Agenda

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

Meeting: Transportation Policy Alternatives Committee (TPAC) Workshop
Date: Wednesday, May 10, 2023
Time: 9:00 a.m. to 12:00 p.m.
Place: Virtual meeting held via Zoom
Connect with Zoom
Passcode: 810060
Phone: 888-475-4499 (Toll Free)

9:00 a.m.	**Call meeting to order and Introductions** • Committee input on creating a Safe Space at TPAC	Chair Kloster
9:10 a.m.	**Committee & Public communications on agenda items**	
9:12 a.m.	**Consideration of TPAC workshop summary, March 8, 2023** Edits/corrections sent to Marie Miller	Chair Kloster
9:15 a.m.	**High Capacity Transit Strategy Update: Draft Report** Purpose: Recap what we heard on the corridor tiers, provide input on the HCT Strategy draft report (particularly implementation actions and recommendations) and review next steps for the report and for the strategy as the update process wholly incorporates into the 2023 RTP Update.	Ally Holmqvist, Metro
9:45 a.m.	**2023 Regional Transportation Plan (RTP): Draft system analysis results** Purpose: Continue the discussion of draft results from the 2023 RTP system analysis initiated during the May 5 TPAC meeting.	Kim Ellis, Metro Eliot Rose, Metro
11:15 a.m.	**Annual Transit Agency Budget Process – Updates and Highlights of FY24** Purpose: To provide an overview of the transit agency proposed budget for fiscal year 2024 and the programming of projects included as part of the public review draft of the 2024-2027 MTIP.	Kelsey Lewis, SMART Michael Dohn, TriMet John Serra, TriMet
11:35 a.m.	**Montgomery Park Streetcar Expansion Project** Purpose: To update TPAC members on the Montgomery Park Transit and Development project – a proposed extension of Portland Streetcar in northwest Portland and accompanying land use strategy to support housing and job growth.	Dan Bower, Portland Streetcar, Inc.
11:55 a.m.	**Committee comments on creating a safe space at TPAC**	Chair Kloster
12:00 p.m.	**Adjournment**	Chair Kloster

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលពាក្យបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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2023 TPAC Work Program

As of 5/2/2023

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

All meetings are scheduled from 9am - noon

TPAC meeting, May 5, 2023	**TPAC workshop, May 10, 2023**
Comments from the Chair: • Committee member updates around the Region (Chair Kloster & all) • Monthly MTIP Amendments Update (Ken Lobeck) • Fatal crashes update (Lake McTighe) • 2024-27 MTIP – Public Comment Report (Grace Cho) **Agenda Items:** • **MTIP Formal Amendment 23-XXXX** Recommendation to JPACT (Lobeck, 10 min) • **Carbon Reduction Program – Funding Allocation** Recommendation to JPACT (Leybold/Cho/, Metro; 45 min) • 2023 RTP: Initial system analysis results and policymaker/public input (Kim Ellis/ Eliot Rose, Metro, 60 min) • Recommended Projects for Implementing the 2021 TSMO Strategy (Caleb Winter, Metro/Kate Freitag, ODOT/A.J. O'Connor, TriMet; 40 min) • Committee Wufoo reports on Creating a Safe Space at TPAC (Chair Kloster; 5 min)	**Agenda Items:** • High Capacity Transit Strategy Update: Draft Report (Ally Holmqvist, Metro; 30 min) • 2023 RTP: Draft system analysis results (Kim Ellis and Eliot Rose, Metro, 90 min) • Annual Transit Agency Budget Process – Updates and Highlights of FY24 (Kelsey Lewis, SMART/ Michael Dohn & John Serra, TriMet; 20 min) • Montgomery Park Streetcar expansion project (Dan Bower, Portland Streetcar, Inc., 20 min)

TPAC meeting, June 2, 2023	**MTAC/TPAC joint workshop, June 21, 2023**
Comments from the Chair: • Committee member updates around the Region (Chair Kloster & all) • Monthly MTIP Amendments Update (Ken Lobeck) • Fatal crashes update (Lake McTighe) • Cascadia Corridor Ultra High-Speed Ground Transportation program update (Ally Holmqvist) **Agenda Items:** • **MTIP Formal Amendment 23-XXXX** Recommendation to JPACT (Lobeck, 10 min) • **2023 RTP: Finalizing draft RTP and list of project and program priorities for public review** Recommendation to JPACT (Kim Ellis, 90 min) • 2024-2027 MTIP – Adoption Draft and Public Comment Report (Cho, 30 min) • Committee Wufoo reports on Creating a Safe Space at TPAC (Chair Kloster; 5 min)	**Agenda Items:** • Climate Smart Strategy Discussion (Kim Ellis/ Eliot Rose, Metro, 60 min.) • 2024 Urban Growth Management Decision: housing market filtering and displacement trends (Ted Reid, Metro, 60 min.) • Construction Career Pathways Overview and Update (Sebrina Owens-Wilson & Andre Bealer, Metro, 45 min.)

TPAC meeting, July 7, 2023

Comments from the Chair:

- Committee member updates around the Region (Chair Kloster & all)
- Monthly MTIP Amendments Update (Ken Lobeck)
- Fatal crashes update (Lake McTighe)

Agenda Items:

- ***MTIP Formal Amendment 23-XXXX*** *Recommendation to JPACT (Lobeck, 10 min)*
- **2024-2027 MTIP – Adoption Draft** Recommendation to JPACT (Cho, 30 min)
- 2023 RTP: Public Review Draft RTP, Project List and Appendices (Kim Ellis, 45 min)
- Committee Wufoo reports on Creating a Safe Space at TPAC (Chair Kloster; 5 min)

TPAC workshop, July 12, 2023

Agenda Items:

- Freight Commodity Study: Draft Finding (Tim Collins, Metro, 60 min)
- Regional Mobility Policy incorporation into the 2023 RTP (Kim Ellis, Metro, 60 minutes)
- Draft Transportation System Management & Operations (TSMO) Key Corridors (Caleb Winter, 30 minutes)

TPAC meeting, August 4, 2023

Confirmation on meeting TBD – May be cancelled.

Comments from the Chair:

- Committee member updates around the Region (Chair Kloster & all)
- Monthly MTIP Amendments Update (Ken Lobeck)
- Fatal crashes update (Lake McTighe)

Agenda Items:

- Committee Wufoo reports on Creating a Safe Space at TPAC (Chair Kloster; 5 min)

MTAC/TPAC joint workshop, August 16, 2023

Agenda Items:

- 2023 RTP: Begin discussion of public comments on Public Review Draft RTP, Project List and Appendices (Kim Ellis, 60 min)
- 2023 RTP: Draft Ordinance and Outline of Adoption Package (Kim Ellis, 45 min)

TPAC meeting, September 1, 2023

Comments from the Chair:

- Committee member updates around the Region (Chair Kloster & all)
- Monthly MTIP Amendments Update (Ken Lobeck)
- Fatal crashes update (Lake McTighe)

Agenda Items:

- **MTIP Formal Amendment 23-XXXX** Recommendation to JPACT (Lobeck, 10 min)
- *Great Streets Program updates: Final project list (Chris Ford, ODOT; 30 min)*
- Committee Wufoo reports on Creating a Safe Space at TPAC (Chair Kloster; 5 min)

TPAC workshop, September 13, 2023

Agenda Items:

- 2023 RTP: Draft Public Comment Report and Recommended Changes in Response to Public Comment (Kim Ellis, 90 min)

TPAC meeting, October 6, 2023

Comments from the Chair:

- Committee member updates around the Region (Chair Kloster & all)
- Monthly MTIP Amendments Update (Ken Lobeck)
- Fatal crashes update (Lake McTighe)

Agenda Items:

- **MTIP Formal Amendment 23-XXXX** Recommendation to JPACT (Lobeck, 10 min)
- Ordinance 23-XXXX 2023 RTP: Adoption Package, Draft Public Comment Report and Recommended Changes in Response to Public Comment (Kim Ellis, 90 min)
- Committee Wufoo reports on Creating a Safe Space at TPAC (Chair Kloster; 5 min)

TPAC meeting, November 3, 2023

Comments from the Chair:

- Committee member updates around the Region (Chair Kloster & all)
- Monthly MTIP Amendments Update (Ken Lobeck)
- Fatal crashes update (Lake McTighe)

Agenda Items:

- **MTIP Formal Amendment 23-XXXX** Recommendation to JPACT (Lobeck, 10 min)
- **Ordinance 23-XXXX on 2023 RTP, Projects and Appendices** Recommendation to JPACT (Kim Ellis, 90 min)
- Committee Wufoo reports on Creating a Safe Space at TPAC (Chair Kloster; 5 min)

TPAC workshop, November 8, 2023

Agenda Items:

- Regional Transportation Safety Performance Report (Lake McTighe, 30 min)

TPAC meeting, December 1, 2023

Comments from the Chair:

- Committee member updates around the Region (Chair Kloster & all)
- Monthly MTIP Amendments Update (Ken Lobeck)
- Fatal crashes update (Lake McTighe)

Agenda Items:

- **MTIP Formal Amendment 23-XXXX** Recommendation to JPACT (Lobeck, 10 min)
- Committee Wufoo reports on Creating a Safe Space at TPAC (Chair Kloster; 5 min)

Parking Lot: Future Topics/Periodic Updates

- Columbia Connects Project
- 82nd Avenue Transit Project update (Elizabeth Mros-O'Hara & TBD, City of Portland)
- Best Practices and Data to Support Natural Resources Protection
- TV Highway Corridor plan updates
- High Speed Rails updates (Ally Holmqvist)
- MTIP Formal Amendment I-5 Rose Quarter discussion (Ken Lobeck)
- I-5 Rose Quarter Project Briefing (Megan Channell, ODOT)
- I-5 Interstate Bridge Replacement program update
- Ride Connection Program Report (Julie Wilcke)
- Get There Oregon Program Update (Marne Duke)
- RTO Updates (Dan Kaempff)

Agenda and schedule information E-mail: marie.miller@oregonmetro.gov or call 503-797-1766.
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Meeting minutes

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

Meeting:	**Transportation Policy Alternatives Committee (TPAC) Workshop**
Date/time:	Wednesday March 8, 2023 | 9:00 a.m. to 12:00 p.m.
Place:	Virtual online meeting via Web/Conference call (Zoom)

Members Attending	**Affiliate**
Tom Kloster Chair	Metro
Karen Buehrig	Clackamas County
Allison Boyd	Multnomah County
Chris Deffebach	Washington County
Lynda David	SW Washington Regional Transportation Council
Eric Hesse	City of Portland
Jay Higgins	City of Gresham and Cities of Multnomah County
Mike McCarthy	City of Tualatin and Cities of Washington County
Tara O'Brien	TriMet
Chris Ford	Oregon Department of Transportation
Karen Williams	Oregon Department of Environmental Quality
Lewis Lem	Port of Portland
Bill Beamer	Community Representative at Large
Ellie Gluhosky	Community Representative, OPAL
Andre Lightsey-Walker	Community Representative, The Street Trust
Jasia Mosley	Community Representative at Large
Indi Namkoong	Community Representative, Verde
Katherine Kelly	City of Vancouver

Alternates Attending	**Affiliate**
Sarah Paulus	Multnomah County
Gregg Snyder	City of Hillsboro and Cities of Washington County
Glen Bolen	Oregon Department of Transportation

Members Excused	**Affiliate**
Jaimie Lorenzini	City of Happy Valley and Cities of Clackamas County
Laurie Lebowsky-Young	Washington State Department of Transportation
Danielle Maillard	Community Representative, Oregon Walks
Jasmine Harris	Federal Highway Administration
Rob Klug	Clark County
Shawn M. Donaghy	C-Tran System
Ned Conroy	Federal Transit Administration
Rian Sallee	Washington Department of Ecology

Guests Attending	**Affiliate**
Bryan Graveline	Portland Bureau of Transportation
Chris Lamm	Cambridge Systematics

Guests Attending	Affiliate
Cody Meyer	Department of Land Conservation & Development
Dave Roth	City of Tigard
Francesca Jones	Portland Bureau of Transportation
Gabriela Giron	Portland Bureau of Transportation
Jessica Engelmann	City of Beaverton
Jessica Pelz	Washington County
Jonathan Slason	RSG
Max Nonnamaker	Multnomah County
Peter Swinton	Tualatin Hills Park & Recreation District
Steve Kelley	Washington County
Tom Armstrong	City of Portland
Vanessa Vissar	Oregon Department of Transportation

Metro Staff Attending
Alex Oreschak, Ally Holmqvist, Andrea Pastor, Caleb Winter, Cindy Pederson, Clint Chiavarini, Dan Kaempff, Daniel Audelo, Eliot Rose, Grace Cho, John Mermin, Kim Ellis, Kyle Hauger, Lake McTighe, Marie Miller, Matt Bihn, Shannon Stock, Ted Leybold, Thaya Patton, Tim Collins

Call to Order and Introductions
Chair Kloster called the meeting to order at 9:00 a.m. Introductions were made. Reminders where Zoom features were found online was reviewed. The link for providing 'safe space' at the meeting was shared in the chat area.

Committee and Public Communications on Agenda Items – none received

Consideration of TPAC workshop summary, January 11, 2023 (Chair Kloster) Edits or corrections were asked to be sent to Marie Miller. No edits/corrections were received. Meeting summary approved.

Regional Freight Delay & Commodities Movement Study (Tim Collins, Metro/ Chris Lamm, Cambridge Systematics) Tim Collins began the presentation on the Regional Freight Delay & Commodities Movement Study noting the main study objectives. The Freight Network map from the Regional Freight Strategy was shown and analyzed per corridors by freight categories. The 2020 and 2045 model results for commodities traveling in the freight corridors were described.

The memo in the packet was noted to show locations with percentage increases from 2020 to 2045 for all 10 categories of commodities (All Goods). Growth rates by percent increases (from 2020 to 2045) were described. Mobility corridors carrying the highest volumes are freeways: 6k+ trucks daily by direction. Other corridors also play important roles for freight movement and connect industrial sites to freeways and destinations.

Future analysis and reporting was noted. This includes:
- Consider average travel speed during all hours of day
- Use INRIX data (15-minute intervals) to compile annual average speeds
- Metro's draft mobility policy – 4 hours or less of congestion
    - Expressway Speeds < 35 mph
    - Other throughways (with signals) Speeds < 20 mph
- Report the duration that congestion occurs

Data mapping and corridor level key findings well be reported on as developed.

Comments from the committee:

- Chris Deffebach noted the amount of data developed over the years was impressive. The data appears to show that I-5 is our major freight route, and although the Interstate Bridge is critical, the entire I-5 corridor needs to function. It was suggested to have a commodity value map showing percentage increases in commodity values. Regarding congestion, important input on the Urban Mobility Policy is needed. Will this be available before refinement with the new Mobility Policy is finalized? Ms. Ellis noted this data is being used to support the analysis for the freight and mobility policy with more developed this spring/summer for incorporating into the RTP.
- Karen Buehrig noted the importance of the 224 corridor, and agreed it was put in perspective the larger percentage of increases when compared to others. Regarding future year data, specifically the 2045 date, it was asked where this came from. It would be helpful to use in additional work such as the Sunrise Area where work is just not getting ready to kick off. Knowing the right facilities to be able to support the movement of commodities and the communities in these areas is helpful.

  Mr. Collins noted the data came from our regional travel model, being advanced so we can look at these commodities by value and tonnage. Inputs have come from projected jobs and use of industrial lands. The analysis have provided the model to be well calibrated and positioned to show future projections from these inputs.
- Lewis Lem asked what Metro's plan is for the final product with this information. Would there be a final report and when? Mr. Collins noted the final project is expected in late summer.

Chris Lamm continued the presentation with information on E-Commerce impacts in the Portland region. National E-Commerce sales trend were shown, that provided input and trends in the regional market. E-commerce represented 14.7% of retail sales nationally in Q4 of 2022, a new record. E-Commerce jobs and wages in the Portland Metropolitan Region were shown. Portland's industrial market is trending to record low vacancies, record high lease rates, with 6.8 million square feet of industrial buildings under construction (coming online through 2023-24).

Several industrial properties were described with locations. Private Sector Strategies to reduce the cost of the last mile include management of demand for deliveries and using artificial intelligence to optimize delivery tours and routing. To reduce the impacts of last-mile deliveries strategies include loading zones and curb access for deliveries with curb management and looking at land use policies with industrial zoning and using former retail space that has been vacated.

Comments from the committee:

- Lewis Lem asked if there was a way to tell with industrial land uses and distribution facilities if they are serving the local Portland regional market and/or the larger Pacific Northwest market. Mr. Lamm noted this wasn't stated in the industrial tends data, but survey data could be used if the retailer or facility owner was known, and what their supply chain looks like. A large facility that serves a broad network of stores or a smaller network of distribution stores will vary by company and how their supply chains are organized.
- Jay Higgins asked if there are any estimates on how much traffic impacts, we are seeing from e-commerce. Mr. Lamm noted there is work underway on data with A.I. trip generation manuals that have guidance on estimating trip generation on warehouses and distribution centers, but e-commerce is changing how these facilities operate. They are creating a different class of industrial building that have their own generation trip characteristics.

- Indi Namkoong asked if there were any insights on these shifting trips of deliveries, such as pick up at stores, curbside service and creating more opportunities for deliveries out of neighborhoods. Was this integrated into the modeling? Mr. Lamm noted it's not incorporated into models yet. It's an emerging model that a few retailers have been experimenting with during the pandemic. More retailers are expecting to enjoy the benefits of this but not much public data is shown to demonstrate this or even to demonstrate trends and value of sales.

2023 Regional Transportation Plan: Continue discussion of draft Chapter 3 policies (Kim Ellis, Metro)
Discussion was continued from the TPAC March 3, 2023 meeting on draft policies in the 2023 Regional Transportation Plan (RTP). Comments on the policies and draft Chapter 3 were requested by March 24. Reminders of coordinated planning and decision-making steps were described: Federal and state law define roles and responsibilities and expectations for coordinated planning (Oregon Transportation Plan), policies guide planning and investment decisions for the parts of the system they address (RTP), and plans identify needs and solutions (City and County transportation plans).

Currently, draft Chapter 3 policies have:
• New policies related to pricing, mobility and transit
• Updates to climate and motor vehicle policies related to new policies and state Transportation Planning Rules
• Minor updates/reformatting to transportation equity, freight, design, TSMO and TDM policies
• No changes to safety, bike, pedestrian and emerging technology policies

Following the TPAC March 3 meeting with comments to be specific about mode share targets, noting resilience is missing from policies, add resilience to Policy 9, and add new policy for resilience to earthquakes and other hazards, Climate Policy changes now read:
Policy 3 Prioritize transportation investments that make biking and walking safe and convenient to significantly increase walking and bicycling mode shares.
Policy 9 Secure adequate funding for transportation investments that support the RTP climate goal and implementation of the climate smart strategy.

From March 3 comments regarding localized impacts - Language doesn't talk about localized impacts, including how is diversion defined, what is too much diversion, what can/should be done to address it or who has responsibility for addressing it. Pricing Policy 4 now reads:
Policy 4 Minimize diversion impacts created by pricing programs and projects prior to implementation and throughout the life of the pricing program or project.

Comments from the committee:
- Ellie Gluhosky noted that in the pricing policy there is no specific language about where tolling revenue would be invested or was this listed in a different section? Alex Oreschak noted from past discussions the consensus to not have specific policies directing revenue reinvestments. Action items would be more broadly written to direct portions of revenues.
- Karen Buehrig noted it was helpful to understand the pricing policies in relationship to the actions because the actions allow for what is meant by minimizing divergency impacts. Action 3-1 in the policies notes evaluations of localized impacts of divergence such as VMT. It our review of tolling projects, it is one thing to direct someone to look at the localized impacts, but if the broader overall benefits of pricings are to reduce travel it negates the desired goal of reducing impacts to divergence. The pricing set of policies and actions are helpful to understand what's done when pricing is looked at, but how do they influence outcomes of

projects? Ms. Ellis noted we can review and discuss tolling projects being developed and what is impacting the region.

- Chris Ford suggested another special workshop to discuss the pricing policies may be needed. It was noted that parking policy is new in the region with other work done on this around the county is that is adapting to new environments. Collaboration with partners will be important with these discussions. It was noted proposed pricing projects don't just apply to highway tolls but apply to parking programs also. Examples of parking programs in Portland and parking districts were noted. These policies are meant to be about applied policies to bring equitable outcomes and minimize impacts to divergence.

  There were certain policies and actions in the proposed draft Chapter 3 that called out policy actions relating to toll setting rates and costs. There are concerns with the policies setting revenue distribution. Actions that direct setting tolls and how revenues unfold are in direct conflict the Oregon Highway Plan. The State Legislature establishes that the Oregon Transportation Commission is the toll authority. They will set toll rates and plan allocation revenues. The proposed actions also box in City and County board and commissions and they potentially direct those elected bodies in what they can do with their policies around parking.

- Chris Deffebach agreed that more time on the pricing policies is needed. It was suggested more definition of "diversion" is needed. We don't understand the cause and effect. Implications of highways and other systems in our plans don't account for the functionality of programs. Monitoring divergency over time may be challenging but beneficial as growth is only one element with changes. It was suggested that diversion may be part of the Motor Vehicle Policy as well. Several times in the policy language it says "should take the following actions" and "requires". More guidance on that this mean was suggested. It was suggested to consider keeping parking pricing in the climate or demand management section, and not the pricing section.

  Ms. Ellis noted that actions on policies in the RTP do not direct local governments on how to implement actions. This is done through the Regional Transportation Functional Plan. Further conversation between the relationship of the plans could be scheduled. It was noted how we differentiate between trip purposes, length of trips, and use highway intersections affects our meanings of divergence. Regional growth is changing how our highways function.

- Karen Buehrig agreed a separate meeting on pricing would be helpful. It was noted rate setting effects land use and expenditures of funds that are collected, which is why there are actions around rate settings and related to expenditures of funds that impact how our transportation systems are used as well as land use developments. It was agreed that many pricing policies lean toward addressing toll, which should be more clearly stated if different from parking.

  This chapter and guidance related to pricing is intended to influence what the Regional Mobility Pricing program policies are and adopted in the RTP. It was suggested to create new wording around the phrases in the draft regarding "Agencies should take the following action". Better guidance on which of these elements could influence the functional plan was suggested.

- Eric Hesse agreed that parking and pricing facilities are not the same, nor intended to be in the same category where distinctions of types of diversion are applied. The scales of envisioning these differ between serving multitudes of travel on our transportation system and uses with a parking space. It was agreed that more time should be spent on the substance with policies

beyond general statements, especially regarding pricing, their actions to meet goals, the intent of the policy and implications between the RTP and Functional Plan.

- Chris Ford noted it would be helpful to know if Metro then intends to point the Functional Plan to those capacity definitions.

The presentation resumed with Motor Vehicle Policies #6 and 9 discussed. Comments from the March 3 TPAC meeting were summarized. Noted were:

- Overlap between the two policies.
- Support for concepts and hierarchy of solutions but concern with how to address use of pricing for arterials and in local TSPs – seems more appropriate for throughways.
- Add reference to mobility policy and congestion management process.
- Concern policy would limit new roads in UGB expansion areas.

Comments from the committee:

- Gregg Snyder looked back at their Urban Reserve Transportation Study that planned for 35,000 housing units and 13,000 jobs in the UGB and urban reserves areas. There is concern with anything listed that restricts, reduces or limits needed infrastructure if plans for housing, jobs and transportation are compromised. It was noted that specific OAR specific citing may not make sense as they frequently change over time. The Oregon Administrative Rule (OAR) link was provided in chat: https://secure.sos.state.or.us/oard/viewSingleRule.action;JSESSIONID_OARD=WwvCqr9rT0LLj2I1LAzKhRXcajdUI7jICWSw0IJA5whcaNaylq_j!-1441486436?ruleVrsnRsn=293054
- Chris Ford commented on policy 6, that ODOT had no big concern but that it creates some problems. It appears as written that if anything new is added to the system, increased transit service and a pricing evaluation is needed. Questions on what is meant as the definition of capacity was asked. Ms. Ellis the definition of capacity was used per the adopted Highway Plan with terms listed on requirements setting new capacity. The TPR rule that defines capacity is 660-012-0803 Enhanced Review of Select Roadway Projects.

  Policy 9 was noted for challenges with changes uncalled for and unacceptable. It was felt this clashed with state law. Strikeouts in the proposed draft were noted. The TPR has been historically used rules on land use that affect transportation. State law says that with the transportation rule there has to be a transportation capacity to accommodate the land use. TSPs get updated with transportation system plans, and there is reasonable likelihood investments apply with land use planning. It was felt the strikeouts in the proposed language risk invalidating land use systems. It clashes with the transportation rule, affects the NEPA process and project planning in the RTP.

  Ms. Ellis noted the reason for the strikeout was that under the Climate Friendly Equitable Communities (CFEC) rule, any new capacity is defined in the rule. It is consistent with the TPR with Enhanced Review of Select Roadway Projects. Mr. Ford felt it might create tremendous problems with the development community and land use planners at state and local levels if we do this. More discussion is needed. Chair Kloster suggested planned discussions between Metro and state agencies as we move forward on this issue.

  The word “deficiencies” being struck out was a concern about walking backwards or having misinterpretation of the work being done on the Regional Mobility Policy. ODOT is fine with studying the update but the intent of this update is not to shift away reliability of throughways with setting speed targets. It was suggested to highlight where the deficiencies are on our

systems everywhere that need to be planned for with planned investments. More discussion on removing "deficiencies" was suggested.

- Chris Deffebach asked if this in OAR and required by the state to meet this in the TPR, does it need to be included in the RTP as well? Chair Kloster noted it has some overlapping elements between Metro, cities and counties, but also different requirements. We have more work to do on this.

Climate Smart Strategy Discussion (Kim Ellis & Eliot Rose, Metro) A presentation was given on the 2023 RTP Climate Smart Analysis: teleworking and the "GHG gap". Updated results were shown how different future levels of teleworking affect the estimated gap. Understanding and honing these results will allow us to account for teleworking in the climate analysis and focus on aligning the analysis with the RTP project list. It was noted the 2023 RTP target for GHG reduction is a 30% reduction by 2045. Specific definitions of what the climate targets include were given.

The definition of teleworker was discussed. Teleworking includes all work undertaken remotely, regardless of location (home, coffee shop, co-working space) or frequency (part-time or full-time). This is a broader definition than the region has previously used. We used to only count full-time telework. Since teleworking means so many different things it can be more useful to measure its opposite: "workers who commute full-time." Everyone else is a teleworker.

Graphics were shown on the changes of telework in recent years, the job sectors with teleworkers, and teleworking scenarios. Teleworking impact on VMT (Vehicle Miles Traveled) with initial gap estimates were described. What was learned from the analysis:

• If you count hybrid workweeks, a lot of workers (28%) were teleworking before the pandemic.
• Teleworking hasn't been part of our climate analysis before. It's important to account for it because people seem likely to continue doing it.
• We explored 2045 scenarios where between 42% and 56% of workers telework some of the time.
• Those scenarios reduce 2045 GHG emissions by between 0.5 and 2.5 percentage points – reducing, but not eliminating, the estimated 5-point gap.

Comments from the committee:

- Bill Beamer noted other factors that affect telework including businesses trying to get workers back into office and creating economic opportunities in the downtown corridor and other places, rent and office spaces, and technical capabilities varied across the region. Commuting relative to climate emissions and the drop in transit pre-pandemic and currently was of interest. With the growth and population in the region and overlaps of increasing traffic, it seems challenging for long range planning with commitments and investments when situations change and create different opportunities. It seems regional plans focus on changes in infrastructure for growth but not as much planned for changes of people movement.

  Chair Kloster noted the 5-year mandated cycle per Federal requirement to review and update plans to develop changes with plans that periodically need changes. Mr. Rose agreed on the complexity of telework issues and limitations of any forecast we can make. Some guesswork is needed with between 7-21% of people in the region doing something with their commute trips that we aren't accounting for in a lot of the planning we do. Jonathan Slason noted that none of the scenarios are forecast. They represent various futures that have equal opportunity for occurring. At this time we have the tools to analyze it, but interested in learning from others thoughts on how this will progress over time.

- Andre Lightsey-Walker noted telework is one of the biggest class divisions in modern history so when we are in a group of people that are clearly remote workers we need to think clearly and thoughtfully about this issue. Per capita VMT reduction in relation to a growing regional population gives note to per capita doesn't matter if our VMT is increasing. Future projects based on that would be helpful.
- Eric Hesse would be interested in learning about the variables with telework for peak/off peak trips. It was noted the data around transit service trips pre-pandemic and currently with projected trips when telework was data was included would be helpful. It was felt to be premature to give priorities or preferences to scenarios until a better understanding with trends and analysis is done.

  There have been analyses that also suggest that there can be increases in VMT connected to higher levels of teleworking, both in terms of midday travel and relocation relating longer distance travel. Curious if these dynamics are also reflected in the scenarios?

- Francesca Jones noted we've seen different data on commute trip reduction vs all trips reduction from telecommuting, so curious if the reduction in VMT is just based on commute trips or all trips made by telecommuters.

- Tara O'Brien noted TriMet did reassess where bus lines serve and have a proposed restructuring of service to build ridership - those changes will be reflected in the updated RTP transit network model. Some good highlights in our Exec summary and existing conditions report here. Happy to answer other questions about teleworking and transit planning later if needed. https://trimet.org/forward/#background Peak demand hours and changes in trends are being discussed and refined and will be shared as more becomes known.
- Chris Ford asked if this data accounted for workers coming from outside the region. Mr. Rose noted the nature of our targets is the focus on household emissions from households in our region. Mr. Ford suggested further discussion on impacts with affordable housing, land development and transportation emissions and different services offered where people are moving and living outside the region that affect making these targets.

Committee comments on creating a safe space at TPAC – none received

Adjournment
There being no further business, workshop meeting was adjourned by Chair Kloster at 12:03 p.m.
Respectfully submitted,
Marie Miller, TPAC Recorder

Item	Document Type	Document Date	Document Description	Document No.
1	Agenda	3/8/2023	3/8/2023 TPAC Workshop Agenda	030823T-01
2	2023 TPAC Work Program	3/1/2023	2023 TPAC Work Program as of 3/1/2023	030823T-02
3	Minutes	1/11/2023	Minutes for TPAC workshop, 1/11/2023	030823T-03
4	Memo	2/28/2023	TO: TPAC and interested parties From: Tim Collins, Senior Transportation Planner RE: Commodities Movement Study - 2020 to 2045 growth rates (by percent increase) of Daily Regional Commodity amounts	030823T-04
5	Memo	3/1/2023	TO: TPAC and interested parties From: Kim Ellis, AICP, RTP Project Manager RE: 2023 Regional Transportation Plan – Draft Chapter 3 (System Policies)	030823T-05
6	Report	3/1/2023	Draft Chapter 3 System Policies to Achieve Our Vision 2023 Regional Transportation Plan	030823T-06
7	Map	2/13/2023	Regional Freight Network Map	030823T-07
8	Handout	February 2023	2023 Regional Transportation Plan Update Climate Smart analysis: estimating the GHG reduction gap	030823T-08
9	Presentation	3/8/2023	Regional Freight Delay and Commodities Movement Study 2020 and 2045 freight modeling results on commodities	030823T-09
10	Presentation	3/8/2023	Regional Freight Delay and Commodities Movement Study E-Commerce Impacts in the Portland Region	030823T-10
11	Presentation	3/8/2023	2023 Regional Transportation Plan Draft Chapter 3 – System Policies	030823T-11
12	Presentation	3/8/2023	2023 RTP Climate Smart Analysis: teleworking and the “GHG gap”	030823T-12

Memo

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

Date: Wednesday, May 3, 2023
To: Metro Transportation Policy Advisory Committee (TPAC)
From: Ally Holmqvist, Senior Transportation Planner
Subject: High Capacity Transit Strategy Update: Report and Recommendations

Purpose

With the pipeline of corridor investments for the region established, the final milestone for the High Capacity Transit Strategy looks backward to document how we got there and forward to create the roadmap for putting the pipeline to use in implementing the vision. This memorandum describes the work done to finalize the corridor investment priorities, outlines the actions and recommendations included in the draft report document, and reviews next steps for the report and for the strategy as the update merges with the 2023 RTP Update process.

Background

Earlier this year, the three County coordinating technical and policy committees, TPAC, MTAC, the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), and Metro Council all provided feedback to refine the investment priorities and identify additional considerations for high capacity transit investment readiness. At these meetings, staff heard it was important to consider:

- all the ways we can grow our transit network (generally and into high capacity) using the different tools in our transit toolbox where improvements may reduce "transit deserts" and/or capture ridership that isn't there today;
- regional network balance and additional solutions for improvements of corridors of regional significance not yet ready for high capacity investment but in need of other transit investment (especially where impacts are expected to occur from tolling);
- an approach that continues to emphasize getting our current Tier 1 regional priorities in the ground while also looking to develop a clear strategy for advancing work toward Tier 2 priorities with partners (e.g., endorsement and identified champions, funding opportunities and commitments); and
- addressing additional system elements as we look toward implementation like operations, roadway design guidelines, and mobility centers and transfer points.

Opportunities for public input included an online survey with interactive map; in-person tabling at TriMet's 2023 Annual Service Plan open houses including various locations in Portland, Milwaukie, Troutdale, and Hillsboro in partnership with APANO, Centro Cultural, Rosewood Initiative, and Slavic Family; meetings with TriMet's Transit Equity Advisory Committee and Committee on Accessible Transportation and Clackamas County Small Transit Providers; a small business focus group with invitees from across the region; and additional events held by community-based organizations both focusing on the corridor tiers and on transit more generally for the Regional Transportation Plan Update. The community priorities identified through this outreach were consistent with the corridor investment tiers. Attachment 5 documents this input and all other feedback received through outreach for the other project milestones.

We heard the most excitement about the Tier 1 regional priority corridors where planning work is already underway. Also top of the list was the Central City Tunnel for improving MAX speed and reliability, as well as the other Tier 2 emerging priorities Lombard/Cesar Chavez, Martin Luther

King Jr. Blvd., Burnside (in Multnomah County), SW 185th, and Beaverton-Hillsdale Highway. We also heard interest in some of the more ready Tier 3 developing corridors: Killingsworth, Powell, and McLoughlin. Community members were eager for reduced travel and waiting times on transit, expressing a desire to see dedicated space in the roadway for rapid bus, as well as safe connections between regional and town centers and to schools. As we look to implement the high capacity transit network, they would like personal comfort and safety improvements and more information at stops, improved access to stops, better accessibility for people with disabilities, and a continued focus on affordability and anti-displacement measures.

Finalizing the Strategy and Establishing the Pipeline

Earlier this month, the team worked with the working group on several adjustments to the corridor investment tiers (see Attachment 2 for the agenda and minutes from HCT Strategy Update Working Group meeting #6):

- Given the community interest in the Killingsworth portion of the Line 72, its Tier 2-consistent evaluation score, and active consideration underway as part of the 82nd Avenue project, as well as the longer-term timeline planned for advancing streetcar on the NW Lovejoy to Hollywood corridor – the tiering of these corridors was swapped. Killingsworth from Swan Island to Parkrose is now Tier 2 and NW Lovejoy to Hollywood Tier 3.
- Given the current adjacent light rail line and the questions around feasibility for rapid bus along Burnside in the Washington County, we have removed the westside segment of Burnside from the corridor.

The high capacity transit network vision includes corridors collectively identified as of critical regional importance, making key connections between regional centers and town centers. Within the constraints of assumed funding and agency capacity to advance these types of projects, the corridor tiers create a pipeline where the vision corridors with the greatest need and readiness for this highest level of transit service (taking frequent service to the next level) are advanced first — reflecting current regional priorities, leveraging opportunities and maximizing fiscal stewardship and community benefits in-line with regional goals. This creates the strategy for how high capacity investments – the highest level of transit – will be guided in the future, informing the 2023 Regional Transportation Plan and future plan investment strategies.

Balancing investments and activities across the region in planning, operations, and investment decisions was another important consideration of the strategy. However, because corridor readiness (e.g., land use market, demonstrated commitment, transit-supportive environment) varies across the region, advancing regional balance meant considering all parts of the region for investment at a scale appropriate commensurate with the current level of readiness. In some areas of the region, even where prior high quality investments have been made on adjacent corridors, our evaluation showed levels of ridership or additional uncaptured ridership indicating the need for additional high capacity investment to further strengthen connections between highly active centers. For example, the Line 20 on Burnside had the second-highest bus ridership in 2022 and taking this connection to the next level provides additional equity, mobility and climate benefits. In other areas of the region, where corridors may not even have transit yet today, we're indicating that there is a need to work to develop the transit-supportive environment and begin to grow transit service, but these areas are not yet ready for the highest quality level of investment. For instance, the Highway 99 corridor was evaluated as part of this process and prior work for developing Southwest Corridor and is not showing the key destinations that draw ridership or the transit-supportive land use policies that generate ridership, the affordable housing that creates community stability, sidewalks and bicycle facilities that allow riders to access transit along the corridor, or the documented support needed to advance a high capacity transit investment.

It's important to note that high capacity transit is one part – a key part, but still one of many parts – of the broader transit strategy. The Regional Transit Strategy establishes a broad vision using all the tools in our transit toolbox to expand the coverage of the local transit network and even make connections outside of the region, improve frequency on most arterial streets, make the bus better through priority treatments on corridors with greater delay and provide the highest quality investments (e.g., light rail, rapid bus, streetcar) where the most people need to move quickly along major travel corridors (see Figure 1 below). It's also broader than transit type and service – other actions implementing the strategy include investing in transit infrastructure (e.g., tunnel, dedicated lanes, signal priority), collaborating between transit providers and local jurisdictions, and expanding transit supportive elements (e.g., crossings, travel demand management).

A corridor's inclusion in the vision, regardless of tier, reinforces its need for continued investment both in land use and corridor planning to develop the transit-supportive environment and with other tools in the transit toolbox to begin growing service so that we can have what we need in place first to successfully take transit to the next level later on. The working corridor-specific matrix included in Attachment 6 compiles these investment needs identified through the transportation funding measure process, the Regional Transportation Plan, other corridor planning efforts, and other input compiled during the High Capacity Transit Strategy update process (documenting the continued interest in pursuing nearer-term study of WES improvements for example). The Regional Transit Strategy also illustrates this by showing a vision for increased service along these corridors in addition to the designation for future high capacity transit (again see Figure 1 below). Similarly, the modal network vision maps in the Regional Transportation Plan and corresponding strategies guide other types of priority investments, with the mobility corridors concept creating the integrated strategy framework for regional mobility.

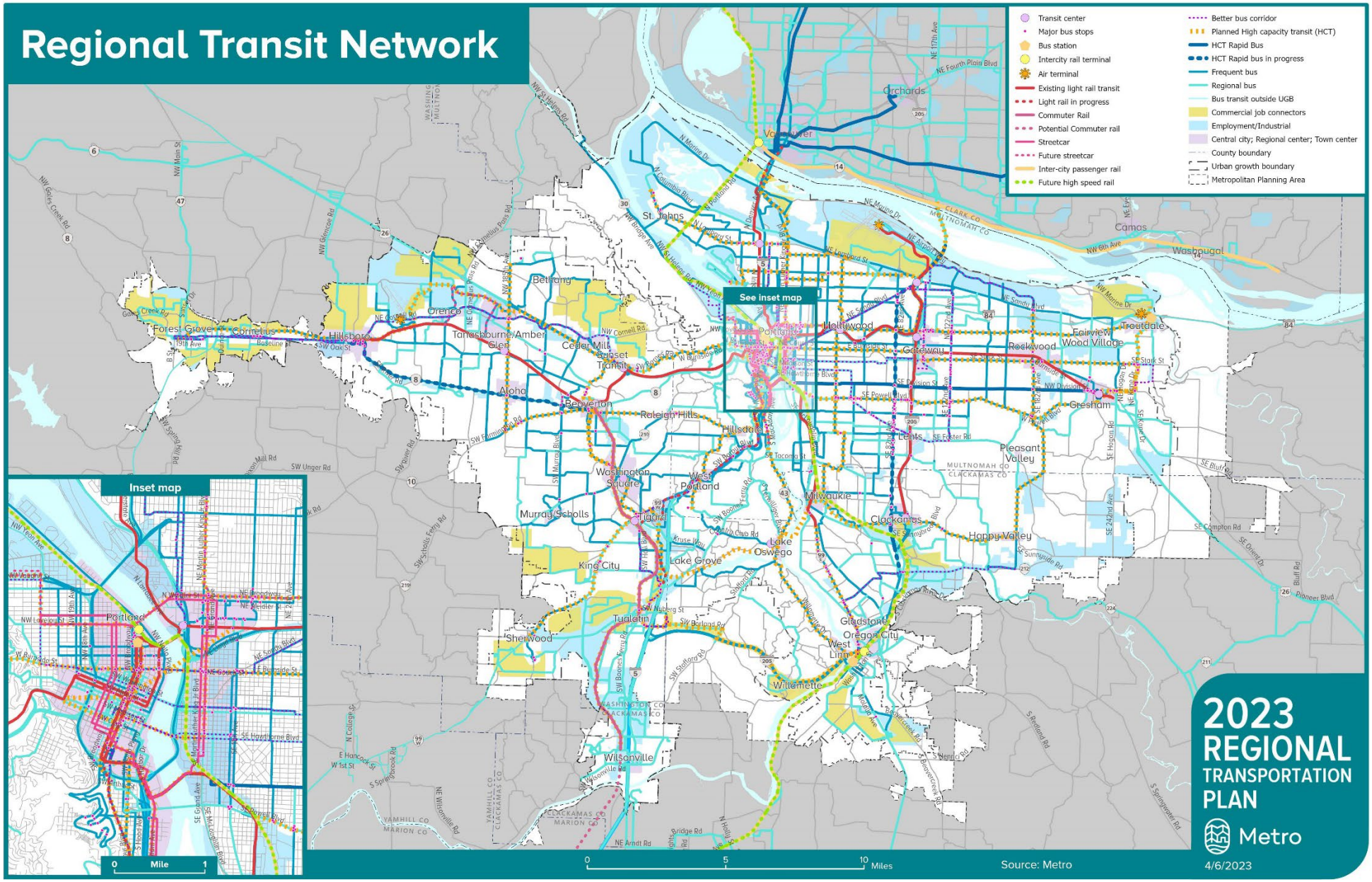
Developing the Draft Report

The draft report documents the regional strategy for high capacity transit investment – most importantly what it will take and how we can work together to realize the network vision. This is the final milestone for the High Capacity Transit (HCT) Strategy update. The Project Management Team has been working with the Working Group on the draft report including early review of the outline and a more in-depth discussion related to the content, particularly related to the actions and recommendations. Input included (see Attachment 2 for the agenda and minutes from HCT Strategy Update Working Group meeting #6):

- Making changes to graphics for clarity and readability and additional information on the federal definitions related to rapid bus and FTA's Capital Investment Grants Program;
- Reflecting transit-supportive land use, affordable housing and other strategies as part of equitable development and indicating the responsible partner(s) for strategies; and
- Adding more detail to the steps in the project development phase.

The report opens by setting the stage for how this work continues the legacy of the 1982 Light Rail System Plan and 2009 High Capacity transit plan, building from the foundation established by the 2040 Growth Concept and Regional Transit Strategy. It outlines what we were looking to do with this update, including taking stock of existing conditions, challenges and opportunities for high capacity transit, and why it was important to undertake now. It describes the process we went through together, including who was involved and how, and the outcomes for the policy framework, network vision, and corridor tiers. The appendix will include the technical memos previously reviewed at the other key milestones of the process further document the details of this work. The report also includes call-out boxes throughout to highlight key points, themes or information, including best practices, what we heard from community, and lessons learned.

Figure 1: Draft 2023 Regional Transportation Plan – Transit Network Vision



Then, most importantly, it outlines the actions and recommendations that collectively make up the strategy for implementing the high capacity transit network vision. The implementation chapter kicks off by describing all of the different elements that create an environment supportive of high capacity transit and make a corridor investment successful: land use, urban context, and transit-oriented development; community stability and resilience; transit access, complete streets, safety and mobility options; transportation demand management programs and policies; transit affordability and fare programs; and transportation system management and operations. These actions are the culminating outcome from the framework of prior planning work, reflecting what we know now from more recent challenges and opportunities and emerging best practices explored earlier in the report. For each element, there is more information on the supporting strategies it includes, when these actions happen in the project development process, who is responsible and/or a partner in completing the actions, and why they matter related to how they contribute to the success of a high capacity transit investment on a given corridor (shown in Figure 2 below).

Figure 2: High Capacity Transit-supportive Elements

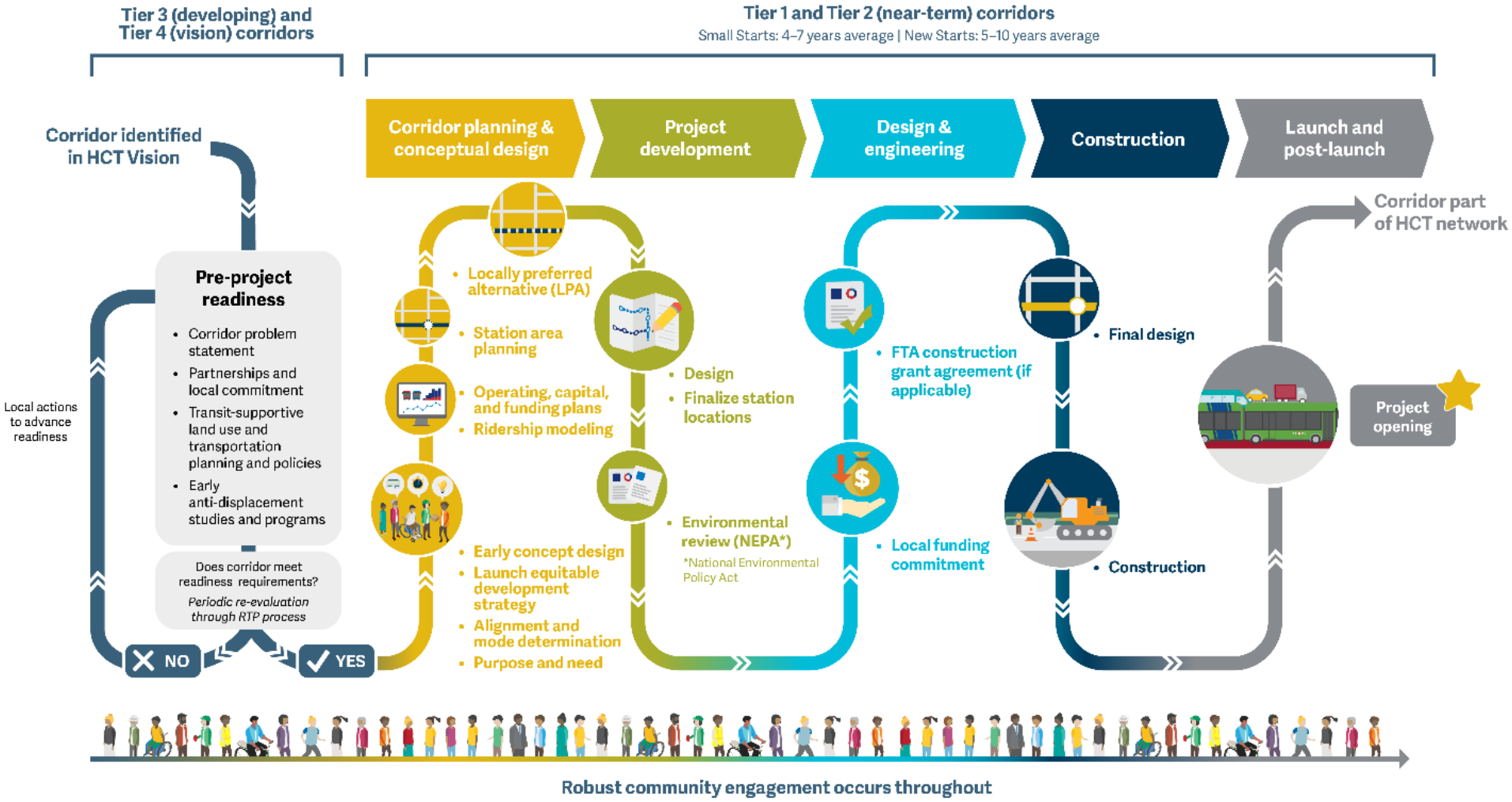
Element	Land Use, Urban Context, and Transit-Oriented Development	Community Stability and Resilience	Transit Access: Complete Streets, Safety, and Mobility Options	Transportation Demand Management Programs and Policies	Transit Affordability and Fare Programs	Transportation System Management and Operations
Why does it matter?	Density and mixed uses support high-frequency service and modeshare goals	Strategies to ensure existing residents and and small businesses benefit from HCT investments	Multimodal streets help people get to and from transit safely	Incentivize alternatives to driving, and increase attractiveness and awareness of transit options	Make transit more affordable and accessible to all people	Make transit a competitive alternative to driving
What does it include?	• Supportive land uses including mixed use developments • Transformation potential through transit-oriented development and higher-density development aligned with 2040 Growth Concept and the community's vision for growth • Supportive planning and policies • Local commitment to corridor investment	• Robust community input and engagement • Equitable development and affordable housing strategies • Local anti-displacement policies and actions • Targeted support for small businesses	• Pedestrian network completion (sidewalks, crossings, accessibility, lighting, etc.) • Bicycle network connections • Transit-supportive street design • Transit stop and station amenities • Mobility hubs • Shared mobility options • First/last mile connections • Shuttles • Bicycle parking and storage	• Parking policies • Education and outreach • Employer benefits programs • Transportation wallet programs • University/school affiliate programs (i.e., student passes, education programs)	• Hop fastpass, e.g., enables fare capping and other discount options • Reduced Fare Programs: Youth, Low-income, Honored Citizen, and Veterans • Free fare grant programs • Employer-sponsored transit discount programs	• Optimize existing transit system operations and performance • Transit-priority treatments • Passenger information technology
When is it done?	All stages	Pre-Project and Ongoing	All stages	Pre-project and ongoing	Pre-project and ongoing	Pre-project, as part of implementation, and ongoing
Who is responsible?	• Local jurisdictions • Metro	• Local jurisdictions • Metro • CBOs (i.e., Community-Based Organizations)	• Local jurisdictions • Transit service providers • ODOT • Metro	• Local jurisdictions • Transit service providers • Metro • CBOs • Employers	• Transit service providers • Employers	• Transit service providers • ODOT • Metro

In addition to highlighting the importance of federal funding resources to design and construct these capital projects and the work needed to secure long-term funding resources for the future operation and maintenance of these completed projects, the report also recommends specific actions that regional partners can take to move corridors forward based on their tier status generally. A given corridor may have completed some to many of these actions already, so a working corridor-specific matrix of compiled opportunities, challenges, and recommendations for future corridor planning processes identified through planning efforts to date will be included in a forthcoming appendix. For Tier 4 vision corridors where implementation may be viable when projected land use, policy outcomes and projected ridership are in line with HCT investment, additional planning work is needed to support HCT investment in the future (though these corridors would be candidates for other types of transit investments in the interim). To support increased land use intensity and population density and develop potential ridership, regional partners could explore changes to the comprehensive plan, initiate area land use and/or corridor plans, and/or plan for transit-oriented development in key activity centers and potential future station areas. The readiness evaluation results can identify additional actions to improve performance and assess financial feasibility. Additionally, early work can begin to establish project champions, partnerships and political leadership.

Tier 3 developing corridors also have more work to do before they become candidates for this highest form of transit investment related to additional land use investment, a local champion to support corridor development, and/or land use and ridership are not yet supportive (though the development potential may exist). Partners can go beyond the Tier 4 actions to also look at key transit-supportive changes to Transportation System Plan functional classifications and design and comprehensive plan designations; begin assessing corridor extent, needs, and barriers and opportunities to readiness; and planning for community stabilization along the corridor. Additionally, more work can be done to begin building a coalition of local and regional stakeholders to support this work on the corridor. Tier 2 corridors, while demonstrating readiness to advance within the near-term, can also take additional action to increase competitiveness for federal funding. That includes aligning high density designations and zones with the corridors and other transit-oriented development planning activities; considering transit-supportive changes to the development code; re-assessing the corridor against the readiness criteria to identify additional actions to improve competitiveness for federal funding; engaging with community to identify corridor needs and complementary improvements and begin defining the problem statement and refinement planning work; starting to conduct alternatives analysis to vet high capacity improvement options; advancing design work and gaining further clarity on cost; beginning to identify funding commitments; and beginning to establish the coalition of stakeholders in support of project development. Finally, Tier 1 corridors are actively engaged in corridor planning work to advance toward project development. Figure 3 below illustrates these activities and the pre-project readiness cycle.

As a whole, the strategy renews our regional commitment to HCT as an essential tool for achieving many regional goals. The strategy update calls for HCT projects that fit within the context of communities, serve as the foundation of our regional transportation system, and provide an important tool for supporting community development and maximizing regional goals. To realize these investments and all the benefits they bring, the region will need strong partnership, local champions, and engaged communities to ensure HCT maximizes value to everyone in our region.

Figure 3: High Capacity Transit Pre-project Readiness and Project Development Processes



Questions for Discussion

- Are the key points coming through in the report and executive summary in particular?
- What did you hope to see in the report that was missing? Is there any information that you think should be reframed or recharacterized?
- Are there any recommendations or actions we should add to best support implementation of the high capacity transit vision and set up local land use and transportation plans to be most transit-supportive?
- Are there any next steps not addressed that you think should be captured in future work?

Next Steps

Summer Engagement and Final Draft Report

This month, staff will be working with decision-makers and advisory committees to refine the draft report, particularly the actions and recommendations included in the strategy. Attachment 1 provides a draft schedule of these meetings and events. Additionally, the team is already reaching out directly to all of the community groups and advisory committees, advocacy organizations, agency stakeholders and business organizations engaged as part of other milestones throughout the process to indicate how their feedback informed the outcome and invite additional input on the draft report. Presentations will also be provided upon request for those interested. Taken together, this feedback will influence development of the final draft report.

2023 Regional Transportation Plan: Public Review and Adoption

The final draft report will be included as part of the public review draft 2023 Regional Transportation Plan. Elements of the RTP (e.g., system assessment and analysis, investment strategy, and future implementation work) that include high capacity transit will be discussed specifically with TPAC through this spring and summer to develop the review draft document. Responding to what we heard and learned through the HCT Strategy Update, Metro and TriMet are working on a scope for a Rapid Bus Implementation Plan that will take the next step toward realizing the high capacity transit vision. TPAC will then consider making a recommendation to JPACT about releasing the 2023 RTP for public review in a 45-day comment period this summer. Staff will consider and make revisions based on the input received and workshop these with TPAC before consideration of a recommendation to JPACT for adoption late this fall. Attachment 1 provides a draft schedule of meetings and hearings related to public review and adoption.

Figure 4: High Capacity Transit Strategy Timeline

ATTACHMENTS

1. HCT Strategy Major Milestones and Meetings Outline (updated)
2. Working Group Meetings #6: Agenda and Minutes
3. HCT Strategy Report: Executive Summary
4. HCT Strategy Report: Full Report Draft
5. Draft Engagement Summary Appendix (in progress)

cc: Tom Kloster, Metro Regional Planning Manager
Kim Ellis, Metro Principal Planner, Regional Transportation Planning
Andrea Pastor, Metro Senior Development Project Manager, Housing & TOD
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Grant O'Connell, TriMet Senior Planner, Mobility Planning & Policy
Jamie Snook, TriMet Director, Major Projects
Tara O'Brien, TriMet Senior Government Affairs Coordinator
Jonathan Plowman, TriMet Senior Transit Planner

HIGH CAPACITY TRANSIT STRATEGY UPDATE

Key Meeting Dates and Engagement Activities for Project Milestones

Outcome: Feedback on the draft report. Discuss 2023 RTP investment strategy. Preview public review process.

Date	Who
April 19	**HCT Working Group #6: Draft Strategy Report and RTP Investment Strategy** • HCT Report • RTP Investment Strategy • RTP Public Review Preview
May 3	East Multnomah County Transportation Committee TAC
May 4	Clackamas County C-4 TAC
May 4	Washington County Coordinating Committee TAC
May 10	**Transportation Policy Alternatives Committee (TPAC)**
May 15	East Multnomah County Transportation Committee (policy)
May 15	Washington County Coordinating Committee (policy)
May 17	Clackamas County C-4 Subcommittee (policy)
May 17	**Metro Technical Advisory Committee (MTAC)**
May 18	**Joint Policy Advisory Committee on Transportation (JPACT)**
May 24	**Metro Policy Advisory Committee (MPAC)**
May 30	**Metro Council (work session)**

April-May	• Project webpage
	  ○ HCT Storymap
	  ○ Targeted outreach on report with previously engaged stakeholders
	  ○ Draft report documents and executive summary
	• Fact Sheet #6: What is the region's strategy for HCT?
	• Engagement with advisory and policy committees

Summer 2023

Outcome: RTP Priorities and Public Review Period (including HCT).

Date	Who
June 2	TPAC: Recommendation to JPACT on release of the draft plan and project list for public review (by Resolution)
June 12	**Metro Council (Discussion)**
June 15	**JPACT: Consider action on TPAC recommendation (by Resolution)**
June 29	**Council: Consider action on JPACT recommendation (by Resolution)**
June-August	• RTP Project webpage: Public review draft documents • Briefings to Metro technical and policy committees and county coordinating committees ○ July will also include discussions on Ch.8: Implementation • Online public comment survey and hearing(s)

Fall 2023

Outcome: RTP adoption.

Date	Who
August **4**	TPAC: Review draft Ordinance and outline of adoption package
September 13	TPAC Workshop: Draft Public Comment Report and Recommended Changes
September 20	MTAC: Draft Public Comment Report and Recommended Changes
October 6	TPAC: Draft Public Comment Report and Recommended Changes
October 18	MTAC: Recommendation to MPAC
October 19	**JPACT: Introduce final 2023 RTP action (Ordinance)**
October 25	**MPAC: Recommendation to the Metro Council**
November 3	TPAC: Recommendation to JPACT
November 16	**JPACT: Consider final action (by Ordinance)**
November 30	**Metro Council: Consider final action (by Ordinance)**
September-November	• RTP Public Hearings • RTP Project webpage: Final documents

Attachment 2

Meeting: High Capacity Transit Strategy Update Working Group #6

Date/time: April 19, 2023

Place: Zoom – Virtual meeting

Purpose: Recap on HCT Vision and tiering, overview of Draft HCT Strategy Update report, next steps for the project and interaction with the ongoing RTP update

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HCT Vision Input

- Reviewed feedback previously heard during WG #5 as well as from other stakeholder/public events.
- Working group comments:
    - Desire to see Tigard – Sherwood corridor moved up to Tier 2 or 3. Concerns about making this change based on the low score for this corridor, prior discussions with Sherwood on the subject.
    - Comment on the "fuzzification" of the St. Johns corridor, which appears to exclude Greeley. Consider revising this to make Greeley an explicit part of the potential corridor.
    - Remove section of Burnside HCT corridor (C19) west of downtown Portland as this connection parallels existing HCT facilities.
    - Comment that Corridor 24 Swan Island to Park Rose and Corridor 20 St Johns to Milwaukie via Cesar Chavez had the same scores in the analysis. The Swan Island corridor was swapped into Tier 2 from Tier 3 for Corridor 11 NW Lovejoy to Hollywood which moved to Tier 3 from Tier 2.
    - Concern about WES not currently meeting HCT policy definition, but desire to for WES to meet this in the future.

RTP Update

- Ally provided an update on the RTP process.
- RTP constrained list: WG member noted that climate and resiliency should be separate criteria in future evaluations.
- A WG member commented on the 2045 RTP Strategic HCT assessment related to scores for TV Highway and 82nd (safety scores). Would like to see these scores revisited.

HCT Strategy Update – Draft Report comments

- Ally and Oren provided an overview of the report and the implementation section.
- WG comments included:
    - Specific comments on the implementation graphics, including a note to provide more context on the HOP pass (fare capping) and its relationship to HCT implementation as well as adding more about the implementors for each action.
    - Project development graphic:
        - Add "initial stop locations" with alignment and mode on the graphic.
        - Add/note changes in frequency of transit service, changes to the transit network that coincide with HCT project development.
        - Add "consider complementary investments in and along the corridor" as well as a note about "equitable development strategies."

Next steps

- Potential for WG to reconvene post-JPACT review in July if needed.
- WG member asked to learn more about the RTP implementation chapter (Chapter 8).

Attachment 3

Metro

HIGH CAPACITY TRANSIT
Strategy Update

EXECUTIVE SUMMARY

DRAFT - April 26, 2023

Introduction

Since greater Portland's Blue Line MAX light rail service began in 1986 and the 2040 Growth Strategy was adopted in 1995, high-capacity transit (HCT) has served as the backbone of the region's growth and prosperity. The 2009 HCT Plan laid the groundwork for the continued expansion of the system, including investments like the FX Division Transit project.

Despite periodic downturns in the economy, competition for resources among many regional needs, and most recently a global pandemic, HCT continues to play a vital role in meeting the region's goals.

The High Capacity Transit Strategy Update refreshes the vision described in the 2009 Plan, and provides a shared vision and action plan for developing new HCT corridors. It includes an adaptable approach to HCT investments that is nimble, flexible, and cost-effective, with a greater emphasis on potential rapid bus corridors.

This strategy update is part of the Regional Transportation Plan (RTP), which is being updated in 2023.

What does this strategy update do?

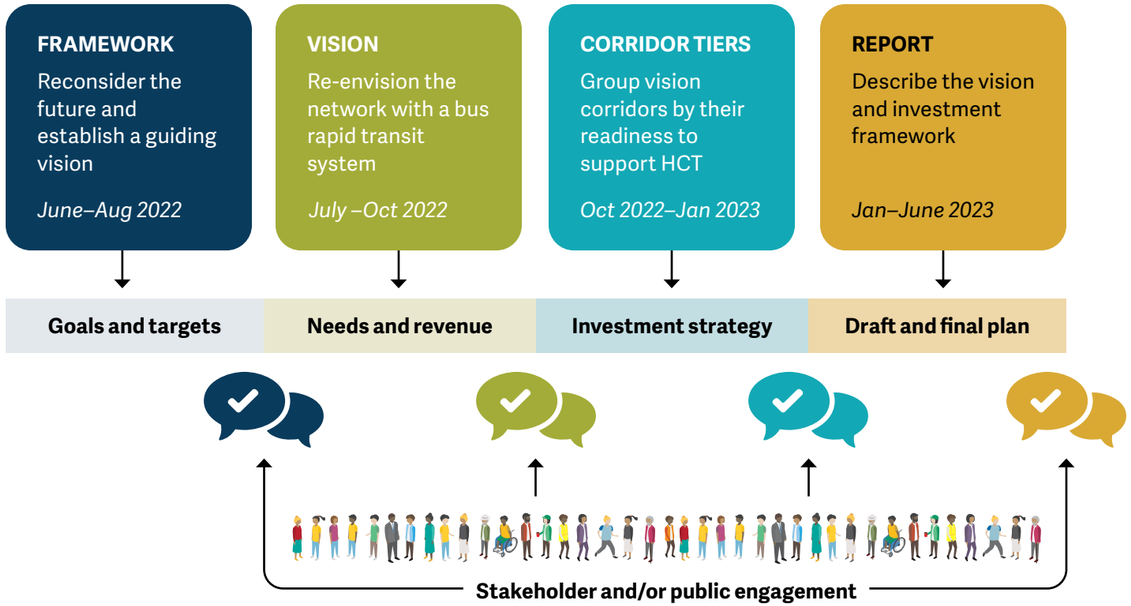
- Summarizes the regional vision for HCT investment, strategies for moving HCT corridors forward towards implementation, and policies for supporting HCT
- Includes a tiered plan for developing future HCT corridors
- Accounts for regional growth, how community needs have changed, and how travel is different
- Highlights the important role of local agencies and partners in moving HCT corridors forward
- Guides near- and long-term decision-making
- Sets the region up for funding these projects
- Addresses system operations improvements and "state of good repair" investments

Why update the HCT strategy?

Since greater Portland's HCT strategy was first developed in 2009, much has changed:

- The region's awareness and level of urgency has increased on issues like inequalities based on people's race and income, housing affordability and displacement, the impacts of climate change, and safety.
- The pandemic brought major changes to how and where people travel. Concerns about personal safety and health continue to impact how people use transit and how providers operate today.
- Population and job growth has continued, with tens of thousands more people making the region their home since 2009.
- Finding money for HCT investments has become a greater challenge. There are limited local dollars available for matching federal grants, directly funding HCT corridor design and construction, or operating HCT corridors.

What were the phases of the HCT strategy update?



How does the HCT strategy update support our regional goals?

Equity

- Improve access to high-quality transit and faster travel for people with low incomes and other underserved communities
- Improve local air quality
- Minimize displacement of people or businesses and maintain housing affordability

Climate

- Shift more driving trips to transit to reduce GHG emissions
- Help address congestion by investing tolling revenues into HCT in congested corridors
- Use electric transit vehicles or other clean fuels to reduce emissions

Mobility

- Provide an affordable alternative to driving
- Connect regional and town centers as part of the 2040 Growth Concept
- Ensure a safe, welcoming system that is attractive to riders
- Make sure people can safely and comfortably get to HCT stations
- Invest in the existing HCT system to fix chokepoints, like the Steel Bridge

Economy

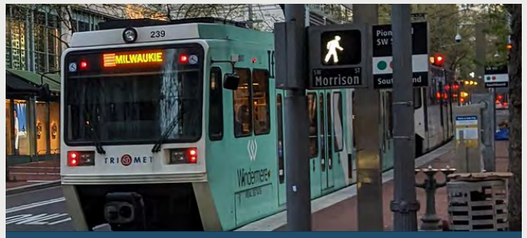
- Support healthy communities and bolster local economies
- Make sure HCT connects people, jobs, and essential services
- Minimize time spent waiting while transferring to make multiple trips easier
- Develop housing near HCT that welcomes people of all incomes and backgrounds and avoids displacement
- Help the region grow in a way that preserves farm and forestlands

Safety

- Make transit rider safety the highest priority
- Consider the pros and cons of different safety programs, such as education and communication versus enforcement
- Design streets to be safe for all people

What is high-capacity transit?

High capacity transit is a type of public transportation that moves a lot of people quickly and often.



Light Rail Transit (LRT)

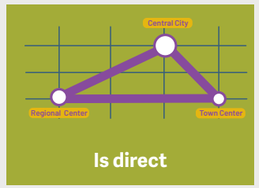
Bus Rapid Transit (BRT) and Rapid Bus

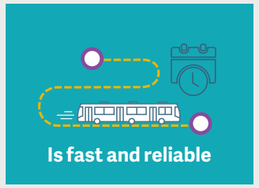
Commuter Rail

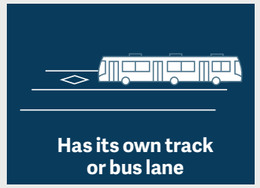
Streetcar

Commuter rail and streetcar expand the reach of the high capacity transit network. Further investment in the elements that make transit high quality would increase their capacity to move more people (e.g., frequency, speed, and/or span).

High-capacity transit ...





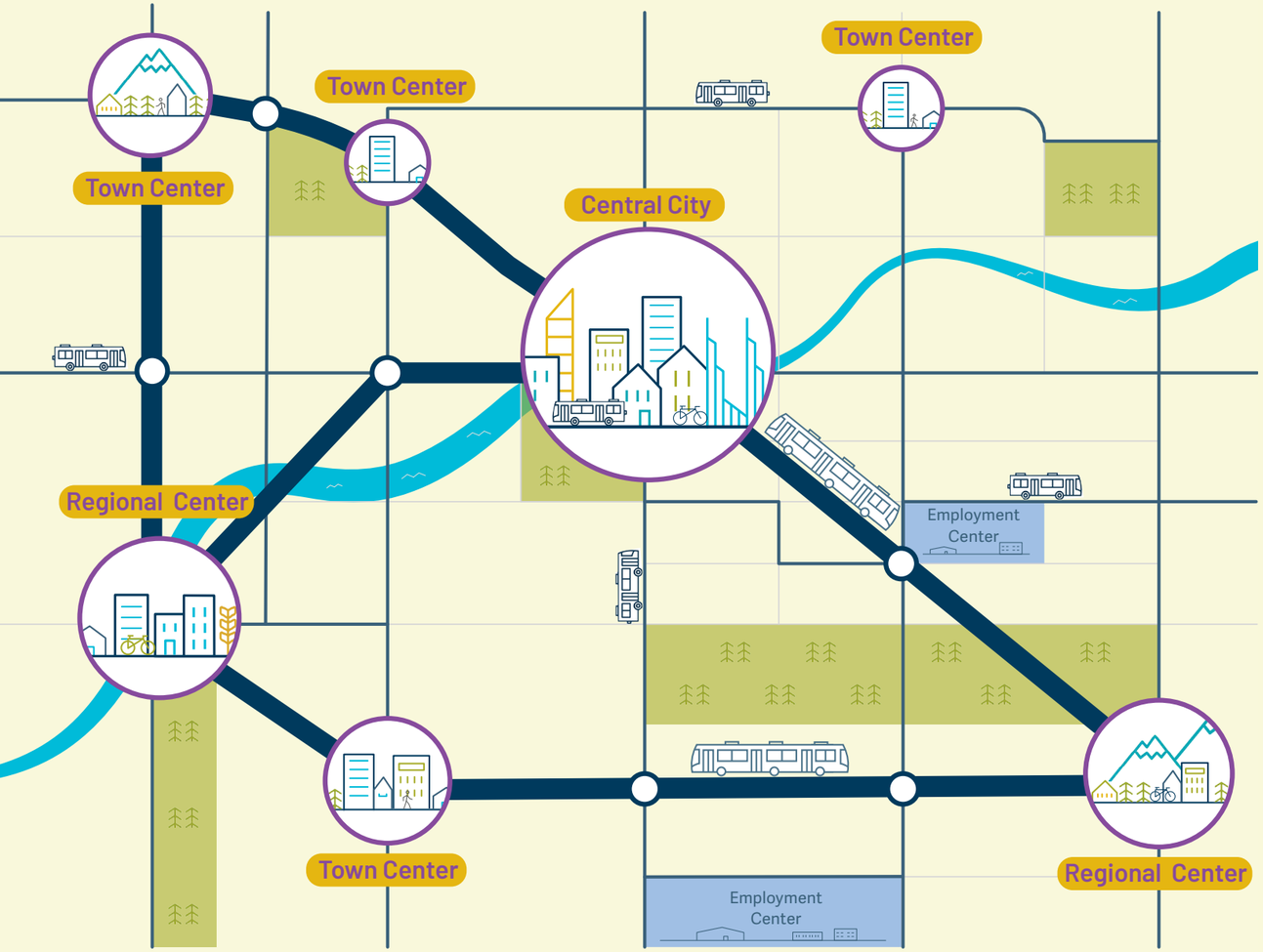


High-Capacity Transit Vision

The HCT Vision is the future network of HCT corridors with enhanced features such as shelters and real-time travel information, as well as dedicated travel space for transit that moves more people quickly and comfortably.

The vision reimagines a strong HCT network that supports compact land development, broadens connections, and increases options for getting around the region.

Well-connected and people-focused, the vision creates connections between activity centers; along corridors; to jobs, services, and other major destinations (e.g., colleges, hospitals, affordable housing); and prioritizes mobility improvement for communities of color and other marginalized communities.



How did we develop the Vision?

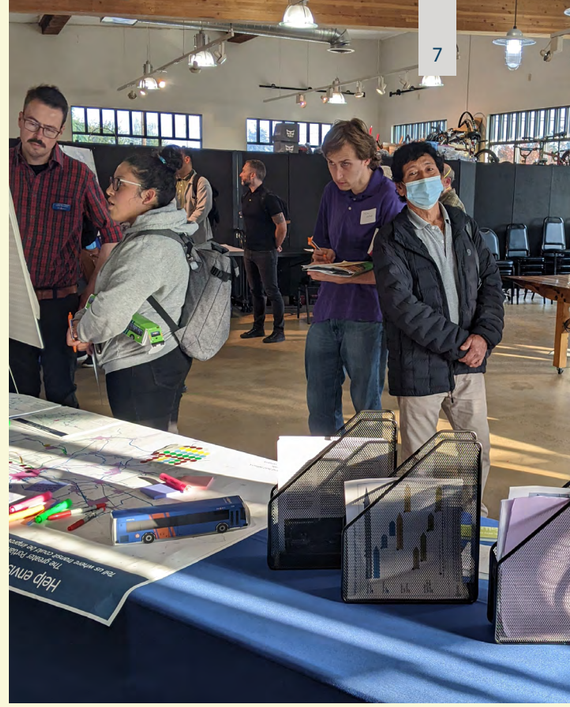
The project team worked with partners and the public to answer these questions:

- Where are more people traveling today and where will they want to travel in the future?
- What connections link the most people and underserved communities to jobs, important services and other places?
- How long does a transit trip in a certain area currently take compared to driving?
- How much could an investment in high capacity transit improve travel?
- What are the needs and priorities of community members and organizations, businesses, agency partners and elected officials

What did we hear from the community?

Metro and TriMet talked with people at many community events, meetings and took feedback through the project website. We heard the following priorities from the community:

- **Community stability:** strong support for investments in corridors to maintain housing and business affordability and avoid displacement.
- **Safe access to transit:** Support for facilities that enable safe and comfortable walking and biking to transit and waiting at the transit stop (crosswalks, sidewalks, lighting, bus stop amenities).
- **Transit service:** support for more frequent, faster, and reliable service. Support for expanding service, particularly to growing areas and town centers in the broader region.
- **Broaden access:** better serve community members who are older, who do not speak English, who have mobility or other disabilities, who have health conditions, who are travelling with children, or who are in school.

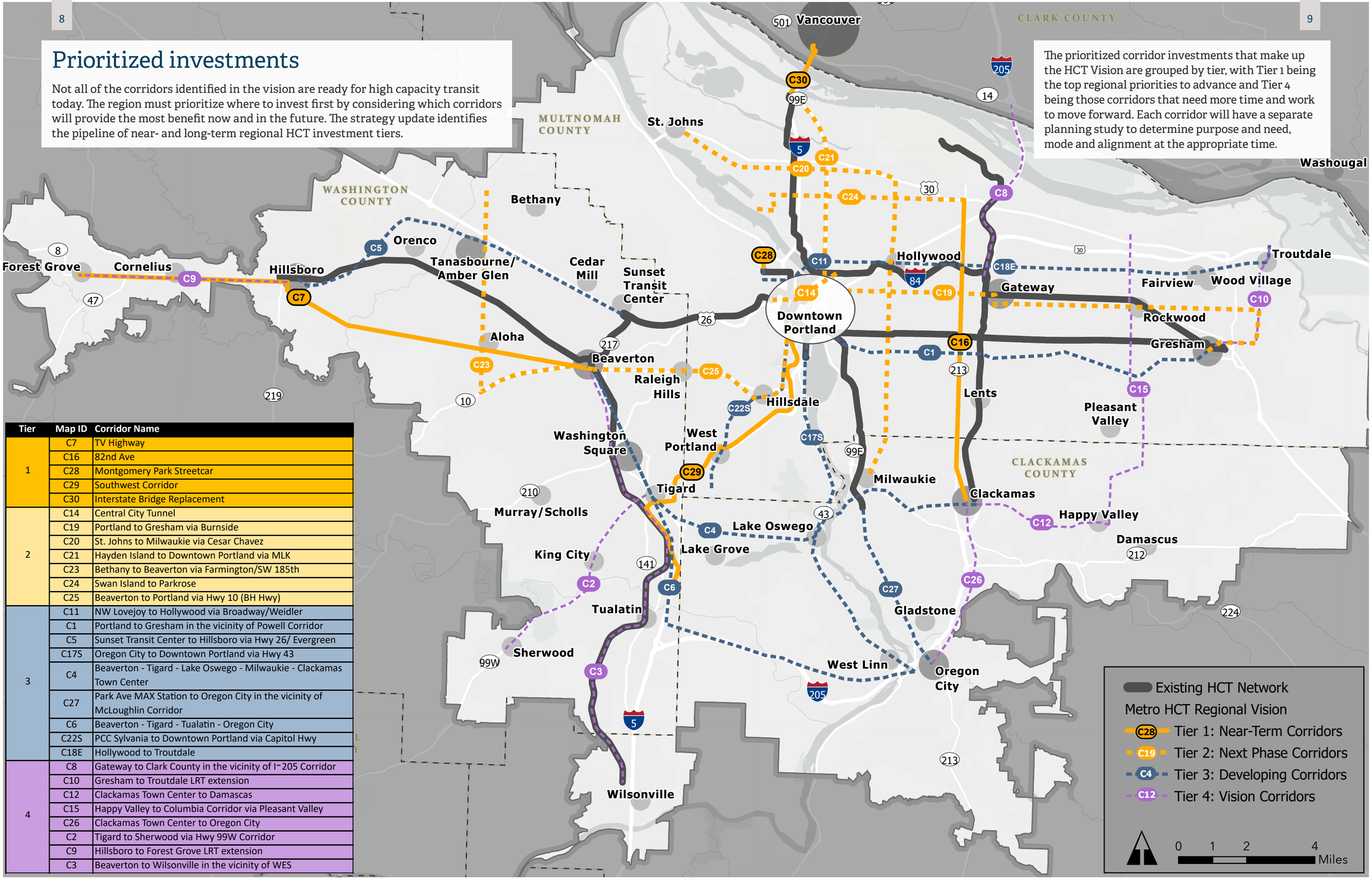


Prioritized investments

Not all of the corridors identified in the vision are ready for high capacity transit today. The region must prioritize where to invest first by considering which corridors will provide the most benefit now and in the future. The strategy update identifies the pipeline of near- and long-term regional HCT investment tiers.

The prioritized corridor investments that make up the HCT Vision are grouped by tier, with Tier 1 being the top regional priorities to advance and Tier 4 being those corridors that need more time and work to move forward. Each corridor will have a separate planning study to determine purpose and need, mode and alignment at the appropriate time.

Tier	Map ID	Corridor Name
1	C7	TV Highway
	C16	82nd Ave
	C28	Montgomery Park Streetcar
	C29	Southwest Corridor
	C30	Interstate Bridge Replacement
2	C14	Central City Tunnel
	C19	Portland to Gresham via Burnside
	C20	St. Johns to Milwaukie via Cesar Chavez
	C21	Hayden Island to Downtown Portland via MLK
	C23	Bethany to Beaverton via Farmington/SW 185th
	C24	Swan Island to Parkrose
	C25	Beaverton to Portland via Hwy 10 (BH Hwy)
3	C11	NW Lovejoy to Hollywood via Broadway/Weidler
	C1	Portland to Gresham in the vicinity of Powell Corridor
	C5	Sunset Transit Center to Hillsboro via Hwy 26/ Evergreen
	C17S	Oregon City to Downtown Portland via Hwy 43
	C4	Beaverton - Tigard - Lake Oswego - Milwaukie - Clackamas Town Center
	C27	Park Ave MAX Station to Oregon City in the vicinity of McLoughlin Corridor
	C6	Beaverton - Tigard - Tualatin - Oregon City
	C22S	PCC Sylvania to Downtown Portland via Capitol Hwy
	C18E	Hollywood to Troutdale
4	C8	Gateway to Clark County in the vicinity of I-205 Corridor
	C10	Gresham to Troutdale LRT extension
	C12	Clackamas Town Center to Damascas
	C15	Happy Valley to Columbia Corridor via Pleasant Valley
	C26	Clackamas Town Center to Oregon City
	C2	Tigard to Sherwood via Hwy 99W Corridor
	C9	Hillsboro to Forest Grove LRT extension
	C3	Beaverton to Wilsonville in the vicinity of WES



How will corridors move forward?

The figure below shows how corridors move through different stages of planning, engineering, and construction.

Tier 1 and 2 corridors are ready to move forward in the near term, while tier 3 and 4 corridors need more work to make them ready for investment.

Tier 3 (developing) and Tier 4 (vision) corridors

Tier 1 and Tier 2 (near-term) corridors
Small Starts: 4–7 years average | New Starts: 5–10 years average

Corridor identified in HCT Vision

Pre-project readiness

- Corridor problem statement
- Partnerships and local commitment
- Transit-supportive land use and transportation planning and policies
- Early anti-displacement studies and programs

Local actions to advance readiness

Does corridor meet readiness requirements?
Periodic re-evaluation through RTP process

NO

YES

Corridor planning & conceptual design

- Locally preferred alternative (LPA)
- Station area planning
- Service, operating, capital, and funding plans
- Ridership modeling
- Launch equitable development strategy
- Purpose and need
- Alignment, initial station location, and mode determination
- Early concept design

Project development

- Design
- Finalize station locations
- Environmental review (NEPA*)

*National Environmental Policy Act

Design & engineering

- FTA construction grant agreement (if applicable)
- Local funding commitment
- Final design

Construction

- Construction

Launch and post-launch

- Equitable development strategy investments/ implementation
- Develop and deliver complementary investments in and along the corridor

Corridor part of HCT network

Project opening

Robust community engagement occurs throughout

Supporting HCT development

Near-term HCT investments take existing strong transit connections to the next level, while highlighting current and future corridor needs like safety, access and livability. For transit investments to be successful, other transit supportive improvements are key to creating an environment that encourages current and future transit ridership while meeting regional objectives around equity and affordability.

The strategy update presents the transit-supportive elements that make a corridor ready for high capacity transit investment. The figure below shows some of the strategies and recommendations for setting a corridor up for success as it moves forward in the project development process. More information on each element is available on p. 14.

	Land use, urban context, and transit-oriented development	Community stability and resilience	Transit access: complete streets, safety, and mobility options	Transportation demand management programs and policies	Transit affordability and fare programs	Transportation system management and operations
Why does it matter?	Density and mixed uses support high-frequency service and modeshare goals	Strategies to ensure existing residents and and small businesses benefit from HCT investments	Multimodal streets help people get to and from transit safely	Incentivize alternatives to driving, and increase attractiveness and awareness of transit options	Make transit more affordable and accessible to all people	Make transit a competitive alternative to driving
What does it include?	• Supportive land uses including mixed use developments • Transformation potential through transit-oriented development and higher-density development aligned with 2040 Growth Concept and the community's vision for growth • Supportive planning and policies • Local commitment to corridor investment	• Robust community input and engagement • Equitable development and affordable housing strategies • Local anti-displacement policies and actions • Targeted support for small businesses	• Pedestrian network completion (sidewalks, crossings, accessibility, lighting, etc.) • Bicycle network connections • Transit-supportive street design • Transit stop and station amenities • Mobility hubs • Shared mobility options • First/last mile connections • Shuttles • Bicycle parking and storage	• Parking policies • Education and outreach • Employer benefits programs • Transportation wallet programs • University/school affiliate programs (i.e., student passes, education programs)	• HOP Pass • Reduced Fare Programs: Youth, Low-income, Honored Citizen, and Veterans • Free fare grant programs • Employer-sponsored transit discount programs	• Optimize existing transit system operations and performance • Transit-priority treatments • Passenger information technology
When is it done?	All stages	Pre-project and ongoing	All stages	Pre-project and ongoing	Pre-project and ongoing	Pre-project, as part of implementation, and ongoing
Who is responsible?	• Local jurisdictions • Metro • Transit service providers • DLCD	• Local jurisdictions • Local Housing Authorities • Metro • *CBOs* • *Chambers of Commerce / business organizations*	• Local jurisdictions • Metro • Transit service providers • *Shared mobility providers* • ODOT	• Local jurisdictions • Metro • Transit service providers • ODOT • *Employers and schools/ universities* • *CBOs*	• Transit service providers • Metro • *Employers and schools/ universities* • *CBOs*	• Local jurisdictions • Transit service providers • Metro • ODOT

Notes: Partners shown in *italics*. CBO: Community-based organization. DLCD: Oregon Department of Land Conservation and Development. ODOT: Oregon Department of Transportation.

Where will the money come from?

The Federal Transit Administration administers several grant programs that could support HCT investments. These federal programs have long been an important source of funding for the region's existing HCT system and will continue to be an essential component of HCT investment in the Portland region.

Local funding is crucial to meeting the match requirements of federal grants – "match" refers to the amount of local (or sometimes other state/federal money) required to secure a grant. To be competitive, the region generally needs to provide a 50% local match.

Not every project will need federal funding, though. Some corridors may be able to advance with local funds, especially those rapid bus corridors that have lower capital investment needs.

Operations

Funding to design and construct HCT corridors is only part of the funding story. Long-term funding is also needed to operate HCT corridors – ongoing dollars to pay drivers and keep systems maintained and supported. There are several dedicated sources of funding for transit capital projects, but fewer grant sources for ongoing operations. All HCT corridor projects will need to develop a plan to fund operations and maintenance of these investments.

Looking forward

The region's multi-decade investment in MAX light rail will continue to be the backbone of the regional transit system, connecting the Central City and regional centers. As we look to advance new HCT corridors to serve more people and jobs aligned with land use goals, new approaches like rapid bus corridors present promising opportunities for system expansion. Rapid bus can provide many of the benefits of light rail at a cost that is more in line with current regional funding constraints, reduces the risk of potential displacement, and helps connect town and regional centers in constrained corridors. Other HCT approaches—streetcar in dense urban areas and light rail extensions to serve more regional centers—will also help us implement the vision.

The strategy update calls for HCT projects that fit within the context of communities, serve as the foundation of our regional transportation system, and provide an important tool for supporting community development and maximizing regional goals.

Metro

Metro

DRAFT High Capacity Transit Strategy Update

April 2023

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

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

Project web site: oregonmetro.gov/rtp

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

TABLES AND FIGURES

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INTRODUCTION

Renewed commitment

The Portland metropolitan area is an incredible place. Our region has vibrant communities, neighborhoods with distinctive personalities, and a world-class transit system. The communities of the Portland metropolitan region have worked together over the past decades to create one of the most livable regions of the country and strive to make our region the greatest place to live, work and play.

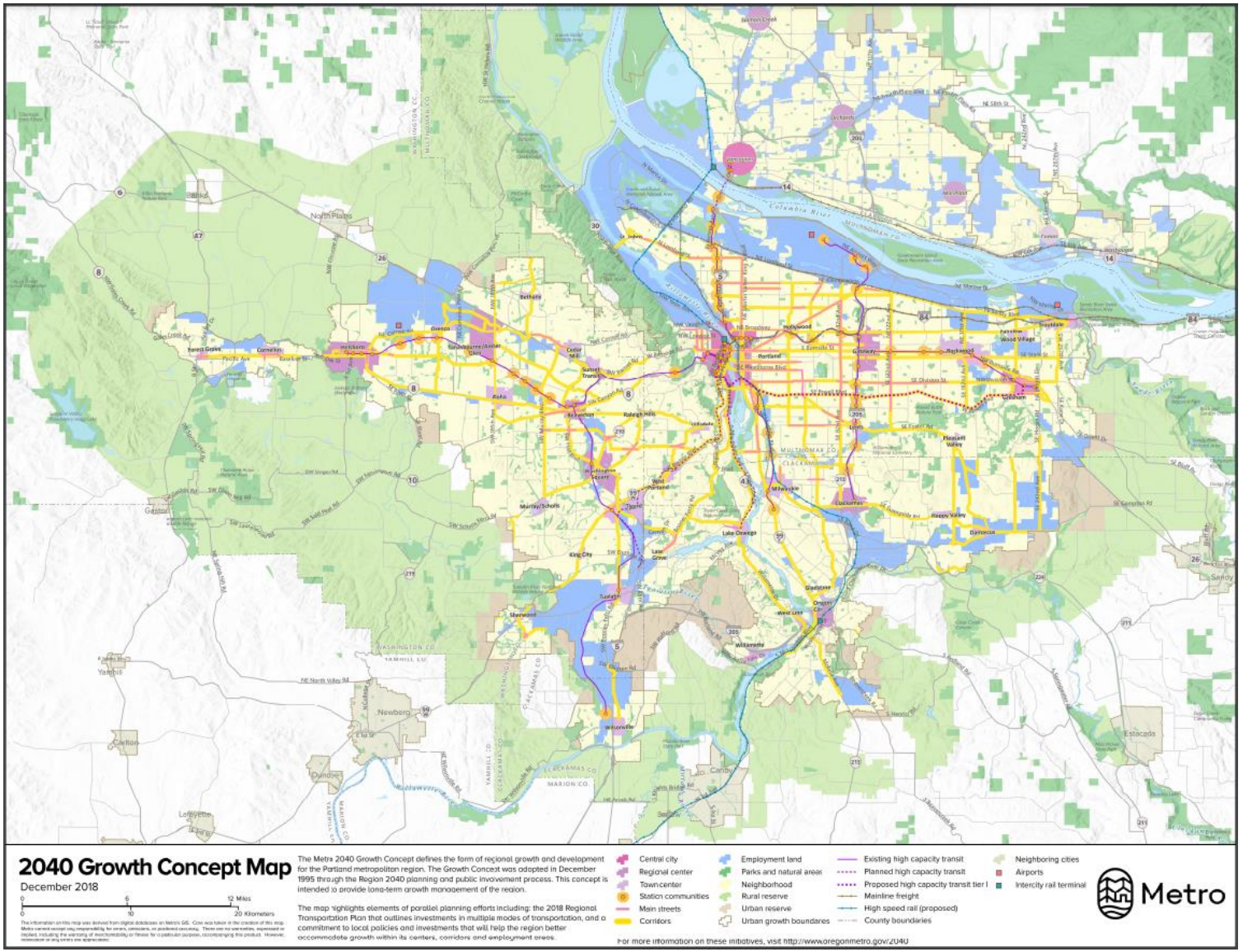
Rapid bus

This term refers to rubber-tired HCT modes that include bus rapid transit (BRT) and frequent express (FX)-style HCT services. In general, these services offer the core elements of HCT including exclusive guideways, enhanced amenities, and frequent, branded service. Rapid bus is distinct from "better bus" improvements that focus on spot treatments for speed and reliability.

Since Portland's MAX light rail Blue Line service from Portland to Gresham began in 1986 and the 2040 Growth Strategy was adopted in 1995, high capacity transit (HCT) has served as the backbone of the region's growth and prosperity. Despite periodic downturns in the economy, competition for resources among many regional needs, and most recently a global pandemic, HCT continues to play a vital role in achieving the region's goals. With many investments completed and continued work needed to achieve regional land use, economic, climate and safety goals, the region is doubling down on its commitment to HCT. HCT is a proven tool for achieving thriving, compact communities, furthering equity goals, and connecting people to opportunity every day. **This 2023 HCT strategy update reaffirms our regional commitment to HCT as a cornerstone of community development** and provides an actionable vision and plan for advancing HCT across the region**.** This strategy update recognizes that the region needs to adapt its approach to HCT investments — **rapid bus is a newer approach in this region that presents major opportunities to achieve HCT outcomes in a funding-constrained environment.**

HCT helps the greater Portland region grow in a way that supports healthy, vibrant communities and that preserves farmland and forestland. As envisioned in the 2040 Growth Concept (Figure 1) — the blueprint for how the Portland region grows — HCT plays a key role in connecting people with services, places to shop, work and school. High-quality transit connections also provide viable and affordable alternatives to driving, thus creating better transportation options and making greater Portland more equitable and climate friendly.

Figure 1. Regional 2040 Growth Concept



This HCT strategy update is part of the Metro Regional Transportation Plan (RTP), which is being updated in 2023. This strategy update:

- summarizes the regional vision for HCT investment, strategies for moving HCT corridors forward, and a shared policy framework for supporting and implementing HCT
- identifies and prioritizes corridors to envision where a higher quality of transit service would provide the most benefit to the greatest number of people
- provides a roadmap for realizing the vision for HCT investment to guide near- and long-term decision-making related to HCT investments
- takes into account how the region has grown, how communities and their needs have changed, how transit and travel are different, and how the funding landscape has evolved
- establishes a pipeline of corridor investments helping the region to be competitive for federal funding for HCT
- identifies the steps needed to advance corridor investments working in close partnership with local agencies.

This HCT strategy update is not a comprehensive review of the regional transit structure or its management or a complete service analysis of the existing HCT system. Rather, it provides a vision for continued HCT investment that aligns with the RTP and the regional 2040 Growth Concept. Much future work and commitment are needed to advance the investments described in this strategy.

Project process and timeline

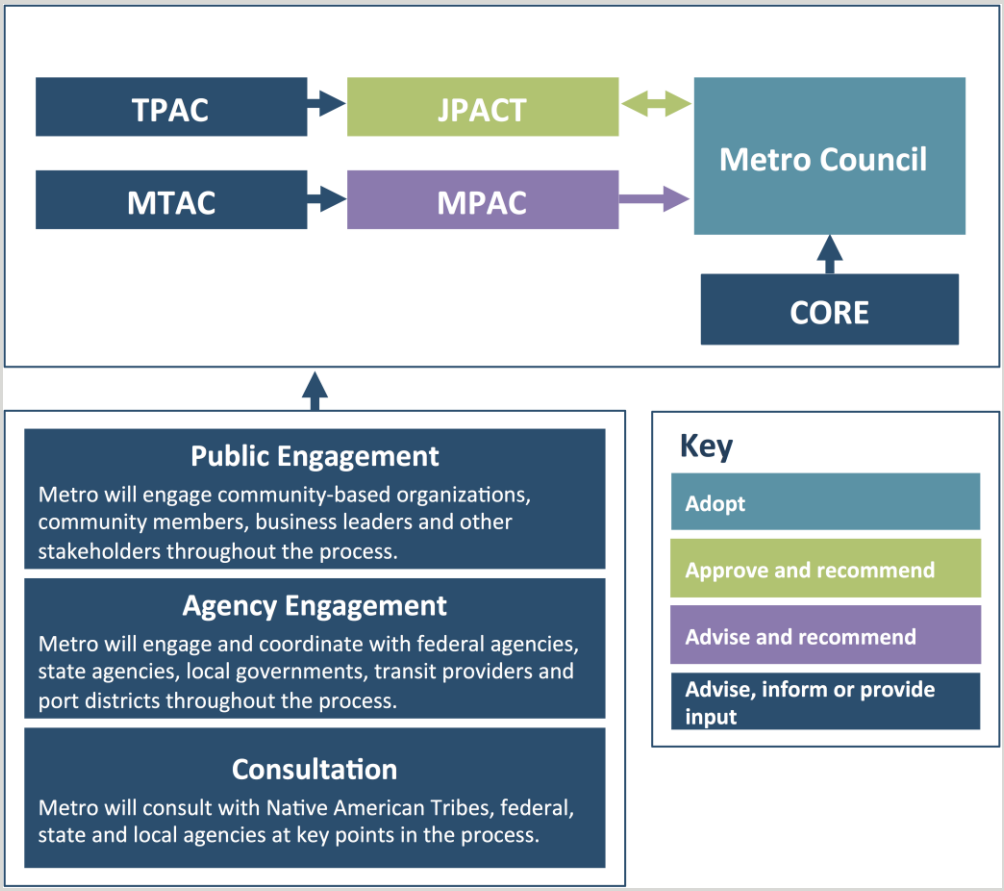
Metro began the HCT strategy update process in the summer of 2022. Figure 2 describes the overall timeline for the project. Metro and TriMet co-led development of this strategy update with significant participation from a working group composed of regional stakeholders: Clackamas, Multnomah, and Washington Counties; Clark County Public Transit Benefit Area Authority (C-TRAN); Oregon Department of Transportation; City of Portland; Portland Streetcar; South Metro Area Regional Transit (SMART); and Southwest Washington Regional Transportation Council.

Figure 2. Update timeline

This strategy update was informed throughout by public engagement through tools such as online surveys and open houses, presentations and discussions at dozens of local meetings, and community-led events and workshops. Appendix A includes a summary of this outreach and the input provided. Metro committees were also informed by public and agency engagement when providing input and advising at each milestone in the process.

Decision-making process

The chart below shows how different groups guided the HCT strategy update process. Ultimately, the Metro Council approves the final 2023 Regional Transportation Plan, which this strategy is a component of.



CORE = Committee on Racial Equity; JPACT = Joint Policy Advisory Committee; MPAC = Metro Policy Advisory Committee; MTAC = Metro Technical Advisory Committee; TPAC = Transportation Policy Alternatives Committee

Engaging community

Community input influenced all major milestones for this strategy through the following activities.

Surveys

- RTP)summer MetroQuest survey
- winter storymap survey.

Focus groups and forums

- two joint events: RTP Community Leaders Forum and Westside Multimodal Improvement Study Business Forum
- two meetings with both TriMet's Transit Equity Advisory Committee and Committee on Accessible Transportation
- two meetings with Clackamas County small transit providers
- two agency lessons learned focus groups: Metro/TriMet and C-TRAN
- one small business focus group and one presentation to the Washington County Chamber of Commerce.

Public events

- nine tabling events held at various locations throughout the region
- three community events and activities held by community-based organization partners such as Centro Cultural, The Street Trust and Verde.

Advisory committee meetings

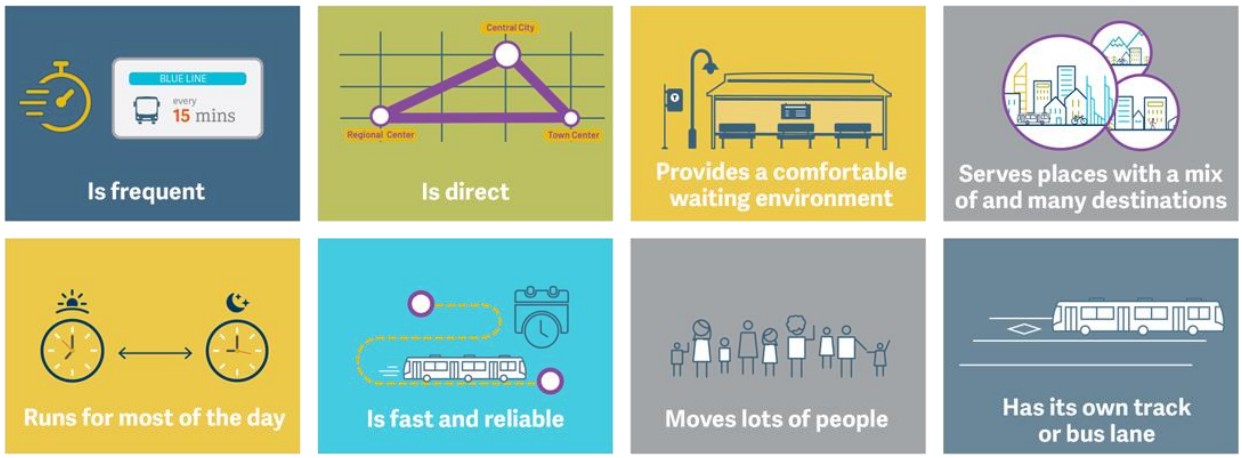
- six meetings with the HCT Working Group
- nineteen meetings with partner jurisdictional staff (Transportation Policy Alternatives Committee; Metro Technical Advisory Committee; Clackamas, East Multnomah, and Washington County Technical Coordinating Committees)
- nineteen meetings with elected officials (Metro Policy Advisory Committee; Joint Policy Advisory Committee; East Multnomah, and Washington County Policy Coordinating Committees).

HIGH CAPACITY TRANSIT

Defining high capacity transit

HCT is a type of public transportation that moves a lot of people quickly and often. It provides a higher quality of service with greater benefits to more people with improved convenience and travel time. See Figure 3 for the characteristics of high capacity transit.

Figure 3. Characteristics of high capacity transit



High capacity transit modes

Train-based HCT includes:

- rapid streetcar and streetcar (depending on context)
- light rail transit
- commuter rail and heavy rail.

Rapid bus-based HCT options include:

- bus rapid transit (BRT)
- corridor-based BRT

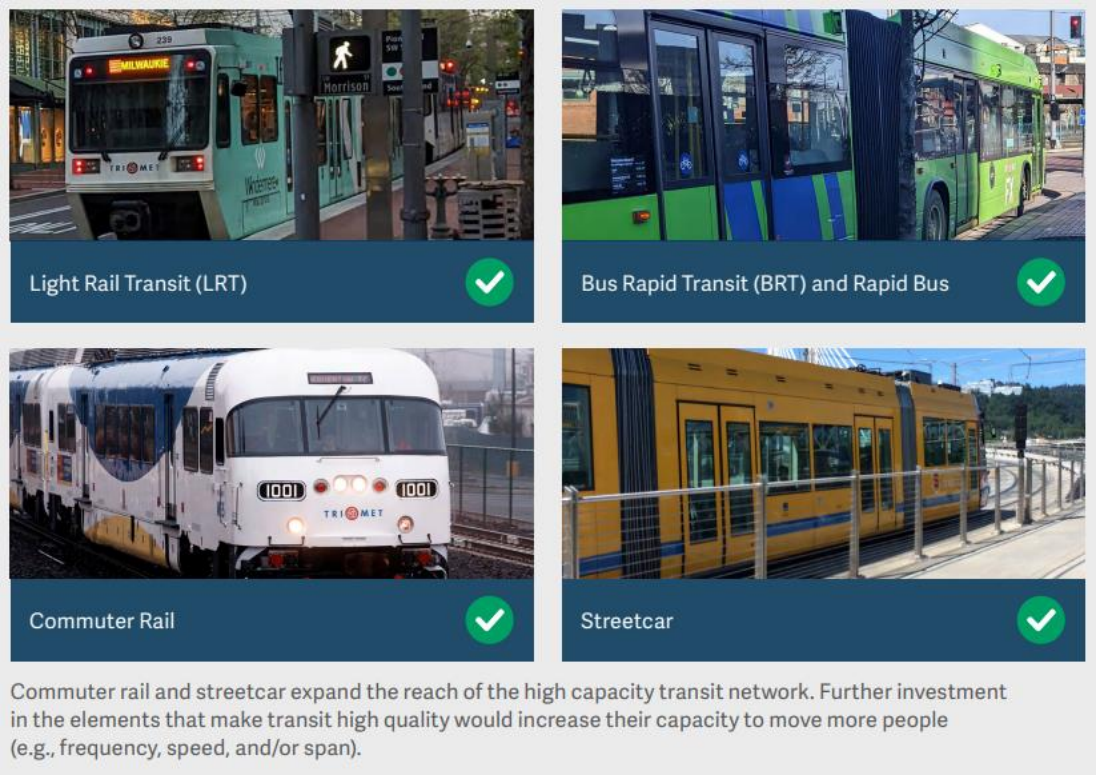
Bus rapid transit is a strategy for serving high-volume corridors with rail-like capacity for a smaller investment. These systems feature distinctive branding, a majority of dedicated bus-only lanes, and passenger amenities such as real-time information systems.

Regardless of mode, HCT investments include:

- some degree of roadway priority
- fast boarding due to off-board payment and multiple-door boarding
- comfortable waiting spaces with real-time information

- limited stops
- improvements to the surrounding streetscape for better pedestrian access.

Figure 4. High capacity transit modes



Commuter rail and streetcar expand the reach of the high capacity transit network. Further investment in the elements that make transit high quality would increase their capacity to move more people (e.g., frequency, speed, and/or span).

Additionally, this strategy update encompasses other system elements including:

- light rail transit operations improvements
- existing HCT corridor "state of good repair" investments.

While not defined as HCT, TriMet's Better Bus program (also known as enhanced transit corridor investments), as well as investments in operating the regional frequent service bus network are closely related to and support HCT. These investments include elements of HCT such as high frequency service or speed and reliability improvements, but they are not directly addressed by this strategy update. Many frequent transit corridors and better bus corridors are candidates for HCT investments.

Elements that make a transit investment high capacity

High capacity transit has both a level of enhanced amenities and transit priority — which work together to move more people more comfortably than other types of regional or local transit — that are implemented as part of a corridor-level capital project. The type or mode varies and can include light rail, commuter rail, rapid streetcar, bus rapid transit or corridor-based rapid bus.

Enhanced amenities are features that improve effciency and enhance the user experience. These include vehicles that are larger and allow boarding from all doors, stations with near level boarding, and frequent service (15 minutes or better). It also refers to amenities such as covered waiting areas, real-time bus or train arrival information, schedules, ticket machines, enhanced lighting, benches, bicycle parking, and even civic art and commercial services. Together, these features make high capacity transit more convenient and comfortable.

Enhanced priority investments are a package of physical features along much or most of a corridor that get people to destinations faster and on time. These include dedicated transit space or lanes in the street, also known as "exclusive guideway." In our region, MAX light rail vehicles operate on tracks with exclusive guideway while rapid buses operate in a mix of dedicated and shared street space. Rapid bus investments provide priority space for buses on the roadway and/or priority at traffc signals to achieve the transit speed and reliability characteristic of high capacity transit. These investments make transit more aractive for current and future riders.

History of regional high capacity transit planning

In 1974, there was a paradigm shift in how the Portland region addressed growth and approached transportation policy. Following public outcry over the expected cost and the destruction of neighborhoods required for its construction, elected leaders rejected the Mt. Hood Freeway project. Instead, the region set aside plans for 54 new highway projects in favor of a robust network of HCT and developed the 1982 Light Rail System Plan. The region's first light rail line — the MAX Blue Line — opened in 1986 and heralded in this new era in transportation for the region.

After several expansions in the 1990s and early 2000s, including the MAX Red and Yellow Lines, the Regional High Capacity Transit System Plan was developed in 2009 to guide future regional HCT capital investments. The HCT plan provided a framework on where to spend limited transportation dollars: where local jurisdictions had committed to supportive land uses, high-quality pedestrian and bicycle access, management of parking resources, and broad-based financial and political support. As a result, the region has seen the addition of the MAX Green and Orange Lines and will soon see both the MAX Red and Yellow Lines extended through the A Better Red MAX improvements project (under construction) and the Interstate Bridge Replacement Program MAX Yellow Line extension to Vancouver, Washington (planning). At the same time, planning for the new Southwest Corridor MAX line is moving forward.

The 2018 Regional Transit Strategy (an element of the 2018 RTP) refreshed the region's HCT strategy in advance of a major regional funding measure put to the voters in 2020. This funding measure was ultimately not successful, and funds are still needed to support expansion of the transit network. Since that time, greater Portland's first rapid bus project (FX2-Division) opened, and planning began for two additional rapid bus projects: 82nd Avenue and Tualatin Valley Highway. Rapid bus has provided a new opportunity to think differently about what the region's HCT network could look like in the future. It can be more flexible and cost-effective to implement than light rail and has the potential to move projects more quickly through the federal project development process. Further, it is an opportunity to leverage federal funding. The 2021 Bipartisan Infrastructure Law authorized $109 billion for transit infrastructure and made more funding available for Small Starts Capital Investment Grant rapid bus projects.

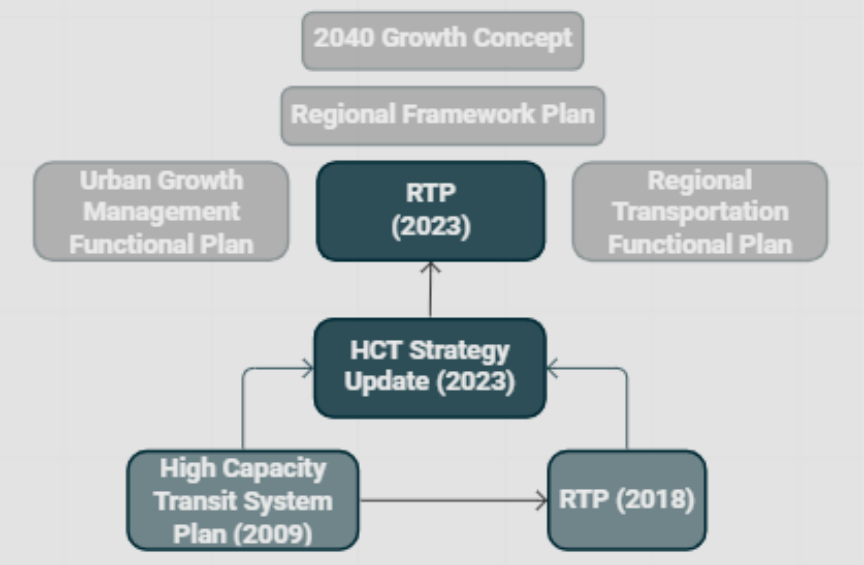
HIGH CAPACITY TRANSIT POLICY FRAMEWORK

Role of HCT strategy update within the regional transportation plan process

The Metro 2023 RTP update is the process to refine the region's transportation investment blueprint for the next 20 years and beyond. The RTP process evaluates the available revenues for transportation spending, assesses the region's needs, and presents a list of prioritized projects and programs to achieve the Portland metropolitan region's transportation goals. The RTP recognizes that demand for transportation investments exceeds existing financial capacity; prioritization is necessary to demonstrate fiscal constraint for federal reporting processes and to ensure we take intentional steps in expanding our transportation system.

This HCT strategy update sets the vision and priorities for regional HCT corridors. It falls under the Regional Transit Strategy, which is a part of the RTP that provides the region's overall vision for meeting future transit needs. As shown in Figure 5, the RTP continues to support the 2040 Growth Concept: the region's long-range land use and transportation plan for managing growth. The Regional Framework Plan identifies regional policies to implement the 2040 Growth Concept goals.

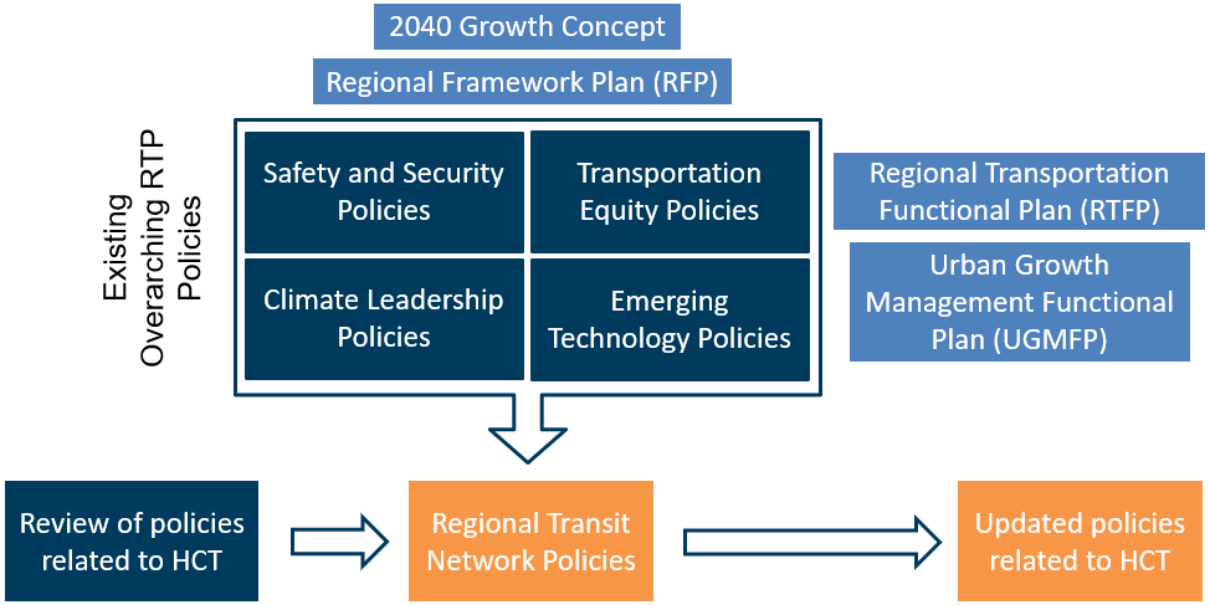
Figure 5. Related regional plans and policies



As shown in Figure 6 below, the RTP includes overarching policies that guide the Regional Transit Network Policies.[1] This HCT strategy update recommends updates to these policies; the updates will guide how Metro evaluates transportation projects including identifying and prioritizing investments that will advance the regional HCT network in a fashion that benefits the most people.

[1] Two "functional plans" – the Regional Transportation Functional Plan and the Urban Growth Management Functional Plan – provide additional guidance to local jurisdictions to implement the policies in the RTP.

Figure 6. Regional transit network policies in relation to the RTP and other Metro plans



As part of this HCT strategy update, plans and policies from state and federal agencies; transit providers including TriMet, SMART, and C-TRAN; and cities and counties in the region were reviewed to document relevant policies or efforts. Appendix C, Policy Framework, provides additional detail on the local and regional plans that were reviewed and their respective relationships to the update.

Regional transit strategy

High capacity transit is one part — a key part, but still one part — of the broader transit strategy. It plays a specific role in moving many people quickly along major travel corridors. The regional transit strategy is implemented by improving transit service, investing in transit infrastructure, collaborating between transit providers and local jurisdictions, and expanding transit-supportive elements.

Transit service improvements Local and regional transit service improvements designed to meet current and projected demand in line with local and regional visions and plans.

Capital investments in transit New enhanced transit strategies such as signal priority, dedicated lanes or HCT options such as rapid bus, light rail, commuter rail or high speed rail.

Transit supportive elements Includes programs, policies, capital investments and incentives such as travel demand management and physical improvements such as sidewalks, crossings and complementary land uses.

Incorporating community feedback in the policy framework

Community stability Strong support for investments in corridors to maintain housing and business affordability and avoid displacement.

Safe access to transit Support for safe and comfortable facilities for walking and biking to transit and for waiting at the transit stop (crosswalks, sidewalks, lighting, bus stop amenities).

Transit service Support for more frequent and reliable service. Support for expanding service, particularly to growing areas and town centers in the broader Metro region.

Broaden access Better serve community members who are older, who do not speak English, who have mobility challenges or other disabilities, who have health conditions, who are travelling with children, or who are in school.

Priority corridors for transportation investments include:

- Multnomah: 82nd Ave., Powell Blvd., 122nd Ave., Downtown Portland
- Clackamas: McLoughlin Blvd., 82nd Ave., Highway 212/Sunrise, Clackamas to Columbia/181st Ave.
- Washington: Tualatin Valley Highway, SW 185th Ave., Burnside/Barnes Road.

Other related regional work

Other recent regional studies, planning efforts or work underway informed development of this strategy and include:

- Mobility Corridors Atlas (2014)
- Strategic Plan to Advance Racial Equity, Diversity and Inclusion and Equity Framework (2016)
- Southwest Corridor Equitable Development Strategy (2017) and Locally Preferred Alternative (2018)
- Division Transit Locally Preferred Alternative (2019)
- Designing Livable Streets and Trails Guide (2019)
- Regional Framework for Highway Jurisdictional Transfer (2021)
- Regional Congestion Pricing Study (2021)
- Transportation System Management and Operations Strategy Update (2021)
- Regional Mobility Policy (2019-22)
- Tualatin Valley Highway Corridor Study (2022-23)
- 82nd Avenue Corridor Study (2023)
- Transit-Oriented Development Strategic Plan Update (2022)
- Emerging Transportation Trends Study (2022)
- Climate Smart Strategy Update (2022)

Challenges/opportunities

This strategy update revisits investment priorities based on new and emerging regional issues, challenges and opportunities including the possibilities presented by rapid bus, the transit priorities identified through recent work by Metro and partners, and the lessons learned from the work of peer regions and in the wake of the COVID-19 pandemic. This strategy update considers and responds to these recent trends through the updated policies and the HCT vision described in later sections.

What issues were considered in the 2009 plan?

Our Place in the World

In 2008, Metro developed the document, Our Place in the World, which highlighted global issues that were creating challenges for the Portland metropolitan region at the time.[2] While these challenges were central to the 2009 HCT plan, many are still relevant today and to this strategy update:

- Growth has brought opportunity and prosperity to the region, but it has also Brought growing pains.
- Uncertain energy supplies and the rising price of petroleum products affect transportation project costs and household transportation expenses. Increasing costs will make travel more difficult for those of modest means and make it imperative that our transportation system provides affordable transportation choices across the region.
- Expanded transit service will be necessary to reduce the region's impact on climate change and improve air quality.
- Current sources of transit funding are not enough to support system expansions needed to serve the region's rapidly growing ridership.

System design considerations

The 2009 HCT plan documented a number of considerations regarding the design of the HCT system, many of which continue to be relevant today.

Grid versus radial system The 2009 plan identified corridors that would continue to build out a radial HCT network. New cross-region routes that would create a grid connection between markets may become priorities for the region once the radial system is fully realized and/or markets generate enough riders to justify an HCT investment. Grid systems provide additional person-carrying

[2] Metro, Our Place in the World, October 2008. Pages 23-24 are specific to integrated transportation networks and travel options.

capacity and travel choices but are only feasible if there are enough riders to support parallel lines that are high frequency to minimize transfer time. The FX2-Division line illustrates corridor-based rapid bus as a strategy that can build out the HCT grid.

Appendix B: Regional Transit Modes summarizes the characteristics of HCT and other regional transit modes

Passenger capacity (network density versus coverage) Transit vehicle capacity and frequency determine person-carrying capacity. Light rail provides a higher passenger capacity per hour of service. The MAX system was developed to fit downtown Portland's 200-foot blocks; this limits the light rail trains to two cars. The 2009 plan identified strategies to increase passenger-carrying capacity including increasing frequency on existing lines, adding new lines serving existing corridors, adding parallel lines with minimum one-mile spacing, and considering a tunnel under downtown that would allow longer trains and support faster travel across the region; the region has continued to study a tunnel solution.

Branching As the region expands, branching lines from a common route could be considered to serve multiple end-of-line destinations. This strategy remains applicable, particularly for rapid bus lines.

Rail interoperability The potential to build streetcar tracks to accommodate MAX trains in specific segments was identified as a consideration to provide system redundancy. Streetcar design standards typically do not allow MAX trains to operate on streetcar tracks. Streetcar and MAX currently interoperate on the Tilikum Crossing bridge, which is also shared with buses. Shared rail and bus segments can maximize the utility of investments in constrained corridors.

Vehicle features Low floors, fare payment at stations or on board, multiple wide doorways, and other "universal design" features streamline boarding and alighting and maximize accessibility. As with the frequent express FX2-Division project, an iconic vehicle can become a symbol of the HCT brand that makes it easier for riders to identify and use.

Service quality considers the total customer system experience. HCT includes:

- moderate to full transit priority, i.e., speed and reliability
- very frequent service (every 15 minutes or more often)
- long hours of service on weekdays and weekends
- longer station spacing of one-third to one-half mile or more for fast travel time
- high-quality station access is important since HCT stations are farther apart
- high-quality station amenities including shelters and real-time information.

Land use and urban form Mixed land uses concentrated within walking distances of HCT stations are critical to fostering walkable communities and successful HCT performance. High-quality transit service and pedestrian access must be in place to realize a significant drop in per capita vehicle miles traveled that occurs as neighborhoods and regional centers transition from a character of closer to 10 persons and employees per acre to one of 25 to 50 persons per acre — an environment supporting rapid bus and light rail investment.

Transit system constraints The 2009 plan identified that the Steel Bridge, the Rose Quarter Transit Center and at-grade light rail crossings increase transit delay.

What has evolved since the 2009 HCT plan?

Since 2009, the region's awareness and level of urgency has heightened around issues including social equity-related disparities based on people's race and income, housing affordability and displacement, the impacts of climate change and eliminating traffic deaths and serious injuries through the Vision Zero program. The pandemic brought additional transformation around how and where people travel. It has also resulted in more urgent personal safety and health concerns, and has continued to impact how transit is utilized and delivered. This section summarizes takeaways from several recent efforts that analyzed these trends.

An evolving approach to high capacity transit

Since the 2009 plan was adopted, the regional funding landscape has changed. Federal funding now requires a much more significant match than in the past — typically, 50% as opposed to 10% in past decades. With few dedicated local funding sources, funding for major HCT investments presents a substantial challenge. Rapid bus and related "rubber-tire" HCT investments can provide all the benefits of HCT, often at a reduced cost compared to other modes. While each HCT corridor will go through a refinement process that examines the most appropriate HCT mode, the region recognizes that rapid bus and similar investments represent a cost-effective path forward for introducing HCT in the face of uncertain funding.

Metro and TriMet Forward Together and Emerging Trends Studies

In preparation for the 2023 RTP and the Forward Together service plan, Metro and TriMet, respectively, conducted research into current and emerging trends for transportation in the region.[3] Key trends related to HCT that were identified through these efforts are described below.

[3] Metro, Emerging Trends, Executive Summary, October 2022. TriMet, Forward Together, Existing Conditions and Market Analysis Reports, April/May 2022.

Declining transit ridership and a gradual recovery Nationally and on TriMet, transit ridership declined by 4% between 2010 and 2019, although ridership began to increase in the year before the COVID-19 pandemic. Between February and April 2020, regional transit ridership dropped by nearly 70%, and TriMet reduced service by 20%. As of early 2023, ridership is recovering and is expected to be at pre-pandemic levels by 2026 supported by the service plan envisioned in Forward Together (see Figure 7).

Shifts in when and where transit is needed Peak commute demand has declined since the pandemic as many people continue to work from home (see Figure 8). But not everyone is able to work remotely, and lower-wage workers are less likely to have that option. The pandemic showed that people in lower-income areas continued to ride transit at higher rates.

Figure 7. Estimated Service and Ridership Changes, 2021

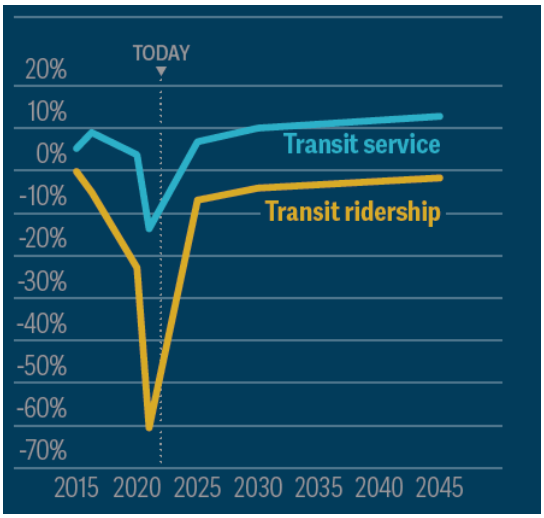
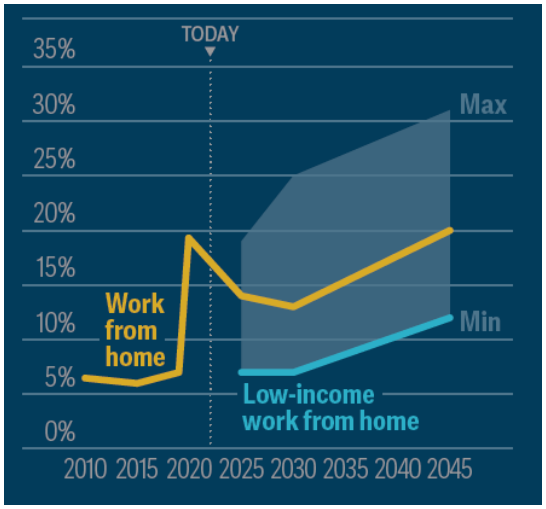


Figure 8. Oregon Remote Work Levels



Disparities in access to jobs and services. Even before the pandemic, housing costs had pushed lower-income residents and people of color to more affordable outlying areas that tend to be farther from transit and require longer trips to access jobs and services (see Figure 9).

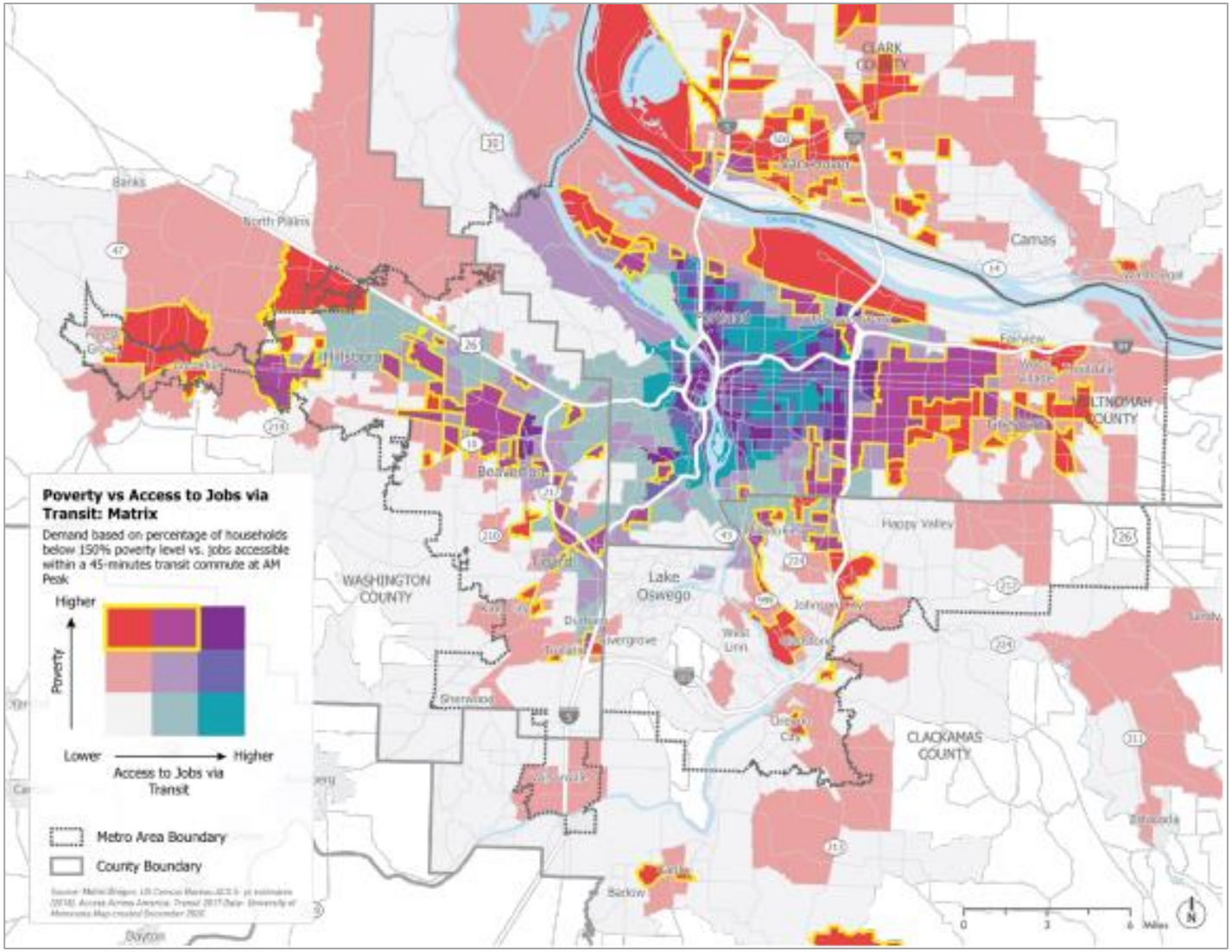


Figure 9. People with low incomes in relation to transit service (Forward Together[4])

[4] https://trimet.org/forward/

Impacts of climate change

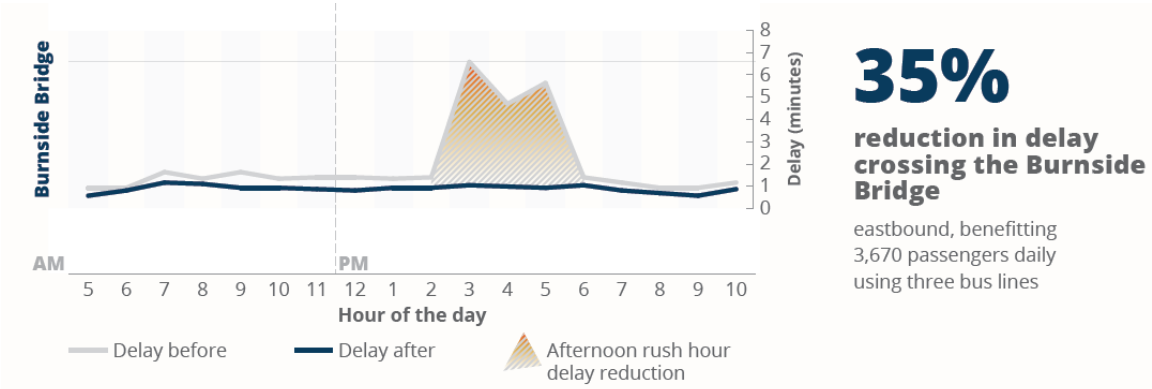
Reducing the impacts of climate change can benefit low-income communities and communities of color who are more likely to live in areas of high flood risk and areas that experience urban heat island effects from a sparse tree canopy.

Growing and lingering personal safety concerns Personal safety on transit vehicles is now a top concern of riders. Some potential riders remain concerned about their health and choose not to use transit. The number of people experiencing houselessness has grown, including the numbers of unhoused residents at or near transit stops. Severe injuries and traffic fatalities have also increased in recent years.

Similarly, pedestrian and cyclist safety has declined during and post pandemic. Regional agencies are focused on addressing the root causes, which include an increase in traffic speeding, facility gaps, poor lighting and other issues.

Improvements to make transit faster, more reliable, and more attractive TriMet, Metro, the City of Portland (including its Rose Lane Plan) and other jurisdictions have studied hundreds of bus-priority lane and spot improvement projects between 2018 and 2022; more than 50 were implemented. Figure 10 provides an example of the effectiveness of one of these investments: the Burnside Bridge.

Figure 10. Before-and-after effects of Burnside Bridge bus-priority improvements



Safe and Healthy Urban Arterials

In preparing for the RTP, Metro developed this RTP policy brief describing existing conditions, challenges and policy considerations for urban arterials in the region, which are of high importance for transit.[5] Eight of the 10 highest-ridership TriMet

[5] Metro, Safe and Healthy Urban Arterials Policy Brief, October 2022.

bus routes are on urban arterials that carried 25% of TriMet's ridership in 2020. Takeaways from the report are included below.

- Urban arterials represent 5% of roadway miles but have over 40% of serious and fatal crashes, as well as a disproportionate number of serious bicycle and pedestrian crashes and fatalities.
- Two-thirds of urban arterials are in areas with higher populations of people of color and people with lower incomes; fatal and severe injury crashes disproportionately affect these communities.
- Urban arterials are critical for implementing the regional growth concept since they serve many of the region's regional centers, town centers and station communities where the most housing and job growth will occur.
- Existing zoning, design and safety deficiencies, outdated standards, lack of funding, and complex coordination are among the challenges to addressing needs and creating thriving centers along urban arterials.

The policy brief identified policy, design and funding challenges for the RTP to address in defining a new approach for urban arterials that addresses equity and safety issues. HCT investments identified for urban arterial corridors could be a key mechanism for coordinating improvements on these streets.

Synthesis of challenges and opportunities to be addressed

Figure 11 below illustrates the five pillars of the 2023 RTP goals and how they relate to HCT opportunities.

Figure 11. HCT opportunities related to 2023 RTP goals

Equity

- Address transportation system disparities including increasing access to high-quality service, providing faster travel across the region, and improving localized air quality for people of color, people with low incomes, and other under-served communities.
- Consider the importance of trips outside of the peak commute times for people of color and low-income people, who are more likely to hold multiple jobs.
- Employ strategies that minimize displacement of low-income people and community-serving small businesses that do not exacerbate housing affordability.

Climate

- Make using transit an attractive choice to shift trips that are currently made by single occupancy vehicles. This will reduce VMT, improve air quality, and reduce greenhouse gas emissions.
- Link roadway pricing to opportunities to reduce greenhouse gas emissions and prioritize project funding for corridors along and within congestion pricing areas.
- Prioritize HCT projects to improve local air quality and integrate electrification or other clean fuel strategies to reduce emissions from transit.

Mobility

- Connect regional and town centers as part of the 2040 Growth Concept. HCT will serve as the backbone of the regional transit system, providing the necessary capacity
- Ensure a safe, welcoming system with high quality infrastructure and service to retain and attract new transit riders and to reverse ridership trends that were compounded by the pandemic.
- Integrate corridors and station areas with active transportation facilities, to make HCT projects accessible and allow more people to fulfill their travel needs by walking and bicycling.
- Consider investments to address MAX system capacity constraints that limit current system speed, affect system resiliency, and preclude future expansion, including over the Steel Bridge, at the Rose Quarter Transit Center, and through downtown Portland.

Economy

- Prioritize access to in person jobs and essential services, recognizing the potential for fast, reliable service to increase access to economic opportunities for people of color and people with lower incomes.
- Minimize wait times by making efficient and convenient transfer opportunities that will benefit lower-income workers, women, and essential workers who have a greater tendency to make multiple trips
- Employ strategies to accommodate growth while alleviating displacement risk with equitable transit oriented development investments along major corridors that welcome people across all income brackets.

Safety

- Prioritize personal safety– on board transit vehicles (including continued concern about health risks), at stations, and along streets (including street lighting). Rethink safety interventions, including education, communication, and encouragement to make all people feel safe on transit, and address the threat that people of color may feel regarding transit security personnel.
- Design streets to be safer for all people. HCT projects are an opportunity to partner with local jurisdictions. Fatal and severe injury crashes are disproportionately on urban arterials which often run through communities of color and lower-income communities. All people must feel safe using transit if HCT investments are to have the intended climate and social equity benefits. Race, gender, and age play a role in perceived safety when traveling.

High capacity transit policy framework updates

High capacity transit is the backbone of both the 2040 Growth Concept and Climate Smart Strategy,[6] as well as the foundation for the transit network in the RTP which is a key tool for implementing both documents. The 2040 Growth Concept sets forth a vision for connecting the central city to regional centers such as Gresham, Clackamas and Hillsboro with fast and reliable HCT; these connections will help greater Portland concentrate development and growth in its centers and corridors.

Based on a review of existing regional, state and federal policies; evaluation of the challenges and opportunities described above; and review of policies in similar regions; this strategy update refined the policy framework to better reflect current and future regional priorities and desired outcomes for HCT. Key considerations included:

- prioritizing social equity in transit investments by emphasizing the importance of high-quality service to make transit work for everyone
- addressing climate change as another key priority for transit investment, recognizing that climate and equity are interrelated challenges for the region
- prioritizing maintenance as key to preserving a resilient and reliable system, and
- more clearly addressing the role of the better bus program as a distinct tool for increasing reliability of the transit system.

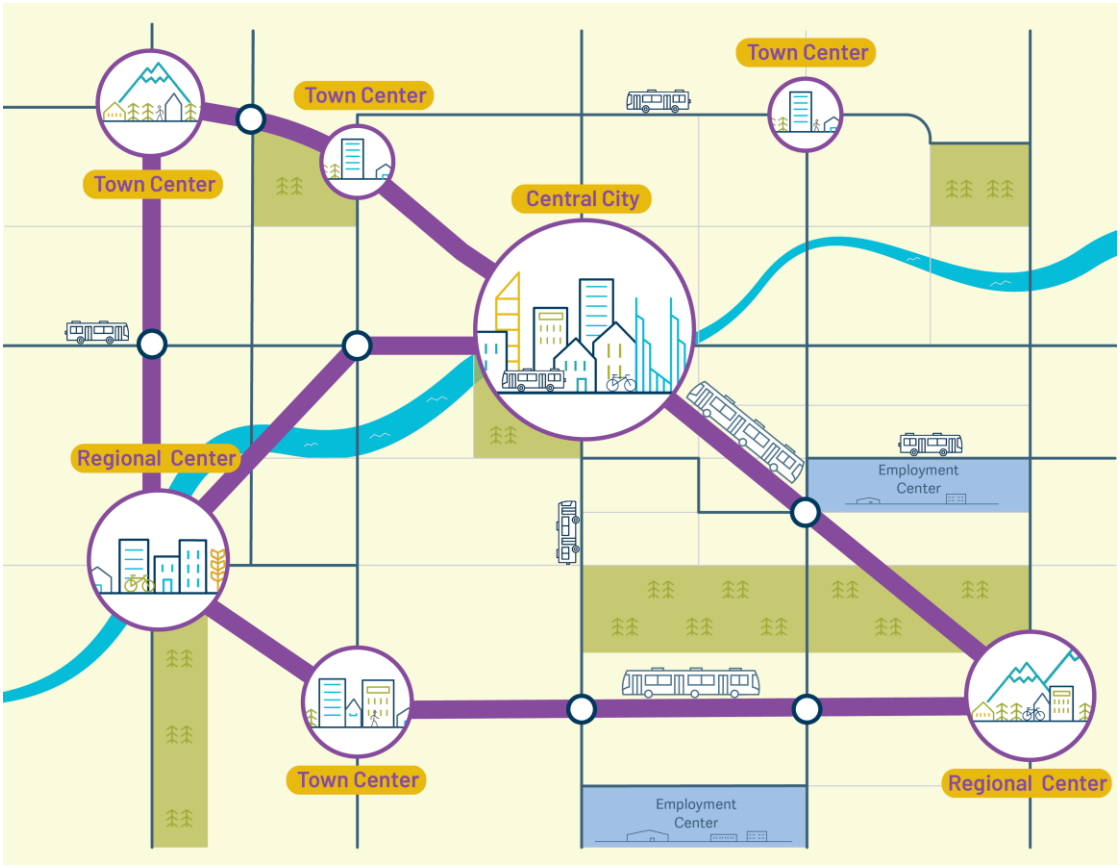
A key element of the policy framework is defining what HCT looks like in greater Portland and the role that it plays in the regional transportation network. This strategy update recharacterized high capacity transit to:

- lead with the *purpose* of HCT, which is to serve as the backbone of the regional transportation (not just transit) network
- expand the *role* of HCT to connecting regional centers and major town centers (see Figure 12)
- integrate *social equity* by emphasizing that HCT should connect people who are marginalized by society (e.g., communities of color), suffer from institutional or structural discrimination or rely on transit (i.e., people of color, limited English proficiency, 18 or under, 65 or over, low-income, differently abled) with high-quality transit
- define the *essential attributes* of high-quality transit as fast, frequent, safe and reliable

[6] https://www.oregonmetro.gov/climate-smart-strategy

- emphasize that HCT provides the needed *capacity* to serve the region's highest demand corridors
- specify the *levels of transit priority,* aspiring to operate in exclusive guideway to the extent possible
- specify the *transit modes* that may be considered, which include corridor-based rapid bus such as the FX2-Division line, that may not have majority exclusive guideway.

Figure 12. Regional transit network concept



Defining bus rapid transit

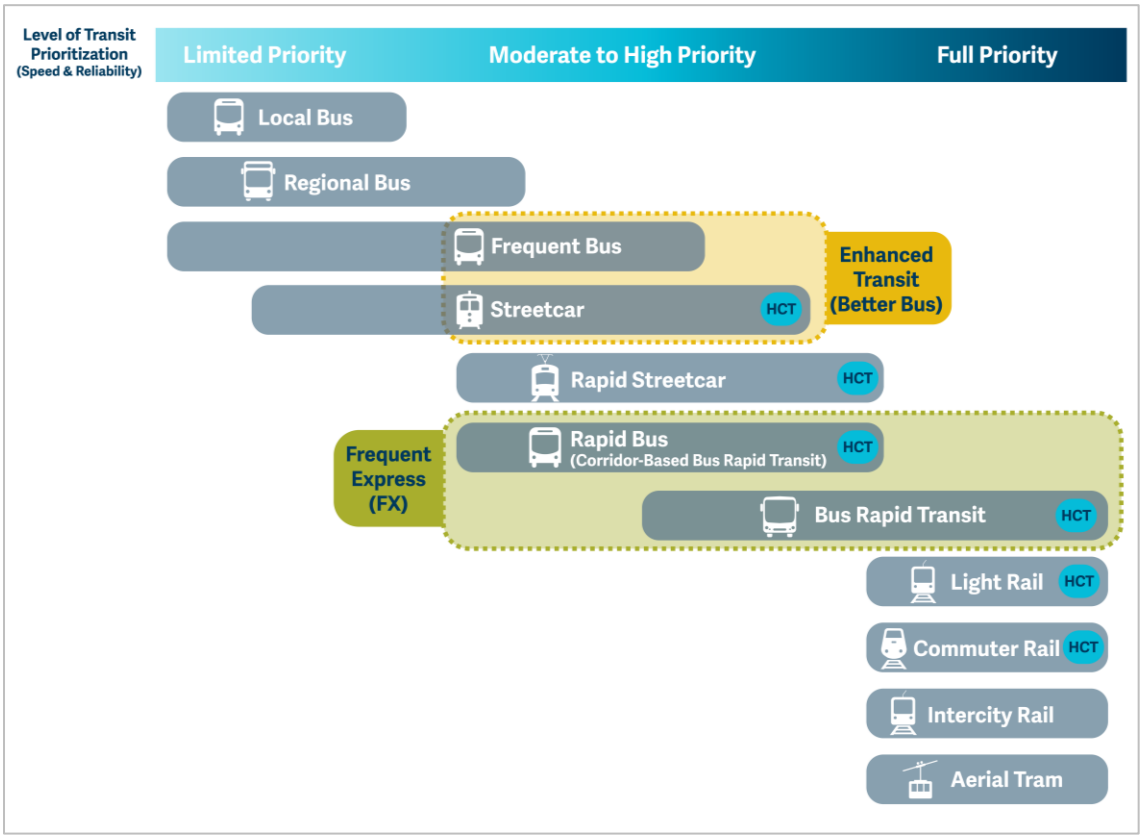
Federal funding has been and will continue to be essential to advancing most HCT corridors. BRT, as defined by the Federal Transit Administration's Capital Investment Grant program, must include:

- more than 50% of the route is in a fixed, separated guideway dedicated for public transportation during peak periods
- defined Americans with Disabilities Act-compliant stations with shelters and route schedules
- solutions for faster travel time at congested intersections
- bi-directional weekday service for at least 14 hours a day arriving at least every 15 minutes all day or 10 minutes at peak and 20 minutes at all other times
- weekend service for at least 10 hours a day arriving at least every 30 minutes all day
- unique branding.

The program also considers projects that are corridor-based BRT. These projects do not have requirements for weekend service, and the corridor does not need to have exclusive guideway. Corridor-based BRT projects must still include the other elements noted above.

Figure 13 below illustrates the modes that are HCT, ranging from light rail or rapid bus (bus rapid transit) with majority exclusive guideway to corridor-based rapid bus with a mix of exclusive and shared right of way (such as the FX2-Division high capacity bus service) to a streetcar mode.

Figure 13. Spectrum of regional transit modes

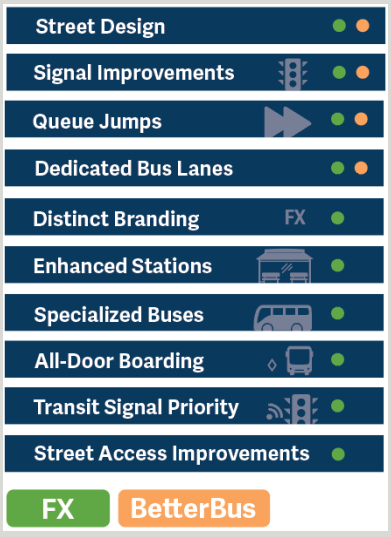


Better bus: Example of a city-led initiative

Cities all over Greater Portland can work with TriMet to support shared goals.

The City of Portland developed an Enhanced Transit Toolbox that describes many types of speed and reliability improvements that can be implemented as part of better bus enhancements.

Better bus investments complement HCT by improving the speed and reliability of regional transit and improving access to jobs, services, recreation and other essential destinations in the Metro area. Better bus includes spot treatments that enhance bus speed and reliability, but it does not include the comprehensive corridor investments of HCT. The diagram to the right compares common better bus and frequent express (FX) rapid bus treatments.



HIGH CAPACITY TRANSIT VISION DEVELOPMENT PROCESS

High capacity transit vision

The HCT vision is the comprehensive future network of HCT corridors with enhanced amenities and transit priority that work together to move more people, more quickly than other types of regional or local transit. Well-connected and people focused, the vision will create convenient connections between people and jobs, services, commerce and other major destinations (e.g., colleges, hospitals, affordable housing). The vision prioritizes those who depend on transit or lack travel options, particularly communities of color and other marginalized communities.

The vision builds on prior work and:

- reflects the vision and goals adopted as part of the 2023 RTP Update process, described in the HCT policy framework section
- carries forward regional goals and investment priorities using the 2018 RTP HCT Readiness and Assessment criteria developed based on those priorities in partnership with regional stakeholders
- connects regional and town centers to support the 2040 Growth Concept
- maintains consistency with the Federal Transit Administration's Capital Investment Grant Program project justification criteria
- reflects the greater Portland region's history of success with the Federal Project Development process (advancing one corridor every 3 years)
- considers investments within the RTP horizon and beyond (thinking toward the next growth concept horizon of 2070)
- contemplates optimal network design (e.g., radial, grid, multihub) and character (e.g., coverage, spacing, intensity).

Reflecting local and community visions

Community feedback show strong support for the following corridors. This feedback was essential to refining the HCT vision:

- Lombard/Killingsworth
- Martin Luther King Jr. Blvd.
- Cesar Chavez
- Clackamas to Columbia
- Halsey
- Burnside
- Powell
- Highway 212/Sunnyside
- I-205
- McLoughlin
- WES/Route 76 - Beaverton to Wilsonville
- Highway 26
- 185th Avenue
- Highway 99W

The vision will take years to achieve, but significant progress has been made in the last 35 years. Some HCT corridors identified are not ready to move forward today; they lack the population density or number of jobs to warrant a major transit investment such as HCT. However, the vision recognizes that these places are where future growth is focused and that as time goes on, they will become viable and important corridors for HCT investment. Other corridors are already clear regional priorities — such as the Southwest Corridor project — where all of the

right ingredients are in place today. The vision combines all of these corridors, representing the full buildout of the region's HCT system.

Evaluation approach

Metro enacted a two-step process, very similar to the 2018 Regional Transit Strategy process. The first step considered a broad universe of potential future HCT corridors and narrowed to those best aligned with regional goals. The second step focused on readiness, or the ability for a given corridor to move forward in the near versus long term. Once the prioritized short list of corridors was identified, community feedback and discussions with regional stakeholders refined the list of corridors and priorities.

Core evaluation criteria

Mobility Ridership and travel time

Land use and market support Urban form, centers and land use

People and job density Cost effectiveness

Operating and capital project cost per rider Equity benefit and access to jobs and services

Environmental benefit Vehicle miles traveled

The following sections provide a brief summary of the evaluation process; for more details, please see Appendix D, Level 1 Screening, and Appendix E, Readiness Evaluation. The process is illustrated in Figure 14.

Figure 14. Regional HCT plan update process

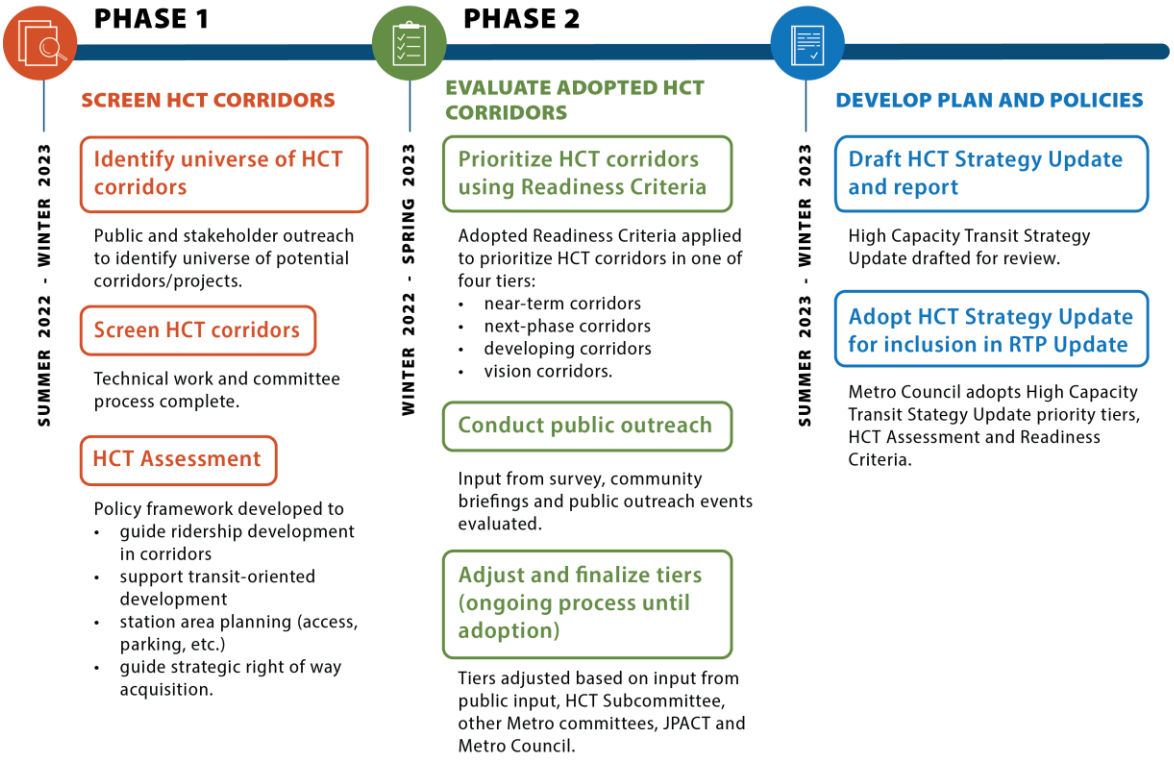
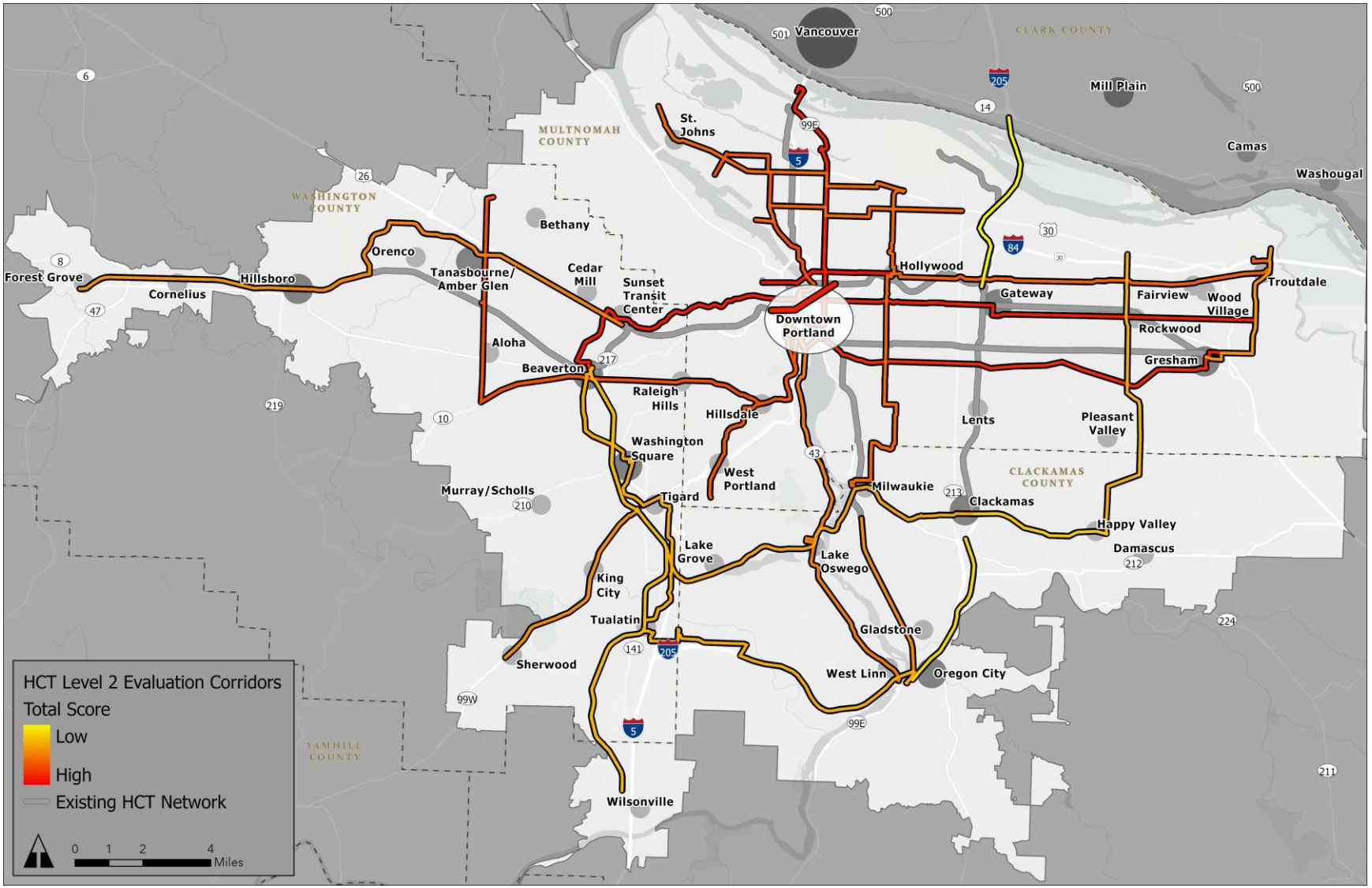


Figure 15 shows the initial scoring from the evaluation which considered the following:

1. Where are more people traveling today and where will they want to travel in the future?
2. What connections link the most people and historically marginalized communities to jobs, essential services and other major destinations?
3. How long does a transit trip in a certain area currently take compared to other travel options? How much could an investment in high capacity transit improve travel?
4. What are the needs and priorities voiced by community members and organizations, businesses, agency partners and elected officials.

The HCT corridors shown are representative; that is, they do not necessarily represent the exact corridor that would advance. Additional work outside of this strategy update is required to define the exact corridor, termini and mode.

Figure 15. Level 2 evaluation corridor scores



Readiness assessment

To use resources cost-effectively and consistent with regional mobility, equity and environmental priorities, HCT is a tool for connecting centers of activity where a high number of people live, work, and visit. The readiness assessment considered the following factors that are known to contribute to successful HCT corridor implementation and that reflect federal funding priorities:

- very compact urban form (e.g., grid, small blocks) that places destinations and affordable housing options near transit (with limited parking)
- very dense mix of uses and a balance of jobs and housing that create a place where activity occurs at least 18 hours a day
- mix of many and diverse essential services near transit: grocery stores, medical clinics and educational institutions
- well-designed streets and buildings that encourage walking and rolling
- streets with space to accommodate larger buses or trains and that are designed to include elements prioritizing transit
- good street connectivity with safe, direct and convenient access to walk and roll to, from, and beyond transit stops and stations
- local plans, strategies and partnerships that underpin transit-supportive places.

Table 1 shows the readiness criteria used for corridor evaluation.

Table 1. Readiness criteria

Category	Metric
Documented Support	Community support Transit-supportive land use Work completed to date
Physical Conditions in the Corridor	Physical space Miles of sidewalks within one-half mile of the corridor, normalized Miles of street with bike facility present within one-half mile corridor, normalized
Implementation Complexity	Corridor length Freight corridor

HIGH CAPACITY TRANSIT CORRIDOR INVESTMENT PRIORITIES

The strategy update prioritizes corridors to create a pipeline for implementation over time. In the past 30 years, Metro and TriMet have taken on a major investment analysis about every 3 years. This number has increased in recent years as four regional corridor planning efforts have been initiated since the 2018 Regional Transit Strategy was adopted, including two rapid bus projects. More corridors could potentially move forward if additional resources are devoted.

Prioritized investments

This strategy update identifies near- and long-term regional HCT investment priorities. Mode decisions will be made as corridors enter into the FTA alternatives analysis process, but most corridors assume rapid bus as the primary investment mode.

To distinguish near-term regional priorities from corridors that will need time to develop, a simple set of priority tiers was established. Funding is a major constraint in moving corridors forward both because of federal funding timelines and requirements, as well as a lack of local funding to move projects forward. Obtaining funding through the FTA Capital Investment Grants program, whether Small Starts or New Starts funded, takes 7 or 8 years or more from initiation of a federal alternatives analysis to completion of a full funding grant agreement and construction. Additionally, only those HCT corridors that meet strict federal funding criteria are eligible for federal funding. In most cases, lower-tier corridors do not have sufficient land use, population, and employment density in place to be competitive for increased investment in the short term.

Table 2 shows the HCT vision corridors ranked by priority tier. Near-term regional priority corridors (Tier 1) should be advanced first and work on these corridors is already underway. However, no corridor is guaranteed advancement, and every corridor has the opportunity for rapid advancement by meeting the High Capacity Transit Assessment and Readiness Criteria in the 2023 RTP.

Table 2. HCT regional priority investment corridors by tier

Tier		Tier description	Explanation	ID	Corridor
1	Near-term corridors	Corridors most viable to advance into implementation in next 4 years.	Tier 1 corridors include those with adopted locally preferred alternatives or have active work underway. They were *not* included in the evaluation detailed in the HCT vision development process section above because the region has already identified these corridors as a priority.	C7	82nd Ave
				C16	Tualatin Valley Highway
				C29	Southwest Corridor
				C30	Interstate Bridge Replacement
				C28	Montgomery Park Streetcar
2	Next-phase corridors	Corridors in which implementation may be viable if recommended land use planning and policy actions are implemented.	Tier 2 corridors scored well on Level 2 and Readiness criteria; they are candidates for HCT investment and could be ready to advance toward implementation in the next 5 years.	C14	Central City Tunnel
				C19	Portland to Gresham via Burnside
				C21	Hayden Island to Downtown Portland via MLK
				C23	Bethany to Beaverton via Farmington/SW 185th
				C25	Beaverton to Portland via Hwy 10 (BH Hwy)
				C20	St. Johns to Milwaukie via Cesar Chavez
				C24	Swan Island to Parkrose
3	Developing corridors	Corridors in which implementation may be viable if: 1. There is additional land use investment; and 2. There is a local champion to support corridor development; or 3. There is interest in development, but land use and ridership potential are not yet supportive.	Tier 3 corridors were those in which more work would be needed before they become candidates for investment. Some scored well on Level 2 but not on Readiness criteria, which may mean that corridors may not yet have sufficient population density/land use policies in place. Alternatively they could have scored moderately on Level 2 and Readiness criteria. These corridors have a longer-term path to implementation.	C1	Portland to Gresham in the vicinity of Powell Corridor
				C22S	PCC Sylvania to Downtown Portland via Capitol Hwy
				C18E	Hollywood to Troutdale
				C11	NW Lovejoy to Hollywood via Broadway/Weidler
				C17S	Oregon City to Downtown Portland via Hwy 43
				C5	Sunset Transit Center to Hillsboro via Hwy 26/ Evergreen
				C27	Park Ave MAX Station to Oregon City in the vicinity of McLoughlin Corridor
				C4	Beaverton - Tigard - Lake Oswego - Milwaukie - Clackamas Town Center
				C6	Beaverton - Tigard - Tualatin - Oregon City

Tier	Tier description	Explanation	ID	Corridor
4	Vision corridors	Corridors in which implementation may be viable when projected land use, policy outcomes and projected ridership is in line with HCT investment.	C2	Tigard to Sherwood via Hwy 99W Corridor
		Tier 4 corridors are those that scored lower on Level 2 or Readiness criteria. Additional planning work, and increased land use and population density would be needed to support HCT investment. These corridors may be candidates for other types of investments.	C9	Hillsboro to Forest Grove LRT extension
			C10	Gresham to Troutdale LRT extension
			C15	Happy Valley to Columbia Corridor via Pleasant Valley
			C3	Beaverton to Wilsonville in the vicinity of WES
			C12	Clackamas Town Center to Damascus
			C26	Clackamas Town Center to Oregon City
			C8	Gateway to Clark County in the vicinity of I-205 Corridor

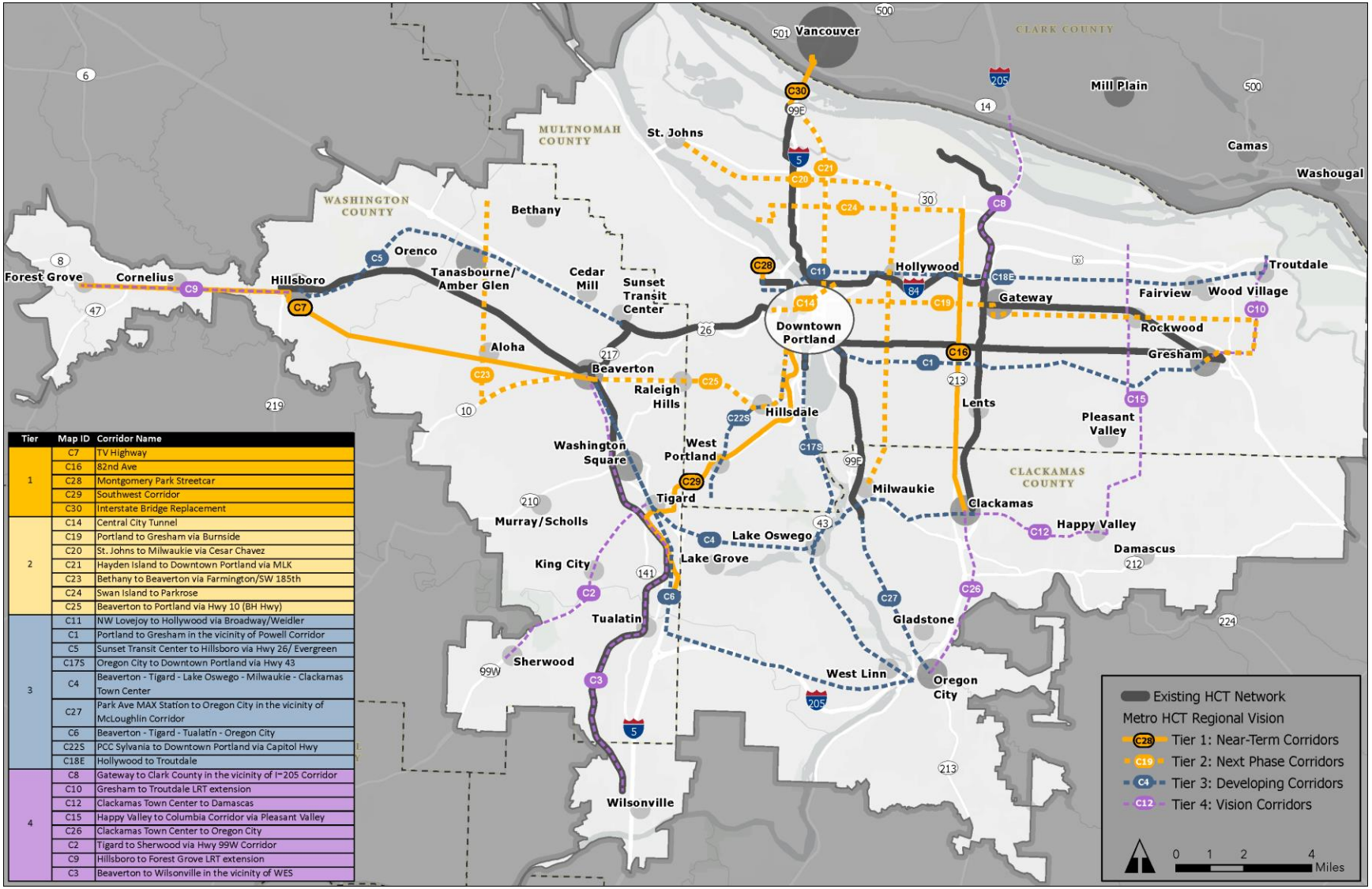
Figure 16 shows the corridors by tier. The corridors shown on this map were used to define and analyze potential HCT investments, but do not necessarily represent the ultimate corridor or termini of any given corridor. Much additional work, described in the next sections of this report, is required to further define and refine these corridors, their HCT modes, and many other components.

Community priorities

These vision tiers also reflect community investment priorities which indicated clear need for and interest in high capacity transit solutions for near-term and next-phase corridors for better access to neighborhoods, jobs, and community places. Additional community priorities are focused on making high capacity transit for comfortable to use:

- increasing capacity to reduce crowding
- reducing bus travel and waiting time
- providing lighting, especially at the stop
- installing shelters offering protection from the weather
- ensuring stops are safe to access and comfortable to wait at
- increasing feeling of safety and security on the bus.

Figure 16. HCT regional vision corridors by tier



Tier	Map ID	Corridor Name
1	C7	TV Highway
	C16	82nd Ave
	C28	Montgomery Park Streetcar
	C29	Southwest Corridor
	C30	Interstate Bridge Replacement
2	C14	Central City Tunnel
	C19	Portland to Gresham via Burnside
	C20	St. Johns to Milwaukie via Cesar Chavez
	C21	Hayden Island to Downtown Portland via MLK
	C23	Bethany to Beaverton via Farmington/SW 185th
	C24	Swan Island to Parkrose
	C25	Beaverton to Portland via Hwy 10 (BH Hwy)
3	C11	NW Lovejoy to Hollywood via Broadway/Weidler
	C1	Portland to Gresham in the vicinity of Powell Corridor
	C5	Sunset Transit Center to Hillsboro via Hwy 26/ Evergreen
	C17S	Oregon City to Downtown Portland via Hwy 43
	C4	Beaverton - Tigard - Lake Oswego - Milwaukie - Clackamas Town Center
	C27	Park Ave MAX Station to Oregon City in the vicinity of McLoughlin Corridor
	C6	Beaverton - Tigard - Tualatin - Oregon City
	C22S	PCC Sylvania to Downtown Portland via Capitol Hwy
	C18E	Hollywood to Troutdale
4	C8	Gateway to Clark County in the vicinity of I-205 Corridor
	C10	Gresham to Troutdale LRT extension
	C12	Clackamas Town Center to Damascas
	C15	Happy Valley to Columbia Corridor via Pleasant Valley
	C26	Clackamas Town Center to Oregon City
	C2	Tigard to Sherwood via Hwy 99W Corridor
	C9	Hillsboro to Forest Grove LRT extension
	C3	Beaverton to Wilsonville in the vicinity of WES

IMPLEMENTING THE VISION

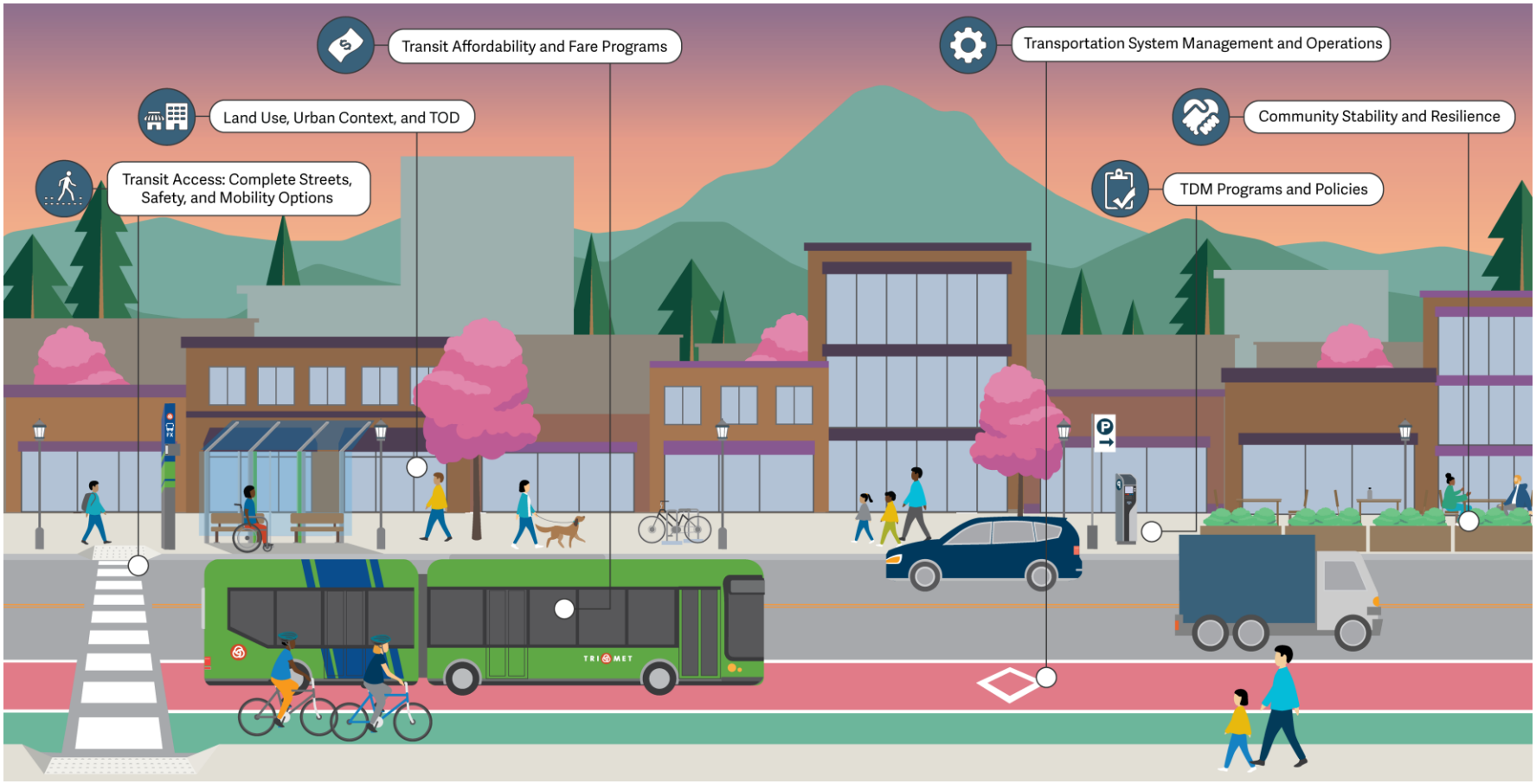
Supporting high capacity transit development

High capacity transit investments take existing strong transit connections to the next level in accessibility and priority on the roadway and at the signal – while shining a light on the corridor in which it travels to improve safety, access and livability for current and future riders. For transit investments to meet success and be utilized to its fullest potential, other elements and improvements around the transit service and infrastructure are needed. The following general types of transit supportive elements factor into creating an environment that encourages transit ridership while meeting regional objectives around equity and affordability:

- land use, urban context, and transit-oriented development
- community stability and resilience
- complete streets: transit access and safety
- transportation demand management policies and programs
- transportation system management and operations
- transit affordability and fare programs.

Figure 17 presents these transit supportive elements and the strategies that can be considered under each.

Figure 17. Overview of transit-supportive elements



Element	Land Use, Urban Context, and Transit-Oriented Development	Community Stability and Resilience	Transit Access: Complete Streets, Safety, and Mobility Options	Transportation Demand Management Programs and Policies	Transit Affordability and Fare Programs	Transportation System Management and Operations
Why does it matter?	Density and mixed uses support high-frequency service and modeshare goals	Strategies to ensure existing residents and and small businesses benefit from HCT investments	Multimodal streets help people get to and from transit safely	Incentivize alternatives to driving, and increase attractiveness and awareness of transit options	Make transit more affordable and accessible to all people	Make transit a competitive alternative to driving
What does it include?	• Supportive land uses including mixed use developments • Transformation potential through transit-oriented development and higher-density development aligned with 2040 Growth Concept and the community's vision for growth • Supportive planning and policies • Local commitment to corridor investment	• Robust community input and engagement • Equitable development and affordable housing strategies • Local anti-displacement policies and actions • Targeted support for small businesses	• Pedestrian network completion (sidewalks, crossings, accessibility, lighting, etc.) • Bicycle network connections • Transit-supportive street design • Transit stop and station amenities • Mobility hubs • Shared mobility options • First/last mile connections • Shuttles • Bicycle parking and storage	• Parking policies • Education and outreach • Employer benefits programs • Transportation wallet programs • University/school affiliate programs (i.e., student passes, education programs)	• Hop fastpass, e.g., enables fare capping and other discount options • Reduced Fare Programs: Youth, Low-income, Honored Citizen, and Veterans • Free fare grant programs • Employer-sponsored transit discount programs	• Optimize existing transit system operations and performance • Transit-priority treatments • Passenger information technology
When is it done?	All stages	Pre-Project and Ongoing	All stages	Pre-project and ongoing	Pre-project and ongoing	Pre-project, as part of implementation, and ongoing
Who is responsible?	• Local jurisdictions • Metro	• Local jurisdictions • Metro • CBOs (i.e., Community-Based Organizations)	• Local jurisdictions • Transit service providers • ODOT • Metro	• Local jurisdictions • Transit service providers • Metro • CBOs • Employers	• Transit service providers • Employers	• Transit service providers • ODOT • Metro

The role of community engagement

Community engagement is a core priority of Oregon communities; it is the first goal in Oregon's statewide land use goals. Intentional and authentic community engagement conducted throughout the HCT planning process informs project development and can galvanize lasting community support. Engagement improves projects and outcomes by helping hone the problems addressed by HCT corridor investments, avoiding or mitigating impacts, and identifying how the investment can best meet needs.

Buy-in from residents, employees, and other stakeholders living in and around a transit corridor is crucial, underlying each of the six elements presented above. Community engagement creates opportunities for co-creation, giving both agency staff and residents an equal stake in decision-making — jointly designing, planning, and executing project work. A key component of co-creation is centering events designed and led by residents, including **street design workshops, walk audits,** and **charrettes**. These events cement residents' ownership of the narrative surrounding their communities and the changes they wish to see.

Land use, urban context, and transit-oriented development

The value of HCT lies in its ability to move large numbers of people at high frequencies. The land uses and development context around station areas are critical to realizing HCT's full potential. Higher density zoning allows for more people to live, work, and play in proximity to transit, while mixed use developments create a variety of destinations for people to access in one place. This makes transit a convenient and attractive option for large numbers of people, effectively reducing the number of trips needed to be taken by car.

There are many considerations when designing transit-supportive land uses and urban contexts, from local community support to government policies.

Existing conditions and context. Many communities feel strongly about the character and role of their neighborhood against the wider urban context, especially those who are at risk of displacement. Existing anchor institutions such as major employment centers or regional destinations will also heavily impact ridership potential. Understanding the needs and concerns of existing residents, businesses, and other stakeholders is crucial to project success.

Future transformation potential as imagined under the 2040 Growth Concept and the community's vision for growth. Planning solely based on the existing land use and urban context isn't enough, especially when considering the time and cost of developing transit infrastructure. Supportive land use decisions should be visionary in their approach, factoring in the unrealized potential for futher density or growth. Considering the long-term land use vision helps future-

proof HCT investments, ensuring the infrastructure can accommodate future needs, which can save resources in the long term.

Supportive local planning and policies. Local and regional jurisdictions can create the legislative space for transit-supportive decisions to be made. The state's Climate Friendly and Equitable Communities amendments to the Transportation Planning Rule require policies such as eliminating parking minimums with new development. Developing station area plans are an early action in corridor development that help tailor local zoning codes and policies to the local context and community-supported vision.

Commitment to corridor HCT delivers economic potential to entire corridors, and local jurisdictions should be on-board with the opportunities and impacts that will cascade along the route that transit services will take. This could mean matching local investments, zoning, and redevelopment opportunities to the rights-of-way and urban streetscape throughout the corridor.

Community stability and resilience

HCT infrastructure brings new and improved travel options to our region. HCT is an important element of our regional transit system and providing people with access to jobs and other opportunities. However, HCT investments can incentivize redevelopment of property along project corridors and have historically led to land value and rent increases. Taking intentional steps to prevent the displacement of local residents and small businesses, particularly those of lower income backgrounds and historically marginalized communities, is an important part of equitably investing in HCT. Building community resilience to change is a complex and multifaceted process and is not limited to one stage of an HCT project's lifecycle. Many elements should be put in motion during early planning, but require ongoing reassessment and engagement.

Understanding demographic and market trends. Trends in demographics and market indicators can identify whether a corridor is currently undergoing gentrification and displacement (residential and commercial), and help jurisdictions evaluate the potential risk for further gentrification and displacement that may accompany proposed transit investments, and prioritize policies and programs to mitigate potential impacts.

Equitable development and affordable housing strategies. Creating an equitable development framework that guides all land use and development planning in a project corridor helps a community evaluate its guiding principles to ensure that equity is an ongoing part of the planning and development conversation, and includes affordable housing and anti-displacement strategies. The Southwest Corridor Equitable Development Strategy and Equitable Housing Strategy (see callout below) are recent local examples. Metro's transit-oriented

development program is one resource providing funding to stimulate private development of higher-density, affordable and mixed-use projects near transit.

Local anti-displacement policies and actions Cities have policy tools that they can deploy to prepare for potential gentrification and displacement**.** Readiness for HCT includes steps to mitigate that risk through community input, partnerships with local organizations, and allocating funds to support or subsidize projects/programs. Metro is currently scoping an agency-wide, cross-departmental anti-displacement action plan that will also be a resource to regional partners looking to implement local strategies.

Targeted support for small businesses As communities change, small businesses benefit from outreach and designated support to ensure they understand the changing market, potential rent changes, and have access to programs that may help them stay in an area. Additionally, support is needed during construction to avoid disrupting local businesses and keep customers coming in the doors.

Southwest Corridor Equitable Development Strategy and Equitable Housing Strategy

Thanks to a Federal Transit Administration grant, Metro worked with partners from the community to explore how a proposed light rail and other investments in the Southwest Corridor could support community development and improve the quality of life for people of all incomes and backgrounds. This process built relationships among government and community members, employers, affordable housing providers, business leaders, philanthropic organizations and educational institutions. It established a new group, the Southwest Equity Coalition, and a pilot project grant program to support continued implementation of the strategy. One element nested within the broader effort is the Equitable Housing Strategy. A joint effort between the cities of Portland and Tigard, the strategy laid the groundwork for early actions to prevent displacement, and plan for more housing options and opportunities in the corridor. It also includes actions for building capacity in under-represented communities for advocacy and public involvement — one example being the SW Community Grants Program funding community-based partners to organize and engage low-income tenants related to affordable housing and transit issues.

These innovative tools can be replicated to create more equitable outcomes as greater Portland plans expansions to the HCT network.

Planning for transit-oriented development

Both Metro and TriMet are working on updates to transit-oriented development plans.

Metro's Transit-Oriented Development Strategic Plan Update is exploring opportunities for better implementing regional racial equity strategies and furthering climate mitigation and resilience goals, including contracting and workforce, community-based organization development partnerships, inclusionary investment decision-making, urban heat island mitigation design requirements, energy efficiency standards, and parking ratios and other traffic demand management incentives. The plan guides transit-oriented development program activities to acquire land and provide gap funding for nonprofit and for-profit private developers to support the construction of higher density buildings in areas served by frequent service bus, streetcar or light rail. Similarly, Metro's Affordable Housing Bond Program allocated 10% of its funds to a site acquisition program where access to transit was identified as the top desired nearby amenity by community.

TriMet's draft Regional Transit-Oriented Development Plan builds on the guidelines approved by the Board of Directors in May 2020 to provide clarity and structure to the Transit-Oriented Development Program. The plan includes information and guidelines for the inventory, evaluation and prioritization of TriMet sites in the transit-oriented development program. It details how TriMet promotes transit-oriented development across the region. Most importantly, the plan empowers communities and partners to provide feedback regarding where transit-oriented development projects are located, how sites are selected, and how decisions are made. The plan is designed to provide transparency to all elements of TriMet's transit-oriented development work and is focused on creating equitable transit-oriented development projects for everyone.

Transit access: complete streets, safety, and mobility options

Most transit trips begin and end with active transportation. The quality of access to transit stops and stations can make a marked difference in the usefulness of transit services. This means investing in the streetscape around transit station areas, completing pedestrian and bicycle networks and to HCT stations, and partnering with mobility service providers to ensure people can safely reach HCT services.

Multimodal and Complete Streets Completing the local sidewalk and bicycle facility network, providing wayfinding and street lighting will make it safer for all people to access transit. Promoting disability-friendly transit services means committing to Americans with Disabilities Act-compliant crossings, sidewalks, and curb ramps, as well as transit platforms that offer level boarding onto vehicles. Resources including the National Association of City Transportation Officials Transit Street Design Guide provide guidance on how city streets can be adapted to serve the needs of all people accessing transit facilities. The Oregon Department of Transportation has also developed updated guidance for accommodating all modes on state highways, the Blueprint for Urban Design.

First and last mile mobility options Bikeshare, carshare, circulator shuttles, and rideshare are all travel options that can be made available at HCT stations, allowing riders to easily switch between modes and complete the first or last part of their trips. Providing secure bicycle storage encourages bicycle owners to consider riding to and from transit. These travel options and amenities can be integrated with Complete Streets efforts and integrated into mobility hubs — locations where transportation services come together providing options for people to access and comfortably make connections to and from transit.

Transportation demand management programs and policies

For many people, driving (alone) is the default means of travel, especially if existing systems and policies incentivize and subsidize driving and parking. Transportation demand management programs seek to shift trips to travel modes such as transit, active transportation (walking and biking), and ridesharing through incentives that make them more attractive and feasible for everyday trips. A lack of knowledge and understanding of transit is a common barrier to transit use, making strategic distribution of transit information and resources an important element of transit success. Transportation demand

Safe and healthy urban arterials

Another focus area for the 2023 Regional Transportation Plan update is developing safe and healthy urban arterial roadways. State and local transportation agencies have been working to enhance safety on urban arterials for decades. While these corridors serve an important regional mobility function in connecting centers, they are typically more dangerous due to higher speeds, volumes and more travel lanes than minor arterials and are the most complicated roads to make improvements on because they require a lot of coordination and planning. Successful high capacity transit projects have illustrated the capacity of regional partners to coordinate effectively to complete complex, multimodal corridor projects. The safe and healthy urban arterial policy brief identifies strategic actions that regional partners can take to support developing urban arterials as complete streets and increase access to current and planned transit routes.

Access to transit study

An emerging trend in local transit services is using smaller vehicles that range from vans and shuttles to small buses with fixed to flexible routes to fill the gap between traditional bus and rail services, as well as local destinations. In some cases, these services use ride-hailing and other new technologies to provide on-demand micro transit services.

In close coordination with public transit service providers in the region, Metro will explore how these emerging trends improve transit access and convenience, and how they might fit into a broader strategy to fill gaps in transit service that connect people in more suburban areas. This study will make recommendations for consideration in the 2028 RTP update.

management programs come in many different shapes and sizes depending on design and context.

Employer-based programs Employers can offer commuter benefits such as subsidized transit passes or bikeshare credit instead of parking permits, which encourages employees to make their regular trips without their cars. Employers are also an important stakeholder to partner with in raising awareness of transit options, and encouraging ridership.

Municipal and agency policies Jurisdictions can manage parking supply and parking costs to support the competitiveness of transit. Parking policies that support transit include matching parking pricing to demand, shared parking between uses, unbundling parking from rental and for-sale residential and commercial space, and removing minimum parking requirements for new developments. Transportation wallet programs in the City of Portland are another successful example that incentivizes transit and active transportation use over driving and parking. Establishing parking districts around station areas can be a helpful policy and planning tool to achieve transportation demand management goals.

Transit affordability and fare programs

For lower-income people, the cost of transportation can be a substantial if not disproportionate financial burden. Per trip transit fares can be high especially for families and for those making frequent short trips. Part of making HCT accessible lies in establishing fare policy that enable more people to choose transit as a regular option. The following considerations can further help price transit competitively to make it an attractive choice for all riders.

Student and youth fare programs The majority of students are not in the workforce, and thus lack substantial regular income. Both TriMet and SMART offer reduced fares for students, including community college students. Portland Public School students can ride TriMet free during the school year and there are free summer programs. Partnering with schools, universities, and other community organizations can help publicize fare programs for young people, and encourage more to ride transit and navigate transit.

Low-income fare programs TriMet currently offers an Honored Citizen Fare Card, and people with low incomes can apply to use this fare with proof of income and government-issued ID to be submitted either through an online portal or at a designated enrollment location. While TriMet has taken numerous steps to make transit fares more accessible, barriers may still remain particularly those who lack access to a smartphone or availability during weekday business hours. Exploring partnerships with convenience stores and local retailers could help make low-income fare programs more accessible.

Transportation system management and operations

Improvements to the speed and reliability of transit services is one of the most crucial ways to make transit more competitive with driving. Convenience is a key value for many people, and this can be achieved by reducing bus travel times, making transfers more seamless, and providing real time information for people to plan their trips.

Optimize existing transit network Many local bus services connect neighborhoods to key corridors, providing a feeder service for HCT. Timing transfers and right-sizing the amount of line duplication will help increase the transit travelshed, optimizing transit coverage and enhancing the rider's experience.

Transit priority treatments The Portland Metro region's framework for speed and reliability spot improvements, known as the Better Bus Program, partners with local jurisdictions to make capital investments. Improvements such as transit signal priority, transit-only lanes, queue jumps, and optimizing bus stops can reduce the amount of delay that transit vehicles experience and improve overall travel times.

Passenger information technology Real-time passenger information, either presented in a mobile application or on station displays, allow passengers to know when a transit vehicle will arrive. Information is important in helping people make travel decisions, and reduces the uncertainty faced by passengers who are transferring between services.

Project development and funding

Federal funding and eligibility

Federal funding will continue to be an essential component of HCT investment for many corridors in the Portland region. Some rapid bus projects could be delivered sooner and more cost-effectively if new revenues were available. FTA administers several Capital Investment Grants programs including Small Starts, New Starts, and Core Capacity grants. Roughly $2 billion is allocated annually across all FTA Capital Investment Grant programs:

- Small Starts projects must be less than $400 million in total cost and seek less than $150 million in total Small Starts funding
- New Starts projects are greater than $400 million in total cost and are seeking more than $150 million in total funding.

Projects must be commuter (heavy) rail, light rail, streetcar, BRT or corridor-based BRT — the primary difference being that rail and BRT projects with fixed-guideway investments must have more than 50% of the route in dedicated transit lanes or other separated right of way. Corridor-based BRT projects do not need to

have exclusive guideway, but must have other elements. To be eligible investments, projects must:

- involve a "substantial" investment on a single route within a defined corridor
- include defined stations
- include features such as traffic signal priority for buses, off-board fare collection, park and ride facilities, etc.
- have short headways, including a maximum of 15 minute headways all day on weekdays and for BRT only, a maximum 30 minute headways on weekends. Corridor-based rapid bus is not required to operate on weekends
- use a separate and consistent brand identity for the service.

Since 1986, the region has been very successful in obtaining New Starts and Small Starts funding through the FTA 5309 Capital Investment Grants program. Partnerships in the region have resulted in approximately $4.2 billion in transit investments, which includes $2.29 billion from the FTA 5309 Capital Investment Grants program and nearly $500 million from other federal sources. New Starts/Small Starts funding are a key part of the financial plan for major transit capital projects in the region. The FTA Capital Investment Grants program has historically contributed between 50% and 90% of project funding through Full Funding and Small Starts Grant Agreements.

Current assumptions and future projections for the 2023 RTP assume that Capital Investment Grants-eligible projects will pursue approximately 50% of project funding from the FTA 5309 New Starts/Small Starts program. This means that local matching funds must be allocated. Additional federal funding may be allocated to cover project costs through the allocation of financially constrained MPO-directed funding (e.g., Urban Surface Transportation Program, Congestion Mitigation and Air Quality, or Transportation Alternatives Program); however, total federal funding for a project cannot exceed 80% of the total project cost.

The local funding commitment typically includes contributions from state, regional and local projects partners. Contributions are discussed and budgeted during the planning and project development phases and range in type from dedication of right of way, lottery-backed bond proceeds, local improvement districts, general fund contributions and others. Non-federal funding contributions are negotiated project by project and typically consider facility jurisdiction, project needs and benefits and opportunities for partnership.

Operations Funding

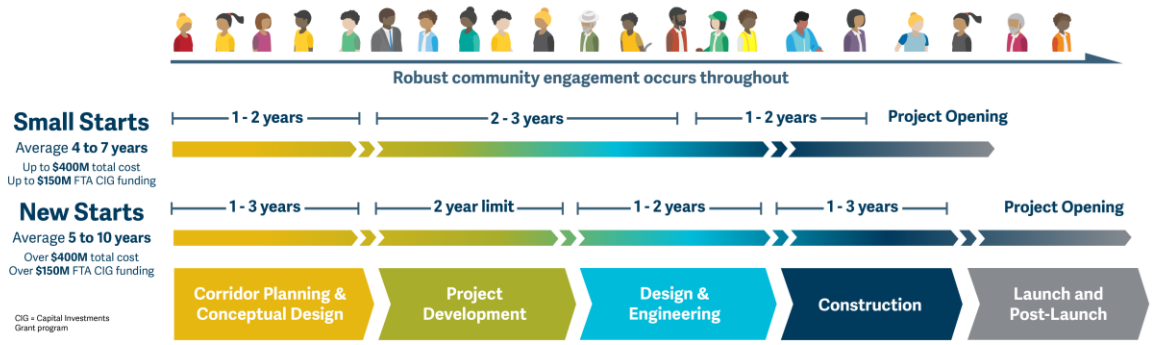
Funding to design and construct HCT corridors is only part of the funding story. Long-term funding is also needed for operations of HCT corridors – ongoing dollars to pay drivers, keep systems maintained, and supported. There are several dedicated sources of funding for transit capital projects, but fewer grant sources for ongoing operations. All HCT corridor projects will need to establish a solid

plan, working with TriMet and others, for long term operations and maintenance of these investments.

Federal funding process

Projects follow a stepwise process to obtain New Starts or Small Starts funding (**Error! Reference source not found.**). The first major step in the process is submitting a request to formally enter Project Development to the FTA. Prior to making this request, project sponsors typically have completed early planning work in the corridor, have arrived at a locally preferred alternative, and may have started on the environmental review process. The National Environmental Policy Act process is the environmental review, which evaluates the environmental impacts of a project and documents the required mitigations. There is no specific requirement around completing certain activities prior to entering the project development phase.

Figure 18. Small Starts and New Starts project development timelines



The project development phase is when substantial design work and the National Environmental Policy Act process are completed, the Small Starts Rating application is submitted, and the funding commitments finalized prior to award of construction funding. Sponsors must show that they have funds available to complete this phase within a reasonable timeframe. FTA also requires submittal of additional information once preliminary design is completed, including a project management plan, refined cost estimates, identification of needed right of way, and completion of value engineering.

Once project sponsors have submitted information to support rating and evaluation of the project, FTA makes recommendations for which projects to fund in the Annual Report on Funding Recommendations. Funding is not guaranteed until Congress and the president have approved the funding requests. Typically, once a project makes it to the annual report, it will receive funding, though it may take several budget cycles to be allocated funding by Congress.

Project development includes:

- locally preferred alternative and RTP adoption, if not completed
- sufficient design and engineering

- National Environmental Policy Act clearance
- project evaluation and rating
- critical third-party agreements
- Requirement that 50% of non Capital Investment Grants funding is committed within 3 years of entering project development
- risk assessment/readiness.

Error! Reference source not found. shows a hypothetical timeline for an HCT project that uses federal Capital Investment Grants program funds after completing the process to get to project development. The process can take a minimum of 5 years to complete and typically extends to 7 or more years.

Moving corridors forward

Figure 19 illustrates the general actions needed to prepare HCT corridors for and advance them through the development process to construction, categorized into five phases. Timelines for each phase will vary depending on project type and complexity.

1. **Pre-project** actions involve improving readiness.
2. **Corridor planning** including determining a preferred alignment and mode, early concept design, and applying to enter into the federal project development process, if applicable.
3. **Project development** includes advancing design, completing environmental review (e.g., National Environmental Policy Act) and securing project funding.
4. **Final design and construction** will result in a completed project.
5. **Post-project** actions may include fostering transit-oriented development, transit network changes, and anti-displacement actions

Elevating local voices

HCT investments don't happen without the leadership and engagement of local jurisdictions and partners. Local champions are needed to see projects through, all the way from "good idea" to station construction. Local partners are needed for the long haul, too – projects take years to come to fruition, meaning consistent engagement is key. Local champions and partners are also critical to ensuring transformative HCT invesments maximize benefits to the local community, and to guide approaches to mitigating potential impacts likes displacement.

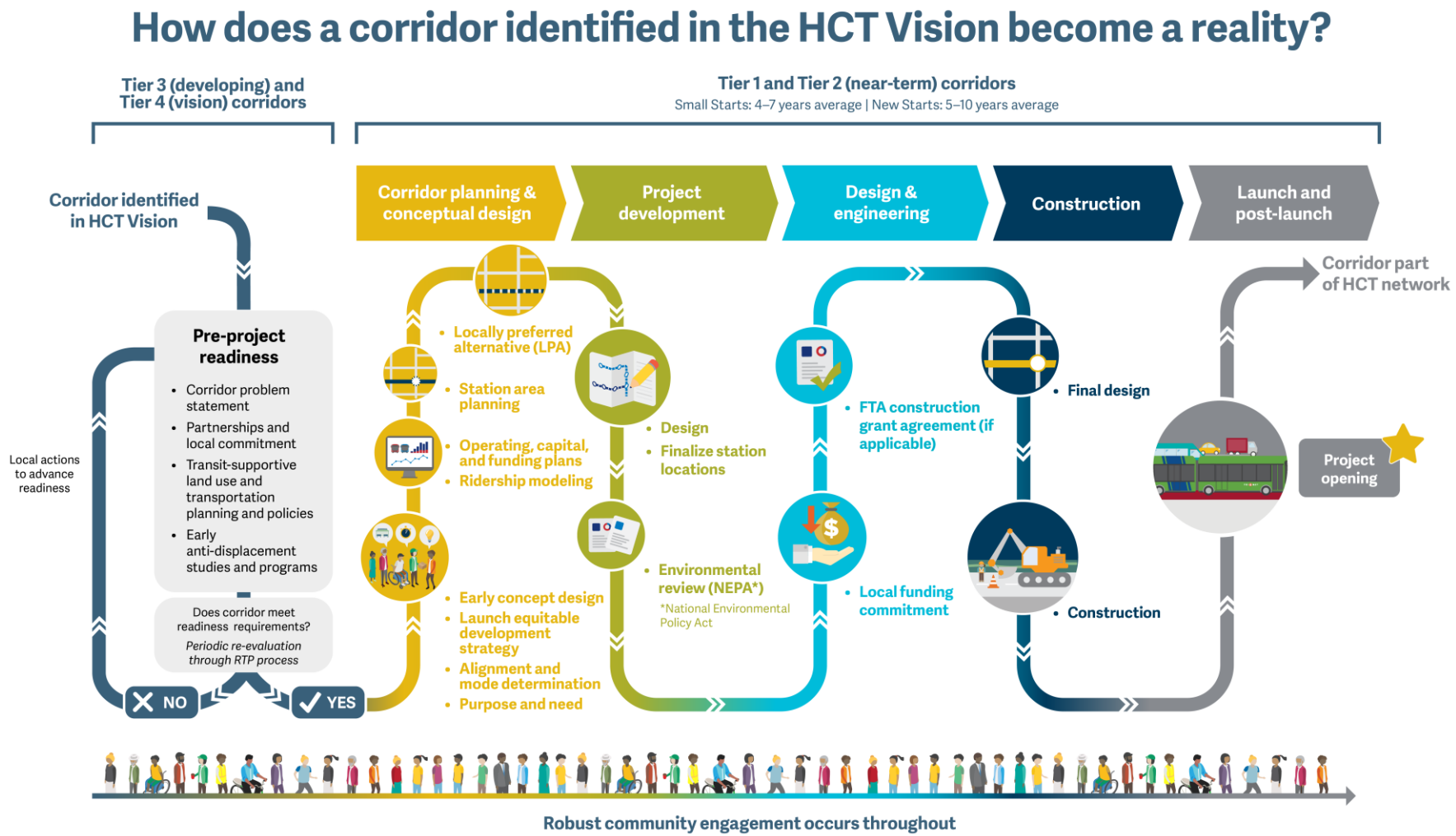
Figure 19 also illustrates conceptually where HCT corridors are in the project development lifecycle based on readiness tier.

Tier 1 corridors are already in corridor planning and/or early project development actions.

Tier 2 corridors are generally ready to proceed with HCT corridor studies, although they may be completing some readiness actions.

Tier 3 and Tier 4 corridors, in general, are not yet ready to proceed. These recommendations focus on actions to increase the readiness of a given corridor including securing commitments from project partners and early land use planning.

Figure 19. HCT project development lifecycle



The general recommendations and actions needed to advance corridors based on readiness tier are broken out by 5-year increments below.

Tier 1 and Tier 2 corridors, in general, are ready to proceed with HCT studies and investment; the recommendations for these corridors are centered on concrete actions to further define the corridors, establish project champions and determine funding.

Recommendations

Tier 1 corridor advancement, near term

- Complete alternatives analysis and select locally preferred alternatives as appropriate.
- Complete NEPA process.
- Collaborate with local and regional partners, including Metro and TriMet, to determine funding approach.
- Foster continued community support and interest by providing regular updates to communities about the status of HCT investments.
- Collaborate with TriMet and Metro on sequencing of major HCT capital investments to ensure adequate staffing capacity is available to move projects forward.
- Collaborate with TriMet to determine operating funding and staffing needs to support the long-term operations of new HCT investments.
- Develop an equitable engagement and development strategy with key community stakeholders and Metro's Committee on Racial Equity.

Tier 2 corridor advancement, near term

- Update functional classifications in transportation system plans to be consistent with the RTP design classifications to support implementing the 2040 Growth Concept and planned land uses. Commit to applying urban design standards (Blueprint for Urban Design, National Association of City Transportation Officials, Metro's Designing Livable Streets Guide, approved local standards) on identified corridors in policies and projects. Apply an outcomes and performance-based process that prioritizes safety, transit, walking and bicycling in trade-offs.
- Identify transit corridors in transportation system plans as candidates for HCT investment. Identify constraints or barriers that would need to be addressed to make the corridor "HCT-ready," such as freight designations, traffic volumes, and presence of cycling and walking facilities.
- Revisit land use plans and zoning to align higher-density uses with planned HCT corridors. Also consider development code and regulations that support transit usage, such as parking standards.

- Define corridor problem statement, refinement planning, and conceptual design to better understand the specific needs in the corridor and establish a shared vision with partners. There are usually corridor needs beyond the HCT investment – project partners must coordinate with other corridor planning processes to understand how improvements will be coordinated.
- Assess corridor against HCT Assessment and Readiness Criteria and make any needed adjustments to support Capital Investment Grants competitiveness.
- Begin identifying funding sources and/or commitments and engaging community about corridor transit needs.
- Build a coalition of local and regional stakeholders to support continued work on the corridor, including to support development of an equitable development strategy.

Tier 2 corridor advancement, medium term

- Conduct alternatives analysis to develop and vet HCT and related improvements that address the identified problems. Through this process, further define the preferred HCT mode, corridor termini, routing, potential station/stop locations, etc.
- Advance design work in support of alternatives analysis and NEPA.
- Gain further clarity on cost.
- Determine the locally preferred alternative with partners and community.
- Collaborate with Metro, TriMet, and partners to determine the appropriate funding approach. If federal funding is likely, review Capital Investment Grants program criteria and determine areas where the corridor could improve performance with respect to the criteria. This could mean additional changes to development code, adopting policies that encourage development of affordable housing, and others.
- Secure funding and start construction for projects.

Tier 3 and Tier 4 corridors, in general, are not yet ready to proceed. These recommendations focus on actions to increase the readiness of a given corridor.

Tier 3 corridor advancement, near term

- Identify transit corridors in transportation system plans and ensure roadway classification design supports transit-supportive elements. Identify constraints or barriers that will need to be addressed to make the corridor HCT-ready, such as freight designations, traffic volumes, and presence of cycling and walking facilities. As land use or comprehensive plan updates occur, consider how they can focus growth in key corridors to support HCT investment (and vice versa). Consider the presence of access to transit improvements and the mix of uses and destinations that are supportive of density thresholds that are

supportive of HCT and federal Capital Investment Grants funding program criteria. Consider how HCT would support the local land use vision.

- Develop corridor problem statements and corridor extents.
- Assess corridor against HCT Assessment and Readiness Criteria and look for opportunities to support readiness.
- Build a coalition of local and regional stakeholders to support continued work on the corridor.
- Invest in anti-displacement and housing stabilization before major transportation investments add displacement pressure.

Tiers 3 and 4 corridor advancement, ongoing

- Establish project champions, partnerships and political leadership.
- Create ridership development, land use and transit-oriented development plans for key centers and station areas.
- Assess financial feasibility. Conduct early analysis to understand how the corridor aligns with federal Capital Investment Grants funding program criteria and identify areas where improvement or changes are needed.

Capital Investment Grants land use criteria

The Capital Investment Grants program assigns a rating to each project based on multiple criteria, spanning land use to financial performance. In general, a project must achieve an overall "medium" rating to be considered for funding.

Capital Investment Grants funding criteria include specific thresholds for employment and household density that contribute to how well a project scores. Additionally, project sponsors must demonstrate that the investment will create new ridership above and beyond the existing corridor ridership.

Lessons learned from Division Transit and The Vine

Fourth Plain in Vancouver, Washington, and Division Transit in Portland, Oregon, are the first rapid bus routes in the region. As the trailblazers, there is much to learn from these projects in looking ahead to building out the rapid bus network.

While rapid bus is a catalyst for other much needed investments in the corridor (e.g., sidewalks, housing), there are trade-offs to consider when packaging these investments. To be most successful, these projects should focus on key gaps and mobility needs to be most competitive for federal funding and efficient with local match dollars. Cost capping can be an effective tool for pursuing rapid implementation. Being clear about these trade-offs when identifying an approach is critical at the outset of the process.

Understand the problems rapid bus is trying to solve Is it problems with capacity and full buses or with speed and travel time? Knowing that at the outset will help identify the right tools to focus on in the solution in order to set the project up for success.

Determine what decisions need to be made and who makes those decisions early on to improve processes and provide greater transparency. Create a funding strategy and address environmental, right-of-way and utility needs earlier than you think you need to. Engage community-trusted stakeholders in decision-making and provide a clear process of two-way communication to influence the process.

Be context-specific in the approach used and the solutions considered Rapid bus along Division may look different than rapid bus along Tualatin Valley Highway. Consider opportunities for bus only lanes that can carry more people, more efficiently on a congested corridor. Consider what future transfers might be needed or leveraged.

Consider how transitioning to electric buses will factor into the needs of the future transit network and how the network can respond to and create opportunities for more multi-modal trips (e.g., more spaces for mobility devices and bikes on board).

Plan for a seamless continuity of service during construction and identify a traffic control plan early on. Be clear with contractors on specifications and how to manage construction to avoid or minimize impacts to communities and businesses. Reach out early and often to communicate any impacts that are expected or do arise.

Looking forward

The region's multi-decade investment in MAX light rail will continue to be the backbone of the regional transit system, connecting the central city and regional centers. As we look forward to advancing new HCT corridors to serve growing population and employment, while meeting our land use goals, new approaches like rapid bus present major opportunities. Rapid bus provides the benefits of HCT at a cost that is more in line with the current constraints on the regional funding landscape, as well as imparting benefits like lower construction complexity and lower risk of displacement. It provides an opportunity to broaden the network and expand connections to town centers and strengthen connections to regional

centers — allowing us to fill the gap where corridors are indicating a readiness for high capacity transit investment in their ability to further the region's mobility, safety, equity, climate and economy goals. This framework will inform future updates to the region's long-standing 2040 Growth Concept as we look toward continuing to support compact urban development.

However, in all cases, the best HCT mode for all corridors will be developed through robust corridor planning. Different HCT tools are appropriate depending on context; streetcar in urban corridors, light rail extensions to serve new centers, and rapid bus in constrained corridors, are a few examples. All of these approaches will be considered in light of evolving regional goals and other priorities, including the recently adopted statewide Climate Friendly and Equitable Communities rules, to influence what HCT tool is determined to best for the needs of a given corridor.

The strategy update renews our regional commitment to HCT as an essential tool for achieving many regional goals. To realize these investments and all the benefits they bring, the region will need strong partnership, local champions, and engaged communities to ensure HCT maximizes value to everyone in our region.

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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April 2023

Attachment 5

Public and stakeholder engagement and consultation summary

High Capacity Transit Strategy Update
2023 Regional Transportation Plan

DRAFT April 2023

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.

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TABLE OF CONTENTS

INTRODUCTION

This report provides a high-level summary of the public and stakeholder engagement and consultation that was conducted to support the High Capacity Transit (HCT) Strategy Update for the 2023 Regional Transportation Plan (RTP). The project team organized or participated in dozens of outreach activities, and the feedback from these activities was used to shape and refine the HCT Strategy Update. This summary lists these outreach activities, outlines the groups of community members, stakeholders, and regional leaders that were involved, and summarizes the salient points of feedback received through the planning process.

HCT is a key element of the 2040 Growth Concept, a long-range plan adopted by the Metro Council in 1995. As a part of the 2023 RTP, the HCT Strategy will identify priority areas for investments that would provide the most benefit to the most people.

Public and stakeholder outreach for the HCT Strategy Update was closely coordinated with the overall planning and engagement for the 2023 RTP process.

Outreach for the HCT Strategy Update was built on a foundation of recent public and stakeholder outreach initiatives, including the 2009 HCT Plan, the 2018 Regional Transit Strategy, and the 2023 RTP Phase 1 scoping conversations, among others. The project team considered this feedback and engagement when deciding how to tailor outreach efforts for this Strategy Update.

Engagement Goals

HCT engagement goals were the same as those for the broader 2023 RTP planning process, and are as follows:

- Learn about the transportation needs and priorities of communities across greater Portland.
- Reflect the priorities identified through community engagement and prioritize the input provided by communities of color, the disability community and communities with limited English proficiency, in the elements of the 2023 RTP that guide investment decisions.
- Build support for and momentum to achieve community-driven objectives and build public trust in Metro's transportation planning process.
- Strengthen existing and build new partnerships with local, regional, state and federal governments, Tribes, business and community leaders, academic institutions and historically underrepresented communities including Black, Indigenous and people of color, people with disabilities, people with low incomes and people with limited English proficiency, as well as youth and older adults for sustained involvement in decision-making.

The public engagement process was organized by four major milestones, which aligned with the development phases of the HCT Strategy Update. These milestones are described here, and detailed further below:

- **Milestone 1** focused on the policy framework for HCT and reflected on changes since developing the 2018 RTP.
- **Milestone 2** refined the network vision and discussed corridor readiness factors.
- **Milestone 3** reviewed the corridor prioritization, organized by "tiers," and evaluated whether the corridors meet the readiness factors.
- **Milestone 4** will gather feedback on the Draft HCT Strategy.

PUBLIC ENGAGEMENT OVERVIEW

Feedback through the engagement and consultation process spanned a variety of topics, including general requests for service improvements, suggestions for improving access to transit, and interest in prioritizing specific corridors. However, several overarching themes emerged through the process. These include the desire to:

- **Improve regional HCT connections without routing through downtown Portland.** Demand to travel to the city center has been waning with the reduction in commuter traffic and the growth of other regional centers. Instead, people want to travel between regional centers directly, without passing through downtown Portland.
- **Improve safety and security while accessing and using the transit system.** Responses frequently mentioned concern for personal safety while riding transit, waiting at transit stops, and when traveling on streets and sidewalks to access transit stops.
- **Locate transit corridors and stops convenient for accessing job centers.** Responses affirmed that HCT access to employment opportunities is good for both employers and employees, improving access to talent and jobs.
- **Improve existing transit service.** Faster and more frequent service along existing routes would make transit more attractive to potential riders.
- **Align HCT investments with future tolling.** Feedback suggested HCT could provide an alternative to driving tolled routes, and could be a tool to mitigate traffic diversion.
- **Define clearly what HCT includes and HCT's objectives.** The public may not always understand what "high capacity transit" means or what it includes. A clear definition will help with planning efforts, and understanding its objectives will better frame the priority corridors.

STAKEHOLDERS

Metro partnered with standing committees throughout the process, including:

Agency Partners

- City of Portland
- Clackamas County
- C-TRAN
- Multnomah County
- Oregon Department of Transportation (ODOT)
- Southwest Washington Regional Transportation Council (RTC)
- South Metro Area Regional Transit (SMART)
- TriMet
- Washington County

Partner Jurisdictional Staff

- Clackamas Transportation Advisory Committee (CTAC)
- East Multnomah County Transportation Committee Technical Advisory Committee (EMCTC TAC)
- Metro Technical Advisory Committee (MTAC)
- Transportation Policy Advisory Committee (TPAC)
- TriMet Committee on Accessible Transportation (CAT)
- Washington County Coordinating Committee Transportation Advisory Committee (WCCC TAC)

Partner Elected Officials

- Clackamas County Coordinating Committee (C-4)
- Washington County Coordinating Committee (WCCC)
- East Multnomah County Transportation Committee (EMCTC)
- Joint Policy Advisory Committee on Transportation (JPACT)
- Metro Policy Advisory Committee (MPAC)

Stakeholder Advisory Committees

- Active Transportation Return on Investment (ATROI)
- TriMet's Committee on Accessible Transportation (CAT)
- TriMet's Transit Equity Advisory Committee (TEAC)
  Included representatives from:
    - Africa House
    - Join PDX

- APANO
- Asian Family Center (a project of IRCO)
- Bus Riders Unite!
- Central City Concern
- Centro Cultural
- Clackamas Community College
- Clackamas Workforce Partnership
- Immigrant and Refugee Community Organization (IRCO)
- Latino Network
- Milwaukie High School
- Multnomah County Youth Commission
- Oregon Food Bank
- Portland Community College
- The Street Trust
- TriMet

STRATEGIES

The project team consulted a broad spectrum of community members through various activities, as listed in Table 1. When practical, outreach for the HCT Strategy Update was integrated with activities for the 2023 RTP, including events, meetings, and surveys. At other times, outreach for the HCT Strategy Update was focused solely on HCT to target feedback related to the HCT vision.

Table 1. Public and Stakeholder Engagement Overview

Activity	Events	
Online Surveys	1	Survey as part of an RTP survey (summer 2022).
	1	HCT online open house and survey (winter 2022-2023).
Focus Groups and Forums	2	Meetings with RTP Community Leaders Forum and Westside Multimodal Improvement Study Business Forum (joint events).
	2	Meetings with Clackamas County Small Transit Providers.
	2	Meetings with TriMet's CAT.
	2	Meetings with TriMet's TEAC.
	2	Agency Lessons Learned Focus Groups (one on Division Transit Project with Metro/TriMet and one on the Vine with C-TRAN).
	1	Business Focus Group *with representatives from the Gresham Chamber of Commerce, Tigard Chamber of Commerce, and Westside Economic Alliance.*
	1	Small Business Focus Group with ATROI.
	1	Meeting with Washington County Chamber of Commerce.

Activity	Events
Public Tabling Events with TriMet's *Forward Together*	5 Events in Multnomah County: Rosewood Initiative (2 events), PCC Cascade, St. Philip Neri, and Fairview City Hall.
	2 Events in Clackamas County: CCC Harmony (2 events).
	3 Events in Washington County: Shute Park Library, Washington County Conference Center, and Muslim Educational Trust.
Advisory Committee Meetings	6 HCT Working Group *convened with stakeholders from around the region, including Clackamas County, Multnomah County, Washington County, Portland Bureau of Transportation, TriMet, Portland Streetcar, C-TRAN, Oregon Department of Transportation, Southwest Washington Regional Transportation Council (SW RTC), and Metro.*
	5 Meetings with WCCC.
	4 Meetings with CTAC.
	4 Meetings with EMCTC
	4 Meetings with EMCTC TAC.
	4 Meetings with JPACT.
	4 Meetings with TPAC.
	4 Meetings with WCCC TAC.
	3 Meetings with C-4.
	3 Meetings with Metro Council Work Sessions.
	3 Meetings with MPAC.
	3 Meetings with MTAC.

MILESTONE 1: FRAMEWORK

In Milestone 1, the project team introduced the HCT Strategy Update to the public, stakeholders, and leaders in the region. Outreach focused on shaping the HCT policy framework and considering regional transportation changes related to HCT since developing the 2018 RTP. Feedback was used to help shape the HCT policy framework.

Milestone 1 Feedback Summary

Feedback from Milestone 1 highlighted a desire to strengthen the transit network with HCT connections between regional centers. Suggestions included growing the network to serve areas of expected growth and prioritizing equity areas with BIPOC (Black, Indigenous, and People of Color) communities. Feedback indicated the importance of making HCT accessible to people with mobility impairments and of providing pedestrian and biking connections to HCT stops. Safety and security were mentioned multiple times as a perceived barrier to transit use.

Access to and from the Transit System

- Stakeholders emphasized how streets, transit stations, and transit vehicles need to be more accessible for people in wheelchairs. Station elevators are often broken, making the station inaccessible to someone using a wheelchair. Improve maintenance with existing elevators and provide ramps instead or to supplement elevators.
- Stakeholders suggested educating the community and Metro employees about disability and accessibility issues.
- Community members expressed concern about the existing biking and pedestrian connections to transit.
- Stakeholders expressed desire to improve transit connections at the ends of transit lines by connecting to other transit providers or to transit hubs.
- Stakeholders suggested improving amenities at transit stops toward the ends of transit lines to make them more comfortable for people who may be waiting a while.

Environmental Impacts

- Stakeholders and regional leaders were interested in using HCT to help meet the requirements for Climate Friendly Equitable Communities.
- Stakeholders were concerned about transit's negative impacts to air quality and the climate crisis.

HCT Network

- Regional leaders and stakeholders expressed a desire to connect regional centers without going through downtown Portland.
- Stakeholders suggested growing the transit network to support where people are traveling now and where the region is expected to grow, with a focus on areas zoned for mixed use.
- Stakeholders recommended prioritizing equity areas and areas with BIPOC communities.
- Regional leaders expressed a desire to improve WES Commuter Rail service as an HCT corridor and to extend it to Salem.
- Regional leaders expressed a desire to extend HCT along I-205 to Tigard Triangle, Wilsonville, and Tualatin.
- Regional leaders suggested using bus-on-shoulder (or light rail on ODOT right of way) to make connections on highways. They suggested pursuing funding from the Statewide Transportation Improvement Fund (STIF) and considering how it could align with congestion pricing.
- Stakeholders suggested considering effects from tolling when defining corridors.
- Stakeholders suggested connecting with Clark County.

- Stakeholders suggested creating an express light rail line to downtown Portland.
- Regional leaders mentioned that Powell Boulevard was not an attractive corridor because it had already been studied for HCT and was passed over.

Planning for HCT Investments

- Regional leaders recommended using this process to position for FTA funding.
- Stakeholders recommended focusing on outcomes as opposed to a specific mode.
- Stakeholders recommended coordinating with concurrent projects, such as the Westside Multimodal Improvements Study and the Climate Smart Strategy.
- Stakeholders suggested Metro incorporate restorative justice and BIPOC leaders in the planning process.

Transit Service

- Regional leaders and the public expressed desire for faster transit service. The public also expressed desire for improved frequency. Survey results revealed that travel time is the primary factor for deciding which transportation mode the public chooses for a given trip.
- Regional leaders suggested improving transit service to destinations as well as improving service in the outer areas of the region.
- Stakeholders expressed a desire for improving night and evening service to help employees get to and from late shifts.
- Stakeholders suggested that this would be a good time to improve transit to entice people back after COVID.
- Feedback was mixed on how to prioritize service improvements. Public comments suggested improving service on existing routes or corridors, while regional leaders emphasized prioritizing new routes where none currently exist.

Transportation and Safety Concerns

- Regional leaders and the public expressed concern about safety and security on transit.
- The public also expressed concern about safety and security while walking or biking.
- The public and stakeholders expressed concern about regional traffic congestion.
- Stakeholders suggested improving curb management to help local businesses. They suggested establishing dedicated loading zones and dedicated parking for mobile businesses and local residents.
- Stakeholders expressed frustration about the cost of transit.

Milestone 1 Engagement Activities

Activities for Milestone 1 were conducted from June through October 2022.

- June 30 – HCT Working Group #1
- July 6 – EMCTC TAC
- July 7 – WCCC TAC
- July 13 – TPAC Intro and Overview
- July 18 – EMCTC
- July 20 – MTAC Intro and Overview
- July 26 – Metro Council Intro and Overview
- August 4 – Presentation to C-4 TAC
- August 10 – ATROI Small Business Study Listening Session
  A listening session to assess the transportation needs of BIPOC business owners and business leaders as a follow-up to the ATROI Study conducted in the spring of 2021. Seventeen participants attended the two-hour session to share concerns and suggestions regarding accessibility, public transit, and other issues that affect their ability to do business.
- August 15 – Presentation to WCCC
- August 16 – HCT Working Group #2
- August 18 – JPACT Intro & Overview
- August 24 – MPAC Intro & Overview
- September and October - RTP Public Survey 2
  An online survey for the RTP open from September 7 through October 17, 2022. Questions in the survey helped inform the HCT Strategy Update, including questions about transportation needs and priority investment. The survey was available in 5 languages (English, Spanish, Vietnamese, Simplified Chinese, and Russian) and collected input from 1,191 participants.

MILESTONE 2: VISION

In Milestone 2, the project team shared the draft vision for the HCT Strategy Update. Outreach focused on refining this vision and better understanding what factors make a corridor ready for an HCT investment. Feedback was used to shape the initial tiers of corridors, which were later shared in Milestone 3.

Milestone 2 Feedback Summary

Stakeholders, the public, and elected officials often had similar ideas for the HCT vision. Many expressed a desire to expand the transit service area, with a particular focus on more connections in Washington and Clackamas counties. People suggested connecting HCT investments to better serve equity populations and target employment hubs. Many were

interested in how HCT investments might relate to future tolling. The vision for HCT generally centered around an expanded network that provided faster trips to job centers while strengthening existing connections.

Access to and from the Transit System

- The business community and stakeholders from Clackamas County suggested that shuttles could provide first- and last-mile transit connections.
- The business community raised concerns about congestion slowing drivers and creating problems for private shuttles that transport employees to work.

Economic Considerations

- The business community, stakeholders, and elected officials expressed a desire to locate transit stops near job centers.
- Members of the public and business community mentioned that many people have security concerns on transit, which has led to business losses near the MAX.
- The business community mentioned that transit does not meet the needs of some job fields, such as construction, where workers need to carry tools.
- Stakeholders noted how HCT could act as a lever for future development and potentially aid in reaching the 2040 Growth Concept.
- A stakeholder stated that economic opportunity should be more fully reflected in HCT policies and objectives.

HCT Network

- Elected officials, stakeholders, and the public asked for stronger north-south connections in Washington County and Clackamas County.
- Elected officials, stakeholders, and the public suggested expanding the transit service area to provide more people with the option to take transit.
- Elected officials wanted HCT corridor investments to be balanced through the three counties in the region.
- Stakeholders are interested in aligning HCT with future tolling.
- Stakeholders expressed interest in investing in HCT connections, including:
    - To Montgomery Park.
    - Along NE MLK Jr. Boulevard.
    - Along NE Halsey Street.
    - WES Commuter Rail.
    - To Lents.
    - Between Hillsboro and Wilsonville.
    - Within East Portland and Gresham.
- The public expressed desire for better connections between rail systems, particularly the Yellow Line and Red Line, and the Green Line and Orange Line.

Planning for HCT Investments

- Stakeholders and elected officials emphasized the need to support people with mobility challenges and People of Color in the planning and implementation process.
- Stakeholders emphasized that the HCT definition and objectives should be clear, and that people should know why HCT is needed in a particular corridor.
- Stakeholders mentioned the importance of partnering with cities early to improve collaboration and the quality of the future investment.
- A stakeholder mentioned that it was important to plan for continued transit service during the construction of HCT projects.

Transit Service

- The public and stakeholders expressed desire for faster transit speeds and suggested investing in prioritization, such as dedicated lanes, signal priority, bus-on-shoulder, and queue jumping.
- The public and stakeholders were interested in grade separation of transit to provide faster connections, including a tunnel through downtown.
- The public and stakeholders called for further investment in commuter rail.
- The business community and stakeholders raised concerns about insufficient frequency during non-peak hours.
- The business community mentioned interest in having more one- or two-seat rides to reduce transfers and increase ease of access to large campus sites for employees.
- A stakeholder wanted to measure HCT investments to see how they could improve current transit.

Milestone 2 Engagement Activities

Activities for Milestone 2 were conducted from September 2022 through February 2023.

- September 27 – HCT Working Group #3
- October 4 – EMCTC TAC
- October 6 – WCCC TAC
- October 13 – HCT Working Group #3.5: Vision Workshop
- October 17 – EMCTC
- October 18 – Portland Community College Cascade Tabling
- October 19 – C-4
- October 19 – Rosewood Initiative Tabling
- October 19 – TPAC/MTAC Policy Framework and Vision
- October 20 – Shute Park Library Tabling

- October 24 – Clackamas County
- October 24 – WCCC PC
- October 26 – Clackamas Community College Harmony Tabling
- October 26 – MPAC Policy Framework and Vision
- October 27 – JPACT/Council Policy Framework and Vision Workshop Feedback
- November 8 – TEAC
- November 9 – Division Transit Project Focus Group
- November 10 – The Vine Focus Group
- November 17 – HCT Working Group 3.5 Vision Review Session
- November 30 – Clackamas County Small Transit Providers Meeting
- February 13, 2023 – Business Roundtable

MILESTONE 3: CORRIDOR TIERS

In Milestone 3, the project team shared the draft prioritization of corridors to the public, stakeholders, and leaders in the region. The prioritization organized HCT corridors in four "tiers," as follows:

- Tier 1: near-term corridors.
- Tier 2: next-phase corridors.
- Tier 3: developing corridors.
- Tier 4: vision corridors.

Feedback was used to refine corridor priorities and finalize tiers.

Milestone 3 Feedback Summary

Feedback from Milestone 3 was largely centered on corridor prioritization and refining the corridor alignments. Stakeholders and community members also suggested other improvements that would make transit a more viable transportation option, such as improved security, service, and amenities. Public input was largely supportive of the HCT vision, with a majority of survey respondents indicating they would use HCT more often if the vision were implemented.

Access to and from the Transit System

- Stakeholders emphasized how transit vehicles need to be more accessible, particularly articulated buses: not all ramps can be deployed for all-door boarding, these buses cannot accommodate courtesy stops during inclement weather, and they have reduced functionality for mobility devices.

- Community members suggested using wheel guides at bus stops to make it easier for buses to stop at a consistent location at the edge of the platform.
- Community members expressed a desire for improved pedestrian connections to transit.
- Stakeholders expressed concerns about sidewalk obstructions from people experiencing houselessness.

Amenities

- Community members expressed interest in amenities, such as better lighting, better ticket vending, real-time traveler information, better shelters, and more seating options for single riders.

Economic Considerations

- Regional leaders recommended talking to business leaders and thinking about density and jobs.
- Stakeholders recommended focusing on workforce development, especially with young workers who need transit to get from their schools to their jobs.

Equity

- Regional leaders expressed a desire for more north-south connections to improve options for underserved community members.
- Stakeholders mentioned that honored citizens can have difficulty finding priority seating.

HCT Prioritization

- Regional leaders suggested elevating the priority of certain corridors, especially:
    - OR 99W corridor.
    - WES Commuter Rail corridor.
- Regional leaders and stakeholders expressed support for the Southwest Corridor.
- Regional leaders and community members expressed desire for prioritizing HCT investments in WES Commuter Rail and for HCT improvements along 82nd Avenue.
- Youth community members prioritized locations and routes to improve transit connections, including:
    - Along 82nd Avenue.
    - To Clackamas Town Center.
    - Downtown Portland to Rockwood/Gresham.
    - Along Killingsworth Street.

- Public survey feedback indicated the Central City Tunnel, Interstate Bridge MAX, and Southwest Corridor as the top three HCT priorities for respondents.

HCT Network

- Regional leaders, stakeholders, and community members expressed desire for a light rail extension to Forest Grove.
- Regional leaders expressed interest in tolling, and specifically how HCT could align with tolling and expected traffic diversion.
- Regional leaders discussed transit improvements along Sunnyside Road and in Happy Valley.
- Community members expressed interest in improving regional HCT connections. Examples include:
    - A MAX line loop connecting all three counties.
    - Through Milwaukie, Oak Grove, and wider Clackamas.
    - Through Tigard, Tualatin, and Wilsonville.
    - More direct bus connections to Cully and Gresham.
    - Adding an express connection to Forest Grove.
    - Through Milwaukie, Oak Grove, and wider Clackamas.
    - Through Tigard, Tualatin, and Wilsonville.
- Stakeholders expressed interest in improved transit access to recreational facilities, medical facilities, and retirement communities.
- Stakeholders recommended connecting HCT with future housing trends and plans.
- Public survey results indicate strong support for the HCT vision, with 70 percent of respondents stating they would use the HCT network "somewhat" or "much" more often if the network looked like the planned vision.

Transit Service

- Regional leaders expressed an interest in other transit modes, such as shuttle service. They mentioned adding a shuttle service on the OR 99E corridor, as an example.
- Community members expressed desire for more frequent transit service and more FX2 buses.
- Stakeholders emphasized not removing regular transit as rapid transit is implemented.
- Stakeholders would like to evaluate how effective the Division Transit project improvements have been.
- Stakeholders expressed concerns with at-grade rail crossings for HCT, which can create reliability issues, and suggested a tunnel or car-free streets to improve HCT speeds.

- Community members expressed an interest in roadway improvements to bus lines to allow buses to more easily share the road with cars.
- Stakeholders suggested limiting MAX stops between Hillsboro and Sunset Transit Center to improve time travels.

Safety and Security

- Community members and stakeholders expressed concerns about safety and security. Community members mentioned safety and security is a significant barrier to young people taking transit.
- Community members expressed personal safety concerns eastbound from Hollywood Transit Center.
- Community members encouraged Metro to convene jurisdictions to improve roadway safety.

Planning for HCT Investments

- Regional leaders and stakeholders expressed interest in funding and emphasized being grant-ready.
- Stakeholders were interested in the assumptions used for modeling.
- Stakeholders recommended involving the Halsey business community in the small business focus group.
- Community members suggested Metro reach out to Sandy Area Metro (SAM) and the community in Sandy.
- Stakeholders shared concerns about funding transportation infrastructure.

Milestone 3 Engagement Activities

Activities for Milestone 3 were conducted from November 2022 through February 2023.

- November 16, 2022 – TriMet CAT
- November 23, 2022 – HCT Working Group #4
- December 8, 2022 – TriMet CAT
- January 4, 2023 – EMCTC TAC
- January 5, 2023 – C-4 TAC
- January 5, 2023 – WCCC TAC
- January 9, 2023 – WCCC
- January 10, 2023 – TEAC
- January 11, 2023 – TPAC Workshop
- January 18, 2023 – C-4

- January 18, 2023 – MTAC
- January 18, 2023 – St. Philip Neri Tabling
- January 19, 2023 – Rosewood Initiative Tabling
- January 24, 2023 – Clackamas Community College Harmony Tabling
- January 25, 2023 – Washington Street Conference Center Tabling
- January 26, 2023 – Fairview City Hall Tabling
- January 30, 2023 – Washington County Chamber of Commerce
- January 31, 2023 – Verde Adult Focus Group
- February 2, 2023 – Verde Youth Focus Group
- February 2, 2023 – Business Focus Group
- January through March 2023 – HCT Online Open House and Survey
  A public online open house and survey specifically for HCT was open from January 17 through March 15, 2023. The online open house shared the HCT vision and priorities. The survey asked participants if they supported the vision and what they would like to prioritize. The online open house was viewed over 800 times and the survey collected 354 responses.

MILESTONE 4: DRAFT STRATEGY UPDATE

In Milestone 4, the project team shared the Draft HCT Strategy Update along with the Draft 2023 RTP.

Milestone 4 Feedback Summary

[PLACEHOLDER FOR FEEDBACK FROM MILESTONE 4]

Milestone 4 Engagement Activities

[PLACEHOLDER FOR ACTIVITIES FROM MILESTONE 4]

Memo

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

Date: May 5, 2023
To: Transportation Policy Alternatives Committee (TPAC) and interested parties
From: Eliot Rose, Senior Transportation Planner
Subject: Draft 2023 Regional Transportation Plan system analysis results

Purpose

This memorandum presents draft results from the 2023 Regional Transportation Plan (RTP) system analysis. The system analysis was conducted on the draft financially constrained project list. The analysis helps to understand and demonstrate the RTP's impact on meeting regional goals related to mobility, safety, equity, climate and economy. The RTP uses several different performance measures to capture the region's progress in each of these goal areas and compares the results to targets that are established through the state and federal rules that govern the RTP or that are included in policies adopted by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council.

The system analysis is part of an extensive suite of information, which also includes public input, the RTP project list summaries and high-level assessment results presented to TPAC in April, that is used to evaluate the impacts of the RTP and finalize the draft plan for public review. Feedback from technical committees on these results helps to inform how they are interpreted and presented in the RTP, The Metro Council, regional policy committees and jurisdictional partners may explore refinements to the RTP project list based on these results and public input on the RTP project list.

Introduction

The following section of this memorandum presents background information on how the region and its transportation network is growing. The remainder of the memorandum consists of sections that summarize the RTP's performance with respect to the five RTP goals: mobility, safety, equity, economy, and climate. With the exception of the section on climate, these sections all follow the same structure. Each begins with a table that summarizes the results for performance measures related to the goal in question. For each measure, the tables include a sentence describing the measure followed by rows with numbers showing the associated target and data on results and targets for the years 2020, 2030, and 2045. The tables use blue text to indicate where the RTP meets targets, orange text to indicate where it doesn't, and purple text to indicate mixed results. The text below the tables **highlights key findings in bold**, provides additional context to help interpret results, and discusses any performance measures or analyses that are still pending.

Metro sometimes cannot estimate results for certain years, and targets sometimes do not apply to all years for which the tables below show data. Blank cells in a table mean that a result or target is not available for a particular year for the measure in question.

Our changing region

The system analysis focuses on how the RTP advances the region toward meeting its transportation goals. That said, other factors like regional population and employment growth and the historical development of the region's transportation system, also influence progress toward these goals. Table 1 summarizes how the region and its travel network are growing and changing.

Table 1: Forecasted changes in regional growth and the travel network, 2020-2045

	2020	2030	2045
Population and employment			
Total population	1,740,943	1,933,475	2,242,128
% change in population vs. 2020		11%	29%
Total households	693,123	794,613	950,634
% change in households vs. 2020		15%	37%
Total employment	985,260	1,050,958	1,210,997
% change in employment vs. 2020		7%	23%
Travel network			
Total road miles	3,723	3,754	3,789
% change in road miles vs. 2020		1%	2%
Total arterial miles	3,491	3,525	3,556
% change in arterial miles vs. 2020		1%	2%
Total lane miles	5,510	5,640	5,776
% change in lane miles vs. 2020		2%	5%
Total throughway lane miles	627	645	663
% change in throughway lane miles vs. 2020		3%	6%
Total transit network miles	1,240	1,275	1,294
% change in transit network miles vs. 2020		3%	4%
Total regional pedestrian network miles	597	646	724
% change in regional pedestrian network miles vs. 2020		8%	21%
Total regional bicycle network miles	626	800	802
% change in regional bicycle network miles vs. 2020		28%	28%
Total regional trail network miles	247	273	330
% change in regional trail network miles vs. 2020		11%	34%

This information – which comes from the regional growth distribution adopted by the Metro Council for the RTP and other local and regional planning efforts, and from the project information that agency partners submit to the RTP – forms part of the background assumptions that Metro uses to analyze the impact of the RTP on regional goals. It highlights how the region is growing and changing and provides additional context for interpreting some of the results above.

The region is forecasted to grow significantly between now and 2045. During that time, the region's population is anticipated to grow by 29 percent, while employment grows by 23 percent. Though the COVID-19 pandemic slowed population and job growth in the Portland

region and in many other major metro areas, this growth is expected to pick up again in the future. Population and employment growth has a strong influence on congestion, and therefore on related performance measures such as access to jobs and corridor travel times. The region's goals are to improve access to jobs and reduce travel times on key corridors regardless of how much growth occurs, but all other things being equal these goals are harder to achieve when the region is growing more rapidly. Comparing the change in these performance measures to overall population and employment growth can help to distinguish whether growth or other issues are the driving factors behind the changes shown in the system analysis.

The motor vehicle network is much more extensive than other networks. The system analysis focuses on measuring system completion for different networks and in different communities where RTP policies prioritize investment. This is an important way of understanding the RTP's progress toward the region's vision for the transportation network, but those visions always build on the existing network, which was built over several decades during which transportation agencies primarily focused on moving vehicles. Table 1 summarizes the current extent of different networks and the planned growth of those networks under the RTP. It illustrates why so many of the goals described above focus on completing the transit and active transportation networks – as of 2020, all those networks are less than a third of the size of the region's road network, and that is still the case in 2045 even with the RTP prioritizing transit and active transportation investments.

Mobility

Table 2: Summary of draft system analysis results: mobility

Measure	Base year value	Base year target	2030 result	2030 target	2045 result	2045 target
*The RTP aims to triple **transit, bike, and pedestrian mode shares** relative to the base year.*						
Transit mode share	4.1%		4.5%		5.4%	12.2%
Pedestrian mode share	7.5%		7.5%		7.8%	22.6%
Bicycle mode share	3.7%		3.8%		3.9%	11.1%
*The RTP prioritizes improving **access to jobs via driving and transit** relative to the base year.*[1]						
% of regional jobs accessible by transit	7%		8%	7%	8%	7%
% of regional jobs accessible by driving	41%		42%	41%	37%	41%
The RTP aims to provide the same level of access to jobs via transit (or greater) as via driving so that transit offers the same efficiency and convenience as driving.						
% of regional jobs accessible by transit	7%	41%	8%	42%	8%	37%
The RTP aims to complete the motor vehicle, transit, bicycle, trail and pedestrian networks.						
% of the motor vehicle network that is complete	98%	100%	99%	100%	99%	100%
% of the transit network that is complete	70%	100%	72%	100%	73%	100%
% of the pedestrian network that is complete	57%	100%	62%	100%	69%	100%
% of the bicycle network that is complete	55%	100%	60%	100%	66%	100%
% of the trail network that is complete	43%	100%	48%	100%	58%	100%
*The RTP prioritizes **completing the bicycle and pedestrian system near transit** (relative to the regional average) in order to provide safe and convenient access to stations and stops.*						
% of the pedestrian network near transit that is complete	63%	57%	68%	62%	74%	69%
% of the bicycle network near transit that is complete	60%	55%	66%	60%	71%	66%
The RTP seeks to improve mobility by filling gaps in the transportation network and by designing the transportation system for multimodal travel.						
% of the capital RTP spending invested in projects that fill gaps in the transportation network			30%		29%	
% of the capital RTP spending invested in projects that include multimodal design elements			95%		91%	
% of the capital RTP spending invested in projects that fill gaps and include multimodal design elements			30%		29%	

Since the RTP is a transportation plan, it has many different performance measures related to mobility, including three new measures to support the regional mobility policy – system completeness, throughway reliability, and vehicle miles traveled (discussed in the climate section). For some of these measures the RTP meets performance targets, whereas for other measures it falls short.

[1] Access to jobs analysis involves measuring the average number of jobs that are accessible via 45 minutes via transit and 30 minutes via driving during peak travel hours across all of the travel analysis zones used in Metro's travel model. See the equity section below for more detail on the type of jobs and destinations that are captured in this analysis.

The RTP does not meet the region's targets to triple transit, walking and bicycling mode share. Metro's travel models forecast that the investments in the RTP help to increase the share of trips that people make using these modes, but only by small amounts. Transit mode share is forecast to grow by 1.3% between 2020 and 2045 – a relative increase of over 30% – which is significant, but still far short of adopted targets. Walking and bicycling mode shares increase by much smaller amounts than transit mode shares.

The RTP generally improves access to jobs. The percentage of the region's jobs that are accessible by transit increases between 2020 and 2045. Access to jobs by transit also increases between 2020 and 2030, but then it declines between 2030 and 2045. Generally, the investments in the RTP help to keep both roads and transit vehicles moving more efficiently, which increases access to jobs. Increasing congestion near some job centers appears to be contributing to declining motor vehicle access to jobs in the later years of the plan.

Driving currently offers much better access to jobs than transit does, and the RTP does not change this. The RTP improves access to jobs via transit more than it does access to jobs via driving. However, driving currently offers access to five to ten times as many destination as transit does depending on when you are traveling, where you want to go, and where within the region you are starting from, and the RTP does not change the fact that driving offers much better access than transit does. In order to give people the ability to choose from a variety of seamless and well-connected travel options and services that easily get them where they need to go, transit needs to offer the same level of access as driving does. Providing equal access via transit and driving is an aspirational goal for the greater Portland region – and almost any other U.S. city – due to a decades-long history of auto-oriented development, but closing the gap between transit and driving access has far-reaching benefits for the region.

None of the region's transportation networks are complete, but the motor vehicle network is much closer than others. A goal of the RTP mobility policy is to complete all the planned infrastructure networks included in the plan – motor vehicle, transit, pedestrian, bicycle and trail. None of these networks are complete, but the motor vehicle network, which will be 99% complete in 2045 when other networks are only 58 to 73% complete, is much closer than the other networks. Completing all networks in the RTP is important to meeting goals, but the fact that the motor vehicle network is so much more complete than others contributes to the challenge of providing a variety of seamless and connected travel choices. Additional work is being completed by Metro staff to develop approaches for defining system completeness for transportation system management and operations (TSMO) network and transportation demand management programs.

The region has historically prioritized completing pedestrian and bicycle facilities near transit, and the RTP upholds this priority. The pedestrian and bicycle networks are currently more complete near transit than in other locations in the region, and though the RTP does slightly less to complete these networks near transit than in other parts of the region, they will still be more complete in 2045.

Almost all of the RTP projects include design elements that support travel by transit, foot or bike. However, slightly under a third of the RTP spending goes toward projects that close gaps

in regional transportation networks. Increasing this share could help the RTP better complete the transportation system.

The updated mobility policy establishes a new performance measure, **travel reliability on throughways**, which acknowledges the need to balance vehicle throughput and mobility on throughways while prioritizing multimodal mobility on arterial streets. The proposed threshold is for **no more than four hours in a day where the average speed falls below 35 mph on the RTP throughways**. If average speeds fall below 35 mph for four hours in a day, **it does indicate the system is failing at that location**. Research shows that throughput is maximized around 30-35mph. When speeds drop below that range the system quickly breaks down.[2] Metro staff are currently working to develop results for this measure, as well as maps that illustrate which throughways experience more than four hours in a day where the average speed falls below 35 mph.

Safety

Table 3: Summary of draft system analysis results: Safety

Measure	Base year value	Base year target	2030 result	2030 target	2045 result	2045 target
*The RTP aims to reduce **serious crashes** to at or below the levels necessary to maintain progress toward the region's goal of eliminating serious crashes by 2035.*						
Number of fatalities	93	52				
Fatalities per 100 million vehicle miles traveled	0.9	0.5				
Number of serious injuries	512	384				
Serious injuries per 100 million vehicle miles traveled	4.8	3.6				
Number of non-motorized fatalities and serious injuries	129	95				
The RTP seeks to advance safety by funding projects that benefit safety in the most dangerous locations on the region's transportation network.						
% of the capital RTP spending invested in projects identified as safety projects			66%		71%	
% of the capital RTP spending invested in projects located on high injury corridors or intersections			40%		53%	
% of the capital RTP spending invested in safety projects that are located on high injury corridors or intersections			24%		43%	

The region is not on track to meet its target of reducing fatal and serious injury crashes to zero by 2035. Table 3 shows baseline 2020 results for several different indicators that examine different types of crashes (fatal crashes, serious injuries, and non-motorized crashes involving vulnerable users) using different indicators (both rates and absolute values). **By every safety measure that the RTP tracks, the region's streets are getting less safe**, and the RTP is not meeting the interim 2020 targets that it established to maintain progress toward the 2035 Vision Zero goal.

[2] https://www.oregonmetro.gov/sites/default/files/2023/03/01/Regional-Mobility-Policy-Update-Reliability-Research-Process_0.pdf.

The needs assessment and Urban Arterials Brief prepared in Fall 2022 contain more information on where crashes are occurring in the region and who is affected by different types of crashes that helps to explain and contextualize the results above.[3] Key findings include:

- Pedestrians experience a disproportionately high number of traffic deaths.
- Traffic fatalities are decreasing among bicyclists.
- A majority of serious crashes and bike/ped crashes occur in equity focus areas (see the Equity section for more information).
- Speed, alcohol, and/or drugs continue to be the most common contributing factors in severe and fatal crashes in the region.
- Serious crashes, and particularly fatal pedestrian crashes, are increasing both in the Greater Portland region and nationally. The growing popularity of SUVs and other heavier and larger models of passenger vehicles is contributing to these trends; by 2025, light-trucks, SUVs, vans and pickups are estimated to make up 78 percent of sales. Research indicates that crashes involving SUVs and similar weight vehicles are more likely to be serious and to injure or kill pedestrians and bicyclists.[4]

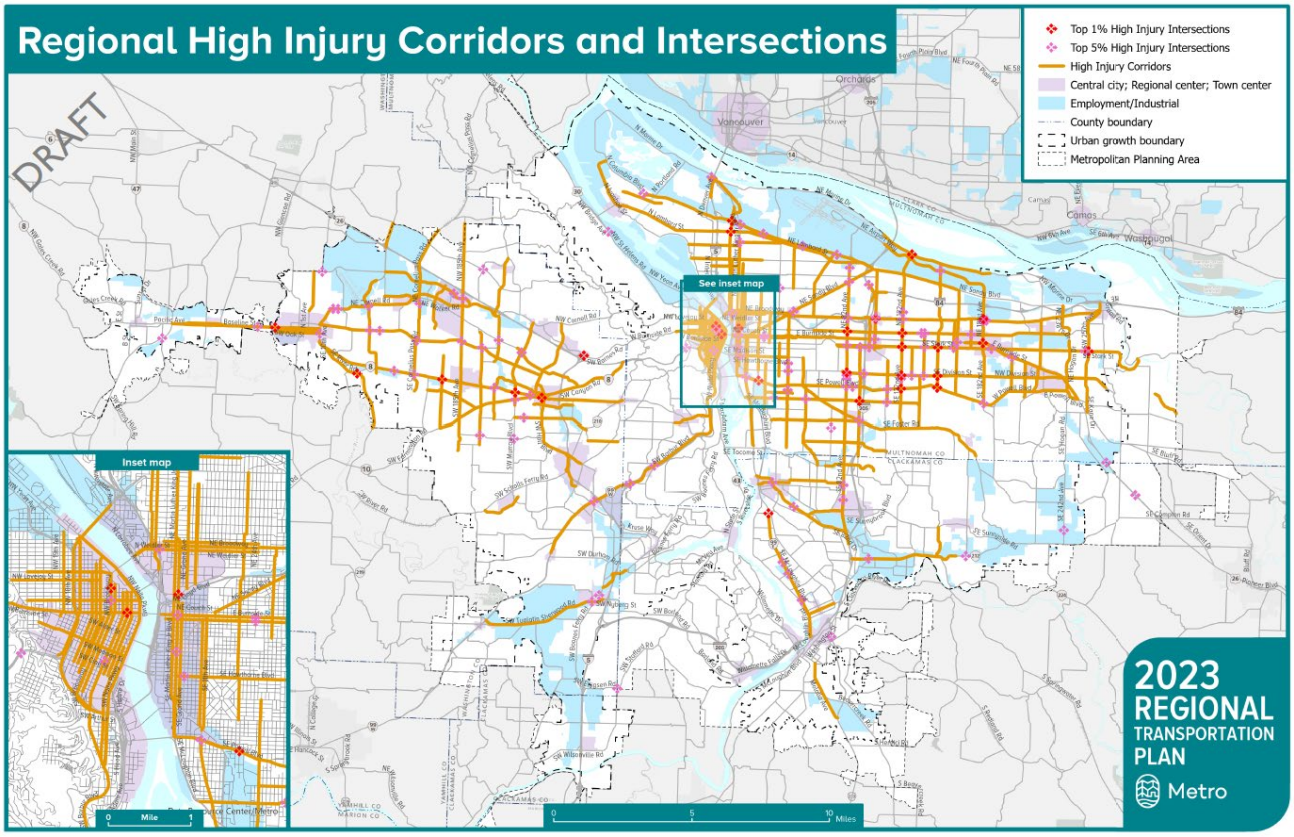
More than two thirds of capital funding in the RTP goes to projects that lead agencies identified as safety projects, and roughly half of the capital budget goes toward projects that are on the high-injury network, which includes the relatively small share of roads and intersections where most of the serious crashes in the region occur.[5] However, a smaller share of the near-term (2023-30) RTP spending is devoted to these projects than of the total budget, which suggests that there may be additional opportunities to prioritize near-term investments in safety. Figure 2 shows the high injury network that is used in these safety analyses.

[3] https://www.oregonmetro.gov/sites/default/files/2022/11/29/2023-RTP-Needs-Assessment-fact-sheets.pdf and https://www.oregonmetro.gov/sites/default/files/2022/10/24/Safe%20and%20healthy%20urban%20arterials%20policy%20brief.pdf

[4] Tyndall, Justin. "Pedestrian Deaths and Large Vehicles." Economics of Transportation, Volumes 26–27, June–September 2021. https://www.sciencedirect.com/science/article/abs/pii/S2212012221000241?via%3Dihub, and Monfort, Samuel S.; Mueller, Becky C. "Pedestrian injuries from cars and SUVs: updated crash outcomes from the Vulnerable Road User Injury Prevention Alliance (VIPA)." Traffic Injury Prevention (TIP), Insurance Institute for Highway Safety, May 2020. https://www.iihs.org/topics/bibliography/ref/2203.

[5] For a map of High Injury Corridors and intersections, see https://experience.arcgis.com/experience/6b5ae16aad814e6e81546bcc4ffdf964.

Figure 1: Draft 2023 RTP high injury corridors and intersections



Equity

Table 4: Summary of draft system analysis results: equity

Measure	Base year value	Base year target	2030 result	2030 target	2045 result	2045 target
*Safety is a critical issue for marginalized travelers. The RTP aims to reduce **crashes in equity focus areas** to at or below the levels observed in other communities.*						
Serious crashes in Equity Focus Areas (EFAs)	65%	35%				
Pedestrian- and bicyclist-involved crashes in Equity Focus Areas (EFAs)	75%	25%				
*The RTP prioritizes completing **the bicycle and pedestrian system in equity focus areas** (relative to other communities) to provide safe streets for the most vulnerable travelers.*						
% of the pedestrian network that is complete within EFAs	70%	45%	76%	49%	81%	58%
% of the pedestrian network near transit that is complete within EFAs	73%	53%	78%	56%	83%	64%
% of the bicycle network that is complete within EFAs	61%	49%	68%	53%	75%	58%
% of the bicycle network near transit that is complete within EFAs	64%	55%	72%	60%	77%	65%

Measure	Base year value	Base year target	2030 result	2030 target	2045 result	2045 target
*The RTP prioritizes **improving access to jobs within equity focus areas** (relative to other communities).*[6]						
% of regional jobs accessible by transit in equity focus areas	8%	5%	9%	5%	11%	5%
% of regional jobs accessible by driving in equity focus areas	42%	40%	43%	40%	40%	33%
The RTP seeks to advance equity by funding projects that benefit equity in the communities that have the greatest needs.						
% of the capital RTP spending invested in equity projects (transit or walk/bike investments)			69%		75%	
% of the capital RTP spending invested in projects located in equity focus areas			37%		36%	
% of the capital RTP spending invested in equity projects that are located in equity focus areas			27%		26%	

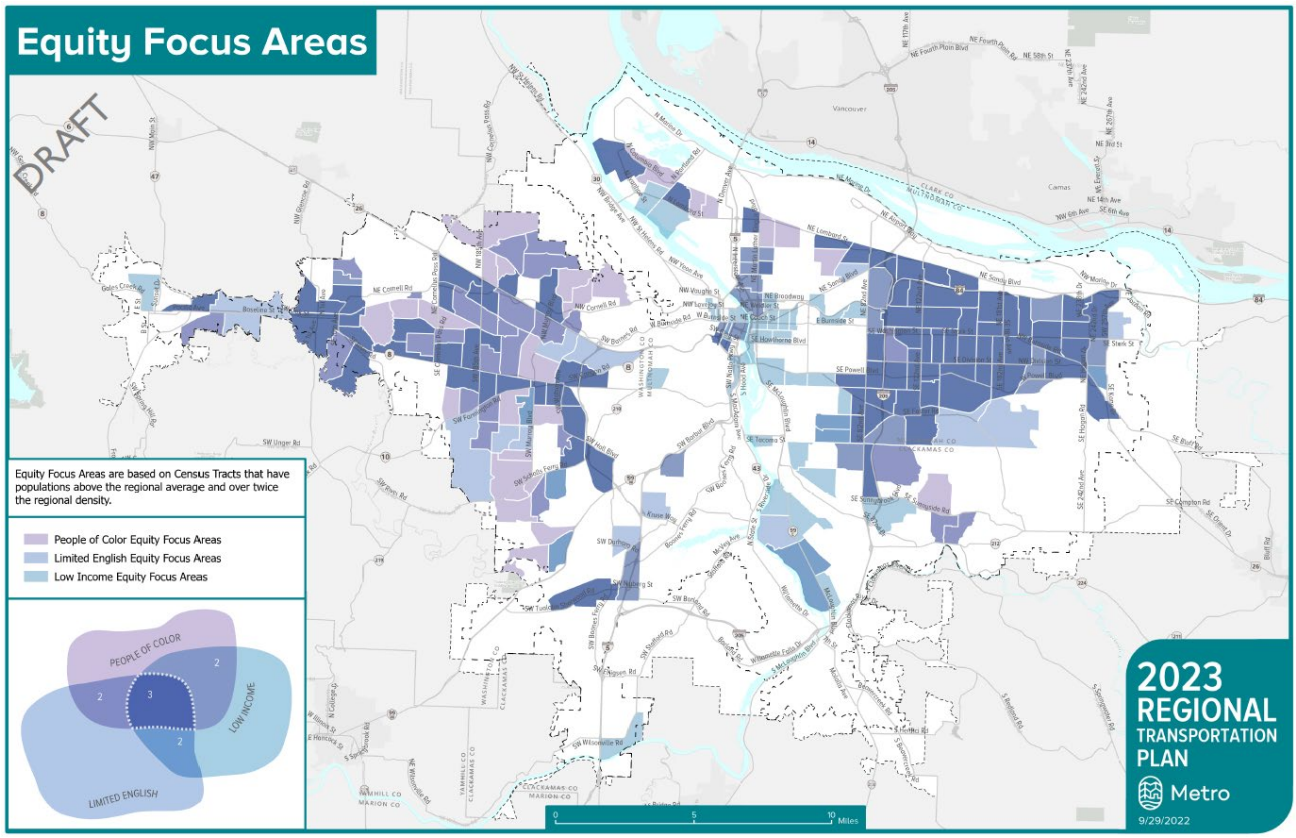
The RTP achieves mixed results on equity – it invests equitably, but these investments do not lead to more equitable outcomes, nor do they undo longstanding transportation inequities in safety and access to jobs. The region's bicycle and pedestrian networks are currently more complete in the Equity Focus Areas (EFAs) where people of color, low-income people and people who speak limited English are concentrated, and the RTP continues to invest in completing those networks. However, recent data shows that these areas continue to experience three times the number of crashes that involve people walking and biking – who are particularly vulnerable to death and injury during crashes – and almost twice as many fatal and serious injury crashes as other parts of the region.

Similarly, **people living in EFAs currently enjoy significantly better access to jobs via transit and driving than people living in non-EFAs**, and the RTP continues to improve access to jobs in these communities relative to others. However, despite continued efforts to grow transit service during this and previous RTP cycles, **driving in general continues to offer much more efficient and convenient access to jobs than transit does**. Both community feedback and research emphasize that people of color and people with low incomes are more likely to rely on transit than other people are. This suggests that an equitable transportation system is one in which transit offers the same level of access to jobs as driving – and even with the investments in the RTP the region still falls short of providing equal access via driving and transit.

[6] The results shown here measure access to all jobs during peak hours. Community feedback has emphasized that marginalized people particularly prioritize access to community places such as schools, grocery stores and community services and access to jobs that they are qualified for, and that marginalized people are less likely to commute during peak hours and more likely to need to travel throughout the day. Metro staff analyzed access to jobs by wage level and access to community places, and also access during off-peak periods. All of these analyses show the same basic patterns as the results in Table 7.2 – access to destinations via transit and auto is slightly better in equity focus areas than in other communities, and access to destinations via auto is much higher than access via transit – and this memorandum does not reproduce those results in order to conserve space. The final RTP will include complete results of the accessibility analysis.

Over two thirds of RTP capital spending goes toward projects that invest in the transportation equity needs identified by EFA residents, and over one third goes toward projects in EFAs, with a slightly higher share of long-term funding than near-term funding devoted to these priorities. Figure 2 shows the equity focus areas that are used in these analyses.

Figure 2: Draft 2023 RTP Equity Focus Areas



Economy

Table 5: Summary of draft system analysis results: economy

Measure	Base year value	Base year target	2030 result	2030 target	2045 result	2045 target
*The RTP aims to decrease **driving and transit travel times** along regional mobility corridors relative to the base year.*						
% change in average mid-day corridor[7] travel times vs. 2020 - driving			0.7%	0%	3.7%	0%
% change in average evening peak corridor travel times vs. 2020 - driving			1.5%	0%	3.8%	0%
% change in average off-peak corridor travel times vs. 2020 - transit			-3.4%	0%	-3.8%	0%
% change in average evening peak corridor travel times vs. 2020 - transit			-1.2%	0%	-1.6%	0%
*The RTP prioritizes **completing the bicycle and pedestrian system in job and activity centers** (relative to the regional average) in order to provide safe and convenient options for short trips and connections to transit.*						
% of the pedestrian network that is complete within centers, station communities, and mixed-use areas	74%	57%	77%	62%	80%	69%
% of the bicycle network that is complete within centers, station communities, and mixed-use areas	63%	55%	69%	60%	74%	66%
% of the pedestrian network that is complete within employment and industrial areas	39%	57%	44%	62%	52%	69%
% of the bicycle network that is complete within employment and industrial areas	55%	55%	58%	60%	64%	66%
The RTP supports the economy by prioritizing by filling gaps in the transportation network and by designing the transportation system for multimodal travel.						
% of the capital RTP spending invested in projects located in planned job centers and growth areas			89%		88%	
% of the capital RTP spending invested in projects located in areas that currently have higher-than-average concentrations of jobs			83%		80%	

The RTP achieves **mixed results on regional economic goals. It reduces transit travel times along the corridors that connect the region's centers, but driving times along these corridors increase**, particularly in 2045, due to increased congestion. However, travel times increase at a much slower pace than the region's population and employment grows (under 4% by 2045, compared to 29% growth in population and 23% growth in jobs), which

[7] Metro uses mobility corridors that link different regional centers for the purposes of travel analysis (https://www.oregonmetro.gov/mobility-corridors-atlas) and forecasts driving and transit times between key destinations along each corridor using its travel model. The averages presented for this metric are based on the longest-distance route along each corridor for which forecasted both driving and transit travel times are available, and, in the case of peak-hour results, the route corresponding with the direction of peak travel.

suggests that the RTP helps traffic move more efficiently along these corridors than it would otherwise given the pressure that new growth and new trips put on the transportation system.

In order to help workers take advantage of the faster and more frequent transit connections that the RTP provides, the RTP must also complete the bicycle and pedestrian networks in the communities where jobs are located. Doing so gives transit commuters safe and convenient connections from transit stations to their places of work. **The bicycle and pedestrian network is already more complete than average in centers, station communities and other mixed-use areas** where many of the region's office, service, and other jobs are located, and the RTP continues to prioritize investment in these areas. However, even with the investments planned in the RTP, **the pedestrian and bicycle networks – particularly the former – are not nearly as complete in employment and industrial areas that are home to many of the region's manufacturing and transportation jobs as it is in the rest of the region**. Many businesses in these areas need freight access and ample floor space for manufacturing or warehousing, which can pose challenges to creating convenient and safe walking and biking environments. However, completing these networks, especially the pedestrian network, can help transit riders safely and conveniently complete the last mile of their commutes.

The RTP invests heavily in projects that are located both in planned job centers and in the places where jobs are currently concentrated, which reflects a continued emphasis on investing in transportation facilities that support current and planned growth.

The RTP also uses **freight-related performance measures** to examine economic performance, and the 2023 RTP update will include versions of the travel reliability measure discussed in the Mobility section that are focused on examining the variations in travel times and speed on the regional freight network. Metro staff are working to update these measures through the Freight and Commodities Movement Study. Staff will share freight performance measure results with RTP policy and technical committees as part of the Freight and Commodities Movement Study results in July 2023.

Climate and environment

The RTP uses three performance measures to analyze the plan's impact on climate and the environment:

- Greenhouse gas (GHG) emissions per capita
- Vehicle miles traveled (VMT) per capita[8]
- Criteria pollutant emissions

[8] VMT per capita is a performance measure that has been used over the past several RTP cycles to measure impacts both on mobility and the environment. The Climate-Friendly and Equitable Communities rules clarify that regional GHG reduction targets are equivalent to VMT per capita reduction targets since the state requires that region achieve their climate targets by reducing driving and not by double-counting or duplicating state clean vehicle and fuel programs and policies.

The 2023 RTP update will be the first to include two new regional pricing programs on the I-5 and I-205 corridors in addition to the I-5 Interstate Bridge Replacement Program, which also includes tolling on the I-5 Interstate Bridge. Together, these pricing programs will have a significant impact on results for all three of these performance measures. In addition, the GHG and VMT analyses involve state-provided assumptions about the cost of transportation, the makeup of the vehicle fleet, and other issues that are outside the scope and/or time horizon of the RTP. Several of these state assumptions, which come from the Statewide Transportation Strategy, cover many different types of pricing designed to support progress toward state climate targets that are in addition to the throughway pricing that is currently included the RTP as part of the I-5 and I-205 Regional Mobility Pricing Project. In some cases the RTP is required to use these assumptions, while in other cases the RTP system analysis may select from a range of possible values the one that best corresponds with the future anticipated by the RTP.

During the presentations for this item, Metro staff will present GHG and VMT performance results for three scenarios that represent the range of potential GHG and VMT reductions achievable through the RTP and compare these results to regional climate targets. Staff will collect feedback from TPAC on which combination of pricing assumptions achieves the best balance between reducing emissions and reflecting the likely future of transportation in the region. This feedback will also inform the analysis of criteria pollutants, which is required to be consistent with the climate analysis to the extent feasible given the different tools used for these analyses. Table 6 below summarizes these three scenarios.

Table 6: Climate scenarios and associated assumptions

	RTP23 scenario	RTP23 + STS scenario	Baseline scenario
Description	Mid-range scenario that assumes only the pricing currently included in the RTP	High-GHG/VMT-reduction scenario that assumes both the pricing currently included in the RTP and additional pricing programs established in the STS	Baseline scenario that does not assume any new pricing. This scenario is provided as a basis of comparison to help illustrate the GHG/VMT impacts of changing other pricing assumptions.
Throughway pricing assumptions	Consistent with pricing rates and locations specified in the Regional Mobility Pricing Project (RMPP) and other RTP projects	Includes additional state-implemented throughway pricing (approximately double RTP23 rates) [9]	Includes tolls on the OR-WA I-5 bridge that were included in the 2018 RTP
Arterial pricing assumptions	No pricing	Includes additional state-implemented arterial pricing[9]	No pricing
Social and	No costs	Includes additional state	No costs

[9] Staff will share more detail on the pricing assumed in these STS assumptions during the presentation that accompanies this item.

	RTP23 scenario	RTP23 + STS scenario	Baseline scenario
environmental costs of pollution assumptions		fees on pollution[9]	
Road user charges (VMT taxes) assumptions	No taxes	Includes additional VMT taxes implemented through a state road user charge[9]	No taxes
= Pay-as-you-drive (PAYD) insurance assumptions	No use of PAYD insurance	Approximately 40% of the drivers in the region use PAYD insurance	No use of PAYD insurance

All other assumptions are consistent across all of these scenarios, including assumptions about transit service, teleworking,[10] parking pricing, and other key drivers of GHG/VMT emissions, so that the results only reflect changes to how travel in the region is priced.

Since staff have yet to finalize results for the three key climate and environment measures listed above this section does not include a table summarizing system analysis results. Table 7 below shows RTP spending on climate and resilience, similar to the spending breakdowns included for other goal areas in the tables above. It shows that the RTP spends 32 percent of its near-term capital budget and 28 percent of its overall budget on projects that implement the moderate- and high-impact climate pollution reduction strategies included in the Climate Smart Strategy. Stakeholders can compare these figures for the GHG and VMT results for the RTP23 scenario described above when they are available to better understand whether the RTP devotes enough resources to meeting its climate goals.

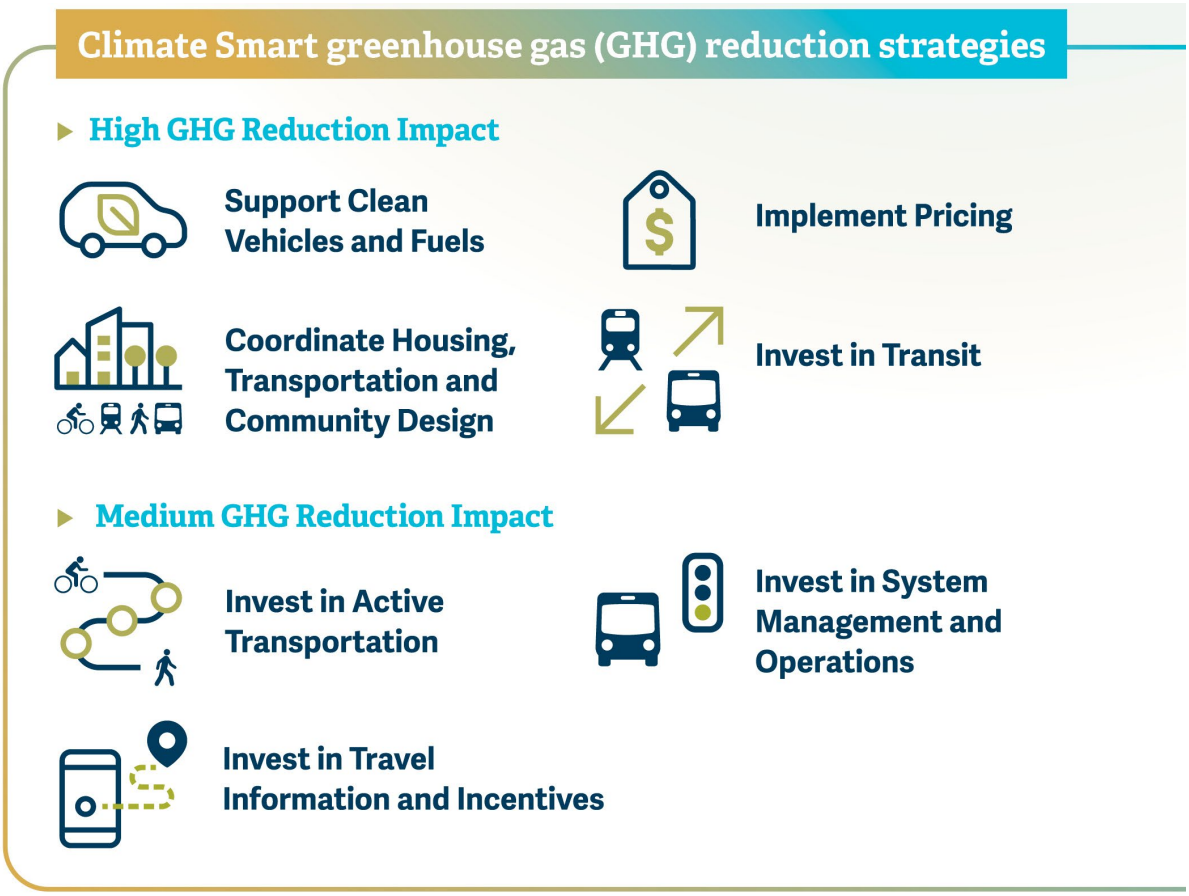
Table 7: Summary of RTP climate and resilience spending

Measure	Base year value	Base year target	2030 result	2030 target	2045 result	2045 target
The RTP seeks to advance climate and resilience by funding high-impact greenhouse gas reduction strategies and projects on key emergency routes.						
% of the capital RTP spending invested in high- or moderate-impact Climate Smart Strategies			32%		28%	
% of the capital RTP spending invested in projects located on Emergency Transportation / Seismic Lifeline routes			72%		71%	

Figure 3 summarizes the high- and moderate-impact strategies that used in this analysis.

[10] In March, Metro staff and consultants presented three potential teleworking scenarios to TPAC. Members acknowledged that use of teleworking is likely to increase, but cautioned against using the scenario with the highest teleworking rates out of concern that it would lead to an overly optimistic GHG result. These scenarios all assume the same rates of teleworking reflected in the middle scenario presented (Teleworking 2).

Figure 3: Climate Smart high- and moderate-impact greenhouse gas reduction strategies



Next steps

Throughout May, Metro staff will continue to present information to help RTP technical and policy committees, Metro Council, and stakeholders understand the impacts of the plan and potentially recommend refinements. This will include summaries of feedback received through public surveys and outreach and additional information on the measures that are identified in this memo as still pending further analysis. In June, staff will seek JPACT and Metro Council support to release the Draft 2023 RTP for public review and comment. JPACT and Metro Council may recommend potential changes to the RTP based on evaluation results and input from committees, stakeholders and the public before releasing a draft of the plan for public review this summer.

Memo

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

Date: Wednesday, May 3, 2023
To: Transportation Policy Alternatives Committee and Interested Parties
From: Grace Cho, Metro
Subject: 2024-2027 MTIP – Transit Agency Annual Budget Process Update and Programming of Projects

Purpose
To provide TPAC an overview on the transit agencies' programming of federal revenues and local service investment recommendations from their annual budget process.

Introduction and Background
As part of Metro's responsibilities as a metropolitan planning organization, Metro is responsible for developing and implementing the Metropolitan Transportation Improvement Program (MTIP). The MTIP documents the process determining how federal transportation funding gets invested and spent across transportation projects and programs in the greater Portland region over the next four federal fiscal years.

The MTIP, in development looks to identify and outline the schedule of expenditures for federal fiscal years 2024 through 2027. As part of coordination efforts to develop the 2024-2027 MTIP and recognizing TPAC's role in the development and administration of the MTIP investment program, MTIP partners – namely ODOT, TriMet and SMART – provide a periodic update and discuss where federal and relevant state and local funds are planned for investment in the near-term.

At the May 10th TPAC workshop, both TriMet and SMART will give a presentation on the development of the proposed budget. As part of the presentation, the transit agencies will give an overview of the proposed annual budget and the programming of federal funds in the upcoming fiscal year (fiscal year 2023-2024). The budget presentation also helps to bridge how near-term priorities for the transit agency connect to anticipated investments to be identified in the 2024-2027 MTIP, which is scheduled for adoption in July 2023.

Transit Agency 2023-2024 Proposed Budget and Programming of Projects
TriMet and SMART will present their agency's proposed budget at the May 10th TPAC workshop, outlining the budget themes, budget highlights, challenges, and discuss how the budget priorities advance the goals of the Regional Transportation Plan. Relevant links have been provided below on each of the items.

SMART Budget & Programming of Projects:
https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/finance/page/2421/fy_2023-24_budget_book_-_web.pdf

https://www.ridesmart.com/sites/default/files/fileattachments/smart_transit/page/29041/pop_2023_fy24_english.pdf

SMART Programming of Projects and Opportunity to Comment
https://www.ci.wilsonville.or.us/residents/page/public-hearing-notice-wilsonville-budget-committee

TriMet Budget Summary:
https://trimet.org/budget/

TriMet Programming of Projects Public Comment Opportunity:
https://trimet.org/meetings/board/pdfs/notice/FY24-Proposed-POP.pdf

PORTLAND STREETCAR

TPAC

May 10, 2023

Portland Streetcar Governance Structure

Per the **Master Agreement** adopted by City Council and the TriMet Board of Directors in 2012

Owns and operates.

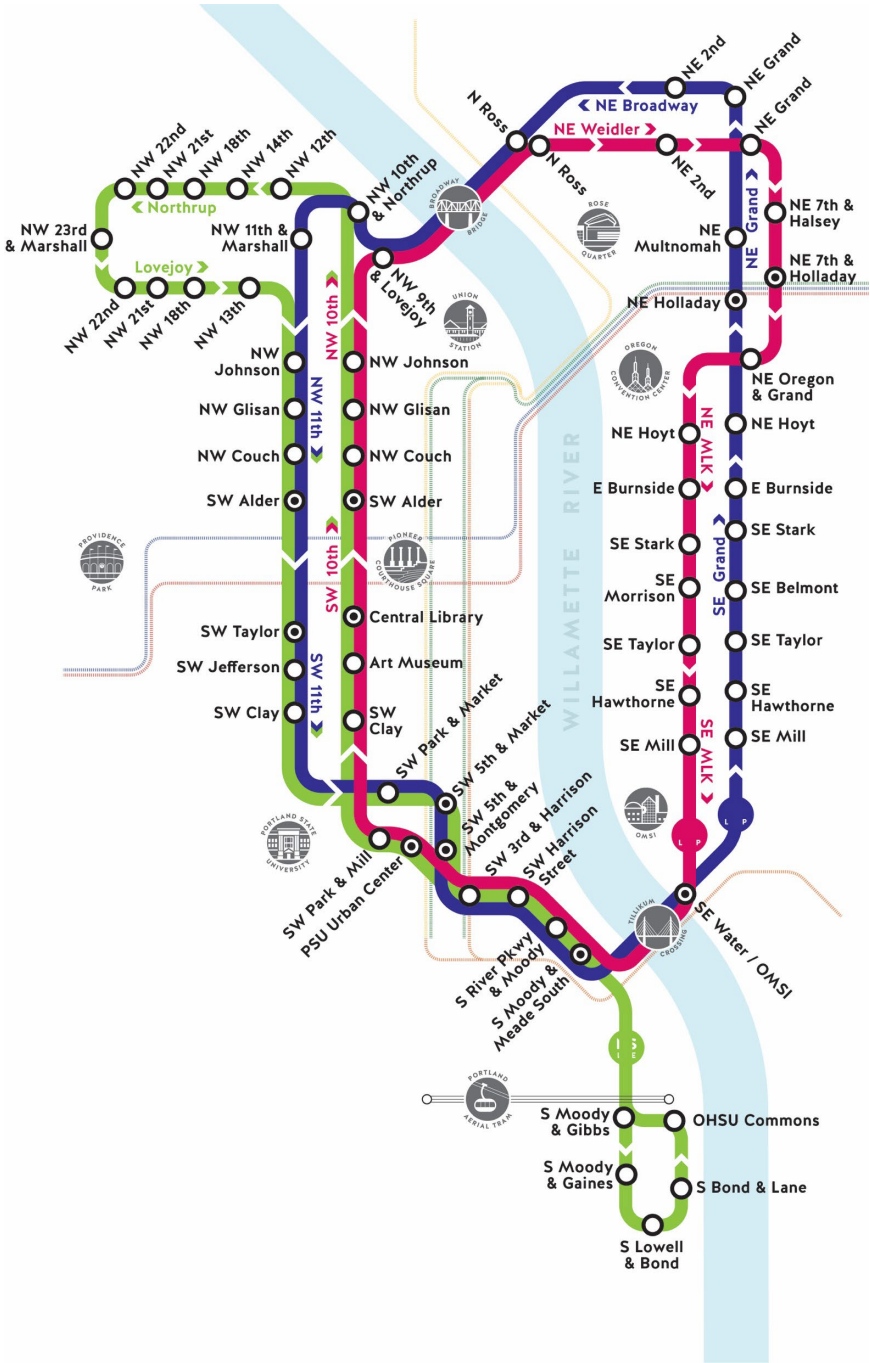
Provides operators & mechanics, operational expertise, and funding.

Assists funding, strategy, and community partnerships to support daily operations.

Portland Streetcar System

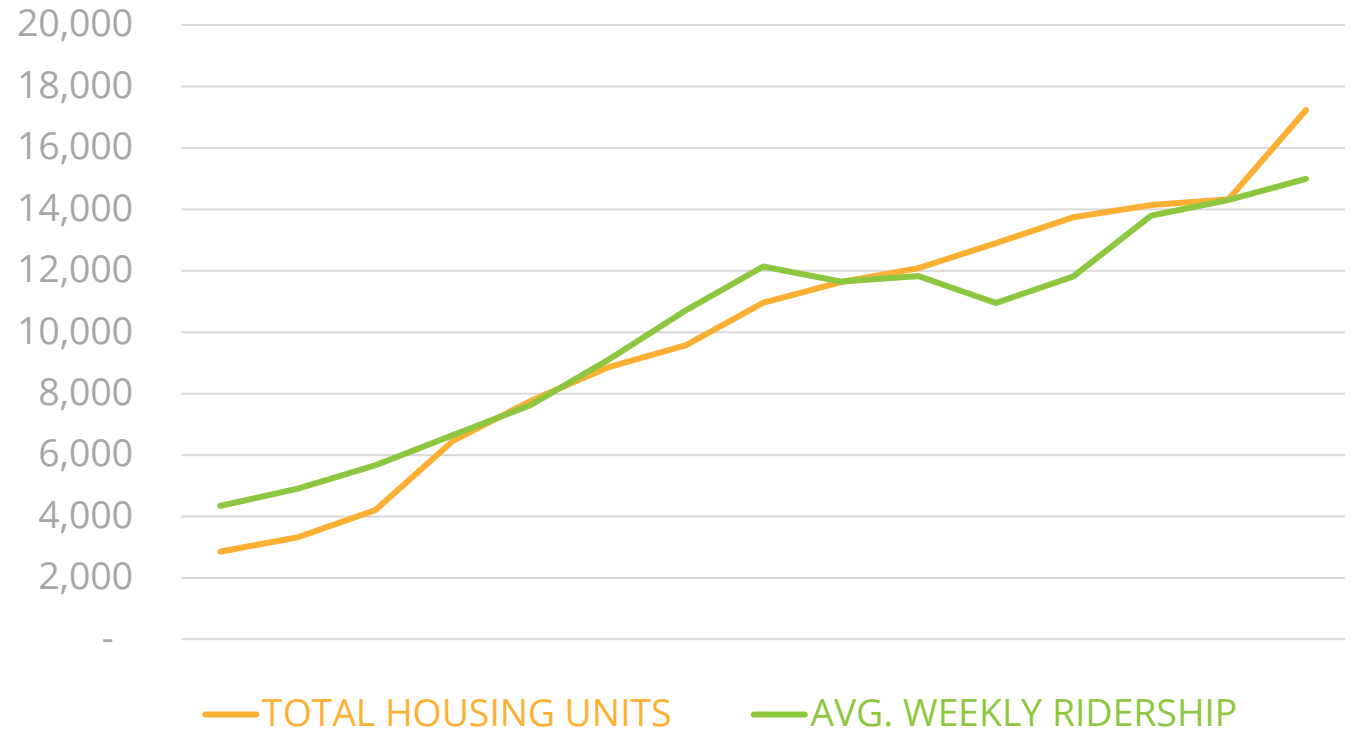
- Three Routes Serving Portland's Central City
- 19 Vehicles and 70 Stations
- 80% of all TriMet frequent service bus & MAX routes connect within ½ mile of streetcar stops.
- 50% of all housing built in the City of Portland since 2001 is within a ¼ mile of a streetcar including ~ 40% of all affordable housing.

PORTLAND STREETCAR



Projected Growth Ridership and Housing

Total Number of Housing Units Built Within ¼ Mile of Portland Streetcar & Average Weekday Ridership: 2001 - 2019



66% OF STREETCAR TRIPS BEGIN AT HOME

OUR RIDERS

Source: PSU TREC: 2022

40%

EARN LESS THAN $33,000 A YEAR

29%

IDENTIFY AS A PERSON OF COLOR *

* COMPARED TO 24.7% OF ALL PORTLANDERS

38%

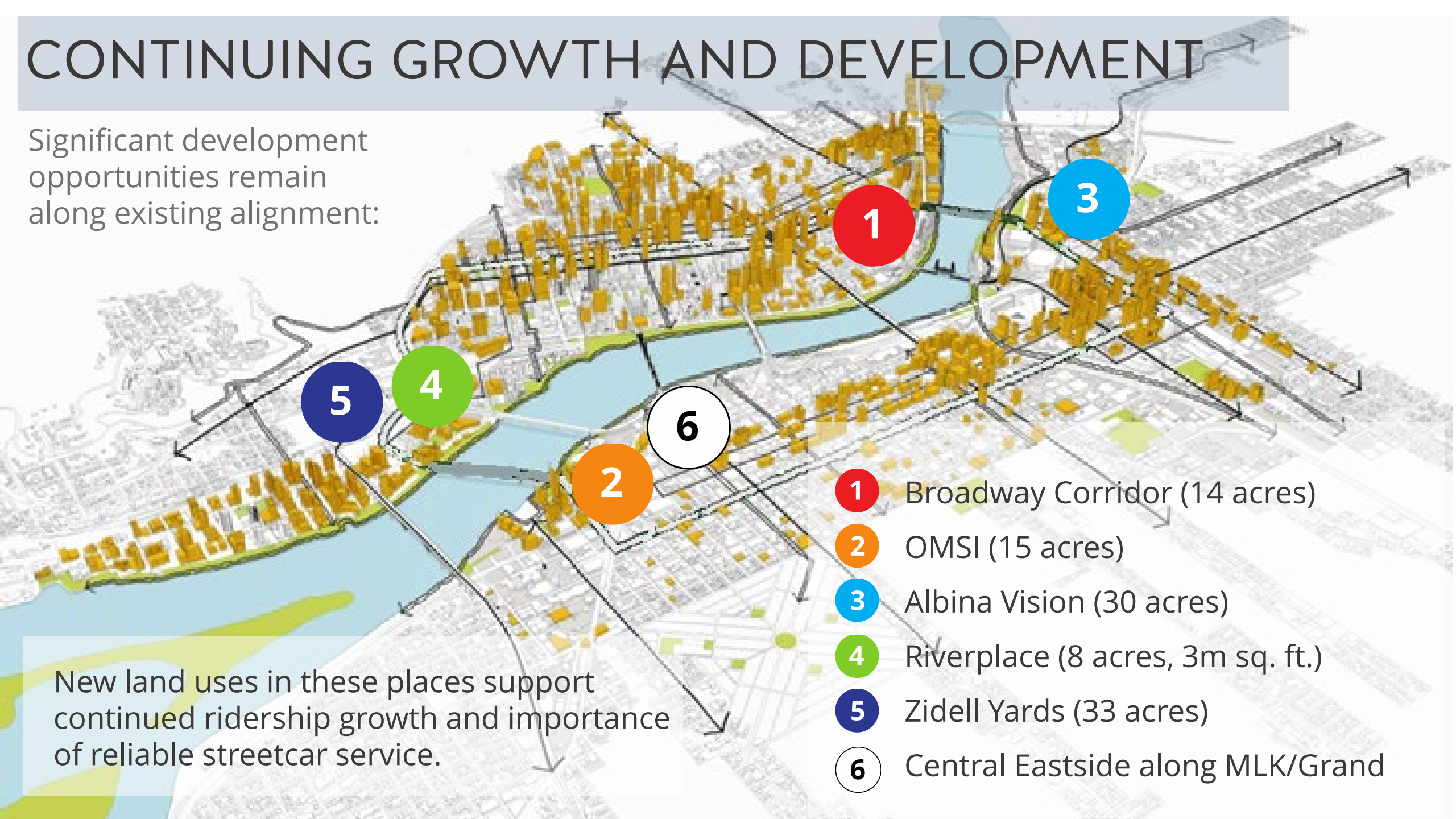
RIDE TO / FROM WORK OR SCHOOL

76%

RIDE DAILY

CONTINUING GROWTH AND DEVELOPMENT

Significant development opportunities remain along existing alignment:



1 Broadway Corridor (14 acres)

2 OMSI (15 acres)

3 Albina Vision (30 acres)

4 Riverplace (8 acres, 3m sq. ft.)

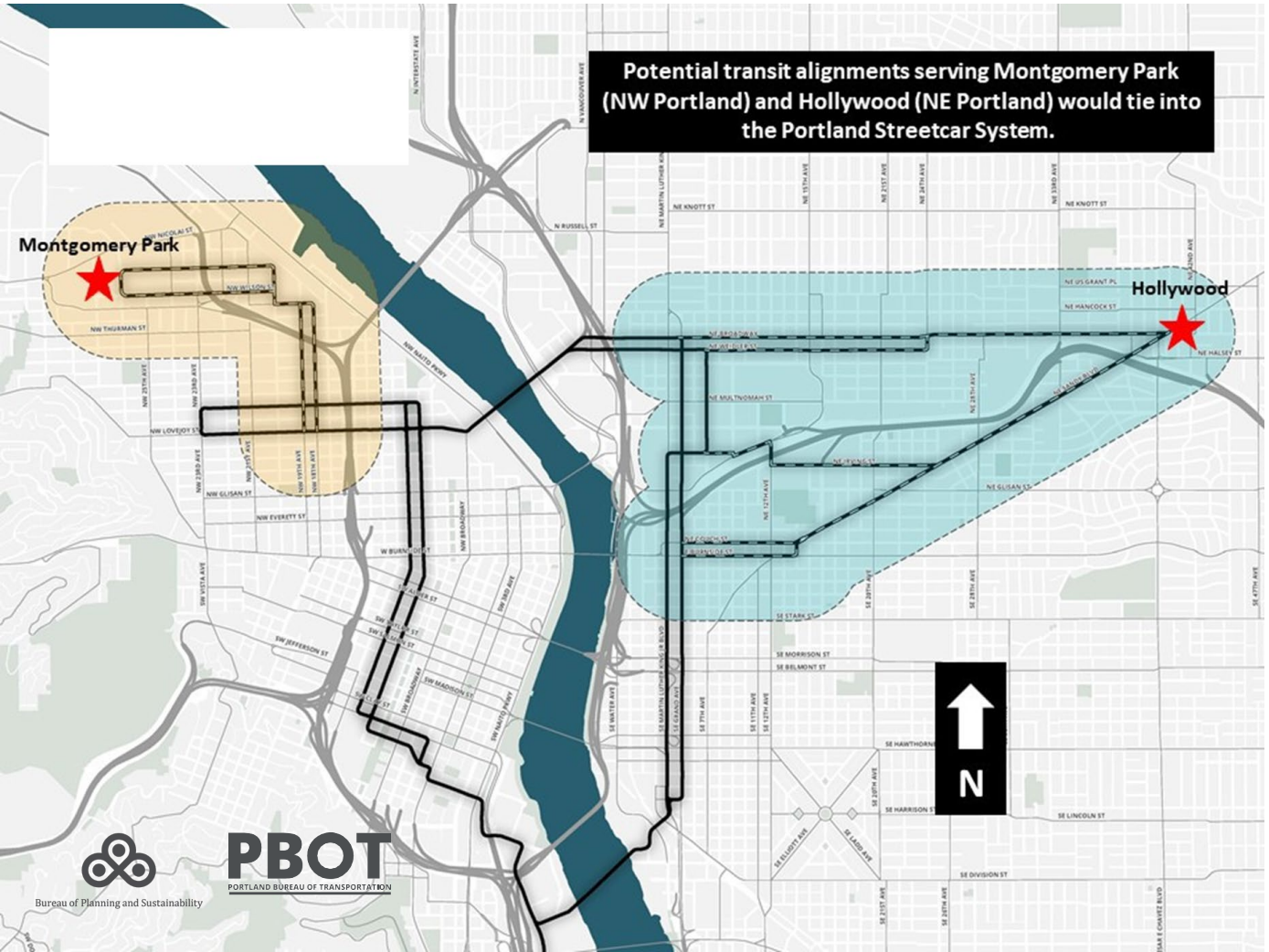
5 Zidell Yards (33 acres)

6 Central Eastside along MLK/Grand

New land uses in these places support continued ridership growth and importance of reliable streetcar service.

Montgomery Park Opportunity

Montgomery Park FTA – TOD Planning Grant



NW Portland

- Evaluate urban design and key development opportunities
- Consider Comprehensive Plan and Zoning changes
- Transportation analysis and plan updates
- Equitable development strategy

NE Portland

- Evaluate urban design and key development opportunities on three alternate alignments
- Identify land use and transportation needs

Montgomery Park to Hollywood Grant

Key Milestones

- ✓ Existing Conditions
- ✓ Community Involvement
- ✓ Urban Design Concept/Scenarios
- ✓ Land Use/Economic Analysis
- ✓ Transportation Plan
- ✓ Equitable Needs Assessment
- ✓ Discussion Draft Plan (12/21)
- • Planning Commission Briefing – prior to August 2023

Montgomery Park to Hollywood
Transit and Land Use Development Strategy

Northwest Plan

Volume 1: Summary and Report

December 2021

THE BUREAU OF PLANNING & SUSTAINABILITY

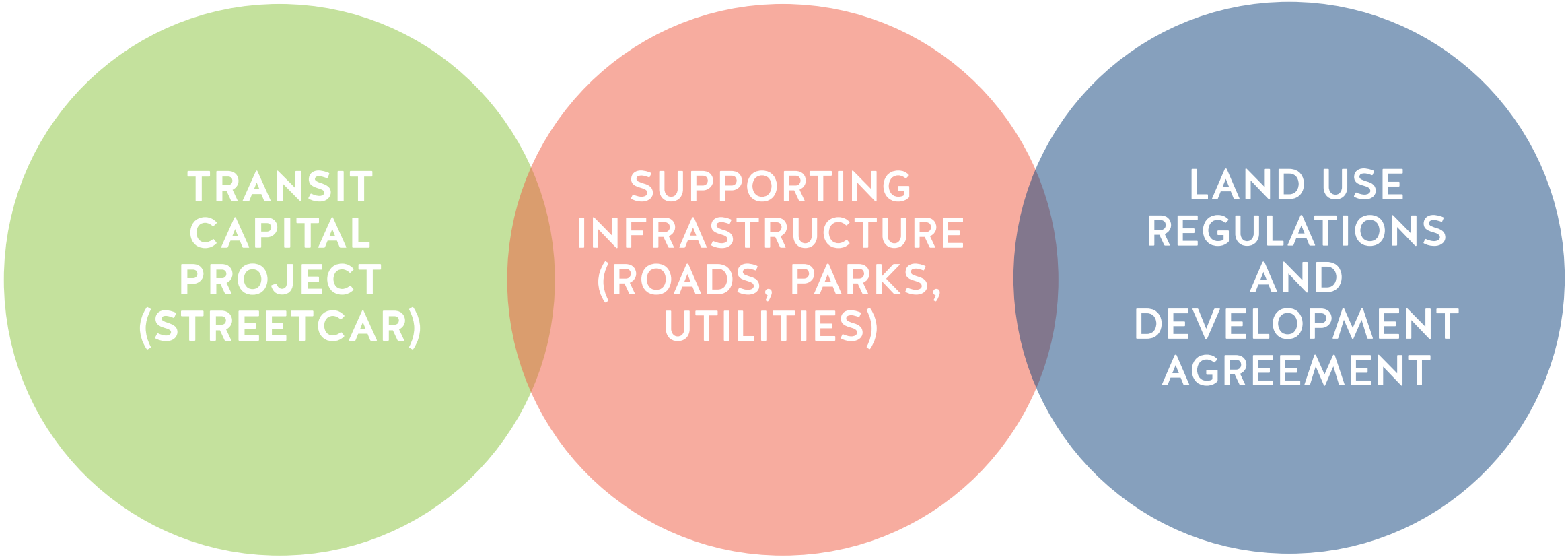
Bureau of Planning and Sustainability

PBOT
PORTLAND BUREAU OF TRANSPORTATION

Montgomery Park Project Details

- 1.3 mile (0.65 one-way) extension of Portland Streetcar**, 100% off-wire**, minimal operating costs to City and TriMet
- Coordinated **reconstruction of NW 23rd** from Lovejoy to Vaughn
- Rezoning of former ESCO site from Industrial/Employment to Mixed Use
- Zoning Adjustments to Montgomery Park and ESCO sites to leverage existing investment
- **Value capture** through negotiated agreement to ensure public benefits
- Estimated capital cost ~$80m
- **Metro Travel Demand Model** – Estimated 3,100 boardings/day from 1.3 mile extension

INTERRELATED PROJECT ELEMENTS



Transit Capital Project led by PBOT in partnership with TriMet and PSI

Supporting Infrastructure includes NW 23rd Ave reconstruction and new access to open spaces

Negotiated land use change may result in over 3,000 new housing units and 4,000 new jobs.

Regional Context – Montgomery Park

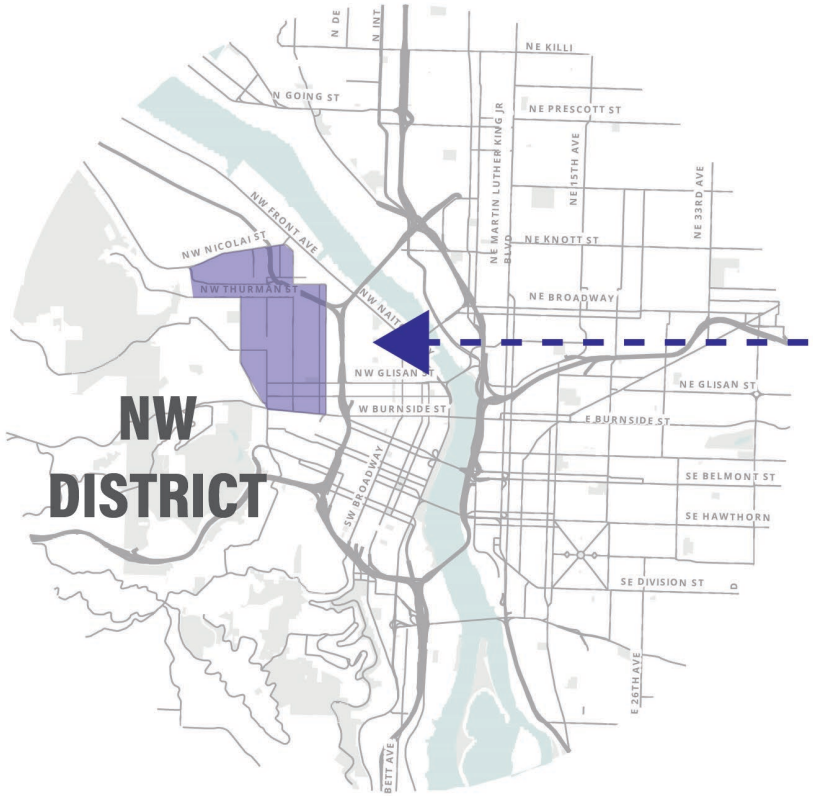
Metro High Capacity Transit Tier One Project

Planning Context

- 1988 Central City Plan
- 1993 Commitment, Permanence, Catalyst Report
- 2003 NW District Plan
- 2009 Streetcar Concept Plan
- 2011 Conway Master Plan
- 2015 PSI Refinement Study
- 2018 TSP, RTP, Comp Plan
- 2023 RTP and HTC Priority Project

HOW COULD THE STREETCAR BE FUNDED?

The map below shows areas within the NW District where resources will be generated from developer fees.



Federal Transportation Administration Match

~$40M

Local Improvement District

~$15M

Transportation System Development Charges

~$10M

Other Local Sources

~$10M

Future Parking Revenues

~$5M

Next Steps: Potential Transit Investment

1

Winter/Spring 2023

Finalize Cost Estimate, pre-NEPA activities and public involvement. Finalize land-use proposal.

2

Summer 2023

City Council (LPA) and legislative process, Initiate NEPA

3

Winter 2023/24

NEPA Completion, LPA, Local Funding Commitments

4

2024

Application for Federal Funds

5

2028

Estimated Project Completion

FTA REGION 10 ENGAGEMENT

Bureau of Planning and Sustainability

PBOT
PORTLAND BUREAU OF TRANSPORTATION

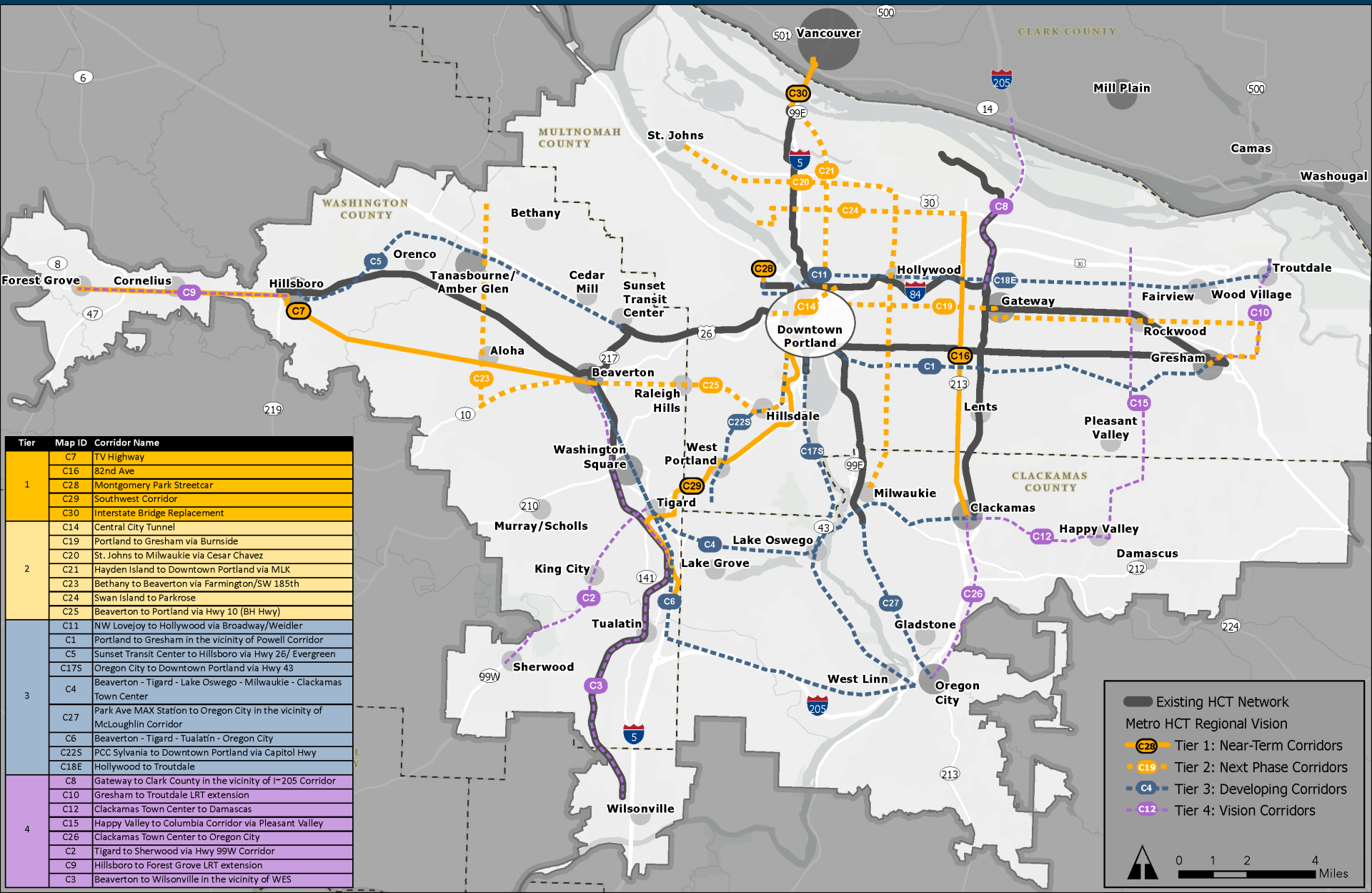
Continuing partnership

Materials following this page were distributed at the meeting.

HCT Strategy Update: Report & Actions

May 2023

HCT Vision vs 2040 Constrained

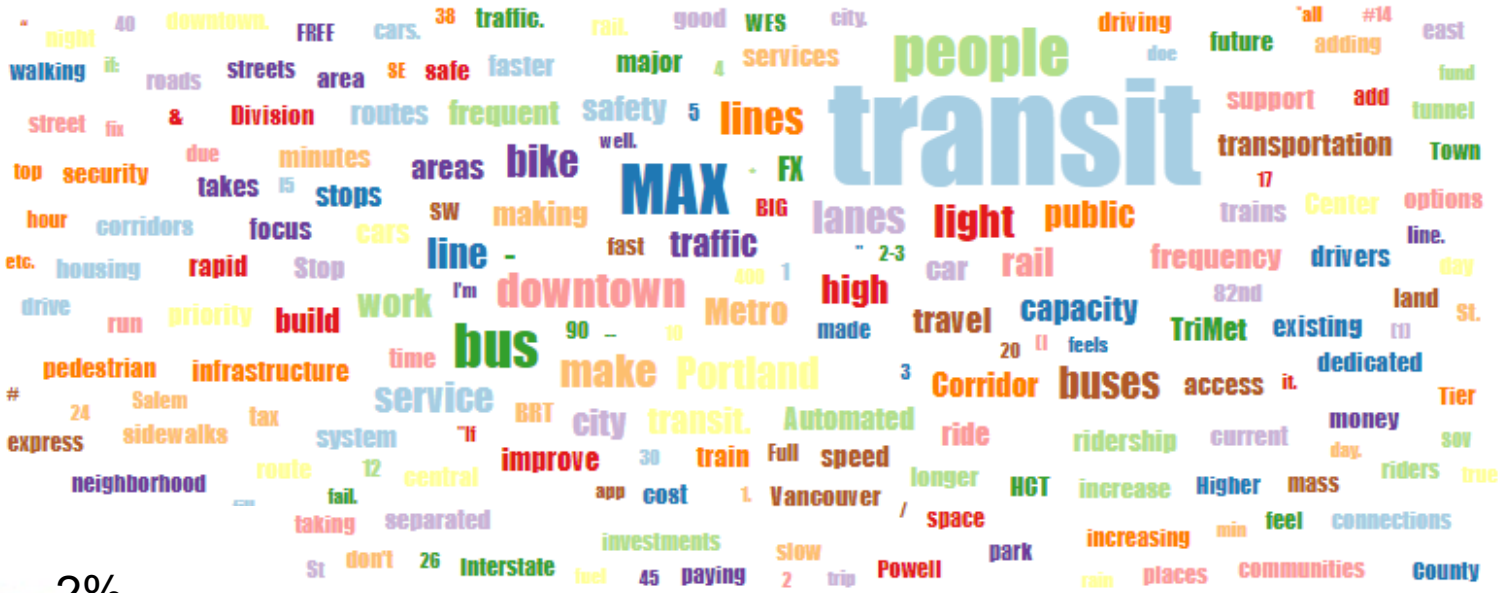


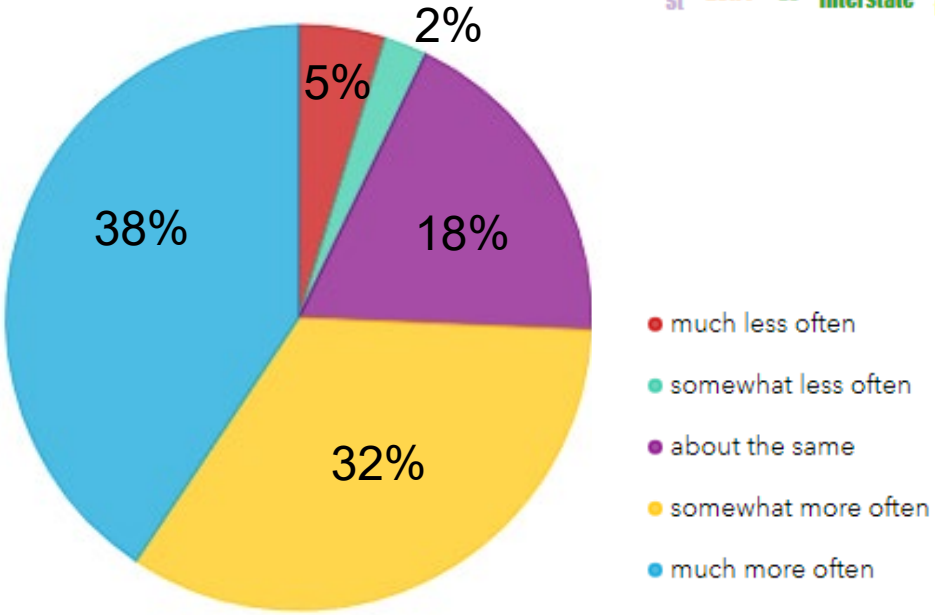
Tier	Map ID	Corridor Name
1	C7	TV Highway
	C16	82nd Ave
	C28	Montgomery Park Streetcar
	C29	Southwest Corridor
	C30	Interstate Bridge Replacement
2	C14	Central City Tunnel
	C19	Portland to Gresham via Burnside
	C20	St. Johns to Milwaukie via Cesar Chavez
	C21	Hayden Island to Downtown Portland via MLK
	C23	Bethany to Beaverton via Farmington/SW 185th
	C24	Swan Island to Parkrose
	C25	Beaverton to Portland via Hwy 10 (BH Hwy)
3	C11	NW Lovejoy to Hollywood via Broadway/Weidler
	C1	Portland to Gresham in the vicinity of Powell Corridor
	C5	Sunset Transit Center to Hillsboro via Hwy 26/ Evergreen
	C17S	Oregon City to Downtown Portland via Hwy 43
	C4	Beaverton - Tigard - Lake Oswego - Milwaukie - Clackamas Town Center
	C27	Park Ave MAX Station to Oregon City in the vicinity of McLoughlin Corridor
	C6	Beaverton - Tigard - Tualatin - Oregon City
	C22S	PCC Sylvania to Downtown Portland via Capitol Hwy
	C18E	Hollywood to Troutdale
4	C8	Gateway to Clark County in the vicinity of I-205 Corridor
	C10	Gresham to Troutdale LRT extension
	C12	Clackamas Town Center to Damascas
	C15	Happy Valley to Columbia Corridor via Pleasant Valley
	C26	Clackamas Town Center to Oregon City
	C2	Tigard to Sherwood via Hwy 99W Corridor
	C9	Hillsboro to Forest Grove LRT extension
	C3	Beaverton to Wilsonville in the vicinity of WES

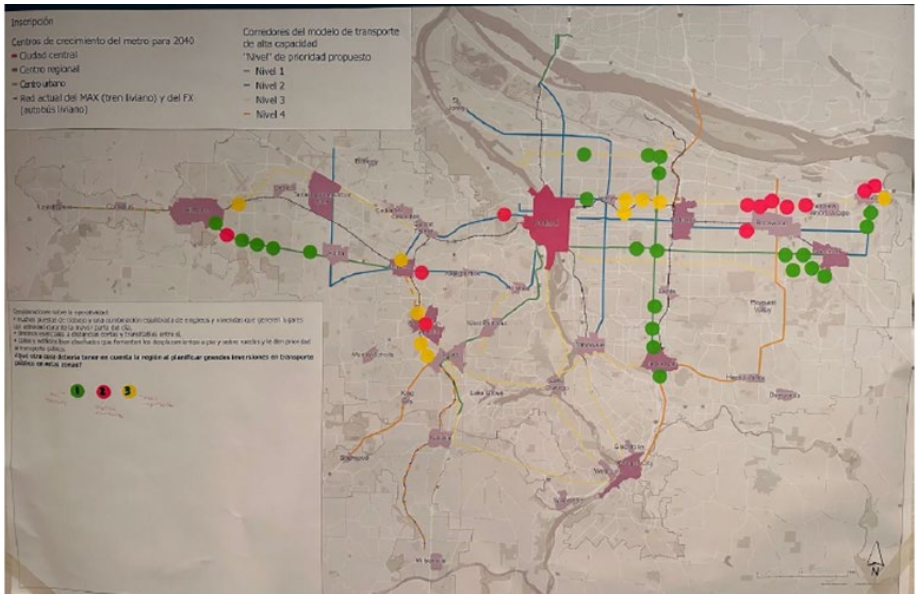
What we heard this winter

Average

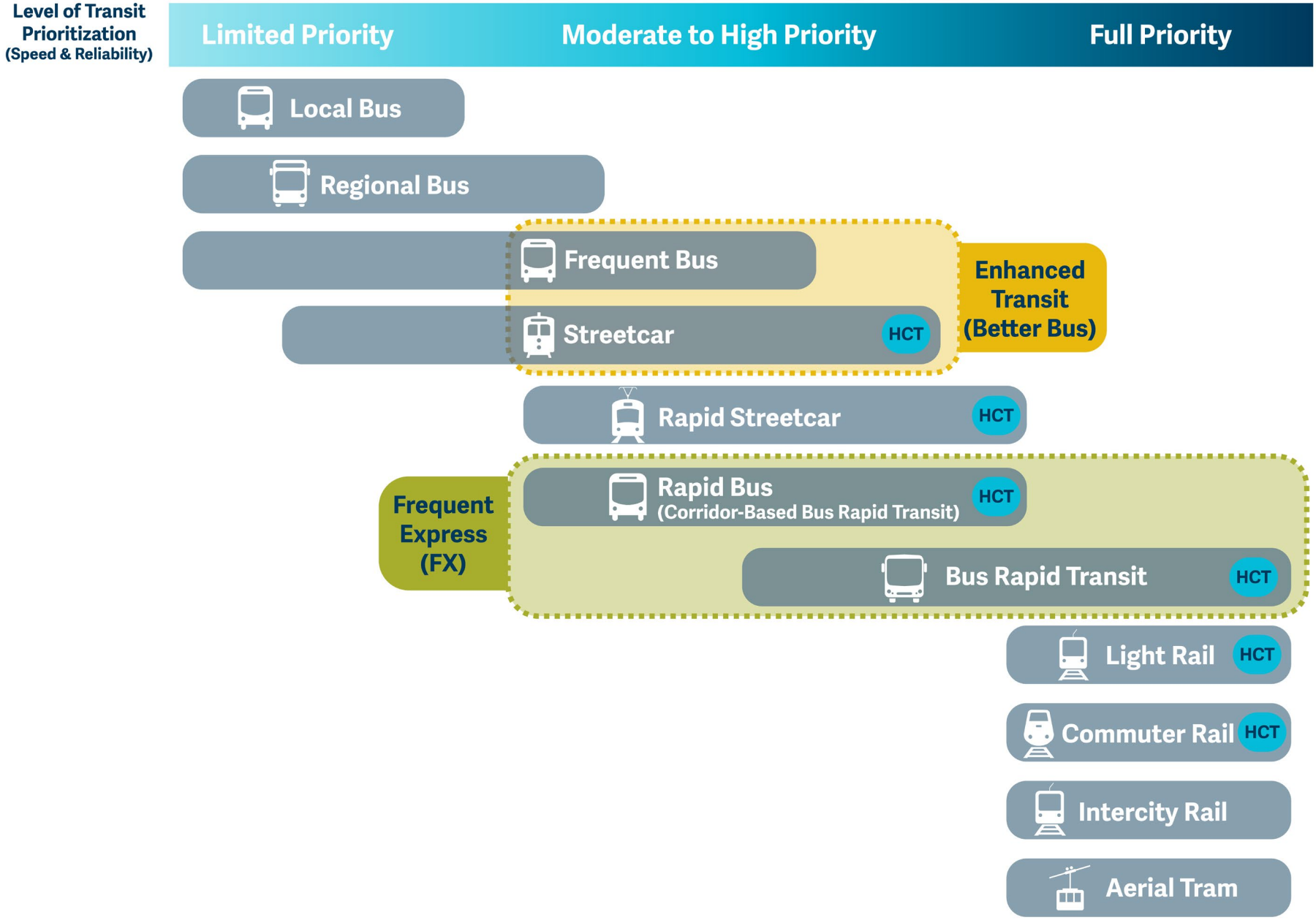
4.2



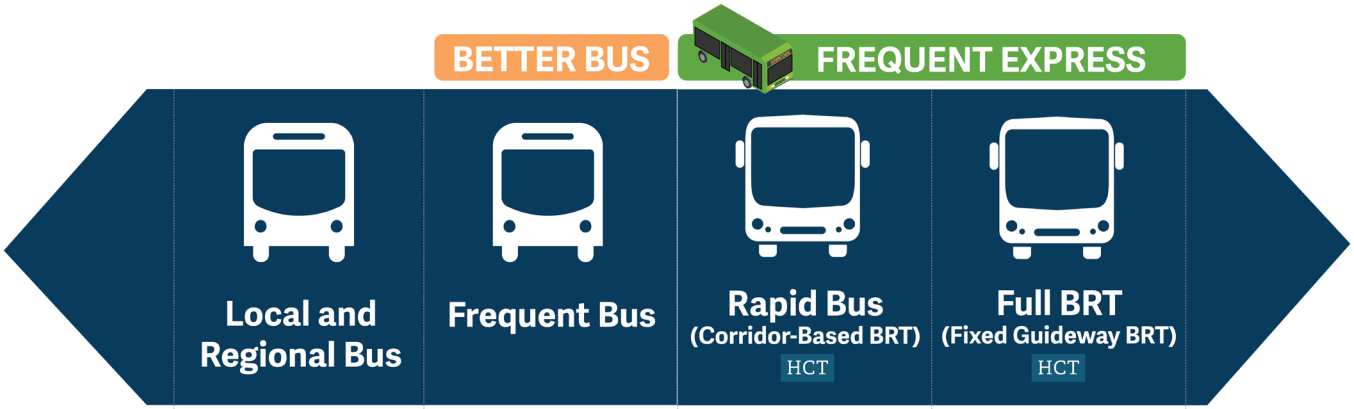




Regional Transit Spectrum

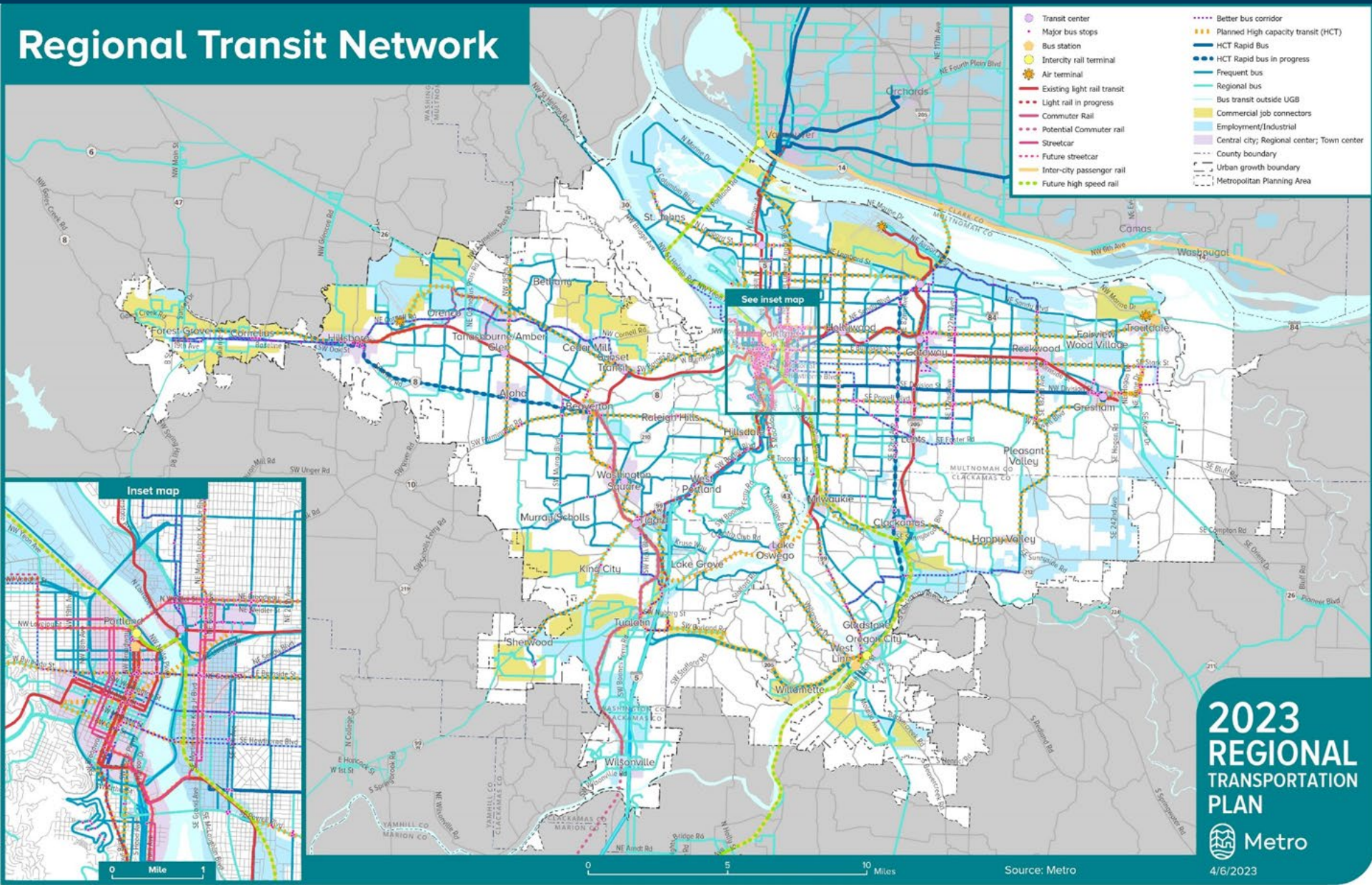


Regional Transit Spectrum



	Local and Regional Bus	Frequent Bus	Rapid Bus (Corridor-Based BRT) HCT	Full BRT (Fixed Guideway BRT) HCT
Level of Transit Prioritization (Speed & Reliability)	No to Limited Priority	Low to Moderate Priority (Spot Treatments)	Moderate to High Priority (Some Exclusive Right-of-Way)	High Priority (>50% Exclusive Guideway)
Frequency	Less Frequent (Varies)	Frequent 15 mins	Very Frequent ≤15 mins	Very Frequent ≤10 mins
Market Demand/Activity Density	Serves low to medium volume corridors	Serves medium volume corridors	Serves medium-high volume corridors	Serves medium-high volume corridors
Passenger Capacity per Hour				
Stop/Station Amenities (Stop Spacing)	1/8 - 1/4 Mile	1/4 - 1/2 Mile	1/4 - 1/2 Mile	1/3 - 1 Mile

2023 RTP Transit Network Vision



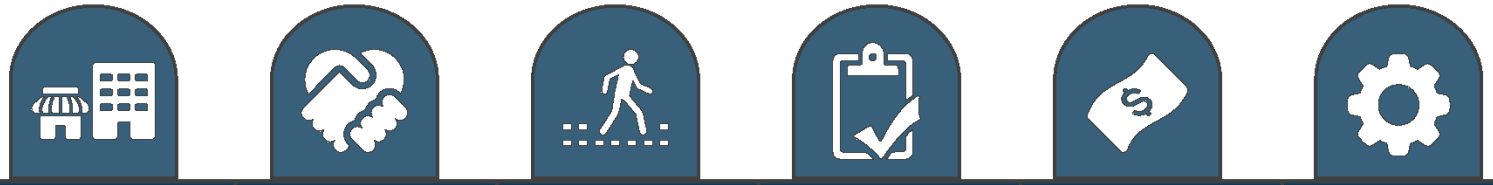
Metro

Draft Report & Public Review Approach

Guiding Questions

- What did you hope to see in the report that was missing? Are the key points coming through?
- Are there any recommendations or actions we should add to best support implementation of the high capacity transit vision?
- Are there any next steps not addressed that you think should be captured in future work?

Implementing the Vision

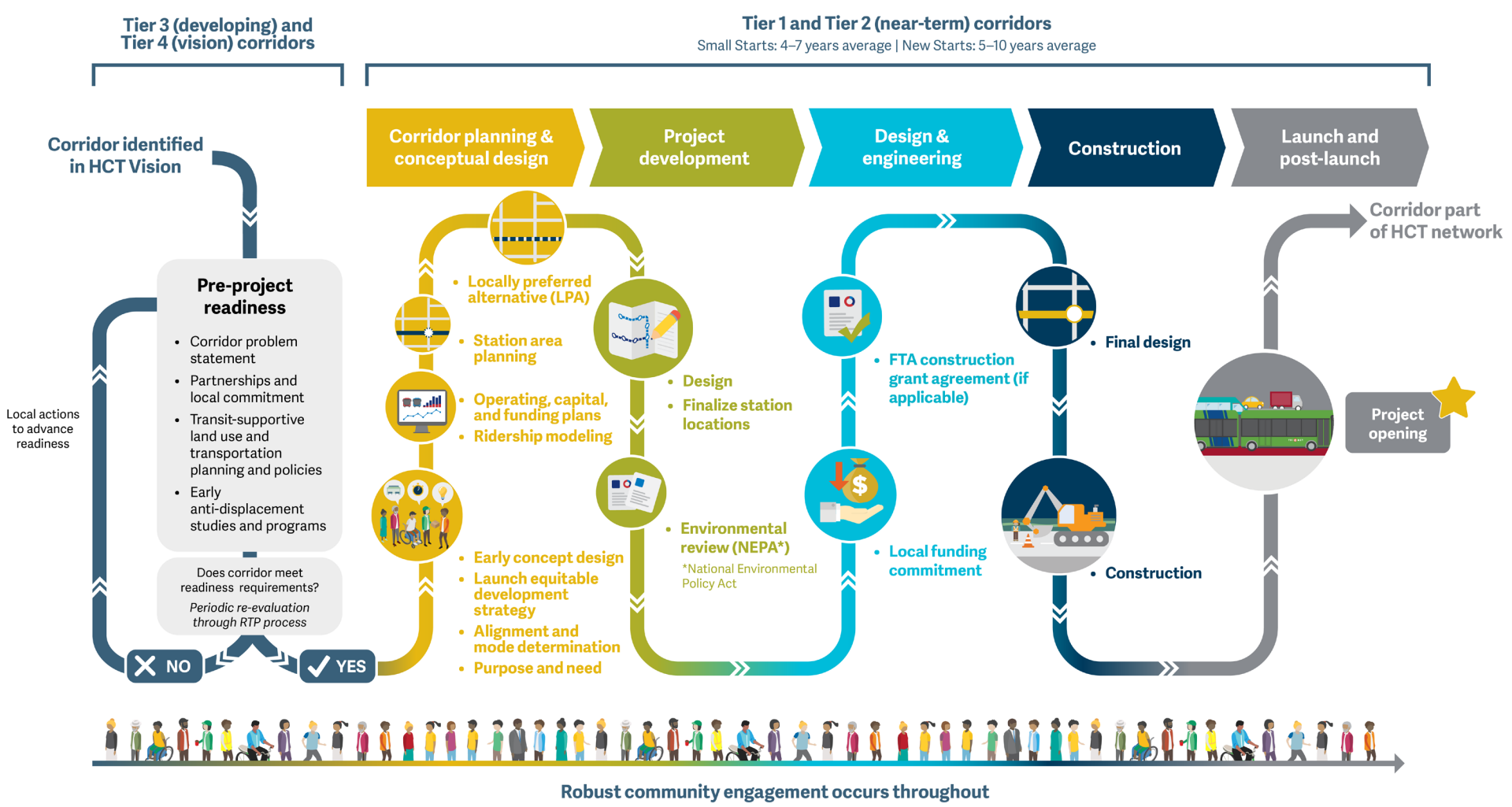


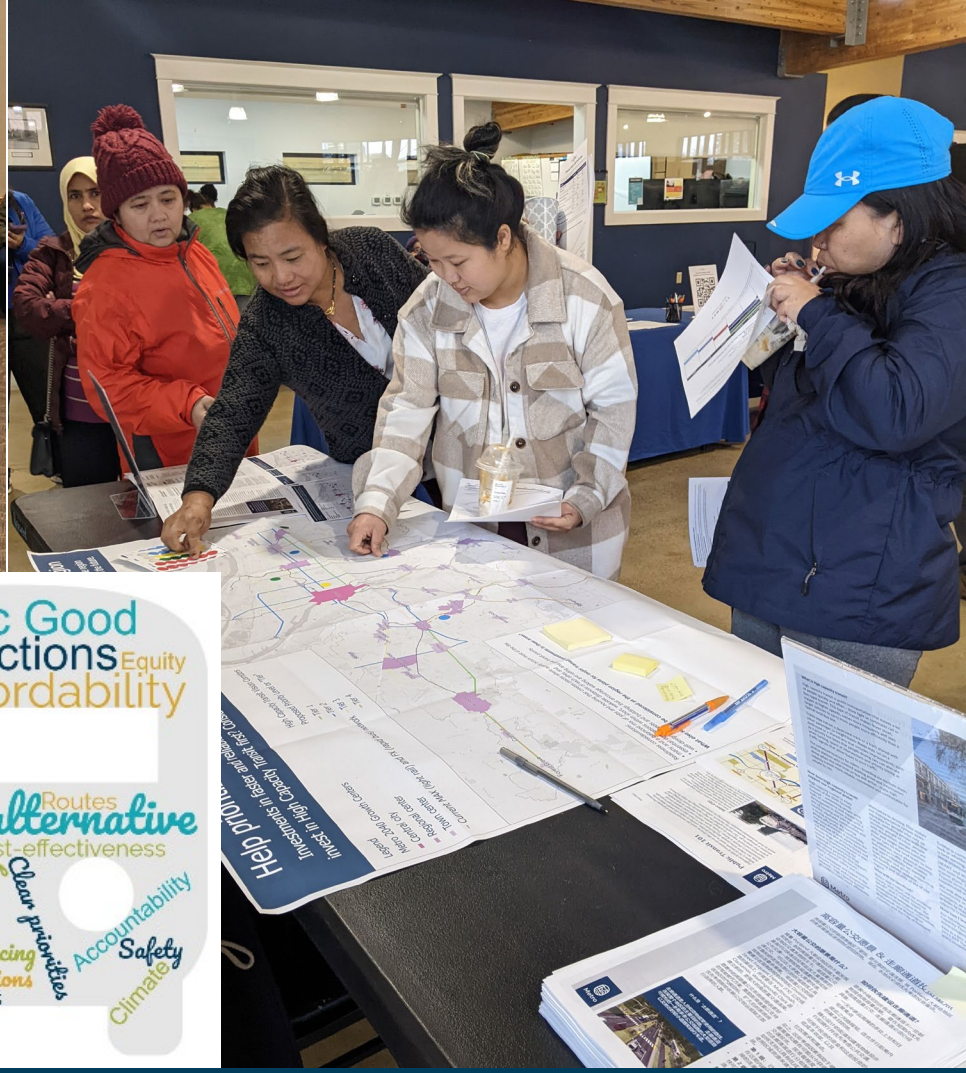
Element	Land Use, Urban Context, and Transit-Oriented Development	Community Stability and Resilience	Transit Access: Complete Streets, Safety, and Mobility Options	Transportation Demand Management Programs and Policies	Transit Affordability and Fare Programs	Transportation System Management and Operations
Why does it matter?	Density and mixed uses support high-frequency service and modeshare goals	Strategies to ensure existing residents and and small businesses benefit from HCT investments	Multimodal streets help people get to and from transit safely	Incentivize alternatives to driving, and increase attractiveness and awareness of transit options	Make transit more affordable and accessible to all people	Make transit a competitive alternative to driving
What does it include?	• Supportive land uses including mixed use developments • Transformation potential through transit-oriented development and higher-density development aligned with 2040 Growth Concept and the community's vision for growth • Supportive planning and policies • Local commitment to corridor investment	• Robust community input and engagement • Equitable development and affordable housing strategies • Local anti-displacement policies and actions • Targeted support for small businesses	• Pedestrian network completion (sidewalks, crossings, accessibility, lighting, etc.) • Bicycle network connections • Transit-supportive street design • Transit stop and station amenities • Mobility hubs • Shared mobility options • First/last mile connections • Shuttles • Bicycle parking and storage	• Parking policies • Education and outreach • Employer benefits programs • Transportation wallet programs • University/school affiliate programs (i.e., student passes, education programs)	• Hop fastpass, e.g., enables fare capping and other discount options • Reduced Fare Programs: Youth, Low-income, Honored Citizen, and Veterans • Free fare grant programs • Employer-sponsored transit discount programs	• Optimize existing transit system operations and performance • Transit-priority treatments • Passenger information technology
When is it done?	All stages	Pre-Project and Ongoing	All stages	Pre-project and ongoing	Pre-project and ongoing	Pre-project, as part of implementation, and ongoing
Who is responsible?	• Local jurisdictions • Metro	• Local jurisdictions • Metro • CBOs (i.e., Community-Based Organizations)	• Local jurisdictions • Transit service providers • ODOT • Metro	• Local jurisdictions • Transit service providers • Metro • CBOs • Employers	• Transit service providers • Employers	• Transit service providers • ODOT • Metro

Recommendations: Moving corridors forward

Tier		Description
4	**Future Corridors**	• Develop land use and transit-oriented development plans for corridors & centers. • Reassess against the readiness criteria to identify additional areas of action. • Establish project champions, partnerships and political leadership.
3	**Developing Corridors**	Tier 4 actions + • Update TSPs: functional class, design standards, HCT designation • Update land use plans to focus growth and density in key corridors. • Work with community to develop corridor problem statements, identify needs/constraints, and look for opportunities (e.g., anti-displacement). • Build a coalition of stakeholders to support continued corridor work.
2	**Emerging Regional Priority Corridors**	Tier 3 actions + • Align high density designations and zones with corridors and consider transit-supportive development code changes. • Begin refinement planning, coordinate on improvements beyond the project, and establish a shared vision. Begin alternatives analysis and pre-NEPA. • Begin conceptual design, clarify cost, and identify funding commitments. • Begin establishing the stakeholder coalition supporting corridor planning work.

Implementing the Vision: Project Development





Report Review and Engagement

Next Steps: HCT & 2023 RTP Update

Thank you!!

oregonmetro.gov

2023 draft RTP system analysis results

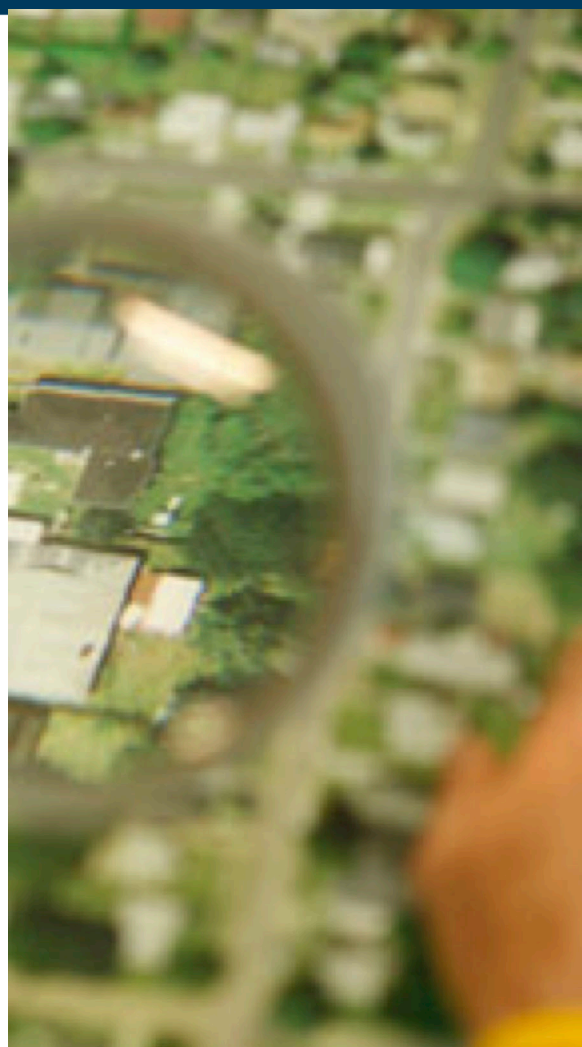
Transportation Policy Alternatives Committee workshop

May 10, 2023

Today's purpose

Continue discussion of the technical analysis:

- What observations or questions do you have about the results of the system analysis?
- Do you have ideas about how the RTP's performance can be improved?

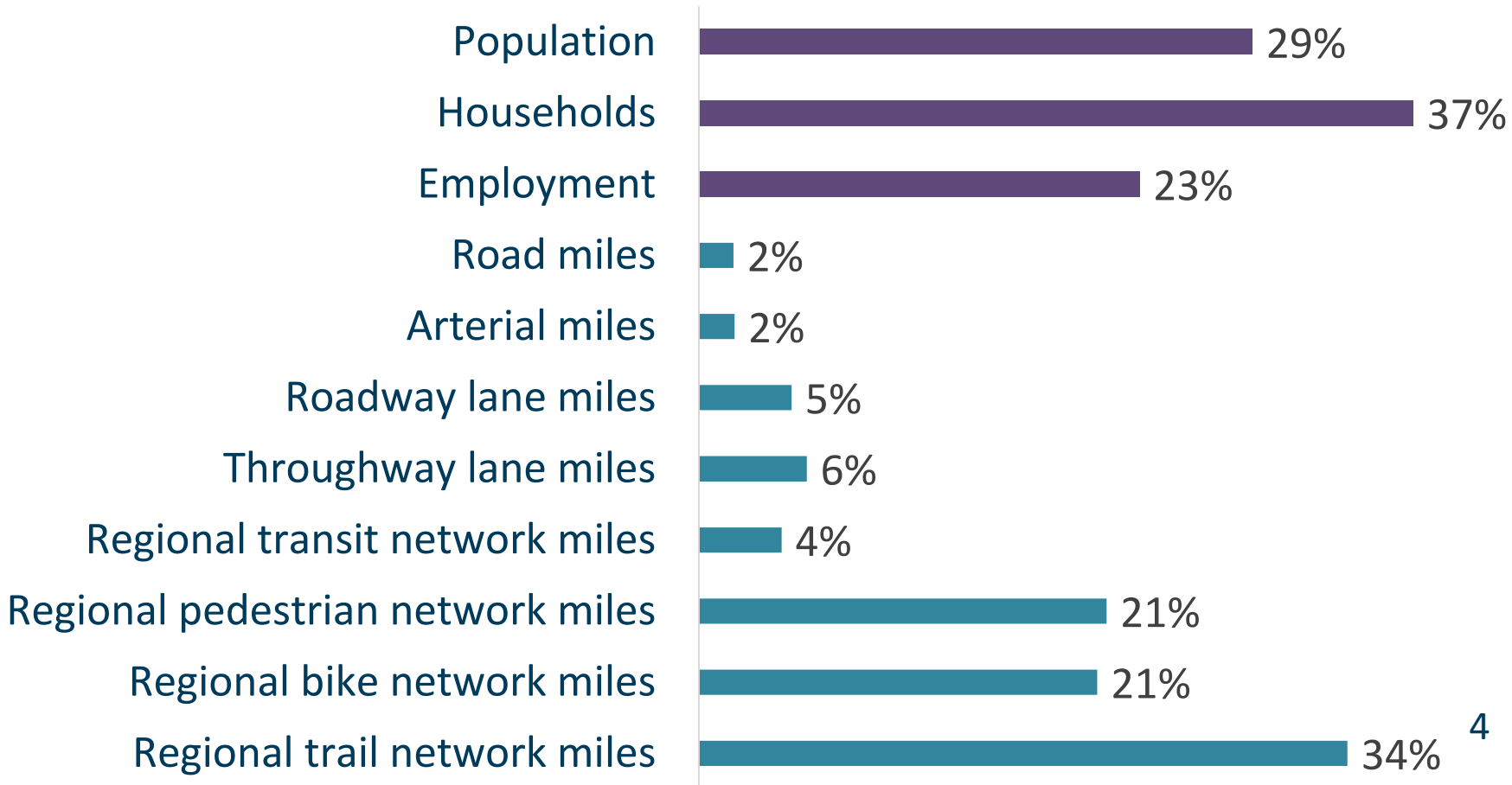


Draft system analysis: key findings

- In most cases, the RTP makes progress toward meeting regional goals.
- The RTP doesn't achieve all of its target outcomes.
- The RTP achieves mixed results for mobility, equity and economy goals.
- The region is not on track to meet our safety goals, and data shows our streets are getting less safe.
- Results are shaped by the fact that our region continues to grow.

Our region is growing and changing

% growth in the region and its transportation network, 2020-2045



Draft results: mobility

- ○ Triple transit, bike and pedestrian mode share
- ● Improve access to jobs via driving and transit
- ○ Provide equal access via transit and via driving
- ○ Complete transportation networks
- ● Prioritize bike/ped facilities near transit

Increasing the share of RTP capital spending dedicated to projects that help fill regional network gaps (currently 29%) could improve these results.

Draft results: safety

○ Reduce serious crashes to maintain progress toward the region's Vision Zero target.

- Our streets are getting less safe.
- Pedestrians are disproportionately likely to die while traveling.
- Traffic deaths are decreasing among cyclists.
- Heavier passenger vehicles appear to play a role.

Accelerating projects on the high-injury network and ensuring that projects on this network include safety features could improve these results.

Draft results: equity

- ○ Eliminate safety disparities in Equity Focus Areas
- ● Prioritize bike/ped facilities in EFAs
- ● Prioritize improving access to jobs in EFAs

Accelerating projects that invest in EFAs – and particularly in transit access, transit service, and safe streets – could improve these results.

Draft results: economy

- ○ Decrease driving travel times along key corridors
- ● Decrease transit travel times along key corridors
- ● Prioritize bike/ped facilities in centers, station communities, and mixed-use areas
- ○ Prioritize bike/ped facilities in employment and industrial areas

The vast majority of RTP spending goes toward serving the places where current and planned jobs are concentrated.

Analyses still underway

- Travel speed reliability on throughways
- Freight-related measures
- Criteria pollutants and air toxics
- Households near transit / active transportation facilities
- Impact of tolling on system performance
- Transit system performance

Discussion questions

- What observations or questions do you have about the results of the system analysis?
- Do you have ideas about how the RTP's performance can be improved?

2023 draft RTP climate analysis update

Transportation Policy Alternatives Committee workshop

May 10, 2023

Draft results: climate

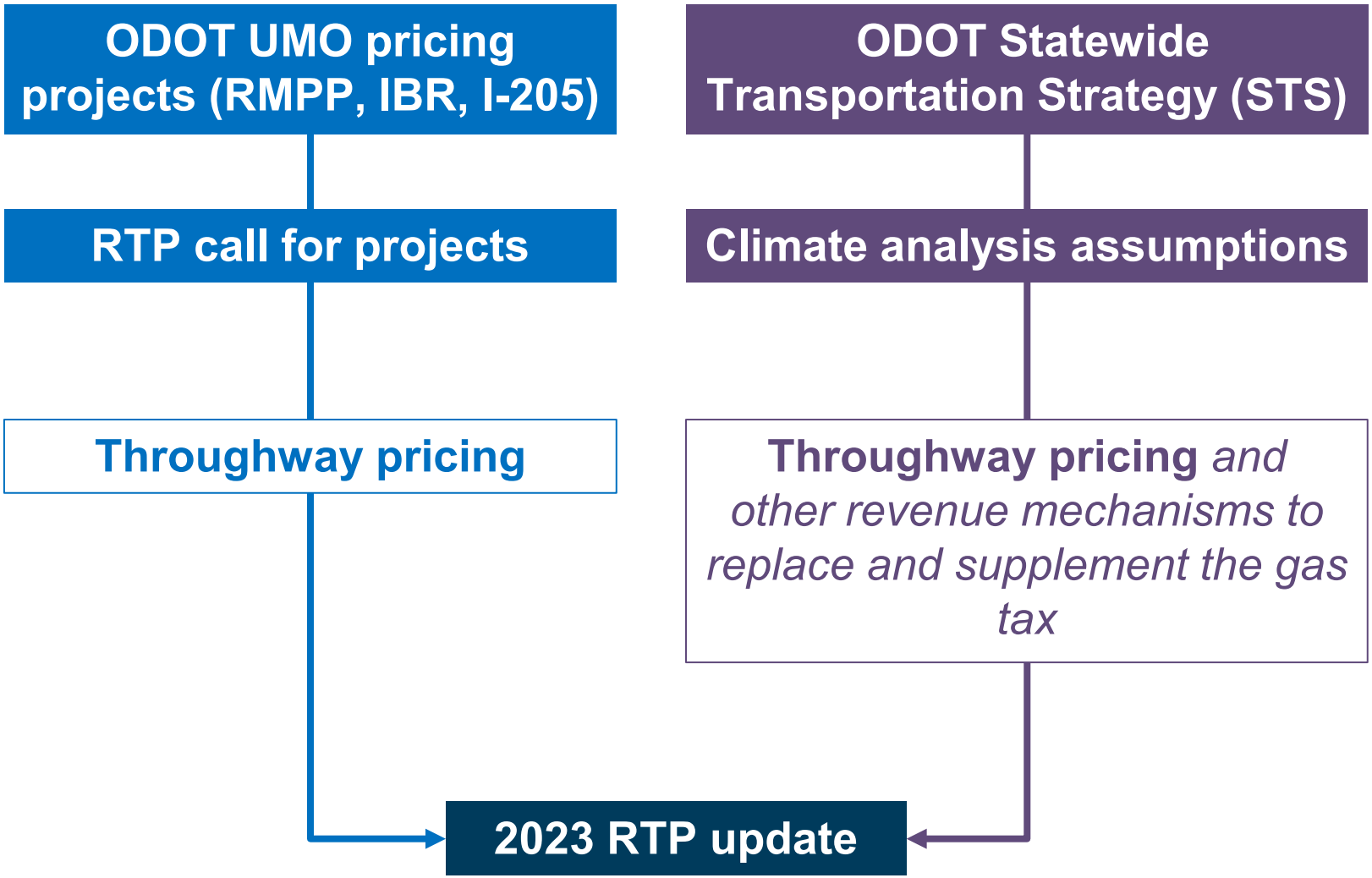
◑ The RTP may or may not meet regional climate targets depending on what state-led pricing and transportation funding sources are assumed in the analysis.

- The State is working to identify new revenue sources to replace or supplement the gas tax.
- The ODOT Urban Mobility Office and ODOT Climate Office both provide relevant information.
- We have prepared scenarios to illustrate how these assumptions affect greenhouse gas emissions.
- Increased transit service, parking pricing and other Climate Smart strategies can also help meet targets.

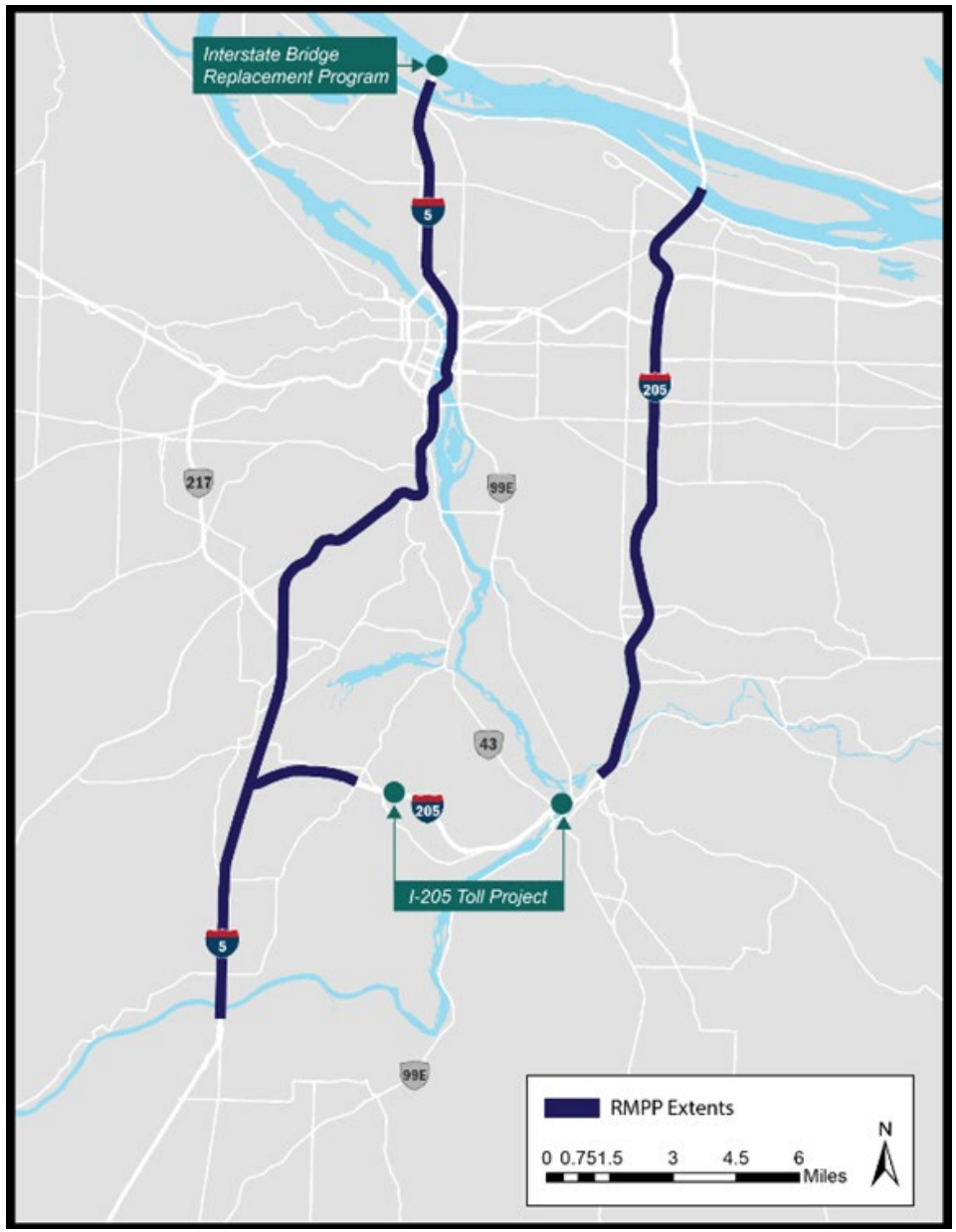
How the climate analysis aligns with other plans and processes

- Assumptions about transportation infrastructure and service *and throughway pricing* are consistent with the **2023 RTP update**.
- Land use is consistent with the **2040 Growth Concept**. The coming update to the Growth Concept is an opportunity to further reduce emissions.
- Vehicle/fuel assumptions are consistent with the **Statewide Transportation Strategy** (STS), *and the analysis is allowed to assume pricing and revenue mechanisms from the STS as well*.
- The climate analysis and the RTP update will be the basis for setting local VMT reduction targets under **Climate Friendly and Equitable Communities** rules.

State-provided cost-of-driving assumptions in the RTP



Throughway pricing in the RTP



Tolls are collected both on the I-5 Bridge and I-205 Toll Projects (green dots with call-outs) and in Regional Mobility Pricing Project corridors (purple lines)

Regional travel demand model vs. VisionEval

	Regional travel demand model	VisionEval
Uses	Analyzing RTP performance measures	Analyzing climate scenarios and demonstrating consistency with targets
Data sources	Travel surveys	Research on relationships between prices, infrastructure, travel, and emissions
Scale	Network-based	Regional
Throughway Pricing inputs	Prices on specific network links / at specific times of day	Average cost per mile of traveling on the throughway network during congested periods

Price + revenue assumptions by scenario

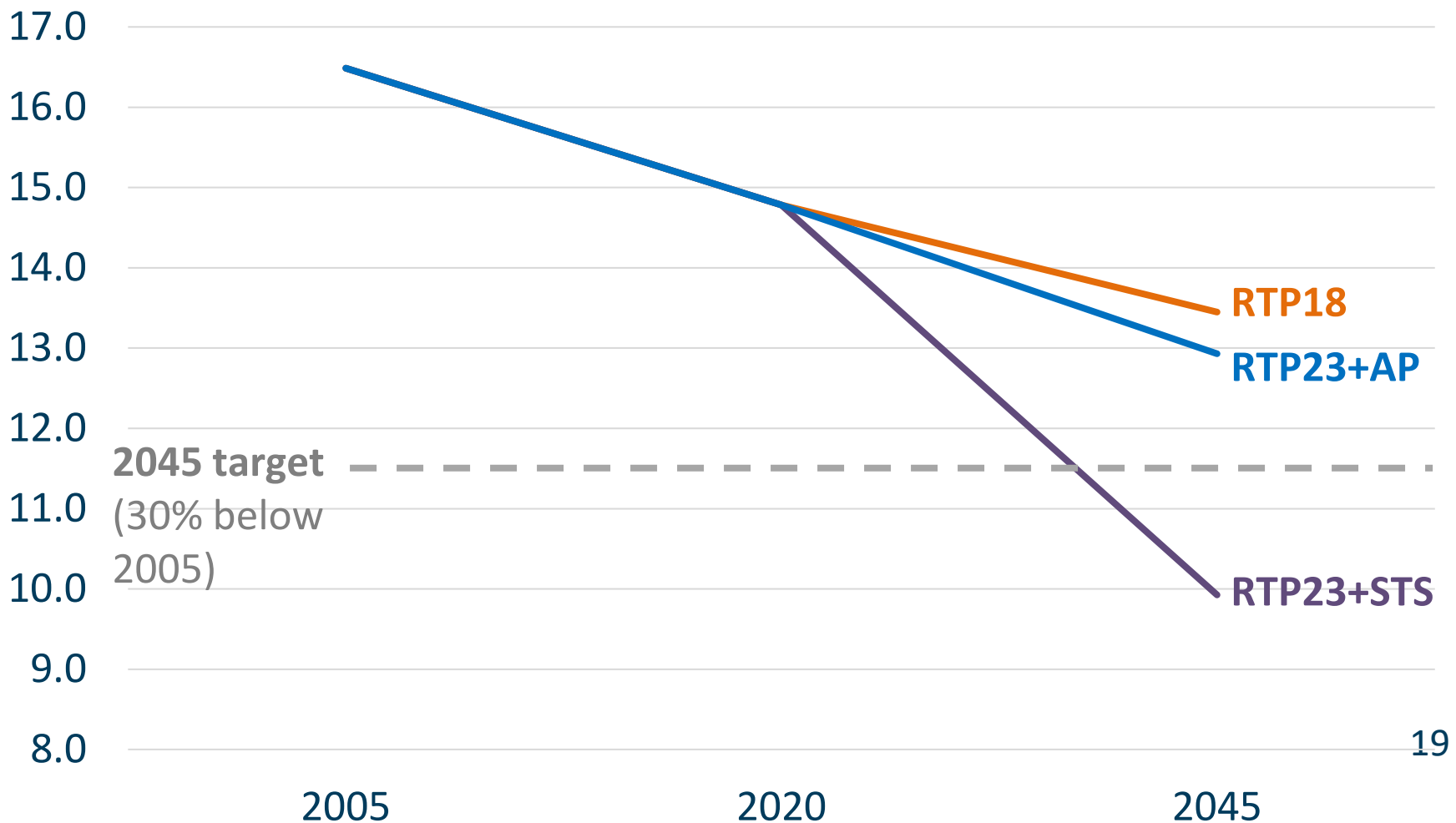
	RTP23 + AP (Adopted state Plans)	RTP23 + STS
Throughway pricing	RMPP, IBR, and I-205: avg.~$0.13/mi on I-5 and I-205	$0.30/mi during peak periods (~2x RTP23 rates)
Additional gas taxes / equivalents	None	$0.17/mi

How the RTP is reflected in these scenarios

	RTP23 + AP and RTP + STS scenario assumptions
Transit service	Consistent with 2023 RTP (includes HCT corridors, Forward Together, shuttles, C-Tran adjustments)
Parking pricing	Consistent with 2023 RTP (higher levels of pricing in some regional centers than in 2018 due to CFEC)
Land use	Consistent with 2040 Growth Concept and adopted growth distribution (38% of households are located in mixed-use areas)
Demand manage-ment	Consistent with 2023 RTP (~5% of employees and ~1% of households participate in travel options programs)
Lane miles	Consistent with 2023 RTP (39 new throughway lane miles, 266 new arterial lane miles)

Progress toward climate targets

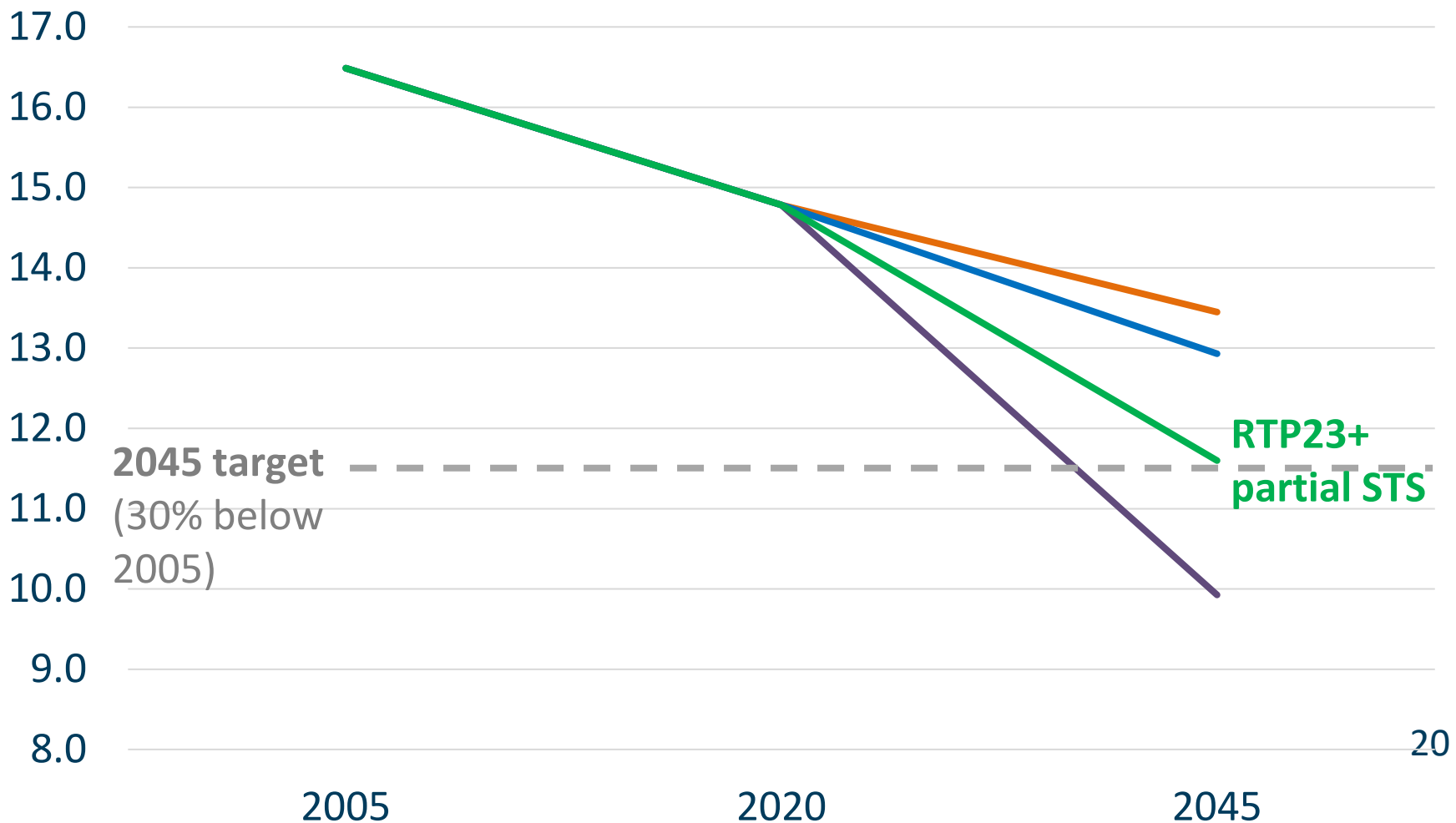
Daily VMT per capita by scenario vs. regional climate target



Source: RSG VisionEval analysis

Progress toward climate targets

STS throughway pricing plus $0.10-0.17 in additional gas tax equivalents meets targets.



Source: RSG VisionEval analysis

Discussion questions

- What questions or feedback do you have about these results?
- Are there additional climate scenarios you would like to explore?

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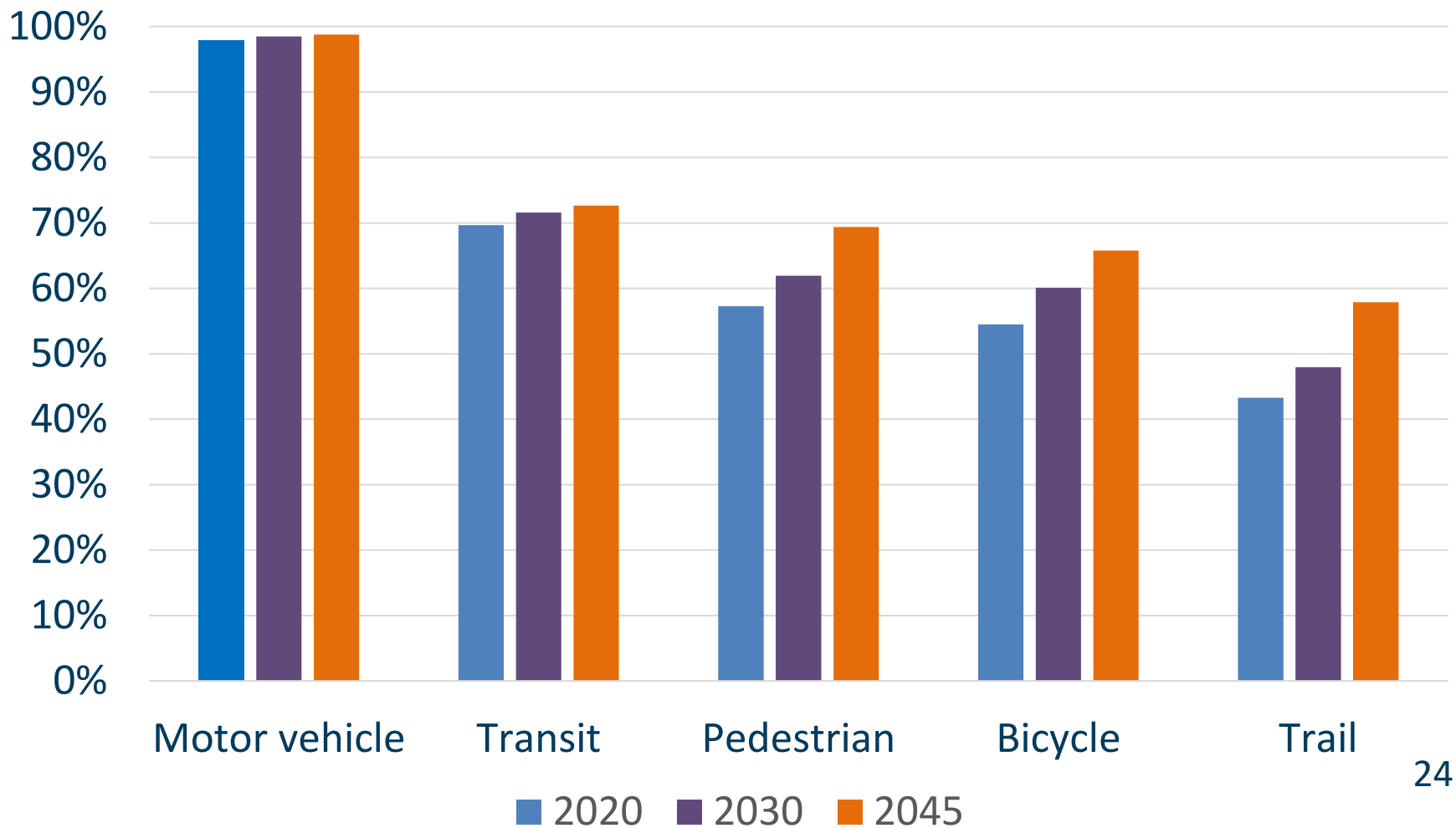
System analysis results: additional details

System completeness

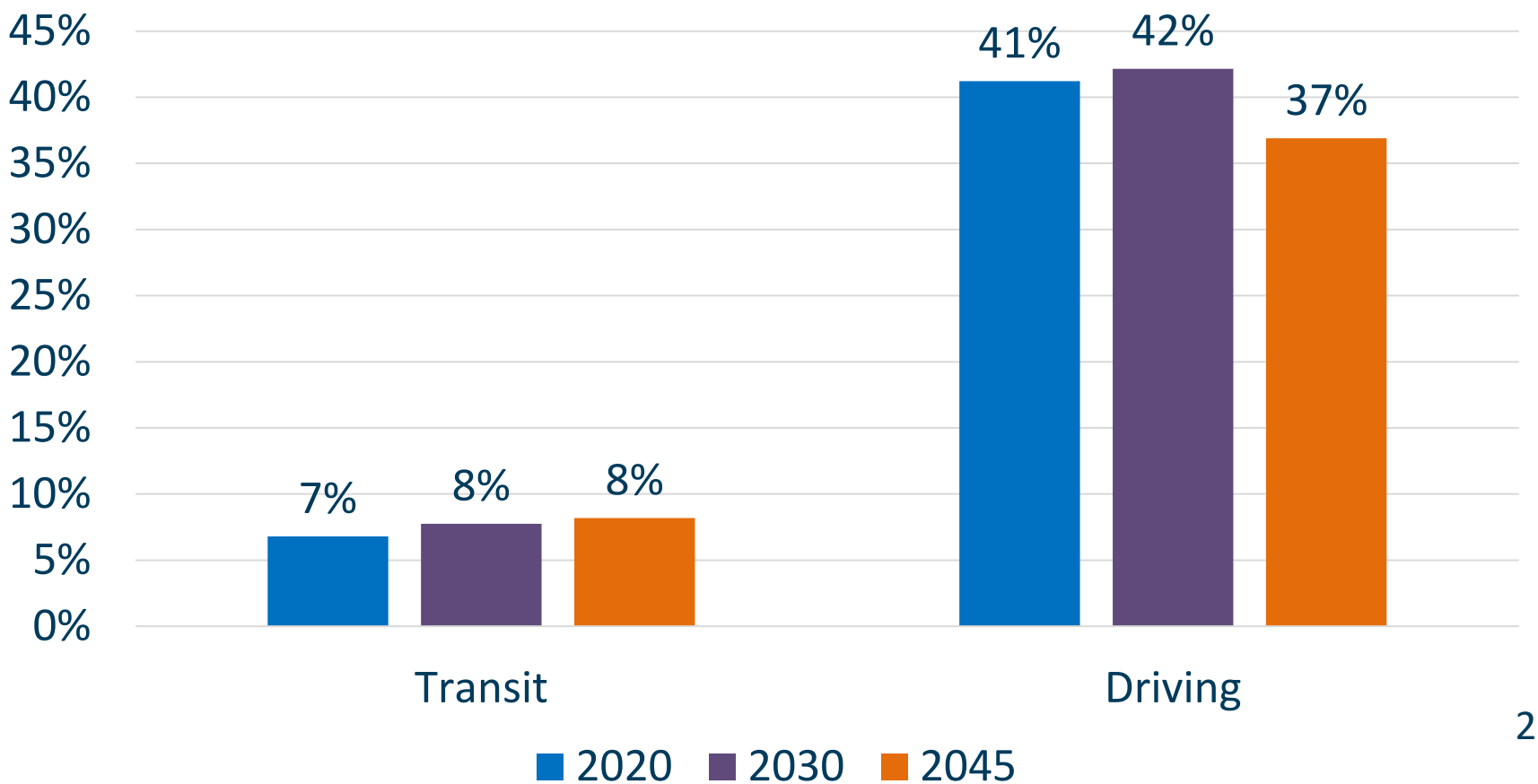
% of regional travel networks that are complete



Draft results. Source: Draft 2023 RTP project List

Access to jobs

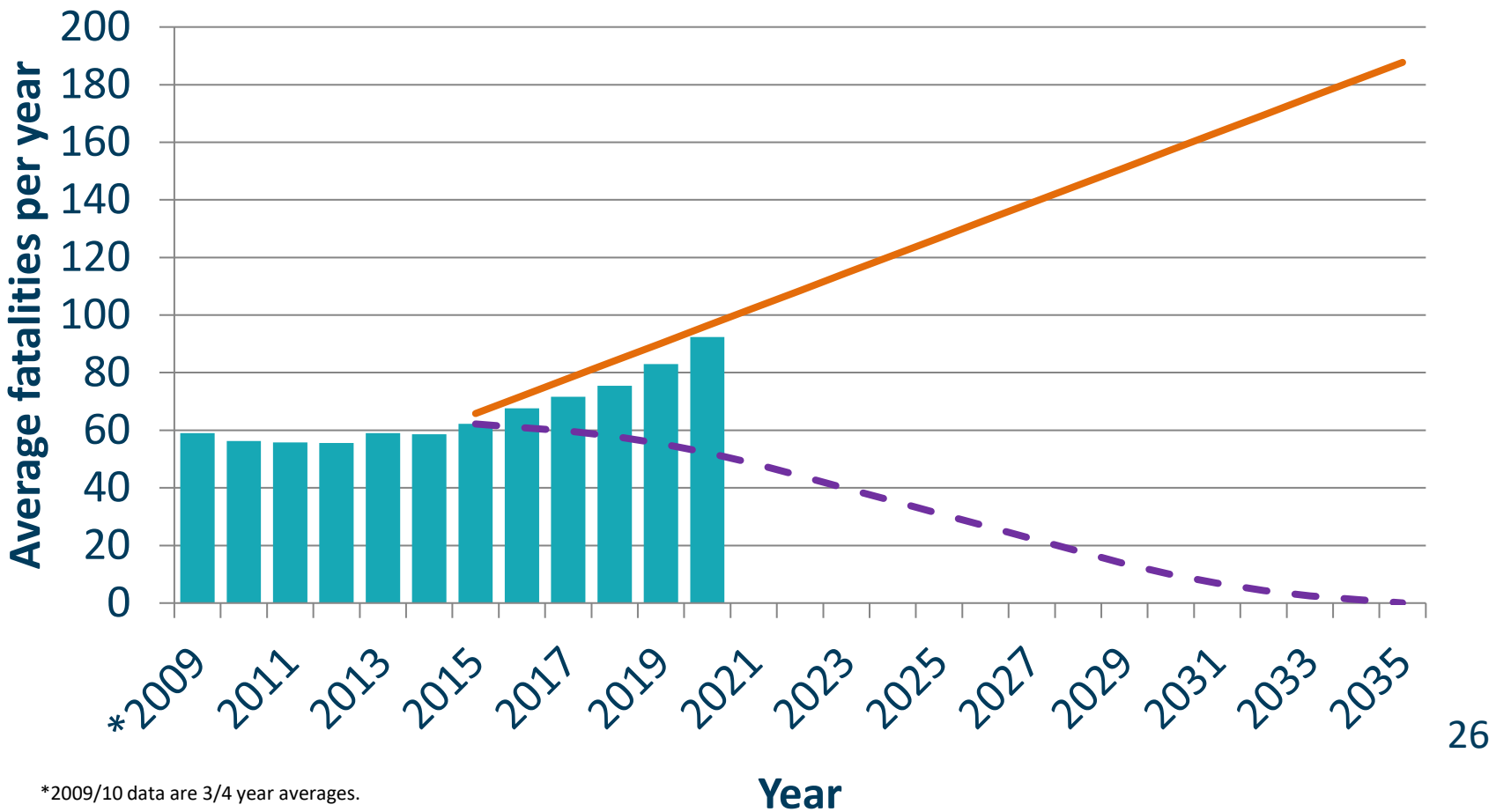
% of the region's jobs accessible within a 45-minute transit ride / 30-minute drive



Draft results. Source: Metro regional travel demand model

Draft results: safety

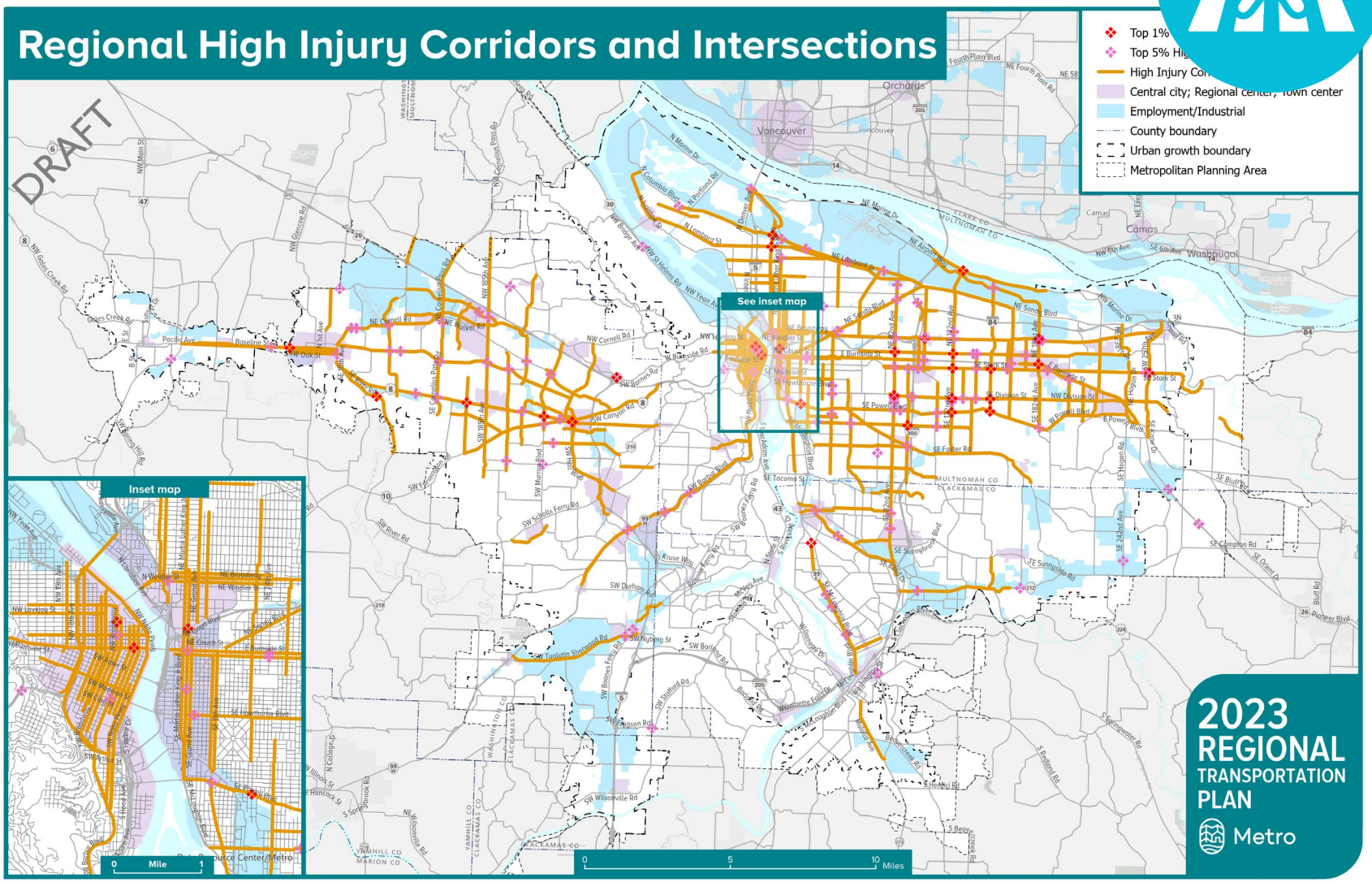
Annual traffic fatalities (5-year averages), trend, and targets



*2009/10 data are 3/4 year averages.

Draft results. Source: ODOT crash data

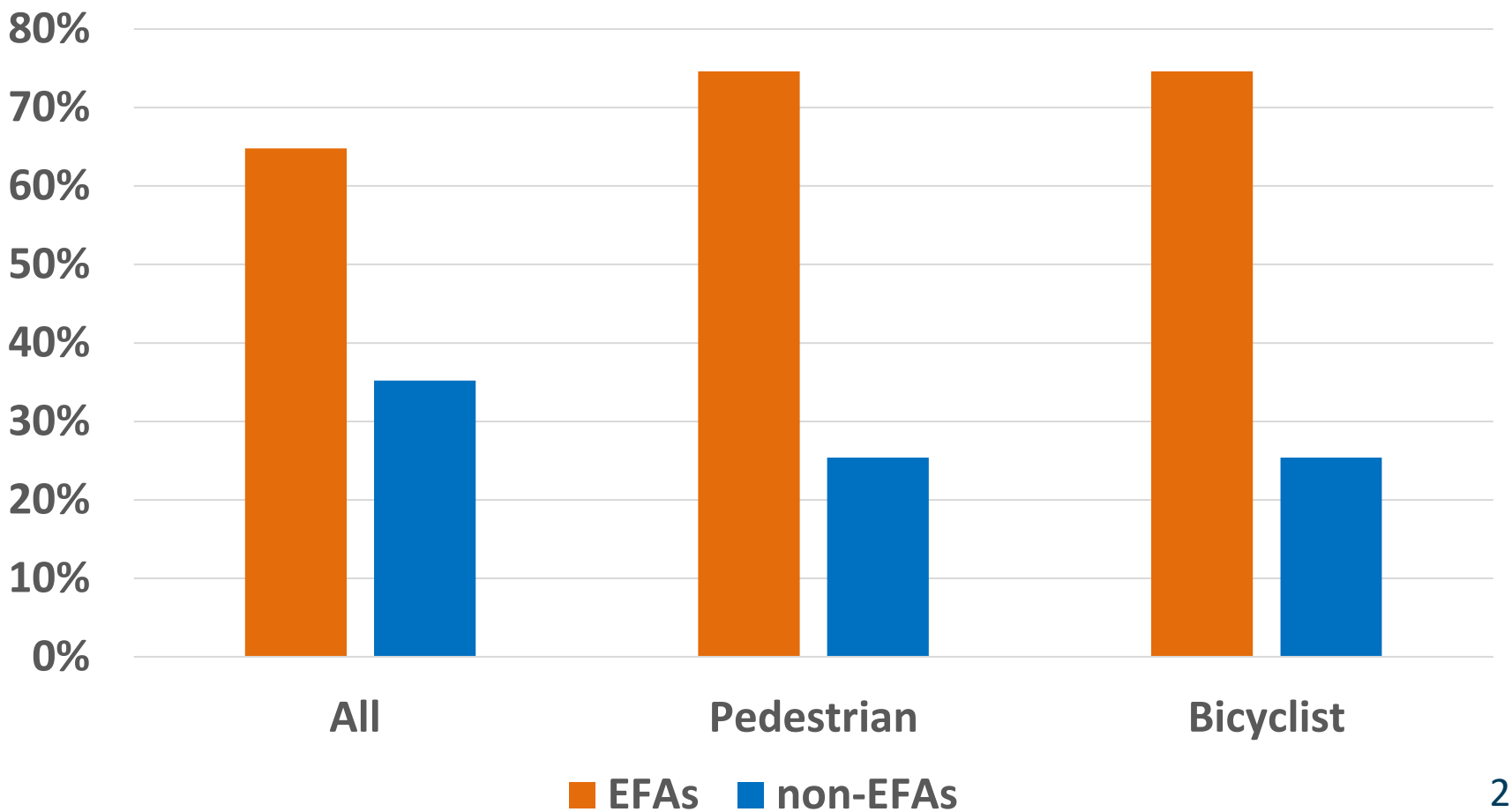
Updated High Injury Network



Corridors where 60 percent of serious/bike/ped crashes occur & the 5% of intersections with the highest rates of these crashes.

Safety is an equity issue

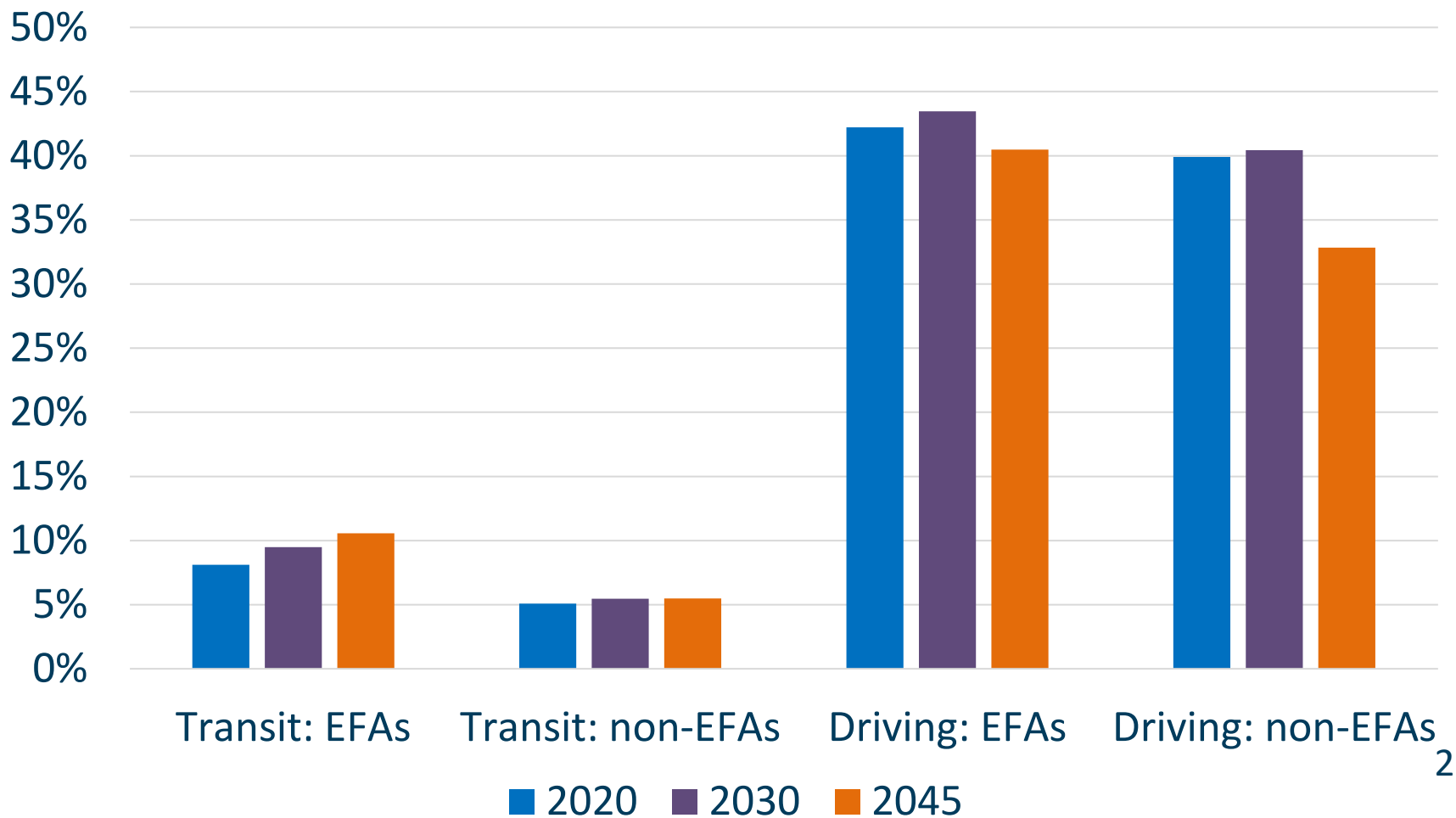
Crashes by mode and in equity focus areas, 2016-21



Draft results. Source: ODOT crash data

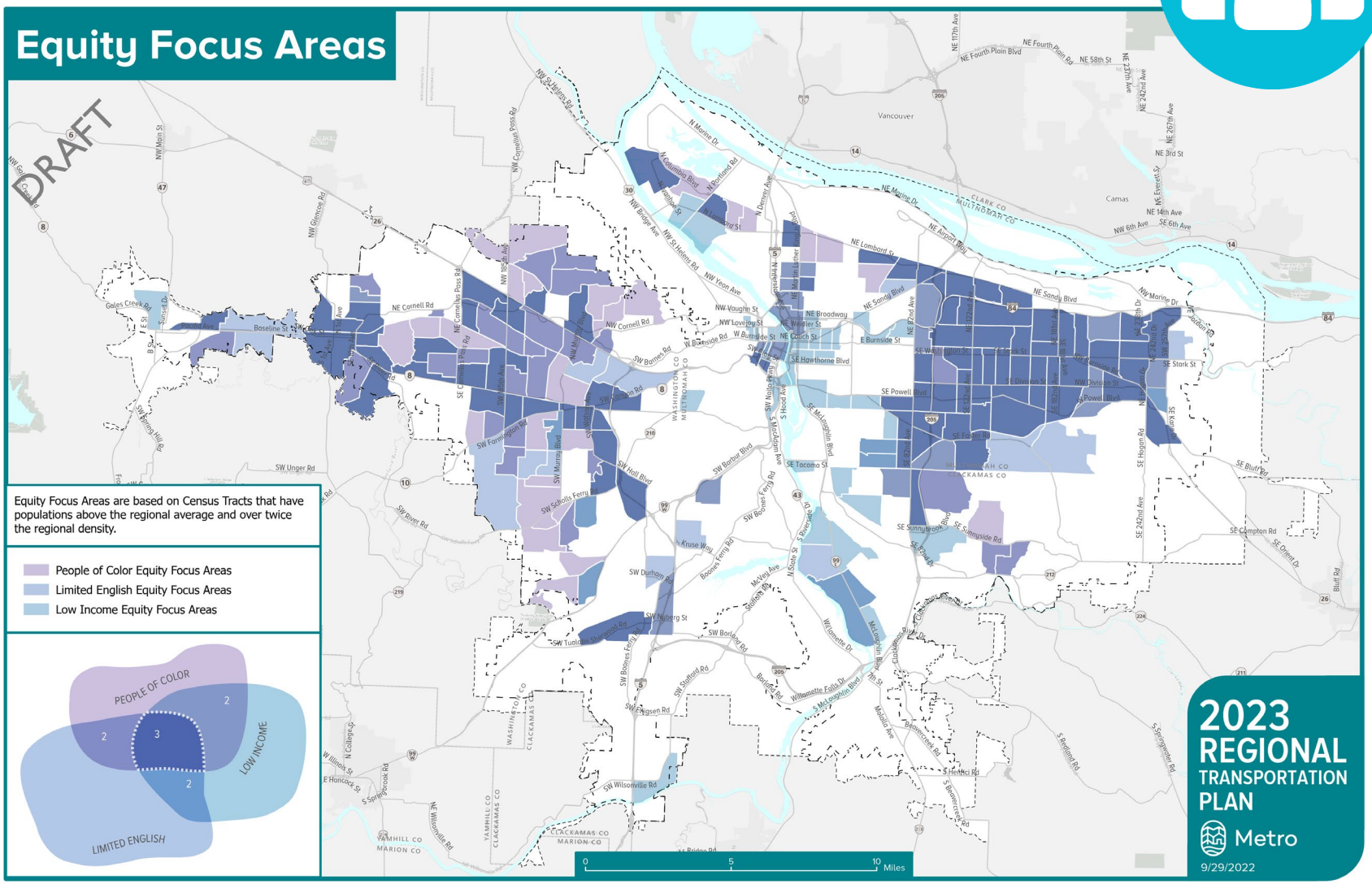
Equity and access to jobs

Access to jobs by mode and in equity focus areas



Draft results. Source: Metro regional travel demand model

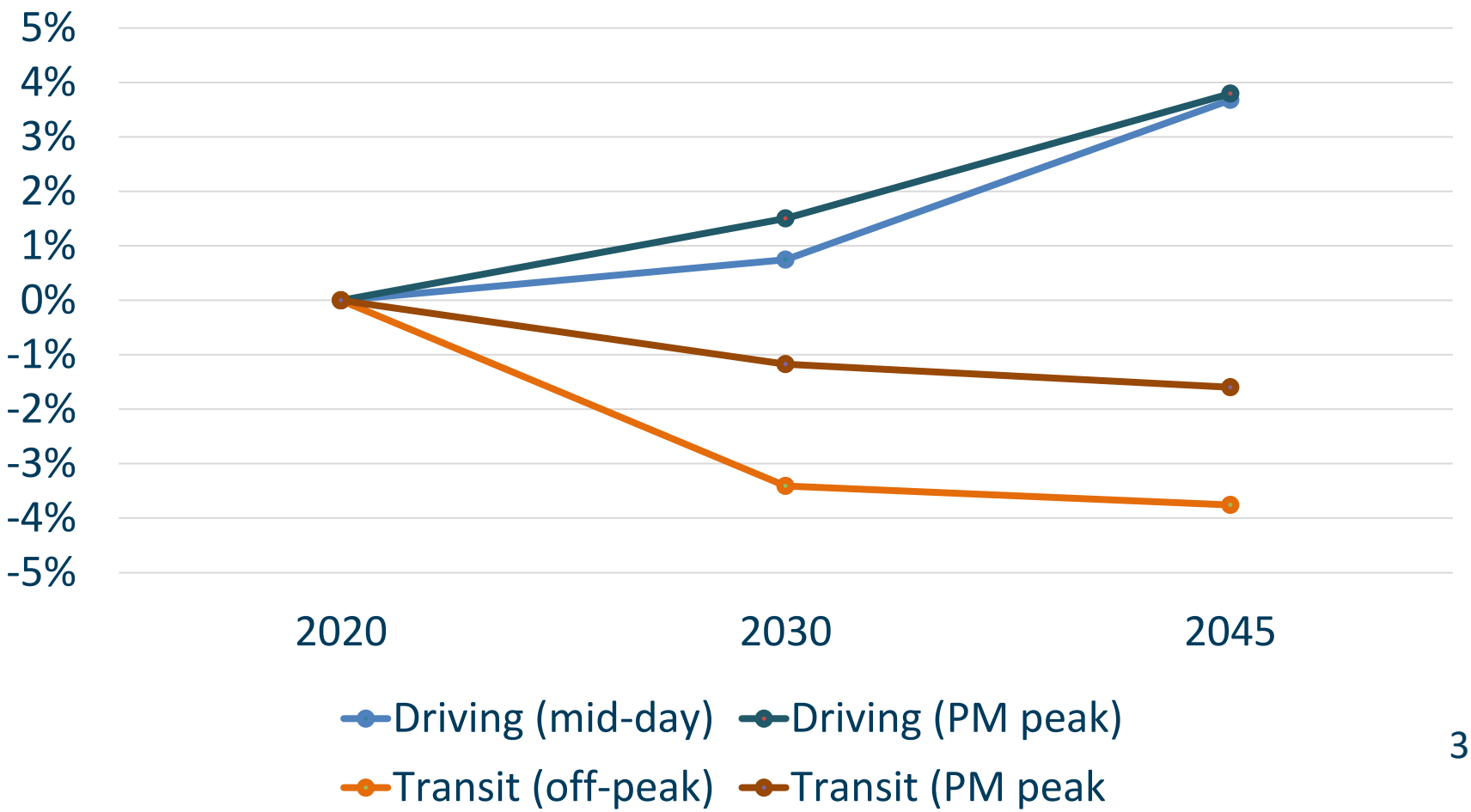
Updated Equity Focus Areas



EFAs are places with concentrations of people of color, people with low incomes, and people with limited English proficiency.

Corridor travel times

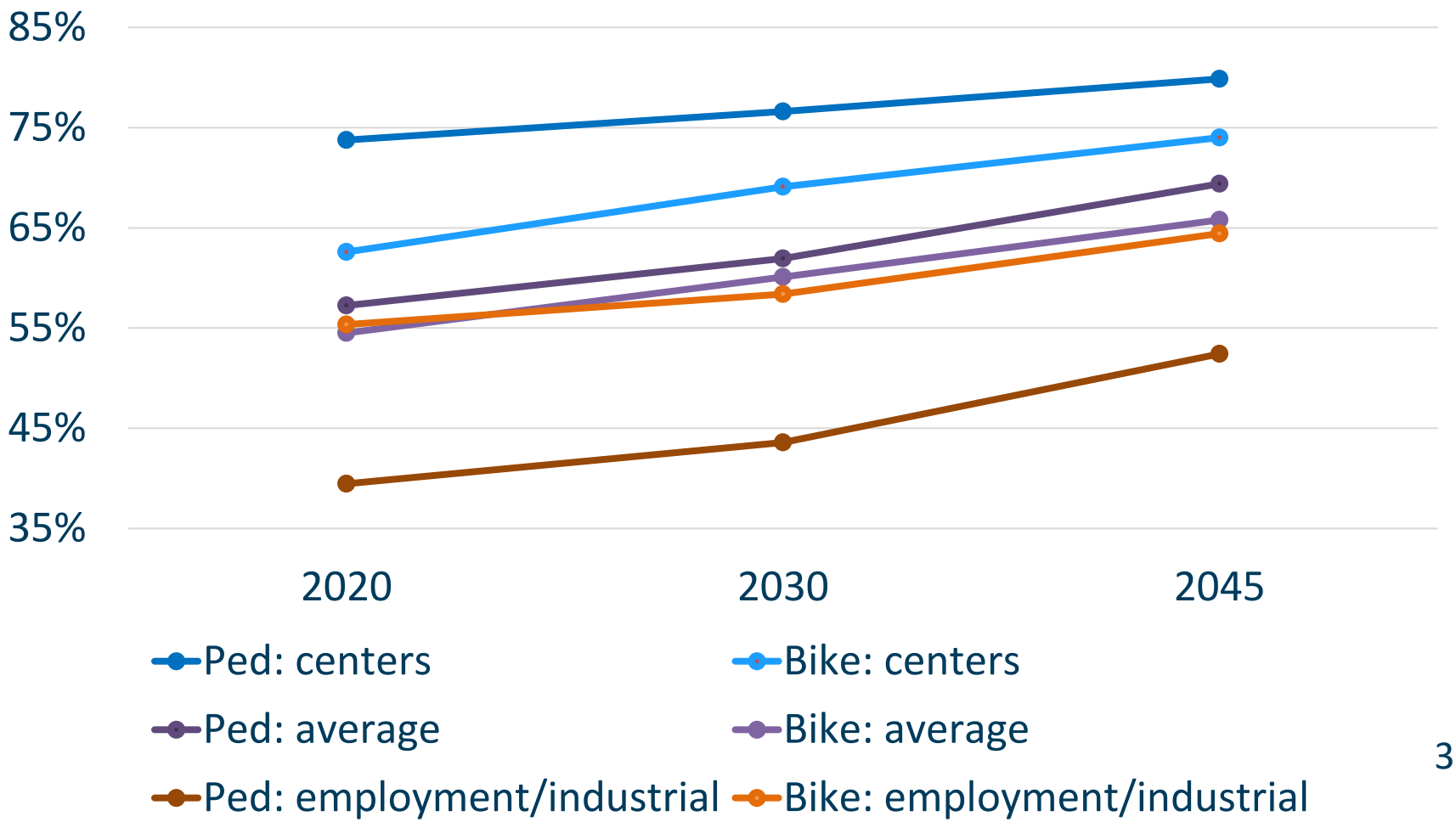
Change in average mobility corridor travel times by mode and time of day



Draft results. Source: Metro regional travel demand model

System completeness

Change in bike/ped system completeness in centers and employment/industrial areas



Draft results. Source: Draft 2023 RTP project list

Metropolitan Transportation Improvement Program Coordination

Transportation Policy Alternatives Committee Presentation

May 10, 2023

SMART
SOUTH METRO AREA REGIONAL TRANSIT

WILSONVILLE
OREGON

About SMART

- 21,000+ people employed in Wilsonville
- 27,000+ people live in Wilsonville
- SMART gave 147,000 rides in FY2022
- Nine routes: Six in town and connections to Canby, Salem, & Tualatin
- Programs: Dial-A-Ride, SMART Options, Vanpool
- All service is free except to Salem and medical trips out of town

WILSONVILLE
OREGON

Recognition

- SMART ranked **8th** for quality of bus & transit services and **9th** for ease of travel amongst cities surveyed in the 2022 National Community Survey
- SMART received the **2022 System Innovation Award** for the successful Bus on Shoulder pilot program

2022

Transit Fund Forecast FY 23-24

Source	Proposed Revenue
Employer Payroll Tax	$6,000,000
Intergovernmental	$4,174,500
Passenger Fare	$40,000
Investment Income	$425,100
TriMet (upkeep at Wilsonville TC)	$16,000
TOTAL	**$10,660,600**
Beginning fund balance	$15,836,033

SMART
SOUTH METRO AREA REGIONAL TRANSIT

WILSONVILLE
OREGON

FY 2023/24 Budget Timeline

May 6: Draft Budget open for public comment

May 17: Budget Committee, first hearing

May 18: Budget Committee, second hearing

June 5: City Council to adopt budget

July 1: New fiscal year begins

SMART
SOUTH METRO AREA REGIONAL TRANSIT

WILSONVILLE
OREGON

Proposed Program of Projects FY 22/23

To be finalized June 5, 2023

5307 Formula: $200,000

- Fleet Yard Design & Scheduling Software

5307 Formula + 5339 Formula: $522,000

- Vehicles & Preventive Maintenance

Surface Transportation Program: $100,000

- SMART Transportation Options Program

5310 Urban Formula: $20,000

- Travel Training for Seniors & People with Disabilities

SMART
SOUTH METRO AREA REGIONAL TRANSIT

WILSONVILLE
OREGON

Questions/Comments?

Kelsey Lewis

Grants & Programs Manager

klewis@ridesmart.com

503-682-4523

SMART
SOUTH METRO AREA REGIONAL TRANSIT

WILSONVILLE
OREGON

TriMet Coordination with the Metropolitan Transportation Improvement Program (MTIP)

TPAC

May 10, 2023

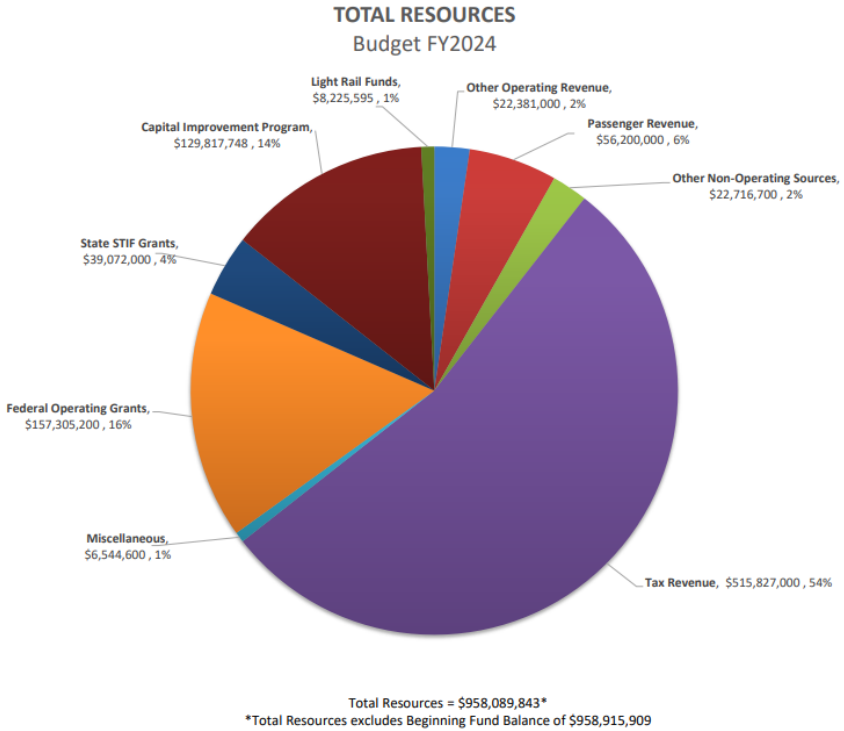
TRIMET

FY2024 Budget Themes

1. Transit Service
2. Transit Equity, Inclusion and Community Affairs
3. Capital Investments
4. Electrification

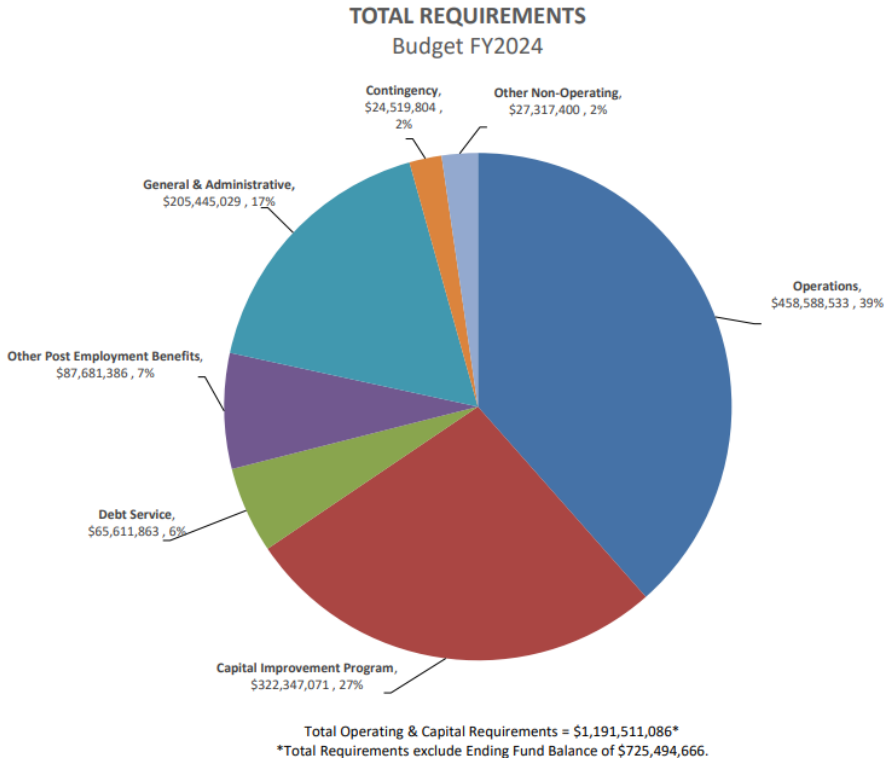
FY2024 Approved Budget – Resources

- Employer Payroll Tax – Local Revenue
  - Total: $515.8M
- Employee Payroll Tax – Local Revenue
  - HB2017/STIF Total $38.7M
- Passenger Revenue – Local Revenue
  - Total: $56.2M
  - Includes fare increase in January 2024
- Still down over 50% [from FY2019] Federal Formula Funding: Base year/year increase of roughly 3%
- Federal stimulus packages:
  - Remaining funds to be drawn down in FY2024 [$104.5M]
  - No additional One-Time-Only resources to supplement operational costs and make up for the loss in ridership



FY2024 Approved Budget – Requirements

- Total Budget of $1.92 billion
- Total Operating Requirements $817.3M
  - Day-to-Day Operating Budget: $458.6M
    - Transportation & Maintenance
  - OPEB: $87.7M
  - Debt Service: $65.6M
- Capital and Operating Projects: $322.3M
- Fund Exchanges & Pass Through Payments: $27.3M
- Contingency: $24.5M
- Ending Fund Balance: $725.5M
  - Restricted bond proceeds: $97.8M
  - Restricted debt service: $43.8M
  - Unrestricted: $583.9M
    - Forecasted to decrease by 19% in FY2024



Budget Timeline

Key Dates

- ✓ **Public Rollout of Budget – March 8th**
- ✓ **Board approved budget for TSCC – March 22nd**
- ✓ **TSCC Hearing – April 26th**
- ➢ **Adopt FY2024 Budget – May 24th**
- ➢ **FY2024 Budget Begins – July 1, 2023**

Program of Projects Discussion

Details of the Proposed FY 2024 Program of Projects are as follows:

FTA Funding Source	Federal Amount	Federal %	Local Amount	Total Project
1. Section 5337 State of Good Repair Grants Formula Program	$39,847,900	80.00%	$ 9,961,975	$49,809,875
2. Section 5310 Enhanced Mobility of Seniors & Individuals w/Disabilities Formula Program	$ 2,020,560	73.66%	$ 722,544	$ 2,743,144
3. STBG Surface Transportation Block Grant	$14,073,323	89.73%	$ 1,610,755	$15,684,078
4. CMAQ Congestion Mitigation & Air Quality	$13,000,000	89.73%	$ 1,487,908	$14,487,908
5. MAP-21 Section 20005(b) Transit Oriented Development (TOD) Pilot Program	$ 315,000	74.62%	$ 107,124	$ 422,124
TOTAL	**$69,256,783**		**$13,890,306**	**$83,147,129**

Program of Projects Discussion

Details of additional programs for the FY 2023 Program of Projects are as follows:

FTA Funding Source	Federal Amount	Federal %	Local Amount	Total Project
1. FY2023 Consolidated Appropriations Act - Community Project Funding	$ 3,000,000	62.57%	$1,794,292	$ 4,794,292
1. FY2023 Consolidated Appropriations Act - Community Project Funding	$ 5,000,000	80.00%	$1,250,000	$ 6,250,000
1. FY2023 Consolidated Appropriations Act - Community Project Funding	$ 5,000,000	59.17%	$3,450,000	$ 8,450,000
1. FY2022 & 2023 Consolidated Appropriations Act - Community Project Funding	$ 4,000,000	83.33%	$ 800,192	$ 4,800,192
2. Section 5339 Bus & Bus Facilities Competitive Program	$ 5,566,583	80.00%	$1,391,646	$ 6,958,229
3. Section 5307 Urbanized Area (ARP Act)	$ 514,045	100.00%	$ 0	$ 514,045
4. Section 20005(b) Pilot Program for Transit-Oriented Development	$ 350,000	66.67%	$ 174,974	$ 524,974
TOTAL	**$23,430,628**		**$8,861,104**	**$32,291,732**

Fiscal Year 2024 Budget

Questions?

Our Values: Safety · Inclusivity · Equity · Community · Teamwork