Metro Policy Advisory Committee (MPAC) agenda

600 NE Grand Ave.
Portland, OR 97232-2736

Wednesday, January 25, 2023		**5:00 PM**	**https://zoom.us/j/95889916633 (Webinar ID: 958 8991 6633)**

1. Call To Order, Declaration of a Quorum & Introductions (5:00 PM)

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2. Public Communication on Agenda Items (5:05 PM)

Public comment may be submitted in writing and will also be heard by electronic communication (video conference or telephone). Written comments should be submitted electronically by mailing legislativecoordinator@oregonmetro.gov. Written comments received by 4:00 pm on the Wednesday before the meeting will be provided to the committee prior to the meeting.

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3. Council Update (5:10 PM)

4. Committee Member Communication (5:15 PM)

5. Action Items (5:20 PM)

5.1   Appointment of Chair, Vice Chair, and Second Vice Chair   COM 22-0647

        Attachments: Worksheet

6. Information/Discussion Items (5:25 PM)

6.1   High-Capacity Transit Strategy Update: Readiness Tiers   [COM 22-0645](#)

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

Attachments: [Worksheet](#)
                  [Vision Readiness](#)
                  [Key Meeting Dates](#)
                  [Readiness Approach](#)
                  [Readiness Tiers Draft](#)
                  [Policy Framework](#)

6.2   Garbage and Recycling System Facilities Plan - Phase 2 Gap   [COM 22-0646](#)
Analysis Summary

Presenter(s):   Marta McGuire (she/her), Metro
                  Estee Segal (she/her), Metro

Attachments: [Worksheet](#)
                  [Values and Outcomes](#)
                  [Engagement Summary](#)

6.   **Adjourn (7:00 PM)**

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

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January 2021

2023 MPAC Work Program
As of 1/12/2023

Items in italics are tentative

January 25, 2023	February 22, 2023
- Appointment of Chair, Vice Chair, and Second Vice Chair **(action)** - High-Capacity Transit Strategy Update: Readiness Tiers (Margi Bradway (she/her), Metro and Ally Holmqvist (she/her), Metro; 60 min) Metro2022 - Garbage and Recycling System Facilities Plan - Phase 2 Gap Analysis Summary (Marta McGuire (she/her), Metro and Estee Segal (she/her), Metro; 30 min)	*MPAC 101* *Growth management work plan* *Update on UGB land exchange* *Update on SHS and AHB reports*
March 22, 2023	**April 26, 2023**
TOD Program Strategic and Work Plan Update (Andrea Pastor, Metro; 30 min) *Quarterly SHS update* *Construction Careers Pathways Project update*	*Community place making Grants (Dana Lucero, Metro)* *Preliminary analysis of submitted RTP projects*
May 24, 2023	**June 28, 2023**
Update on Oregon Housing Needs Analysis (Ted Reid, Metro)	*Freight Commodity Study (Tim Collins, Metro)*
July 26, 2023	**August 23, 2023**
September 27, 2023	**October 25, 2023**

November 08, 2022	**December 13, 2022**

5.1 Appointment of Chair, Vice Chair, and Second Vice Chair

Action Item

Metro Policy Advisory Committee
Wednesday, January 25th, 2023

MPAC Worksheet

Purpose/Objective

At the January 25th meeting, MPAC members will need to take action to nominate and elect a Chair, First Vice-Chair, and Second Vice-Chair as required by Article V of the MPAC bylaws. The bylaws state that the First Vice Chair shall become Chair following the completion of the Chair's term, unless a different member is elected to serve as Chair. The Second Vice chair becomes the First Vice-Chair unless a different member is elected to serve as First Vice-Chair. Further, the bylaws require that the officer positions balance geographic representation. Outgoing Chair Joe Buck recommends nomination of Mayor Denyse McGriff as Second Vice-Chair.

Recommended nominees:

- Chair: Councilor Vince Jones-Dixon, Second Largest City in Multnomah County
- First Vice-Chair: Commissioner Pam Treece, Washington County
- Second Vice-Chair: Mayor Denyse McGriff, Second Largest City in Clackamas County

Outcome

Appointment of the MPAC Chair, First Vice-Chair, and Second Vice-Chair.

6.1 High-Capacity Transit Strategy Update: Readiness Tiers

Information/Discussion Items

Metro Policy Advisory Committee
Wednesday, January 25th, 2023

MPAC Worksheet

Agenda Item Title: High Capacity Transit Strategy Update: Corridor Investment Readiness Tiers

Presenter: Ally Holmqvist, Senior Transportation Planner, Metro

Contact for this worksheet/presentation: Ally Holmqvist, ally.holmqvist@oregonmetro.gov

Purpose/Objective

Our region's current high capacity transit system — the nationally-recognized MAX system — exists today because decades ago partners worked together to establish a vision and roadmap for the future, including an identified pipeline of investments. Metro's first High Capacity Transit Plan in 2009 continued that work – supporting and identifying the connections that became the Green & Orange lines and Division Transit, and will soon be Southwest Corridor & Interstate Bridge light rail and 82nd Avenue & Tualatin Valley rapid bus. A new prospect — rapid bus — has provided an opportunity to think differently about what the region's high capacity transit network could look like in the future. Offering a more flexible and cost-effective solution, rapid bus also provides the potential to move more projects more quickly through the federal development process, providing great benefit to community with less impacts to neighborhood stability.

High capacity transit is the backbone of the Regional Transportation Plan (RTP) and Metro's 2040 Growth Concept, connecting town & city centers through corridors. The High Capacity Transit (HCT) Strategy will prioritize investments over the span of decades - categorizing corridors where high capacity service would provide the most benefit to the most people. As part of the larger 2023 RTP update process, Metro staff built on previous planning work and public input to identify and create a "pipeline" of corridor investments in the region competitive for federal funding. This pipeline provides the roadmap to realizing our vision for the future of high capacity transit in the region, clearly identifying where we need to focus efforts next to build in a way that advances regional goals and priorities.

Action Requested/Outcome

MPAC provides feedback on 1) the refined network vision and identified priority corridors for high capacity transit investment in the 2023 RTP, 2) the engagement approach for identifying community priorities and readiness considerations, and 3) content to include in the draft report.

What has changed since MPAC last considered this issue/item?

This fall, the Metro Policy Advisory Committee (MPAC), along with other Metro and County coordinating committees and regional stakeholders, provided feedback to refine the draft policy framework, inform the approach to developing and shape the development of the regional high capacity transit network, and provide input on implementing the engagement strategy related to these milestones. At that meeting, staff heard it was important to consider: balancing the regional system and focusing on connecting centers, supporting where the transit network is still being developed in addition to making improvements, and ensuring the system supports economy.

Since then, the Project Management Team (including staff from Metro and TriMet) has worked with the Working Group (including regional partners) to apply the approach discussed and incorporate stakeholder and community feedback to reimagine a stronger backbone for the transportation system in the greater Portland region that would support compact land development and create broader travel connections and mobility options. Building from the existing light rail network and first FX bus line, it calls for new and stronger high quality transit connections along north-south and east-west corridors in Multnomah, Clackamas, Washington and Clark Counties. Those include the

corridors we're already working to advance as well as others we heard regional support for: Lombard/Killingsworth, Martin Luther King Jr. Blvd., Cesar Chavez, Clackamas to Columbia, Halsey, Burnside, Powell, Hwy 212/Sunnyside, I-205, McLoughlin, WES/Route 76- Beaverton to Wilsonville, Hwy 26, 185th Avenue, and Hwy 99 West. The envisioned system will provide better alternatives to driving that encourage new ridership in support of our climate goals while prioritizing those who depend on transit or lack travel options, particularly communities of color and other historically marginalized communities.

While all of the corridors in the vision are an important part of a broader system to meet our regional land use and transportation goals, they differ in their readiness for high capacity transit investment – not all are ready today. As such, the team has grouped the corridors by readiness into tiers to create a pipeline of investment priorities to inform the 2023 Regional Transportation Plan investment strategy — regional priority, emerging regional priority, developing, and future investment corridors. For some of the corridors that are ready today, we have already started work to plan for new high quality transit connections in the nearer-term. These first-tier corridors either have a project with an adopted locally-preferred alternative or are actively working toward one now: Southwest Corridor, Interstate Bridge, Montgomery Park Streetcar, 82nd Avenue, and Tualatin Valley Highway. Tier 1 corridors would support these previously-identified regional priorities for 2030 and 2045 constrained investments in the 2023 Regional Transportation Plan. These are not the only corridors that are ready for investment today. But we know that our region's history of success with and capacity for the partnerships and work required to advance corridors through the Federal Project Development process is about one corridor every three years. As such, the second tier identifies corridors where planning activities for high capacity transit investments could begin as soon as the next five years. Tier 2 corridors would be opportunities for 2045 constrained and strategic investments in the 2023 Regional Transportation Plan.

Other corridors may first need additional development activity and/or other types of investments to help high capacity transit to be successful. These corridors demonstrate some readiness today and/or indicate strong readiness in the future, particularly where adopted land use and transportation plans and strategies promote a transit-supportive future. Additional work and/or time are needed to advance planning activities for these corridors and Better Bus improvements could provide a solution in the interim. Tier 3 corridors would be opportunities for additional 2045 strategic investments as feasible in the 2023 Regional Transportation Plan. Finally, some corridors may provide important future connections to support our 2040 Growth Concept vision that are not yet ready for this type of investment today. Many of the elements creating a supportive environment for the success of high capacity transit investment may not yet be present and/or fully established in adopted land use and transportation plans. Tier 4 corridors would continue to be identified in the transit vision rather than investment opportunities for the 2023 Regional Transportation Plan.

This winter, staff will be working with decision-makers, advisory committees stakeholders, and community organizations to refine the investment priorities and identify additional considerations for high capacity transit investment readiness. The next and final upcoming milestone for the update is the draft High Capacity Transit Strategy report in May, which is aligned with timing for development of the RTP investment strategy. In June, the HCT Strategy will be incorporated into the 2023 RTP document for public review in July and consideration for adoption in November.

What packet material do you plan to include?
1. Vision and Corridor Tiers Fact Sheet
2. Major Milestones and Meetings Outline (updated)
3. Readiness Approach Memo
4. Proposed Corridor Investment Tiers Map and List
5. Updated Policy Framework Memo

High capacity transit vision & corridor investment priorities

A new vision for high capacity transit identifies faster and reliable transit connections that will connect more people in the greater Portland region to the places they need to go. Now, the region must prioritize where to invest first.

What is the vision for high capacity transit?

New high capacity transit will strengthen the backbone of the transportation system in the greater Portland region as the area continues to grow and change. High capacity transit is public transportation that moves a lot of people quickly and often – think light or commuter rail or bus rapid transit. It can efficiently move the highest number of people along regional routes where the most people need to travel quickly, reliably, and comfortably. The vision for high capacity transit builds from the existing light rail network and Division Street Frequent Express (FX) bus line and calls for new and stronger high quality transit connections in Multnomah, Clackamas, Washington and Clark counties.

The envisioned high capacity transit system will provide better alternatives to driving that encourage new ridership in support of the region's climate goals. The expanded system will prioritize those who depend on transit or lack travel options.

What is a "corridor"?

Corridors are routes that are heavily used by people and freight to connect to major destinations throughout the region. A corridor might include a large roadway with multiple transit lines and nearby smaller roadways and bikeways.

How will the corridors be prioritized?

Not all the corridors identified in the vision are ready for high capacity transit today. To be prioritized for high capacity transit in the near-term, corridors must already have:
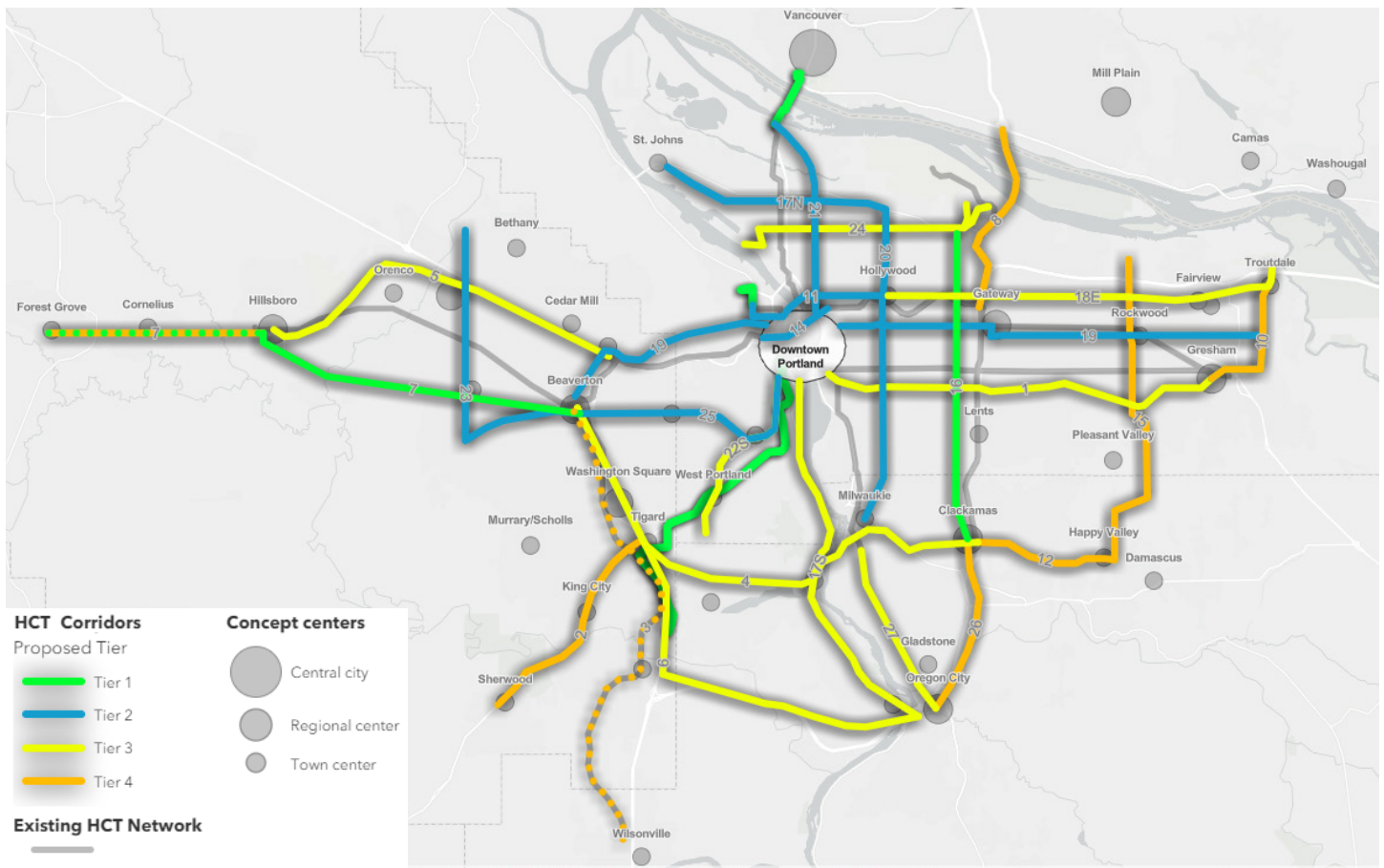
- many and a balanced mix of jobs and housing that creates places where activity occurs most of the day,

- essential destinations within short, walkable distances of each other,

- well-designed streets and buildings that encourage walking and rolling and give transit priority,

- funding available for investments and high cost-effectiveness of those investments, and

- community needs and priorities.

Together, these considerations help identify where there is the greatest need for and most potential benefit in making high quality transit investments. Grouping the corridors by levels of readiness, referred to as tiers, creates a plan that will support the cost-effective use of regional resources to build a high capacity transit system.

- **Tier 1:** Corridors that are ready and where new high capacity transit connections are currently planned for the near-term.

- **Tier 2:** Corridors where planning for high capacity transit investments could start as soon as the next five years.

- **Tier 3:** Corridors where other investments are needed to help high capacity transit to be successful

- **Tier 4:** Important future connections that are not yet ready for high capacity transit in the near-term.

Metro

HCT Corridors
Proposed Tier
- Tier 1
- Tier 2
- Tier 3
- Tier 4

Existing HCT Network

Concept centers
- Central city
- Regional center
- Town center

HCT Investment Tiers

Tier 1: Where investments are currently being planned

- Southwest Corridor MAX
- 82nd Avenue FX Bus
- TV Highway FX Bus
- Interstate Bridge MAX
- Montgomery Park Streetcar

Tier 2: Where planning could start in five years

- 14 Central City Tunnel (improving MAX speed and reliability)
- 19 Burnside Beaverton to Gresham
- 11 NW Lovejoy to Hollywood
- 21 MLK Blvd Hayden Island to Downtown
- 23 185th Bethany to Beaverton
- 25 Hwy 10 Beaverton to Portland
- 22N St Johns to Portland
- 20 Cesar Chavez Portland to Milwaukie

Tier 3: Where corridors are getting ready for investments

- 1 Portland to Gresham (Powell)
- 22S Capitol Hwy PCC Sylvania to Portland
- 5 Hwy 26 Sunset TC to Hillsboro
- 24 Swan Island to Parkrose
- 17S Portland to Oregon City
- 18E Hollywood to Troutdale
- 27 McLoughlin Park Avenue MAX to Oregon City
- 6 Beaverton to Oregon City
- 4 Beaverton to Clackamas TC

Tier 4: Important corridors not yet ready for investment

- 9 Hillsboro to Forest Grove
- 10 Gresham to Troutdale
- 2 Hwy 99W Tigard to Sherwood
- 3 WES Corridor Improvements
- 15 Clackamas to Columbia
- 12 Clackamas TC to Damascus
- 26 Clackamas TC to Oregon City
- 8 I-205 Gateway to Clark County

What's Next?

In winter and spring 2023, the project team will work with community members and organizations, businesses, agency partners and elected officials to hear more about their investment priorities. Discussion will focus on what else the corridors need to be ready for high quality transit service.

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HIGH CAPACITY TRANSIT STRATEGY UPDATE

Key Meeting Dates and Engagement Activities for Project Milestones

January 2023

Outcome: Review corridor investment tiers. Continue revenue discussion. Feedback on HCT report outline.

Date	Who
January 4	East Multnomah County Transportation Committee TAC
January 5	Clackamas County Coordinating Committee TAC
January 5	Washington County Coordinating Committee TAC
January 9	East Multnomah County Transportation Committee (policy)
January 9	Washington County Coordinating Committee (policy)
January 11	**Transportation Policy Alternatives Committee (TPAC)**
January 18	Clackamas County C-4 subcommittee (policy)
January 18	**Metro Technical Advisory Committee (MTAC)**
January 19	**Joint Policy Advisory Committee on Transportation (JPACT)**
January 24	**Metro Council (work session)**
January 25	**Metro Policy Advisory Committee (MPAC)**
January-February	- Project webpage updates - Vision & Readiness Fact Sheets - Storymap and Survey: Readiness and Investment Priorities - Technical Memos - Stakeholder Meetings/Interviews: Corridor Investment Tiers (January): How do you think these tiers look for investment priorities? What changes would you like to see? Why? - TriMet TEAC 1/10 & CAT (TBD) - RTP CBO Contract – HCT corridor readiness and community priorities events (TBD) - Focus groups (TBD): Small business organizations - TriMet 2023 Annual Service Plan Tabling Events – in partnership with CBOs - University of Oregon (NW Portland), St. Philip Neri (SE Portland), Rosewood Initiative (SE Portland), CCC Harmony (Milwaukie), Washington Street Conference Center (Hillsboro), Fairview City Hall, Muslim Educational Trust (Tigard)

April/May 2023

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

Date	Who
April 5	**HCT Working Group #6: Draft Strategy Report and RTP Investment Strategy** - HCT Report - RTP Investment Strategy - RTP Public Review Preview
May 3 (tentative)	*East Multnomah County Transportation Committee TAC*
May 4 (tentative)	*Clackamas County C-4 TAC*
May 4 (tentative)	*Washington County Coordinating Committee TAC*

May 10	**Transportation Policy Alternatives Committee (TPAC)**
May 15 (tentative)	*East Multnomah County Transportation Committee (policy)*
May 15 (tentative)	*Washington County Coordinating Committee (policy)*
May 17 (tentative)	*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 - MetroQuest Survey: HCT Strategy - Send survey, follow-up documents and public review notice to engaged stakeholders - Draft report documents - Fact Sheet #6: What is the region's strategy for HCT? - RTP: Snapshot Story on Transit (importance of HCT- queue project list)

June/July 2023
Outcome: RTP Priorities and Public Review (including HCT).

Date	Who
TBD	TPAC
TBD	MTAC
TBD	JPACT
TBD	MPAC
TBD	Metro Council
June-July	- RTP Project webpage: Public review draft documents - RTP Public Review Period

November 2023
Outcome: RTP adoption.

Date	Who
TBD	Metro Council Work Session discussion
TBD	TPAC/MTAC workshop discussion
TBD	JPACT discussion
TBD	MPAC discussion
TBD	TPAC recommendation to JPACT
TBD	MTAC recommendation to MPAC
TBD	JPACT recommendation to Metro Council
TBD	MPAC recommendation to Metro Council
TBD	Metro Council considers action on MPAC and JPACT recommendations
October-December	- RTP Public Hearings - RTP Project webpage: Final documents

TECHNICAL MEMORANDUM

DATE: November 17, 2022

TO: Ally Holmqvist, Metro

FROM: Ryan Farncomb, Kirsten Pennington (KLP Consulting), Oren Eshel (Nelson\Nygaard)

SUBJECT: Approach to assessing HCT corridor readiness, modes, and tiering

CC: Metro High Capacity Transit (HCT) Strategy Update

This memorandum documents the proposed approach to determining high capacity transit (HCT) corridor "readiness," corridor ranking, and discussion of factors that will influence future mode choice in each corridor. Metro will use this assessment to shape the HCT Strategy update, including identifying which corridors are priorities for implementation. The approach in this memo builds on the evaluations conducted previously for the 2009 and 2018 iterations of the HCT Strategy.

CORRIDOR READINESS EVALUATION

The prior *Revised Corridor Evaluation Memorandum* describes the overall approach to identifying the preliminary vision of possible HCT corridors and evaluating them through a two-step process. Corridors that emerge from this "Levell 1" screening, including previously identified corridors from 2009 and 2018 HCT system planning work that have not yet advanced, will be evaluated with this Level 2 screening. The Level 1 evaluation identified the preliminary HCT vision corridors that are subject to further screening and evaluation. Corridors with existing regional commitments – such as Southwest Corridor LRT, 82nd Avenue, and the Interstate Bridge Project, will not be evaluated further and are assumed to be included in the final vision as "Tier 1" corridors (see Corridor Ranking section below).

This memo describes the Level 2 screening which focuses on corridor "readiness;" meaning, whether the right conditions are in place to support advancing a given corridor for HCT investment. The Level 2 criteria are shown in Table 1. Attachment A shows an example evaluation using these criteria. These criteria are refined based on the 2018 evaluation and include criteria related to climate and equity, among other RTP policy priorities, and federal funding. The project team added these criteria to reflect regional policy priorities.

The federal funding criteria are based on the Federal Transit Administration's (FTA) Capital Investment Grants (CIG) program. This program is the most substantial non-local source for HCT funding in the Portland-Vancouver region and has funded many HCT investments, including much of the existing LRT system. Because of the outsize influence this program has on funding viability, the Level 2 screening criteria were revised to reflect the CIG program's criteria, thereby helping to ensure readiness of project corridors.

Table 1. Level 2 Corridor Evaluation Criteria

Criteria	Measure	Data Source/Notes	Methodology
Transit Travel Time Benefit	Ratio of personal vehicle travel time to transit travel time	HCT Plan (2018) Core Criteria Meets Section 5309 Capital Investments Grants (CIG) Small Starts Program "Mobility Improvements"	The team will compare the average travel time at 3:00 PM on a typical weekday for personal vehicles versus transit; the higher this ratio, the greater the opportunity to improve transit travel times.

Criteria	Measure	Data Source/Notes	Methodology
		Travel model data	
Productivity + Cost Effectiveness	Existing boardings per revenue hour in a given corridor Capital Cost per Rider (range to account for modal options)	HCT Plan (2018) Core Criteria Input to 5309 Capital Investments Grants (CIG) Program "Cost Effectiveness" measure	Boardings per revenue hour will be calculated based on 2019 and modeled 2040 boardings and transit revenue hours. Capital cost per rider will be presented as a range, based on average per-mile costs for two HCT modes (LRT and BRT).
Environmental Benefit	Change in GHG emissions associated with HCT investment in a given corridor.	"Reduction in emissions" meets HCT Plan (2018) Core Criteria VMT used as key performance measure in Metro 2021 TSMO Strategy	Using established transit elasticities, estimate the change in ridership that is likely occur in a given corridor by investing in HCT and the corresponding change in auto VMT that would be expected. Convert this change in VMT to GHG emissions using an average fleet emissions factor for year 2030.
Equity Benefit	Access to employment – Essential Jobs and Essential Services by Census Block within ½ mile of corridors Relative proportion of historically marginalized populations in each corridor, based on Metro's Focus Areas	TriMet and Metro Essential Destinations data. Remix Online Tool for Existing Routes Consider specific impact to in-person jobs in the region (data from TriMet *Forward Together* project)	The team will rely on data from TriMet's Forward Together program. Forward Together included location analysis of in-person jobs in the Metro region. The team will assess the relative number of in-person jobs within ½ mile of corridors using 20th percentiles. The relative proportion of historically marginalized populations within ½ mile of each corridor will be reported.
Land Use Supportiveness and Market Potential	2040 Population Density by TAZ within ½ mile of corridors 2040 Employment Density by TAZ within ½ mile of corridors Presence of higher education institutions, multi-family and affordable housing	Metro Travel Model HCT Plan (2018) Core Criteria "Land Use Supportiveness and Market Potential" Meets Section 5309 Capital Investments Grants (CIG) Small Starts Program "Land Use" and "Economic Development" criteria	Using existing 2040 Metro travel model data, the team will develop population densities within ½ mile of each corridor and rank by 20th percentiles. The project team will also provide for purposes of comparison the average density within 1/2 mile of (1) the average existing frequent service bus line and (2) average light rail line. The same approach will be applied for total employment within ½ mile of the corridors. The presence of multi-family and affordable housing, and higher education institutions will be applied as an additional land use check.

Jurisdictional Readiness Evaluation

After screening the corridor with the quantitative criteria, the project team will conduct a "jurisdictional readiness" evaluation to provide additional context. This next evaluation will be conducted on those corridors that score highly on the quantitative evaluation. This evaluation will be qualitative and based on the following factors:

- **Documented community support**, as determined by inclusion of a given corridor in local plans, supportive language in local Comprehensive Plans, etc.
- **Political support,** as determined by an identified jurisdictional "champion" for a given corridor. HCT corridors require strong political support and usually a local agency(s) that is strongly supportive of the project and that will maintain that support over the long-term.
- **Transit-supportive local policies**, such as those encouraging multifamily housing, minimum land use densities, mixed uses, affordable housing, employment, and other areas.
- **Local anti-displacement strategies or policies**
- **Identified local funding** for implementation (either as match or as a locally-funded project).
- **Physical conditions in the corridor,** looking at the likely availability of ROW broadly within a given HCT corridor or the need for mobility solutions that could require additional ROW within a high travel and constrained corridor; known environmental constraints, and presence of sidewalks and cycling facilities. Corridors with major physical constraints would score lower relative to this criterion. However, a major influx of funding could influence the readiness of corridors with major physical constraints.
- **Assessment of work conducted to-date,** meaning, the level and amount of planning, design, environmental, or other work that has been completed to define and advance the HCT investment in a given corridor.

CORRIDOR RANKING

After both evaluation steps have been completed, the project team will conduct an initial sort of corridors into one of four tiers based on their performance. These tiers are based on the original 2009 HCT System Plan Report:

- **Tier 1 – Regional Priority Corridors**: these include corridors with an adopted Locally Preferred Alternative (LPA) under the National Environmental Policy Act (NEPA), or those where determination of the LPA is already underway (such as 82nd Avenue). These corridors are likely to score well with respect to the Federal Transit Administration's (FTA) Capital Investment Grant (CIG) program. These corridors already have regional consensus and so were not evaluated with the Level 2/readiness criteria described above.
- **Tier 2 – Emerging Regional Priority Corridors**: Tier 2 includes corridors that score highest based on the quantitative and qualitative assessment where additional policy or planning actions may elevate the corridor to advance within the next five years. With steps taken to advance regional discussion on these corridors and/or some changes in the corridor itself, Tier 2 corridors may score well with respect to the Federal Transit Administration's (FTA) Capital Investment Grant (CIG) program.
- **Tier 3 – Developing Corridors**: corridors that scored in the middle relative to others based on the quantitative evaluation and where the qualitative assessment shows multiple issues or needs that must be addressed, or where land use or employment and population density is marginal for HCT investment. These corridors likely require more time before advancing.
- **Tier 4 – Future Corridors**: these corridors score lowest on the quantitative and qualitative evaluation and lack policy or land use conditions that warrant near-term HCT investments.

Funding considerations will be an important "lens" applied to the initial tiering that emerges from this assessment. Available funding is fundamental to the number of corridors the region is able to advance in the

near-term and as such is an important final screen on the initial tiering. The project team will also conduct a final "policy check" to ensure the corridors that emerge from the analysis align with the HCT policy framework and the intended regional outcomes. The final funding and policy check reviews are qualitative in nature; limited modifications, additions, removals, or changes in assigned Tier may result.

Finally, the project team will describe conditions that are likely to influence future discussions on the appropriate HCT mode for each corridor. A specific mode may not be assigned to corridors, given that further study and evaluation is required to determine the appropriate mode in each corridor, as well as the final corridor routing, as part of further studies outside of this process. The team will review the following factors that contribute toward mode selection, including:

- Existing corridor ridership.
- The personal vehicle to transit travel time ratio, determined for each corridor previously (Table 1). The greater this ratio, the greater the need for corridor investment in transit priority or other interventions (e.g., stop consolidation) to improve travel times.
- Existing roadway capacity and available right-of-way: this qualitative assessment will look at the likely availability of ROW broadly within a given HCT corridor or the need for mobility solutions that could require additional ROW within a high travel and constrained corridor. This assessment aims to understand the relative difficulty of implementing HCT.

These criteria will be used to determine if they likely require <50% priority or >50% priority.

However, the project team will assign a **representative corridor and mode** for purposes of modeling corridors only to understand the high-level impacts of HCT investments on regional transit ridership and mode split. The project team will determine these representative modes based on ridership and connections to the existing HCT system. Future corridor refinement studies will make alignment and mode determinations.

AREAS SUBJECT TO FURTHER REFINEMENT

This evaluation will result in high-level information useful for confirming the vision for HCT and ranking corridors based on readiness to advance. However, identifying and tiering corridors is the first step toward advancing HCT. Detailed study and public involvement is required to advance corridors through the various phases of project development, design, construction, and implementation. An **important early step** in advancing corridors is a detailed look at alignments, potential termini, and segmentation to further define the corridor and project; it may be that only part of a corridor is ready to proceed, or that segmenting a given corridor is the preferred approach to move forward. Additional work that would occur outside of the HCT Strategy Update process and would define elements of the project further includes:
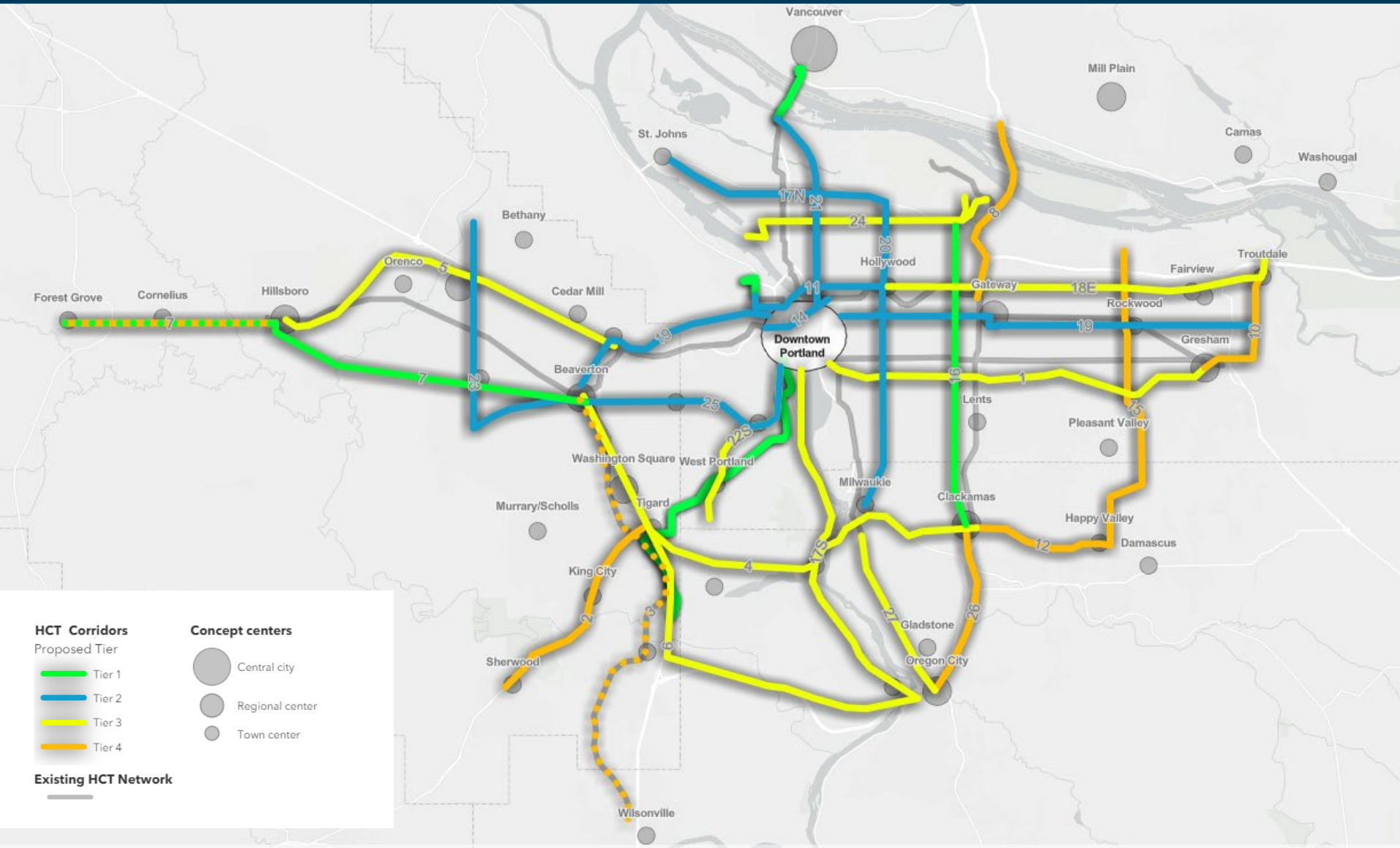
- Mode and vehicle type
- Exact alignment and termini
- Level of transit priority needed
- Station locations
- Roadway design
- Pedestrian and bicycle facilities
- Integration with the broader transportation system, including first/last mile considerations, park and rides, traffic impacts, etc.

Map ID	Potential Project and Representative Corridor	Mobility	Productivity and Cost Effectiveness		Environmental Benefit	Equity Benefit		Land Use Supportiveness and Market Potential					Documented Support			Physical Conditions in the Corridor			Implementation Complexity				Proposed Tier	Geography / Jurisdiction
		Transit Travel Time to Car Travel Time Ratio	Boardings per Revenue Hour	Capital Cost per Rider	GHG Reduction Benefit, Annual CO2e	Key Destinations within 1/2 Mile, Normalized	Share of Marginalized Populations within ½ Mile	Population Density	Employment Density	Number of Affordable Housing Units, Normalized	Presence of Higher Education	Level 2 Evaluation Total Score	Community Support	Transit Supportive Land Use Policies	Work completed to-date	Physical Space	Miles of Sidewalks within 1/2 mile of Corridor, Normalized	Miles of street with Bike Facility Present within 1/2 mile of Corridor, Normalized	Corridor Length	Freight Corridor	Readiness Total Score	Total Score		
11	NW Lovejoy to Hollywood via Broadway/Weidler	●	●	◕	○	●	◕	●	●	●	●	●	◔	●	●	◕	●	●	●	●	●	●	2	Portland/Multnomah
14	Central City Tunnel	◔	●	●	●	●	●	●	●	●	●	●	●	●	●	○	●	●	●	●	●	●	2	Portland/Regional
19	Beaverton - Portland - Gresham via Burnside	◕	◕	◕	●	◕	●	◕	◕	◕	●	●	●	●	●	●	●	●	○	●	●	●	2	Washington/Portland/Multnomah
21	Hayden Island - Downtown Portland via MLK	○	◕	●	◔	◕	◕	●	●	●	●	◕	●	●	○	●	●	●	◑	●	●	●	2	Portland
23	Bethany to Beaverton via Farmington/SW 185th	◔	◕	◕	●	○	●	◔	◔	◕	●	◑	●	◕	●	●	●	○	○	●	●	◕	2	Washington
25	Beaverton to Portland via Hwy 10 (BH Hwy)	○	◕	◔	◔	●	◔	◕	◕	◕	●	◑	◕	●	○	●	●	●	◑	●	●	◕	2	Washington/Multnomah
22N	St Johns - Downtown Portland via Vancouver/Williams, Rosa Parks	○	◑	◕	●	●	◕	●	●	●	●	◕	○	●	○	○	●	●	◑	●	◑	◕	2	Portland
20	St. Johns - Milwaukie via Cesar Chavez	◕	◑	●	◕	◕	○	◕	○	◔	●	◑	●	●	○	◕	●	○	○	●	◕	◑	2	Portland
1	Portland to Gresham in the vicinity of Powell Corridor	◕	◑	●	◕	◕	●	◕	◕	◕	●	◕	●	●	●	●	●	●	○	●	●	●	3	Multnomah
22S	PCC Sylvania to Downtown Portland via Capitol Hwy	○	◑	◔	◕	●	○	●	●	●	●	◕	○	●	○	◕	●	●	◑	●	◕	◕	3	Portland
5	Sunset Transit Center to Hillsboro via Hwy 26/ Evergreen	○	◑	◔	◔	◔	●	◔	◕	◔	●	◔	◕	●	○	●	○	○	○	◑	◑	◑	3	Washington
24	Swan Island to Parkrose	●	◕	●	○	◕	◔	◕	○	◕	●	◑	◔	●	○	◔	●	○	◑	●	◑	◑	3	Portland
17S	Oregon City to Downtown Portland via Hwy 43	◔	◔	◔	●	◔	◔	◕	◕	◕	●	◑	○	●	○	◔	●	●	○	●	◑	◑	3	Clackamas/Multnomah
18E	Hollywood to Troutdale	●	◑	◕	◕	◕	●	◔	◔	◕	●	◕	◔	◔	○	●	●	○	○	●	◑	◑	3	Portland/Multnomah
27	Park Ave MAX Station to Oregon City via the McLoughlin Corridor	◔	◑	●	○	◔	○	◔	○	○	○	○	●	●	○	●	○	●	●	●	●	◔	3	Clackamas
6	Beaverton - Tigard - Tualatin - Oregon City	●	◑	○	◔	○	○	○	◔	○	●	○	●	●	○	◕	○	○	○	◑	◑	◔	3	Clackamas/Washington
4	Beaverton - Tigard - Lake Oswego - Milwaukie - Clackamas Town Center	●	◑	○	◕	◔	◔	○	◔	○	●	◔	◔	●	○	◔	○	○	○	●	◑	◔	3	Clackamas/Washington
9	Hillsboro to Forest Grove	○	◕	○	◔	◕	◕	◔	○	◔	●	◔	◔	◕	○	●	○	○	◑	●	◑	◑	4	Washington
10	Gresham to Troutdale	◕	◑	○	○	◔	◕	◔	○	◔	●	◔	◔	◔	○	●	○	●	●	●	◕	◑	4	Multnomah
2	Tigard to Sherwood via Hwy 99W Corridor	◔	◑	◕	●	◔	○	◕	◕	◔	●	◑	◔	○	●	●	○	○	◑	○	◔	◔	4	Washington
3	Beaverton to Wilsonville in the vicinity of WES	○	●	○	●	○	○	○	◕	○	○	○	◕	◔	○	◕	○	○	○	●	◑	◔	4	Washington
15	Happy Valley to Columbia Corridor via Pleasant Valley	●	◔	○	○	○	●	○	○	◔	○	○	●	◔	○	◕	○	○	◑	●	◑	◔	4	Multnomah/Clackamas
12	Clackamas Town Center to Damascas	◕	◔	○	○	○	◕	○	◔	○	○	○	◔	○	○	●	○	○	●	●	◑	○	4	Clackamas
26	Clackamas Town Center to Oregon City	●	◔	◔	○	○	○	○	◔	○	○	○	●	○	○	○	○	○	●	●	◔	○	4	Clackamas
8	Gateway to Clark County in the vicinity of I-205 Corridor	◕	○	○	○	○	◕	○	○	○	●	○	○	○	○	○	○	○	○	●	○	○	4	Multnomah/Clark

Legend

High

Low

Corridor Tiers

Metro High Capacity Transit Strategy and Regional Transportation Plan Transit Update

HCT Policy Framework – Regional Transit Network Policy Review

December 2022 - **DRAFT**

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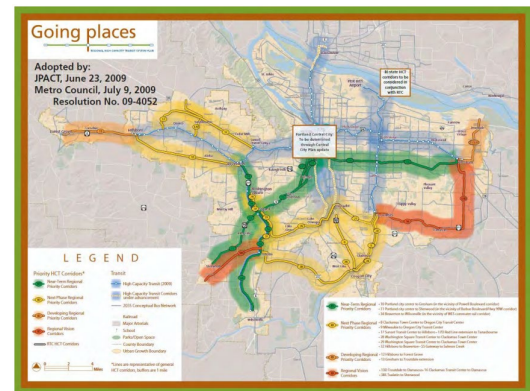# METRO HCT POLICY FRAMEWORK - REGIONAL TRANSIT NETWORK POLICY REVIEW

INTRODUCTION

In 2009, Metro adopted the first 30-year Regional High Capacity Transit (HCT) System Plan that guided investments in light rail, commuter rail, bus rapid transit and rapid streetcar in the Portland metropolitan region. The 2009 HCT Plan identified and ranked 16 corridors into four priority tiers using a multi-phase evaluation process and created the System Expansion Policy (SEP) framework for prioritizing future system expansion. The SEP framework is a process agreed to by Metro and local jurisdictions to advance high capacity transit projects as a regional priority. The framework:

- Identifies which corridors should move into the federal project development process
- Establishes a process for other corridors to advance toward development
- Measures a corridor's readiness for investment using targets such as transit supportive land use policies, ridership development plans, community support and financial feasibility.

In 2018 as part of the Regional Transportation Plan (RTP) update, the Regional Transit Strategy (RTS) was also updated and provided the following definition of HCT:

> *Our high capacity transit (HCT) system operates with the majority or all of the service in exclusive guideway. The high capacity transit system is meant to connect to regional centers and carry more transit riders than the local, regional and frequent service transit lines. HCT could include rapid streetcar, corridor-based bus rapid transit, bus rapid transit, light rail or commuter rail.*

The 2018 RTS also revised the SEP with a streamlined set of HCT Assessment and Readiness Criteria and updated the corridors included on the Regional Transit Network map. Finally, the 2018 RTS introduced the Enhanced Transit Concept (ETC), which improves transit speed and reliability on the

most congested existing and planned frequent service bus or streetcar lines. ETC is now known as "Better Bus."

As part of the 2023 Regional Transportation Plan update, **this HCT Policy Framework memo** provides an important first step in updating the Regional High Capacity Transit Strategy, a component of the Regional Transit Strategy. This memo focuses on a review of local, regional, state and federal policies as they relate to High Capacity Transit and suggests policy updates to reflect the region's current and future priorities and desired outcomes related to Equity, Safety, Climate and Mobility. To provide context and guidance as part of this policy review, this memo also identifies emerging trends impacting HCT and provides key takeaways from peer regions throughout the country. The suggested policy updates at the end of this memo will ultimately inform the evaluation criteria used to prioritize HCT corridors that will be included in the 2023 RTP update.

This memo focuses on reviewing and updating the existing transit-specific policies included in the Regional Transit Network, which will be an element of the 2023 Regional Transportation Plan. The 2023 RTP update continues to support the **2040 Growth Concept**, the region's long-range land use and transportation plan for managing growth, and the **Regional Framework Plan (RFP)** identifies regional policies to implement the 2040 Growth Concept. As part of Metro's code, two functional plans – the **Regional Transportation Functional Plan (RTFP)** and **Urban Growth Management Functional Plan (UGMFP)** – provide additional guidance to local jurisdictions to implement the policies in the RTP.

In addition to the transit-specific policies included as part of the Regional Transit Network, the RTP includes four overarching system policies related to **safety and security**, **transportation equity**, **climate leadership**, and **emerging technologies**. These policies will guide all other policies included in the RTP, including for High Capacity Transit. The relationship of each of the foundational plans that helped frame this policy review is summarized in **Figure 1** below.

Figure 1   Regional Transit Network Policies in Relation to the RTP and Other Metro Plans
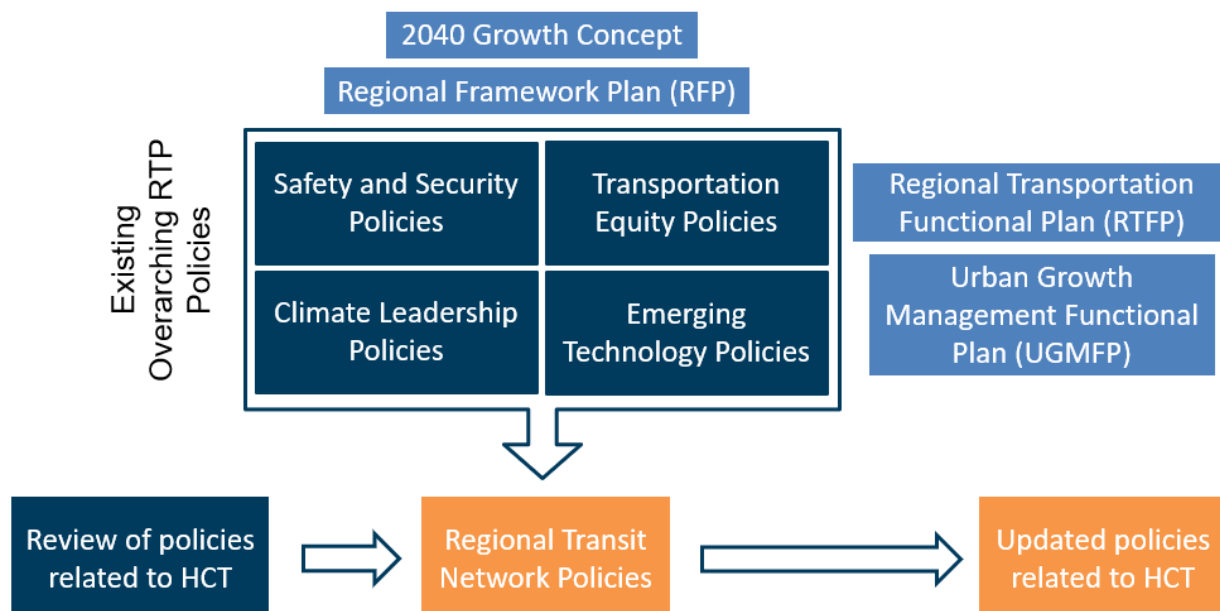
The HCT Policy Framework memo is organized into the following sections:

- Existing Regional Transit Network Policies

- Regional, State, and Federal plans and policy review

- Local plans and policies related to HCT

- Current issues and trends, identified through regional, state, or federal plans or initiatives

- Long-range plans and policies in peer regions

- Other key issues and trends impacting transit infrastructure and investments

This memo concludes with suggested updates to the definition of HCT and considerations for updating and expanding the eight existing Regional Transit Network policies as they relate to HCT.

PLAN AND POLICY REVIEW

Existing Regional Transit Network Policies

This section provides a brief assessment of the existing RTP Regional Transit Network policies. **Figure 2** identifies:

- **A proposed "Headline" for each policy** that succinctly communicates the theme addressed.

- **Each policy's relationship to 2023 RTP priority outcomes**, which include Equity, Safety, Climate, and Mobility.[1]

- **Each policy's relationship to HCT**. The relationships are identified in one of three ways:

  - **Foundational to Role** of HCT in the region and the definition of HCT (Policy 4).

  - **Directs Investments** by directly influencing key evaluation/readiness measure(s) used for HCT decision making.

  - **Influences Outcomes** of HCT system investments.

Examples for how the policies were determined to relate to HCT include:

- Policy 1 can direct HCT investments to address disparities such as travel time for equity priority communities, through the criteria used to prioritize potential HCT projects. Policy 1 can also influence the outcomes of HCT projects through assessing displacement risk and putting into place partnerships and policies to prevent displacement.

- Policy 6 is not identified as directing HCT investments – using existing quality of the pedestrian and bicycling environment to prioritize investments may exclude projects that could help advance improvements. However, Policy 6 can influence HCT outcomes through improvements to walking and biking access around HCT stations in advance of or as part of a project.

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[1] Metro, 2023 Regional Transportation Plan Update Work Plan, May 2022

Based on this assessment of existing Regional Transit Network policies, those that are most directly relevant to identifying and prioritizing HCT investments – and thus the focus of this memo – include:

- Policy 1: **System Quality and Equity**
- Policy 2: **Maintenance and Resiliency**
- Policy 3: **Coverage and Frequency**
- Policy 4: **High Capacity Transit**

The following two Regional Transit Network policies influence outcomes but are not foundational to the role of HCT nor direct investments:

- Policy 5: **Intercity and Inter-Regional Transit**
- Policy 6: **Access to Transit**

Finally, the last two policies are important to the overall transit network but are neither foundational to the role of HCT, direct investments, nor influence overall outcomes:

- Policy 7: **Mobility Technology**
- Policy 8: **Affordability**

Figure 2   Existing Regional Transit Policies and Relationship to 2023 RTP Outcomes and to HCT

Existing Regional Transit Network Policy (2018 RTP)	*Proposed* Policy Headline(s)	2023 RTP Outcomes	Relationship to HCT
Policy 1: Provide a seamless, integrated, affordable, safe and accessible transit network that serves people equitably, particularly communities of color and other historically marginalized communities, and people who depend on transit or lack travel options.	Service Quality and Equity	☒ Equity ☐ Safety ☒ Climate ☒ Mobility	☐ Foundational to Role ☒ Directs Investments ☒ Influences Outcomes
Policy 2: Preserve and maintain the region's transit infrastructure in a manner that improves safety, security and resiliency while minimizing life-cycle cost and impact on the environment.	Maintenance and Resiliency	☐ Equity ☒ Safety ☒ Climate ☐ Mobility	☐ Foundational to Role ☒ Directs Investments ☐ Influences Outcomes
Policy 3: Make transit more reliable and frequent by expanding regional and local frequent service transit and improving local service transit options.	Coverage and Frequency*	☐ Equity ☐ Safety ☒ Climate ☒ Mobility	☐ Foundational to Role ☒ Directs Investments ☒ Influences Outcomes
Policy 4: Make transit more convenient by expanding high capacity transit; improving transit speed and reliability through the regional enhanced transit concept.	High Capacity Transit	☐ Equity ☐ Safety ☒ Climate ☒ Mobility	☒ Foundational to Role ☐ Directs Investments ☐ Influences Outcomes
Policy 5: Evaluate and support expanded commuter rail and intercity transit service to neighboring communities and other destinations outside the region.	Intercity / Inter-Regional Transit	☐ Equity ☐ Safety ☒ Climate ☒ Mobility	☐ Foundational to Role ☐ Directs Investments ☒ Influences Outcomes
Policy 6: Make transit more accessible by improving pedestrian and bicycle access to and bicycle parking at transit stops and stations and using new mobility services to improve connections to high-frequency transit when walking, bicycling or local bus service is not an option.	Access to Transit	☐ Equity ☒ Safety ☒ Climate ☒ Mobility	☐ Foundational to Role ☐ Directs Investments ☒ Influences Outcomes
Policy 7: Use technology to provide better, more efficient transit service – focusing on meeting the needs of people for whom conventional transit is not an option.	Mobility Technology	☒ Equity ☐ Safety ☐ Climate ☒ Mobility	☐ Foundational to Role ☐ Directs Investments ☐ Influences Outcomes
Policy 8: Ensure that transit is affordable, especially for people who depend on transit.	Affordability	☒ Equity ☐ Safety ☐ Climate ☐ Mobility	☐ Foundational to Role ☐ Directs Investments ☐ Influences Outcomes

Note: * A proposed change in policies would create a new policy around reliability

Regional, State, and Federal Plans and Policies Related to HCT

This section identifies regional and statewide plans relevant to the HCT Policy Framework for the region. Similar to the previous section, each applicable policy in these plans is categorized by the Metro RTP outcomes (Equity, Safety, Climate, and Mobility) and its relationship to high capacity transit (HCT).

Other state or federal plans or initiatives that are relevant to the region's HCT Policy Framework were reviewed but were not included in the plan and policy review table:

- **Regional High Capacity Transit System Plan (2009).** This is the previous HCT plan for the Portland region, which is being updated through this effort, and is assumed to be reflected in more recent documents such as the Regional Transit Strategy (RTS).

- **Climate-Friendly and Equitable Communities (CFEC) Rulemaking (Ongoing)**. Rulemaking by the Department of Land Conservation and Development (DLCD) to strengthen transportation and land use planning for regions including the Portland Metro area; key outcomes including equity, climate, and housing will be addressed in the issues/trends section.

- **USDOT Equity and Justice40 in Transportation Planning**. Federal initiative to address racial equity and climate priorities, including delivering 40% of federal investments to disadvantaged communities; will be addressed in the issues/trends section.

Figure 3   Regional, State, Federal Plan Hierarchy and Policy Summary

Plan	2023 RTP Outcomes	Relationship to HCT	Considerations for Updating Regional Transit Network Policies (Foundational Considerations Bolded)
Portland Metro Transportation System Management and Operations Strategy	☒ Equity ☒ Safety ☒ Climate ☒ Mobility	☒ Foundational to Role ☒ Directs Investments ☒ Influences Outcomes	▪ Harm reduction ▪ Alleviating transportation system disparities ▪ **Connecting people to goods, services, and places** ▪ **Equitable transit reliability improvements** ▪ Transit system resiliency
Portland Metro and ODOT Regional Mobility Policy Update	☒ Equity ☒ Safety ☒ Climate ☒ Mobility	☒ Foundational to Role ☒ Directs Investments ☒ Influences Outcomes	▪ Land use and transit decision-making efficiency in movement of people and goods ▪ **Seamless, well-connected, low-carbon, convenient, and affordable mode share** ▪ **Transit system travel predictability and travel time reasonableness** ▪ Safe and comfortable mode share; equitable mobility experiences among Black, Indigenous, and People of Color (BIPOC) communities and people with low incomes, youth, older adults, and people living with disabilities
Portland Metro Regional Freight Strategy	☐ Equity ☒ Safety ☐ Climate ☒ Mobility	☐ Foundational to Role ☒ Directs Investments ☒ Influences Outcomes	▪ Coordinating for seamless movement and better access, with less conflict with transit ▪ Delay reduction, with increases in reliability and improvements in safety, for reliable transit planning ▪ Integrating issues with planning and communicating movement issues ▪ Eliminating traffic fatalities and serious injuries caused with other modes
Portland Metro Regional Transportation Safety Strategy	☒ Equity ☒ Safety ☐ Climate ☐ Mobility	☐ Foundational to Role ☒ Directs Investments ☐ Influences Outcomes	▪ Achieve Vision Zero goals using transit as a safety mechanism ▪ Safety investments to reduce speeds and speeding at high-risk areas, increase security, and reduce crime, with prioritization of vulnerable communities ▪ Equitable safety investments to benefit people with higher crash risk, such as vulnerable communities ▪ Safety increases across modes through planning, designing, constructing, operating, and maintaining the transit system with focus on speed reduction ▪ Avoidance of repeating and/or exacerbating safety issues ▪ Consideration of safety as an adequacy metric.
Portland Metro Emerging Technology Strategy	☒ Equity ☐ Safety ☐ Climate ☒ Mobility	☐ Foundational to Role ☒ Directs Investments ☒ Influences Outcomes	▪ Accessibility, availability, and affordability of new technologies to progress equity ▪ Usage of new technologies to improve transit, providing shared modes regionwide, and supporting transit, biking, and walking ▪ Empowering travelers with data for planning, decision-making, and managing transit ▪ Advancing public interest by preparing for, learning from, and adapting to new technological developments

Plan	2023 RTP Outcomes	Relationship to HCT	Considerations for Updating Regional Transit Network Policies (Foundational Considerations Bolded)
Portland Metro Strategic Plan to Advance Racial Equity, Diversity and Inclusion (Racial Equity Framework)	☒ Equity ☒ Safety ☐ Climate ☐ Mobility	☐ Foundational to Role ☐ Directs Investments ☒ Influences Outcomes	▪ Engaging communities of color ▪ Hiring, training, and promoting a racially diverse workforce ▪ Creating safe, welcoming services, programs, and destinations ▪ Allocating resources to advance racial equity
Portland Metro Climate Smart Strategy	☐ Equity ☒ Safety ☒ Climate ☒ Mobility	☒ Foundational to Role ☒ Directs Investments ☐ Influences Outcomes	▪ **Making transit convenient, accessible, and affordable** ▪ Making walking and biking safe and convenient ▪ Making streets safe, reliable, and connected ▪ Using technology to manage transit ▪ Providing information and incentives to increase mode share ▪ Securing funding for transit
Portland Metro Regional Active Transportation Plan	☒ Equity ☒ Safety ☒ Climate ☒ Mobility	☐ Foundational to Role ☒ Directs Investments ☒ Influences Outcomes	▪ Making walking and biking the most convenient, safe, and preferrable choices for trips less than three miles ▪ Developing well-connected regional pedestrian and bicycle routes integrated with transit to prioritize safe, convenient, accessible, comfortable pedestrian and bicycle access for all ages and abilities ▪ Ensuring that regional transit and active transportation intersections equitably serve all people ▪ Complete the regional active pedestrian and bicycle networks where transit transfers are common ▪ Use data and analyses to guide transit and active transportation investments

Plan	2023 RTP Outcomes	Relationship to HCT	Considerations for Updating Regional Transit Network Policies (Foundational Considerations Bolded)
ODOT Strategic Action Plan 2021-2023	☒ Equity ☒ Safety ☒ Climate ☒ Mobility	☐ Foundational to Role ☒ Directs Investments ☒ Influences Outcomes	▪ Supporting equitable operations and policies and establishing an informed and inclusive culture ▪ Promoting opportunities through transit investments, such as by working with BIPOC communities, women, and other historically and/or are currently marginalized communities ▪ Utilizing the perspectives of people who reside in communities served by Metro and who are likely to be affected by Metro decision-making ▪ Investing in the protection of vulnerable communities from environmental hazards ▪ Preserving, maintaining, and operating a multimodal transportation system and achieving a cleaner environment ▪ Ensuring the safety of transit riders and operators ▪ Providing greater transit access and broader range of mobility options while addressing climate change ▪ Investing in transit as a mechanism to manage and reduce congestion ▪ Enhancing multimodal options ▪ Implementing road usage charging to ensure revenue to maintain and improve the transit system and manage congestion
ODOT Climate Action Plan 2021-2026	☐ Equity ☒ Safety ☒ Climate ☒ Mobility	☐ Foundational to Role ☒ Directs Investments ☒ Influences Outcomes	▪ Integrating climate change and emissions reductions considerations in policy and investment frameworks ▪ Providing transit options to manage demand and reduce congestion ▪ Transitioning to an efficient transit fleet, supporting adoption of alternative fuels ▪ Maintaining and operating transit and recovering from climate impacts by using sustainable funding ▪ Increasing efficiency through investments in safety, and operations practices ▪ Utilizing sustainable products and fuels ▪ Reducing energy consumption, and reducing Metro's carbon footprint

Local Plans and Policies Related to HCT

In addition to reviewing regional, state, and federal plans and policies, relevant plans from or related to Metro area cities and/or counties were reviewed at a high level to document any policies that should be considered as part of the HCT Policy Framework. As shown in **Figure 4**, these plans included local transportation system plans (TSPs), comprehensive plans, or transit development/master plans (TDPs/TMPs), or HCT-specific plans, including the Clark County/CTRAN High Capacity Transit System Plan.

Specific plans that have recently been completed (or are currently underway) that relate to HCT and/or ETC include:

- Clackamas County completed its TDP in 2021.
- Washington County is conducting a Transit Study (completion anticipated in 2023), which will integrate the County's recent TDPs and shuttle planning study.
- The City of Portland developed the Rose Lane Vision in 2020 and the Enhanced Transit Corridors Plan in 2018, which are advancing projects to provide bus and streetcar lines with additional transit priority and help achieve the City's climate and transportation justice goals.
- TriMet is conducting the Forward Together Comprehensive Service Analysis, which will recommend a revised bus network concept to reflect shifts in ridership and travel demand that have occurred since the COVID-19 pandemic. TriMet also completed an Express and Limited Stop Bus Study (2021) to identify where these services could improve ridership and access to jobs, including for equity priority populations. These studies will shape the agency's FY2023 Service Plan.
- TriMet is also completing its first FX (Frequent Express) line in the Division Street corridor; Metro, TriMet, and the City of Portland are working on planning for the 82nd Avenue corridor; and TriMet is leading the Tualatin Valley (TV) Highway BRT Study, connecting Beaverton, Hillsboro, and Forest Grove, where TriMet's Line 57 operates today.
- The Southwest Corridor project, connecting downtown Portland with SW Portland, Tigard and Tualatin, has a Locally Preferred Alternative and Record of Decision from the FTA.
- Metro and TriMet are continuing the ETC program, now known as Better Bus, to improve transit speed and reliability across the region. Where the previous implementation of this program focused on the most congested locations on the system with the highest ridership, the next phase will look at other locations across the region to improve bus operations.

Outside of the TriMet service district:

- The Interstate Bridge Replacement's Locally Preferred Alternative recommends a MAX Yellow Line extension from Expo Center across the Interstate Bridge to Evergreen in Vancouver, connecting to C-TRAN's Vine Bus Rapid Transit system.
- The City of Wilsonville (SMART) is updating its TMP (completion anticipated in 2023).

- The Clark County (C-TRAN) High Capacity Transit System Plan was completed in 2008; a TSP update for the City of Vancouver, which includes Enhanced Transit Corridors, is underway (completion anticipated in late 2022).

- C-TRAN has also completed development of several BRT corridors in recent years and others are in the planning stages.

As noted above, the Department of Land Conservation and Development (DLCD) has been conducting Climate-Friendly and Equitable Communities (CFEC) rulemaking, filed on August 22, 2022, to help local governments revise plans to reduce greenhouse gas emissions. Similarly, the US DOT has undertaken the Justice 40 initiative with a goal of delivering 40% of the overall benefits of federal investments in climate and clean energy, including sustainable transportation, to disadvantaged communities.

In addition to informing the HCT policy framework, these plans and studies can also be consulted to validate the universe of potential HCT projects considered in the HCT Plan update as well as inform criteria used in the evaluation.

Figure 4   Regional Plan Hierarchy and Policy Summary
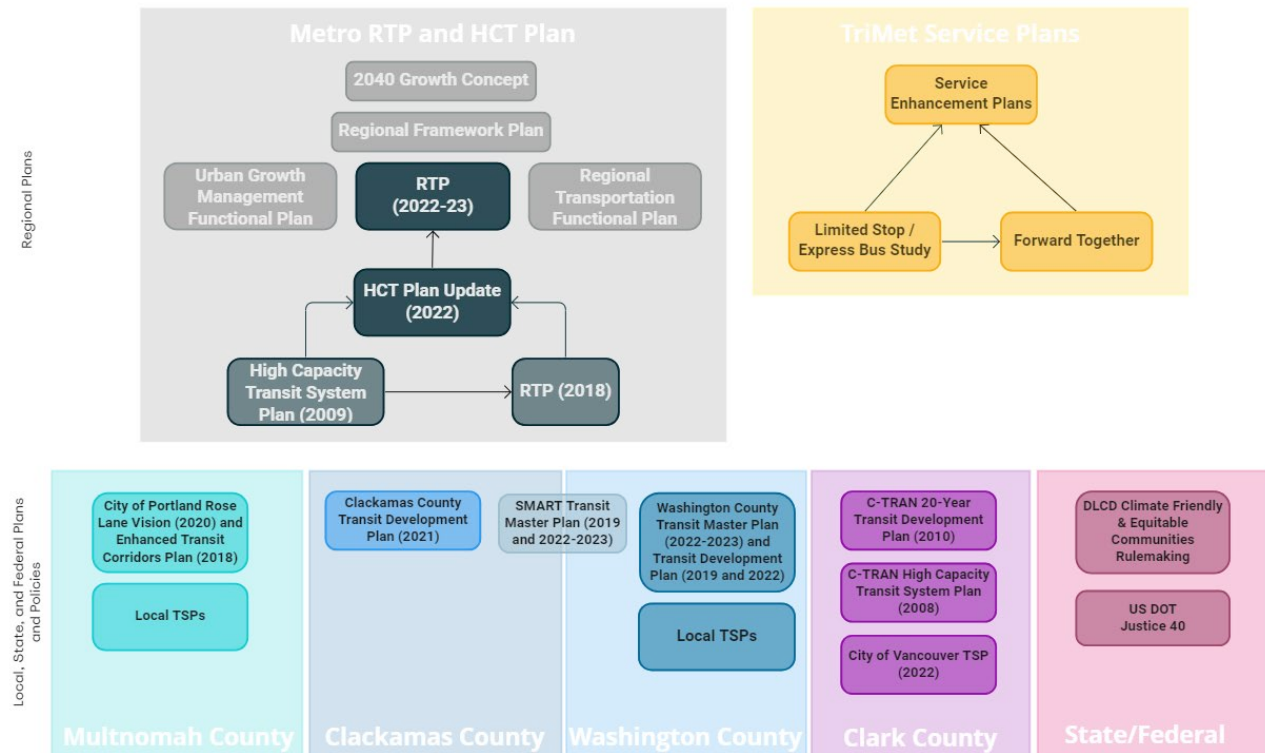
Review of Plans and Policies from Peer Regions or other Agencies

This section includes a high-level review of long-range planning documents from peer regions. The purpose of the peer review is to inform the HCT Policy Framework, but key findings from the peer review could also be utilized in other dimensions of the HCT Plan and/or RTP updates, such as the development of corridor evaluation criteria.

Peer Identification

Key criteria for selecting the peer regions or agencies included:

- Preference for plans/policies developed after 2020 that address current issues and trends such as recovery from the COVID-19 pandemic.
- Identify high capacity transit in their goals and policies.
- Include/address multiple HCT modes (e.g., rail and bus).
- Potential HCT lessons learned related to RTP investment priorities (safety, equity, climate and mobility).
- Geographic distribution.

Thirteen regions were identified in **Figure 5** below (See also **Figure A-1 in Appendix A** for more detail). These were narrowed to seven for high-level consideration and the project team then focused on four peers for more detailed review.

Figure 5   Selected Peers

Region	Agency	Document	Year Published	HCT Modes
Seattle	Puget Sound Regional Council (PSRC), and/or Sound Transit (ST)	Regional Transportation Plan (2022-2050)	2021	Link and RapidRide
	King County Metro	Metro Connects Long-Range Plan		
San Francisco	Metropolitan Transportation Commission (MTC) and/or SFMTA/ConnectSF	Plan Bay Area 2050	2021	BART, LRT (e.g., Muni Metro), BRT and RapidBus (e.g., Muni Rapid)
Los Angeles	LA County MTA (Metro)	Long Range Transportation Plan	2020	BRT and LRT
Minneapolis-St. Paul	Metropolitan Council	Transportation Policy Plan	2020	LRT and BRT
Austin	Capital Area MPO (CAMPO)	2045 Transportation Plan (and Regional Transit Study)	2020	LRT MetroRail) and BRT (MetroRapid)
Boston	Metropolitan Area Planning Council (MAPC), Massachusetts Bay Transportation Authority (MBTA), The Greater Boston BRT Study Group	MetroCommon 2050 | Better Rapid Transit for Greater Boston | Focus40	2015-2021	BRT (Silver Line and additional prioritized corridors) and LRT and Heavy Rail (Commuter Rail, Blue, Green, Orange, and Red Lines)
Philadelphia	Delaware Valley Regional Planning Commission	Connections 2050 | StoryMap | Policy Manual | Process and Analysis Manual | Major Regional Projects	2021	BRT, Streetcar, LRT, Heavy Rail, High-Speed Rail
	City of Philadelphia, Southeastern Pennsylvania Transportation Authority	The Philadelphia Transit Plan		

Summary of Common Themes and Key Takeaways

Common themes and notable examples from the peer review are summarized below, organized by the four RTP priority outcomes. Examples include cases where policy shifts had a clear impact of prioritization criteria and plan outcomes.

- **Equity considerations for vulnerable communities and transit riders**

  – All peer regions have goals or objectives regarding the transit needs of women, people of color, people with low incomes, or people experiencing houselessness.

  – Direct feedback from community groups representing vulnerable populations (such as the Equity Cabinet for King County Metro) was critical in identifying specific policy areas to address in plan updates.

  – Many regions are also addressing affordability, such as through implementation of a means-based fare for low-income transit riders in the Boston region, funded with legislative support for consistent funding for operations.

  – All regions address how equity can be achieved by transit investments for priority communities, such as how communities access transit and destinations via transit.

  – In the City of San Francisco's ConnectSF program, the pandemic refocused investment priorities on serving essential trips citywide, including through quick-build capital improvements to maximize scarce resources. Model-based criteria used to prioritize investments (including access to jobs and services, ridership, cost-effectiveness, and travel time) looked at both equity priority communities and at low-income households earning below 200% of the federal poverty level, in addition to overall performance citywide.

- **State of good repair and safety / HCT system maintenance and reliability**

  – All regions seek to achieve safety goals in terms of how people wait for, access, or experience transit, some with a focus on Vision Zero targets systemwide.

  – 6 of 7 regions emphasize the need for transit infrastructure maintenance, preservation, reliability, or lifecycle expansion.

  – Prioritizing equity outcomes in the greater Philadelphia region included universal design and user experience, such as implementation of full ADA access, all-door boarding, safer and cleaner services, and better amenities at stops and for passengers.

- **System-level climate goals or objectives**

  – All regions specify climate goals or objectives that are part of other climate-related goals, such as stewardship or safety. Five regions prioritize a net-zero emissions transit fleet, such as procuring battery-electric buses and implementation of associated charging infrastructure, with a policy goal to achieve procuring 100% renewable electricity.

- All regions prioritize VMT reduction goals, with Los Angeles and Philadelphia introducing concepts for VMT fees to generate revenue for transit investments and lower the dependence on the federal gas tax.

- The urgency of addressing climate change was an impetus and key message around prioritizing transit improvements and related programs and initiatives, to attract additional trips to transit and other sustainable modes. For example, greater Boston has a goal to achieve a net-zero carbon region, which has an objective that all land travel is by carbon-free modes, such as walking, biking, and electrified public transit

- **Quality of service and <u>mobility</u> improvements for bus or rail**

  - All regions are pursuing bus or rail expansions or infrastructure improvements; for example, Seattle, Los Angeles, Boston, and greater Philadelphia have specific HCT and ETC enhancement goals, such as increasing the capacity of the transit fleet for new and existing services, expanding the HCT network to meet and respond to changing needs, or adding bus lanes and other features to speed up service and eliminate delay.

  - All regions emphasize the importance of transit and transportation system integration to expand travel choices and mode share; enhance local and regional transit connectivity; or improve transit frequencies, operations, or safety.

Peer Review Details

Please see **Appendix A** for additional peer review details.

Additional Key Issues and Trends

In addition to exploring how peer regions have structured their long-range transportation plans focused on HCT, it is important to note that several recent issues and trends have emerged over the past five years that are directly impacting local, state, and federal transportation policies. Metro and TriMet have recently summarized some of these issues and trends in separate but related memos: Metro Emerging Trends and TriMet Forward Together Emerging Trends. In addition, very recent policies related to climate change and the economy continue to shape how regions will adapt their transportation policies in the coming years.

The following is a summary of these issues and trends that were considered when conducting the HCT Policy Framework analysis:

- Transit service and ridership declines, including the decrease in peak commute demand
- Inequities and social justice
- Sustained reliance or preference for remote work
- Continued expansion of e-commerce
- Continued advancements in vehicle electrification (EVs and e-bikes)
- Issues with personal safety, especially for BIPOC riders
- Increases in severe and fatal crashes
- Increases in recreational cycling
- Challenges associated with agency recovery and innovation
- Continued gentrification and affordability issues, including people experiencing houselessness
- Inflation and increases in fuel prices
- Staffing shortages across many industries, including transit

HCT DEFINITION AND POLICY GAP ANALYSIS

The HCT Policy Framework Analysis concludes with considerations for how High Capacity Transit is defined in our region as well as considerations for updating the eight Regional Transit Network policies. This analysis considers not only the review of local, regional, state, and federal policies, but also key findings from the peer regions, as discussed above.

High Capacity Transit Definition Considerations

The 2040 Growth Concept sets forth a vision for connecting the central city to regional centers like Gresham, Clackamas, and Hillsboro with fast and reliable high capacity transit (HCT), helping the region concentrate development and growth in its centers and corridors. High capacity transit carries high volumes of passengers quickly and efficiently, and serves a regional travel market with relatively long trip lengths to provide a viable alternative to the automobile in terms of convenience and travel time.

Figure 6   Regional Transit Network Concept
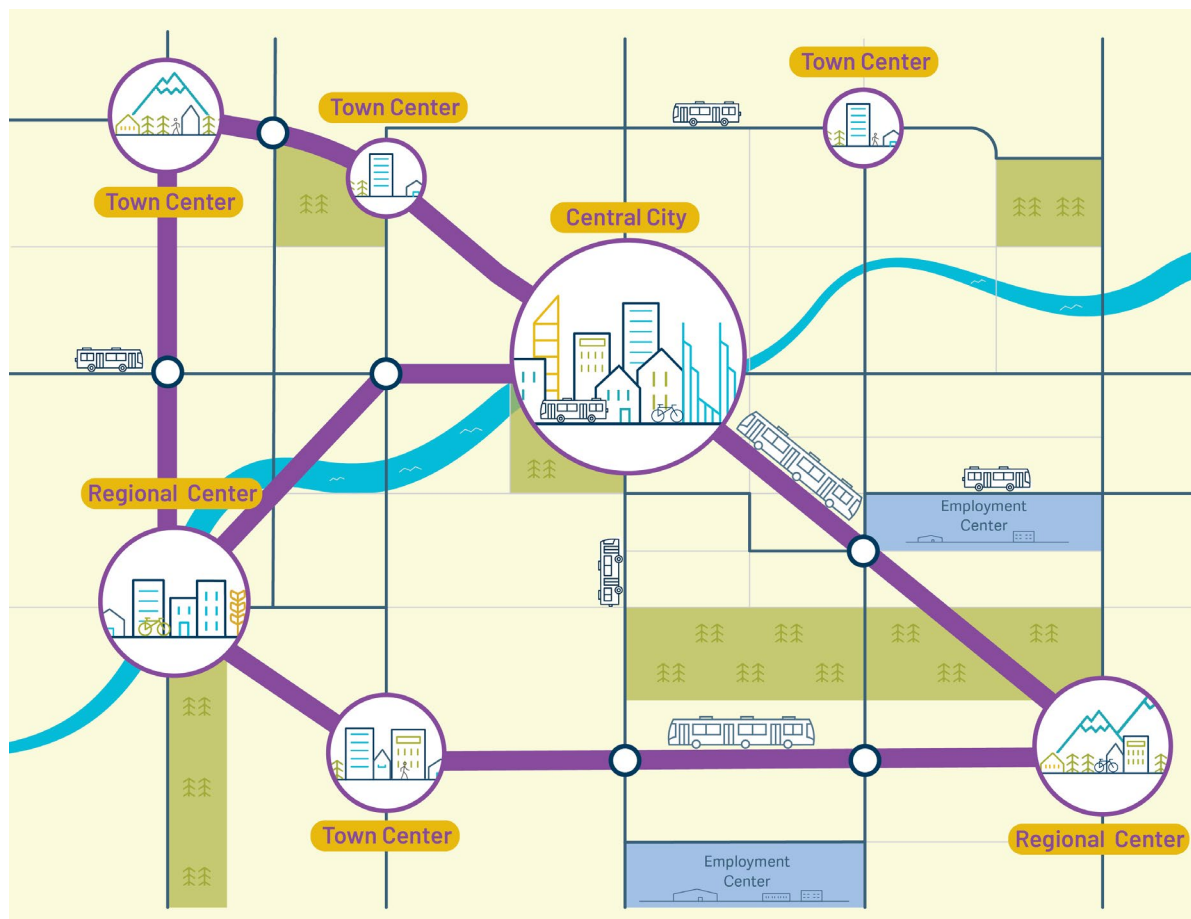
High capacity transit is defined in multiple places in the 2018 Regional Transportation Plan, including in the System Policies chapter (pages 3-77, 3-88), in Glossary of Terms (page G-4), and in the multiple sections of the separate Regional Transit Strategy. While there are minor differences in how HCT is defined, the following introductory paragraph is perhaps the most direct at defining HCT (from page 4-10 of the Regional Transit Strategy):

> **"Our high capacity transit (HCT) system operates with the majority or all of the service in exclusive guideway. The high capacity transit system is meant to connect to regional centers and carry more transit riders than the local, regional and frequent service transit lines. HCT could include rapid streetcar, corridor-based bus rapid transit, bus rapid transit, light rail or commuter rail."**

As illustrated in the following graphic (from page 4-6 of the Regional Transit Strategy), there is also some overlap between Enhanced Transit and HCT, where some streetcar or corridor-based Bus Rapid Transit applications could be considered either High Capacity Transit or Enhanced Transit. Other modes, including Commuter Rail, Light Rail, Rapid Streetcar and Bus Rapid Transit are exclusively defined as HCT. It is important to note that the term "corridor-based Bus Rapid Transit" is not fully defined in the 2018 RTP.
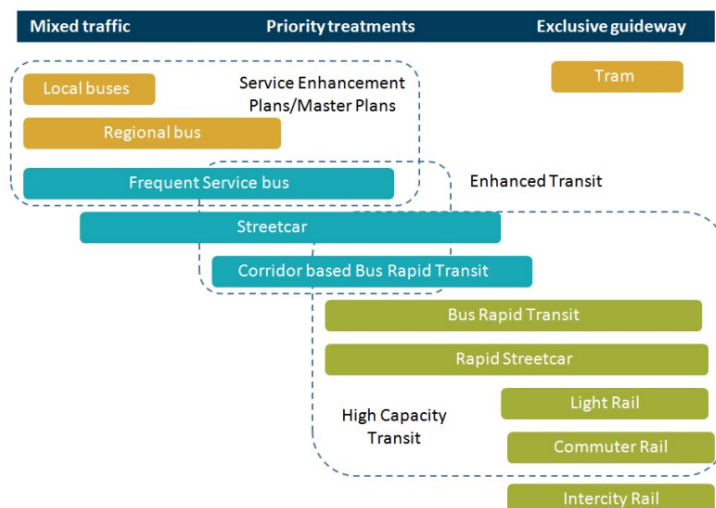
To clarify how we define High Capacity Transit, the following considerations are offered for this update of the High Capacity Transit Strategy:

- Consider leading with the *purpose* of HCT in the regional transit network, and to integrate equity into the definition by emphasizing that it connects *people* to regional centers
- Consider stating that HCT is *high-quality transit* (i.e., fast, frequent, safe, and reliable) before its physical attributes (operating with the majority or all of the service in exclusive guideway)

The first half of the HCT definition in **blue** could be updated as follows:

> **"The high capacity transit system is meant to serve as the backbone of the transportation network, connect people to**

> **regional centers *and major town centers* with high-quality service (fast, frequent, safe and reliable), and carry more transit riders more comfortably than the local, regional and frequent service transit lines. HCT operates in exclusive guideway, to the greatest extent possible, and could include light rail, commuter rail, rapid streetcar, streetcar, bus rapid transit, and corridor-based bus rapid transit"**

The last half of the definition in **green** emphasizes that HCT provides the needed capacity to serve the region's highest demand corridors with a variety of modes and levels of transit priority, ranging from light rail or BRT with "majority exclusive guideway" to corridor-based BRT or streetcar modes that have a mix of exclusive and shared right of way (such as the FX2-Division high capacity bus service).

Enhanced Transit Concept (ETC) / Better Bus

Another important part of defining High Capacity Transit and reviewing the Regional Transit Network policies related to HCT is clarifying the role of the Enhanced Transit Concept (ETC), now known as Better Bus. ETC was introduced in the 2018 Regional Transit Strategy and is defined as follows (from page 4-9 of the RTS):

> *The purpose of ETC is to improve transit speed and reliability on our most congested existing and planned frequent service bus or streetcar lines.*

The RTP Glossary further clarifies that:

- "Enhanced transit is a set of street design, signal, and other improvements that improve transit capacity, reliability and travel time along major Frequent Service bus lines…" (RTS page G-9)

- "…Enhanced Transit encompasses a range of investments comprised of capital and operational treatments of moderate cost. It can be deployed relatively quickly in comparison to larger transit capital projects, such as building light rail." (RTS page G-9)

While no changes to how ETC is defined are suggested, several policy considerations are provided to strengthen and clarify the role of ETC in the Regional Transit System.

Transit Mode Characteristics and Relationships to Land Use

The graphic below identifies the transit modes that are part of the regional transit system, including their general service quality characteristics, and the land use density that is typically appropriate to warrant a capital investment in building a HCT project. The graphic identifies the characteristics of regional transit modes (both HCT and other modes serving the region) and shows which modes fall into the high-capacity transit category. It includes:

- **Transit Modes:**
  - HCT Modes: Commuter Rail, Light Rail, BRT, Corridor-Based BRT (e.g., RapidBus), Rapid Streetcar, and Streetcar; Streetcar may be considered HCT depending on the context
  - Non-HCT Bus Modes: Frequent Bus, Regional Bus
  - Other modes:
    - Aerial Tram, Intercity Rail
    - Vanpool, microtransit, etc. are included as potential modes to be considered in the future Metro Access to Transit Study.

- **Transit Characteristics:**
  - Level of Transit Prioritization (e.g., Speed & Reliability), Frequency, Market Demand, Passenger Capacity, Transit Access Shed, Stop/Station Amenities, Capital Cost (per passenger), Operating Cost (per passenger)

The following graphic illustrates the essential characteristics of high-capacity transit that work together to provide high-quality connections around the region, consistent with the HCT definition and vision.

Figure 6   What is High Capacity Transit?

High Capacity Transit…
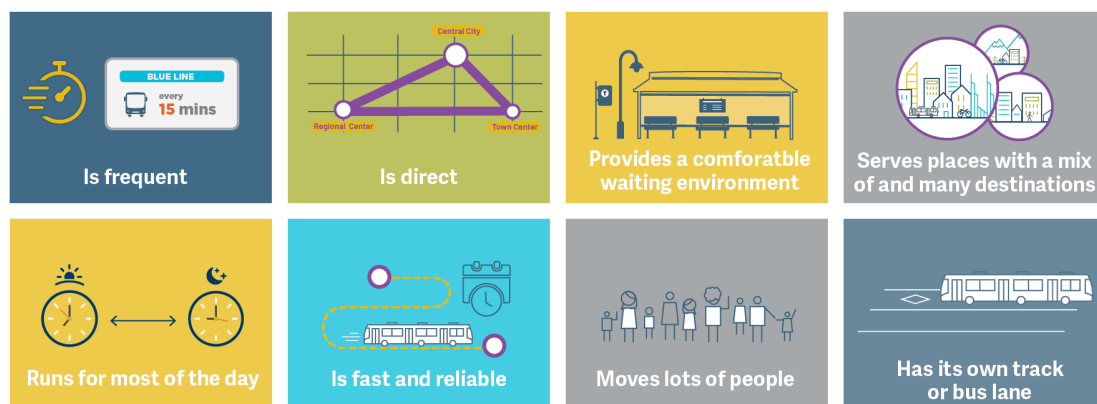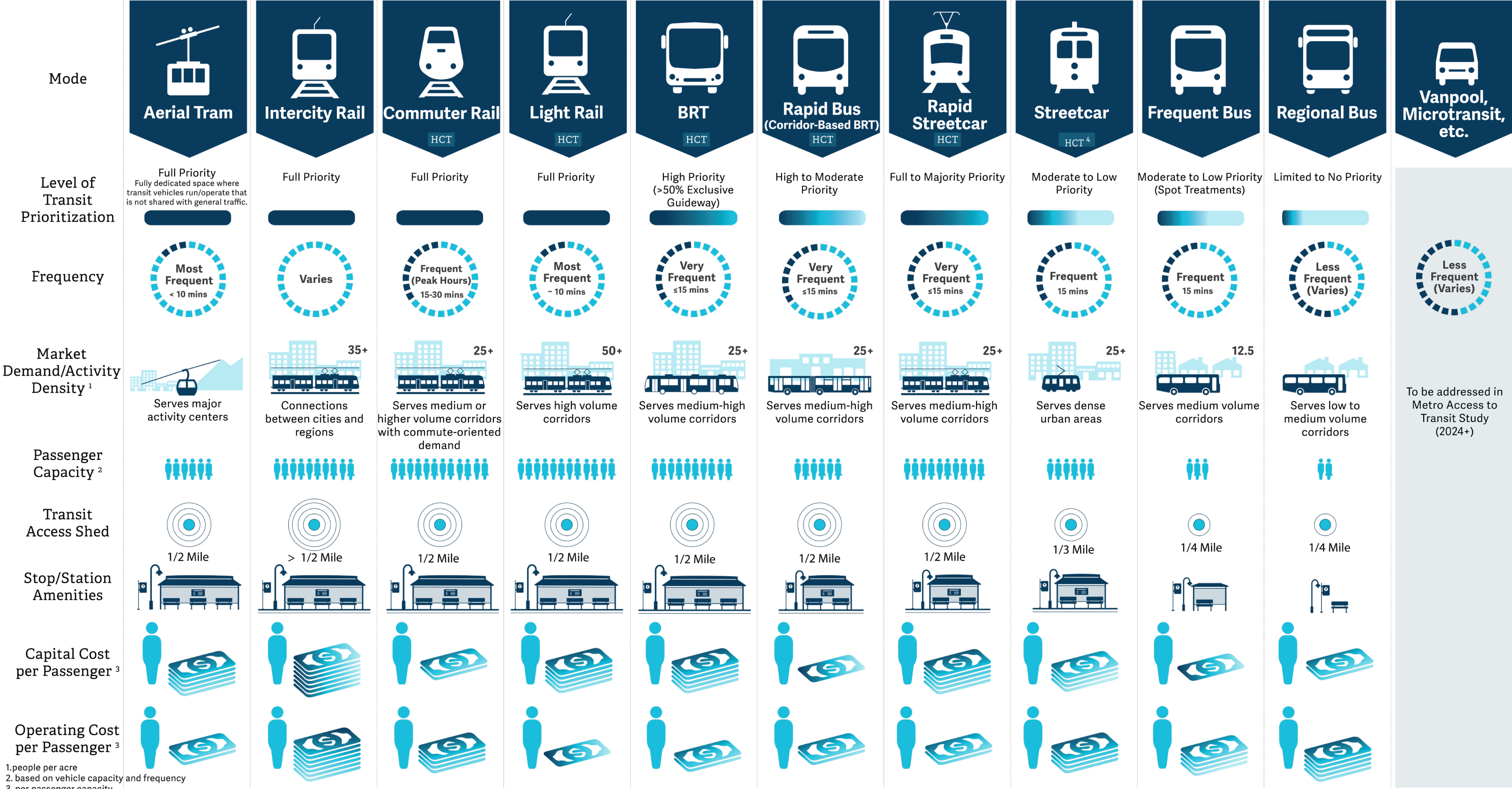
Is frequent

Is direct

Provides a comforatble waiting environment

Serves places with a mix of and many destinations

Runs for most of the day

Is fast and reliable

Moves lots of people

Has its own track or bus lane

Figure 7   Characteristics of High-Capacity Transit

Mode	Aerial Tram	Intercity Rail	Commuter Rail (HCT)	Light Rail (HCT)	BRT (HCT)	Rapid Bus (Corridor-Based BRT) (HCT)	Rapid Streetcar (HCT)	Streetcar (HCT 4)	Frequent Bus	Regional Bus	Vanpool, Microtransit, etc.
Level of Transit Prioritization	Full Priority — Fully dedicated space where transit vehicles run/operate that is not shared with general traffic.	Full Priority	Full Priority	Full Priority	High Priority (>50% Exclusive Guideway)	High to Moderate Priority	Full to Majority Priority	Moderate to Low Priority	Moderate to Low Priority (Spot Treatments)	Limited to No Priority	
Frequency	Most Frequent < 10 mins	Varies	Frequent (Peak Hours) 15-30 mins	Most Frequent ~10 mins	Very Frequent ≤15 mins	Very Frequent ≤15 mins	Very Frequent ≤15 mins	Frequent 15 mins	Frequent 15 mins	Less Frequent (Varies)	Less Frequent (Varies)
Market Demand/Activity Density [1]	Serves major activity centers	35+ Connections between cities and regions	25+ Serves medium or higher volume corridors with commute-oriented demand	50+ Serves high volume corridors	25+ Serves medium-high volume corridors	25+ Serves medium-high volume corridors	25+ Serves medium-high volume corridors	25+ Serves dense urban areas	12.5 Serves medium volume corridors	Serves low to medium volume corridors	To be addressed in Metro Access to Transit Study (2024+)
Passenger Capacity [2]											
Transit Access Shed	1/2 Mile	> 1/2 Mile	1/2 Mile	1/2 Mile	1/2 Mile	1/2 Mile	1/2 Mile	1/3 Mile	1/4 Mile	1/4 Mile	
Stop/Station Amenities											
Capital Cost per Passenger [3]											
Operating Cost per Passenger [3]											

1. people per acre
2. based on vehicle capacity and frequency
3. per passenger capacity
4. depending on context

Regional Transit Network Policy Considerations

Based on the review of local, regional, state, and federal plans and policies, as well as the peer review and overview of key issues and trends, several areas have emerged as a focus of the Regional Transit Network policy updates:

- **System Quality and Equity.** Equity has long been a priority in making transportation planning decisions in the region and was one of the overarching policies included in the 2018 RTP. The 2023 RTP includes equity as one of the four desired outcomes and all network policies will be updated to further strengthen equity as a regional priority. The importance of dignified, high-quality service should also be emphasized to make transit work for everyone. As such, **Policy 1: Service Quality** is updated and clarified; **Policy 2: Equity** is updated and separated into a new policy.

- **Climate change.** While climate leadership is one of the overarching policies from the 2018 RTP, and one of the desired outcomes for the 2023 RTP update, there are no specific Regional Transit Network policies focused exclusively on sustainability and the environment. A new policy (**Policy 3: Climate Change**) is proposed focusing on how the Regional Transit Network should address climate change.

- **Maintenance and Resiliency.** Reliability is integrated into **Policy 4: Maintenance and Resiliency** to better integrate it as a key outcome of a system that is preserved and maintained in a state of good repair.

- **HCT and ETC.** The current **Policy 4: High Capacity Transit** (renumbered to Policy 5) includes both HCT and ETC in a single policy. To strengthen and clarify the role of both HCT and ETC in the regional transit network, creating **Policy 7: Reliable and Enhanced Transit** addresses the separate role of ETC as a tool for increasing reliability of the transit system.

- **Clear policy headlines.** All of the suggested modifications to the Regional Transit Network policies focus on a primary theme, so simple headlines are offered for each.

Figure 8 below lists each of the 2018 Regional Transit Network policies and provides suggested updates to the policies most related to high capacity transit.

Figure 8   Policy Framework Gap Analysis

Existing #	Revised #	Proposed Headline	Existing Policy Text	Gaps / Considerations Addressed	Updated Policy Text Considerations
1	1	**System Quality**	*Provide a seamless, integrated, affordable, safe and accessible transit network that serves people equitably, particularly communities of color and other historically marginalized communities, and people who depend on transit or lack travel options.*	▪ Separated existing Policy 1 into two policies ▪ Aligned with overarching Transportation Equity Policy 3 ▪ Integrated quality of service into policy language	Provide a high-quality, safe, and accessible system that makes transit a convenient and comfortable transportation choice for everyone to use.
	2	**Equity**			Ensure that the regional transit network equitably prioritizes service to those who rely on transit or lack travel options; makes service, amenities, and access safe and secure; improves quality of life (e.g., air quality); and proactively supports stability of vulnerable communities, particularly communities of color and other historically marginalized communities.[2]
N/A	3	**Climate Change**	*N/A*	▪ Strengthen policies to focus on transit's role in addressing climate change	Prioritize our investments to create a transit system that encourages people to ride transit rather than drive alone and to support transitioning to a clean fleet that aspires for net zero GhG emissions, enabling us to meet our state, regional, and local climate goals.
2	4	**Maintenance and Resiliency**	*Preserve and maintain the region's transit infrastructure in a manner that improves safety, security and resiliency while minimizing life-cycle cost and impact on the environment.*	▪ Incorporated reliability into State of Good Repair	Preserve and maintain the region's transit infrastructure in a manner that improves safety, reliability, and resiliency while minimizing life-cycle cost and impact on the environment.

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[2] Historically marginalized communities are areas with high concentrations (compared to regional average) of people of color, people with low-incomes, people with limited English proficiency, older adults and/or young people.

Existing #	Revised #	Proposed Headline	Existing Policy Text	Gaps / Considerations Addressed	Updated Policy Text Considerations
4	5	High Capacity Transit	*Make transit more convenient by expanding high capacity transit; improving transit speed and reliability through the regional enhanced transit concept.*	▪ Align with equity and climate outcomes and HCT definition ▪ Reframe "convenient" around equity ▪ Revise description of capacity	Complete and strengthen a well-connected high capacity transit network to serve as the backbone of the transportation system. Corridors should generally be spaced at least one half-mile to one mile or more apart and serve mobility corridors with the highest travel demand. High capacity transit prioritizes transit speed and reliability to connect regional centers with the Central City, link regional centers with each other, and link regional centers to major town centers.[3]
3	6	Coverage and Frequency	*Make transit more reliable and frequent by expanding regional and local frequent service transit and improving local service transit options.*	▪ Moved reliability and the Enhanced Transit Concept to a new policy (see Policy 7)	Complete a well-connected network of local and regional transit on most arterial streets – prioritizing expanding all-day frequent service along mobility corridors and main streets linking town centers to each other and neighborhoods to centers.
3 and 4	7	Reliability	*See Policy #4*	▪ Created a separate policy focused on reliability that clarifies the role of ETC in the regional transit network	Through the Better Bus program, prioritize capital and traffic operational treatments identified in the Enhanced Transit Toolbox in key locations or corridors to improve transit speed and reliability for frequent service.
5	8	Intercity / Inter-Regional Transit	*Evaluate and support expanded commuter rail and intercity transit service to neighboring communities and other destinations outside the region.*	▪ No proposed changes	

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[3] The regional "mobility corridor" concept refers to a network of integrated transportation corridors that moves people and goods between and within subareas of the region. These transportation corridors influence the development and function of the land uses they serve and are defined by the major centers set forth in the Region 2040 Growth Concept. High capacity transit, along with frequent bus service and pedestrian/bicycle connections to transit, play an important role in moving people in these corridors. (2018 Regional Transportation Plan, Section 3.4.1)

Existing #	Revised #	Proposed Headline	Existing Policy Text	Gaps / Considerations Addressed	Updated Policy Text Considerations
6	9	**Access to Transit**	*Make transit more accessible by improving pedestrian and bicycle access to and bicycle parking at transit stops and stations and using new mobility services to improve connections to high-frequency transit when walking, bicycling or local bus service is not an option.*	▪ No proposed changes	
7	10	**Mobility Technology**	*Use technology to provide better, more efficient transit service – focusing on meeting the needs of people for whom conventional transit is not an option.*	▪ No proposed changes	
8	11	**Affordability**	*Ensure that transit is affordable, especially for people who depend on transit.*	▪ No proposed changes	

Notes:

Green – proposed update or addition

6.2 Garbage and Recycling System Facilities Plan – Phase 2 Gap Analysis Summary

Information/Discussion Items

Metro Policy Advisory Committee
Wednesday, January 25th, 2023

Agenda Item Title: Garbage and Recycling System Facilities Plan – Phase 2 Engagement Summary

Presenters: Marta McGuire, Estee Segal, Luis Sandoval

Contact for this worksheet/presentation: Estee Segal

Purpose/Objective
- Present an update on the status of the Garbage and Recycling System Facilities Plan project, which will outline future infrastructure investments and services needed to fulfill goals in the 2030 Regional Waste Plan over the next 20 years.
- Review the results of engagement completed in Phase 2 of the plan to identify gaps in the region's reuse, recycling and garbage facilities and infrastructure.

Outcome
- MPAC members understand what was learned from engagement by reviewing the major themes and understand how this will guide the technical analysis of facility gaps and scenarios for future investment in Phase 3.
- MPAC members provide feedback on the themes identified through engagement, prior to staff taking a report to Metro Council on January 31, 2023.

What has changed since MPAC last considered this issue/item?
Staff presented the draft project values and outcomes developed in Phase 1 to MPAC in April 2022. Metro Council reviewed and provided input on these in a Council Work Session in May 2022. Project staff incorporated Council's feedback and presented the final Garbage and Recycling System Facilities Plan Values and Outcomes to Councilors in briefings in September 2022 (Attachment 2).

The focus of Phase 2 was to develop an understanding of what materials and services require a facility for collection, processing or retailing and then to look at what facilities currently provide these and where gaps exist in the present and 20 years in the future. This includes both community and stakeholder engagement to identify garbage and recycling system facility gaps and needs, as well as technical analysis to present information on the capacity of existing regional facilities and identify the gaps in facilities that handle materials needed to achieve regional waste reduction goals.

Some of the technical analysis work is underway and additional analysis will be conducted in the coming months to inform the scenario development.

Engagement themes
Between September and December 2022, the project team provided presentations and facilitated discussions with advisory groups, convened virtual roundtable discussions and conducted engagements with Metro garbage and recycling program and facility staff. A survey was offered to all meeting participants and a gaps voting exercise was completed by facility staff. In addition, previous studies that have included engagement around garbage and recycling services and facilities were reviewed and conclusions related to facility needs are outlined in the Phase 2 Engagement Summary Report (Attachment 1).

Input on the gaps generated in the community advisory group, roundtable discussions and staff engagements were collected and sorted by theme. Six major themes emerged specific to gaps in facilities and infrastructure:

1. General residential self-haul	Need for more places throughout the Metro region for self-haul household waste.
2. Bulky waste, reuse and repair drop-off	Need for centralized locations with adequate space to drop-off large household items (furniture, appliances) and other items for reuse/repair.
3. Hard-to-recycle items	Need for more places throughout the Metro region to take hard-to-recycle items, such as old clothes, medicines, sharps, construction waste.
4. Amenities at transfer facilities or other needed facilities	Need for improvements at existing facilities including more space for sorting items and additional facilities to take items for recycling, reuse, repair and distribution.
5. Residential hazardous waste	Need for more places throughout the Metro region that collect household (residential) hazardous waste.
6. Reuse and repair warehouse hubs	Need for centralized locations with adequate warehouse space for sorting and storing reuse and repair items.

Additional details and specific examples of comments collected related to these themes are outlined in the Engagement Report (Attachment 1).

Technical analysis
In December 2022, technical analysis research and work was started including geospatial mapping of the region's existing garbage, recycling, reuse and repair facilities. Maps showing travel times from the current geographic distribution of facilities that accept both self-haul garbage (wet waste) and household hazardous waste show that there is inequitable distribution of these facilities throughout the region. Forest Grove, Cornelius, Hillsboro, Cooper Mountain, Gresham, and Troutdale tend to have the longest travel times to these types of facilities.

To assess how future growth may impact the geographic distribution of facilities, the current population of the region was compared to the 2045 projected population. A review of the current population compared to the 2045 projected population, shows higher population growth is predicted to occur in the southern and south-eastern portions of the region, adjacent to Sherwood, Tualatin, and West Linn, which would put additional strain on the Metro South Transfer Station. Additional analysis on materials projections in these areas is still in progress.

Four peer jurisdictions have been reviewed to identify the type, size, quantity, and cost of recent facilities that have been built to align with waste reduction goals. One example of this is King County, Washington, where their system facility evaluation in 2006 resulted in recommendations for constructing four new transfer stations, closing three outdated transfer stations, and retaining three existing transfer stations and two rural drop box facilities. King County secured loans for these capital improvement program changes, including $333 million from 2013 to 2017, with an additional $280 million of capital investment projected for 2018 to 2024 and beyond. Additional research on other jurisdictions' recent capital improvement plans and facility development to meet waste reduction goals will be part of the technical analysis and used to develop scenarios in Phase 3.

What packet material do you plan to include?

1. Garbage and Recycling System Facilities Plan, Phase 2 Engagement Summary Report
2. Garbage and Recycling System Facilities Plan, Values and Outcomes

Garbage and Recycling System Facilities Plan Development
Values and Outcomes

Overview

The Garbage and Recycling System Facilities Plan, to be adopted by Metro Council, will outline future infrastructure investments and services needed to fulfill the goals in the 2030 Regional Waste Plan. The planning process will assess the region's current public, private and non-profit garbage, recycling and reuse infrastructure, identify services gaps, and present potential approaches and a plan for future system investments. Specifically, the plan will include:

1. An overview of the facility-based garbage, recycling and reuse services necessary for achieving the goals of the 2030 Regional Waste Plan,
2. The current and anticipated gaps in those services,
3. Alternative scenarios for the public, private and non-profit sectors to fill the gaps or mitigate the need to fill them over the next 20 years, and
4. An implementation plan and financing options for Metro's role in advancing the plan and building new facilities.

Values and Outcomes Introduction

The Garbage and Recycling System Facilities Plan will be guided by the 2030 Regional Waste Plan values and racial equity principles, as well as one new value to reflect Metro's commitment to Tribal consultation. Within each of these values are desired outcomes for the plan, as shown below.

Together, these values and outcomes provide specific policy guidance from Metro Council to develop a plan that, among other things:

- Adopts a demand management approach to reducing garbage through waste reduction infrastructure;
- Improves the quality of and access to services; and
- Keeps services affordable and cost impacts to residents low.

The plan's values and outcomes were developed during phase 1 of the planning process (March-September 2022) with input from multiple groups, including three of Metro Council's formal advisory committees (Committee on Racial Equity, Metro Policy Advisory Committee and Regional Waste Advisory Committee) and the Community Advisory Group, convened to advise on key decision points throughout the development of this plan. A final draft of the plan's values and outcomes was presented to Metro Council at a work session on May 31, 2022. Based on Metro Council's input at that meeting, staff revised the draft values and outcomes and will share with Metro Councilors in briefings for their endorsement in September 2022.

Planning Assumptions

Key assumptions to clarify the context and expectations for the plan include:

- In alignment with the values, vision and goals of the Regional Waste Plan to protect the environment and human health and conserve natural resources, this plan will support efforts to decrease the total amount of waste generated in the region through waste prevention, reuse and repair strategies following the principles of sustainable materials management and circular economy. For the waste that cannot be prevented from entering the regional garbage and recycling system, the plan will support the development of infrastructure

needed to increase the amount recovered for recycling and composting and to manage the leftover garbage in a way that protects the environment and human health.

- The plan will take a holistic view of the garbage and recycling system (understood to encompass garbage, recycling, composting, reuse and repair activities) and will help clarify Metro's future role in providing facility-based services, including facilities to be built or renovated by Metro, or by Metro in cooperation with public, private and non-profit partners (referred to as "facility projects identified in the plan" in the outcomes below).

- For other public, private and non-profit providers in the regional garbage and recycling system, the planning process may identify recommendations for them to meet some of the identified gaps in the system and project outcomes. Based on Metro Council direction, some recommendations may be further developed into policies and programs to regulate or offer incentives to these other providers. The new initiatives would be developed after completion of this plan, within the ongoing efforts to implement the 2030 Regional Waste Plan.

- The planning process is informed by the assumption that the region's garbage and recycling system remains a hybrid system made up of a mix of public, private and non-profit providers.

Values and Outcomes

Regional Waste Plan Values

1. **Protect and restore the environment and promote health for all**
   Ensure that current and future generations enjoy clean air, water and land. Lead efforts to reduce impacts of climate change and minimize release of toxins in the environment.

	Proposed Outcomes	Related Policy Guidance	Outcome type
A	**Operations impact on people:** The plan identifies the design, technology and operational best practices that all facility projects identified in the plan must implement to minimize nuisances and negative human health and safety impacts on employees, customers and neighboring communities, and to repair past harm.	**Regional Waste Plan Goal 12,** Actions 12.1, 12.2, 12.3 **Goal 16**, Action 16.3	Planning and Implementation
B	**Green building:** New construction or major renovation projects identified in the plan adhere to Metro's proposed Sustainable Buildings and Sites policy update (expected to be reviewed by Metro Council in October 2022). The new policy includes requirements to meet the International Living Future Institute's Core Green Building Certification standard that addresses ecological and climate change impact, access to transit, water and energy reduction, human health, responsible building materials, accessibility, equity and inclusion, biophilic design & education.	**Regional Waste Plan Goal 12,** Action 12.4 **Goal 7,** Action 7.1	Implementation
C	**Operations impact on the environment:** Existing facilities owned or leased by Metro meet the operations and maintenance standards in Metro's proposed Sustainable Buildings and Sites Policy and reduce emissions of carbon dioxide, particulate matter, and other pollutants and toxins from on-and off-road vehicles, stationary equipment, and products and materials used onsite.	**Regional Waste Plan Goal 12,** Actions 12.3, 12.4	Implementation
D	**Good neighbor agreements:** All facility projects identified in the plan work toward developing good neighbor agreements with their host communities to lessen negative environmental and human health impacts from facility operations.	**Regional Waste Plan Goal 13,** Action 13.3	Implementation

2. Conserve natural resources

Reduce the amount of energy, water and raw materials needed to make products. Manage materials to their highest and best use (reduce, reuse, recycle).

	Proposed Outcomes	Related Policy Guidance	Outcome type
A	**Priority materials:** The plan identifies high-priority materials to target for reuse, repair, recycling or composting and the infrastructure investments needed to manage those materials efficiently, at a regional scale, following the principles of the sustainable materials management and circular economy frameworks.	**Regional Waste Plan Goal 8**	Planning
B	**Reuse, repair and upcycling support:** The planning process identifies opportunities for facility projects identified in the plan to provide workspace for business incubation, access to materials and other tools for supporting projects that reuse, repair and upcycle materials.	**Regional Waste Plan Goal 8,** Actions 8.2, 8.5, 8.6	Planning and Implementation
C	**Expanded reuse and repair infrastructure:** The region's reuse and repair infrastructure is expanded to provide neighborhood scale opportunities to buy and donate reusable and repairable items throughout the region, particularly where those services are not currently available.	**Regional Waste Plan Goal 8,** Actions 8.2, 8.4, 8.5, 8.6 **Metro Racial Equity Strategy Goal D**	Implementation
D	**Colocation of reuse, repair and recycling infrastructure:** The siting process for facility projects identified in the plan gives preference to areas where reuse, repair and recycling businesses already exist or could locate in the future for potential colocation benefits.	**Regional Waste Plan Goal 8**	Implementation

3. Advance environmental literacy

Facilitate life-long environmental learning for youth and adults. Increase knowledge of natural systems, and the human impacts on them, in order to foster civic responsibility and community empowerment.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	**Environmental education at new facilities:** Facility projects identified in the plan provide opportunities for youth and adults to learn about the recycling and garbage system, environmental justice and the connections between products, human health and nature, through tours, displays, exhibits, viewing rooms and events.	**Regional Waste Plan Goal 6,** Actions 6.2, 6.3, 6.4 **Goal 9,** Actions 9.1, 9.3 **Metro Racial Equity Strategy Goal D**	Implementation
B	**Community partnerships to develop education:** Environmental education and programming offered at facility projects identified in the plan are developed in partnership with community-based organizations and non-profits focused on waste prevention, reuse, repair, recycling, composting, environmental justice, sustainable materials management, and toxics reduction.	**Regional Waste Plan Goal 6,** Actions 6.2, 6.3, 6.4 **Goal 9,** Actions 9.1, 9.3 **Metro Racial Equity Strategy Goals B, D**	Implementation

4. Foster economic well-being

Promote inclusive prosperity and living well for all residents of the region. Increase access to economic opportunities for all communities.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	**Good jobs:** Facility projects identified in the plan offer jobs with living wages and benefits, as well as a safe work environment with on-site amenities for employees.	**Regional Waste Plan Goal 3,** Action 3.2 **Goal 12,** Action 12.1 **Metro Racial Equity Strategy Goal C**	Implementation
B	**Public operation of facilities:** Facility projects identified in the plan are publicly operated to support implementation of Metro's workforce diversity and wages goals.	**Regional Waste Plan Goal 3,** Action 3.5	Implementation
C	**Construction Career Pathways:** Metro implements all applicable strategies in the Construction Career Pathways policy framework to the construction, renovation and operation of facility projects identified in the plan in order to recruit, train and retain individuals who are underrepresented in the garbage and recycling industry, particularly women and people of color.	**Regional Waste Plan Goal 4,** Actions 4.1, 4.2 **Metro Racial Equity Strategy Goal C**	Implementation
D	**Opportunities for people with employment barriers:** In partnership with workforce and community-based organizations, facility projects identified in the plan provide workforce development opportunities within the garbage, recycling, reuse and repair sectors for people with barriers to employment.	**Regional Waste Plan Goal 4,** Action 4.5 **Metro Racial Equity Strategy Goal C**	Implementation

5. Ensure operational resilience, adaptability and sustainability

Maintain a regional system that is safe and responsive to changing conditions to ensure long-term viability. Prepare for recovery after natural disasters.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	**Links to transportation and land use planning:** The planning process evaluates and incorporates key elements of interrelated regional transportation and land use planning projects, such as the 2023 Regional Transportation Plan.		Planning
B	**Funding options for facilities:** The planning process identifies scenarios and funding options for the plan's final list of facility investments that balance all aspects of Metro Council's solid waste rate and fee setting criteria, including affordability and cost impacts to residents, fiscal responsibility, waste reduction, consistency and predictability.	**Regional Waste Plan Goal 14,** Actions 14.2, 14.3, 14.6	Planning
C	**Design for efficient and flexible operations:** Facility projects identified in the plan are designed for highly efficient and flexible operations, such as having flat tipping floors for better screening of materials for reuse/recycling, easier cleaning and faster unloading for customers.		Planning and Implementation
D	**Natural hazard resilience:** The plan identifies the earthquake, flood, and natural hazard performance standards to implement at facility projects identified in the plan.	**Regional Waste Plan Goal 18,** Actions 18.4 18.5	Planning and Implementation

E	**Redundant infrastructure and disaster resilience:** The plan identifies the investments needed to build redundant and resilient infrastructure, equipment and services into the garbage and recycling system for enhancing disaster resilience.	**Regional Waste Plan Goal 18,** Actions 18.1, 18.4	Planning and Implementation

6. Provide excellent service and equitable system access

Ensure that high-quality and good-value programs, services and facilities are equitably accessible to all.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	**Direction for current Metro facilities:** The plan establishes direction for improvements to existing Metro owned or leased facilities, including such facilities as the Regional Illegal Dumping Deployment Center, MetroPaint, Metro South and Metro Central Transfer Stations, Metro West site.	**Regional Waste Plan Goal 16,** Actions 16.6	Planning
B	**Retail-like facilities for improving access:** The plan considers retail-like facilities (such as stores and malls) that can serve both as collection points for certain recyclable and reusable materials and places where people can shop upcycled, used or repaired items and sustainable products.	**Regional Waste Plan Goal 16** **Metro Racial Equity Strategy Goal D**	Planning
C	**Preferred scenario for maximizing access and reducing impacts:** The plan outlines a preferred scenario for a future network of regional facilities to be built over the next 20 years consisting of a mix of smaller-scale facilities and large transfer stations, in order to maximize access to service, geographic equity and reductions in environmental and human health impacts.	**Regional Waste Plan Goal 8,** Action 8.5 **Goal 16,** Actions 16.1, 16.2	Planning and Implementation
D	**Improving facility access for people who use transit or cars:** When siting facilities designed to serve the general public, preference will be given to sites that are close to a major road or highway and public transit to increase accessibility for customers with or without cars.	**Regional Waste Plan Goal 16,** Actions 16.1, 16.2 **Metro Racial Equity Strategy Goal D**	Implementation
E	**Affordability for low-income customers:** Facility-based services that are identified in the plan are kept affordable for low-income customers through methods such as income-based sliding scale pricing or discounts.	**Regional Waste Plan Goal 14** **Metro Racial Equity Strategy Goal D**	Implementation
F	**Language accessibility and cultural competence:** Facility projects identified in the plan employ multilingual and culturally competent staff, provide information in multiple languages and use communication tools (flyers, signage, and wayfinding) that are simple and easy to understand by all.	**Regional Waste Plan Goal 11,** Action 11.1 **Metro Racial Equity Strategy Goal D**	Implementation
G	**Accessibility for people with disabilities:** Facility projects identified in the plan are accessible and inclusive to people with disabilities.	**Metro Racial Equity Strategy Goal D**	Implementation

Finalized 10/10/2022

7. Community restoration

Take action to repair past harms and disproportionate impacts caused by the regional solid waste system.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	**Facility benefits and burdens evaluation:** The planning process evaluates the benefits and burdens of potential facility investments on historically marginalized communities, using a climate justice lens.	**Metro Racial Equity Strategy Goal A**	Planning
B	**Incorporating needs and input from historically marginalized communities:** The planning process incorporates the viewpoints and needs of historically marginalized communities as they relate to garbage and recycling facilities and services.	**Regional Waste Plan Goal 1** **Metro Racial Equity Strategy Goal B**	Planning

8. Community partnerships

Develop authentic partnerships and community trust to advance the plan's vision.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	**Community Advisory Group:** The planning process is guided by a new Community Advisory Group, made up of members representing historically marginalized communities from throughout the region, who works alongside staff to review draft findings and develop plan elements, and creates leadership opportunities for members.	**Regional Waste Plan Goal 1,** Action 1.1 **Metro Racial Equity Strategy Goal B**	Planning
B	**Involving community based organizations:** Metro actively involves local community based organizations in the siting, review, design and construction of facility projects identified in the plan.	**Metro Racial Equity Strategy Goal B**	Planning and Implementation
C	**Reuse and repair partnerships with historically marginalized communities:** If facility projects identified in the plan provide business incubator or space for the reuse, repair and upcycle of materials, Metro seeks to partner with and support projects led by people, organizations and businesses from communities of color, immigrant communities and other historically marginalized groups.	**Metro Racial Equity Strategy Goal E**	Planning and Implementation

9. Community investment

Emphasize resource allocation to communities of color and historically marginalized communities.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	**Community benefits agreements:** Facility projects identified in the plan work towards developing Community Benefits Agreements with their host community to ensure benefits and investments, such as Community Enhancement Grant funds, are equitably shared and help address the host community's needs.	**Regional Waste Plan Goal 13,** Action 13.4 **Metro Racial Equity Strategy Goal E**	Implementation

	Proposed outcomes	Related Policy Guidance	Outcome type
B	**Community gathering spaces:** Facility projects identified in the plan that are intended for residential customers provide community gathering opportunities through, for example, parks, meeting spaces and event venues.	**Regional Waste Plan Goal 13** **Metro Racial Equity Strategy Goal D**	Implementation

New Plan Value

10. Tribal consultation

Develop authentic relationships with sovereign Nations so that Tribal interests can be considered in Metro's Waste Prevention and Environmental Services (WPES) projects and programs.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	**Tribal consultation:** Tribes are sovereign nations who have interests that could be affected by development of this plan. Metro's WPES Department seeks consultation and engagement with Tribal governments on how the plan can help advance shared priorities such as cultural and historic resource protection, environmental protection, addressing climate change and using resources sustainably.		Planning and Implementation
B	**Building relationships, partnerships and trust with Tribes:** Through government-to -government engagement on this plan, Metro's WPES Department seeks to establish new relationships, partnerships and build trust with Tribes.		Planning and Implementation

Metro Garbage & Recycling System Facilities Plan Phase 2 Engagement Summary Report

Convenience. Access. Affordability. Everyone, no matter where they live in the region, should have equitable access to garbage and recycling facilities and services. But to get there, we need a plan.

Overview

Metro is developing a Garbage and Recycling System Facilities Plan to understand the investments needed to ensure better access to services in our garbage and recycling system. The project will look at the region's current public, private and non-profit garbage, recycling and reuse infrastructure, identify service gaps, and present potential approaches and a plan for future system investments.

Future investments may include construction of new facilities, incorporation of new services in existing facilities and identifying non-facility-based alternatives in some cases.

Throughout the plan development, Metro is engaging potentially affected and interested individuals, communities and organizations, as well as local governments, businesses, reuse organizations and advocacy organizations. Additionally, several Metro advisory groups are providing input at key decision points.

This report summarizes the engagement completed in Phase 2 from September 2022 to January 2023. The work in this phase was focused on outreach to diverse audiences to help identify gaps and facility needs in the regional garbage and recycling system.

PHASE 2 ENGAGEMENT: WHAT WE DID

Outreach	Summarize	Analyze	Share
Activities: Roundtables Committee Meetings Internal Meetings Follow up Surveys Invitations to engage with Tribal Governments	6 summaries were completed to describe what we heard from different audiences	All comments and identified system gaps were organized into themes	The findings from Phase 2 summarized here will inform the technical analysis and Phase 3 work

Between September and December 2022, Metro made presentations and facilitated discussions with advisory groups, convened four virtual roundtable discussions and conducted numerous engagements with Metro garbage and recycling program and facility staff. Audiences reached included people from Clackamas, Multnomah and Washington Counties, and the process prioritized and uplifted historically and currently marginalized communities.

Audience	Activity	Participation
Community Advisory Group	Meetings (Sept. 19, Oct. 18, Dec. 12)	8 members
Reuse/Repair businesses	Roundtable (Oct. 4)	19 participants
Community partners	Roundtable (Oct. 6)	12 participants
Local government	Roundtable (Oct. 31)	28 participants
Private industry	Roundtable (Nov. 3)	30 participants
All Roundtable invitees	Online follow-up survey	16 responses
Metro Waste Prevention and Environmental Services program and facility staff	Team meetings Metro facility site visits Follow-up survey	4 virtual meetings 9 on-site meetings 27 responses
Tribal governments	Letter of introduction; invitation to consult (Sept)	7 letters sent to Tribes in Oregon and Washington

Garbage and Recycling Community Advisory Group
The Community Advisory Group comprised of community members who are impacted by the plan outcomes and who represent historically and currently marginalized communities, met during Phase 2 to discuss:

- Plan development and how they currently use the garbage and recycling system, including gaps they recognized
- Which parts of the system were working well or could be improved upon
- Equity impacts that Metro should consider in the project
- Review of input received from other key stakeholders during the Roundtables

Roundtable Meetings
Metro convened virtual meetings for each of four external stakeholder groups including: reuse and repair businesses, staff and community members from community-based organizations, local governments, and garbage and recycling private industry representatives. Each roundtable included a presentation about the project purpose and goals followed by interactive breakout sessions where participants in smaller groups responded to a series of discussion questions around their area of expertise and experience with the current garbage and recycling system. Discussions focused on identifying and understanding system facility gaps and related concerns and observations from community members. Participants shared ideas and preferences for future improvements to the garbage and recycling system. Invitees were offered language translation during the meeting and a follow-up survey to provide additional input after the roundtable meeting.

Metro Staff Engagement
Metro Waste Prevention and Environmental Services staff, both program and policy staff, as well as front line staff working at Metro transfer stations, Metro Paint, and the RID Deployment Center were invited to provide input on gaps and needs related to facilities and infrastructure in the garbage and recycling system. Follow up opportunities included a survey and voting exercise for facility staff.

Presentations to Advisory Groups
Presentations on plan development were given to each of the advisory groups and participants were invited to provide input on facility gaps and the future of the garage and recycling system. The groups included:
- Regional Waste Advisory Committee
- Committee on Racial Equity
- Metro Policy Advisory Committee
- Metropolitan Mayor's Consortium

Tribal Consultation
In addition, in September 2022, a letter was sent from Metro Council President Peterson to seven Tribes to introduce the project, its goals and invite consultation by Tribal leaders. Letters were sent to the Confederated Tribes of Siletz Indians, Confederated Tribes of Grand Ronde, Confederated Tribes of Warm Springs,

Confederated Tribes of Umatilla Indian Reservation, Confederated Tribes and Bands of the Yakama Nation, Nez Perce Tribe, and Cowlitz Indian Tribe. To date, the Cowlitz Indian Tribe has expressed interest in learning more about this project and to discuss where there might be areas of mutual interest between the Tribe and Metro's garbage and recycling work. An in-person meeting with the Cowlitz Public Works Director, Metro's Tribal Policy Advisor, and Metro staff took place in mid-January 2023.

PHASE 2 ENGAGEMENT: WHAT WE LEARNED

Input on the gaps generated in the community advisory group, roundtable discussions and staff engagements were collected, logged in a spreadsheet, coded and sorted into themes. More than 800 comments were recorded including both comments on facility and infrastructure gaps and general comments about the system. Those comments related to issues that cannot be addressed by facility infrastructure investments will be shared with Metro leadership and incorporated into relevant projects that are underway as part of the 2030 Regional Waste Plan implementation.

Of the comments collected from engagement specifically related to facility and infrastructure gaps, six major themes emerged:

1. General residential self-haul
2. Bulky waste, reuse and repair drop-off
3. Hard-to-recycle items
4. Amenities at transfer facilities or other needed facilities
5. Household hazardous waste
6. Reuse and repair warehouse hubs

Additional details and comments specific to these themes, collected through recent engagements, are highlighted below.

1. General residential self-haul

Theme	Comments
Need for more places throughout the Metro region for self-haul household waste.	The Metro Transfer Stations are overcrowded, and people travel far to get to them because they are two of the three transfer stations that take general self-haul. The private transfer station takes general self-haul but charges rates that are much higher. Facilities need to better accommodate residential self-haul customers. There is currently limited capacity for residents, which is a critical need.

	There is a need for more transfer stations, spread equally throughout the region, and that offer education about waste reduction and recovery. There is a lack of access to facilities that provide affordable services for residents, especially in Washington & east Multnomah Counties.

2. Bulky waste, reuse and repair drop-off

Theme	Comments
Need for centralized locations with adequate space to drop-off large household items (furniture, appliances) and other items for reuse and repair.	It's difficult to find donation centers that will consistently accept large reuse items like couches and mattresses. Facilities that offer repair services and storage for reusable items are needed. Transporting bulky waste (large household items) to facilities for reuse or repair is a barrier for many residents, especially those without trucks. There is a need for more facilities that support material recovery and reduce waste.

3. Hard-to-recycle items

Theme	Comments
Need for more places throughout the Metro region to take hard-to-recycle items, such as old clothes, medicines, sharps, construction waste.	Batteries, sharps construction waste (especially asbestos containing) and hazardous waste are all difficult to get rid of due to too few facilities that accept these materials. People don't know which facilities or where facilities are located that take hard-to-recycle materials, and people would like to have one place to that accepts all of these items. Residents need places throughout the region to dispose of medicines and batteries Reuse and recycling facilities for construction materials are lacking on the east and west sides of the region.

4. Amenities at transfer facilities or other needed facilities

Theme	Comments
Need for improvements at existing facilities.	There is a lack of space at existing garbage and recycling facilities to separate and store unwanted items that could be reused. Facilities need to better accommodate residential self-haul customers, including providing physical assistance for those who can't lift items and/or programs or discounts for staff, seniors and people living with low incomes or disabilities. More sites need to offer asbestos testing to allow for easier reuse of building materials and prevent contamination. Currently only Waste Management in Hillsboro can dispose of asbestos. Many haulers rely on the Metro transfer station truck wash stations which are being removed. Private facilities don't offer this.
Need for other facilities.	More facilities that are easily accessible and can take items for recycling, reuse, repair, and distribution Facilities equipped to handle debris from emergencies and natural disasters. Private transfer station operators would like to capture more of the waste stream currently processed at Metro-owned facilities and feel they could operate more efficiently than the public sector. Composting facilities, especially for food waste composting, are needed in order to meet regional and statewide waste reduction & carbon goals.

5. Household hazardous waste

Theme	Comments
Need for more places throughout the Metro region that collect household hazardous waste.	There is a need for more neighborhood-based household hazardous waste disposal options throughout the region, even in areas that already have a transfer station to collect it. Need bigger and better planned household hazardous waste facilities than what is currently available at Metro South and Central (need larger covered area, more storage area, loading dock, etc.).

	Illegal dumping of household hazardous waste is of special concern since this waste has the potential to contaminate nearby land and water sources. There is only one facility in the region that accepts asbestos, and its location in Hillsboro can be a barrier.

6. Reuse and repair warehouse hubs

Theme	Comments
Need for centralized locations with adequate warehouse space for sorting and storing reuse and repair items.	Physical space for warehousing, sorting and storage of reuse materials is lacking, causing reuse items to be landfilled depending on space. Centralized locations for people to drop off or shop for reuse materials is lacking. The space for offering repair services and to host fairs is lacking. Reuse/repair infrastructure is not as developed on the Westside as it is in Portland, which has organizations like the Rebuilding Center.

SUMMARY BY GROUP

Community Advisory Group
The focus of these meetings was to identify and understand the impact of gaps experienced by group members. Metro also received advice from this group on racial equity considerations related to service and facility gaps. Specific gaps identified included affordability, lack of facilities to take residential organics for composting for those without collection service, the need for physical assistance at facilities for those who cannot lift items and lack of facilities that offer repair services and storage for reusable items.

Reuse and Repair Businesses and Organizations
The focus of this roundtable meeting was to identify infrastructure or facilities needed to support more reuse and repair in the greater Portland region. Specific gaps that were identified included physical space for warehousing, sorting and storage of reuse materials; centralized locations for people to drop off or shop for reuse materials; transportation of large items for people without vehicles; and places or hubs for reuse organizations to share tools and equipment.

Community Organizations

The focus of this roundtable meeting was to identify the garbage, recycling, reuse and repair service gaps from the perspective of historically underrepresented community members. Members identified barriers to access services including inconsistent composting service, information in non-English languages, age and income barriers. Participants also expressed concerns about specific items that are difficult to get to places to reuse or recycle, such as furniture, Styrofoam, appliances, bulky items and medical sharps.

Local Governments

The focus of this roundtable meeting was to understand the garbage, recycling, reuse and repair needs in each local jurisdiction and to identify facility investments that could advance shared work towards 2030 Regional Waste Plan goals. Generally, we heard about geographic gaps related to facilities, especially in Washington County and east Multnomah County, and access gaps like affordability and travel time to self-haul and recycling facilities and services. Local government partners pointed out the lack of industrial land available for new facilities. Local government partners would like Metro to strengthen regionwide partnerships for facility siting, clean up events, facility closures, and address other gaps like system resilience.

Garbage and Recycling Industry Businesses and Organizations

The focus of this roundtable meeting was to hear from private industry representatives, including transfer station operators, commercial haulers and third-party haulers, about the gaps in the current system. Participants identified gaps including disposal services for asbestos, metal drop-off, and storage space for hard-to-recycle items, and specific gaps around amenities needed at Metro transfer stations and the handling of reuse items.

Metro WPES Staff

A series of meetings was conducted for both Metro program and policy staff as well as operational staff at facilities. The first set of meetings focused on staff that work on policy and program teams in education, waste reduction, asset management, as well as from staff that work in the Recycling Information Center, to understand the gaps and needs they know about that could be resolved by building new facilities or improving existing facilities. Participants identified gaps including the need for more sites that take reusable, repairable and hard-to-recycle items and lack of facilities in the region that take food waste composting, among other things.

The second set of meetings focused on staff that work on-site at Metro's existing garbage and recycling facilities, including Metro South and Central Transfer Stations, MetroPaint and the RID Deployment Center, to leverage their expertise and knowledge about facility gaps. These frontline workers identified gaps including the

large number of items that go to the landfill that could be reused or repaired if there was space at facilities to collect and hold reusable items. Staff also pointed out the challenges of having to separate commercial haulers from self-haul customers at existing facilities, the need for amenities at facilities to improve worker safety, well-being and productivity, and the need for more household hazardous waste facilities spread across the region.

Summary Flyers

Summary flyers provided in Appendix A were created to describe in more detail what we heard from each of these stakeholder groups. The flyers incorporate both input and comments related to facility and infrastructure needs, as well as some of the more general comments shared by stakeholders about challenges of the existing garbage and recycling system.

PREVIOUS STUDIES

Metro has conducted a variety of studies that have evaluated different portions of the garbage and recycling system over the years. The following conclusions related to facility gaps have come from this previous work:

- Self-haul capacity, primarily for construction debris, recyclables and reusables, has been a defined gap for over a decade
- Self-haul customers at existing stations are creating traffic congestion and some unsafe conditions
- Critical facility repairs and upgrades needed for employee and customer safety, hazard resilience, and improved operational efficiency were identified for Metro South and Metro Central in various reports for over a decade
- There is limited capacity of facilities that receive commercial organics
- There is limited access to household hazardous waste across region

Additionally, more recent input received in 2019 during the South and West facility siting projects included concerns about:
- Costs and how to pay for new or improved facilities
- Dumping of garbage and large items on streets and public spaces

Stakeholders involved with those two projects also noted the need for:
- More self-haul, household hazardous waste disposal opportunities, and places to take recyclables and large household items
- More education about recycling and reuse opportunities, including in different languages
- Better access to facilities by different modes of transportation

- Jobs, training, and opportunities for businesses associated with any new or improved public facilities, like transfer stations

WHAT COMES NEXT

The next steps include completing the technical analysis of gaps in the region's network of reuse, recycling and garbage facilities. The technical analysis is being guided by the gaps identified through the engagement activities summarized in this report.

The technical analysis will establish a baseline of the current reuse, recycling and garbage facilities that serve the region and the services they provide. It will then assess the infrastructure investments needed to provide equitable, accessible, affordable and convenient services to increase the reuse, recycling and composting of materials with the goal of reducing the amount of garbage produced by households and businesses in the region.

Following the completion of the technical analysis, Metro will develop and analyze up to three scenarios to address the identified gaps. In Phase 3, Metro will host additional engagements with prioritized stakeholders to gather input and feedback on the scenarios and priorities for investments to build new facilities or to improve existing facilities in the region. Project staff will continue to involve stakeholders and interested parties over the next year by sharing what we did and heard in previous phases of the project and clarifying how this input will be used to create the scenarios that will be developed, assessed and decided upon to be included in the final plan.

APPENDICES

A. Phase 2 Engagement Roundtable and Meeting Summary Flyers

Reuse & Repair Roundtable Summary

Garbage and Recycling System Facilities Plan

Metro hosted a roundtable on Oct. 4, 2022 to seek input and engagement from partners in reuse and repair. The focus of this meeting was to identify infrastructure or facilities needed to support reuse and repair in the greater Portland region.

Participants were broken up into five small groups to discuss:

- *What infrastructure is needed to support reuse and repair in the greater Portland region, especially in underserved geographic areas of the region?*
- *How can Metro support the reuse and repair economy at Metro transfer stations?*
- *How can equitable distribution systems be created to benefit overburdened communities and other Reuse/Repair systems?*

Infrastructure gaps we heard:

- Physical space for warehousing, sorting and storage of reuse materials
- Centralized locations for people to drop off or shop for reuse materials
- Transportation of large items for people without vehicles (trucks)
- Places or hubs for reuse organizations to share tools and equipment

Other needs we heard:

- Communications support for reuse campaigns
- Education for regional residents about where to take reuse materials
- Support capacity-building for reuse organizations (staffing, equipment, volunteer matchmaking)
- Policy support for producer accountability and "right to repair"

Priorities

Results from a live voting exercise, in which participants ranked their top priorities today, from a list of gaps identified in previous engagements with City of Portland and other projects:

- Storage space (9 votes)
- Ongoing or operation funding from grants or local government (8 votes)
- Staffing capacity (7 votes)
- Processing space (4 votes)
- Organizational capacity (4 votes)
- Cleaning & repair space (3 votes)
- Living wages and benefits for reuse and repair workers (3 votes)
- Policy supporting reuse & repair (3 votes)

Overall comments and takeaways from participants:

- Reiterated the value of a centralized volunteer resource pool; Metro facilitating a platform for volunteer pooling would be helpful.
- The low wages at non-profits and lack of benefits mean you can't keep staff on for long; need benefits and a livable wage.
- Some organizations pay volunteers and suggested Metro could offer financial incentives for reuse/repair volunteers.
- This has been a great opportunity for folks to come together, but there should be a longer discussion opportunity, too, with more time to hear from each other.

Summary discussion notes on gaps:

Group 1

- Centralized space for refurbishing with tools and storage space
- Distributed donation centers around the city
- Places at transfer station where materials for reuse can be dropped off at no cost (prior to scales)
- Education so reuse organizations don't get junk dumped on them
- Don't want Metro to compete with community organizations, but would like support of existing reuse/repair organizations
- Desire for Metro to follow-up on what they hear from community members with actionable outcomes

Group 2

- A network of existing organizations to be able to share resources, like volunteers, trucks, bedbug dryer etc.
- Centralized hubs around the area for sharing physical resources and a location for all organizations to work together
- Location is a big barrier and needs to be convenient for many throughout the region
- Physical locations that include customer interface often means staff must deal with mental health crises that they aren't trained for

Group 3

- Agreement on the hub/spoke model, a centralized processing system for multiple organizations
- Economic incentives from Metro like making transfer station fees cheaper if waste is diverted to a reuse organization first, perhaps through a voucher
- Library is a good model for reuse
- Lowering barriers for grants

- Importance of shoppers having dignity, the experience of shopping in a place that is set up to reduce barriers
- Transportation of large household items to people's homes is needed

Group 4

- In need of more physical space to receive, process, and store materials
- Agreement with sharing space and pooling resources, especially for those organizations working directly with the public, and with access to trucks
- Importance of increasing public education on where to take materials before and at the transfer station
- Agreement on reducing financial barriers
- More conveniently located facilities for all

Group 5

- Need more space to process materials
- The large amount of clothing thrown away by each American; need to create a system to sort out what is still useable
- Support transporting large items to people's homes is needed
- Liked the large "mall" concept to bring together multiple organizations
- Interest in the subscription-based home pickup model to remove transportation barriers for customers
- Could there be an opportunity to capture the gas produced at transfer stations to use for mattress debugging?
- Organizations are having to pay retail price at the transfer station when they are taking on the burden of disposing waste on the donor's behalf

Opportunities for collaboration

Participants also broke into small groups to discuss:

- *What are the opportunities for collaboration? (What should be the role of other players in providing reuse and repair facilities/infrastructure?)*
- *What infrastructure is needed to support these organizations if there are additional collection opportunities?*

What we heard

Many reuse/repair organizations are small so Metro acting as the convener would be most beneficial to long-term collaboration.

When large businesses have an excess of materials but don't know there is a reuse market it ends up in a landfill. A campaign to market, promote and normalize reuse & repair is needed.

Goodwill has experience to share managing a truck fleet.

Most materials are not made to last long. To support a reuse market, what economic levers could be adjusted to support reuse, such as right to repair and extended producer responsibility legislation?

More sharing of resources and volunteers to make things easier on consumers would be helpful, such as being able to drop off materials at other organizations and having a shared transportation system to get materials to the right organizations.

Desire for financial support from the government to build capacity among organizations that are already doing the work vs. creating new systems.

Community Partner Roundtable Summary

Garbage and Recycling System Facilities Plan

Metro hosted a roundtable on Oct. 6, 2022 to seek participation from community members and partners representing historically marginalized experiences. The focus of this meeting was to hear about garbage, recycling, reuse and repair service gaps that could be filled by new or updated facilities. The following is a summary of what Metro heard during breakout groups.

Round 1 discussion

Discussion was based on these questions:

- *What do you do with your garbage, recyclables, and other things you don't need anymore?*
- *What services are you signed up for and/or regularly use?*
- *What are the items or materials that are hard to get rid of?*

What we heard:

Clackamas County
- Some don't use curbside service, only use Metro South Transfer Station
- Apartment building garbage enclosures are used, but lack recycling opportunities.
- Using community exchange free tables are popular for reusable items
- Batteries, sharps, yard waste, and hazardous waste are all difficult to get rid of

Multnomah County
- Group members use creative methods to repurpose or refurbish waste when possible
- Trying to not cook too much to prevent food waste, making broth with vegetable and meat scraps, home composting food waste for gardening

- Giving things away, putting things on curb, using Buy Nothing groups, Habitat for Humanity Restore for reusable items
- Community recycling events, Styrofoam depot on Rosa Parks/Vancouver are good supplemental recycling options
- Use transfer stations for large loads of waste
- Clothing, clamshells, paint, cooking oil are difficult to get rid of
- Ridwell is used for lightbulb recycling

Washington County, Group 1
- Collection events are a popular way to get rid of items for disposal. Better advertising, more frequency and language access is desired.
- Recycling worn-out clothes is a challenge, where can fabric be recycled?
- Tip: *Recycle Day* app shows events and facilities near you

Washington County, Group 2
- Use curbside pickup, collection events, dump/Transfer Station/landfills
- Disparity of prices for private vs Metro Transfer Stations, means many in Forest Grove/Cornelius must travel farther to Portland
- Differences in services between Apartment buildings and single family houses
- One participant collects food waste in their apartment and brings it to a friend's garden for composting
- Goodwill, Habitat for Humanity Restore, electronic waste collection are good supplemental options

Round 2 discussion

Discussion was based on these questions:

- *What is working well about these systems?*
- *What is not working well?*
- *What services do you think are missing or wish you had access to in your community?*
- *What are the main barriers that limit you from taking garbage and recycling to a facility today? (cost, distance, accessibility, etc.)*

What we heard

Clackamas County

- Language, age and income barriers
- Transfer Stations are not working well because of staff turnover and long lines
- In person events with visual examples are very helpful, beneficial to see the piles of items

Multnomah County

- Composting is working well except where it's not available for multifamily units and areas that don't offer food waste collection
- Need more education to know what is recyclable, it's complicated because of misleading labels
- Need more education for folks new to area etc.
- Love events, advertising is lacking

Washington County, Group 1

- Satisfaction with home pickup service that include garbage, recycling and compost, plus using bottle drop
- Dissatisfied with affordability and price disparity between private and Metro Transfer Stations
- Transportation is a big barrier
- Styrofoam is a difficult item to store and to recycle
- Difficulty to access non-English language info to know how to dispose of items and knowing what's hazardous
- Events that accept refrigerators for fridges etc., some of events require to dispose of coolant liquid but that's not common knowledge
- Information access barriers for older folks and younger folks.
- Community organizations are helpful to reach community and host collection events

Washington County, Group 2

- Shared garbage and recycling spaces in apartment buildings are nice for the community aspect, but there could be many more bins to collect additional items for reuse of special recycling
- Difficult to know what to do with medication
- Centro Cultural events that collect reuse and recycling as well as give vaccines and other offering, convenient to have a 'one stop shop'
- Need more services for houseless camps
- Need a shared community calendar to know where/when events are happening

Local Government Roundtable Summary

Garbage and Recycling System Facilities Plan

Metro hosted a roundtable on October 31, 2022 to seek input from local government partners. The focus of this meeting was to identify infrastructure or facilities needed to support garbage, recycling, reuse, repair, recycling, and composting services in the greater Portland region. The following is a high-level summary of the discussion.

Location of current facilities

- People who live in Washington County and east Multnomah County must travel far to access a public transfer station, or any transfer station in some cases. The private transfer stations in Washington County are more costly for the public to use.
- People who live in Washington County and parts of Clackamas County have less or no convenient access to household hazardous waste, and reuse/repair services.
- Even if a transfer station or collection facility was built in Cornelius (on site purchased by Metro), cities in the southern parts of Washington County (King City, Tigard, Sherwood) would still face access disparities.
- Illegal dumping of garbage is an issue for communities throughout the region, and illegal dumping of household hazardous waste is especially concerning. More garbage facilities with more equitable access could help reduce these issues.

Who can access current facilities

- There are serious gaps around equity, including barriers for black, indigenous, and people of color, people living with low incomes and non-English speakers in accessing self-haul and special collection services. Seniors, people with limited mobility, and those living unhoused face barriers to accessing self-haul opportunities.

- Variance of fees and service levels between public and private transfer stations is of great concern. Higher costs or lack of services creates access barriers for disposal of household hazardous waste, recycling and bulky waste.
- Multifamily residents lack easy access to food waste and bulky item collection.

Strengthening our partnerships, regionwide

- Coordination is needed around holiday closures at collection facilities when franchised haulers continue operating and waste gets backed-up.
- More community clean-up events are needed for household hazardous waste and hard-to-dispose-of items. Some local governments have had success with an annual community-wide cleanup day.
- Industrial land availability is limited throughout the Metro region, and this could pose a challenge to building new garbage and recycling facilities.

Other gaps

- Disasters and emergencies like fires and storms create additional waste and hinder collection. This creates additional costs and accumulation, which especially burdens people with low incomes.
- More education is needed about accessing the waste and recycling system, especially for increasing awareness of available services and events, and for people speaking different languages.

Small Group Discussions

Participants were broken into eight small groups to discuss:

- How well do community-identified gaps align with your understanding about what is needed in your jurisdiction to better manage reuse, repair, recycling, composting and garbage? What additional facility or service gaps do you see?
- How do the gaps impact your community? Who benefits from current facilities, who is left out or burdened? Are there nuances or unique needs (based on geography, demographics, land use, etc.) specific to your jurisdiction? How might these efforts align with your agency's values and priorities?

Washington County

- Primary issue is access; physically and economically. Seniors with mobility issues, multifamily residents, and people with low incomes have the highest needs. Another barrier is language.
- Equity is a big issue. Need to communicate with all communities and not burden marginalized communities as changes are made.
- Should work with all levels of government to move forward more quickly.
- Any look at rate increases needs to be transparent to share with community members.
- Western area: need access to an affordable nearby facility due to higher fees at private transfer stations.
- Southern area: No easy access to a facility, for some the closest is in Newberg.
- Are there alternative ways of providing service (e.g. full scale facility vs. accessible collection

events or a network of smaller facilities)?
- Concern for lack of household hazardous waste collection and environmental impacts of improper disposal.
- Household hazardous waste events happen in the area, but they aren't advertised broadly because they are in high-demand already (too popular). This means some cities never hear about these events, like Durham.
- Ridwell and Pride have started filling some of the recycling service gaps.
- Reuse/repair infrastructure is not as developed on the Westside as it is in Portland, which has organizations like the Rebuilding Center. A hub and spoke model for reuse/repair would be beneficial on the west side.

Multnomah County

- Gresham and other East County cities have similar access needs as Washington County.
- There's a need for more communication about holiday facility closures and hours. Some private facilities close on holidays when haulers still operate.
- There's a yard debris/food waste gap for people who live in multifamily housing.
- Need more household hazardous waste events.
- Need disaster planning and coordination among collection facilities during a natural disaster event.
- The garbage doesn't stop for heat, fire or ice emergencies; the people most burdened have low incomes, are not able bodied, or lack transportation.
- Limited access to reuse/repair options.

- Equity concerns for Black, Indigenous, people of color and woman owned companies that collect bulky waste; can needs be aligned to not burden small companies?
- Are depots needed for recycling or should there be expansion of collection services?

Clackamas County

- Existing system, works well for people that have time and money. Low-income and multi-family residents that need self-haul, special collection services, or want to access reuse are not served well.
- Gaps include: reuse/repair options, consistent route efficiency, sustainable funding for reuse, equitable rate setting to pay for services and extended producer responsibility models that include cost of collection.
- Multifamily residents have some of the biggest gaps in service; storage and access for garbage is not adequate at most multi-family residences.
- Ridwell is currently filling some system gaps. Could private companies open depots around the region?
- Concern about rates and the amount of profit that franchise companies are guaranteed.
- There is inconsistent residential food scrap collection service.
- Need to align the system to better support material recovery and reduce waste.
- Clean-up, collection and bulky waste days are popular and should continue; add household hazardous waste to events.
- Other needs include: more Paint-care locations; disaster planning for garbage service; removal of abandoned RVs; ways to get rid of Styrofoam; more support for illegal dumping.

Metro

Private Industry Roundtable Summary

Garbage and Recycling System Facilities Plan

Metro hosted a roundtable on November 3, 2022 to seek input from local garbage and recycling businesses. The focus of this meeting was to identify infrastructure or facilities needed to support garbage, recycling, reuse, repair, recycling, and composting services in the greater Portland region. The following is a high-level summary of what we heard.
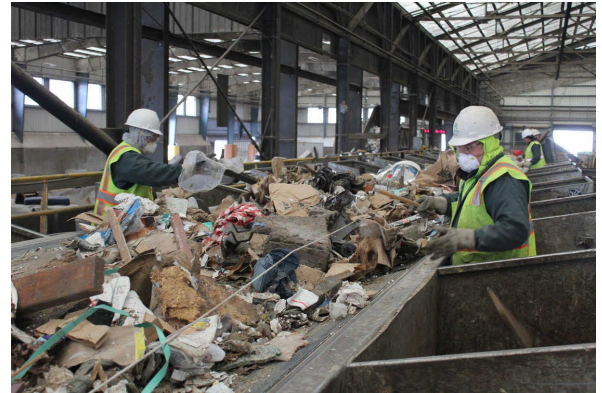
Existing facility gaps

At the roundtable, we heard about existing gaps including:

- There is only one facility in the region that accepts asbestos, and its location in Hillsboro can be a barrier.
- Space and separation from commercial traffic are barriers for some operators in allowing public self-haul.
- A request for a metal drop-off center that could pay for recyclable metal.
- Specialty haulers need more storage space for hard-to-recycle items, as well as coordination on collection of these items to achieve a cost-effective volume and to weather changes in prices for materials.
- Specialty haulers have difficulty finding someone who will accept recyclables like plastic film and pill bottles.
- More centralization of collection sites would benefit specialty haulers so different types of items/materials can be received at a single location.
- It's difficult to find donation centers that will consistently accept large reuse items like couches and mattresses.
- Gaps related to amenities at Metro transfer stations:
  - Request to retain the truck wash at Metro South.
  - Suggestion for expanding reuse options, like adding a reuse room at transfer stations.
  - Specialty haulers would benefit from asbestos testing opportunities at transfer stations.

Other system gaps

Education needed

- Specialty haulers would benefit from knowing where various items are accepted.
- Metro has an important role in providing public education that helps facility operators reduce contamination and hazards - such as from batteries.
- More public education is needed about where customers can take items for reuse.

Policy and regulatory barriers, concerns

- The DEQ classification of a specialty hauler as a transfer station imposes unreasonable requirements.
- Collaboration between Metro and DEQ on sharing required reporting would help lessen the burden on facility operators.
- Private transfer station operators would like to capture more of the waste stream currently processed at Metro-owned facilities and feel they could operate more efficiently than the public sector.
- Transfer station operators need to know the future regulatory environment and markets to make significant investments in their facilities.
- Materials Recovery Facility operators face economic pressures from low or uncertain commodity prices, caps on wet waste, as well as disposal costs for garbage.
- Depots for collecting hard-to-recycle items are not likely to cover the cost to operate.

- Transfer station operators and Materials Recovery Facilities would benefit from increased volume from haulers for different types of materials.
- For wet waste, smaller transfer station operators lack the volume to effectively match Metro's rates.
- If allowed, waste streams from many types of commercial customers with a very small amount of food waste could be processed as dry waste to increase recovery rates.
- There's a role for Metro in helping to provide and/or fund new infrastructure that will be required through the Recycling Modernization Act.

Markets
- Research and development are needed in the industry to create recycling markets and scalability.
- While a new west-side transfer station is needed, operators are concerned about how it will be funded and if a new facility would pull wet waste tonnage from other facilities.
- Unpredictable markets for plastics creates barriers.

Transfer stations
- Some operators do not want public customers to access their facilities because of space, access, and issues with mis-sorting (also applies to Materials Recovery Facilities).
- Some transfer station operators have space to expand while others do not.
- Acquiring insurance is a barrier for facility operators and something that Metro could help with.
- Haulers face a burden in documenting negative asbestos tests and the risk of a load being rejected; would benefit from acceptance of electronic asbestos test results.

Reuse/repair/recycling
- It is not always clear what reuse items will be accepted by donation centers, as this can change daily.
- Acceptance of hard-to-recycle items.
- Given sufficient volume and markets, private haulers can take additional materials that are not currently collected.
- There are not currently good disposal options for used RVs.

- Polypropylene items are expensive to process, which is a barrier to recycling.
- Haulers face a burden when loads are rejected because of contamination (like lumber in yard debris).

Residential self-haul
- Public self-haul access is costly for private facility operators because people dump garbage or materials that are not accepted; would need more staff to operate effectively.
- Partnership from the public sector and/or volunteers (like master recyclers) in staffing depots could help offset rising costs to private industry in making depots available to the public.

Metro

Community Advisory Group Summary

Garbage and Recycling System Facilities Plan

Metro convened a Community Advisory Group to advise on key decision-points throughout the development of the Garbage and Recycling System Facilities Plan. The committee met in October and December 2022 to identify, review, and discuss the garbage, recycling, reuse and repair service gaps that could be filled by new or updated facilities. The following is a high-level summary of what we heard.

Hear from Bunsereyrithy (Bun) Kong, Washington County resident, about why he joined the Community Advisory Group, "I can bring the knowledge that I learn from the advisory committee to share with my community members."

Existing facility gaps

Committee members shared the following summarized comments about existing facilities:

- Reuse organizations and future drop off facilities should have longer and/or weekend hours. Some are hard to access depending on work schedules.
- Transportation from residences to facilities is needed for large, reusable items.
- Physical assistance is important to have at facilities for those who cannot lift items.
- Need more education and information in multiple languages on where facilities are located to recycle or donate items, especially for people new to the area.
- Household hazardous waste disposal is needed, even in areas that have a transfer station to collect it. This could be an issue with lack of transportation, improper education, or an inconvenience because of the long lines at existing facilities.
- Need to prioritize reuse and repair at facilities to combat culture of excess buying and consumerism.

Other system gaps

- Recycling at apartment buildings is challenging due to:
  - Lack of compost collection.
  - Bin capacity and improper sorting.
  - Glass collection is not standard in some areas.
  - Lack of direction or responsibility for recycling options from landlords/ building owners.

- Need better education on where to take items that can be reused.
- Need better options for repair services in Washington County.
- Marginalized people needing employment could be trained and taught repair and refurbishing skills to be able to work at reuse/repair organizations.
- HHW and reuse collection events are often located too far away from where people are able to access them.
- There should be more recycling options at workplaces for items like batteries, Styrofoam
- If more space is needed for reuse/repair storage, could local governments provide use or access to unoccupied or underutilized buildings?
- Illegal dumping seems to be an issue across the entire Metro region. Can Metro collaborate with local governments to address this problem?

The advisory group will provide input and their expertise throughout all phases of the project. Learn more:

oregonmetro.gov/ systemfacilitiesplan

Waste Prevention and Environmental Services Staff
Garbage and Recycling System Facilities Plan

In November 2022, staff from Metro's Waste Prevention and Environmental Services Department provided input on the garbage, recycling, reuse and repair service gaps that could be filled by new or updated facilities. The intent was to seek input and expertise from all levels of staff currently involved with planning, operating, and delivering garbage and recycling services. Feedback was provided from policy and program staff, as well as staff at existing facilities: Metro South and Central Transfer Stations, Metro Paint, and the RID Deployment Center. The following is a high-level summary of what we heard.

Existing facility gaps

Staff shared the following summarized comments about the existing system:

- There is a need for more transfer stations, spread equally throughout the region.
- There is a lack of space at existing garbage and recycling facilities to separate and store unwanted items that could be reused.
- Many people don't donate items at a separate facility for reuse because they don't know where to take them or don't want to make multiple trips.
- Composting facilities, especially food waste composting, are needed to meet state waste reduction & carbon goals.
- Facilities need to better accommodate residential self-haul customers. There is currently limited capacity for residents, who make up the majority of customers.
- More sites need to offer asbestos testing to allow for easier reuse of building materials and prevent contamination. Currently only Waste Management in Hillsboro can dispose of asbestos.
- Facility maintenance and disaster resilience is needed at Metro facilities.

Other system gaps

- Recycling should be incentivized through credits at facilities.
- Need better employment pathways for advancement of Metro facility staff.
- Need more recyclers to accept hard-to-recycle items like clothing, plastics, sharps and plastic film.
- There is a lack of medication drop-off sites on the west side of the region.
- There is a lack of animal rendering services; businesses that process meat do not have many options for waste besides the landfill.
- It would be nice to have more sites that can convert food waste into energy.
- Transportation to and from facilities is inequitable because a vehicle is needed.
- Seniors and disabled residents need assistance moving and disposing of large household appliances and furniture.
- Large quantities of food waste are taken to the landfill because there are not enough recyclers to de-package food waste for composting.
- More public education is needed about what is recyclable.
- More collection events are needed.

Staff at each facility voted on a list of identified gaps and needs. Their priorities are summarized below.

Gaps & Needs	Metro South	Metro Central	Metro Paint	RID	Total
More facilities for the general public to take recyclables and donate reusable items	9	13	3	1	26
Dedicated drop off areas before entering scalehouses to recover materials for reuse and recycling	8	8	6	1	23
More and better access to parking, lockers, restrooms, etc. for Metro facility workers	11	3	6		20
Space for reuse organizations to sort, repair/refurbish and store items collected	10	7	1	1	19
More and affordable self-haul facilities for garbage, construction waste and large household items	9	8	1		18
More facilities that accept household hazardous waste	9	8	1		18
Improvements at existing facilities to reduce energy use, emissions and other pollution	8	6	1		15
Facilities that are accessible to people who don't drive cars	3	7	3		13
Safety improvements at existing facilities	4		2		6
More capacity to process food waste from businesses and households	3		1		4
More lending libraries to encourage people to buy less			3		3

Staff identified gaps specific to Metro (WPES) facilities, including the following highlights:

Metro South Transfer Station
- Facility is overcrowded and residents travel long distances use services.
- Residential self-haul and commercial customers should be separated for safety and convenience.
- Items that could be reused cannot be recovered once they pass the scales.
- Reusable materials are being thrown away due to lack of space for recovery.
- Need public restrooms.

Metro Central Transfer Station
- Site layout is not optimal.
- Need a Household Hazardous Waste (HHW) loading dock for easier unloading.
- Need covered outside areas.
- Need employee amenities like space to eat lunch.

MetroPaint
- Facility building is leased rather than owned, which is not ideal.
- Need to modernize facility and equipment for efficiency and staff safety.
- Facility needs more employee amenities like locker rooms, space for meetings and lunch.
- Need a viewing room for community education.
- Could use a grey water system to recycle the large amount of water needed for facility washing.
- Facility could be co-located with other programs like RID and graffiti abatement.

RID
- Current RID vehicles do not have space to separate wet waste from reusable items for transfer or distribution to facilities/organizations.

- RID staff see lots of opportunities to recover reusable items across the region to bring to transfer stations or organizations that could sell or distribute them to people in need.

Facility staff identified other gaps and needs related to day-to-day facility maintenance, operations, worker safety and programming. The gaps not directly related to the System Facilities Plan will be addressed in other projects.

Metro

Materials following this page were distributed at the meeting.

HCT Strategy Update:
Vision & Corridor Readiness Tiers

Establishing the Policy Framework & Vision
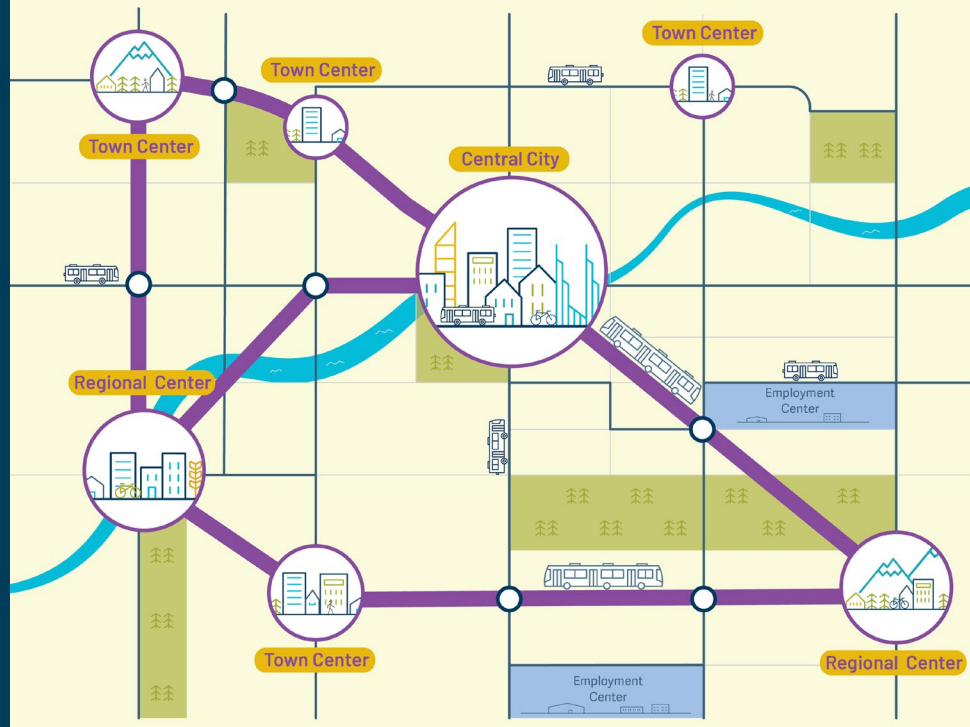
Regional Transit Network Policy 4: *Complete and strengthen a well-connected high capacity transit network to serve as the backbone of the transportation system... High capacity transit prioritizes transit speed and reliability to connect regional centers with the Central City, link regional centers with each other, and link regional centers to major town centers.*

High Capacity Transit...

Is frequent
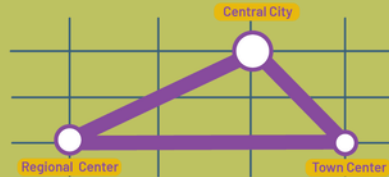
Is direct

Provides a comfortable waiting environment

Serves places with a mix of and many destinations

Runs for most of the day

Is fast and reliable

Moves lots of people

Has its own track or bus lane

Evolving the role of high capacity transit

A key tool in the transit toolbox

With cars | Some priority in-street | Own lane or track

Local buses

Regional bus

Service Enhancement Plans/Master Plans

Frequent Service bus

Enhanced Transit

Streetcar

Corridor based Bus Rapid Transit

Bus Rapid Transit

Rapid Streetcar

High Capacity Transit

Light Rail

Commuter Rail

Vanpool/Microtransit

Tram

Intercity Rail

Expanding the Network Vision
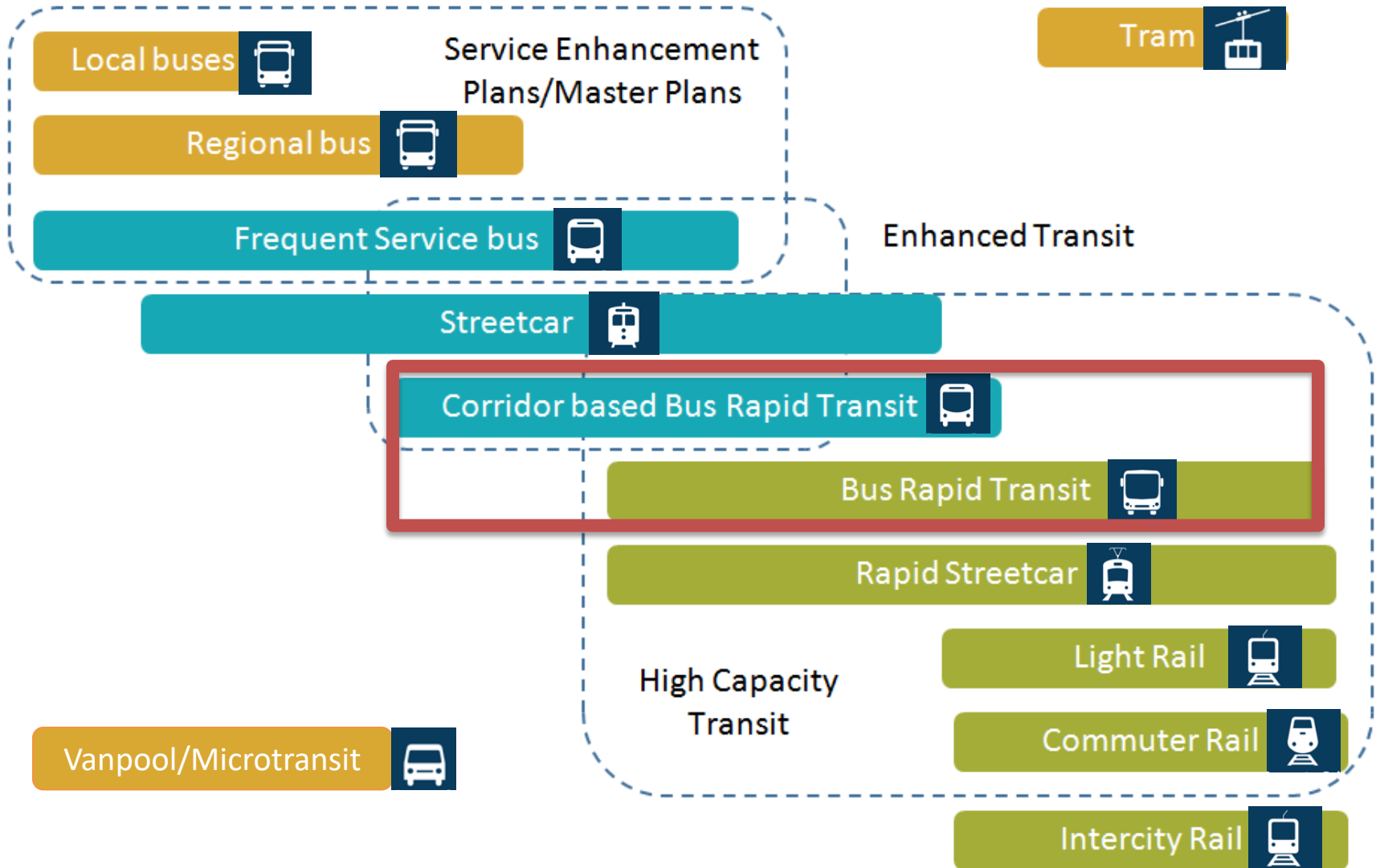
Working together to make refinements...
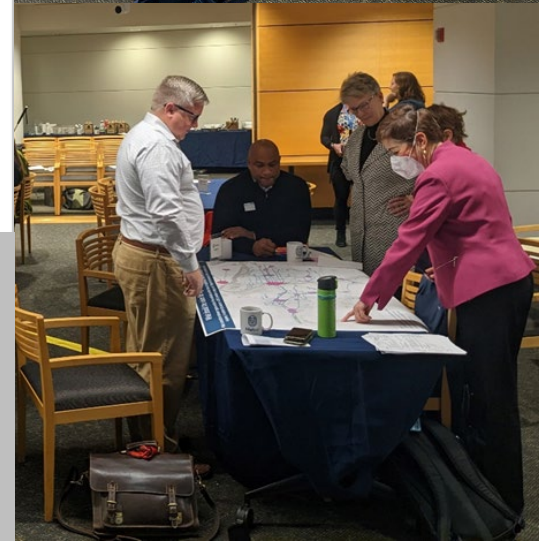
"It's time to align our goals and transit vision in a way that really provides community benefit."

- Councilor Lewis

Assessing Readiness & Tiering Corridors

Metro

Categorizing Corridors into Tiers

Going places
REGIONAL HIGH CAPACITY TRANSIT SYSTEM PLAN

June 23, 2009

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

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

Tier Category	
1	Regional Priority Corridors
2	Emerging Regional Priority Corridors
3	Developing Corridors
4	Future Corridors
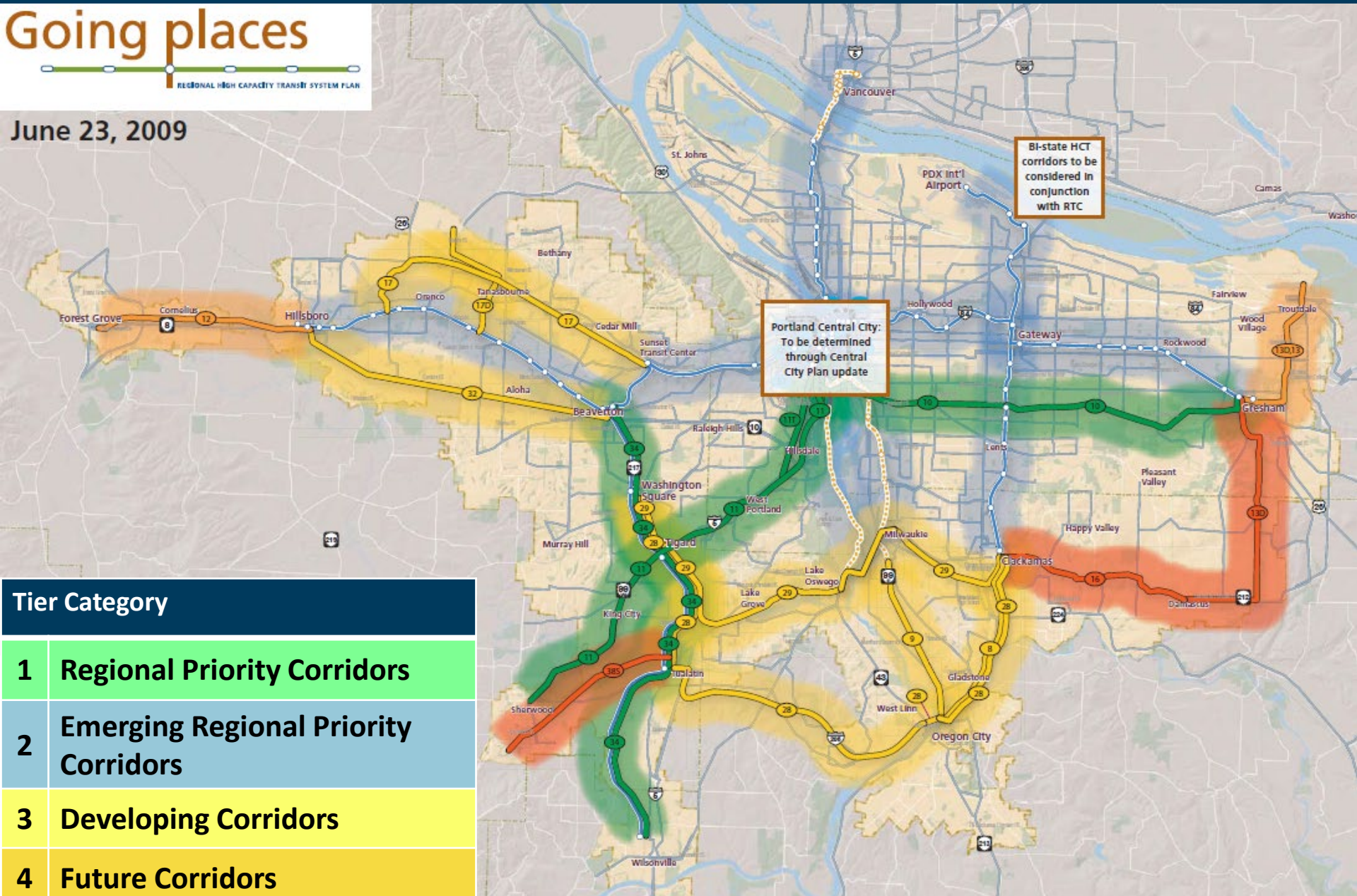
Where people live, work & go to school

Level 2 Evaluation Corridors
Land Use Score

Low
High

🏛 University/College within 1/2 mile

Employment Density 2040

▨ over 6,000 per square mile

Population Density 2040 (per square mile)

☐ 0 - 4,000
☐ 4,001 - 8,000
☐ 8,001 - 20,000   ← Threshold for HCT
☐ 20,001 - 50,000
☐ 50,001 - 116,087

Existing HCT Network

0 1 2   4
Miles

Where people ride transit today

Legend:
- Level 2 Evaluation Corridors
- Existing HCT Network

Total Daily Boardings by TAZ
(All Routes 2019)
- 0 - 100
- 101 - 500
- 501 - 1000
- 1001 - 2000
- 2001 - 4000
- 4001 - 8000
- 8001 - 17948

How long it takes to take transit vs. driving
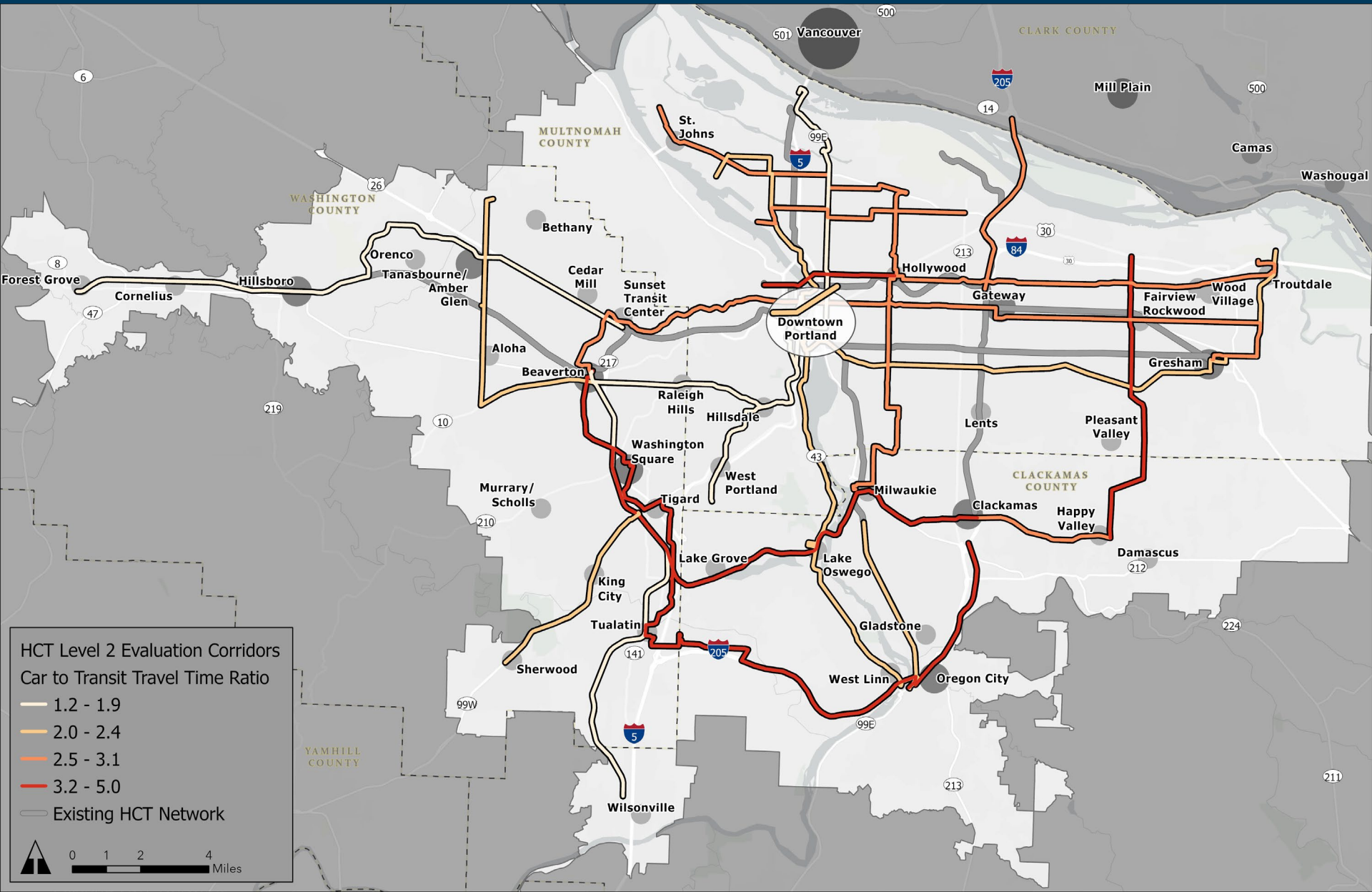
Where people who rely on transit live & work

HCT Level 2 Evaluation Corridors

Equity Benefit Score

- Low
- High

• Key Destinations with 1/2 mile of Corridors

Affordable Housing Units within 1/2 mile

- • 1
- • 10
- • 100
- • 1,000

Equity Focus Area Tract

Not Equity Focus Area Tract

Existing HCT Network

0 1 2 4 Miles
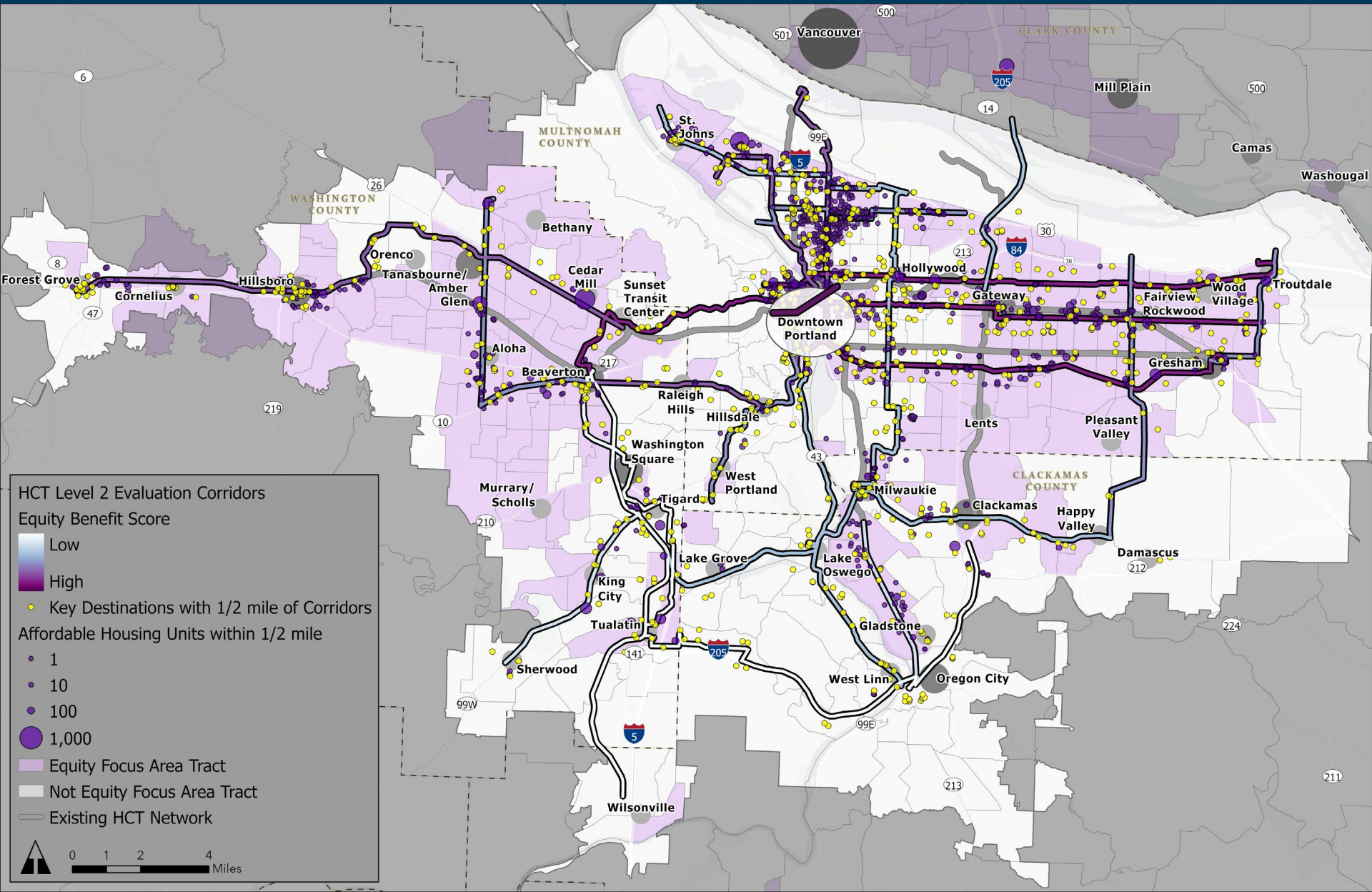
Where there are transit-supportive streets
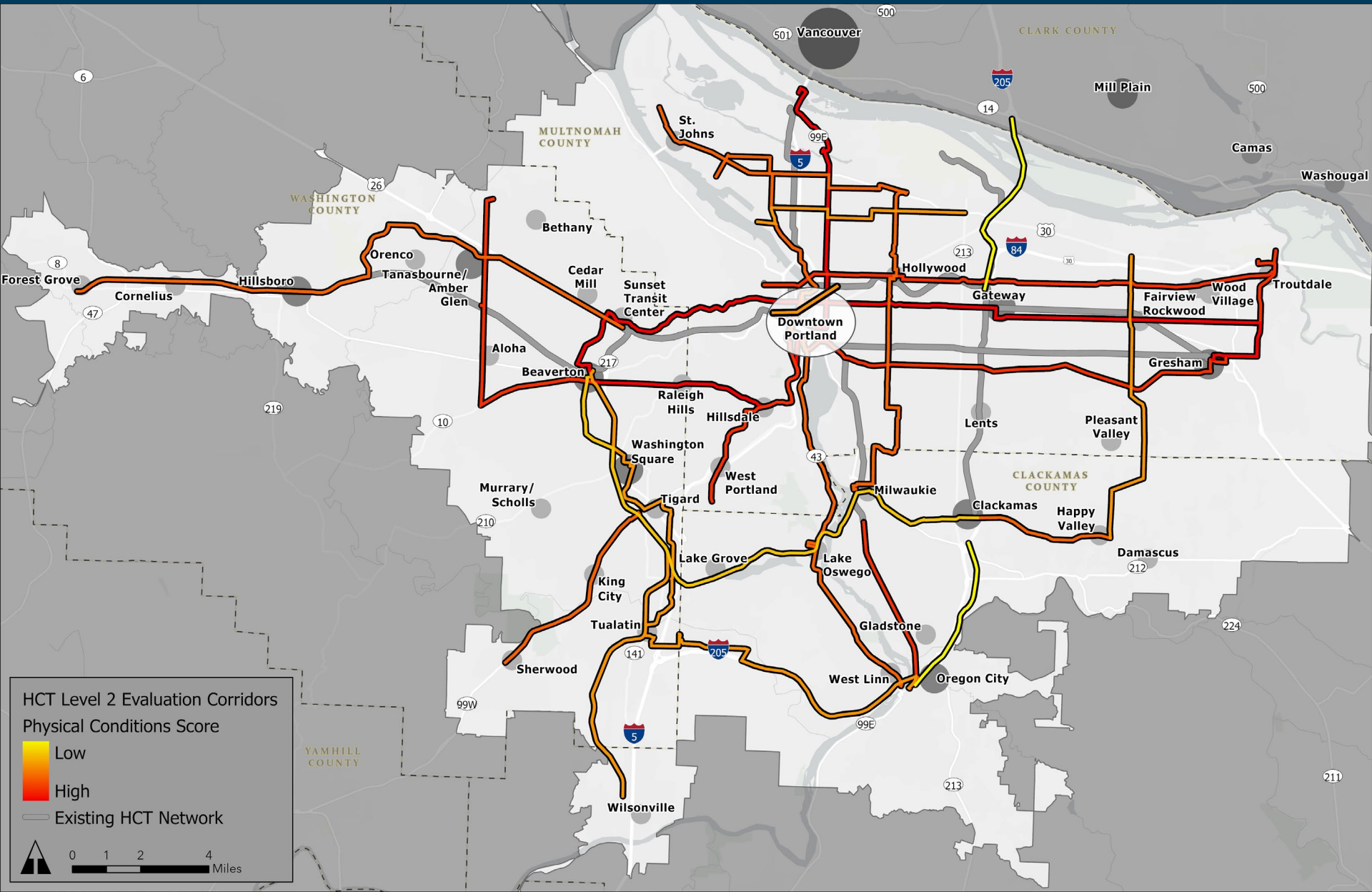
HCT Level 2 Evaluation Corridors
Physical Conditions Score
Low
High
Existing HCT Network

Reflecting transit-supportive plans and policies

Categorizing Corridors into Tiers

Tier		Description
		Regional Transportation Plan Investment Priorities
1	**Regional Priority Corridors**	• Planning for investment is already underway
2	**Emerging Regional Priority Corridors**	• Corridors are already ready for investment and planning for high capacity transit could start in the next five years
3	**Developing Corridors**	• Corridors are getting ready for investment, but there is more work to do (e.g., land use) before we plan for high capacity investment in these areas
4	**Future Corridors**	• Corridors providing an important future connection in the regional network that are not yet ready for high capacity transit investment

Proposed Corridor Tiers

Readiness legend: ● Very ready | ◕ Ready | ◐ Somewhat ready | ◔ Less ready | ○ Not ready

Corridors	Land Use, Equity, Mobility, Environment	Access, Policy, Complexity	Total Score	Tier	Geography
NW Lovejoy to Hollywood via Broadway/Weidler	● Very ready	● Very ready	● Very ready	2	Portland/Multnomah
Central City Tunnel	● Very ready	● Very ready	● Very ready	2	Portland/Regional
Beaverton - Portland - Gresham via Burnside	● Very ready	● Very ready	● Very ready	2	Washington/Portland/Multnomah
Hayden Island - Downtown Portland via MLK	◕ Ready	● Very ready	● Very ready	2	Portland
Bethany to Beaverton via Farmington/SW 185th	◐ Somewhat ready	● Very ready	◕ Ready	2	Washington
Beaverton to Portland via Hwy 10 (BH Hwy)	◐ Somewhat ready	● Very ready	◕ Ready	2	Washington/Multnomah
St Johns - Downtown Portland via Vancouver/Williams, Rosa Parks	● Very ready	◐ Somewhat ready	◐ Somewhat ready	2	Portland
St. Johns - Milwaukie via Cesar Chavez	◐ Somewhat ready	◔ Less ready	◐ Somewhat ready	2	Portland
Portland to Gresham in the vicinity of Powell Corridor	◕ Ready	● Very ready	● Very ready	3	Multnomah
PCC Sylvania to Downtown Portland via Capitol Hwy	◕ Ready	◐ Somewhat ready	◕ Ready	3	Portland
Sunset Transit Center to Hillsboro via Hwy 26/ Evergreen	◔ Less ready	◐ Somewhat ready	◐ Somewhat ready	3	Washington
Swan Island to Parkrose	◐ Somewhat ready	◐ Somewhat ready	◐ Somewhat ready	3	Portland
Oregon City to Downtown Portland via Hwy 43	◐ Somewhat ready	◐ Somewhat ready	◐ Somewhat ready	3	Clackamas/Multnomah
Hollywood to Troutdale	◕ Ready	◐ Somewhat ready	◐ Somewhat ready	3	Portland/Multnomah
Park Ave MAX Station to Oregon City via the McLoughlin Corridor	○ Not ready	● Very ready	◐ Somewhat ready	3	Clackamas
Beaverton - Tigard - Tualatin - Oregon City	○ Not ready	◐ Somewhat ready	◔ Less ready	3	Clackamas/Washington
Beaverton - Tigard - Lake Oswego - Milwaukie - Clackamas Town Center	◔ Less ready	◐ Somewhat ready	◔ Less ready	3	Clackamas/Washington
Hillsboro to Forest Grove	◔ Less ready	◐ Somewhat ready	◐ Somewhat ready	4	Washington
Gresham to Troutdale	◔ Less ready	◕ Ready	◐ Somewhat ready	4	Multnomah
Tigard to Sherwood via Hwy 99W Corridor	◐ Somewhat ready	◔ Less ready	◔ Less ready	4	Washington
Beaverton to Wilsonville in the vicinity of WES	○ Not ready	◐ Somewhat ready	◔ Less ready	4	Washington
Happy Valley to Columbia Corridor via Pleasant Valley	○ Not ready	◐ Somewhat ready	◔ Less ready	4	Multnomah/Clackamas
Clackamas Town Center to Damascas	○ Not ready	◐ Somewhat ready	○ Not ready	4	Clackamas
Clackamas Town Center to Oregon City	○ Not ready	◔ Less ready	○ Not ready	4	Clackamas
Gateway to Clark County in the vicinity of I-205 Corridor	○ Not ready	○ Not ready	○ Not ready	4	Multnomah/Clark

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Proposed Corridor Tiers

Planning Winter Engagement

Metro

Outlining the Report

- **Introduction**
- **HCT System Today**
    - **Status, Challenges & Opportunities**
- **Policy Framework**
- **Network Vision**
- **Corridor Investment Tiers**
- **Supporting the Vision**
- **Implementation**
    - **Strategies**
    - **Corridor Planning Needs**
    - **Future Study**
- **Appendices**

TASK	Q3 2022	Q4 2022	Q1 2023	Q2 2023	Q3/4 2023
RTP PHASES	Goals/Targets	Needs/Revenues	Investment Strategy		Review/Adoption

Kick-off

Policy Framework

Refine the Vision

Tier Corridors — We are here

Prepare the Report

Adoption

Engagement

Looking to Next Steps

Metro

Thank you!!

oregonmetro.gov
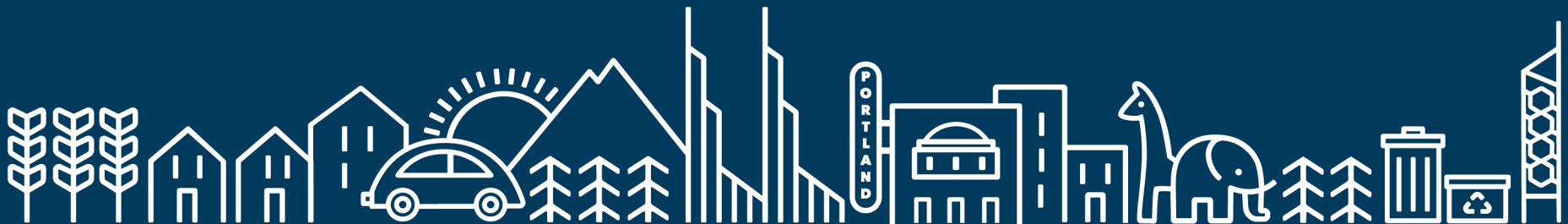
Garbage & Recycling System Facilities Plan

Metro Policy Advisory Committee

Phase 2 Engagement Summary

January 25, 2023

Agenda

Project overview

Phase 2 engagement

- What we did

- What we learned

- What's next

Questions & discussion

Metro

Garbage and Recycling System Facilities Plan

Project overview

1. Policy direction and intention setting
Spring 2022

2. Identify current and future facility gaps
Fall/Winter 2022-23
* We are here now*

3. Choose a preferred set of investments to address the gaps
Winter/Spring 2023

4. Create a funding plan to pay for the investments
Summer/Fall 2023

5. Develop metrics to measure our success
Winter 2023

Values & Outcomes

Gap Analysis

Scenario Development

Implementation Strategy

Adoption & Monitoring

Metro

Garbage and Recycling System Facilities Plan

3

Project overview

- Healthy people and environment
- Resource conservation
- Environmental literacy
- Economic well-being
- Excellent service; equitable system access

- Operational resilience
- Community restoration
- Community partnerships
- Community investment
- Tribal consultation

Values & Outcomes

Project overview

Tribal Consultation

Letters inviting consultation shared with 7 Tribes

- 2 accepted, 1 declined and offered comments

Possible areas of Tribal interest include:

- Protection of cultural, historical and natural resources
- Improved access to recycling and household hazardous waste services for Tribal members

This work is ongoing.

Values & Outcomes

What We Did

Engage

Community Partners	Business and Industry
Local Government	Reuse & Repair Businesses

Metro Facility and Committee Engagements

Summarize

Roundtable Summaries

Phase 2 Engagement Summary Report

Gap Analysis

Garbage and Recycling System Facilities Plan

Metro

What We Did

Analyze

Most common facility gaps:

1. More places to take <u>residential self-haul</u> waste

2. More locations to drop-off <u>large household items (bulky waste)</u>

3. More places to take <u>hard-to-recycle</u> items (eg. old clothes, medicines, sharps, residential construction waste)

4. Improved <u>services and amenities</u> at transfer facilities (new and existing)

5. More <u>household hazardous waste</u> facilities

6. <u>Warehouse spaces</u> for reuse and repair

Share

- Roundtable and meeting participants
- Community Advisory Group
- Regional Waste Advisory Committee
- Committee on Racial Equity
- Metro Policy Advisory Committee
- Metro Council

Gap Analysis

What We Learned

1) More locations for:

- Residential self-haul

- Large household items

- Hard-to-recycle items

- Household hazardous waste

2) Improved services and amenities:

- Prioritize recovery

- Partnerships at facilities

- Amenities for staff

3) Warehouse space:

- Storage for reuse

- Space for sorting

- Repair hubs

Gap Analysis

Metro   Garbage and Recycling System Facilities Plan

What We Learned

1) More locations for:

- Residential self-haul
- Large household items
- Hard-to-recycle items
- Household hazardous waste

"Illegal dumping of garbage is an issue for communities throughout the region, and illegal dumping of household hazardous waste is especially concerning. More facilities with more equitable access could help reduce illegal dumping."

- Local Government roundtable participant

Gap Analysis

Metro   Garbage and Recycling System Facilities Plan

What We Learned

2) Need improved services and amenities:

- Prioritize recovery
- Partnerships at facilities
- Amenities for staff

"Partnerships with the public sector or volunteers (like master recyclers) could help staff and offset rising costs to private industry in making depots available to the public."

- Business and Industry roundtable participant

"We should do more recovery for reuse at transfer stations: there are so many reusable items (like furniture, bicycles) that come through here that we see every day."

- Metro South staff member

Gap Analysis

Metro

What We Learned

3) Need warehouse space:

- Storage for reuse
- Space for sorting
- Repair hubs

"We need a hub for people to drop off, sort and store items for reuse. Then, organizations with outlets to consumers could pick up materials for sale or distribution."

-Reuse and Repair roundtable participant

"Need to prioritize reuse and repair at facilities to combat culture of excess buying and consumerism."

-Community Advisory Group member

Gap Analysis

What's Next: Technical Analysis

Current State
- What facilities exist today?
- How much is being recycled, composted or reused compared to landfilled?

Needed Facilities
- What facilities are needed to reduce the demand for garbage services and focus on more reuse, repair and recycling?

Priority Materials
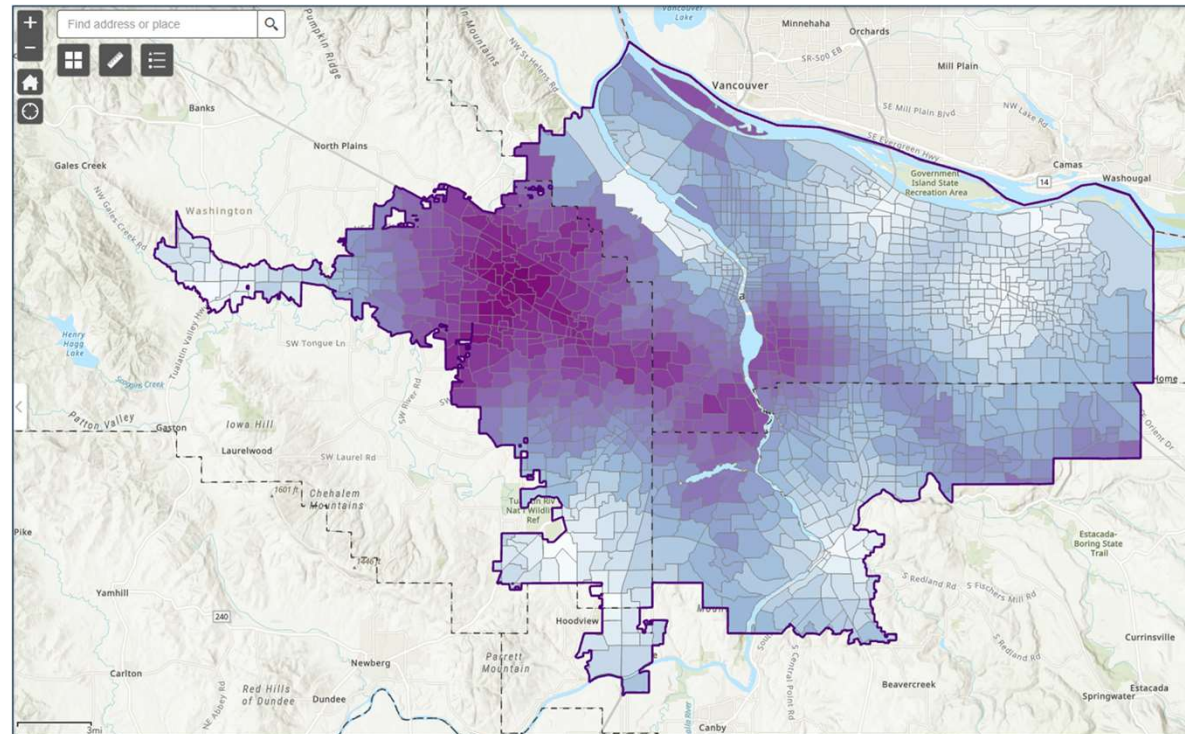- What materials should Metro focus on for infrastructure investments?

Gap Analysis

Metro

What's Next: Preview

Access to facilities

Travel Times to Transfer Facilities (in minutes)

Legend

☑ Metro_Boundary

☐

☑ Time_to_Transit_facility

28 - 1.0

Gap Analysis

Metro

What's Next: Preview

Case Studies from other jurisdictions

SOUTH COUNTY RECYCLING AND TRANSFER STATION

RECYCLE DROP-OFF

King County

CENTRAL SURREY RECYCLING AND WASTE CENTRE

67 AVENUE

6711–154 STREET, SURREY

metrovancouver

Gap Analysis

What's Next: Phases 2 & 3

2. Identify current and future facility gaps
Fall/Winter 2022-23
- Complete technical analysis using community input
- Continue Tribal Engagement
- Review findings with Metro Council
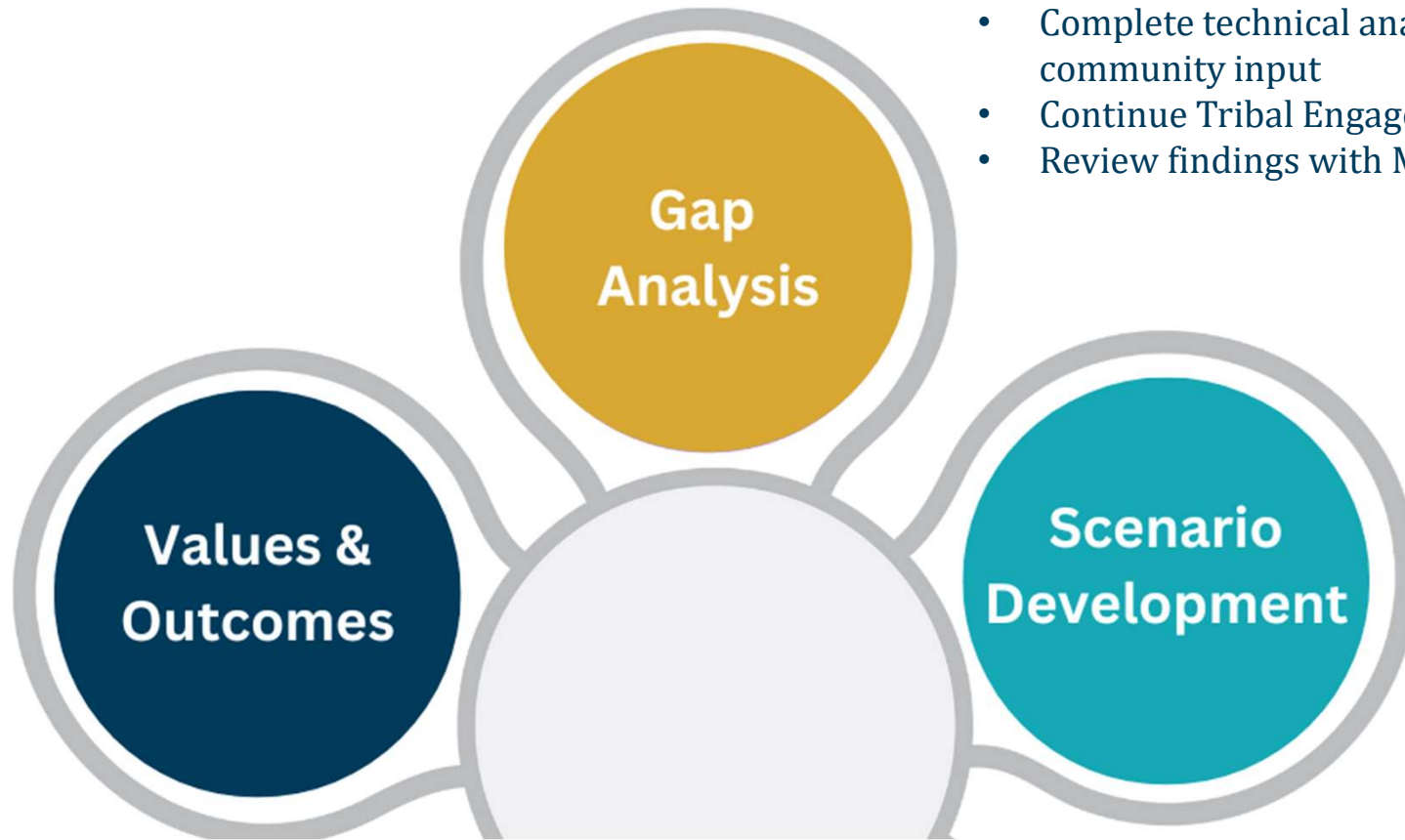
3. Choose a preferred set of investments to address the gaps
Winter/Spring 2023
- Develop draft scenarios
- Engage stakeholders
- Continue Tribal Engagement
- Seek decision by Metro Council

Questions

How do the identified gaps and themes align with what you hear from your constituents?

Do you have any general questions or feedback?

Project website: oregonmetro.gov/systemfacilitiesplan