Kim Ellis (she/her), Metro  
Glen Bolen (he/him), ODOT

Attachments: [Staff Report](#)  
[Attachment 1](#)  
[Attachment 2](#)  
[Attachment 3](#)  
[Attachment 4](#)

**12:00 Councilor Communication**

**12:10 Chief Operating Officer Communication**

**12:15 Adjourn**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានការបណ្តឹងរើសអើងសម្រាប់សេវាសេវាសេវា [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឱ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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**Introduction to the High Capacity Transit Strategy Update for the  
2023 RTP**

*Work Session Topics*

Metro Council Work Session  
Tuesday, July 26<sup>th</sup>, 2022

## HIGH CAPACITY TRANSIT STRATEGY UPDATE: A 2023 RTP FOCUS AREA

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Date: July 7, 2022  
Department: Planning, Research and Development  
Meeting Date: July 26, 2022

Presenters: Margi Bradway, Deputy Director Planning, Development & Research Department  
Ally Holmqvist, Senior Transportation Planner

Prepared by: Ally Holmqvist, Senior Transportation Planner

Length: 30 minutes

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### **ISSUE STATEMENT**

High capacity transit is the backbone of the 2040 Growth Concept and Climate Smart Strategy, as well as the transit network vision in the Regional Transportation Plan which is a key tool for implementing both of these foundational regional documents. That vision includes connecting the central city and regional centers like Gresham, Clackamas and Hillsboro through high capacity transit – linking people to hubs of commerce and supporting development in dense areas with a mix of housing and jobs to support healthy, equitable communities and a strong economy. Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving that helps minimize congestion as our region continues to grow. This makes our transportation system more equitable for people who rely on transit, including people with low incomes, of color, with disabilities, who are older and single-parents.

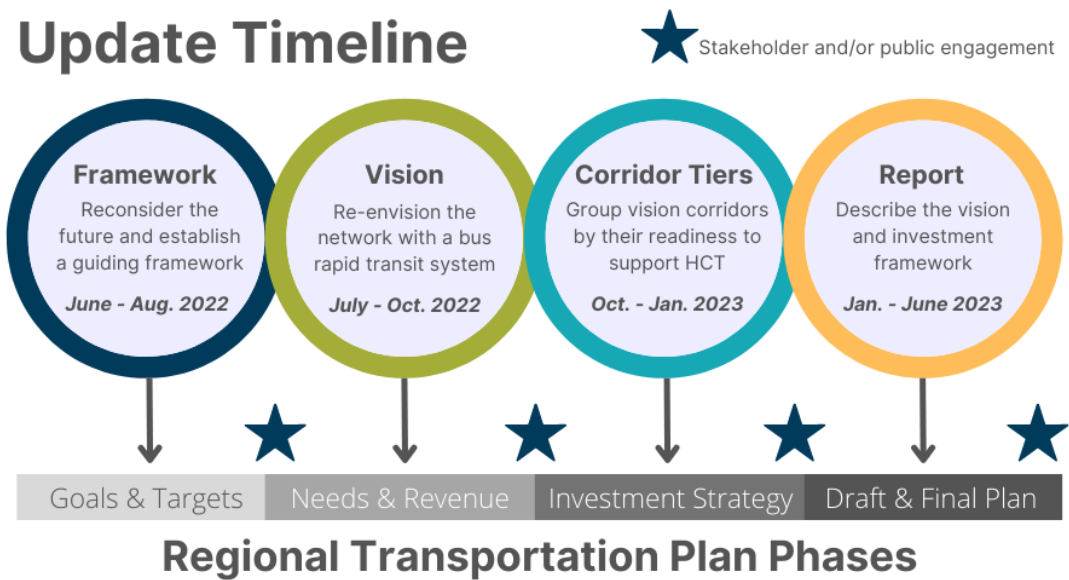
Further, high capacity transit is critical to meeting our climate goals. More transportation options that lead to fewer cars on the road reduces air pollution, provides more opportunities for physical activity, reduces time in traffic, results in fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. If we want to become the region we envisioned in our 2040 Growth Concept, Climate Smart Strategy, and 2018 Regional Transportation Plan and Regional Transit Strategy we must continue improving transit’s accessibility, frequency, convenience, and reach. By updating our strategy for high capacity transit, we will envision a stronger backbone for the network that will set the stage for future work to look at potential solutions improving its connections (for more information see the fact sheet provided as Attachment 1).

The High Capacity Transit (HCT) Strategy, a component of the Regional Transportation Plan (RTP), is the framework for guiding regional high capacity transit system investments – categorizing corridors where a higher quality of service would most benefit the most people. The update will re-assess and re-evaluate the region’s high capacity transit system to address new policy questions around the future of high capacity transit in our region, re- envision the regional high capacity transit network with rapid bus, and build on the previous work done identifying community priorities to create a “pipeline” of corridor investments in the region competitive for federal funding (for more information see the

fact sheet provided as Attachment 2). Work will include establishing policy recommendations, identifying additional corridors for consideration and refining the network vision, tiering corridor investments by readiness and identifying potential project opportunities (providing a framework for project prioritization within the 2023 RTP process), and developing a draft report including recommendations for implementation of the updated HCT Strategy. This work will result in an updated strategy for achieving our goals and desired outcomes as we implement the high capacity transit network vision.

The [update](#) is led by a project management team including staff from Metro’s Planning, Research and Development, Investment Areas and Land Use and Development Departments and TriMet’s Mobility, Planning and Policy and Major Projects Divisions. The team will meet regularly with a Transit Working Group that includes partner representatives from SMART, Portland Streetcar, City of Portland, Clackamas County, Multnomah County, Washington County, ODOT, C-TRAN and Southwest Washington Regional Transportation Council to share work and solicit feedback. Metro staff will also engage with other regional transit providers and interested organizations in engagement and formal consultation conducted as part of the 2023 RTP update.

The HCT Strategy will be updated in four key phases from June 2022 to November 2023 with staff returning to Metro Council for input to inform each milestone. This work plan and supporting public engagement approach (described in the work plan included as Attachment 3) were developed to align with the timeline, key milestones, and engagement efforts for the 2023 RTP to be considered for adoption in November 2023.



**ACTION REQUESTED**

There is no formal action requested. Staff is seeking to provide an introduction to the High Capacity Transit Strategy Update and to solicit feedback from the Metro Council on 1) the work plan approach and anticipated outcomes, 2) the engagement strategy and 3) key elements and policy considerations to address. The purpose of this discussion is to shape

development of the policy framework, vision and emerging strategies for high capacity transit for the 2023 Regional Transportation Plan.

## **POLICY CONTEXT AND IDENTIFIED OUTCOMES**

The 2023 Regional Transportation Plan (RTP) update recognizes that we are at a pivotal moment. The greater Portland region continues grow – steadily, diversely, and differently – in the face of challenges. Some of these challenges are enduring, such as climate change, systemic racism and inequity, job accessibility (e.g., jobs/housing balance, travel time and reliability), and affordability, while others are emerging such as the COVID-19 pandemic and the shift to more people working and shopping online.

As a result, transit in the Portland region looks different today than it did in 2018 when the last RTP was adopted. We know that transit service and ridership in our region, and nationally, have been severely impacted by an environment of increased pandemic-related costs, falling fare revenue, and operator shortages. We also know, even at pre-pandemic service levels, we need more and more frequent, faster, and more reliable service to more places to meet the needs of community members and to provide better alternatives to driving. Those needs include continuing to make the system safer and more equitable and accessible for people who rely on transit, including people with low incomes, people of color, people with disabilities, people who are older and single-parent families.

We know that even during this challenging time, work is underway to make the transit system better – particularly “high capacity transit”. Division Transit – TriMet’s first rapid bus line – will open this September and rapid bus planning efforts are also underway for Tualatin Valley Highway in Beaverton-Hillsboro, 82nd Avenue in Portland, and Mill Plain Boulevard in Vancouver. As the “missing middle” of transit, rapid bus offers great opportunities for cost-effectively expanding high quality service to support growing regional centers and educational and employment areas. Further, we know that new funding sources (e.g., Infrastructure Investment and Jobs Act) provide substantial opportunities for rapid bus in particular, while also supporting transit service recovery planned through [Forward Together](#) and other regional efforts (e.g., Washington County Countywide Transit Study, SMART Master Plan Update) more generally (within the 2023 RTP near-term horizon).

The future looks brighter long-term and increased transit service is a critical part of the overall solution to challenges facing the greater Portland region. We want to continue to plan in ways that support service recovery and ridership now, while also setting ourselves up to maximize opportunities for realizing our transit vision for the future in order to provide the greatest community benefit. That means this is the right time to focus on high capacity transit yielding the highest outcomes for the most people in line with regional goals. The High Capacity Transit Strategy Update will bring together greater Portland partners and community members to expand and renew our shared vision for investing in a high capacity transit system that serves everyone.

**Table 1. Regional Policy Context for the HCT System Strategy Update**

<b>Plan</b>	<b>High Capacity Transit Policy Context</b>
<b>2040 Growth Concept</b>	<p>High capacity transit is a key element of connecting the central city and regional centers like Gresham, Clackamas and Hillsboro. By moving people efficiently and comfortably over long distances, high capacity transit promotes the efficient use of land – connecting people with hubs of commerce and supporting development in dense areas with a mix of housing and jobs to support healthy, equitable communities and a strong economy.</p>
<b>Climate Smart Strategy (CSS)</b>	<p>The CSS provides clear direction to invest more in making our transit system more convenient, frequent, accessible and affordable in order to meet regional sustainability goals and objectives. Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. This makes our transportation system more equitable for people who rely on transit, including people with low incomes, of color, with disabilities, who are older and single-parents. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. The CSS includes a number of near-term actions for Metro and partners related to high capacity transit, including:</p> <ul style="list-style-type: none"> <li>• Expand transit service to serve communities of concern, transit-supportive development and other potential high ridership locations; and</li> <li>• Expand partnerships with transit agencies, cities, counties and ODOT to implement capital improvements in frequent bus corridors (including dedicated bus lanes, stop/shelter improvements, and intersection priority treatments) to increase service performance.</li> </ul>
<b>Regional Transportation Plan (RTP)</b>	<p>High capacity transit is critical to implementing the RTP investment priorities that support the 2040 Growth Concept’s blueprint for the future – equity, climate, safety and mobility. Expanding high capacity transit service provides people with transportation options and helps minimize congestion as our region continues to grow. The policy framework for high capacity transit focuses on creating strong connections between regional centers in line with these goals. Regional Transit Network Policy 4 also directs investment decisions to “[m]ake transit more convenient by expanding high capacity transit; improving transit speed and reliability through the regional enhanced transit concept.”</p>



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**Regional Transit Strategy (RTS)**

Key focus areas of the RTS vision include high capacity transit investments, such as light rail and bus rapid transit; and new transit enhancement strategies, such as transit signal priority, bus-only lanes and queue jumps. The RTS also identified many actions for Metro and partners to take in supporting those focus areas, including:

- Invest in High Capacity Transit corridors;
  - Provide new community and regional transit connections to improve access to jobs and community services and make it easier to complete some trips without multiple transfers; and
  - Design transit streets to prioritize curb access for transit vehicles and minimize conflicts with other modes.
- 

**STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION****Connection to Policy Context and Other Regional and Local Work**

Based on the policy context provided by the 2040 Growth Concept, Climate Smart Strategy, Regional Transit Strategy and 2018 Regional Transportation Plan, the scope of the High Capacity Transit (HCT) Strategy Update includes considering how the regional high capacity transit network can:

- Advance RTP priorities for equity, climate, safety, and mobility and forward implementation of the region’s 2040 Growth Plan and Climate Smart Strategy.
- Best recover from COVID-19 and recent operator shortages.
- Build from the “spoke and hub” light rail system to explore a complementary grid-based bus rapid transit system that leverages identified Enhanced Transit Corridors in support of the high capacity transit vision.
- Better serve transit-supportive equity focus areas and connect regional (and town) centers together.
- Be more people-focused, better responding to community needs and priorities related to how and where community members travel, particularly non-commute trips and be a safe, reliable, affordable, and convenient alternative to driving.
- Support mobility hubs and bus fleet electrification.
- Fit into a complete, integrated regional transportation system and statewide rail and inter-city transit system and integrate with a range of mobility services.
- Support affordable housing along corridors and in centers, preventing and/or limiting displacement through intentional actions supporting community development and stabilization, and improving quality of life for people of all incomes and backgrounds.

Consistent with the policy context, the HCT update will also be informed by, coordinated with and ultimately itself inform other recent regional study, planning efforts and/or work underway (see Table 2 below for a list of efforts informing, coordinated with and to be informed by the High Capacity Transit Strategy Update).

**Table 2. Regional Work Related to the HCT System Strategy Update**

Informing Strategy Development	Coordinated with Strategy Development	To Be Informed by the Updated Strategy
<ul style="list-style-type: none"> <li>• Mobility Corridors Atlas (2014)</li> <li>• Strategic Plan to Advance Racial Equity, Diversity and Inclusion and Equity Framework (2016)</li> <li>• Southwest Corridor Equitable Development Strategy (2017) and Locally Preferred Alternative (2018)</li> <li>• Division Transit Locally Preferred Alternative (2019)</li> <li>• Designing Livable Streets and Trails Guide (2019)</li> <li>• Regional Framework for Highway Jurisdictional Transfer (2021)</li> <li>• Regional Congestion Pricing Study (2021)</li> <li>• Transportation System Management and Operations Strategy Update (2021)</li> <li>• Regional Mobility Policy (2019-22)</li> </ul>	<ul style="list-style-type: none"> <li>• Tualatin Valley Highway Corridor Study (2022-23)</li> <li>• 82<sup>nd</sup> Avenue Corridor Study (2023)</li> <li>• Transit-Oriented Development Strategic Plan Update (2022)</li> <li>• Emerging Transportation Trends Study (2022)</li> <li>• Climate Smart Strategy Update (2022)</li> <li>• 2020 MPO Boundary, Equity Focus Areas, and High Injury Corridor Designations</li> </ul> <p>2023 RTP</p> <ul style="list-style-type: none"> <li>• Racial Equity Framework</li> <li>• Goals, Objectives, and Targets</li> <li>• Regional Needs and Opportunities Analysis</li> <li>• Safe and Healthy Urban Arterials Policies</li> <li>• Affordability and Anti-Displacement Policies</li> <li>• Equitable Finance Strategies</li> <li>• Funding/Revenue Forecast</li> </ul>	<p>2023 RTP Transit Strategy</p> <ul style="list-style-type: none"> <li>• Existing conditions</li> <li>• Regional Transit Policy Framework</li> <li>• Regional Transit System Needs</li> <li>• Regional Transit Network Concept and Functional Classifications</li> <li>• RTP Transportation Project and Program Priorities – RTP Call for Projects</li> <li>• Performance Measures</li> <li>• Chapter 8 Scoping: Future Work Needed to Support Successful Implementation of the HCT System Strategy</li> <li>• 2023 Climate Smart Strategy</li> </ul>

Similarly, several local agencies and jurisdictions have completed or are currently working on transit development plans that are already expanding or will expand the transit network that will inform the HCT Strategy Update. Agency partners participating in the HCT Working Group will help ensure this recent work is reflected in the update. Additionally, the update will be coordinated with transit efforts currently underway (shown in bold on the list below):

- **Oregon Department of Transportation Oregon Transportation Plan** (anticipated 2023), **Oregon State Rail Implementation Plan** (underway 2022), and Oregon Passenger Rail Development Plan (2021) and Public Transportation Plan (2018)
- Clackamas County Clackamas to Columbia Corridor Plan (2020) and Transit Development Plan (2021);
- **Washington County Countywide Transit Study** (anticipated 2023) and **Transit Development Plan** (anticipated 2022);
- Southwest Washington Regional Transportation Council Clark County High Capacity Transit System Study (2008, Mill Plain rapid bus anticipated 2023);

- **TriMet Forward Together** (anticipated 2023), Reimagining Public Safety and Security Plan (2021), Better Bus/Enhanced Transit Concept Analysis (2020-21 with Metro), Coordinated Transportation Plan for Elderly and People with Disabilities (2020), Pedestrian Plan (2020), Unified Service Enhancement Plan (2018), Equity Lens/Index (2020), Red Line MAX Extension Transit-Oriented Development & Station Area Planning (2022) and Forward Together (FY2023 Annual Service Plan);
- City of Hillsboro Sunset Highway Corridor Study (underway 2022);
- City of Portland Enhanced Transit Corridors Plan (2018) and Transit and Equitable Development Assessment (2022); and
- **SMART Transit Master Plan Update** (anticipated in 2022) Bus on Shoulder Pilot (underway with ODOT)

### **Relationship to the 2023 Regional Transportation Plan Work Plan and Engagement**

The 2023 Regional Transportation (RTP) Plan scoping phase process conducted with decision-makers, local, regional, state and community partners and members of the community identified the High Capacity Transit (HCT) Strategy Update as a focus area. The scope and funding for the update is reflected in the adopted Unified Planning Work Program for Fiscal Year 2022-2023.

As a component of the 2023 Regional Transportation Plan (RTP) update, the High Capacity Transit (HCT) Strategy Update will be coordinated with the approach, engagement, formal consultation, and decision-making for that effort. JPACT and Metro Council approved a [work plan](#), equity framework, and [engagement plan](#) for the 2023 RTP update informing work underway around goals, objectives, and targets. These documents serve as the guiding vision and goals for the updated HCT System Strategy and include additional information around the larger policy and strategic context for the RTP.

Key transit-related themes in feedback from the 2023 [scoping process](#) include:

- Transit is seen as essential for reducing congestion, improving transportation equity, and reducing greenhouse gas emissions. Investments and strategies that rebuild ridership will be an important near-term goal.
- Transit is critical to achieving the RTP Vision and will require greater focus to become a safer and more reliable transportation option.
- Transit is viewed as a consumer good instead of a public good.
- There is a need for increased transit access, frequency, routes connections and affordability.
- Transit doesn't feel like a welcome and safe space for people, especially: people with hidden disabilities and people of color.
- Focus on transit ridership and communities and how the pandemic has impacted access to transit or ridership. Transit dependent folks and frontline workers have been using transit during the entire pandemic. Rather than framing the discussion as how do we get ridership back, frame the discussion as: how do we support current riders?

Engagement for the HCT Strategy update will occur in each of the four major project phases: policy framework, network vision, corridor tiers, draft report. This engagement will be conducted in combination and/or close coordination with engagement for the 2023 RTP and through some engagement specifically focused on the HCT strategy, including the following activities:

- Online surveys, combined with 2023 RTP surveys as feasible, will offer opportunities for community members across the region to provide input on the HCT strategy. Online surveys will be supported with outreach conducted by community liaisons to reach under-represented communities. The first survey will launch in July 2022.
- Contracts with community based organizations (CBOs), coordinated with 2023 RTP CBO contracts, will support involving community members from communities of color, youth and people with disabilities, who have been historically underrepresented in decision making and are more likely to rely on transit. Up to four events and nine one-on-one, brief interviews with key organizations and other community stakeholders will inform major project milestones.
- Metro stories will amplify the voices and experiences of community members who have been historically left out of public decision-making processes and are affected by transportation policies and investment decisions. A Metro story focused on TV Highway will highlight an HCT corridor in the region and the community needs and ideas for that corridor.
- RTP engagement with businesses this in summer/fall 2022 will help to identify needs related to HCT.
- Input collected through 2023 RTP scoping process as well as recent transportation related engagement over the last five years will also inform development of the HCT policy framework.

#### **POLICY QUESTIONS FOR COUNCIL TO CONSIDER**

- Are there particular considerations that Metro Council would like to see addressed or emphasized as part of the planning process going forward?
- What outcomes would you like to see from the High Capacity Transit Strategy update to best achieve regional goals?
- What role do you see HCT playing in connecting the region?
- Are there issues, principles or outcomes that Metro Council would like to see addressed by the High Capacity Transit Strategy Update Working Group?
- Are there particular community-based organizations you think are important that we engage as part of this work?

#### **BACKGROUND**

The first Regional High Capacity Transit (HCT) System Plan was developed in 2009 to guide future regional high capacity transit capital investments and support the goals and aspirations of the cities, counties, and regional partners that make up the Portland metropolitan area. The HCT Plan provided a framework on where to spend limited transportation dollars and where local jurisdictions have committed to supportive land uses, high quality pedestrian and bicycle access, management of parking resources and

demonstrated broad based financial and political support. That work, conducted as part of the 2010 Regional Transportation Plan (RTP) update, identified and evaluated travel corridors for high-capacity transit potential and established tiers for investment priorities. The HCT Plan analyzed around 60 corridors, considering cost and ridership, transit markets, safety and security, land use, financial feasibility, traffic/freight impacts, and included a public and jurisdictional involvement process. A total of 18 potential high capacity transit corridors were prioritized and placed into tiers of near term regional priority corridors (Tier 1), next phase regional priority corridors (Tier 2), developing regional priority corridors (Tier 3) and regional vision corridors (Tier 4). The HCT System Plan network was reflected in the transit element of the 2010 RTP. Metro has updated the RTP twice, in 2014 and 2018, since the original HCT System Plan was adopted, which reflected the current priority outcomes of equity, climate, safety, and mobility and incorporated a number of other policies and studies.

The 2018 RTP and Regional Transit Strategy (RTS) incorporated the 2009 HCT Plan (2009) – identifying projects currently underway, upcoming, and to be completed in the future based on many factors including how “ready” they were to begin construction. Another major outcome of the RTS was classifying enhanced transit corridors where the region can invest in improvements to the street that result in “better bus”. The approach centered improving transit speed and reliability on the most congested existing and planned frequent service bus or streetcar lines. Corridors that had the highest reliability issues (difference in travel times between free flow and peak period conditions) and experiencing significant dwell and high ridership were identified as Enhanced Transit Concept (ETC) corridors. These corridors – prime for investments from better bus priority street improvements to corridor-based rapid bus to fixed guideway bus rapid transit – provide a starting point for exploring the regional rapid bus system. Already the ETC Pilot Program (Better Bus) is advancing nimble, low-cost improvements along congested blocks, intersections and bridges to make buses more reliable and convenient along ETC corridors.

The update to the High Capacity Transit Strategy will complement the RTS and revisit the corridor investment tier structure established in that plan. The 2018 Regional Transportation Plan includes a High Capacity Transit (HCT) component which includes the Regional Transit Network Vision (map and description of updates), HCT policies, List of 2027 and 2040 Fiscally Constrained and 2040 Strategic HCT Capital Projects, HCT Major Transit Projects and Project Development descriptions, and HCT Assessment and Readiness Criteria.

#### **ATTACHMENTS**

1. Transit 101 Fact Sheet
2. Fact Sheet #1: About the High Capacity Transit Strategy Update
3. High Capacity Transit Strategy Update Work Plan

Is legislation required for Council action?  Yes  No



# Public Transit 101

June 2022

*Different kinds of transit serve the diverse needs for transportation of greater Portland. Where a lot of people need to travel farther, quickly to major job centers MAX works best, but where some people live far from a bus or train stop or need to get to specific destinations a shuttle is better. Trains, buses, shuttles and other options are all important and work together as a larger system—like a skeleton—to help people get where they need to go. Our work to update the High Capacity Transit Strategy will envision a stronger backbone for the network, while also setting the stage for future work to look at potential solutions improving its connections.*



## Inter-City

Inter-city transit takes people long distances, usually between regions and states, with few stops along the way – think AMTRAK or Greyhound from Portland to Eugene or Seattle. It is an express train or bus that takes a similar amount of time as driving. It can also be high or ultra-high speed, traveling up to 374 miles per hour with only a few stops. Metro is participating in a partner effort led by the Washington Department of Transportation looking at ultra-high speed rail to connect Portland, Seattle and Vancouver B.C.



## High Capacity

High capacity transit moves a lot of people quickly and often – our network’s limbs and backbone. These trains or buses take a more direct route with fewer (but better) stops across longer distances. MAX or WES trains carry people between places within the region today, but could also move people between Portland and Salem in the future. TriMet’s first rapid bus project, Division Transit, includes longer buses that carry more people and changes to the street that move buses faster.



## Enhanced and Frequent

Enhanced transit includes streetcars and “better” buses. It comes more often and is more reliable and can get people to their destinations faster. Examples are the Portland Streetcar and frequent bus lines – where the bus arrives every 15 minutes or less most of the day, every day. This is where improvements to traffic lights that give buses priority and to the street that give buses their own space to travel or pass traffic have the biggest impact.



*Photo courtesy of SMART*



*Photo courtesy of Ride Connection*



## Bus

Buses are the “ribs” of our transit network that reach more people and places in the region. They have varying routes and schedules to serve different community needs. Buses take people to destinations within their neighborhood as well as other cities and counties. They connect to the MAX, Streetcar and WES (our network’s “spine”) and to each other. Buses may come more or less often (from every 20 minutes to an hour or more). They may have more or less stops, but) and generally stop more often than enhanced or high capacity transit.

## Shuttles and Vans

Shuttles and vans play a key role in getting people to a particular job center or taking them their last mile home from the MAX or WES – more like fingers connected to an arm. They are smaller than a bus, moving less people, and often have more flexibility in their route – they may have areas with no stops where riders flag it like a taxi, may make a stop off-route by request, may take people door-to-door from their home to their desired destination or something in-between. This type of service changes based on requests made by riders by hand wave or phone – but microtransit is using new technology to allow people to schedule and track a pick-up and/or drop-off online or by phone app. Shuttles and vans can also be used for different purposes to meet specific community needs – vanpools where co-workers coordinate travel to job sites, shuttles with routes and schedules for shift or farming work, or door-to-door paratransit for people with disabilities or mobility issues.

## And more!

While these are the most common types of transit in our region and state, there are many other types of transit. The Portland Aerial Tram that connects the South Waterfront to the Oregon Health and Science University campus or the proposed Frog Ferry river taxi that could connect Vancouver, WA with central Portland in the future are just a few examples. We outline future work to consider new, innovative and improved transit solutions in our Regional Transportation Plan.



# High Capacity Transit Strategy Update

*We're working on a strategy for providing high quality transit service that gets you where you need to go quickly, conveniently and reliably.*



### What is the update? Why do this work now?

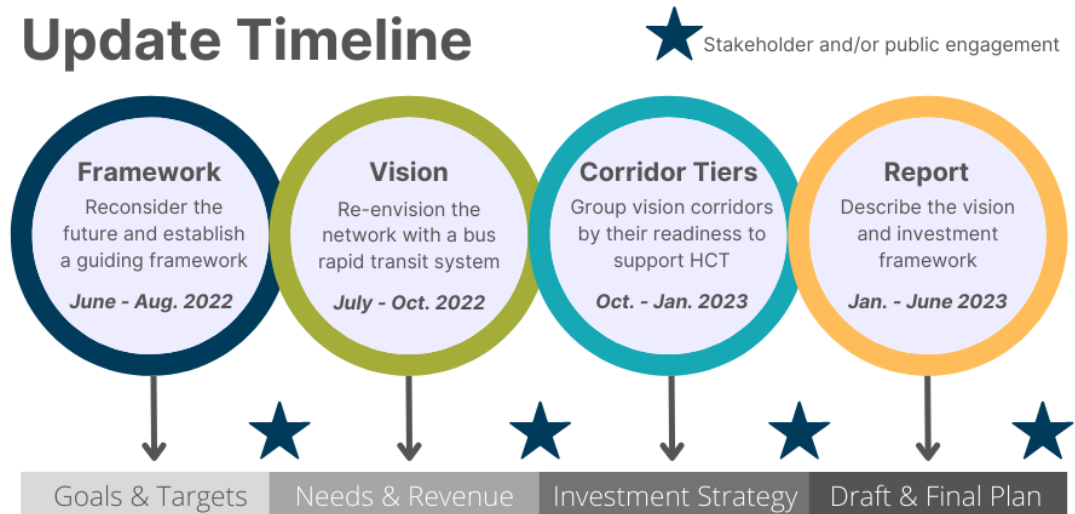
We are working on an update to the high capacity transit component of the Regional Transportation Plan (RTP) – the framework for guiding regional high capacity transit system investments. The High Capacity Transit (HCT) Strategy identifies and categorizes corridors where a higher quality of service would provide the most benefit to the highest number of people.

The first HCT Plan (2009) was developed and incorporated into the Regional Transit Strategy as part of the RTP in 2018. It identified projects currently underway, upcoming, and to be completed in the future based on many factors including how “ready” they were to begin construction. The 2018 RTP also classified enhanced transit corridors where “better bus” improvements increasing speed, frequency and reliability are needed to serve growing regional centers and employment areas – including those supporting bus rapid transit.

Division Transit – the region’s first bus rapid transit line – will open this September (2022) and will improve speed, reliability, capacity, and convenience for people riding on one of TriMet’s busiest corridors. Bus rapid transit offers great opportunities for expanding high quality service to other areas to support growing regional centers and educational and employment areas.

This HCT Strategy update will build off of previous work to address new policy questions around the future of high capacity transit in our region, re-envision the network with the addition of bus rapid transit and establish a “pipeline” of corridor investments that will help us develop the future high capacity transit system. It will look to a future regional network that is people-focused – connecting community members with where they need to go – serving transit-supportive equity focus areas, supporting affordable housing along its corridors, and completing an integrated regional transportation system.

## Update Timeline



## Regional Transportation Plan Phases

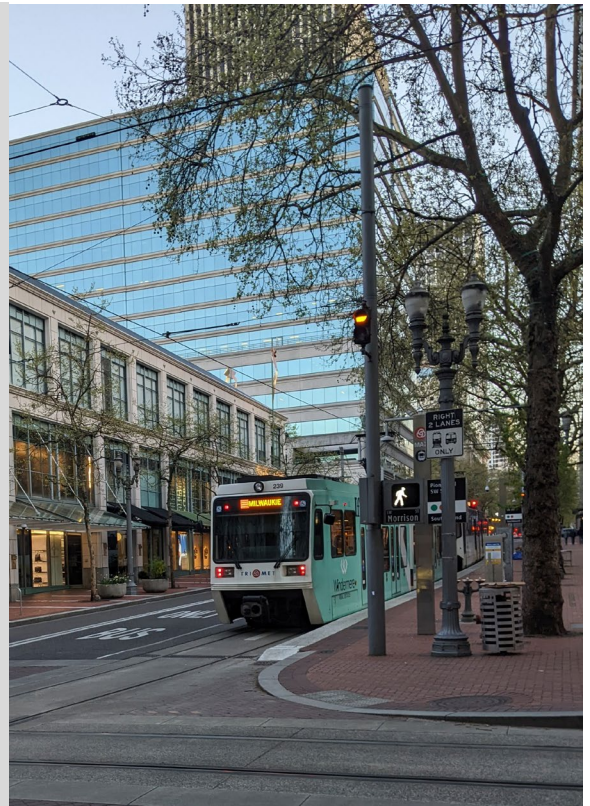


## What is high capacity transit?

High capacity transit is public transportation that moves a lot of people quickly and often – think light or commuter rail or bus rapid transit. This type of transit makes fewer stops, travels at higher speeds, comes more frequently and uses larger vehicles to carry more people more efficiently than a typical local bus line.

Trains may run on a dedicated track or a track shared with other passenger or freight trains. Buses may run on a dedicated or a shared lane that includes improvements, such as a priority bus lanes that people driving cars can also use when turning, space at intersections and priority timing at traffic signals that allow buses to pass traffic.

The enhanced features for riders - boarding via multiple doors and/or stations with covered waiting areas and information about when the next train or bus will arrive - make high capacity transit more reliable, convenient and comfortable for people to use.



## How does high capacity transit support our regional goals?

High capacity transit is a key element of the 2040 Growth Concept – connecting people with hubs of commerce and supporting development in dense areas with a mix of housing and jobs to support healthy, equitable communities and a strong economy. By moving people efficiently and comfortably over long distances, it promotes the efficient use of land, public facilities and services and protects farms and forests. High capacity transit is also critical to implementing the Regional Transportation Plan investment priorities that support this blueprint for the future – equity, climate, safety and mobility. Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable

alternative to driving. This makes our transportation system more equitable for people who rely on transit, including people with low incomes, people of color, people with disabilities, people who are older and single-parent families. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving both people and goods – supporting the health, safety, mobility, economy and quality of life of our region.

### Who will be involved?

Metro and TriMet will be working closely with Portland Streetcar, SMART, and C-TRAN; ODOT; the Southwest Washington Regional Transportation Council; Clackamas, Multnomah and Washington counties and the City of Portland.

TriMet is currently taking a deep look at whether existing bus service is best serving our community: [www.trimet.org/forward](http://www.trimet.org/forward).

SMART and Washington County will also soon begin work on their transit plans. The High Capacity Transit Strategy Update will be coordinated with these efforts.

We will also be working with community organizations and members, as well as mobility groups to shape our vision for high capacity transit in the region.

### How can I learn more?

For information on the High Capacity Transit Strategy, visit [www.oregonmetro.gov/hct](http://www.oregonmetro.gov/hct)

This is a key policy area for the 2023 RTP Update. [www.oregonmetro.gov/rtp](http://www.oregonmetro.gov/rtp)



# High Capacity Transit Strategy Update

# Work Plan

June 2022



## **Metro respects civil rights**

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

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. This means JPACT approves MPO decisions and submits them to the Metro Council for adoption. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration

## **TABLE OF CONTENTS**

<b>Purpose and Background .....</b>	<b>5</b>
<b>Introduction .....</b>	<b>7</b>
<b>Project Timeline and Decision Milestones.....</b>	<b>8</b>
<b>Policy Foundation and Guidance.....</b>	<b>9</b>
<b>Regional Transportation Decision-making Framework .....</b>	<b>14</b>
<b>Project Overview.....</b>	<b>14</b>
<b>Task 1   Kick-off   June to July 2022.....</b>	<b>15</b>
<b>Task 2   Establish the Policy Framework   June to August 2022.....</b>	<b>16</b>
<b>Task 3   Update the Network Vision   July to October 2022 .....</b>	<b>17</b>
<b>Task 4   Tier Corridor Opportunities by Readiness   October 2022 to January 2023...</b>	<b>19</b>
<b>Task 5   Prepare the Strategy Report   January to November 2023 .....</b>	<b>21</b>

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## PURPOSE AND BACKGROUND

The purpose of this document is to outline the work plan, including the planning process and engagement approach, for updating the High Capacity Transit (HCT) component of the Regional Transportation Plan (RTP).

### Background

Different kinds of transit serve the diverse transportation needs of the Portland region. High capacity transit is public transportation that moves a lot of people quickly and often – think light or commuter rail or bus rapid transit. This type of transit makes fewer stops, travels at higher speeds, comes more frequently and uses larger vehicles to carry more people more efficiently than a typical local bus line.<sup>1</sup> Dedicated right of way or street priority improvements coupled with enhanced features for riders make high capacity transit more reliable, convenient and comfortable for people to use. The High Capacity Transit (HCT) Strategy is the framework for guiding regional high capacity transit system investments – categorizing corridors where a higher quality of service would most benefit the most people.

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<sup>1</sup>The 2018 Regional Transit Strategy defines high capacity transit as: “public transit that can have exclusive right of way, non-exclusive right of way, or a combination of both. Vehicles make fewer stops, travel at higher speeds, have more frequent service and carry more people than local service transit such as typical bus lines:

- Light rail uses high capacity trains (68 seats with room and design for several passengers to stand) and focuses on regional mobility with stops typically one-half to 1 mile apart, connecting concentrated housing or local bus hubs and employment areas. The service has its own right of way. Cars can be doubled, and service frequency increased, during peak hours.
- Commuter rail uses high capacity heavy rail trains (74 seats in a single car, 154 in doubled cars), typically sharing right of way with freight or other train service (though out of roadway). The service focuses on connecting major housing or local bus hubs and employment areas with few stops and higher speeds. The service may have limited or no non-peak service.
- Bus rapid transit uses coach-style or high capacity busses (40-60 seats with room and design for several passengers to stand). The service may be in the roadway with turnouts and signal priority for stops, have an exclusive right of way, or be some combination of the two. The service focuses on regional mobility, with higher speeds, fewer stops, higher frequency and more substantial stations than local bus, connecting concentrated housing or local bus hubs and employment areas. Service frequency can be increased during peak hours.
- Using the same technology as local streetcar, rapid streetcar focuses on regional mobility, offering fewer stops through less populated areas to connect housing areas to jobs or other destinations. Cars can be doubled, and service frequency increased, during peak hours. The service operates in mixed traffic, in exclusive right of way or a combination of the two.”

The first Regional High Capacity Transit (HCT) System Plan was developed in 2009 to guide future regional high capacity transit capital investments and support the goals and aspirations of the cities, counties, and regional partners that make up the Portland metropolitan area. The HCT Plan provided a framework on where to spend limited transportation dollars and where local jurisdictions have committed to supportive land uses, high quality pedestrian and bicycle access, management of parking resources and demonstrated broad based financial and political support. That work, conducted as part of the 2010 Regional Transportation Plan (RTP) update, identified and evaluated travel corridors for high-capacity transit potential and established tiers for investment priorities. The HCT Plan analyzed around 60 corridors, considering cost and ridership, transit markets, safety and security, land use, financial feasibility, traffic/freight impacts, and included a public and jurisdictional involvement process. A total of 18 potential high capacity transit corridors were prioritized and placed into tiers of near term regional priority corridors (Tier 1), next phase regional priority corridors (Tier 2), developing regional priority corridors (Tier 3) and regional vision corridors (Tier 4). The HCT System Plan network was reflected in the transit element of the 2010 RTP.

Metro has updated the RTP twice, in 2014 and 2018, since the original HCT System Plan was adopted. These updates introduced the current priority outcomes of equity, climate, safety, and mobility and incorporated a number of other policies and studies. More broadly, the transit planning environment looks different than it did in 2018. Some projects identified in the HCT System Strategy have been constructed, some were planned but not implemented, and others are currently in the planning process. Beyond other typical route and service adjustments to the system, transit in our region looks different within an environment of increased pandemic-related costs, falling fare revenue, and operator shortages. Metro's current Emerging Trends work for the 2023 Regional Transportation Plan and TriMet's Forward Together service planning effort both indicate that transit ridership is expected to take several years longer than automobile traffic to return to pre-pandemic levels due to service cuts, changing travel patterns, lingering health concerns, and other factors. Yet even this new landscape reflected regional values as TriMet intentionally avoided cuts to routes serving equity areas (identified using their Equity Index) for low-income people and people of color most likely to depend on transit and also with the most pressing health and safety concerns.

Increased transit frequency service, routes, connections, and accessibility are key partner and community priorities – reiterated in recent outreach conducted by Metro including in scoping the Regional Transportation Plan update. Several local agencies and jurisdictions have completed or are currently working on transit development plans that are already expanding or

will expand the transit network.<sup>2</sup> In particular, Division Transit –TriMet’s first rapid bus line – will open this September (2022), while C-TRAN’s The Vine on Fourth Plain began service in 2017. Bus rapid transit planning efforts are also underway for Tualatin Valley Highway in Beaverton-Hillsboro, 82<sup>nd</sup> Avenue in Portland, and Mill Plain in Vancouver. As the “missing middle” of transit, this type of high capacity transit offers great opportunities for expanding high quality service to support growing regional centers and educational and employment areas. New federal guidance (e.g., FTA Emphasis Areas, Capital Investment Grant Program Policy Guidance) and funding sources (e.g., Infrastructure Investment and Jobs Act) further support and maximize opportunities for bus rapid transit.

As a result, this is the right time to re-assess the region’s high capacity transit system and re-evaluate the high capacity transit component of the Regional Transportation Plan, particularly with bus rapid transit in mind. Trains, buses, shuttles and other options are all important and work together as a larger system—like a skeleton—to help people get where they need to go. Our work to update the High Capacity Transit Strategy will envision a stronger backbone for the network, while also setting the stage for future work to look at potential solutions improving connections to it.

## INTRODUCTION

This project will address new policy questions around the future of high capacity transit in our region, re-envision the regional high capacity transit vision, and build on the previous work done identifying community priorities to create a “pipeline” of corridor investments in the region competitive for federal Infrastructure Investment and Jobs Act funding as it becomes available. Work will involve re-evaluating future major regional high capacity transit investments including: potential new corridors; capacity, reliability and speed improvements to existing service; extensions to existing lines; and potential new system connections. The High Capacity Transit Strategy Update will inform the 2023 RTP (and will include memos documenting recommendations for content), considering how the regional HCT system can:

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<sup>2</sup> Including the Oregon Department of Transportation Oregon Transportation Plan (anticipated 2023), Oregon State Rail Implementation Plan (underway 2022), Oregon Passenger Rail Development Plan (2021), and Public Transportation Plan (2018); Clackamas County Transit Development Plan (2021); Washington County Countywide Transit Study (anticipated 2023) and Transit Development Plan (anticipated 2022); TriMet Coordinated Transportation Plan for Elderly and People with Disabilities (2020), Unified Service Enhancement Plan (2018), Equity Lens/Index (2020), Red Line MAX Extension Transit-Oriented Development & Station Area Planning (2022) and Forward Together (FY2023 Annual Service Plan); and City of Portland Enhanced Transit Corridors Plan (2018) and Transit and Equitable Development Assessment (2022); and Wilsonville Transit Master Plan Update (anticipated in 2023).



- Advance RTP priorities for equity, climate, safety, and mobility and forward implementation of the region’s 2040 Growth Plan and Climate Smart Strategy.
- Best recover from COVID-19 and recent operator shortages (e.g., ridership/demand, service).
- Build from the “spoke and hub” light rail system to explore a complementary grid-based bus rapid transit system that leverages identified Enhanced Transit Corridors in support of the high capacity transit vision.
- Better serve transit-supportive equity focus areas and connect regional (and town) centers together.
- Be more people-focused, better responding to community needs and priorities related to how and where community members travel, particularly non-commute trips (e.g., destinations, reliability, travel time, user experience) and be a safe, reliable, affordable, and convenient alternative to driving.
- Support mobility hubs and bus fleet electrification.
- Fit into a complete, integrated regional transportation system (e.g., high travel corridors) and statewide rail and inter-city transit system and integrate with a range of mobility services.
- Support affordable housing along corridors and in centers, preventing and/or limiting displacement through intentional actions supporting community development and stabilization, and improving quality of life for people of all incomes and backgrounds.

As a component of the 2023 RTP update, the HCT System Strategy will be coordinated with the approach, engagement, formal consultation, and decision-making for that effort. Metro Advisory Committees and Metro Council approved a work plan, equity framework, and engagement plan for the 2023 RTP update is informing work underway around goals, objectives, and targets. These documents will serve as the guiding vision and goals for the updated HCT System Strategy.

## **PROJECT TIMELINE AND DECISION MILESTONES**

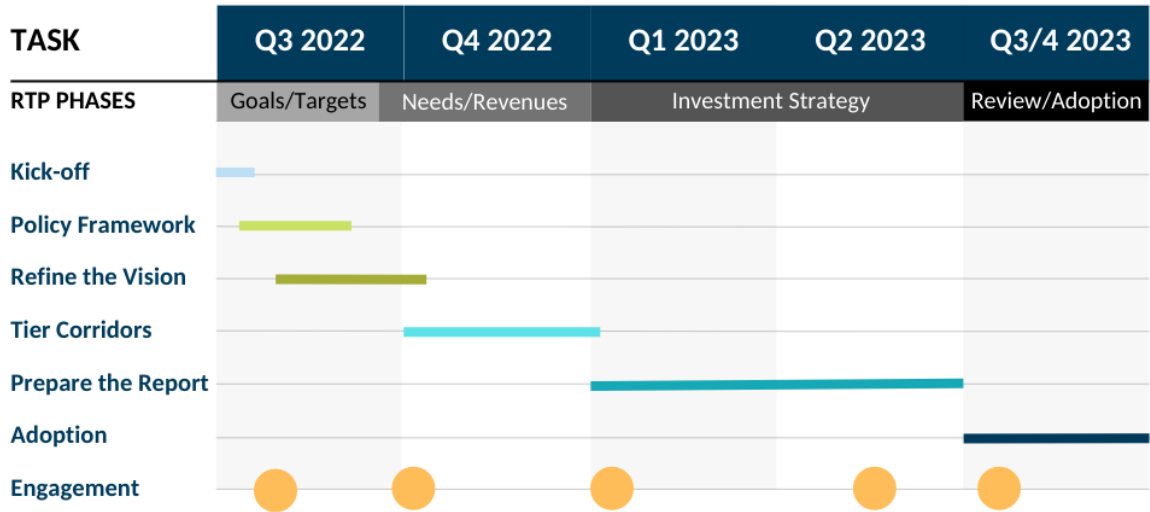
### **High Capacity Transit Strategy Timeline**

The HCT Strategy will be updated in four key phases from June 2022 to November 2023. This work plan and supporting public engagement approach were developed to align with the timeline, key milestones, and engagement efforts for the 2023 Regional Transportation Plan.

Work will include establishing policy recommendations by summer 2022, identifying additional corridors for consideration and refine the network

vision by fall 2022, tiering corridor investments by readiness and identifying potential project opportunities providing the framework for project prioritization within the RTP process by early 2023, develop a draft report including recommendations for implementation of the updated High Capacity Transit Strategy by summer 2023, and prepare final content for incorporation into the 2023 RTP for adoption by November 2023.

**Figure 1. Timeline for the High Capacity Transit Strategy Update**



## POLICY FOUNDATION AND GUIDANCE

### 2040 Growth Concept, Regional Transportation Plan and Climate Smart Strategy

The 2040 Growth Concept concentrates mixed-use and higher density development in urban centers, station communities, corridors and main streets that are well-served by transit. High capacity transit is a key element of the 2040 Growth Concept – connecting people with hubs of commerce and supporting development in dense areas with a mix of housing and jobs to support healthy, equitable communities and a strong economy. By moving people efficiently and comfortably over long distances, it promotes the efficient use of land, public facilities and services and protects farms and forests.

High capacity transit is also critical to implementing the RTP investment priorities that support this blueprint for the future – equity, climate, safety and mobility. Expanding high capacity transit service provides people with transportation options and helps minimize congestion as our region continues to grow. The policy framework for high capacity transit focuses on creating strong connections between regional centers. The 2018 Regional Transportation Plan includes a High

Capacity Transit (HCT) component which includes the Regional Transit Network Vision (map and description of updates), HCT policies, List of 2027 and 2040 Fiscally Constrained and 2040 Strategic HCT Capital Projects, HCT Major Transit Projects and Project Development descriptions, and HCT Assessment and Readiness Criteria.

The 2018 RTP incorporated the 2009 HCT Plan (2009) – identifying projects currently underway, upcoming, and to be completed in the future based on many factors including how “ready” they were to begin construction. The HCT Strategy update will revisit the corridor investment tier structure established in that plan. The 2018 RTP included building the Division Transit Project and the Southwest Corridor Transit Project, investing in the Red Line extension to Hillsboro, and analyzing Central City transit capacity in the 2027 Financially Constrained Project list. The 2040 Financially Constrained list also included investments in high capacity transit from the Expo Center to Vancouver, WA and improvements for the Steel Bridge Transit Bottleneck.

**Table 1. Transit Capital Improvements by RTP Investment Strategy: High Capacity Transit**

2027 RTP Financially Constrained	2040 RTP Financially Constrained (2027 Constrained investments, plus)	2040 RTP Strategic (2040 Constrained investments, plus)
<b>High Capacity Transit</b>	<b>High Capacity Transit</b>	<b>High Capacity Transit</b>
<ul style="list-style-type: none"> <li>• Southwest Corridor Project</li> <li>• Division Transit Project</li> <li>• MAX Red Line Improvements Project</li> <li>• Central City Transit Capacity Analysis (combined with Steel Bridge Transit Bottleneck)</li> </ul>	<ul style="list-style-type: none"> <li>• Portland to Vancouver HCT</li> <li>• Steel Bridge Transit Bottleneck (combined with Central City Transit Capacity Analysis)</li> </ul>	<ul style="list-style-type: none"> <li>• HCT extension to Oregon City via McLoughlin Blvd.</li> <li>• HCT on I-205 (Clackamas to Bridgeport)</li> <li>• WES all-day service</li> <li>• WES extension to Salem</li> <li>• Sunset Highway HCT (Sunset transit center to Hillsboro Fairplex)</li> <li>• HCT extension to Forest Grove</li> </ul>

These projects did not complete the transit system as envisioned by the RTP to fully incorporate the HCT Plan and high speed rail – the following projects were not in the 2018 list, but are still included in the regional transit vision:

- **Transit needs on Powell Boulevard** – The Powell ETC project is identified for the first 10 years of the RTP to address near term reliability issues on Powell Blvd between the Willamette River and I-205. Further study is needed to define the alignment, transit mode terminus. This should be done through a multi-modal transportation study of the corridor.
- **Portland to Lake Oswego Transit Project** – A Locally Preferred Alternative (LPA) has been adopted for this corridor. However, the project was placed on hold and has not been identified in this current RTP.

- **HCT connection to Sherwood** – The original project boundaries identified in the HCT System Plan was Portland to Sherwood in the vicinity of Barbur/Highway 99E. Through the
- **Southwest Corridor Plan** – it was concluded that the light rail project would extend to Tualatin. The connection to Sherwood is a future consideration.
- **Connection between CTC and Washington Square, connecting Milwaukie and Lake Oswego** – An HCT connection on I-205 between Clackamas Town Center and Bridgeport is identified in the RTP Strategic Investment Scenario, which may provide a similar travel market. Further study is needed to identify the right alignment, transit mode and terminus is needed.
- **Tanasborne HCT extension** – This future HCT extension would provide an HCT connection between the existing Blue Line and the future Sunset Highway HCT through Tanasborne.

The Climate Smart Strategy, adopted by Metro in 2014, affirmed the region’s commitment to provide more transportation choices, keep our air clean, build healthy and equitable communities, and grow our economy – all while reducing greenhouse gas emissions. It provides clear direction to invest more in our transit system in order to meet regional sustainability goals and objectives. Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. This makes our transportation system more equitable for people who rely on transit, including people with low incomes, of color, with disabilities, who are older and single-parents. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region.

For a description of the 2040 Growth Concept and Climate Smart Strategy and more information about the Regional Transportation Plan, see the [Regional Transportation Work Plan](#). Other recent regional work that will inform or be informed by the High Capacity Transit Strategy Update includes the following:

**Table 1. Regional Work Related to the HCT System Strategy Update**

Informing Strategy Development	Coordinated with Strategy Development	To Be Informed by the Updated Strategy
<ul style="list-style-type: none"> <li>• Climate Smart Strategy (2014)</li> <li>• Mobility Corridors Atlas (2014)</li> <li>• Strategic Plan to Advance Racial Equity, Diversity and Inclusion and Equity Framework (2016)</li> <li>• Transit-Oriented Development Strategic Plan (2016)</li> <li>• Coordinated Transportation Plan for Seniors and Persons with Disabilities (2020)</li> <li>• Southwest Corridor Equitable Development Strategy (2017) and Locally Preferred Alternative (2018)</li> <li>• Enhanced Transit Concept Corridors (2018)</li> <li>• Division Transit Locally Preferred Alternative (2019)</li> <li>• Regional Framework for Highway Jurisdictional Transfer (2021)</li> <li>• Regional Congestion Pricing Study (2021)</li> <li>• Regional Mobility Policy (2019-22)</li> </ul>	<ul style="list-style-type: none"> <li>• Emerging Transportation Trends Study (2022)</li> <li>• Climate Smart Strategy Update (2022)</li> <li>• 2020 MPO Boundary, Equity Focus Areas, and High Injury Corridor Designations</li> <li>• Affordability and Anti-Displacement Policies</li> <li>• RTP Values and Outcomes</li> <li>• RTP Goals, Objectives, and Targets</li> <li>• RTP Regional Needs and Opportunities Analysis: Equity, Climate, Safety, Mobility</li> <li>• RTP Racial Equity Framework</li> <li>• RTP Safe and Healthy Urban Arterials Policies/Actions</li> <li>• Transit Strategies/ Actions</li> <li>• RTP Equitable Finance Strategies</li> <li>• RTP Funding/Revenue Forecast</li> <li>• Sunset Highway Corridor Study</li> <li>• Tualatin Valley Highway Corridor Study (2022-23)</li> <li>• Transit-Oriented Development Strategic Plan Update (2022)</li> </ul>	<ul style="list-style-type: none"> <li>2023 RTP Transit Strategy</li> <li>• Existing conditions</li> <li>• Regional Transit Policy Framework</li> <li>• Regional Transit System Needs</li> <li>• Regional Transit Network Concept and Functional Classifications</li> <li>• RTP Transportation Project and Program Priorities – RTP Call for Projects</li> <li>• Performance Measures</li> <li>• Chapter 8 Scoping: Future Work Needed to Support Successful Implementation of the HCT System Strategy</li> <li>• 2023 Climate Smart Strategy</li> </ul>

### Regional Transit Strategy

Our robust transit system plays a critical role in the effectiveness of our transportation system and also serves as a key component to the high quality of living residents of our region experience. The Regional Transit Strategy (RTS) was created to highlight the region’s plans for meeting regional goals for transit as the region continues to grow steadily, as well as provide the region with a transit vision and policy framework for capital investments and operational improvements. Significant and coordinated investment is needed to continue to provide equivalent service as our region grows and increasing service and access will require dedicated funding, policies, and coordination from all jurisdictions. Investments in transit should increase access, provide more transportation

options for residents and workers, improve air quality, and reduce peak hour congestion.

The RTS was produced in conjunction with input from various workgroups, community feedback, and regional partnerships to create a regional framework for integrating service plans, regional plans and commitments, local priorities, and regional funding capacity. Together, Metro and partners developed a regional shared vision to make transit, for everyone, more:

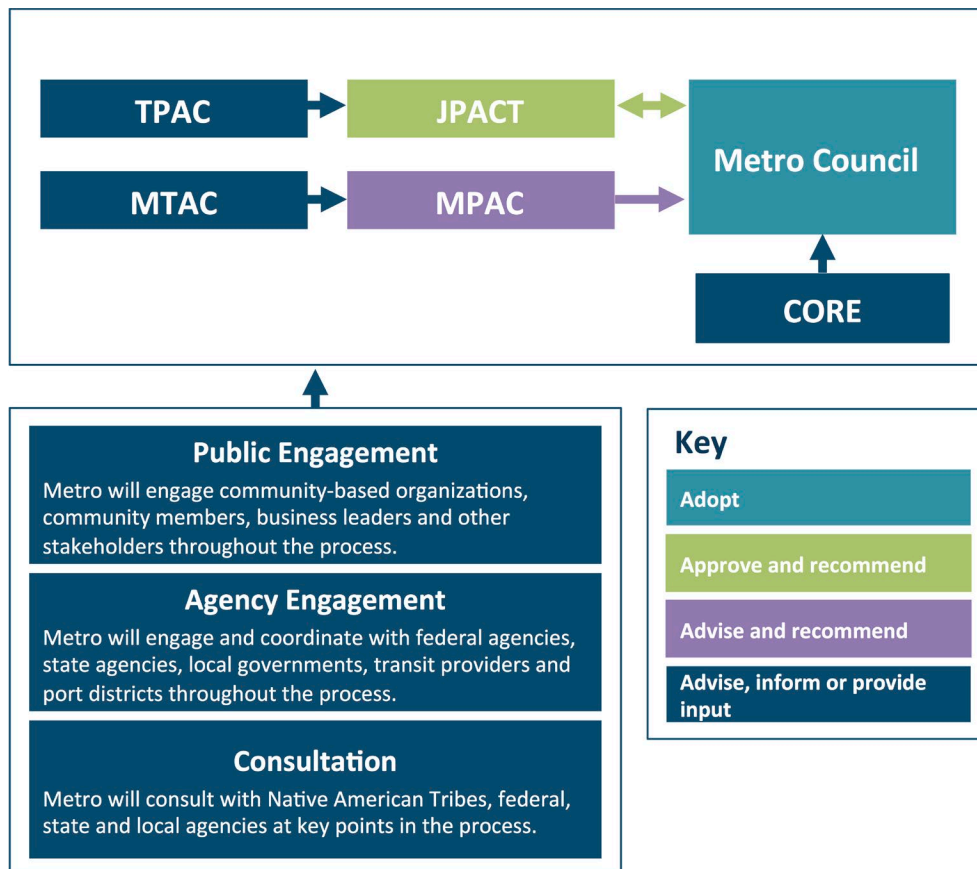
- **Frequent:** Align frequency and type of transit service to meet existing and projected demand in support of adopted local and regional land use and transportation plans.
- **Convenient:** Make transit more convenient and competitive with driving by improving transit speed and reliability through priority treatments and other strategies. Improve customer experience by ensuring seamless connections between various transit providers, including transfers, route and schedule information and payment options.
- **Accessible:** Provide safe and direct biking and walking routes and crossings that connect to transit stops to ensure transit services are fully accessible to people of all ages and abilities. Expand community and regional transit service across the region to improve access to jobs and community places.
- **Affordable:** Ensure transit remains affordable, especially for those who depend on it the most.

The 2018 Regional Transit Strategy (RTS) is an element of the 2018 Regional transportation Plan – the update to the High Capacity Transit Strategy will complement the RTS. A major focus in developing the strategy was to classify enhanced transit corridors where the region can invest in improvements to the street that result in “better bus”. The approach centered improving transit speed and reliability on the most congested existing and planned frequent service bus or streetcar lines. Corridors that had the highest reliability issues (difference in travel times between free flow and peak period conditions) and experiencing significant dwell and high ridership were identified as Enhanced Transit Concept (ETC) corridors. These corridors – prime for investments from better bus priority street improvements to corridor-based rapid bus to fixed guideway bus rapid transit – provide a starting point for exploring the regional bus rapid transit system. Already the ETC Pilot Program (Better Bus) is advancing nimble, low-cost improvements along congested blocks, intersections and bridges to make buses more reliable and convenient along ETC corridors including: bus-only lanes, bus priority signals, curb extensions at bus stops, and more.

## REGIONAL TRANSPORTATION DECISION-MAKING FRAMEWORK

The 2023 RTP, of which the High Capacity Transit System update is a component, will rely on Metro’s role as the federally mandated Metropolitan Planning Organization (MPO) designated by the governor for the Portland metropolitan region and its existing decision-making framework.

**Figure 2. Regional Transportation Decision-Making Framework**



For more information on the regional transportation decision-making framework, see the [Regional Transportation Work Plan](#).

## PROJECT OVERVIEW

To update the High Capacity Transit (HCT) component of the Regional Transportation Plan (RTP) we will build from prior work to envision the regional high capacity transit system with bus rapid transit in a way that advances RTP goals and supports the transportation system. This work will include reevaluating the broader high capacity transit vision to consider potential new corridors and system connections. It will also assess readiness to identify corridor investments competitive for federal funding that will provide guidance for decisions regarding high capacity transit projects for the 2023 RTP update.

The High Capacity Transit Strategy Update will involve a wide range of individuals, regional advisory committees, community-based organizations, business groups and other stakeholders. Metro, working in close partnership with TriMet, is ultimately responsible for coordinating development of the plan, public engagement and adoption of the final plan. A working group made up of agency partners including representatives from TriMet, SMART, Portland Streetcar, City of Portland, Clackamas County, Multnomah County, Washington County, C-TRAN, SW WA RTC, and ODOT will provide input throughout the process.

## TASK 1 | KICK-OFF | JUNE TO JULY 2022

*Desired outcome: Kick-off the project, introduce the work plan, and develop the engagement strategy.*

The first task will involve engaging decision-makers, local, regional, state and community partners and members of the community to understand key trends and challenges for high capacity transit in the region and begin identifying outcomes for the update. Work will begin to develop tools and background data that will be used to document how the region is growing and changing and assess corridor opportunities for high capacity transit.

Opportunities for input will be provided in identifying additional considerations to be addressed by the work plan and in developing the engagement strategy.

Task 1 Key Tasks and Activities	
<b>Planning</b>	<ul style="list-style-type: none"> <li>• Review work plan</li> <li>• Develop and review public engagement plan</li> <li>• Assess baseline and future conditions</li> <li>• Collect and develop data and methods to respond to identified needs and prepare for corridor evaluation and readiness assessment</li> <li>• Report on key trends shaping the region’s future, highlighting where we have been, where we are now, and opportunities and challenges looking forward.</li> </ul>
<b>Engagement</b>	<ul style="list-style-type: none"> <li>• Begin engaging public, partners and regional advisory committees to identify needs and policy considerations.</li> <li>• Needs and policy considerations survey</li> <li>• HCT Working Group #1: Introduction, Goals, and Policy Considerations</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>• Build a shared understanding of what is important for the update to address and define the planning and engagement process to better meet regional and community needs and priorities.</li> <li>• Inform the 2023 RTP Data Analysis.</li> </ul>



Task 1 Key Tasks and Activities	
<b>Key Products</b>	<ul style="list-style-type: none"> <li>• Work Plan</li> <li>• Data Needs List</li> <li>• Engagement Strategy</li> <li>• Transit 101 Fact Sheet</li> <li>• Fact Sheet #1: About the HCT Strategy Update (June)</li> <li>• Fact Sheet #2: Regional Transit Activities</li> </ul>

## TASK 2 | ESTABLISH THE POLICY FRAMEWORK | JUNE TO AUGUST 2022

*Desired outcome: Identify policy gaps in the RTP and create a framework of policy considerations to inform future work. This task is aligned with RTP Phase 2: Data and Policy Analysis.*

This task will establish the policy framework for the update that will guide development of the vision for regional high capacity transit, identifying existing challenges and opportunities and how investments in high capacity transit could best further regional goals for climate, equity, safety and mobility. A draft memo will document the policy framework, including current policies, relevant work, policy considerations, and recommended policy revisions.

Opportunities for input will be provided in identifying policy gaps and considerations, shaping the policy framework and developing updated policy language for JPACT and Metro Council consideration.

Task 2 Key Tasks and Activities	
<b>Planning</b>	<ul style="list-style-type: none"> <li>• Review recent regional work and policy updates.</li> <li>• Identify recent changes in state and federal policies and programs.</li> <li>• Consider community priorities and recent trends and developments influencing future HCT project planning.</li> <li>• Conduct a policy gap analysis and propose HCT policy updates.</li> </ul>
<b>Engagement</b>	<ul style="list-style-type: none"> <li>• Engage public, partners and regional advisory committees to develop the policy framework.</li> <li>• HCT Working Group #1: Introduction, Goals, and Policy Considerations</li> <li>• HCT Working Group #2: Policy Framework and Corridor Evaluation Approach</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>• A guiding framework for addressing policy gaps and providing a clear vision for how high capacity transit policy will drive investment and operation practices that move the region toward key goals.</li> <li>• Updated policy language for JPACT and Metro Council consideration.</li> <li>• Inform the 2023 RTP Policy and Needs Analysis.</li> </ul>

Task 2 Key Tasks and Activities	
Key Products	<ul style="list-style-type: none"> <li>• Fact Sheet #3: Policy Framework</li> <li>• A memo documenting the policy framework for the HCT System Strategy update, including an analysis of 2018 RTP HCT policy gaps and recommendations for revisions.</li> <li>• Public engagement summary</li> </ul>

### TASK 3 | UPDATE THE NETWORK VISION | JULY TO OCTOBER 2022

*Desired outcome: Identify potential corridors for high capacity transit investment and refine the network vision. This task is aligned with RTP Phase 3: Revenue and Needs Analysis.*

This task will develop an updated regional vision for high capacity transit that addresses identified needs and gaps and leverages opportunities to create a network that supports how people need to travel. Work will develop and implement approaches for evaluating new corridors and re-evaluating the future system, particularly how the updated vision fits within the broader regional transit and transportation systems. Work will primarily build from the enhanced transit concept corridors established in the 2018 RTP and through recent collaboration with partners to identify corridor opportunities. This vision will provide a blueprint for future transit investment that will allow us to realize regional goals.

Technical memos will identify high capacity transit corridor opportunities and describe the evaluation methodology and results and describes the network vision – how the elements work together as a system and fit within the broader regional transportation network.

Opportunities for input will be provided in refining the corridor core criteria evaluation methodology, the approach to analyzing the system, and developing and refining the network vision.

Task 3 Key Tasks and Activities	
Planning	<ul style="list-style-type: none"> <li>• Examine the existing and future transit system to determine current constraints, possibilities, and needs.</li> <li>• Consider past lessons learned, the current system environment, and feedback from partners and community stakeholders.</li> <li>• Identify corridor high capacity transit corridor opportunities. <ul style="list-style-type: none"> <li>○ Consider 2040 Growth Concept designations and land use, transit-supportive markets, equity areas and focus areas based on findings from TriMet’s Forward Together work.</li> <li>○ Identify gaps in the regional high capacity transit network between centers, employment areas and community</li> </ul> </li> </ul>

### Task 3 Key Tasks and Activities

	<p>destinations; for transit-supportive markets; in connections within the broader transit and transportation system; and due to growth, development and changes in travel markets.</p> <ul style="list-style-type: none"> <li>○ Identify additional operational and capacity concerns.</li> <li>● Develop an approach for and evaluate new potential corridor opportunities.             <ul style="list-style-type: none"> <li>○ Identify minor refinements to the core criteria in the 2018 RTP HCT Assessment and Readiness Criteria (e.g., equity) and assessment approach.</li> <li>○ Develop and execute an approach assessing performance of key corridors and outputs.</li> <li>○ Make adjustments to improve performance in mobility and ridership, equity benefit, and environmental benefit and other factors.</li> </ul> </li> <li>● Analyze and document how all of the identified corridors work together as a system to make additional refinements.             <ul style="list-style-type: none"> <li>○ Assess whether any operational/service adjustments would improve connections between corridors.</li> <li>○ Evaluate the combined effects of implementing the full vision.</li> <li>○ Identify key elements that will make the HCT system vision work (e.g., major stop locations, O&amp;M needs, termini) as well as access and user experience factors (e.g., major transfer nodes, potential park and ride locations, intersection with the cycling and walking networks).</li> </ul> </li> <li>● Refine the 2023 RTP Transit Network Map.</li> </ul>
<b>Engagement</b>	<ul style="list-style-type: none"> <li>● Vision survey</li> <li>● Stakeholder Meetings/Interviews Round 2: What is the vision missing? Did we miss anything in thinking about how to evaluate readiness?</li> <li>● HCT Working Group #2: Policy Framework and Corridor Evaluation Approach</li> <li>● HCT Working Group #3: Potential Investment Corridors, Network Vision, and Readiness Tiers Approach</li> <li>● Engage public, partners and regional advisory committees to shape the network vision.</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>● An updated High Capacity Transit network vision that illustrates and describes how the corridors work together as a system and how that system fits within the broader transit and transportation network and forwards regional goals in line with the policy framework.</li> <li>● Inform the 2023 RTP Needs Analysis.</li> </ul>

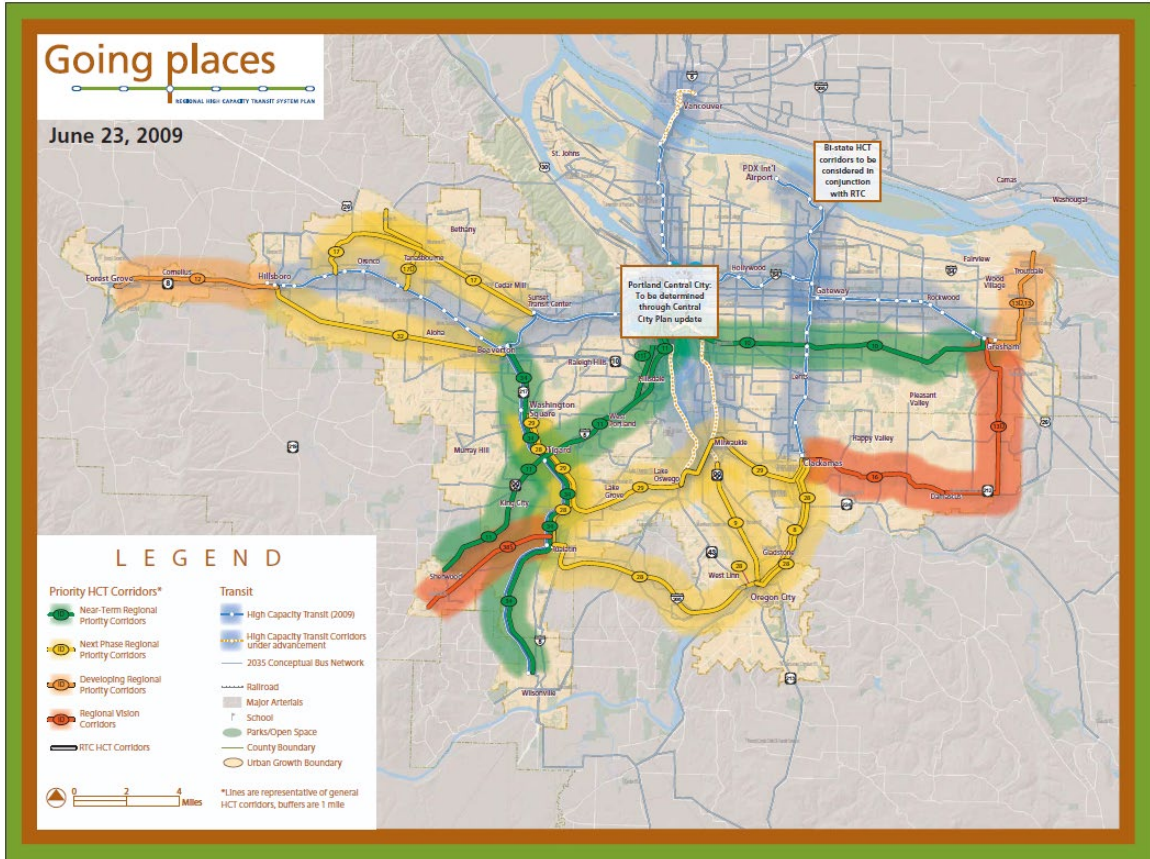
Task 3 Key Tasks and Activities	
<b>Key Products</b>	<ul style="list-style-type: none"> <li>• Fact Sheet #4: What is the regional vision for HCT?</li> <li>• Technical memos describing the corridor HCT assessment methodology and results.</li> <li>• Technical memo describing the approach and results of the system analysis.</li> <li>• An HCT network vision map.</li> <li>• A memo describing the HCT network vision.</li> <li>• Public engagement summaries</li> </ul>

**TASK 4 | TIER CORRIDOR OPPORTUNITIES BY READINESS | OCTOBER 2022 TO JANUARY 2023**

*Desired outcome: Tier corridor investments by readiness, identifying likely mode and potential project type. This task is aligned with RTP Phases 3 and 4: Revenue and Needs Analysis and Shared Investment Strategy.*

This task will identify potential modes and assess project opportunities to create readiness tiers that identify regional investments necessary to implement the HCT vision in the near-, mid- and longer terms and that best position the region for federal funding. Work will build from the priorities established in the 2018 RTP and through recent collaboration with partners to identify corridor opportunities. The result will identify corridor investments that are most likely to be implemented, particularly in the near and mid-term to provide a framework for regional decision-makers when considering decisions regarding high capacity transit projects for the 2023 RTP update.

**Figure 3. 2009 High Capacity Transit Plan Priority Corridors**



*Similar to the 2009 HCT Plan, this milestone includes grouping and tiering corridors by investment readiness.*

Technical memos will describe the HCT potential mode identification methodology and results, including an updated list of HCT System Corridors by potential range of modes and the tier structure (e.g., number, definitions) and the methodology for assigning tiers.

Opportunities for input will be provided in both the process for developing the approach for assessing and grouping corridors for readiness and in refining the resulting tiered corridor matrix.

Task 4 Key Tasks and Activities	
<b>Planning</b>	<ul style="list-style-type: none"> <li>Define potential corridor modes.</li> <li>Consider past lessons learned, the current system environment and funding dynamic, and feedback from partners and community stakeholders.</li> <li>Develop an approach to tiering corridors for readiness, including the tier structure (e.g., number, definitions) and the methodology for assigning tiers.</li> </ul>

<b>Task 4 Key Tasks and Activities</b>	
	<ul style="list-style-type: none"> <li>○ Consider political and public support, readiness for NEPA, and federal funding eligibility and competitiveness with a refined set of criteria that includes local support, commitment and partnership; capital cost, support for regional land use vision, level of design and complexity, environmental considerations; equity, GHG reduction, ridership, and other benefits; and alignment with Section 5309 CIG program criteria.</li> <li>● Assess corridors for readiness, including identifying a range of potential project types (e.g., New Starts, Small Starts) particularly for nearer-term, more ready corridors.</li> <li>● Document what would need to be in place for later-term, vision corridors to demonstrate HCT readiness and advance.</li> </ul>
<b>Engagement</b>	<ul style="list-style-type: none"> <li>● Corridor Investment Tiers Survey</li> <li>● Stakeholder Meetings/Interviews Round 3: How do you think these tiers look for investment priorities? What changes would you like to see? Why?</li> <li>● HCT Working Group #4: Vision, Readiness Assessment, Needs and Revenue Forecast</li> <li>● HCT Working Group #5: Corridor Investment Tiers, Future Priorities, and HCT Report</li> <li>● Engage public, partners and regional advisory committees to shape corridor investment tiers.</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>● Tiered corridors, with potential modes and project types identified and grouped by investment readiness, providing a clear roadmap for the advancement of corridors into funding and design.</li> <li>● Inform the 2023 RTP Revenue Forecast and Shared Investment Strategy.</li> </ul>
<b>Key Products</b>	<ul style="list-style-type: none"> <li>● Fact Sheet #5: Where will we invest in HCT first?</li> <li>● Technical memos describing the readiness assessment methodology and results.</li> <li>● A draft corridor matrix with identified potential modes and project types grouped by readiness.</li> <li>● Cost estimates for HCT corridors.</li> <li>● Public engagement summaries</li> </ul>

## **TASK 5 | PREPARE THE STRATEGY REPORT | JANUARY TO NOVEMBER 2023**

*Desired outcome: Draft High Capacity Transit Strategy Report and content for the 2023 Regional Transportation Plan. This task is aligned with RTP Phase 4 and 5: Shared Investment Strategy and Adoption Process and is intended to develop the HCT*

*Strategy and components of the RTP to be vetted as part of public review for the 2023 RTP update.*

The final task of the update will provide the opportunity for review and input on the draft High Capacity Transit Strategy Report and related 2023 Regional Transportation Plan content prior to consideration by the MPAC, JPACT and the Metro Council (e.g., Chapter 8 future actions). This includes an initial draft for discussion and refinement before components are incorporated into the 2023 RTP released for public review in July.

A memo will document recommendations for the high capacity transit components of the 2023 Regional Transportation Plan, including considerations for the Finance Strategy and Action Plan.

A reader-friendly draft report will include infographics that make it easier to understand both the content and the process that has unfolded during the development of the High Capacity Transit System Strategy Update. The report will summarize the policy framework, vision development and outcomes, corridor investment prioritization, and opportunities, challenges and other considerations (e.g., infrastructure, land use and development, governance) for implementing the vision – including what actions we will need to take and best practices we should consider to realize the regional high capacity transit vision.

Task 5 Key Tasks and Activities	
<b>Planning</b>	<ul style="list-style-type: none"> <li>● Compile technical information, prepare HCT Strategy Report and related RTP content for public review as part of the 2023 Regional Transportation Plan update process               <ul style="list-style-type: none"> <li>○ Describe the current system, environment and challenges and opportunities</li> <li>○ Communicate the policy framework and desired outcomes</li> <li>○ Describe the network vision and how it was developed</li> <li>○ Discuss what is needed to support and implement the vision</li> <li>○ Articulate corridor investment opportunities and roadmap for investment</li> <li>○ Present areas for future study and other strategies for implementation</li> </ul> </li> </ul>
<b>Engagement</b>	<ul style="list-style-type: none"> <li>● HCT Strategy Survey</li> <li>● Stakeholder Meetings/Interviews Round 4: Issues, Opportunities and Concerns</li> <li>● HCT Working Group #6: Draft Strategy Report and RTP Investment Strategy</li> <li>● Engage public, partners and regional advisory committees to provide feedback on the draft High Capacity Transit Strategy</li> </ul>

Task 5 Key Tasks and Activities	
	<ul style="list-style-type: none"> <li>• Public review draft 2023 RTP for 45-day public comment period (including public hearings and consultation)</li> <li>• Engage regional advisory committees to finalize recommendations to the Metro Council on adoption of 2023 RTP</li> </ul>
<b>Outcomes</b>	<ul style="list-style-type: none"> <li>• HCT Strategy Report and HTC 2023 RTP content</li> <li>• MPAC makes recommendation to the Metro Council</li> <li>• JPACT considers adoption of 2023 RTP</li> <li>• Metro Council considers adoption of 2023 RTP</li> </ul>
<b>Key Products</b>	<ul style="list-style-type: none"> <li>• Fact Sheet #6: What is the region’s strategy for HCT?</li> <li>• Draft and final HCT Strategy Report</li> <li>• Memo with recommendations for HCT content for the 2023 RTP, including the Finance Strategy and Action Plan (Chapter 8)</li> <li>• Comment log and compiled engagement appendix</li> <li>• Adoption legislation, including findings of compliance with Statewide Planning Goals and Federal mandates</li> </ul>





If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

So, hello. We’re Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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June 2022

**Regional Mobility Policy: Report Findings and Preliminary  
Recommendations from Case Study Analysis**

*Work Session Topics*

Metro Council Work Session  
Tuesday, July 26<sup>th</sup>, 2022

## REGIONAL MOBILITY POLICY UPDATE: DRAFT POLICY AND PERFORMANCE MEASURES

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Date: July 14, 2022

Prepared by:

Kim Ellis, [kim.ellis@oregonmetro.gov](mailto:kim.ellis@oregonmetro.gov)

Department: Planning and Development

Presenters:

Margi Bradway, Metro

Kim Ellis, Metro

Glen Bolen, ODOT

Meeting Date: July 26, 2022

Length: 60 minutes

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### ISSUE STATEMENT

Metro and the Oregon Department of Transportation (ODOT) have been working together since 2019 to update the policy on how we define and measure mobility in the Portland region in the Oregon Highway Plan (OHP), Regional Transportation Plan (RTP), local transportation system plans (TSPs) and corridor plans, and during the local comprehensive plan amendment process.

The current 20-year old mobility policy is contained in both the 2018 [Regional Transportation Plan](#) (RTP) and Policy 1F (Highway Mobility Policy) of the [Oregon Highway Plan](#) (OHP). The policy relies on a vehicle-based measure of mobility (and thresholds) to evaluate current and future performance of the motor vehicle network during peak travel periods. The measure, also known as the v/c ratio, is the ratio of motor vehicle volume to motor vehicle capacity of a given roadway.

The 2018 RTP failed to meet state requirements for demonstrating consistency with the OHP Highway Mobility Policy (Policy 1F) under the current mobility targets for the region. As a result, ODOT and Metro agreed to work together to update the mobility policy for the Portland metropolitan area in both the 2018 RTP and OHP Policy 1F.

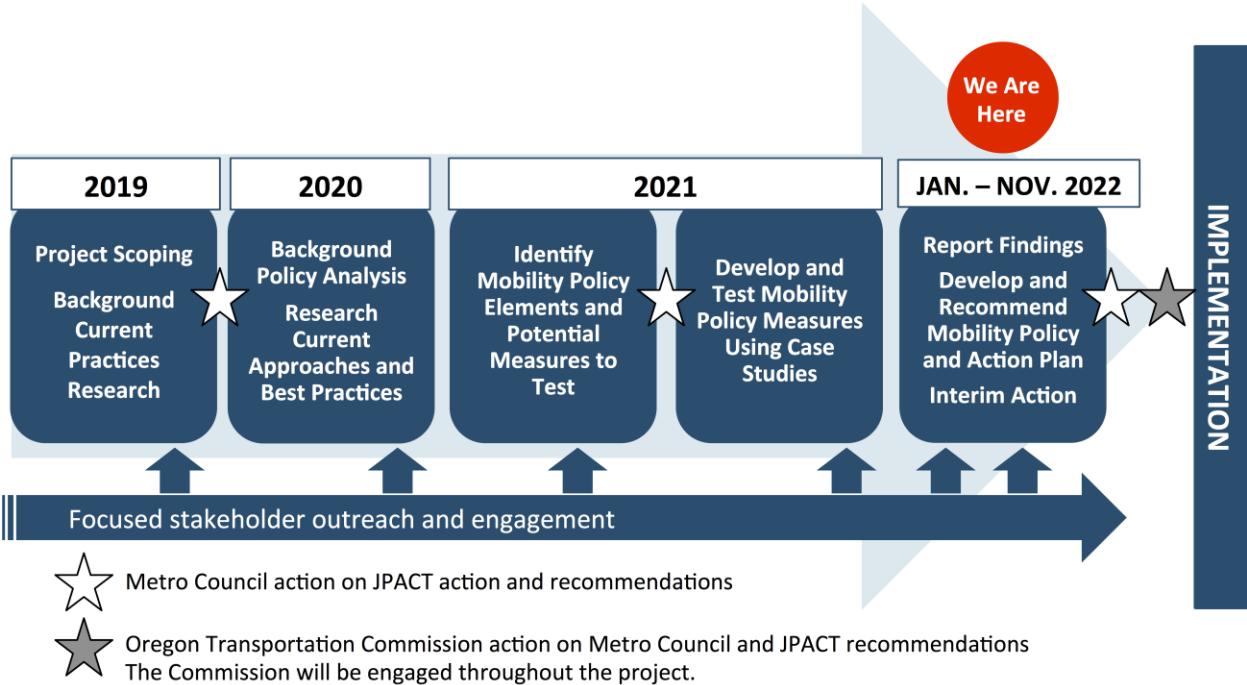
The mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP. At that time, the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council recognized this work was important to better align how we measure mobility and adequacy of the transportation system for people and goods with the RTP policy goals for addressing equity, climate, safety, and congestion.

JPACT and Metro Council also recognized the updated policy must support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region's Climate Smart Strategy. This comprehensive set of shared regional values, goals and related desired outcomes identified in the RTP and 2040 Growth Concept, as well as local and state goals continue to guide the policy update.

### Project timeline

Shown in **Figure 1**, the Regional Mobility Policy update began in 2019 and will be completed in Fall 2022 for use in the 2023 Regional Transportation Plan update.

Figure 1. Project Timeline



**Overview of How We Got Here**

An overview of the process used to identify the mobility policy elements and develop the draft policy and proposed performance measures follows.

**From Fall 2019 to June 2020**, the Transportation Research and Education Center (TREC)/Portland State University documented current mobility-related performance measures and methods being used in the Portland region, statewide and nationally. The [Portland State University’s Synthesis Research on Current Measures and Tools](#) reviews the existing mobility policy and summarizes current practices in measuring multimodal mobility.

**In 2020**, the project team reviewed [previous input from historically marginalized and underserved communities](#) and other stakeholders from the [2018 Regional Transportation Plan update](#), development of the [2020 transportation funding measure](#) and the [Scoping Engagement Process](#) for this effort. Based on this review and additional feedback received through two workshops with the TPAC and MTAC in fall 2020, six key transportation outcomes were identified as integral to how we view mobility in the Portland region.

**In Fall 2020**, TPAC and MTAC also provided feedback on criteria to be used to screen and select potential mobility performance measures for testing that address one or more mobility policy elements. In Winter 2021, the Consultant team applied the screening criteria through a multi-step process to narrow a list of 38 potential mobility measures to 12 potential mobility measures that appeared most promising for testing and further evaluation through case studies. [A technical memo](#) and supporting documents describing the screening process is available on the project website.

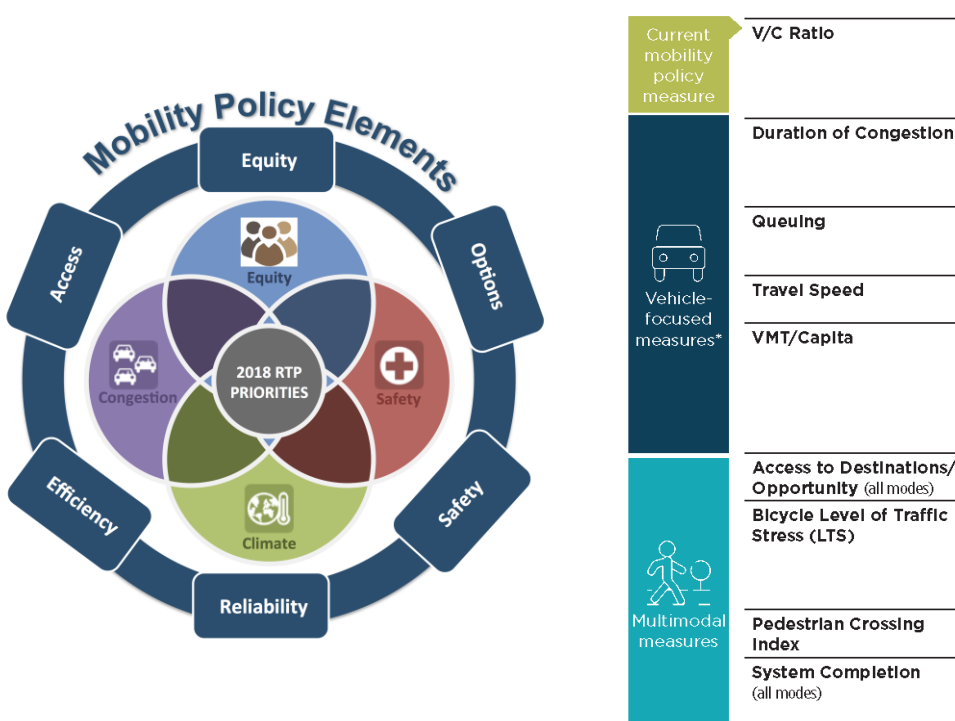
**In spring 2021**, the project team engaged policymakers, practitioners, community leaders and other stakeholders to review and provide feedback on the draft mobility

policy elements and potential measures to include in the updated policy. Throughout May and June 2021, the project team engaged stakeholders through online forums, briefings and committee meetings. The four online forums included two forums for planning, modeling and engineering practitioners, a forum for goods and freight professionals, and a forum for community leaders. A total of about 130 people participated in the forums. Project staff also presented and received feedback at County Coordinating Committees (staff and policy), MTAC, TPAC, the Metro Policy Advisory Committee (MPAC), JPACT and the Metro Council – representing more than 350 individual points of input.

A [Stakeholder Engagement Report](#) and [supporting Appendices](#) documenting the Spring 2021 engagement process and input received is available on the project website.

In June 2021, JPACT and Metro Council recommended the mobility policy elements and measures in **Figure 2** be further evaluated and tested. The recommendation was informed by past research and input, the technical screening process and subsequent stakeholder input.

**Figure 2: Regional Mobility Policy Elements and Measures Evaluated**



Throughout Fall 2021 and early 2022, the project team evaluated a series of case studies. The case studies research focused on learning more about each of the potential new mobility measures and potential ways in which the measures could be applied across different land use/transportation contexts and planning applications – focusing on system planning and plan amendments. A memo providing an [overview of the preliminary case study evaluation work](#) and a [report summarizing the case study analysis and findings](#) are available on the project website. Staff will present key findings from the case study analysis at the work session.

## REGIONAL MOBILITY POLICY UPDATE: DRAFT POLICY AND PERFORMANCE MEASURES

**From February to May 2022**, the project team engaged TPAC, MTAC and other practitioners through three workshops, an online questionnaire, briefings to staff-level county coordinating committees and a third practitioners forum. The team reported the case study findings and preliminary mobility policy recommendations from the research.

The discussions and questionnaire resulted in additional input on the draft policies, the individual measures being proposed for the updated mobility policy and ideas for how the measures could be applied during system planning and when evaluating the transportation impacts of plan amendments. The TPAC and MTAC workshop materials and meeting summaries are available on the Metro website. A [report summarizing feedback from the April 2022 practitioners forum](#) is available on the project website.

**In May and June 2022**, the project team used the input received to further develop the draft regional mobility policy and proposed performance measures provided in **Attachment 1 and Attachment 2**, respectively. The draft policy includes five individual policy statements and four proposed performance measures. Staff will present the draft policy statements and proposed performance measures for Council feedback at the work session.

Several pieces of work are underway. The project team is in the process of defining how the measures would be applied during system planning and when processing plan amendments. The team is exploring approaches for setting performance targets and have started to identify potential actions to support implementation of the updated policy to address the feedback received. More information and how the policies and measures would be applied along with potential performance targets and an implementation action plan will be brought to Council for feedback at a future work session.

### **ACTION REQUESTED**

Staff seeks Metro Council discussion and feedback on the draft policy statements and proposed measures.

### **IDENTIFIED POLICY OUTCOMES**

As directed by the 2018 RTP, this project will update the 20-year old “interim” mobility policy that is used to define and measure mobility in regional and local transportation system plans (TSPs), corridor plans, and during the plan amendment process in the Portland area. The project will develop a holistic alternative mobility policy and associated measures, targets, and methods for the Portland region. The project will advance the RTP policy goals for addressing equity, climate, safety and mobility as well as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region’s Climate Smart Strategy.

In addition, this project will develop guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place. Finally, the project will recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new TSP and plan amendment measures and targets and those used in development review and project design processes.

## **POLICY QUESTIONS**

1. Does Council have initial feedback on the draft mobility policy language (reflected in the five policy statements) or the proposed performance measures?

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

Policy options for Council to consider include:

- **Option 1: Council supports the draft policy statements and performance measures proposed to continue moving forward**, as presented.
- **Option 2: Council provides feedback to staff**, if the draft policy statements and proposed measures do not fully reflect Council's desired mobility outcomes.

## **STAFF RECOMMENDATIONS**

Staff recommends that Council discuss and provide feedback on the draft policy statements and performance measures being considered. This is an opportunity for Council to ask questions and share any comments or concerns as the project team continues to engage TPAC and MTAC and other practitioners in developing the updated regional mobility policy and implementation plan this summer. Metro and ODOT are planning a fourth practitioners forum in mid-August to allow continued discussion and feedback on the draft policy statements, measures, and approaches for setting targets. Staff will further refine the draft regional mobility policy recommendations and prepare a recommended regional mobility policy for the 2023 RTP for consideration by TPAC, JPACT, and Metro Council in fall 2022.

A summary of the project timeline and remaining steps in the process is provided in **Attachment 3**.

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

When the regional mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP, JPACT and the Metro Council recognized this work must holistically advance the RTP policy goals for addressing equity, climate, safety, and mobility as well as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region's Climate Smart Strategy. This understanding and direction provided by the Metro Council is reflected in the project work plan and engagement plan approved by JPACT and the Metro Council in 2019. The project purpose and objectives approved by JPACT and the Metro Council are provided in **Attachment 4**.

## **Legal Antecedents**

- **Ordinance No. 18-1421** (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted December 6, 2018.

## **Anticipated Effects**

This project will recommend amendments to the mobility policy contained in the 2018 RTP and Policy 1F of the OHP for the Portland metropolitan region for consideration by JPACT, the Metro Council and the OTC.



## REGIONAL MOBILITY POLICY UPDATE: DRAFT POLICY AND PERFORMANCE MEASURES

Pending “tentative” approval and direction by the JPACT, the Metro Council and expressed support from the OTC, the updated policy will be applied in the next update to the RTP (due in Dec. 2023). In addition, the recommended policy will be forwarded to the OTC for consideration as an amendment to the OHP 1F (Table 7 and related policies for the state-owned facilities in the Portland region). Pending adoption in the 2023 RTP by JPACT and the Metro Council and amendment of the OHP by the OTC, the updated policy will guide development of regional and local transportation plans and studies, and the evaluation of potential impacts of plan amendments and zoning changes subject to the Transportation Planning Rule.

### **ATTACHMENTS**

- What other materials are you presenting today?
  1. Draft Regional Mobility Policy
  2. Draft Regional Mobility Policy Performance Measures
  3. Project Schedule
  4. Approved Metro/ODOT Project Objectives



## Draft Regional Mobility Policy

Within the Portland metropolitan area, the State of Oregon and Metro have a shared goal of providing mobility such that people and businesses can safely, affordably, and efficiently reach the goods, services, places, and opportunities they need to thrive by a variety of seamless and well-connected travel options and services that are welcoming, convenient, comfortable, and reliable.

To achieve these outcomes, the State of Oregon and Metro will:

- Mobility Policy 1** Ensure that the public's land use decisions and investments in the transportation system enhance efficiency in how people and goods travel to where they need to go.
- Mobility Policy 2** Provide people and businesses a variety of seamless and well-connected travel modes and services that increase connectivity, increase choices and access to low carbon transportation options so that people and businesses can conveniently and affordably reach the goods, services, places and opportunities they need to thrive.
- Mobility Policy 3** Create a reliable transportation system, one that people and businesses can count on to reach destinations in a predictable and reasonable amount of time.
- Mobility Policy 4** Prioritize the safety and comfort of travelers in all modes when planning and implementing mobility solutions.
- Mobility Policy 5** Prioritize investments that ensure that Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other historically marginalized and underserved communities experience equitable mobility.

These policies apply to:

- the state highway system within the Portland metropolitan area for
  - identifying state highway mobility performance expectations for planning and plan implementation; and
  - evaluating the impacts on state highways of amendments to transportation system plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-0060).
- throughways and regional arterials designated in the Regional Transportation Plan, which include state and local jurisdiction facilities, for identifying mobility performance expectations for planning and plan implementation.

Under this policy, Oregon Highway Plan volume-to-capacity ratio targets still guide operations decisions such as managing access and traffic control systems and can be used to identify intersection improvements that would help reduce delay and improve the corridor average travel speed. Local jurisdiction standards for their facilities still apply for evaluating impacts of amendments to transportation system plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-0060) and guiding operations decisions.



## Draft Regional Mobility Performance Measures for the Portland metropolitan region

Regional mobility within the Portland metropolitan area is multi-faceted and requires more than one performance measure to assess needs and adequacy, and to monitor progress toward desired mobility outcomes. Through a process of research, case studies, applying evaluation criteria and soliciting stakeholder and practitioner input, an extensive list of potential measures were narrowed down to four measures. These measures, applied at different scales and to different facilities, are needed to assess overall system efficiency and whether the system of multimodal networks are equitable, complete, safe and comfortable, and reliable.

Four performance measures as described in Table 1 will be used to assess the adequacy of mobility in the Portland region for the throughway and regional arterial network based on the expectations for each facility type, location, and function. These measures will be the initial tools to identify mobility gaps and deficiencies (transportation needs) and consider solutions to address identified mobility needs.

**Table 1: Proposed Mobility Policy Performance Measures**

Measure	Scale for Application	How it Would be Used	Expected Mobility Outcomes
<b>VMT/Capita for home-based trips</b>  <b>and</b>  <b>VMT/Employee for commute trips to/from work</b>	Plan Area (RTP, TSP, Plan Amendment)	Measured for the plan area to ensure that land use and transportation plan changes are working in tandem to achieve OAR 660 Division 44 (GHG Reduction rule) VMT/capita reduction targets and resulting in: <ul style="list-style-type: none"> <li>• reduced need to drive</li> <li>• improved viability of using other and more efficient modes of transportation than the automobile and</li> <li>• preserving roadway capacity for transit, freight and goods movement.</li> </ul>	<b>Land Use Efficiency</b>  Land use patterns that are more efficient to serve because they reduce the need to drive and are supportive of travel options.
<b>System Completeness</b>	Facility Level for Throughways and Regional Arterials in Plan Area (RTP, TSP, Plan Amendment)	Used to identify needs and define the complete multimodal system in regional and local TSPs, facility plans, corridor plans, and area plans. The “complete system” would be defined through system planning and include network connectivity, the future number of through lanes, and turn lanes, type of bicycle facility, target pedestrian crossing spacing, and TSMO/TDM elements.	<b>Complete Multi-Modal Networks</b>  Travel options and connectivity allow people to reliably and safely walk, bike, drive, and take transit to get where they need to go.

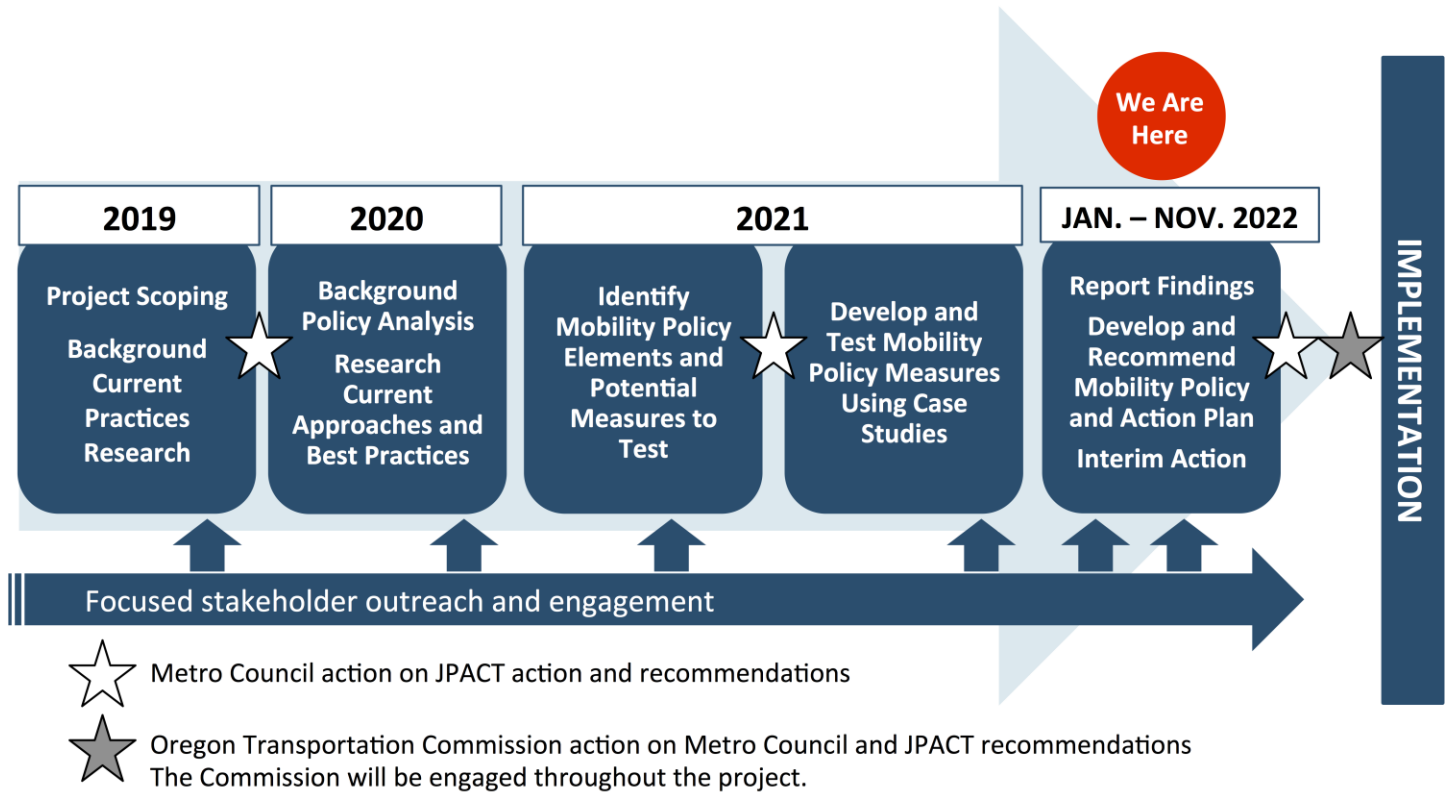
## Attachment 2

Measure	Scale for Application	How it Would be Used	Expected Mobility Outcomes
<b>Average Travel Speed</b>	Facility Level for Throughways (RTP, TSP, Plan Amendment)	Used to identify areas of poor reliability where due to recurring congestion, average travel speeds drop below approximately TBD mph during TBD specified hours of the day on throughways designated in the RTP. On freeways, reliable traffic flow occurs above 35 mph and maximum vehicle capacity is consistent between 40 and 65 mph. <sup>1</sup>	<b>Reliability</b>  Safe, efficient and reliable speeds for people, goods and services.
<b>Off-ramp Queuing</b>	Freeway Off-ramp Terminal Intersections for Throughways in Plan Area (Plan Amendment)	Employed to help provide safe, efficient and reliable operation of the mainline for longer trips of regional or statewide purpose through the interchange area. The main objective is to avoid the formation of traffic queues on off-ramps which back up into the portions of the ramps needed for safe deceleration from mainline speeds or onto the mainline itself. This is a significant traffic safety and operational concern affecting reliability and can be improved by managing throughways for longer trips resulting in reducing off-ramp traffic volumes and by increasing capacity at the off-ramp terminal.	<b>Reliability</b>  Safe deceleration conditions for vehicles exiting freeway mainlines reducing crashes and improving operations.

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<sup>1</sup> On freeways, similar maximum vehicle capacity occurs between 40 and 65 mph. When vehicle demand causes traffic speeds to drop below 35 mph, traffic flows become unstable (more stop and go) and the facility capacity drops and the facility is able to move fewer cars per lane. Above 35 mph, traffic flows are more likely to be stable and capacity remains fairly consistent even as the speeds increase as greater distances are needed between vehicles.

REGIONAL MOBILITY POLICY UPDATE  
**PROJECT TIMELINE AND  
 2022 ENGAGEMENT SCHEDULE**



What	Who	Date
<b>January to July 2022 – Develop Draft Mobility Policy and Measures/Targets</b>		
Report case studies analysis and findings	TPAC/MTAC Workshop	2/16/22
Introduce draft mobility policy elements and performance measure recommendations	TPAC Workshop	3/9/22
	Practitioner Forum (with breakouts)	4/7/22
	TPAC/MTAC Workshop	4/20/22
Discuss:	EMCTC TAC	5/4/22
	EMCTC	5/16/22
- Draft policy framework and applicability	CTAC	6/2/22
- Draft measures, targets and methods	TPAC/MTAC Workshop	6/15/22
- Draft implementation action plan	Metro Council	7/26/22

What	Who	Date
<b>August to November 2022 – Recommend Draft Mobility Policy, Measures/Targets and Action Plan</b>		
Recommended Draft for 2023 RTP - Mobility policy (with measures and targets) and applicability - Implementation Action Plan	Region 1 Area Commission on Transportation	8/1/22
	TPAC/MTAC workshop discussion (will also serve as practitioner forum with breakouts)	8/17/22
	JPACT discussion	8/18/22
	TPAC discussion	9/2/22
	Metro council work session	9/13/22
	MTAC discussion	9/21/22
	MPAC discussion	9/28/22
	Mobility Policy Expert Review Panel with Metro Council and JPACT	September – date TBD
	TPAC recommendation to JPACT	10/7/22
	JPACT recommendation/interim action	10/20/22
	Metro Council recommendation/interim action	11/3/22
Report study findings and policy recommendations and seek support to incorporate in 2023 RTP	Oregon Transportation Commission	11/17/22 (requested, pending JPACT and Council action)

### County Coordinating Committees

Who	Tentative Date
East Multnomah County Transportation Committee TAC	8/31/22
Clackamas County TAC	9/1/22
Washington County Coordinating Committee TAC	9/1/22
East Multnomah County Transportation Committee (policy)	TBD
Washington County Coordinating Committee (policy)	TBD
Clackamas County C-4 subcommittee (policy)	TBD



## Metro/ODOT Regional Mobility Policy Update

### Project purpose and objectives

*(as identified in work plan approved by JPACT and the Metro Council in 2019)*

July 24, 2020

#### Project purpose

The purpose of this project is to:

- Update the regional transportation policy on how the Portland area defines and measures mobility for people and goods to better align how performance and adequacy of the transportation system is measured with broader local, regional and state goals and policies.
- Recommend amendments to the Regional Transportation Plan and Policy 1F of the Oregon Highway Plan (Table 7 and related policies for the state-owned facilities in the Portland metropolitan planning area boundary).

The updated policy will be considered for approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council as an amendment to the Regional Transportation Plan (RTP) as part of the next RTP update (due in 2023). The updated policy for state owned facilities will be considered for approval by the Oregon Transportation Commission (OTC) as an amendment to Policy 1F of the Oregon Highway Plan.

The updated policy will be applied within the Portland area metropolitan planning area boundary and guide the development of regional and local transportation system plans and the evaluation of the potential impacts of plan amendments and zoning changes on the transportation system as required by Section 0060 of the Transportation Planning Rule (TPR). In addition, the updated policy will provide a foundation for recommending future implementation actions needed to align local, regional and state codes, standards, guidelines and best practices with the new policy, particularly as it relates to mitigating development impacts and managing, operating and designing roads.

#### Project objectives

The 2018 RTP is built around four key priorities of advancing equity, mitigating climate change, improving safety and managing congestion. The plan recognizes that our growing and changing region needs an updated mobility policy to better align how we measure the performance and adequacy of the transportation system for both people and goods. The comprehensive set of shared regional values, goals and related desired outcomes identified in the 2018 RTP and 2040 Growth Concept, as well as local and state goals will provide overall guidance to this work.

The following project objectives will direct the development of the updated mobility policy that meets these broad desired outcomes for the Portland metropolitan region.

The project will amend the RTP and Policy 1F of the OHP to:

1. Advance the region's desired outcomes and local, regional and state efforts to implement the 2040 Growth Concept and 2018 RTP policy goals for advancing equity, mitigating climate change, improving safety and managing congestion.
2. Support implementation of the region's Climate Smart Strategy, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and related policies.

3. Provide a clear policy basis for management of and investment in the throughway<sup>1</sup> and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway system and other modal networks.
4. Develop a holistic alternative mobility policy and associated measures, targets, and methods for the Portland region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses. The updated policy will:
  - a. Clearly and transparently define and communicate mobility expectations for multiple modes, users and time periods, and provide clear targets for local, regional and state decision-making.
  - b. Provide mobility equitably and help eliminate disparities historically marginalized communities<sup>2</sup> face in meeting their travel needs.
  - c. Address all modes of transportation in the context of planned land uses.
  - d. Be innovative and advance state of the art practices related to measuring multimodal mobility.
  - e. Use transportation system and demand management to support meeting mobility needs.
  - f. Help decision-makers make decisions that advance multiple policy objectives.
  - g. Address the diverse mobility needs of both people and goods movement.
  - h. Balance mobility objectives with other adopted state, regional and community policy objectives, especially policy objectives for land use, affordable housing, safety, equity, climate change and economic prosperity.<sup>3</sup>
  - i. Distinguish between throughway and arterial performance and take into account both state and regional functional classifications for all modes and planned land uses.
  - j. Evaluate system completeness and facility performance for all modes to serve planned land uses as well as potential financial, environmental, greenhouse gas and community impacts of the policy, including impacts of the policy on traditionally underserved communities and public health.
  - k. Recognize that mobility into and through the Portland region affects both residents across the region and users across the state, from freight and economic perspectives, as well as access to health care, universities, entertainment and other destinations of regional and statewide importance.
  - l. Be financially achievable.
  - m. Be broadly understood and supported by federal, state, regional and local governments, practitioners and other stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission.
  - n. Be legally defensible for implementing jurisdictions.
  - o. Be applicable and useful at the system plan, mobility corridor and plan amendment scales.

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<sup>1</sup> Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.

<sup>2</sup> Historically marginalized communities are defined as people of color, people who do not speak English well, low income people, youth, older adults and people living with disabilities.

<sup>3</sup> Including the Oregon Transportation Plan, state modal and topic plans including OHP Policy 1G (Major Improvements), Oregon Transportation Planning Rule, Metro 2040 Growth Concept, Metro Regional Transportation Plan, Metro Regional Transportation Functional Plan and the Metro Congestion Management Process.



**Project requirements and considerations**

The project will address these requirements and considerations:

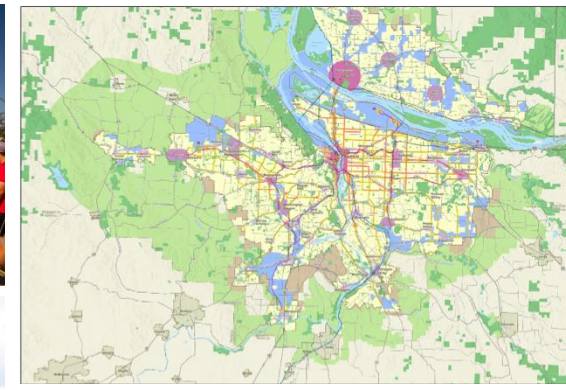
1. Comply with federal, state and regional planning and public involvement requirements, including Oregon's Statewide Planning Goals, ORS 197.180, the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02.
2. Consider implications for development review and project design.
3. Consider implications for the region's federally-mandated [congestion management process](#) and related performance-based planning and monitoring activities.
4. Coordinate with and support other relevant state and regional initiatives, including planned [updates to the Oregon Transportation Plan and Oregon Highway Plan](#), the ODOT Region 1 Congestion Bottleneck and Operations Study II (CBOS II), the [ODOT I-205 Tolling Project](#), the [ODOT I-5 Tolling Project](#), [Metro Regional Congestion Pricing Study](#), the Metro [Regional Transportation System Management and Operations \(TSMO\) Strategy](#) update and the [Metro jurisdictional transfer framework](#) effort.
5. Document data, tools and methodologies for measuring mobility.
6. Provide guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place.
7. Recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new system plan and plan amendment measures and targets and those used in development review and project design.

Materials following this page were distributed at the meeting.

# Regional mobility policy update

Metro Council Work Session

July 26, 2022



# Today's purpose

Provide update on project

Seek input on draft mobility  
policy and proposed measures



# Project purpose

- Update the mobility policy and how we define and measure mobility for the Portland area transportation system
- Recommend amendments to the RTP and Oregon Highway Plan Policy 1F for the Portland area



**Visit [oregonmetro.gov/mobility](https://oregonmetro.gov/mobility)**

# Applications of the current mobility policy

TARGETS



**Planning for the future\***

**Transportation system plans, corridor and area plans**, including concept plans to set performance expectations to identify needs as defined in the RTP and Oregon Highway Plan

STANDARDS



**Regulating Plan Amendments\***

**Zoning changes and land use plan amendments** using transportation thresholds defined in the Oregon Highway Plan for state-owned roads and local codes for city- and county-owned roads



**Mitigating Development Impacts**

**Development approval process** to mitigate traffic impacts using thresholds defined in the OHP and local codes



**Managing and Designing Roads**

**Operational and road project designs** as defined in the 2012 Oregon Highway Design Manual and local codes

\*Focus of this effort

# Regional Mobility Policy and Oregon Highway Plan Policy 1F

## Regional Mobility Policy (Regional Transportation Plan)

- RTP motor vehicle network, including ODOT highways and city and county arterials
- Applied as targets in system planning only

## Highway Mobility Standards (Oregon Highway Plan Policy 1F)

- ODOT highways only
- Applied as targets in system planning
- Applied as standards in local comprehensive plan amendments

### Volume to Capacity Ratio Targets for Portland Region (adopted in RTP in 2000 and OHP in 2002)

VOLUME TO CAPACITY RATIO TARGETS INSIDE METRO <sup>A, B</sup>		
Locations	Target	
	1 <sup>st</sup> hour	2 <sup>nd</sup> hour
Central City Regional Centers Town Centers Main Streets Station Communities	1.1	.99
Corridors Industrial Areas Intermodal Facilities Employment Areas Inner Neighborhoods Outer Neighborhoods	.99	.99
I-84 (from I-5 to I-205)	1.1	.99
I-5 North (from Marquam Bridge to Interstate Bridge)	1.1	.99
OR 99E (from Lincoln Street to OR 224 Interchange)	1.1	.99
US 26 (from I-405 to Sylvan Interchange)	1.1	.99
I-405 <sup>C</sup> (from I-5 South to I-5 North)	1.1	.99
<b>Other Principal Arterial Routes</b>	.99	.99
I-205 <sup>C</sup> I-84 (east of I-205) I-5 (Marquam Bridge to Wilsonville) <sup>C</sup> OR 217 US 26 (west of Sylvan) US 30 OR 8 (Murray Blvd to Brookwood Avenue) <sup>C</sup> OR 224 OR 47 OR 213 242 <sup>nd</sup> /US 26 in Gresham OR 99W		

Table 7: Volume to Capacity Ratio Targets within Portland Metropolitan Region

# Why Now?



## 2018 Regional Transportation Plan

*A blueprint for the future of transportation  
in the greater Portland region*

Adopted December 6, 2018

[oregonmetro.gov/rtp](http://oregonmetro.gov/rtp)

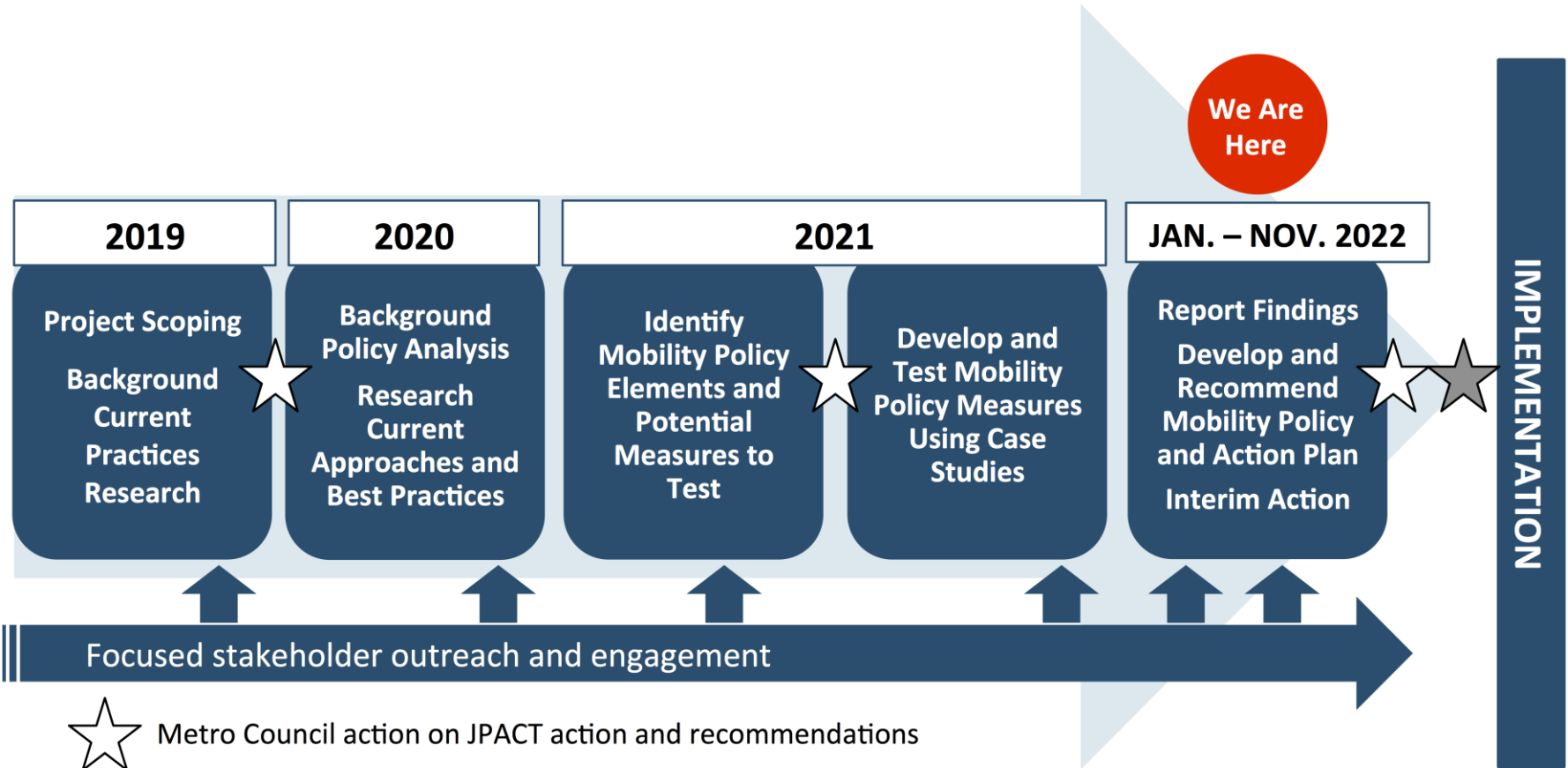
ODOT, Metro, cities and counties are increasingly unable to meet current mobility policy

Better align policy with state, regional and community values, goals and desired outcomes:

- Desire to shift focus from vehicles to people, goods and services
- Cannot afford what it would take to meet policy
- Impacts to meet current RTP/OHP congestion targets/standards remain a top concern



# Project timeline



★ Metro Council action on JPACT action and recommendations

★ Oregon Transportation Commission action on Metro Council and JPACT recommendations  
The Commission will be engaged throughout the project.

# 2020-22 Engagement

4 Metro Council briefings

20 briefings and presentations to regional advisory committees and county coordinating committees

1 community leaders forum

1 freight and goods forum

3 practitioner forums – planners, engineers, modelers

10 TPAC/MTAC workshops



**More than  
600  
participants**



**zoom**

# Looking back: 2020 to today

2020

- Share research on current policy and measure
- Identify mobility policy elements
- Define universe of potential measures (more than 100)
- Seek feedback on criteria for evaluating and selecting measures

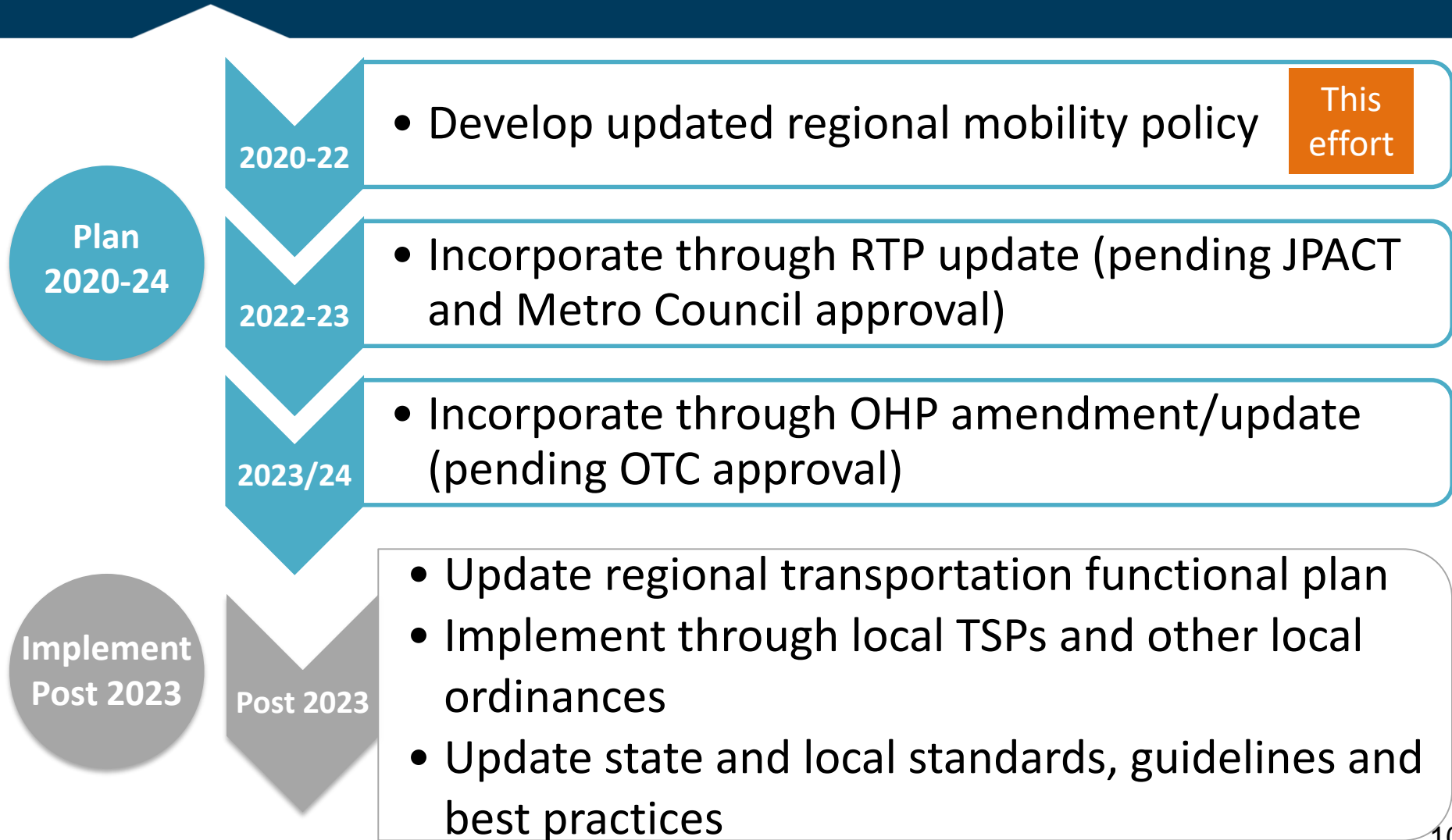
2021

- Develop definition of urban mobility
- Seek feedback on mobility policy elements and potential measures for testing in case studies (narrowed from 38 to 17 to 12 measures)

2022

- Report case study findings
- Seek feedback on draft mobility policies, measures, targets and how/where to apply them

# Where is this headed?



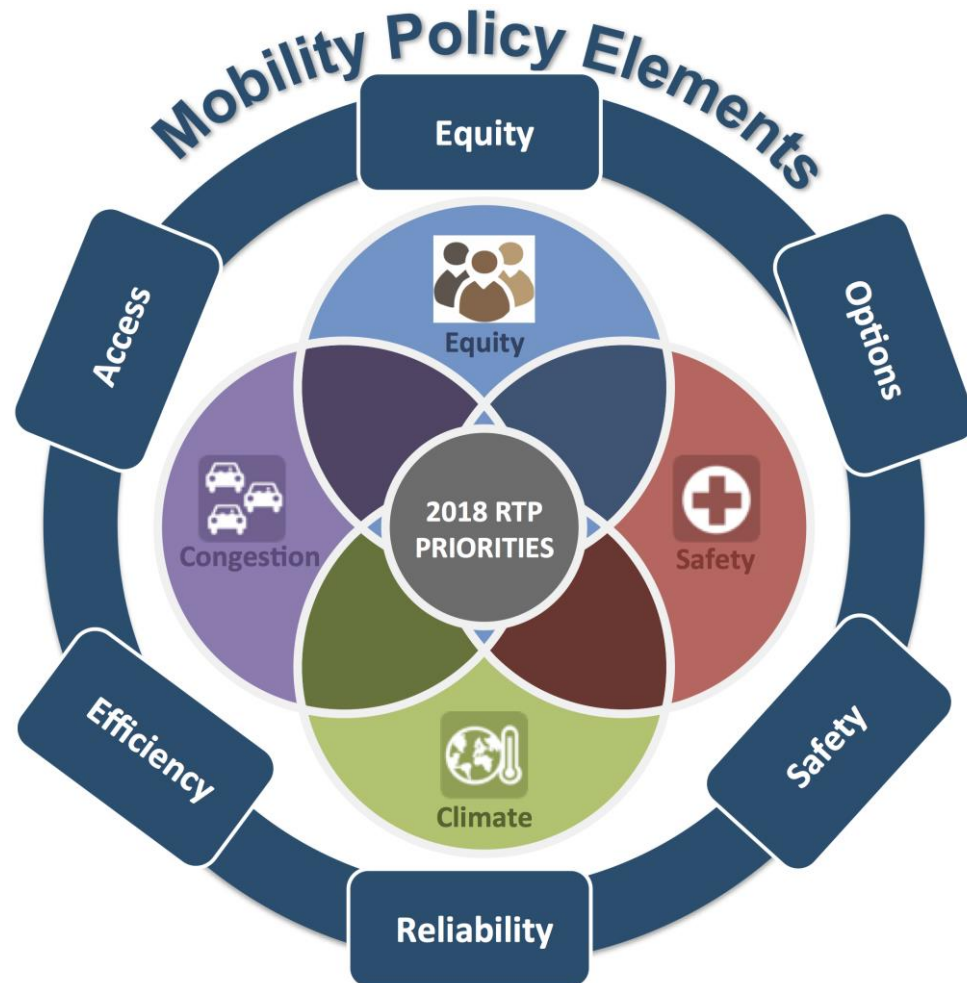
# Key terms and definitions

**Mobility policy element** – A statement of key desired transportation outcomes that are integral to mobility in an urban area.

**Policy** – A statement of intent that describes a direction and a course of action to achieve desired outcome(s).

**Performance measure** – A metric that is used to monitor and evaluate transportation system performance and potential impacts of the plan's investments within the plan period.

**Vision for urban mobility for the Portland area:** *People and businesses can safely, affordably, and efficiently reach the goods, services, places and opportunities they need to thrive by a variety of seamless and well-connected travel options and services that are welcoming, convenient, comfortable, and reliable.*



## Mobility elements

### Equity

Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other historically marginalized and underserved communities experience equitable mobility.

### Access

People and businesses can conveniently and affordably reach the goods, services, places and opportunities they need to thrive.

### Efficiency

People and businesses efficiently use the public's investment in our transportation system to travel where they need to go.

### Reliability

People and businesses can count on the transportation system to travel where they need to go reliably and in a reasonable amount of time.

### Safety

People are able to travel safely and comfortably and feel welcome.

### Options

People and businesses can choose from a variety of seamless and well-connected travel modes and services that easily get them where they need to go.



# **DRAFT** mobility policies for the Portland region

- Mobility Policy 1** Ensure that **the public's land use decisions and investments in the transportation system enhance efficiency in how people and goods travel to where they need to go.**
- Mobility Policy 2** **Provide people and businesses a variety of seamless and well-connected travel modes and services** that increase connectivity, increase choices and access to low carbon transportation options so that people and businesses can conveniently and affordably reach the goods, services, places and opportunities they need to thrive.
- Mobility Policy 3** **Create a reliable transportation system**, one that people and businesses can count on to reach destinations in a predictable and reasonable amount of time.
- Mobility Policy 4** **Prioritize the safety and comfort of travelers in all modes** when planning and implementing mobility solutions.
- Mobility Policy 5** **Prioritize investments that ensure** that Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other historically **marginalized and underserved communities experience equitable mobility.**



# DRAFT mobility policy performance measures

Measure	What does it tell us?
<b>Efficiency</b> (using VMT/Capita for home-based trips and/or VMT/Employee for commute trips)	<ul style="list-style-type: none"><li>• Are we moving towards a land use pattern that is more efficient to serve because it reduces the need to drive and is supportive of travel options?</li></ul>
<b>System Completeness</b> (completing gaps in planned network for all modes of travel, TSMO and TDM)	<ul style="list-style-type: none"><li>• Are there travel options and connectivity allowing people to safely walk, bike, drive and take transit to get where they need to go?</li></ul>
<b>Reliability</b> (using travel speed for throughways and off-ramp queuing)	<ul style="list-style-type: none"><li>• Does the facility function reliably and safely for people, goods and services?</li></ul>



# RTP defines the vision for a complete and connected system



## 2018 Regional Transportation Plan

The Regional Transportation Plan is a blueprint to guide investments for all forms of travel – motor vehicle, transit, bicycle and walking – and the movement of goods and freight throughout the Portland metropolitan region. The plan identifies current and future transportation needs, investments needed to meet those needs and what funds the region expects to have available to over the next 25 years.

### Pedestrian

- Pedestrian Parkway
- Regional Pedestrian Corridor

### Motor Vehicle

- Throughway
- Major Arterial
- Minor Arterial
- Arterial Outside UGB

### Transit

- Light Rail Transit
- Commuter Rail
- Streetcar
- HCT In Progress
- Future HCT
- Intercity High Speed Rail
- Enhanced Transit Connector
- Frequent Bus
- Regional Bus
- Bus Service Outside MPA
- Major Bus Stop
- Transit Center
- Air Terminal
- Bus Station

### Regional Design

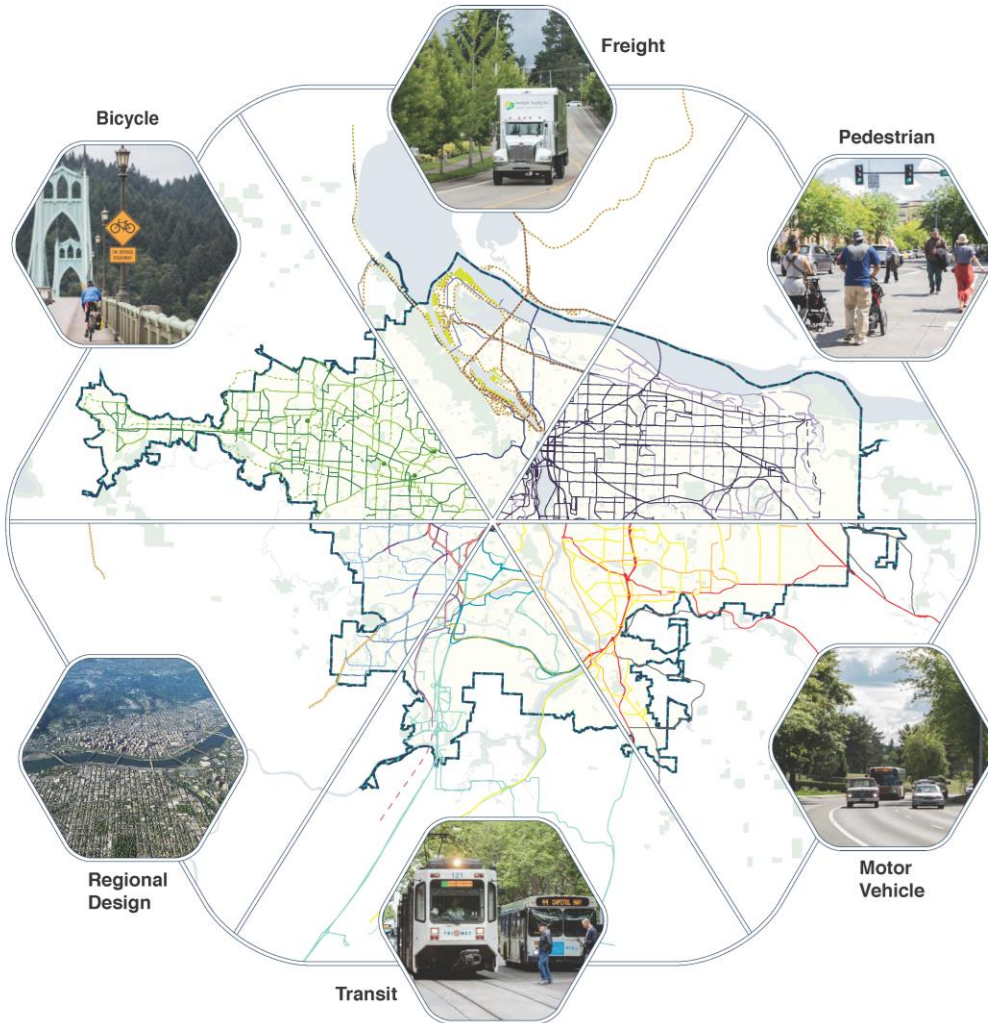
- Freeway
- Highway
- Regional Boulevard
- Regional Street
- Community Boulevard
- Community Street
- Industrial Street

### Bicycle

- Bicycle Parkway
- Regional Bikeway
- Bike Transit Facility

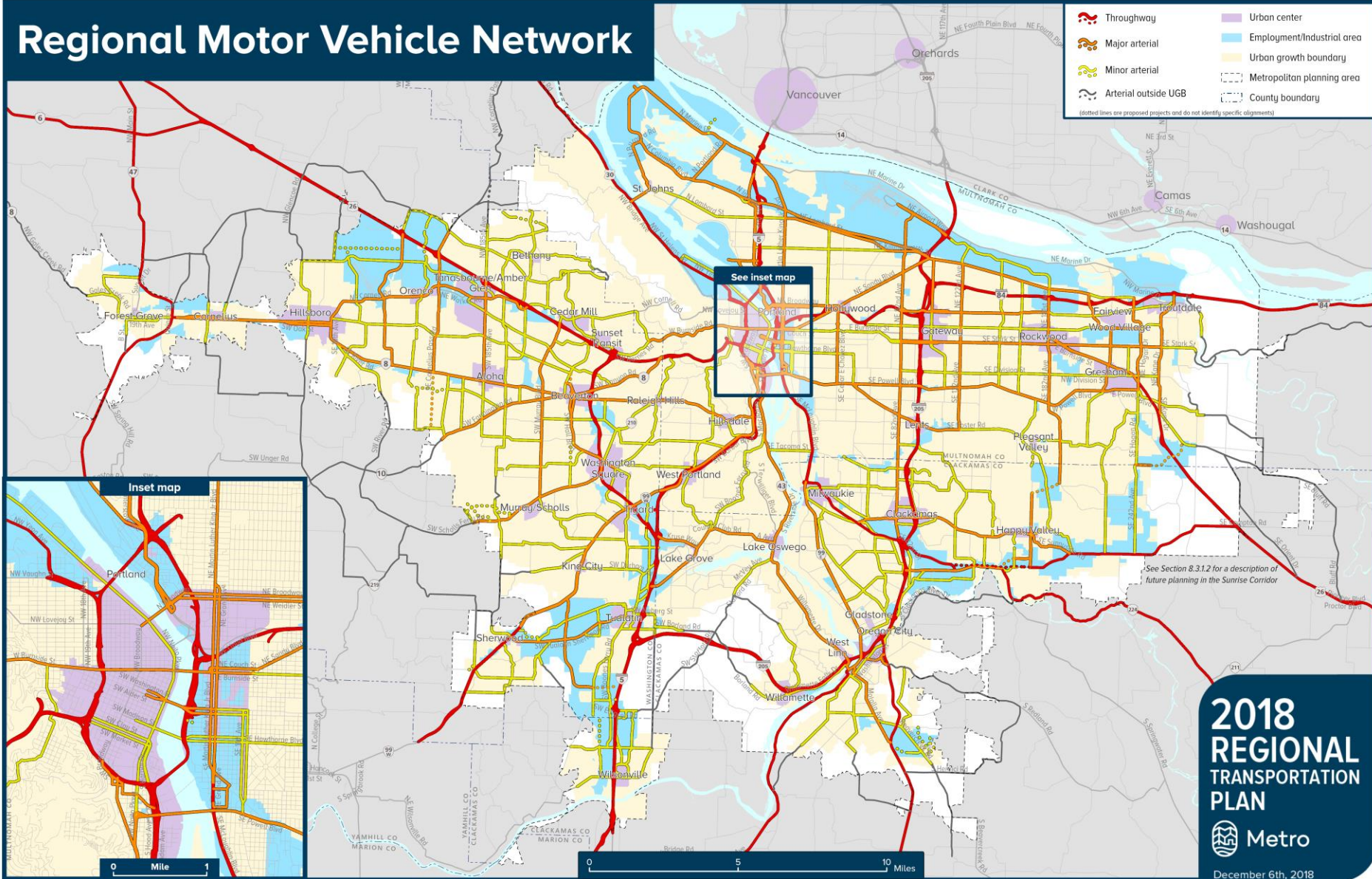
### Freight

- Main Rail Lines
- Branch Rail Lines
- Main Roadway Routes
- Roadway Connectors
- Freight Routes Outside MPA Boundary
- Regional Intermodal Connectors
- Marine Facilities
- Rail Yards
- Metropolitan Planning Area



Dashed lines represent future plans and not specific alignments.  
 Bus route geometry is based on modeled networks and may not be geometrically accurate.

# Regional Motor Vehicle Network



# What's different

## Current policy

Focus on vehicle travel

Primary objective: vehicle flow and capacity

Rush hour commute travel

Focus on vehicles

Limited impact assessment

Relies on existing data and tools

## Updated policy

Focus on people and goods

Primary objectives: reliability, safe and complete system

All travel, throughout the day

Focus on integrated, highly-connected multimodal networks

Systematic evaluation of impacts

Likely to direct new data and tools

# Questions and discussion

Does Council have feedback on:

- draft mobility policy language?
- proposed performance measures?

# Looking ahead: next 5 months

**Summer** Continue developing draft policy, measures, targets and action plan with TPAC and MTAC and introduce to policymakers

**Aug.** Hold workshop with practitioners on measure, targets and implementation actions

**Sept. to** Convene expert panel on mobility

**Nov.** Recommend policy, measures and action plan to apply in 2023 RTP update

Forward to the OTC for consideration

**Learn more at:**  
[oregonmetro.gov/mobility](https://oregonmetro.gov/mobility)



# Thank you!

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Metro



# HCT Strategy Update: Introduction

What  
it is

What  
it isn't



Photo courtesy of Portland Streetcar



Photo courtesy of TriMet



Photo courtesy of SMART



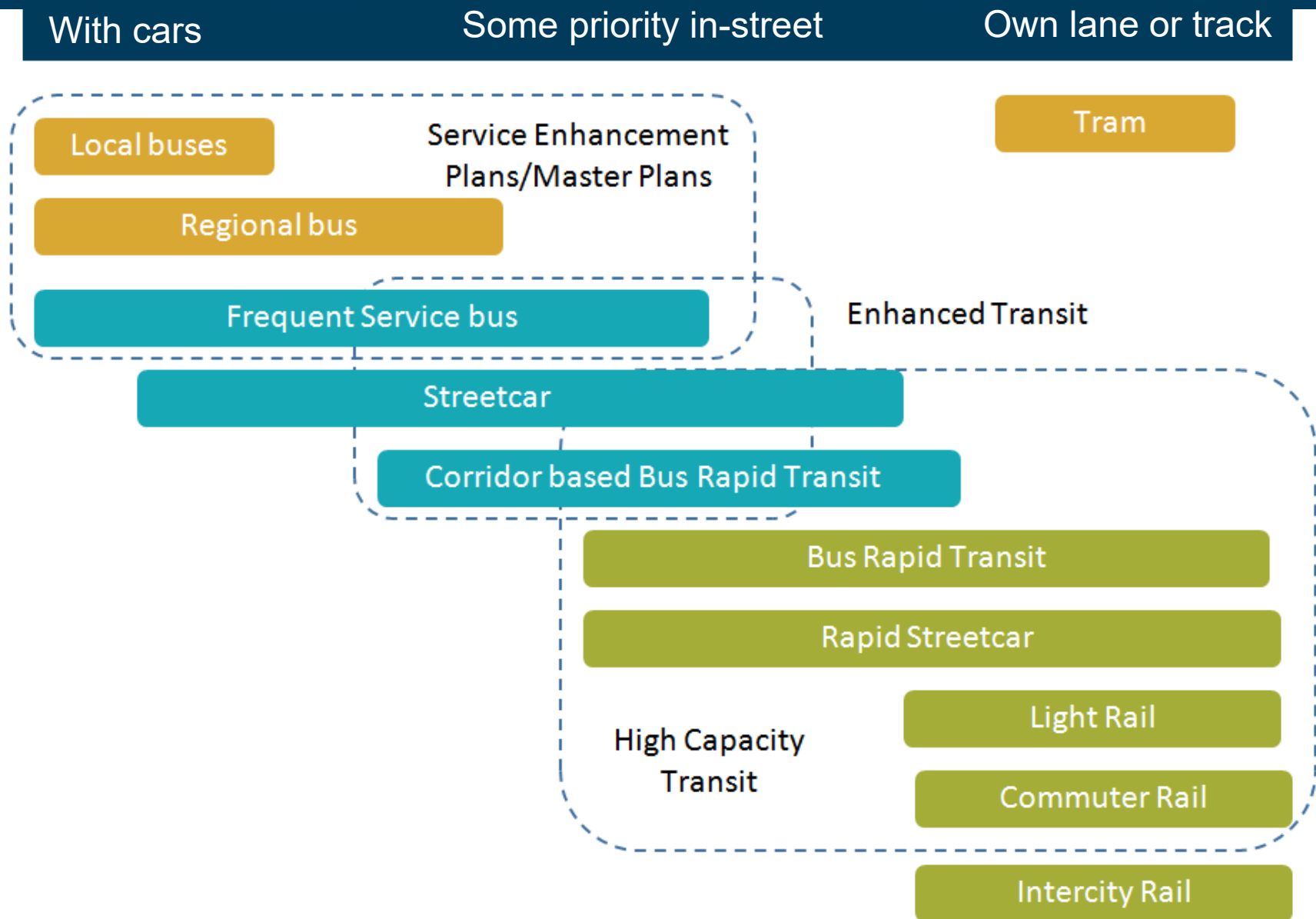
Photo courtesy of TriMet



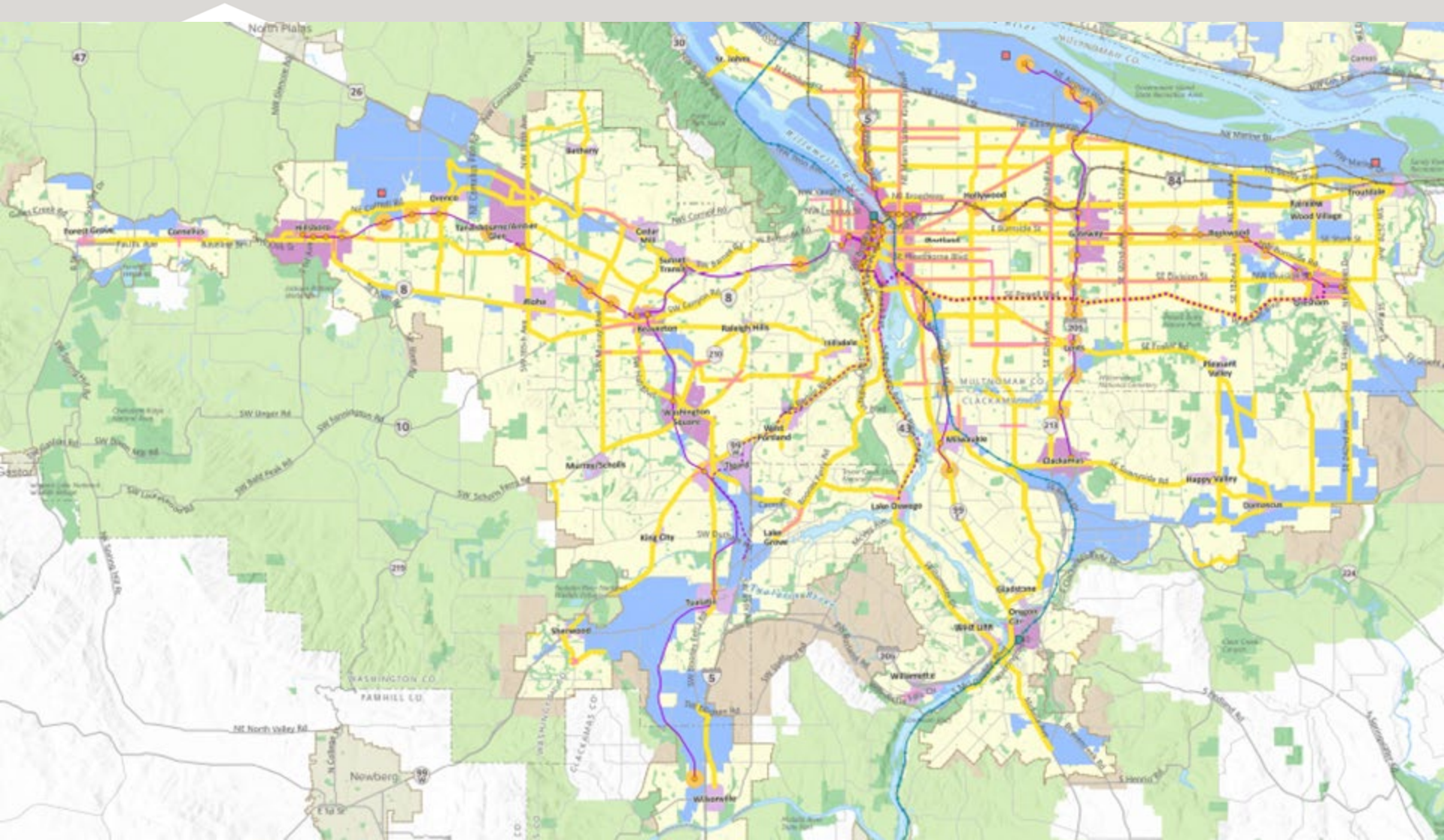
Defining high  
capacity  
transit...



# The basis we are starting from...



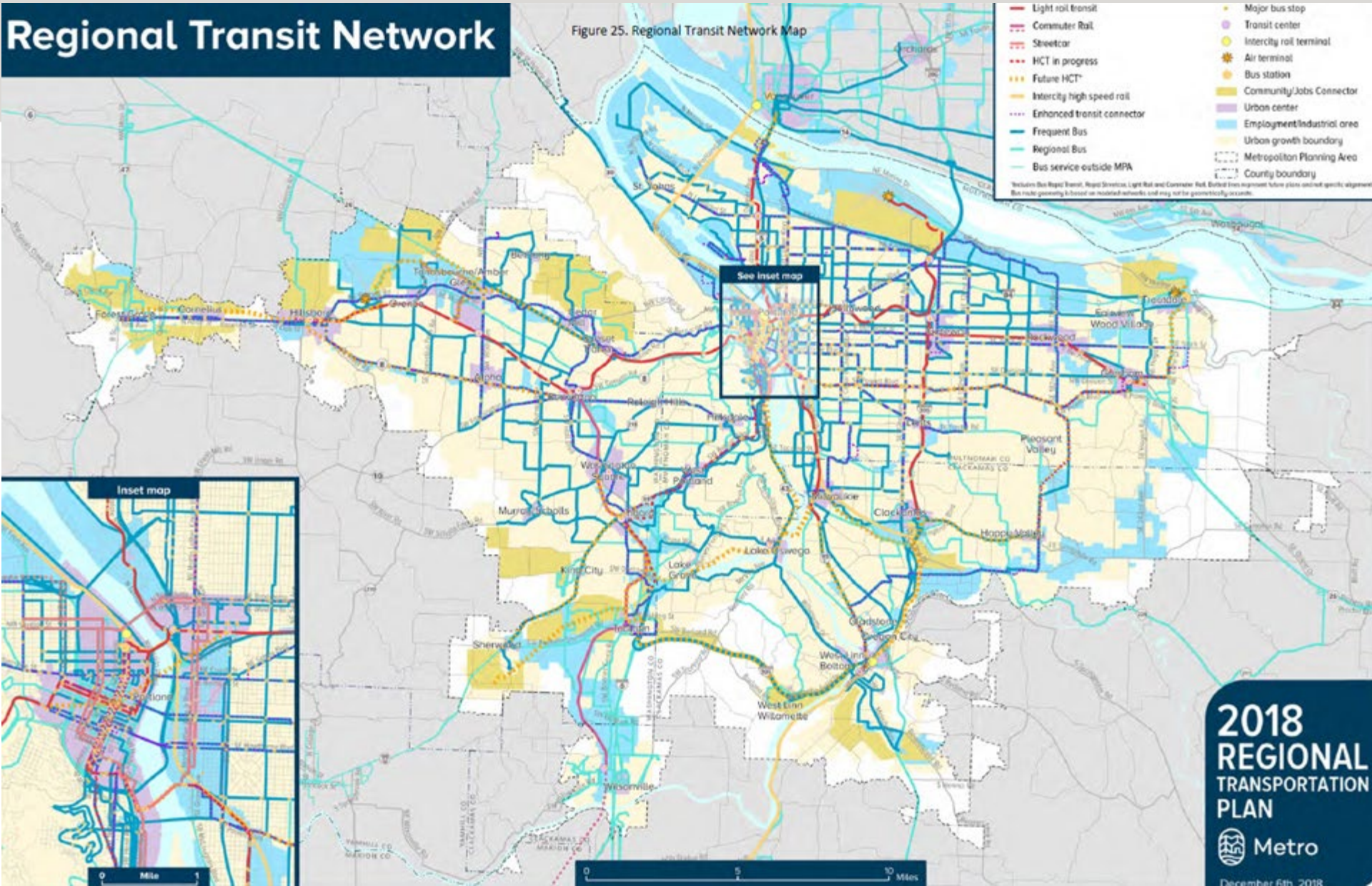
# It is the backbone of the 2040 Growth Concept...



# It supports the RTP priorities...

## Regional Transit Network

Figure 25. Regional Transit Network Map



# It is critical to meeting climate goals...



# It is an important part of the Regional Transit Strategy vision...

Safe

Reliable

Affordable

Convenient

# Where we are today...

**2009**

Adoption of Metro's first High Capacity Transit (HCT) Plan

**2018**

Adoption of the Regional Transportation Plan (RTP) and Regional Transit Strategy

**2021-23**

- 2023 RTP Update
- HCT Strategy Update
- TOD Strategic Plan Update
- *Forward Together (TriMet)*
- *Transit Master Plan (SMART)*
- *Transit Development Plan & Countywide Transit Study (Washington County)*

**2024+**

Work on the post-RTP "Access to Transit Study"

TRIOMET

SMART  
SOUTH METRO AREA REGIONAL TRANSIT

CLACKAMAS  
COUNTY

WASHINGTON COUNTY  
OREGON

Oregon  
Department  
of Transportation

Multnomah  
County

RTC

CITY OF PORTLAND, OREGON  
1851

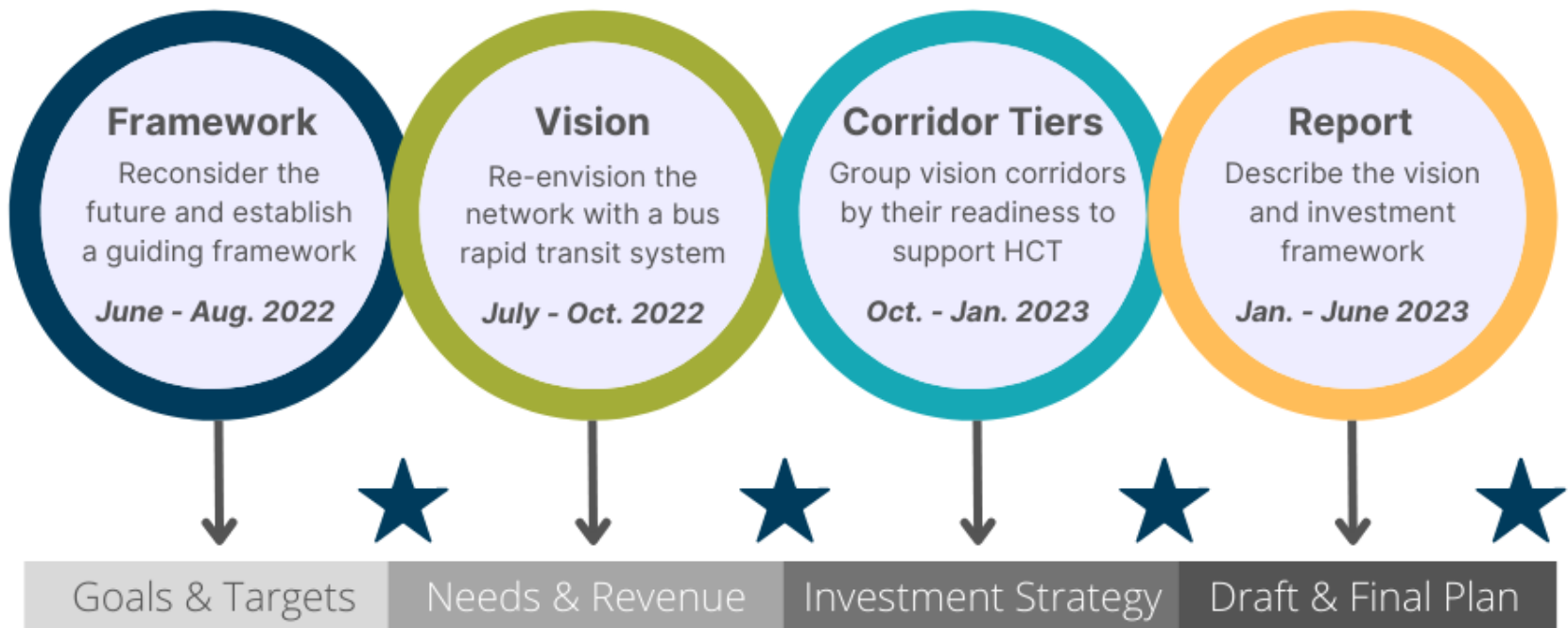
C-TRAN

Who we're  
working  
with...

# How the work is organized...

## Update Timeline

★ Stakeholder and/or public engagement



## Regional Transportation Plan Phases





*Photo courtesy of the City of Hillsboro and Holland Partner Group/Walker Macy*

***Regional Transit Network Policy 4:***  
*Make transit more convenient by  
expanding high capacity transit;  
improving transit speed and  
reliability through the regional  
enhanced transit concept.*

**HCT Policy  
Framework**

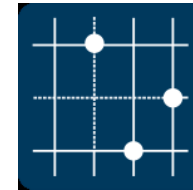
# What we are considering...



Challenges & opportunities



Ridership & travel time



Access & integrated network



Community needs



Transit-supportive areas & streets



EVs & environment



Land use & center connections



Auto- or transit-dependency



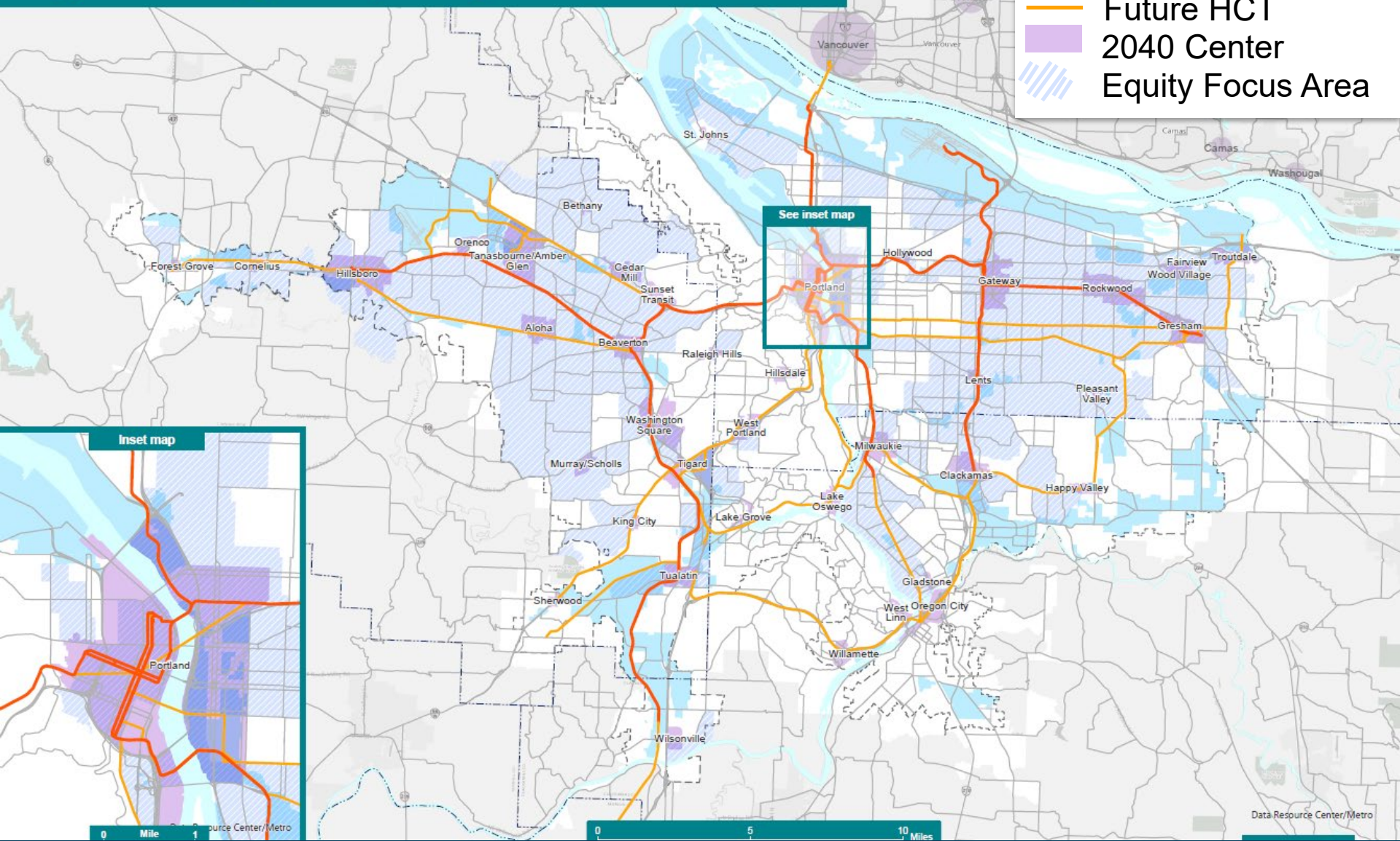
Cost-effectiveness & readiness



What we've heard...

# Regional High Capacity Transit Network

- Current HCT
- Future HCT
- 2040 Center
- ▨ Equity Focus Area



## HCT Vision

## **Mobility & Ridership**

- Current/future ridership
- Travel time benefit

## **Land Use**

- Land use supportiveness
- Supportiveness of urban form
- 2040 Growth area connections
- Redevelopment opportunity

## **Cost Effectiveness**

- Operating cost per rider
- Capital cost per rider

## **Equity Benefit**

- Access to jobs and services

## **Environmental Benefit**

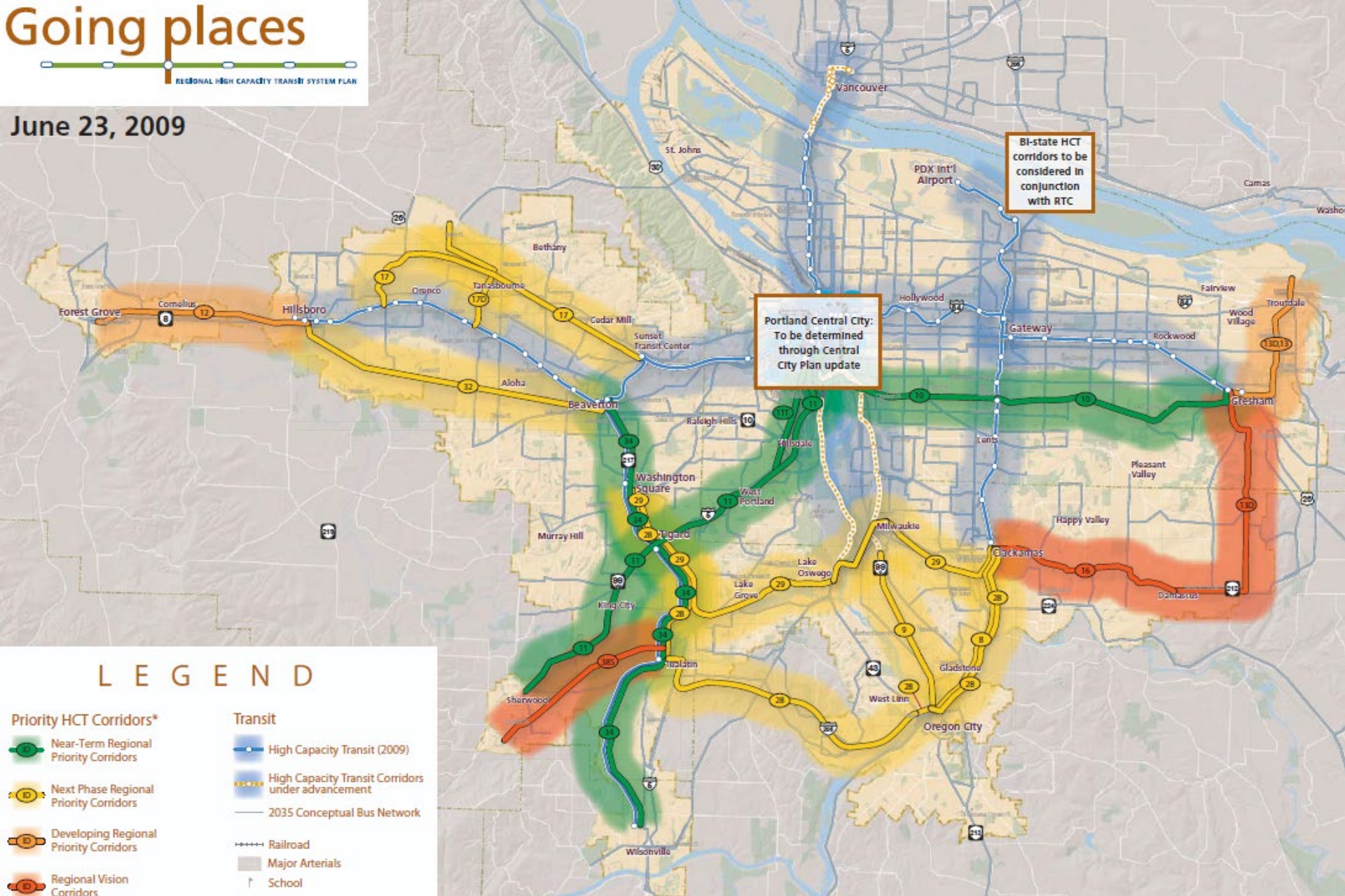
- Reduction in emissions

**What guidance  
the RTP  
provides for  
corridors...**

# Going places

REGIONAL HIGH CAPACITY TRANSIT SYSTEM PLAN

June 23, 2009



## LEGEND

- Priority HCT Corridors\***
- Near-Term Regional Priority Corridors
  - Next Phase Regional Priority Corridors
  - Developing Regional Priority Corridors
  - Regional Vision Corridors

- Transit**
- High Capacity Transit (2009)
  - High Capacity Transit Corridors under advancement
  - 2035 Conceptual Bus Network
  - Railroad
  - Major Arterials
  - School

# HCT Tiered Corridors – 2009 Plan

## **Funding Potential**

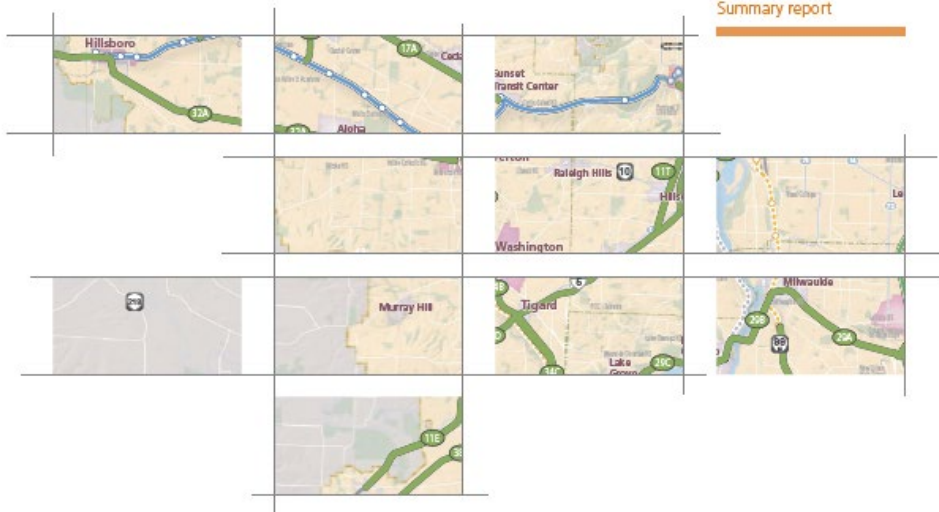
- Federal Funding Scoring Assessment

## **Local Commitment**

- Documented local and community support
- Adopted transit-supportive growth aspirations
- Supportive land use policies
- Agency partnerships
- Anti-displacement tools and partnerships

**What guidance  
the RTP  
provides for  
readiness...**

June 2010  
Summary report



REGIONAL HIGH CAPACITY TRANSIT SYSTEM PLAN

2035

Summary report

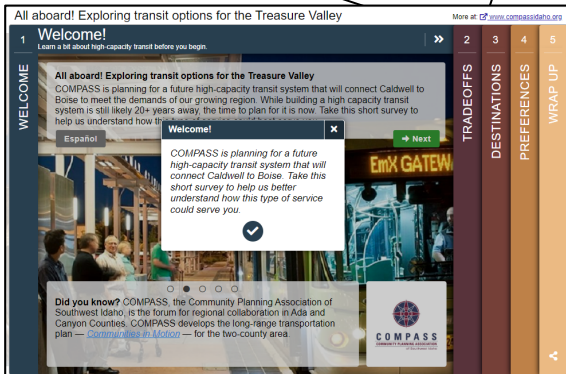
June 2010



# What's coming up...



- Website
- Fact sheets
- Survey – coming soon!
- RTP Listening Session – Summer
- JPACT/Council Workshop – October 27



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