Finalizing the 2018 Regional Transportation Plan

A briefing book for policymakers

July 11, 2018
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Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

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

Project web site: oregonmetro.gov/rtp

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Foreword: from Metro Council
President Tom Hughes

These are remarkable and challenging times for the greater Portland region. We continue to attract new residents, jobs and industries. Our communities are becoming more culturally diverse, bringing rich cultural activity to neighborhoods. A new generation is growing to adulthood as others move toward retirement. Advances in technology are changing how we connect, how we work, and increasingly, how we travel, move goods and provide services. As population increases in the region, we find ourselves facing new challenges—regionally and globally—and are beginning to recognize longstanding issues facing communities that have been marginalized. These changes and challenges impact how we use and what we expect from our transportation system.

Every resident and business – those with roots in the region that run generations deep to new residents – have a stake in our system of highways, roads, bridges, sidewalks, bikeways and transit and freight routes. This Regional Transportation Plan is accountable to each of them. Through the update of this plan we have built new partnerships to bring new voices to the process and focused our efforts to make more near-term progress on these regional priorities – equity, safety, travel options and congestion.

We are facing new and longstanding challenges

The greater Portland region is facing global and regional challenges. As more and more people come to our region to enjoy the things that have contributed to our high quality of life, that high quality of life is at risk. Congestion, maintenance needs and safety issues are expected to grow as a half-million more people join the region by 2040.

At the same time, the climate is changing, and we need to continue to work for clean air and clean water. Systemic inequities mean that communities have not equally benefited from public policy and investments, and some perspectives have long been ignored or actively suppressed. The economy is changing, and the pace of technology increasing. Congestion is at an all-time
high on our system – a reflection of the pace at which people have moved here as well as where people live relative to where they work. In 2015, only one-third of workers in the region lived and worked in the same city.

Meanwhile, the funding gap between the needs of a growing region and an aging system of highways, transit, roads and bridges and an incomplete network of sidewalks, bikeways and transit routes continues to worsen. We need a plan that serves our growing and changing region – one that anticipates population and employment growth, our region’s changing demographics (including an aging population), the shifting nature of work, new transportation technologies and services, the impacts of pollution and climate change.

We have a vision for our future – and for how our transportation system will work

The plan sets out a vision that in the 21st century, our region has a continuously improving economy and shared quality of life with the foundation of a safe, reliable, healthy and affordable transportation system. A system that is well-maintained, environmentally responsible, efficiently moves products to market, and connects all people to the education and work opportunities they need to thrive and prosper.

More than $42 billion is planned to be invested in the region’s transportation system over the next 25 years to serve our future population of over 2 million people. This Regional Transportation Plan identifies current and future transportation needs, priority investments to meet those needs, and federal, state, regional and local funding the region expects to have available through 2040. It lays out nearly $27 billion in funding for maintenance, preservation, and operations of the transportation system. $15 billion is planned for capital projects that optimize and expand the region’s highway and transit systems, improve access to freight destinations, complete gaps in biking and walking connections and regional trails that provide important access to transit, downtowns, schools, services and other community destinations.

The 2018 Regional Transportation Plan provides us an opportunity to move toward that vision

Decades of thinking ahead and implementing bold strategies to meet the transportation challenges of the 20th century has put the greater Portland region ahead of the curve. With a focus on a compact urban area, growth in town centers and along major roadways, efficient transit and options for
biking, walking and busing, the region has not dealt with the same crisis of gridlocked traffic, dependence on driving and freight delays of other growing regions. However, as our growth continues, we have to leverage and build upon our previous investments to ensure that new investments advance more equitable outcomes. Through this we can avoid a cresting dilemma like those faced by places like Los Angeles, Seattle and the Bay Area. This Regional Transportation Plan update builds on the tradition of multimodal investment and creative thinking to create partnerships that develop innovative and equitable solutions to the challenges we currently face now and in the future.

**Delivering outcomes to build public trust**

On behalf of the Metro Council, I invite you to review the Draft 2018 Regional Transportation Plan and supporting draft strategies for safety, transit, freight, and emerging technology that have been developed over the past 3 years. Together they represent the choices that we need to create an equitable transportation system that supports a high quality of life, a prosperous economy and a protected environment. I hope you agree that the planned investments demonstrate a wise use of resources and, if we choose to execute them, will result in a safe, reliable, healthy and affordable transportation system for all communities.

While the Draft 2018 Regional Transportation Plan and supporting strategies reflect an extensive amount of input and feedback already, these drafts will inform public engagement through the fall of 2018. The feedback received from residents, businesses, community organizations, jurisdictional partners and others will be incorporated into a final version of the Plan, which will be considered by the Metro Policy Advisory Committee and the Joint Policy Advisory Committee on Transportation in October prior to being submitted to the Metro Council for approval in December.

We look forward to hearing what you think!

Metro Council President Hughes
Metro serves more than 1.5 million people in Clackamas, Multnomah and Washington counties. The agency’s boundary encompasses Portland, Oregon and 23 other cities – from the Columbia River in the north to the bend of the Willamette River near Wilsonville, and from the foothills of the Coast Range near Forest Grove to the banks of the Sandy River at Troutdale.

Among its other responsibilities, Metro is authorized by Congress and the State of Oregon to coordinate and plan investments in the transportation system for the three-county area. Metro uses this authority to expand transportation options, make the most of existing streets and improve public transit service. As the designated metropolitan planning organization, Metro works collaboratively with cities, counties and transportation agencies to decide how to invest federal highway and public transit funds within its service area. It creates a long-range transportation plan, leads efforts to expand the public transit system and helps make strategic use of a small subset of transportation funding that Congress sends directly to metropolitan planning organizations.
Introduction

Transportation planning means more than deciding where to build roads, sidewalks, bikeways and transit and freight routes. It’s about taking care of what we have and building great communities. It’s about ensuring that no matter where you are or where you’re going, you can have safe, reliable, healthy and affordable options to get there. It’s about nurturing a strong economy, advancing equity and protecting the quality of life we all value.

The Regional Transportation Plan is a blueprint to guide investments for all forms of travel – driving, walking, biking and taking transit – and moving goods and freight throughout the greater Portland region. The plan identifies the region’s most urgent transportation needs and priorities for investing in all parts of the system with the funds the region expects to have available. It also establishes policies to help meet those needs and guide priority investments. More resources will be needed to achieve our vision and address the challenges of a growing, thriving region.

Since summer 2015, Metro has been working with local, regional and state partners and the public to update our region’s shared transportation vision and investment strategy for the next 25 years.

Throughout the three year development of the draft 2018 Regional Transportation Plan and implementation strategies for safety, freight, transit and emerging technology, Metro extensively engaged and collaborated with regional partners – cities, counties, transit providers, ODOT and other public agencies – and community leaders in public health, environmental protection, business, housing, racial equity, environmental justice and transportation advocacy.
Greater Portland voices

“I use a mobility scooter if there’s a long distance in between places I’m traveling... I do have to drive on the streets sometimes, because the sidewalks are bad. I mean, there are places where there are no sidewalks and it leaves the necessity to ride in the road with a mobility scooter, or even with a walker.” – Annadiana, Forest Grove resident

About this briefing book

This briefing book is designed to provide context for the choices facing policymakers as they finalize the investment strategy, policies and implementation strategies for the 2018 Regional Transportation Plan. It updates information provided in the discussion guide published in February 2018 (Shaping our shared plan for the region: A discussion guide for policymakers), bringing together:

- the results of the additional analysis completed in spring 2018
- the Regional Transportation Plan vision and goals
- related strategies for transportation safety, transit, freight and emerging technology strategies
- additional background information.

This briefing book is meant to help elected, business, and community leaders and residents better understand the challenges and opportunities facing the greater Portland region as the 2018 Regional Transportation Plan is finalized.

“ The [MAX] ride from Milwaukie doesn’t vary much at all. That’s one of the best things about having the Orange Line. When I took the bus, the time to work was entirely dependent on the traffic” – Adria, Milwaukie resident
Regional context

Our region continues to grow and change

The greater Portland region is an extraordinary place to call home. It is known for its unique communities with inviting neighborhoods, a diverse and growing economy and a world-class transportation system. The region is surrounded by stunning natural landscapes and criss-crossed with a network of parks, trails and natural areas within a walk, bike ride or transit stop from home. Over the years, our communities have taken a collaborative approach to planning that has helped make the region one of the most livable in the country.

Because of our dedication to planning and working together to make local and regional plans a reality, we have set a wise course for managing growth – but times are challenging. The region is growing, our economy is expanding, and emerging technologies are changing how we do business and get around.

Housing affordability, climate change, racial disparities, traffic deaths and life changing injuries, and traffic congestion demand new kinds of leadership, innovation and thoughtful deliberation and action to ensure our region remains a great place to live, work and play for everyone.

In collaboration with city, county, state, business and community leaders, Metro has researched how land use and transportation policies and investments can be leveraged to respond to these complex and interrelated challenges at a regional scale.

The region expects to welcome more than 500,000 new residents – about half from growing families – and more than 350,000 new jobs within the urban growth boundary by 2040.
Greater Portland voices

“Having people who experience disabilities be involved in policymaking is great. I definitely want to improve public transportation because I don’t have any other options. I’m going to be using public transportation for the rest of my life.”
– Kiersi, Tualatin

Attributes of great communities
Six desired outcomes for the region have been endorsed by MPAC and approved by the Metro Council. The 2018 Regional Transportation Plan seeks to help achieve the desired outcomes.

Halfway to 2040
The 2018 Regional Transportation Plan is a key tool for implementing the 2040 Growth Concept to achieve our desired outcomes for a great region.

In 1995, the greater Portland region adopted the 2040 Growth Concept, the long-range plan for managing growth that integrates land use and transportation system planning to preserve the region’s economic health and livability in an equitable, environmentally-sound and fiscally-responsible manner.

The 2040 Growth Concept includes land use and transportation building blocks that express the region’s aspiration to incorporate population growth within existing urban areas as much as possible and expand the urban growth boundary only when necessary.

It concentrates mixed-use and higher density development in urban centers, light rail station communities, corridors and main streets that are well-served by transit. It envisions a well-connected street network that supports biking and walking for short trips.

Employment lands are clustered along our major highways serve as hubs for regional commerce and include industrial land and freight facilities for truck, marine, air and rail cargo sites that enable goods to be generated and moved in and out of the greater Portland region. Freight access to industrial and employment lands is centered on rail, the freeway system and other road connections.

Our shared strategy for managing growth: the 2040 Growth Concept
Welcome to the big cities

Since the adoption of the 2040 Growth Concept in 1995, the greater Portland region has moved from a collection of interconnected towns to become a major metropolitan area.

If you include our connected Southwest Washington neighbors, we are the twenty-third largest metropolitan area in the United States, with 2.4 million people living here and using our system of throughways, roads, bridges, transit, bikeways, sidewalks and trails.

Portland, Ore. and Vancouver, Wash. metropolitan area

![Portland-Vancouver](2.4 million ⇒ 3.1 million)

2016 2040 (projected)

Below is a sample of other metropolitan areas, when they reached 2.4 million people and what 20 years of growth looked like for them.

Phoenix, Ariz. metropolitan area: 2.4 million people by early 1990s

![Phoenix](2.2 million ⇒ 4.2 million)

1990 2010

San Diego County, Calif.: 2.4 million people by late 1980s

![San Diego](2.5 million ⇒ 3.1 million)

1990 2010

Minneapolis-St. Paul, Minn. metropolitan area: 2.4 million people by late 1980s

![Minneapolis-St. Paul](2.6 million ⇒ 3.3 million)

1990 2010

Seattle, Wash. metropolitan area: 2.4 million people by late 1980s

![Seattle](2.6 million ⇒ 3.4 million)

1990 2010

Atlanta, Ga. metropolitan area: 2.4 million people by mid-1980s

![Atlanta](3.0 million ⇒ 5.3 million)

1990 2010


Where we go from here matters

We know the greater Portland region will continue to grow – with more people and more jobs every day. But it’s hard to imagine an abstract population forecast for the year 2040 means.

Several of our larger metropolitan peers were our size about 25 years ago. Their size today helps paint a picture of what we might expect and should prepare for.

Choices we make today about how we manage this growth and invest in our communities and transportation system will determine the region’s economic prosperity and quality of life for generations to come.
Finalizing the plan

The 2018 Regional Transportation Plan will be finalized and considered for adoption by the Metro Council by the end of 2018:

**June 29 to Aug. 13, 2018**
Public review and comment on the draft Regional Transportation Plan and strategies for transportation safety, freight, transit and emerging technology

**August to December 2018**
Final refinement and adoption process

**October 2018**
JPACT and MPAC make recommendations to the Metro Council on adoption of the 2018 Regional Transportation Plan and strategies for transportation safety, freight, transit and emerging technology

**December 2018**
Council considers action on final Regional Transportation Plan and strategies for transportation safety, freight, transit and emerging technology

**Early 2019**
Submit adopted Regional Transportation Plan to Land Conservation and Development Commission for approval in the manner of periodic review

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**Today’s choices shape the future**

**Shaping the future of transportation through the 2018 Regional Transportation Plan update**

The greater Portland region’s economic prosperity and quality of life depend on a transportation system that provides every person and business in the region with equitable access to safe, efficient, reliable, affordable and healthy travel options. Over the last two decades, the region has taken a collaborative approach to plan for and invest significant resources in the transportation system, making our region one of the most livable in the country. We have set our region on a wise course and experienced many successes, but there is still much to accomplish. Our region is growing, our travel needs are changing, and new state and federal requirements must be met.

Through the 2018 Regional Transportation Plan update, Metro is working with leaders and communities throughout the region to plan the transportation system of the future by updating the region’s shared transportation vision and investment strategy through 2040.

JPACT and the Metro Council must approve a final Regional Transportation Plan by the end of December 2018 to ensure the region continues to meet federal requirements, maintaining the region’s eligibility to receive federal transportation funding. The choices we make today about how we live, work and get around will shape the future of the region for generations to come. The update is being completed in five phases.
Regional Transportation Plan
vision and goals

A shared vision for the region’s transportation system

The vision statement represents an aspirational view of the future of the region’s transportation system and reflects the values and desired outcomes expressed by the public, policymakers and community and business leaders engaged in development of the 2018 Regional Transportation Plan.

In 2040, everyone in the Portland metropolitan region will share in a prosperous, equitable economy and exceptional quality of life sustained by a safe, reliable, healthy and affordable transportation system with travel options.


This shared vision for the future provides direction for building a transportation system that serves all people and businesses in the greater Portland region. Our vision and supporting goals serve as a foundation for identifying our investment priorities and measuring progress toward building the transportation future we want.

Outcomes-based goals to realize our vision

In order to realize our vision for a transportation system that serves all people and businesses, we need clear goals to keep us focused and moving forward. The Regional Transportation Plan goals were first adopted by the Metro Council and JPACT in 2010 after significant engagement with communities, residents, businesses and stakeholders throughout the region. In 2014, the Metro Council and JPACT approved the addition of a goal to reduce greenhouse gas emissions.

The adopted outcomes-based goals guide the region's transportation planning and decision-making and include specific objectives and performance targets to help measure the progress we are making toward our vision for our transportation future.
The greater Portland region pioneered approaches to land use and transportation planning that make the region uniquely positioned to address complex challenges at a regional scale and in ways that support community visions and other important social, economic and environmental goals. Prioritizing investments that achieve multiple goals in combination with working together to secure more funding will help get us there.

**Addressing our most urgent needs through our investments**

We know the transportation funding has fallen short of meeting our growing needs, and building a world-class transportation system requires steady, long-term investment. But we don’t have the resources to invest at the levels needed to address all of the challenges the region faces and achieve our shared vision and goals for the transportation system.

The sidebar summarizes the challenges that have been identified from in-person and online engagement activities from 2015 to 2018, Regional Leadership Forum discussions, technical research and interviews with businesses and community leaders and others.

A combination of all the investment strategies under consideration is needed to address these challenges and help us make this region a great place for generations to come. Identifying the most urgent challenges for the region to focus on in the next 10 years is the first step in shaping an investment strategy to build the future we want. Our investment priorities reflect our values and will determine how much progress we make toward our shared vision and goals over the next 10 years and through 2040. Prioritizing investments that achieve multiple goals in combination with working together to secure more funding will help get us there.

Through fall 2018, policymakers will consider systemwide modeling and evaluation and feedback from the public as they work together to finalize the Regional Transportation Plan policies, associated strategies, and near- and long-term project priorities given limited funding.
Overview of the draft project list

Why the constrained project list matters

The Regional Transportation Plan comprises two main parts: the policy section and the project lists. The policy section sets the vision, goals, performance targets and policies for the greater Portland region’s system of throughways, roads, bridges, bikeways, sidewalks, and transit and freight routes.

The project lists are priority projects from local, regional or state planning efforts that provided opportunities for public input. In 2017 Metro issued a call for projects to its regional partners to begin updating the region’s transportation investment priorities in support of the Regional Transportation Plan vision and goals. Clackamas, Multnomah and Washington counties and cities within each county recommended priority projects for their jurisdictions at county coordinating committees. ODOT, the Port of Portland, TriMet, SMART and other agencies worked with county coordinating committees and the City of Portland to recommend priority projects. The City of Portland recommended projects after reviewing priorities with its community advisory committees. These projects were submitted to Metro to build the Regional Transportation Plan.

The project lists are separated into two categories:

1. **constrained project list** the projects that fit within a constrained budget of federal, state and local funds the greater Portland region can reasonably expect through 2040 under current funding trends

2. **strategic project list** additional strategic investments that go beyond the constrained project list and could be built with additional funding.

In order to be eligible for federal or state transportation funding, a project must be included on the “constrained” list.

Metro completed an initial analysis of these projects in early 2018. Based on the analysis and subsequent feedback from policymakers, business and community leaders and the public, the Metro Council recommended refinements to the draft project list (see next page).

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**Did you know?**

Since the last update in 2014

Of the 1,256 projects listed in the 2014 Regional Transportation Plan, 132 have been built or will be completed by 2019 – a total of $3.15 billion invested in the region’s transportation system

**Defining terms**

**Constrained budget**

The combined federal, state and local funds the greater Portland region can reasonably expect through 2040 under current funding trends – presumes some increased funding compared to current levels

**Constrained list**

Projects that can be built by 2040 within the constrained budget

**Strategic list**

Additional priority projects that could be achieved with additional resources
Spring 2018: refining the draft project list

The list below summarizes the seven overall recommendations from the system performance evaluation results and priorities from policymakers, business and community and leaders and the public. The recommendations served as direction to jurisdictional partners for refining how the draft projects lists for each funding scenario.

**Make more near-term progress on key regional priorities – equity, safety, travel options and congestion.** Advance projects that address these outcomes to the 10-year list to make travel safer, ease congestion, improve access to jobs and community places, attract jobs and businesses to the region, save households and businesses time and money, and reduce vehicle emissions.

**Make more near-term progress to reduce disparities and barriers that exist for historically marginalized communities.** Advance projects that improve safety and expand travel options to the 10-year list to reduce disparities and barriers, especially for people of color and households of modest means.

**Prioritize projects that focus on safety in high injury corridors.** Advance projects in high injury corridors to the 10-year list and ensure all projects in high injury corridors address safety to reduce the likelihood and severity of crashes for all modes.

**Accelerate transit service expansion and improve speed and frequency.** Increase transit service as much as possible beyond Climate Smart Strategy investment levels. Focus new and enhanced transit service to connect transit to underserved communities to jobs and community places, in congested corridors and in areas with more jobs and housing.

**Make more near-term progress to tackle congestion and manage travel demand.** Advance lower cost projects to the 10-year list that use designs, travel information, technologies, and other strategies to support and expand travel options and maximize use of the existing system. It will be important to ensure that lower income households are not financially burdened by strategies to make road use more efficient.

**Prioritize completion of biking and walking network gaps in the near-term.** Advance projects that fill gaps for biking and walking in high injury corridors or that provide connections to transit, schools, jobs and 2040 centers to the 10-year list.

**Continue to build public trust through inclusive engagement, transparency and accountability.** Continue to engage the region’s diverse communities in the planning and implementation of projects to achieve desired outcomes, including equity, safety, reliability affordability and health. Report back whether projects deliver (or don’t deliver) anticipated outcomes and adjust course as needed.
Metro’s strategic plan to advance racial equity, diversity and inclusion

In June 2016 with the support of MPAC, the Metro Council adopted an equity plan that leads with race, committing to concentrate on eliminating the disparities that people of color experience, especially in those areas related to Metro’s policies, programs, services and destinations.

People of color share similar barriers with other historically marginalized groups such as people with low income, people with disabilities, LGBTQ communities, women, older adults and young people.

But people of color tend to experience those barriers more deeply due to the pervasive and systemic nature of racism. By addressing the barriers experienced by people of color, we will also effectively identify solutions and remove barriers for other disadvantaged groups.

The result of this racial equity focus will be that all people in the 24 cities and three counties of the greater Portland region will experience better outcomes.

Metro Council: Focus on racial equity

Equity analysis on the initial draft project list aggregated the populations of multiple historically marginalized communities: people of color, people with low income, English language learners, older adults and youth. Responding to community feedback and the continued history of disparity, the region’s decision-makers continue to focus on social equity. This means working to meet the needs of communities of color and other historically marginalized communities and to better understand the potential impacts and benefits of investments for these communities.

Based on direction of the Metro Council, the equity analysis for the updated project list is narrowed to people of color, English language learners and lower-income households to understand the benefits and impacts for those communities who have historically been most impacted by – or have not seen as much benefit from – transportation planning and investment decisions.

This focus leads with race explicitly but not exclusively and is an important next step in supporting Metro’s Strategic Plan for Racial Equity, Diversity and Inclusion.
Draft 2018 Regional Transportation Plan
2040 Financially Constrained projects

The financially constrained projects are the highest priority projects given limited transportation funding and qualify for regional, state and federal funding. This list of projects includes projects for which funding has been committed and projects that can be implemented with the funds the region currently expects to have available.

These projects have been divided into two investment time frames; 2018-2027 and 2028-2040.

For more information and to access an interactive online map, visit https://arcgis/1WT96q
Types of capital projects

A complete and efficient transportation system must meet multiple needs and offer options for people and goods to get around. The draft constrained list represents a $15.4 billion investment in the region’s transportation system, with over half of that going to throughways, roads and bridges. Note: Road and transit operations and maintenance costs are addressed separately on the following page.

Roads, bridges, and walking and biking connections have the most projects in the draft 2018 Regional Transportation Plan constrained list, though the cost of projects vary greatly.

Defining terms

Throughways

Controlled access (on-ramps and off-ramps) freeways and major highways

Costs have been rounded. Source: Draft 2018 Regional Transportation Plan financially constrained list
Types of capital projects by cost

Projects in the draft 2018 Regional Transportation Plan constrained list range from $1 million to nearly $3 billion.

Highway, road and bridge operations and maintenance

$13 billion

Estimated amount to be spent on road operations and maintenance in the greater Portland region, 2018–2040. This does not include maintenance of local streets

Transit operations and maintenance

$13.7 billion

Estimated amount to be spent on transit operations and maintenance and service related capital costs in the greater Portland region, 2018–2040. This does not include C-TRAN operations and maintenance costs.

Capital, operation and maintenance investments

Taking the constrained project list with the estimated amount to be spent on highway, road, bridge and transit operations and maintenance means the greater Portland region expects to spend $42 billion on our transportation system through 2040.
Outcomes of the draft plan

Key takeaways from the 2018 Regional Transportation Plan

By 2040, the region is expected to have 500,000 more people and 350,000 more jobs. After a three-year collaborative process, the region is considering an updated plan that will invest the combined federal, state and local funds expected through 2040. The proposed investments have been analyzed to determine how well they support our vision for a transportation system that is safe, reliable, healthy and affordable.

The results are in and the news is mostly good. The investments in the draft 2018 Regional Transportation Plan are expected to expand travel options, improve transit access to jobs and community places for marginalized communities, help people live healthier lives and save businesses and households money. However, the region is expected to fall short of some of our desired outcomes, including easing congestion.

Social equity

With the draft constrained list, the greater Portland region is making progress toward improving equity in some areas, but there is still more to do. Where partners could redirect and advance active transportation completeness and safety investments, they did.

- In total, 307 transportation projects are in equity focus areas in the first 10 years of the plan; that number grows to 588 transportation projects by 2040, about 44 percent of the total constrained list.
- In the first 10 years, $3.9 billion dollars of active transportation and transit capital investment is expected in equity focus areas; through 2040, there will be $6.5 billion of active transportation and transit capital investments.
- The constrained list is increasing the number of jobs and community places, like the grocery store, libraries, banks and medical facilities, the average household in equity focus areas can reach within a short transit trip. This reflects the significant investment in transit, both on the capital side and in service hours.
- When it comes to bicycling, walking or driving, the average household in equity focus areas is seeing an increase in the number of jobs and community places within a short trip, though not as much of an increase as the average household in other areas.

Safety

Two-thirds of the projects in the constrained list will help improve safety. Three-quarters of those projects with safety benefits are in equity focus areas, which are also the same areas with the highest incidents of crashes causing death or life-changing injuries. See map on page 23 for locations of projects with a safety benefit.
Congestion and reliability

Traffic is expected to grow and congestion will get worse than today, especially on the region’s throughways. However, people will spend significantly less time in traffic and delay than if investments in the plan aren’t made. Congestion pricing as well as other management strategies – will be needed to improve reliability and reduce demand to further address congestion to help save businesses money, support job creation, and promote the efficient movement of goods.

Health

Expanded transit service coupled with growing demand for transit, biking and walking will reduce pollution from automobiles to help protect the region’s clean air and meet the region’s greenhouse gas emissions reduction commitment. The plan is expected to result in a 21 percent reduction in annual greenhouse gas emissions per person by 2040 – short of the 25 percent reduction called for by state law.

Reduced air pollution and increased physical activity will help reduce illness, save lives and lower healthcare costs. In 2010, our region spent $5 to 6 billion on healthcare costs related to illness alone. By 2040, the region is expected to save $32 million per year by implementing the plan.

Affordability

While more affordable travel options will be available throughout the region, especially in centers and equity focus areas, more funding is needed to complete gaps in biking, walking and off-street trail networks.

Expanded transit service and access to transit will increase access to jobs and community places, particularly for households in equity focus areas.

Households will save money by driving fewer miles in more fuel-efficient vehicles while walking, biking and using transit more. This allows people to spend money on other priorities, of particular importance to lower-income households.

See chapter 7, Measuring Outcomes of the draft 2018 Regional Transportation Plan for more information.
Implementation strategies

As part of the 2018 Regional Transportation Plan update, implementation strategies for transportation safety, transit, freight and emerging technology were developed.

**Regional Transportation Safety Strategy**

[oregonmetro.gov/safety](oregonmetro.gov/safety)

A cornerstone of this Regional Transportation Plan update is safety. The updated Regional Transportation Safety Strategy includes the ambitious safety goal of Vision Zero. Metro’s updated target is zero traffic-related deaths and life-changing injuries in the greater Portland by 2035. The strategy includes new regional transportation safety and security policies and updated actions to address the contributing factors in fatal and life-changing traffic crashes identified for the greater Portland region.

The updated strategy uses the “safe system” approach which leads with the premise that no loss of life from traffic crashes is acceptable and that all fatal and life-changing injuries are preventable. With the safe system approach, the transportation system is designed so that when mistakes occur they do not result in a death or life-changing injury. Human frailty is acknowledged and the transportation system is designed to protect all users including people walking, driving, taking transit, riding bicycles and using mobility devices. Current data show only one out of 10 pedestrians hit by a person driving 40 miles per hour would survive.

The updated transportation safety strategy includes analysis of crash data that identifies regional high injury corridors. Sixty percent of fatal and life-changing injury crashes occur on just 6 percent of the roadways in the greater Portland region. Metro and partners can target these areas to reduce traffic related deaths and life-changing injuries.
2018 Regional Transportation Plan Projects with a Safety Benefit: This map shows projects in the 2018 Regional Transportation Plan that provide a safety benefit, overlapped with regional high injury corridors and census tracts with higher than regional average concentrations and double the density of one or more of the following: people of color or English language learners, and/or people with low income. Safety benefit projects are projects that increase safety for one or more roadway user. These projects may not necessarily address an identified safety issue at an identified high injury or high risk location, but they do include design treatments known to increase safety and reduce serious crashes.
Regional Transit Strategy

tregonmetro.gov/transit

A key part of the 2018 Regional Transportation Plan update included development of the region’s first regional transit strategy. The strategy defines a comprehensive vision, policies and investments needed to help make the region’s transit system frequent, convenient, accessible and affordable for everyone. The new strategy brings the visions of communities and multiple transit providers together, including TriMet, South Metro Area Regional Transit (SMART), C-TRAN, Salem-Keizer Transit, Canby Area Transit, Sandy Area Metro and Ride Connection, to provide important connections between urban centers, jobs, schools and other destinations.

In addition, the strategy updates and replaces the regional High Capacity Transit System Plan vision adopted in 2009, looking beyond high capacity transit projects like light rail or bus rapid transit to expand the range of transit options available to meet travel needs throughout the region. New to the region’s vision and policies for transit is the Enhanced Transit Concept. The Enhanced Transit Concept includes the implementation of small- to moderate-scale solutions, such as bus only lanes and transit priority signals at intersections, to improve speed and on-time performance in the region’s most congested and unreliable frequent transit network segments.
Regional Freight Strategy

oregonmetro.gov/freight

The 2018 Regional Transportation Plan update also resulted in updates to the Regional Freight Strategy adopted in 2010. The strategy provides an updated vision, policies and investments that support the greater Portland region’s role as the freight transportation and trade gateway for the state of Oregon and many southwest Washington businesses.

A variety of products are exported from or travel to this region, like the crops shipped from Willamette Valley farms or microchips manufactured in Hillsboro. In addition, nearly all foods, clothing, construction materials, medical supplies, etc. that residents and businesses rely on daily come from outside the region. Forecasts predict twice as much freight will travel within and through the greater Portland region by 2040. New freight policies seek to help improve safety and better manage roads that provide critical access to and connections between industrial centers, ports, rail yards, shipping facilities and the Interstate and state highway system. Implementation of freight projects and actions identified in the strategy will expand shipping choices, improve safety and reliability and reduce delays in the flow of goods and services throughout the region.
Emerging Technology Strategy

Technology is already changing the way people get around in greater Portland. Ride-hailing services, such as Uber and Lyft, provided over 10 million rides in Portland in 2017. Biketown, the City of Portland’s bike-share service, logged more than 300,000 trips in its first year of operation.

The emerging technology strategy is new to the Regional Transportation Plan. It examines the effects of current technologies and developing ones, such as the first generation of driverless cars that will likely share the roads within the next five years.

The strategy lays out a long-term vision of how technology can support Metro’s goals to make the region a more livable and equitable place. New policies call for public agencies in the region to:

- help make emerging technologies accessible to all
- use technology to support equitable, shared, and active travel choices
- advance the public interest through innovation.

How emerging technology could impact the greater Portland region’s future

- **NEXT 5 YEARS**
  - New choices work for everyone
  - More driving alone

- **5-10 YEARS**
  - More shared trips
  - New choices conflict with transit, cycling and walking

- **10-20 YEARS**
  - More reliable commutes
  - Roads are fairly priced
  - New vehicles are safer, but we lack funds to maintain and redesign streets

- **20-40 YEARS**
  - Vibrant communities and healthy natural areas
  - Most AVs are shared
  - Emissions fall, but not enough to meet our targets

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**IF WE TAKE ACTION**

- New choices support transit
- Transit leads efforts to innovate
- More shared trips
- New choices consist with transit, cycling and walking
- More reliable commutes
- Roads are well maintained and redesigned to be safer and more efficient
- More space for people
- We achieve pollution and GHG emissions targets

**IF WE DON’T ACT**

- New choices compete with transit
- More driving alone
- New choices conflict with transit, cycling and walking
- More congestion
- Roads are inequitably priced
- New vehicles are safer, but we lack funds to maintain and redesign streets
- More development on farmland and natural areas
- Emissions fall, but not enough to meet our targets

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**Vehicles**

- Individually-owned, passenger vehicle with driver
- Shared vehicle (ride-hailing or transit) with driver
- Automated passenger or transit vehicle
Other implementation strategies

There are several implementation strategies for the Regional Transportation Plan that were not updated as part of the 2018 Regional Transportation Plan. These strategies continue to inform policy development and investment in our transportation system and will be informed by the updated policies of the 2018 Regional Transportation Plan.

Regional Travel Options Strategy (May 2018)

oregonmetro.gov/traveloptionsstrategy

The Regional Travel Options Strategy maps out a plan for reducing reliance on driving alone through employer outreach programs, traveler education and incentives for using alternatives to driving. The updated strategy provides direction for the program into the next ten years. It builds on the historic success of the program, addresses challenges, and responds to community needs. This Strategy offers policy direction for establishing a new regional Safe Routes to School program, adapting to new technologies, and prioritizing projects and programs that address inequities. It addresses the need for the Regional Travel Options program to work with new partners to reach more residents throughout the region.

Coordinated Transportation Plan for Seniors and People with Disabilities (TriMet; June 2016)

trimet.org/meetings/stfac/pdfs/ctp.docx

Prepared by TriMet, the coordinated transportation plan defines priorities and actions to support a cost-effective, efficient and high-quality transportation system that serves the needs of seniors and persons with disabilities. It identifies current and future needs, calling for investments and actions to help ensure people have access to medical care and other essential services. The plan recognizes seniors will represent the fastest growing segment of our population in years to come and defines a continuum of services that takes into account people’s abilities as they transition through various stages of age and ability.
Transit-Oriented Development Strategic Plan (June 2016)

oregonmetro.gov/tod

Metro’s Transit-Oriented Development Program implements the 2040 Growth Concept by investing in compact mixed-use projects near light rail stations, along frequent service bus corridors and in town centers and regional centers. The program has an increased focus on providing affordable housing near transit and services.

Climate Smart Strategy (December 2014)

oregonmetro.gov/climatesmart

The Climate Smart Strategy defines policies, strategies and near-term actions to guide how the region moves forward to integrate reducing greenhouse gas emissions with ongoing efforts to create the future we want for our region.

Regional Active Transportation Plan (July 2014)

oregonmetro.gov/activetransportationplan

The Regional Active Transportation Plan defines a vision and policies that will make it easier to walk, ride a bike and access transit to work, school, parks and other destinations throughout the region.

Transportation System Management and Operations Plan (June 2010)

oregonmetro.gov/tsmo

The Transportation System Management and Operations Plan defines policies, strategies and investments for managing demand and improving how the transportation system operates. It identifies cost effective, multimodal solutions that relieve congestion, optimize infrastructure investments, promote travel options and reduce greenhouse gas emissions and air pollution. This plan will be updated in 2019.
How we got here

From start to finish, development of the 2018 Regional Transportation Plan has been about meaningful engagement with the community and business leaders and our elected officials working together to craft a common vision for the greater Portland region’s transportation system.

**Phase 1: Getting started**

Beginning in summer 2015, the first phase consisted of engaging local, regional, state, business and community partners to prioritize the regional challenges to be addressed in the update and the process for how the region should work together to address them. This engagement included:

- interviews with 31 stakeholders
- discussion groups in partnership with Metro's diversity, equity and inclusion team with communities of color and youth on priorities and issues related to racial equity
- a partnership with PSU’s Center for Public Service and 1000 Friends of Oregon to explore components of inclusive public engagement to develop an approach to better reach underrepresented communities
- a public involvement retrospective that summarized previous feedback from communities of color on transportation planning and project development
- an online survey with more than 1,800 participants to help identify the top transportation issues facing the greater Portland region.

This phase concluded in December 2015 with JPACT and Council approval of the work plan and public participation plan for the update. In addition to implementing the 2014 Climate Smart Strategy, the adopted work plan identified seven policy topics for the Regional Transportation Plan update to focus on – safety, equity, freight, transit, finance, performance and design.

**Phase 2: Framing trends and challenges**

The second phase began in January 2016 and concluded in April 2016. In this phase, Metro engaged the public, jurisdictional partners and business and community leaders to document key trends and challenges facing the region as well as priority outcomes for investment in the region’s transportation system. This included:

- an online survey with more than 5,800 participants responding to the questions
- a Regional Snapshot on transportation, published in April 2016.

Also in April 2016, the Metro Council convened members of MPAC, JPACT, state legislators, and community and business leaders from throughout the greater Portland region. Working side-by-side, local, regional and state leaders brought the perspectives of their communities and constituents to the conversation around the challenges we are facing, our vision for the future and potential solutions for moving forward together. The discussions shaped the update to the plan’s vision, goals, policies and projects.
across the region to discuss the key trends and challenges facing the region during the first of four regional leadership forums.

Metro staff also worked with the Oregon Department of Transportation’s (ODOT) economist and jurisdictional partners, individually and through a technical work group, to forecast a budget of federal, state and local funds the greater Portland region can reasonably expect by 2040.

**Phase 3: Looking forward**

From May 2016 to May 2017 technical work and public engagement activities continued to focus on finalizing a shared vision statement for the plan, developing draft strategies for safety, transit and freight, and updating the evaluation framework and measures for evaluating plan performance. The engagement for this phase included:

- a round of follow up discussion groups in partnership with Metro’s diversity, equity and inclusion team with communities of color and youth to review actions and priorities for the agency’s racial equity strategy
- focus and discussion groups on transportation priorities for communities of color and strategies to improve engagement with underrepresented groups
- an online survey focusing on priorities for communities of color
- an online survey with more than 2,600 participants weighing in on investment priorities and funding
- discussion groups with communities of color on hiring practices and priorities related to the Planning and Development department-specific equity plan.

The Metro Council also hosted its second and third regional leadership forums. In regional leadership forums 1 and 2, there was consensus that a bold vision and more funding are needed to build a 21st century transportation system. In forum 3, leaders discussed a shared vision for the future transportation system and potential near-term priorities for addressing regional transportation challenges in ways that supported the vision. Participants also identified actions to build a path to future funding.

Staff also compiled background information and online resource guide maps to support jurisdictional partners as they updated their investment priorities for further evaluation and public review during Phase 4. In addition, staff launched the RTP Project Hub – an online visual database – for jurisdictional partners to use to update project information and collaborate with other jurisdictions. Phase 3 concluded with Metro Council directing staff to release a call for projects to update the region’s transportation near- and long-term.
term investment priorities to support regional goals for safety, congestion relief, affordability, community livability, the economy, social equity and the environment.

**Phase 4: Building a shared strategy**

The fourth phase began in June 2017 with release of a second Regional Snapshot on transportation and the call for projects for jurisdictional partners to update the plan’s regional transportation project priorities. Agencies were asked to identify projects that address regional needs and challenges, reflect public priorities and maximize progress toward the region’s agreed upon vision and goals for the future transportation system.

Local jurisdictions and county coordinating committees worked within a constrained budget and capital funding targets to determine the project priorities to put forward for inclusion in the plan in collaboration with ODOT, Metro, South Metro Area Regional Transit (SMART) and TriMet. All project submissions were required to have come from adopted plans or studies that provided opportunities for public input.

In summer 2017, Metro analyzed three funding scenarios: 10-year constrained project priorities, 2040 constrained project priorities and 2040 strategic project priorities. The analysis tested new and updated outcomes-based system performance measures to evaluate performance of the transportation system as a whole for each scenario to help inform finalizing the plan’s project priorities in Phase 5.

Metro staff also prepared an interactive map of proposed projects and lists that was made available on the project website for the public and partners to use to learn more about the projects under consideration. Safety, transit, freight and emerging technology strategies continued to be developed on parallel tracks. Jurisdictions also piloted project-level evaluation criteria on 50 projects; the pilot project evaluation will be advanced during the next RTP update.

The results of the analysis were released in November 2017. Engagement activities included:

- a community leaders’ forum for feedback on the results
- Metro Councilor briefings to business and community groups
- an online survey with more than 2,900 participants.

The analysis was also summarized in a larger discussion guide for decision-makers that also relayed key issues and the results of the call for projects. A fourth and final Regional Leadership Forum was held in March 2018 to discuss findings and recommendations from the technical analysis and public
phase 5: adopting a plan of action

the fifth and final phase of the process began in April 2018 and is focused on finalizing and adopting the region's investment priorities and strategies recommended through 2040. the 2018 regional transportation plan is available for public review and feedback from June 29 through Aug. 13. for this comment period, engagement activities include:

- an online survey with a high level summary of the plan
- an interactive map of projects, project lists and a briefing book that provides a more in-depth survey
- draft documents, including the 2018 Regional Transportation Plan and safety, transit, freight and emerging technology strategies, available for review and comment.

the metro council will hold a hearing on Aug. 2, 2018. all comments received during the comment period will be summarized in a public comment report. recommend changes to the draft materials to respond to all substantive comments received during the comment period will be summarized in a public comment log that will be considered by MPAC, JPACT and the Metro Council during the adoption process.

JPACT and MPAC will make recommendations to the Metro Council in October 2018. The Metro Council is scheduled to hold legislative hearings on Nov. 8 and Dec. 6. The Metro Council will consider adoption of the final plan, project priorities and strategies for safety, transit, freight and emerging technology in December 2018.
Public comment opportunity on the 2018 RTP

June 29 to Aug. 13, 2018

Your input today will help guide decision-makers as they finalize the policies, strategies and project lists in the Regional Transportation Plan before adopting it in late 2018.

The 2018 Regional Transportation Plan provides the opportunity to update the investments we will make in roads, sidewalks, bikeways, transit and freight routes to support communities today and in the future. This update is an opportunity to define how we will create a safe, reliable, healthy and affordable transportation system for the next 25 years.

Your voice is important
The Metro Council and other decision-makers want to hear from you to help them make a recommendation on the 2018 Regional Transportation Plan and supporting policies, strategies and projects by the end of the year.

You are invited to provide feedback on the plan during the public comment period from June 29 through Aug. 13, 2018. We want to hear your thoughts on:

- 2018 Regional Transportation Plan
- 2018 Regional Transit Strategy
- 2018 Regional Freight Strategy
- 2018 Regional Safety Strategy
- 2018 Regional Emerging Technology Strategy

SHARE YOUR THOUGHTS
June 29 to Aug. 13

Take the survey at: oregonmetro.gov/rtp

Your input will be shared with regional decision-makers as they work together to finalize the policies, strategies and project lists in the 2018 RTP.

Regional policy committees will make final recommendations to the Metro Council in October. The Metro Council will consider adoption in December.

Learn more about the 2018 RTP at oregonmetro.gov/rtp
2018 Regional Transportation Plan

The greater Portland region’s economic prosperity and quality of life depend on a transportation system that provides every person and business in the region with equitable access to safe, reliable, healthy and affordable travel options.

During this comment period, the Metro Council will ask for public review and comment on the draft policies in the 2018 RTP, draft strategies for transit, freight, safety and emerging technology, and the projects recommended to address the region’s significant and growing transportation needs.

Overview of draft strategies

Transit
As the region continues to grow, it’s important that our transportation system provides a variety of travel options to meet the needs of everyone who calls this place home.

The purpose of the Regional Transit Strategy is to provide a coordinated vision and a set of policies to make transit service more convenient, frequent, accessible and affordable for everyone in the greater Portland region.

Freight
The greater Portland region is the trade and transportation gateway for Oregon and provides market access for many southwest Washington businesses.

The purpose of the Regional Freight Strategy is to define a set of policies and strategies aimed at increasing economic prosperity and stewardship of the multimodal freight network throughout the greater Portland region.

Safety
Traffic related deaths and severe injuries are a critical and preventable public health and social equity issue in the greater Portland region.

The purpose of the Regional Safety Strategy is to provide a specifically urban-focused overarching data-driven framework for increasing traffic safety in the greater Portland region. The plan focuses on strategies and actions drawn from best practices and proven to reduce traffic related deaths and serious injuries.

Emerging technology
Technology is already transforming our region’s transportation system; the way the region’s residents access, experience and use the transportation system has changed dramatically in the past five years.

The purpose of the Emerging Technology Strategy is to provide a framework for the region to harness new developments in transportation technology to ensure it is equitable, accessible and affordable to all people in the greater Portland region.
If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

**So, hello. We’re Metro – nice to meet you.**

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

**Metro Council President**
Tom Hughes

**Metro Councilors**
- Shirley Craddick, District 1
- Betty Domínguez, District 2
- Craig Dirksen, District 3
- Kathryn Harrington, District 4
- Sam Chase, District 5
- Bob Stacey, District 6

**Auditor**
Brian Evans

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If you have a disability and need accommodations, call 503-220-2781, or call Metro’s TDD line at 503-797-1804. If you require a sign language interpreter, call at least 48 hours in advance.

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**What do you think?**

Comment on the draft 2018 Regional Transportation Plan June 29 through Aug. 13, 2018.

**Submit comments:**
- online at oregonmetro.gov/rtp
- by mail to Metro Planning
  600 NE Grand Ave.
  Portland, OR 97232
- by email to transportation@oregonmetro.gov
- by phone at 503-797-1750 or TDD 503-797-1804.

Explore the interactive project map and other information at oregonmetro.gov/2018projects.