Agenda

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

Meeting:	Metro Technical Advisory Committee (MTAC)
Date:	Wednesday, May 17, 2023
Time:	9:00 a.m. to 12:00 p.m.
Place:	Virtual meeting held via Zoom
	Connect with Zoom Passcode: 863801 Phone: 877-853-5257 (Toll Free)

9:00 a.m.	**Call meeting to order, Declaration of Quorum and Introductions**	Chair Kehe
9:10 a.m.	**Comments from the Chair and Committee Members** • Updates from committee members around the Region (all)	
9:15 a.m.	**Public communications on agenda items**	
9:17 a.m.	**Consideration of MTAC minutes, March 15, 2023 (action item)**	Chair Kehe
9:20 a.m.	**2024 Urban Growth Management Decision: Middle Housing Potential** Purpose: Provide MTAC with background information on middle housing development potential and affordability, which are topics that will factor into the Metro Council's 2024 growth management decision.	Ted Reid, Metro Becky Hewitt, EcoNorthwest
10:20 a.m.	**High Capacity Transit Strategy Update: Draft Report** Purpose: Recap what we heard on the corridor tiers, provide input on the HCT Strategy draft report (particularly implementation actions and recommendations) and review next steps for the report and for the strategy as the update process wholly incorporates into the 2023 RTP Update.	Ally Holmqvist, Metro
10:50 a.m.	**TriMet's Transit Oriented Development (TOD) Regional TOD Plan** Purpose: The TriMet TOD Program has just launched its Regional TOD Plan. This Plan was created with the support of an Transportation Growth Management Grant from ODOT and DLCD. The Plan includes information and guidelines for the inventory, evaluation and prioritization of TriMet sites within the agency's real property, and also details how the agency promotes TOD across the region. Importantly, the Plan empowers the communities and partners with whom we partner to provide feedback regarding where TOD projects are located, how sites are selected, and how decisions are made. The Plan is designed to provide transparency to all elements of our TOD work and is focused on creating equitable TOD projects for everyone. https://trimet.org/tod/pdf/tod-regional-plan.pdf	Miles Anderson, Guy Benn, TriMet
11:10 a.m.	**2023 Regional Transportation Plan (RTP): Draft System Analysis Results** Purpose: Share draft results from the 2023 RTP system analysis for feedback and discussion	Eliot Rose, Metro
12:00 p.m.	**Adjournment**	Chair Kehe

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

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2023 Metro Technical Advisory Committee (MTAC) Work Program

As of 5/10/2023

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

All meetings are scheduled from 9am - noon

MTAC meeting, May 17, 2023 Comments from the Chair • Committee member updates around the region (Chair Kehe and all) Agenda Items • 2024 Urban Growth Management Decision: middle housing potential (Ted Reid, Metro/ Becky Hewitt, EcoNorthwest); 60 min) • High Capacity Transit Strategy Update: Draft Report (Ally Holmqvist, Metro; 30 min) • TriMet's TOD Regional Plan (Guy Benn & Miles Anderson, TriMet; 20 min) • 2023 RTP: Draft system analysis results (Eliot Rose, Metro; 50 min)	**MTAC/TPAC joint workshop, June 21, 2023** Agenda Items • Climate Smart Strategy Discussion (Kim Ellis and Eliot Rose, Metro; 60 min) • 2024 Urban Growth Management Decision: housing market filtering and displacement trends (Ted Reid, Metro, 60 min) • Construction Career Pathways Overview & Update (Sebrina Owens-Wilson, Andre Bealer, Metro; 45 min)
MTAC meeting, July 19, 2023 Comments from the Chair • Committee member updates around the region (Chair Kehe and all) Agenda Items • 2024 Urban Growth Management Decision: office-to-residential conversion potential (Ted Reid, 45 min) • 2023 RTP update (Kim Ellis, Metro; 45 min)	**MTAC/TPAC joint workshop, August 16, 2023** Agenda Items • 2023 RTP: Begin discussion on public comments on Public Review Draft RTP, Project List and Appendices (Kim Ellis, Metro; 60 min) • 2023 RTP: Draft ordinance and outline of adoption package (Kim Ellis, Metro; 45 min)
MTAC meeting, September 20, 2023 Comments from the Chair • Committee member updates around the region (Chair Kehe and all) Agenda Items • Draft regional buildable land inventory (Ted Reid, Metro; 60 min) • 2023 RTP: Draft Public Comment Report and Recommended Changes (Kim Ellis, Metro; 90 min)	**MTAC meeting, October 18, 2023** Comments from the Chair • Committee member updates around the region (Chair Kehe and all) Agenda Items • Draft regional buildable land inventory (continued) (Ted Reid, Metro; 45 min) • **23-XXXX - 2023 RTP** Recommendation to MPAC (Kim Ellis, Metro; 90 min)

MTAC meeting, November 15, 2023	**MTAC meeting, December 20, 2023**
Comments from the Chair • Committee member updates around the region (Chair Kehe and all) Agenda Items • UGB discussion topic: Town & regional centers and CFEC (Update to Title 6) (Ted Reid, Metro; 60 min)	Comments from the Chair • Committee member updates around the region (Chair Kehe and all) Agenda Items • State of the Centers update (Ted Reid, Metro; 60 min)

Parking Lot/Bike Rack: Future Topics (These may be scheduled at either MTAC meetings or combined MTAC/TPAC workshops)

- Status report on equity goals for land use and transportation planning
- Regional city reports on community engagement work/grants
- Regional development changes reporting on employment/economic and housing as it relates to growth management
- Update report on Travel Behavior Survey
- Updates on grant funded projects such as Metro's 2040 grants and DLCD/ODOT's TGM grants. Recipients of grants.
- Transit-Oriented Development (TOD) annual report/project profiles report
- Reports from regional service providers affecting land use and transportation, future plans
- Employment & industrial lands
- 2040 grants highlights update

For MTAC agenda and schedule information, e-mail marie.miller@oregonmetro.gov
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Meeting minutes

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

Meeting: **Metro Technical Advisory Committee (MTAC) meeting**

Date/time: Wednesday March 15, 2023 | 9:00 a.m. to 12:00 p.m.

Place: Virtual video conference call meeting via Zoom

Members Attending	**Affiliate**
Eryn Kehe, Chair	Metro
Erik Olson	Largest City in Clackamas County: Lake Oswego
Aquilla Hurd-Ravich	Second Largest City in Clackamas County: Oregon City
Anna Slatinsky	Second Largest City in Washington County; Beaverton
Laura Terway	Clackamas County: Other Cities, City of Happy Valley
Katherine Kelly	City of Vancouver
Jamie Stasny	Clackamas County
Adam Barber	Multnomah County
Chris Deffebach	Washington County
Gary Albrecht	Clark County
Neelam Dorman	Oregon Department of Transportation
Laura Kelly	Department Land Conservation and Development
Manuel Contreras, Jr.	Clackamas Water Environmental Services
Gery Keck	Tualatin Hills Park & Recreation District
Bret Marchant	Greater Portland, Inc.
Nora Apter	Oregon Environmental Council
Rachel Loftin	Community Partners for Affordable Housing
Erik Cole	Schnitzer Properties & Revitalize Portland Coalition
Mike O'Brien	Mayer/Reed, Inc.
Andrea Hamberg	Multnomah County Public Health & Urban Forum

Alternate Members Attending	**Affiliate**
Mary Phillips	Largest City in Multnomah County: Gresham
Dan Rutzick	Largest City in Washington County: Hillsboro
David Berniker	Multnomah County: Other Cities, City of Troutdale
Miranda Bateschell	Washington County: Other Cities, City of Wilsonville
Theresa Cherniak	Washington County
Raihana Ansary	Portland General Electric
Fiona Lyon	TriMet
Aaron Golub	Portland State University
Craig Sheahan	David Evans & Associates, Inc.
Brendon Haggerty	Public Health & Urban Forum, Multnomah Co.
Ryan Ames	Public Health & Urban Forum, Washington Co.

Guests Attending	**Affiliate**
Becky Hewitt	ECONorthwest
Cassera Phipps	Clean Water Services
Chris Faulker	Clean Water Services
Jessica Pelz	Washington County

Guests Attending	Affiliate
Ken Rencher	Washington County
Marc Farrar	Metropolitan Land Group
Max Nonnamaker	Multnomah County
Schuyler Warren	City of Tigard

Metro Staff Attending
Ally Holmqvist, Andrea Pastor, Clint Chiavarini, Daniel Audelo, David Tetrick, Kadin Mangalik, Kim Ellis, Lake McTighe, Laura Combs, Liam Frost, Marie Miller, Matt Bihn, Matthew Hampton, Ted Reid, Thaya Patton, Tom Kloster

Call to Order, Quorum Declaration and Introductions
Chair Eryn Kehe called the meeting to order at 9:00 a.m. A quorum was declared. Introductions were made. Zoom logistics and meeting features were reviewed for online raised hands, renaming yourself, finding attendees and participants, and chat area for messaging and sharing links.

Comments from the Chair and Committee Members

- **Updates from committee members around the Region** (all) none

Public Communications on Agenda Items Max Nonnamaker announced during public health week Multnomah County was holding a networking event on April 6 for professionals and students focused on health and the environment. His email was shared in chat for questions and interest.

Consideration of MTAC minutes January 18, 2023 meeting
Approval of the January 18, 2023 MTAC meeting minutes was given by the committee by majority vote with no corrections. One abstention: Mary Phillips.

2024 Urban Growth Management Decisions: development outcomes in urban centers and past Urban Growth Boundary (UGB) expansion areas (Ted Reid, Metro/ Becky Hewitt, ECONorthwest) Ted Reid provided background and overview of the presentation. As it prepares data focused on land readiness for building and jobs, the consultation team is looking at development outcomes in the urban growth boundary expansion areas and urban centers.

Becky Hewitt reviewed the factors with the Metro Residential Readiness Project that were researched and analyzed to guide Metro's 2024 Urban Growth Management Decision, and update development capacity and supply model. The goal is to illuminate the circumstances under which housing and employment land development has or hasn't happened in past UGB expansion areas and identify typical barriers to mixed-use development in urban locations inside the UGB Development Readiness Analysis.

Major urban expansions over past years were reviewed. The estimated housing units planned and completed lags substantially behind, noting tax lot data tend to lag construction completions. Key factors that influence development outcomes were described in detail per 'What's the issue' and 'What's working'. These factors included parcel size and developability, market alignment, infrastructure serviceability, costs, and funding plans, and governance and local leadership. Timing considerations with UGB expansion areas were reviewed.

Conclusions from this analysis included:
• Changes to rules and process are helping
• Developer interest and participation supports development readiness
• Pro-active City leadership can move development forward faster
• Metro can guide growth, but can't create a market where it doesn't exist or overcome topographic, ownership, or resource barriers to development

Development outcomes in 2040 centers looked at residential development trends in 2040 Centers and the common regulatory, procedural, and market barriers to residential development in 2040 centers. Common barriers observed with what has helped in overcoming these barriers were discussed.

Comments from the committee:

- Manny Contreras asked if anything can be changed in the model that would address areas of gaps to approve actual conclusions to have impacts and show improvements based on caveats mentioned. Will more information shift any of the conclusions? Mr. Reid noted the data was rearranged for better decision making around growth management for reasons based in the presentation. There was a need to change the order of things with cities presenting their planning upfront, which Metro believes will have different outcomes and provide a clear sense of what's required to take the land to turn into housing and jobs. The focus in the 2018 UGM Decision and driven by city proposals are the methods we are now following as the approach for the 2024 Decision as well.
- Michael O'Brien noted it seems Metro is trending the right direction in how we bring areas in to the UGB. Experience with the former City of Damascus was noted with a massive swap of land but virtually no development there. It was asked why this is still part of the UGB and could we not swap that for more land this more development ready. Mr. Reid agreed on the land added in the UGB in 2002. Metro Council recently exchanged some of the former Damascus area (500 acres of it) to enable bringing in other areas to reflect the focus on readiness. Jamie Stasny added that in reference to Damascus there are political challenges when moving lands in the UGB. It was appreciated this technical analysis covered great detail on the data and information presented.
- Dan Rutzick noted the City of Hillsboro was in the process of residential buildable land and other updates. Was it possible to get this data to help inform the work we're doing. Ms. Hewitt noted most of the data regarding the expansion areas came from Metro but anticipates no issues with sharing summaries. Mr. Reid concurred and will follow up.

  One differential that would be helpful to get clarity on is when you looked at the analysis there are areas that have been in the UGB a while, and some don't have infrastructure yet and will take a long time to build out. Most UGB areas are large in size, so you could have half of it coming online with housing. But the other half is part of the sequence of bringing a larger area forward to urbanization. How did you distinguish between the areas that haven't started yet and will take time to be underway and those already built. Ms. Hewitt noted this was looked at broadly with existing land use patterns in the mix for expansion areas. There is a lag in the data. Knowledge from regional planners help to inform where development is underway. Segments of the data show trends and current status.

Regarding the no build parking requirement, it was asked how this was factored in looking at opportunities in town centers. Ms. Hewitt noted our pipeline of information is based on what the centers have submitted or applied for. It's not our own assessment of what is possible in these areas. Work from jurisdictions contributed to the data to help understand the challenges and barriers with parking. Depending on where the parking requirements are at a given time, development plans may change.

- Chris Deffebach noted past study done on current development in corridors in areas of Washington County. This was offered to Metro and consultant team for additional information. The reference in the presentation with city and county responsibilities was noted. It was suggested to see the role of Counties responsible for more of the planning in partnership with cities, particularly in issues with infrastructure. There is a need to have a network to connect the infrastructure. City partnerships are valuable to connect the entire region and share costs where possible. It was suggested to have the data presented by counties with development planned. The size of the former Damascus may be skewering the UGB area when it's an outlier of the data.
- Nora Apter noted the funding streams coming from the Federal infrastructure bill. The Climate Pollution Reduction Grant was noted and link shared in chat: https://www.epa.gov/inflation-reduction-act/climate-pollution-reduction-grants It was asked if this was under consideration with the upcoming deadline and potential use of these funds. Ms. Hewitt noted it was not considered with initial sources of funds as part of this work. Kim Ellis added the grant program has Multnomah County and Metro involved. It requires developing near-term action plans by next March with participants that help develop that action plan eligible with the $4.6 billion for the implementation grants, focused for greenhouse gas reduction in our region.

2023 Regional Transportation Plan (RTP) Preview of Draft Chapter 3 (policy) (Kim Ellis, Metro) The presentation began with an overview of the Regional Transportation Plan (RTP), timeline for the 2023 RTP update, sections of the document, and how outcomes-based framework, and coordinated planning and decision-making create vision and goals for the 2023 RTP.

Draft Chapter 3 Policies (detailed in the meeting packet and presentation) included:
• New policies related to pricing, mobility and transit
• Updates to climate and motor vehicle policies related to new policies and state Transportation Planning Rules
• Minor updates/reformatting to transportation equity, freight, design, transportation system management and operations (TSMO) and transportation demand management (TDM) policies
• No changes to safety, bike, pedestrian and emerging technology policies

Comments recently heard at the Transportation Policy Alternatives Committee (TPAC) were shared: Support for changes to transportation equity policies. No comments on safety, design, bike, pedestrian, freight, TDM, TSMO and emerging technology policies. More discussion needed on specific climate, pricing, motor vehicle, transit policies. Recognition of remaining work on mobility policy measures post-RTP system analysis. More discussion needed on prioritization of investments in policies and which policies support thriving economy goal.

Other Chapter 3 policies highlighted were reviewed. These included:
Climate Policy 3 and 9 and Resilience
Pricing Policy 4
Terms and definitions – Diversion
Motor Vehicle Policies 6 and 9
Terms and definitions – Capacity
Comparison of draft 2023 RTP and draft 2023 Oregon Transportation Plan (OTP) Policies
Transit Policy 5
Prioritization alignment with CFEC prioritization framework and JPACT/Council priorities

Comments on the policies and draft Chapter 3 were requested by March 24. On April 19 MTAC and TPAC will hold a workshop discussion of revised draft policies.

Comments from the committee:

- Neelam Dorman noted some concerns that ODOT had regarding strikeouts in the motor vehicle policy 9. There were questions on what the deficiencies mean and how the region defines "complete" freeway and arterial network. Another concern was the strikeout of "beyond the planned system", with impacts to projects that have been approved possibly being reconsidered and changes with UGB expansions. Ms. Ellis noted these strikeouts in the draft regarded prior to adding new capacity in the system that requires evaluation requirements.
- Andrea Hamberg asked if specific targets have been specified for bike, pedestrian and transit targets. Ms. Ellis noted they were listed in several of the policies and will be reviewed again involving targets regarding safety, climate and mode-share policies. Ms. Hamberg asked if more information was known following discussions on air quality targets modeling. From a public health standpoint reducing all transportation related emissions is important. The more information on reducing these emissions will result in easier tracking progress.
- Jamie Stasny supported comments noted by Ms. Dorman. These could create limitations to additional analysis on projects. It was noted a great concern was with the pricing policies with a lot of unknowns now and trying to draft policies with work under development challenging.
- Chris Deffebach noted there is a lot to think about on how we can efficiently go through these steps and approaches. It was noted the definition of diversion may not be related only to tolling or pricing.

Adjournment

There being no further business, meeting was adjourned by Chair Kehe at 10:57 a.m.
Respectfully submitted,
Marie Miller, MTAC Recorder

Item	Document Type	Document Date	Document Description	Document No.
1	Agenda	3/15/2023	3/15/2023 MTAC Meeting Agenda	031523M-01
2	MTAC Work Program	3/8/2023	MTAC Work Program as of 3/8/2023	031523M-02
3	Minutes	1/18/2023	Draft minutes from January 18, 2023 MTAC meeting	031523M-03
4	Handout	N/A	Construction Career Pathways Framework A CASE STUDY IN JOB CREATION FOR A JUST SOCIETY	031523M-04
5	Handout	N/A	Construction Career Pathways Project (C2P2) Regional Framework	031523M-05
6	Fact Sheet	December 2022	2023 Regional Transportation Plan	031523M-06
7	Handout	3/8/2023	2023 REGIONAL TRANSPORTATION PLAN UPDATE Project Timeline and Schedule of Planned Engagement and Metro Council and Regional Advisory Committees' Discussions and Actions for 2023	031523M-07
8	Memo	3/1/2023	TO: MTAC and interested parties From: Kim Ellis, AICP, RTP Project Manager RE: 2023 Regional Transportation Plan – Draft Chapter 3 (System Policies) for TPAC and MTAC Review	031523M-08
9	Draft Chapter	3/1/2023	Chapter 3 System Policies to Achieve Our Vision 2023 Regional Transportation Plan	031523M-09
10	Presentation	3/15/2023	Metro Development Readiness Assessment	031523M-10
11	Presentation	3/15/2023	2023 Regional Transportation Plan Draft Chapter 3 – System Policies	031523M-11

Metro Residential Readiness

Middle Housing Potential

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Metro Residential Readiness Project

Research and analysis to guide Metro's 2024 Urban Growth Management Decision

Updates to development capacity / supply model

Development Readiness

Population & Development Trends

Housing Filtering & Market Functions

Gentrification & Displacement Risk

Office-to-Residential Conversion Potential

Middle Housing Potential

Existing Housing Needs

Purpose

Step 1

- Summarize relevant past work to provide context and inform modeling
  - Infill/redevelopment potential for middle housing
  - Housing mix within greenfield developments and UGB expansion areas
  - Pricing/affordability for middle housing development

Step 2

- Estimate market-feasible potential for middle housing using Metro's Developer Supply Processor (development capacity model)
- Summarize results by residential neighborhoods, UGB expansion areas

Middle Housing Zoned Potential: What's Changed?

Metro Jurisdictions' Response to HB 2001 (2019)

Many Metro jurisdictions went beyond minimum requirements (11 / 16 surveyed)

Metro Jurisdiction	Compliance	Bonus Updates or other Unique Features
Portland	Exceeded	• Allow Six-plexes (if 50% affordable units) • Smaller lot sizes • Lower parking requirements
Beaverton	Exceeded	• Smaller lot sizes • Higher FAR for more units
Hillsboro	Complied	n/a
Gresham	Exceeded	• Smaller lot sizes
Happy Valley	Complied	n/a
Cornelius	Exceeded	• Applied more broadly
Wilsonville	Complied	• Allow land divisions for ADUs
West Linn	Exceeded	• Smaller lot sizes • More FAR, lot coverage flexibility
Fairview	Complied*	• Applied more broadly * Has yet to adopt updates
Tigard	Exceeded	• Smaller lot sizes • Lower parking requirements
Oregon City	Exceeded	• Lower parking requirements
Milwaukie	Exceeded	• Smaller lot sizes
Gladstone	Exceeded	• Smaller lot sizes (some zones)
Wood Village	Complied	N/a
Washington County	Exceeded	• Smaller lot sizes
Clackamas County	Exceeded	• Smaller lot sizes

Source: MIG|APG research

Metro Jurisdictions' Response to HB 2001 (2019)

Local decisions about regulating detached middle housing matter to the market

- Detached plexes
  - 15 / 24 allow
- Limits on size of cottages beyond the 900sf footprint definition
  - 11 / 16 have size limits

Metro Jurisdiction	Allow Detached Plexes?	Cottage Size Limit?
Portland	Duplex only	Avg unit size
Beaverton	Yes	No (25' height limit only)
Hillsboro	No	Avg unit size & individual unit size
Gresham	Yes	No
Happy Valley	No	Avg unit size & individual unit size
Cornelius	Yes	No
Wilsonville	Yes	Individual unit size
West Linn	Yes	No
Fairview	Yes	No
Tigard	No	Avg unit size & individual unit size
Oregon City	Duplex & triplex with existing unit only	Avg unit size & individual unit size
Milwaukie	Yes	Avg unit size
Gladstone	Yes	Avg unit size
Wood Village	Yes	Individual unit size
Washington County	Yes	Avg unit size
Clackamas County	No	Avg unit size
Tualatin	Yes	*Not sampled*
Troutdale	No	*Not sampled*
Sherwood	No	*Not sampled*
Lake Oswego	No	*Not sampled*
Tualatin	Yes	*Not sampled*
Forest Grove	Yes	*Not sampled*
King City	No	*Not sampled*
Durham	No	*Not sampled*

Source: MIG|APG research

Approach to Estimating Middle Housing Demand and Production

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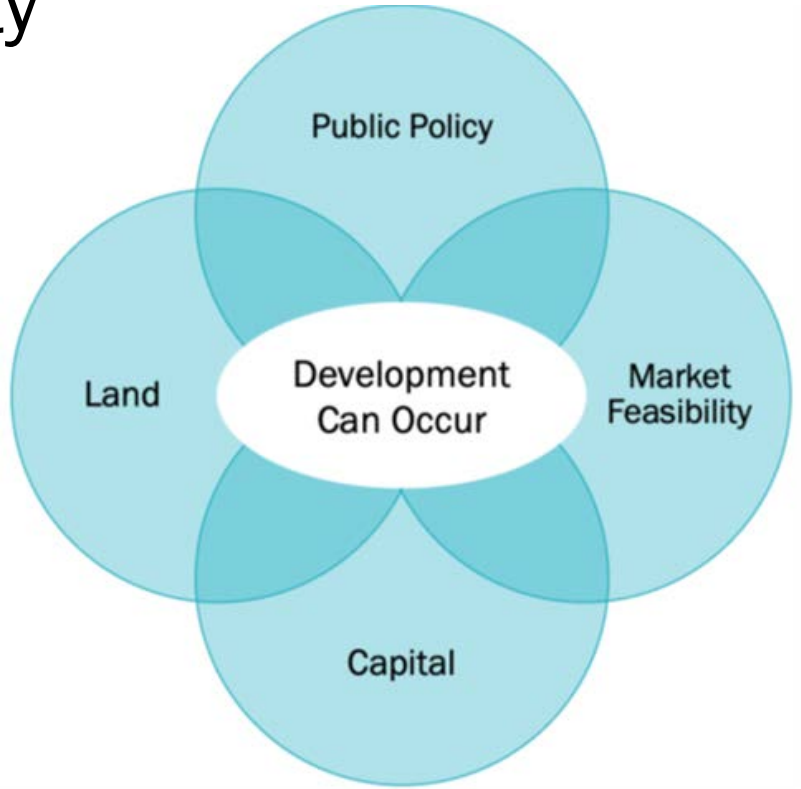
What makes middle housing infill/redevelopment feasible?

- Land + Public Policy => Physical feasibility
  - Units will fit on site with any required parking, setbacks, landscaping, etc.
- Market + Capital => Financial feasibility
  - Sales prices or rents offer a sufficient financial return to justify investment, given cost to build, including fees, demolition (if needed), any required infrastructure improvements, etc.



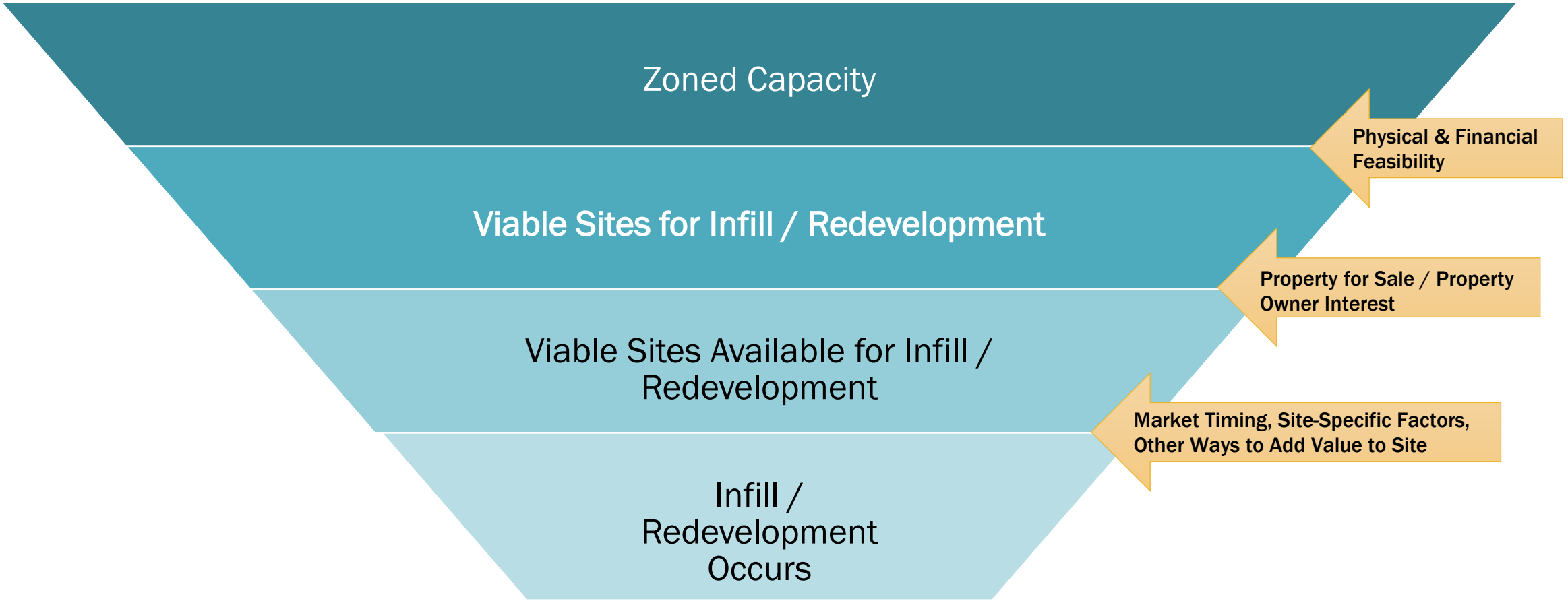
Source: ECONorthwest

Infill/Redevelopment Capacity in Existing Neighborhoods

- Adding middle housing in existing neighborhoods can happen multiple ways:
  - Redevelopment: Low-value structure compared to (re)development potential
  - Infill: enough room to build around existing structure
  - Conversion: Structure can be retrofitted to add units
- Model captures redevelopment and infill on sites large enough to be part of Metro BLI

Infill / Redevelopment Potential vs. Production

Not all potentially viable sites will be further developed



Source: ECONorthwest

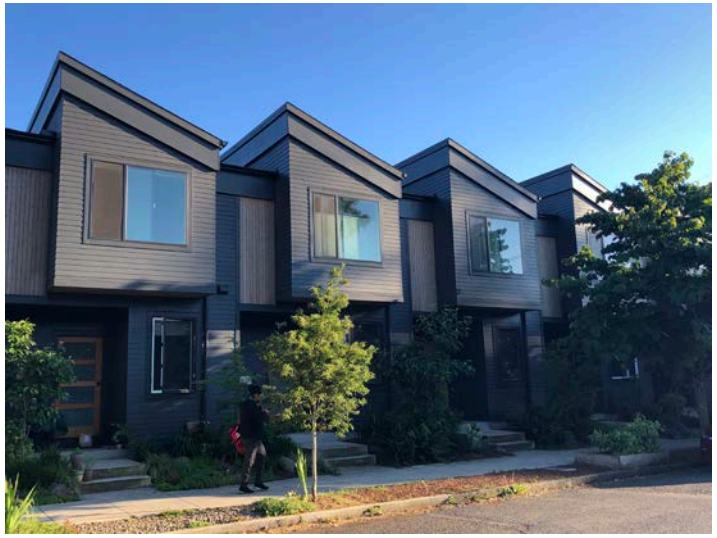
Metro Approach to Estimating Middle Housing Capacity

- Using model to estimate middle housing capacity regionwide
- Based on generalized zones – doesn't account for all city-specific variations in regulations
- Uses a few middle housing "prototypes" most likely to be built by market
- Focused on financial feasibility vs. physical feasibility
  - Doesn't account for specific minimum lot sizes
  - Must "outcompete" single family housing
- Includes vacant land, infill, and redevelopment
- Estimates probability of feasible development occurring within planning horizon
- Housing mix in concept planned areas estimated separately

Middle Housing Types: Townhouses

Townhouses

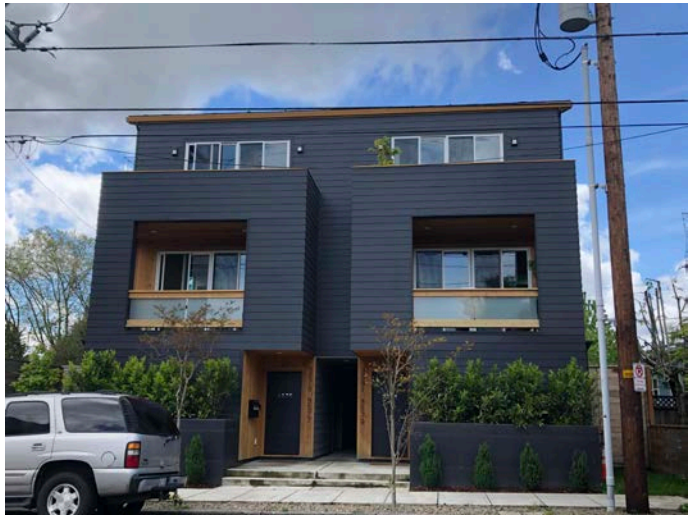
- Modeling both ownership & rental
- Using typical densities (20-25 units per acre)
- Off-street parking assumed, even where not required



Middle Housing Types

Duplexes

- Modeling both for-sale and rental
- Assumed 5000 sf lot size
- Some off-street parking assumed, even where not required



Middle Housing Types

Detached Plexes / Compact Detached Housing

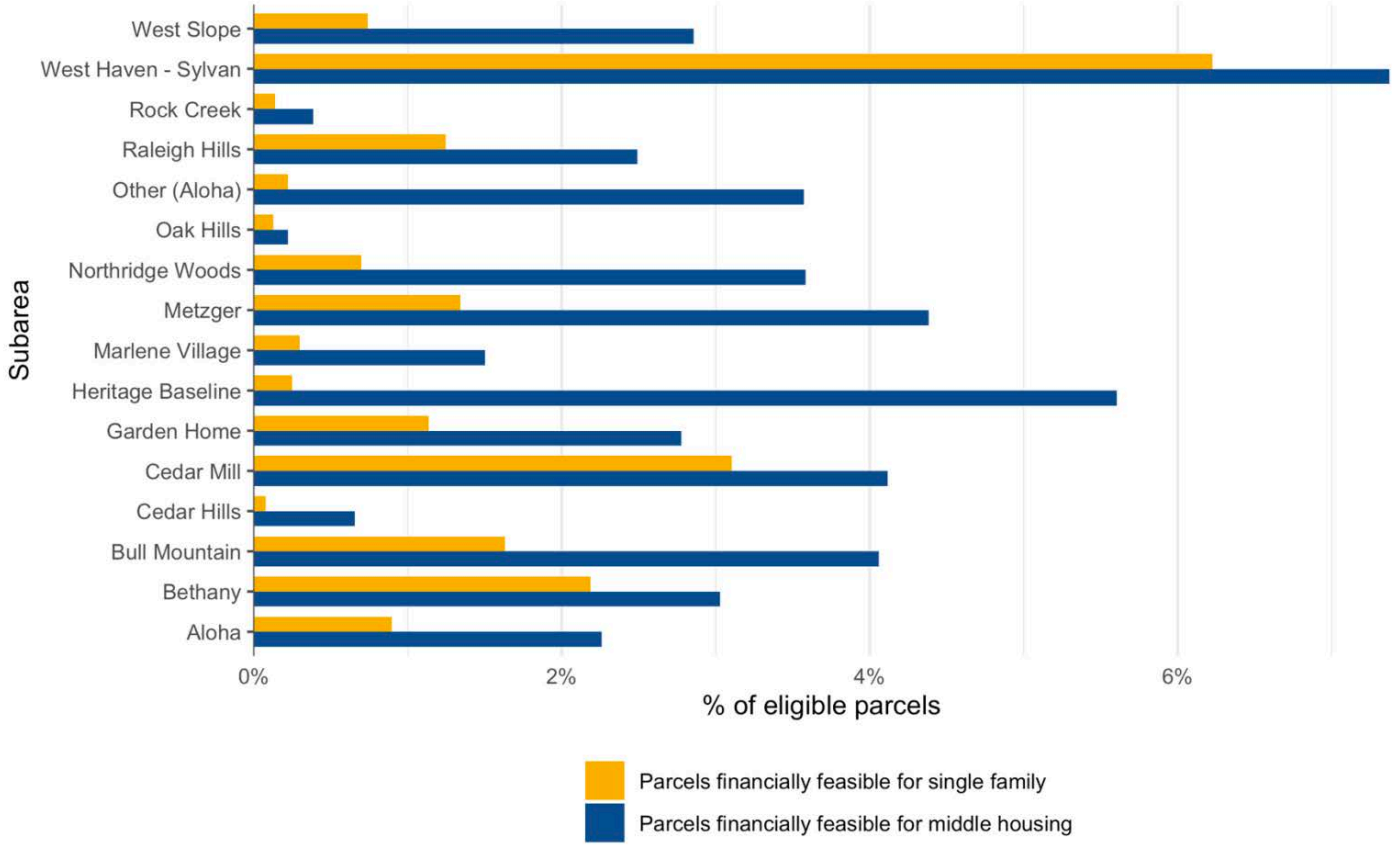
- Modeling detached plexes (where permitted) as comparable to compact detached / small-lot detached housing

Detached plexes + Middle Housing Land Division = regulated like a duplex/triplex/fourplex, sells like compact detached housing on separate lots

Other Estimates of Middle Housing Production or Capacity

Washington County Middle Housing Analysis

- ~3% of parcels estimated feasible for redevelopment overall in urban unincorporated areas
- Didn't account for detached plexes or middle housing land division
- Didn't account for CC&Rs

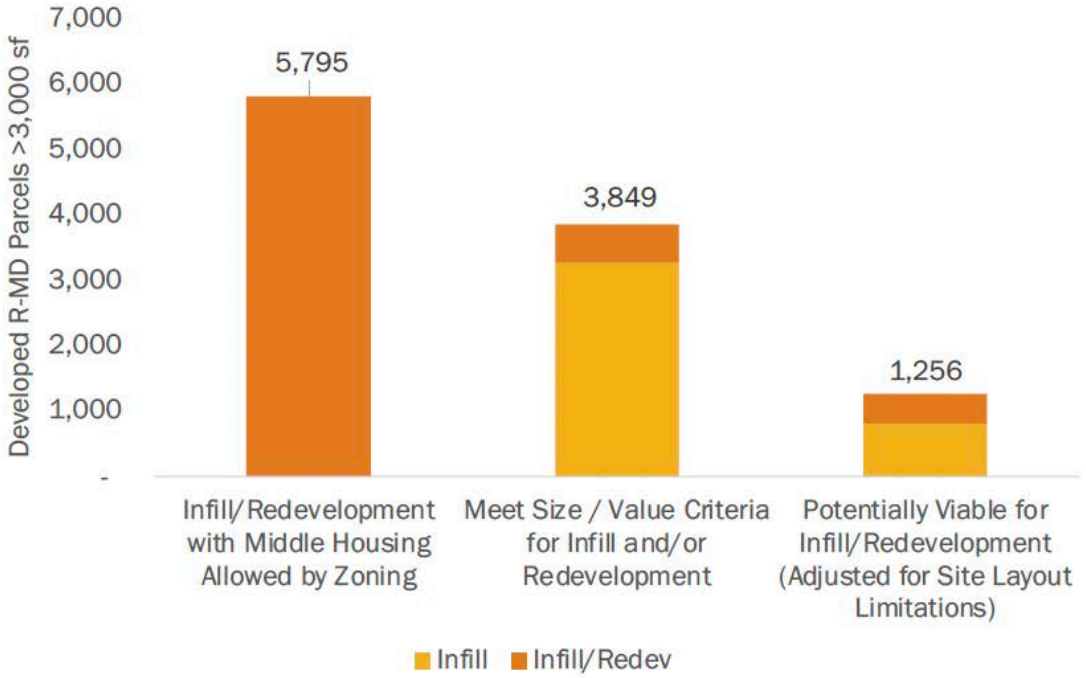


Source: Washington County House Bill 2001 Implementation Economic Analysis and Market Research Findings and Recommendations (ECONorthwest, 2021)

Milwaukie analysis of middle housing infill/redevelopment potential

- ~8% of parcels likely feasible for redevelopment
- Another ~14% may have infill potential (retaining existing structure)
- Accounts for detached plexes & middle housing land division
- Relatively large lots, but many long and narrow

Exhibit 2: Parcels with Infill/Redevelopment Potential based on Zoning, Property Size and Value, and Typical Site Layout Limitations
Source: ECONorthwest



Note: Does not account for all site-specific factors, including property condition, need for infrastructure improvements, localized market factors, and property owner preferences.

Source: Analysis of Middle Housing Infill and Redevelopment Potential in Milwaukie, Oregon (ECONorthwest, 2022)

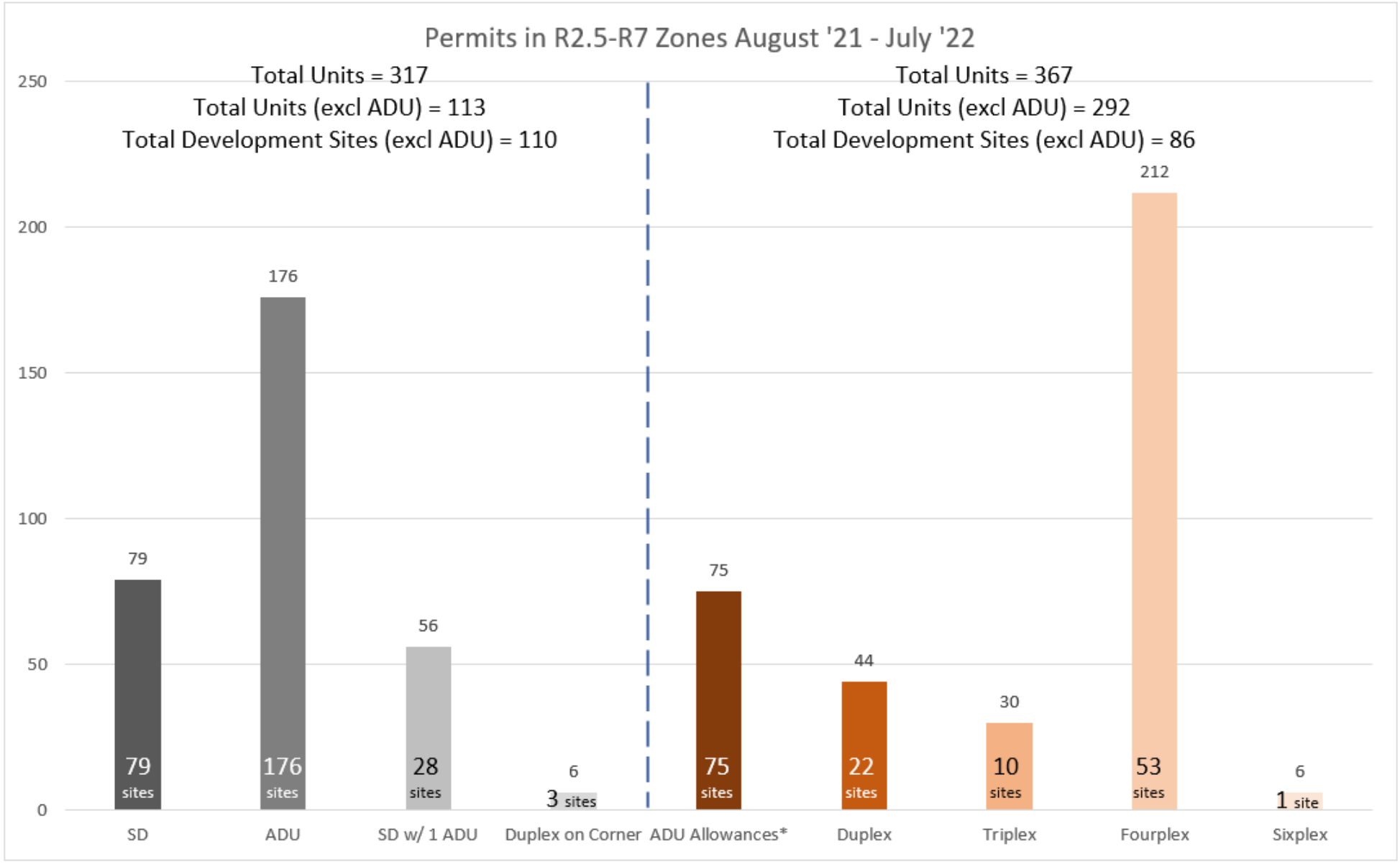
Portland Corner Lot Duplexes

- ~3.4% of lots converted overall from 1991-2020
- Land division generally not permitted – condo or rental only

Corner lot duplexes (R7, R5 and R2.5 zones)		
Pattern Area	All corner lots	Only corner lots within ¼ mile of centers
East	2.0%	2.9%
Inner	4.3%	6.3%
West	0.6%	1.7%
Citywide	3.4%	5.4%

Source: City of Portland Residential Infill Project Findings

City of Portland Permit applications in R7, R5, R2.5 zones

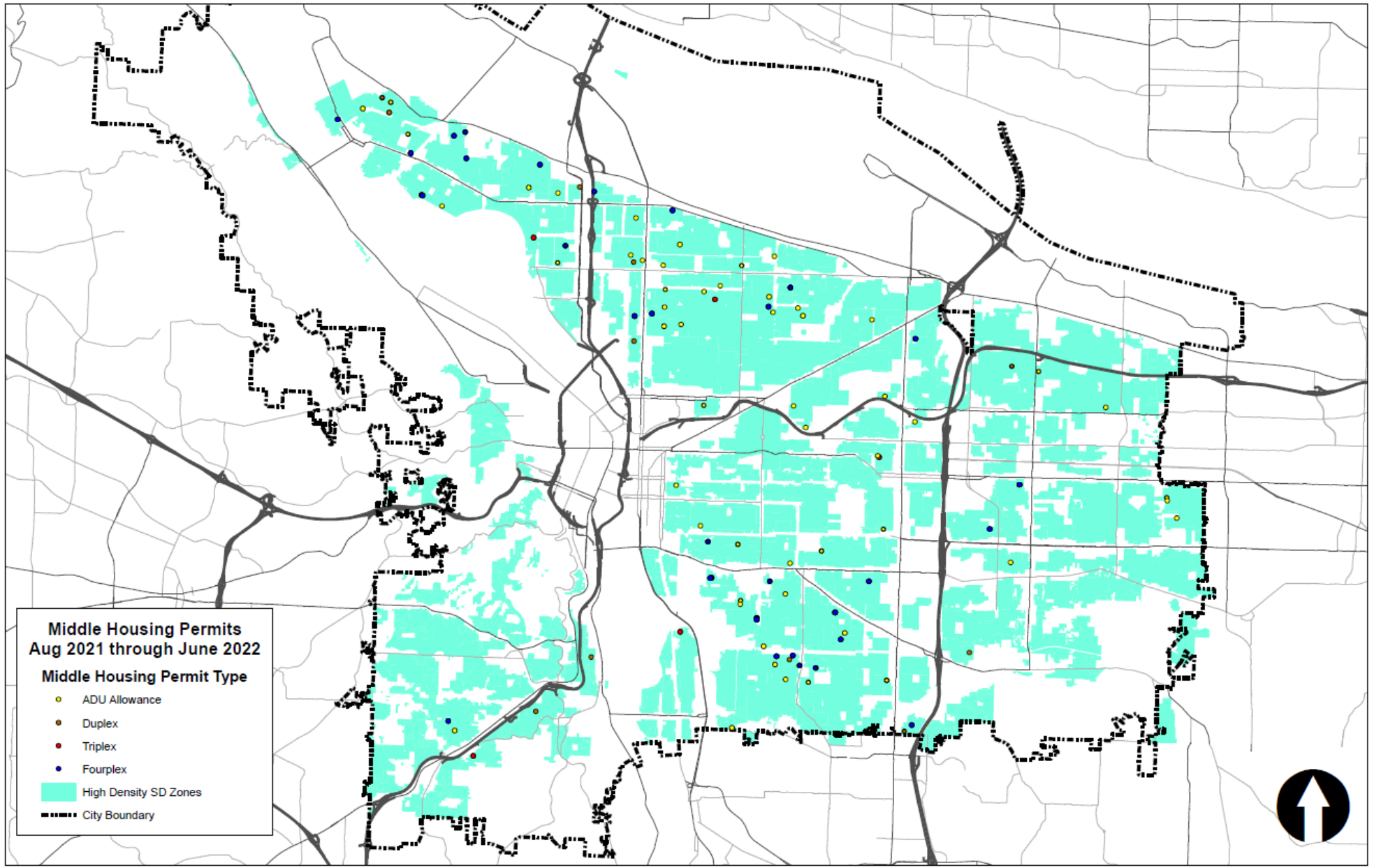


**ADU allowances* includes the second ADU with a house, one ADU with a duplex, or basement ADUs greater than 800 sf*

Data reflects permits for development under Residential Infill Project Part 1 rules through July 2022

Source: City of Portland

Locations of Portland Middle Housing Permits



Data reflects permits for development under Residential Infill Project Part 1 rules through July 2022

Source: City of Portland

Housing Mix in Greenfield Developments

- Why developers include middle housing in greenfields:
  - Capture different market segments
  - Offer lower price points, where financially viable
  - Increase sales volume
- How much middle housing to expect?
  - ECONorthwest estimate for Hillsboro:
    - ~50-50 split between middle housing and single family housing on vacant low- and medium-density residential land (multifamily not allowed / lower density than middle housing)
    - Where not yet concept planned, ~25-30% middle housing

Estimated Pricing for Middle Housing

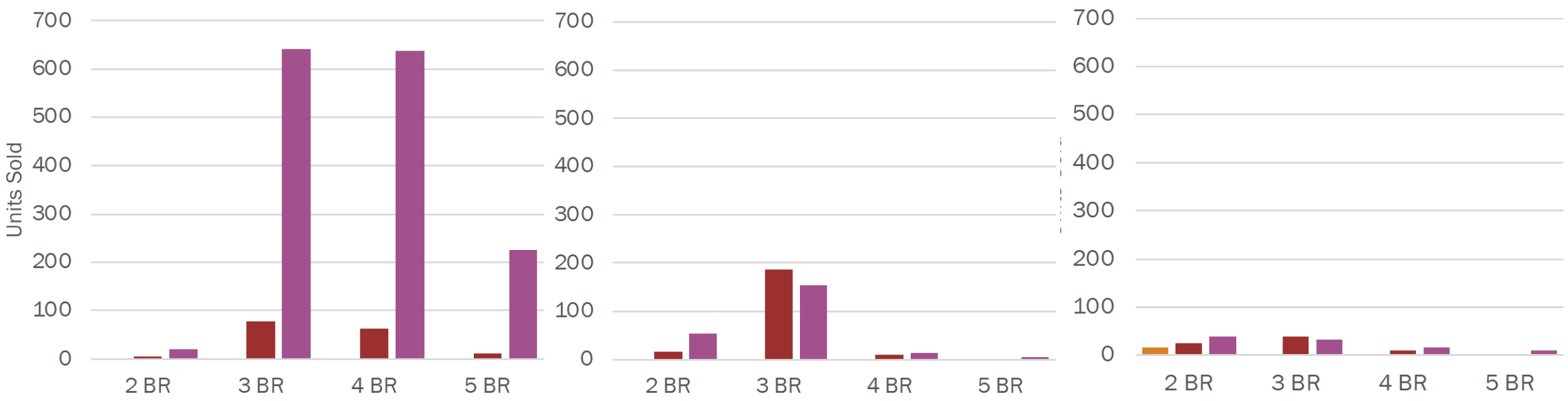
Middle Housing Pricing & Rents

- Market data on middle housing is limited
  - Housing type is not identified in detail in sales listings, and is not categorized consistently
  - Rent data is aggregated most consistently and broadly for larger, professionally managed apartment buildings, with limited data for smaller rental properties
  - There is little new middle housing development compared to other housing types, especially outside the City of Portland
    - Small multifamily development, townhouses, and compact detached housing can offer a proxy

New For-Sale Housing Affordability by Housing Type

Affordability of Market Sales Prices
(adjusted by unit size, approximate)

New construction tends to be expensive, but middle housing may be less expensive



Source: ECONorthwest analysis using sales transaction data from RLIS and Redfin. Affordability based on rent limits by unit type, 2022 Median Family Income for Portland MSA, estimated utility allowances, property tax and insurance costs, and HOA dues; lending assumptions: 30-year fixed-rate mortgage at 6.5% with 20% down payment.

New Middle Housing/Small MF Pricing Examples: For Rent

Duplex, Oregon City

Unit Type	Monthly Rent	Affordability Range**
2BR/2BA	$1,800-$2,000	80-100% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Oregon-City/931-Prospect-St-97045/home/25975694

New Middle Housing/Small MF Pricing Examples: For Rent

Duplex, Portland

Unit Type	Monthly Rent	Affordability Range**
2BR/2BA	$2,500	100-120% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/3315-NE-Rodney-Ave-97212/home/178741994

New Middle Housing/Small MF Pricing Examples: For Rent

Triplex, Oregon City

Unit Type	Monthly Rent	Affordability Range**
2BR/1BA	$1,800	60-80% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Oregon-City/305-Myrtle-St-97045/home/144915280

New Middle Housing/Small MF Pricing Examples: For Rent

Triplex, Portland

Unit Type	Monthly Rent	Affordability Range**
1BR/1BA	$1,650	80-100% AMI
2BR/2BA	$2,250-$2,450	100-120% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Unknown/10893-Sw-Annand-Hill-Ct-Unknown/home/178476507

New Middle Housing/Small MF Pricing Examples: For Rent

Fourplex, Portland

Unit Type	Monthly Rent	Affordability Range**
3BR/2BA	$1,995	60-80% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/3890-SE-27th-Ave-97202/home/26361220

New Middle Housing/Small MF Pricing Examples: For Rent

Fourplex, Portland

Unit Type	Monthly Rent	Affordability Range**
2BR/2BA	$2,195	80-100% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/5012-SE-38th-Ave-97202/home/49692883

New Middle Housing/Small MF Pricing Examples: For Rent

5-plex*, Portland

Unit Type	Monthly Rent	Affordability Range**
1BR/1BA	$1,500	60-80% AMI
2BR/1BA	$1,875	80-100% AMI
4BR/2BA	$2,800-$3,000	80-100% AMI

* A 5-plex does not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/2015-NE-47th-Ave-97213/home/26626765

New Middle Housing/Small MF Pricing Examples: For Rent

6-plex*, Portland

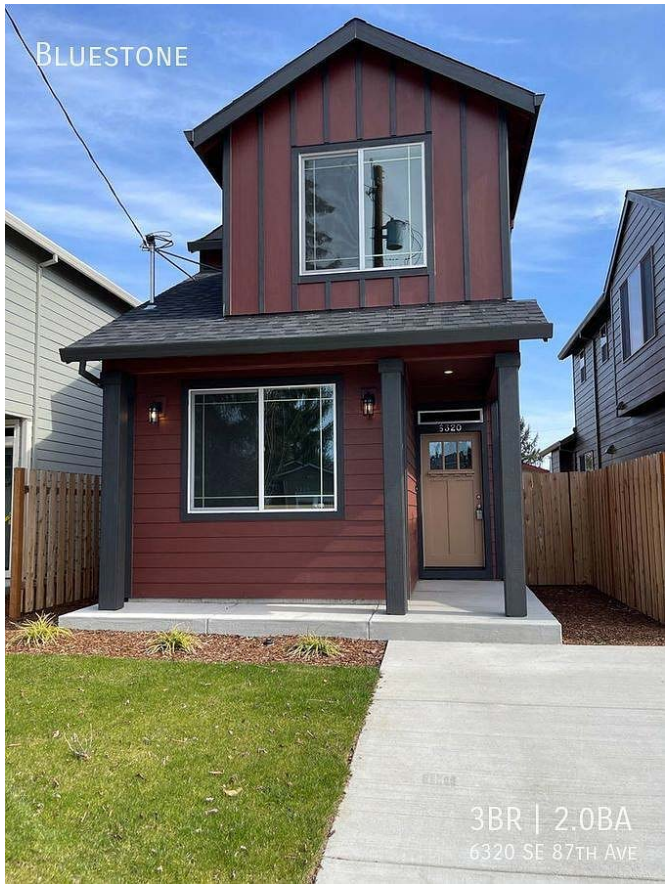
Unit Type	Monthly Rent	Affordability Range**
1BR/1BA	$1,275-$1,375	60-80% AMI
2BR/1BA	$1,895-$1,945	80-100% AMI

* A 6-plex does not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/6833-N-Montana-Ave-97217/home/49687255

New Middle Housing/Small MF Pricing Examples: For Rent

Compact Detached, Portland

Unit Type	Monthly Rent	Affordability Range**
3BR/2BA	$2,575	80-100% AMI



** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.zillow.com/homedetails/6320-SE-87th-Ave-Portland-OR-97266/338590778_zpid/?mmlb=g,0

New Middle Housing/Small MF Pricing Examples: For Rent

Compact Detached, Beaverton

Unit Type	Monthly Rent	Affordability Range**
4BD/2.5BA	$2,900	80-100% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.zillow.com/homedetails/2161-NW-163rd-Ter-Beaverton-OR-97006/123906650_zpid/?mmlb=g,0

New Middle Housing/Small MF Pricing Examples: For Sale

Triplex, Beaverton (within larger development)

Unit Type	Sale Price	Affordability Range**
5BR/3.5BA	$582,990***	>120% AMI

* The development may not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
*** This property is currently listed for sale and may not ultimately sell for this price.
Source: https://www.redfin.com/OR/Beaverton/12935-SW-Tabor-TER-97007/home/185213934#property-details

New Middle Housing/Small MF Pricing Examples: For Sale

Fourplex, Portland

Unit Type	Sale Price	Affordability Range**
1BR/1BA	$249,900***	80-100% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
*** This property is currently listed for sale and may not ultimately sell for this price.
Source: https://www.redfin.com/OR/Portland/7360-N-Atlantic-Ave-97217/unit-3/home/185141446

New Middle Housing/Small MF Pricing Examples: For Sale

6-plex*, Portland

Unit Type	Sale Price	Affordability Range**
2BR/1BA	$365,000***	100-120% AMI

* A 6-plex does not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
*** This property is currently listed for sale and may not ultimately sell for this price.
Source: https://www.redfin.com/OR/Portland/5025-N-Minnesota-Ave-97217/unit-102/home/185246763

New Middle Housing/Small MF Pricing Examples: For Sale

Small multiplex, Portland

Unit Type	Sale Price	Affordability Range**
2BR/1BA	$389,900***	100-120% AMI

* The development may not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
*** This property is currently listed for sale and may not ultimately sell for this price.
Source: https://www.redfin.com/OR/Portland/7517-N-Clarendon-Ave-97203/unit-3/home/185237948

Take-aways

Take-Aways

- Middle housing broadly allowed in existing and new neighborhoods ~20-30 du/ac
- Many jurisdictions go beyond minimum requirements
- Many allow housing types that resemble single-unit detached
- Prior analysis suggests substantial middle housing development potential:
  - 1-10% of existing homes may be financially feasible to redevelopment middle housing, and others may allow for infill while retaining the existing unit
  - 25-50% of housing on vacant land in low-density residential areas could develop as middle housing
- New middle housing likely affordable at 80-120% of AMI in many cases (except large luxury units)
- Markets in transition (moderate value existing homes, but growing demand for housing) may have greatest potential for infill/redevelopment

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

Date: Wednesday, May 10, 2023
To: Metro Technical Advisory Committee (MTAC)
From: Ally Holmqvist, Senior Transportation Planner
Subject: High Capacity Transit Strategy Update: Report and Recommendations

Purpose

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

Background

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

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

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

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

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

Finalizing the Strategy and Establishing the Pipeline

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

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

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

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

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

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

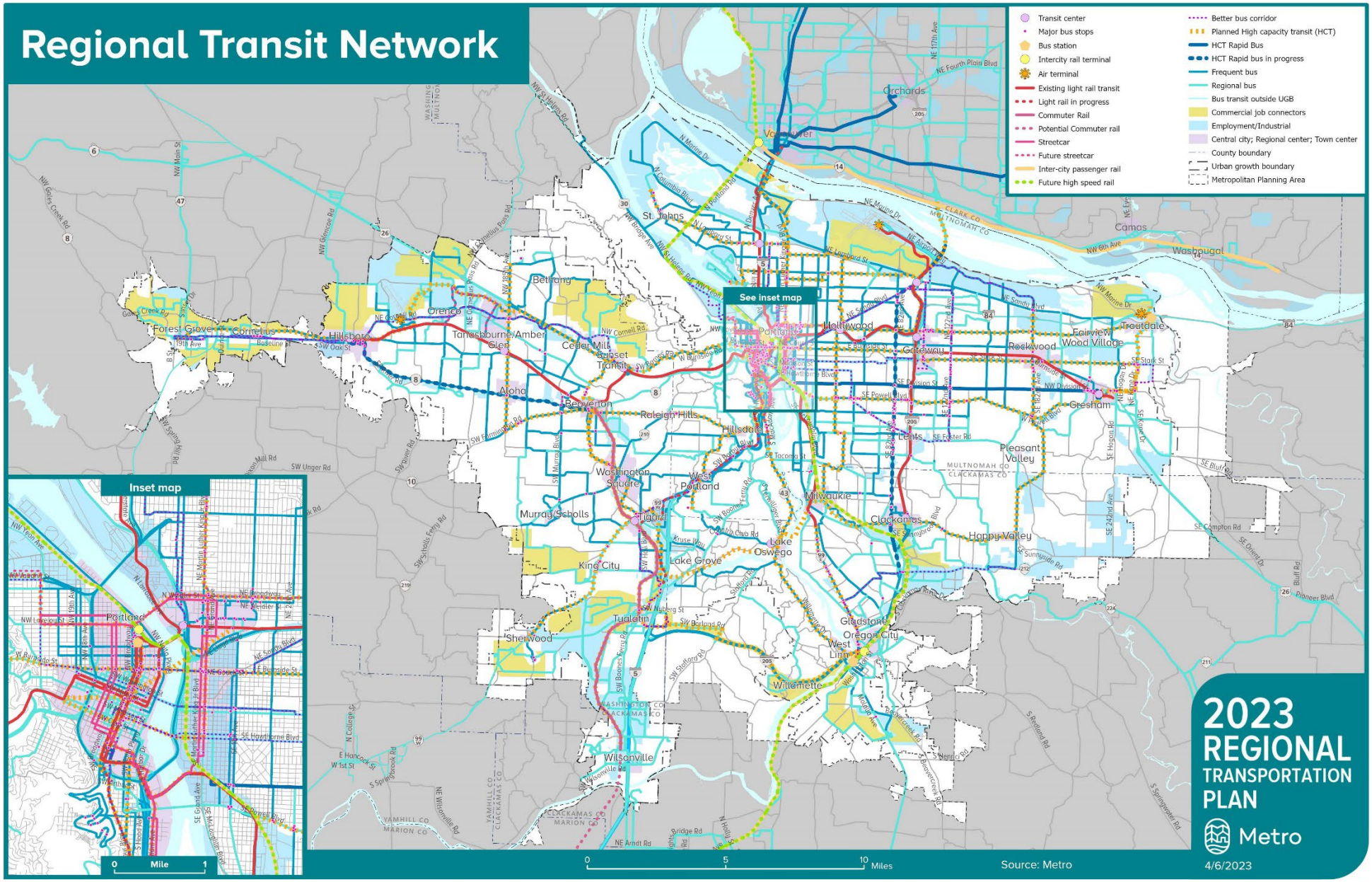
Developing the Draft Report

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

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

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

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



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

Figure 2: High Capacity Transit-supportive Elements

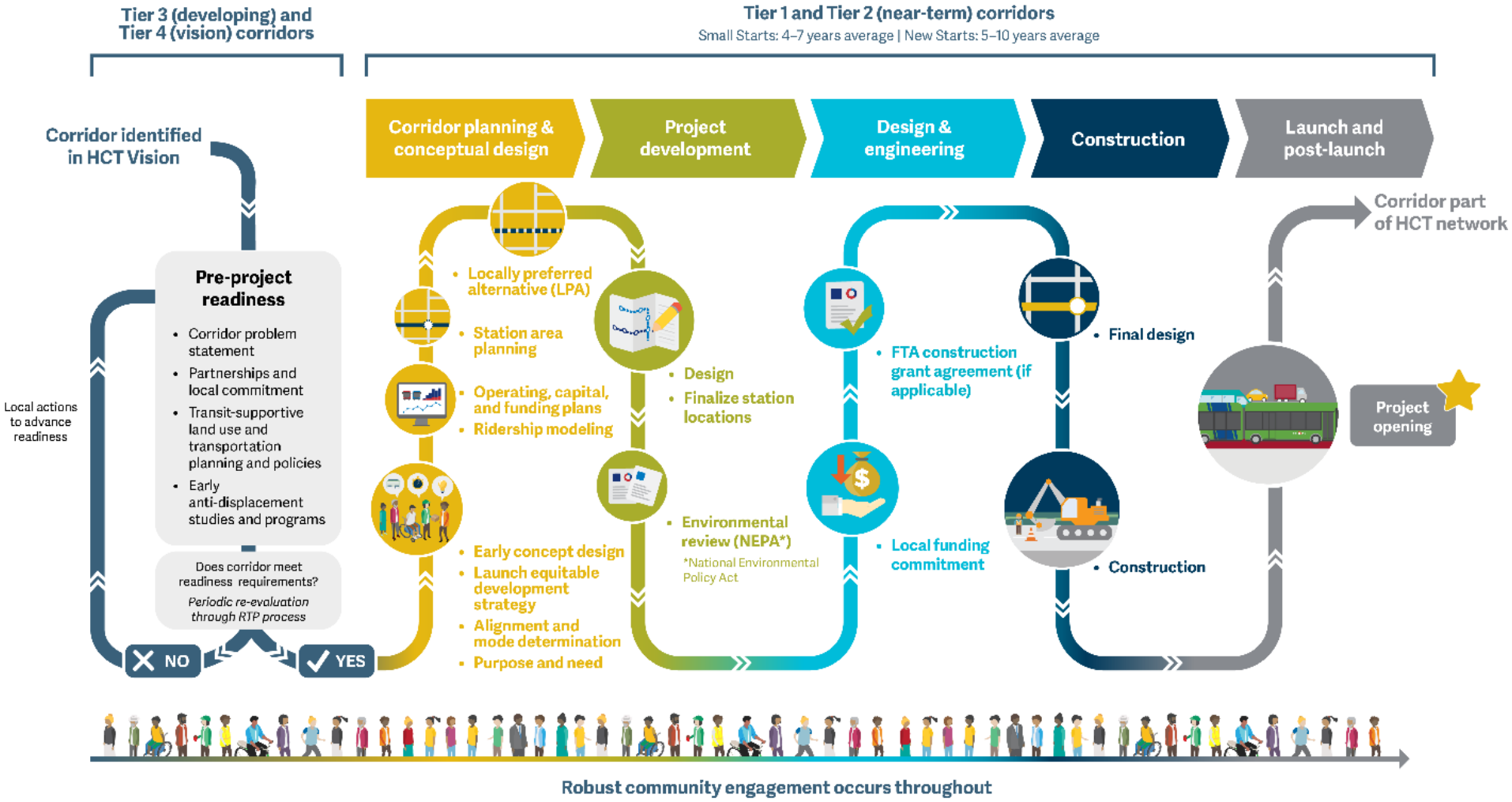
Element	Land Use, Urban Context, and Transit-Oriented Development	Community Stability and Resilience	Transit Access: Complete Streets, Safety, and Mobility Options	Transportation Demand Management Programs and Policies	Transit Affordability and Fare Programs	Transportation System Management and Operations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

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

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

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

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



Questions for Discussion

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

Next Steps

Summer Engagement and Final Draft Report

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

2023 Regional Transportation Plan: Public Review and Adoption

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

Figure 4: High Capacity Transit Strategy Timeline

ATTACHMENTS

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

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

HIGH CAPACITY TRANSIT STRATEGY UPDATE

Key Meeting Dates and Engagement Activities for Project Milestones

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

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

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

Summer 2023

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

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

Fall 2023

Outcome: RTP adoption.

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

Attachment 2

Meeting: High Capacity Transit Strategy Update Working Group #6

Date/time: April 19, 2023

Place: Zoom – Virtual meeting

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

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HCT Vision Input

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

RTP Update

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

HCT Strategy Update – Draft Report comments

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

Next steps

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

Attachment 3

Metro

HIGH CAPACITY TRANSIT
Strategy Update

EXECUTIVE SUMMARY

DRAFT - April 26, 2023

Introduction

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

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

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

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

What does this strategy update do?

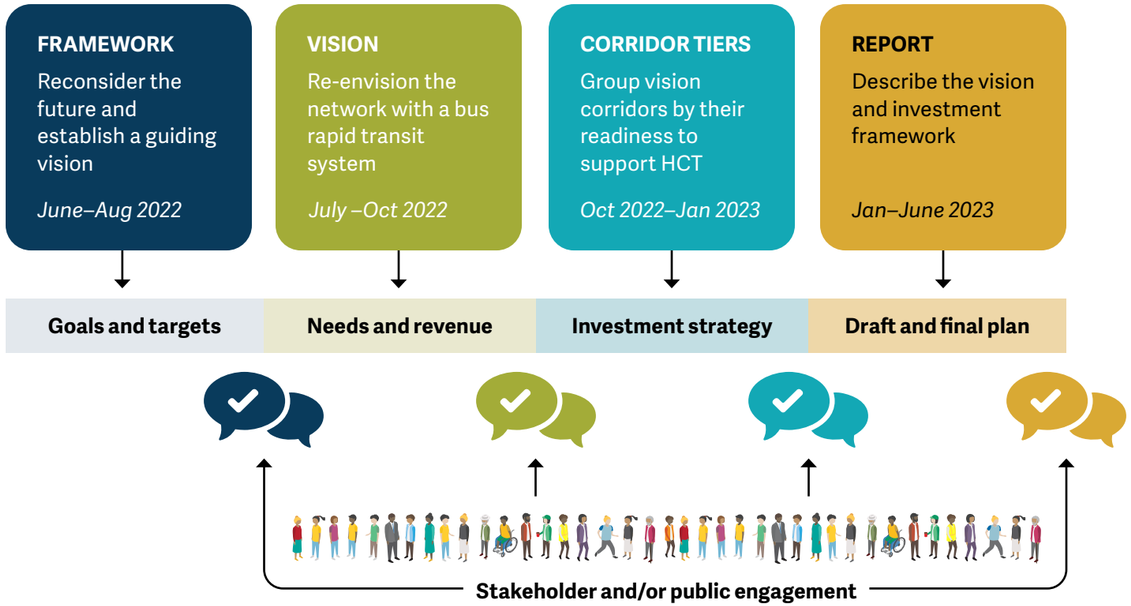
- Summarizes the regional vision for HCT investment, strategies for moving HCT corridors forward towards implementation, and policies for supporting HCT
- Includes a tiered plan for developing future HCT corridors
- Accounts for regional growth, how community needs have changed, and how travel is different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

Why update the HCT strategy?

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

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

What were the phases of the HCT strategy update?



How does the HCT strategy update support our regional goals?

Equity

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

Climate

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

Mobility

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

Economy

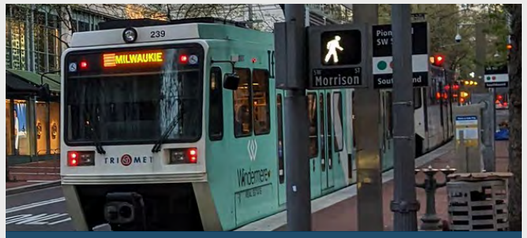
- Support healthy communities and bolster local economies
- Make sure HCT connects people, jobs, and essential services
- Minimize time spent waiting while transferring to make multiple trips easier
- Develop housing near HCT that welcomes people of all incomes and backgrounds and avoids displacement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

Safety

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

What is high-capacity transit?

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



Light Rail Transit (LRT)

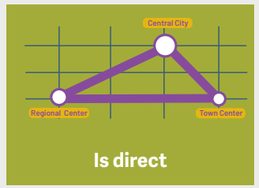
Bus Rapid Transit (BRT) and Rapid Bus

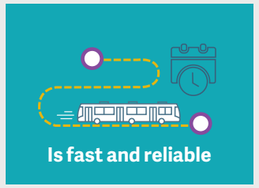
Commuter Rail

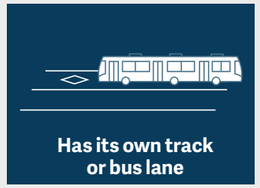
Streetcar

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

High-capacity transit ...





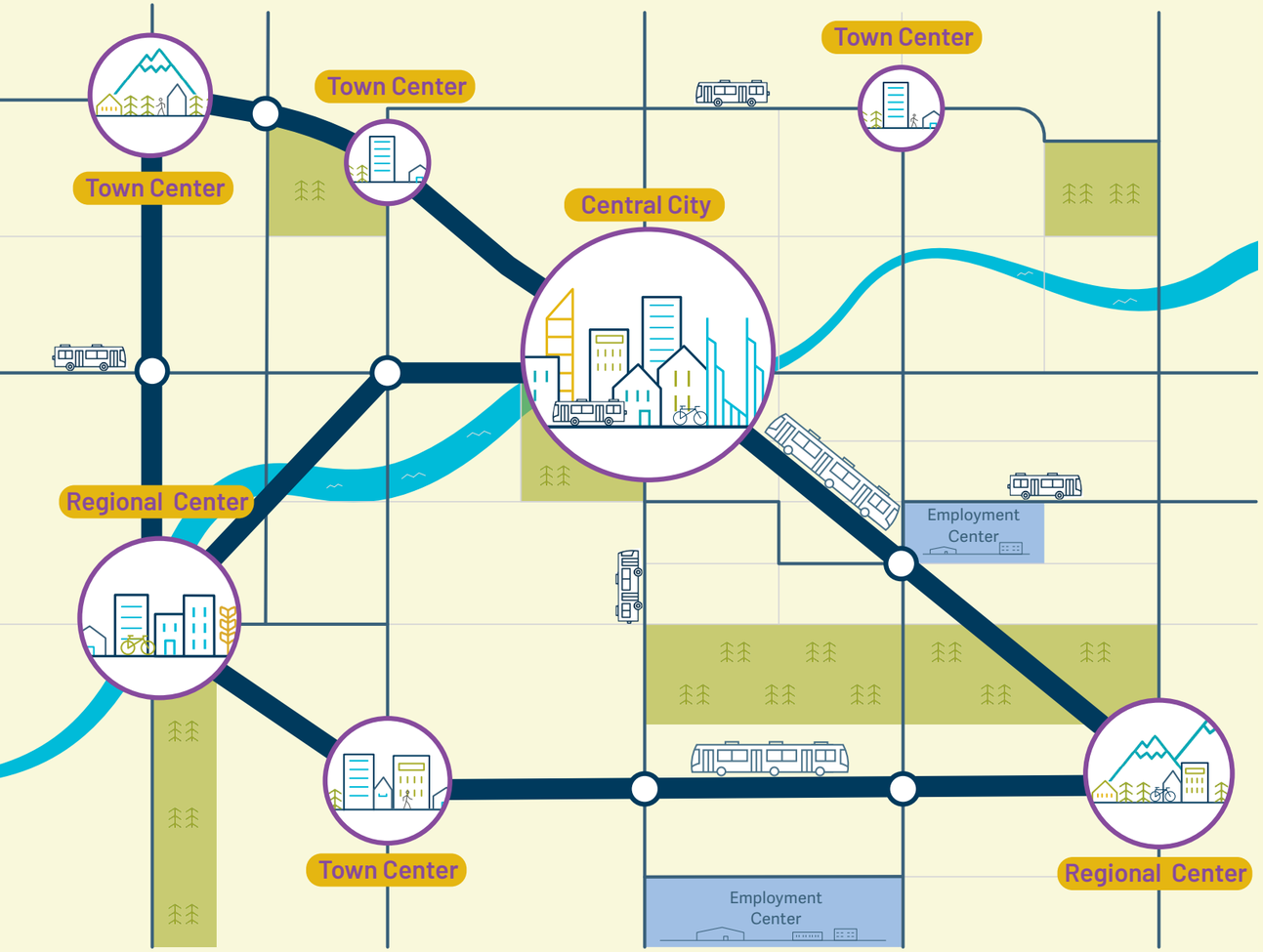


High-Capacity Transit Vision

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

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

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



How did we develop the Vision?

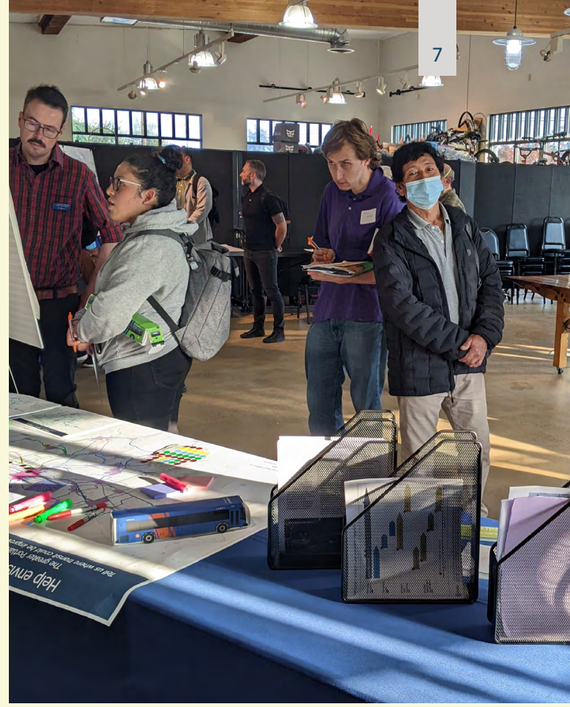
The project team worked with partners and the public to answer these questions:

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

What did we hear from the community?

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

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

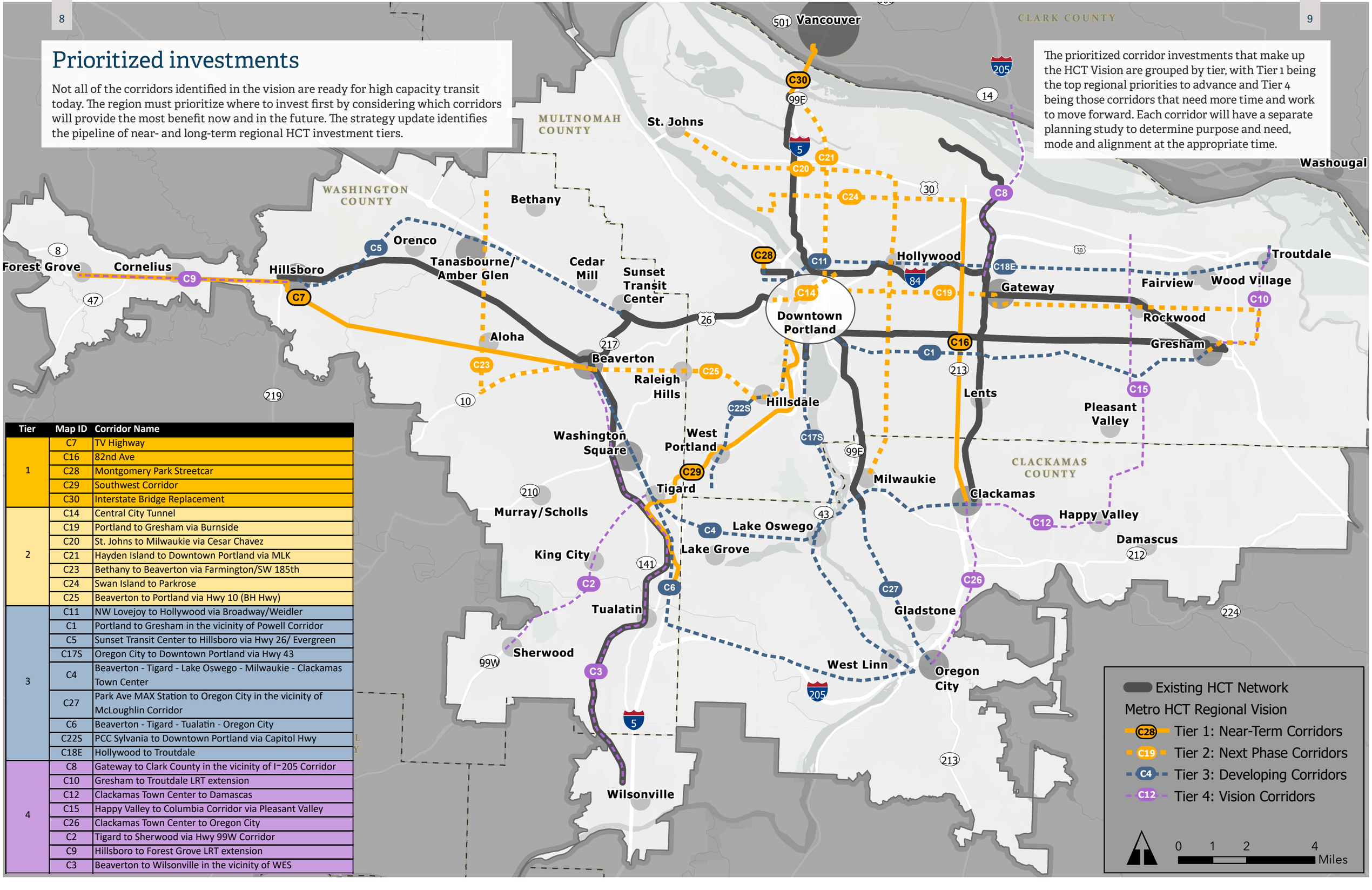


Prioritized investments

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

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

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



How will corridors move forward?

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

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

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

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

Corridor identified in HCT Vision

Pre-project readiness

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

Local actions to advance readiness

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

NO

YES

Corridor planning & conceptual design

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

Project development

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

*National Environmental Policy Act

Design & engineering

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

Construction

- Construction

Launch and post-launch

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

Corridor part of HCT network

Project opening

Robust community engagement occurs throughout

Supporting HCT development

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

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

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

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

Where will the money come from?

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

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

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

Operations

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

Looking forward

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

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

Metro

Metro

DRAFT High Capacity Transit Strategy Update

April 2023

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

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

Project web site: oregonmetro.gov/rtp

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INTRODUCTION

Renewed commitment

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

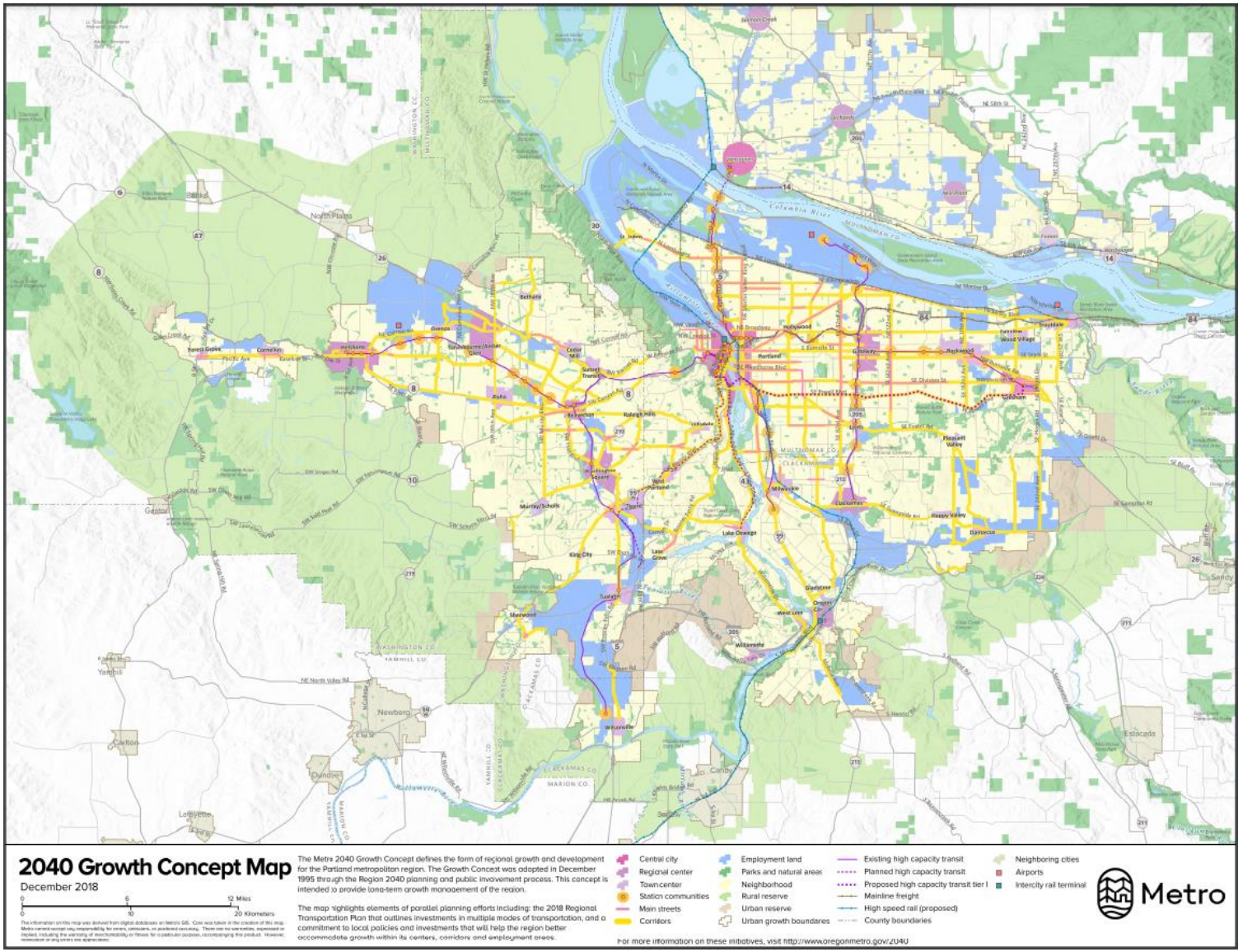
Rapid bus

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

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

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

Figure 1. Regional 2040 Growth Concept



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

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

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

Project process and timeline

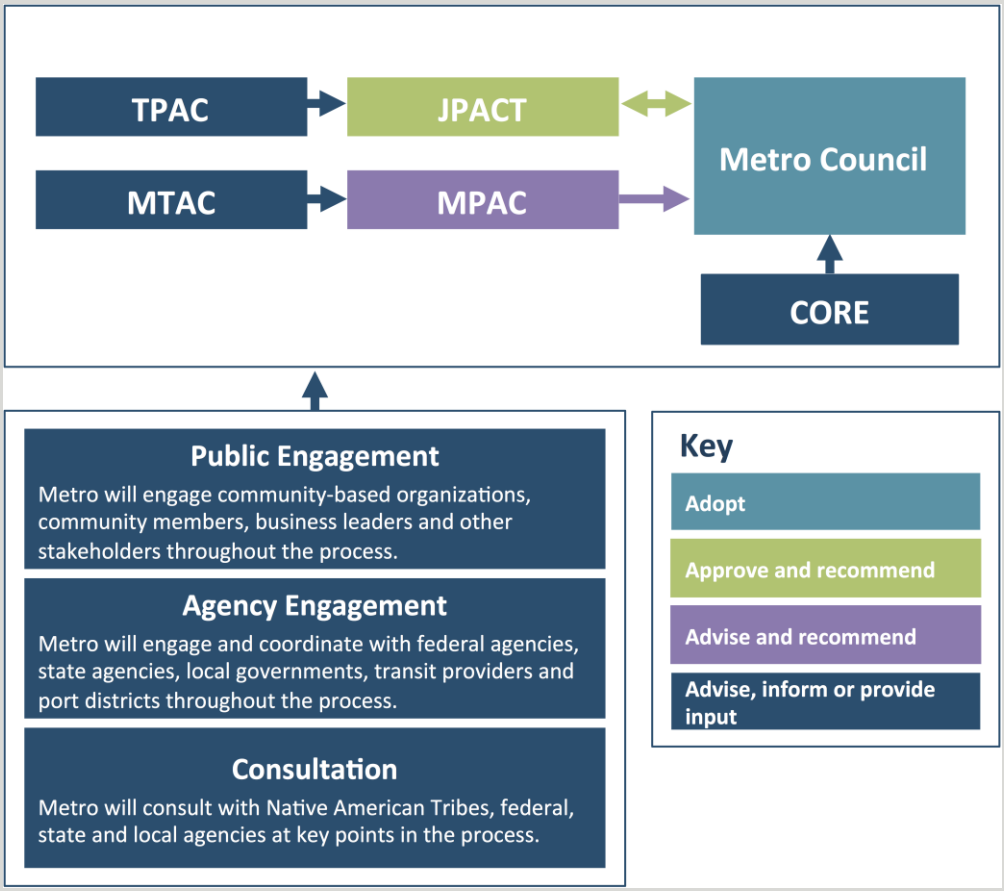
Metro began the HCT strategy update process in the summer of 2022. Figure 2 describes the overall timeline for the project. Metro and TriMet co-led development of this strategy update with significant participation from a working group composed of regional stakeholders: Clackamas, Multnomah, and Washington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

Figure 2. Update timeline

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

Decision-making process

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



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

Engaging community

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

Surveys

- RTP)summer MetroQuest survey
- winter storymap survey.

Focus groups and forums

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

Public events

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

Advisory committee meetings

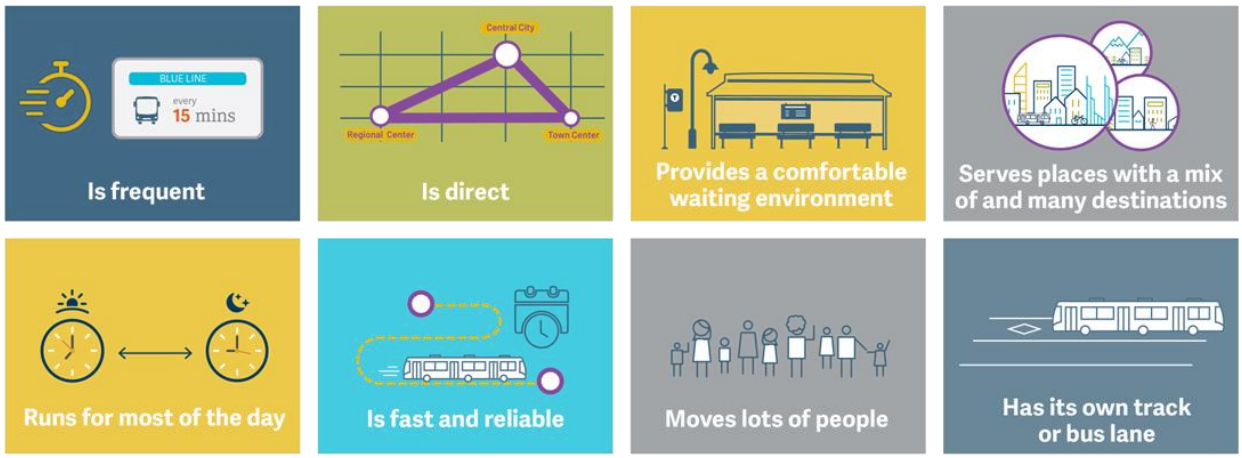
- six meetings with the HCT Working Group
- nineteen meetings with partner jurisdictional staff (Transportation Policy Alternatives Committee; Metro Technical Advisory Committee; Clackamas, East Multnomah, and Washington County Technical Coordinating Committees)
- nineteen meetings with elected officials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

HIGH CAPACITY TRANSIT

Defining high capacity transit

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

Figure 3. Characteristics of high capacity transit



High capacity transit modes

Train-based HCT includes:

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

Rapid bus-based HCT options include:

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

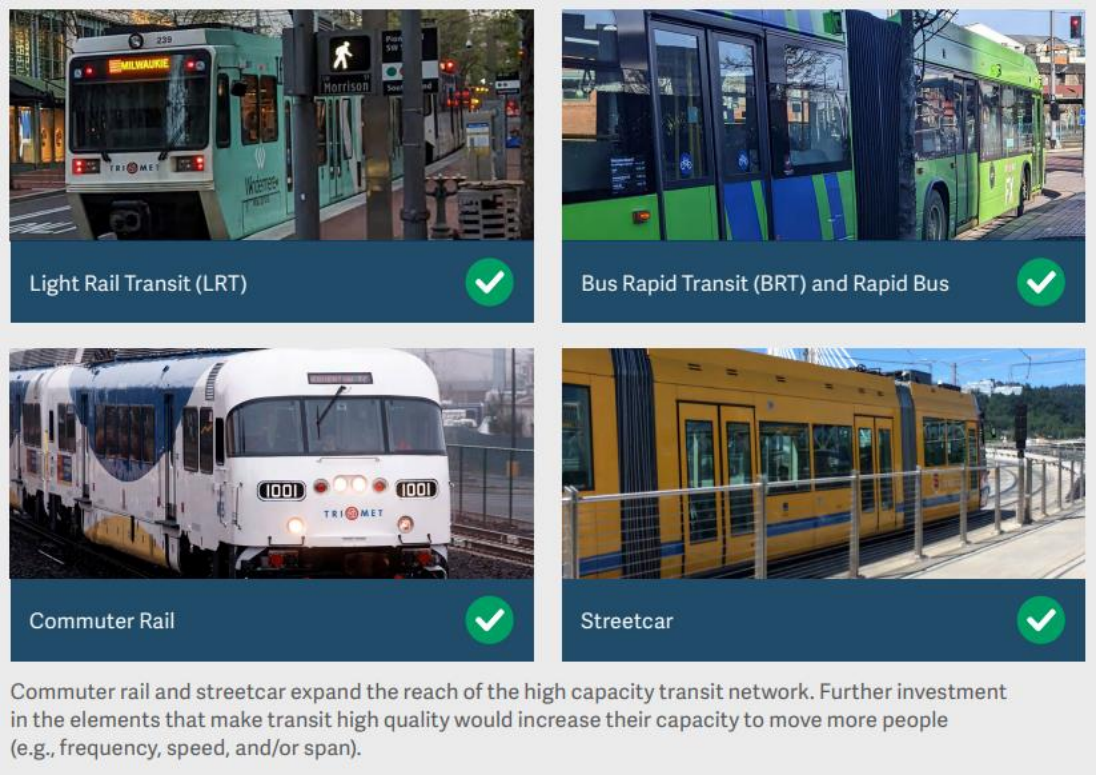
Bus rapid transit is a strategy for serving high-volume corridors with rail-like capacity for a smaller investment. These systems feature distinctive branding, a majority of dedicated bus-only lanes, and passenger amenities such as real-time information systems.

Regardless of mode, HCT investments include:

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

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

Figure 4. High capacity transit modes



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

Additionally, this strategy update encompasses other system elements including:

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

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

Elements that make a transit investment high capacity

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

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

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

History of regional high capacity transit planning

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

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

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

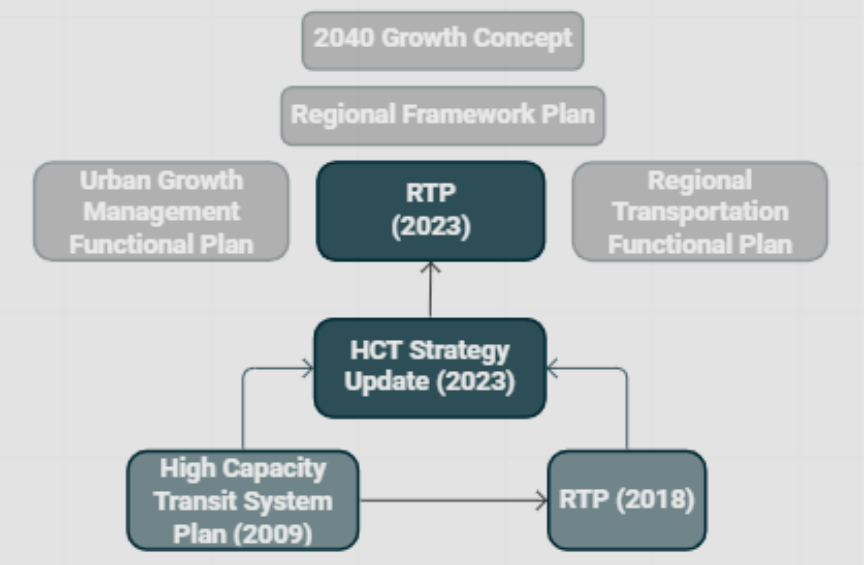
HIGH CAPACITY TRANSIT POLICY FRAMEWORK

Role of HCT strategy update within the regional transportation plan process

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

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

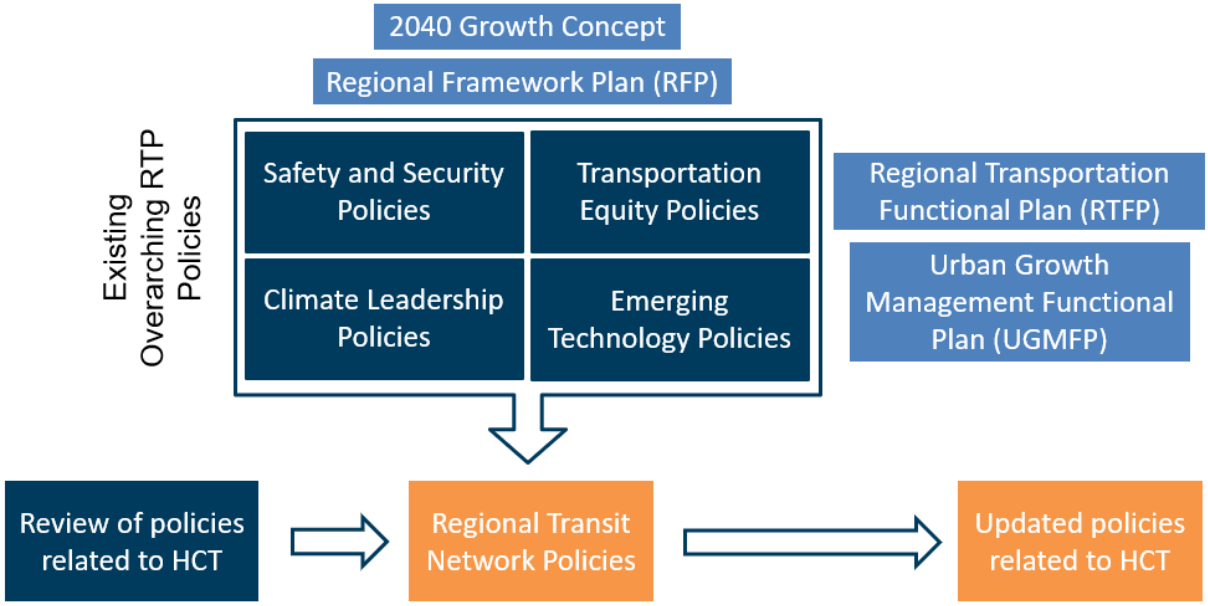
Figure 5. Related regional plans and policies



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

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

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



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

Regional transit strategy

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

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

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

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

Incorporating community feedback in the policy framework

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

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

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

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

Priority corridors for transportation investments include:

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

Other related regional work

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

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

Challenges/opportunities

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

What issues were considered in the 2009 plan?

Our Place in the World

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

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

System design considerations

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

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

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

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

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

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

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

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

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

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

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

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

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

What has evolved since the 2009 HCT plan?

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

An evolving approach to high capacity transit

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

Metro and TriMet Forward Together and Emerging Trends Studies

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

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

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

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

Figure 7. Estimated Service and Ridership Changes, 2021

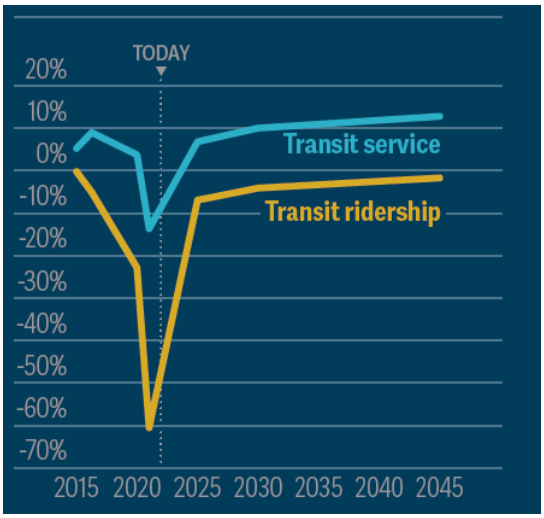
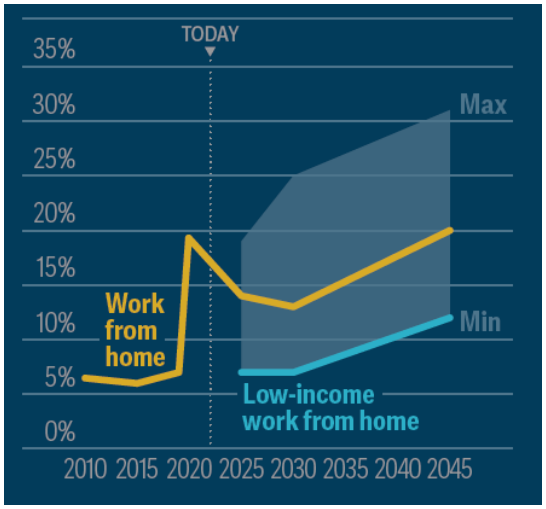


Figure 8. Oregon Remote Work Levels



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

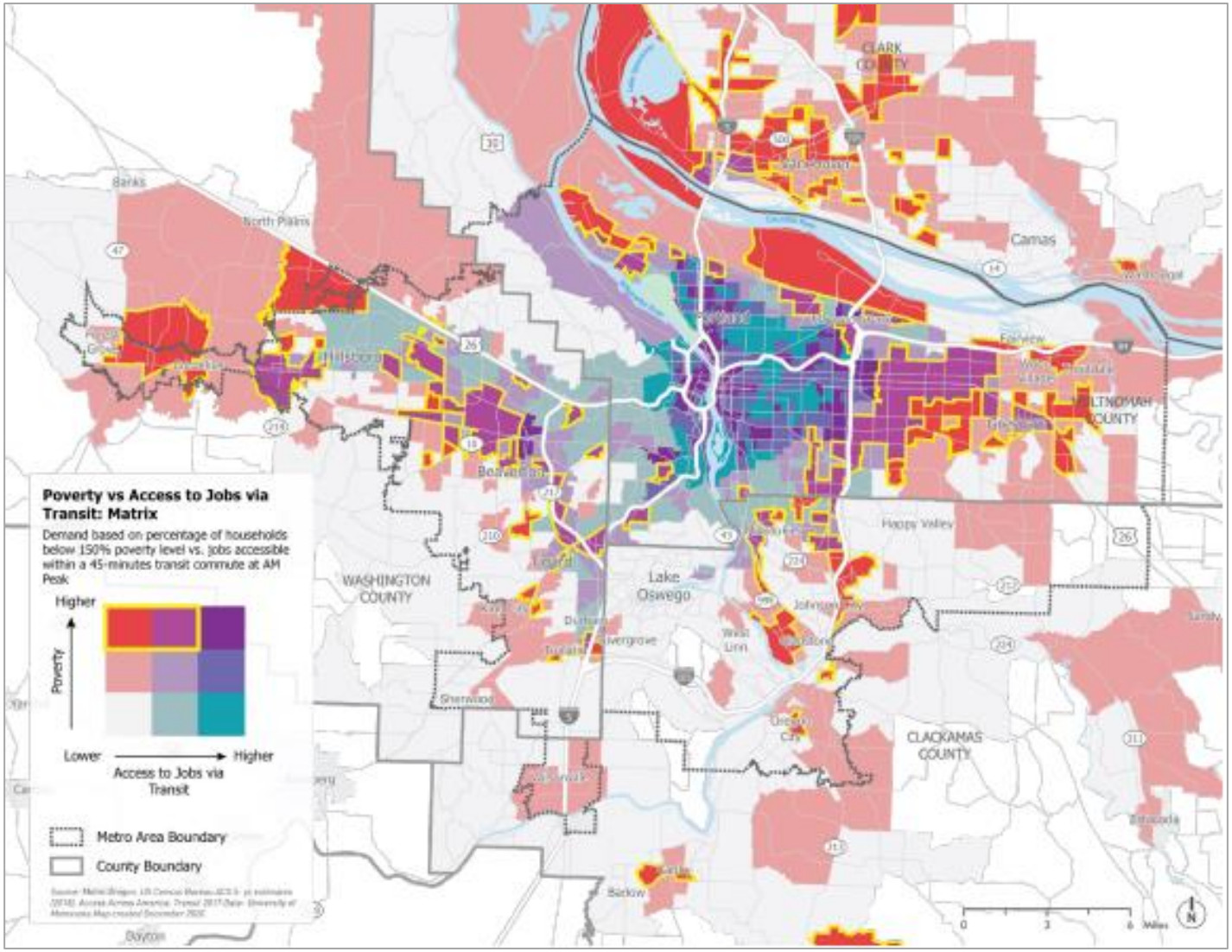


Figure 9. People with low incomes in relation to transit service (Forward Together[4])

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

Impacts of climate change

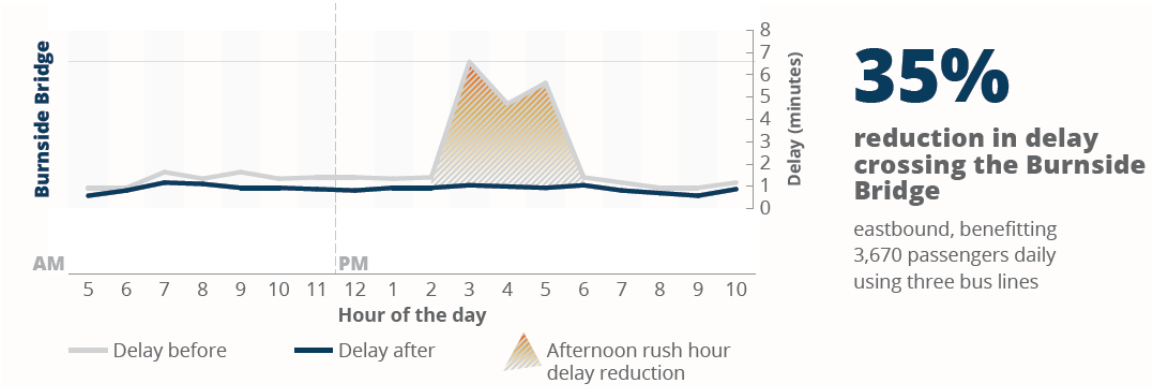
Reducing the impacts of climate change can benefit low-income communities and communities of color who are more likely to live in areas of high flood risk and areas that experience urban heat island effects from a sparse tree canopy.

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

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

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

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



Safe and Healthy Urban Arterials

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

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

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

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

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

Synthesis of challenges and opportunities to be addressed

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

Figure 11. HCT opportunities related to 2023 RTP goals

Equity

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

Climate

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

Mobility

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

Economy

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

Safety

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

High capacity transit policy framework updates

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

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

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

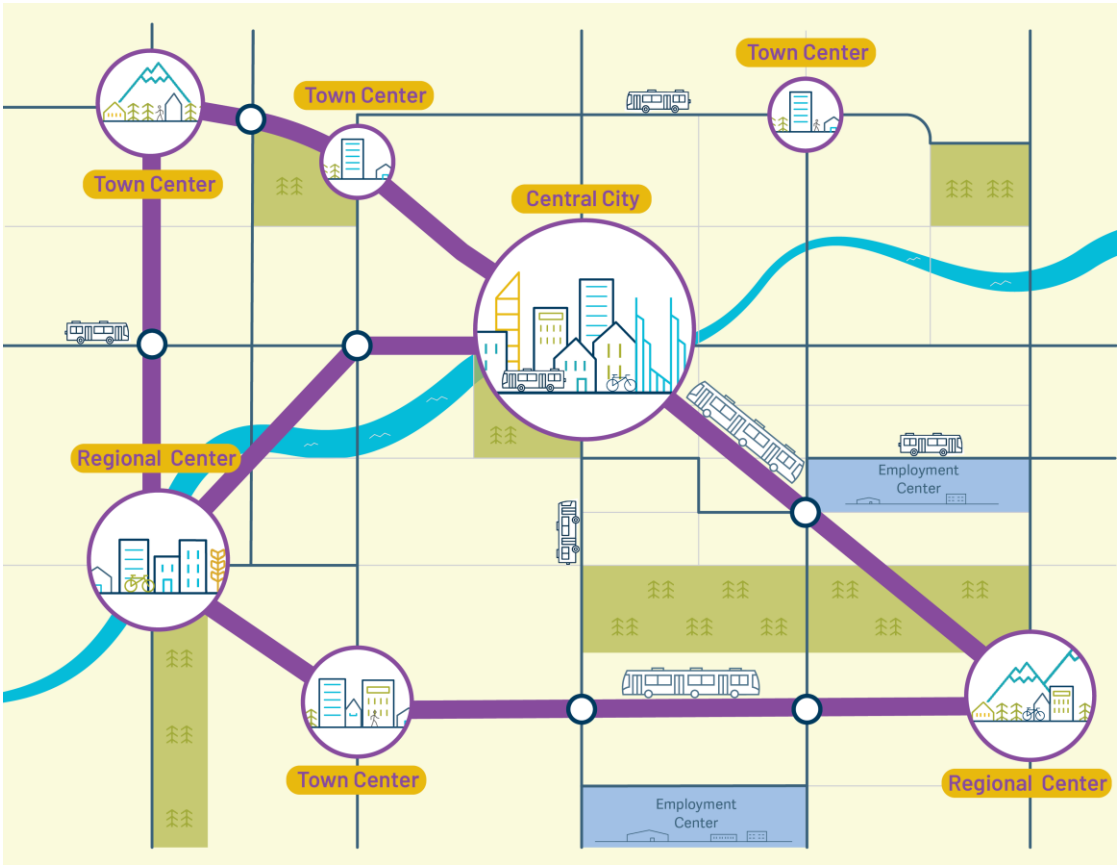
A key element of the policy framework is defining what HCT looks like in greater Portland and the role that it plays in the regional transportation network. This strategy update recharacterized high capacity transit to:

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

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

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

Figure 12. Regional transit network concept



Defining bus rapid transit

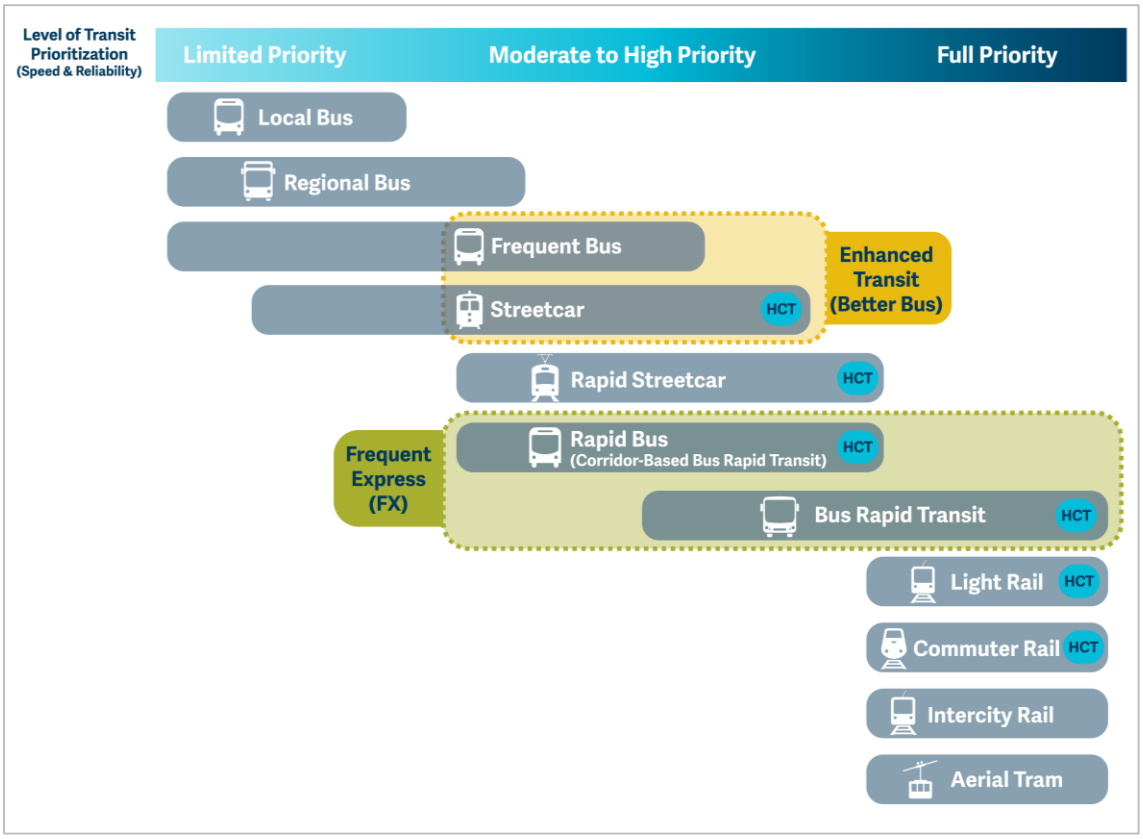
Federal funding has been and will continue to be essential to advancing most HCT corridors. BRT, as defined by the Federal Transit Administration's Capital Investment Grant program, must include:

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

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

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

Figure 13. Spectrum of regional transit modes

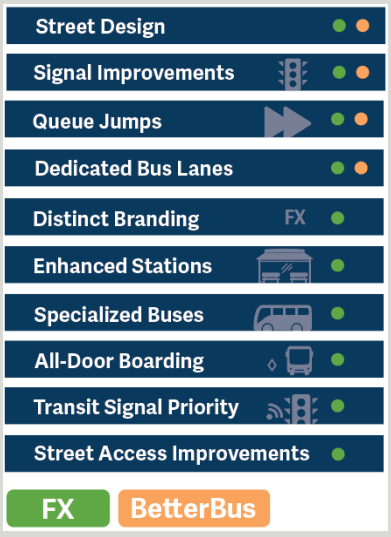


Better bus: Example of a city-led initiative

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

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

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



HIGH CAPACITY TRANSIT VISION DEVELOPMENT PROCESS

High capacity transit vision

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

The vision builds on prior work and:

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

Reflecting local and community visions

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

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

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

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

Evaluation approach

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

Core evaluation criteria

Mobility Ridership and travel time

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

People and job density Cost effectiveness

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

Environmental benefit Vehicle miles traveled

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

Figure 14. Regional HCT plan update process

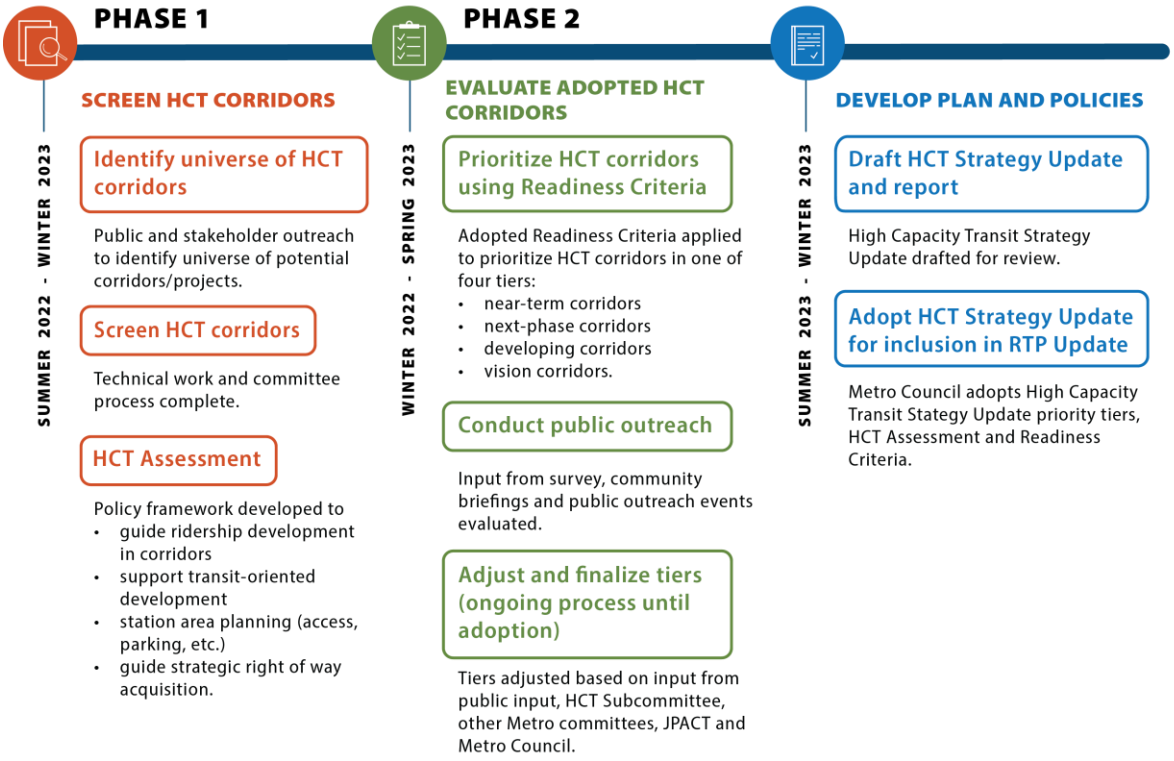
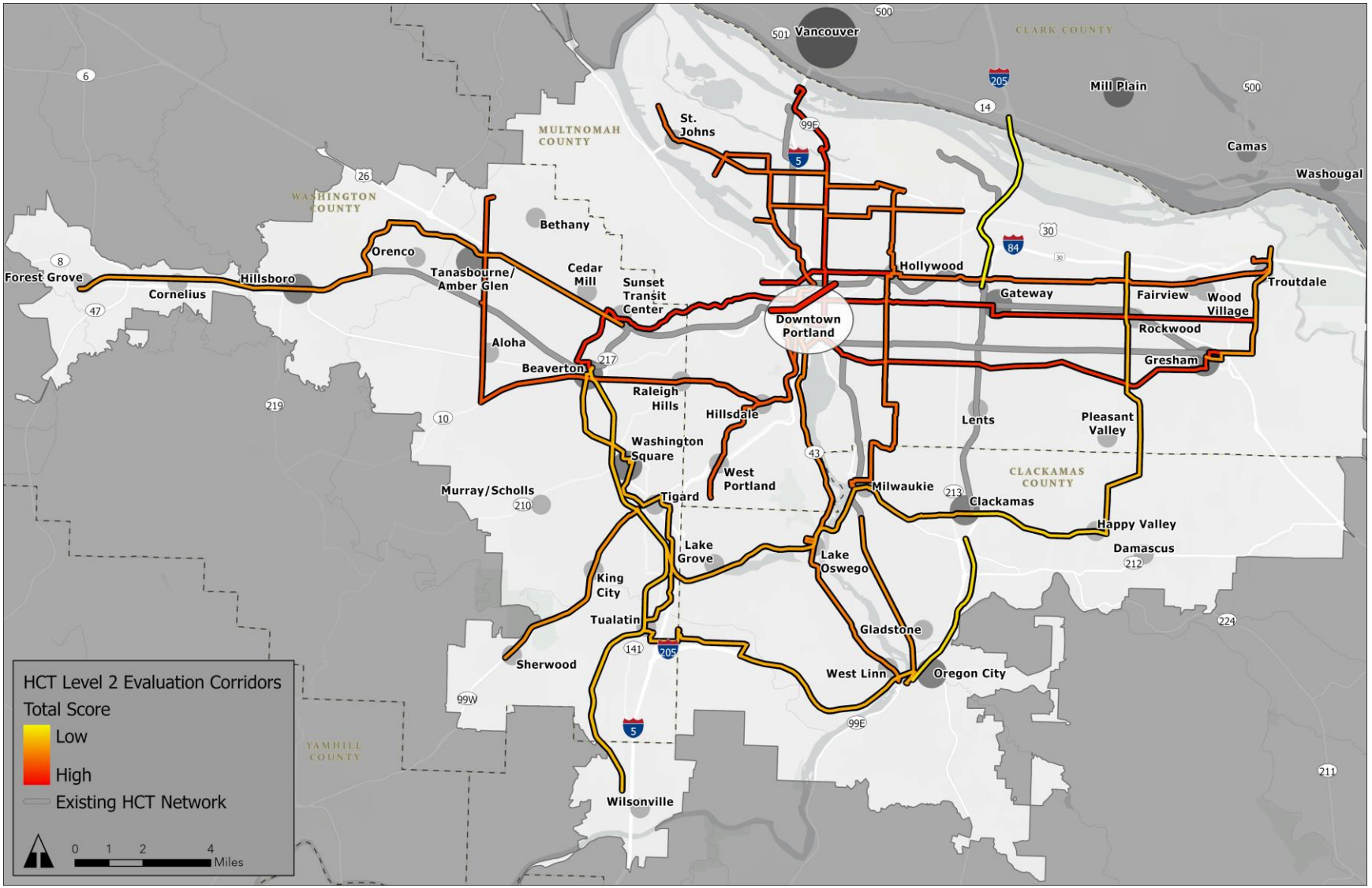


Figure 15 shows the initial scoring from the evaluation which considered the following:

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

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

Figure 15. Level 2 evaluation corridor scores



Readiness assessment

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

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

Table 1 shows the readiness criteria used for corridor evaluation.

Table 1. Readiness criteria

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

HIGH CAPACITY TRANSIT CORRIDOR INVESTMENT PRIORITIES

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

Prioritized investments

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

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

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

Table 2. HCT regional priority investment corridors by tier

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

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

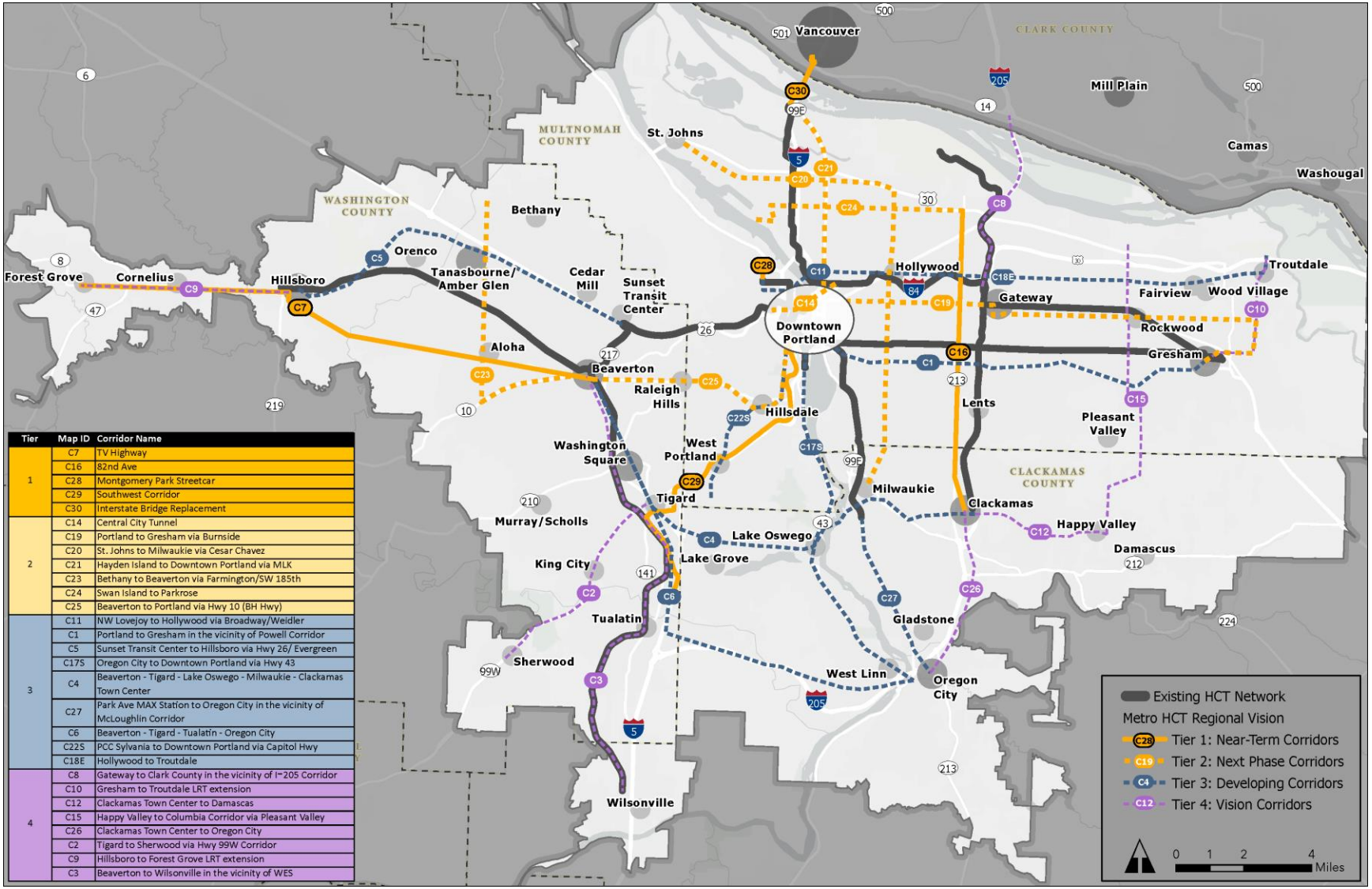
Figure 16 shows the corridors by tier. The corridors shown on this map were used to define and analyze potential HCT investments, but do not necessarily represent the ultimate corridor or termini of any given corridor. Much additional work, described in the next sections of this report, is required to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

Community priorities

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

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

Figure 16. HCT regional vision corridors by tier



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

IMPLEMENTING THE VISION

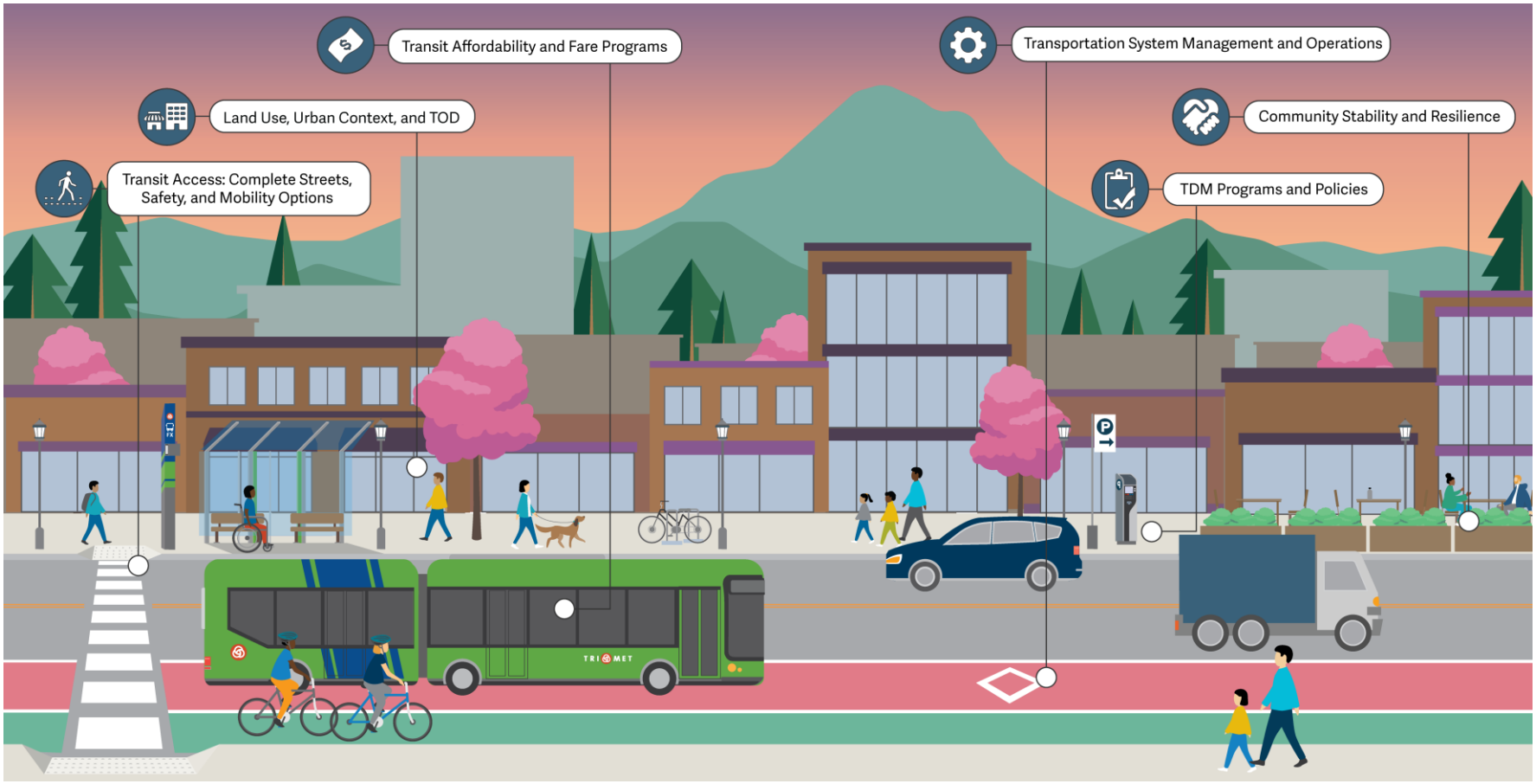
Supporting high capacity transit development

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

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

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

Figure 17. Overview of transit-supportive elements



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

The role of community engagement

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

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

Land use, urban context, and transit-oriented development

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

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

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

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

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

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

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

Community stability and resilience

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

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

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

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

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

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

Southwest Corridor Equitable Development Strategy and Equitable Housing Strategy

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

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

Planning for transit-oriented development

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

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

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

Transit access: complete streets, safety, and mobility options

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

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

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

Transportation demand management programs and policies

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

Safe and healthy urban arterials

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

Access to transit study

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

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

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

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

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

Transit affordability and fare programs

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

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

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

Transportation system management and operations

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

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

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

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

Project development and funding

Federal funding and eligibility

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

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

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

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

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

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

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

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

Operations Funding

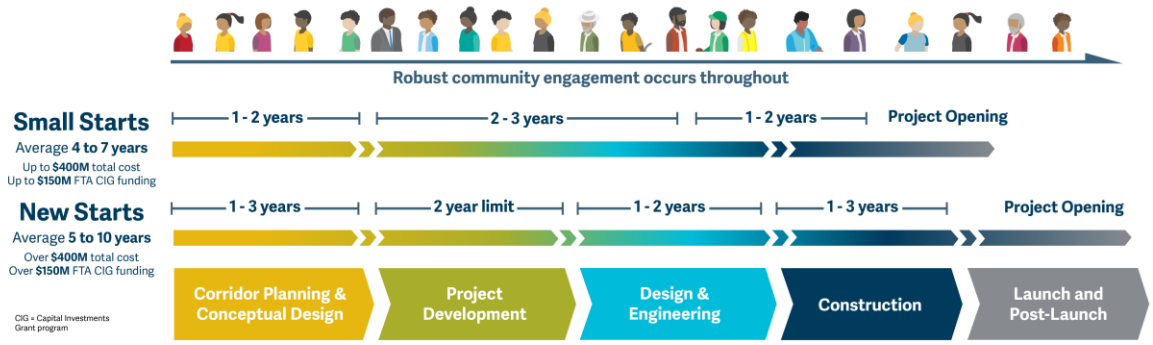
Funding to design and construct HCT corridors is only part of the funding story. Long-term funding is also needed for operations of HCT corridors – ongoing dollars to pay drivers, keep systems maintained, and supported. There are several dedicated sources of funding for transit capital projects, but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

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

Federal funding process

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

Figure 18. Small Starts and New Starts project development timelines



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

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

Project development includes:

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

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

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

Moving corridors forward

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

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

Elevating local voices

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

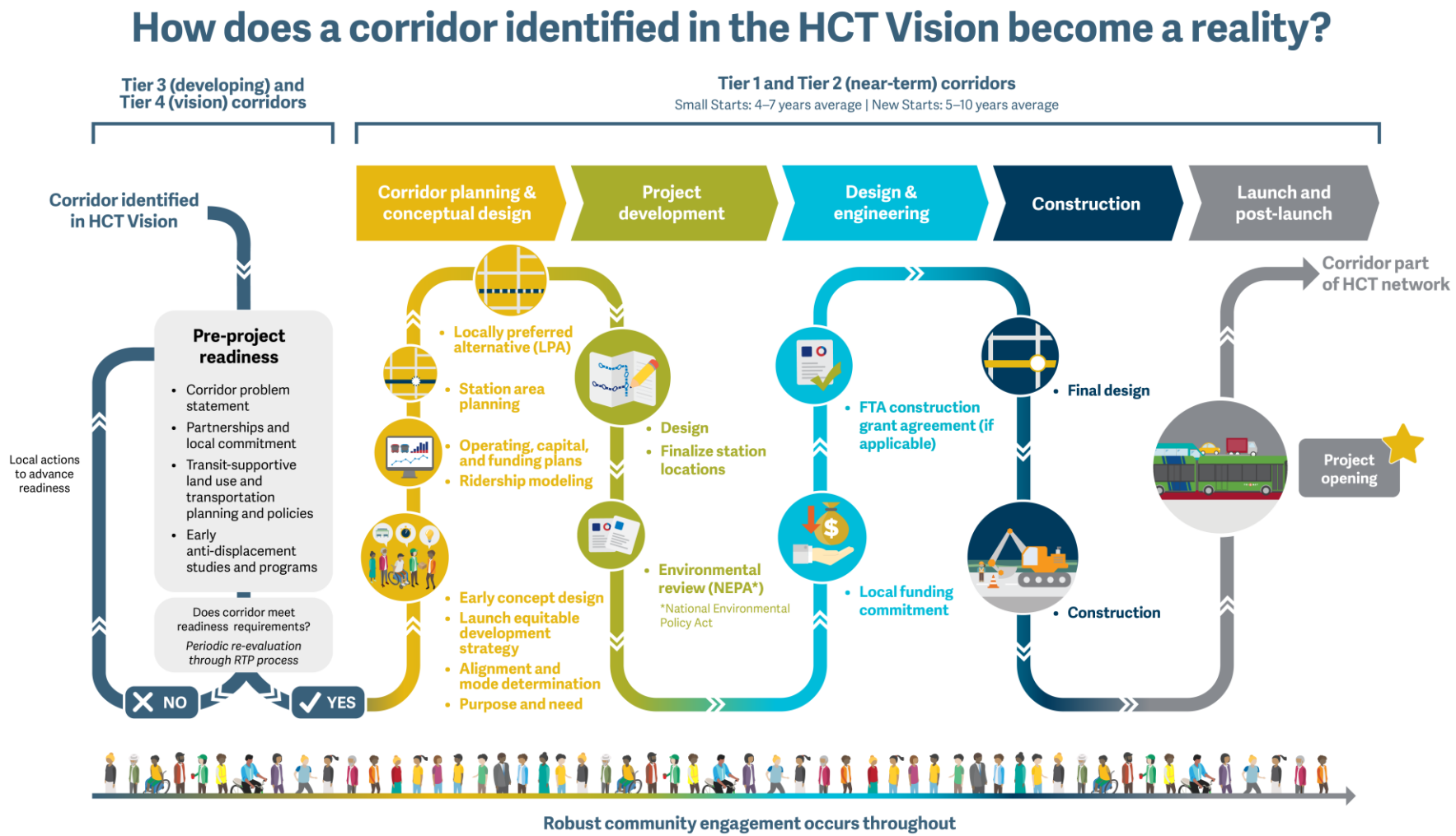
Figure 19 also illustrates conceptually where HCT corridors are in the project development lifecycle based on readiness tier.

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

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

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

Figure 19. HCT project development lifecycle



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

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

Recommendations

Tier 1 corridor advancement, near term

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

Tier 2 corridor advancement, near term

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

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

Tier 2 corridor advancement, medium term

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

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

Tier 3 corridor advancement, near term

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

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

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

Tiers 3 and 4 corridor advancement, ongoing

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

Capital Investment Grants land use criteria

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

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

Lessons learned from Division Transit and The Vine

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

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

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

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

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

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

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

Looking forward

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

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

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

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

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

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April 2023

Attachment 5

Public and stakeholder engagement and consultation summary

High Capacity Transit Strategy Update
2023 Regional Transportation Plan

DRAFT April 2023

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INTRODUCTION

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

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

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

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

Engagement Goals

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

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

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

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

PUBLIC ENGAGEMENT OVERVIEW

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

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

STAKEHOLDERS

Metro partnered with standing committees throughout the process, including:

Agency Partners

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

Partner Jurisdictional Staff

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

Partner Elected Officials

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

Stakeholder Advisory Committees

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

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

STRATEGIES

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

Table 1. Public and Stakeholder Engagement Overview

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

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

MILESTONE 1: FRAMEWORK

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

Milestone 1 Feedback Summary

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

Access to and from the Transit System

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

Environmental Impacts

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

HCT Network

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

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

Planning for HCT Investments

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

Transit Service

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

Transportation and Safety Concerns

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

Milestone 1 Engagement Activities

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

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

MILESTONE 2: VISION

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

Milestone 2 Feedback Summary

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

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

Access to and from the Transit System

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

Economic Considerations

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

HCT Network

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

Planning for HCT Investments

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

Transit Service

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

Milestone 2 Engagement Activities

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

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

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

MILESTONE 3: CORRIDOR TIERS

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

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

Feedback was used to refine corridor priorities and finalize tiers.

Milestone 3 Feedback Summary

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

Access to and from the Transit System

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

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

Amenities

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

Economic Considerations

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

Equity

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

HCT Prioritization

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

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

HCT Network

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

Transit Service

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

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

Safety and Security

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

Planning for HCT Investments

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

Milestone 3 Engagement Activities

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

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

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

MILESTONE 4: DRAFT STRATEGY UPDATE

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

Milestone 4 Feedback Summary

[PLACEHOLDER FOR FEEDBACK FROM MILESTONE 4]

Milestone 4 Engagement Activities

[PLACEHOLDER FOR ACTIVITIES FROM MILESTONE 4]

TRIMET

TRANSIT-ORIENTED DEVELOPMENT PLAN

TRIMET | SPRING 2023

ACKNOWLEDGMENTS

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TRIMET

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  - Tyler Mac Innis (Welcome Home Coalition/ Oregon Center for Public Policy)
- TriMet Board of Directors
- TriMet Committee on Accessible Transportation (CAT)
- TriMet Transit Equity Advisory Committee (TEAC)
- Regionwide City Agency Staff
- Metro TOD Program Staff
- Community Members

Project Funding

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GENERAL MANAGER'S NOTE

Sam Desue, Jr.
TriMet General Manager

Dear Partner, March 2023

It gives me great pleasure to share TriMet's first Regional Transit-Oriented Development Plan. TriMet's mission is to provide great transit service, improve access to transit, and help connect people to mobility options that are safe, convenient, accessible, sustainable, integrated with each other, and welcoming to everyone who travels within our region.

Alongside our core bus and rail services, Transit-Oriented Development (or simply TOD) is a valuable tool that TriMet can use to achieve its mission by promoting efficient and equitable land use adjacent to and near our rail and bus services. TOD can deliver a wide range of benefits that include housing, jobs, safety, and environmental benefits. The challenge is to balance all stakeholder needs equitably in order to avoid gentrification and displacement, and ensure that each TOD project delivers an optimal amount of benefits given the physical, economic, and other conditions specific to the site and its surrounding communities.

This Regional TOD Plan supports the environmental and equity goals outlined in TriMet's Business Plan and forms part of TriMet's sustained commitment to diversity, inclusion, and accessibility by building on the TOD Guidelines approved by TriMet's Board in May 2020. This Regional Plan is designed to clarify the vision, goals, and processes TriMet uses to deliver TOD, and to make the program structure and operation transparent to all stakeholders, allowing them to participate in the process.

In addition to creating a playbook for TriMet and its partners to deliver TOD, this Regional Plan also outlines how TriMet's TOD program can adapt and evolve as environmental, economic, social, and physical conditions change across our region. In an unpredicatable world, it is important we have a flexible and nimble TOD program that can adjust as circumstances and opportunities change.

TriMet is extremely grateful to the Oregon Department of Transportation for funding the production of this Plan and to the many valued partners that provided input during the Plan's development. TriMet acknowledges that its TOD program will only be successful with ongoing collaboration from all of our partners. As such, we hope you find this Plan informative, insightful, and inspiring.

Our staff is ready to respond to your suggestions, questions, and inquiries. We look forward to working with you as we pursue impactful TOD projects that will help our entire region grow and prosper.

Sincerely,

Sam Desue, Jr.
TriMet General Manager

CHAPTER 1
INTRODUCTION

- TOD Plan Context & Benefits of TOD
- Supporting the Regional Vision
- TriMet's Seven TOD Goals
- Stakeholder Engagement
- How to use the Plan

What is Transit-Oriented Development?

Transit-oriented development, or TOD, is the creation of compact, walkable, pedestrian-oriented, mixed-use communities centered around high-quality transportation systems to facilitate shorter trips, better lifestyles, and a more efficient use of city resources.

TRIMET'S FIRST EQUITABLE TOD PLAN

TriMet's regional Transit-Oriented Development (TOD) Plan provides guidance for all stakeholders on the actions needed to promote appropriate community-centered development on property at and adjacent to TriMet stations throughout the 26 cities and 3 counties in the Portland Metro region that TriMet serves. The TOD Plan codifies the TOD Guidelines and goals that were approved by TriMet's leadership and Board in May 2020, and it includes details on the sites owned by TriMet. It explains how planning and engagement strategies are used to advance TOD opportunities, and how TriMet evaluates and prioritizes development proposal for TriMet properties. The processes and recommendations contained in this document are intended to strengthen the relationships between TriMet and all of its partners, and to provide transparency to TriMet's TOD program, including the implementation of TriMet's development goals for its property within the Portland Metro region.

This plan is built upon the goals identified in the agency's TOD Guidelines, the values of local municipalities and stakeholders, and transit objectives. The regional vision is outlined in Metro's 2040 Growth Concept which emphasizes libvable neighborhoods, efficient development, a thriving economy, and access to housing and jobs. Collaboration with regional partners, local municipalities, the development community, neighborhood groups, and other local and regional organizations is essential for successful TOD. The Plan is designed to help all stakeholders prioritize projects that result in a variety of amenities for residents, workers, transit users, and the broader community.

TriMet's TOD program aims to increase transit ridership, reduce congestion and pollution to meet climate action goals, and provide healthier, more livable neighborhoods. Effective partnerships made by the program have the potential to recapture value to TriMet and play a role in strengthening transit assets and service across the region. By encouraging and advocating for high-quality development near the regional transit system, TriMet helps create environments that allow people to live, work, and recreate while reducing automobile use. When combined with mixed-income development, TOD can increase the supply of affordable and market-rate housing units and can also address other key needs of an area such as providing commercial space, delivering public facilities, or increasing mobility.

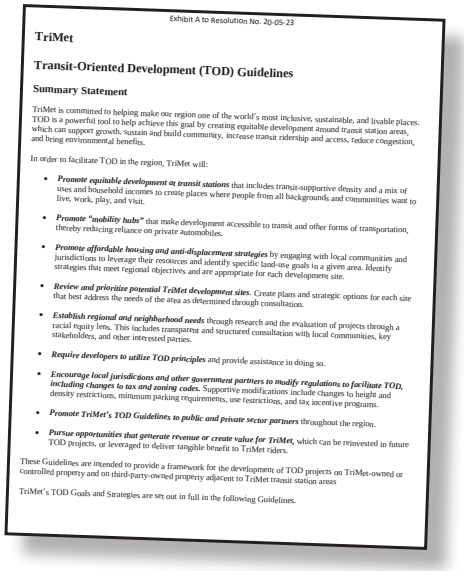


Exhibit A to Resolution No. 20-05-23

TriMet

Transit-Oriented Development (TOD) Guidelines

Summary Statement

TriMet is committed to helping make our region one of the world's most inclusive, sustainable, and livable places. TOD is a powerful tool to help achieve this goal by creating equitable development around transit station areas, which can support growth, sustain and build community, increase transit ridership and access, reduce congestion, and bring environmental benefits.

In order to facilitate TOD in the region, TriMet will:

- ***Promote equitable development at transit stations*** that includes transit-supportive density and a mix of uses and household incomes to create places where people from all backgrounds and communities want to live, work, play, and visit.
- ***Promote "mobility hubs"*** that make development accessible to transit and other forms of transportation, thereby reducing reliance on private automobiles.
- ***Promote affordable housing and anti-displacement strategies*** by engaging with local communities and jurisdictions to leverage their resources and identify specific land-use goals in a given area. Identify strategies that meet regional objectives and are appropriate for each development site.
- ***Review and prioritize potential TriMet development sites***. Create plans and strategic options for each site that best address the needs of the area as determined through consultation.
- ***Establish regional and neighborhood needs*** through research and the evaluation of projects through a racial equity lens. This includes transparent and structured consultation with local communities, key stakeholders, and other interested parties.
- ***Require developers to utilize TOD principles*** and provide assistance in doing so.
- ***Encourage local jurisdictions and other government partners to modify regulations to facilitate TOD, including changes to tax and zoning codes.*** Supportive modifications include changes to height and density restrictions, minimum parking requirements, use restrictions, and tax incentive programs.
- ***Promote TriMet's TOD Guidelines to public and private sector partners*** throughout the region.
- ***Pursue opportunities that generate revenue or create value for TriMet,*** which can be reinvested in future TOD projects, or leveraged to deliver tangible benefit to TriMet riders.

These Guidelines are intended to provide a framework for the development of TOD projects on TriMet-owned or controlled property and on third-party-owned property adjacent to TriMet transit station areas

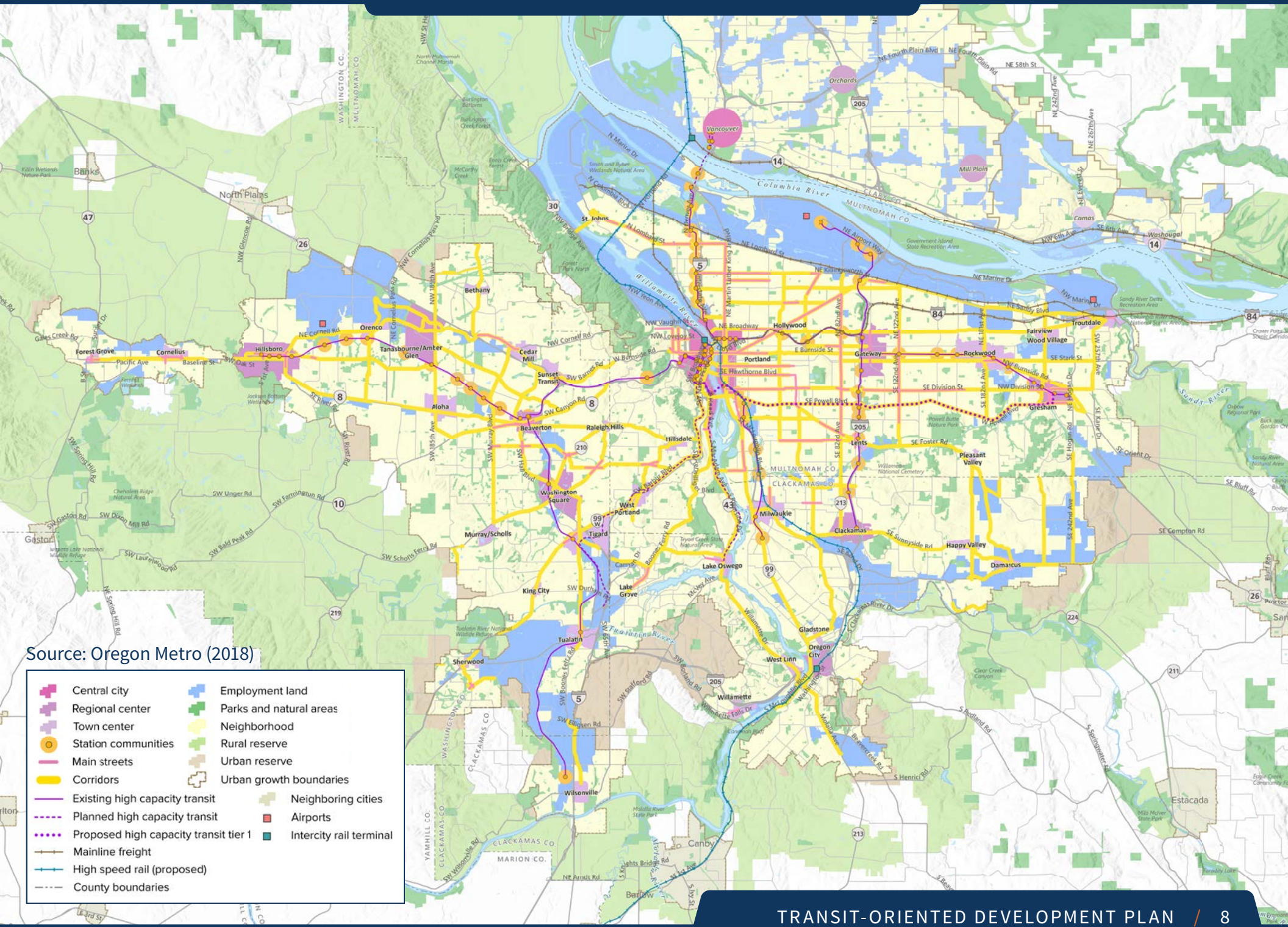
TriMet's TOD Goals and Strategies are set out in full in the following Guidelines.

Above: TriMet's Transit-Oriented Development Guidelines were approved by the Board of Directors in May 2020

However, TriMet is mindful that TOD projects can impact existing communities and their residents. TOD projects and recommended processes are focused on elevating community voices in decision making and realizing community-focused benefits such as affordable housing, efficient transportation access, public health, strong local businesses, environmental sustainability, and climate resiliency.

When centered on racial inclusion and community wealth building, TOD can be a driver of positive transformation for more vibrant, prosperous, and resilient neighborhoods connected to opportunities throughout the region.

2040 GROWTH CONCEPT



Supporting the Regional Vision

TriMet's service area covers 26 cities across three different counties. Each of these cities and counties have their own land use and transportation systems. TriMet's service area overlaps with Metro, the regional government for the Oregon portion of the Portland Metropolitan area, which notably oversees land use and development, coordinates and plans the transportation system, and manages parks and trails. Like TriMet, Metro also has a transit-oriented development program that strategically targets investments, leveraging the resources of other agencies and programs to advance TOD in the Metro region. As a partner agency to other jurisdictions, developers, and other organizations, TriMet's TOD Plan is designed to guide the agency's processes, actions, and priorities for development on TriMet-owned properties. The Plan will also identify methods for addressing new properties as TriMet role expands over time, and support TOD on third-party-owned properties adjacent to transit.

TriMet's TOD planning exists within the framework set out by Metro's 2040 Growth Concept, which, among other things, "encourage compact development that uses land and money efficiently."

TriMet's Regional TOD Plan aligns with this concept by promoting equity through TriMet's seven core TOD goals that were developed within the Metro 2040 framework. These goals are the foundation of this TOD Plan and guide TriMet actions in sub-regional and site specific planning efforts.

TOD CAN TAKE MANY FORMS:

- Housing (Affordable or Market Rate)
- Mixed Use
- Retail, Office, Commercial
- Infrastructure Investments
- Civic Facilities and Community-serving Uses
- Mobility Hub, etc.

Image Credit: Holst Architecture

This Plan is based on the objectives and goals within TriMet's TOD Guidelines and is intended to provide a roadmap for the TOD program to allocate its limited resources by identifying and prioritizing areas and corridors with existing transit orientation and other compatible factors. The Plan will also direct focused district or corridor TOD Plans as well as inform individual projects and site development.

PLAN CONTEXT

Advancing TOD requires a coordinated effort to link the multi-modal transportation network with land use and urban design strategies, while responding to local conditions at the station and parcel level. This approach to planning creates a framework for sustainable growth, connecting the places with the highest concentration of people, activities, and jobs to the highest quality transit facilities, and the most transportation options.

This Plan builds upon the various community engagement, planning, and other efforts recently completed by local agencies, non-profits, and other stakeholders. The framework and processes included are also intended to address regional growth and urban expansion, changing demographic trends, economic opportunities, traffic, safety, cost of living, and public health. It is meant to serve as a springboard for TOD projects and guide TriMet staff in allocating resources, prioritizing projects, and react to changing conditions with a process for unsolicited bids.

This is also an opportunity for TriMet to further cement equity into its systems and processes regarding TOD. TOD without an equity lens can have negative health and economic impacts on current residents through possible displacement as a result of gentrification if proactive steps are not taken. With an equity lens on TOD, the benefits of transit — affordability, access to jobs, livable and walkable neighborhoods— can be distributed to those who need them most. Through thoughtful policy decisions, investments and program placement that incorporate these values, development occurring in transit-served locations can and should more effectively benefit disadvantaged communities who disproportionately rely on transit.

Image Credits: TriMet

TriMet's TOD activities vary from long-range planning to individual site development with partner organizations. TriMet's TOD Guidelines, first adopted in 2020 and designed to complement the vision set out in Metro's 2040 Growth Concept, define key objectives and goals intended to provide a foundation for the development of TOD projects on TriMet-owned or controlled property and on third-party owned property within half a mile of TriMet transit station areas. TriMet's TOD program operates within the framework of these seven equity-focused goals.

TriMet's Seven TOD Goals

Integrated and Multi-Modal:

Transit-oriented development should be integrated into TriMet's transit network as much as possible, creating mobility hubs that maximize connectivity and accommodate a variety of mobility options.

User-Friendly to Promote Transit Use:

Projects should be transit-oriented and transit-integrated, and not merely transit-adjacent. This includes consideration for wayfinding, building orientation, and a multi-modal pedestrian-scale design in addition to maximizing exposure to transit and related services.

Financially Viable:

Project costs must be justifiable from a project benefit perspective in order to ensure the long-term sustainability of the project and the broader TriMet TOD Program.

Safe, Vibrant, and Accessible:

Transit-oriented development should create accessible and vibrant station areas by providing community-oriented services in safe places where anyone who chooses can live, work, and visit.

Balanced Mixed-Use:

Transit-oriented development should include, whenever possible, a complementary balance of different uses that provide options for all residents and visitors to live, work, shop, and play. This includes a variety of housing styles at a wide range of price points, promotion of small business retail and office space, scalable industrial uses, and other uses.

Deliver Density:

Transit-oriented development should include the principles of density and compatible off-peak secondary uses to create resource-efficient, high-quality, and environmentally healthy developments that maximize the social and economic returns from constrained infill sites.

Provide Housing:

Transit-oriented development should strive to include as much housing as appropriate, considering the appropriate mix of housing types, affordability, and use and equity-based lens to minimize displacement of low-income communities, Black, Indigenous, Asian Pacific Islander, LatinX, and other People of Color. TriMet applies a portfolio-wide goal that ensures at least 30% of residential units in existing and future TriMet TOD projects are for low or very low-income residents.

How this Plan was Developed

TriMet produced this plan with in consultation with stakeholders, internal and external experts, and through a review of national and international TOD practices. Using funding from an ODOT Transportation and Growth Management (TGM) grant, TriMet worked with a specialist consultant who helped TriMet identify and build-out the core plan elements, and conduct stakeholder engagement. In addition to identifying TOD best practices applicable to Portland, TriMet held several workshops and discussions over the course of 2021 and 2022 to inform the components of this plan and its direction.

STAKEHOLDER INTERVIEWS

TriMet began its engagement collecting input on TOD efforts to understand what issues should be considered when beginning to develop the future goals and evaluation criteria for the Plan.

The project team engaged a diverse group of organizations representing a range of sectors and stakeholders including market rate developers, nonprofit or community-based organizations, non-profit developers, and municipalities. The feedback on past TOD opportunities and current market conditions was extensive and insightful, with the following key themes prevailing:

Opportunities:

- strengthen partnerships and leadership
- foster strong community engagement
- center community-led planning
- focus on employment and commercial development where needed
- incorporate affordability, accessibility, and equity into the planning process
- balance development and transit service
- expand the reach of TOD

Challenges:

- effective agency coordination
- funding limitations and high costs
- lack of understanding for what TOD is
- creating a broad vision rather than a tailored set of goals

STAKEHOLDER ADVISORY GROUP MEETINGS

To create an effective and impactful Plan, the project team addressed the themes identified by the Stakeholder Advisory Group. Three Stakeholder Advisory Group Meetings were held over the course of the project. Participants represented regional groups and umbrella organizations that have a broad geographic and stakeholder perspective. All groups were interviewed during the first round of stakeholder outreach, with participation open to any group that wanted to be included.

The first meeting focused on evaluation criteria, including evaluating the potential displacement and gentrification impacts of TOD projects and how to weight the displacement of vulnerable or marginalized communities when considering a TOD project. Input also highlighted how evaluation criteria and procedures should factor in who the project is for and community needs. Based on this meeting, two new quantitative criteria categories, affordability and regional social vulnerability, were added to the framework.

The second meeting presented a refined evaluation framework based on input from the first meeting. The group highlighted how some TOD sites are perhaps more suited to support adjacent development than be developed themselves, and emphasized how affordability remains the biggest barrier to equitable development.

The third meeting allowed the Advisory Group to provide input on the draft Plan. It allowed the stakeholders to determine if the project team had correctly incorporated its feedback into the plan and evaluation structures, and adjust these accordingly. As the market and other conditions influencing TOD are constantly changing, TriMet will continue to conduct periodic stakeholder engagement to review content and performance.

How to Use this Plan

The TriMet TOD Plan is structured to be useful not only to TriMet staff, but to elected officials, local agency staff, non-government organizations, developers, property owners, the public, and anyone else interested in encouraging sustainable development patterns, reducing vehicle miles traveled (VMT), or efficiently investing resources. The following is a recommended approach for how to best use this document based on your goals and interests.

Community members: Residents and local businesses can use the Plan to understand TOD and how TriMet will implement and support TOD projects. This Plan can also be used as a guide for making real estate decisions or renovating property. Community members can use the Plan to:

- Identify the regional benefits to transit ridership and living/working in TOD areas
- Understand how developments contribute toward the long-term success of the transit system
- Identify ways to become a champion for transit ridership and TOD
- Verify whether a proposed project fits within adopted goals and objectives

Developers: Developers can use this Plan to gather information on TriMet's focus areas and align their projects with TOD principles and agency goals. Developers can use the Plan to:

- Align their project/development with TOD design principles and public agency goals to strengthen projects and create mutually beneficial outcomes
- Identify priority TriMet sites as opportunities to leverage developments
- Identify sites that are appropriate for TOD in the region and specific neighborhoods
- Identify or communicate the key benefits and value of developing adjacent to transit

Jurisdictional Partners: Local governments are key partners in TriMet's TOD program and play an important role in the planning and implementation of TriMet TOD projects. Jurisdictional Partners can use the Plan to:

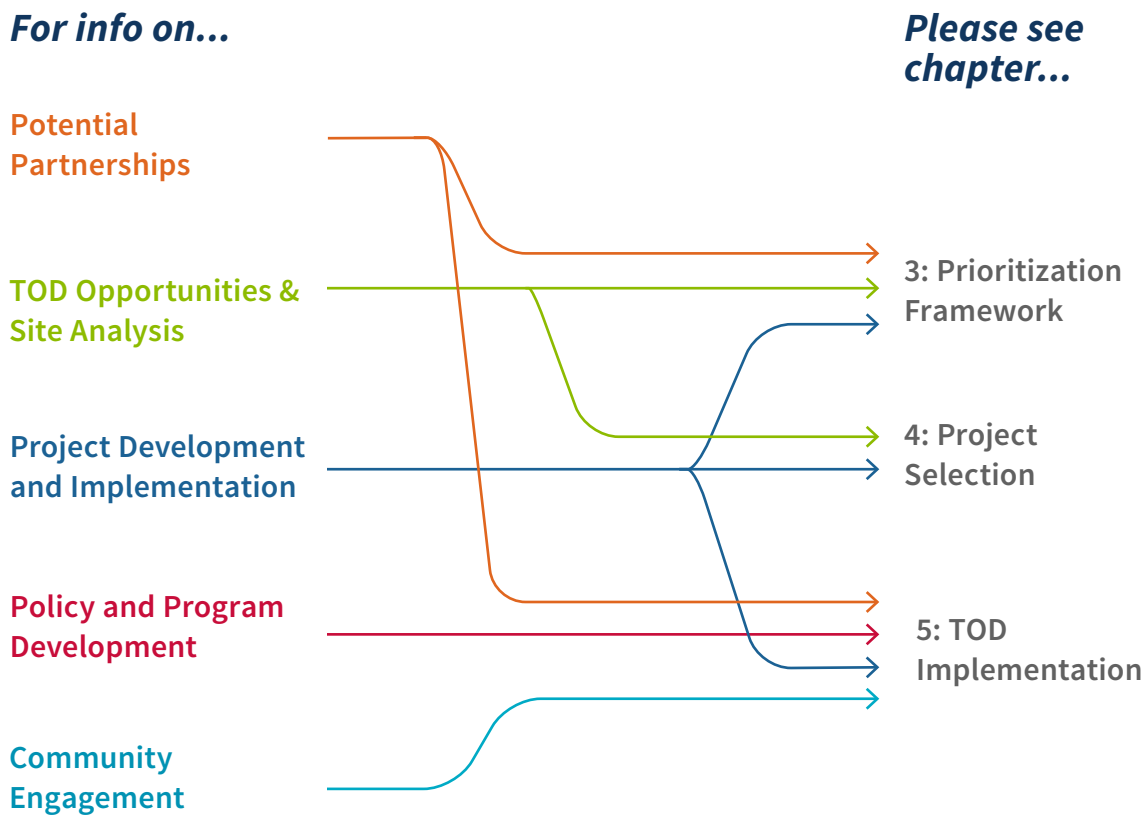
- Understand the scope and capacity of TOD projects
- Understand some of the strategies and opportunities to partner with TriMet in supporting projects and improve surrounding communities and the environment
- Find ways to plan, resource, and construct horizontal infrastructure investments that make TOD possible
- Identify ways to help remove physical and economic barriers to TOD
- Participate in the review and evaluation of noneconomic aspects of developer proposals

Agency Staff and Appointed or Elected Officials: TriMet staff can use the Plan to establish an implementation work program, set priorities, direct funding, and evaluate specific sites and projects. Officials can use the Plan to guide decision-making, identify ways to support TOD projects and remove barriers, and direct funding. They can use the Plan to:

- Remove barriers to TOD
- Advocate for financial resources to support TOD outcomes
- Determine projects that result in the maximum return on investment
- Pursue local and federal funding for TOD infrastructure and implementation of projects
- Establish programs or initiatives that meet the objectives and goals of the Plan
- Leverage TOD in support of climate action goals
- Monitor TOD program performance and establish evaluation measures

Other Stakeholders: Any interested parties, including environmental, community, transportation advocates and non-local businesses, etc. can use the Plan to identify opportunities for new initiatives, economic growth, equity, or any other betterment associated with TOD projects across the region.

Plan Guidance



NEXT: **Chapter 2** Existing Transit & TOD Readiness >>

CHAPTER 2

EXISTING TRANSIT & TOD READINESS

- Existing Regional Transit Network
- Readiness for TOD
- TOD Challenges and Opportunities
- How can TriMet promote TOD?

NATIONAL LEADER IN PUBLIC TRANSIT PROJECTS

The area has a long history of tackling transformative transportation projects that set the stage for successful and sustainable future growth. A consistency in the region's urban evolution is that development patterns follow the construction of these transportation projects – railroad towns, streetcar suburbs, and freeway bedroom communities – all are results of the access provided by a new transportation investment. By 1884, railroad construction had peaked, and by 1890 the first electric streetcar went into service. Following the decline of the streetcar and increasing automobile access shifted focus away from other types of public transit investments. However, a policy shift and comprehensive planning efforts achieved a series of successes including better bike and pedestrian infrastructure, new light rail lines, a bus system, and urban renewal residential, commercial, and mixed-use development. Today the Portland metropolitan area has a population of more than 2.5 million. The central city and surrounding town centers provide vibrant options for a diversity of lifestyles. TriMet can build upon this history, its past successes, and the growing region to deliver TOD projects.

Portland is the twenty-ninth largest US metro area, but sixteenth in transit ridership, and ninth in ridership per capita.
Source: APTA 2020 Public Transportation Fact Book, March 2020

Image Credit: TriMet

READINESS FOR TOD

TriMet serves 533 square miles...

696 buses along **85** miles with **6,620** stops

145 MAX light rail cars on **5** lines with **97** stations

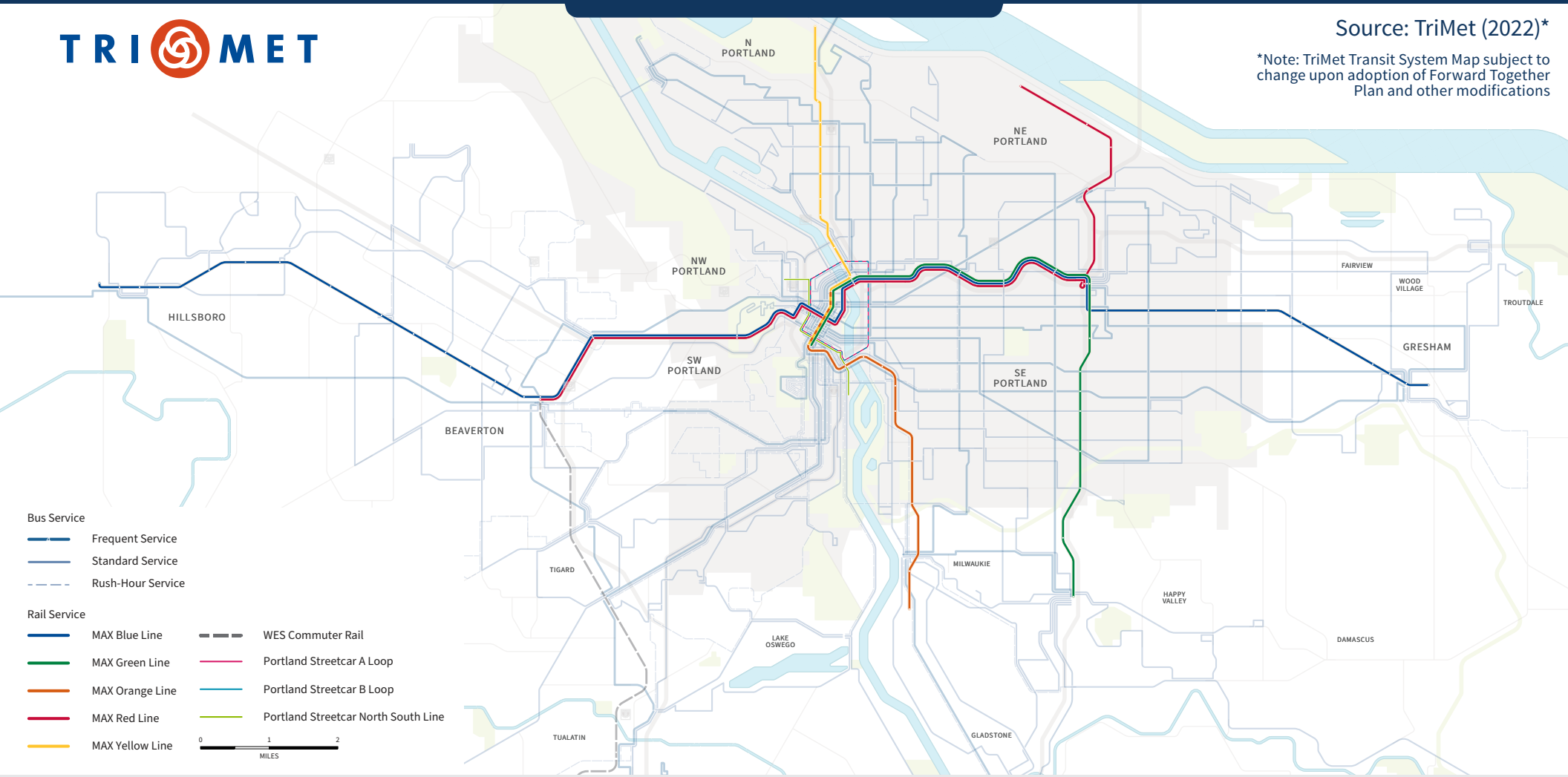
1 commuter rail line serving **4** suburban cities outside of Portland

Over 1,800 bike parking facilities; **57** Park & Ride facilities

16 Transit Centers

A LIFT paratransit service that covers all locations within ¾ of a mile of TriMet's bus stops, MAX Light Rail stations, and everything within the service area.

SYSTEM MAP



Source: TriMet (2022)*

*Note: TriMet Transit System Map subject to change upon adoption of Forward Together Plan and other modifications

TriMet manages transit across 26 cities in three counties, connecting the community to a multitude of destinations throughout it's extensive service area. The Forward Together Plan updates the agencies comprehensive service enhancement plan - focusing on changes in need and demand, financial resources, and goals and priorities.

TriMet's real property portfolio currently includes 346 parcels, spanning 430 acres. Uses on the property vary widely from transit stations, right-of-way for rail operations, bus transfer areas, Park & Rides, turnarounds, or vacant land. A significant amount of this real property is made up of small parcels adjacent to or within the right-of-way, affecting the development viability of those sites. Others, while larger, may already contain other transit infrastructure and present more limited redevelopment opportunities. Existing uses, planned infrastructure expansion, and other site uses may also limit future development opportunities.

Readiness for TOD in the Portland Metro Region

PLANNING FOR REGIONAL CONNECTIVITY

Gaps in transit service and frequency, in addition to gaps in sidewalks, bikeways, and regional trails hinder the region's ability to take full advantage of multi-modal transportation. Increasing transit service and pedestrian and bike connectivity is a priority for many agencies and jurisdictions in the region. Jurisdictions are mandated to plan for transit within their Transportation System Plans, and cities, counties, and partner agencies work collaboratively together to provide the region with an accessible, connected transit system. Achieving regional connectivity is especially important in ensuring access for low-income populations, people of color, and those who may have restricted mobility due to age or disability. Adding additional transit lines and service is part of TriMet's and other transit agencies, strategy to address transit gaps.

FREQUENCY OF MULTI-MODAL TRANSIT

Walking, biking, and transit use is increasing. Portland is the 29th largest U.S. metro area, but is 16th in transit ridership and 9th in ridership per capita. A Smart Growth America study found that trips by foot, bicycle and transit almost always increased following street improvements. This generates more revenue for transit agencies, and increased foot traffic means more customers for businesses in the area. Most of TriMet's riders - over 86% - walk to transit. TriMet is committed to safe and reliable transit access, which is dependant upon a complete and connected multi-modal network for the right-of-ways surrounding it. TriMet is supportive of partner priorities and opportunities to improve those infrastructure investments, enhancing and promoting access to transit.

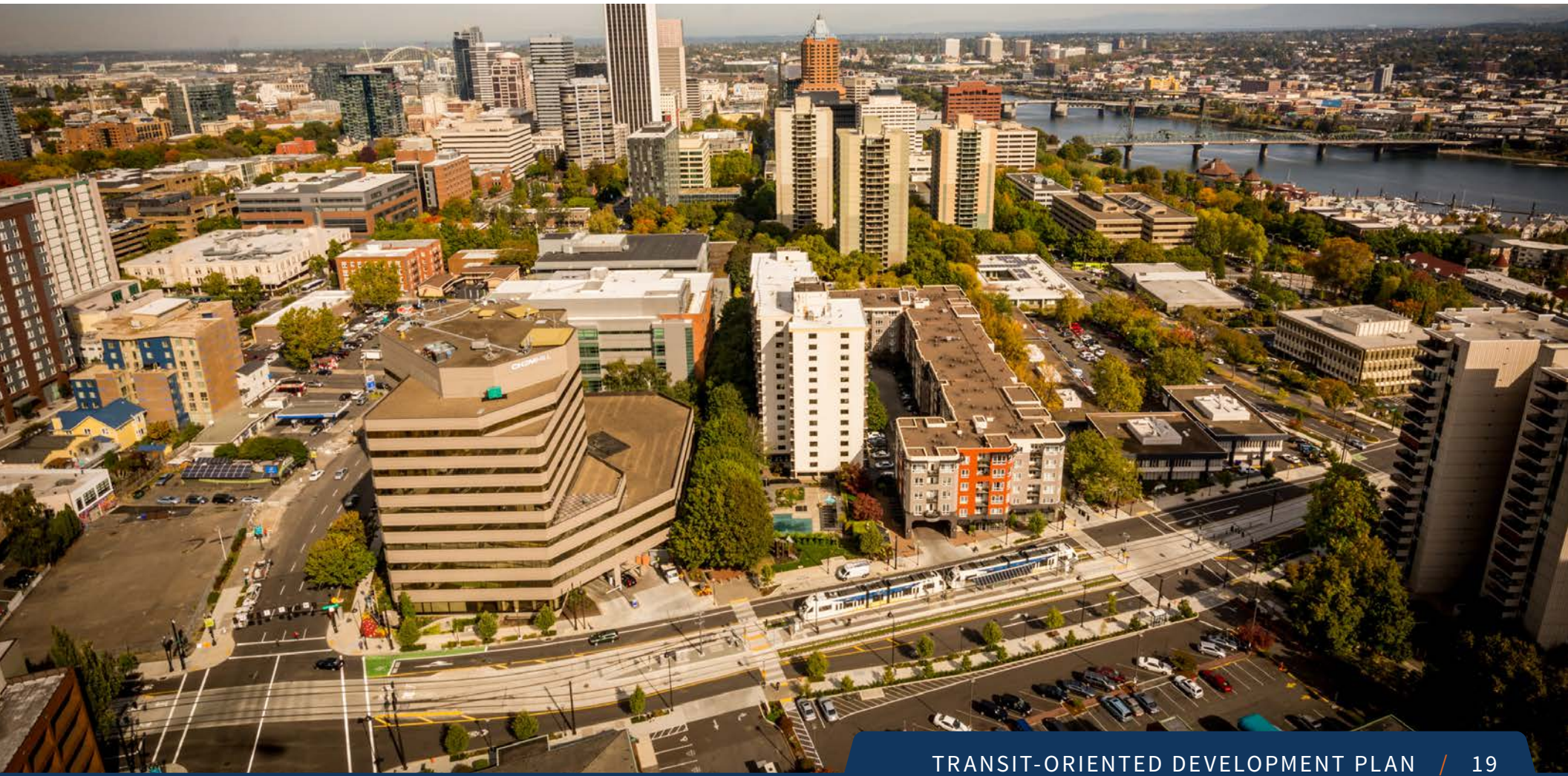
GROWTH AND DENSITY

The Portland metro region, which covers much of TriMet's service area, is rapidly growing. From 2000 to about 2018, the region gained an average of 30,000 residents per year. Expected growth is not limited to Multnomah County - Clackamas County and Washington County are predicted to grow by 165,051 and 187,230 people, respectively, by 2040 according to Metro's distributed forecast. The region is becoming more dense, and urban centers in the region anticipate more household and job growth. To optimize and leverage transit supportive land uses, agencies and jurisdictions increasingly orient alignments and transit stations towards existing and future high density, mixed-use development.

Challenges and Opportunities

While TOD is becoming more of a regional and national goal for increasing housing and employment development, it often faces many challenges. This can be due to planning or regulatory barriers, funding limitations, market variability, or other physical and political factors. Removing barriers to developing TOD and improving first and last mile connections around transit stations can fill in the missing urban fabric between TriMet's transit system, established neighborhoods, and emerging areas. By doing so, the region can grow into a more seamless, walkable community that provides its citizens with great access to daily needs, whether that is a place to work, study, shop, or play. The following is a summary of key opportunities and challenges that TOD projects face in the Portland metropolitan area.

Image Credit: TriMet



SAMPLE CHALLENGES AND OPPORTUNITIES

INDICATORS	CHALLENGE	OPPORTUNITY
Regulatory Environment	Development regulations like minimum parking or maximum heights can create a barrier to the form, quality, density and human-scale of TOD	Local policy and code updates can implement zoning changes that facilitate TOD-supportive residential densities and land use intensities
Market Readliness	Current market analyses do not always support mixed-use, mixed-income TOD projects. Market factors can lead developers and agencies to focus on only one type of land use or result, such as housing, and not consider commercial or employment opportunities.	The region exhibits a large demand for high quality commercial, residential, and mixed-use development and access to amenities
Land Use	Because many of the regions high-capacity transit corridors also parallel major road arterials and highways, many station areas have historically been developed with car-oriented land uses (ie: big box) rather than walkable and transit-centric uses	Some transit-ready areas or neighborhoods in the Portland region have relatively low land costs. While overall market readiness is a large component of development viability, lower land values can help make development viable
Funding	Costs of construction for TOD projects can be a barrier to implementation, including inflation, costs of materials, and a limited labor pool.	Other funding sources like Metro bonds, grants, urban renewal funds, state funds, LIFT grants, and tax credits are becoming available, especially as the impacts of climate change become more alarming and TOD is identified as a way to mediate them.
Transit Access	While transit access may provide great service to a neighborhood - a lack of bicycle or pedestrian infrastructure within the local munipiality may remain as a physical barrier to provide safe connections to transit.	New development can help close the existing gaps within the pedestrian and bicycle network, either directly through required frontage improvements or indirectly through system development charges.

How Can TriMet Promote TOD?

The track record for transit-oriented development is mixed, with some stunning successes and some cautionary lessons. The Portland metropolitans region's transit project pipeline has been full for most of the past 50 years, starting with the Portland Transit Mall.

Depending on location and future development, sites can be part of town and regional centers. Communities with clustered homes, shops and businesses, good transit and easy walking connections encourage less travel by auto and more travel by transit, walking and bicycling. TriMet understands that it can only be successful in TOD only by being a team player, meaning developing where there are willing partners and where local government actions are transit-supportive. TriMet's involvement in TOD can be characterized as follows:

Continuing Successful Partnerships

Although TriMet was early in embracing the role of encouraging compatible development around station areas, TriMet has always sought to participate as the developer's partner. TriMet's past successes would not be possible without strong partnerships. As a development partner, TriMet relies on local jurisdictions, agencies, nonprofit organizations, and developers to build sophisticated TOD projects that meet community needs. Numerous local firms have provided a wealth of talent and perspectives in all aspects of transit system planning, design and construction, strategic planning and community engagement. Projects generally employ commitments at all levels of government and engage private contributions when appropriate. TriMet and its partners have proven to be adept at leveraging all available resources for the timely delivery of high-quality projects.

From 2015–2020, TriMet and partners developed more than 700 housing units, including more than 475 affordable units (more than 65 percent of total units). Prior to this, TriMet achieved several TOD firsts with developments at Orenco Station (residential-led mixed-use), and at Cascade Station (commercial mixed-use). These transformative, first-of-kind projects, demonstrated the value of well-planned TOD, however, also showed how benefits can spread inequitably if the right protections are not in place.

Image Credit: TriMet

FTA JOINT DEVELOPMENT

As a development partner and transit agency, TriMet is familiar with different tools that facilitate public and private co-development of real estate projects. This Plan defines joint development or real estate development, as development physically or functionally connected to transit facilities, and including coordinated, mutually beneficial actions by the transit agency and developer. Joint development, a process defined and overseen by the Federal Transit Administration (FTA), is typically a collaboration between a transit agency and one or more partners to build TOD and at the same time as improving the transit system. Transit agencies provide funds or property and benefit by sharing the costs of the transit improvements and the revenues from the real estate development. As more people live, work and shop in the developments, transit agencies benefit from increased ridership and farebox revenues, too. Joint development can be incorporated into an existing transit facility or coordinated with a planned transit expansion project.

Subject to the eligibility criteria and federal requirements outlined in FTA Circular 7050.1A, a wide range of joint development activities are eligible for FTA funding and reimbursement, including, but not limited to: site acquisition and preparation, relocation of utilities, construction of building foundations, bicycle and pedestrian improvements, open space, safety and security equipment, community service facilities and transit parking, and procurement of professional services, such as design, engineering and environmental analysis. The broad eligibility allows for the construction of dynamic, mixed use spaces with housing, retail or community services, all closely connected to existing or planned transit facilities.

CREATING CATALYTIC TOD

TriMet encourages catalytic development that could set a standard for development to follow. TriMet recognizes that TOD needs to deliver more than simply development near transit – building great places near transit means upping the ante on urban design, adaptability, sustainability and housing affordability in TOD projects. The expectations are high for public agency land, especially land immediately adjacent to transit. It is TriMet's responsibility to ensure the highest caliber TOD is built on its property and near station areas, to demonstrate the potential for surrounding areas.

Image Credits: TriMet (left), Central Bethany (right)

ALIGNING WITH THE MARKET

TriMet knows that it can't just wait for TOD to happen, and that it must be proactive by clearly articulating what TriMet desires, by proactively pursuing outside financing for TOD and access related improvements, and acting first where its TOD objectives and the market, political, and financial support for TOD align.

Identifying innovative solutions is central to advancing TOD projects across the region, and TriMet is committed to creatively solving problems in addition to working with partners that bring creative solutions to achieve project goals.

SPEAKING WITH ONE VOICE AND ENGAGING THE COMMUNITY

TriMet recognizes the importance of speaking with one voice, with a high level of transparency and predictability. As part of this Plan, TriMet has clarified the process for how it solicits, reviews, and approves TOD projects at both the staff and Board levels. TriMet also desires to engage in planning efforts and studies as a partner with many jurisdictions, to ensure they have the technical resources they need to create plans that reflect community vision. Significant cross-sector and inter-agency coordination is needed to support the many goals of TOD, as well as a commitment to evaluation, accountability, and transparency. TriMet and development partners will use a process that will engage the community throughout the development process as well, so that community input will inform the project development, design and delivery and to ensure that the project will meet community goals, objectives, and expectations.

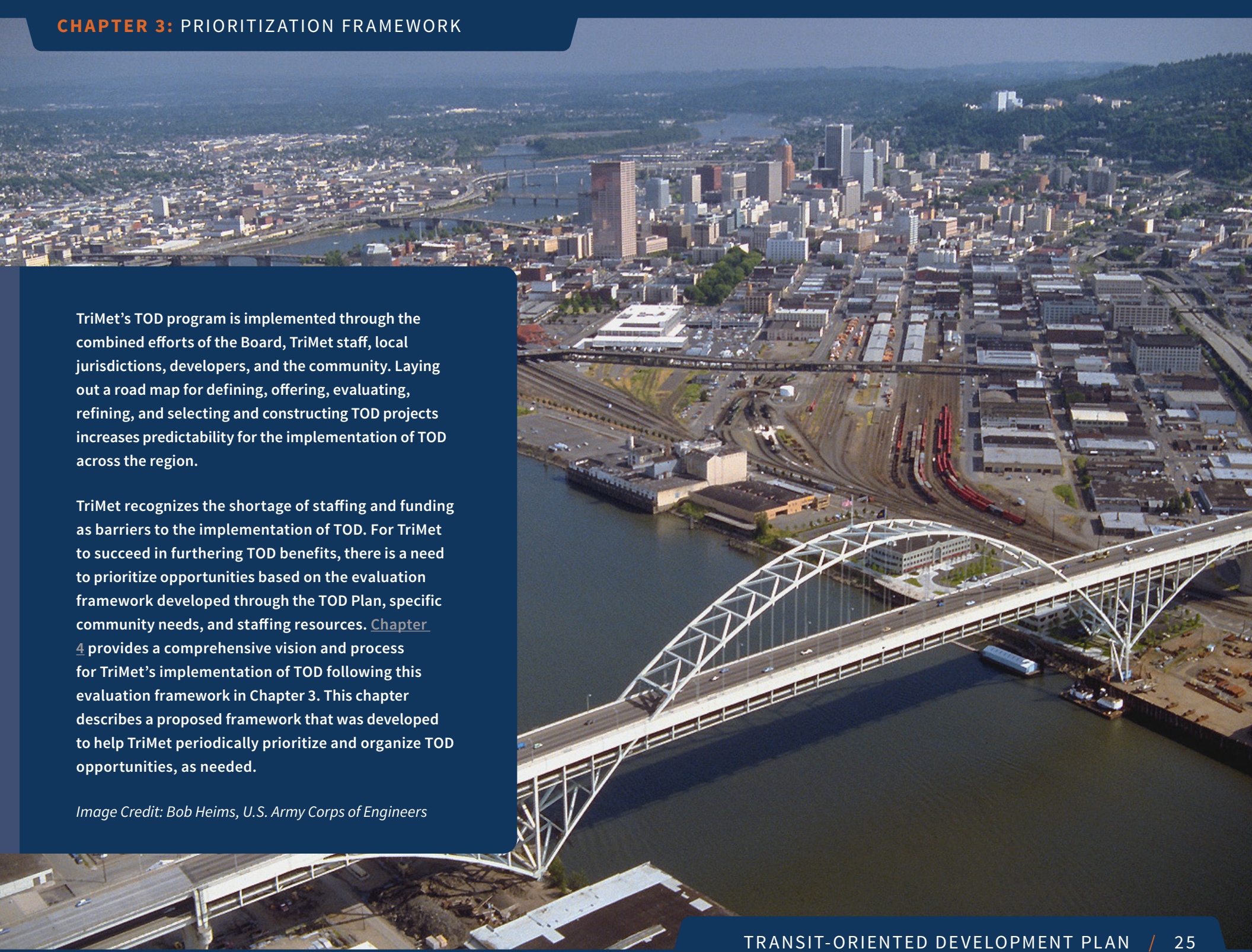
NEXT: **Chapter 3** Prioritization Framework >>

Image Credits: TriMet

CHAPTER 3

PRIORITIZATION FRAMEWORK

- Prioritization Framework Overview
- Step 1: Real Property Inventory
- Step 2: Data-based Screening
- Step 3: Dynamic Screening
- Step 4: Prioritization of TOD Sites



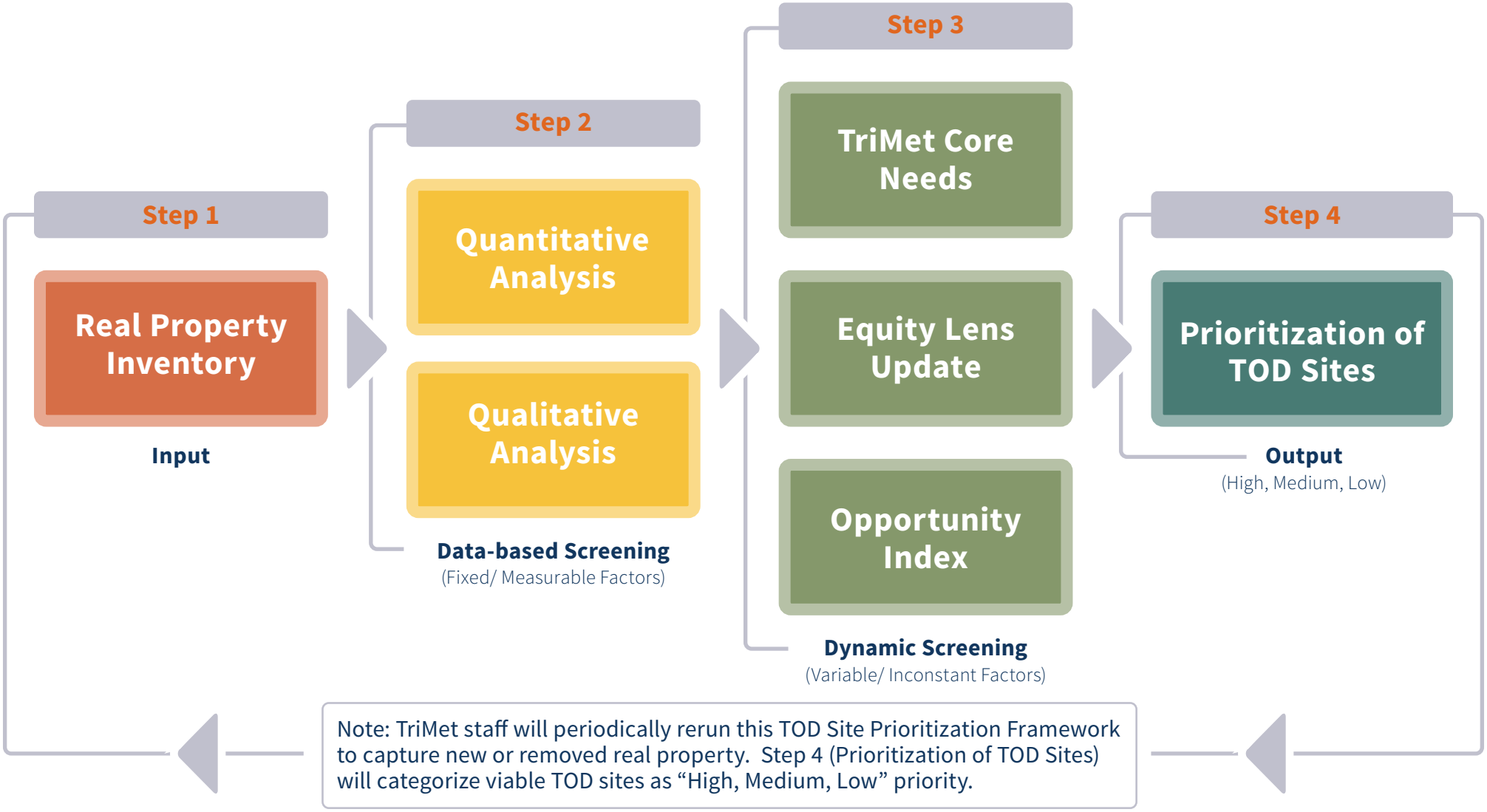
TriMet's TOD program is implemented through the combined efforts of the Board, TriMet staff, local jurisdictions, developers, and the community. Laying out a road map for defining, offering, evaluating, refining, and selecting and constructing TOD projects increases predictability for the implementation of TOD across the region.

TriMet recognizes the shortage of staffing and funding as barriers to the implementation of TOD. For TriMet to succeed in furthering TOD benefits, there is a need to prioritize opportunities based on the evaluation framework developed through the TOD Plan, specific community needs, and staffing resources. Chapter 4 provides a comprehensive vision and process for TriMet's implementation of TOD following this evaluation framework in Chapter 3. This chapter describes a proposed framework that was developed to help TriMet periodically prioritize and organize TOD opportunities, as needed.

Image Credit: Bob Heims, U.S. Army Corps of Engineers

Prioritization Framework

Transit areas in TriMet's service area have experienced varied and sporadic development. Even though each site in the evaluation lands in a specific group, the status of each site is not considered static. Instead, a site should be perceived to be on a TOD development continuum and the framework flexible, able to be replicated and modified as TriMet's site portfolio grows. TriMet's TOD prioritization framework has four steps as shown in the graphic below. These steps are explained in more detail on the following pages.

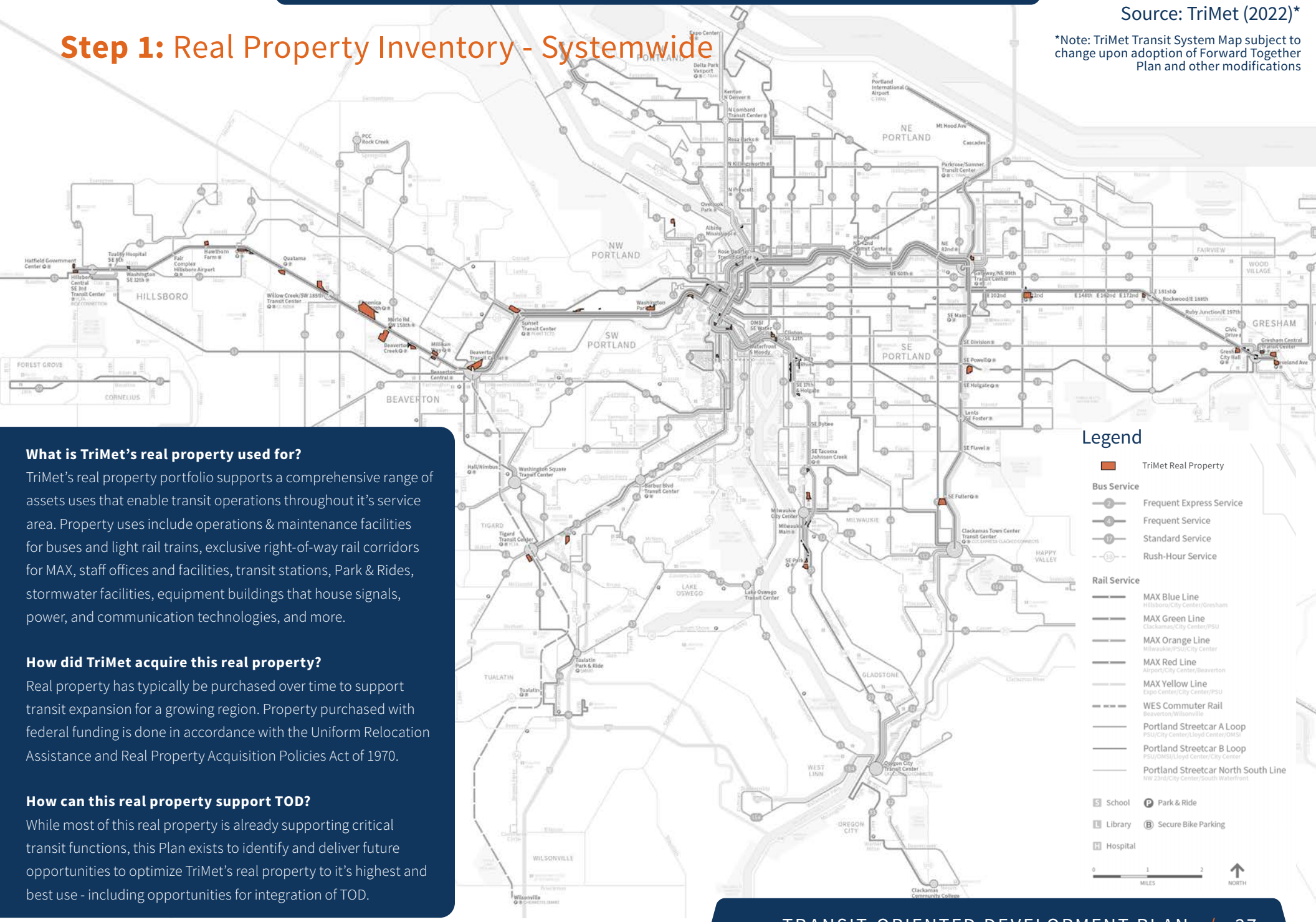


TRIMET REAL PROPERTY MAP

Step 1: Real Property Inventory - Systemwide

Source: TriMet (2022)*

*Note: TriMet Transit System Map subject to change upon adoption of Forward Together Plan and other modifications



What is TriMet's real property used for?

TriMet's real property portfolio supports a comprehensive range of assets uses that enable transit operations throughout it's service area. Property uses include operations & maintenance facilities for buses and light rail trains, exclusive right-of-way rail corridors for MAX, staff offices and facilities, transit stations, Park & Rides, stormwater facilities, equipment buildings that house signals, power, and communication technologies, and more.

How did TriMet acquire this real property?

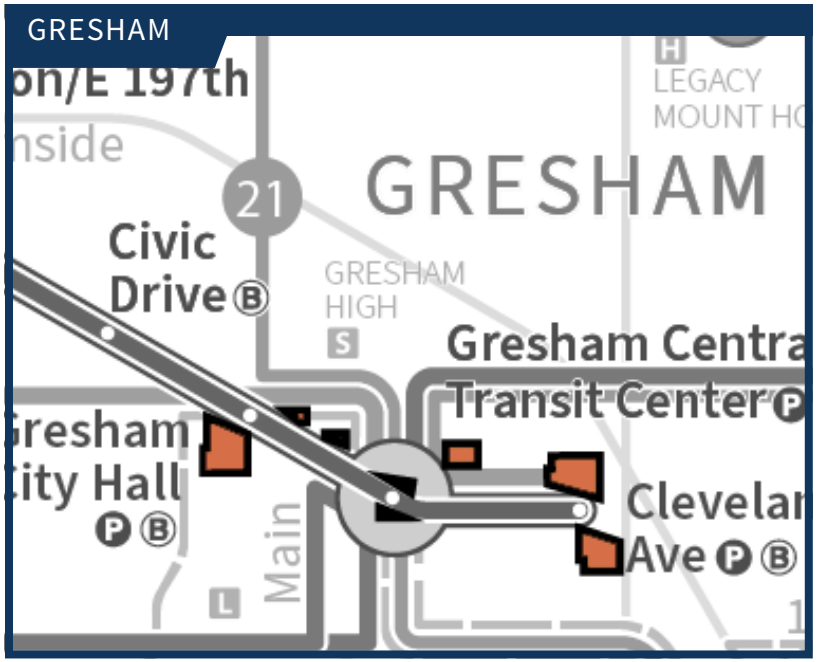
Real property has typically be purchased over time to support transit expansion for a growing region. Property purchased with federal funding is done in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.

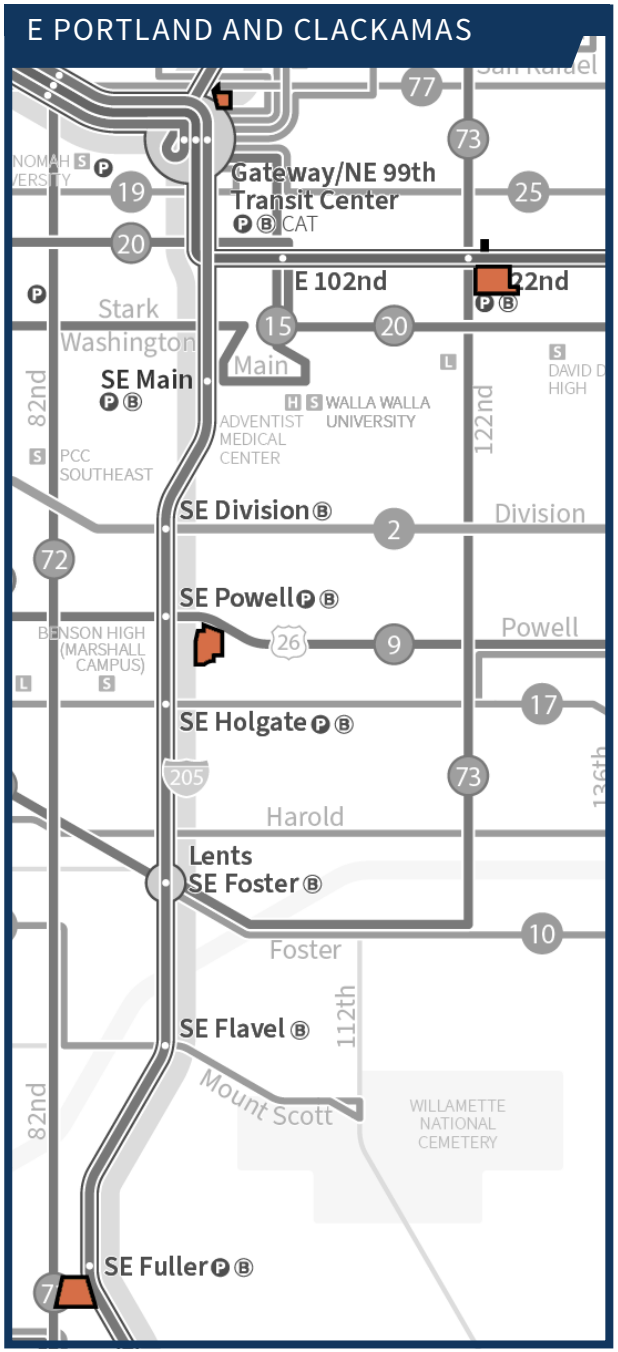
How can this real property support TOD?

While most of this real property is already supporting critical transit functions, this Plan exists to identify and deliver future opportunities to optimize TriMet's real property to it's highest and best use - including opportunities for integration of TOD.

Step 1: Real Property Inventory - Enlargements

Step 1 in TriMet's TOD site prioritization involves cataloging all TriMet-owned sites and recording their use. As TriMet's transit network constantly changes, so does its inventory of sites and their uses. To ensure TriMet operates a robust and accurate prioritization process, it is important the inventory is up to date.

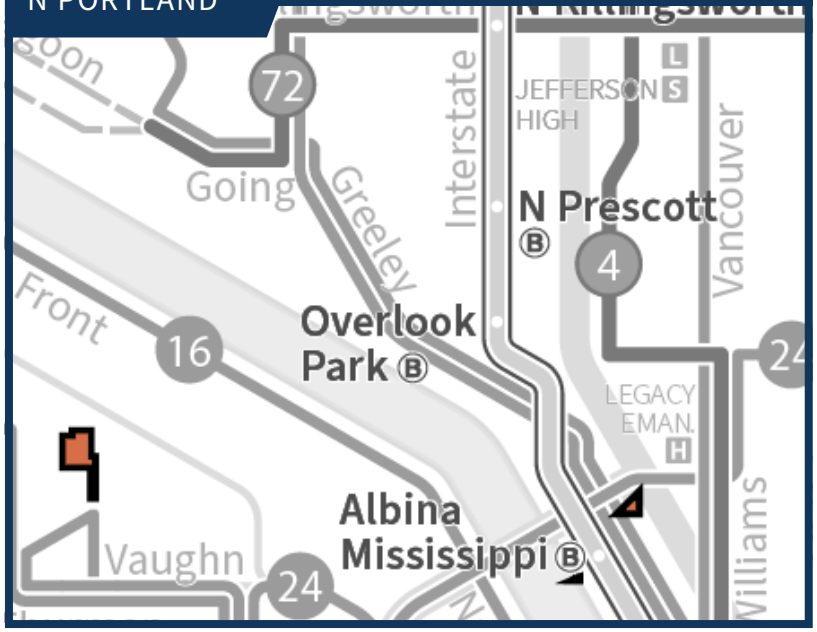




Step 1: Real Property Inventory - Enlargements

CITY CENTER

N PORTLAND



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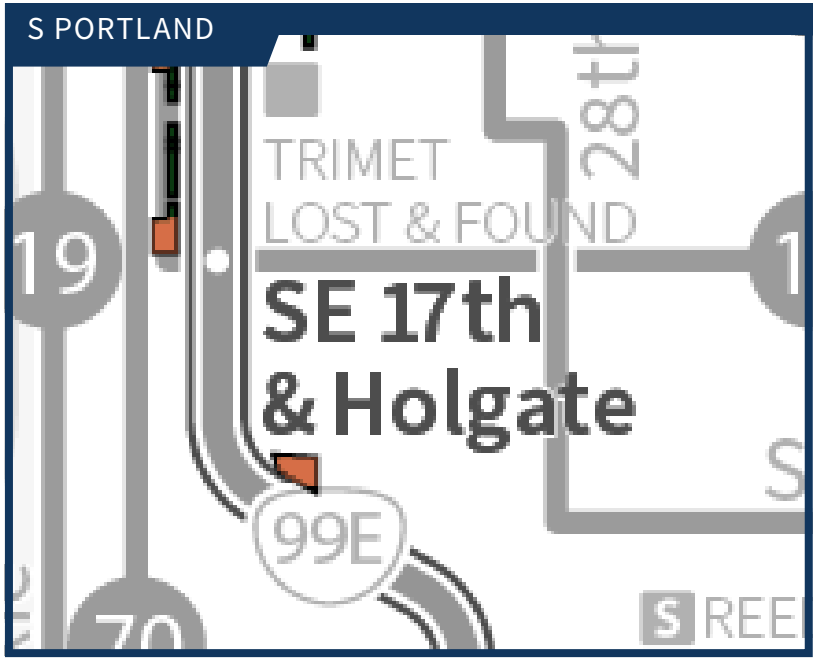
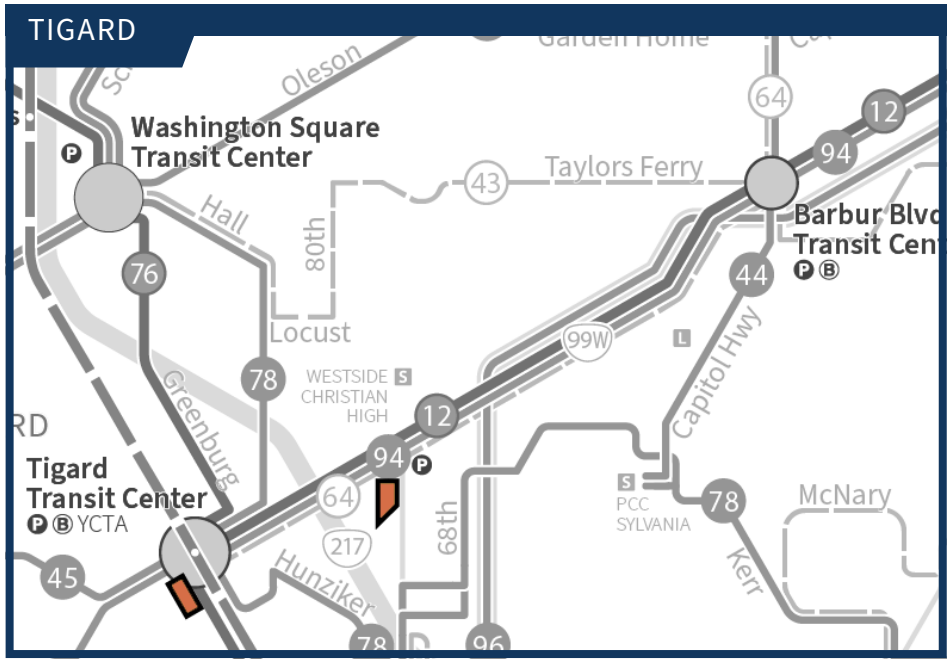
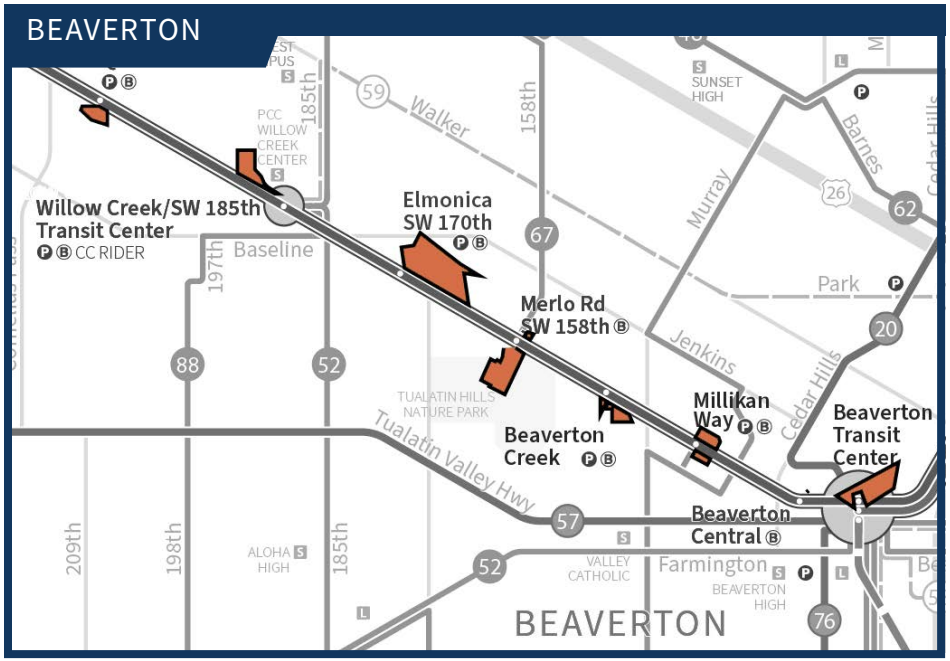
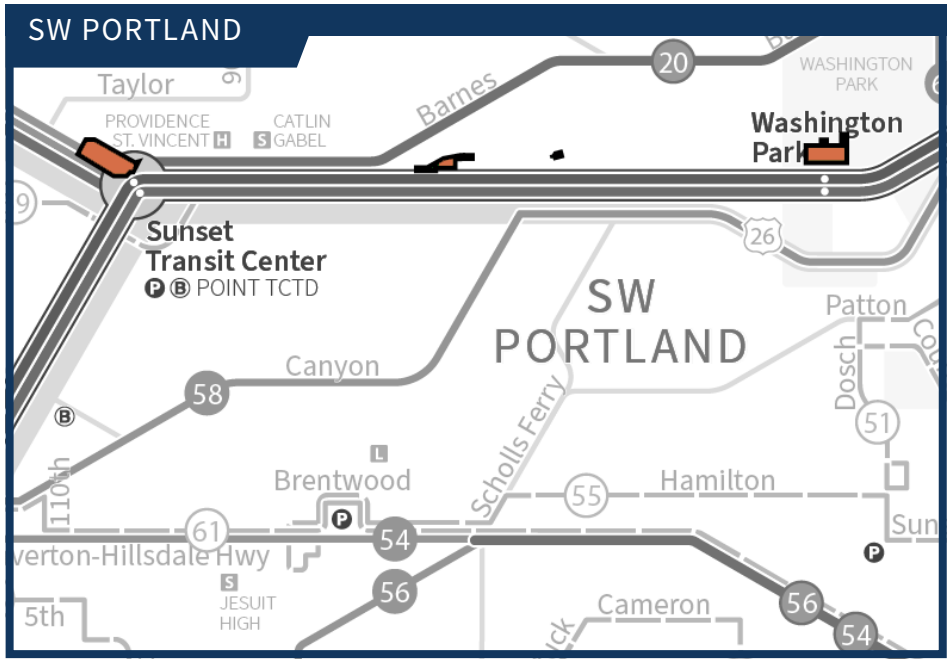


Step 1: Real Property Inventory - Enlargements







Step 2: Quantitative & Qualitative Analysis

DATA-BASED SCREENING

The second step in the site prioritization framework involves assessing sites against a wide range of measurable factors to identify potential suitability for TOD. Sites are scored against quantitative and qualitative measures, as detailed on the following pages. To ensure appropriate consideration of all factors, the score from each evaluation criteria is weighted according to its relative importance to TOD. This allows for more important considerations (such as connectivity, community needs, site suitability, etc.) to exert greater influence on the aggregate score than lesser items.

During the Stakeholder Advisory Group meetings, we heard how imperative it is to ensure TOD projects do not cause displacement or gentrification, both being unforeseen consequences of previous Portland-area transit improvement projects. To address this risk, the prioritization framework includes a Regional Social Vulnerability (RSV) category to further integrate equity in the quantitative evaluation process. This RSV assessment reinforces the demographic factors used to determine whether the site is located in an area with sensitive or underserved communities. Several housing factors are also used to assess sites in a manner similar to practices associated with affirmative selection processes within fair housing practices.

Sites that remain at the top of the prioritization list at the conclusion of the quantitative and qualitative assessments can be classified for the types of TOD development options that may be most suitable on the site. Step 3 provides for additional site evaluation to further refine and assess development potential by accounting for abstract considerations, and for information that is gathered through site visits and more in-depth analyses.

Image Credits: Pete Eckert and Ankrom Moisan

Step 2: Quantitative & Qualitative Analysis

To conduct a portfolio assessment that could be easily replicated, the project team sought to identify measurable factors that could be readily gathered, preferably from publicly available data sets, and evaluated across the entire TriMet site inventory.

Quantitative evaluation relies on numerical or measurable data. In the case of this Plan, these quantitative factors come from data that is readily available and can be easily replicated by the TOD program. Quantitative factors may be added to or altered over time as new data becomes available or quantifiable. The quantitative evaluation indicators include:

- *Site Suitability*
- *Market Readiness*
- *Land Use*
- *Connectivity*
- *Access to Assets*
- *Access to Opportunity*
- *Partner Capacity*
- *Affordability*
- *Regional Social Vulnerability*

Qualitative evaluation is interpretation-based, descriptive, and can rely on personal experiences or observations. Community input on specific area needs, investment needs, site accessibility, street design, regional balancing, or further equity screening can all be part of a qualitative evaluation for TOD. These might not be replicable for every site or project but provide useful information for project needs. The qualitative evaluation indicators include:

- *Community Needs*
- *Accessibility*
- *Prominence*
- *Public Perception*
- *Site Conditions*

Image Credit: TriMet

Step 2: Quantitative & Qualitative Analysis

SUMMARY OF QUANTITATIVE INDICATORS

INDICATORS	DESCRIPTION	MEASURABLE FACTORS
Site Suitability	evaluates whether the physical form of the area is ready to support new development and determines the potential capacity for new development	Site Size, Landslide Hazard, Flood Hazard, Wetland Presence, Block Size, Zoning Compatibility, Social Vulnerability, Income Qualification, Development Difficulty
Market Readliness	determines whether a station area is capable of supporting new development by evaluating the strength of market demand and timing	Viability of Commercial Development, Viability of Residential Development, Recent Development, Household Growth
Land Use	evaluates the physical form of the site and surrounding area	Surrounding Development, Historic Development, Parcelization, Vacant Land, Density, Land Use Diversity
Connectivity	focuses on multimodal transportation features by examining the existing pedestrian, bike, and transit infrastructure in place	Street Connectivity, Bicycle Access, Pedestrian Access
Access to Assets	evaluates how likely it is that station area development will be transit-oriented; that is, are the quantity and quality of access, amenities, and services in and near a station area sufficient to support TOD. The frequency of transit service factors into all asset scoring	Food Access, Education Access, Park Access
Access to Opportunity	evaluates existing access to employment and financial characteristics of the surrounding site area	Employment Access, Opportunity Insight
Partner Capacity	evaluates the presence of and potential for partnerships with surrounding landowners	Existing Partners, Potential Partners
Affordability	evaluates the potential for partnerships with surrounding landowners	Ownership Affordability, Rent Affordability
Regional Social Vulnerability	helps to provide key contextual information about community demographics that can be useful in identifying ways to promote equity and avoid unintended consequences such as displacement among underserved sectors of the population. TriMet's operational and equity lenses are further discussed in Chapter 4. Another step of this process is to complete an equity screening which helps to contextualize the opportunities and risks that may need to be balanced at each site.	Car Access, Limited English Proficiency, Race/Ethnicity, Households in Poverty, Residents with Disabilities, Senior Population, Youth Population

Step 2: Quantitative & Qualitative Analysis

SUMMARY OF QUALITATIVE INDICATORS

INDICATORS	DESCRIPTION	MEASURABLE FACTORS
Community Needs	Is the TOD site in an area of perceived community need? How significant is the need, and to what elements of the community does it apply?	• High/ Medium/ Low need • Widespread / Focused impact from redevelopment
Accessibility	Is the TOD site considered accessible or hard to get to? For example, a site may be in a highly populated area, but if surrounded by a highway or other hard-to-cross infrastructure, it may be considered inaccessible	• High/ Medium/ Low accessibility
Prominence	Is the sight highly visible or tucked away? Prominent sites may be more desirable for different users	• High/ Medium/ Low prominence • Beneficial/ Undesirable
Public Perception	Would redevelopment of the site elicit particularly strong public support or opposition? How would this aid or hinder the proposed redevelopment?	• Positive/ Neutral/ Negative public support • Supportive/ Detractive for redevelopment
Site Conditions	Are there site conditions that would make redevelopment challenging? For example, would construction staging be an issue? Does the site have environmental or ground conditions that would add to redevelopment costs? Is there significant value to the existing site improvements that need to be accounted for?	• Permissive/ Unpermissive site conditions

STEP 2 OUTPUT

As part of the quantitative and qualitative development evaluation, the step two analysis generated or characterizes two types of TOD, which can be defined as:

Primed TOD Site: A site that is generally well-suited for TOD development in the short-term. Sites that fall under this category exhibit some or all of the attributes of transit supportive places, including a strong mix of density and uses. Highly rated primed TOD sites tend to be located in more built-up urban centers.

Catalytic TOD Site: A site that likely requires additional investment to make it better suited for TOD. Sites that fall under this category may have protective zoning designations, lower levels of existing infrastructure, or are located in areas where little development is occurring. Highly rated catalytic TOD sites tend to be located in suburban areas that have less development intensity in comparison to a built-up urban center. TOD projects in these areas can be “catalytic” to other station area development and investments.

Step 3: Dynamic Screening

Step 3 applies dynamic filters to the results from the data-based screening conducted in Step 2. This dynamic assessment of TOD sites takes into consideration specific needs of particular stakeholder groups (such as TriMet's Operations Division, or a particular disadvantaged community) and adjusts the TOD site score reached through assessments conducted in Step 2. The dynamic screening is important as it allows the Regional TOD plan to be nimble and responsive to intangible items and third-party events or influences not reflected in quantitative and qualitative data metrics. Every site and project has unique circumstances to be considered within the Plan. The dynamic filters in Step 3 exist to refine the data-based-site prioritization output from Step 2 so that the Plan can be nimble and responsive to external influences. To ensure Step 3 does not invalidate other TOD site selection steps, the Plan requires that all projects reviewed in Step 3 must meet TriMet's broader TOD goals before being considered for prioritization.

TRIMET CORE NEEDS

This filter adjusts site priority taking account of TriMet's strategic needs. For example, a site that scores highly in the Step-2 data evaluation and is considered a good candidate for TOD may be de-prioritized for development if that same site is needed for service expansion and it is not feasible to provide the service expansion and TOD on the same site. As another example, a low scoring site may be prioritized if TriMet has an operational use for part of the site and the new TriMet element supports TOD on the remnant parcel.

EQUITY LENS UPDATE

This filter adjusts site priority taking account for specific community needs, particularly those of disadvantaged and minority groups. For example, a lower scoring site may be elevated in priority if the proposed TOD supports a particularly disadvantaged group within the community and there is dedicated funding to support the target group that is competitive and finite (i.e. future funding may not be available). As another example, a lower scoring site may be elevated if its development will disproportionally help address inequity at the site.

OPPORTUNITY INDEX

This filter adjusts for imbalance that occurs as a result of a pure data-based screening approach, which typically prioritizes sites located in areas of higher density and economic need, leading to the clustering of higher-priority sites. As an example, if the highest-priority TOD sites are all located in inner and east Portland, this step could elevate the priority of a site in a community that has not previously or recently benefitted from a TOD project. Unsolicited proposals presented that deliver TOD benefits far beyond what is anticipated under normal circumstances could similarly be elevated.

Step 4: Prioritization of TOD Sites

OUTPUT

The fourth step of the prioritization framework takes the output from Steps 1-3 to classify TriMet's identified TOD sites as high, medium, or low priority. Like TriMet's entire real property portfolio, this classification should be considered dynamic and will change periodically as circumstances at sites and across the region change over time. Because it is impossible to predict all eventualities using data analysis or otherwise, the classification of TOD sites as high/medium/low priority should not be considered definitive. Moreover, it is guidance that is designed to help stakeholders understand TriMet's priorities, and assist TriMet in allocating its limited resources on the most viable and important TOD projects. Development is complex and multifaceted, and this Plan and it prioritization network need to be nimble and flexible so that all stakeholders can realize TOD opportunities when they arise.

Chapter 4 explains how TriMet selects TOD projects, including steps in its decision making processes for solicited and unsolicited proposals.

NEXT: **Chapter 4** Project Selection >>

CHAPTER 4

PROJECT SELECTION

- Understanding TriMet's TOD Steps
- Process for Solicited Proposals
- Process for Unsolicited Proposals
- Typical Development Avenues

Realizing TOD is a long-term effort, requiring extensive collaboration with TriMet's public and private partners. TriMet is in a unique position as it is not a typical real estate developer, but a project partner who typically relies on negotiated agreements with third-party entities to develop TriMet property or property connected physically or functionally with TriMet's system. While many projects will be initiated through TriMet's long-term TOD planning vision and formal requests, unsolicited proposals for development of TriMet sites may also result in TOD and/or projects not formally offered by TriMet. Establishing a project selection process that is transparent to all stakeholders is essential for an equitable and accessible Plan, as it creates accountability and provides TriMet with a consistent and structured process for TOD delivery.

Understanding TriMet's TOD Steps

PRIORITIZATION FRAMEWORK (Chapter 3) → **PROJECT SELECTION** (Chapter 4) → **TOD IMPLEMENTATION** (Chapter 5)

The Site Prioritization process, as described in Chapter 3, is the first step in TriMet's TOD delivery process. TriMet has finite resources, including staff time and funds, to pursue joint development, thus it must prioritize where efforts are directed. Prioritization is an essential part of deciding which TriMet sites and which TOD projects proceed from concept to development, and it is central to maintaining program continuity in a dynamic and constantly evolving development environment.

TriMet's portfolio of sites changes periodically with new developments and site acquisitions. TriMet will use the site prioritization process established through this TOD Plan to regularly reassess its portfolio. Aside from scheduled reruns, the process may also be executed when a large amount of land is acquired by TriMet (e.g., when a high capacity transit project is underway), or when TriMet receives an unsolicited proposal for a site or group of sites. TriMet may also acquire sites with high TOD potential, and on each occasion (whether sub-portfolio or single-site assessment), sites will be evaluated using the same factors contained in the periodic portfolio-wide evaluations. Output from any site evaluations will be added to the agency's pre-existing prioritized site data, thereby allowing TriMet to conduct regular and dynamic assessments of its TOD portfolio.

After prioritizing sites and before executing on a limited number of TOD opportunities each year, TriMet will select potential TOD projects to pursue. Potential projects can be either: TriMet-led solicitations or unsolicited proposals for TriMet's properties. Unless TriMet has publicly solicited proposals for TOD on a site, any TOD proposal that is given to TriMet by an outside party will be considered "unsolicited."

Solicited Proposals

TriMet's solicited TOD projects are the result of a multi-step process that starts with the TOD site prioritization process outlined in Chapter 3. Sites that rise to the top of the priority list after dynamic screening (step 3) will be advanced through TriMet's project selection process. The number of sites advanced annually will depend on available staff resources to coordinate and manage the proposal process, taking into account the existing project pipeline. TriMet anticipates advancing around 1-3 sites annually, but it could be more or less than this depending on resources and existing workload.

Sites at the top of the priority list will be further evaluated by TriMet's TOD team in a context-specific manner to ensure nothing is overlooked or has changed since the last assessment. During this review process, sites will be assessed on multiple factors that were considered in the portfolio prioritization process but deserve deeper focus before a solicitation is issued. These factors include:

- Existing local community goals and needs, and how a TOD project might help address these
- TriMet's current and future requirements for the site
- Federal requirements and regulations governing the site
- Market appeal of the site
- Physical limitations of the site
- Code regulations at the site (such as zoning/FAR regulations associated with development intensity)
- Stakeholder interest in the site (political, community, environmental groups, etc.)
- Funding availability

TriMet will chart a course of action dependent on the review findings. For example, if a city has not recently conducted planning work or

Image Credit: Loopnet

public engagement in the area around TriMet's site, TriMet may or may not choose to advance the project. If additional publicly-led planning or engagement is deemed to be essential, TriMet may work with local jurisdictional partners to seek grants for additional station area or site planning, leading to a deferral of the TOD solicitation until a later date. Alternatively, TriMet may include a requirement for some level of planning and/or public outreach in the solicitation, which would be addressed by the respondents.

Planning and outreach adequacy will be based on TriMet's TOD guidelines described in Chapter 1 and best practices described in Chapter 5. TriMet's TOD team will collaborate with TriMet's Community Engagement group, and when needed, partner with community-based organizations and other outreach consultants to develop and implement an outreach approach. Chapter 5 describes potential public engagement and outreach strategies, acknowledging that community outreach metrics and tactics should focus on the location and demographics surrounding the site and the potential stakeholders who are most likely to be impacted by the development. All outreach will be conducted in accordance with the following best practices:

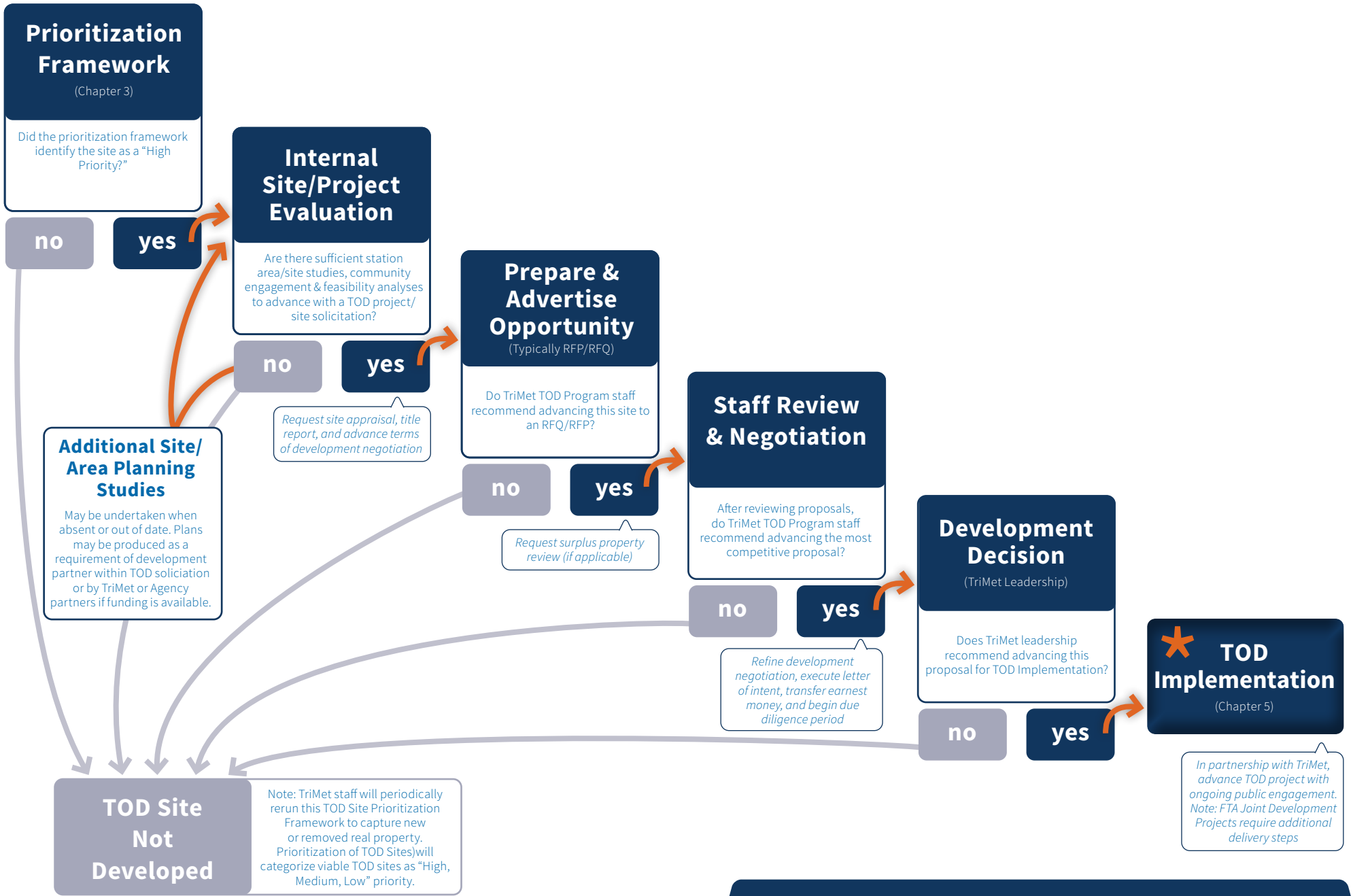
- Broad, diverse, and consistent stakeholder involvement
- Evaluation and incorporation of past outreach findings
- Outreach in appropriate languages, and at accessible times and locations for the community
- Engagement using multiple outreach formats and methods
- Fair use of stipends and other forms of participant compensation, when available
- Transparent and detailed reporting and summaries
- Ample opportunities for follow-up

Once a site is selected for TOD proposals, TriMet will prepare and issue a site-specific solicitation. Solicitations may be in the form of a Request for Proposal (RFP), a Request for Qualifications (RFQ), an open-market broker listing, or a combination of these requests. They will incorporate findings from the site prioritization and project selection review processes, and will be evaluated relative to TriMet's TOD Guidelines and all other proposals. Once all proposals have been assessed relative to the goals set out within the solicitation, a decision will be made to advance with the wining proposal toward TOD execution (see Chapter 5: TOD Implementation), or to defer the site for future TOD (i.e., no qualifying proposals).

Example site solicitation materials are included in the Appendix for reference and are also available from TriMet's TOD staff on request.

Image Credit: TriMet

Solicited Proposal Process



Unsolicited Proposals

Each year, TriMet typically receives multiple unsolicited proposals for its sites from a wide range of developers, including public-sector partners, private-sector builders, community-based organizations, and non-profit affordable housing groups. In some years, the number of proposals overwhelms staff capacity, especially if each proposal is given substantial attention. TriMet must evaluate the viability of these proposals relative to solicited proposals so that adequate attention is given to TOD opportunities that best achieve the agency's TOD goals. This section describes how TriMet determines the viability of unsolicited proposals.

Unsolicited Proposals will not be reviewed by TriMet if a site is in the solicitation process.

TriMet will give feedback on all unsolicited proposals within 60 days. During an initial screening, TriMet will consider if the site is considered high, medium, or low TOD priority, and whether the proposal should elevate the site beyond its current prioritization. For example, the owner of a property that is adjacent to a TriMet-owned site could approach TriMet about partnering on a consolidated site development. The proposal may be superior to what TriMet's portfolio prioritization contemplated and propose an innovative idea for the site. Proposals on low-priority sites that do not enhance the TOD opportunity relative to others in the portfolio should be rejected before further TriMet resources are dedicated to due diligence.

Unsolicited proposals that advance should be screened within 45 days to assess how they address the factors found in the TOD guidelines and those that were considered in the portfolio prioritization process. Similar to solicited proposals, the factors that could be considered include:

- Existing community needs and interest in TOD
- Opportunity to deliver equitable TOD
- TriMet's current and future requirements for the site
- Market appeal of the site
- Physical limitations of the site
- Stakeholder interest in the site (political, community, environmental groups, etc.)
- Regulatory conditions at the site (such as zoning/FAR regulations/building code requirements, etc.)
- Funding availability

To support the implementation of this Plan and to maximize efficiency for both staff and applicants, TriMet is developing an online form for preliminary screening of unsolicited proposals that will require applicants to assess how the proposal meets TriMet's TOD goals. This self-assessment form will be available to all stakeholders, thereby allowing for any stakeholders to record interest in a TriMet TOD site.

Proposers whose plans do not sufficiently address TriMet's TOD objectives will be informed of their plan's primary shortfalls and be given an opportunity to refine their proposal. In some cases, attractive proposals may require some focused public-sector involvement in the form of additional site studies, station area planning, or community outreach. TriMet may work with proposers and other partners to remedy these concerns.

In general, TriMet expects that unsolicited proposals will need to be refined. In fact, many items that are spelled out in a solicited proposal process, such as pre-determining which TriMet needs must be met by a proposal, are unlikely to be addressed by unsolicited proposals. Should an unsolicited proposal be considered beneficial, TriMet will endeavor to work with the proposer to refine its project to address unfulfilled items, and so advance with a TOD.

TriMet staff will meet regularly to determine if each unsolicited proposal is

worthy of continued consideration. As due diligence can be costly (including TOD opportunity costs), TriMet may choose to terminate discussions regarding an unsolicited proposal at any time, or it may choose to negotiate compensation with the sponsor if there are material upfront analysis costs. Community benefits or upgraded infrastructure both factor into purchase price or lease terms.

Should proposals be selected to advance to TOD implementation, a refined unsolicited proposal will be advanced to a development decision, which involves consultation with TriMet's executive leadership. At this point in the process, unsolicited proposals will be evaluated alongside solicited TOD proposals for advancement. If the unsolicited proposal is approved by Executive Leadership, TriMet staff will administer a Public Notice Process to advertise its desire to advance the unsolicited proposal and solicit feedback and/or counter-proposals from third parties. As a public agency, TriMet is obligated to conduct the Public Notice Process, although it is not obliged to work with the highest bidder and it will consider the non-monetary benefit of all proposals prior to selecting a course of action, if any.

If, on conclusion of the Public Notice Process, TriMet determines that it still wishes to proceed with the unsolicited proposal, it will enter into negotiations to formalize the development agreement. As with solicited proposals, unsolicited proposals will still be required to meet TriMet TOD guidelines and public engagement requirements as contract negotiations and ultimately construction advance.

Those interested in more information about TriMet's unsolicited proposal process should consult the agency's current unsolicited bid requirements documentation.

Unsolicited and solicited projects that proceed successfully through the full selection process will then go through TriMet's TOD implementation process described in Chapter 5.

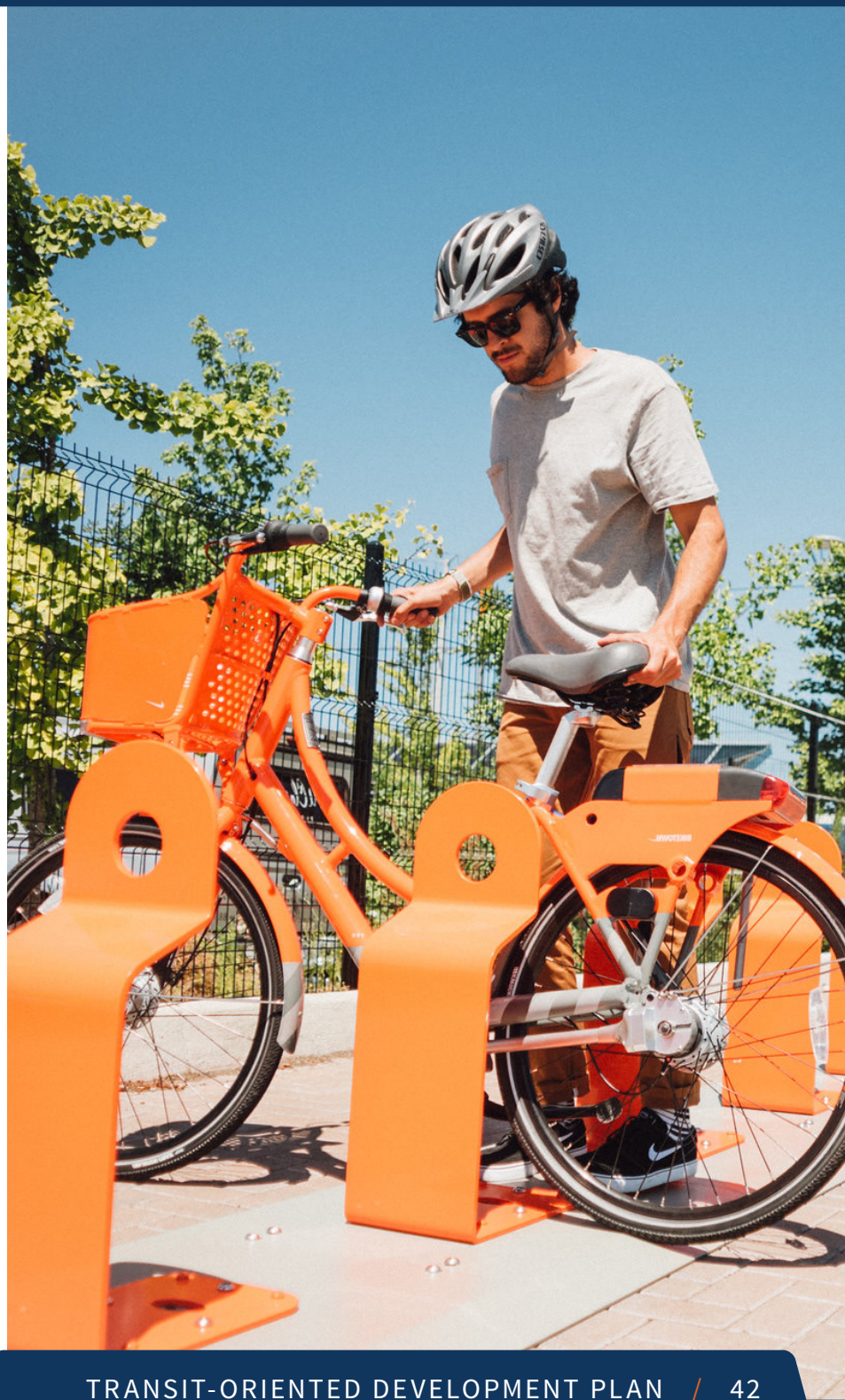
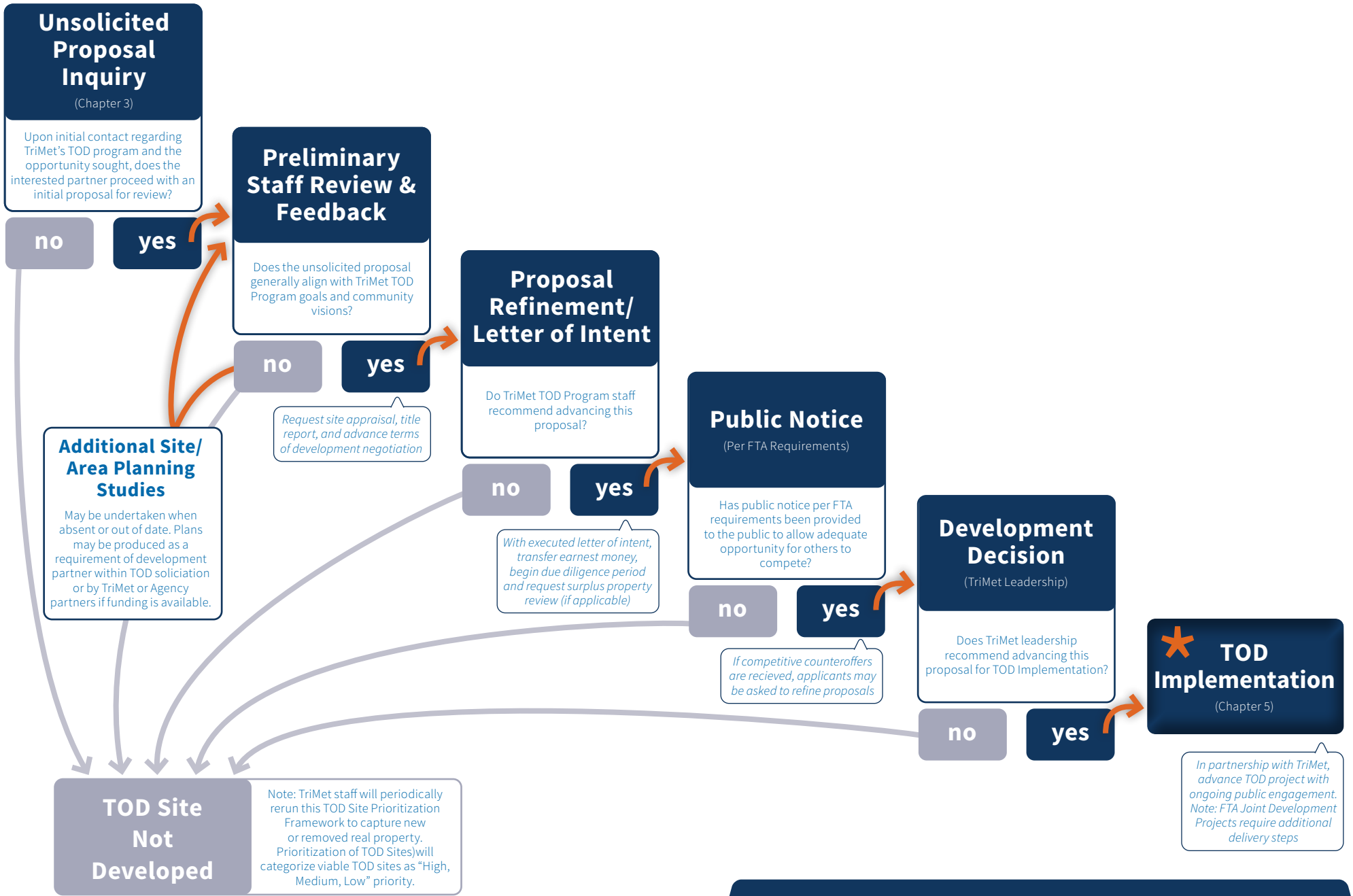


Image Credit: TriMet

Unsolicited Proposal Process



Typical Development Avenues

For typical TOD projects, TriMet generally pursues the following avenues of development with interested partners:

GROUND LEASE

In an **FTA Joint Development** project, TriMet is an active partner, mutually benefiting from, and, when possible, sharing resources to improve and invest in the land owned by TriMet.These projects tend to integrate the development of transit and non-transit improvements, with transit assets physically or functionally related to commercial, residential, or mixed-use development. On FTA Joint Development projects, TriMet seeks to lease the property to the development partner as a way to share the long-term economic value of that development, and support further transit and TOD-supportive investments.

SALE OF REAL PROPERTY

In other instances, TriMet may pursue a sale of real property to support TOD. Such avenues may be pursued when TriMet does not have a strategic long-term interest in the real property, when TriMet is seeking to monetize the site for immediate economic recapture and reinvestment in the TOD program, or when the scale or location of the project are not big enough warrant long-term TriMet and FTA support to realize the TOD project.

OTHER

As noted in Chapter 1, TOD can take many different forms, such as mobility hubs, civic uses, infrastructure investments, or temporary activation of TriMet Real Property. In such instances, other forms of partnership agreements may be more applicable. TriMet will enter into agreements that best fit the project and project goals. This may include a License Agreement, Intergovermental Agreement (IGA), short-term lease or other forms of agreement.

NEXT: **Chapter 5** TOD Implementation >>

Image Credit: TriMet

CHAPTER 5

TOD IMPLEMENTATION

- Regional Policy Strategies
- Mobility Strategies
- Public Engagement & Outreach Strategies
- Funding & Financing Strategies

TOD Implementation

The core aspect of TriMet's Regional TOD Plan is the efficient delivery of appropriate and transformative TOD. TOD project execution typically occurs in conjunction with development partners, but it can also occur more succinctly when TriMet sells its property for projects or in exceptional instances, self-develops. To ensure transparency and consistency, TriMet only executes TOD projects that have been through a strategic selection process, regardless of the proposed method of execution.

WHY PARTNER WITH TRIMET?

TriMet's TOD process is neither simple nor succinct. Development is a complex process that requires sophisticated professional oversight. In addition to working with developers who execute TOD, a typical TOD project requires TriMet's TOD staff to engage with multiple TriMet departments, multiple stakeholders outside of the agency, and the community. To the extent possible, the TOD process is enhanced when outside partners understand all the steps involved and the multitude of factors that TriMet must consider. For this reason, stakeholders should consider the following reference documents that will also be relied upon by TriMet TOD staff during the process:

KEY AGENCY RESOURCES & REFERENCES

Transit-Oriented Development Resources:

- TriMet TOD Guidelines
- TriMet TOD Regional Plan (This document and relevant outputs)
- Station Area Planning Studies
- Unsolicited Bid Requirements (Forthcoming)

Agency Plans/ Resources:

- TriMet Business Plan
- TriMet Service Enhancement Plans
- TriMet Annual Service Plan
- TriMet Climate Action Plan
- TriMet Equity Areas
- TriMet Small Business Program
- TriMet Bike Plan
- TriMet Pedestrian Plan
- TriMet Park & Ride Optimization Plan (Forthcoming)
- TriMet Facilities System Master Plan - Operator Layover & Restroom Facilities Report (Final Plan Forthcoming)
- TriMet Transit Asset Management Plan

Design Guidance (if applicable):

- TriMet Design Criteria
- TriMet Directive Drawings
- TriMet Drafting Procedures 2017
- TriMet Quality Assurance Program Manual
- TriMet System Safety Program Plans
- Guide to Standard Light Rail Transit Improvements in Public Streets

Regional Policy Strategies

Regional coordination is key to better support TOD projects throughout the region. Tools at this scale are intended to regularize the mechanisms necessary to implement TOD at a regional level. TriMet is committed to implementing the following strategies in its TOD program, and also encourage their broader implementation with the cities and counties it serves. As TriMet does not regulate zoning or development standards, and cities and counties have their own adopted planning documents, TriMet plays a more limited role in land use planning implementation.

STRATEGIES TO ENABLE COMPREHENSIVE TOD

TriMet will continue to support the following coordination strategies:

- Formalize cross-sector, cross-agency coordination to advance TOD.
- Engage in or initiate corridor planning for TOD.
- Partner or be a key stakeholder in area plans around transit or portfolio sites.
- Solicit proposals for TOD in localities that have supportive regulations and leadership.
- Understand development industry needs to move TOD forward.
- Connect partners with site-specific TOD resources and opportunities.
- Actively pursue land acquisition and development partnerships.
- Prioritize key sites for joint development.
- Set performance criteria to evaluate project functions and outcomes.
- Set agency TOD targets consistent with Metro's 2040 Growth Concept.
- Publish performance metrics to evaluate progress and promote accountability.
- Champion projects that kick-start development interest in key locations.
- Promote retail, community services, and high-quality public amenities.
- Support employment and destination uses in TOD projects that advance the Metro 2040 Growth Concept.
- Leverage other resources for corridor or station area planning and transit supportive land use regulations.
- Evaluate existing public infrastructure conditions and deficiencies around TriMet priority sites.
- Address site needs, including environmental contamination and remediation needs.
- Develop a strategy to leverage publicly-owned land and vacant lots near transit for public benefit.
- Continue to conduct portfolio analyses.
- As part of the site evaluation process, analyze the development feasibility of TOD projects.
- Develop guidelines for strategic development of current and future TriMet real property and transit-adjacent TOD.
- Use the appropriate method for the transfer of TriMet real property for TOD projects.
- Strengthen equity in procurement, supplier diversity, and development partnership policies to ensure small and minority-owned firms benefit from new development.
- Continue, and if possible, accelerate, the buildout of the regional transit system.
- Prioritize funding to make TriMet stations fully accessible and multi-modal.
- Reflect TriMet's TOD prioity in the broader mobility hierarchy of design and station access.

TriMet will continue to support the following land use strategies:

- Deliver TOD projects that provide a mix of uses.
- Establish a framework for neighborhood land use plans.
- Ensure that development standards are flexible in order to encourage TOD projects.
- Support changes in zoning that increase density and development potential.
- Encourage the development of quality affordable housing near transit.
- Discourage certain land uses near transit stations that are not TOD supportive.
- Include sustainable transportation demand management options and incentives in zoning code.
- Evaluate and leverage existing amenities along transit corridors.
- Maximize the relationship between adjacent land uses and a TOD project.

- Integrate open space, public art, and other placemaking improvements in TOD projects.
- Strengthen affordability and accessibility requirements for development on TriMet sites.
- Develop incentives and policies to preserve, and enhance relationships to community organizations, small businesses, and other neighborhood assets.
- Develop incentives for the creation, activation, programming, and maintenance of public open space.
- Revitalize and/or strengthen nearby retail corridors and businesses through new projects and planning.
- Incentivize active transportation and public transit transfers. Use shared parking models and better management tools to reduce parking supply within station areas.

TriMet will continue to support the following street design strategies:

- Encourage shorter blocks.
- Prioritize the modal adjacencies to transit.
- Design streets to encourage low speed vehicular traffic, emerging micro-mobility systems, and the safe movement of pedestrians and bicyclists.
- Connect walking and bicycling facilities to the broader mobility network.
- Design streets to increase pedestrian visibility.
- Encourage curb management.

TriMet will continue to support the following building design strategies:

- Optimize transit use by encouraging denser design.
- Encourage sustainable and resilient design in TOD projects.
- Include “active” ground floor uses.
- Place and orient buildings to public streets.

TriMet will continue to support the following transportation and parking strategies:

- Encourage planning for and building pedestrian access, off-street trails, or other key connections.
- Encourage direct connections to transit stops and stations.
- Encourage high-quality bike infrastructure to, from, and within transit areas.
- Support flexibility in parking standards used by permitting agencies.
- Advocate for station areas to develop strategic long-range plans for more permeable local street networks and improved local facilities that include bicycle and pedestrian connections, flexible curb space, and other street cross section improvements.
- Implement best management practices for mobility planning and parking.

Why is development feasibility important?

Development is typically costly and risky. The challenges associated with constructing affordable housing are often equally or even more challenging as it typically requires multiple funding partners. Getting financing for development requires lenders and investors to be confident they will earn sufficient financial return to justify the risks. When a project has multiple capital partners, its difficult for each capital partner to assess risk, adding further complexity.

Economic or market feasibility is generally assessed by comparing the expected revenues (home sales or net income from rents) against the costs of development. If a development is not feasible, it will not be built.

While some of the factors that determine market feasibility are outside a jurisdiction’s direct control (e.g., labor and materials costs, interest rates, market rents), local jurisdictions can provide incentives (such as tax exemptions), adjust fees, zoning, housing programs, and other regulations that can have a substantial impact on development feasiblity, and thus, the creation of new housing stock.

A custom parking policy that fits the needs of TOD goes a long way in the success of a development. Parking policies shape travel behavior, community design and development economics. It can improve the performance of both transit and TOD. While the statewide Climate Friendly and Equitable Community policies will provide more flexibility in parking requirements, parking capacity, location and management will continue to influence design and cost of TOD and require a context-specific approach.

To facilitate increased transit and active transportation trip generation consistent with regional climate goals and local modal targets, TriMet and its partner agencies should look at reviewing and revising codes, policies, and strategies that optimize the land use development and travel patterns.

Mobility Strategies

TOD-SUPPORTIVE PRACTICES

- Eliminate minimum parking requirements
- Apply parking reduction adjustment factors
- Unbundle the cost of parking by separating the cost of purchasing or renting parking spaces from the cost of the purchasing or renting a dwelling unit
- Evaluate modal splits and utilization trends
- Support parking management policies and programs
- Create bicycle parking and support expansion of bike share programs
- Support car share programs
- Enforce parking standards
- Implement time limits and restrictions for perimeter on-street parking
- Manage curbspace

Image Credits: Pete Eckert and Ankrom Moisan

TYPICAL ADJUSTMENT TO PARKING REQUIREMENTS TO RECOGNIZE CONTEXTUAL FACTORS

TriMet will encourage the following parking adjustments to help quantify the appropriate parking strategy for TOD.

FACTOR	DESCRIPTION	ADJUSTMENT
Geographic location	Vehicle ownership and use rates in an area	Adjust parking requirements to reflect variations identified in census and travel survey data.
Residential density	Number of residents or housing units per acre/ hectare	Reduce requirements 1 percent for each resident/acre; 15-percent reduction at 15 residents/acre; and 30-percent reduction at 30 residents/acre
Employment density	Number of employees per acre	Reduce requirements 10 to 15 percent in areas with 50 or more employees per gross acre.
Land use mix	Mix of land uses in an area	Reduce requirements 5 to 10 percent in mixed-use areas. Include additional reductions if this results in shared parking.
Transit accessibility	Nearby transit service frequency and quality	Eliminate requirements within ¾ mile of rail transit stops and ½ mile of frequent transit corridors.
Car sharing	Whether a car sharing service is located nearby or can be included in the TOD	Reduce residential requirements 5 to 10 percent if a car sharing service is located nearby
Walkability	Quality of pedestrian access and connectivity	Reduce requirements 5 to 15 percent in walkable communities and more if walkability allows for more shared and off-site parking
Housing tenure	Whether housing is owned or rented	Reduce requirements 20 to 40 percent for rental versus owner-occupied housing.
Pricing	Parking that is priced, unbundled, or cashed out	Reduce requirements 10 to 30 percent for cost-recovery pricing (such as parking priced to pay the full cost of parking facilities).
Parking and mobility management	Parking and mobility management programs are implemented at a site	Reduce requirements 10 to 40 percent at work sites with effective parking and mobility management programs.
Contingency-based planning	Use lower-bound requirements and implement additional strategies if needed	Reduce requirements 10 to 30 percent and more if a comprehensive parking management program is implemented.

Source: Parking Management: Strategies, Evaluation, and Planning, Todd Litman, September 2008. Modified by Climate-Friendly and Equitable Communities rules adopted by DLCD July 2022.

Public Engagement & Outreach Strategies

Local context is key in creating a successful plan or projects. Engaging a wide range of stakeholders is an important part of the planning process to ensure the final plan incorporates community needs.

TriMet already provides public materials for its TOD program and engages residents in specific projects and planning efforts. These implementation strategies are categorized by those that TriMet can implement in general to connect with the community, those that communicate the benefits of TOD and provide transparency, as well as those that may be implemented during an individual project or planning process.

GENERAL PROGRAM STRATEGIES

Public engagement & outreach strategies TriMet and its partners can implement at the program level:

- Communicate the many benefits of TOD that can resonate with local residents and businesses
- Use TriMet's TOD website to promote upcoming opportunities, share information, and maintain a "library" with TOD resources
- Standardize community engagement requirements and practices
- Create external regional TOD advisory groups
- Assess partner needs
- Measure and share local TOD success stories
- Collect demographic data during outreach activities
- Provide interpretation and translation for events and online surveys in languages spoken in the community
- Schedule public events at times to allow participation by people with a range of different work schedules
- Where identified or requested by specific communities, seek to translate meeting materials into multiple languages
- Circulate event or survey information to community organizations, churches, schools, etc.
- Have the public outreach process inform the project and future implementation recommendations

PROJECT-BASED STRATEGIES

Public engagement & outreach strategies TriMet and its partners can implement at the project level:

- Identify community and project goals, resources, and accountability measures for inclusive public outreach and engagement
- Provide consistent messaging and tools throughout the life of a project
- Identify who the most vulnerable communities are that the project will potentially impact
- Prioritize applicable project needs and input from and by historically marginalized communities to ensure equitable project outcomes, especially when and where themes emerge
- Compensate, when feasible, community groups, community leaders, and organizations serving vulnerable populations for their time and input
- Consider possible barriers to engaging vulnerable communities when developing engagement tools
- Host design charrettes and visioning exercises early in the project process

Funding & Financing Strategies

In addition to its many social and environmental benefits, TOD has the potential to pay for itself in the longer term through higher net tax revenues and net benefits for the local economy. Nevertheless, TOD can require substantial upfront investment in the built environment and in infrastructure services. To add to the funding challenge, TOD projects can be preempted by infrastructure, community facility, or other place-based needs to support the new uses. On a catalytic TOD project, these upgrades may also be required to make the location attractive to developers, residents, and workers.

Because increases in land values may occur from the adoption of a plan or planned transit investments, it is important for the success of a project to identify these public needs up front, establish the potential financing mechanisms to pay for them, and adopt any inclusionary zoning policies, financing districts (e.g., community facilities districts, benefit assessment districts, enhanced infrastructure financing districts), development impact fees, or other such value capture policies early on.[1]

1) Environmental Protection Agency Office of Sustainable Communities, Smart Growth Program. 2013. Further details and funding mechanism information can be found here: https://www.epa.gov/sites/default/files/2014-02/documents/infrastructure_financing_options_for_transit-oriented_development.pdf

Image Credit: TriMet

Who are the key elements influencing TOD project funding and financing?

Local governments

While local governments play a large role in the facilitation and advocacy of TOD through their ability to regulate and control land use and development, they also provide the essential infrastructure necessary to carry TOD projects forward. Cities, towns, counties, and other local government entities have historically been responsible for building and maintaining the infrastructure that supports TOD like sewer, water, other utilities, roads, bicycle and pedestrian improvements, and public parking. In some cases, local governments have established special districts or municipal utilities to operate revenue-generating infrastructure such as a sewer or water system.

Transit agencies

In most places, a specially constituted agency or authority, often with its own revenue stream in the form of fares, state employer taxes or other levies, is charged with building, owning, and operating transit facilities, including rail lines, buses, transit stations, and station parking lots or structures. In addition to being involved in providing station area infrastructure, transit agencies like TriMet can work directly on TOD when they have property to develop.

Development market

Outside of government funding sources, the development market plays a key role in the financing of TOD projects. Although governments can use several tools to incentivize action from the development sector, developers will still consider the key metrics that drive their decision-making, namely return on investment, capitalization rate, market strength as well as the regulatory environment and its incentives on subsidies.

Metropolitan planning organizations (MPOs)

MPOs are federally mandated organizations charged with planning for transportation improvements and distributing federal transportation dollars in urbanized areas. Metro is one of nine MPOs in the state of Oregon and is responsible for allocating state transportation dollars across its region. Some of the federal money MPOs receive is flexible and can be used to pay for many components of TOD infrastructure.

State government

Most states have a limited role in developing TOD projects, although some have created financial incentives or grant programs for TOD. However, states do play a significant role in distributing federal funding for infrastructure. In addition, many states have established their own funding and financing programs for infrastructure (typically using tax revenue and bonds), and state legislatures largely determine the types of tools that local governments have at their disposal. For example, state statutes define whether and how local governments can establish tax-increment financing districts, special assessments, and other types of taxing and debt mechanisms.

Federal Government

The federal government plays a critical role in funding transportation and TOD projects as well as water and sewer systems, open space, and other types of infrastructure required to build them, as well as environmental protection and cleanup, housing, community and economic development, and other related activities. Much of the funding for transportation, housing, and community and economic development is distributed in the form of block grants to states, MPOs, or local governments, which have significant discretion in allocating funds. Federal agencies also provide technical assistance, conduct research, and help share knowledge across the country.

Funding & Financing Strategies TriMet can Support

- Support development through partnerships.
- Direct fees charge people for using public infrastructure or goods. Types of direct fees that could be explored include:
  - User fees and transportation utility fees: User fees and rates are charged for the use of public infrastructure or goods, including transit, parking facilities, water or wastewater systems, and toll roads or bridges.
  - Congestion pricing: Congestion pricing manages demand for services by adjusting prices depending on the time of day or level of use.
- Public entities may borrow money from financial institutions to finance revenue-generating projects.
- Public entities can often access lower interest rates by issuing bonds rather than by borrowing money from a private lender. Typical bonds include:
  - General obligation bonds
  - Revenue bonds
  - Private activity bonds
  - Certificates of participation and lease revenue bonds
- Sale or lease of land within TriMet's real estate portfolio that are not compatible with TOD projects to help fund the development or acquisition of land that is.
- Pursue strategies to equitably monetize existing assets (ex: Park & Ride use) that may provide revenue to support the agency's TOD efforts and/or enhance transit.
- Land readjustment, where property owners pool their land, which facilitates the sale of a portion for transit-oriented development-related investments.
- Encourage in-kind land contribution through a public agency, non-profit organization, or a community-based organization that owns land and has an interest in promoting housing affordability.
- Using Low Income Housing Tax Credits (LIHTC) to fund affordable housing.
- Implementing and using Opportunity Zones
- Identify gap financing sources for any portion of an affordable housing project's costs that cannot be financed with traditional funding sources.
- Tax increment financing (TIF) that typically captures the increase in property tax revenue that occurs in a designated area after a set year.
- Inclusion of TOD-related capital improvements in Capital Improvement Plans and Metropolitan or Regional Transportation Improvement Plans to identify and coordinate funding for city and regional infrastructure projects.
- Support levy of special regional, county, or city sales, transaction, consumption, or property taxes to pay for public improvements with broad benefit.
- Secure revenue from development through impact fees exacted by local jurisdictions through the approvals process to compensate for needed capacity improvements to water or sewer systems, schools, roads, or recreation facilities.
- Deferred developer fees can assist in the development of affordable housing.
- Pursue Regional Travel Options (RTO) grants for project scope supporting mobility.
- The New Market Tax Credit Program attracts private capital into low-income communities by permitting individual and corporate investors to receive a tax credit against their federal income tax in exchange for making equity investments in specialized financial intermediaries called Community Development Entities (CDEs).
- Full or partial exemption from real estate taxes for a limited time period.
- Structured acquisition funds combine debt, equity and grant investments from public entities, community development finance institutions, commercial banks seeking CRA credit and foundation program and mission-related investment to provide lower cost property acquisition financing to equitable TOD projects (affordable, workforce, and mixed income housing).
- Local Improvement Districts (LIDs) may be used to pay for local infrastructure improvements that can make TOD projects possible.

- Local governments can sometimes access debt mechanisms designed by the federal government or states to finance particular types of infrastructure. In some cases, these debt mechanisms could not be used directly for TOD infrastructure as defined in this report but could help make TOD infrastructure projects possible by funding transit or roads, freeing up funds for other uses. Examples of these debt mechanisms include:
  - Revolving loan funds
  - State infrastructure banks
  - Grant anticipation revenue vehicle (GARVEE) bonds
  - Railroad Rehabilitation and Improvement Financing (RRIF)
- Credit assistance improves a borrower's creditworthiness by providing a mechanism that reduces the chances of a default and can expedite the implementation of TOD projects.
- Use of federal funds, when available, to implement or build TOD projects.
- Transportation Infrastructure Finance and Innovation Act (TIFIA) is a federally administered program that provides federal credit assistance to state and local government entities for large (with total project costs of $50 million or more) surface transportation projects, such as transit projects and highways, that have dedicated funding sources.
- Use of height and FAR bonuses for affordable and workfoce housing projects that enhance a project proforma, increasing viability through project densities and economies of scale.
- Other miscellaneous grant opportunities not listed or described above may also provide funding for pieces of TOD or the planning process.

Image Credit: TriMet

Please Join Us!

We trust this Regional TOD Plan exemplifies TriMet's sustained commitment to adapting, growing, and shaping our region in a sustainable way. We also hope it clarifies the vision, goals and processes TriMet uses to deliver TOD equitably, and provides transparency as to the avenues of participation for our stakeholders and partners. TriMet is excited to advance its TOD Program, promoting efficient land use and enhancing transit access for all.

The TriMet TOD Program is designed to be nimble and creative so it can meaningfully adapt to development opportunities and investments throughout the community. We are responsive to new ideas and invite you to join us in advancing the program's core values of equity, accessibility, sustainability, and livability. Please visit our website to stay updated on future opportunities, and please get in touch if you have any ideas or project concepts you'd like to share with us. We welcome your support, voice, and partnership in helping us write this next chapter.

Image Credits: Ankrom Moisan and TriMet

APPENDIX

REFERENCES

- Chronology of major land use, transit, infrastructure investments in the Portland Region
- TOD Typologies by Context
- TriMet TOD Case Studies

REGIONAL CHRONOLOGY

Chronology of major land use, transit, infrastructure investments in the Portland Region

1872
First horse drawn trolleys

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Railroad construction peaks

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First electric streetcar goes into service

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A 16-mile interurban electric railway and high-voltage transmission line was constructed from Willamette Falls in Oregon City to Portland—one of the first attempts at long-distance electrical transmission.

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Last streetcar goes out of service after ridership dropped sharply following World War II

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TriMet formed

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Oregon Senate Bill 100 created an institutional structure for statewide planning. It required every Oregon city and county to prepare a comprehensive plan in accordance with a set of general state goals.

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Mt. Hood Freeway withdrawn from Interstate System, funds diverted to Banfield LRT and 140 other highway and transit projects.

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MAX Orange line opens connecting Downtown Portland with Milwaukie. Project includes the multi-award wining Tilikum Crossing Bridge, the first major bridge in the U.S. that was designed to allow access to transit vehicles, cyclists and pedestrians but not cars.

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Construction activity begins on I-205/Portland Mall MAX Light Rail project and on Washington County Commuter Rail, the first suburb-to-suburb commuter rail line in the country

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Westside light rail opens

1996

The Bicycle Master Plan is adopted & The Transportation Management Association is formed

1986

The Eastside light rail opens

1995

Portland is selected as the most bicycle friendly city in the U.S. by Bicycling

TOD Typologies by Context

	CENTRAL CORE	URBAN	SUBURBAN	CORRIDOR
Existing land use pattern (existing assets to build upon)				
Surrounding uses	• mix of multi-family, commercial, office, civic, institutional and entertainment uses	• mix of uses with heavy emphasis on higher density multifamily residential areas with rowhouses and apartment buildings • commercial uses located on key mixed use and main streets	• primary single unit and two-unit residential uses on small lots • small-scale multi-family residential (townhouses and garden court apartments)	• roadways and public right of way • commercial, office, industrial, or residential uses
Blocks/street layout	• regular, smaller blocks • regular pattern of ped/bike/ auto connections • linear streets	• grid and alley block pattern • few restricted streets • linear streets	• some irregularly shaped blocks • gridded street network • restricted access or one-way streets	• restricted access • some irregularly shaped blocks
Adjacent amenities (parks, services, schools)	• plazas or open space • services spread around with key clusters • high education and k-12 schools	• larger community parks • services spread around with key clusters • some higher education and k-12 schools	• community & neighborhood parks • services clustered on key streets • k-12 schools	• community & neighborhood parks • services clustered on key streets • k-12 schools
Other infrastructure (sidewalks, bike lanes, parking?)	• dedicated bike lanes • connected sidewalks • surface lots or structured parking in addition to street parking	• some dedicated bike lanes • semi-connected sidewalks • parking at rear/side or structured	• auto-oriented • bike lanes on main streets • semi-connected sidewalks • on-street public parking in residential areas • regional trials	• auto-oriented • bike lanes on main streets • semi-connected sidewalks/ on-street public parking in residential areas/ regional trials

	CENTRAL CORE	URBAN	SUBURBAN	CORRIDOR
Development Characteristics				
Building height	• mid to high-rise buildings • consistent entrance orientation to the street	• mid to high-rise residential • low to mid rise commercial buildings • consistent entrance orientation to the street	• primarily low-rise structures	• primarily low- to mid-rise structures
Building placement	• buildings built-to sidewalks • continuous street wall • active street frontages • pedestrian friendly	• shallow or minimal building setback • semi-continuous street wall • active street frontages in key locations • pedestrian friendly	• deep setbacks • semi-continuous street wall • some active street frontages • pedestrian friendly	• shallow or minimal building setback • non-continuous street wall • few active street frontages

Renaissance Commons Apartments

The project sits on excess property sold by TriMet to REACH Community Development for affordable housing. The Renaissance Commons Apartments comprise two interlinked 4-story multifamily buildings with 189 units of affordable family housing for households with income of 30% to 60% of area median level.

Located within walking distance of the heart of the Kenton business district, the site's proximity to frequent bus service and the Yellow Line MAX light rail reflects TriMet's goal to facilitate transit-oriented development within the community, providing transit, housing, and other vital services to families and individuals who need it most.

The housing facility includes a solar energy system, and the project secured Earth Advantage Platinum certification.

Image Credit: Walsh Construction Co.

PROJECT HIGHLIGHTS

Location
2133 N. Argyle. Portland, OR 97217

Number of Units
189 Units (All Affordable)

Building Type
4-story (Type III) wood-frame construction
56 surface parking stalls (0.3 spaces/unit)

Approx. Cost/Unit
$265,375

Nearest Transit
Kenton/N. Denver Ave. Station Yellow Line MAX Line (.1 miles)

Increased Transit Ridership
63,223 trips per year (est.)

Designed by MWA Architects and built by Walsh Construction

Fuller Station Apartments

The project is built on the southern portion of a Park & Ride facility that was sold by TriMet to Guardian Real Estate Services for affordable housing. Prior to its partial redevelopment, the oversize 610-space Fuller Road Park & Ride typically operated at 13% capacity at peak hours. With over 260-spaces remaining, the site still has ample parking capacity to satisfy customer demand.

Targeted to serve families and young adults transitioning from foster homes, the Fuller Station Apartments project comprises a 6-story multifamily housing apartment building with 100 units of affordable family housing for households earning between 30% and 60% of area median family income levels. Sitting adjacent to TriMet's SE Fuller Road Green Line MAX station, the project is estimated to be completed in the fall of 2022.

In addition to its partial sale of the Park & Ride site, TriMet also dedicated a strip of land along the southern boundary to Clackamas County for a new street. This street which was built simultaneous to Fuller Station, unlocks access to two adjacent large TOD sites which can now be developed for additional housing. These sites will add density and vibrancy to this emerging Happy Valley location, driving ridership on TriMet's MAX and bus lines.

PROJECT HIGHLIGHTS

Location
9730 SE Fuller Road Happy Valley, OR 97217

Number of Units
100 Units (All Affordable @ 30-60% AMI)

Building Details
Four stories; 60 car parking spaces

Density
2.08-acres; 25% coverage; 48 units/acres

Nearest Transit (500')
Green Line MAX Line (0.1 miles)
#72 Frequent Service Bus (0.25 miles)

Increased Transit Ridership
31,755 trips per year (est.)

Developed by Guardian Real Estate in partnership with Geller Silvis & Associates, the project was designed by Waterleaf Architects, and built by R&H Construction.

Image Credit: Sally Painter

W'East Plaza Apartments

The W'East Plaza Apartments is a four-story affordable housing apartment building with 175 units of affordable family housing for those households at 30% to 60% median family income levels. The project was built on excess property near the East 122nd Ave MAX station sold by TriMet to REACH for affordable housing. The site was part of TriMet's E. 122nd/Menlo Park Park & Ride, but was underutilized and not needed for TriMet customers.

The project helps address the severe shortage of affordable housing for low-income residents in East Portland. With the continued displacement of communities of color to East Portland, the growth of historically underserved communities in the area has driven the demand for high-quality and efficient housing.

Located in the heart of East Portland, the site's proximity to frequent bus service and the Blue Line MAX light rail reflects TriMet's goal to facilitate transit-oriented development close to transit with vital services for families and individuals.

Image Credit: Unknown

PROJECT HIGHLIGHTS

Location
12370 SE Ash St. Portland, OR 97233

Number of Units
175 Units (All Affordable)

Building Details
Four stories; 43 car parking spaces

Density
1.3 acres; ~77% coverage; ~136 units/acre

Nearest Transit
SE 122nd Ave Blue Line MAX (.2 miles)
#20 (Burnside/Stark) FS Bus (.4 miles)
#73 (E122) FS Bus (.2 miles)

Increased Transit Ridership
48,884 trips per year (est.)

Developed by REACH, designed by Ankrom Moisan Architects, and built by Walsh Construction

Dean River Apartments

TriMet originally acquired this site at the intersection of SE 16th and SE 17th Avenue in Portland's Central Eastside Brooklyn neighborhood to support the MAX Orange Line project. After widening the roadway and constructing light rail tracks, TriMet still held a triangular-shaped parcel.

Dean River is a four-story market-rate apartment building with units on all four floors, and no car parking. The property makes full use of the 45' permissible zoning height to maximize density.

Located in a commercial mixed-use zone adjacent to the MAX Orange line and multi-use path, The Dean River apartment projects demonstrates how creative and solution-focused design can bring housing to a challenging site.

Image Credit: Northwest Sustainable Properties

PROJECT HIGHLIGHTS

Location
3255 SE 17th Avenue, Portland, OR 97202

Number of Units
72 Units (3 Affordable)

Building Details
4-story wood construction; No car parking

Density
0.32-acres; 100% coverage; 225 units/acre

Nearest Transit (500')
SE 17th Ave & Rhine Orange Line MAX Stop
70 (12th/NE 33rd Ave) Bus
17 (Holgate/Broadway) Bus

Increased Transit Ridership
25,289 trips per year (est.)

Designed by Siteworks Design-Build and developed by Northwest Sustainable Properties.

Transit-Oriented Development

TriMet Regional TOD Plan

Metro Technical Advisory Committee (MTAC) 05/17/23

Guy Benn, TriMet TOD Program Manager
Fiona Lyon, TriMet TOD Design Manager
Miles Anderson, TriMet TOD Project Planner

What is TOD?

Transit-Oriented Development is the creation of ***compact, walkable, pedestrian-oriented, mixed-use communities*** *centered around high-quality transportation systems to facilitate shorter trips, better lifestyles, and a more efficient use of resources.*

What are the Benefits of TOD?

TOD in Portland

1872
First horse drawn trolleys

1872–1884
Railroad construction peaks

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1995
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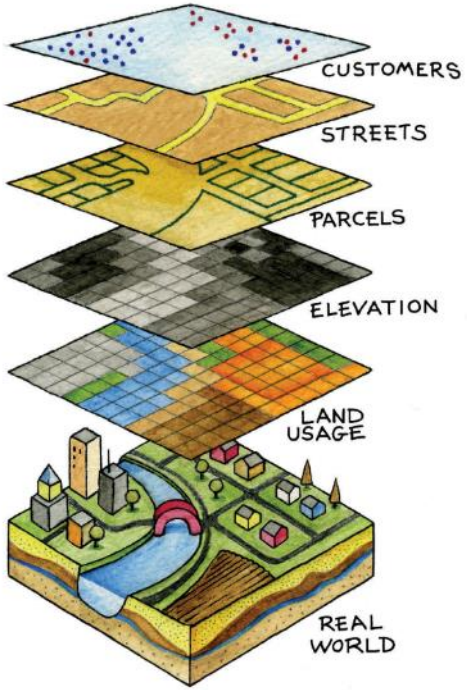
TRIMET

Example Projects

Why a Regional TOD Plan?

- Builds on the TOD Guidelines
- Gives Transparency to the Program and Process
- Outlines Engagement Guidelines
- Site Inventory, Evaluation, and Prioritization Framework
- Implementation Framework/Toolkit



Provides CLARITY, CONTINUITY, and STRUCTURE for all stakeholders in a way that supports equitable TOD

Plan Development/Timeline

May 2020:	Board approves TriMet's TOD Guidelines *(Overarching Principles)*
Spring 2021:	ODOT TGM grant funding for TriMet Regional TOD Plan *(Plan Creation)*
Summer 2022:	Staff update Board on TOD Plan development *(Plan Refinement)*
Spring 2023:	Plan publication *(Plan Launch)*

Plan Contents

Five distinct elements to support usability :

1. Introduction / WHY?
2. Existing Transit & TOD Readiness / WHAT?
3. Prioritization Framework / WHERE?
4. Project Selection / WHO?
5. TOD Implementation / HOW?

Ch.1 - Introduction (Why?)

TriMet's Seven TOD Goals

Integrated and Multi-Modal

User-Friendly to Promote Transit Use

Financially Viable

Safe, Vibrant, and Accessible

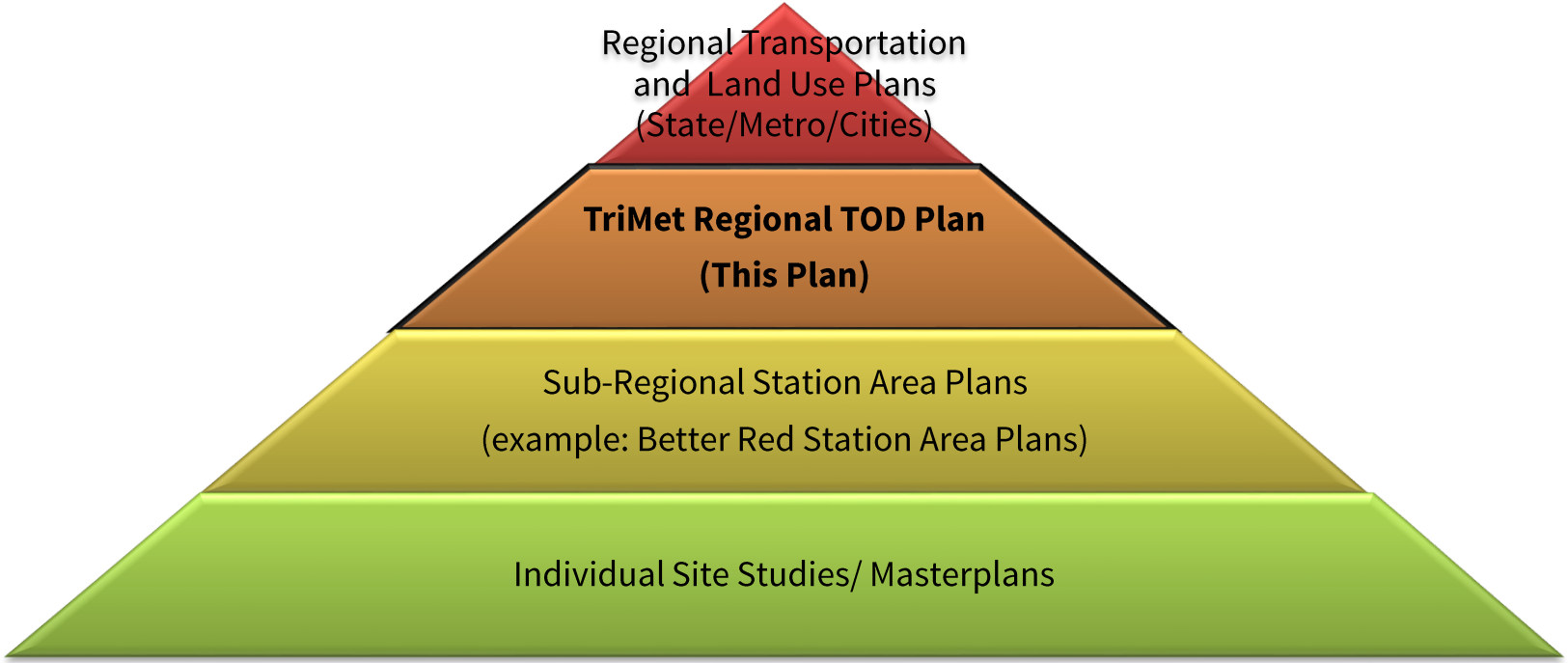
Balanced Mixed-Use

Deliver Density

Provide Housing

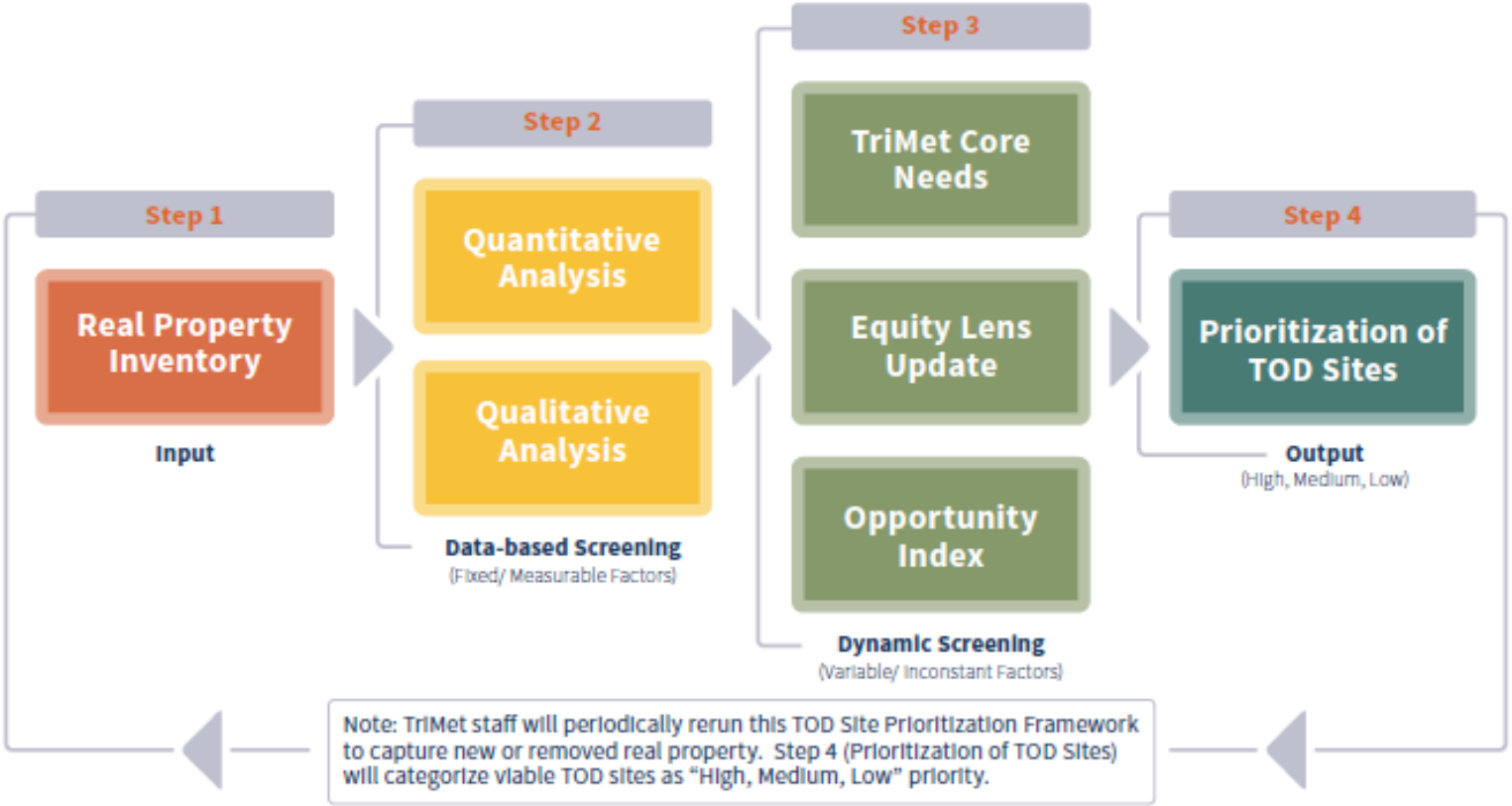
Ch.2 - Existing Transit & TOD Readiness

(What?)

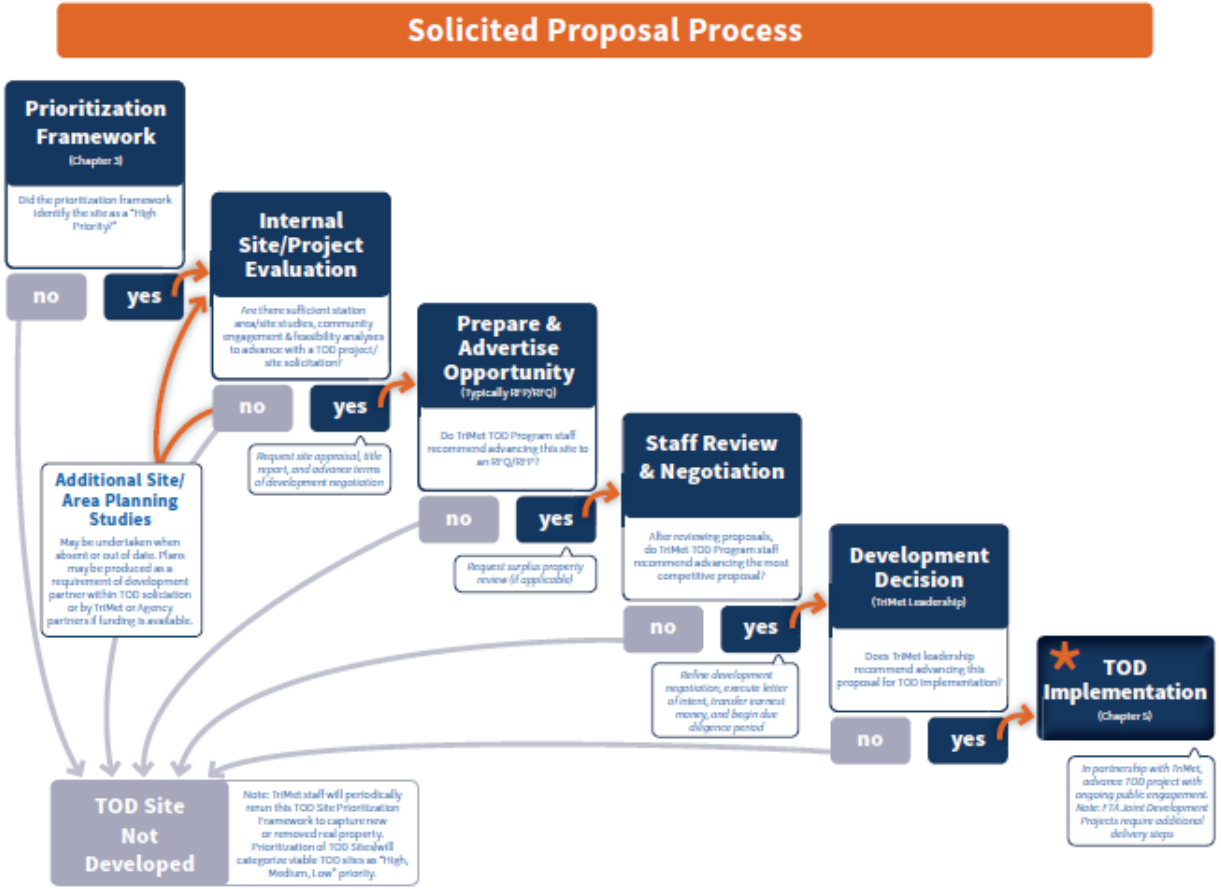


Hierarchy of Plans

Ch.3 - Prioritization Framework (Where?)



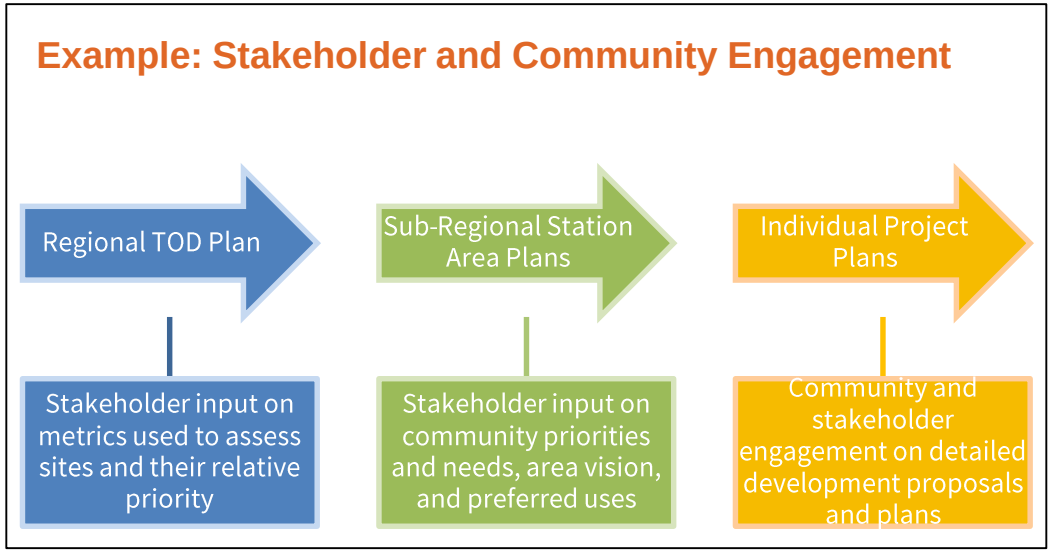
Ch.4 - Project Development
(Who?)



Ch.5 - TOD Implementation (How?)

Guidance for TOD development partners and stakeholders on:

- Public Engagement & Outreach Practices
- Transaction Structures & Approaches
- Funding & Financing Strategies
- Mobility Strategies, etc.



Output: Community-Focused TOD Projects

Renaissance Commons (189 units)

Fuller Station (100 units)

hollywoodHUB (220 units)

Dean River Apartments (72 units)

Sawbuck Apartments (182 units)

East County Library (95,000 SF)

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- **TriMet Leadership and Staff:** TOD Team; Staff from Community Affairs, Mobility and Location, Real Estate, Service Planning, Facilities Management, and Finance Teams

Questions/Comments?

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Memo

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

Date: May 17, 2023
To: Metro Technical Advisory Committee (MTAC) and interested parties
From: Eliot Rose, Senior Transportation Planner
Subject: Draft 2023 Regional Transportation Plan system analysis results

Purpose

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

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

Introduction

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

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

Our changing region

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

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

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

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

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

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

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

Mobility

Table 2: Summary of draft system analysis results: mobility

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

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

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

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

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

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

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

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

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

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

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

Safety

Table 3: Summary of draft system analysis results: Safety

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

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

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

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

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

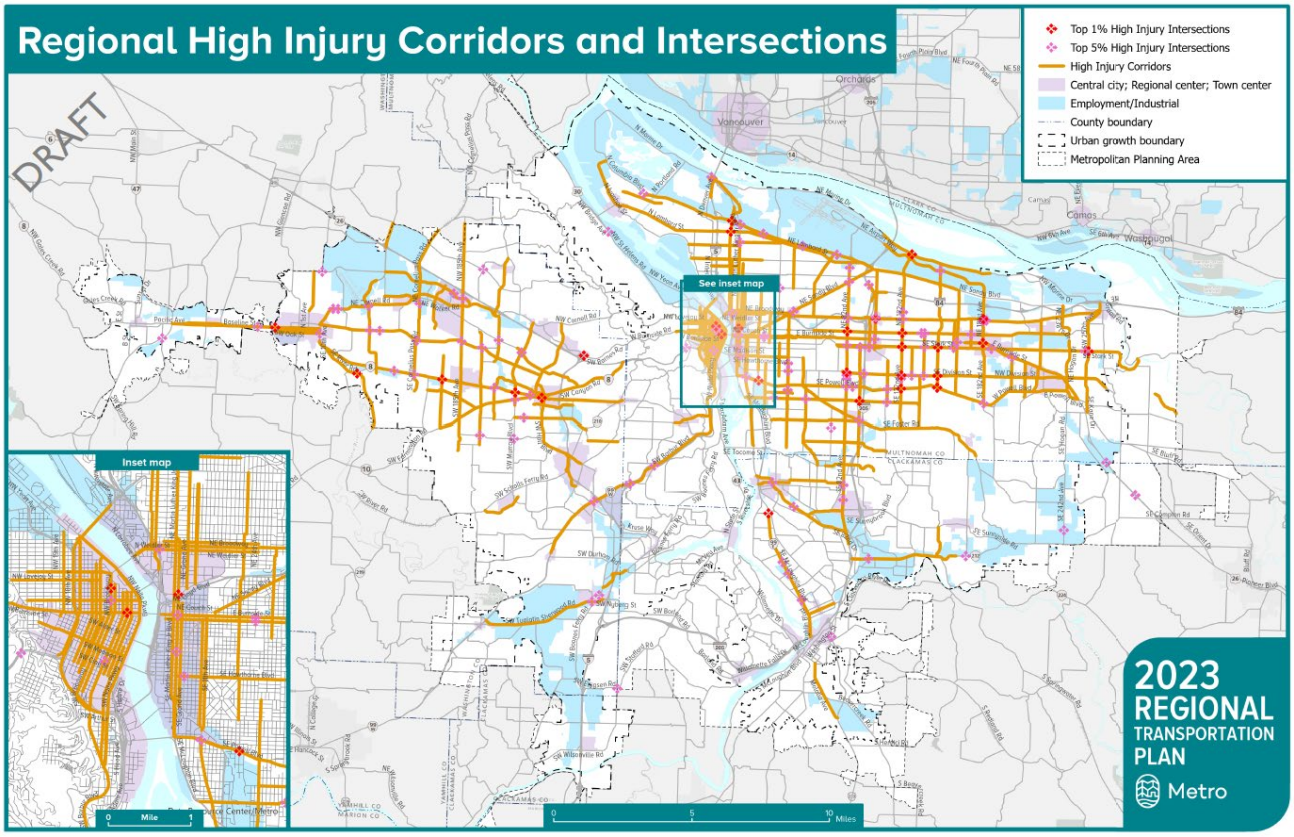
More than two thirds of capital funding in the RTP goes to projects that lead agencies identified as safety projects, and roughly half of the capital budget goes toward projects that are on the high-injury network, which includes the relatively small share of roads and intersections where most of the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

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

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

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

Figure 1: Draft 2023 RTP high injury corridors and intersections



Equity

Table 4: Summary of draft system analysis results: equity

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

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

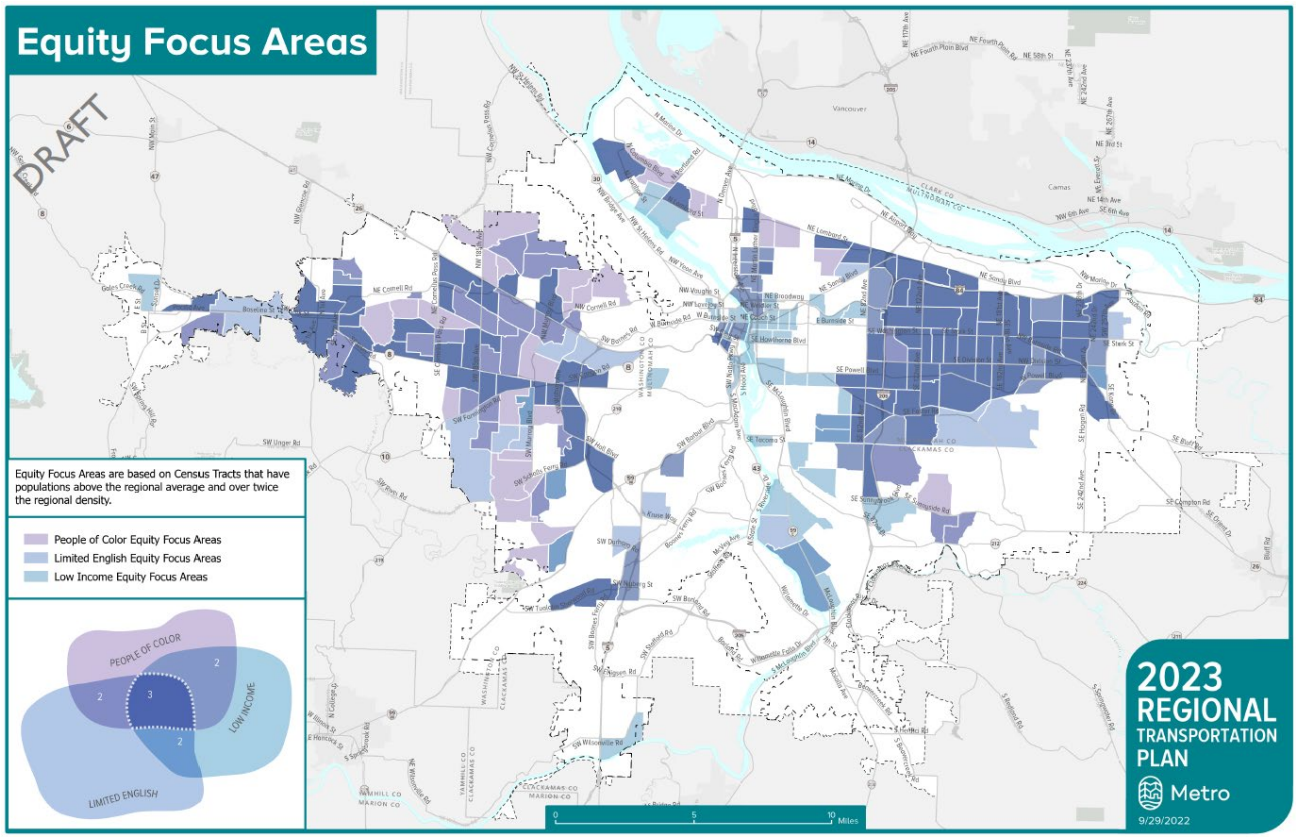
The RTP achieves mixed results on equity – it invests equitably, but these investments do not lead to more equitable outcomes, nor do they undo longstanding transportation inequities in safety and access to jobs. The region's bicycle and pedestrian networks are currently more complete in the Equity Focus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

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

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

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

Figure 2: Draft 2023 RTP Equity Focus Areas



Economy

Table 5: Summary of draft system analysis results: economy

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

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

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

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

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

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

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

Climate and environment

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

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

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

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

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

Table 6: Climate scenarios and associated assumptions

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

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

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

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

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

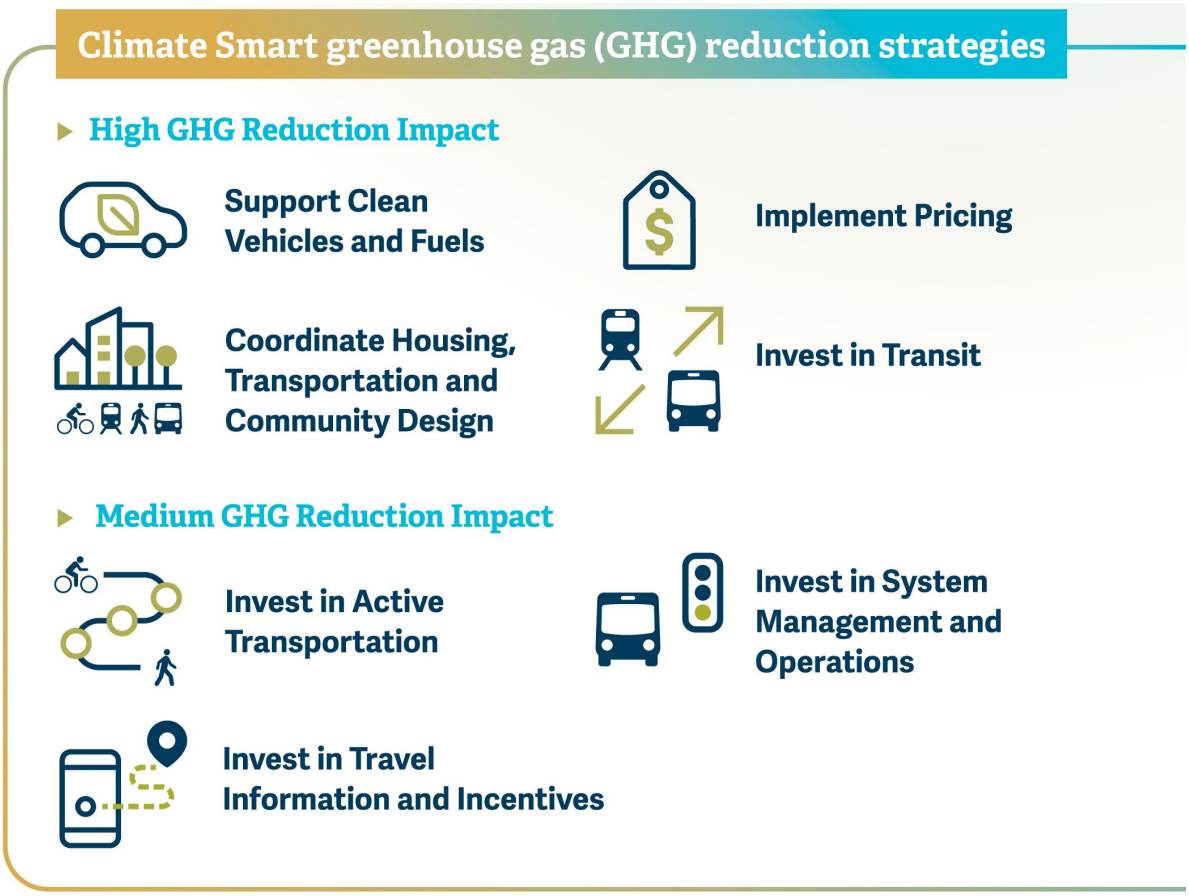
Table 7: Summary of RTP climate and resilience spending

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

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

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

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



Next steps

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

Metro

Briefing Book for JPACT and Metro Council

for workshop on May 11, 2023

The Regional Transportation Plan (RTP) is greater Portland's shared vision and investment strategy for transportation. The Regional Transportation Plan is the blueprint that guides investments in all forms of travel throughout greater Portland—driving, taking transit, biking and walking—and the movement of goods and services. The RTP is the state- and federally required long-range transportation plan for the Portland metropolitan area. The plan is a key tool for implementing the region's **2040 Growth Concept** and **Climate Smart Strategy**. Together, these plans will help ensure that greater Portland thrives by connecting people to their jobs, families, schools and other important destinations and by allowing business and industry to create jobs and move goods to market.

This briefing book is designed to be a resource for policy makers as they shape an investment strategy that supports the greater Portland region's shared goals and helps make local and regional plans a reality. It will be used by members of Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Policy Advisory Committee (MPAC) to help shape the 2023 Regional Transportation Plan for consideration for adoption in November 2023.

The following documents are enclosed.

1. 2023 Regional Transportation Plan fact sheet
2. Policy framework
3. Draft system analysis findings
4. Needs assessment fact sheets
5. Project list overview and map
6. Preliminary summary of community input on investment priorities

Learn more about the 2023 Regional Transportation Plan at **oregonmetro.gov/rtp**

2023 Regional Transportation Plan

Every five years, Metro brings together communities across the greater Portland region to update the region's shared vision and investment strategy for transportation. The Regional Transportation Plan is the blueprint that guides investments in all forms of travel throughout greater Portland—driving, taking transit, biking and walking—and the movement of goods and services. This plan update will be completed by December 2023.

Why plan?

How people get around shapes their communities and everyday lives. The economic prosperity and quality of life in greater Portland depend on a transportation system that provides every person and business with access to safe, reliable and affordable ways to get around.

The Regional Transportation Plan coordinates long-range transportation planning in the Portland metropolitan area. It is required by the State of Oregon and the Federal Government and it is an opportunity for all levels of government to work together to deliver a better transportation future for the greater Portland region.

Draft vision and goals

The 2023 Regional Transportation Plan is guided by a draft vision and five goals that have been shaped by public input and decision-makers.

Vision

Everyone in the greater Portland region will have safe, reliable, affordable, efficient, and climate-friendly travel options that allow people to choose to drive less and that support equitable, resilient, healthy and economically vibrant communities and region.

Equitable transportation

Transportation system disparities experienced by Black, Indigenous and people of color and people with low incomes, are eliminated. The disproportionate barriers people of color, people with low incomes, people with disabilities, older adults, youth and other marginalized communities face in meeting their travel needs are removed.

Climate action and resilience

People, communities and ecosystems are protected, healthier and more resilient and carbon emissions and other pollution are substantially reduced as more people travel by transit, walking and bicycling and people travel shorter distances to get where they need to go.

Thriving economy

Centers, ports, industrial areas, employment areas and other regional destinations are accessible through a variety of multimodal connections that help people, communities, and businesses thrive and prosper.

Safe system

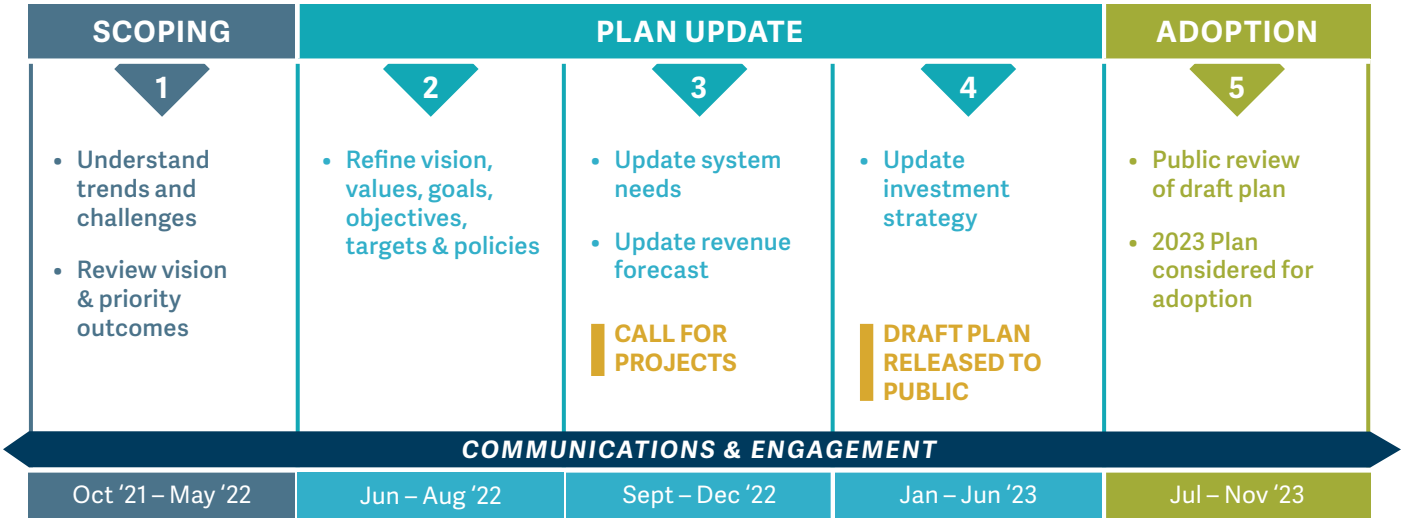
Traffic deaths and serious crashes are eliminated and all people are safe and secure when traveling in the region.

Mobility options

People and businesses can reach the jobs, goods, services and opportunities they need by well-connected, low-carbon travel options that are safe, affordable, convenient, reliable, efficient, accessible, and welcoming.

February 2023

2023 Regional Transportation Plan timeline



Regional Transportation Plan decisions are made together by the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council. The update must be completed by December 6, 2023.

To achieve the vision and goals, the region needs to work together to address these key questions:

1. What do we need most from our transportation system – today and in the future?
2. How do we pay for new projects while taking care of our existing roads, bridges, bikeways, sidewalks and transit services?
3. How do we make progress toward shared climate, safety, equity, mobility and economic goals?

What is in the plan?

The plan identifies urgent and long-term transportation needs, investments to meet those needs and the funds the region expects to have available over the next two decades.

The policies in the Regional Transportation Plan provide guidance for transportation providers that design and manage roadways, transit and trails. These agencies include cities, counties, the Oregon Department of Transportation, transit agencies and the Port of Portland. This guidance is informed by research, community engagement, technical analysis, and Federal and State regulations.

New and updated strategies and policies being developed for the 2023 Regional Transportation Plan include:

- Climate Smart Strategy
- High Capacity Transit Strategy
- Regional Mobility Policy
- Regional Pricing Policy

The Regional Transportation Plan also includes an investment strategy, often called the project list, that identifies major local, regional and state transportation investment priorities for the next the next 20+ years. This list will include investments such as transit, sidewalk, bridge, bikeway and roadway projects as well as transit service and road maintenance and operations. Among these projects, some will be prioritized for funding within the next seven years (by 2030).

A financial plan in the Regional Transportation Plan identifies how the region will pay for transportation investments.

Transportation planning is about more than deciding where to build and operate roads, transit, sidewalks and bikeways. It is about connecting people with their families and friends and to schools, jobs, parks and other important places, no matter where a person lives or where they are going.

Learn more
oregonmetro.gov/rtp

Email
transportation@oregonmetro.gov

Follow oregonmetro

Metro

Policy Framework for the 2023 Regional Transportation Plan Call for Projects

On December 15, 2022, JPACT and Metro Council accepted this policy framework for the 2023 RTP Call for Projects.

The Regional Transportation Plan brings city, county, regional and state priority transportation projects together to create a coordinated regional transportation priority list for the period from 2023 to 2045. It is a key step for these projects to qualify for potential state, and federal funding. All types of projects are included in the Regional Transportation Plan list – highways, key roads, transit, freight, biking and walking as well as programs.

This document provides more information about the policy framework that will guide updating the list of Regional Transportation Plan project and program priorities. Dramatic changes have unfolded since the RTP was last updated five years ago, many documented in the 2023 RTP Emerging Transportation Trends Study. As greater Portland continues to emerge from the disruptions of the pandemic and respond to other urgent trends and challenges, the 2023 Regional Transportation Plan update provides an opportunity for all levels of government to work together to deliver a better transportation future.

An outcomes-based approach

An outcomes-based approach means updating the plan's project priorities guided by a vision and goals that describe what communities want greater Portland to be in the future. Measurable objectives and performance targets are used to evaluate performance over time of the investments recommended in the plan and to monitor how the transportation system is performing between scheduled plan updates, which occur every five years.

Figure 1 shows the elements of this outcomes-based approach.

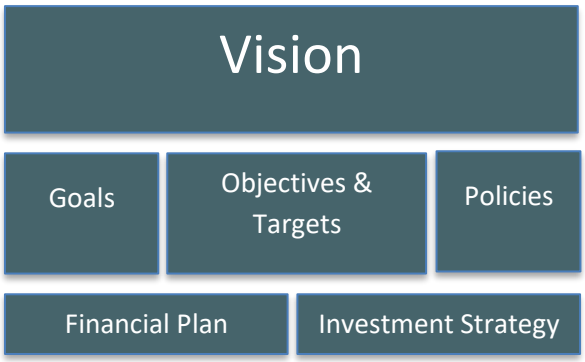


Figure 1. 2023 RTP outcomes-based planning approach

Vision and goals

The people of greater Portland have said they want a better transportation future, no matter where they live, where they go each day, or how they get there. The vision and goals, shown in **Figure 2**, describe what people have said is most important to achieve with the updated RTP – more equitable transportation, a safer system, a focus on climate action and resilience, a thriving economy and options for mobility. Developed by the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council in 2022, this vision and five goals, along with other RTP policies, will guide updating the list of RTP project and program priorities.

Figure 2. 2023 RTP vision and goals

Policy Framework for the 2023 RTP Call for Projects

The policy framework for the Call for Projects includes:

- **RTP outcomes-based approach** described above;
- **Draft 2023 RTP vision and goals** developed by JPACT and Metro Council for the 2023 RTP**:**

  Goals (developed in 2022 by JPACT and Metro Council with input from MPAC and CORE)
  - **Equitable Transportation -** Transportation system disparities experienced by Black, Indigenous and people of color and people with low incomes, are eliminated. The disproportionate barriers people of color, people with low incomes, people with disabilities, older adults, youth and other marginalized communities face in meeting their travel needs are removed.
  - **Climate Action and Resilience -** People, communities and ecosystems are protected, healthier and more resilient and carbon emissions and other pollution are substantially reduced as more people travel by transit, walking and bicycling and people travel shorter distances to get where they need to go.
  - **Thriving Economy -** Centers, ports, industrial areas, employment areas, and other regional destinations are accessible through a variety of multimodal connections that help people, communities, and businesses thrive and prosper.
  - **Safe System -** Traffic deaths and serious crashes are eliminated and all people are safe and secure when traveling in the region.
  - **Mobility Options -** People and businesses can reach the jobs, goods, services and opportunities they need by well-connected, low-carbon travel options that are safe, affordable, convenient, reliable, efficient, accessible, and welcoming.
- **Supporting measurable objectives and performance targets** that the region wants to achieve with investments in the transportation system to realize the plan's vision and goals – these will continue to be reviewed and refined in 2023; and
- **Supporting policies** that guide planning and investment in each part of the regional transportation system to achieve the plan's vision and goals include:
  - **2040 Growth Concept map and supporting policies** that identify priority areas and investments to support current and planned land uses, including centers, downtowns and main streets, ports, industrial areas, employment areas, and other regional destinations that are accessible through a variety of multimodal connections;
  - **RTP transportation network maps and supporting RTP modal and design policies** that designate the regional system for transit, motor vehicle, freight, bicycle and pedestrian travel and priorities for investment;
  - **Equity Focus Areas map and supporting RTP equity policies** that identify priority areas and investments to advance equity;
  - **High Injury Corridors and Intersections map and supporting RTP safety policies** that identify priority corridors to improve safety;

- **High capacity transit network map (draft) and supporting RTP policies (draft)** that identify priority corridors ready for high capacity transit investment; these will continue to be reviewed and refined in 2023;
- **Congestion management network map and supporting RTP congestion management policies** that identifies priority corridors to comprehensively manage congestion consistent with congestion management process policies in Chapter 3 of the RTP;
- **Draft policies related to pricing and regional mobility** that will continue to be reviewed and refined in 2023; and
- **Other existing Chapter 3 policies** that will be reviewed and may be refined in 2023.

In addition to the RTP policy framework, the call for projects is informed by public engagement, adopted regional plans, strategies, policies, federal and state policies and requirements, the RTP needs assessment, the revenue forecast, and other elements as illustrated in Figure 3**.** Many of these elements have been under development since the adoption of the 2018 RTP.

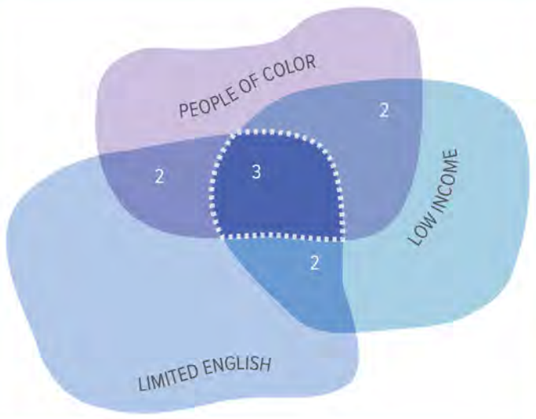
Figure 3. Elements informing the 2023 RTP call for projects

These elements come together to inform the policy framework for call for projects and provide additional information to guide how investments in roads, bridges, bikeways, sidewalks, transit service and other needs are addressed and prioritized. The elements reflect extensive engagement with local elected officials, public agencies, Tribal governments, community-based organizations**,** business groups and the community at large.

Equity Focus Areas

Equity Focus Areas are based on Census Tracts that have populations above the regional average and over twice the regional density.

- People of Color Equity Focus Areas
- Limited English Equity Focus Areas
- Low Income Equity Focus Areas



0 5 10 Miles

Sources: Census and Metro

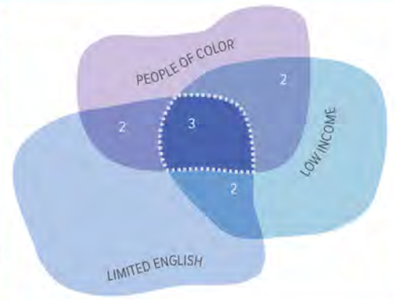
2/13/2023

2023 REGIONAL TRANSPORTATION PLAN

Metro

Regional High Injury Corridors and Intersections

- Top 1% High Injury Intersections
- Top 5% High Injury Intersections
- High Injury Corridors
- County boundary
- Urban growth boundary
- Metropolitan Planning Area
- People of Color Equity Focus Areas
- Limited English Equity Focus Areas
- Low Income Equity Focus Areas



See inset map

Inset map

0 Mile 0.85

0 5 10 Miles

Sources: ODOT and Metro

2023 REGIONAL TRANSPORTATION PLAN

Metro

3/31/2023

Metro

2023 Regional Transportation Plan Draft System Analysis Findings

May 5, 2023

Draft System Analysis Findings

May 5, 2023

The following is a summary of a system analysis conducted on the draft financially constrained project list for the 2023 Regional Transportation Plan. This analysis helps to explain and demonstrate the RTP's impact on regional goals related to mobility, safety, equity, climate and economy.

The RTP uses several different performance measures to capture the region's progress in each of these goal areas and compares the results to targets that are established through the state and federal rules that govern the RTP or that are included in policies adopted by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council. The system analysis uses Metro's travel model and other analytical tools. The analysis accounts not only for the projects and policies in the RTP, but also for factors such as projected population and job growth. System level performance analysis will continue through May.

The draft system analysis results are described alongside key takeaways from the high-level project list assessment completed in April. The high-level project list assessment takes a simple, yes-or-no approach to reviewing whether individual projects in the draft RTP project list have certain features that support RTP goals and considers the share of the RTP spending devoted to different types of projects. The high-level project list assessment and system analysis in combination with public feedback received will inform policymakers and regional technical and policy advisory committees as they work together to finalize the draft RTP and projects lists for public review.

Our changing region

The system analysis focuses on how the RTP advances the region toward meeting its transportation goals. That said, other factors like regional population and employment growth and the historical development of the region's transportation system, also influence progress toward these goals. This information highlights how the region is growing and changing and provides additional context for interpreting some of the analysis results.

The region is forecasted to grow significantly between now and 2045. During that time, the region's population is anticipated to grow by 29 percent, while employment grows by 23 percent.

Though the COVID-19 pandemic slowed population and job growth in the Portland region and in many other major metro areas, this growth is expected to pick up again in the future. Population and employment growth has a strong influence on congestion, and therefore on related performance measures such as access to jobs and corridor travel times. The region's goals are to improve access to jobs and reduce travel times on key corridors regardless of how much growth occurs, but all other things being equal these goals are harder to achieve when the region is growing more rapidly. Comparing the change in these performance measures to overall population and employment growth can help to distinguish whether growth or other issues are the driving factors behind the changes shown in the system analysis.

Even with the RTP prioritizing transit and active transportation investments, the region's transit and active transportation networks combined will remain less than a third of the size of the region's road network.

The motor vehicle network is much more extensive than other networks. The system analysis focuses on measuring system completion for different networks and in different communities where RTP policies prioritize investment. This is an important way of understanding the RTP's progress toward the region's vision for the transportation network, but those visions always build on the existing network, which was built over several decades during which transportation agencies primarily focused on moving vehicles.

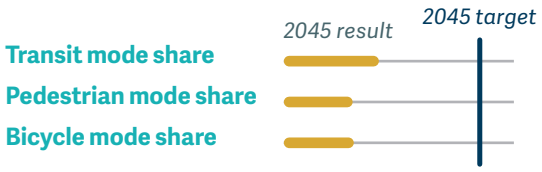
Mobility

Since the RTP is a transportation plan, it has many different performance measures related to mobility. For some of these measures the RTP meets performance targets, whereas for other measures it falls short.

The RTP does not meet the region's targets to triple transit, walking and bicycling mode share.

Metro's travel models forecast that the investments in the RTP help to increase the share of trips that people make using these modes, but only by small amounts. Transit mode share is forecast to grow by 1.3% between 2020 and 2045 – a relative increase of over 30% – which is significant, but still far short of adopted targets. Walking and bicycling mode shares increase by much smaller amounts than transit mode shares.

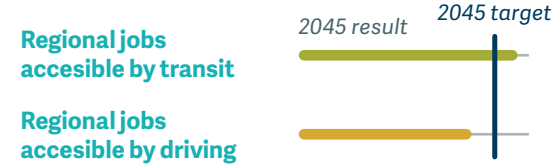
The RTP aims to triple transit, bike, and pedestrian mode share by 2045.



The RTP generally improves access to jobs.

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

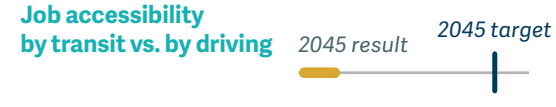
The RTP prioritizes improving access to jobs via driving and transit.



Driving currently offers much better access to jobs than transit does, and the RTP does not change this.

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

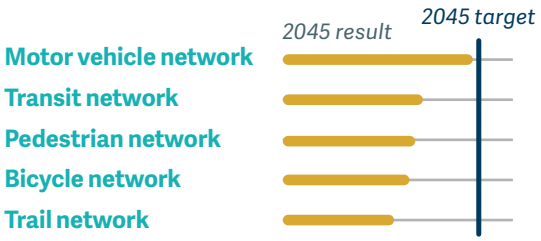
The RTP aims to provide the same (or greater) level of access to jobs via transit as via driving.



None of the region's transportation networks are complete, but the motor vehicle network is much closer than others.

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

The RTP aims to complete the motor vehicle, transit, bicycle, trail and pedestrian networks

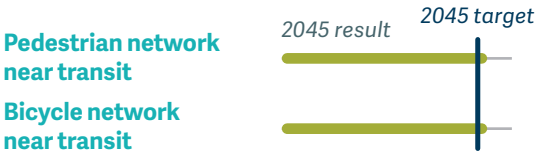


The region has historically prioritized completing pedestrian and bicycle facilities near transit, and the RTP upholds this priority.

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

Almost all of the RTP projects include design elements that support travel by transit, foot or bike. However, slightly under a third of the RTP spending goes toward projects that close gaps in regional transportation networks. Increasing this share could help the RTP better complete the transportation system.

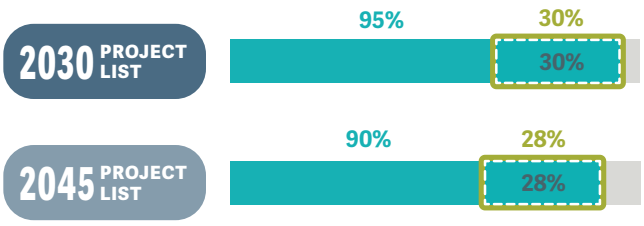
The RTP prioritizes completing the bicycle and pedestrian system near transit.



Additional analysis is still underway on throughway system and transit performance.

How does the RTP invest in mobility?

Almost all of the RTP projects include design elements that support travel by walking, rolling, biking or transit (■). However, slightly under a third of the RTP capital spending goes toward projects that close gaps in regional transportation networks (■). Increasing this share could help the RTP better complete the transportation system.



Percent of capital spending that invests in projects that include **priority elements** (ADA-, pedestrian-, bicycle-, or transit-supportive design)

Percent of capital spending that invests in projects that **complete gaps in transportation networks**

Percent of invests in projects that **complete gaps in transportation networks and include priority elements**

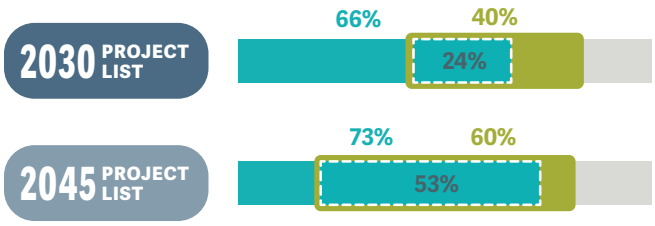
Safety

The region is not on track to meet its target of reducing fatal and serious injury crashes to zero by 2035. By every safety measure that the RTP tracks, the region's streets are getting less safe, and the RTP is not meeting the interim 2020 targets that it established to maintain progress toward the 2035 Vision Zero goal.

The RTP aims to reduce serious crashes to at or below the levels necessary to maintain progress toward the region's goal of eliminating serious crashes by 2035.

How does the RTP invest in safety?

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

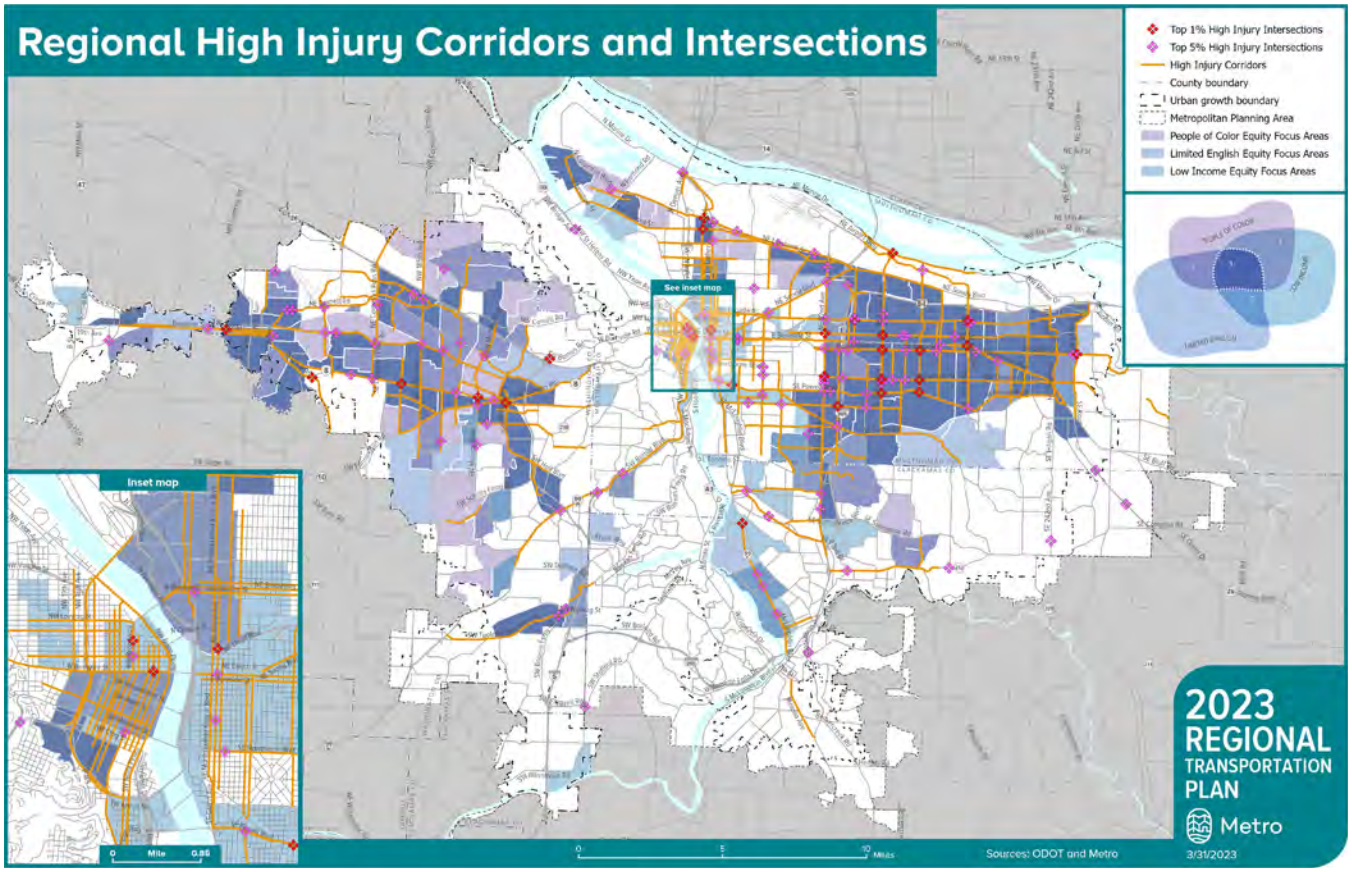


- Percent of capital spending that invests in projects that **help reduce serious traffic crashes or address other safety issues**
- Percent of capital spending that invests in projects **located on high injury corridors or intersections**
- Percent of capital spending that invests in projects on **high injury corridors or intersections that help reduce serious traffic crashes or address other safety issues**

Regional safety trends

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

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


Regional High Injury Corridors and Intersections
Top 1% High Injury Intersections
Top 5% High Injury Intersections
High Injury Corridors
County boundary
Urban growth boundary
Metropolitan Planning Area
People of Color Equity Focus Areas
Limited English Equity Focus Areas
Low Income Equity Focus Areas
See inset map
Inset map
0 Mile 0.85
0 5 10 Miles
Sources: ODOT and Metro
2023 REGIONAL TRANSPORTATION PLAN
Metro
3/31/2023

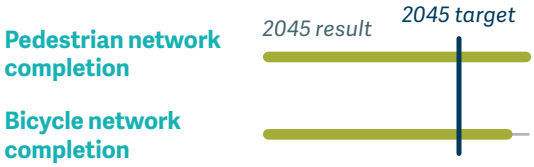
Equity

The RTP achieves mixed results on equity – it invests equitably, but these investments do not lead to more equitable outcomes, nor do they undo longstanding transportation inequities in safety and access to jobs.

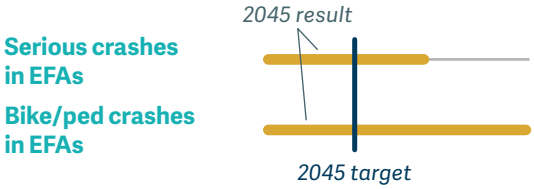
The region's bicycle and pedestrian networks are currently more complete in the Equity Focus Areas (EFAs) where people of color, low-income people and people who speak limited English are concentrated.

The RTP continues to invest in completing those networks. However, recent data shows that these areas continue to experience three times the number of crashes that involve people walking and biking – who are particularly vulnerable to death and injury during crashes – and almost twice as many fatal and serious injury crashes as other parts of the region.

The RTP prioritizes completing the bicycle and pedestrian system in equity focus areas to provide safe streets for the most vulnerable travelers.



Safety is a critical issue for marginalized travelers. The RTP aims to reduce crashes in equity focus areas to at or below the levels observed in other communities.

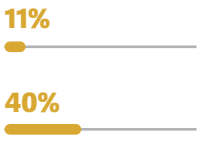


Even with the investments in the RTP, the region still falls short of providing equal access via driving and transit.

People living in EFAs currently enjoy significantly better access to jobs via transit and driving than people living in non-EFAs. The RTP continues to improve access to jobs in these communities relative to others. However, despite continued efforts to grow transit service during this and previous RTP cycles, driving in general continues to offer much more efficient and convenient access to jobs than transit does.

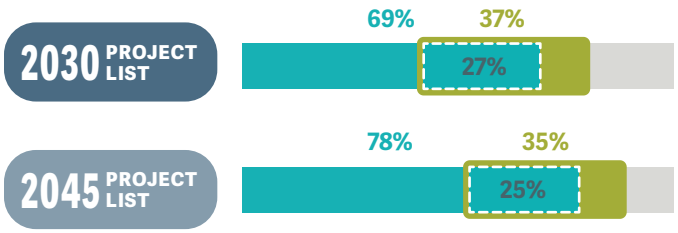
Both community feedback and research emphasize that people of color and people with low incomes are more likely to rely on transit than other people are. An equitable transportation system, therefore, is one in which transit offers the same level of access to jobs as driving.

The RTP prioritizes improving access to jobs within equity focus areas.

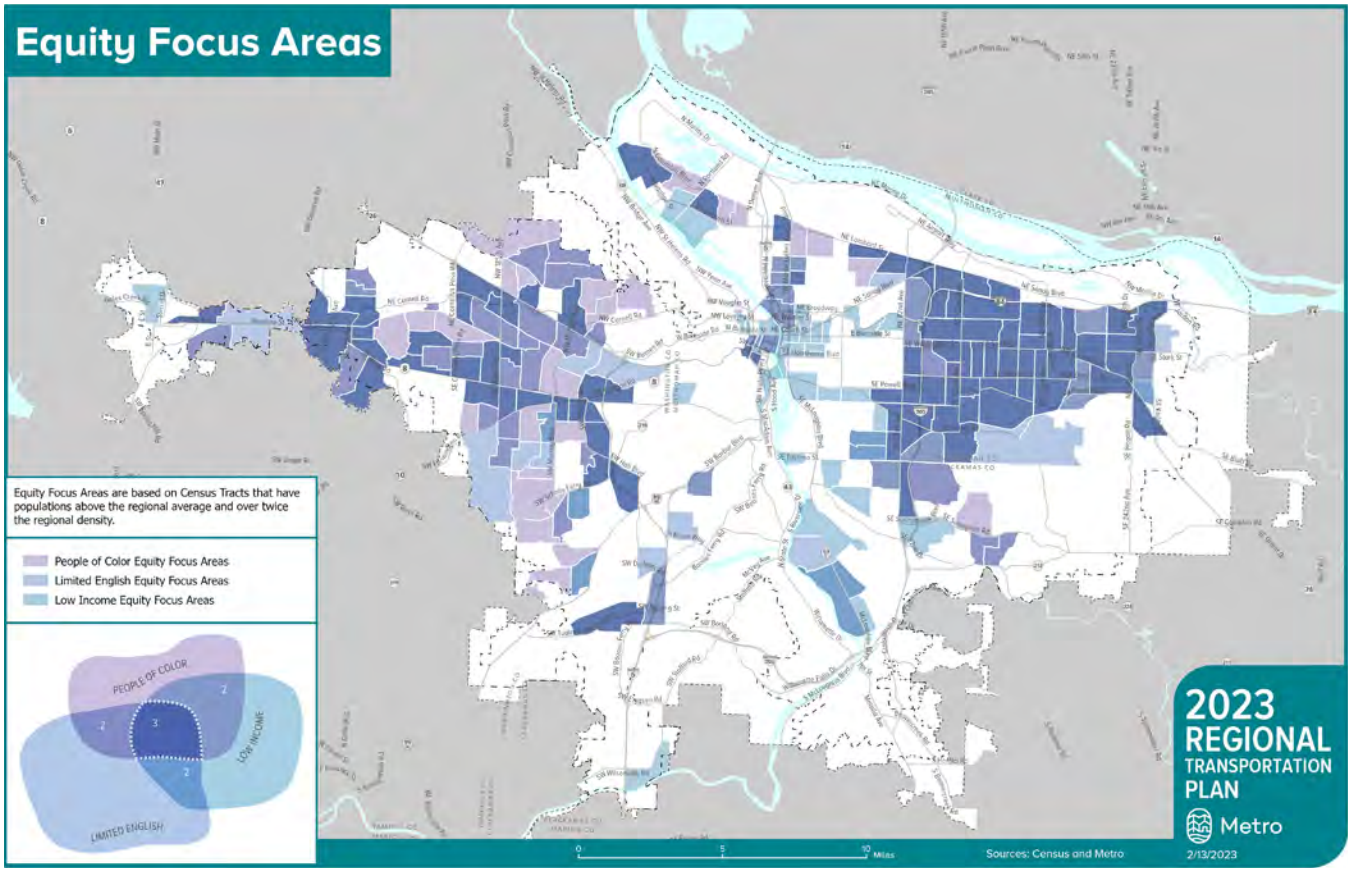


How does the RTP invest in equity?

Roughly a third of RTP spending invests in project categories that underserved people have identified as priorities (■), and three quarters of overall spending invests in equity focus areas (■). The share of spending that invests in equity focus areas is lower in the near term than in the long term.



- Percent of capital spending that invests in an **Equity Focus Area**
- Percent of capital spending that invests in a project category that underserved people have identified as a priority (**bike, pedestrian or transit**)
- Percent of capital spending that invests in **bike, pedestrian or transit projects** that are in an **Equity Focus Area**



Economy

The RTP achieves mixed results on regional economic goals. It reduces transit travel times along the corridors that connect the region's centers, but driving times along these corridors increase due to increased congestion. However, travel times increase at a much slower pace than the region's population and employment grows.

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

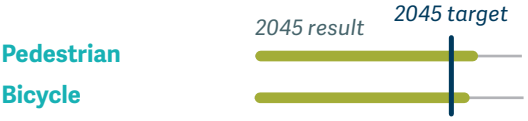
The RTP aims to decrease driving and transit travel times along regional mobility corridors.

% CHANGE IN AVERAGE OFF-PEAK / PEAK TRAVEL TIMES 2045 vs 2020

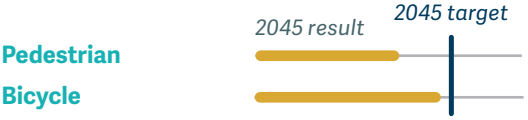
Driving	**+3.7% / +3.8%**
Transit	**–3.4% / –1.6%**

The RTP prioritizes completing the bicycle and pedestrian system in job and activity centers in order to provide safe and convenient options for short trips and connections to transit.

NETWORK COMPLETION IN CENTERS, STATION COMMUNITIES & MIXED USE AREAS



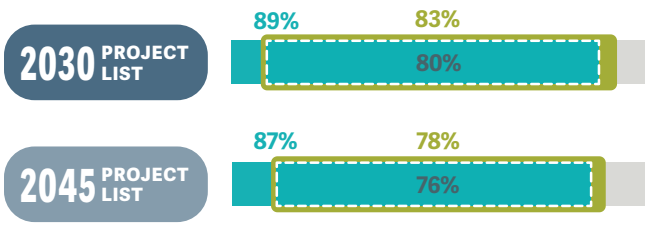
NETWORK COMPLETION IN EMPLOYMENT & INDUSTRIAL AREAS



Additional analysis is still underway on throughway system and transit performance.

How does the RTP invest in ECONOMY?

The RTP invests heavily in projects that are located both in planned job centers (■) and in the places where jobs are currently concentrated (■), supporting current and planned growth.

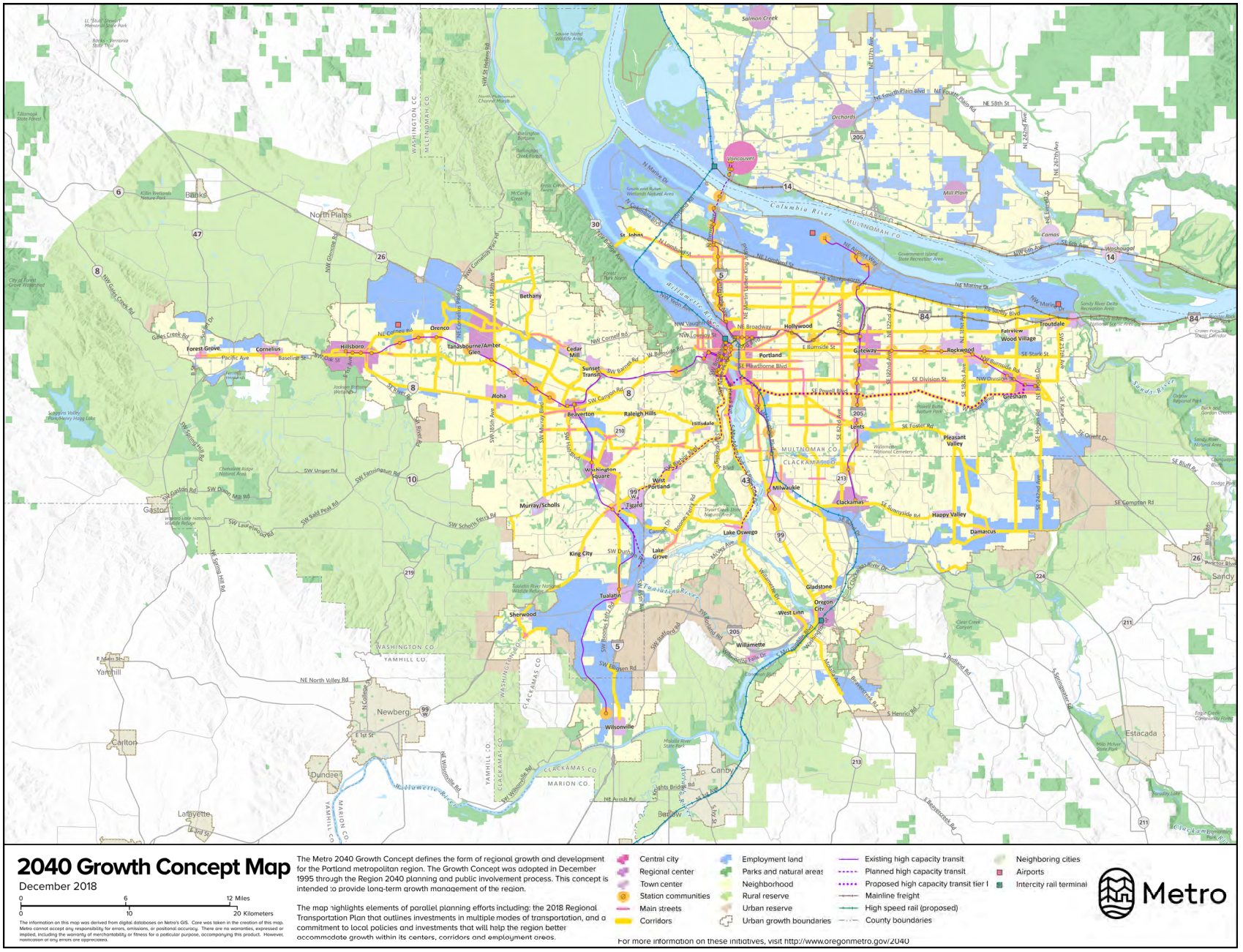


Percent of capital spending that invests in projects that are located in an **economic development priority area**

Percent of capital spending that invests in projects located in areas with **above-average job activity**

Percent of capital spending that invests in projects located in **economic development priority areas** with **above-average job activity**

CLICK TO VIEW FULL SIZE MAP ↴



Climate Change + Air Quality

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

The transportation sector is the largest contributor to greenhouse gas emissions in Oregon. It is therefore a key focus of the state and region's greenhouse gas reduction efforts. The RTP is a key tool for implementing the adopted Climate Smart Strategy and achieving the 2045 greenhouse gas emissions reduction target adopted by the Land Conservation and Development Commission in 2017.

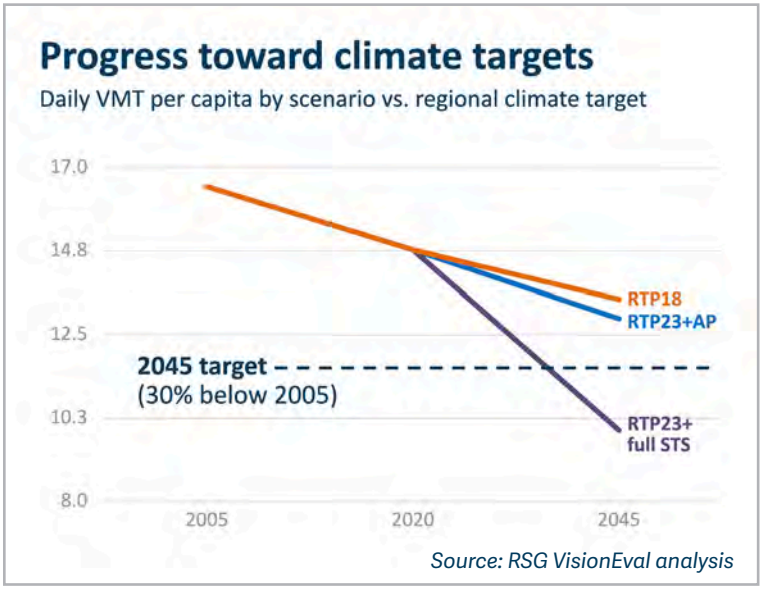
The RTP uses three performance measures to analyze the plan's impact on climate and air quality:

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

The 2023 RTP update will be the first to include two new regional pricing programs on the I-5 and I-205 corridors in addition to the I-5 Interstate Bridge Replacement Program, which also includes tolling on the I-5 Interstate Bridge (see map at right). Together, these pricing programs will have a significant impact on results for all three of these performance measures. In addition, the GHG and VMT analyses involve state-provided assumptions about the cost of transportation, the makeup of the vehicle fleet, and other issues that are outside the scope and/or time horizon of the RTP. Several of these state assumptions, which come from the **Oregon Statewide Transportation Strategy (STS)**, cover many different types of pricing designed to support progress toward state climate targets that are in addition to the throughway pricing that is currently included the RTP as part of the I-5 Interstate Bridge Program, I-5 and I-205 Regional Mobility Pricing Project, and I-205 Toll Project. The RTP is required to use STS assumptions related changes to vehicle fleet, technologies, and fuels in the climate analysis, and the region may select

Throughway Pricing in the RTP
Tolls will be collected both on the I-5 Bridge and I-205 Toll Projects (red dots) and in Regional Mobility Pricing Project corridors (orange lines).

from a range of other state-led actions and programs identified in the STS that best reflect the future anticipated by the RTP. Potential state-led actions include user fees and other tools that are being considered at the state level to support Oregon's transition from the gas tax to more sustainable transportation funding. Increased transit service, parking pricing and other carbon pollution reduction strategies can also help meet targets.



Analysis shows that the 2023 RTP and adopted plans (AP) scenario reduces vehicle miles traveled (VMT) per capita more than the 2018 RTP did, these scenarios alone do not meet regional climate targets. However, the 2023 RTP in combination with state actions called for in the STS will get the region to the 30% reduction target by 2045. Further discussion and analysis is needed to determine which state actions to reflect in the RTP to close the gap.

Additional climate-related analysis is still underway.

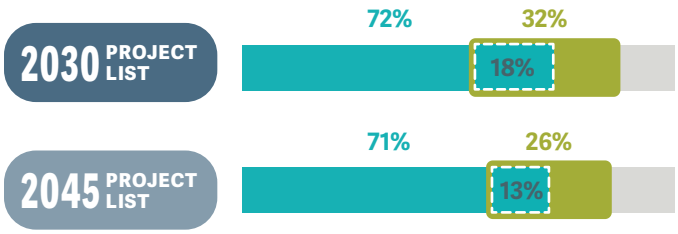
How does the RTP invest in CLIMATE?

Roughly 30 percent of total RTP capital spending goes toward high- or moderate-impact climate pollution reduction strategies (■), with a higher share of these investments in the near term (32%) than in the long term (24%).

Climate Smart high- and moderate-impact climate pollution reduction strategies

How does the RTP invest in CLIMATE and RESILIENCE?

Roughly 30 percent of total RTP capital spending goes toward high- or moderate-impact climate pollution reduction strategies (■), with a higher share of these investments in the near term (32%) than in the long term (24%). Over 70% of RTP spending invests in projects that are located on Regional Emergency Transportation Routes of Statewide Seismic Lifeline Routes (■).



- Percent of capital spending that invests in projects that are located on **emergency/ seismic routes**
- Percent of capital spending invests in projects that are **high- or moderate-impact climate pollution reduction strategies** (see below)
- Percent of capital spending that invests in projects that implement **high- or moderate-impact climate pollution reduction strategies** and are **located on emergency/seismic routes**

Climate Smart high- and moderate-impact climate pollution reduction strategies

MOBILITY AND CLIMATE

2023 Regional Transportation Plan Update

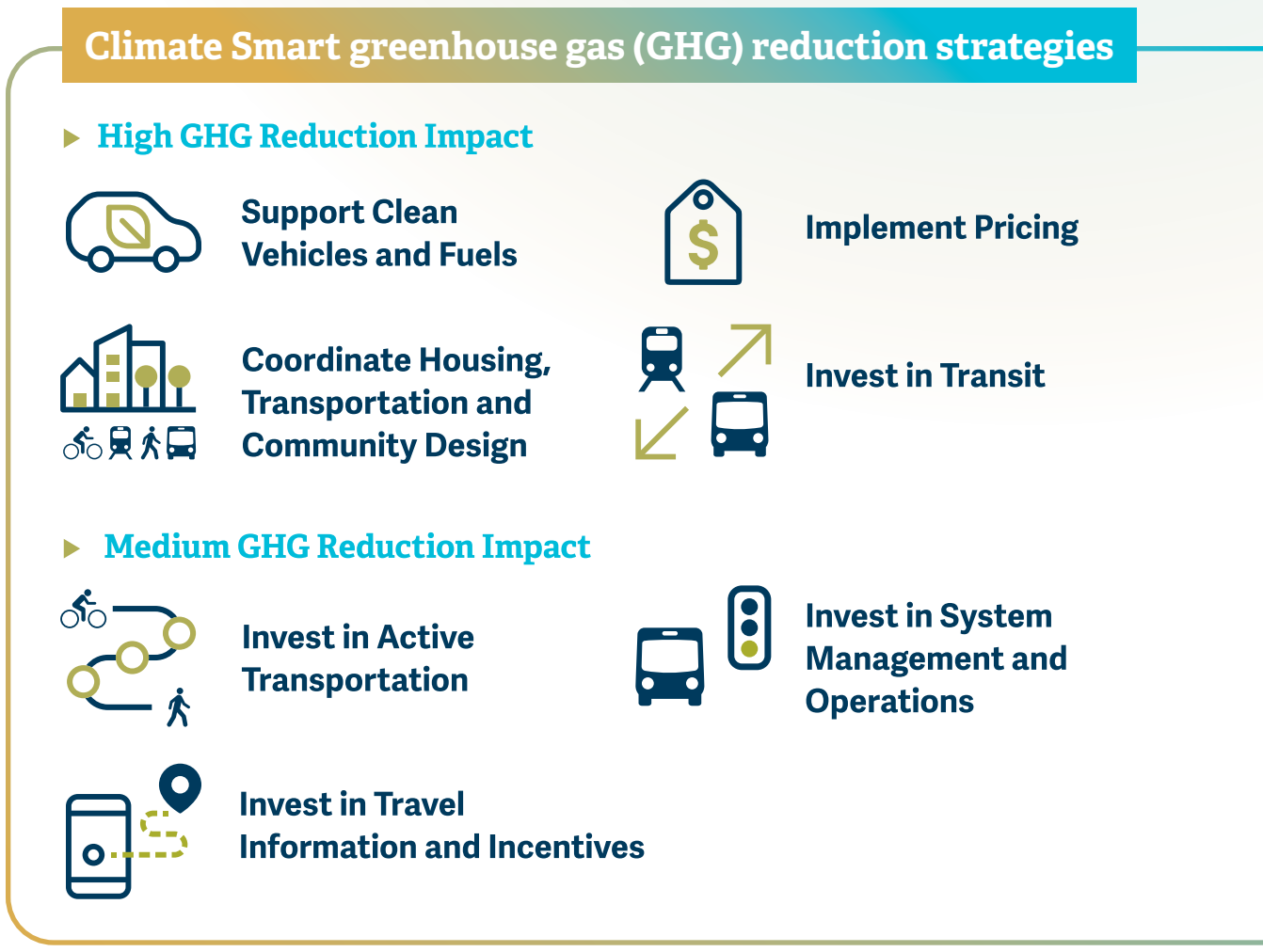
Creating and improving transit and active transportation connections between where people live and important destinations is fundamental to achieving mobility and climate goals.

Mobility and climate policy context

The 2023 Regional Transportation Plan (RTP) update includes significant changes to regional mobility and climate policies. The updated Regional Mobility Policy replaces an interim policy that was focused on reducing congestion for drivers with standards that address a greater variety of modes and outcomes. The Climate Smart Strategy is being updated in response to new state climate policies and updated greenhouse gas reduction targets. The strategy identifies a range of approaches, many of which involve making it more convenient for people to use transit and active transportation, to meet these targets. These approaches are shown in Figure 1.

The updated Regional Mobility policy recommends new performance measures to assess mobility for the region, including vehicle miles traveled (VMT) per capita and system completeness, which are also measures the region uses to track the implementation of the Climate Smart Strategy.

Figure 1. *Greater Portland Climate Smart Strategies*



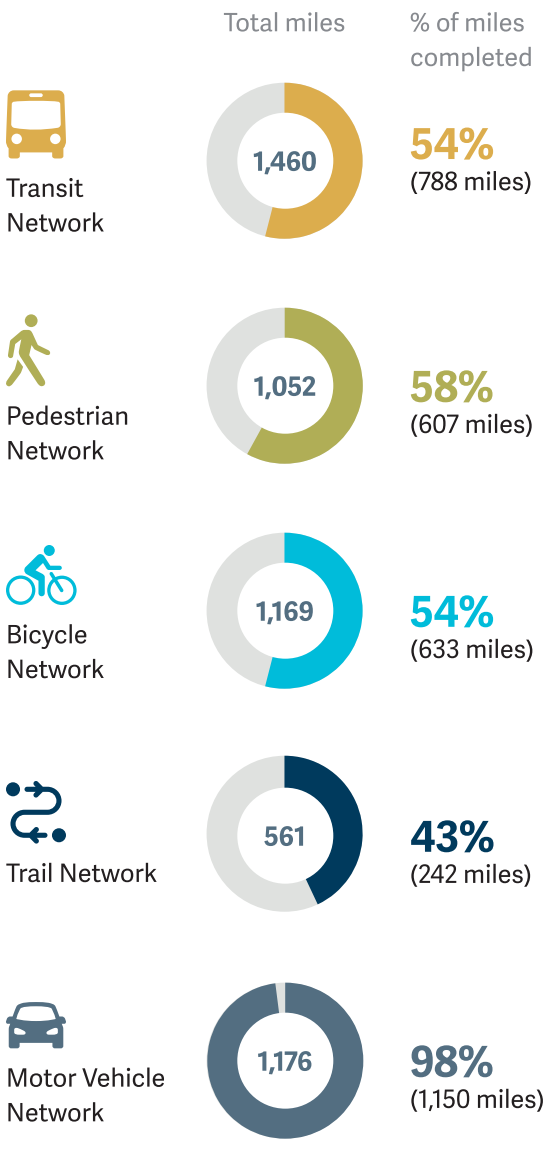
Transportation system completeness

Meeting mobility and climate goals depends on completing the multimodal transportation system so that people have multiple options for making trips. Figure 2 summarizes the completeness of different regional modal networks.

The RTP prioritizes completing bicycle and pedestrian connections in the places where they are most useful for people, including near transit, along arterials, and within urban centers. The regional bicycle and pedestrian networks are 60% to 70% complete in these key areas— which is greater than the regional averages between 50% and 60% that are shown in Figure 2.

Metro creates maps of the gaps in the region's different transportation systems as part of the RTP call for projects to help partner agencies identify opportunities to complete the transportation system.

Figure 2. *System completeness by modal network*



Did you know...

- Between 2015 and 2020, the region grew significantly—by 135,000 people (an 8.4% increase); 57,000 households (8.9%); and 90,000 jobs (10.1%)—and this growth is projected to continue.
- Overall, the planned motor vehicle network is much more complete than the transit or active transportation networks.
- Teleworking is a fast-growing mode. In 2020, 10% of workers teleworked, and that number rose dramatically during the COVID-19 pandemic.
- Per capita VMT in the greater Portland region has been significantly lower than the national average since 1997 and has mostly been flat or declining, even during times when the region has grown rapidly.
- During rush hour, the average traveler can reach 43% of jobs in the region by driving and 7% by transit.

Vehicle miles traveled trends

VMT per capita measures how many miles the average person in the Portland region drives each day. As shown in Figure 3, per capita VMT in the region has been significantly lower than the national average since 1997. There has been a general downward trend, with a few exceptions during economic booms, over the past 25 years. However, between 2010 and early 2020 (see below) there was little or no decline in VMT per capita.

In an era when high housing costs make it challenging for many people to live in transportation-rich neighborhoods, the region may need to take new approaches (such as congestion pricing) or prioritize high-impact strategies (such as expanding frequent transit, creating more affordable housing in regional centers, and increasing the use of parking pricing parking) to meet ambitious greenhouse gas and VMT reduction targets.

Figure 3. *VMT per capita for the region and the US*

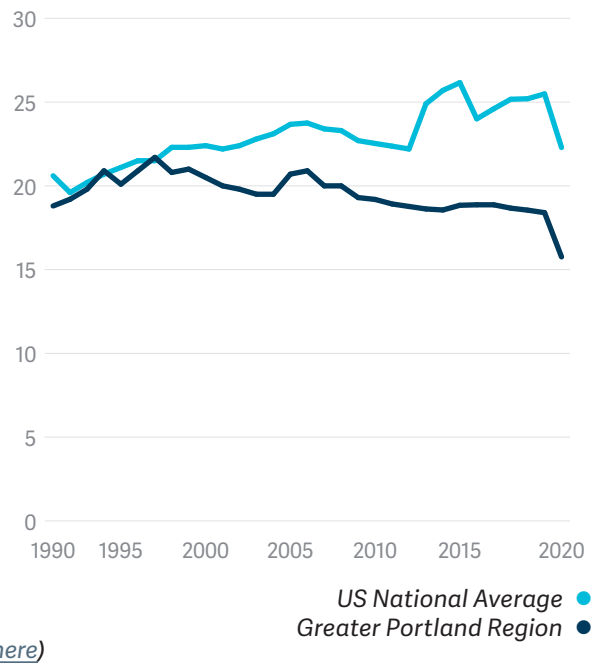


Figure 4. *Home-based VMT per capita by Metro transportation analysis zone (TAZ) (explore this map in more detail here)*

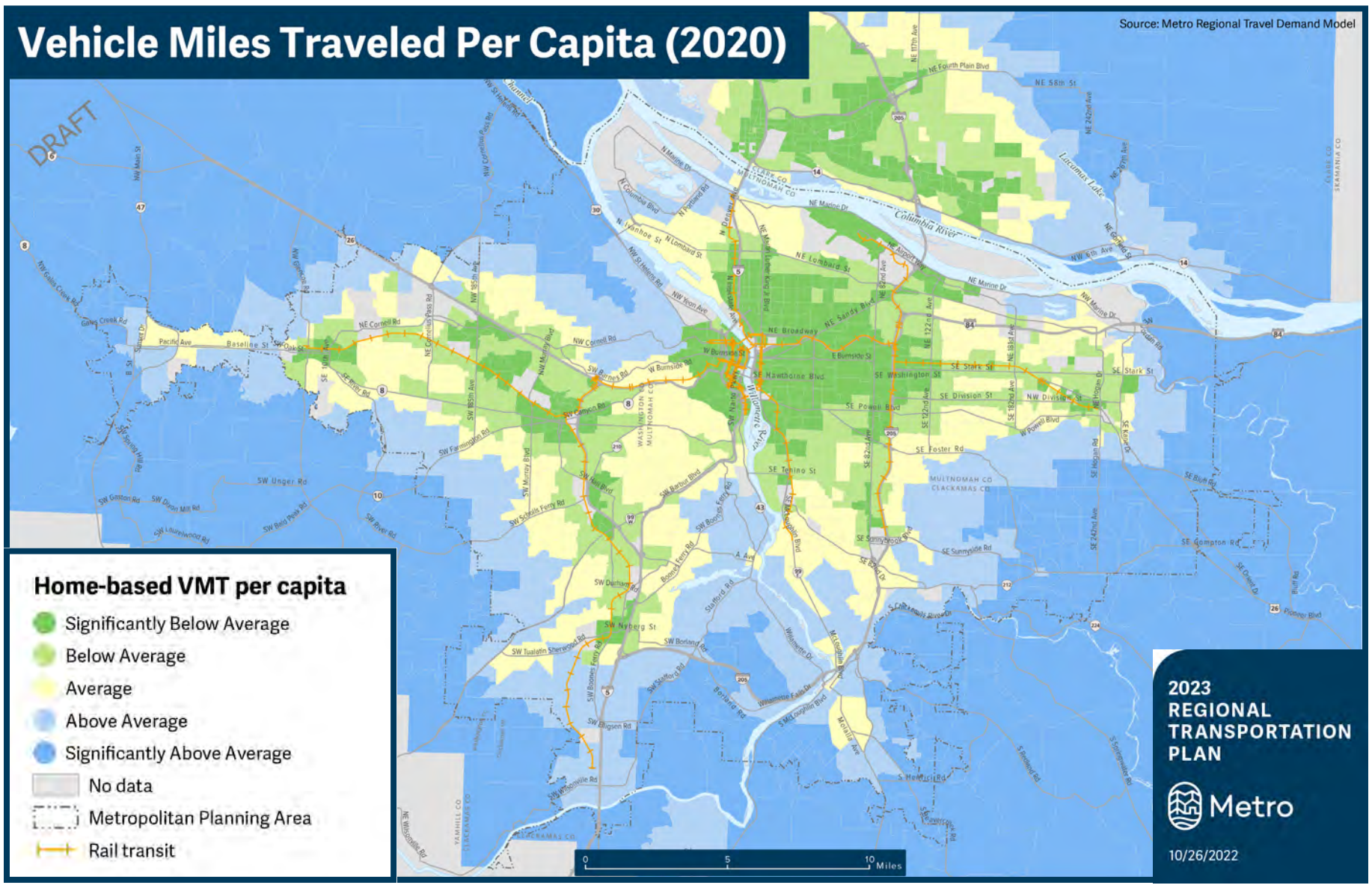
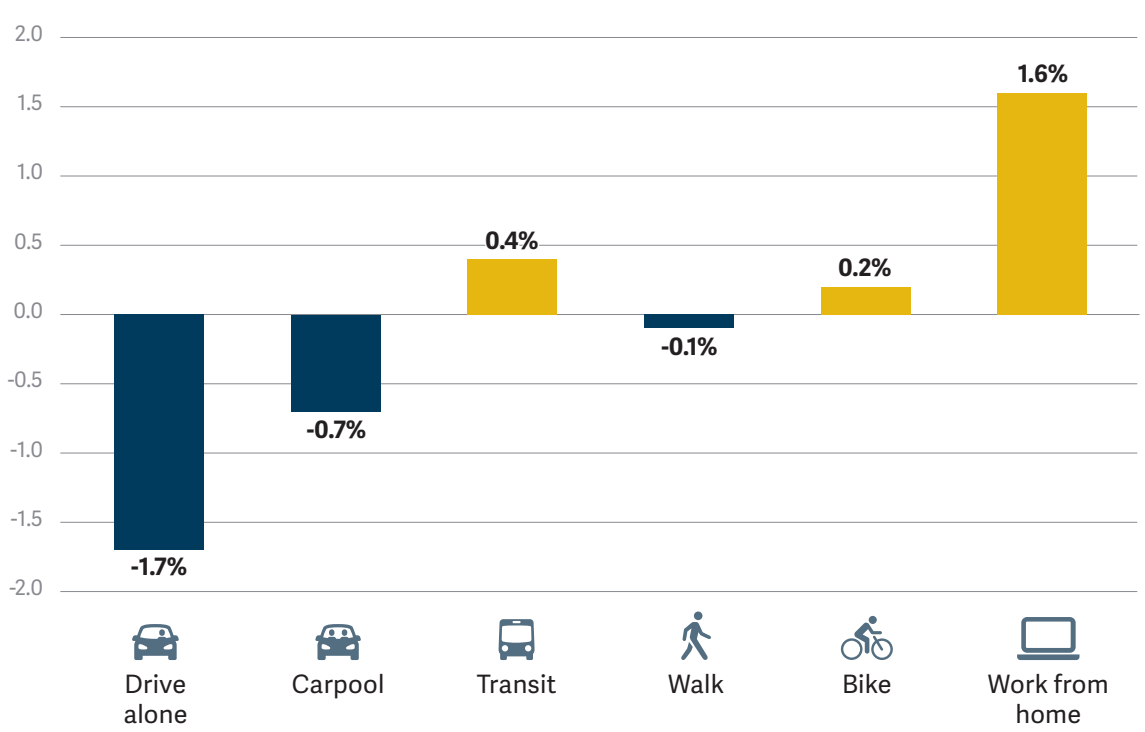


Figure 4 shows how home-based VMT per capita varies across the region. VMT per capita is lower in regional centers, along frequent transit lines, in many of the region's older neighborhoods, and in other communities that are rich with travel options.

VMT per capita is determined in large part by the share of trips that people take by modes other than driving. Reducing private vehicle trips is a significant part of reducing VMT per capita. Figure 5 shows change in regional mode shares for commute trips over the past decade. The share of people who drove to work, whether alone or in a carpool, fell, while the share of people who worked from home rose.

Figure 5. *Change in mode share, 2010-2019*



Based on US Census Bureau's 5 Year American Community Survey Estimates 2006-2010, and 2015-2019 for all tracts that intersect the Metro boundary

SAFETY

2023 Regional Transportation Plan Update

Zero is the region's goal. A safe system is how we get there.

In the greater Portland region, traffic fatalities and severe injuries are on the rise. People walking are more likely to die in crashes than people using other modes of transportation.

The region's approach to safety

In 2018, the Metro Council and Joint Policy Advisory Committee on Transportation adopted a target to reach zero traffic deaths and serious injuries by 2035. To achieve this goal, Metro and the region's transportation agencies employ a Safe System approach. The Safe System approach prevents the most serious crashes by holistically considering street design, speeds, people's behavior, and vehicles (Figure 1). Transportation agencies in the region use proven safety countermeasures to reduce roadway fatalities and serious injuries, including speed management, medians, crosswalk visibility enhancements, bicycle lanes, sidewalks, and more.

The guiding principles of the Safe System approach (Figure 2) acknowledge that people will make mistakes and may have road crashes—but the system should be designed so that those crashes will not result in death or serious injury. The Safe System approach emphasizes separation between people walking and bicycling and motor vehicles, access management and median separation of traffic, and survivable speeds.

Adopted Regional Transportation Plan (RTP) policies identify strategies and actions for regional partners to improve traffic and personal safety on the region's roadways. Actions include improving arterials with complete streets designs, managing speeds for safety, investing in Safe Routes to Schools, and increasing access to transit.

Figure 1. *Components of the Safe System approach*

Figure 2. *Guiding principles of the Safe System approach*

Safe System Approach

It is possible to PREVENT ALL traffic deaths

Proactively integrate HUMAN FAILING into design

FOCUS on analyzing FATAL and SEVERE CRASHES

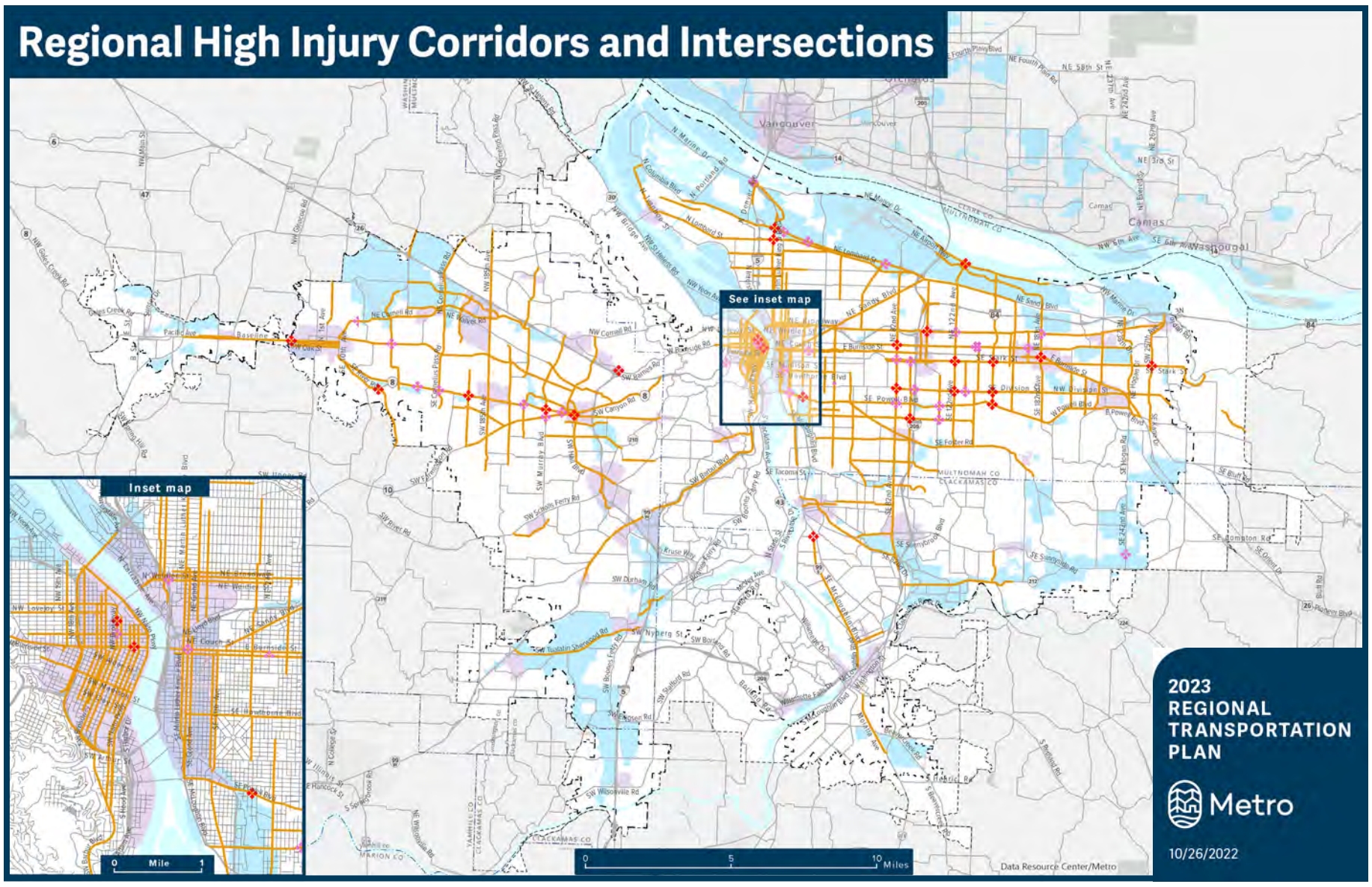
PROACTIVELY design a forgiving system

Saving lives is NOT EXPENSIVE

Did you know...

- About half (51%) of planned capital investments in the financially constrained 2018 RTP were safety benefit projects.
- Traffic fatalities in the Portland region have been increasing, except among people bicycling.
- Speeding, alcohol, and drugs are the most common contributing factors for crashes in the region. From 2016 to 2020, speed was involved in 35% of fatal crashes.
- Total crashes fell during the COVID-19 pandemic because fewer people were driving. However, the crashes that occurred were more likely to be fatal.
- The Portland region has fewer fatal crashes than other metro regions. Though it is the 25th most populous region in the US, it has the 50th highest rate of pedestrian traffic fatalities. This is in part because our commitment to compact urban growth is working.
- The regional pedestrian fatality rate increased from 1.22 in 2011-15 to 1.83 in 2016-20. This seems to be part of a national trend—the pedestrian fatality rate also rose across the US and in almost all peer metro regions during that same time period. Larger vehicles may be making crashes more dangerous for pedestrians.

Figure 3. *High injury corridors and intersections in the region (explore this map in more detail here)*



Regional High Injury Corridors

A majority of traffic deaths occur in a relatively small number of locations, mostly along arterial roads. Making these streets and intersections safer is critical to reducing crashes in the region. Figure 3 shows High Injury Corridors (where 60% of the region's fatal and serious crashes occur) and High Injury Intersections (those that are in the top 5% for severe injury rates are marked in pink; those that are in the top 1% are marked in red).

Traffic deaths and serious injuries

Regional partners are working together to eliminate traffic deaths and serious injuries on our streets. The latest data show that there is more work to do.

Traffic deaths are increasing (Figure 4). Severe injuries are also increasing, but more slowly, and there have been some declines during recent years. Overall, the region is not on track to meet its Vision Zero goal.

People who are walking and biking are particularly vulnerable

The vast majority of crashes in the region only involve vehicles. However, bicyclists, motorcyclists, and especially pedestrians are vulnerable travelers who face significantly higher risk of death when they are involved in crashes. As Figure 5 shows, though only 2% of crashes involve pedestrians, pedestrians represent 38% of traffic deaths. Protecting pedestrians is critical to preventing serious crashes.

Figure 4. *Annual traffic fatalities, compared to the trend, and target, 2009-2020 region*

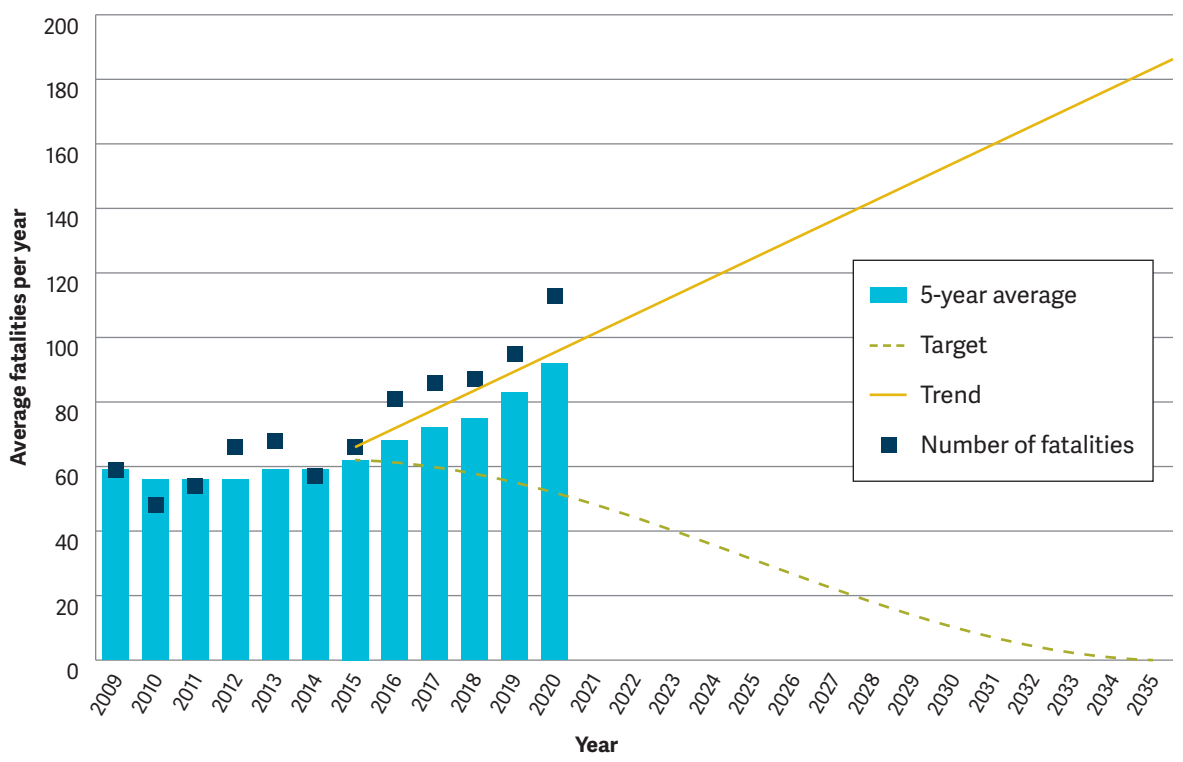
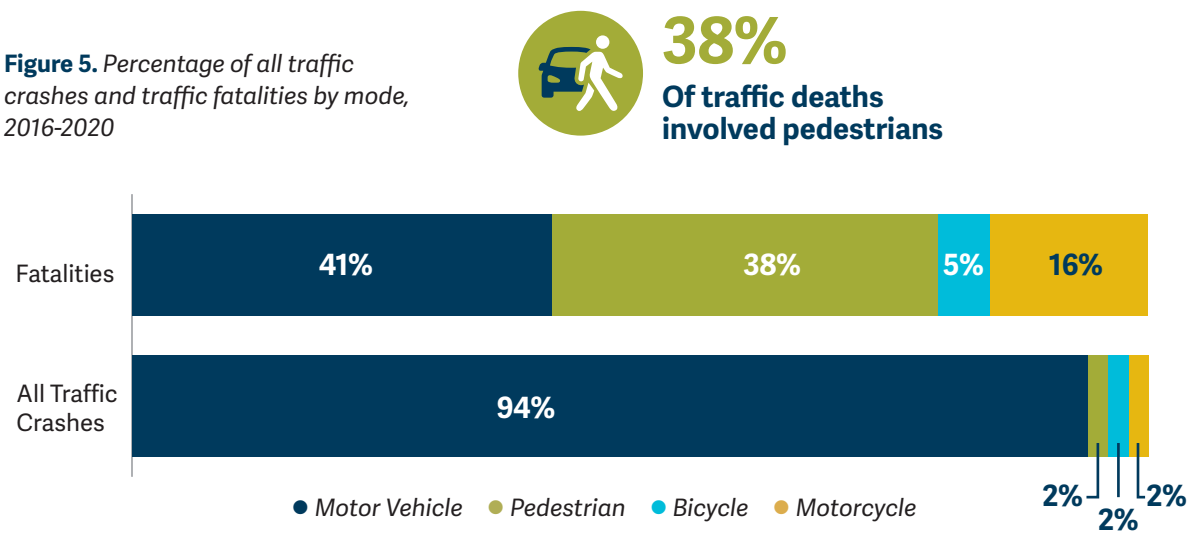


Figure 5. *Percentage of all traffic crashes and traffic fatalities by mode, 2016-2020*



EQUITY

2023 Regional Transportation Plan Update

The region's goals are only met when everyone shares in the benefits. Investing in transportation for marginalized communities will get us there.

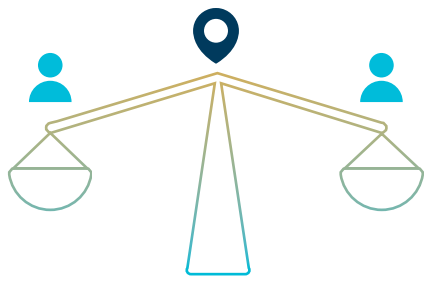
The greater Portland region has made progress in restoring transportation justice, but some deep-seated inequities remain.

The region's approach to equity

The Regional Transportation Plan (RTP) directs Metro and its transportation agency partners to "prioritize transportation investments that eliminate transportation-related disparities and barriers for historically marginalized communities, with a focus on communities of color and people with low incomes." Metro has engaged marginalized communities across the region to better understand their transportation needs. These communities have emphasized the need for fast, frequent, affordable, and reliable transit connections to key destinations and safer walking and biking infrastructure, particularly near transit stops.

Equity Focus Areas

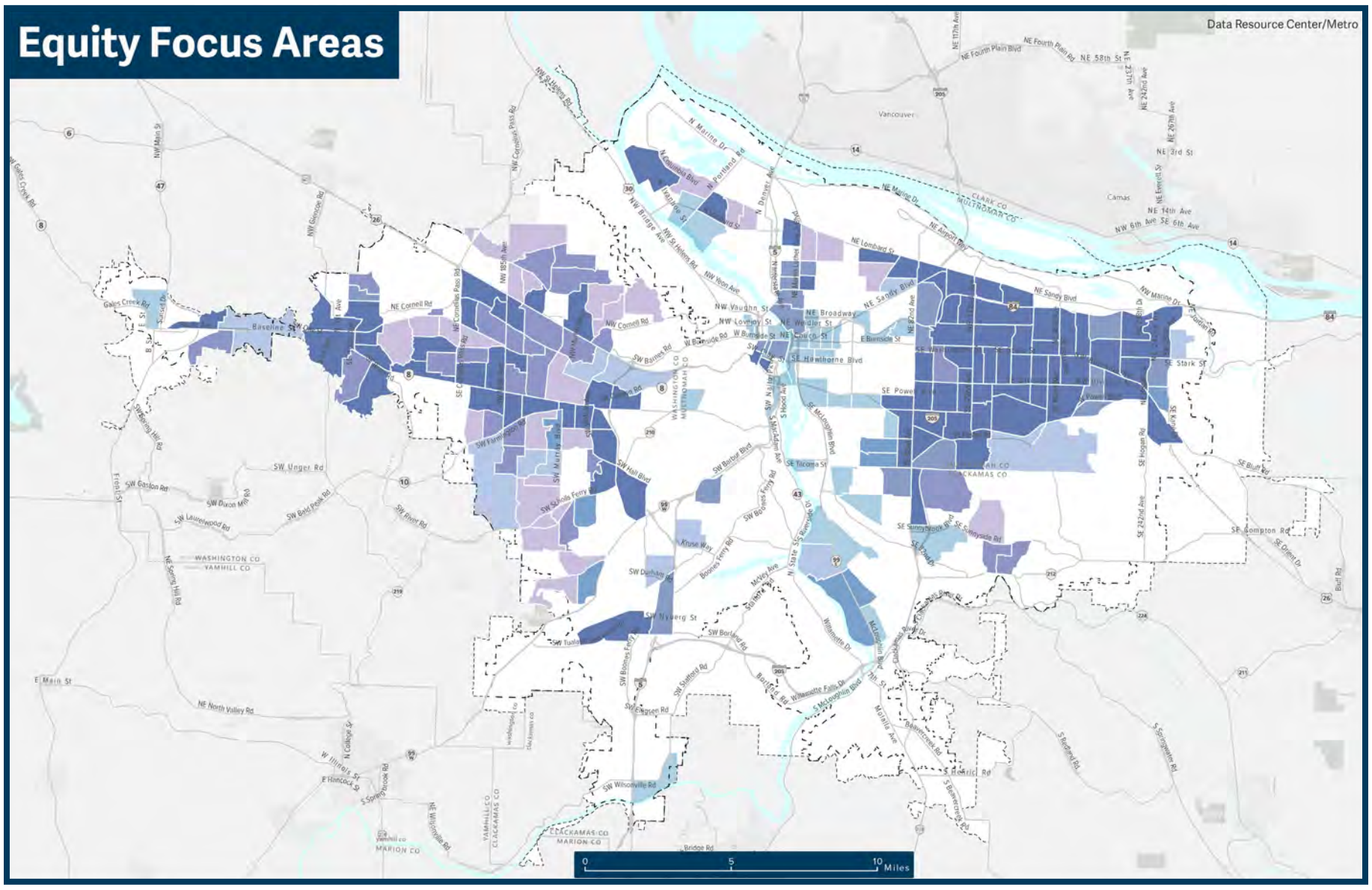
Equity Focus Areas (EFAs) are places where people of color, people with low incomes, and people with limited English proficiency are concentrated. These communities have been excluded from decisions, and negatively impacted by transportation projects. EFAs were identified to guide transportation plans and investments toward meeting these communities' needs, while accounting for regional growth and change. Figure 1 shows which marginalized groups are present in each EFA. EFAs are located throughout the region, and there are concentrations of EFAs in East Portland and Multnomah County and along Tualatin Valley Highway in Washington County.



Did you know...

- Home values rose by 48% from 2015 to 2020 and continued to increase during the pandemic. Home ownership rates are lower among people of color than they are among white people.
- The region is aging. The share of people 65 and older is growing, while all other age groups are declining. However, people under 44 will continue to be in the majority through 2045.
- The COVID-19 pandemic had particularly severe and long-lasting impacts on people of color and workers with low incomes. Black and Latino Americans were twice as likely to be hospitalized and three times as likely to die due to COVID-19 as white Americans.

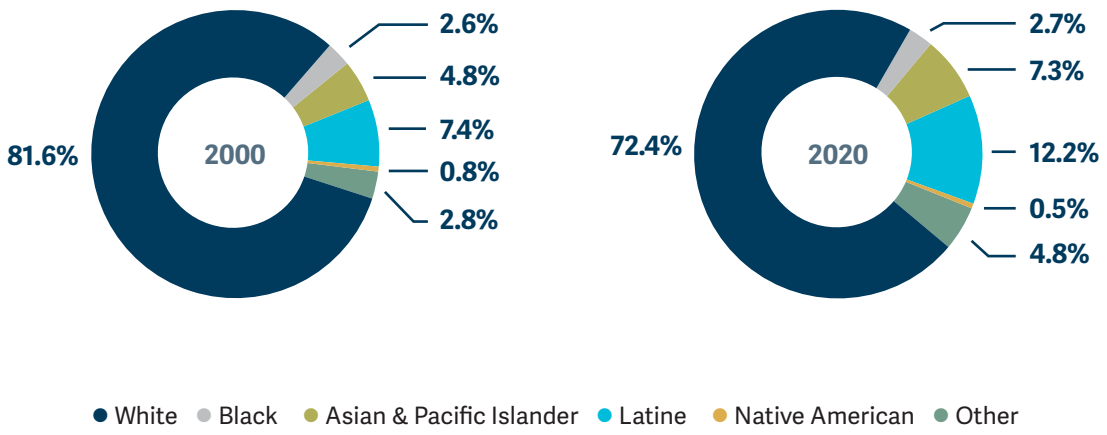
Figure 1. *Equity focus areas, 2020 (explore this map in more detail here)*



Recent demographic and economic changes

The region continues to grow more racially and ethnically diverse. The share of residents who identify as people of color has been increasing steadily over the past several decades; from under 1% in 1960 to 28% in 2020. Figure 2 shows how the racial and ethnic makeup of the region's population changed between 2000 and 2020, during which the share of residents who identify as people of color grew from 18% to 28%.

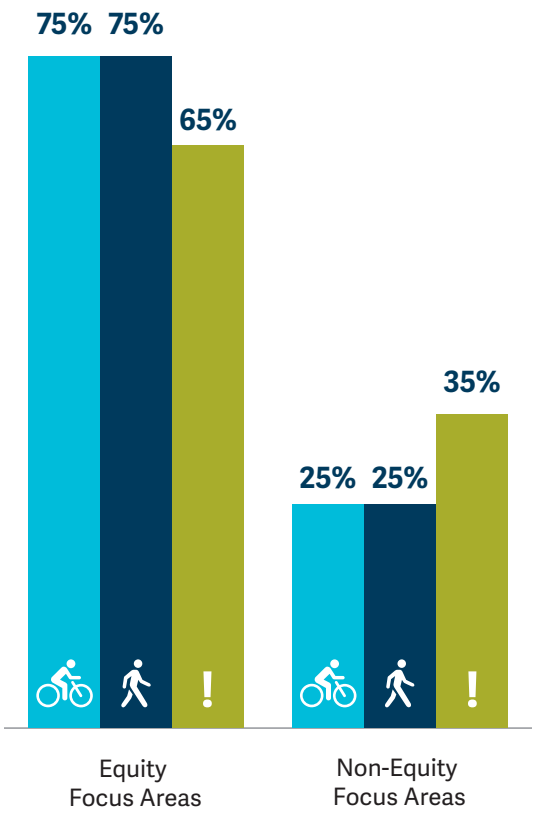
Figure 2. *Population by race and ethnicity in the seven-county region, 2000 and 2020*



Crashes and equity

A majority (65%) of fatal and severe injury crashes—and 75% of those crashes that involve pedestrians and bicyclists—are in EFAs (Figure 3). Addressing high-crash locations in these areas makes the transportation system safer for all users and makes the region more equitable.

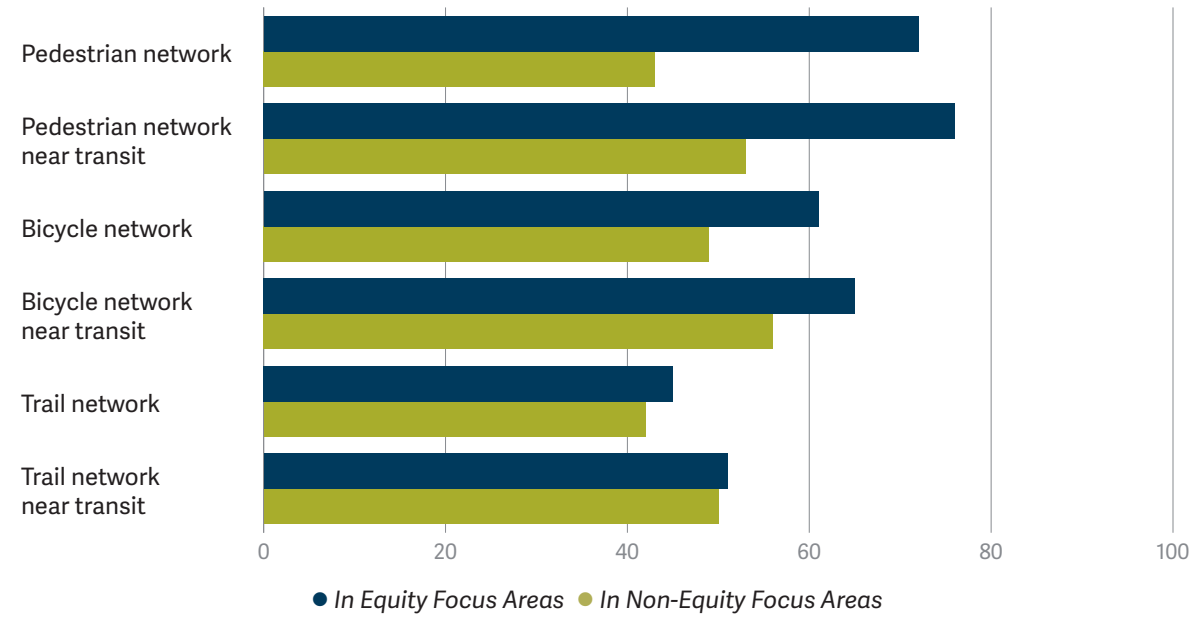
Figure 3. *Percentage of average annual traffic fatalities and severe injuries in EFAs*



System completeness in Equity Focus Areas

The active transportation network is generally more complete in EFAs than in other communities (Figure 4). However, significant portions of the network still need to be completed for everyone in the region to benefit from high-quality walking and biking connections.

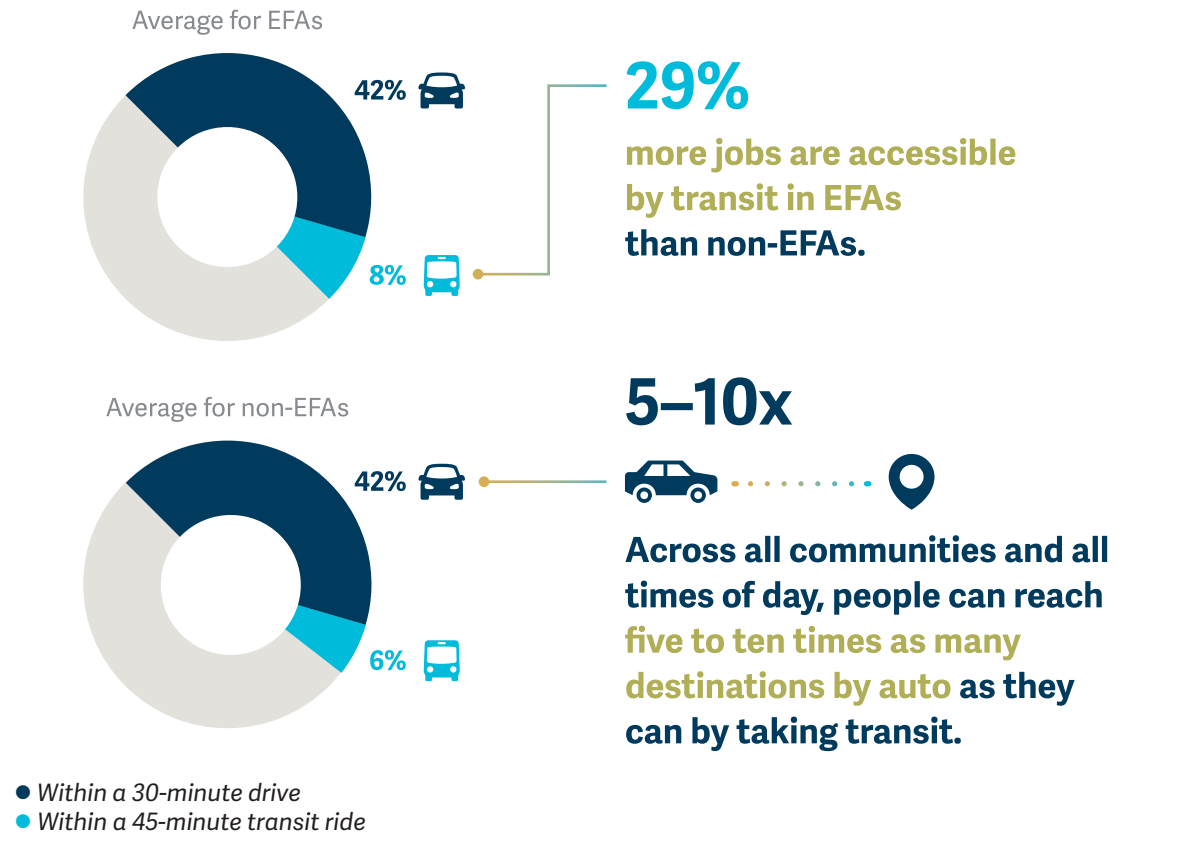
Figure 4. *System completeness by network type and geography*



Access to destinations via transit

EFA residents say that they need better transit connections between their communities and their destinations. Transit is the most affordable mode for longer-distance trips in the region. EFAs have better access to destinations by transit than other communities, but the transit system does not connect people to destinations nearly as well as driving does (Figure 5).

Figure 5. *Percentage of jobs accessible during rush hour*



May 2023

2023 Regional Transportation Plan
Draft project list overview and maps

This document contains information and maps summarizing the draft 2023 Regional Transportation Plan (RTP) constrained project list. Now that the RTP Call for Projects to city, county, state and special district partners is complete, Metro staff are seeking input on the draft project list on how these investments align with the policy framework set forth by Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) at their joint workshops in 2022.

This document is part of the extensive suite of information that will continue to be developed and used to evaluate the impacts of the RTP and finalize the plan. **Visit oregonmetro.gov/rtp for more information** about the update to the RTP and the draft project list.

Introduction
This overview and the attachments include information that can help the public, agency staff and decision makers understand the plan's investments.

The project list information is also available online in a variety of formats:

- **Interactive map** of the projects submitted is available online at: **https://drcmetro.maps.arcgis.com/apps/webappviewer/index.html?id=9cde84c8845c4c66a2ed1c41baedc956**
- **Interactive Airtable** that presents information about each project in tabular form, including a project description, estimated cost, timing and the high-level assessment results. The Airtable can be found at: **https://airtable.com/shrE3wFe9bla5ghTM/tblIiY1vwSuxgqFIf/viwTeTj2keSfc0D0m**
- **An excel workbook of the projects and all the information submitted** by jurisdictional partners can be downloaded here: **https://www.oregonmetro.gov/sites/default/files/2023/04/07/2023-RTP-Project-List-2023-03-23readonly.xlsx**

In addition to this information, a quantitative system-level evaluation of how the RTP performs with respect to specific RTP performance measures and targets is in process. That information is summarized in a separate document and will also help inform potential refinements to the draft project list.

RTP project list summaries

Project list summaries include aggregate information such as the distribution of projects across different types of investments and different cost categories. These summaries provide information on the spending profile of the RTP as well as context to help understand the types of information discussed below.

- **By investment scenario**: The RTP contains several different investment scenarios that represent when projects are intended to be built (short- vs. long-term also

referred to as 2030 vs. 2045) and whether or not funding is expected to be available to cover the project given other priorities (constrained vs. strategic). This information can help to understand the timing and prioritization of projects. For example a project on the 2030 constrained list is a project the region expects to be able to fund by 2030.

- **By investment category:** Nominating agencies assign an investment category to all RTP projects that represents how the majority of project funds will be spent. These categories describe characteristics such as the type of investment (capital vs. maintenance and/or operations), the primary mode of investment (transit and active transportation) or the type of facility involved (throughways vs. roads and bridges). These categories are important for understanding the RTP's investment priorities and also for demonstrating financial constraint (i.e., that the region can be reasonably expected to have the funding to play for planned investments) since many of the revenue streams accounted for in the RTP are restricted to certain types of projects.
- **By cost category**: The projects in the RTP range in cost from roughly $1.5 million to $6 billion dollars. Some investment categories consist of hundreds of smaller projects and some consist of a few large projects. Looking at projects by cost can help to understand how and the RTP is investing in different priorities, and can also help stakeholders strategically identify opportunities to improve the project list.

The capital investment categories include:

- *Road and bridge* projects, including "complete street" reconstructions, arterial street connectivity and widening, and highway overcrossings that provide mobility and access for all modes of travel.
- *Throughway* projects that add or reconfigure lanes on throughways, and which may also include improvements to nearby surface streets, active transportation facilities, and transit facilities.
- *Freight access* projects that improve access and mobility for national and international rail, air and marine freight to reach destinations within the region's industrial areas and to the regional throughway system.
- *Transit capital* projects include high-capacity transit extensions and regional, corridor or site-specific projects to improve speed and reliability of bus and streetcar service.
- *Walking and biking* projects fill important gaps in sidewalks, bikeways and trails to make biking and walking safe, convenient and accessible for all ages and abilities.
- *Information and technology* projects use information and technology to manage travel demand and/or the transportation system and to help people learn about travel options.
- *Megaprojects* include multimodal projects that cost over $2 billion. The Interstate 5 Bridge Replacement is currently the only project in this category.
- *Other* projects include regional programmatic investments like the Regional Travel Options program.
- *Transit service and operations* projects fund the continued operation of the existing transit network.
- *Transit maintenance* projects fund the maintenance of the existing transit network.
- *Road, bridge, and throughway maintenance* projects maintain the existing roadway network, sometimes including existing on-street active transportation facilities.

Investment scenarios include:

- The *short-term constrained* scenario includes projects that the region can reasonably expect to build between 2023 and 2030 with the funds that are likely to be available during that time period. The highest priority projects in the region typically end up in this scenario.
- The *long-term constrained* scenario includes projects that the region can reasonably expect to build between 2031 and 2045 with the funds that are likely to be available during that time period. This scenario covers twice as many years as the short-term constrained scenario, and its budget is also roughly double the size.
- The *total constrained* or *constrained* scenario includes both the short- and long-term constrained scenarios, and therefore all investments that the region can reasonably expect to fund between 2023 and 2045.
- The *strategic scenario* includes additional strategic priority investments that could be built with additional transportation resources if they became available in the region. These projects are not anticipated to be completed unless new, as of yet identified funding becomes available. Since the financial forecast for the next several years is generally much clearer than for later years, Strategic projects are assumed to be implemented between 2031 and 2045.

Overview of Throughway Capacity, Bridge and Transit Capital Investments Proposed for the 2023 Regional Transportation Plan

Metro staff developed a summary of all throughway capacity projects, bridge projects with a cost of more than $500 million, and all high capacity transit and Better Bus projects submitted by agency partners. Projects shown in blue text have completed NEPA work (or NEPA work is underway).

RTP project list maps

Metro staff developed regional-level maps of the draft constrained project list to show the general location of all capital projects and transit service submitted by agency partners.

- RTP constrained project list map (region-wide)
- TriMet and SMART transit capital projects and transit service maps (region-wide)
    - 2020
    - 2030 Constrained Service
    - 2045 Constrained Service
- ODOT constrained capital projects map (region-wide)

DRAFT CONSTRAINED PROJECT LIST

RTP spending by investment category

Capital projects make up 35% of the total constrained project list. Operations and maintenance comprise the remaining 65%. For more information about the projects and the 2023 Regional Transportation Plan visit: **oregonmetro.gov/rtp**.

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REGIONWIDE

$25.3B
CAPITAL PROJECT SPENDING
[YEAR OF EXPENDITURE $]

- 12% Walking + Biking
- 11% Transit Capital
- 31% Roads + Bridges
- 19% Throughways
- 24% I-5 IBR Program
- 2% Freight Access
- 2% Info + Technology

$48.0B
OPERATIONS + MAINTENANCE SPENDING
[YEAR OF EXPENDITURE $]

- 58% Transit Service + Operations
- 10% Transit Maintenance
- 32% Throughway+Road+Bridge Maintenance

$73.3B
total RTP project spending
[YEAR OF EXPENDITURE $]

SHARE OF CAPITAL SPENDING BY PROJECT LOCATION

PORTLAND

CAPITAL PROJECT SPENDING [YEAR OF EXPENDITURE $] $15.4B

- 6% Walking + Biking
- 14% Transit Capital
- 20% Roads + Bridges
- 39% I-5 IBR Program
- 17% Throughways
- 2% Freight Access
- 3% Info + Technology

CLACKAMAS COUNTY

CAPITAL PROJECT SPENDING [YEAR OF EXPENDITURE $] $7.2B

- 12% Walking + Biking
- 13% Transit Capital
- 33% Roads + Bridges
- 37% Throughways
- 1% Freight Access
- 5% Info + Technology

MULTNOMAH COUNTY (NON-PDX)

CAPITAL PROJECT SPENDING [YEAR OF EXPENDITURE $] $3.0B

- 12% Walking + Biking
- 21% Transit Capital
- 51% Roads + Bridges
- 1% Throughways
- 3% Freight Access
- 12% Info + Technology

WASHINGTON COUNTY

CAPITAL PROJECT SPENDING [YEAR OF EXPENDITURE $] $9.4B

- 11% Walking + Biking
- 22% Transit Capital
- 50% Roads + Bridges
- 13% Throughways
- 4% Info + Technology

NOTES:

1. Year of Expenditure $ represent current year costs inflated to a projected cost for the year of expenditure.
2. Percentages may not add up due to rounding.
3. Road and bridge projects include street reconstructions, new street connections and widening, and throughway overcrossings with designs that support walking and biking to provide mobility and access for all modes of travel.
4. Freight access projects improve access and mobility for national and international rail, air and marine freight to reach destinations within the region's industrial areas and to the regional throughway system.
5. City/county totals do not sum to regional totals because many RTP projects cross county lines. Where this is the case, the entire project cost is included in the totals for each county in which it is located.
6. The I-5 Interstate Bridge Replacement (IBR) Program is reported separately due to the overall cost and mix of investments that would be constructed as part of the project. The project would replace I-5/ Columbia River bridges, add auxiliary lanes and improve interchanges on I-5, extend light rail transit from Expo Center to Vancouver, WA., add walking and biking facilities and implement variable rate tolling.

DRAFT CONSTRAINED PROJECT LIST

Nominating agencies: number and cost of capital projects by investment category

The 2023 Regional Transportation Plan will include an updated list of transportation investment priorities for the greater Portland region for the next 20 years. This list will include investments such as transit, sidewalk, bridge, bikeway and roadway projects as well as transit service and road maintenance and operations. Among these projects, some will be prioritized for funding within the next seven years, by 2030. The information in this document provides a breakdown of capital projects by nominating agency. For more information about the projects and the 2023 Regional Transportation Plan visit: oregonmetro.gov/rtp.

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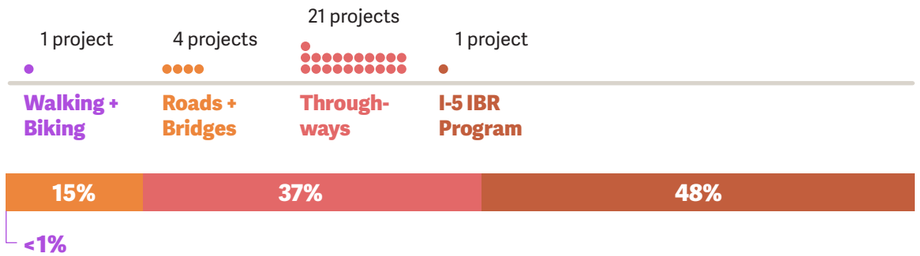
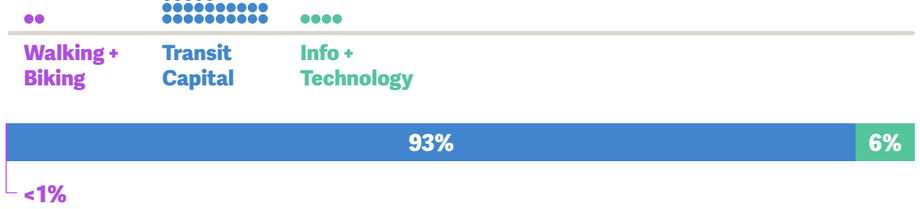
ODOT

$12.61B total constrained capital RTP spending [YOE $]



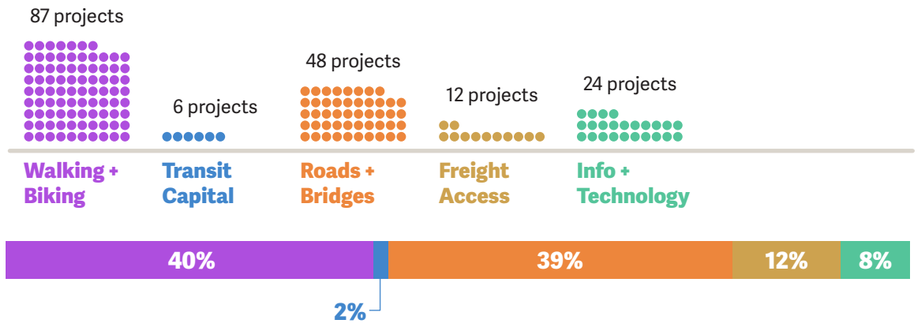
TRIMET

$2.38B total constrained capital RTP spending [YOE $]



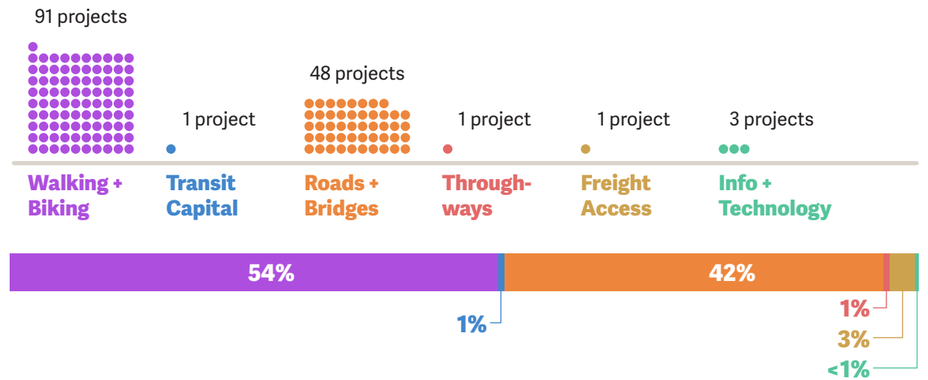
CITY OF PORTLAND

$2.08B total constrained capital RTP spending [YOE $]



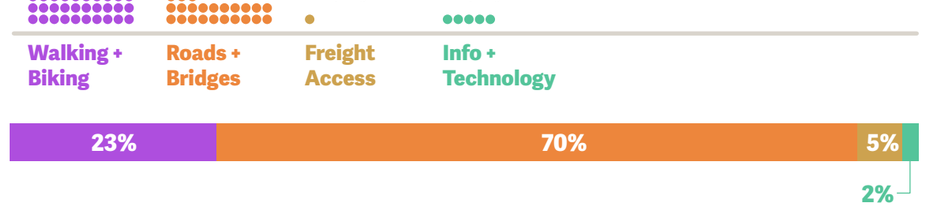
CLACKAMAS COUNTY

$1.62B total constrained capital RTP spending [YOE $]



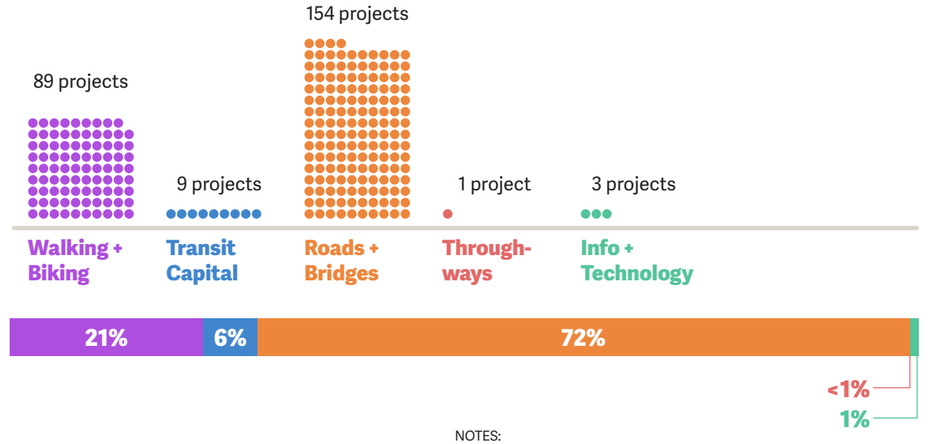
MULTNOMAH COUNTY (NON-PDX)

$1.65B total constrained capital RTP spending [YOE $]



WASHINGTON COUNTY

$4.66B total constrained capital RTP spending [YOE $]



NOTES:

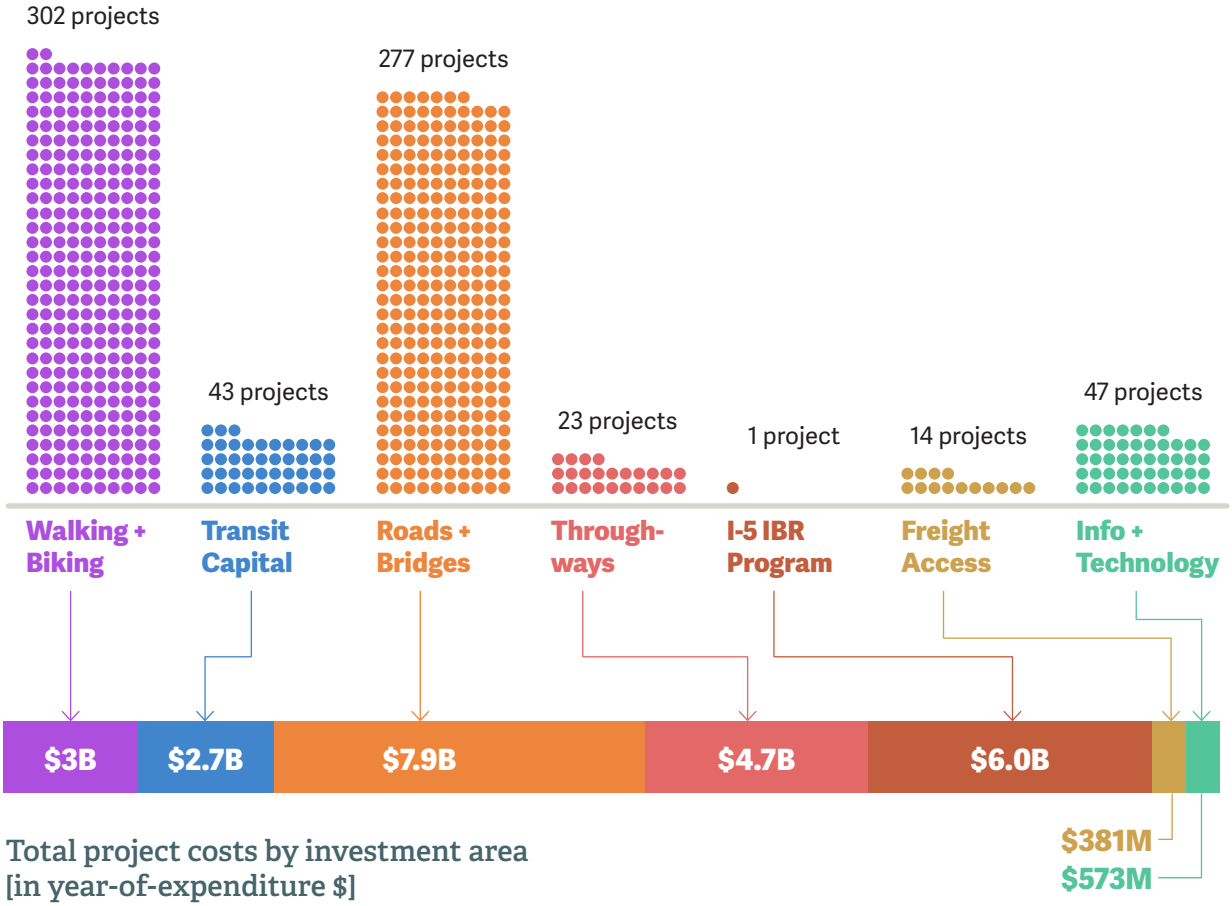
1. The information is for capital projects only; operations and maintenance costs are not included.
2. County project summaries include cities within the county.
3. Project costs are in year-of-expenditure dollars.
4. The investment category for each project is assigned by the lead agency on the project and represents how the majority of project funds will be spent.
5. Percentages may not add up due to rounding.

4/11/2023

DRAFT CONSTRAINED PROJECT LIST

Number and cost of capital projects by investment category

Road and transit operations and maintenance costs are not presented here. For more information about the projects and the 2023 Regional Transportation Plan visit: **oregonmetro.gov/rtp**.

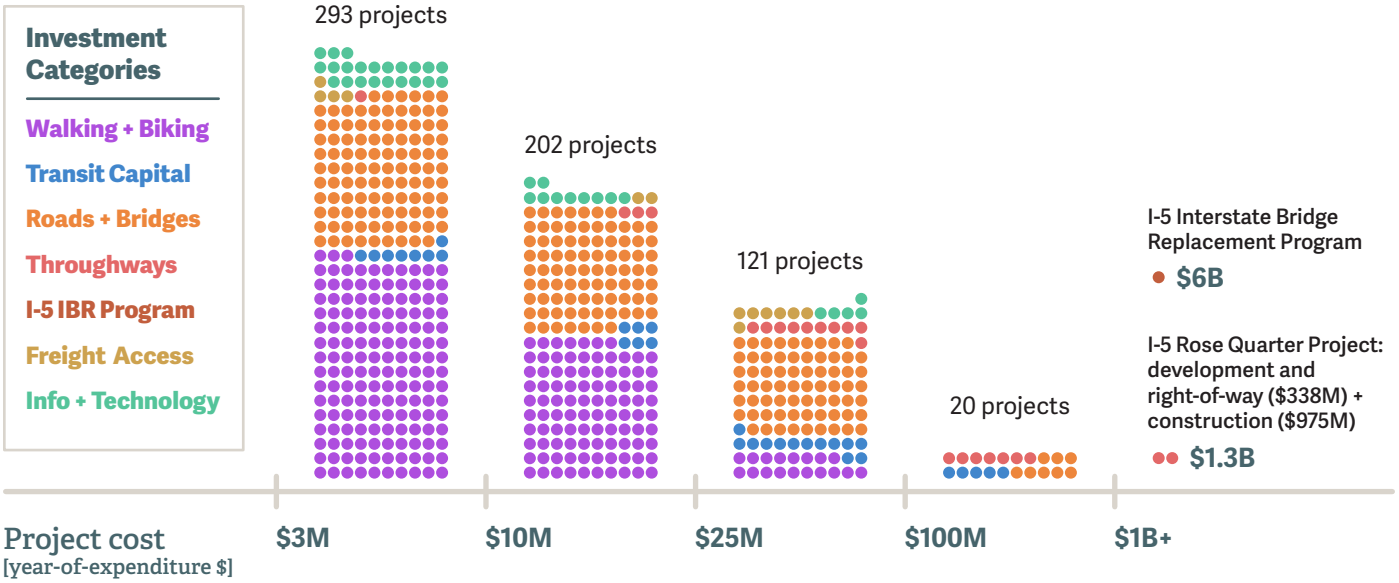


Total project costs by investment area
[in year-of-expenditure $]

DRAFT CONSTRAINED PROJECT LIST

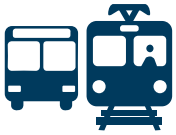
Cost range of capital projects by investment category

Road and transit operations and maintenance costs are not presented here. For more information about the projects and the 2023 Regional Transportation Plan visit: **oregonmetro.gov/rtp**.



Overview of Throughway Capacity, Bridge and Transit Capital Investments Proposed for the 2023 Regional Transportation Plan

This document summarizes all throughway capacity projects, bridge projects with a cost of more than $500 million, and all high capacity transit and Better Bus projects submitted by agency partners. Projects shown in blue text have completed NEPA work (or NEPA work is underway). *RTP IDs are shown in italics.* For more information about the projects and the 2023 Regional Transportation Plan visit: **oregonmetro.gov/rtp.**

	2030 Constrained	2045 Constrained	2045 Strategic/Unconstrained
Throughway & Bridge	• I-5/Rose Quarter Improvement Project *(10867, 11176)* • I-205/Abernethy Bridge *(11969, under construction)* • I-205 widening and I-205 Toll Project *(11586, 11904, 12099)* • I-5 and I-205: Regional Mobility Pricing Project *(12304)* • OR 212/224 Sunrise Project Ph. 2 (PE, RW) *(10890)* • OR 224 WB widening *(11350)* • Earthquake Ready Burnside Bridge Project *(11376, 12076)* • I-5 Boone Bridge and Seismic Improvement Project (PE, RW) *(12305)*	• I-5/Interstate Bridge Replacement Program *(10866)* • OR 212/224 Sunrise Project Ph. 2 (CON) *(11301)* • I-5 Boone Bridge and Seismic Improvement Project (CON) *(11990)* • I-5 NB braided ramps *(11989)* • I-5 NB auxiliary lane extension Ph. 2 *(11402)* • I-5 SB truck climbing lane *(11984)* • OR 217 SB braided ramps *(11988)* • US 26/185th Avenue on-ramp widening *(12148)*	• Sunrise Project Ph. 3 *(12020)* • I-5 NB auxiliary lane extension Ph. 3 *(11583)* • I-5/OR 217 Interchange Ph. 2 *(11302)* • OR 217 capacity improvements *(11582)* • OR 217 NB auxiliary lane extension *(11976)* • US 26 widening *(11393)*
High Capacity Transit 	• MAX Red Line Improvements *(10922, under construction)* • Southwest Corridor (PD) *(12322, 12301)* • 82nd Avenue Transit Project *(12029)* • Tualatin Valley Highway Transit Project *11589)* • Montgomery Park Streetcar *(11319)*	• I-5/Interstate Bridge Replacement Program *(10866)* • Southwest Corridor (PD, PE, RW) *(12292, 12300)* • Steel Bridge Transit Bottleneck (PD) *(12050)*	• Southwest Corridor (CON) *(11587)* • Steel Bridge Transit Bottleneck (CON) *(10921)* • Beaverton-Hillsdale Highway Corridor HCT *(12290)* • Burnside/Stark Corridor HCT *(12286)* • Lombard/Cesar Chavez Corridor HCT *(12288)* • Martin Luther King Jr. Corridor HCT *(12287)* • SW 185th Corridor HCT *(12289)* • Sunset Highway Corridor HCT *(11912)* • Forest Grove HCT *(10771)* • AmberGlen/N. Hillsboro Streetcar (*11278, 11573)* • NW Lovejoy to Hollywood Streetcar Extension *11102)* • Johns Landing Streetcar *(11639)* • WES expansion to Salem *(11751)*

Metro

	2030 Constrained	2045 Constrained	2045 Strategic/Unconstrained
Better Bus	• East Burnside/SE Stark Enhanced Transit Project *(12030)* • Lombard/Cesar Chavez Enhanced Transit Project *(12034)* • NE MLK Jr Blvd Enhanced Transit Project *(12027)* • NE Sandy Blvd Enhanced Transit Project *(12028)* • SE Belmont Enhanced Transit Project *(12033)* • SE Hawthorne/Foster Ave Enhanced Transit Project *(11834)* • Portland Central City Portals Enhanced Transit *(11761)* • SE Powell Blvd Enhanced Transit Project *(12035)* • SW Beaverton-Hillsdale Hwy Enhanced Transit Project *(12032)* • 122nd Avenue Corridor Transit Improvements *(11868)* • Additional transit supportive projects region-wide *(including 10779 and 11440)*	• Cornell/Barnes/ Line 48 Enhanced Transit Project *(12063)* • 185th and Farmington/Line 52 Enhanced Transit Project *(12064)* • Inner North Portland (Vancouver/Williams/ Mississippi/Albina) Enhanced Transit Project *(11833)* • ETC/Rose Lanes Transit Improvement Fund *(12232)* • Additional transit supportive projects region-wide *(including 11441, 10805 and 10846)*	• 99W Enhanced Transit Project *(12176)* • Additional transit supportive projects region-wide

Acronyms used for project phases

- NEPA = National Environmental Policy Act
- PD = project development
- PE = preliminary engineering
- RW = right-of-way
- CON = construction
- Ph. = phase

2023 RTP Project List

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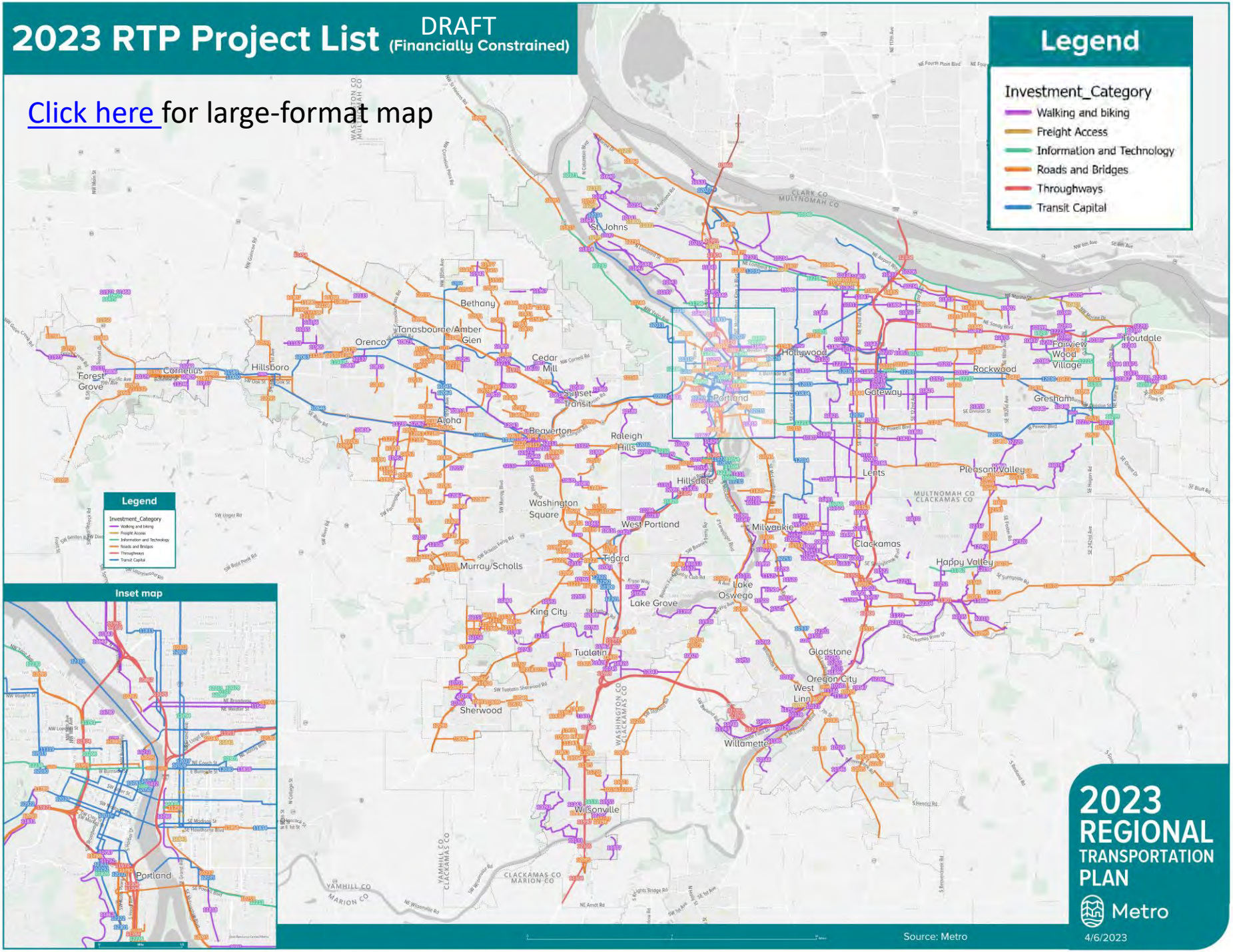
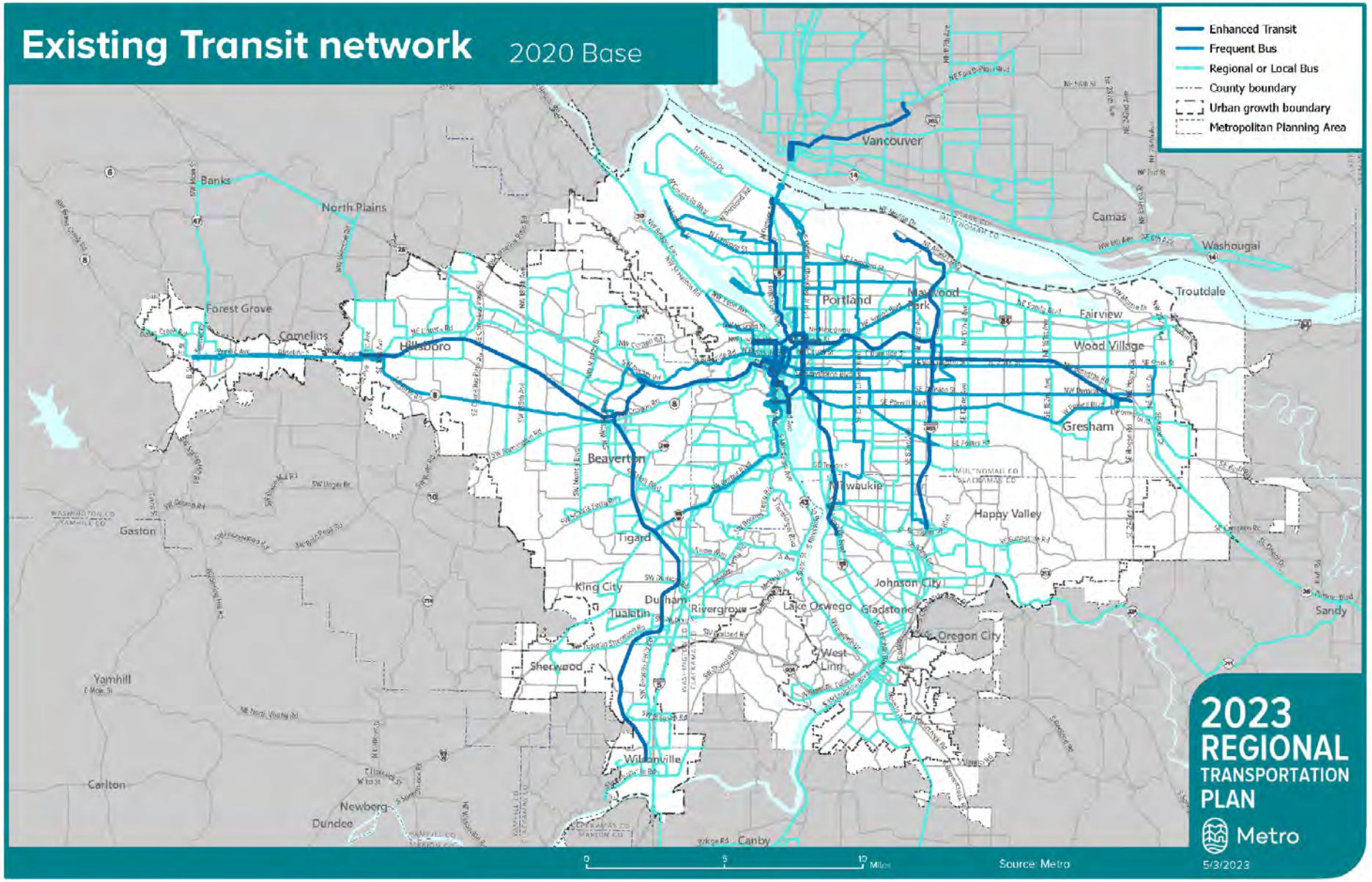
(Financially Constrained)

[Click here](#) for large-format map

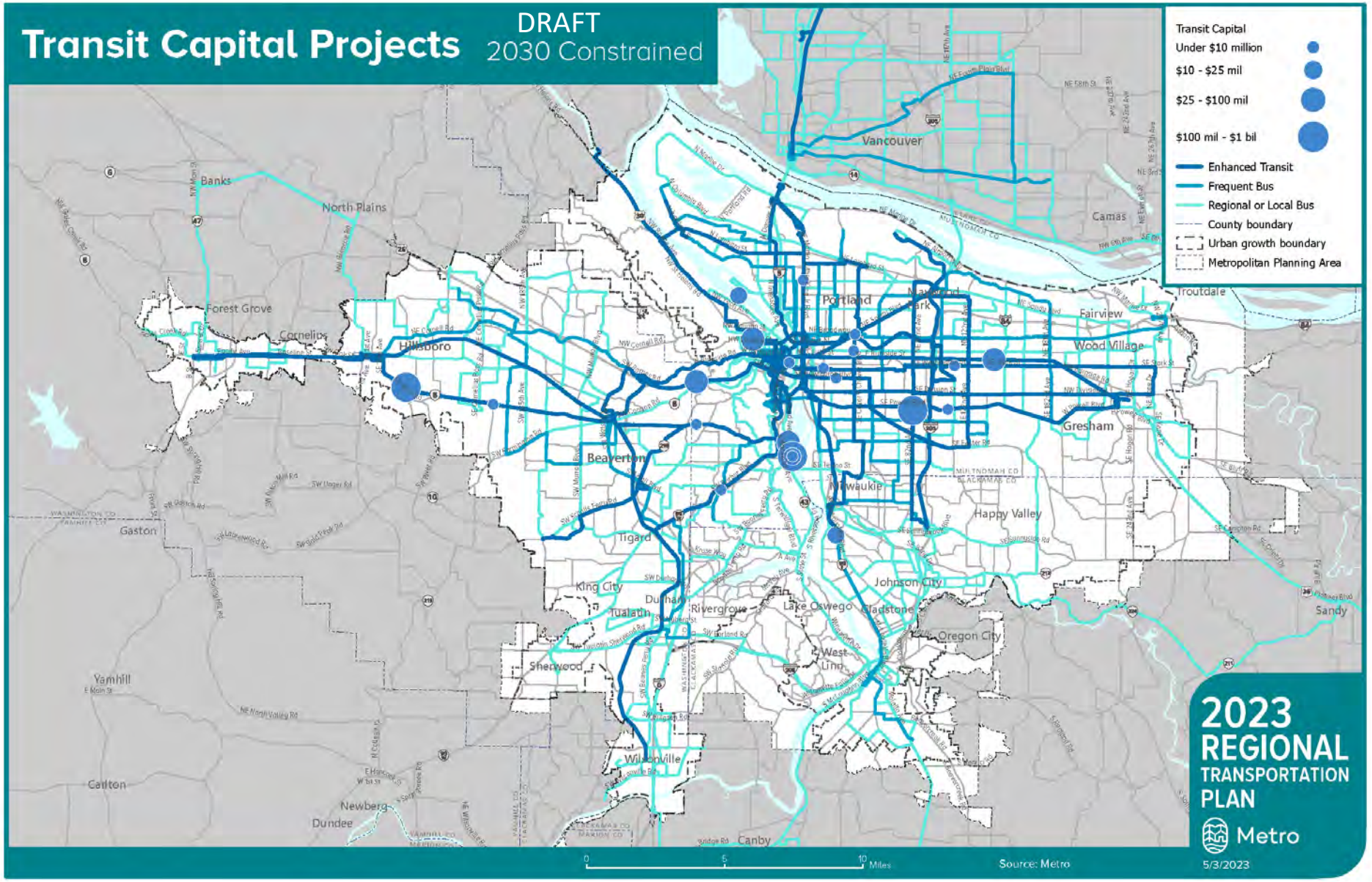


TriMet and SMART Transit Service and Capital Projects



This map also includes C-Tran and other transit service from outside the planning area boundary.

TriMet and SMART Transit Service and Capital Projects



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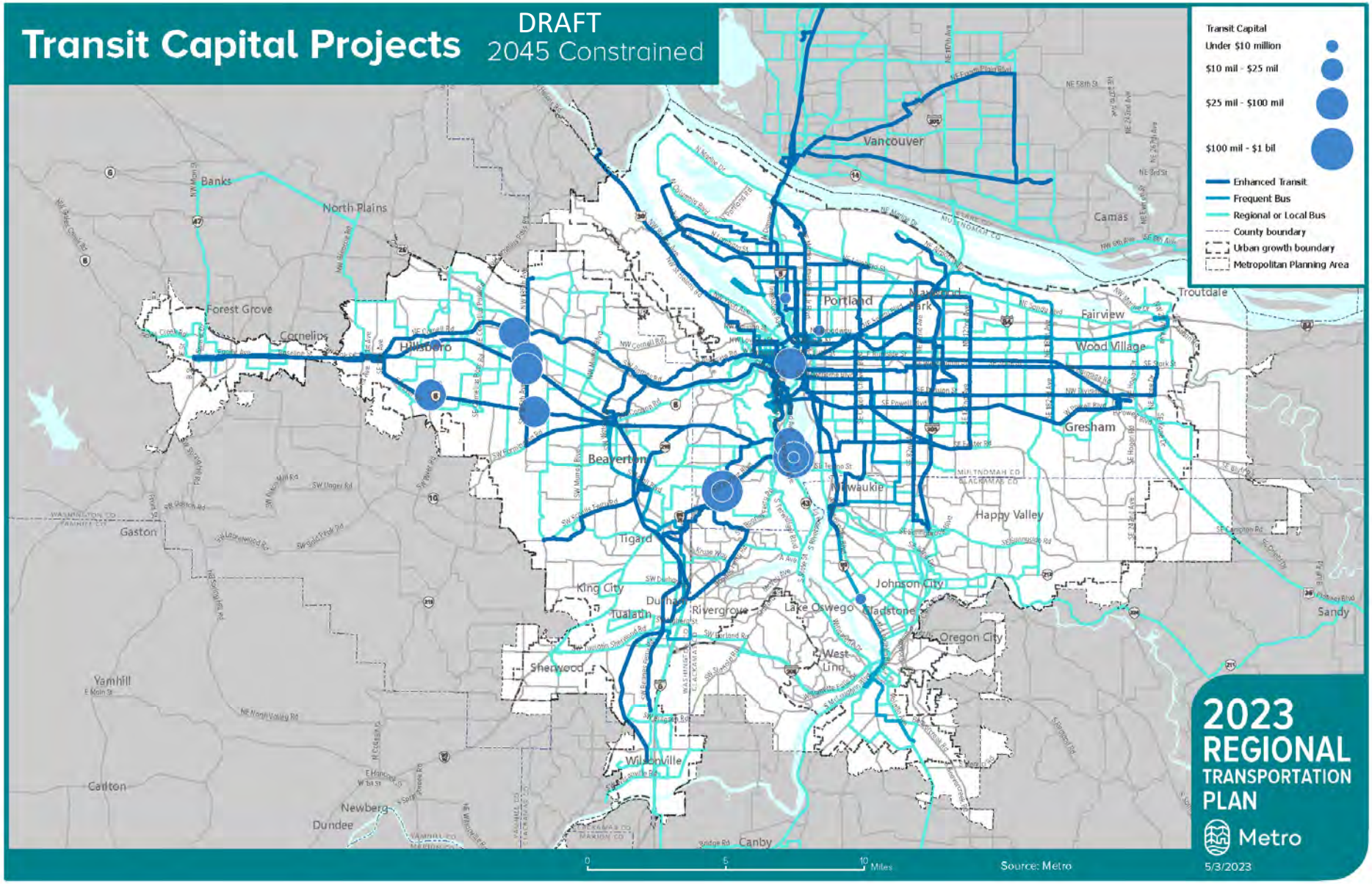
TriMet and SMART Transit Service and Capital Projects



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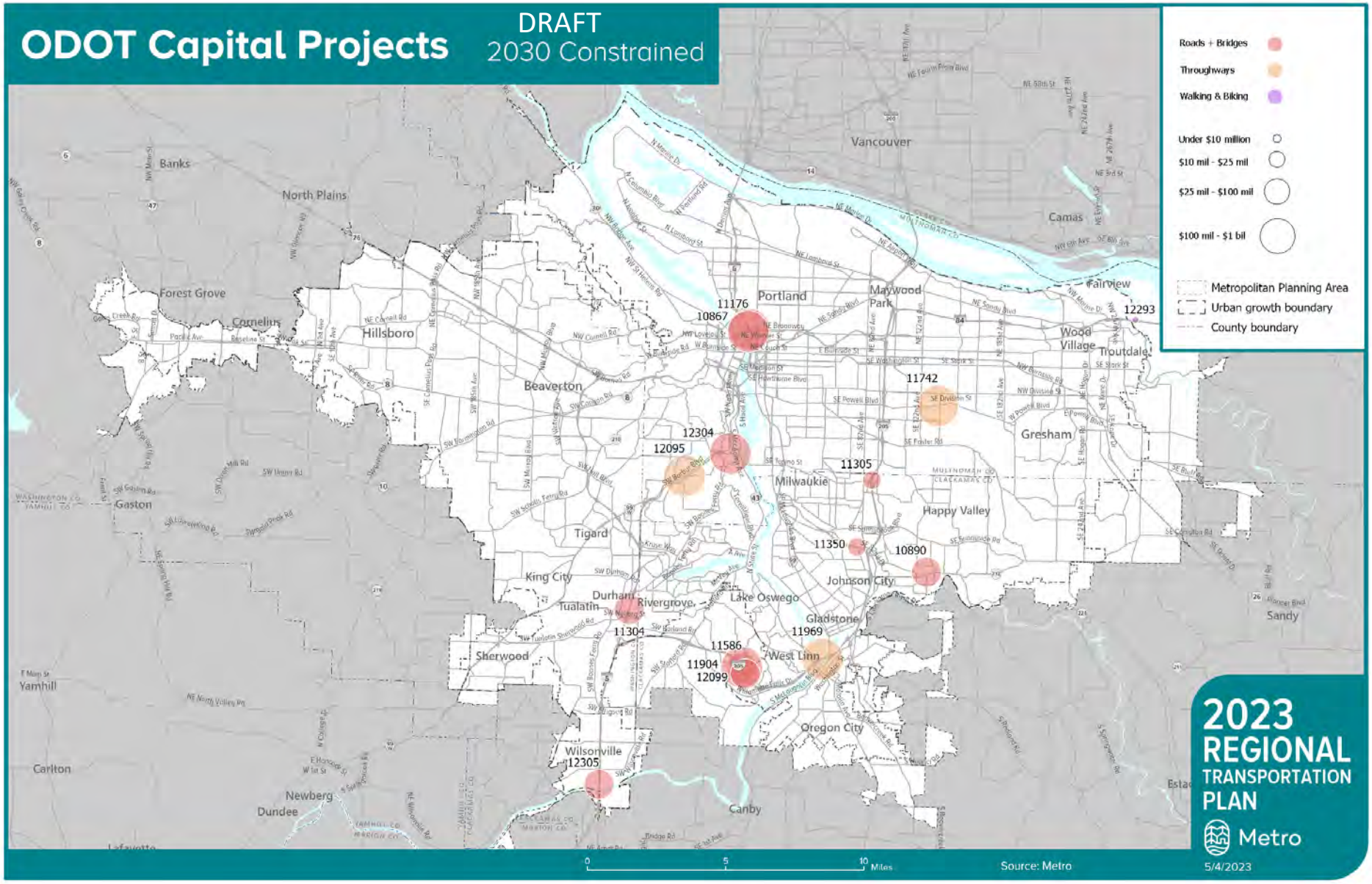
ODOT Capital Projects
DRAFT
2030 Constrained
Roads + Bridges
Throughways
Walking & Biking
Under $10 million
$10 mil - $25 mil
$25 mil - $100 mil
$100 mil - $1 bil
Metropolitan Planning Area
Urban growth boundary
County boundary
Vancouver
Camas
Banks
North Plains
Forest Grove
Cornelius
Hillsboro
Beaverton
Portland
Maywood Park
Fairview
Wood Village
Troutdale
Gresham
Milwaukie
Happy Valley
Tigard
King City
Durham
Tualatin
Rivergrove
Lake Oswego
Johnson City
Gladstone
West Linn
Oregon City
Sherwood
Wilsonville
Canby
Newberg
Dundee
Carlton
Yamhill
Gaston
Sandy
11176
10867
12293
11742
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12095
11305
11350
10890
11304
11586
11969
11904
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5/4/2023

ODOT Capital Projects

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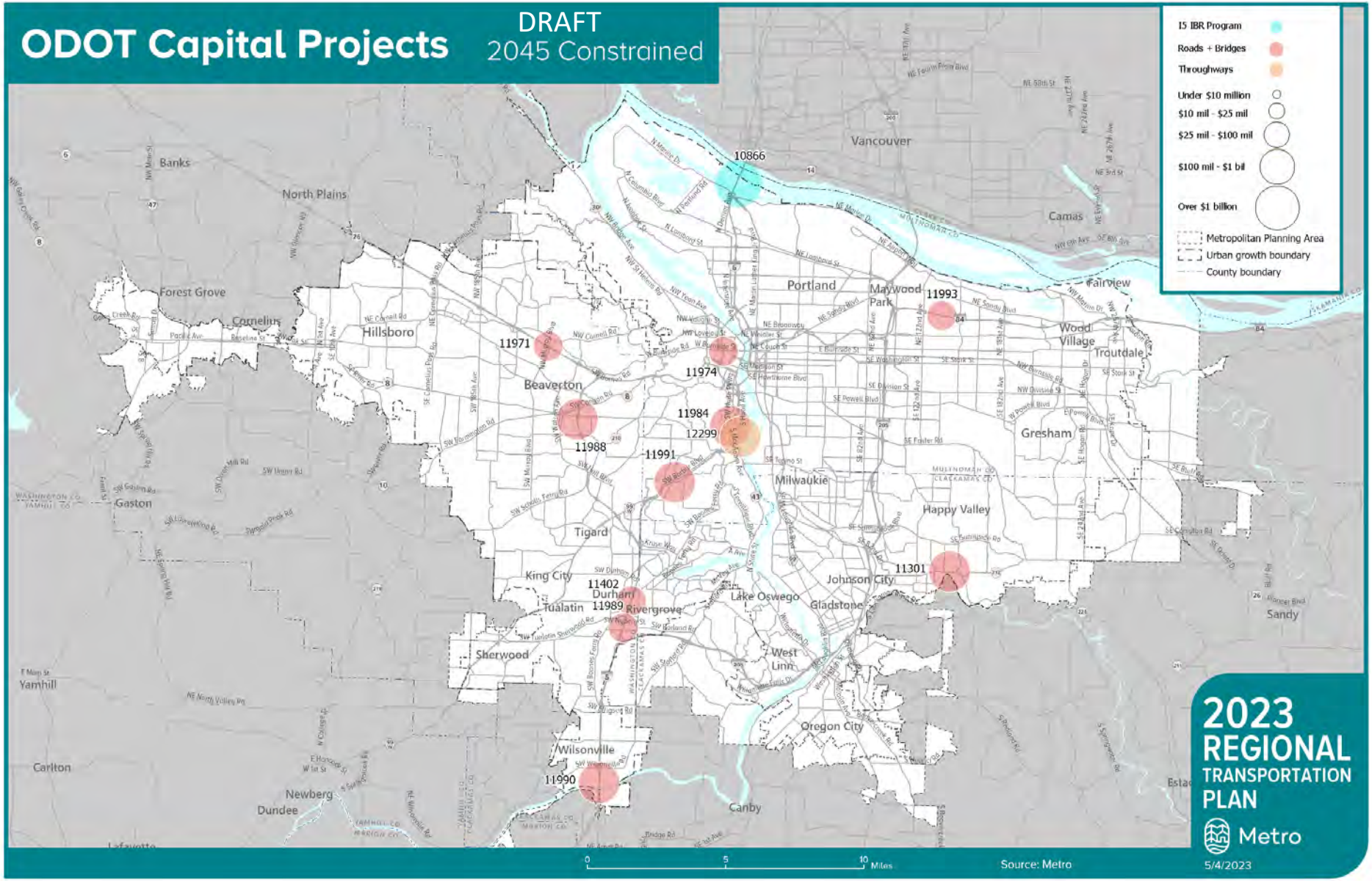
2045 Constrained



Source: Metro

2023 REGIONAL TRANSPORTATION PLAN

Metro

5/4/2023

2023 Regional Transportation Plan

Community input on investment priorities – Preliminary summary

In early 2023, agencies submitted draft lists of priority investments for the 2023 Regional Transportation Plan (RTP). Metro asked the public to weigh in on how the draft investment list aligns with regional priorities and community needs. This document includes themes from this input as of May 4. ***This is a preliminary summary that will continue to be updated as more input is received.***

Overview

Through in-person and virtual events and online surveys in March and April 2023, community members shared their experiences traveling around the greater Portland and their priorities for investments in the region's transportation system. This input can help inform the refinement of the draft 2023 RTP project list. This engagement is also building awareness about the importance of regional transportation planning and ongoing opportunities to be involved in transportation decisions.

Community members were asked to consider the long-term future of greater Portland, and to provide feedback on priorities the region should focus on in the near term (next five to 10 years). This summary is organized by input on outcomes and investment categories.

Key takeaways:

- Safety is the top priority across community input.
- Equitable transportation and climate are also important outcomes to focus on in the near-term.
- Maintaining the transportation system is the most important near term investment.
- Investments in roads and bridges, biking and walking and transit are also important.

In early spring 2023, 1,175 people from across the region weighed in on transportation investment priorities.

Online public survey (April 3 – May 1, 2023): 861 respondents.

Community Leaders' Forum (April 13): Representatives from 11 community based, environmental and transportation related organizations participated.

Cultural and language specific forums (April 15): In-person sessions co-hosted by Metro and community engagement liaisons involved 50 community members from across the region in Spanish, Chinese, Russian and Vietnamese.

Community Based Organization engagement (ongoing): Centro Cultural, Community Cycling Center, Next Up, OPAL, The Street Trust, Unite Oregon and Verde have engaged people of color, youth and people with disabilities across greater Portland. This summary includes input from engagement hosted by Centro Cultural, OPAL, Verde and Unite Oregon that reached about 250 people. Input specific to High Capacity Transit (HCT) been informing the HCT strategy. CBO's will continue to engage community through the summer.

Outcomes: Focus on safety.

Safety is the top priority for community participants. Safety concerns were the prominent theme that emerged from community members' discussions about transportation priorities. In the survey and at several community events, community participants ranked the draft 2023 RTP goals to indicate which are most important for the next 5 to 10 years (see Table 1).

Concerns about safety included both personal safety and traffic safety. These concerns overlap for transit riders and people walking and biking, where there is not good lighting, sidewalks or places to wait for transit. Participants cited harassments, unpredictable, unsafe and sometimes violent behavior on transit and at transit stops.

"There are places where there are no sidewalks and sometimes bikes are in the actual car lanes which makes me fear for their safety." –*Unite Oregon participant*

Community Leaders' Forum participants voiced concern that emphasis on large projects in the RTP assessment and in conversations could take away from a focus on the smaller-scale safety infrastructure projects that are deeply needed in many of the that the communities that the CBO's serve.

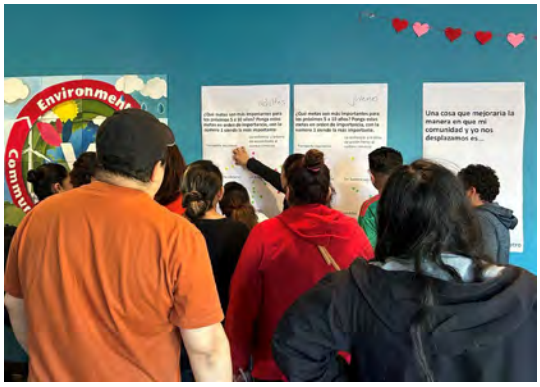


Photo: Verde forum participants

Table 1: Ranking of most important near-term goals (1= most important, 5= least important)

RTP Goals	In-language forums	Verde forum	Online survey
Safe system	1	1	1
Thriving Economy	2	--	5
Equitable Transportation	3	3	4
Climate Action and Resilience	5	2	2
Mobility Options	4	--	3

"My 13-year-old use to take TriMet to school. I don't feel safe with him riding the bus anymore so I changed my works schedule so I can drive him." – *Verde participant***.**

Unite Oregon interview participants expressed the need for more security/safety employees (not police officers) on TriMet facilities.

"**Being a woman and a visible Muslim makes it hard and unsafe. I have been harassed several times. We cannot control other people. I appreciate there are security officers on MAX, though.**" –*Unite Oregon participant.*

"I would feel safer with increased frequency of [transit] line service so that I spend less time exposed on the streets, better light at bus stops. Street [design] and finding ways to increase ridership would make me feel safer." – *OPAL participant*

Outcomes: Equitable transportation and climate are also priorities.

Climate and equity are also priority goals for community members. Online survey respondents and participants at community based organization events indicated that these goals are important near term priorities. However, climate action and resilience were ranked lower across all the in-language focus groups.

Climate was a focus at the Community Leaders' Forum. Participants commented that the investment categories and the project list assessment need to be more nuanced. Specifically, roadway repair needs to be considered differently than roadway expansion and climate action and resilience should be assessed separately. Investments in reducing climate pollution can be very different from investments in emergency routes that support resilience.

Community member conversations at Centro Cultural identified the importance of affordable and accessible transit as well as safe places to bike, walk and carpooling in meeting climate goals and protecting the environment.

"Include carpooling services, HOV lanes and affordable public transportation." – *Centro Cultural participant*

Investments: maintenance.

Across communities, people prioritize investment in maintenance. Comments about maintenance spanned transit, roadways and sidewalks. Although people prioritized taking care the existing system, it was not a focus of conversation.

Table 2: Ranking of top 3 near-term priority investment categories

Investment category	In-language forums	Verde forum	Online survey
Maintenance	1	2	1
Biking and walking	3		3
Roads and bridges	2	3	
Transit capital			2
Transit service and operations		1	
Throughways			
Freight access			

Potholes in different places along the roadway and uneven sidewalks were the two most highlighted concerns. – *Unite Oregon interview summary*

"A short term focus should include fixing potholes and pavement surfaces, as well as fixing sidewalks and making sure that bus/light rail vehicles receive the maintenance needed and are replaced when they are no longer in good condition." – *Centro Cultural participant*

Investments: roads and bridges, biking and walking and transit are also priorities.

Roads and bridges

Community members included HOV lanes, improved sidewalks and crosswalks, seismic investments and generally improved roads as investments they would like to see in roads and bridged.

Improve roads that are close to schools; for example Hillsboro High School needs to urgently improve access." – *Centro Cultural participant*

Community participants also cited concerns about congestion and the time it takes to get where they want to go.

Transit

Community members identified a need for both investment in transit capital and operations. Improvements in frequency and reliability were reoccurring themes.

Frequency of bus service was the top priority for transit improvements among OPAL participants (64 participants), followed by cost of service and accessibility.

"**Waiting time for bus on weekend takes too long. Can frequency be as good as weekday? People work on weekends too. They have to wake up so early to make time to take transit**." – *Vietnamese in-language forum participant.*

Community members investments in transit stops, such as lighting, shelters and bathrooms, as priority investments. Barriers along sidewalks for people with disabilities who need to access transit were also cited.

Biking and walking

Sidewalks and lighting were the most frequently mentioned types of investment related to biking and walking. Community members also discussed not feeling safe on bike facilities where they were close to vehicle traffic.

"**Where there are no sidewalks, people are forced to drive."** - *Russian in-language forum participant.*

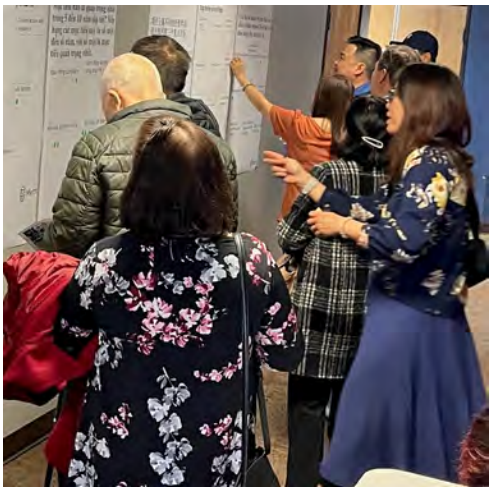


Photo: In-language forum participants

Next steps

As Metro continues to receive community feedback provided by community based organizations, a deeper analysis of the online public survey and other engagements, staff will continue sharing this input with partnering agencies and decision makers.

Materials following this page were distributed at the meeting.

Metro Residential Readiness

Middle Housing Potential

MTAC May 17, 2023

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Metro Residential Readiness Project

Research and analysis to guide Metro's 2024 Urban Growth Management Decision

Updates to development capacity / supply model

Development Readiness

Population & Development Trends

Housing Filtering & Market Functions

Gentrification & Displacement Risk

Office-to-Residential Conversion Potential

Middle Housing Potential

Existing Housing Needs

Purpose

Step 1

- Summarize relevant past work to provide context and inform modeling
  - Infill/redevelopment potential for middle housing
  - Housing mix within greenfield developments and UGB expansion areas
  - Pricing/affordability for middle housing development

Step 2

- Estimate market-feasible potential for middle housing using Metro's Developer Supply Processor (development capacity model)
- Summarize results by residential neighborhoods, UGB expansion areas

Middle Housing Zoned Potential: What's Changed?

Metro Jurisdictions' Response to HB 2001 (2019)

Many Metro jurisdictions went beyond minimum requirements (11 / 16 surveyed)

Metro Jurisdiction	Compliance	Bonus Updates or other Unique Features
Portland	Exceeded	• Allow Six-plexes (if 50% affordable units) • Smaller lot sizes • Lower parking requirements
Beaverton	Exceeded	• Smaller lot sizes • Higher FAR for more units
Hillsboro	Complied	n/a
Gresham	Exceeded	• Smaller lot sizes
Happy Valley	Complied	n/a
Cornelius	Exceeded	• Applied more broadly
Wilsonville	Complied	• Allow land divisions for ADUs
West Linn	Exceeded	• Smaller lot sizes • More FAR, lot coverage flexibility
Fairview	Complied*	• Applied more broadly * Has yet to adopt updates
Tigard	Exceeded	• Smaller lot sizes • Lower parking requirements
Oregon City	Exceeded	• Lower parking requirements
Milwaukie	Exceeded	• Smaller lot sizes
Gladstone	Exceeded	• Smaller lot sizes (some zones)
Wood Village	Complied	N/a
Washington County	Exceeded	• Smaller lot sizes
Clackamas County	Exceeded	• Smaller lot sizes

Source: MIG|APG research

Metro Jurisdictions' Response to HB 2001 (2019)

Local decisions about regulating detached middle housing matter to the market

- Detached plexes
  - 15 / 24 allow
- Limits on size of cottages beyond the 900sf footprint definition
  - 11 / 16 have size limits

Metro Jurisdiction	Allow Detached Plexes?	Cottage Size Limit?
Portland	Duplex only	Avg unit size
Beaverton	Yes	No (25' height limit only)
Hillsboro	No	Avg unit size & individual unit size
Gresham	Yes	No
Happy Valley	No	Avg unit size & individual unit size
Cornelius	Yes	No
Wilsonville	Yes	Individual unit size
West Linn	Yes	No
Fairview	Yes	No
Tigard	No	Avg unit size & individual unit size
Oregon City	Duplex & triplex with existing unit only	Avg unit size & individual unit size
Milwaukie	Yes	Avg unit size
Gladstone	Yes	Avg unit size
Wood Village	Yes	Individual unit size
Washington County	Yes	Avg unit size
Clackamas County	No	Avg unit size
Tualatin	Yes	*Not sampled*
Troutdale	No	*Not sampled*
Sherwood	No	*Not sampled*
Lake Oswego	No	*Not sampled*
Tualatin	Yes	*Not sampled*
Forest Grove	Yes	*Not sampled*
King City	No	*Not sampled*
Durham	No	*Not sampled*

Source: MIG|APG research

Approach to Estimating Middle Housing Demand and Production

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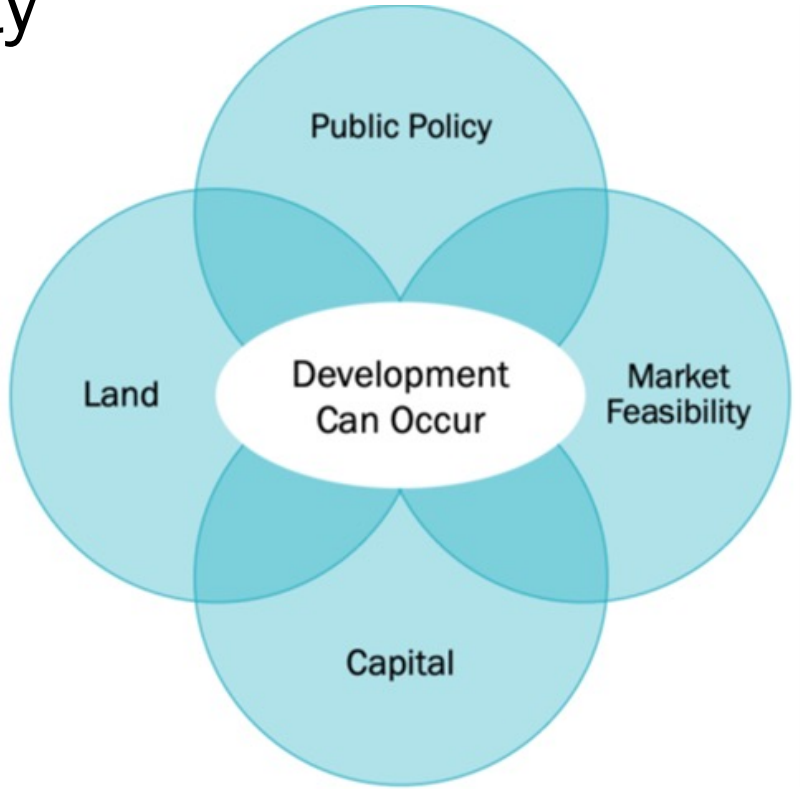
What makes middle housing infill/redevelopment feasible?

- Land + Public Policy => Physical feasibility
  - Units will fit on site with any required parking, setbacks, landscaping, etc.
- Market + Capital => Financial feasibility
  - Sales prices or rents offer a sufficient financial return to justify investment, given total cost to build
  - Must have enough demand (given price, housing characteristics, and location) to sell/lease the units once complete



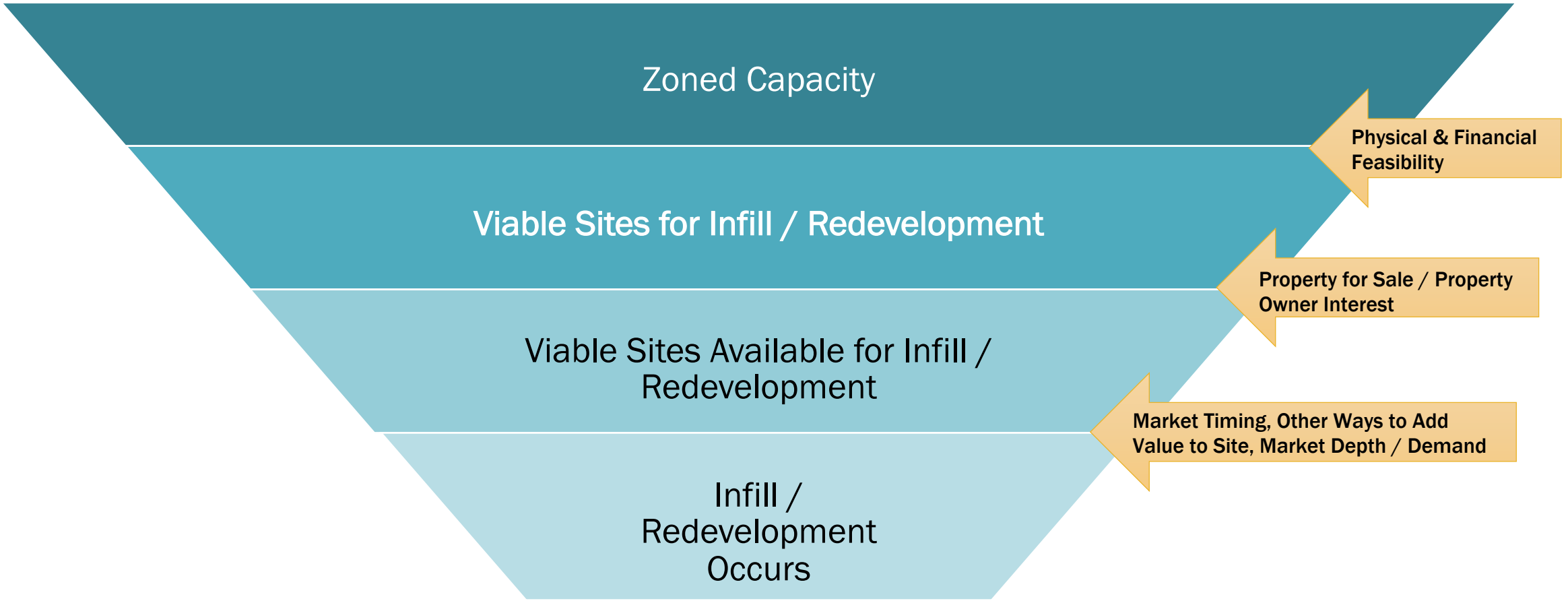
Source: ECONorthwest

Infill/Redevelopment Capacity in Existing Neighborhoods

- Adding middle housing in existing neighborhoods can happen multiple ways:
  - Redevelopment: Low-value structure compared to (re)development potential
  - Infill: enough room to build around existing structure
  - Conversion: Structure can be retrofitted to add units
- Model captures redevelopment and infill on sites large enough to be part of Metro BLI

Infill / Redevelopment Potential vs. Production

Not all potentially viable sites will be further developed



Source: ECONorthwest

Metro Approach to Estimating Middle Housing Capacity

- Using model to estimate middle housing capacity regionwide
- Based on generalized zones – doesn't account for all city-specific variations in regulations
- Uses a few middle housing "prototypes" most likely to be built by market
- Focused on financial feasibility vs. physical feasibility
  - Doesn't account for specific minimum lot sizes
  - Must "outcompete" single family housing
- Includes vacant land, infill, and redevelopment
- Estimates probability of feasible development occurring within planning horizon
- Housing mix in concept planned areas estimated separately

Middle Housing Types: Townhouses

Townhouses

- Modeling both ownership & rental
- Using typical densities (20-25 units per acre)
- Off-street parking assumed, even where not required

Middle Housing Types

Duplexes

- Modeling both ownership and rental
- Assumed 5000 sf lot size
- Some off-street parking assumed, even where not required

Middle Housing Types

Detached Plexes / Compact Detached Housing

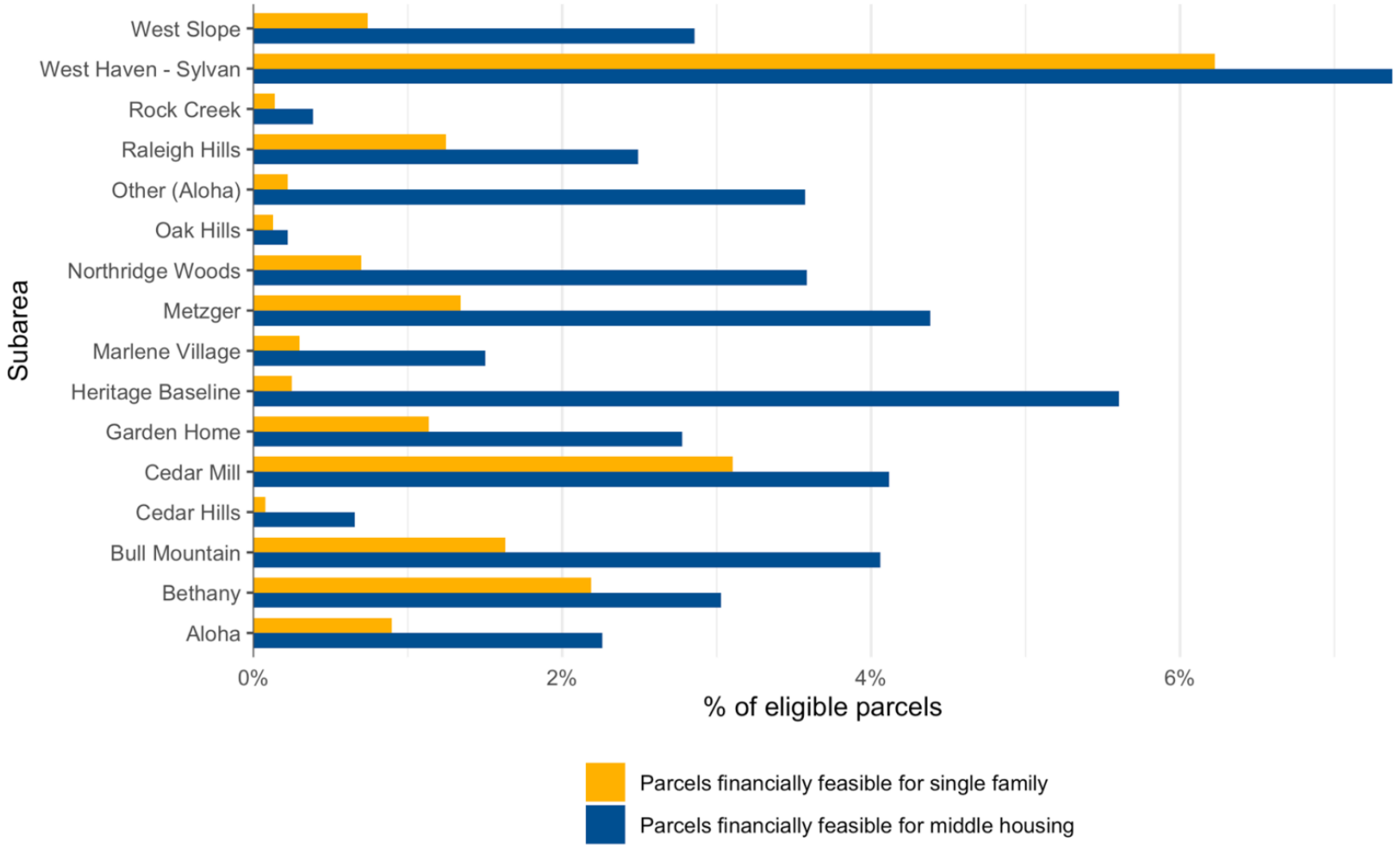
- Modeling detached plexes (where permitted) as comparable to compact detached / small-lot detached housing

Detached plexes + Middle Housing Land Division = regulated like a duplex/triplex/fourplex, sells like compact detached housing on separate lots

Other Estimates of Middle Housing Production or Capacity

Washington County Middle Housing Analysis

- ~3% of parcels estimated feasible for redevelopment overall in urban unincorporated areas
- Didn't account for detached plexes or middle housing land division
- Didn't account for CC&Rs



Source: Washington County House Bill 2001 Implementation Economic Analysis and Market Research Findings and Recommendations (ECONorthwest, 2021)

Milwaukie analysis of middle housing infill/redevelopment potential

- ~8% of parcels likely feasible for redevelopment
- Another ~14% may have infill potential (retaining existing structure)
- Accounts for detached plexes & middle housing land division
- Relatively large lots, but many long and narrow

Exhibit 2: Parcels with Infill/Redevelopment Potential based on Zoning, Property Size and Value, and Typical Site Layout Limitations
Source: ECONorthwest

Note: Does not account for all site-specific factors, including property condition, need for infrastructure improvements, localized market factors, and property owner preferences.

Source: Analysis of Middle Housing Infill and Redevelopment Potential in Milwaukie, Oregon (ECONorthwest, 2022)

Portland Corner Lot Duplexes

- ~3.4% of lots converted overall from 1991-2020
- Land division generally not permitted – condo or rental only

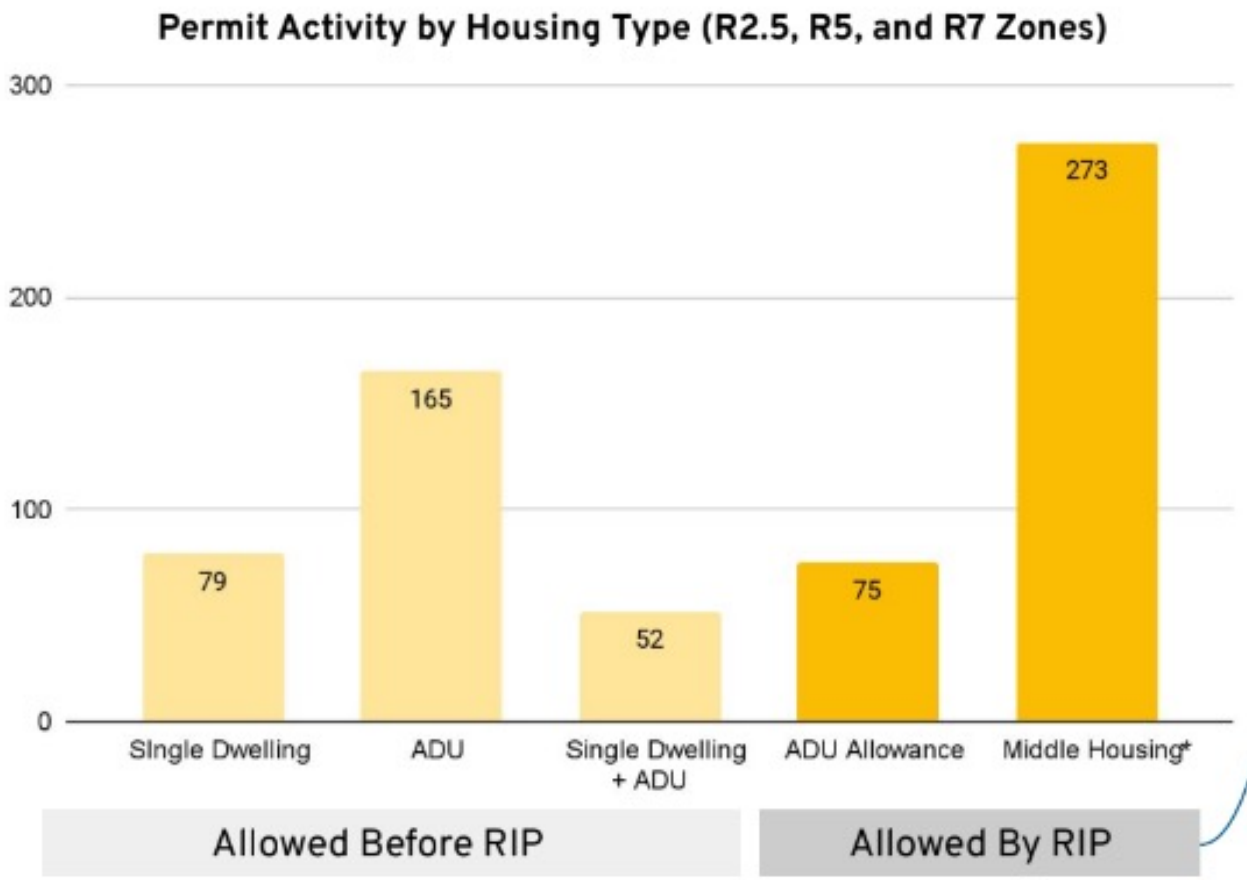
Corner lot duplexes (R7, R5 and R2.5 zones)		
Pattern Area	All corner lots	Only corner lots within ¼ mile of centers
East	2.0%	2.9%
Inner	4.3%	6.3%
West	0.6%	1.7%
Citywide	3.4%	5.4%

Source: City of Portland Residential Infill Project Findings

City of Portland Permit applications in R7, R5, R2.5 zones

Data reflects permits for development under Residential Infill Project Part 1 rules through July 2022

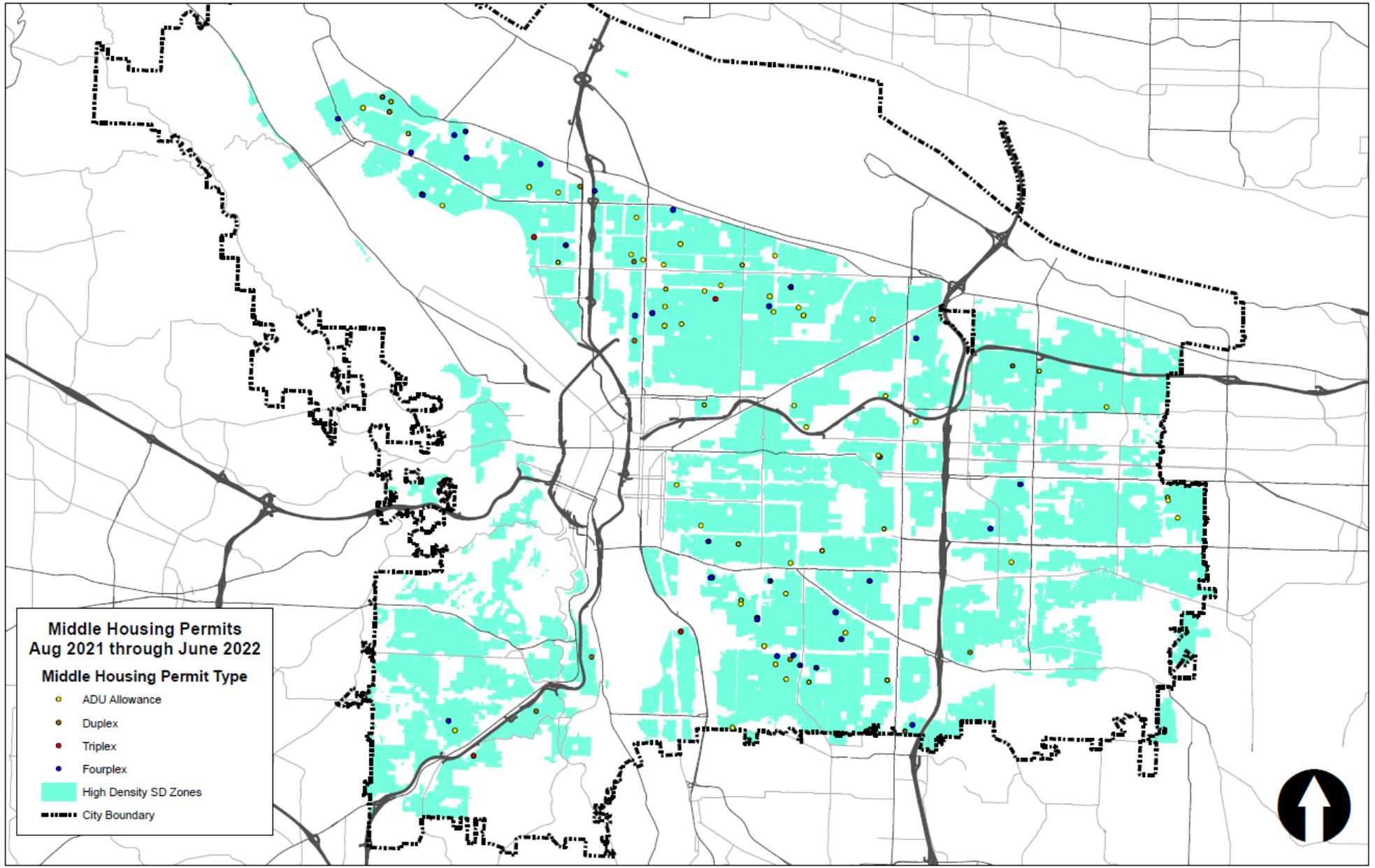
Permit Activity Overview



*Middle Housing category includes corner duplexes

Source: City of Portland

Locations of Portland Middle Housing Permits



Data reflects permits for development under Residential Infill Project Part 1 rules through July 2022

Source: City of Portland

Housing Mix in Greenfield Developments

- Why developers include middle housing in greenfields:
  - Capture different market segments
  - Offer lower price points, where financially viable
  - Increase sales volume
- How much middle housing to expect?
  - ECONorthwest estimate for Hillsboro:
    - ~50-50 split between middle housing and single family housing on vacant low- and medium-density residential land (multifamily not allowed / lower density than middle housing)
    - Where not yet concept planned, ~25-30% middle housing

Estimated Pricing for Middle Housing

Middle Housing Pricing & Rents

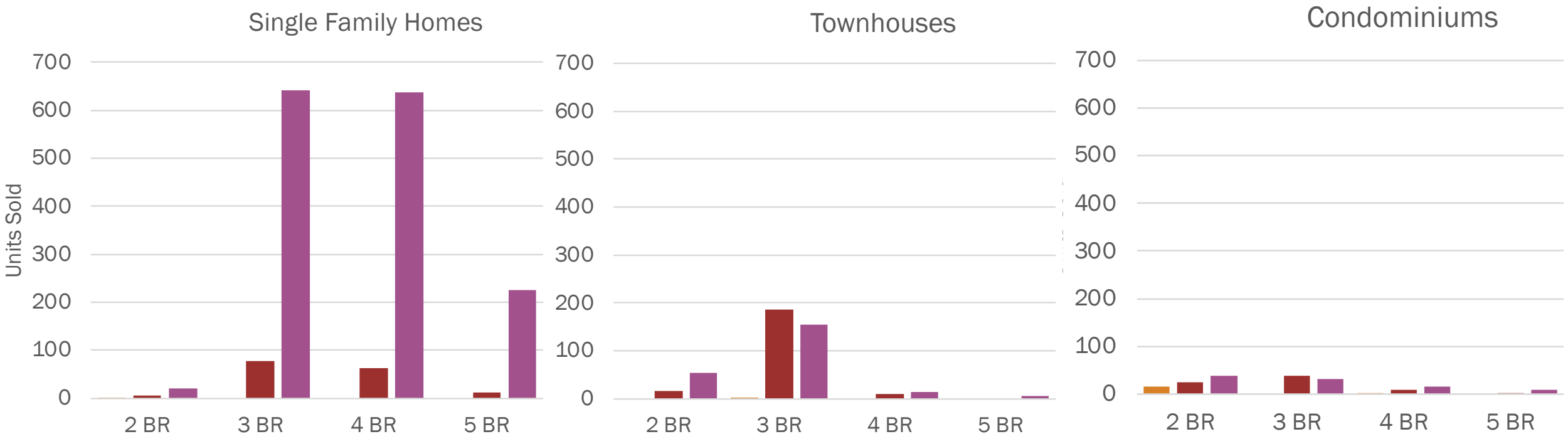
- Market data on middle housing is limited
  - Housing type is not identified in detail in sales listings, and is not categorized consistently
  - Rent data is aggregated most consistently and broadly for larger, professionally managed apartment buildings, with limited data for smaller rental properties
  - There is little new middle housing development compared to other housing types, especially outside the City of Portland
    - Small multifamily development, townhouses, and compact detached housing can offer a proxy

New For-Sale Housing Affordability by Housing Type

Affordability of Market Sales Prices
(adjusted by unit size, approximate)

- 80-100% AMI
- 100-120% AMI
- >120% AMI

New housing tends to be expensive
Many households willing to pay a premium for detached housing
Attached housing may offer a lower price



Source: ECONorthwest analysis using sales transaction data from RLIS and Redfin. Affordability based on rent limits by unit type, 2022 Median Family Income for Portland MSA, estimated utility allowances, property tax and insurance costs, and HOA dues; lending assumptions: 30-year fixed-rate mortgage at 6.5% with 20% down payment.

New Middle Housing/Small MF Pricing Examples: For Rent

Duplex, Oregon City

Unit Type	Monthly Rent	Affordability Range**
2BR/2BA	$1,800-$2,000	80-100% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Oregon-City/931-Prospect-St-97045/home/25975694

New Middle Housing/Small MF Pricing Examples: For Rent

Duplex, Portland

Unit Type	Monthly Rent	Affordability Range**
2BR/2BA	$2,500	100-120% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/3315-NE-Rodney-Ave-97212/home/178741994

New Middle Housing/Small MF Pricing Examples: For Rent

Triplex, Oregon City

Unit Type	Monthly Rent	Affordability Range**
2BR/1BA	$1,800	60-80% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Oregon-City/305-Myrtle-St-97045/home/144915280

New Middle Housing/Small MF Pricing Examples: For Rent

Triplex, Portland

Unit Type	Monthly Rent	Affordability Range**
1BR/1BA	$1,650	80-100% AMI
2BR/2BA	$2,250-$2,450	100-120% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Unknown/10893-Sw-Annand-Hill-Ct-Unknown/home/178476507

New Middle Housing/Small MF Pricing Examples: For Rent

Fourplex, Portland

Unit Type	Monthly Rent	Affordability Range**
3BR/2BA	$1,995	60-80% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/3890-SE-27th-Ave-97202/home/26361220

New Middle Housing/Small MF Pricing Examples: For Rent

Fourplex, Portland

Unit Type	Monthly Rent	Affordability Range**
2BR/2BA	$2,195	80-100% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/5012-SE-38th-Ave-97202/home/49692883

New Middle Housing/Small MF Pricing Examples: For Rent

5-plex*, Portland

Unit Type	Monthly Rent	Affordability Range**
1BR/1BA	$1,500	60-80% AMI
2BR/1BA	$1,875	80-100% AMI
4BR/2BA	$2,800-$3,000	80-100% AMI

* A 5-plex does not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/2015-NE-47th-Ave-97213/home/26626765

New Middle Housing/Small MF Pricing Examples: For Rent

6-plex*, Portland

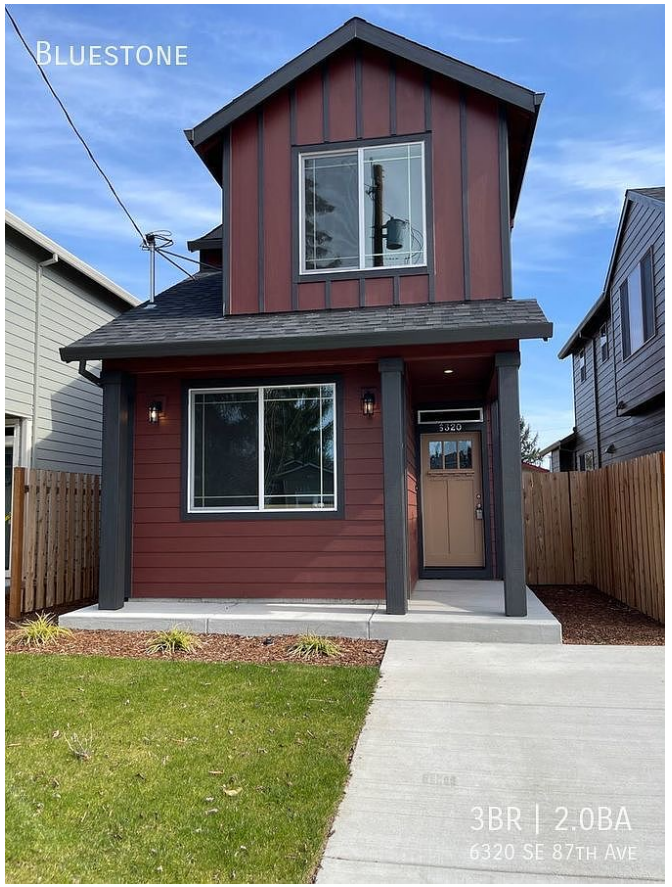
Unit Type	Monthly Rent	Affordability Range**
1BR/1BA	$1,275-$1,375	60-80% AMI
2BR/1BA	$1,895-$1,945	80-100% AMI

* A 6-plex does not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.redfin.com/OR/Portland/6833-N-Montana-Ave-97217/home/49687255

New Middle Housing/Small MF Pricing Examples: For Rent

Compact Detached, Portland

Unit Type	Monthly Rent	Affordability Range**
3BR/2BA	$2,575	80-100% AMI



** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.zillow.com/homedetails/6320-SE-87th-Ave-Portland-OR-97266/338590778_zpid/?mmlb=g,0

New Middle Housing/Small MF Pricing Examples: For Rent

Compact Detached, Beaverton

Unit Type	Monthly Rent	Affordability Range**
4BD/2.5BA	$2,900	80-100% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
Source: https://www.zillow.com/homedetails/2161-NW-163rd-Ter-Beaverton-OR-97006/123906650_zpid/?mmlb=g,0

New Middle Housing/Small MF Pricing Examples: For Sale

Triplex, Beaverton (within larger development)

Unit Type	Sale Price	Affordability Range**
5BR/3.5BA	$582,990***	>120% AMI

* The development may not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
*** This property is currently listed for sale and may not ultimately sell for this price.
Source: https://www.redfin.com/OR/Beaverton/12935-SW-Tabor-TER-97007/home/185213934#property-details

New Middle Housing/Small MF Pricing Examples: For Sale

Fourplex, Portland

Unit Type	Sale Price	Affordability Range**
1BR/1BA	$249,900***	80-100% AMI

** Adjusted for unit size and estimated utility allowances, approximate.
*** This property is currently listed for sale and may not ultimately sell for this price.
Source: https://www.redfin.com/OR/Portland/7360-N-Atlantic-Ave-97217/unit-3/home/185141446

New Middle Housing/Small MF Pricing Examples: For Sale

6-plex*, Portland

Unit Type	Sale Price	Affordability Range**
2BR/1BA	$365,000***	100-120% AMI

* A 6-plex does not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
*** This property is currently listed for sale and may not ultimately sell for this price.
Source: https://www.redfin.com/OR/Portland/5025-N-Minnesota-Ave-97217/unit-102/home/185246763

New Middle Housing/Small MF Pricing Examples: For Sale

Small multiplex, Portland

Unit Type	Sale Price	Affordability Range**
2BR/1BA	$389,900***	100-120% AMI

* The development may not meet the state definition of middle housing, but is a good proxy for this scale and type of development.
** Adjusted for unit size and estimated utility allowances, approximate.
*** This property is currently listed for sale and may not ultimately sell for this price.
Source: https://www.redfin.com/OR/Portland/7517-N-Clarendon-Ave-97203/unit-3/home/185237948

Take-aways

Take-Aways

- Middle housing broadly allowed in existing and new neighborhoods ~20-30 du/ac
- Many jurisdictions go beyond minimum requirements
- Many allow housing types that resemble single-unit detached
- Prior analysis suggests substantial middle housing development potential:
  - 1-10% of existing homes may be financially feasible to redevelopment middle housing, and others may allow for infill while retaining the existing unit
  - 25-50% of housing on vacant land in low-density residential areas could develop as middle housing
- New middle housing likely affordable at 80-120% of AMI in many cases (except large luxury units)
- Markets in transition (moderate value existing homes, but growing demand for housing) may have greatest potential for infill/redevelopment

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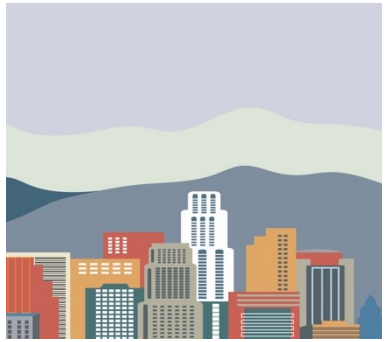


Los Angeles

Portland

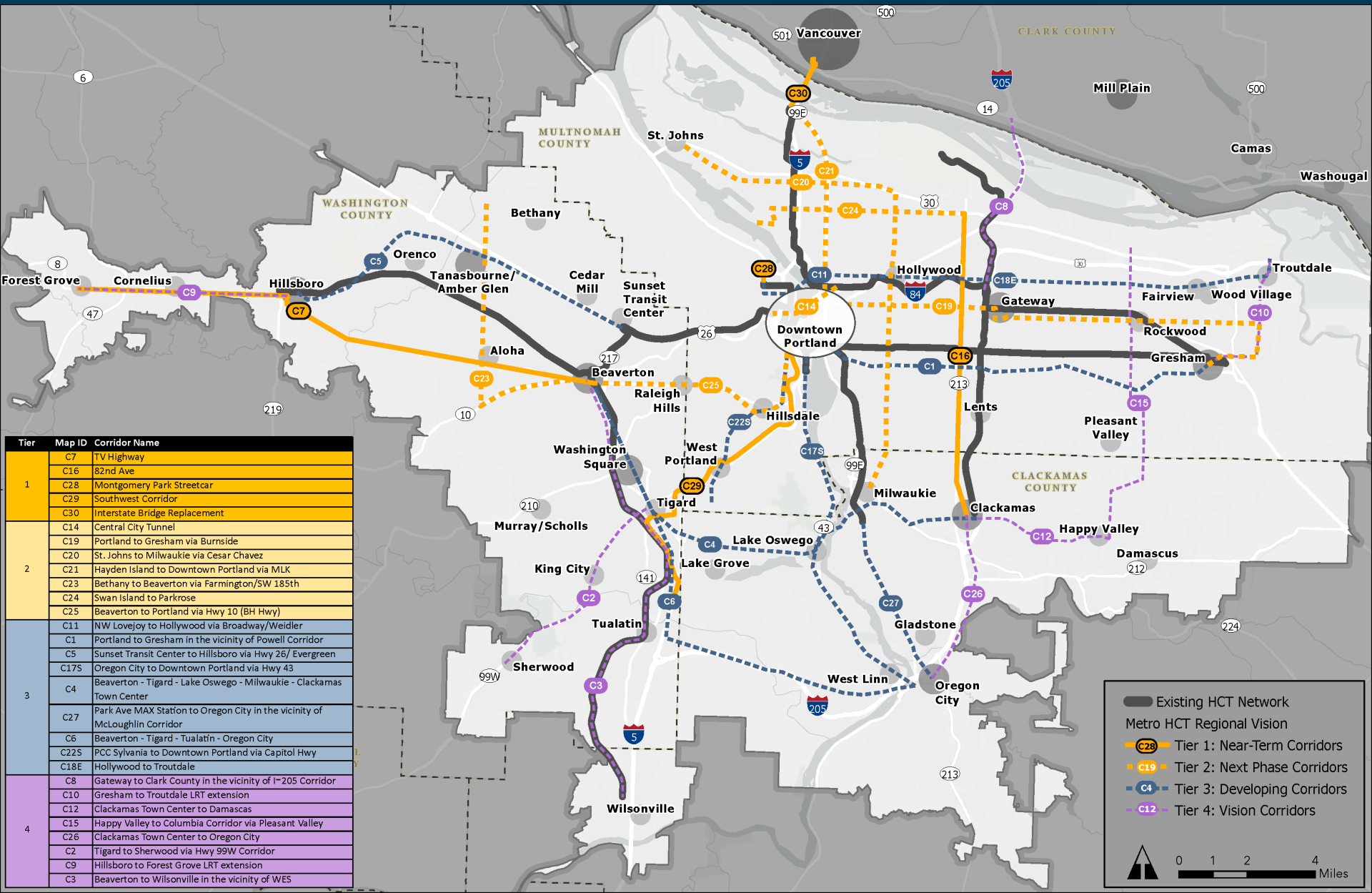
Seattle

Boise

HCT Strategy Update: Report & Actions

May 2023

HCT Vision vs 2040 Constrained

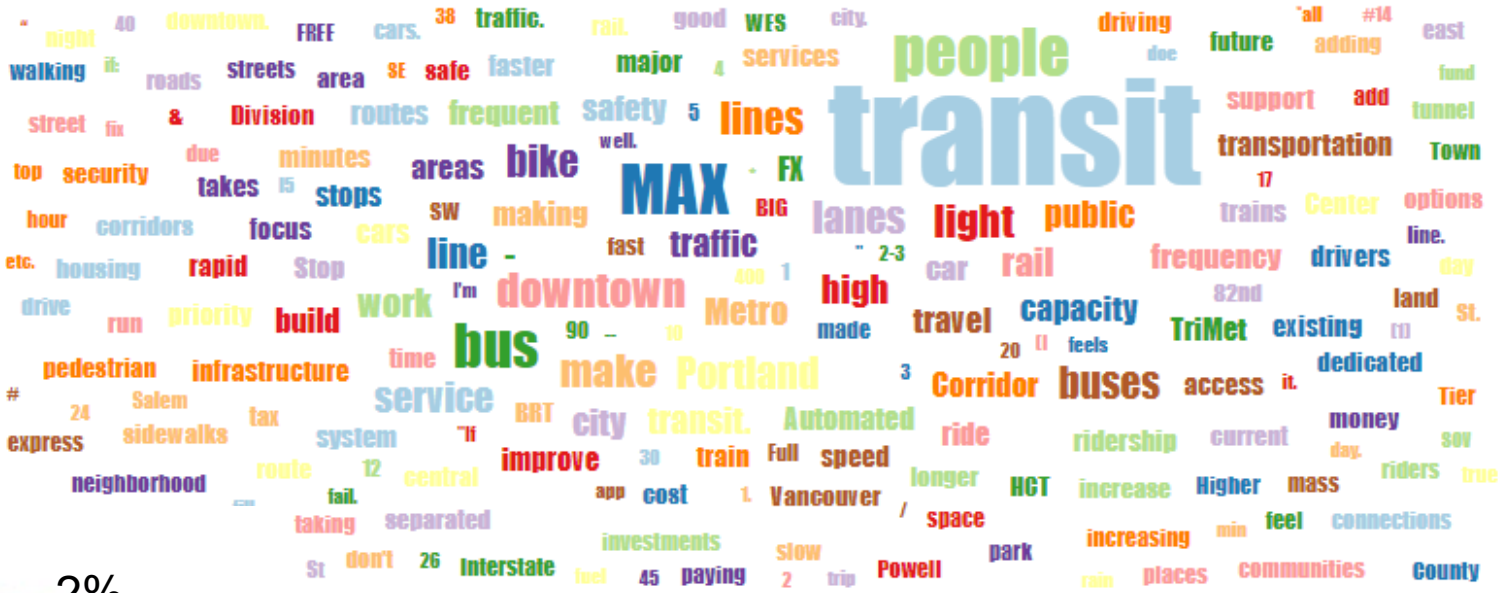


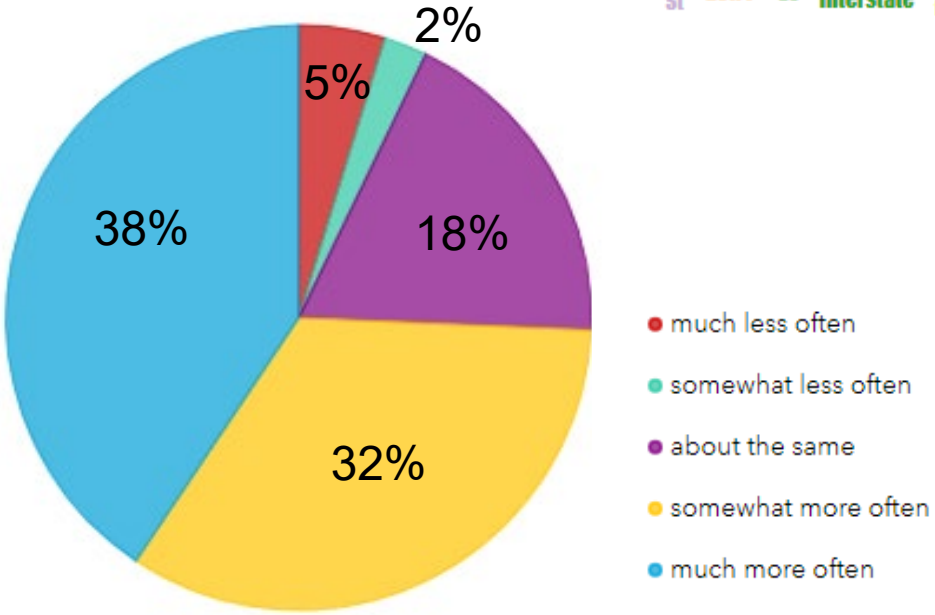
Tier	Map ID	Corridor Name
1	C7	TV Highway
	C16	82nd Ave
	C28	Montgomery Park Streetcar
	C29	Southwest Corridor
	C30	Interstate Bridge Replacement
2	C14	Central City Tunnel
	C19	Portland to Gresham via Burnside
	C20	St. Johns to Milwaukie via Cesar Chavez
	C21	Hayden Island to Downtown Portland via MLK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

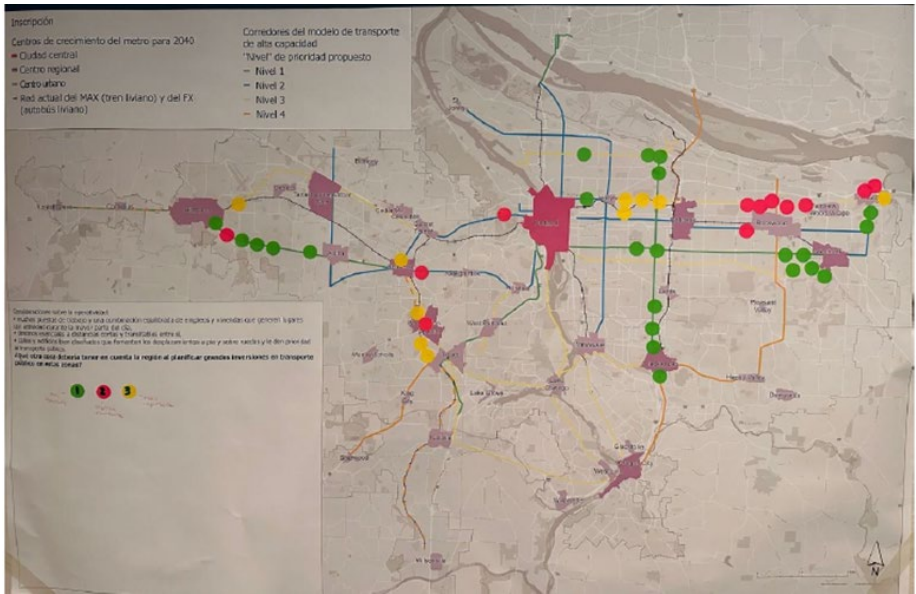
What we heard this winter

Average

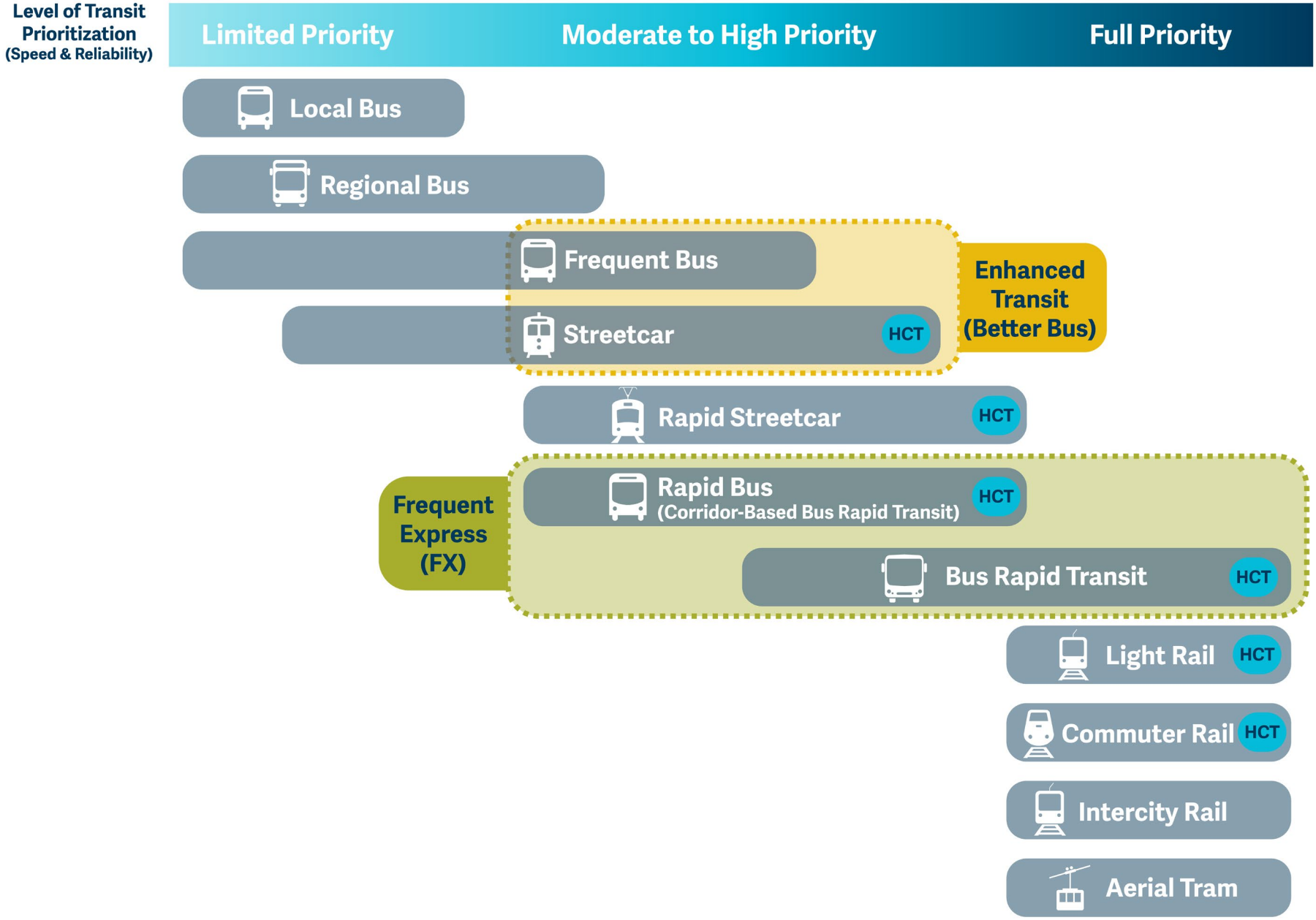
4.2



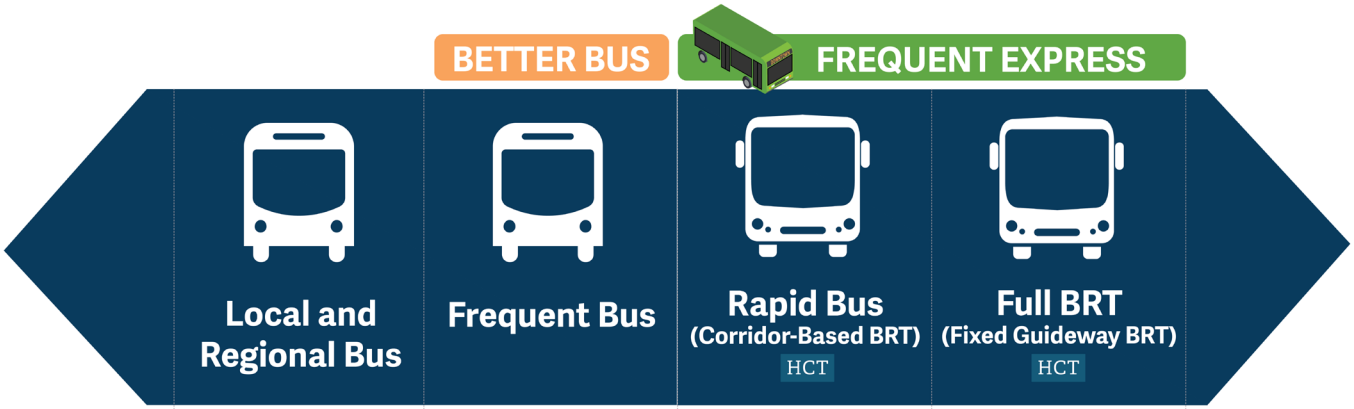




Regional Transit Spectrum

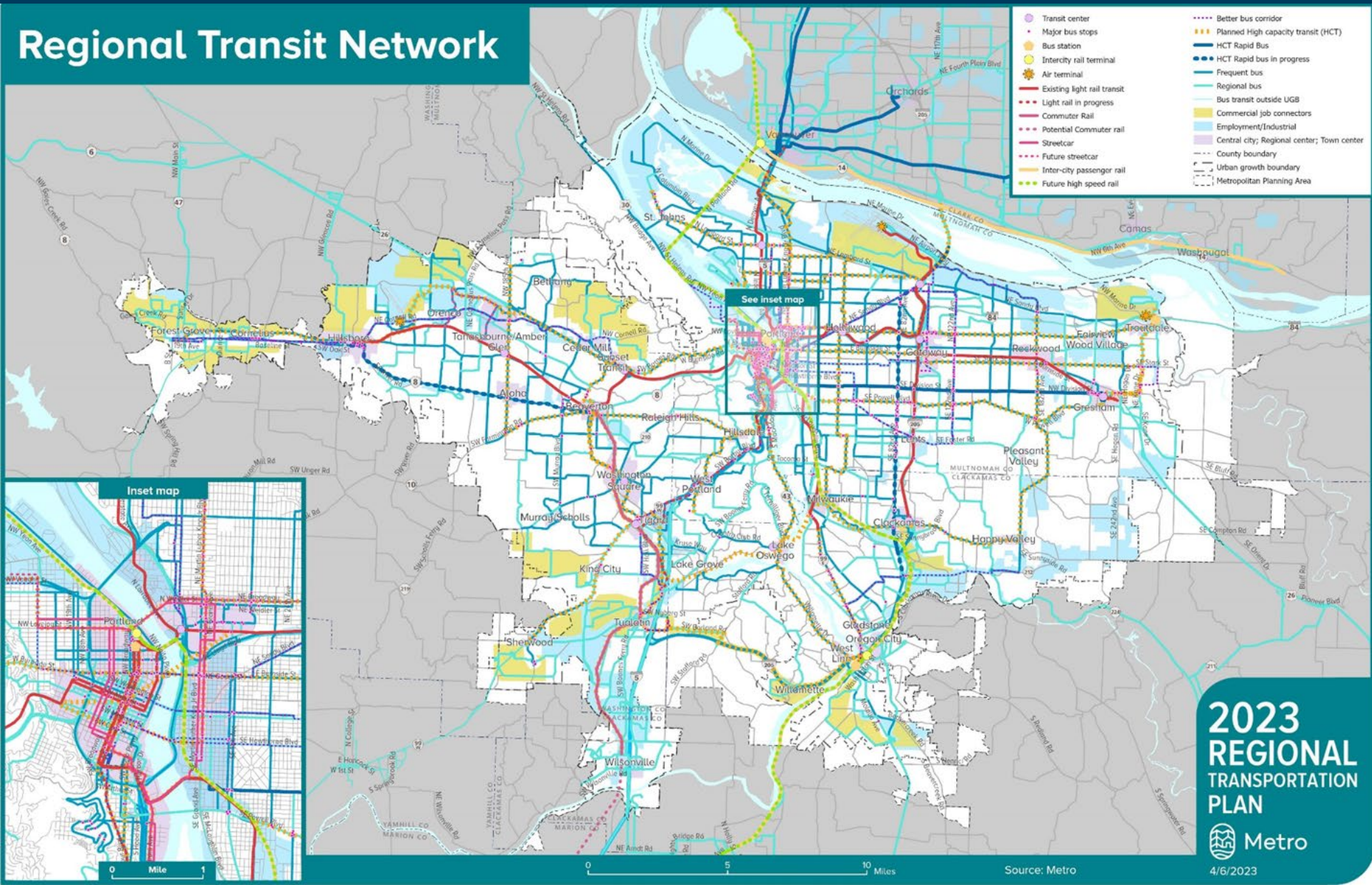


Regional Transit Spectrum



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

2023 RTP Transit Network Vision



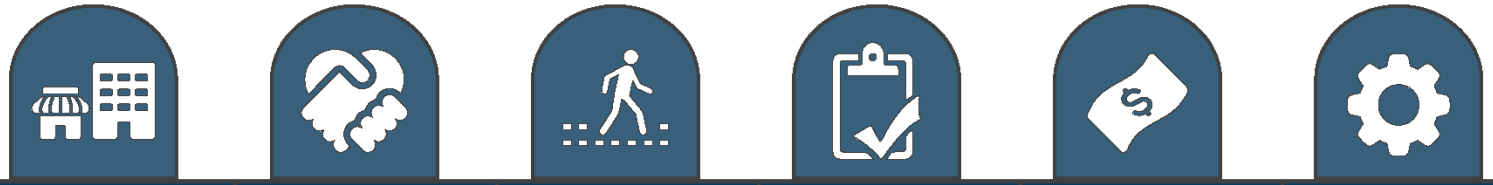
Metro

Draft Report & Public Review Approach

Guiding Questions

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

Implementing the Vision

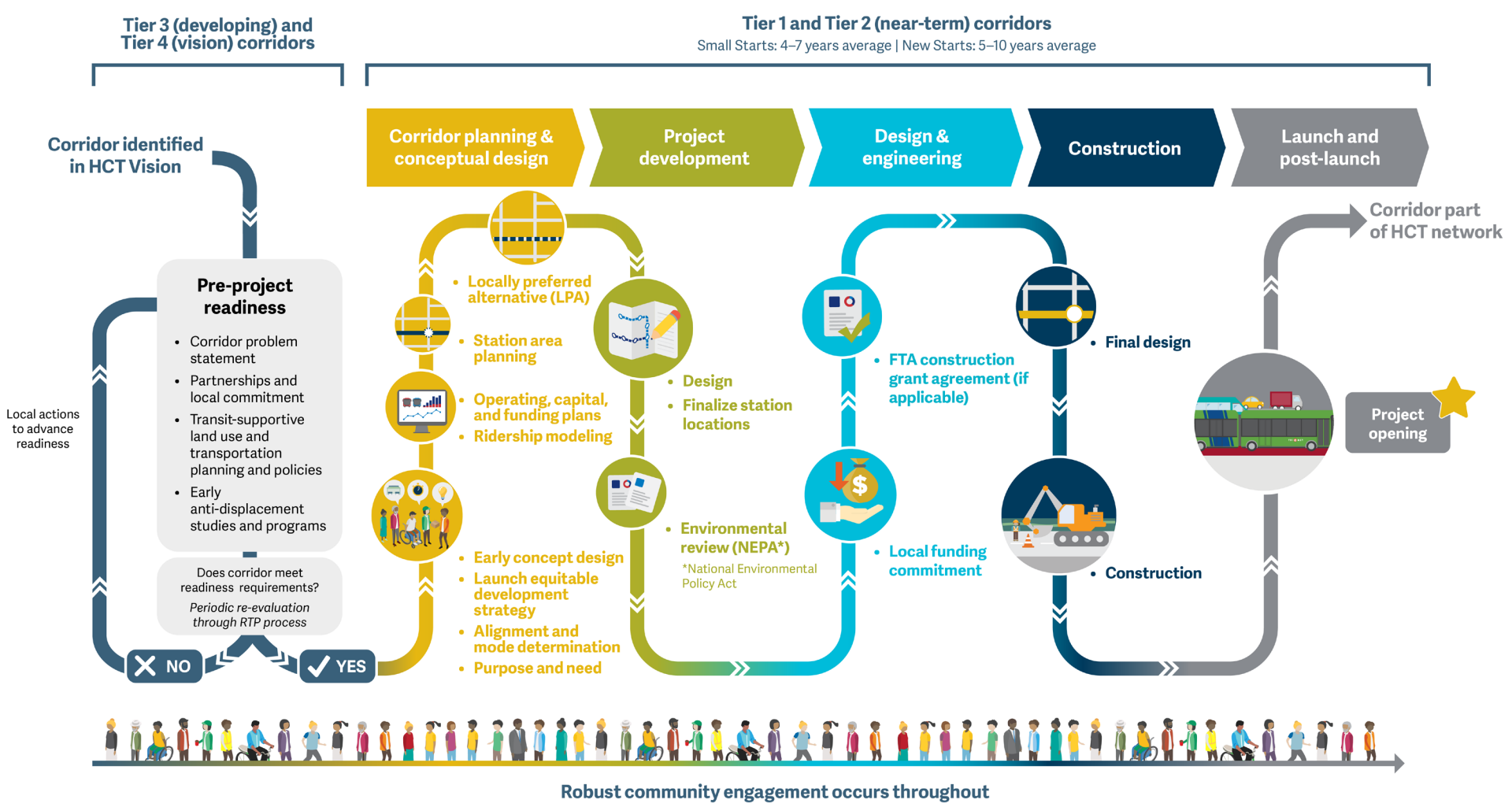


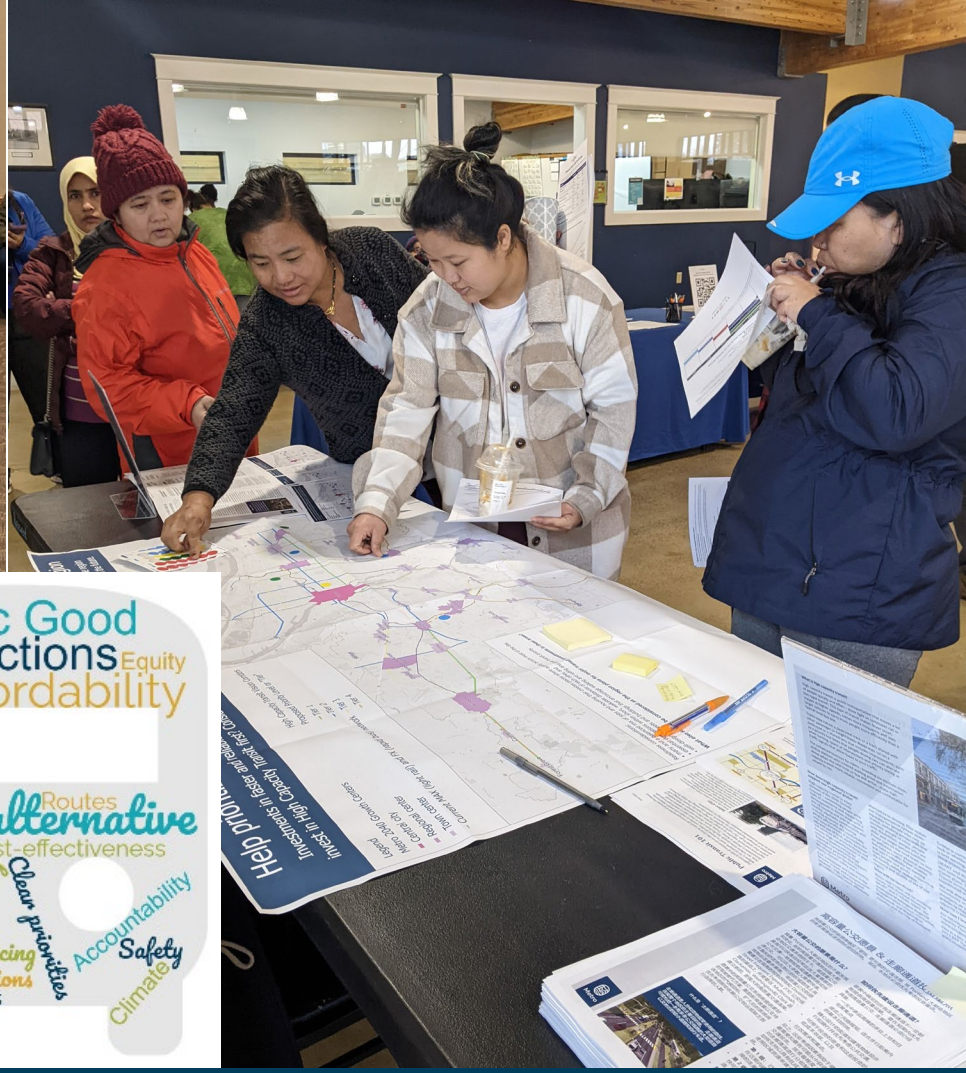
Element	Land Use, Urban Context, and Transit-Oriented Development	Community Stability and Resilience	Transit Access: Complete Streets, Safety, and Mobility Options	Transportation Demand Management Programs and Policies	Transit Affordability and Fare Programs	Transportation System Management and Operations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

Recommendations: Moving corridors forward

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

Implementing the Vision: Project Development





Report Review and Engagement

Next Steps: HCT & 2023 RTP Update

Thank you!!

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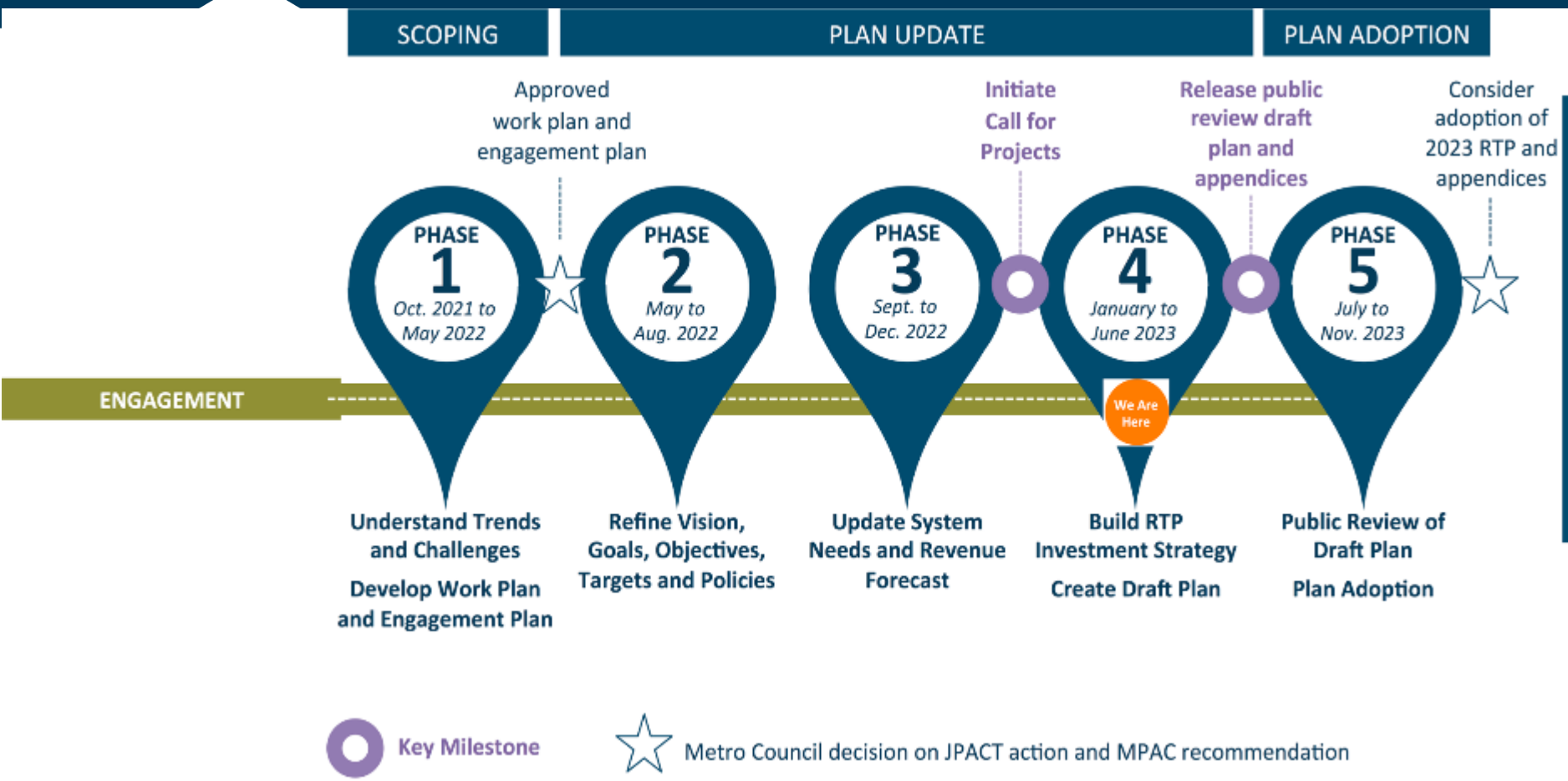
2023 draft RTP system analysis results

Metro Technical Advisory Committee

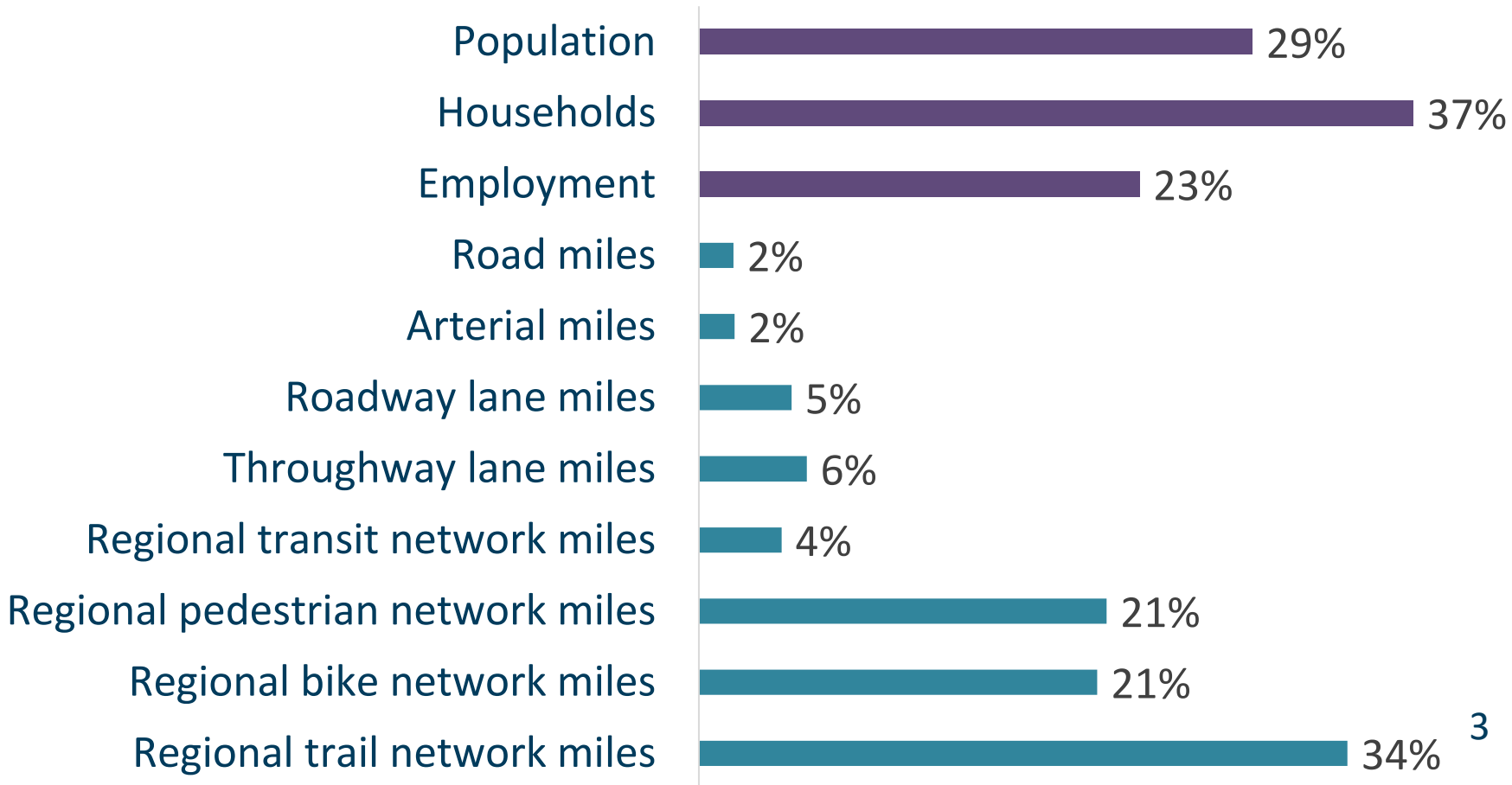
May 17, 2023

Timeline for the 2023 RTP update



Our region is growing and changing

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



Draft results: mobility

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

Opportunity for improvement: Increase the share of RTP capital spending dedicated to projects that help fill regional network gaps (currently 29%).

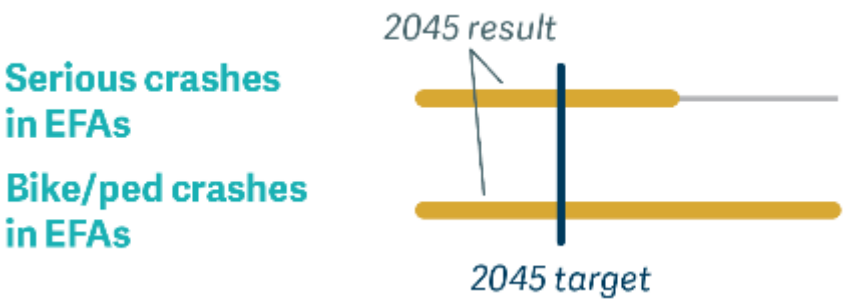
Draft results: safety

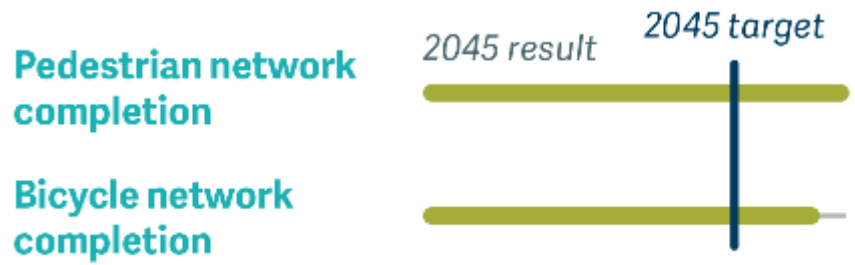
○ Reduce serious crashes to maintain progress toward the region's Vision Zero target.

Opportunity for improvement: Accelerate projects on the high-injury network and ensure that projects on this network include safety features.

Draft results: equity

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





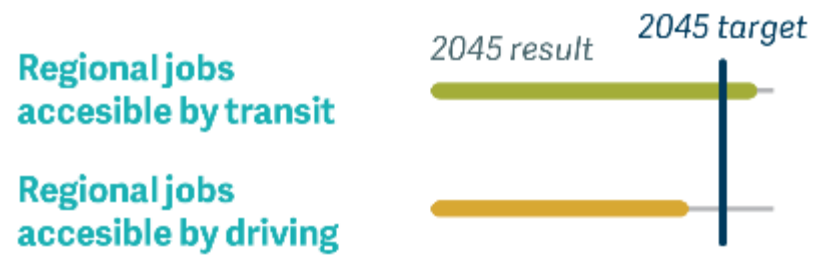
Opportunity for improvement: Accelerate projects that invest in EFAs – and particularly in transit access, transit service, and safe, complete streets.

Draft results: economy

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

% CHANGE IN AVERAGE OFF-PEAK / PEAK TRAVEL TIMES 2045 vs 2020

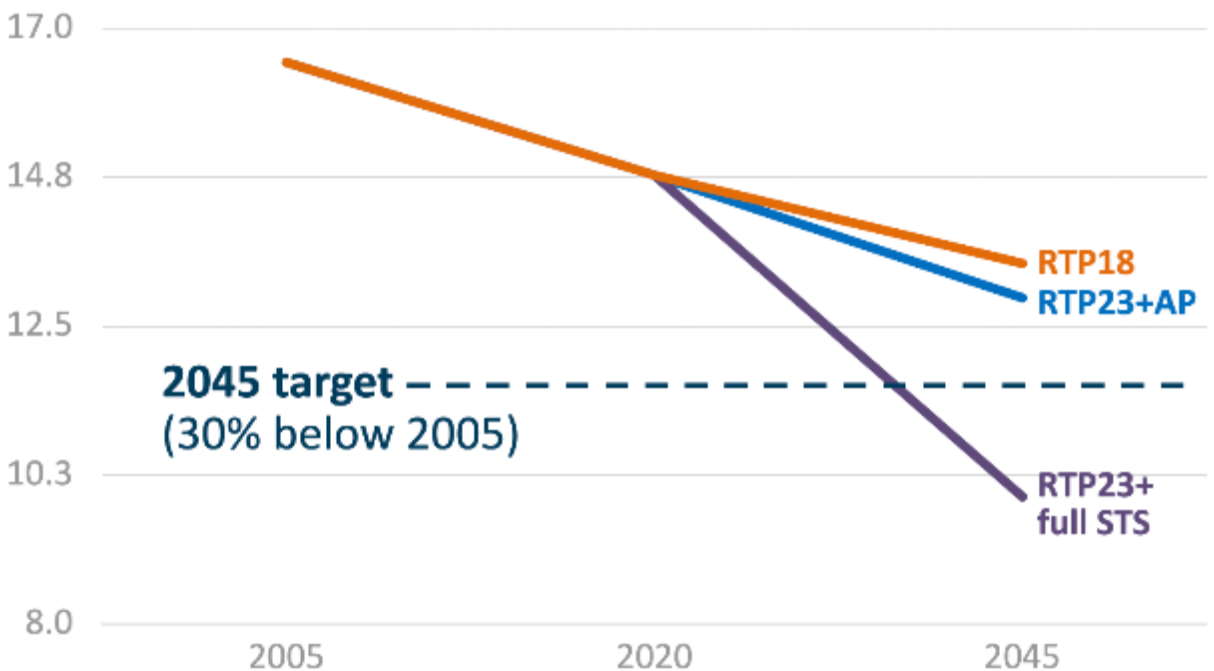
Driving	+3.7% / +3.8%
Transit	–3.4% / –1.6%



Opportunity for improvement: consider a variety of investments to increase access to employment and industrial areas.

Draft results: climate

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



Opportunity for improvement: proactively plan for the implementation of new transportation revenue sources.

Analyses still underway

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

Discussion questions

- What questions do you have about these results?
- Do you have thoughts about how to improve the RTP's performance based on these results?
- Are there additional climate scenarios you would like to explore?

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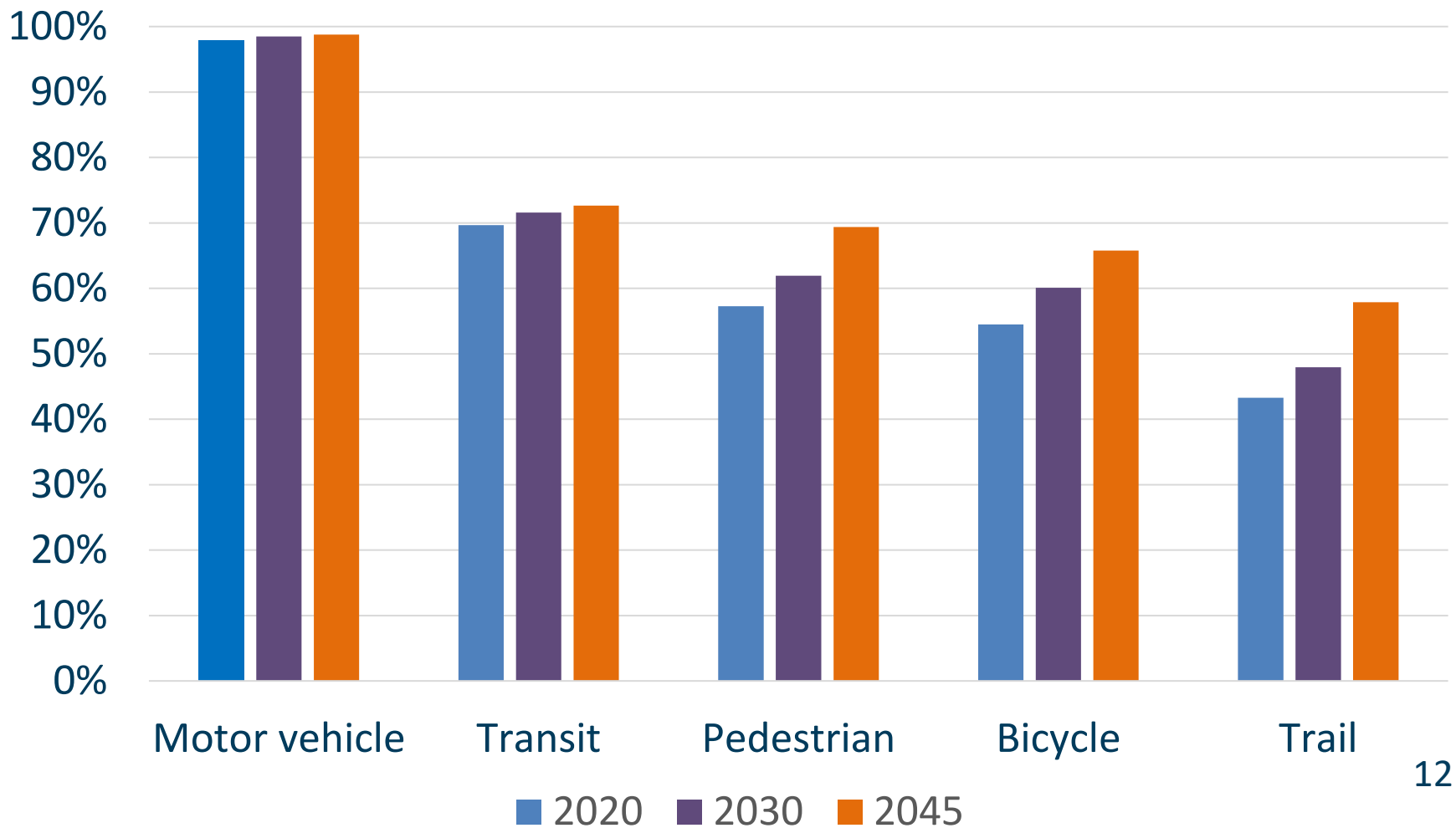
System completeness

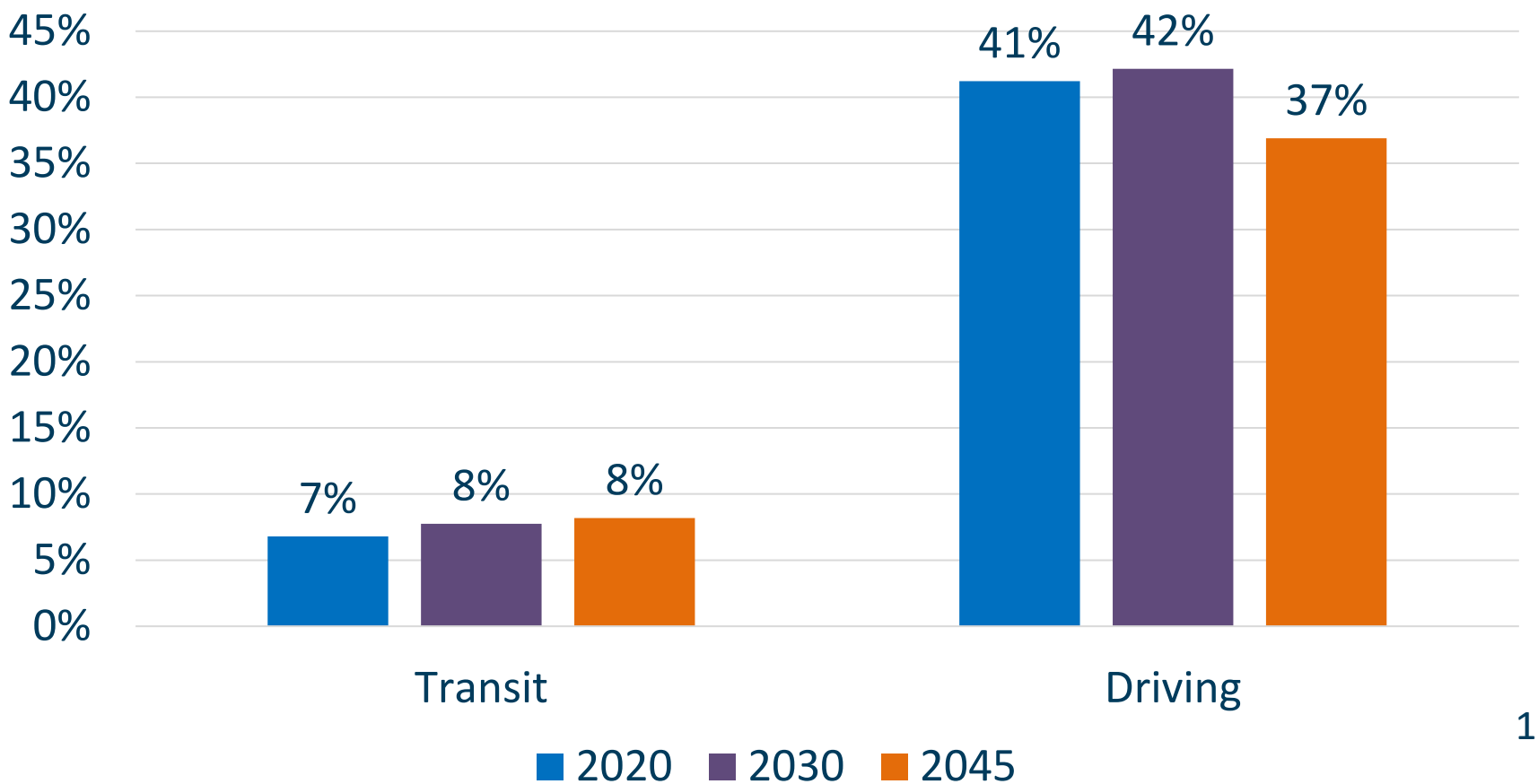
% of regional travel networks that are complete



Draft results. Source: Draft 2023 RTP project List

Access to jobs

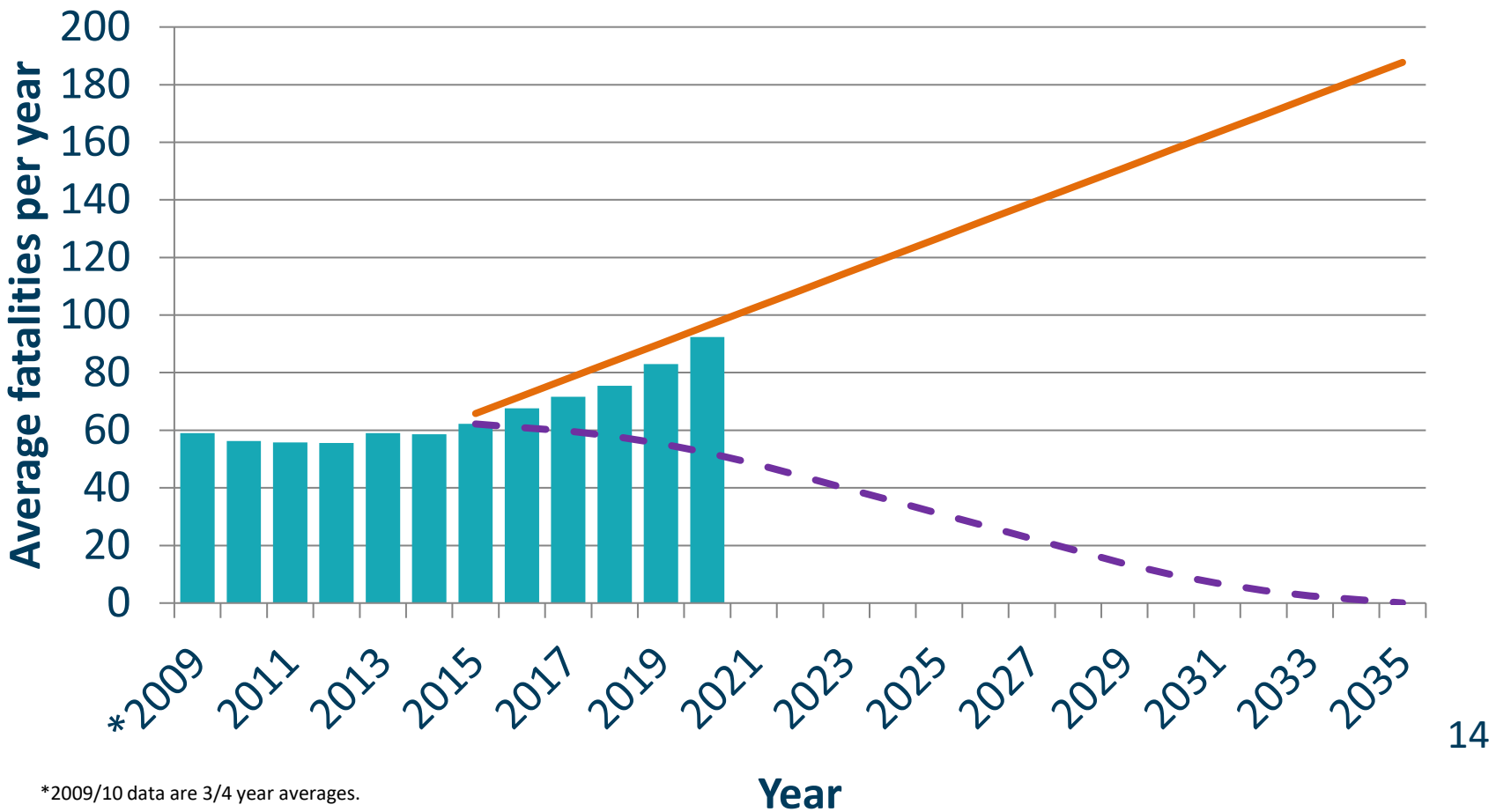
% of the region's jobs accessible within a 45-minute transit ride / 30-minute drive



Draft results. Source: Metro regional travel demand model

Draft results: safety

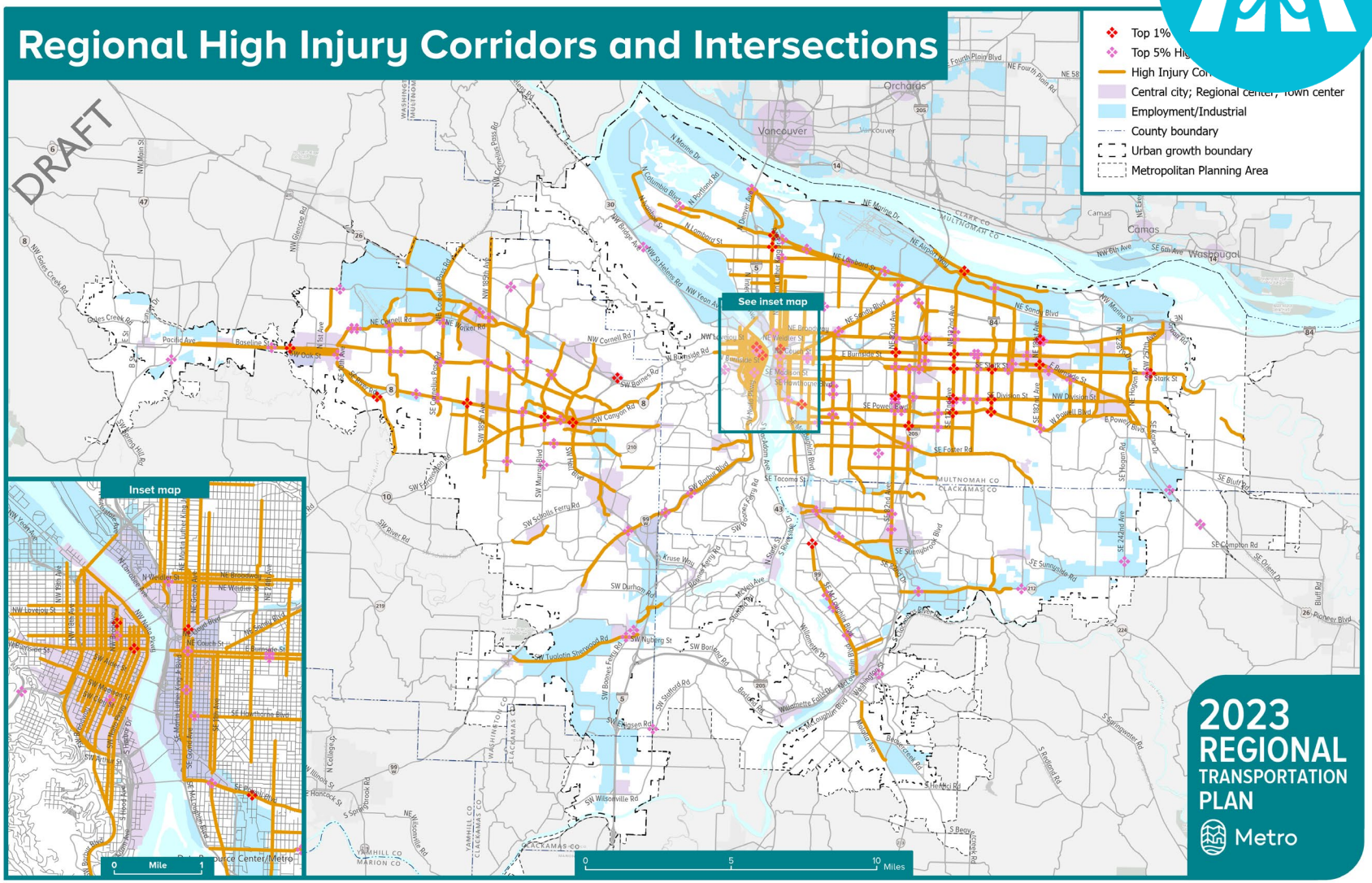
Annual traffic fatalities (5-year averages), trend, and targets



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

Draft results. Source: ODOT crash data

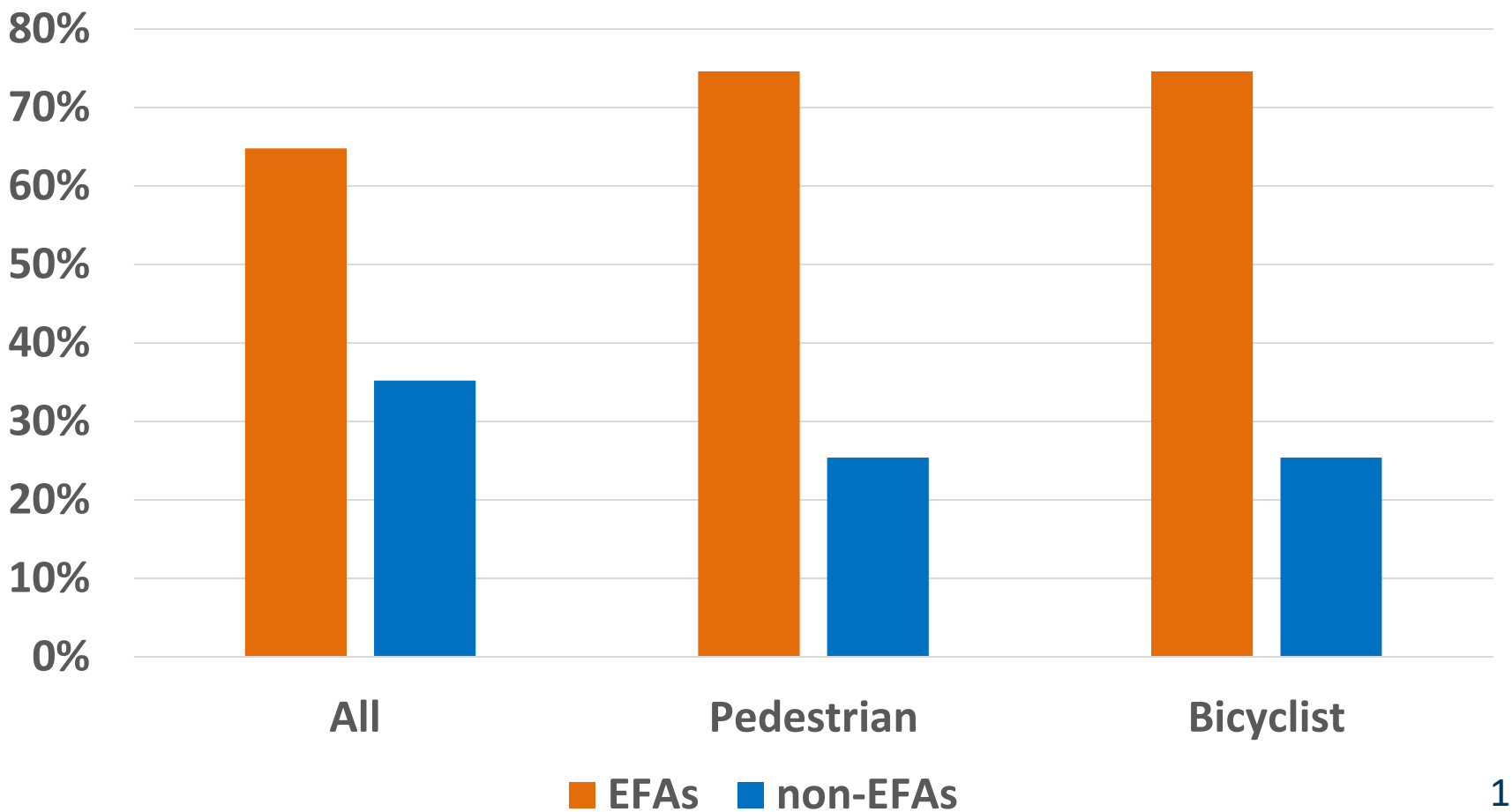
Updated High Injury Network



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

Safety is an equity issue

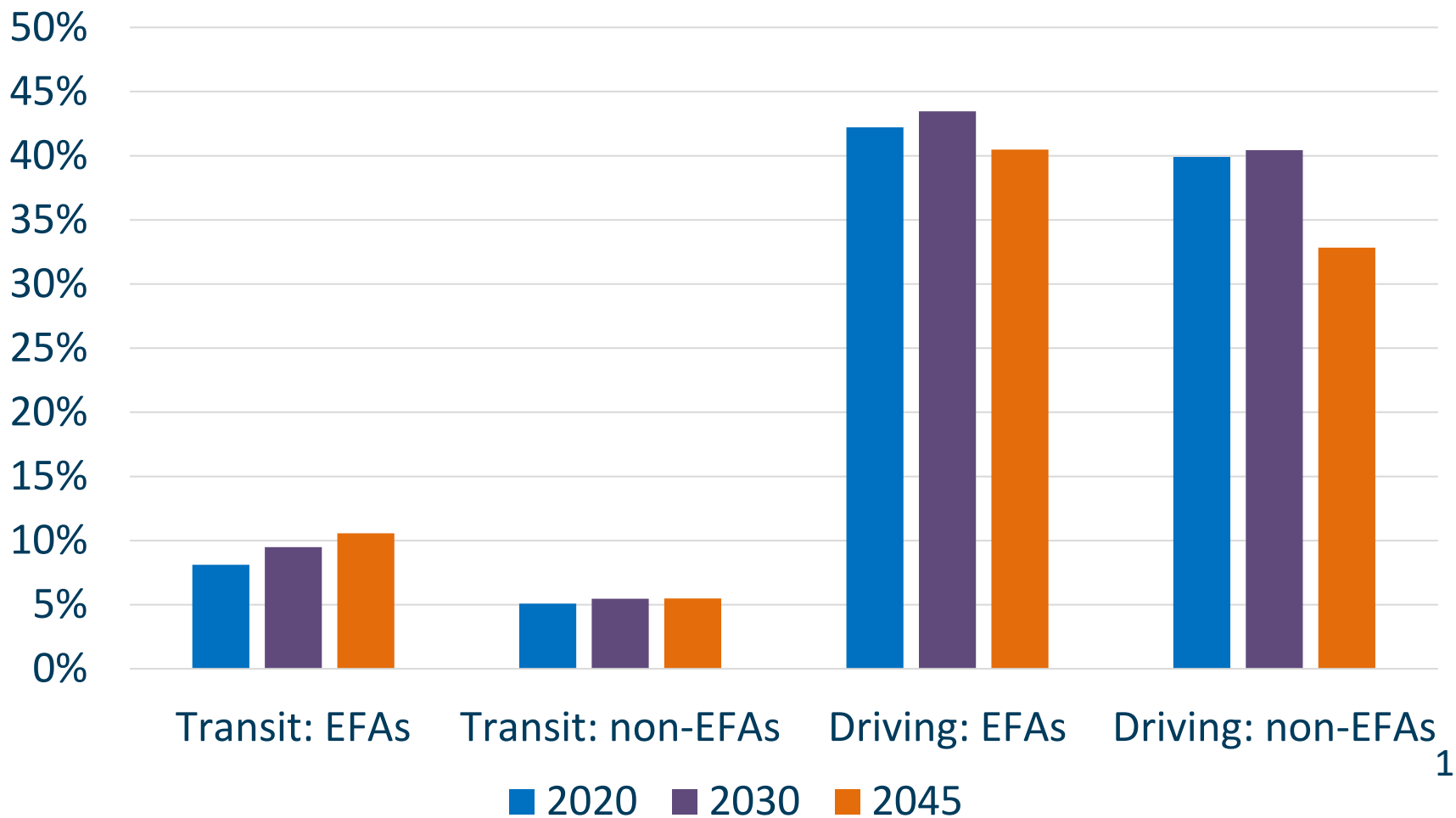
Crashes by mode and in equity focus areas, 2016-21



Draft results. Source: ODOT crash data

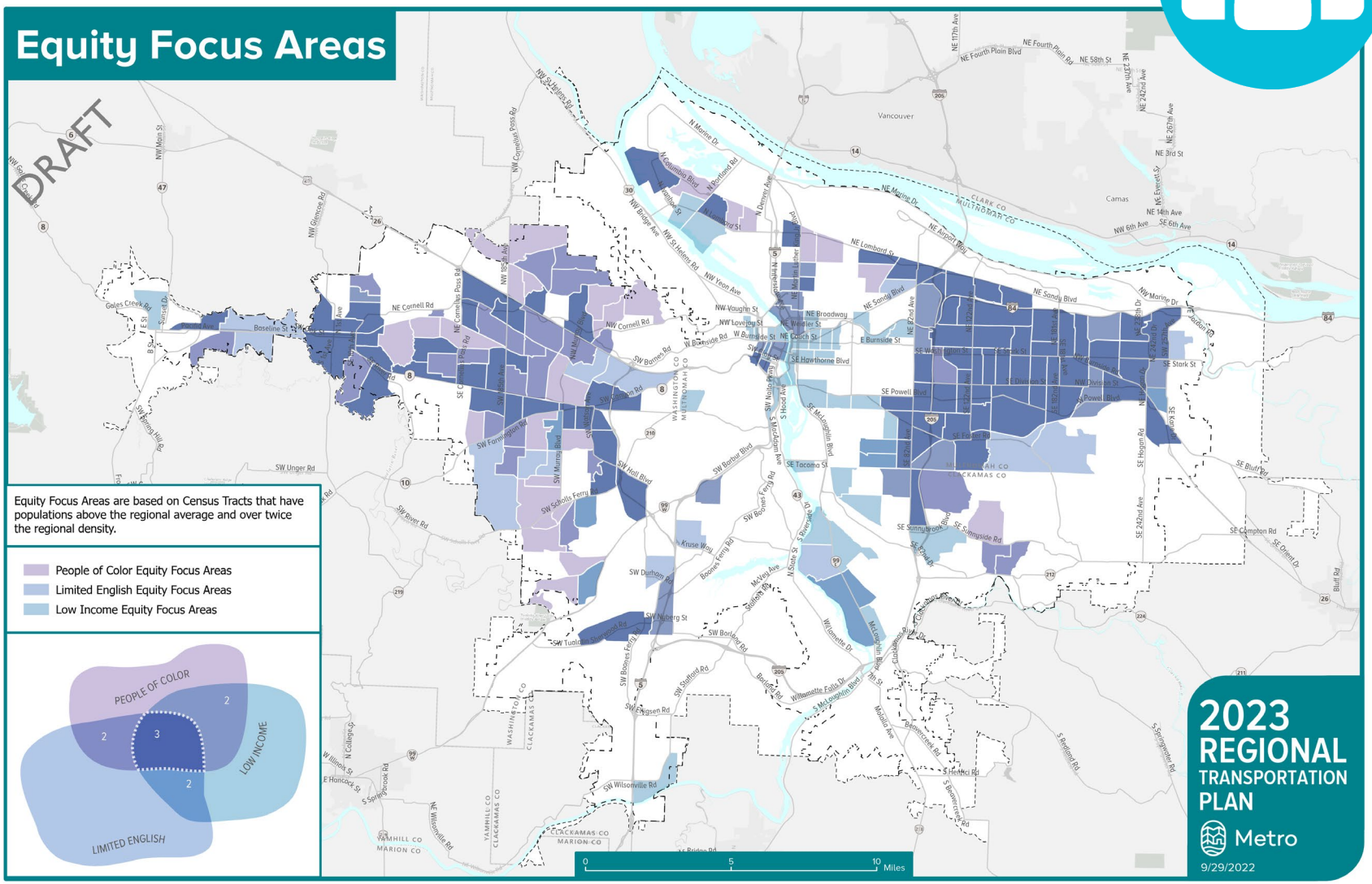
Equity and access to jobs

Access to jobs by mode and in equity focus areas



Draft results. Source: Metro regional travel demand model

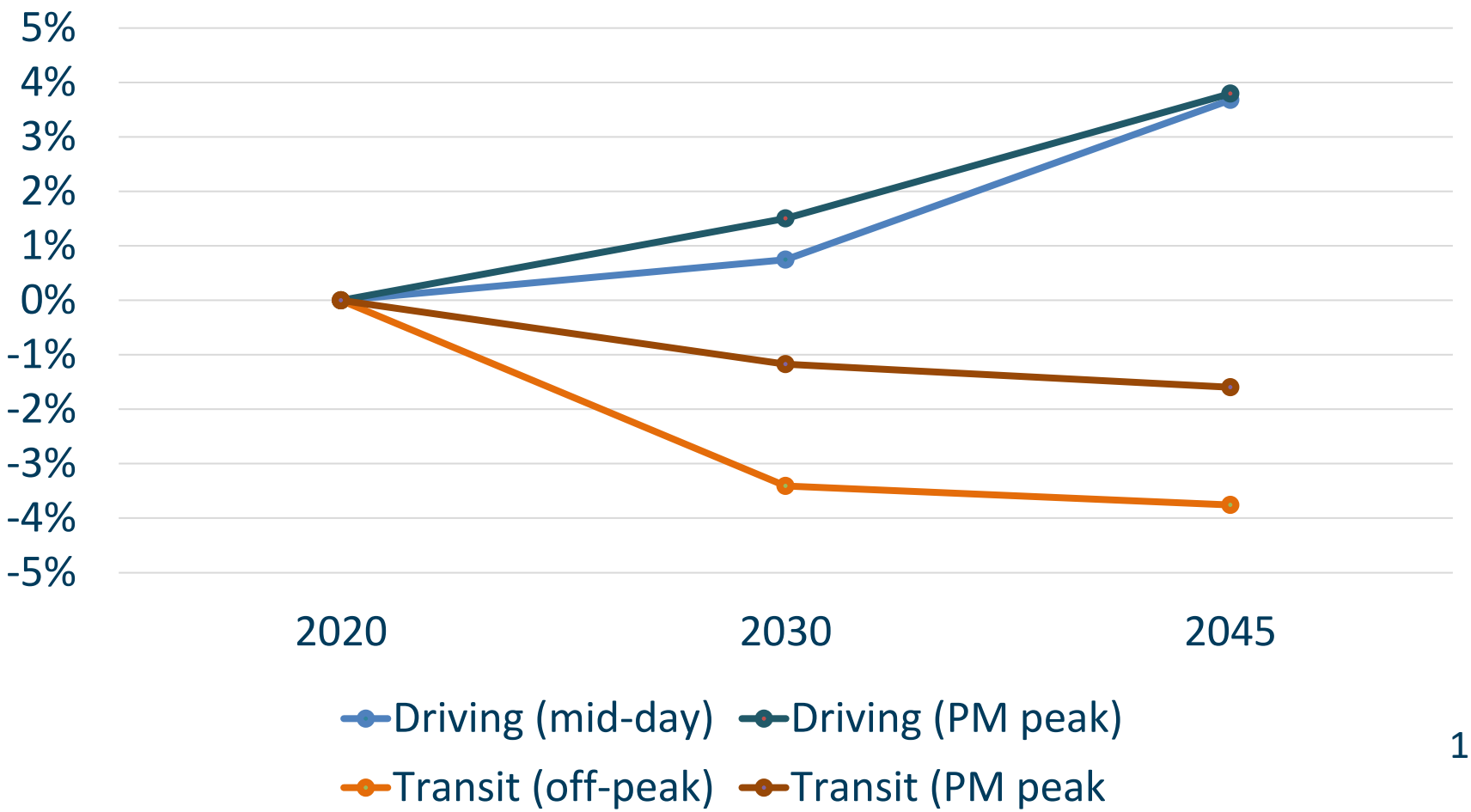
Updated Equity Focus Areas



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

Corridor travel times

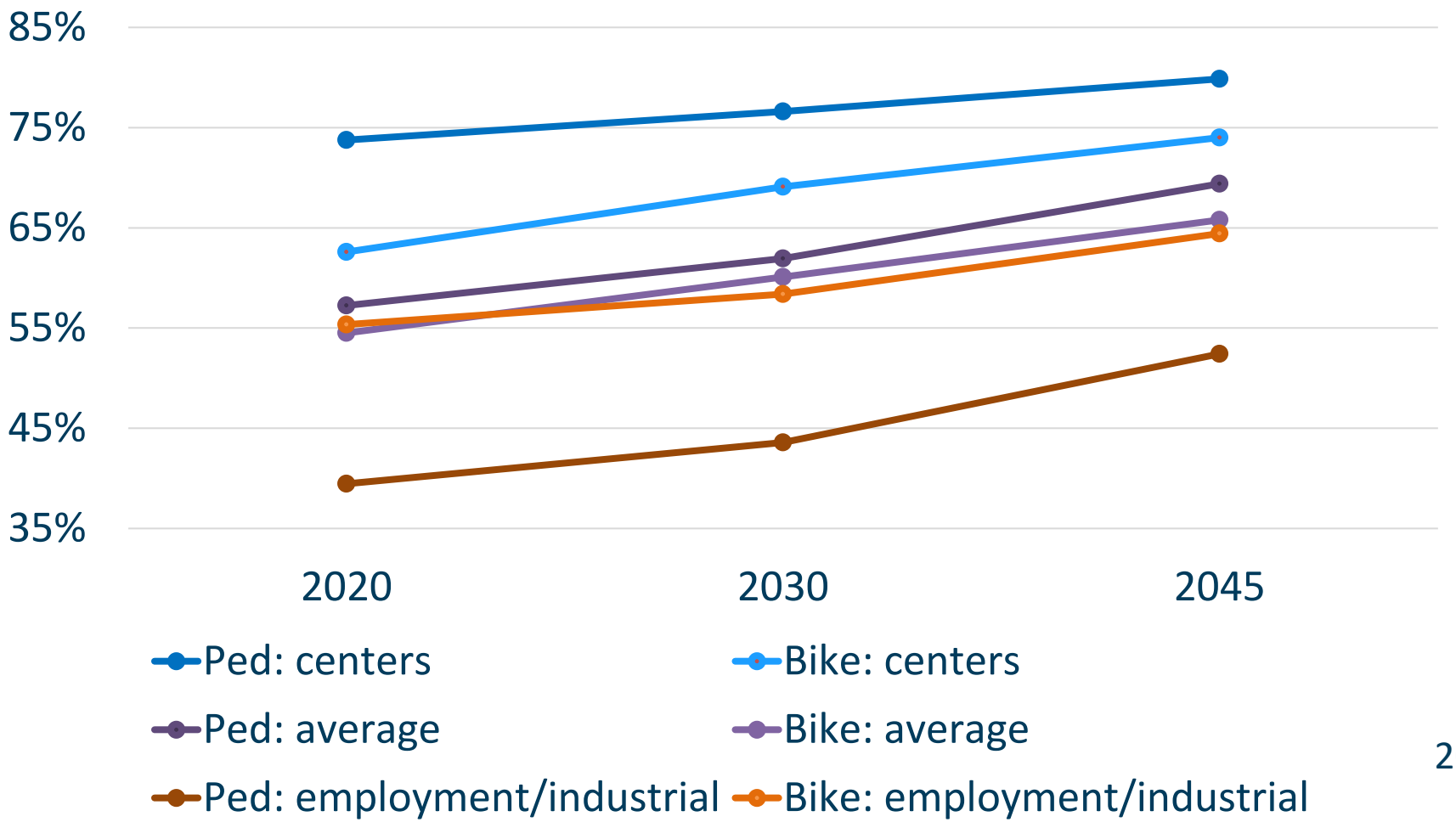
Change in average mobility corridor travel times by mode and time of day



Draft results. Source: Metro regional travel demand model

System completeness

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

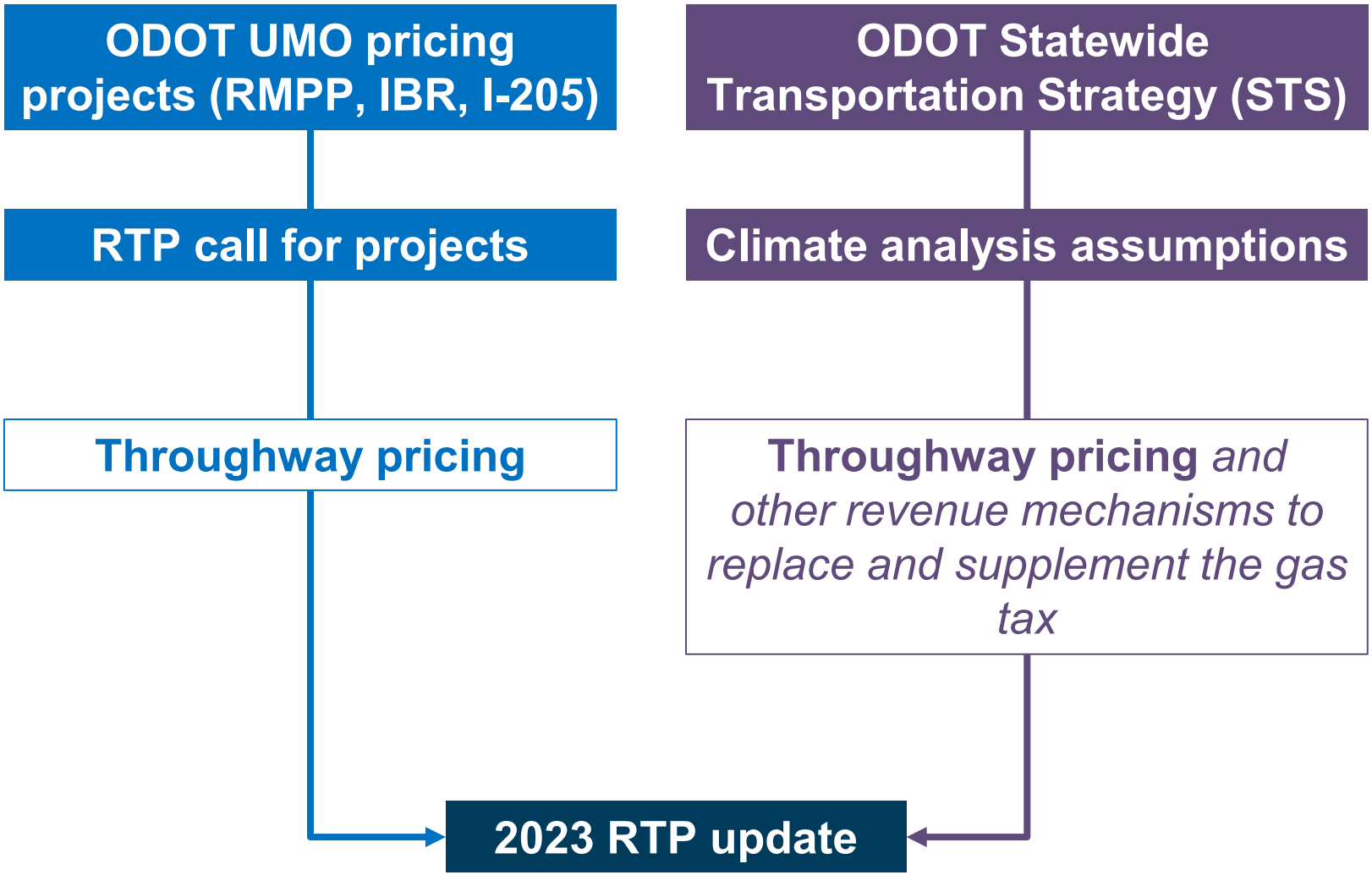


Draft results. Source: Draft 2023 RTP project list

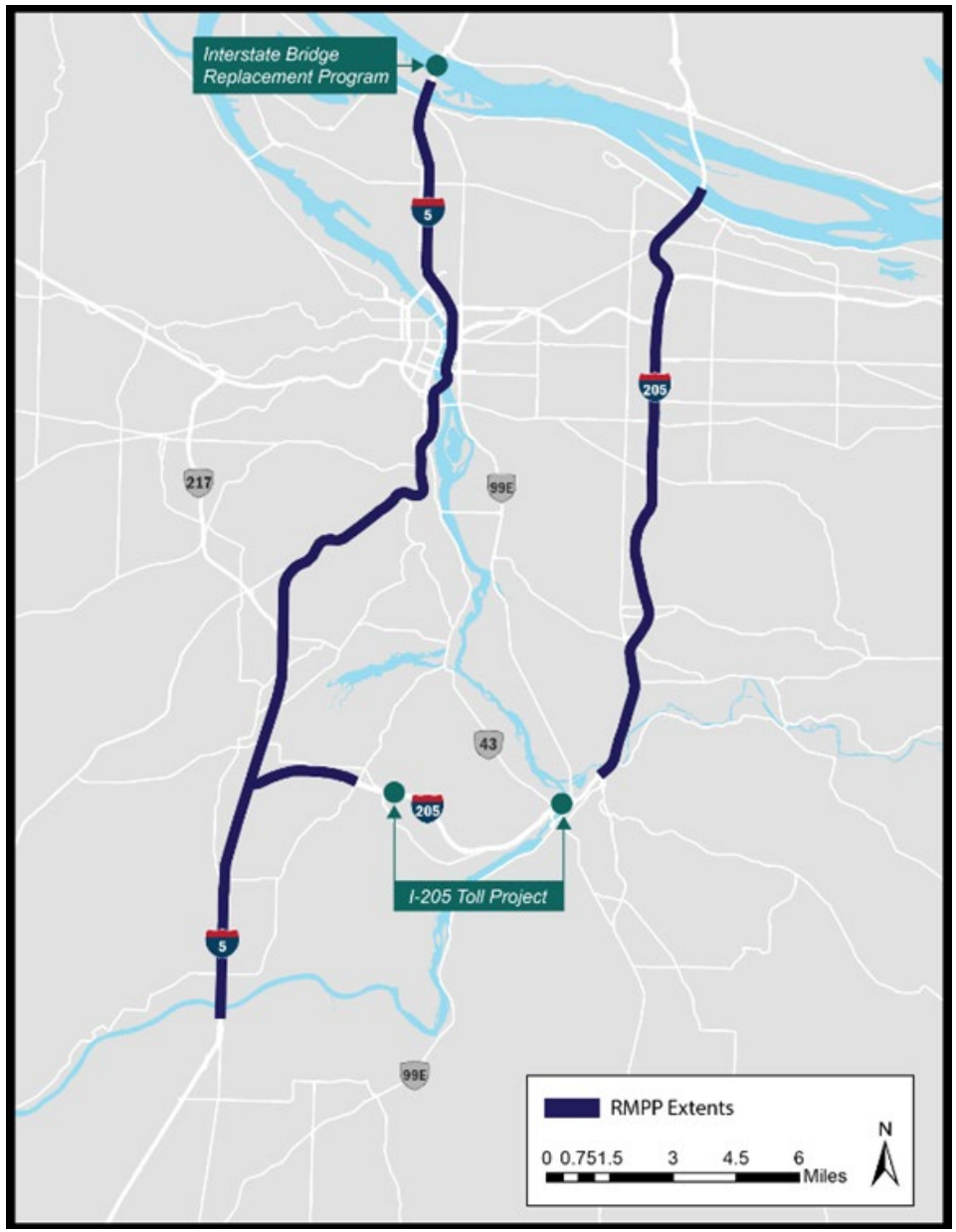
How the climate analysis aligns with other plans and processes

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

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



Throughway pricing in the RTP



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

Regional travel demand model vs. VisionEval

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

Price + revenue assumptions by scenario

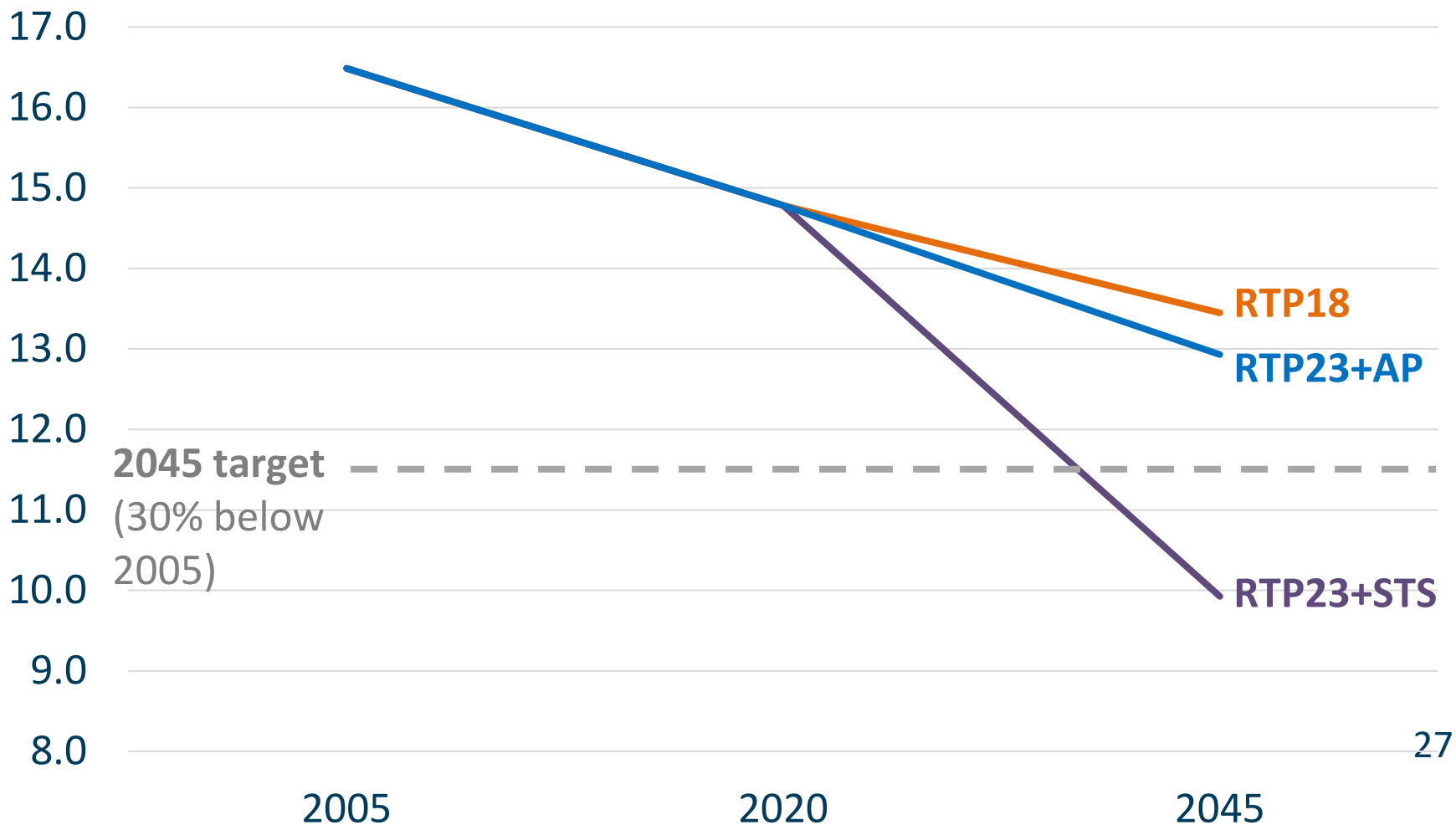
	RTP23 + AP (Adopted state Plans)	RTP23 + STS
Throughway pricing	RMPP, IBR, and I-205: avg.~$0.13/mi on I-5 and I-205	$0.30/mi during peak periods (~2x RTP23 rates)
Additional gas taxes / equivalents	None	$0.17/mi

How the RTP is reflected in these scenarios

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

Progress toward climate targets

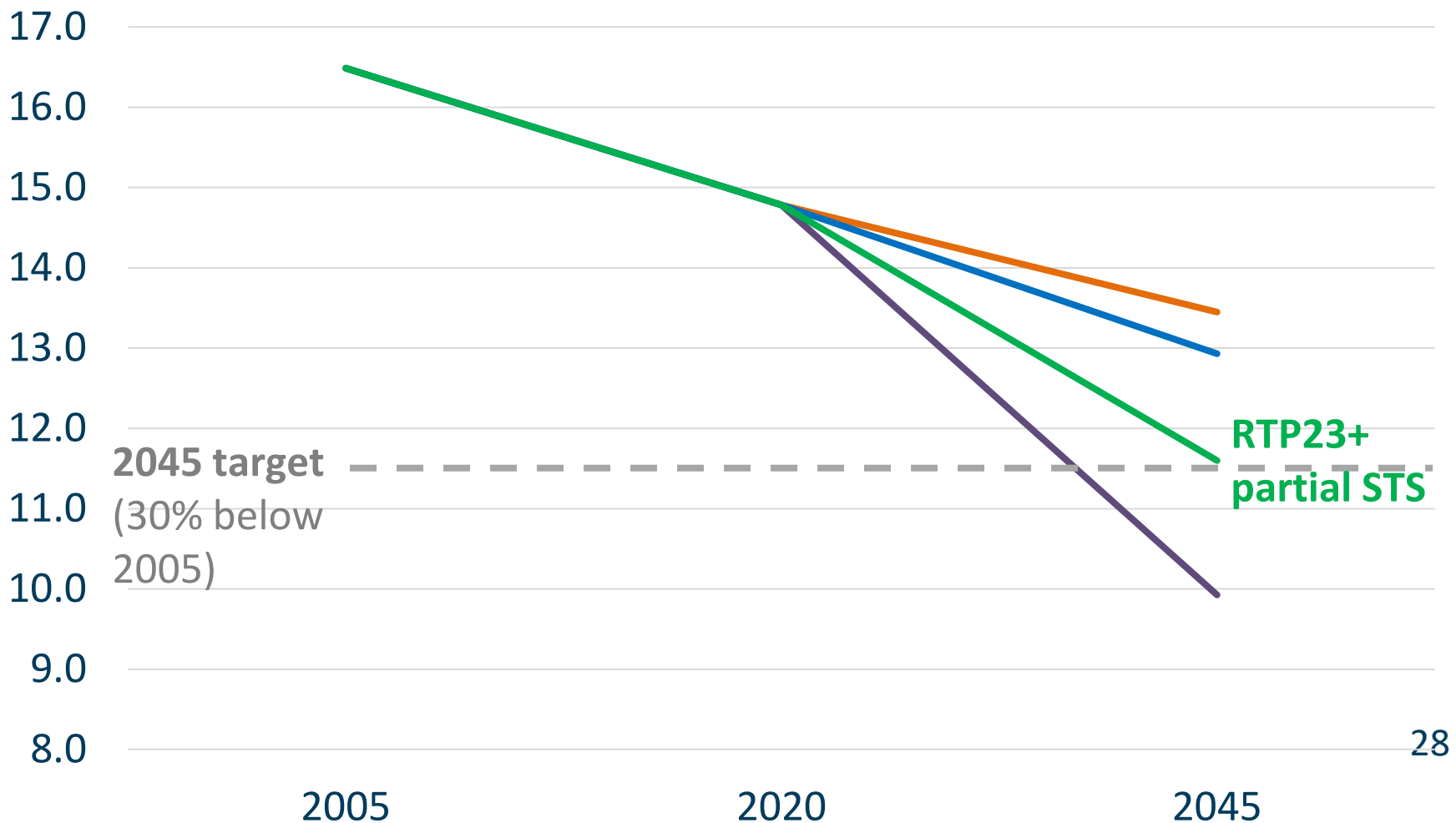
Daily VMT per capita by scenario vs. regional climate target



Source: RSG VisionEval analysis

Progress toward climate targets

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



Source: RSG VisionEval analysis

Next steps

March to May	Metro evaluates how projects advance RTP goals (equity, climate, safety, mobility and economy) and seeks public input on draft project list Metro reports findings to Metro Council, and technical and policy committees, including county coordinating committees
May 11	JPACT/Metro Council workshop to provide feedback on project priorities and discuss opportunities to make more near-term progress on RTP goals Metro staff prepare draft RTP and draft HCT Strategy for public review
May 24	**Letters of endorsement from governing bodies and project list refinements due**
June 2	TPAC recommendation to JPACT on releasing draft RTP (and projects) for public review
June 15/29	JPACT/Metro Council consider public input, technical findings and releasing the draft RTP (and projects) for public review
Summer	45-day public comment period on draft RTP (and projects) and HCT Strategy
Oct. 18	MTAC recommendation to MPAC on adoption of RTP (and projects)
Oct. 25	MPAC recommendation to Metro Council on adoption of RTP (and projects)
Nov. 3	TPAC recommendation to JPACT on adoption of RTP (and projects)
Nov. 16/30	JPACT/Metro Council consider public input and final RTP for adoption