

Metro | Agenda

Meeting: Metro Council Work Session
Date: Tuesday, June 23, 2015
Time: 2:00 p.m.
Place: Metro Regional Center, Council Chamber

CALL TO ORDER AND ROLL CALL

- | | | |
|----------------|---|---|
| 2:00 PM | 1. CHIEF OPERATING OFFICER COMMUNICATION | |
| 2:10 PM | 2. SW CORRIDOR AND POWELL-DIVISION PROJECT UPDATES | Malu Wilkinson, Metro
Chris Ford, Metro
Dana Lucero, Metro |
| 3:25 PM | 3. METRO ATTORNEY COMMUNICATIONS | Alison Kean, Metro |
| 3:40 PM | 4. COUNCILOR LIAISON UPDATES AND COUNCIL COMMUNICATION | |

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Agenda Item No. 2.0

SW CORRIDOR AND POWELL-DIVISION PROJECT UPDATES

Metro Council Work Session
Tuesday, June 23, 2015
Metro Regional Center, Council Chamber

METRO COUNCIL

Work Session Worksheet

PRESENTATION DATE: 6/23/2015

LENGTH: 70 minutes

PRESENTATION TITLE: SW Corridor and Powell-Division Project Updates

DEPARTMENT: Planning and Development

PRESENTER(s): Malu Wilkinson (x1680), Chris Ford (x1633) and Dana Lucero (x1755)

WORK SESSION PURPOSE & DESIRED OUTCOMES

- Purpose: Provide council with an update on recent and upcoming Steering Committee decisions for the SW Corridor and Powell-Division investment areas.
- Outcome: Council feedback on the transit project decisions, timeline, and milestones.

TOPIC BACKGROUND & FRAMING THE WORK SESSION DISCUSSION

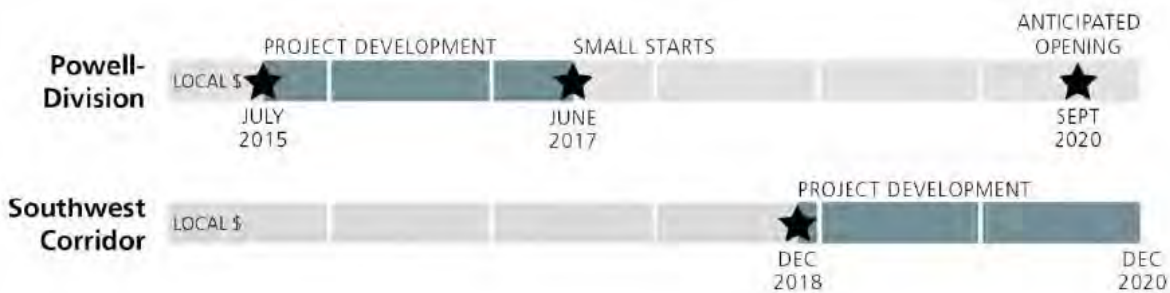
SW Corridor

The purpose of the Southwest Corridor project is to improve the transportation network that links Tualatin, Tigard, Southwest Portland, central Portland and neighboring communities by investing in high capacity transit (HCT), roadway, bicycle and pedestrian solutions. The foundation of the Southwest Corridor Plan is the local land use vision that reflects each community's unique characteristics and aspirations, and identifies areas to focus new development. The project is led by a Steering Committee made up of representatives from Metro (Councilors Stacey and Dirksen), TriMet, ODOT, Washington County, and the cities of Portland, Tigard, Tualatin, Sherwood, King City, and Durham.

In 2009, the project was highlighted as a "near-term regional priority corridor" in Metro's *Regional High Capacity Transit System Plan*. Initial study of HCT – light rail or bus rapid transit – began that same year, with potential destinations, routes and travel modes evaluated at a high level. In December 2014, the Steering Committee directed project staff to pursue an 18-month schedule toward adoption of a Preferred Package of transportation investments. To reach a Preferred Package by spring of 2016, two key Steering Committee decision-making points have been identified: July and December 2015.

On July 13, the Southwest Corridor Steering Committee will consider whether several HCT alignments under consideration in Southwest Portland will continue to be studied as part of the project. Project staff will publicly release their draft recommendations on these decisions on June 12. The alignments under consideration at this time include:

- A deep bored light rail tunnel under Marquam Hill, providing underground stations for OHSU and Hillsdale.
- A cut-and-cover tunnel that would link a surface alignment through South Portland with Hillsdale town center.
- A direct cut and cover light rail tunnel to the PCC Sylvania campus.
- A direct surface bus rapid transit connection to the PCC Sylvania campus.



Powell-Division

The Powell-Division Transit and development project is defining a new regional transit line to connect Portland and Gresham and identifying related investments to support community and economic development. The project is currently refining the bus rapid transit route options for the corridor. As part of the development plan, Metro is partnering with Gresham, Portland and community partners for several investments that support community-based equitable development. The presentation will provide an overview of the project schedule and recent decisions by the Steering Committee. The project anticipates endorsement of the Transit Action Plan, which codifies decisions made in the planning phase, by JPACT in July 2015 and Metro Council in September 2015.

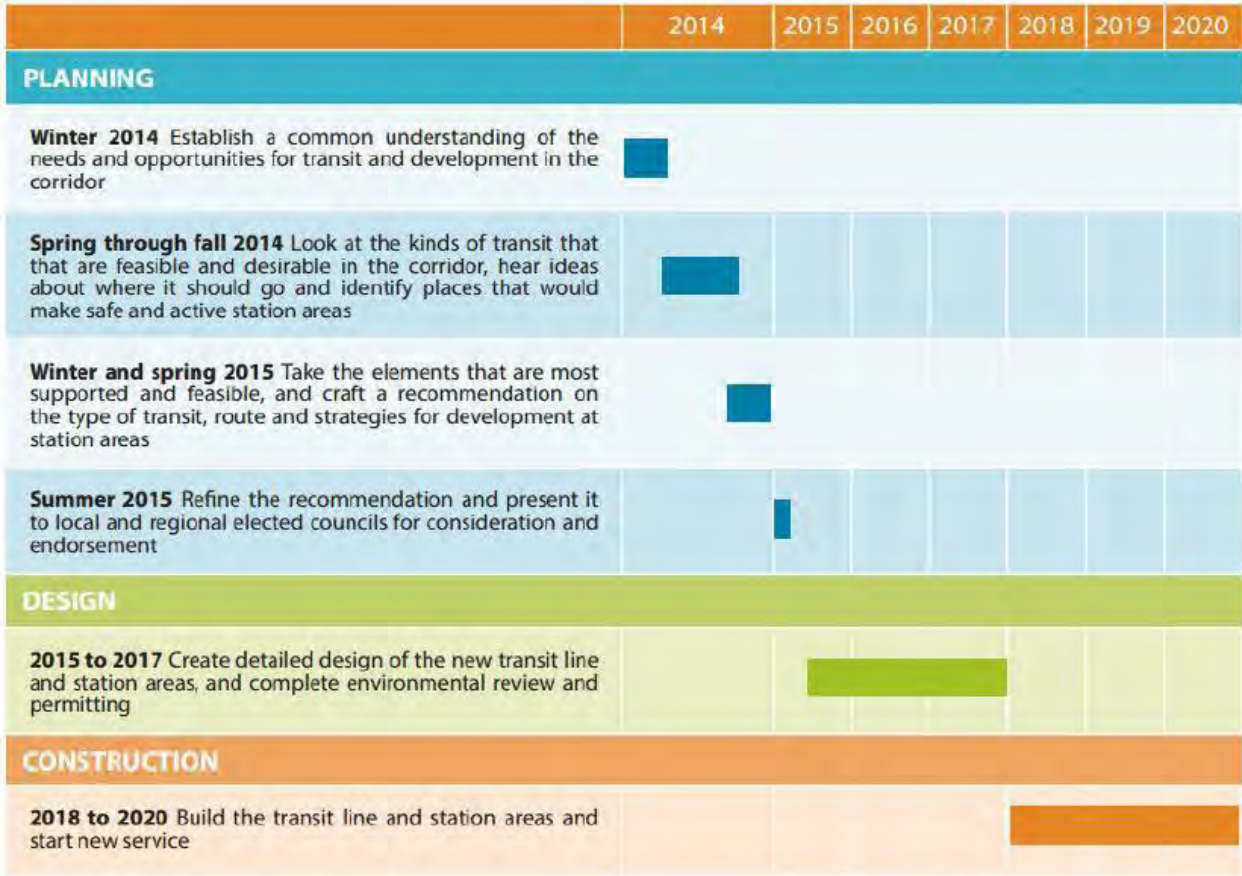
In January 2014, Metro Council adopted Resolution No. 14-4496, creating and appointing members of a Steering Committee for the Powell-Division Transit and Development Project. Metro Councilors Shirley Craddick and Bob Stacey co-chair and represent Metro on the Steering Committee. The Steering Committee has been meeting to decide key milestones, including the establishment of goals and outcomes for the project; identify a wide range of transit alternatives; narrow the transit alternatives; inform a development strategy; and discuss tools to support community-based equitable development. In September 2014, the committee advanced bus options for further study in the corridor along a general alignment. In March 2015, the committee narrowed route options in Portland and Gresham. In March, project staff provided council an update on the transit project and shared investments being developed in the corridor. In April 2015, Metro Council adopted Resolution No. 15-4617, for the purpose of reallocated unspent transit project development funds towards the Powell-Division Transit and Development Project, as well as the Willamette Shoreline and the Southwest Corridor.

On June 1st, 2015, the Steering Committee members refined and then reached unanimous consensus on the Transit Action Plan, codifying decisions made to date and confirming future actions in the Project Development phase. The transit action plan advances a bus rapid transit project with the general route of inner Powell Boulevard transitioning to Division Street to Downtown Gresham, connecting to Mt Hood Community College.

The project is moving forward with local endorsement of the Action Plan, as well as MTAC and JPACT. Elements of the plan include:

- Project goals, outcomes, purpose and need
- Project definition that includes bus rapid transit with a general route of the Tilikum Crossing, Powell Boulevard in Southeast Portland, transitioning to Division Street to Gresham Transit Center and connecting to Mt Hood Community College
- Future actions that advance the transit project and regional supportive actions

The project anticipates beginning project development in the summer of 2015, which will initiate preliminary engineering, environmental approvals, and the finance plan. This anticipated two-year phase will finalize the necessary agreements for a federal grant application, and position the project for final design and construction. The project will also finalize decisions on route, station locations, and design treatments for the Locally Preferred Alternative, which is anticipated for local adoptions and council endorsement in summer 2016.



QUESTIONS FOR COUNCIL CONSIDERATION

- Do you have any questions regarding the timelines and decisions for the SW Corridor Plan and the Powell-Division Transit and Development project?
- Do you have any questions or concerns before the Powell-Division Transit Action Plan is presented to council?

PACKET MATERIALS

- Would legislation be required for Council action Yes No
- What other materials are you presenting today?
 1. Southwest Corridor Plan – Staff Recommendations for July 2015 Decisions
 2. Powell-Division Adopted Decisions by Steering Committee on June 1, 2015
 3. Powell-Division Transit Action Plan June 2015

SOUTHWEST CORRIDOR PLAN - STAFF RECOMMENDATIONS FOR JULY 2015 DECISIONS

Making investments in the Southwest corridor

The Southwest Corridor Plan is an outcomes-oriented effort focused on supporting community-based development and placemaking that targets, coordinates and leverages public investments to make efficient use of public and private resources. The plan was developed to support achieving four balanced goals:

Accountability and partnership

Partners manage resources responsibly, foster collaborative investments, implement strategies effectively and fairly, and reflect community support.

Prosperity People can live, work, play and learn in thriving and economically vibrant communities where everyday needs are easily met.

Health People live in an environment that supports the health of the community and ecosystems.

Access and mobility People have a safe, efficient and reliable network that enhances economic vitality and quality of life.

Overview

The Southwest Corridor of the Portland metropolitan region contains diverse cities and neighborhoods, natural areas and landmarks that contribute to its identity and regional significance. Interstate 5, Highway 217 and 99W-Pacific Highway carry cars, buses and trucks in and around the corridor each day; communities are creating walkable, bikeable town centers; and people come from throughout the region to enjoy natural areas including the Fanno Creek Trail and the Tualatin River Greenway Trail.

Yet the quality of life is being compromised by traffic gridlock and lack of mobility and connections between and among communities for people driving, taking transit, bicycling or walking.

The Southwest Corridor is home to tens of thousands of the region's residents and provides a quarter of the region's jobs. These numbers are expected to double by 2035, making safer, more efficient travel in and around the corridor a top priority for the entire metropolitan region.

Five years ago, regional leaders began envisioning a set of transportation and land use solutions to address key challenges and enhance livability in the Southwest Corridor. Some people think the Southwest Corridor Plan is just about high capacity transit (light rail or bus rapid transit)—but it's much more.

The Southwest Corridor Plan is a package of transit, roadway, bicycle and pedestrian solutions that can help reduce congestion, improve circulation and improve quality of life in this corridor. The Southwest Corridor Plan defines investments to help realize the local land use visions adopted by each community in the area. Community members, business leaders, transit providers, the State and local governments are working together right now to plan for these transportation and community development improvements in this corridor.

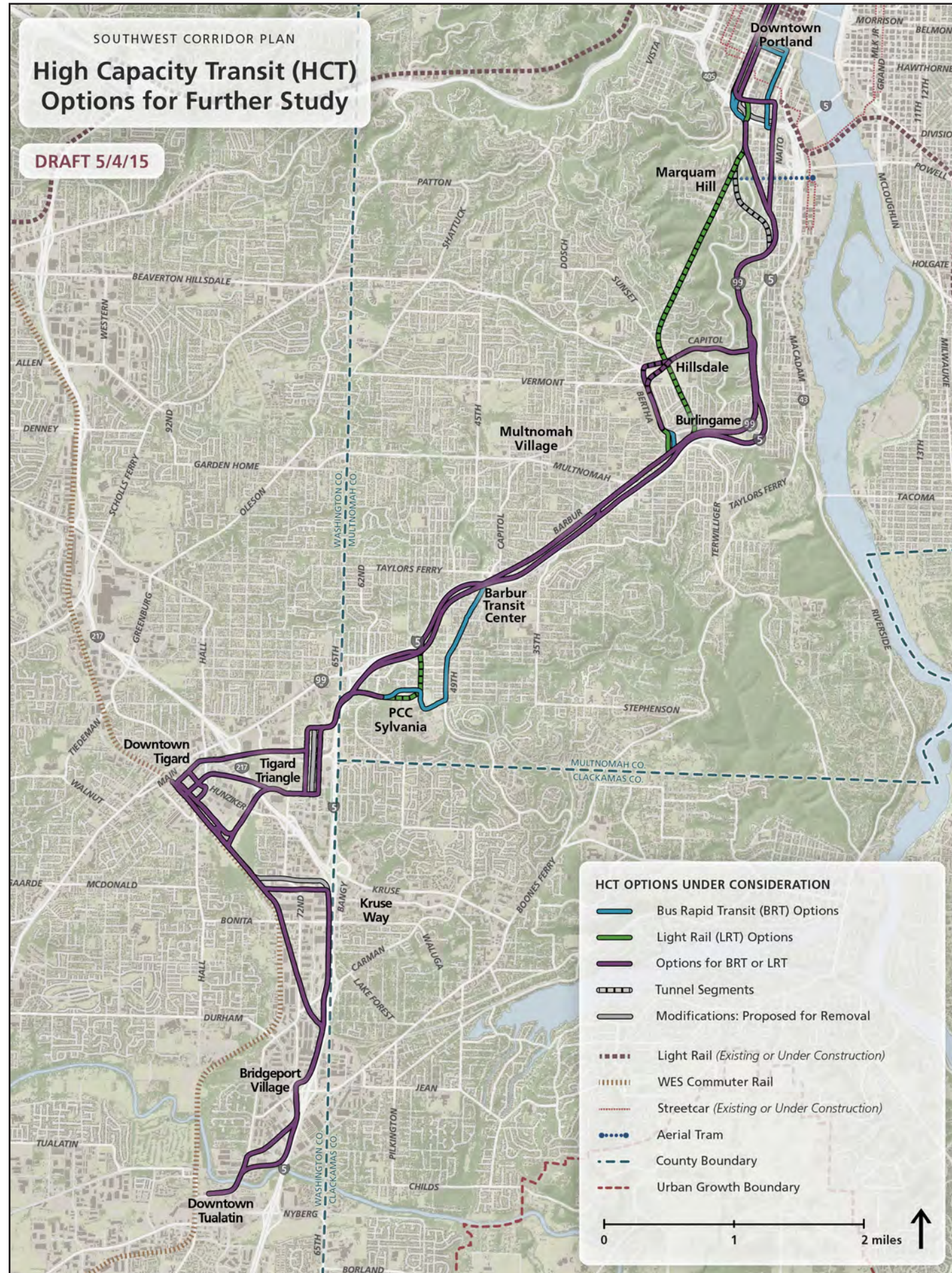
On July 13, 2015, the Southwest Corridor Plan Steering Committee will consider whether several high capacity transit (HCT) alignments under consideration in Southwest Portland will continue to be studied as part of the project. Staff from Southwest Corridor project partners have developed this set of draft recommendations to inform the committee and aid their deliberations and decision making. Staff formed these recommendations based upon direction from the committee, technical analysis and consideration of input from community groups and the general public.

Steering committee members

Metro Councilor Craig Dirksen, co-chair
 Metro Councilor Bob Stacey, co-chair
 Sherwood Mayor Krisanna Clark
 Tigard Mayor John Cook
 Beaverton Mayor Denny Doyle
 TriMet general manager Neil McFarlane
 Portland Commissioner Steve Novick
 Tualatin Mayor Lou Ogden
 Washington County Commissioner Roy Rogers
 Durham Mayor Gery Schirado
 King City Commissioner Suzan Turley
 ODOT Region 1 manager Rian Windsheimer

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Staff recommendation summary

Staff recommends that the steering committee make the following decisions:

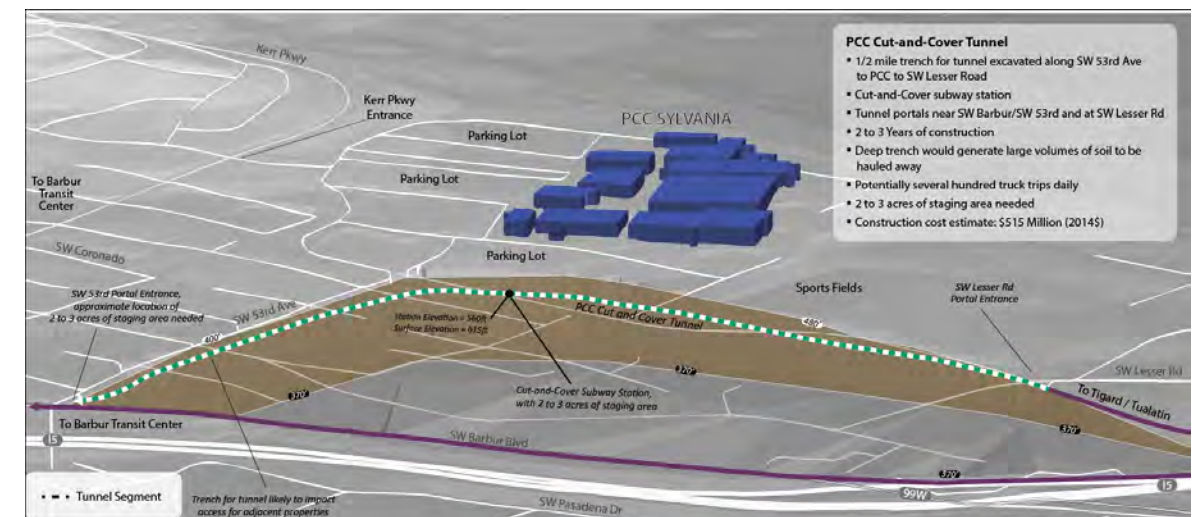
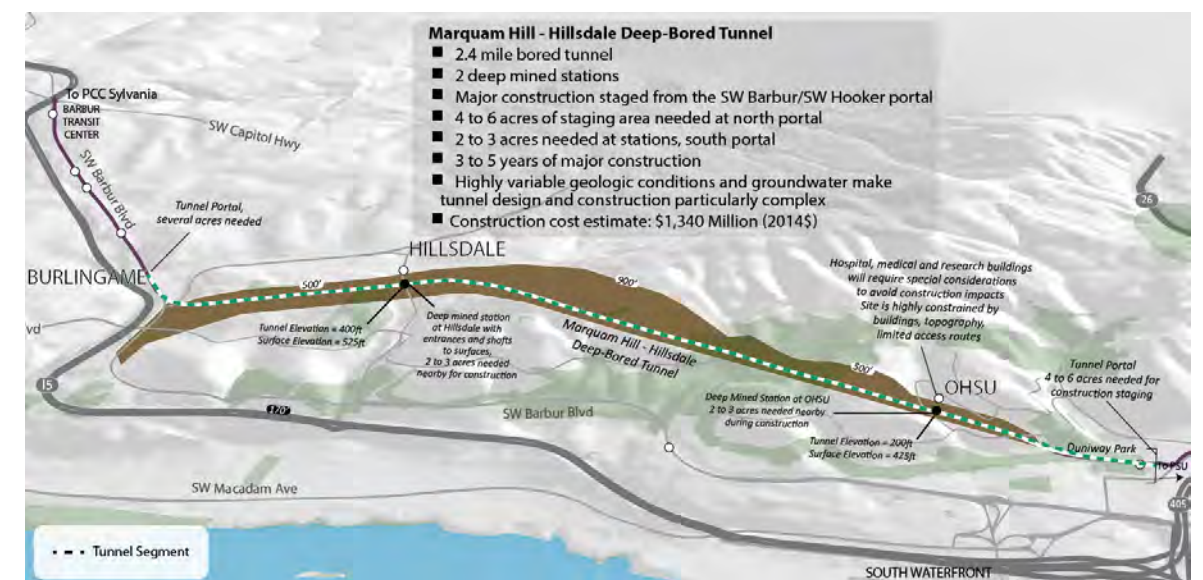
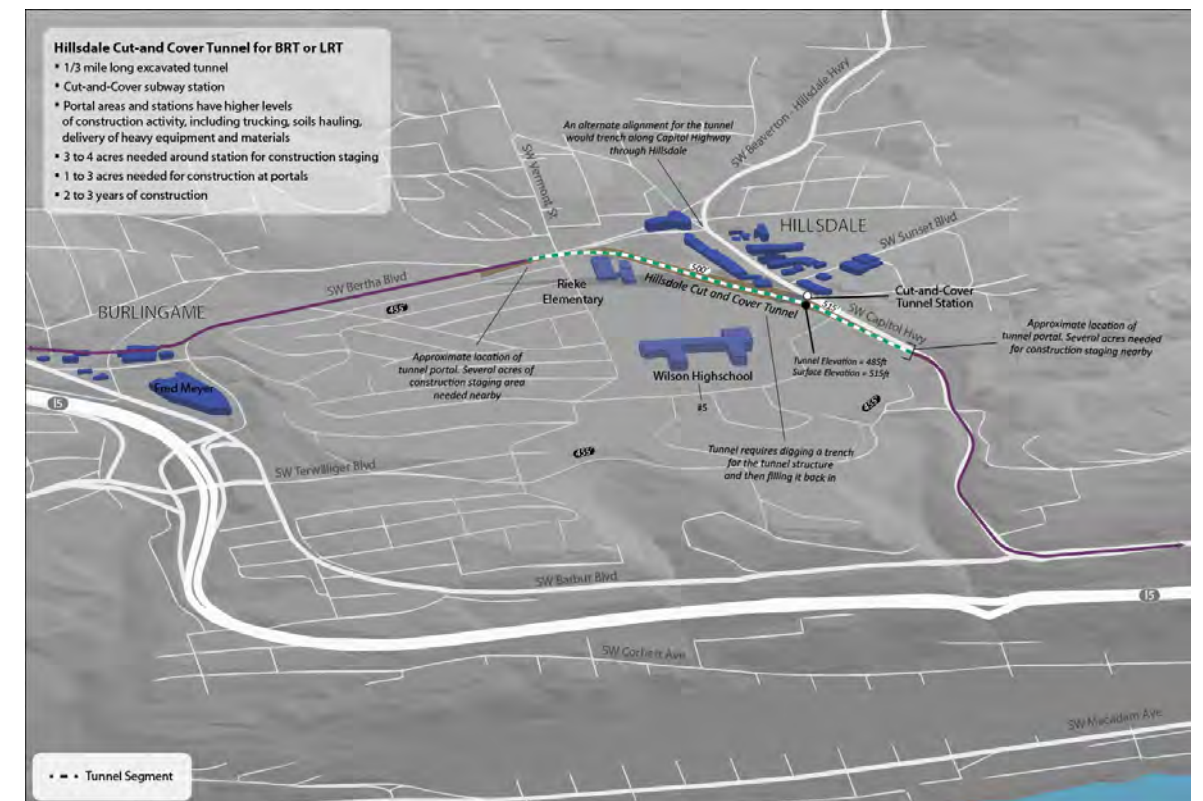
- Remove the Marquam Hill-Hillsdale tunnel from further consideration and continue studying how enhanced walk and bike connections can provide enhanced access to Marquam Hill from a surface alignment along Southwest Barbur Boulevard or Southwest Naito Parkway.
- Remove the Hillsdale Loop option with a cut-and-cover tunnel from further consideration and continue studying enhanced local bus service for Hillsdale town center and connections to HCT on Southwest Barbur Boulevard.
- Reschedule the decision regarding the PCC-Sylvania light rail cut-and-cover tunnel to October 2015. From July to October, conduct additional analysis and public outreach to better understand trade-offs of direct light rail service versus cost and construction impacts and to learn more about future campus planning efforts. Continue exploring local transit enhancements and a pedestrian/bicycle connection to campus along Southwest 53rd Avenue from Southwest Barbur Boulevard.
- Continue studying the direct bus rapid transit connection to the PCC-Sylvania campus via Southwest Capitol Highway and Southwest 49th Avenue.
- Accept technical modifications to HCT alignment options.

Alignments under consideration

The committee is considering whether to continue the study of the following alignments:

- **Marquam Hill-Hillsdale deep-bored tunnel** between downtown Portland and Southwest Bertha Boulevard (light rail only).
 - This option would tie into the downtown Transit Mall via a new bridge at Southwest Fourth Avenue connecting to the Portland-Milwaukie light rail (Orange Line MAX) tracks at Southwest Lincoln Street. Access to the tunnel portal would be in the vicinity of Southwest Hooker Street.
 - The tunnel would extend under Marquam Hill with a deep station (more than 220 below grade) to directly access Oregon Health & Science University (OHSU) and indirectly connect to the VA Medical Center and Casey Eye Institute through the OHSU campus.
 - A second station (approximately 140 feet deep) would be located under the Hillsdale town center, near the intersection of Southwest Capitol Highway and Southwest Sunset Boulevard.
 - The tunnel would exit the hillside in the vicinity of Bertha where it meets Southwest Barbur Boulevard. A station in this location (near Southwest Custer Street and Southwest 13th Avenue) would likely need to be elevated above Barbur to avoid traffic impacts and to provide a station area in the desired vicinity.
- With this alignment option there would be no surface connections to inner southwest Portland south of I-405.

- **Hillsdale Loop** using Barbur Boulevard south of Southwest Hamilton Street, looping through the Hillsdale town center via Capitol Highway and Southwest Bertha Boulevard, including a cut-and-cover tunnel in or near the town center commercial area (bus rapid transit or light rail).
 - A surface alignment on Capitol in Hillsdale would have major impacts to the main street in order to maintain vehicle lanes and run HCT in exclusive right of way. Therefore, in July 2014 the steering committee recommended that only an alignment in a cut-and-cover tunnel should be considered further. A cut-and-cover tunnel entails excavating along the path of the tunnel, building the tunnel structure within this excavated trench, and then covering up the tunnel and rebuilding any disrupted roadways, structures, or fields above.
 - This option would depart from the Barbur alignment at the Capitol southbound off-ramp. HCT would cross the southbound lanes of Barbur on a new overpass structure and then run in the center of Capitol. Near Southwest Sunset Boulevard, HCT would enter a portal to drop under Capitol in the cut-and-cover tunnel, and then could either continue under Capitol to Bertha or sweep to the south, passing behind the commercial buildings and under the sports fields next to Rieke Elementary School. HCT would emerge at a portal on Bertha near the intersection with Southwest Vermont Street.
 - The Hillsdale HCT station would be located underground near the intersection of Capitol and Sunset. The Burlingame station on Barbur would be located in the vicinity of Barbur, Custer and 13th Avenue.
- **PCC campus via Capitol Highway** (bus rapid transit only)
 - This alignment is unique to bus rapid transit due to the steep slopes approaching and departing the PCC Campus which light rail cannot operate on without a tunnel.
 - Looking north-to-south, the route would depart Barbur at the Crossroads intersection and run in the center of Capitol and Southwest 49th Avenue to the PCC-Sylvania campus. Bus rapid transit would then head west through campus and then run on a new structure stretching from Southwest Lesser Road across I-5 to the Tigard Triangle.
 - This alignment would include a station at the “front door” of the PCC campus, as well as a station at Capitol and Southwest Comus Street, near Holly Farm Park and the Capitol Hill Library. The alignment would include parallel bike and pedestrian facilities along Capitol and 49th Avenue.
- **PCC cut-and-cover tunnel** (light rail only)
 - This light rail-only alignment would run along Barbur from the Barbur Transit Center to Southwest 53rd Avenue, and then enter a cut-and-cover tunnel running underneath 53rd toward the PCC campus. An underground station would serve PCC. Light rail would then run westward and emerge from the cut-and-cover tunnel near Lesser Road. As with the direct bus rapid transit connection alignment, light rail would travel through a wooded area and across I-5 into the Tigard Triangle on a new bridge.
 - This alignment would include bike and pedestrian facilities along Barbur east of 53rd Avenue.



Planning process

2009-2011: Shared goals, current conditions

The Southwest Corridor project truly originated in Metro’s 1982 Light Rail System Plan, which envisioned possible regional transit extending between downtown Portland, Tigard, and Tualatin at a conceptual level. In 2009, the project was highlighted as a “near-term regional priority corridor” in Metro’s Regional High Capacity Transit System Plan, meant to guide investments in light rail, commuter rail, bus rapid transit and rapid streetcar in the Portland metropolitan area.

Initial study of high capacity transit (HCT) in the Southwest Corridor began that same year, with potential HCT destinations, routes and travel modes evaluated at a high level. The foundation of the Southwest Corridor Plan is the local land use vision that reflects each community’s unique characteristics and aspirations, and identifies areas to focus new development. The plan’s steering committee – elected leaders from each of the Plan’s partner communities, plus representatives from TriMet and ODOT – began its work by identifying the goals that the communities in this region share for living, working and getting around. To understand what makes these communities great, early steps in the project focused on assessing existing conditions in the corridor now and what the future may hold.



2012-2013: The elements of great places

Beginning in 2012, Southwest Corridor partners worked to identify a set of collective investments that help achieve local visions and also link these communities with a more effective, reliable and safe regional transportation network. They engaged the public on the investments that would make it easier, safer and more enjoyable to get around in their communities, and studied the viability of different options for new transit to serve the whole Corridor.

In 2013, the Southwest Corridor adopted a comprehensive Shared Investment Strategy that established a vision of investments in parks, trails, sidewalks, transit and road improvements from Portland to Sherwood, Beaverton to Lake Oswego to support community goals. Some projects in the strategy are already underway; others require further study or funding for implementation.

The steering committee also made key decisions regarding the potential HCT route, including keeping high capacity transit off of Highway 99W south of Portland and not extending high capacity transit to Sherwood or King City.



2013-2016: Project refinement

This phase of the Southwest Corridor planning process aims to determine and select the most promising HCT alignments that best meet the project goals.

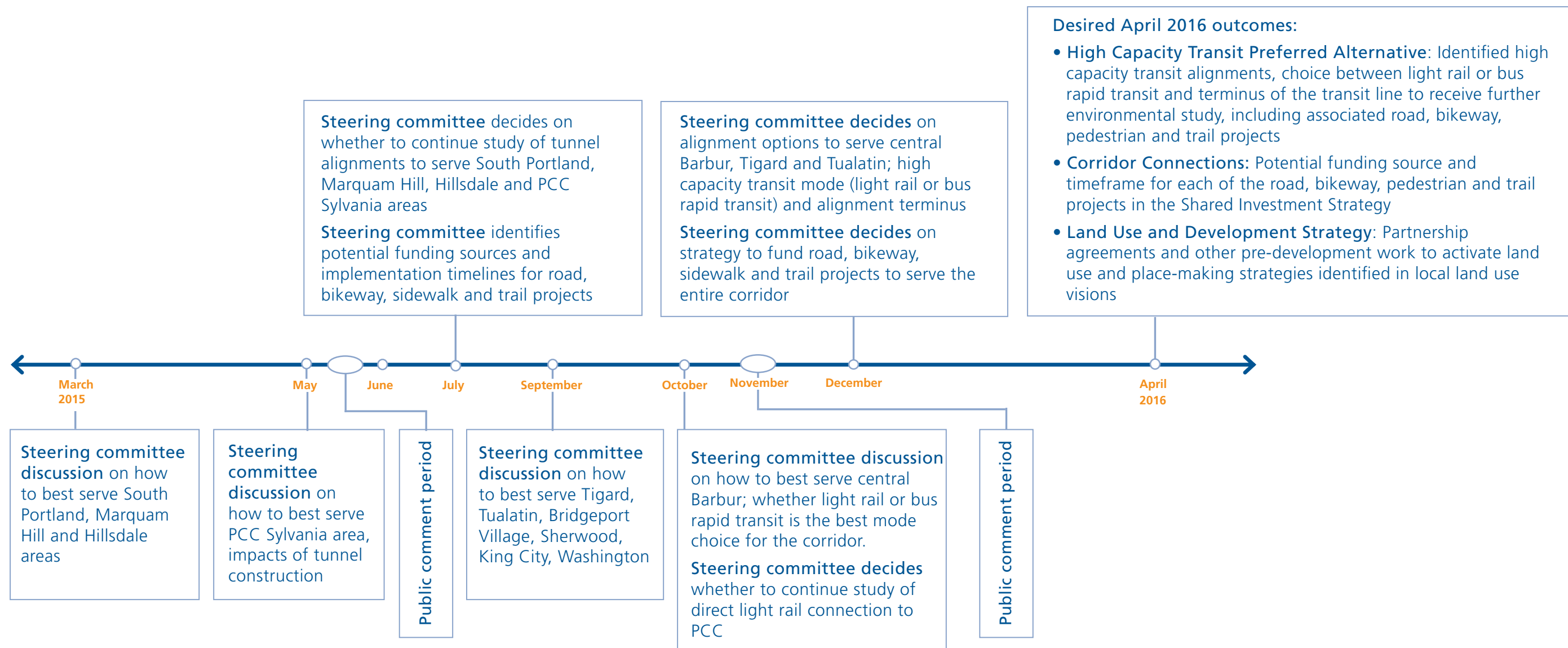
From late 2013 through 2014, the Southwest Corridor Plan partners conducted a focused refinement study of the usage, community benefits, traffic impact and potential costs of high capacity transit options. In December 2014, the Steering Committee directed project staff to use these findings and further community input to develop a Preferred Package of transportation investments to support community land use goals. To reach a Preferred Package by spring of 2016, two key Steering Committee decision-making points have been identified: July and December 2015.

The July 2015 steering committee decisions addressed in this document focus on direct versus indirect access to key destinations in the Portland segment of the corridor: Marquam Hill, Hillsdale town center and the Portland Community College (PCC) Sylvania Campus. The steering committee will also consider technical modifications to other HCT alignments.

The December 2015 steering committee decisions will focus on the remaining HCT alignments and terminus options as well as an HCT mode decision between light rail and bus rapid transit. Early in 2016, the steering committee will identify a draft Preferred Package, including:

- HCT travel mode (light rail or bus rapid transit),
- alignment options,
- terminus options,
- associated roadway and active transportation projects for further study in a Draft Environmental Impact Study (DEIS),
- a funding strategy for additional priority roadway, bicycle and pedestrian projects throughout the corridor, and
- integrated land use and development strategies.

Current proposed alignments along Barbur Boulevard and Naito Parkway will continue to be studied through the DEIS phase.



Public input

From November 2014 to June 2015, project partner staff had many opportunities to connect with people interested in the Southwest Corridor. Staff met with hundreds of people in person through local community meetings, small group discussions, individual conversations and a planning forum in May. The outreach strategy focused on the key places throughout the corridor to better understand the unique opportunities, challenges and community perspectives that exist. Staff also gathered public input about how the Southwest Corridor Plan can provide benefit to both individual communities and the corridor as a whole.

In addition, an online comment period took place from May 8 through 22. Throughout the two week period, more than 1,300 individuals responded to the online survey and 3,000 people visited the online interactive map tool, some of whom responded to survey questions embedded in the map.

Connecting input to decision makers

Each month, project staff and decision-makers receive updates on our outreach activities and what we are hearing from the public. Staff reviewed input collected through our online comment period and integrated key findings into these draft recommendations.

Decision-makers know this is a complex, technical project that will have real impact on people's lives. Hearing from the public highlights the different needs and choices that each community is facing. A detailed public comment summary will be released prior to the July steering committee meeting. It will incorporate perspectives gained at a June 17th project open house along with feedback received after the time period reflected in this summary.

*"As representatives of the people, we understand there are a lot of diverse opinion throughout the corridor. We need to hear from as many people as possible to form our decisions."
– Metro Councilor Craig Dirksen*

Key findings

- Many respondents to the survey were supportive of transportation improvements in the Southwest Corridor that will increase choices and create better transit service.
- Most people who responded to the survey felt that directly serving Marquam Hill and PCC Sylvania with high capacity transit was important. Many felt that transit tunnels were the best way to achieve this, while others felt that transit tunnels were not worth the project cost and impacts to communities.
- Walk and bike improvements are very important to many people who responded to the survey; roadway improvements were less important. Many respondents feel there is inadequate service to OHSU, PCC Sylvania and Hillsdale today.
- Many people felt that the high cost of tunnels made them a non-viable option. A smaller group felt it was worth it to spend the money to assure that the project delivers top benefit to the region long term.
- People who participated in person at meetings felt more strongly than online respondents that construction impacts should be a major factor for decision makers to consider.

We asked online and in person survey respondents to pick the top three factors that decision makers should consider when making decisions about which alignments will continue as part of the project.

Marquam Hill-Hillsdale light rail tunnel:

44-50%
of respondents
selected

- High project cost
- Alignment has high ridership projections
- Alignment provides a direct connection to the top of Marquam Hill

Hillsdale Loop bus rapid transit or light rail tunnel:

44-47%
of respondents
selected

- High project cost
- Alignment includes walk/bike improvements on Capitol Highway
- Alignment has lower travel time and lower ridership projections than other alternatives

PCC Sylvania light rail tunnel:

39-62%
of respondents

- Alignment provides direct access to PCC Sylvania
- Alignment has high ridership projections
- Alignment includes walk/bike improvements on Barbur Boulevard
- High project cost

PCC Sylvania BRT Capitol surface alignment:

40-51%
of respondents
selected

- Alignment provides direct access to PCC Sylvania
- Alignment includes walk/bike improvements on Capitol Highway
- Alignment has high ridership projections
- Concern for closing lanes on Capitol Highway

"I strongly support use of money on bike, pedestrian and connectivity to major line on Barbur."



"Get us out of cars!"

"Far, far too expensive when a reasonable alternative exists."



"The tunnel represents the best investment for the long-term"

"Connecting PSU, OHSU and PCC would be a great investment in empowering people with education."



"Tunneling would negatively effect the businesses and hurt the community."

We asked respondents to the online survey to select all of the positive outcomes can the Southwest Corridor Plan bring to local communities.

- 77% • Fast, reliable transit travel times
- 46% • Increased access to employment and education centers in the Corridor
- 29% of respondents selected • Results in fewer cars on the road
- Walk/bike improvements
- Generates significant number of new transit riders
- Improved access to key regional destinations
- Wise use of public resources

How are we doing?

The overarching objectives of the Southwest Corridor outreach plan are to:

- Provide relevant information to the public about upcoming project deliberations;
- Generate public feedback and ensure that feedback is presented to decision makers;
- Communicate with stakeholders in a way that generates understanding and enthusiasm for the project; and
- Build on existing relationships with engaged members of the public and build new relationships with public whose perspectives have been underrepresented to date.

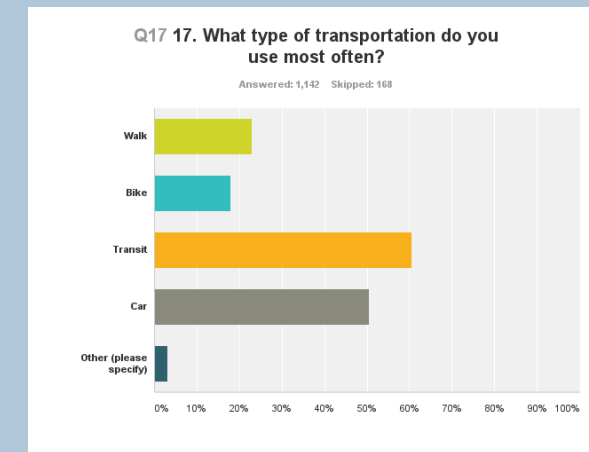
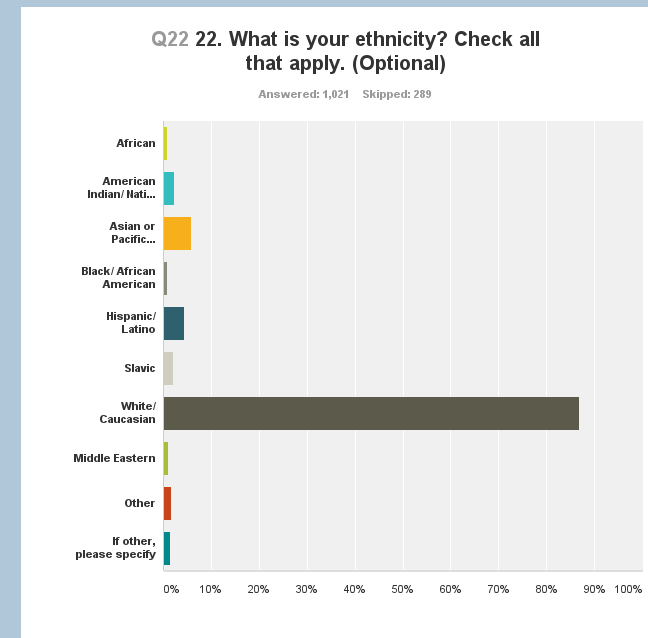
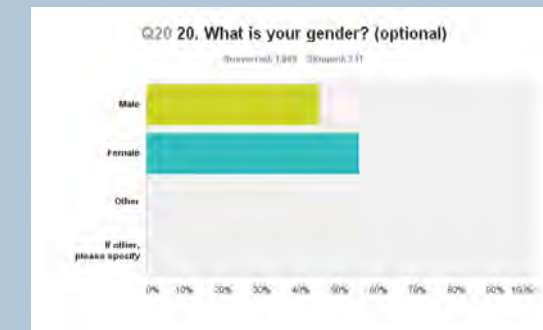
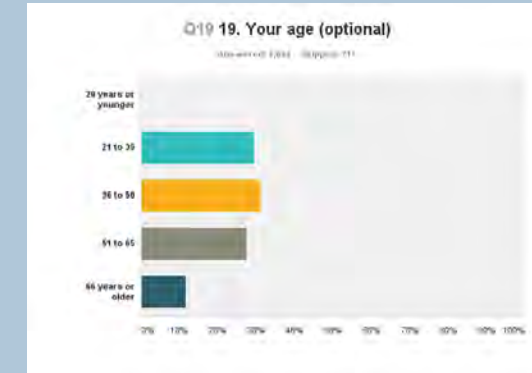
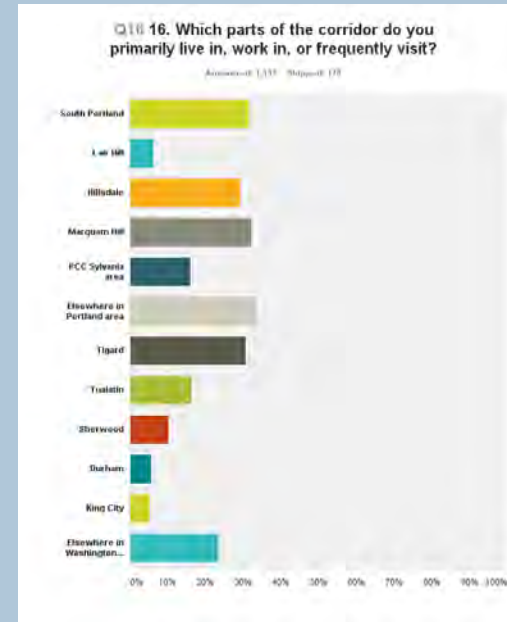
Based on what we've learned throughout the last nine months of outreach, our goals moving forward are to better understand what benefits a project can deliver that will have the greatest value to the public, and to better understand how the plan could impact youth, seniors, communities of color and lower-income residents throughout the corridor.

How are we doing? Tell us what you think at swcorridorplan@oregonmetro.gov.

Community Conversations

One of our approaches to outreach included Community Conversations – opportunities to talk and build relationships with people whose perspectives are too often left out of the planning process. The goals of the Community Conversations are to meet groups and individuals where they are, to understand how transportation planning does or does not align with the organizational mission and to hear their ideas about their transportation needs and solutions before asking them to engage with or provide feedback on our approach. For example, these conversations included meetings with affordable housing residents, youth gardeners and Somali families.

Who did we hear from during our online comment period?



“Face-to-face meetings are good because you can talk to people, it’s nice when you can come to our site” – Jessica
 “Southwest needs sidewalks. It’s scary to walk on the street in Southwest.” –Kaltun
 “TriMet is my limo.” – Elias

Project purpose and need

The purpose of the Southwest Corridor project is to improve the transportation network that links Tualatin, Tigard, Southwest Portland, central Portland and neighboring communities by investing in high capacity transit, roadway, bicycle and pedestrian solutions. Early on, stakeholders identified key needs the project should address.

- Transit service to places where people need or want to go is limited.
- Limited street connectivity and gaps in pedestrian and bicycle networks create barriers and unsafe conditions for transit access and active transportation.
- Travel is slow and unreliable on congested roadways.
- There is increasing unmet demand for transit service in the corridor.
- There is a limited supply and range of housing options with good access to multimodal transportation networks.
- The corridor is rich in parks, trails and natural areas that need to be protected or enhanced.

To address these needs, in 2014 Southwest Corridor leadership adopted a project Purpose and Need that includes thirteen goals.

- Serve the existing and projected transit demand in the corridor.
- Improve transit service reliability in the corridor.
- Improve transit frequency and travel times.
- Provide options that reduce overall transportation costs.
- Improve multimodal access to a range of housing types and business in growing communities.
- Improve potential for housing and commercial development in the corridor and encourage development in centers and transit-oriented development at stations along the corridor.
- Ensure benefits and impacts promote community equity.
- Increase multimodal transportation options and improve mobility in the corridor.
- Complete multimodal transportation networks in the corridor.
- Advance transportation projects that increase active transportation and encourage physical activity.
- Provide transit service that is cost effective to build and operate with limited local resources.
- Advance transportation project that are sensitive to the environment, improve water and air quality and help reduce carbon emissions.
- Catalyze improvements to natural resources, habitat and parks in the corridor.

Evaluation factors

Project staff developed these recommendations based on technical findings and evaluation measures, public input and direction from the steering committee. The HCT alignments under consideration largely meet the project's Purpose and Need, and our current efforts are to further refine which alignments have the strongest potential to maximize the benefit that this project can deliver within this Purpose and Need framework.

The steering committee is working to define a package of investments that address the needs in the Southwest Corridor while being realistic in regards to the region's funding capacity. Decisions makers are balancing key technical findings on travel time and ridership performance with strong stakeholder values to serve key regional destinations, sensibly balance project cost and project benefits, and deliver a project that not only moves people throughout the corridor but that also builds on and enhances the character of each corridor community.

The proposed HCT alignments under consideration are at a very preliminary level of design, meaning they have been evaluated at a conceptual level for feasibility and performance. A much greater level of design detail is required within the DEIS to better evaluate engineering requirements, construction cost, refined alignment and local impacts such as traffic congestion. Such evaluations will involve more precise and specific investigation such as surveying, noise measurements and geologic borings.

Purpose and Need statements	Evaluation criteria	Measures
<ul style="list-style-type: none"> • Serve the existing and projected transit demand in the corridor • Improve transit service reliability in the corridor • Improve transit frequency and travel times 	Transit performance	<ul style="list-style-type: none"> New system transit trips Line ridership¹ Travel time Mixed traffic Signalized intersections crossed
<ul style="list-style-type: none"> • Provide options that reduce overall transportation costs • Improve multimodal access to a range of housing types and business in growing communities • Improve potential for housing and commercial development in the corridor and encourage development in centers and transit-oriented development at stations along the corridor • Ensure benefits and impacts promote community equity 	Access and development	<ul style="list-style-type: none"> Equitable access to transit Redevelopment potential² Support for existing plans
<ul style="list-style-type: none"> • Increase multimodal transportation options and improve mobility in the corridor • Complete multimodal transportation networks in the corridor • Advance transportation projects that increase active transportation and encourage physical activity 	Mobility	<ul style="list-style-type: none"> Freight Traffic Transportation safety Street connectivity Bike improvements Pedestrian improvements
<ul style="list-style-type: none"> • Provide transit service that is cost effective to build and operate with limited local resources • Provide options that reduce overall transportation costs 	Cost	<ul style="list-style-type: none"> Capital cost Operations and maintenance costs
<ul style="list-style-type: none"> • Provide transit service that is cost effective to build and operate with limited local resources • Ensure benefits and impacts promote community equity 	Engineering complexity	<ul style="list-style-type: none"> Construction impacts Engineering risk
<ul style="list-style-type: none"> • Advance transportation project that are sensitive to the environment, improve water and air quality and help reduce carbon emissions • Catalyze improvements to natural resources, habitat and parks in the corridor • Ensure benefits and impacts promote community equity 	Community and environmental impacts	<ul style="list-style-type: none"> Property impacts Property access impacts Property impacts to historically under-represented populations Visual impacts Impacts to natural areas and historic properties

NOTES

1. Ridership is modeled based on voluntary selection of HCT as a travel option, and does not reflect any requirement to use transit.
2. Redevelopment potential analyzes the number of properties along an alignment which could experience substantial investment or reconstruction over a 50 year timeframe, and is intended as a rough comparative measure. Redevelopment may be seen as a benefit or a negative impact, depending on location and perspective.

Technical analysis

Staff have prepared and publicly released a series of place-based evaluations, using the above criteria and measures to assess the relative performance of each potential HCT alignment. The places evaluated in these reports were:

- South Portland, defined as the project area between the Portland Transit Mall and Southwest Hamilton Street.
- Hillsdale, defined as the project area between Southwest Capitol Highway to the north and Burlingame to the south.
- PCC-Sylvania, defined as the project area between the Crossroads intersection (Southwest Barbur Boulevard, Southwest Capitol Highway and I-5 ramps just south of the Barbur Transit Center) to the northeast and the Tigard Triangle to the southwest.

Staff presented the following reports on these places to the Southwest Corridor Plan Steering Committee over the last several months.

- Key Issues: South Portland
- Key Issues: Hillsdale
- Key Issues: PCC Sylvania
- HCT Alignment Modifications Based on Technical Analysis
- Tunnel alignments technical report
- HCT technical evaluation: South Portland, Hillsdale and PCC-Sylvania areas

This draft recommendation is based upon the information and analysis included in these reports, as well as public input. Facts and findings from these reports are cited in the staff recommendations section of this document.

Staff recommendations

The following recommendations weigh multiple factors for each potential alignment, as explained above. Staff did not apply a strict scoring system but generally found the following factors to be the most compelling in their decisions:

- **Modest benefits disproportionate to substantial impacts.** Some alignments would result in temporary construction and long-term negative impacts to parks and neighborhoods disproportionate to gains in system and line ridership.
- **Community support** Some alignments lack noticeable support from local residents and businesses.
- **Lost opportunities** Some alignments would not include desired bike and pedestrian improvements and place-making opportunities that would be included in alternative routes.
- **Alternative access options** Effective improvements to transit, bike and pedestrian facilities included in alternative alignments and/or Southwest Corridor Shared Investment Strategy would allow the project to enhance access to destinations without HCT service.

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

Recommendation: Staff recommends removing the Marquam Hill-Hillsdale tunnel from further consideration and continuing to study alternative means of accessing Marquam Hill from a surface HCT alignment, as well as improvements to local transit service.

The travel time and ridership benefits of the Marquam Hill-Hillsdale tunnel are not commensurate with the very high additional cost compared to the surface options. In addition, tunnel construction would have serious substantial multi-year impacts at both the portals and the station areas, affecting the commercial district in Hillsdale, sensitive medical facilities and services on Marquam Hill, nearby residences and public parks and requiring property acquisitions at the portal areas. The significant risks inherent in tunnel boring could add unanticipated cost and delay the project. The Southwest Barbur Boulevard and Southwest Naito Parkway surface options are viable alternatives that not only serve Marquam Hill, but also provide access to the South Portland and South Waterfront areas as well as a direct connection to the Orange Line via a shared station.

Staff find that the following facts, established in prior reports released and incorporated by reference, provide adequate reasons for removing the Marquam Hill-Hillsdale tunnel alignment from further study:

Significantly higher capital cost for relatively small gains in new transit trips and travel time improvement

- The tunnel adds \$730-900 million (current dollars) compared to the surface alignment using Barbur or Naito, which equates to a 220-305 percent increase to the segment cost or a 35-46 percent increase to the full HCT project cost. In the increasingly competitive environment for declining federal matching funds, such a large increase in construction cost should be justified by a proportional improvement in ridership and travel time. However, the tunnel will only provide an 8 percent increase in daily new system transit trips and a 3-7 percent travel time improvement.
- The high risk involved in tunnel construction would result in higher contingency costs and increased likelihood of both cost and schedule overruns.



- Community feedback at online events and through in-person discussions emphasized that the high cost of this option should be a major factor in decision making.
- There are community concerns about sufficient funding to extend an HCT alignment into Washington County if a high proportion of the investment is dedicated to a tunnel. A substantial shortening of the HCT route could result in lower ridership and reduced local and federal funding opportunities, further impacting the project.

Multiple years of highly disruptive construction impacts to Duniway Park, residential areas, the OHSU Marquam Hill campus and the Hillsdale town center

- Suitable locations for a north portal, where the tunnel boring machine would most likely be launched, are limited. An area of at least five acres would be needed for tunnel construction in the vicinity of the portal. The most viable location identified would require acquisition of the former YMCA building recently purchased by Under Armour as well as some residences and would likely impact Duniway Park. There are federal laws that restrict transportation projects from impacting parks when other options are available.
- The most feasible location for a southern portal would be near the Fred Meyer store and other commercial buildings in Burlingame near Southwest Bertha Boulevard. Tunnel construction would likely impact these businesses and nearby residents, and long-term noise and vibration at the south portal may necessitate residential acquisitions.

- The identified potential station location on Marquam Hill would be at the current location of a parking garage adjacent to the Casey Eye Institute and near the Kohler Pavilion, one of OHSU's major inpatient and outpatient facilities. The OHSU complex is likely to be especially vulnerable to the noise and vibration that tunneling activities would generate, potentially affecting surgery scheduling, overnight patients and sensitive equipment. Construction of the elevator and vent shafts would likely use a top down method and would require blasting more than 200 feet down to the tunnel.
- Trucking needed for soils removal, trucking equipment transport and materials delivery, including large or oversize loads, would occur at all staging areas and would potentially last for three to five years, with varying levels of impacts throughout that time. The northern portal area could experience up to several hundred truck trips per day, with 20 or more trucks per hour during high activity periods, which could cause congestion and road damage.
- Community feedback from in person discussions emphasized that construction impacts were a major concern, particularly in the Hillsdale community.

Would not include improvements in South Portland

- The Barbur and Naito surface alignments in South Portland would include complete sidewalks and bike lanes along the alignment and provide new safe crossings. For example, the Naito surface alignment would add two miles of bike lanes and over three miles of sidewalks along and adjacent to the HCT route. However, the tunnel option would not include such investments along Barbur or Naito between the I-405 crossing and the tunnel portal at Bertha as part of the HCT project.



Marquam Hill

Over 20,000 people per day visit Marquam Hill, making it one of the largest regional destinations in the Southwest Corridor. Multiple rush hour and regular bus lines connect the hilltop with the region, but congestion on Terwilliger Boulevard effects this service. As a result, the project assumes a surface alignment through South Portland would include a strong pedestrian/bicycle link from Barbur Boulevard or Naito Parkway to the hilltop. Two design firms were commissioned to explore a new connection to Marquam Hill that would align with the current Gibbs Street bridge to South Waterfront, directly linking the OHSU campuses on the hill and along the Willamette River. Neighborhood residents, OHSU and VA staff, and other stakeholders reviewed five designs that covered a range of options, including a pedestrian tunnel, escalators, and two different sky bridge options. The next phase of the Southwest Corridor project will explore one or more of these options in greater engineering detail.

- The Barbur and Naito surface alignments would likely spur redevelopment opportunities in the South Portland area, resulting in new or improved homes and businesses. The tunnel option largely bypasses South Portland and would not catalyze such opportunities. Staff acknowledge that such redevelopment opportunities were not an important factor cited by public respondents to online surveys.
- The tunnel alignment would not provide direct access to the National College of Naturopathic Medicine, direct walk connections to South Waterfront or other South Portland neighborhoods, or placemaking opportunities associated with HCT stations.
- Community input shows strong support for pedestrian and bicycling improvements as part of any high capacity transit project.

Staff's recommendation takes into consideration the benefits of the Marquam Hill-Hillsdale tunnel alignment, which include:

Direct connection to Marquam Hill and Hillsdale

- The tunnel option would provide the most direct service to OHSU's Marquam Hill campus and the VA Medical Center via a deep underground elevator.
- Online public comment showed strong support for direct high capacity transit service to Marquam Hill.

Moderate travel time savings

- The Marquam Hill-Hillsdale tunnel would provide the fastest travel time, saving 1.2-2.1 minutes compared to a surface alignment through South Portland on Barbur or Naito.
- Travel time was cited as very important in online public comments.

Increased transit reliability and reduced traffic impacts

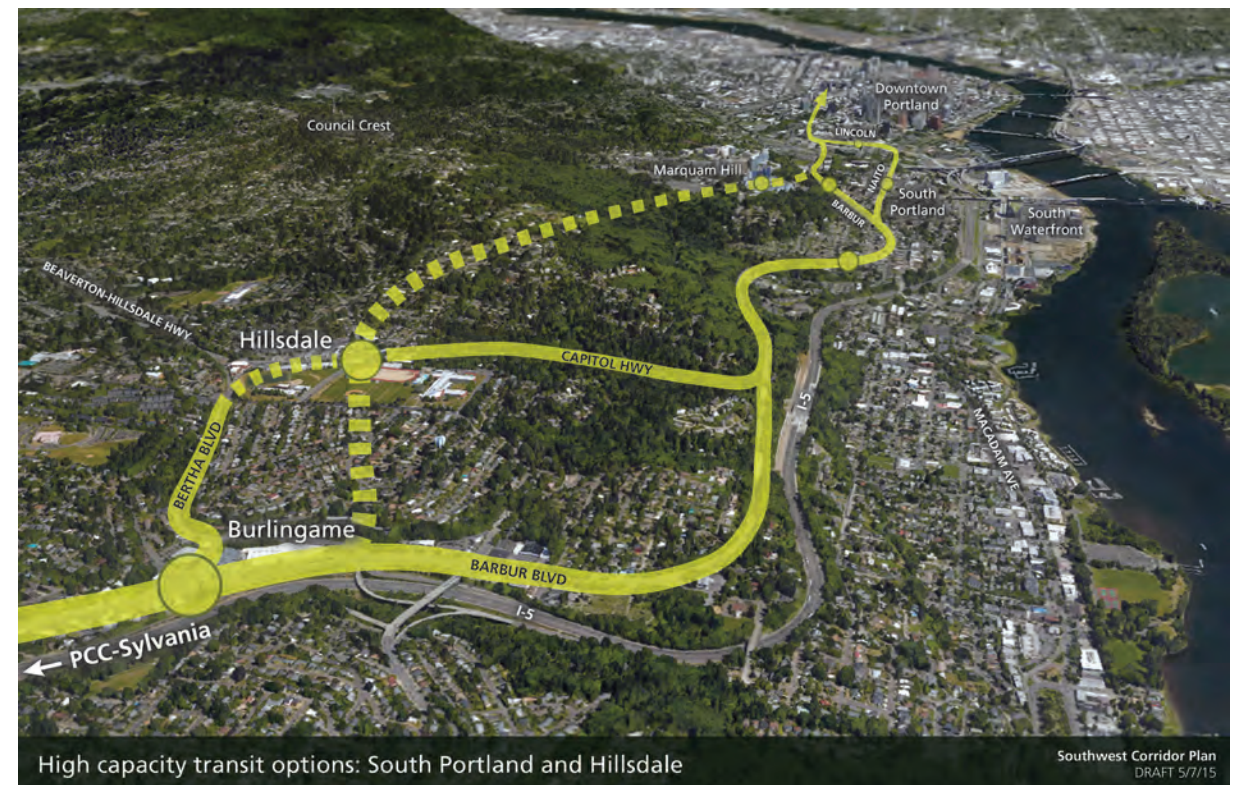
- Light rail in a tunnel is less likely to have service disruptions compared to surface alignments, due to minimal weather and track interference factors.
- Would not require travel lane conversions or left turn limits, which can impede existing traffic patterns.

High increase in line ridership and small increase in new transit trips

- The tunnel would result in 1,200 (8 percent) more new system transit trips than a surface alignment through South Portland on Barbur or Naito.
- The tunnel alternative would have 8,300-8,900 (19-20 percent) more daily line riders than a surface alignment through South Portland on Barbur or Naito. However, many of these riders would be transferring to the HCT line in Hillsdale or downtown Portland from existing transit lines, and so represent relatively few new system riders.
- High ridership was cited as important in online public comments.

Reduction in auto traffic accessing Marquam Hill

- Roads accessing Marquam Hill would experience some reductions in auto volumes with the introduction of HCT, with projected daily auto volumes reduced by approximately three percent with the light rail in a tunnel, compared to two percent with light rail on Barbur or Naito. However, vehicle trips to the hilltop are largely dictated by parking capacity limits. Existing high levels of latent (unmet) demand for auto travel means that any mode shift to HCT would be largely replaced by new auto travelers.



The elimination of the Marquam Hill-Hillsdale tunnel from further study means that HCT would utilize a surface alignment on Barbur or Naito through South Portland, with no station directly serving the OHSU Marquam Hill campus.

Staff recommends that further investigation of alternative access to Marquam Hill be undertaken as part of the Southwest Corridor project. In particular:

- **Proposed local bus improvements** TriMet's Southwest Service Enhancement Plan proposes rerouting line 65 to connect Lewis & Clark College and Marquam Hill via Southwest Terwilliger Boulevard, and upgrading the line to all-day service. We recommend that these proposals be implemented and sustained.
- **Feasible pedestrian and bike connection from a surface HCT alignment** The Barbur or Naito surface option would include a new direct pedestrian and bike connection between a station on Barbur or Naito and Marquam Hill that would be accessible to HCT riders, local bus riders and the neighborhood. The connection would also provide a surface route to the existing Hooley pedestrian bridge to South Waterfront, where OHSU plans significant expansion. We recommend that once the Steering Committee selects a draft Preferred Package in January 2016, staff investigate and develop design options for this connection.

Should the Hillsdale Loop option with cut-and-cover tunnel continue to be part of the project?

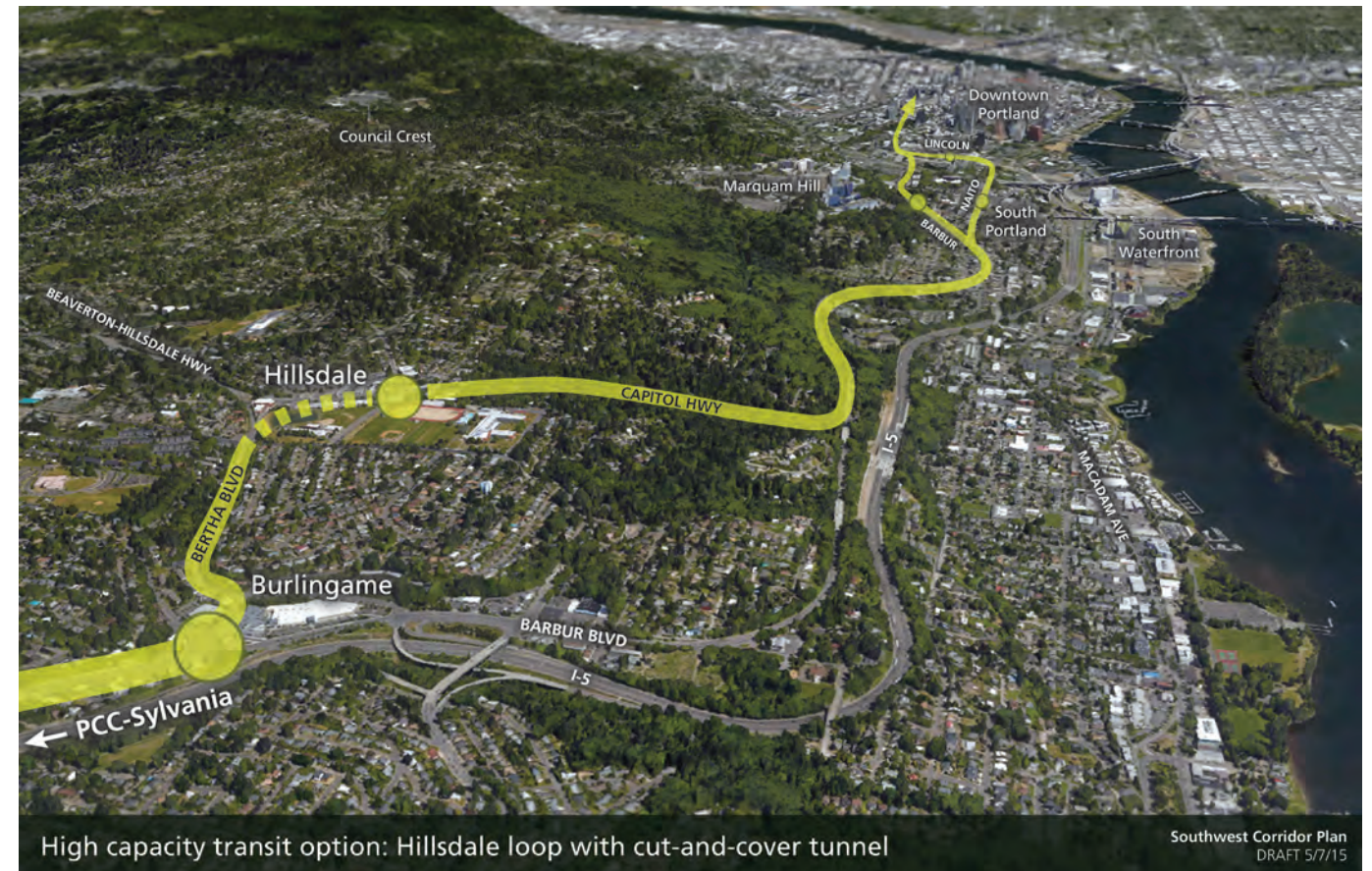
Recommendation: Staff recommends removing the Hillsdale cut-and-cover tunnel alignments from further consideration and continuing to study other means of improving access to the Hillsdale town center.

The Hillsdale loop alignment with a cut-and-cover tunnel through the town center adds considerable capital cost while increasing travel time and reducing ridership. Furthermore, the tunnel would have significant construction impacts to the town center, potentially including impacts to school playing fields and businesses along Southwest Capitol Highway.

Staff finds that the following facts, established in prior reports released and incorporated by reference, provide adequate reasons for removing the Hillsdale loop cut-and-cover tunnel alignment from further study:

Adds cost while increasing travel time and reducing ridership

- For light rail, the Hillsdale tunnel adds \$230 million compared to an alignment along Southwest Barbur Boulevard, which equals a 38-52 percent increase to the segment cost or a 11-12 percent increase to the full alignment cost. For bus rapid transit, the Hillsdale tunnel adds \$140 million compared to Barbur, which equals a 42-100 percent increase to the segment cost or a 14-18 percent increase to the full alignment cost.
- The Hillsdale tunnel increases travel time by 2.6 minutes compared to the Barbur alignment.
- The light rail Hillsdale tunnel has 1,500 (10 percent) fewer new system transit trips and 1,700 (4 percent) fewer line riders than the Barbur alignment. The bus rapid transit Hillsdale tunnel has 700 (8 percent) fewer new system transit trips and 1,500 (5 percent) fewer line riders than the Barbur alignment.



- Community feedback at online events and in person discussions emphasized that the high cost of this option should be a major factor in decision making.

Multiple years of highly disruptive construction impacts to parks, the Hillsdale town center and potentially an elementary school

- During construction, access to the cut-and-cover tunnel and station sites would be restricted, requiring alternative routes and detours, restricting movements in and through the Hillsdale area.
- The Hillsdale loop alignment could impact the parks adjacent to Capitol if both westbound travel lanes must be maintained for auto traffic.
- The tunnel option under the Rieke Elementary playing fields would limit use of the fields and create of noise and vibration at the school site.
- The Capitol tunnel option would result in major impacts to retail and employment along Capitol during cut-and-cover tunnel construction.
- Community feedback from in person discussions emphasized that construction impacts in Hillsdale were a major concern.
- The cut-and-cover tunnel is inherently risky given the likelihood for unexpected subsurface complications to be encountered and overcome. The cut-and-cover tunnel must navigate and relocate utilities and has the potential to encounter sites with archaeological value. Additionally, a cut-and-cover tunnel would require a complex sequencing plan to maintain traffic on Capitol and Southwest Bertha Boulevard where the portal and tunnel transition to roadway.



Community input

- There is heightened concern about the high additional cost of the Hillsdale tunnel.
- Local comments portray Hillsdale as a coherent place with good existing transit service.

Staff’s recommendation takes into consideration the benefits of the Hillsdale Loop tunnel alignments, which include:

Direct connection to Hillsdale

- The Hillsdale tunnel alignment would provide direct access to the Hillsdale town center, which includes commercial destination, Wilson High School and several bus lines

Design treatments that could improve road safety on Capitol Highway for autos, bicyclists and pedestrians

- Online public comment showed support for safety improvements on Capitol that could accompany this alignment option.

The elimination of the Hillsdale cut-and-cover tunnel from further study means that HCT would utilize a surface alignment on Barbur or along I-5 between Capitol (in “the woods”) and Bertha, and not directly service the Hillsdale town center. That said, Hillsdale town center has an existing high level of transit service, with connections to downtown Portland via frequent bus service on lines 54 and 56, regular service on lines 44, 45 and 55, and five lines with rush hour service.

Staff recommends that further investigation of alternative access to Hillsdale be undertaken as part of the Southwest Corridor project. In particular, Staff recommends studying the following in more detail:

- **Proposed local bus improvements.** TriMet’s Southwest Service Enhancement Plan proposes upgrading bus lines 44 and 54 to frequent service. Although lines 55 and 56 would be routed away from Hillsdale, the Service Enhancement Plan recommends Line 39 be extended from Hillsdale to the neighborhoods in the southwest hills via Southwest Dosch Road with weekend service added. We recommend that these proposals be evaluated to ensure that Hillsdale is appropriately served.
- **Local bus use of the transitway.** We recommend consideration of whether frequent service serving Hillsdale could utilize the dedicated transitway on Barbur into downtown Portland, thereby reducing their travel time along this two mile section to downtown Portland. Factors to evaluate include construction standards for the transitway, possible effects on HCT operations and local traffic circulation, and whether different vehicle configurations would be required.
- **Pedestrian and bike connection to HCT.** Although Bertha currently has sidewalks and bike lanes between Barbur and Capitol, they are sub-standard and do not meet City standards. We recommend consideration of what further improvements would be needed to improve the bike and pedestrian facilities for improved access between Hillsdale and an HCT station at or near Barbur and Southwest 13th Avenue.



High capacity transit option: Barbur Boulevard (Hillsdale area)

Southwest Corridor Plan
DRAFT 5/7/15

Should the light rail direct to PCC option with cut-and-cover tunnel continue to be part of the project?

Recommendation: Staff recommends rescheduling the decision regarding the PCC-Sylvania light rail cut-and-cover tunnel to October 2015. From July through September, the project team will conduct additional analysis and public outreach to better understand trade-offs of direct service versus cost and construction impacts, and to learn more about future campus planning efforts.

The PCC-Sylvania campus is a major regional destination and direct HCT service would serve employees and students across the region. Its topography, however, makes the campus difficult to reach by high capacity transit, requiring a tunnel for light rail access. In June 2014, the SC identified a cut-and-cover option as the most promising tunnel approach to serve the campus. The committee removed from consideration longer bored tunnels via Southwest Barbur Boulevard and via Southwest Capitol Highway because both would cost considerably more than the cut-and-cover option without providing significantly greater benefits in terms of ridership and travel time.

A cut-and-cover tunnel with a direct PCC campus connection would attract more transit riders than an alignment that remains on Barbur, but would cost more to build and would impact the neighborhood immediately north of the campus. Additional time will allow more thorough consideration of this option.

Specifically, Staff recommends the following actions:

- The project team will continue to refine preliminary tunnel designs in order to better define tunnel impacts and potential mitigation.
- The project team will continue to explore alternative mechanized connections between a Barbur station and the campus, such as a shuttle bus system or people mover, in the event that a light rail option on Barbur is identified as the preferred alignment.
- PCC is asked to work with project staff to develop campus visioning prior to master planning efforts, identifying potential redevelopment opportunities and the scale of desired redevelopment in response to an investment in an light rail station on campus.



- PCC is asked to share student and staff travel data so that project staff can understand how to best support improved transit to the College.
- The project team and PCC will work together on engagement with the neighborhoods surrounding the campus as well as the college community.
- Finally, project partners, in particular Metro, TriMet, and the City of Portland, will work with PCC officials to define a formal partnership in support of the Southwest Corridor Plan.

Staff finds that the following facts, established in prior reports released and incorporated by reference, provide reasons that could support a decision to further study the PCC-Sylvania cut-and-cover light rail tunnel:

Major regional destination

- PCC-Sylvania has the largest enrollment of the four PCC campuses, with nearly 32,000 students from throughout the Metro Portland region. Over the last 10 years, student headcount at Sylvania has increased by 5,000.
- Sylvania students come from throughout the Southwest Corridor and beyond, notably Southwest Portland, Tigard, Tualatin, Beaverton, King City, Lake Oswego, and unincorporated Washington County.
- According to a 2013 student commute survey, 20 percent of students use transit to reach the Sylvania campus.

PCC Sylvania

The Sylvania campus is the largest in the Portland Community College system, with an estimated enrollment of 32,000 students. Currently, 58% of the students at PCC Sylvania drive their cars and utilize one of the 2,400 available parking spaces on campus. If HCT runs along Barbur Boulevard, the most direct access point to the campus would be Southwest 53rd Avenue, which is currently unimproved for the majority of its length. Conceptual design options for a new streetscape are now underway, focusing on enhanced pedestrian and bicycle facilities along Southwest 53rd Avenue while continuing to serve local traffic. This connection, in concert with new frequent service on the Line 44 bus, would encourage more students to select transit which would reduce parking demand on campus and traffic in the surrounding neighborhoods.

- Public comment showed very strong support for directly serving this important regional destination.

Balanced costs and benefits

- A PCC tunnel would attract 2,700 (6 percent) more line riders and 2,100 (13 percent) more new system transit trips compared to the Barbur alignment.
- A PCC tunnel would add \$244 million (12 percent) to the cost of the Barbur alignment.

Clear need for improved transit service to the campus

- Currently, 58 percent of students drive to Sylvania, and the 2,400-capacity lots are 86-96 percent full in the morning (data from 2011).
- Up to 17,500 student trips are made to the Sylvania campus each day.
- Student survey respondents who drive cite issues with existing transit service (crowding, travel times, service hours and frequency).

Potential for campus redevelopment while limiting local traffic impacts:

- The existing parking lots provide opportunity for the college to add future development and program expansion.
- Direct HCT access to the campus would influence future mode splits on the campus. This, in turn, would likely free up some of the existing surface parking for other college uses and work toward climate action goals of the City and College.
- The Sylvania campus master plan is outdated and does not anticipate HCT on campus. PCC intends to update its campus master plan, but not within the timeline of the Southwest Corridor Plan Preferred Alternative process.



Staff's recommendation takes into consideration the impacts of the direct light rail connection to PCC, which include:

Construction impacts to residential area and parks

- Access to the residences along Southwest 53rd Avenue may be limited or closed, and construction activities would cause localized noise and vibration. The high volume of trucks serving the construction site would also affect local circulation. This could result in the project procuring homes, and paying and assisting in the relocation due to impacts. Project staff will conduct further study on options for minimizing these impacts.
- Sylvania Park could incur temporary impacts during tunnel construction.
- In-person discussion with the public showed high levels of concern for construction impacts in Far Southwest neighborhoods.

Substantial added capital cost and risk

- The PCC tunnel would add \$244 million (current year) compared to a Barbur option, which equals a 93 percent increase to the segment cost and a 12 percent increase to the full alignment cost.
- The relative depth of the proposed tunnel poses challenges for cut-and-cover techniques. The available right of way is 60 feet, with houses built up to the public right-of-way. At least 32 feet is needed for the tunnel, with more space potentially needed to accommodate construction activities. Further, the alignment would require a tunnel that is 70 feet deep. To dig the trench for the tunnel, deep shoring walls or other measures will be needed to provide support.
- The higher risk involved in tunnel construction would result in higher contingency costs and increased likelihood of both cost and schedule overruns.
- Public input indicated that the high cost of tunnel construction should be a major factor in decision making.

Viable alternative approaches to improving transit access to PCC Sylvania campus

- A Barbur HCT alignment would include an improved pedestrian and bike connection to campus along 53rd Avenue. Further study of the potential for a mechanized connection such as a shuttle bus or a "people mover" will occur over the next several months.
- TriMet's Southwest Service Enhancement Plan proposes upgrading line 44 to the PCC campus to frequent service and extending the route to Tualatin via Lake Grove.
- PCC shuttles could connect between the Barbur Transit Center, a Barbur and 53rd Avenue station, and/or stations to the south to provide additional transit connections to the campus.

Should the bus rapid transit direct to PCC via Southwest Capitol Highway option continue to be part of the project?

Recommendation: Staff recommends continuing for further study the bus rapid transit direct connection to the PCC Sylvania campus, via Southwest Capitol Highway.

This option would provide direct access to the PCC-Sylvania campus at nearly the same cost of an alignment remaining on Southwest Barbur Boulevard. It would also include an additional station along Capitol that would serve the neighborhood, which includes a Somali community and Oregon's largest mosque. Projections show this option would attract more transit riders than a Southwest Barbur Boulevard option despite adding travel time for through-riders.

Staff finds that the following facts, established in prior reports released and incorporated by reference, provide adequate reasons include bus rapid transit direct to PCC via Capitol for further study:

Gains in ridership with little change in capital cost

- The PCC via Capitol bus rapid transit option would attract 2,100 (7 percent) more line riders and 1,300 (15 percent) more new system transit trips compared to a Barbur bus rapid transit option.
- The PCC via Capitol bus rapid transit option would attract 4,300 daily ons and offs at a campus station. This represents an increase of over 1,900 ons and offs compared with a 53rd Avenue station with the Barbur bus rapid transit route option.
- The PCC via Capitol bus rapid transit option would have only slightly higher capital costs compared to a Barbur bus rapid transit option (adding only \$4 million).
- Public input showed that ridership numbers are an important factor to consider.



Improved neighborhood transit access

- The PCC via Capitol bus rapid transit option would include an additional station on Capitol Highway in the vicinity of Southwest Comus Street, which would provide access to the neighborhood that is home to the Islamic Center of Portland-Masjed As-Saber, Oregon's largest mosque, and a Somali population along with multi-family housing. It would also provide access to a nearby park, library, and school.
- The Comus station would attract an additional 1,140 daily ons and offs.

Major regional destination, clear need for improved transit service to the campus and potential for campus redevelopment while limiting local traffic impacts

- See the section above on the direct light rail connection to PCC.

Staff's recommendation takes into consideration the disadvantages of the PCC via Capitol bus rapid transit option, which include:

Slightly slower travel time

- The PCC via Capitol bus rapid transit option would add 1.6 minutes in travel time compared to Barbur alignment, slowing the trip for riders travelling past the campus and reducing ridership outside of the PCC-Sylvania area.

Substantial potential property impacts, though some could be avoided with revised design

- The PCC via Capitol bus rapid transit option would result in more property impacts than the Barbur option under the current design, which widens right-of-way. Property impacts would be reduced with mixed traffic operations or conversion of one to two auto lanes. Further analysis would be needed to determine the impacts to traffic of these choices.



Technical modifications

Recommendation: Staff recommends adoption of its responses to the steering committee as published in the “HCT alignment modifications based on technical analysis” document.

In June 2014, the steering committee directed staff to address seven questions regarding HCT alignment options. In response, staff completed additional traffic analysis, technical drawings, and transit demand model runs. Staff also further examined the existing alignment options and developed new alignments as needed. As a result of this technical work, staff proposed several modifications to the list of HCT alignment options under consideration, including removing, replacing, revising and adding options. These recommendations were published in April 2015 and included:

1. **Tie-in to existing transit** The committee requested determination of the best approach to tie in to downtown Portland and the existing transit system through additional traffic analysis and partner discussion. Staff recommends removing bus rapid transit and light rail options parallel to I-405 and keeping First Avenue bus rapid transit as contingency option.
2. **Marquam Hill access** The committee requested exploration of options for pedestrian/bicycle access to Marquam Hill from a surface alignment on Southwest Barbur Boulevard or Southwest Naito Parkway. Staff produced five different concepts for providing pedestrian/bicycle access from a surface alignment station on Barbur or Naito.
3. **Tunnels to Marquam Hill** The committee requested exploration of replacing the short tunnel that serves Marquam Hill with a medium tunnel that also serves Hillsdale. Staff recommends replacing the Marquam Hill light rail tunnel (formerly “short tunnel”) with the Marquam Hill-Hillsdale light rail tunnel (formerly “medium tunnel”). The draft recommendation in this document is based on the medium tunnel option.
4. **Hillsdale access** The committee requested exploration of the benefits as compared to the costs and travel time of directly serving the Hillsdale town center, and a look at enhanced pedestrian/bicycle connections from Barbur. Staff studied the costs and benefits of direct service to Hillsdale and will continue to explore how Shared Investment Strategy projects could help enhance a connection to Hillsdale if HCT is routed along Barbur Boulevard. See the draft recommendation on the Hillsdale Loop alignment above.
5. **Adjacent to I-5 at mid-Barbur** The committee requested further exploration and discussion of the tradeoffs of providing HCT adjacent to I-5 rather than on Barbur. Staff further evaluated cost, travel time, and property impacts of alignment segments adjacent to I-5 alignment and identified a new segment to evaluate between Barbur Transit Center and Southwest 60th Avenue. Staff’s analysis will be addressed in a key issues memo to be released in Autumn 2015.
6. **PCC Sylvania access** The committee requested assessment of the potential of a more robust pedestrian connection from Barbur to PCC along Southwest 53rd Avenue while working with PCC and the neighborhood to understand the trade-offs of direct service for future campus plans. Staff hired a design firm to work with PCC Sylvania staff and the surrounding neighborhood on a redesign of 53rd Avenue and will continue to communicate with PCC regarding the future land use vision for the campus and how HCT service relates to those plans. See the draft recommendation in the direct Light rail tunnel to PCC above.

7. **HCT branch service to Tigard and Tualatin** The committee requested exploration of opportunities to implement branched service to downtown Tigard and south to Tualatin to achieve operational efficiencies. Staff recommends adding branch service and Southwest Beveland Street to Southwest Ash Avenue options for both Bus rapid transit and Light rail. These options will be analyzed in a key issues memo to be released in Autumn 2015.

<<Figure: locations and outcomes of modifications>>



Next steps

At the October 2015 steering committee meeting, staff will produce a report summarizing additional analysis including:

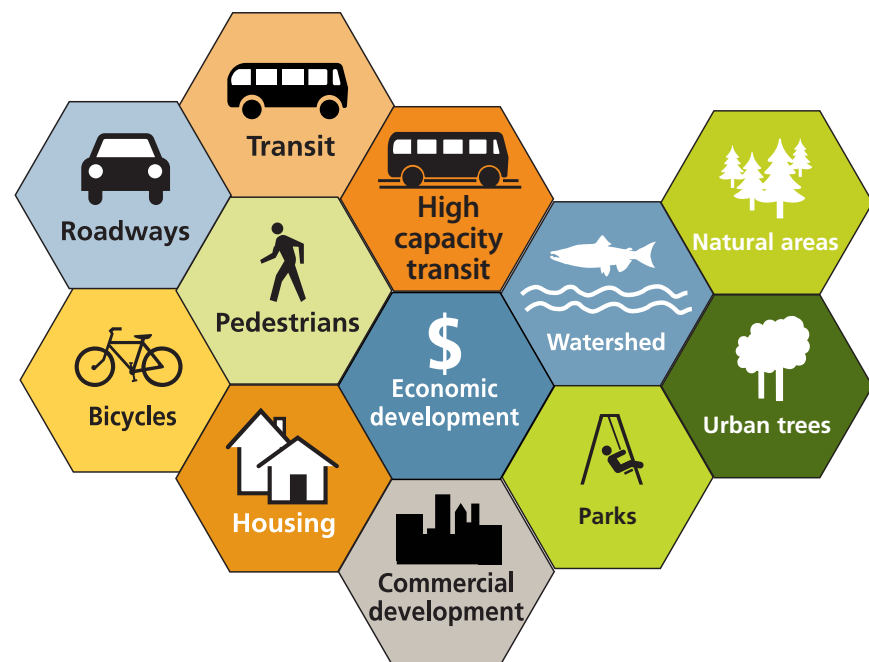
- more developed information regarding tunnel impacts and mitigation
- PCC's vision for the Sylvania campus in response to a light rail station on campus, and
- potential alternative mechanized connections between an HCT station on Southwest Barbur Boulevard and the Sylvania campus if a tunnel is not constructed.

Staff will also continue evaluating:

- remaining HCT alignment options in Tigard and Tualatin,
- whether to align HCT along Barbur, I-5 or some combination of both,
- options for the HCT terminus, and
- the choice between light rail and bus rapid transit as the travel mode.

The committee will deliberate on these options in December 2015.

In early 2016, the steering committee will consider which Shared Investment Strategy projects to include in the Draft Preferred Package, and how these relate to approaches for project funding. The HCT alignment and mode, Shared Investment Strategy, funding strategy, and land and development strategy will make up the Preferred Package to be adopted around May 2016.



Shared Investment Strategy Progress

Project partners are already making investments that support the Southwest Corridor Plan Land Use Vision, both independently and in collaboration with other corridor partners.

For example, in Sherwood, the Cedar Creek trail is funded and proceeding toward construction, and widening of Tualatin-Sherwood Road near Highway 99W is designed and funded for construction.

In Portland, Southwest Multnomah Boulevard from Southwest Barbur Boulevard to Southwest 45th Avenue was recently reconstructed to urban standards, including curbs, sidewalks, and a protected bicycle facility, improving bicycle and pedestrian safety and connecting the potential Capitol Hill/Barbur Boulevard HCT station with nearby Multnomah Village.

In addition, ODOT and TriMet have identified a series of low-cost improvements that can be implemented quickly and are supported by the local jurisdictions and the public. These projects are already implemented, or will be completed within the next two years, and include improvements to transit access and completion of pedestrian and bike networks:

- Barbur at Southwest Bertha Boulevard bike lane markings (completed)
- Barbur crossing improvements at Southwest 41st Avenue (completed)
- Barbur crossing improvements at Southwest 13th Avenue and Southwest Alice Street
- Barbur Transit Center pedestrian access improvements
- OR 99W at Bull Mountain Road sidewalk/bus stop improvements
- OR 99W at Durham Road illumination improvements
- OR 99W at Hazelbrook Road sidewalk/bus stop improvements.

TriMet has also released a refined draft vision for the Southwest Service Enhancement Plan (SWSEP). The SWSEP spells out changes to bus routes and frequency of service throughout the greater Southwest Corridor area, intended to serve evolving needs. Many of these changes will integrate with the HCT "spine" to improve mobility within the Southwest Corridor.

Examples include increased bus service to PCC-Sylvania on Line 44 and a new bus line along Tualatin-Sherwood Road and 72nd Avenue, which will connect population and employment centers with the proposed HCT service. Such investments are an outcome of the Southwest Corridor SIS planning process. TriMet's Fiscal Year 2015-16 budget begins implementation of the SWSEP, which will be rolled out as funding permits. TriMet will also be releasing the SWSEP Final Vision shortly.



POWELL-DIVISION TRANSIT AND DEVELOPMENT PROJECT

TRANSIT ACTION PLAN

Adopted by the Steering Committee on June 1, 2015

Steering Committee members refined and then reached unanimous consensus on the Transit Action Plan, codifying decisions made to date and confirming future actions in the Project Development phase. Elements of the plan include:

- Project goals, outcomes, purpose and need
- Project definition that includes bus rapid transit with a general route of the Tilikum Crossing, Powell Boulevard in Southeast Portland, transitioning to Division Street to Gresham Transit Center and connecting to Mt Hood Community College
- Future actions that advance the transit project and regional supportive actions

What does this mean? The 2-year Project Development phase readies the project for a federal grant application, final design and construction. Steps include preliminary engineering, environmental approvals under the National Environmental Policy Act and development of a finance plan. By winter 2016, the Steering Committee will work toward consensus on a locally preferred alternative that includes:

- Routing in Downtown Portland, the north/south option in Southeast Portland and the Gresham north/south option connecting to Mt Hood Community College
- Station spacing, locations and underlying transit service characteristics
- Bus rapid transit design treatments and related transportation infrastructure (road, bicycle and pedestrian)





POWELL-DIVISION
TRANSIT AND DEVELOPMENT PROJECT

Transit Action Plan

June 2015



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EXECUTIVE SUMMARY

BACKGROUND

The Powell-Division Transit and Development Project is a partnership of the cities of Gresham and Portland, Multnomah County, the Oregon Department of Transportation, TriMet and Metro. The project began in January 2014 with the establishment of a decision-making body made up of community members, business interests, educational institutions and elected leaders. The Steering Committee was created to advise Metro Council to establish a policy decision for high capacity transit.

The Steering Committee considered findings from extensive public engagement and technical analysis and advanced transit alternatives using a consensus-based decision-making process.

The decisions they have reached to-date form the action plan that will go to local jurisdictions and Metro Council for endorsement.

The Powell-Division corridor was identified as a regional priority in 2010 through a comprehensive engagement process and looking at the needs for better transit during the High Capacity Transit System Plan. In 2012, decision makers from around the region agreed that planning for improved transit in the Powell-Division corridor should be next to move forward.

ACTION PLAN PURPOSE

This Action Plan shares the recommendations of the Steering Committee based on the technical work and public engagement to date. This includes a recommendation for future transit and regional actions that can be undertaken to support the future public investment. This Action Plan is supported by plans developed by the cities of Gresham and Portland.

The planning phase of the Powell-Division Transit and Development Project will result in actionable plans for key places (future station areas) and improved mobility to address long-standing infrastructure and investment issues along Powell-Division.

The **transit action plan** identifies a preferred near-term high capacity transit solution for the corridor that safely and efficiently serves high ridership demand, improves access to transit, is coordinated with related transportation investments, and recognizes limited capital and operational funding. The solution will include mode and general alignment.

The **local action plans** create a vision and development strategy for key places that promotes community-driven and supported economic development and identifies tools and strategies that mitigate the impacts of market pressures that cause involuntary displacement.

Spring 2014

Range of alternatives

A wide range of potential transit alignments were suggested by project partners and the public.



Summer 2014

Screening

A narrower range of transit alternatives was developed and screened through public engagement and technical analysis.



September 2014

Steering Committee

On September 29, the steering committee reached consensus on advancing the general route of inner Powell Boulevard transitioning to Division Street.



Winter 2014/2015

Evaluation of options

A set of route options in Gresham and Portland were screened through public engagement and technical analysis.



March 2015

Steering Committee

On March 16, the steering committee chose to remove the Ross Island Bridge, the Cesar Chavez and 92nd Ave options in Portland, and the Kane option in Gresham from consideration.



4/15/2015

TRANSIT ALTERNATIVES CONSIDERED

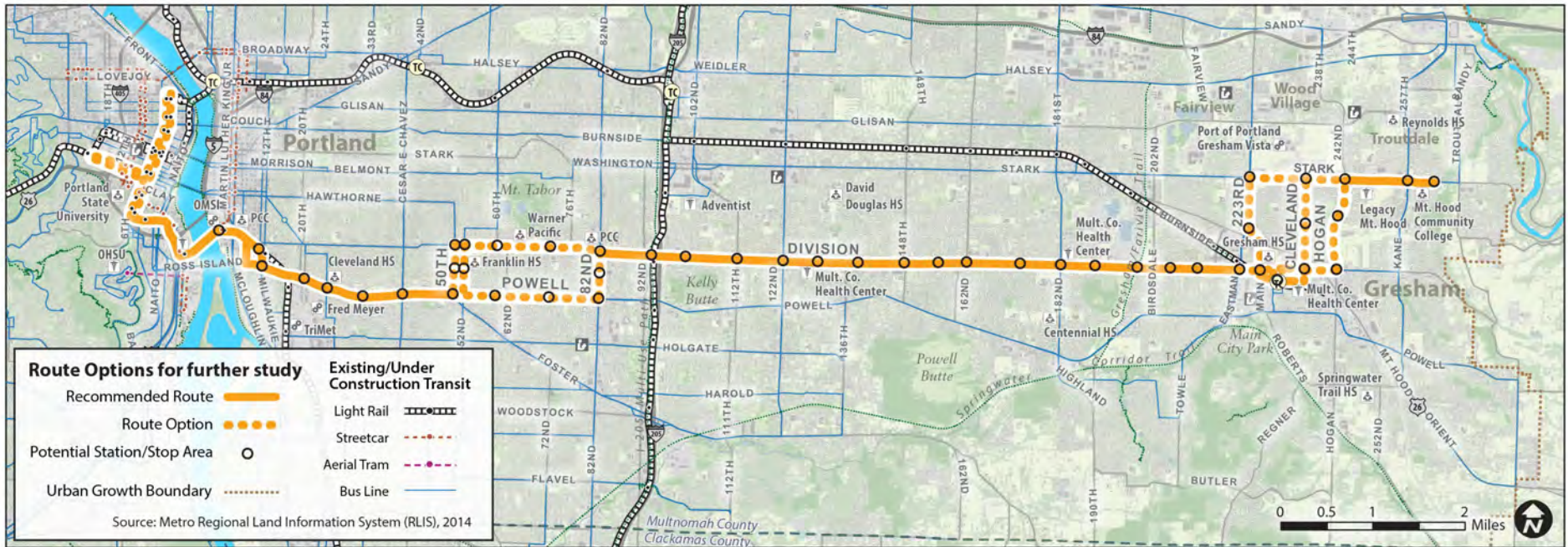
Through technical analysis and evaluation and extensive public engagement, alternatives that included a range of routes were identified and advanced by the Steering Committee.

PUBLIC ENGAGEMENT

Public input informed Steering Committee decision-making at each project milestone. Between January 2014 and June 2015, broad-reaching public engagement included the following.

- **In-person engagement:** More than 250 community briefings took place throughout the 15-mile corridor.
- **Online engagement:** Six surveys reached nearly 2,000 people and an interactive map comment tool generated more than 1,500 comments.
- **Equity engagement:** Culturally specific community events reached members of the Latino, Russian-speaking, Chinese, Vietnamese, African American, African immigrant, Chuuk, Tongan, Bhutanese and Native American communities and information and input opportunities were available in Spanish, Russian, Chinese and Vietnamese.

STEERING COMMITTEE RECOMMENDATION



The transit action plan advances a bus rapid transit project with the general route of inner Powell Boulevard transitioning to Division Street to Downtown Gresham, connecting to Mt Hood Community College.

The Steering Committee has unanimously advanced the Tilikum Crossing to cross the Willamette River; unanimously advanced 82nd Avenue and chose to continue studying 50th and 52nd avenues; and advanced three route options (Main/223rd, Cleveland, and Hogan Road) to connect to Stark Street and Mt Hood Community College.



STEERING COMMITTEE RECOMMENDATION

Steering Committee recommendation on June 1: Advance Powell-Division into Project Development.

The project is ready to advance into Project Development.

Approximately a 2-year process, Project Development will ready the project for a federal grant application, final design and construction. Coordination will continue with Portland's and Gresham's station area opportunity area work. Project Development will begin preliminary engineering, environmental approvals under the National Environmental Policy Act, and the development of a finance plan to identify funding for the full construction of the project.

The Steering Committee will finalize the definition of the future transit project, including reaching decisions on:

- Routing in Downtown Portland, the Portland north/south crossover option between SE 50th and 82nd, and the Gresham north/south option to connect to Mount Hood Community College.
- Station spacing and locations in relation to the transit network and underlying service characteristics.
- Design treatments, including the cross section, design and related transportation infrastructure (road, bicycle and pedestrian)



ACTION PLAN STRATEGIES

BACKGROUND

The following pages provide the strategies to advance for the project, consistent with the project goals.

Actions to Advance the Transit Project list the required steps needed to move the bus rapid transit project into construction and operation.

Regional Supportive Actions identify steps to be conducted regionally to support the project goals for transportation, well-being, equity, and efficiency and the vision for future transit supporting community and economic development.



ACTIONS TO ADVANCE THE TRANSIT PROJECT

	Action	Timing	Responsibility
T1	Entry to Project Development from Federal Transit Administration	June-July 2015	TriMet
T2	Project decision making body: Continue the Steering Committee to provide recommendation on the preferred transit alternative	2015-2016	Metro, TriMet
T3	Actively support and engage the local city action plans in station area design, transportation investments, land use, and development	July 2015 - 2020	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T4	Finalize transit supported transportation projects to be included in design, including access and safety improvements for walking and biking developed as part of the project bicycle element and pedestrian access analysis.	March 2015-December 2015	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T5	Coordinate the design of the bus rapid transit project with other funded capital projects including the following: <ul style="list-style-type: none"> • Central City Multi-modal Safety Improvements (PBOT) • Powell-Division Safety and Access to Transit (TriMet) • 20s Bikeway (PBOT) • Powell Safety Project - US26: SE 20th Ave to 33rd Ave (ODOT) • Foster Road Streetscape Project (PBOT) • 82nd Avenue Safety Improvements at Division St and other locations (ODOT) • Outer Powell Transportation Safety Project (ODOT) • East Portland Access to Transit (PBOT) • East Portland Access to Employment and Education Multimodal Improvements (PBOT) • East Metro Connections Plan • Division Street Corridor Project (Gresham) • Stark Street (Multnomah County/Gresham). 	January 2014 - 2020	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T6	Service planning for bus service in the corridor with the bus rapid transit line	January 2014 - 2020	TriMet
T7	Engineering for bus rapid transit route, including station design	July 2015 - 2017	TriMet
T8	Environmental process under the National Environmental Policy Act (NEPA)	2016-2017	Metro
T9	Action on the Locally Preferred Alternative by local jurisdictions, JPACT, and Metro Council	2016	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T10	Update local Transportation System Plans, TSP System Improvements Project List, Capital Improvement Project Lists, and the Regional Transportation Plan to ensure the relevant project description and cost reflects the BRT project definition recommended by the Steering Committee during the Project Development phase.	2016	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T11	Finance Plan for full funding of the project: Develop strategy and finalize partner commitments for funding design, construction, and operation.	2016-2017	TriMet, Metro
T12	Project Rating from Federal Transit Administration	2017	TriMet

REGIONAL SUPPORTIVE ACTIONS

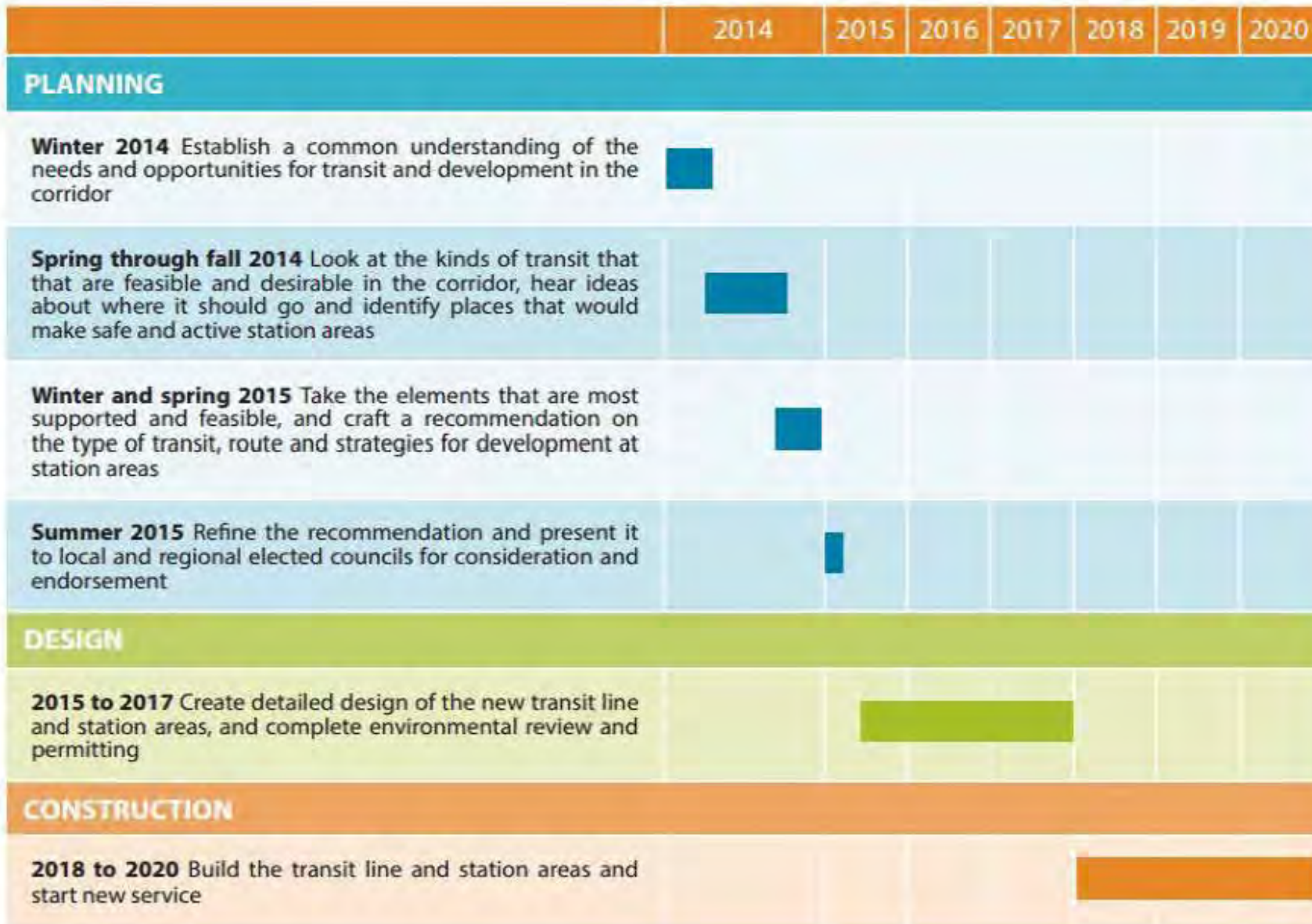
	Action	Timing	Responsibility
R1	Gresham and Portland begin implementing local action plans.	2015-2020	Portland and Gresham will advance actions based on city council adoption. Metro will facilitate coordination across staff.
R2	Continue coordination with Metro Equitable Housing Initiative.	2015-2016	Metro will coordinate developing recommendations for future direction.
R3	Support brownfields coalition.	2015-2017	Metro will coordinate with brownfields coalition, EPAP brownfields subcommittee, and partners to support redevelopment.
R4	Continue successful redevelopment of transit oriented development project at SE 82nd and Division.	2015 - 2020	Metro Transit Oriented Development program will continue process with APANO and community partners for community use in anticipation of redevelopment for affordable housing.
R5	Explore opportunity for TOD project development in the corridor at 1-2 other sites.	2015-2020	Metro Transit Oriented Development program will explore opportunities for additional community supported development.
R6	Continue coordination with I-84 Multimodal Integrated Corridor Management grant.	2015-2017	Metro will work with partners to develop an integrated corridor management plan for the corridor.
R7	Publish Equitable Resource Development toolkit and work with partners to ensure equity strategies are implemented.	2015-2016	Metro will update and refine resource kit and provide as resource on the web. Metro will continue to coordinate with city and regional efforts.
R8	Pursue grant funding to support health, art, neighborhood placemaking.	2015-2017	Metro will provide grant writing assistance and pursue additional funding for community investments.

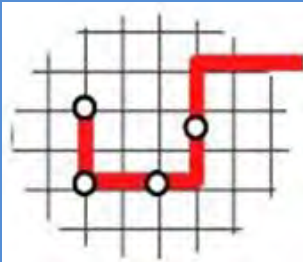
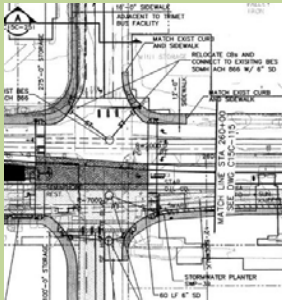



	Action	Timing	Responsibility
R9	Pursue supportive grant opportunities.	2015-2017	Metro will provide technical assistance to pursue Nature in Neighborhoods grants, Regional Travel Options grants, and other funding.
R10	Advance corridor investment strategy for active transportation based on bicycle and pedestrian concepts for the corridor. Leverage project to maximize funding for safety features to support all modes.	2015-2020	Metro will coordinate investments based on corridor concepts developed as part of the project bicycle element and pedestrian access analysis. Agencies will support and seek funding for additional improvements to address need for all modes.
R11	Create business support strategies during construction for businesses in the corridor.	2017-2020	TriMet and Metro will work with business districts, the neighborhood prosperity initiative, and small businesses in the corridor to develop a robust program to support small businesses during construction.
R12	Create jobs in the development, design, and construction of the transit project.	2015-2020	Incorporate TriMet's DBE model in engineering and construction for small and emerging business owned by people of color and women. Explore community benefit agreements as part of creating quality local jobs.
R13	Small business development strategies.	2015-2020	Partner with small business development center at Portland Community College and Mount Hood Community College to support local business development along the corridor.
R14	Promote economic growth and workforce development along the corridor. Pursue opportunities for local and other geographic-based hiring preferences.	2015-2020	Monitor US DOT Ladders of Opportunity Contracting Initiative Pilot Program and consider Powell-Division project for program should the program continue. Track and support new rule making regarding geographic hiring provisions for labor on DOT-assisted projects.



TIMELINE



	PLANNING	DESIGN	CONSTRUCTION
Activities	<ul style="list-style-type: none"> • Is the route along Powell or Division preferred? A combination? Where should it turn? • Where should the route end? • Vehicle - bus/light rail/street car? <p>-What are the key places to connect? - What amenities needed at stations? - Does the project support equitable development? - Does the project support and benefit the entire transit system? Are the decisions based on equity? - Does the project support goals for vehicle mobility, freight, walking, biking, and safety?</p>	<ul style="list-style-type: none"> •Address key design decisions - areas in need of refinement including specific intersections and turn movements • Detailed traffic assessment • Detailed environmental assessment, that includes social, environmental, economic benefits and effects • Develop concept plan for individual station areas •Final financial plan <p>- Can the project 'optimize' intersections and provide ways for the transit to move more efficiently through signalization plans or other technology? - Are there changes to any intersections? - How will a specific station location look? Site specific plan. - Are there effects to historic, cultural, environmental resources? If so, how do we eliminate, reduce, or mitigate those effects?</p>	<ul style="list-style-type: none"> • Detailed roadway design • Detailed design of transit alternative • Finalize art program and individual station area design plan • Final Operations Plan •Construction of transit project and related transportation projects
Level of design	Concept level: Vision	Preliminary Engineering	Final Engineering and construction
			

DECISIONS FORMING THE TRANSIT ACTION PLAN

FORMING THE POWELL-DIVISION STEERING COMMITTEE

In January 2014, Metro Council passed Resolution 14-4496 establishing the Powell-Division Transit and Development Project Steering Committee. Council directed the committee to meet at project milestones and to submit recommendations to Metro Council.

Committee charge

The charge of the committee is as follows.

- Represent the community
- Provide information to and from constituents/community members, and represent their perspectives, concerns and priorities.
- Participate in the group they represent
- Participate in engagement opportunities; invite others to participate
- Alert project staff to issues and opportunities
- Advance the project through key decision points
- Follow decision-making protocols as established by the committee to make key decisions that include:
 - Establish goals for the project
 - Advance a range of transit alternatives and

development strategies for analysis and community consideration

- Narrow for further consideration the transit alternatives and development strategies that best meet the project's goals and community needs
- Concur on a transit alternative to advance to project development and recommend actions that support desired development outcomes
- Recommend an action plan

Decision-making

The committee established a consensus-based decision-making approach. Committee discussion followed the presentation of technical information and community input. After questions were answered and concerns discussed, there was a call for consensus and members indicated their level of support for a proposed decision through color cards. Committee members were engaged and thoughtful in their deliberation. Following modifications to a decision at hand or recording considerations for future work, most decisions throughout the process were met with unanimous support.

Councilor Shirley Craddick, Metro

Councilor Bob Stacey, Metro

Councilor Lori Stegmann, City of Gresham

Commissioner Steve Novick, City of Portland

Representative Shemia Fagan, Oregon State Legislature

Commissioner Diane McKeel, Multnomah County

Neil McFarlane, TriMet

Rian Windsheimer (formerly Jason Tell), Oregon Department of Transportation

Jason Howard (formerly Matt Clark), Johnson Creek Watershed Council

Heidi Guenin, Upstream Public Health

Melinda Merrill, Fred Meyer

John Bildsoe, Gresham Coalition of Neighborhood Associations

Bill Crawford, Southeast Uplift Neighborhood Coalition

Kem Marks, East Portland Neighborhood Office and East Portland Action Plan

Diane Noriega, Mount Hood Community College

Jessica Howard, Portland Community College Southeast

Lori Boisen, Division-Midway Alliance

Trell Anderson, Catholic Charities

Matt Wand, East Metro Economic Alliance

Raahi Reddy, Asian Pacific American Network of Oregon

Vivian Satterfield (formerly Nicole Johnson), OPAL Environmental Justice Oregon

Devin Carr, Student and transit rider



DECISIONS FORMING THE TRANSIT ACTION PLAN

PROJECT GOALS AND OUTCOMES

Between March and June 2014, the Steering Committee drafted, modified then unanimously endorsed the following goals and outcomes for the project.

Goals

Transportation: People have safe and convenient transportation options – including efficient and frequent high capacity transit service that enhances current local transit service – that get them where they want to go and improves the existing system.

Well-being: Future development and transit improvements create safe, healthy neighborhoods and improve access to social, educational, environmental and economic opportunities.

Equity: Future development and transit improvements reduce existing disparities, benefit current residents and businesses and enhance our diverse neighborhoods. There is a commitment to prevent market-driven involuntary displacement of residents and businesses and to equitably distribute the benefits and burdens of change.

Efficiency: A high capacity transit project is efficiently implemented and operated.

Outcomes

The Powell-Division Transit and Development Project will result in an actionable plan for key places (future station areas) and improved mobility to address long-standing infrastructure and investment issues along Powell-Division. The action plan will strive to:

- 1) Create a vision and development strategy for key places that promotes community-driven and supported economic development and identifies tools and strategies that mitigate the impacts of market pressures that cause involuntary displacement.
- 2) Identify a preferred near-term high capacity transit solution for the corridor that safely and efficiently serves high ridership demand, improves access to transit, is coordinated with related transportation investments, and recognizes limited capital and operational funding. The solution will include mode, alignment and station locations with supporting transportation improvements.



DECISIONS FORMING THE TRANSIT ACTION PLAN

WORKING PURPOSE AND NEED STATEMENT

Based on the project outcomes and goals, and policy identified in the regional high capacity transit system plan, the project developed a working draft purpose and need statement and proposed objectives to identify and measure differences between transit alternatives.

The working draft purpose and need statement guides information used during the evaluation process to help narrow the options being considered. The purpose and need was open for public comment during the summer 2014. It will be refined during the work to be conducted in the next phase under the National Environmental Policy Act (NEPA).

Project purpose

The purpose of the Powell-Division Transit and Development Project is to identify a preferred near-term high capacity transit solution for the corridor that efficiently serves current high ridership demand, is coordinated with related transportation investments and community development, recognizes limited capital and operational funding, and provides:

- **Transportation:** People have safe and convenient transportation options – including efficient and frequent high capacity transit service that enhances current local transit service – that get them where they want to go and improves the existing system.
- **Well-being:** Future development and transit improvements create safe, healthy neighborhoods and improve access to social, educational, environmental and economic opportunities.

- **Equity:** Future development and transit improvements reduce existing disparities, benefit current residents and businesses and enhance our diverse neighborhoods. There is a commitment to prevent market-driven involuntary displacement of residents and businesses and to equitably distribute the benefits and burdens of change.

- **Efficiency:** A high capacity transit project is efficiently implemented and operated.

Project need

High capacity transit service in the corridor is needed to address the following issues:

- **Heavily congested traffic:** Buses operate in heavily congested traffic conditions in both peak and off-peak times, which negatively affect transit travel times and reliability.
- **Transit demand exceeds capacity:** Strong demand for transit service in the corridor in both peak and off-peak times commonly results in standing-room only conditions on buses, and when at capacity buses pass by waiting riders.
- **Projected growth:** Projected growth in population, employment, and transit demand would require very high transit frequencies that would exacerbate the bus bunching and reliability issues already occurring.
- **Access to transit:** Access to transit is problematic in significant portions of the corridor with bicycle and pedestrian gaps along bus routes, major arterials, and many local streets.

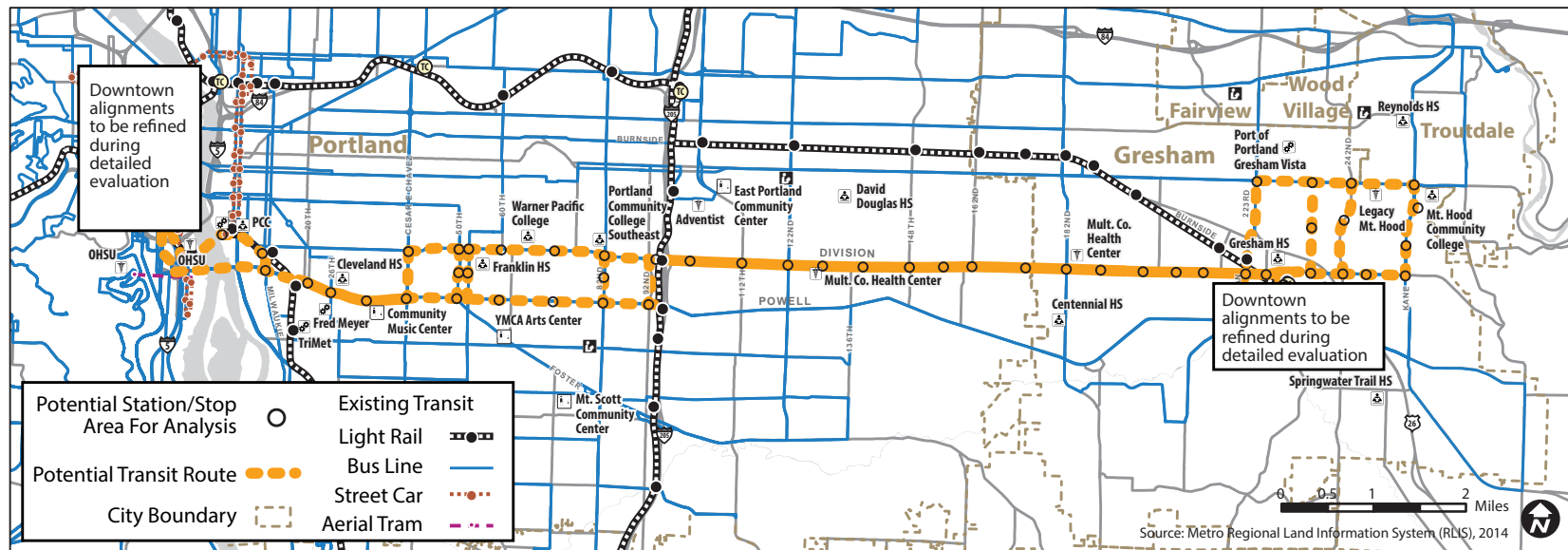
DECISIONS FORMING THE TRANSIT ACTION PLAN

GENERAL ROUTES AND MODES ADVANCED

In September 2014, Steering Committee members reached consensus on high capacity transit alternatives to study further.

- **Transit types** - The Steering Committee advanced bus options.
- **Routes** - The Steering Committee advanced the general route of inner Powell Boulevard in Southeast Portland transitioning to Division Street.

As a result, the project continued studying a range of potential bus options in the corridor and no longer studied rail options. Bus options were studied along a general alignment from inner Powell Boulevard to outer Division Street, with route options identified by dashed lines.



DECISIONS FORMING THE TRANSIT ACTION PLAN

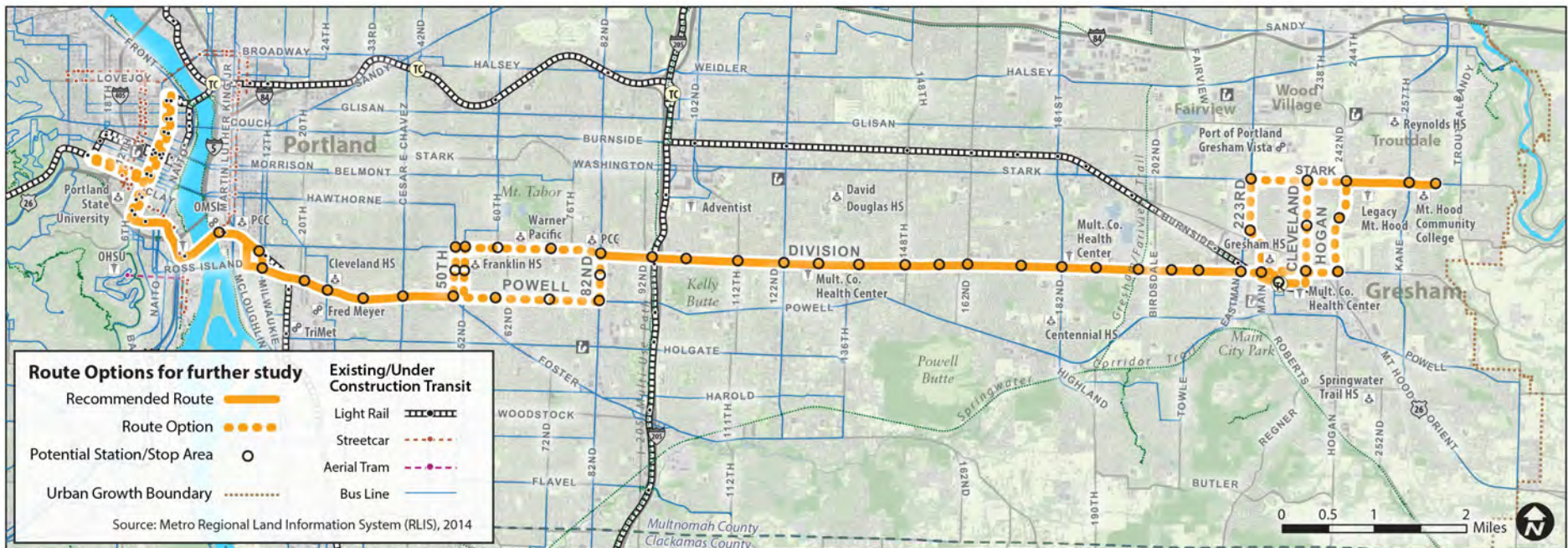
ROUTES FOR FURTHER CONSIDERATION

In March 2015, Steering Committee members reached consensus on bus rapid transit routes to advance for further consideration.

- **River crossing options** - The committee unanimously advanced the Tilikum Crossing.
- **Portland north/south crossover options** - The committee unanimously advanced 82nd Ave and also chose to continue studying 50th and 52nd avenues.
- **Gresham north/south options** - The committee advanced Main/223rd Ave., Cleveland Ave. and Hogan Rd.

As a result, the project continued studying these route options by developing design concepts and analyzing traffic, modeling transit travel times and ridership, developing conceptual cost estimates and seeking input from the public.

The project will be refining and finalizing the final route during Project Development.



POWELL-DIVISION TRANSIT AND DEVELOPMENT PLAN - TRANSIT ACTION PLAN



Materials following this page were distributed at the meeting.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING THE) RESOLUTION NO. 15-4634
POWELL-DIVISION TRANSIT AND)
DEVELOPMENT PROJECT TRANSIT ACTION) Introduced by Councilors Shirley Craddick
PLAN and Bob Stacey

WHEREAS, the Metro Regional High Capacity Transit (HCT) System Plan identified a new HCT corridor in the vicinity of Powell-Division as one of the top three near-term regional priority corridors; and

WHEREAS, Metro Council Resolution 12-4345, adopted May 2012, designated the Powell-Division HCT Corridor as the next regional priority and amended the Unified Planning Work Program to reflect this priority; and

WHEREAS, Resolution No. 14-4496 (For the Purpose of Creating and Appointing Members of a Steering Committee for the Powell-Division Transit and Development Project) established a Steering Committee to provide recommendations to Metro Council regarding the project; and

WHEREAS, over the past fifteen months, the Steering Committee has deliberated and made key recommendations for the project, including identification of the recommended future regional transit line, documented within the Transit Action Plan attached to this Resolution as Exhibit A; and

WHEREAS, the Steering Committee’s decisions have been shaped by broad and inclusive engagement of the diverse communities and interests within the 15-mile corridor; and

WHEREAS, the cities of Portland and Gresham have concurrently studied land uses within the corridor and created strategies for the Powell-Division HCT Corridor that are consistent and integrated with the HCT analysis and community goals; and

WHEREAS, the Transit Action Plan advances a bus rapid transit project with the general route of inner SE Powell Boulevard transitioning to SE Division Street to Downtown Gresham, connecting to Mt. Hood Community College; and

WHEREAS, there are decisions to be made before final identification of the future transit alignment, including analysis and consideration of route options in Portland and Gresham, and before the Metro Council can consider endorsement of a Locally Preferred Alternative (LPA) for the project, anticipated in 2016; now therefore,

BE IT RESOLVED that the Metro Council:

1. Endorses the Powell-Division Transit Action Plan, attached to this Resolution as Exhibit A, including its identification of a future bus rapid transit project with the general route of inner SE Powell Boulevard transitioning to SE Division Street to Downtown Gresham, connecting to Mt. Hood Community College.
2. Directs staff to work with the Steering Committee to finalize the definition of the future transit project including route decisions in Portland and Gresham as part of the Locally Preferred Alternative (LPA).

3. Directs staff to commence work on the actions set forth in the Action Plan, including regional supportive actions to be accomplished in coordination with the work of the cities of Gresham and Portland.

ADOPTED by the Metro Council this XX day of September, 2015.

Tom Hughes, Council President

Approved as to form:

Alison R. Kean, Metro Attorney

DRAFT

Date: 23 June 2015
To: Metro Council
From: Randy Tucker, Legislative Affairs Manager
Re: Proposed transportation funding package

Beginning last Friday, reliable information began to emerge about the outlines of a transportation funding package being assembled by a small bipartisan group of legislators that has been meeting for several weeks. As of yesterday, the plan was apparently for the Senate to amend a bill that has already passed the House, pass it before the end of this week, and send it to the House for concurrence. However, this is viewed as a Senate plan; it is unclear whether it has support in the House (as of today, there are tea leaves suggesting it does not).

I received briefings on Friday and Monday and while the details could change, the attached table represents a high-level understanding of how the substance of what is on the table compares to the Oregon Transportation Forum's proposal that was endorsed by JPACT and the Metro Council. Several pieces of the OTF proposal have been moving forward on independent tracks: another round of ConnectOregon, continued funding for Amtrak Cascades, and a task force on orphan highways. The main elements of the proposal that is emerging now go to the heart of the OTF proposal: funding for roads and transit.

On top of that, as you know, the sticking point on transportation funding all session long has been the earlier passage of SB 324, which lifted the sunset on the Clean Fuels Program (CFP). The current transportation proposal replaces the CFP with a set of provisions that, proponents argue, yield greater reductions in GHG emissions than the 7.7 million metric tons projected for the CFP over ten years.

The proposal raises three main questions that the Council will have to answer and weigh against each other.

1. Is the road funding adequate?

The OTF proposal would have raised about twice as much money as the current proposal, but was also somewhat aspirational. Certainly a four-cent gas tax increase seems timid and inadequate, but it apparently was chosen because certain parties threatened to refer anything larger to the ballot. Including title and registration fees, the package is equivalent to an eight-cent gas tax increase. Local governments get \$103 million statewide, most of which will likely be spent on maintenance, and some of the proposed earmarked ODOT projects advance the jurisdictional transfer agenda.

It is disappointing to see that the proposal omits indexing.

2. Is the transit funding adequate/is this truly an all-modes package?

The transit element of the proposal (a payroll tax on employees that raises over \$80 million annually in districts that already have payroll taxes on employers) outshines the OTF's proposal by a significant margin. The OTF focused on elderly and disabled transit only as a strategic choice that seemed most likely to gain traction in the Capitol. Moreover, it had the weakness of seeking one-time general fund dollars rather than a long-term, dedicated funding source. By contrast, the current proposal establishes a long-term, dedicated source that enables dramatic improvements in transit service, especially for TriMet. This would enable TriMet to immediately implement its Service Enhancement Plans and make major improvements in transit service region-wide. It would also make significant progress toward

achieving, or maybe even achieve entirely, the transit elements of the Climate Smart strategy (further analysis needed).

Note that the transit funding piece is apparently not supported by the Speaker of the House, who reportedly does not approve of the funding source. I need to find out more.

Other modes are addressed primarily by ConnectOregon (which is moving forward in a separate bill).

3. What about the replacement of Clean Fuels with alternative greenhouse gas reduction provisions?

This is the hardest thing to analyze. The proponents of the alternative proposal claim that it yields greater carbon reductions than the CFP, but there is a lot of argument about the level of carbon reduction that it will actually achieve, the replacement of mandatory measures with voluntary ones, the shifting of financial burdens, and whether certain reductions are being double-counted. The environmental community is livid about this and a referral to the ballot is not out of the question. To make things more complicated, our region's Climate Smart effort assumes the CFP takes effect.

I plan to be at the work session today to discuss this with you.

<p><u>The elements of the 2015 legislative funding package endorsed by the Portland metropolitan region are as follows:</u></p>	<p><u>Current status of Legislative action is as follows:</u></p>
<p>1. City/County/State “Fix-It” Program (“catch up and keep up”): Increase highway trust fund revenues to catch up with needed maintenance, operations and preservation on the city/county/state road system, and index the resource to avoid future losses of revenue.</p> <p>2. State and Regional “Enhance” Program: ODOT consolidated their various road and non-road categories of funds intended for modernization of the multi-modal transportation system into a combined “Enhance” program to facilitate the selection of priority projects most important to each region regardless of mode. Expand the ODOT “Enhance” Program and establish a complementary Regional/Local “Enhance” Program.</p> <p>3. Orphan Highway Program: Establish a pilot funding program to facilitate the transfer of roads between ODOT and local governments to align responsibility with authority.</p>	<p>As part of the Metro/JPACT consideration of the Oregon Transportation Forum package, there was consideration of increased road funding as follows, totaling \$433.5 million:</p> <ul style="list-style-type: none"> • Fix-It (\$300 million): 5-cent gas tax plus truck taxes plus VRF increase of \$25 per year • Enhance (\$133.5 million): 5-cent gas tax plus truck taxes • 1-cent pilot program for Orphan Highways <p>Current proposals would raise \$206 million/year. Under consideration is a 4-cent gas tax plus vehicle registration and title fees equivalent to another 4 cents. Indexing is not part of the proposal. A separate bill would create a state task force to address Orphan Highways.</p> <p>The \$206 million would be divided by the traditional 50-30-20 formula. Approximately 1/3 of the ODOT share would be bonded, yielding \$400 million for Enhance projects, including about \$125 million in the Portland region. Two of these projects – outer Powell and Cornelius Pass Road – would lead to jurisdictional transfers; also included are I-5 and I-205 auxiliary lanes. The other 2/3 would go to bridges, pavement, culverts and safety projects that would seem to be in the Fix-It category.</p>
<p>4. Elderly and Disabled Transit Service: Provide up to \$75 million of funding for transit services to elderly and disabled persons statewide.</p> <p>5. Connect Oregon VI: Support a sixth round of Connect Oregon funding for non-road multi-modal transportation projects.</p> <p>6. Youth Transit Service: Provide grant funding to support improved transit service to meet youth’s transportation needs and provide free or reduced transit fares to youth.</p>	<p>Under consideration is establishment of a statewide payroll tax on employees @.185% in areas where there is already a payroll tax on employers. The money would stay with the districts where it would be collected. This would yield over \$80 million statewide, of which nearly \$71 million would go to TriMet and another \$1.6 million to SMART.</p> <p>Connect Oregon was recommended by OTF at \$100 million. Under consideration (in a separate bill) is \$58.6 million.</p>
<p>7. AMTRAK Cascades Passenger Rail Service: Provide funds to operate the AMTRAK Cascades service between Eugene, Albany/Corvallis, Salem, Oregon City, and Portland to Washington State and Vancouver, B.C.</p>	<p>\$10 million to sustain existing service is apparently moving forward in the ODOT budget. However, this will need to be revisited every session, and the price tag in 2017 will be over \$22 million (it was reduced this time with one-time monies).</p>
<p>8. 10-year multi-modal strategic transportation needs assessment: Develop a 10-year, multi-modal, statewide strategic transportation needs assessment to provide the basis for future legislative funding proposals.</p>	<p>No progress</p>

Proposed Transportation Package

New Funding

\$206 million per year for state and local roads
 \$80 million per year for transit improvements
 \$2.5 million per year for airports
 \$55 million for *ConnectOregon VI*

Gas Tax

4 cents increase per gallon (phased in 2 cents on January 1, 2016 and the other 2 cents on January 1, 2017) raises \$103.2 million per year.

Fees

- A new vehicle title fee of \$125 raises \$37.5 million per year.
- A \$10 driver license fee increase raises \$4 million per year. This temporary fee is dedicated to ODOT's Information Technology upgrades, self-service kiosks, and DMV accepting credit cards and sunsets after eight years.
- A \$10 registration fee increase (from \$43 to \$53) raises \$67.2 million per year. This would include a similar moped and motorcycle registration fee increase.
- An increase in the annual registration fee for electric vehicles and plug-in hybrid electric vehicles of \$145 (from \$43 to \$200) raises \$600,000 per year. This is to cover the same usage charge paid into the state highway trust fund that the average vehicle pays in gas tax each year.



The \$33 million in bonding generates \$400 million in transportation projects

Transit Funding

- A new tax of .00185 on employee wages in mass transit districts where employers pay a transit payroll tax
- Generates \$80 million per year
- Current transit districts where tax would apply includes Wilsonville, Canby, Sandy, Trimet, Lane Transit District

Other Package Elements

- ODOT to study and report to Legislature in 2016 how it will redirect \$50 million per year for six years to be spent on operations and maintenance of state highways beginning in 2017
- A management audit of ODOT
- Eastern Oregon biodiesel exemption between November and February
- Funds for research partnership between Daimler Trucking and OSU
- Jet Fuel & Aviation Gas Tax a 2 cents per gallon increase to fund airport improvements, six year sunset (HB 2075)
- *ConnectOregon VI* funds infrastructure in investments in non-highway modes (HB 2274)

DRAFTED LIST OF BONDED PROJECTS & AMOUNTS

Region 1 Projects	In Millions
Add lanes to I-205: Stafford Rd to Oregon City (incl NEPA, P3 Solicitation)	\$2.0 16.0
Cornelius Pass Road Improvements	\$20.0
PDX Congestion (Transportation Operations): I-5 NB/SB Lower Boones Ferry to I-205 Interchange; I-205 NB Aux Lane: I-84 to Columbia Blvd; I-205 SB Aux Lane: I-84 to Stark + Washington St.; I-205 NB Aux Lane: Powell to I-84	\$74.5
I-84 NW Forest Lane (Vertical Truck Clearance)	\$2.1
US 26 Powell Blvd (I-205 to 174th) - MOU contingent for jurisdiction transfer	\$25.0
Subtotal Region 1	\$124.6
Region 2 Projects	
Hwy 126: Eugene to Florence Safety Improvements	\$15.0
I-5 Aurora to Donald Interchange	\$25.0
US 101 Camp Rilea-Sunset Beach	\$10.4
Downtown Springfield Improvements OR 126B	\$15.0
OR 34-I-5 to Corvallis	\$10.0
OR 18/22 (Phase 1)	\$20.0
Territorial Highway Safety Improvements	\$20.0
Subtotal Region 2	\$ 115.4
Region 3 Projects	
I-5 Sexton Summit SB Truck Climbing Lane	\$10.7
I-5 Coon Hill SB Truck Climbing – new	\$7.9
Hwy 42 Curve & Paving – new	\$20.0
Foothill Road Extension (Medford)	\$4.0
Subtotal Region 3	\$42.6
Region 4 Projects	
Bend Redmond Safety Corridor	\$20.0
Load Lift Limitation of Hwy 140	\$35.0
Subtotal Region 4	\$55.0
Region 5 Projects	
US 20 Freight Mobility Enhancement	\$10.0
Port of Umatilla	\$3.0
EOTEC (Eastern Oregon Trade & Event Center Road)	\$1.8
City of Dufur	\$2.1
Port of Morrow Interchange	\$3.5
Juntura Cutoff Road	\$7.0
Baker County (for two cities)	\$5.0
Subtotal Region 5	\$32.4
Total All Regions	\$370.0

SIDE BY SIDE OF GHG REDUCTION PROPOSALS - TRANSPORTATION RELATED

GOAL: reduce the average *carbon intensity* of gasoline and diesel fuel 10 % over a 10-year period

Target: 7.7 million metric tons

ELEMENTS	SB 324-Low Carbon Fuels Program			New Program As Proposed		
	Description	Cost Per Year	MMT est.	Description	Cost Per Year in Millions	MMT est.
Biofuels	Program assumes approximate reduction of GHG from blending cleaner biofuels to achieve the equivalent of a 5% reduction in carbon intensity over 10 years (1)	est. 6 to 19 cents per gallon, according to DEQ	% of total below	Utilitizing existing blending program to achieve the equivalent of a 5% reduction in carbon intensity over 10 years as long as the fuel is commercially available, techonogically feasible, and cost effective; same exemptions as SB 324 (2)	\$0.0	4.2 - 6.3
EV Market Transformation	Eligible to generate credits for sale in the carbon market	part of total below	% of total below	Divert 17% of the public purpose charge to EV market transformation program (from renewable energy development and schools); allow for utilities to get cost-recovery for EV infrastructure installment (3)	\$14.8	1.5
Compressed Natural Gas	Eligible to generate credits for sale in the carbon market	part of total below	% of total below	Direct ODOE to work with ETO/natural gas utilities to fund natural gas market transformation program (4)	\$10.0	0.50
School Bus Program	Eligible to generate credits for sale in the carbon market	part of total below	% of total below	Amend energy efficiency performance contracting statute to include alternative fuel vehicle conversion; assumes converting approx. 3000 school buses in 10 years (5)	\$2.1	0.64
Transit	Not applicable	Not applicable		Investment in Oregon's transit districts (6)	\$80.0	1.5
Transportation Operations	Not applicable	Not applicable		Improve safety and traffic flow -- elements include ramp meters, timing signals, traveler information signs, variable speed signs, etc.*(7)	\$20.0	2.02
Assumed Total GHG Reduction			7.7	Assumed Total GHG Reduction		
				10.36 - 12.46		

MMT = million metric tons

*Amount for invesment in transportation operations in transportation package is higher; commenserate GHG reduction is currently uncalculated.

Sources for MMT # in Program as Proposed

- 1 Based on 2014 ICF International study of the Oregon Clean Fuels Program
- 2 Based on assumptions in 2014 ICF International study of the Oregon Clean Fuels Program
- 3 Based on assumptions modeled by Oregon's electric investor-owned utilities
- 4 Based on assumptions modeled by Oregon's natural gas investor-owned utilities
- 5 Based on the greenhouse gas emission achieved by converting 3k school buses to natural gas vehicles
- 6 Based on ODOT model
- 7 Based on ODOT model

The DRIVE Act – Developing a Reliable and Innovative Vision for the Economy Act

(Senate Environment and Public Works with jurisdiction over the highway bill)

- Status quo funding with a 2.2% per year escalator. Possible increase tied to repatriation of off-shore profits or a gas tax.
- Inclusion of a new Major Project discretionary program at \$300-450 million per year.
- Addition of a new Freight Program with strong requirements for plans, performance measures, advisory committee and project eligibility.
- Improved recognition of Bridge projects off the National Highway System (non-NHS bridges)
- Increases suballocation of STP from 50% to 55%.
- Increases suballocation of Transportation Alternatives funding from 50% to 100%; increases program from \$819 million to \$850 million; adds non-profits to eligible organizations.
- Reduces Safety Program share of the bill from 7% to 6%.
- Adds off-road Port diesel powered equipment to off-road CMAQ eligibility.
- Increased streamlining for small projects.
- Provisions to remove segments from the NHS system.

Transportation 4 America recommendations:

1. Support the Bill.
2. Add a requirement to allocate a portion of the funding to the state through a competitive grant process.
3. Restore Transportation Alternatives Program to pre-MAP-21 levels (another \$350 million increase).
4. Increase the share of STP funds suballocated from 55% to 65%.
5. Amendment to allow better multi-modal projects.