

DRAFT TO METRO COUNCIL WORKSESSION 5-12-09

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ACCEPTING THE) RESOLUTION NO. 09-4052
REGIONAL HIGH CAPACITY TRANSIT)
SYSTEM TIERS AND PRIORITIES, POLICY) Introduced by Councilor Carlotta Collette
AMENDMENTS AND SYSTEM EXPANSION)
POLICY FRAMEWORK FOR ADDITION TO
THE 2035 REGIONAL TRANSPORTATION
PLAN, STATE COMPONENT

WHEREAS, in 1975, elected leaders set the stage for the region's balanced transportation system by rejecting the Mt. Hood Freeway project after public outcry over its expected cost and the destruction of developed neighborhoods that would be needed for its construction; and

WHEREAS, the metro region chose a different development option and adopted the 1975 Interim Transportation Plan, setting aside plans for 54 new highway projects in favor of modest roadway projects and a network of transitways along major travel corridors to meet future travel demand; and

WHEREAS, a systemwide network examination of regional high capacity transit corridors was completed in 1982 and adopted by Metro that resulted in nearly 90 miles of light rail transit, commuter rail and streetcar being built and/or planned for construction by 2016; and

WHEREAS, the region's 2040 Growth Concept and 2035 Regional Transportation Plan seek to prepare for the expected increase in growth in the Portland metro region by providing multiple transportation options, including having pedestrian, bike and transit play a large role in facilitating growth within the region's current capacity; and

WHEREAS, expansion of the high capacity transit system will continue to reduce vehicle miles traveled, greenhouse gas emissions and the region's transportation carbon footprint; and

WHEREAS, high capacity transit is one of many important elements the region can use to build great communities; and

WHEREAS, a broad list of fifty-five potential high capacity transit corridors developed with the community and local jurisdictions was screened to the fifteen most promising corridors based on criteria including ridership, cost, environmental constraints, social equity, transit connectivity, traffic congestion and region 2040 Growth Concept land uses; and

WHEREAS, the resulting fifteen potential high capacity transit corridors were further analyzed based on a set of evaluation criteria that was approved by the Joint Policy Advisory Committee on Transportation (JPACT), Metro Policy Advisory Committee (MPAC) and the Metro Council; and

WHEREAS, the evaluation criteria were derived from the six Metro Council outcomes for a successful region, and are based on the three Regional Transportation Plan (RTP) categories of community, environment and economy, and also include a high capacity transit-specific category of deliverability; and

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WHEREAS, the resulting fifteen potential high capacity transit system corridors are prioritized and placed into the tiers of near term regional priority corridors, next phase regional priority corridors, developing regional priority corridors and regional vision corridors; and

WHEREAS, the regional high capacity transit system plan tiers and priorities will be incorporated into the Regional Transportation Plan and long-range land use and transportation planning efforts; and the fifteen high capacity transit corridors will be regularly reviewed through the Regional Transportation Plan; and

WHEREAS, the System Expansion Policy provides a process for advancement of regional high capacity transit corridors, and identifies a distinct set of planning and policy actions and targets that will support successful high capacity transit implementation, including proposed amendments to the Regional Transportation Plan; and

NOW, THEREFORE, BE IT RESOLVED THAT:

1. The Council accepts the Regional High Capacity Transit System Tiers and Priorities (Exhibit A), System Expansion Policy Framework (Exhibit B), and Policy Amendments (Exhibit C) for addition to the 2035 Regional Transportation Plan, State Component.
2. Acceptance of the Regional High Capacity Transit System Tiers and Priorities, policy amendments and System Expansion Policy Framework is not a final land use decision. The Council will make a final land use decision on these matters when it adopts the 2035 Regional Transportation Plan, State Component by ordinance.

ADOPTED by the Metro Council this _____ day of _____ 2009.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Tier	HCT Corridor Number	RTP Mobility Corridor Reference	Corridor Description (Mode As Evaluated)	Actions		
				Actions for Next 4-Years	Urban Growth Report (UGR)	Urban and Rural Reserves
Near Term Regional Priority	10	5 - Central City – Gateway; 6 – Gateway to Gresham/Fairview/Wood Village/Troutdale	Portland to Gresham via Powell Corridor (LRT)	<ul style="list-style-type: none"> See Local Jurisdiction and Metro Actions for <i>Regional Priority</i> Corridors Listed in Figure 3 	The location of High Capacity Transit and local land use actions and investments will influence future capacity for residential and employment in the region.	Location of High Capacity Transit may influence the location of future Urban Reserves and Urban Growth Boundary expansions.
	11	2 – Central City – Tigard; 4 – Portland Central City; 20 – Tigard - Sherwood	Portland to Sherwood via Barbur/Hwy 99 Corridor (LRT)			
	34*	2 – Central City – Tigard; 3 - Tualatin – Wilsonville; 19 – Beaverton – Tigard; 22 – Beaverton – North Plains	Beaverton to Wilsonville (LRT)			
Next Phase Regional Priority Corridors	8	8 – Clackamas – Oregon City	CTC to Oregon City via I-205 Corridor (LRT)	<ul style="list-style-type: none"> See Local Jurisdiction and Metro Actions for <i>Next Phase</i> Corridors Listed in Figure 3 	The location of High Capacity Transit and local land use actions and investments will influence future capacity for residential and employment in the region.	Location of High Capacity Transit may influence the location of future Urban Reserves and Urban Growth Boundary expansions.
	17	22 – Beaverton – North Plains; 24 – Beaverton to Forest Grove	Sunset Transit Center to Hillsboro via Hwy 26 Corridor/ Evergreen (LRT)			
	28	2 – Central City – Tigard; 7 – Oregon City – Tualatin; 8 – Clackamas – Oregon City	Clackamas Town Center to Washington Square via I-205/217 Corridors(LRT)			
	29	2 – Central City – Tigard; 11 – Milwaukie to Clackamas	Clackamas Town Center to Washington Square via RR ROW (LRT)			
	32	24 – Beaverton – Forest Grove	Beaverton to Hillsboro via TV Highway (LRT)			
	55**	9 – Gateway – Clark County	Gateway to Salmon Creek via I-205 Corridor			
Developing Regional Priority Corridors	9	8 – Clackamas – Oregon City; 11 – Milwaukie to Clackamas	Park Ave to Oregon City via McLoughlin Corridor(LRT extension)	<ul style="list-style-type: none"> See Local Jurisdiction and Metro Actions Listed for <i>Developing Corridors</i> in Figure 3 	The location of High Capacity Transit and local land use actions and investments will influence future capacity for residential and employment in the region.	Location of High Capacity Transit may influence the location of future Urban Reserves and Urban Growth Boundary expansions.
	12	24 – Beaverton – Forest Grove	Hillsboro to Forest Grove (LRT extension)			
	13	6 – Gateway – Gresham/Fairview/Wood Village/Troutdale	Gresham to Troutdale Extension (LRT Extension)			
	17D	22 – Beaverton – North Plains	Tanasborne (LRT extension)			
Regional Vision Corridors	13D	15 - Gresham/Fairview/Wood Village/Troutdale – Damascus	Troutdale to Damascus (LRT)	<ul style="list-style-type: none"> See Local Jurisdiction and Metro Actions for <i>Vision Corridors</i> Listed in Figure 3 	The location of High Capacity Transit and local land use actions and investments will influence future capacity for residential and employment in the region.	Location of High Capacity Transit may influence the location of future Urban Reserves and Urban Growth Boundary expansions.
	16	12 – Clackamas – Happy Valley; 13 – Happy Valley - Damascus	Clackamas Town Center to Damascus (LRT)			
	38S	20 – Tigard – Sherwood/Newberg	Sherwood to Tualatin (LRT)			
	43	16 – Rivergate – I-5; 18 – Portland Central City – Columbia County	Downtown Portland to Yellow Line via St. Johns (LRT)			
	54	6 – Gateway – Gresham/Fairview/Wood Village/Troutdale; 16 – Rivergate – I-5; 17 – I-5 – Columbia South Shore	Troutdale to St. Johns via US 30 Corridor (LRT)			

*The WES Corridor upgrade will be placed in the Next Phase category – upgrades will be examined in phases. Some portions of this corridor are included in corridors 28, 29 and potentially 11.

**This corridor was selected as part of Southwest Washington Regional Transportation Council (RTC) HCT System Plan. It will be examined as a Next Phase corridor in coordination with RTC.

Regional High Capacity System Plan System Expansion Policy Framework Draft 5-11-09

BACKGROUND

Making the Greatest Place helps define how regional and local aspirations come together to create vibrant, healthy and sustainable communities. The challenges of climate change, rising energy costs, economic globalization, aging infrastructure and population growth require regional land use and transportation decisions to be supported by local decisions and actions. While regional land use policy has positioned the Portland metro region as a model for transit-supportive development, much of the region remains auto dependent due to the relatively low level of transit supportive land use region-wide. With limited resources, it is essential that future regional investments in high capacity transit (HCT) be used to leverage achievement of land use and economic development goals.

PROCESS FOR HIGH CAPACITY TRANSIT PROJECT ADVANCEMENT - PRIORITY TIERS AND SYSTEM EXPANSION POLICY FRAMEWORK

The Regional High Capacity Transit System Plan identifies near- and long-term regional HCT priorities. The System Expansion Policy component of the plan provides a framework to advance future regional HCT corridors by setting targets and defining regional and local actions that will guide the selection and advancement of those projects.

High capacity transit priority tiers

As described in Figure 1, regional HCT system corridors are grouped into one of four priority tiers, along with specific targets and various steps local jurisdictions could follow to advance a project to a higher tier. The four tiers are based on an HCT corridor's readiness and regional capacity to study and implement HCT projects. Tiers would be updated with each RTP or by RTP amendment. These tiers would remain static and contain a similar number of projects over time. The four tiers are:

- **Near-term regional priority corridors:** Corridors most viable for implementation in next four years.
- **Next phase regional priority corridors:** Corridors where future HCT investment may be viable if recommended planning and policy actions are implemented.
- **Developing regional priority corridors:** Corridors where projected 2035 land use and commensurate ridership potential are not supportive of HCT implementation, but which have long-term potential based on political aspirations to create HCT supportive land uses.
- **Regional vision corridors:** Corridors where projected 2035 land use and commensurate ridership potential are not supportive of HCT implementation.

System Expansion Policy Framework

The System Expansion Policy Framework is designed to provide a transparent process agreed to by Metro and local jurisdictions to advance high capacity transit projects through the tiers. The framework is based on a set of targets designed to measure corridor readiness to support a high capacity transit project.

The System Expansion Policy Framework:

1. Identifies which near-term regional priority corridor(s) should move into the federal project development process toward implementation; and
2. Delineates a process by which potential HCT corridors can move closer to implementation, advancing from one tier to the next through a set of coordinated Metro and local jurisdiction actions.

Methods to reach targets will be shared by regional and local actions. Based on the tiered category, regional actions would be aligned with work in each corridor. Local actions would focus on meeting HCT targets. In Near Term Corridors, formal **Corridor Working Groups** would be established. Other corridors would coordinate work through existing processes, such through the TSPs.

Local Actions: Local jurisdictions in a corridor can take actions to be considered for a higher tier. Locals within a corridor would: (1) define the project purpose and extent, (2) implement actions that progress the project toward SEP targets and (3) report progress to Metro to be considered for project advancement. Metro will measure progress toward SEP targets within an entire corridor. Flexibility for land use allocation within each corridor between jurisdictions is expected in order to meet SEP targets while balancing local land use aspirations. For example, corridor jurisdictions would “trade density” to allow a corridor to meet ridership targets for the corridor, while maintaining lower density urban form in communities that are not interested in accommodating higher density station areas.

Local actions required to complete some or all of the following actions to advance their project, depending on the tier placement (Details described in attachment 1) are:

- Develop corridor problem statement – all tiers
- Mode and function of HCT assessment – all tiers
- Definition of corridor extent – all tiers
- Corridor assessment against tier’s corridor system expansion targets – all tiers
- Ridership development plan - Near Term tier only
- Station Access and Parking Plans – Near Term tier only

Regional support: Regional support will be necessary to advance any corridor. Regional actions may already be in place, such as work coordinated through the TSPs, however, specific regional actions to support HCT project advancement would vary based on the tier and could include (details described in Attachment 1):

- Land use planning assistance for centers and stations – all tiers
- Station access and parking plans – Near Term only
- Assistance with corridor assessment against SEP targets – Near Term only
- Transportation modeling – Near Term only
- Coordination with MTIP priorities – Near Term and Next Phase
- Station siting analysis – Near Term, Next Phase and Developing

System expansion targets: A small set of system expansion targets will be identified to measure project readiness and it’s contribution to regional goals. These targets will provide clear direction to local jurisdictions that desire to advance projects. The following is a description of proposed system expansion targets that would vary based on the tier (details described in Attachment 1):

- Transit supportive land use/station context – all tiers
- Integrated transportation system development – Near Term only
- Financial capacity – capital and operating finance plans – Near Term only
- Housing needs supportiveness – Near Term and Next Phase
- Regional transit network connectivity – Near Term, Next Phase, and Developing
- Partnership/political leadership – Near Term, Next Phase, and Developing

Figure 1: HCT priority tiers and proposed system expansion criteria/actions (draft concept)

Tier	Summary	Potential local actions (applied to each corridor)	Potential regional support (assistance with corridor assessment against SEP targets)*	Proposed system expansion targets	Proposed process/strategies
Near-term regional priority corridors	Corridors most viable for implementation in next four years.	<ul style="list-style-type: none"> • Develop corridor problem statement • Mode and function of HCT assessment • Definition of corridor extent • Corridor assessment against near-term corridor system expansion targets • Ridership development plan • Station Access and Parking Plans • Assess Financial Feasibility 	<ul style="list-style-type: none"> • Station siting analysis • Land use/TOD planning for centers and stations • Station access and parking plans • Coordination with MTIP priorities • Transportation modeling 	<ul style="list-style-type: none"> • Transit supportive land use/station context • Housing needs supportiveness • Regional transit network connectivity • Integrated transportation system development • Financial capacity – capital and operating finance plans • Partnership/political leadership 	<ul style="list-style-type: none"> • Corridor Working Group • Existing working groups, such as TSP working groups
Next phase regional priority corridors	Corridors where future HCT investment may be viable if recommended planning and policy actions are implemented.	<ul style="list-style-type: none"> • Develop corridor problem statement • Mode and function of HCT assessment • Definition of corridor extent • Corridor assessment against next phase corridor system expansion targets 	<ul style="list-style-type: none"> • Station siting analysis • Land use planning assistance for centers and stations • Coordination with MTIP priorities 	<ul style="list-style-type: none"> • Transit supportive land use/station context • Housing needs supportiveness • Regional transit network connectivity • Financial capacity – capital and operating finance plans • Partnership/political leadership 	<ul style="list-style-type: none"> • Existing working groups, such as TSP working groups
Developing regional priority corridors	Corridors where projected 2035 land use and commensurate ridership potential are not supportive of HCT implementation, but which have long-term potential based on political aspirations to create HCT supportive land uses.	<ul style="list-style-type: none"> • Develop corridor problem statement • Definition of corridor extent • Corridor assessment against developing corridor system expansion targets 	<ul style="list-style-type: none"> • Station siting analysis • Land use planning assistance for centers and stations 	<ul style="list-style-type: none"> • Transit supportive land use/station context • Regional transit network connectivity • Partnership/political leadership 	<ul style="list-style-type: none"> • Existing working groups, such as TSP working groups
Regional vision corridors	Corridors where projected 2035 land use and commensurate ridership potential are not supportive of HCT implementation.	<ul style="list-style-type: none"> • Develop corridor problem statement • Definition of corridor extent • Corridor assessment against vision corridor system expansion targets 	<ul style="list-style-type: none"> • Land use planning assistance for centers and stations 	<ul style="list-style-type: none"> • Transit supportive land use/station context 	<ul style="list-style-type: none"> • Existing working groups, such as TSP working groups

*These are areas where Metro or other state and regional agencies might provide direct financial or staff support

Attachment 1 - System expansion policy terms and definitions

This section provides a description of terms and definitions used in this document to describe the proposed process for HCT project advancement. *This policy proposal is under development and as such all terms and definitions are working versions.*

Local Action Descriptions

Corridor problem statement: The corridor problem statement defines the purpose of the proposed HCT investment (i.e., congestion mitigation, economic development, etc.), assess the role of the project in addressing other regional transportation priorities and identify opportunities for integration with other transportation system improvements in the corridor. Goals should be established for each corridor.

Mode and function of HCT assessment: Definition of what HCT modes are most relevant for meeting the primary function of a corridor's problem statement. Selection of a lower cost mode could improve the near-term viability of the corridor.

Definition of corridor extent: As in an FTA Alternatives Analysis the definition of corridor extent could include a project extent that encompasses multiple alignment options; furthermore, the project extent could consider alternative alignments in separate corridors (e.g., Southeast McLoughlin Boulevard and I-205 to Oregon City).

Corridor assessment against system expansion targets: This assessment addresses progress toward all system expansion targets for the current priority tier. Near-term corridors would be required to conduct a ridership development plan, station access and parking plan, and a land use/TOD plan to support the assessment.

Corridor ridership development plan: Near-term corridors also would work with Metro to conduct a ridership development plan to assess potential future ridership based on current land use projections, identified station areas, and local zoning. This might involve demand modeling, but could effectively use Transit Orientation Index (TOI) scores within ½ mile of identified station areas. Ridership development would contribute to the corridor assessment against system expansion criteria and could include assessment of: Transit Orientation Index score, residential density, employment density, potential cost effectiveness, and transit supportive land uses (zoning and station typology aspirations).

Station access and parking plan: Near-term corridors would work with Metro to conduct an access and parking management plan for each identified station area. The access component would ensure that station designs optimize opportunities for intermodal connections and TOD by planning for an urban block pattern. The parking management element would help local jurisdictions develop transit supportive parking policies that include development of potential parking districts. It would also establish maximum parking requirements, pay-for-parking, park-and-ride development and management, and other parking code changes such as unbundling parking for new development.

Assess Financial Feasibility: This action assesses the financial feasibility of the region to advance and HCT project based on the Financial Capacity Analysis targets described below. In order to meet SEP targets for local funding mechanisms, the plans would identify and propose incentives to finance existing and future infrastructure improvements. Potential tools should include SDC credits, tax abatement, improvement districts and tax increment financing (TIF).

Regional support for assistance with corridor assessment against SEP targets - Descriptions

Station siting analysis: Locations of stations is a critical feature to the success of the HCT system. Metro has advanced tools to work in tandem with locals to assess the trade-offs between potential station areas.

Land use and transit-oriented development plans for station areas: Detailed land use (and TOD plans for Next Phase corridors) would be conducted for these areas to ensure that station areas within a defined corridor extent will meet defined targets for ridership and transit supportive land use.

Station access and parking plans: Parking availability is one of the strongest determinants of transit ridership and has the potential to add significant value to leverage regional HCT investment. Metro has tools for the region to develop parking plans for all land use types.

Coordination with MTIP priorities: HCT priorities should align with regional priorities for transportation investments. MTIP prioritization allows for projects would support development or preparation of a corridor for HCT.

Transportation modeling: Metro will assist with the preparation and production of transportation modeling for Near Term Regional Priority corridors. Metro will assist corridors in other tiers, as well, however, the tier may not warrant a unique model run.

Proposed System Expansion Target Descriptions

Transit supportive land use/station context: Under this target, each station along a proposed alignment should be evaluated for ridership potential based on the jurisdictions' demonstrated willingness to promote transit supportive development. Specific targets could be set for residential, commercial and employment density in station areas. Additionally each station should undergo an evaluation to determine: (1) the capacity for station area development, (2) ability to create good station access for all modes and (3) any issues with station capacity or functionality.

Housing needs supportiveness: This criterion would measure the contribution of the project to improving overall housing and transportation affordability for population of concern.

Regional transit network connectivity: This measure would assess the role the project plays in filling key regional transit system gaps, connectivity with the existing and planned systems, and ability for existing system facilities to support the investment. It would also measure a projects impact on the regional HCT system's ability to increase system capacity to deal with malfunction, incident or construction/maintenance, and the ability for existing station and track infrastructure to support the investment.

Integrated transportation system development: This target would provide a qualitative measure of the role project would play in addressing a broad range of regional transportation priorities, particularly as defined with the Mobility Corridor extent.

Partnership/political leadership: The measure of this target would be qualitative based on demonstrated political leadership, development of strategic partnerships and demonstrated advancement of local aspirations.

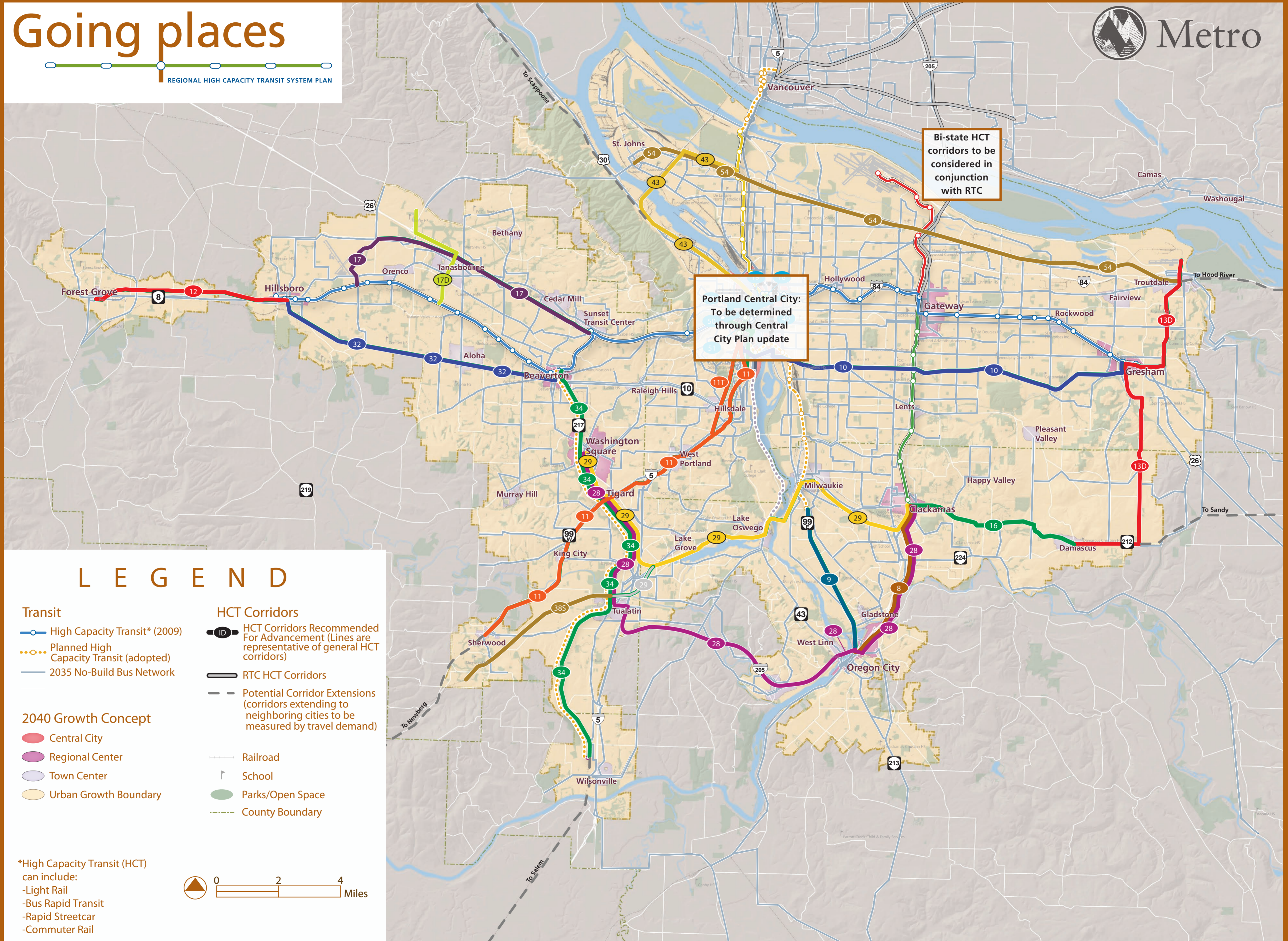
Financial capacity – capital and operating finance plans: To advance a proposed HCT investment to an AA/EIS there should be an assessment of capacity to fund capital and operations with no significant negative consequences on existing infrastructure or transit system operations. This evaluation could include:

- **Capital finance plan:** Financial capacity to fund capital construction should be evaluated. A qualitative rating could be developed based on whether a project is partially or fully funded; the availability of local capital funds and competition for funding that is needed for core system capacity enhancements or maintenance.
- **Operating finance plan:** A preliminary finance plan for operation of the investment should also be reviewed. Proposed measures might include estimated farebox recovery, cost effectiveness (total annualize operating and capital cost per passenger), and the stability, reliability and availability of proposed operating subsidy.

Going places



REGIONAL HIGH CAPACITY TRANSIT SYSTEM PLAN



Bi-state HCT corridors to be considered in conjunction with RTC

Portland Central City: To be determined through Central City Plan update

LEGEND

- | | |
|--|---|
| <p>Transit</p> <ul style="list-style-type: none"> High Capacity Transit* (2009) Planned High Capacity Transit (adopted) 2035 No-Build Bus Network <p>2040 Growth Concept</p> <ul style="list-style-type: none"> Central City Regional Center Town Center Urban Growth Boundary | <p>HCT Corridors</p> <ul style="list-style-type: none"> HCT Corridors Recommended For Advancement (Lines are representative of general HCT corridors) RTC HCT Corridors Potential Corridor Extensions (corridors extending to neighboring cities to be measured by travel demand) <p>Other Features</p> <ul style="list-style-type: none"> Railroad School Parks/Open Space County Boundary |
|--|---|

*High Capacity Transit (HCT) can include:
 -Light Rail
 -Bus Rapid Transit
 -Rapid Streetcar
 -Commuter Rail

