

# Agenda



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Meeting: Metro Technical Advisory Committee (MTAC)

Date: Wednesday, July 19, 2023

Time: 9:00 a.m. to 12:00 p.m.

Place: Virtual meeting held via Zoom

[Connect with Zoom](#)

Passcode: 863801

Phone: 877-853-5257 (Toll Free)

---

<b>9:00 a.m.</b>	<b>Call meeting to order, Declaration of Quorum and Introductions</b>	Chair Kehe
<b>9:10 a.m.</b>	<b>Comments from the Chair and Committee Members</b> <ul style="list-style-type: none"><li>• Updates from committee members around the Region (all)</li><li>• 2023 RTP Public Comment Period (Kim Ellis)</li></ul>	
<b>9:15 a.m.</b>	<b>Public communications on agenda items</b>	
<b>9:17 a.m.</b>	<b>Consideration of MTAC minutes, May 17, 2023 <u>(action item)</u></b>	Chair Kehe
<b>9:20 a.m.</b>	<b>Urban Growth Boundary engagement plan</b> Purpose: Metro Planning staff will present plans for engagement during the upcoming Urban Growth Management decision process that MTAC members have been learning about during their meetings this year.	Chair Kehe Laura Combs, Metro
<b>10:05 a.m.</b>	<b>2023 Regional Transportation Plan (RTP) update</b> Purpose: Provide overview of the 45-day public comment period and fall adoption process; begin discussion of Chapter 8 and identify topics for further MTAC discussion at upcoming meetings.	Kim Ellis, Metro
<b>10:50 a.m.</b>	<b>Adjournment</b>	Chair Kehe

# Metro respects civil rights

Metro fully complies with Title VI of the Civil Rights Act of 1964, Title II of the Americans with Disabilities Act, Section 504 of the Rehabilitation Act and other statutes that ban discrimination. If any person believes they have been discriminated against regarding the receipt of benefits or services because of race, color, national origin, sex, age or disability, they have the right to file a complaint with Metro. For information on Metro's civil rights program, or to obtain a discrimination complaint form, visit [oregonmetro.gov/civilrights](http://oregonmetro.gov/civilrights) or call 503-797-1890. Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1890 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. Individuals with service animals are welcome at Metro facilities, even where pets are generally prohibited. For up-to-date public transportation information, visit TriMet's website at [trimet.org](http://trimet.org)

## Thông báo về sự Metro không kỳ thị của

Metro tôn trọng dân quyền. Muốn biết thêm thông tin về chương trình dân quyền của Metro, hoặc muốn lấy đơn khiếu nại về sự kỳ thị, xin xem trong [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Nếu quý vị cần thông dịch viên ra dấu bằng tay, trợ giúp về tiếp xúc hay ngôn ngữ, xin gọi số 503-797-1700 (từ 8 giờ sáng đến 5 giờ chiều vào những ngày thường) trước buổi họp 5 ngày làm việc.

## Повідомлення Metro про заборону дискримінації

Metro з повагою ставиться до громадянських прав. Для отримання інформації про програму Metro із захисту громадянських прав або форми скарги про дискримінацію відвідайте сайт [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). або Якщо вам потрібен перекладач на зборах, для задоволення вашого запиту зателефонуйте за номером 503-797-1700 з 8.00 до 17.00 у робочі дні за п'ять робочих днів до зборів.

## Metro 的不歧視公告

尊重民權。欲瞭解Metro民權計畫的詳情，或獲取歧視投訴表，請瀏覽網站 [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)。如果您需要口譯方可參加公共會議，請在會議召開前5個營業日撥打503-797-1700（工作日上午8點至下午5點），以便我們滿足您的要求。

## Ogeysiiska takooris la'aanta ee Metro

Metro waxay ixtiraamtaa xuquuqda madaniga. Si aad u heshid macluumaad ku saabsan barnaamijka xuquuqda madaniga ee Metro, ama aad u heshid warqadda ka cabashada takoorista, booqo [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Haddii aad u baahan tahay turjubaan si aad uga qaybqaadatid kullanka dadweyne, wac 503-797-1700 (8 gallinka hore illaa 5 gallinka dambe maalmaha shaqada) shan maalmo shaqo ka hor kullanka si loo tixgaliyo codsashadaada.

## Metro의 차별 금지 관련 통지서

Metro의 시민권 프로그램에 대한 정보 또는 차별 항의서 양식을 얻으려면, 또는 차별에 대한 불만을 신고 할 수 [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). 당신의 언어 지원이 필요한 경우, 회의에 앞서 5 영업일 (오후 5시 주중에 오전 8시) 503-797-1700를 호출합니다.

## Metroの差別禁止通知

Metroでは公民権を尊重しています。Metroの公民権プログラムに関する情報について、または差別苦情フォームを入手するには、[www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)。までお電話ください。公開会議で言語通訳を必要とされる方は、Metroがご要望に対応できるよう、公開会議の5営業日前までに503-797-1700（平日午前8時～午後5時）までお電話ください。

## សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការគោរពសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានពាក្យបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

## إشعار بعدم التمييز من Metro

تحتزم Metro الحقوق المدنية. للمزيد من المعلومات حول برنامج Metro للحقوق المدنية أو لإيداع شكوى ضد التمييز، يُرجى زيارة الموقع الإلكتروني [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). إن كنت بحاجة إلى مساعدة في اللغة، يجب عليك الاتصال مقدماً برقم الهاتف 503-797-1700 (من الساعة 8 صباحاً حتى الساعة 5 مساءً، أيام الاثنين إلى الجمعة) قبل خمسة (5) أيام عمل من موعد الاجتماع.

## Paunawa ng Metro sa kawalan ng diskriminasyon

Iginagalang ng Metro ang mga karapatang sibil. Para sa impormasyon tungkol sa programa ng Metro sa mga karapatang sibil, o upang makakuha ng porma ng reklamo sa diskriminasyon, bisitahin ang [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Kung kailangan ninyo ng interpreter ng wika sa isang pampublikong pulong, tumawag sa 503-797-1700 (8 a.m. hanggang 5 p.m. Lunes hanggang Biyernes) lima araw ng trabaho bago ang pulong upang mapagbigyan ang inyong kahilingan.

## Notificación de no discriminación de Metro

Metro respeta los derechos civiles. Para obtener información sobre el programa de derechos civiles de Metro o para obtener un formulario de reclamo por discriminación, ingrese a [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Si necesita asistencia con el idioma, llame al 503-797-1700 (de 8:00 a. m. a 5:00 p. m. los días de semana) 5 días laborales antes de la asamblea.

## Уведомление о недопущении дискриминации от Metro

Metro уважает гражданские права. Узнать о программе Metro по соблюдению гражданских прав и получить форму жалобы о дискриминации можно на веб-сайте [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Если вам нужен переводчик на общественном собрании, оставьте свой запрос, позвонив по номеру 503-797-1700 в рабочие дни с 8:00 до 17:00 и за пять рабочих дней до даты собрания.

## Avizul Metro privind nediscriminarea

Metro respectă drepturile civile. Pentru informații cu privire la programul Metro pentru drepturi civile sau pentru a obține un formular de reclamație împotriva discriminării, vizitați [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Dacă aveți nevoie de un interpret de limbă la o ședință publică, sunați la 503-797-1700 (între orele 8 și 5, în timpul zilelor lucrătoare) cu cinci zile lucrătoare înainte de ședință, pentru a putea să vă răspunde în mod favorabil la cerere.

## Metro txoj kev ntxaug daim ntauw ceeb toom

Metro tributes cai. Rau cov lus qhia txog Metro txoj cai kev pab, los yog kom sau ib daim ntauw tsis txaus siab, mus saib [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Yog hais tias koj xav tau lus kev pab, hu rau 503-797-1700 (8 teev sawv ntxov txog 5 teev tsaus ntuj weekdays) 5 hnub ua hauj lwm ua ntej ntawm lub rooj sib tham.

**2023 Metro Technical Advisory Committee (MTAC) Work Program**

**As of 7/11/2023**

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

**All meetings are scheduled from 9am - noon**

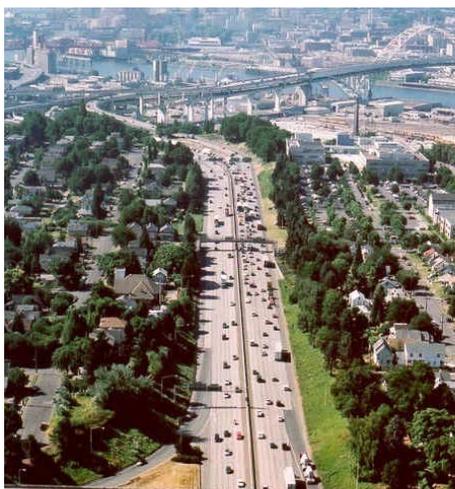
<p><b><u>MTAC meeting, July 19, 2023</u></b></p> <p><u>Comments from the Chair</u></p> <ul style="list-style-type: none"> <li>• Committee member updates around the region (Chair Kehe and all)</li> <li>• 2023 RTP Public Comment Period (Kim Ellis)</li> </ul> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• Urban Growth Boundary engagement plan (Eryn Kehe &amp; Laura Combs, Metro; 45 min)</li> <li>• 2023 RTP update (Kim Ellis, Metro; 45 min)</li> </ul>	<p><b><u>MTAC/TPAC joint workshop, August 16, 2023</u></b></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• Construction Career Pathways Overview &amp; Update (Sebrina Owens-Wilson, Andre Bealer, Metro; 45 min)</li> <li>• 2023 RTP: Begin discussion on public comments on Public Review Draft RTP, Project List and Appendices (Kim Ellis, Metro; 60 min)</li> <li>• 2023 RTP: TBD topic, if needed (Kim Ellis, Metro; 45 min)</li> </ul>
<p><b><u>MTAC meeting, September 20, 2023</u></b></p> <p><u>Comments from the Chair</u></p> <ul style="list-style-type: none"> <li>• Committee member updates around the region (Chair Kehe and all)</li> </ul> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• Draft regional buildable land inventory (Ted Reid, Metro; 45 min)</li> <li>• <i>TV Highway Transit and Development Project Update (Jessica Zdeb, 45 min)</i></li> <li>• 2023 RTP: Draft Public Comment Report and Recommended Changes (Kim Ellis, Metro; 90 min)</li> </ul>	<p><b><u>MTAC meeting, October 18, 2023</u></b></p> <p><u>Comments from the Chair</u></p> <ul style="list-style-type: none"> <li>• Committee member updates around the region (Chair Kehe and all)</li> </ul> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• <b>Adoption of the 2023 Regional Transportation Plan (Ordinance No. 23-XXXX) Recommendation to MPAC</b> (Kim Ellis, Metro; 90 min)</li> <li>• <b>2023 High Capacity Transit Strategy (Resolution No. 23-XXXX) Recommendation to MPAC</b> (Ally Holmqvist/Kim Ellis, Metro; 45 min)</li> <li>• Draft regional buildable land inventory (continued) (Ted Reid, Metro; 45 min)</li> </ul>
<p><b><u>MTAC meeting, November 15, 2023</u></b></p> <p><u>Comments from the Chair</u></p> <ul style="list-style-type: none"> <li>• Committee member updates around the region (Chair Kehe and all)</li> </ul> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• UGB discussion topic: Town &amp; regional centers and CFEC (Update to Title 6) (Ted Reid, Metro; 60 min)</li> <li>• 2024 Urban Growth Management Decision: office-to-residential conversion potential (Ted Reid, 45 min)</li> </ul>	<p><b><u>MTAC meeting, December 20, 2023</u></b></p> <p><u>Comments from the Chair</u></p> <ul style="list-style-type: none"> <li>• Committee member updates around the region (Chair Kehe and all)</li> </ul> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• State of the Centers update (Ted Reid, Metro; 60 min)</li> </ul>

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

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

For MTAC agenda and schedule information, e-mail [marie.miller@oregonmetro.gov](mailto:marie.miller@oregonmetro.gov)

In case of inclement weather or cancellations, call 503-797-1700 for building closure announcements.



Public comment opportunity - July 10 to Aug. 25, 2023

# 2023 Regional Transportation Plan

*Your input will help guide decision-makers as they work together to finalize the policies, strategies and projects that will shape Greater Portland's transportation system through 2045.*

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

## Your voice is important

The Metro Council and other decision-makers want to hear from you. From July 10 through Aug. 25, 2023, provide your feedback on the [2023 Regional Transportation Plan](#) and [High Capacity Transit Strategy](#).

## 2023 Regional Transportation Plan

The Regional Transportation Plan is a blueprint that guides investments in for all forms of travel – driving, transit, biking and walking – and the movement of goods and services throughout the greater Portland region. This update to the plan

defines how the region will create a safe, reliable and affordable transportation system today through 2045.

During this comment period, the Metro Council will ask for public review and comment on the draft policies in the 2023 Regional Transportation Plan, draft strategy for high capacity transit and the projects recommended by transportation agencies to address the region's significant and growing transportation needs.

## High Capacity Transit Strategy

High capacity transit is public transportation that moves a lot of people quickly and often, such as light rail or bus rapid transit.

The purpose of the High Capacity Transit Strategy is to provide a coordinated vision and a set of policies to make transit service faster and more reliable for more people in the greater Portland region.

## Share your thoughts

There are a variety of ways to comment.

**Take the online survey or use the online comment form**

[oregonmetro.gov/rtp](https://oregonmetro.gov/rtp)

### Write a letter

Metro Planning  
600 NE Grand Ave Portland, 97232

### Email

[transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov)

### Call

503-797-1750  
503-797-1804 TDD

### Comment at a Metro Council public hearing

10:30 a.m. on July 27 or Sept. 28, 2023

Metro Council meets in person at Metro Regional Center, 600 NE Grand Ave., Portland, 97232 and online via Zoom.

Visit [www.oregonmetro.gov/council](https://www.oregonmetro.gov/council).

To request language or other accommodations contact:  
[transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov)  
503-797-1750



**PUBLIC REVIEW DRAFT**  
**2023 REGIONAL TRANSPORTATION PLAN**  
**Executive Summary**  
July 10, 2023

**Metro is the federally mandated metropolitan planning organization (MPO)** designated by the Governor of Oregon to develop an overall transportation plan and to allocate federal funds for the region.

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

**Project website: [oregonmetro.gov/rtp](https://oregonmetro.gov/rtp)** ↗

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration or Federal Transit Administration.

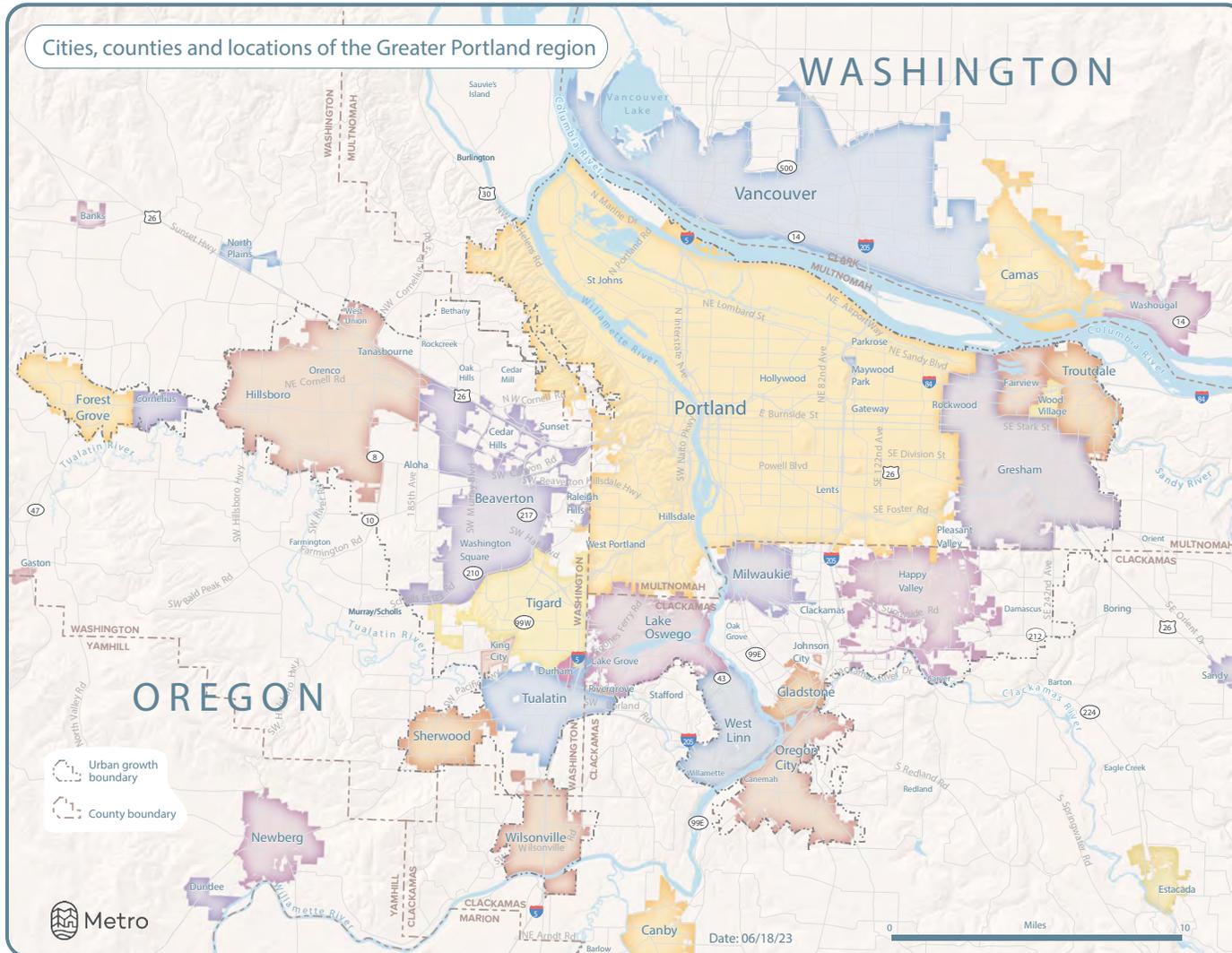
## Metro respects civil rights.

Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

Metro fully complies with Title II of the Americans with Disabilities Act and Section 504 of the Rehabilitation Act that requires that no otherwise qualified individual with a disability be excluded from the participation in, be denied the benefits of, or be subjected to discrimination solely by reason of their disability under any program or activity for which Metro receives federal financial assistance.

If any person believes they have been discriminated against regarding the receipt of benefits or services because of race, color, national origin, sex, age or disability, they have the right to file a complaint with Metro. For information on Metro's civil rights program, or to obtain a discrimination complaint form, visit [oregonmetro.gov/civilrights](https://oregonmetro.gov/civilrights) or call 503-797-1536.

Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. For up-to-date public transportation information, visit TriMet's website at [trimet.org](https://trimet.org).



Metro is the metropolitan planning organization (MPO) designated by Congress and the State of Oregon, for the Oregon portion of the Portland-Vancouver urbanized area, serving 1.7 million people living in the region's 24 cities and three counties. As the MPO, Metro formally updates the Regional Transportation Plan every five years in cooperation and coordination with the region's cities, counties, the Port of Portland, the Oregon Department of Transportation, transit providers and other partners.

**The 2023 Regional Transportation Plan is in public review and will be considered for adoption by regional decision makers in November 2023.**

There are a variety of ways to comment.

Take the online survey or use the online comment form

[oregonmetro.gov/rtp](https://oregonmetro.gov/rtp)

Write a letter

Metro Planning  
600 NE Grand Ave  
Portland, OR 97232

Email

[transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov)

Call

503-797-1750  
503-797-1804 TDD

Comment at a Metro Council public hearing

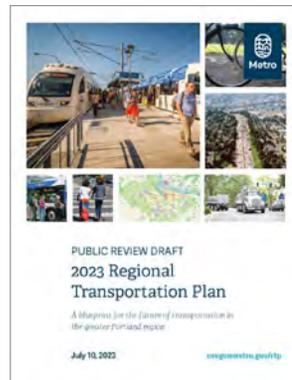
10:30 a.m. on July 27 or Sept. 28, 2023  
Metro Council meets in person at Metro Regional Center, 600 NE Grand Ave., Portland, 97232 and online via Zoom.

Visit [www.oregonmetro.gov/council](https://www.oregonmetro.gov/council)

To request language or other accommodations contact [transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov) or 503-797-1750.

## Share your thoughts

Comment on the Public Review Draft 2023 Regional Transportation Plan and High Capacity Transit Strategy from July 10 - Aug. 25, 2023. Your input will help guide decision-makers as they work together to finalize the policies, strategies and projects that will shape Greater Portland's transportation system through 2045.



Click here to provide your feedback with a brief survey or online comment form 



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

## Table of contents

Introduction	1
Input from across the region	3
Regional context	5
RTP vision and goals	10
Project list overview	11
Plan outcomes	17
Funding outlook	33
Implementation strategies	35
Local and regional plans and programs	39

The 2023 Regional Transportation Plan (RTP) identifies urgent and long-term transportation needs, investments to meet those needs and the funds the region expects to have available through 2045. The policies in the plan provide guidance for transportation providers that design and manage roadways, transit and trails. These agencies include cities, counties, the Oregon Department of Transportation, transit agencies and the Port of Portland.

The region's transportation needs far outweigh available resources. More funding and continued collaboration to prioritize investments are critical to meeting the region's goals.



## How was the plan developed?

Every five years, Metro brings together communities across the greater Portland region to update the region's shared vision and investment strategy for transportation. Since Fall 2021, Metro worked with members of the public, policymakers and community and business leaders to update the region's shared transportation vision and investment strategy through 2045. There were thousands of individual touch points through public engagement activities and engagement with agency partners.

## What does the plan do?

The plan includes new approaches for addressing mobility and prioritizing investments to advance transportation mobility, safety, equity, economic and climate goals. The goals, policies, projects and strategies in this plan also address federal, state and regional planning requirements based on shared regional values and outcomes, including implementation of the 2040 Growth Concept.

This plan will help to:

- **Restore and grow transit service** coverage to build the next generation of frequent, reliable and connected transit throughout the region.
- **Advance major projects** on the region's interstate highways and bridges.
- **Increase affordable travel options**, prioritizing completing gaps in biking and walking connections in equity focus areas and near transit to provide safe streets for the most vulnerable travelers.
- **Improve safety, reliability and mobility** for people and goods.
- **Reduce emissions** to meet our climate and air quality goals.
- **Move us closer to the region's transportation vision.**

**However, more work and funding are urgently needed.**

Since October 2021, numerous groups have gathered to help shape the RTP.

- 14 Joint Policy Advisory Committee on Transportation meetings
- 19 Metro Council meetings/workshops
- 6 JPACT/Metro Council workshops
- 35 Transportation Policy Alternatives Committee/Metro Technical Advisory Committee meetings and workshops
- 4 consultation meeting with federals, state and resource agencies
- 6 consultation meetings with Tribes
- 2 business forums
- 3 community leaders forums
- 7 community based organizations engaging 300+ community members
- 3 Metro Committee on Racial Equity meetings
- 6 high capacity transit working group meetings
- 3 online surveys with 3,447 participants
- 41 stakeholder interviews
- 4 forums held in Spanish, Chinese, Vietnamese and Russian
- 1 focus group with people with limited English proficiency

## INPUT FROM ACROSS THE REGION

# Connecting and collaborating

The 2023 Regional Transportation Plan was developed with guidance from Metro Council and the Joint Policy Advisory Committee on Transportation with support from advisory committees including The Metro Policy Advisory Committee, the Transportation Policy Alternatives Committee, the Metro Technical Advisory Committee and Committee on Racial Equity. Integral to this decision-making process were timely opportunities for the public to provide input.

The 2023 RTP brings together the input of thousands of people who live, work and travel across the greater Portland region. Meaningful engagement and consultation with Tribes, community members, community-based organizations, businesses, transportation agencies and elected officials contributed to a shared vision and strategy for investing in a transportation system that serves everyone. Engagement activities centered historically underrepresented communities, including people of color, youth and people with limited English proficiency.

 [Click here to learn more about the priorities of community members and other stakeholders](#)

"Bus stops need to be on sidewalks that are accessible, it is hard to get off the bus if you are using a wheel chair and there is no even sidewalk."

UNITE OREGON PARTICIPANT

"I'm so glad we have this opportunity to be here and voice our opinion. I always wondered how we got money for this type of development, but now things are more clear to me and it is good that federal money is being used for a good cause."

CENTRO CULTURAL PARTICIPANT

"There needs to be heated covered areas and seats in public transportation services; people have kids and groceries to take home during varying weather conditions."

CENTRO CULTURAL PARTICIPANT



The public comment period for the RTP is July 10 - August 25, 2023.

**CLICK HERE TO SUBMIT YOUR COMMENTS** 

## What have we heard?

Members of the public have shared their transportation needs and priorities through online surveys, forums and events hosted by community based organizations. The people of the greater Portland region want safe, affordable and reliable transportation – no matter where they live, where they go each day or how they get there.

### **Safety is the top concern.**

People are concerned about car crashes while walking and biking. They are also concerned about personal safety in relation to hate crimes, harassment, violence and people's unpredictable behavior. These especially are concerns for people using transit. People want to see more investment in lighting, safe places to walk and roll, improved transit stops and security, that are not police, in and around transit.

### **Climate action and resilience are important.**

Community members point to major RTP projects that do not do enough to reduce greenhouse gas emissions. People are concerned about transportation's impact on clean air and ecosystems and want to see investment in transit, walking and biking. Community members also express concern about how the transportation system will adapt to climate change, especially for community members who are most vulnerable to extreme weather.

### **Investing in transit service is a priority.**

Communities across the greater Portland region want access to transit that gets them where they need to go in a reasonable amount of time. Community members want transit that is accessible, affordable, efficient and frequent.

### **Maintain the transportation system.**

Maintaining streets and sidewalks and making needed repairs is a priority. Buses and MAX cars need to be maintained to feel safe and comfortable.

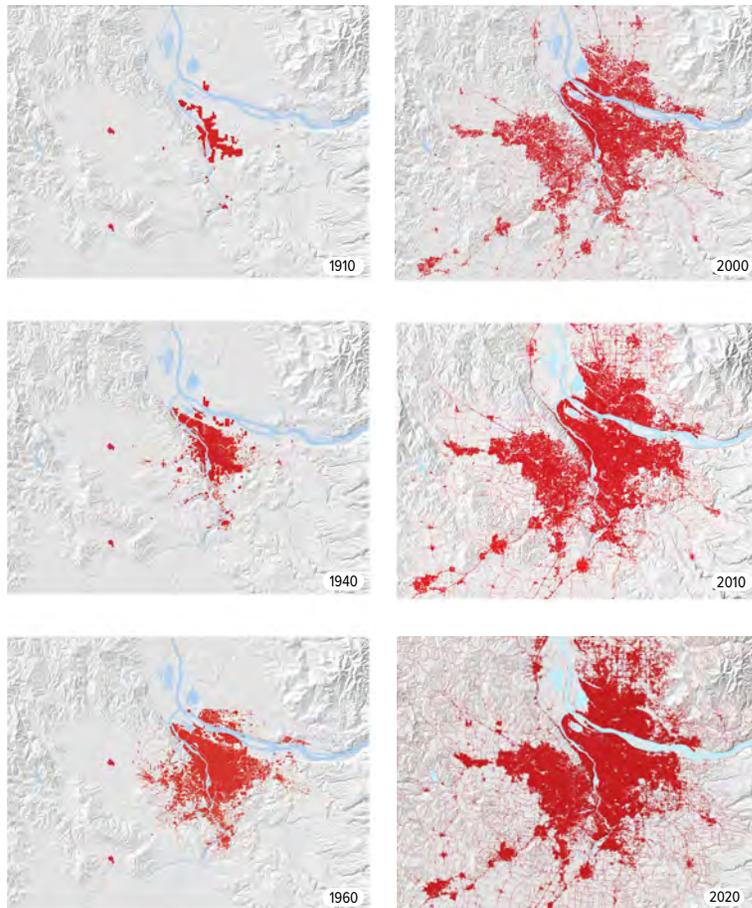
### **Invest in safe and accessible places to walk/roll.**

Community members highlighted that many parts of the region need more sidewalks, and all sidewalks need to be ADA accessible. Community members stress the importance of making routes to transit stops and stations accessible.

### **Invest in communities.**

Many communities want to see relatively small-scale investments in infrastructure, including local road connections and safety improvements such as lighting and improved crossings.

### Change in urban land cover in the greater Portland region: 1910-2020



SOURCE: Historic Metropolitan Planning Commission Maps, NOAA CCAP Landcover

### REGIONAL CONTEXT

## The greater Portland region continues to grow and change.

Communities across greater Portland have a history of collaboration and innovation to manage growth and infrastructure across jurisdictional boundaries.

Because of the region's dedication to planning and working together to make local and regional plans a reality, the region has set a wise course for managing growth – but times are challenging. We are at pivotal moment. The impacts of climate change, generations of systemic racism, economic inequities, housing affordability, and the pandemic have made clear the need for action. The greater Portland region continues to grow, technology is changing quickly and our roads and bridges are aging. There is a need for new kinds of leadership, innovation and thoughtful deliberation and action to ensure the 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 is forecasted to grow significantly between now and 2045. During that time, the region's population is anticipated to grow by 29 percent, while employment grows by 23 percent.*

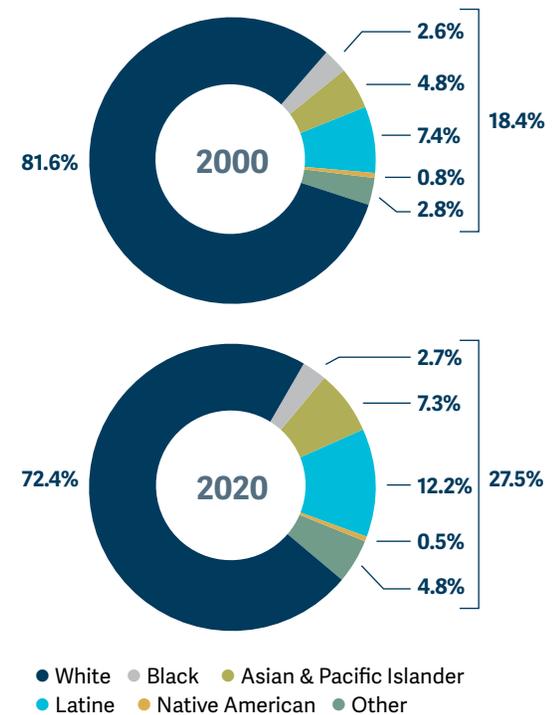
Though the COVID-19 pandemic slowed population and job growth in the greater Portland region and in many other major metro areas, this growth is expected to pick up again in the future. More than one-half million more people will be living here by 2045. Population and employment growth has a strong influence on congestion, and therefore on related performance measures such as access to jobs and corridor travel times. The region's goals include improving access to jobs and reducing travel times on key corridors regardless of how much growth occurs. All other things being equal,

these goals are harder to achieve when the region is growing rapidly. Comparing the change in access to jobs and travel time reduction to overall population and employment growth can help to distinguish whether growth or other issues are the driving factors behind the changes.

### Recent demographic changes

The region continues to grow more racially and ethnically diverse. The share of residents who identify as people of color has steadily increased over the past several decades; from less than 1 percent in 1960 to 28 percent in 2020. Between 2000 and 2020, the share of residents in greater Portland who identify as people of color grew from 18 percent to 28 percent.

**Population by race and ethnicity in the seven-county region, 2000 and 2020**

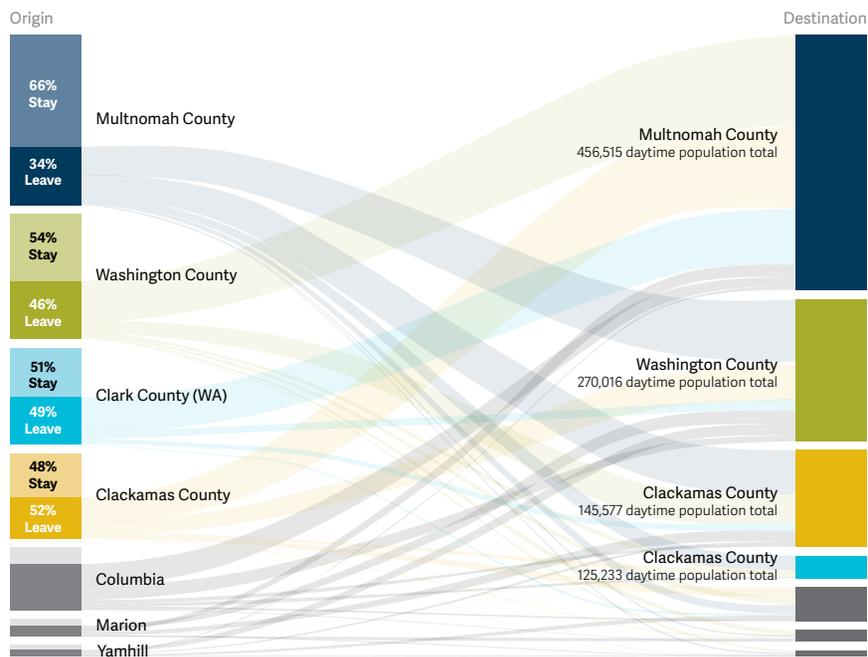


SOURCE: 2020 US Census data

## How workers move around the region

As the greater Portland region continues to grow into a major metropolitan area, with increasing housing prices and a more specialized economy, commute patterns are becoming more complex. Over 45 percent of workers in the three Metro-area counties work in a different county than where they live. Multnomah County sees the largest inflow of commuters, and though there has been some growth in commutes into the region from outside communities, the majority of trips in the region continue to be between Multnomah, Washington and Clackamas Counties. Most of the longer-distance commute trips shown below are currently made by car. As the region grows, frequent and high-capacity transit routes are needed to provide affordable, congestion-free commute alternatives.

### Commuting patterns in the greater Portland region

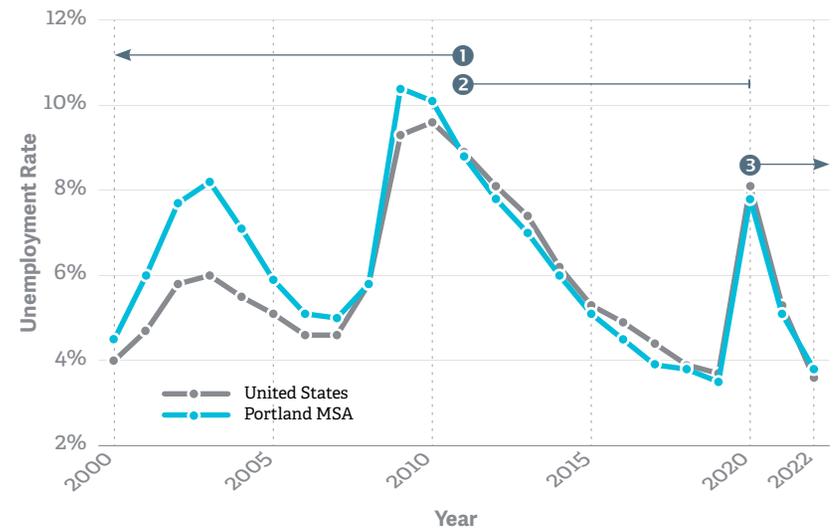


SOURCE: 2019 Longitudinal Employer-Household Dynamics

## Jobs and growth

Before 2011, the region generally experienced higher unemployment rates than the national average, particularly during recessions (1). But since 2011, the region has consistently had lower unemployment rates than the rest of the country (2). In the Portland region and nationwide, the COVID-19 pandemic triggered an exceptional recession, which receded much more quickly than prior recessions (3).

### Unemployment rate in the greater Portland region vs. the U.S., 2000-22



SOURCE: 2022 Bureau of Labor Statistics

# Implementing the region's land use vision

*In 1995, the greater Portland region adopted the 2040 Growth Concept. The long-range plan for managing growth 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 2023 Regional Transportation Plan is a key tool for implementing the **2040 Growth Concept**. The 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. Implicit in the 2040 Growth Concept is the understanding that compact development is more affordable, sustainable, livable and fiscally responsible than urban sprawl, and will help reduce the region's carbon footprint. 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.

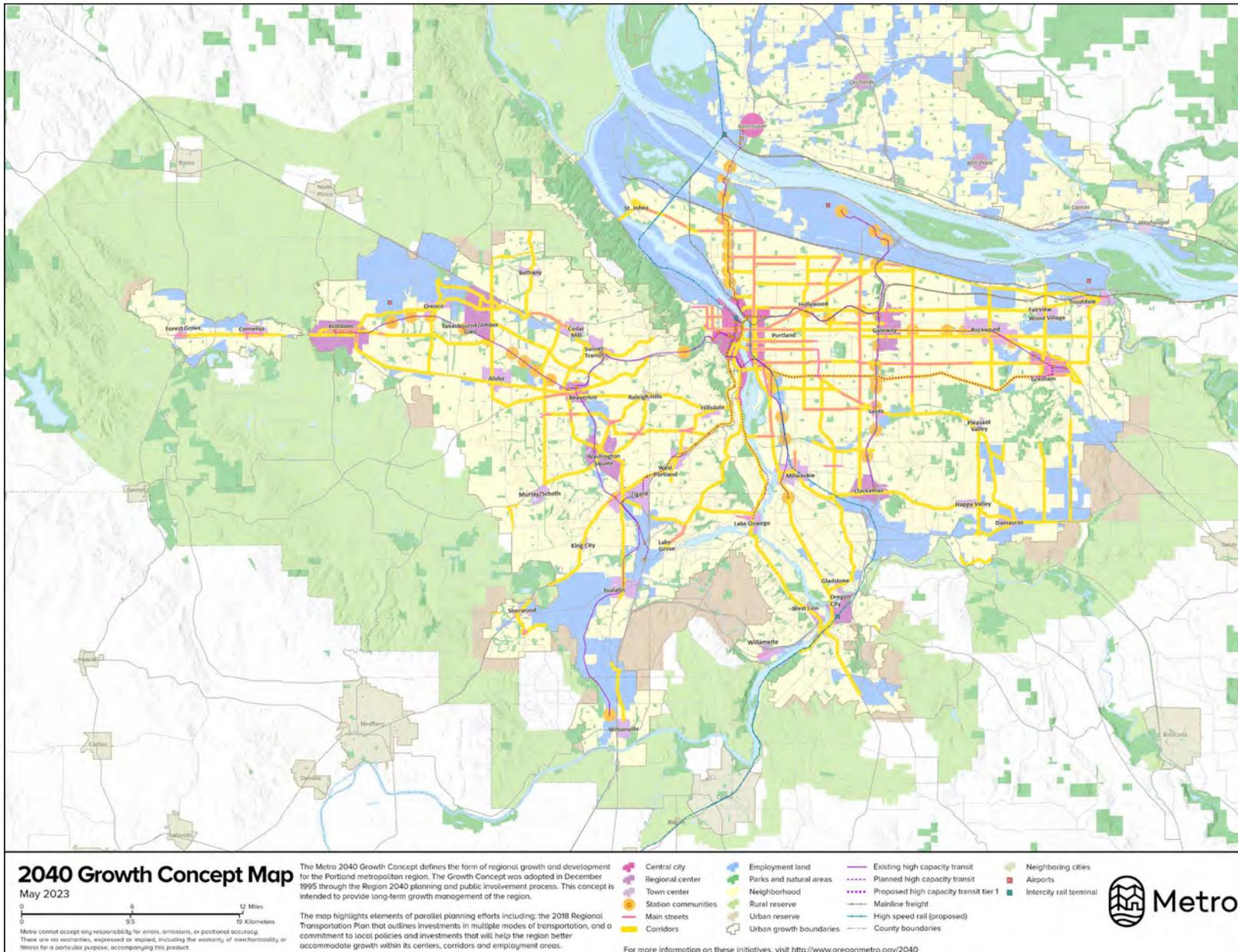
## Attributes of great communities

Six desired regional outcomes for the region were endorsed by Metro Policy Advisory Committee and approved by the Metro Council in 2008. The 2023 Regional Transportation Plan seeks to help achieve these outcomes.



Employment lands clustered along major highways are hubs for regional commerce. These areas include industrial land and freight facilities for truck, marine, air and rail cargo 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.







**2023 RTP Vision**

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

# Toward a transportation system that aligns with the region's values

The vision and goals reflect the values and desired outcomes for the future of the region's transportation system expressed by the public, decision-makers and community and business leaders. In 2022, JPACT and Metro Council approved a transportation vision and five supporting goals to guide the development of the RTP.



**Mobility Options**

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



**Thriving Economy**

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



**Safe System**

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



**Climate Action and Resilience**

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



**Equitable Transportation**

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

In addition to the RTP vision and goals, project priorities have been informed by: **public engagement** [↗](#); adopted regional plans, strategies, policies and frameworks (see pages 35-38); federal and state policies and requirements; the **RTP needs assessment** [↗](#); the revenue forecast, and **other research** [↗](#).

## PROJECT LIST OVERVIEW

# What projects are in the 2023 RTP?

There are two ways to explore the 2023 RTP Project lists: an interactive map and a database.

### RTP project lists

The RTP brings city, county, regional and state priority transportation projects together to create a **coordinated regional transportation priority list for the period from 2023 to 2045**. It is a key step for these projects to qualify for potential state and federal funding. All types of projects are included in the Regional Transportation Plan list – highways, roads, transit, freight, biking and walking as well as programs. The current list includes **1,067 projects**.

The RTP contains three project lists: the 2030 Project List, the 2045 Project List, and the 2045 Strategic List. Together, the 2030 and 2045 project lists comprise the “financially constrained” projects, which refers to all the projects that can be built by 2045 within the constraints of expected funding availability.

**2030 PROJECT LIST**

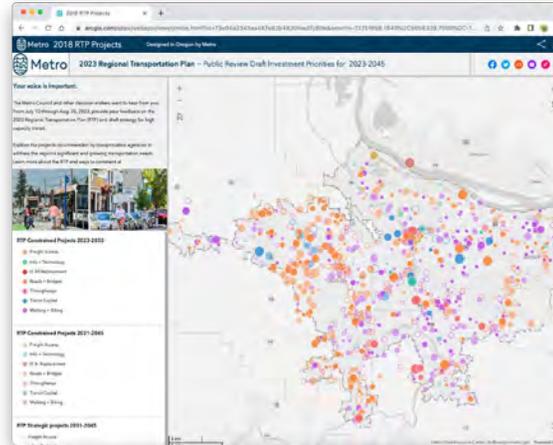
Projects that can be built by 2030 with funds the region currently expects to have available.

**2045 PROJECT LIST**

Projects that can be built by 2045 with funds the region currently expects to have available.

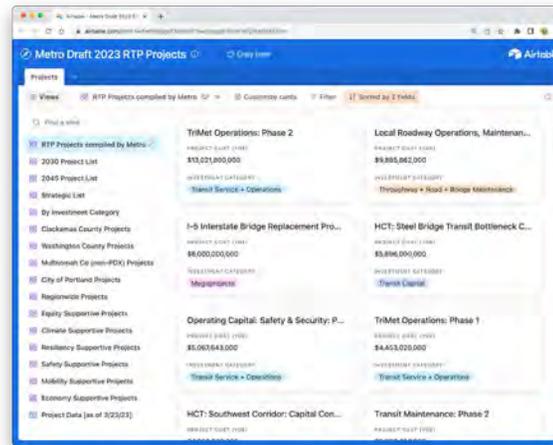
**2045 STRATEGIC LIST**

Projects on the 2045 strategic list do not yet have identified funding.



[Click here to view 2023 RTP Interactive Project Map](#)

*The project map shows locations for projects with dots colored by investment category and scaled to project cost range. Click on any dot to see project details and zoom in to see the project location extent on the map.*



[Click here to view 2023 RTP Project Database](#)

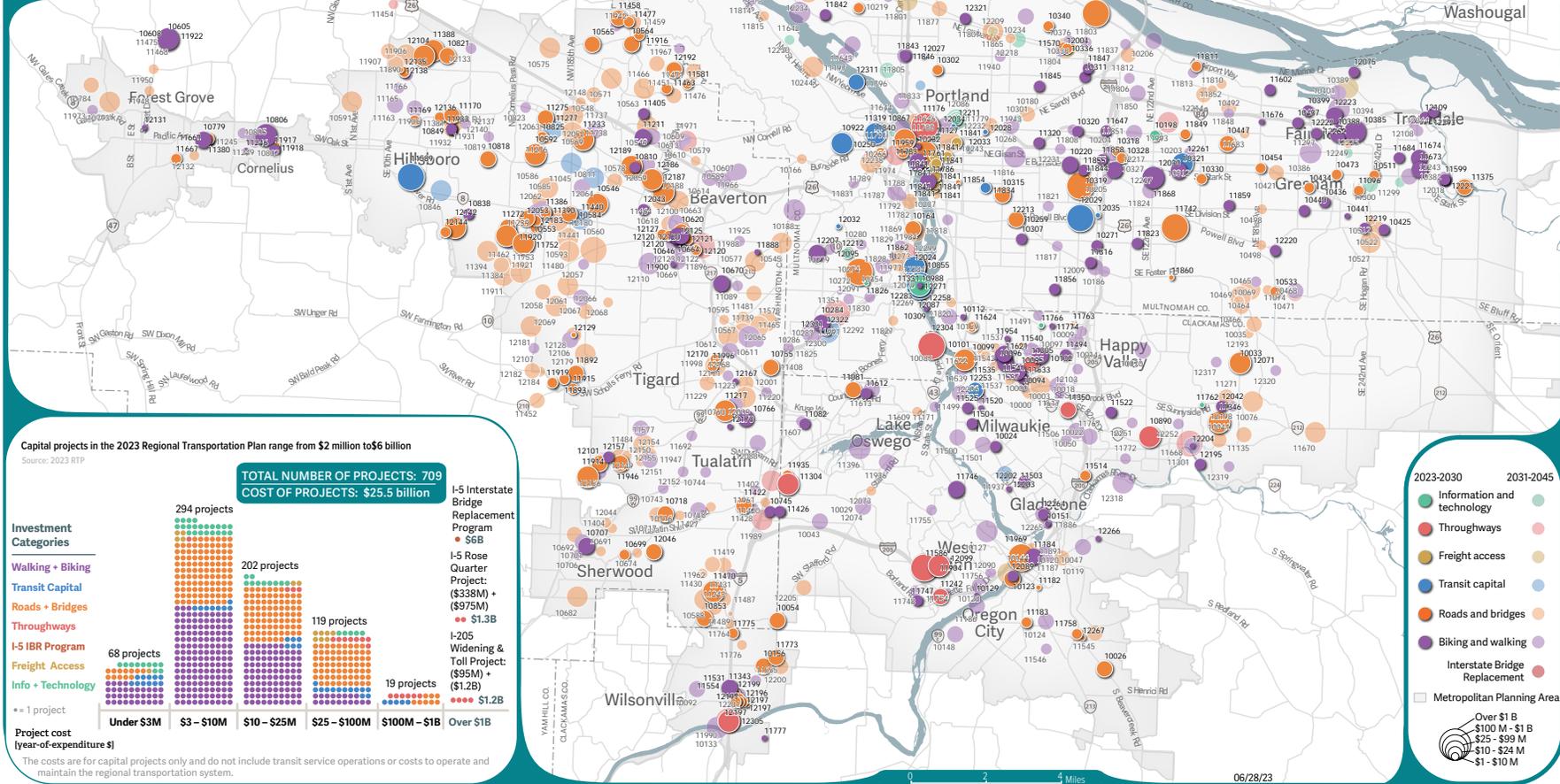
*The project database allows you to filter and sort the project list using numerous parameters. For instance, you can view projects by investment category, project location, and goal area performance.*

# 2023 Regional Transportation Plan Financially Constrained projects 2023-2045

Recommended by transportation agencies, 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 with dedicated funding and projects that can be implemented with the funds the region currently expects to have available through 2045.

These projects have been prioritized into two investment time frames:  
2023-2030 and 2031-2045.

For more information and to access an interactive online map, visit <https://arcg.is/09LHnu>



Capital projects in the 2023 Regional Transportation Plan range from \$2 million to \$6 billion  
Source: 2023 RTP

**TOTAL NUMBER OF PROJECTS: 709**  
**COST OF PROJECTS: \$25.5 billion**

Investment Categories	Number of Projects
Walking + Biking	294 projects
Transit Capital	202 projects
Roads + Bridges	119 projects
Throughways	68 projects
I-5 IBR Program	19 projects
Freight Access	19 projects
Info + Technology	19 projects

Project cost (year-of-expenditure \$)

Project Cost Range	Number of Projects
Under \$3M	1
\$3 - \$10M	1
\$10 - \$25M	1
\$25 - \$100M	1
\$100M - \$1B	1
Over \$1B	1

The costs are for capital projects only and do not include transit service operations or costs to operate and maintain the regional transportation system.

**I-5 Interstate Bridge Replacement Program • \$6B**

**I-5 Rose Quarter Project: (\$338M) + (\$975M) • \$1.3B**

**I-205 Widening & Toll Project: (\$95M) + (\$1.2B) • \$1.2B**

**2023-2030**      **2031-2045**

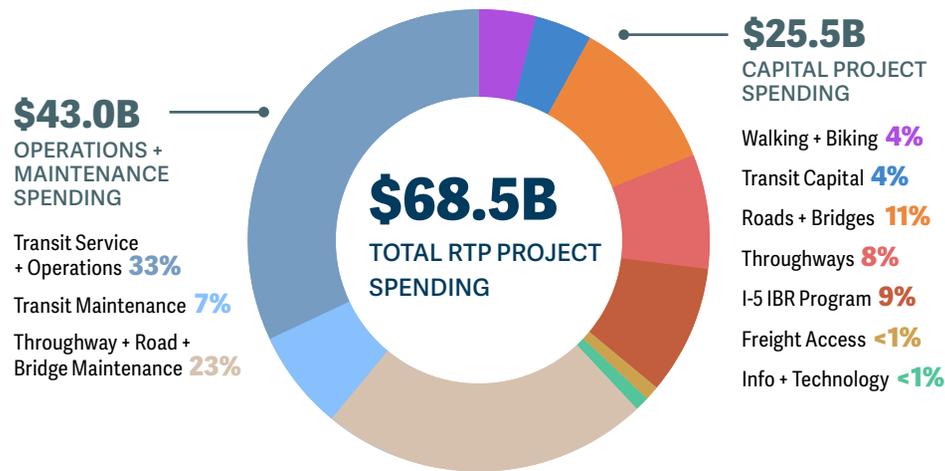
- Information and technology
- Throughways
- Freight access
- Transit capital
- Roads and bridges
- Biking and walking
- Interstate Bridge Replacement
- Metropolitan Planning Area

Over \$1B  
\$100M - \$1B  
\$25 - \$99M  
\$10 - \$24M  
\$1 - \$10M

# The 2023 RTP includes over \$68 billion in transportation investments.

This spending represents 771 projects (58 operations and maintenance projects and 713 capital projects) expected to happen between now and 2045. Capital projects make up 37 percent of the total constrained project list (see next page). Operations and maintenance comprise the remaining 63 percent. Spending figures are in year-of-expenditure (YOE) dollars.

## 2023 RTP spending by investment category

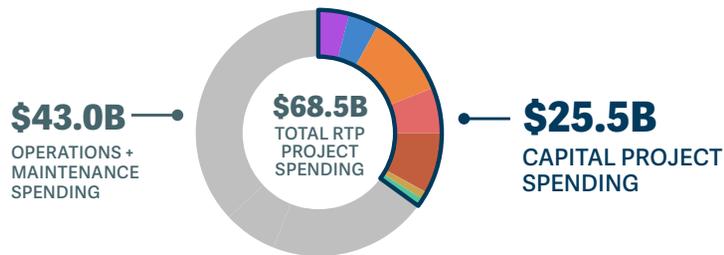


### NOTES:

- Year of Expenditure \$ represent current year costs inflated to a projected cost for the year of expenditure.
- Totals and percentages may not add up due to rounding.
- Road and bridge projects include street reconstructions, new street connections and widening, and throughway overcrossings with designs that support walking and biking to provide mobility and access for all modes of travel.
- Freight access projects improve access and mobility for national and international rail, air and marine freight to reach destinations within the region's industrial areas and to the regional throughway system.
- City/county totals do not sum to regional totals because many RTP projects cross county lines. Where this is the case, the entire project cost is included in the totals for each county in which it is located.
- The I-5 Interstate Bridge Replacement (IBR) Program is reported separately due to the overall cost and mix of investments that would be constructed as part of the project. The project would replace I-5/Columbia River bridges, add auxiliary lanes and improve interchanges on I-5, extend light rail transit from Expo Center to Vancouver, WA, add walking and biking facilities and implement variable rate tolling.

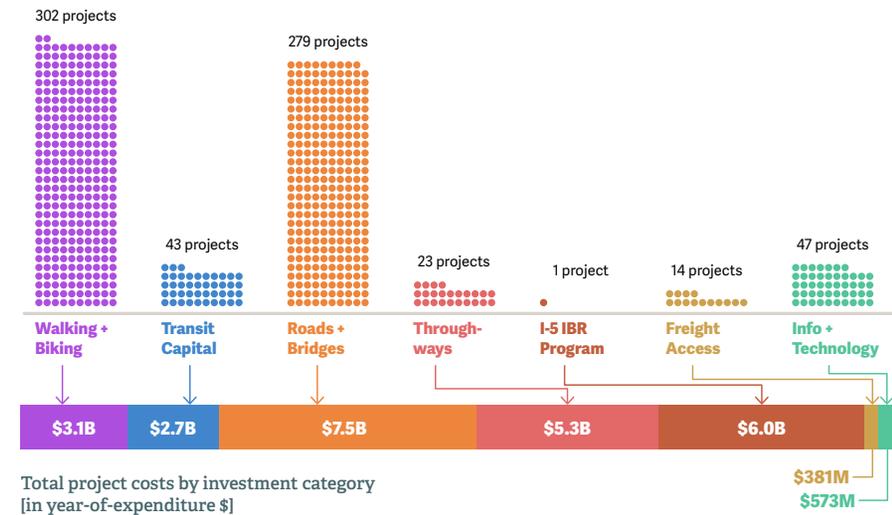
# Capital projects by the numbers

While almost two thirds of RTP spending is devoted to maintaining and operating the existing transportation system, **more than \$25 billion is expected to be available to build 709 new projects between 2023 and 2045.** The following charts describe how the RTP capital spending is allocated among different project types, sizes, and nominating agencies.



## Number and cost of RTP capital projects by investment category

Approximately half of the capital projects (by number)—and 22% of capital spending—support walking, biking and transit.



For more detailed information on the following major capital projects, see Chapter 8 of the RTP or the project websites:

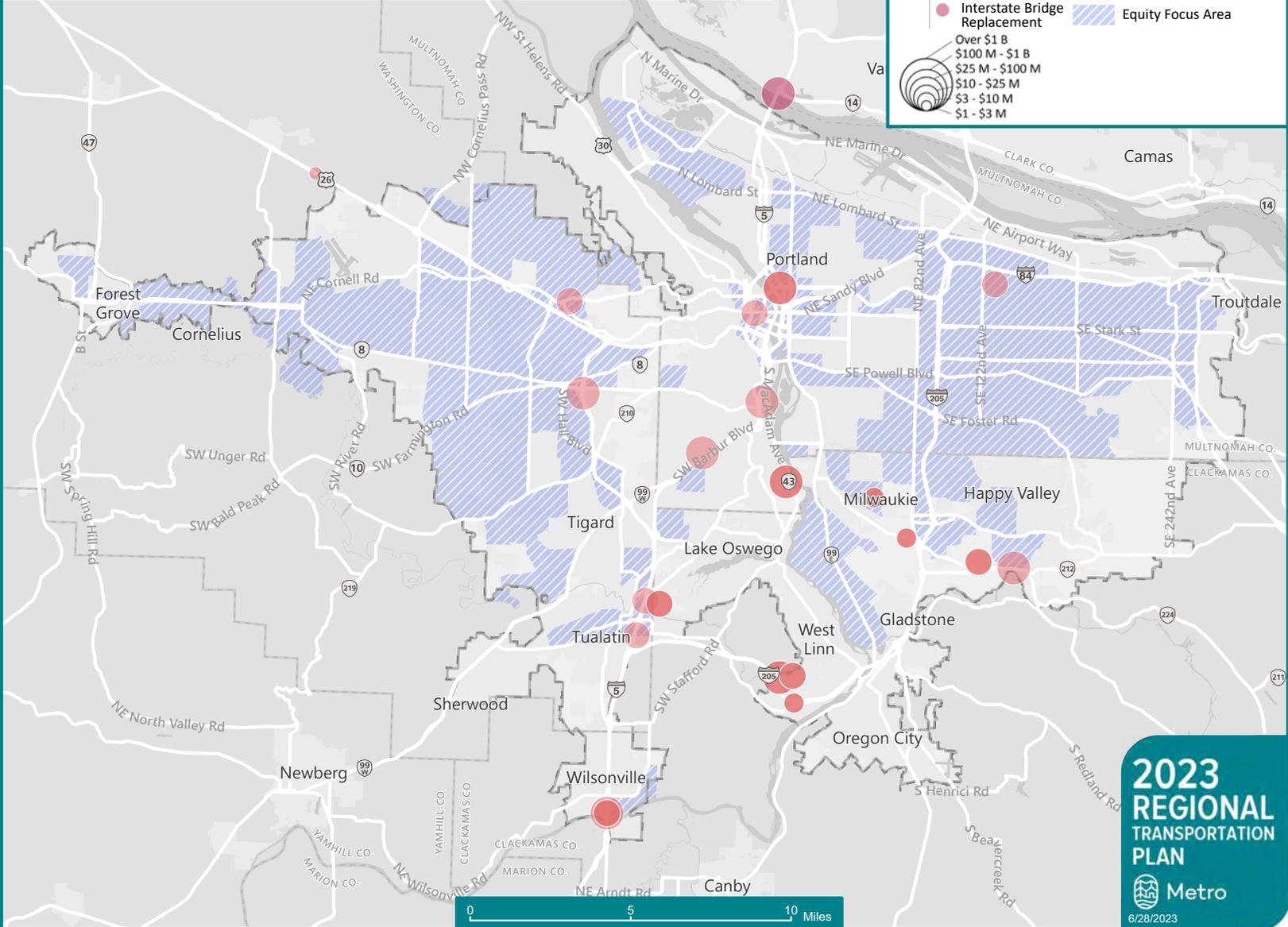
- [Interstate 5 Bridge Replacement \(IBR\) Project](#)
- [Sunrise Project and Sunrise Community Visioning Project](#)
- [Southwest Corridor Project](#)
- [I-5 Rose Quarter Improvement Project](#)
- [I-205 Abernethy Bridge and Phase 1A Construction](#)
- [I-205 Toll Project](#)
- [I-5 & I-205 Regional Mobility Pricing Project](#)
- [I-5 Boone Bridge Replacement](#)
- [Earthquake Ready Burnside Bridge](#)
- [82nd Avenue Transit Project](#)
- [Tualatin Valley Highway Transit and Development Project](#)

## Number and cost range of RTP capital projects by investment category

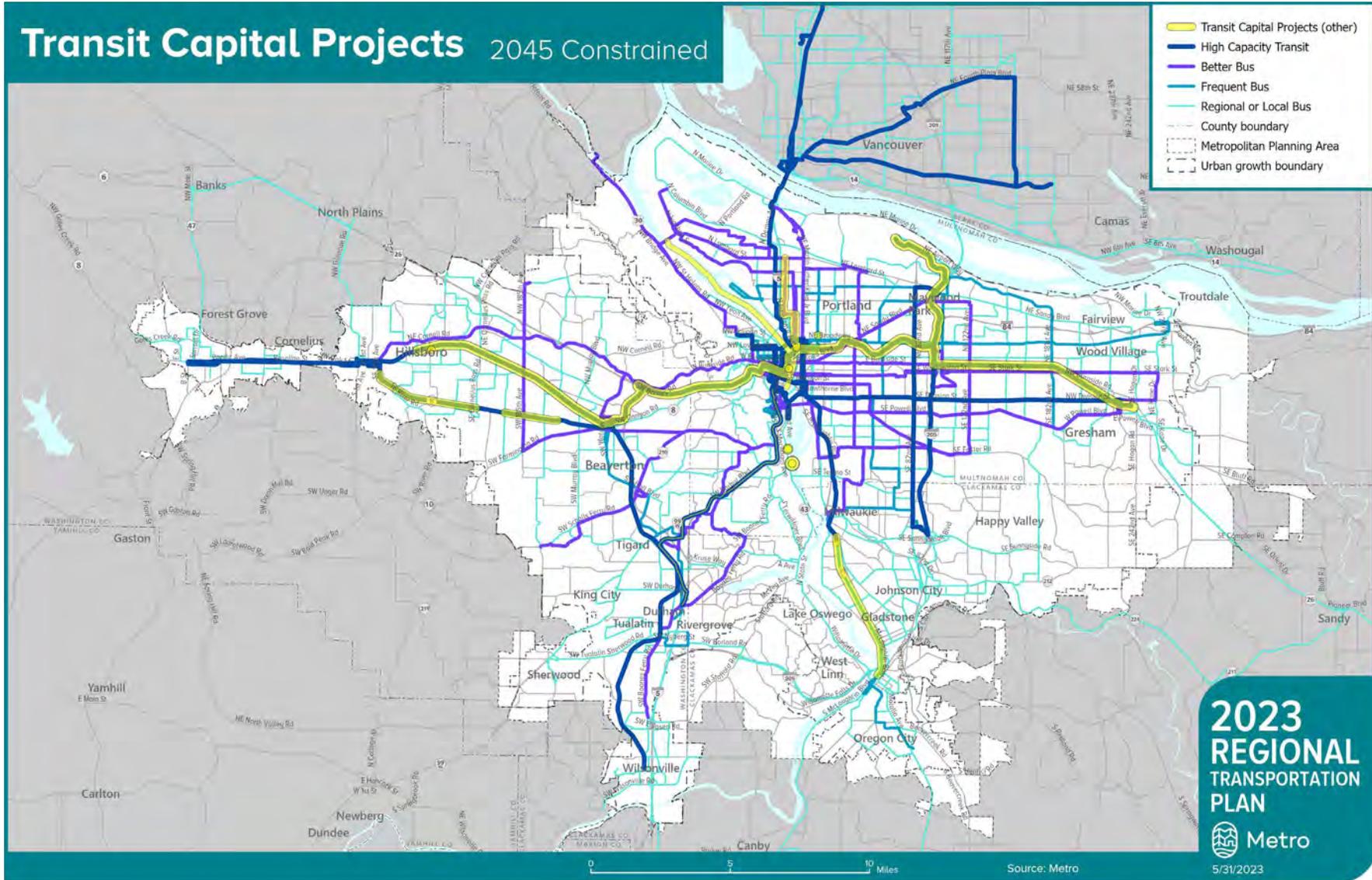
Approximately half of the capital projects cost less than \$10M, approximately half cost between \$10M and \$1B, and the “big three” projects—the I-5 Interstate Bridge Replacement Program, the I-5 Rose Quarter Project, and the I-205 Widening and Toll Project—each cost more than \$1B.



# Financially Constrained Projects Interstate Bridge Replacement and Throughways Projects



# Transit Capital Projects 2045 Constrained





#### OUTCOMES OF THE PLAN

## How does the RTP address the region's goals?

*The financially constrained project list in the 2023 Regional Transportation Plan was analyzed to understand the plan's impact on regional goals related to mobility, safety, equity, climate and economy.*

Projects in the RTP have been proposed and selected using an **outcomes-based approach**, which uses measurable objectives and performance targets. Targets are used to evaluate performance over time and to monitor how the transportation system is performing between plan updates, which occur every five years.

The RTP uses several different performance measures to capture the region's progress in each of the goal areas and compares the results to targets that are established through the state and federal rules that guide the RTP. The system analysis uses Metro's travel model and other analytical tools. The analysis accounts not only for the projects and policies in the RTP, but also for factors such as projected population and job growth.

The system analysis results are described alongside key takeaways from the high-level project list assessment. This assessment considered whether individual planned projects have certain features that support RTP goals.

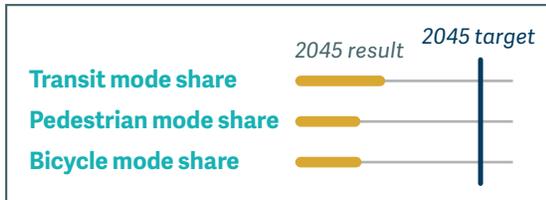
*Note: Unless otherwise noted, data from the following charts and figures is from the Metro Research Center.*



# Mobility

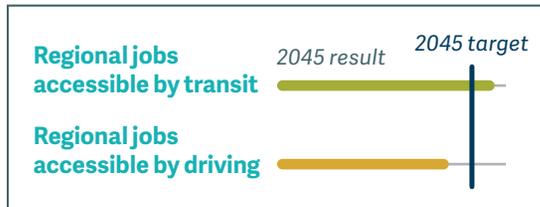
*The RTP aims to provide people and businesses with affordable, convenient, sustainable, and safe connections to destinations. The RTP has many different performance measures related to mobility. For some of these measures the RTP meets performance targets, and for other measures it falls short.*

**The RTP increases transit and multimodal travel, but does not meet the region’s targets to triple transit, walking and bicycling mode share.**



Metro’s travel models forecast that the investments in the RTP help to increase the share of trips that people make by taking transit, walking and biking, but only by small amounts. Transit mode share is forecasted to grow by 1.3 percent between 2020 and 2045. This is a relative increase of more than 30 percent, which is significant, but still short of adopted targets. Walking and bicycling mode shares increase by much smaller amounts than transit mode shares.

**The RTP generally improves access to jobs.**



Generally, the investments in the RTP help keep both roads and transit vehicles moving more efficiently, which increases access to jobs. The percentage of the region’s jobs that are accessible by transit increases between 2020 and 2030 and then starts to decline between 2030 and 2045. Increasing congestion near some job centers appears to

contribute to declining motor vehicle access to jobs in the later years of the plan.

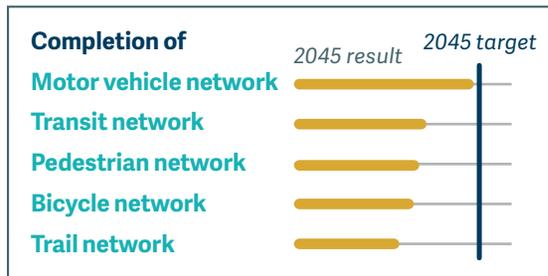
**Driving currently offers much better access to jobs than transit does, and the RTP does not change this even though it improves access to jobs via transit.**



The RTP improves access to jobs via transit more than it does access to jobs via driving. However, driving currently offers access to five to ten times as many destinations as transit, depending on when and where you are traveling. The RTP does not change the fact that driving offers much better access than transit in greater Portland. In order to give people the ability to choose from a variety of seamless and well-connected travel options and services that easily get them where they need to go, transit needs to offer the same level of access as driving. Providing equal access via transit and driving is an aspirational goal for the greater Portland region – and almost any other U.S.

city – due to a decades-long history of auto-oriented development. But closing the gap between transit and driving access has far-reaching benefits for the region.

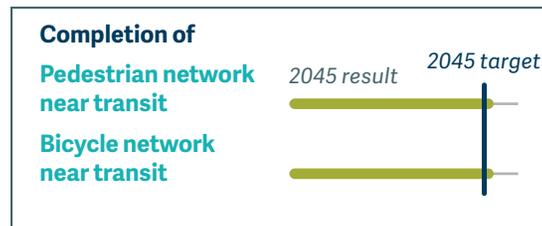
**None of the region’s transportation networks are complete, but the motor vehicle network is much closer than others.**



The RTP mobility goal supports completing planned motor vehicle, transit, pedestrian, bicycle and trail networks. None of these networks are complete, but the motor vehicle network, which will be 99 percent complete in 2045 when other networks are only 58 to 73 percent complete, is much closer than the other networks. Completing all networks in the RTP is important to meeting goals, but the fact that the motor vehicle network is so much more complete than others contributes to the challenge of providing a variety of seamless and connected travel choices. Additional work is being completed by Metro staff to develop approaches for defining system completeness for transportation system

management and operations (TSMO) network and transportation demand management programs.

**The region has been prioritizing completing pedestrian and bicycle facilities near transit, and the RTP upholds this priority.**



The pedestrian and bicycle networks are currently more complete near transit than in other locations in the region, and though the RTP does slightly less to complete these networks near transit than in other parts of

the region, they will still be more complete in 2045.

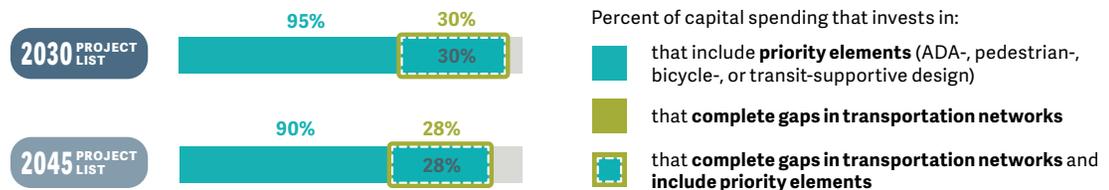
**The RTP meets the throughway reliability thresholds for throughways with traffic signals, but not for some limited-access throughways. The plan is expected to maintain current levels of reliability.**

The throughway performance measure and thresholds aim to identify future transportation needs on the region’s throughways using travel speed as a proxy for reliability.

The draft policy proposes a minimum throughway performance threshold of no more than four hours per weekday with travel speeds below 35 miles per hour on "controlled access freeways" (i.e., I-5, I-84, I-205, I-405, US 26 and OR 217) or 20 miles per hour on non-freeway throughways with traffic signals (i.e., OR 99E, US 30, OR 212). If

### How does the RTP invest in mobility?

Almost all of the RTP projects include design elements that support travel by walking, rolling, biking or transit (■). However, slightly under a third of the RTP capital spending goes toward projects that close gaps in regional transportation networks (■). Increasing this share could help make better progress toward completing the transportation system.

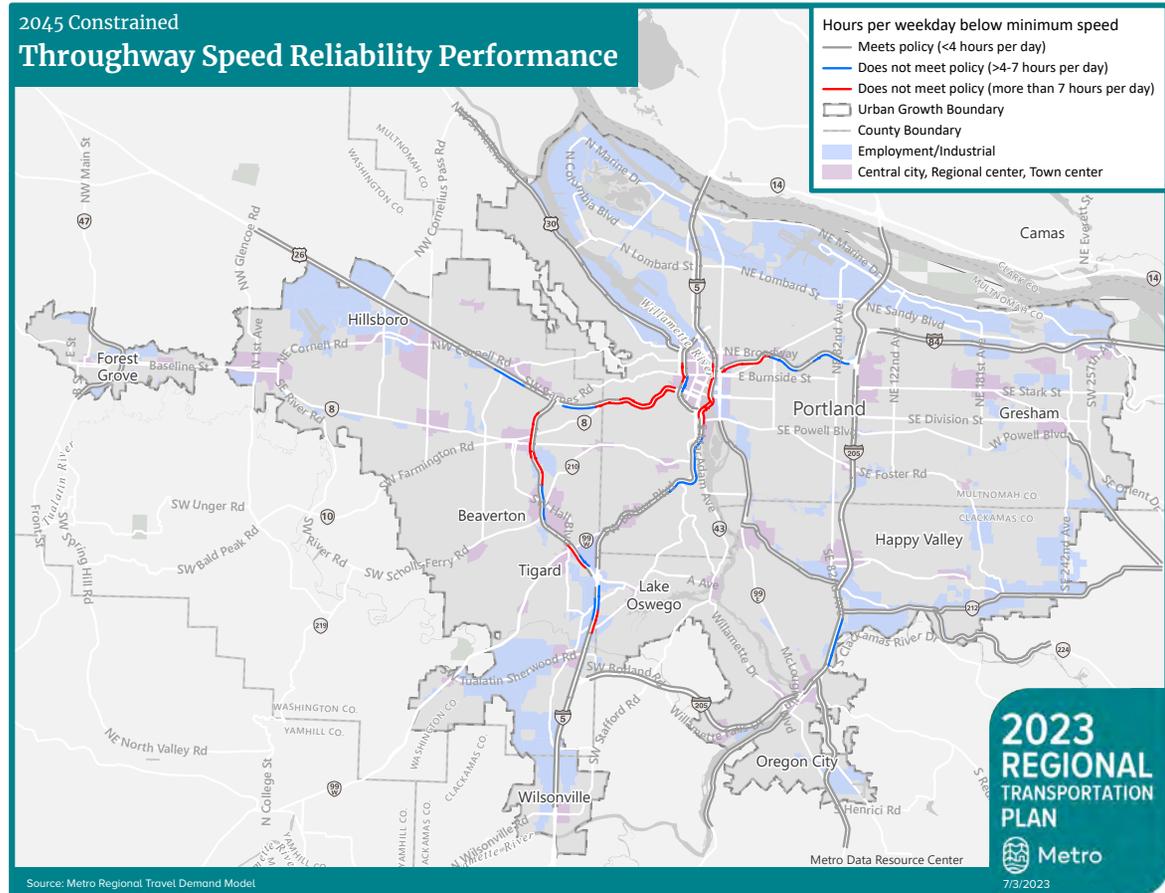


average speeds fall below the applicable speed threshold for more than four total hours in a day, a system failure is indicated at that location and a transportation need exists.

All signalized throughways in the region are projected to meet this threshold, but a portion of the limited-access throughways are not. In spite of the fact that some throughways do not meet regional mobility thresholds, the RTP generally maintains current levels of reliability through 2045, with some notable exceptions along OR 217, US 26, and I-84.

Reliability is generally projected to improve between now and 2030 as the region invests in projects that improve reliability, including strategic projects to address bottlenecks, pricing strategies, and multimodal investments such as high capacity transit, completing gaps in walking, biking and roadway networks and system management strategies that help to slow growth in travel on the region's throughway system. Reliability then declines back to 2020 levels in 2045 due to continued population and employment growth.

The RTP investments help to preserve future throughway capacity for longer distance movement of goods, services and people, and enhance access to the region's industrial areas, ports and intermodal facilities. However, further evaluation of future pricing strategies is needed to better



understand their effect on the region's parallel arterials, low-income households, and land use patterns to ensure that any unintended consequences are identified and addressed in design and implementation. Future corridor-level evaluation is also needed to address deficiencies and specific investment needs identified in this analysis.

*See Chapter 7 to see how throughway reliability changes over time under the RTP and locations that do not meet the throughway reliability thresholds. See Chapter 3 of the 2023 for the updated Regional Mobility Policy.*

**[Click here to submit your comment on the updated Regional Mobility Policy ↗](#)**



## Safety

*The region is not on track to meet its target of reducing fatal and serious injury crashes to zero by 2035. By every safety measure that the RTP tracks, the greater Portland region's streets are getting less safe. The RTP is not maintaining progress toward the 2035 Vision Zero goal.*

### **The region's approach to safety**

In 2018, the Metro Council and Joint Policy Advisory Committee on Transportation adopted a target to reach zero traffic deaths and serious injuries by 2035. To achieve this goal, Metro and the region's transportation agencies employ a Safe System approach. The Safe System approach aims to prevent the most serious crashes by holistically considering street design, speeds, people's behavior, and vehicles. Transportation agencies in the region use proven safety countermeasures to reduce roadway fatalities and serious injuries, including

speed management, medians, crosswalk visibility enhancements, bicycle lanes, sidewalks, and more.

The guiding principles of the Safe System approach acknowledge that people will make mistakes and may have road crashes—but the system should be designed so that those crashes will not result in death or serious injury.

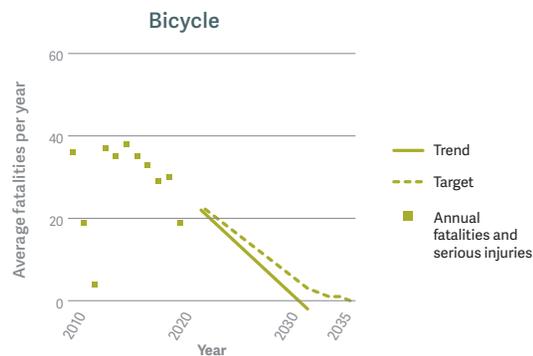
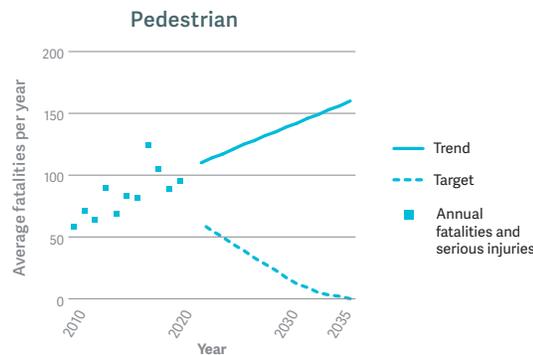
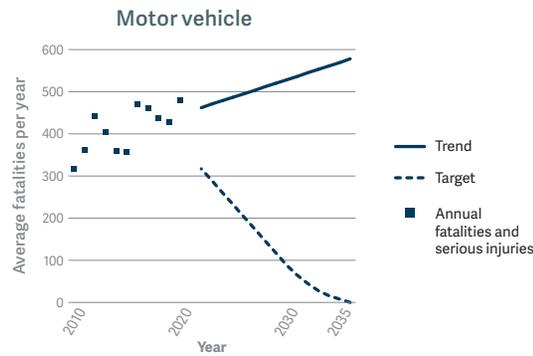
Adopted RTP policies identify strategies and actions for regional partners to improve traffic and personal safety on the region's roadways. Actions include improving arterials with complete streets designs, managing speeds for safety, investing in Safe Routes to Schools and increasing access to transit.

### **Regional safety trends**

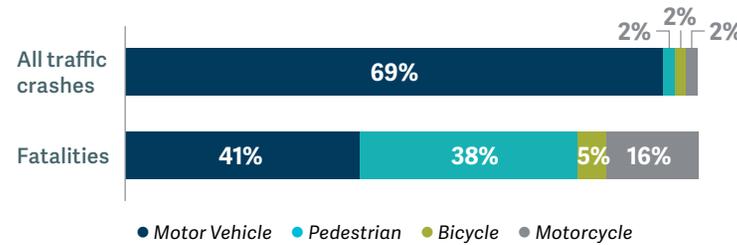
Research on where crashes are occurring in the region and who is affected by different types of crashes helps to explain and contextualize the analysis results. Key findings include:

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

**Targets and trends for annual traffic fatalities and serious injuries by transportation mode, 2009-2020 regionwide**



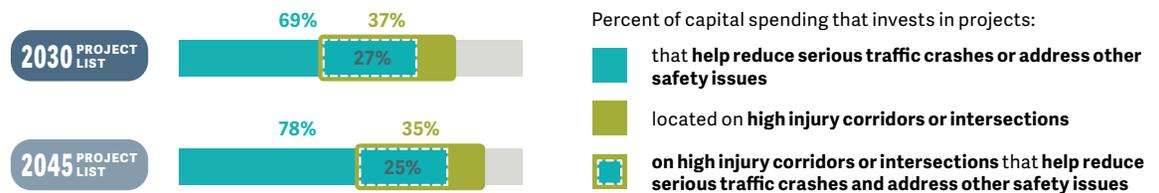
**Percentage of all traffic crashes and traffic fatalities by mode, 2016-2020**



**38%**  
of people who die in crashes are pedestrians

**How does the RTP invest in safety?**

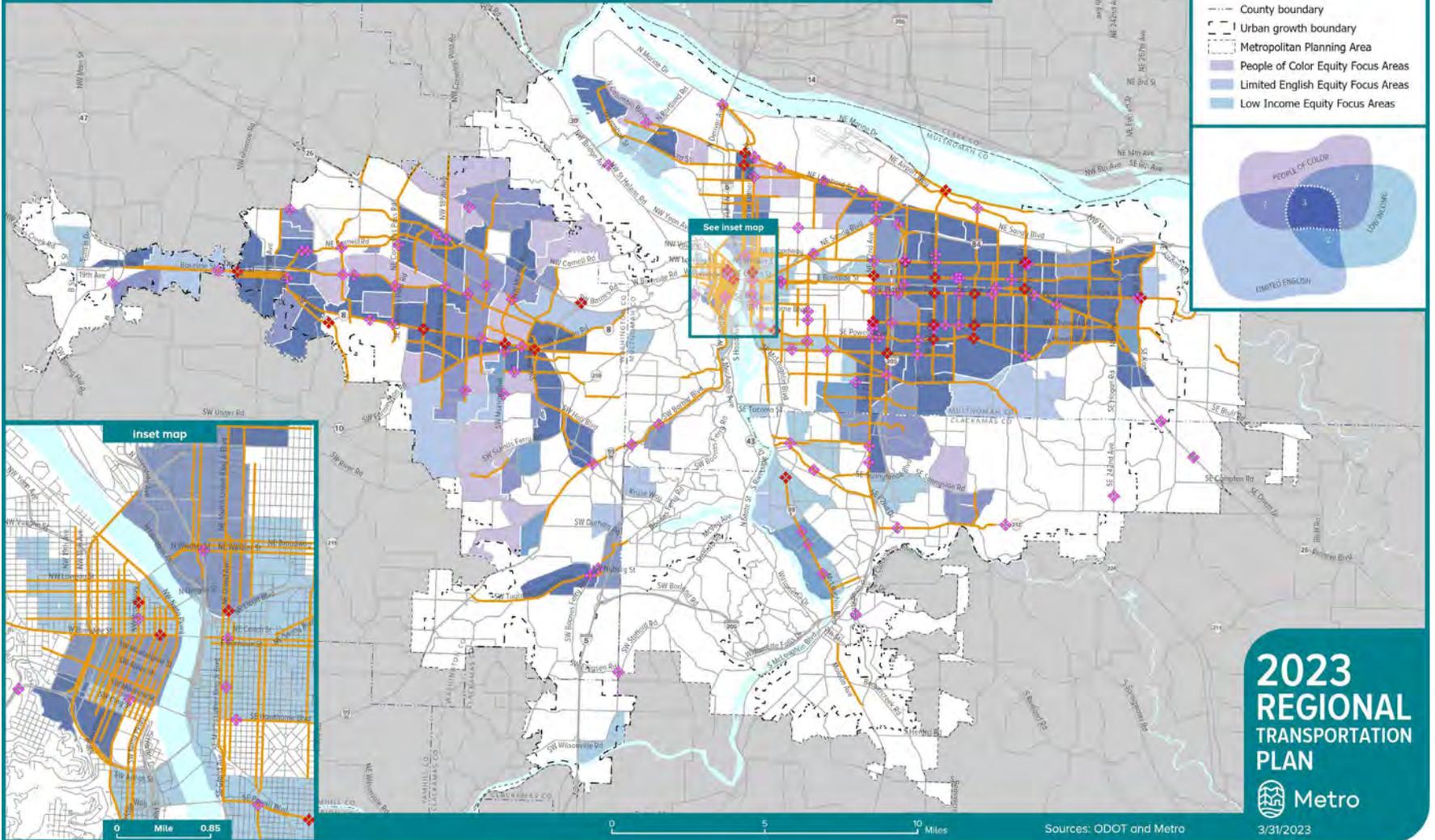
More than two thirds of capital funding in the RTP goes to projects that partner agencies identified as safety projects (■), and roughly half of the total capital budget goes toward projects that are on the high-injury network (■), which includes the relatively small share of roads and intersections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



*Being a woman and a visible Muslim makes it hard and unsafe. I have been harassed several times. We cannot control other people. I appreciate there are security officers on MAX, though.*  
UNITE OREGON PARTICIPANT

*"There needs to be a focus on making sure that safety is a priority before any further development."*  
CENTRO CULTURAL PARTICIPANT

# Regional High Injury Corridors and Intersections





## Equity

*The region's goals are only met when everyone shares in the benefits. While the RTP seeks to invest equitably, these investments do not undo longstanding transportation inequities in safety and access to jobs.*

The RTP prioritizes "transportation investments that eliminate transportation-related disparities and barriers for marginalized communities, with a focus on communities of color and people with low incomes." Metro has engaged marginalized communities across the region to better understand their transportation needs. These communities have emphasized the need for fast, frequent, affordable, and reliable transit connections to key destinations, and safer walking and biking infrastructure, particularly near transit stops.

Many of the equity performance measures describe conditions in Equity Focus Areas (EFAs) (see map on next page), which are places with double the average regional density of people of color, people with low incomes, and/or people with limited English proficiency.

**The region's bicycle and pedestrian networks are currently more complete in some EFAs and the RTP continues to invest in completing those networks.**

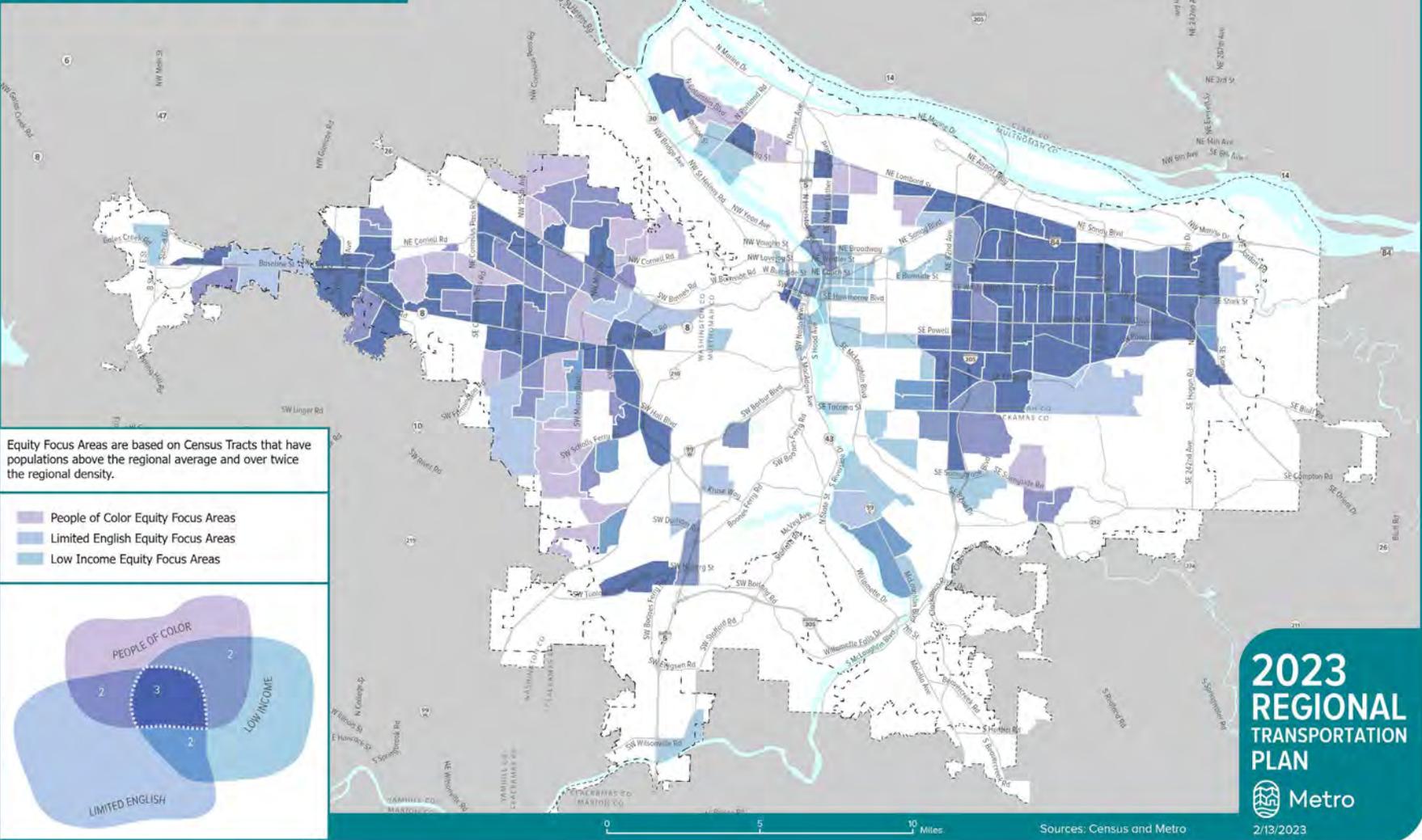
However, recent data show that these areas continue to experience three times the number of crashes that involve people walking and biking – who are particularly vulnerable to death and injury during crashes – and almost twice as many fatal and serious injury crashes as other parts of the region.

**People living in some EFAs currently have significantly better access to jobs via transit and driving than people living in non-EFAs.**

The RTP continues to improve access to jobs in these communities relative to others. However, despite continued efforts to grow transit service during this and previous RTP cycles, driving in general continues to offer much more efficient and convenient access to jobs than transit does. The system analysis shows that in 2045, 40 percent of regional jobs will be accessible by driving from an EFA, while only 11 percent of regional jobs will be accessible by transit.

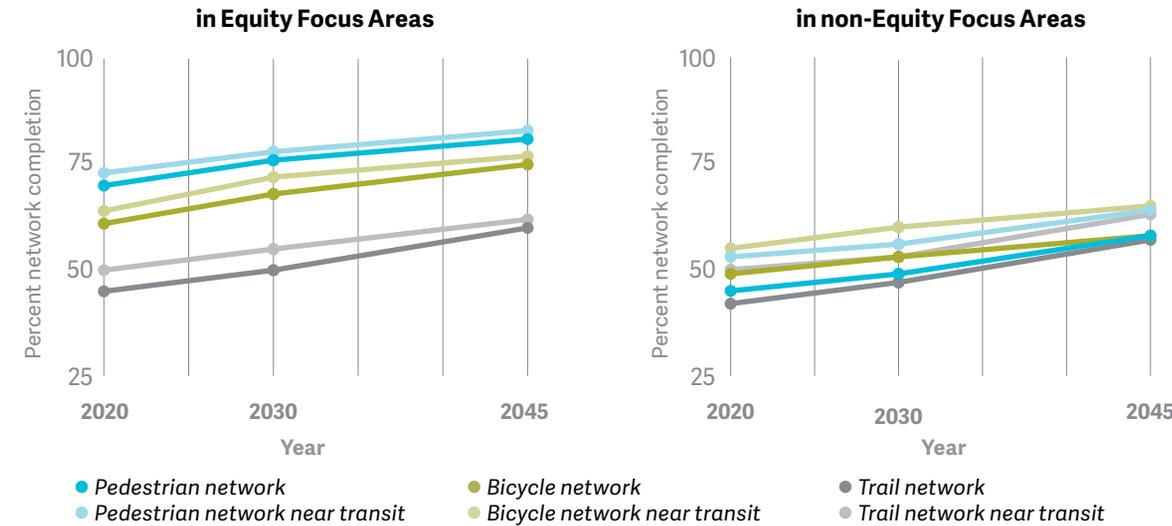
Both community feedback and research emphasize that people of color and people with low incomes are more likely to rely on transit. An equitable transportation system, therefore, is one in which transit offers the same level of access to jobs as driving.

# Equity Focus Areas



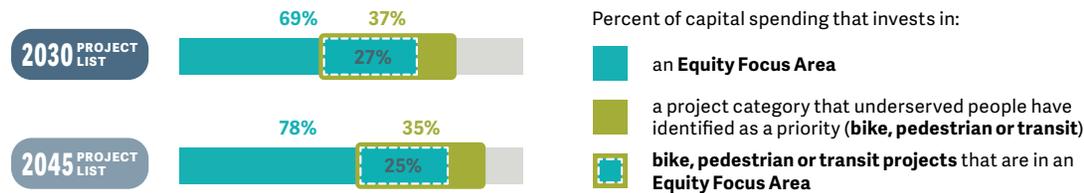
## System completeness by network type and geography

The RTP prioritizes completing the bicycle and pedestrian system in equity focus areas to provide safe streets for the most vulnerable travelers. The active transportation network is generally more complete in EFAs than in other communities, because they are often located in older, more walkable neighborhoods. However, significant portions of the network in EFAs still need to be completed for everyone in the region to benefit from high-quality walking and biking connections, so Metro continues to invest in these areas at a higher rate than other parts of the region.



## How does the RTP invest in equity?

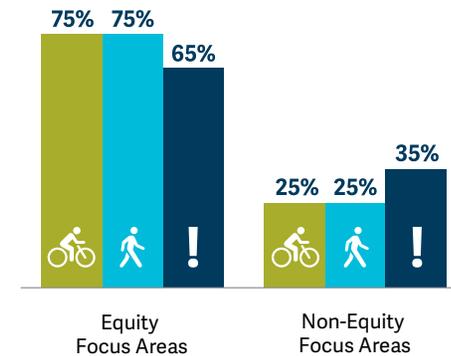
Roughly a third of RTP spending invests in project categories that underserved people have identified as priorities (■), and three quarters of overall spending invests in equity focus areas (■). The share of spending that invests in equity focus areas is lower in the near term than in the long term.



## Crashes and equity

Safety is a critical issue for marginalized travelers. The RTP aims to reduce crashes in equity focus areas to at or below the levels observed in other communities. A majority (65 percent) of fatal and severe injury crashes—and 75 percent of those crashes that involve pedestrians and bicyclists—are in EFAs. Addressing high-crash locations in these areas makes the transportation system safer for all users and makes the region more equitable.

### Percentage of average annual traffic fatalities and severe injuries in EFAs and non-EFAs



- Bicyclist fatalities and severe injuries
- Pedestrian fatalities and severe injuries
- All fatalities and severe injuries

“For me, equitable transportation, no matter your socio-economic status, where you live, its all the same and equal. Just being inclusive with everyone. You can get from point A to point B without worrying a lot.”

THE STREET TRUST PARTICIPANT



## Economy

*RTP supports the economy by filling gaps in the transportation network and by designing the system for all modes of travel.*

The transportation system plays a critical role in connecting workers to jobs, connecting employers to the talent that they need and moving goods around the region. Shifts in the economy often lead to changes in how people and goods travel through the region. The RTP supports the region's economy by improving connections to jobs and responding to changing transportation patterns in the region.

slower pace than the region's population and employment growth (less than 4 percent increase by 2045, compared to 29 percent and 23 percent growth, respectively). This suggests that investments in the RTP help traffic move more efficiently along these corridors than it would otherwise given the pressure that new growth and new trips put on the transportation system.

% CHANGE IN AVERAGE OFF-PEAK / PEAK TRAVEL TIMES 2045 vs 2020	
Driving	+3.7% / +3.8%
Transit	-3.4% / -1.6%

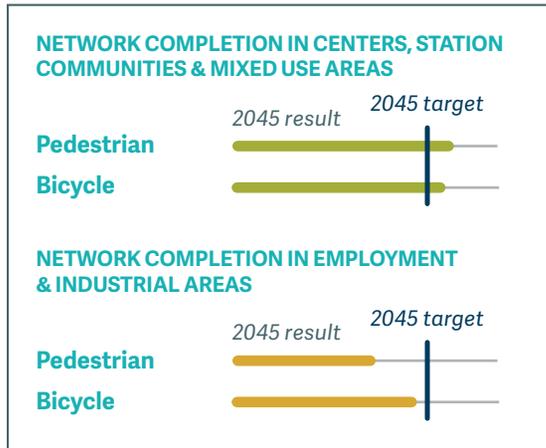
*The RTP achieves mixed results on regional economic goals.*

The RTP aims to decrease driving and transit travel times along regional mobility corridors. It does reduce transit travel times along the corridors that connect the region's centers, but driving times along these corridors increase in the later years of the plan due to increased congestion. However, travel times increase at a much

The RTP must complete the bicycle and pedestrian networks in the communities where jobs are located in order to help workers take advantage of the faster and more frequent transit connections that the RTP provides. The bicycle and pedestrian network is already more complete than average in centers, station communities and other mixed-use areas where many of the region's office, service and other jobs are located. The RTP continues to prioritize investment in these areas. However, the

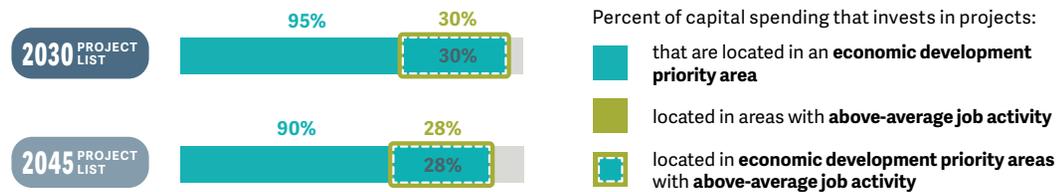
*"People live in rural areas where things are less expensive. There's people in rural areas of Forest Grove that don't have access to public transportation but prefer this because it is a lot cheaper. I'm thinking about all of these families that have to move on the outskirts of town to be able to afford a living."*  
CENTRO CULTURAL PARTICIPANT

pedestrian and bicycle networks—particularly the former—are not nearly as complete in employment and industrial areas that are home to many of the region’s manufacturing and transportation jobs. Many businesses in these areas need freight access and ample floor space for manufacturing or warehousing, which can pose challenges to creating convenient and safe walking and biking environments. Completing these networks, however, can help transit riders safely and conveniently complete the last mile of their commutes.



### How does the RTP invest in the economy?

The RTP invests heavily in projects that are located both in planned job centers (■) and in the places where jobs are currently concentrated (■), supporting current and planned growth.



#### PROJECT SPOTLIGHT

### Terminal 6 Modernization

 Port of Portland  
Terminal 6 in the City of Portland

The Terminal 6 Modernization project, or STRONGER T6, will improve and expand Terminal 6 — Oregon’s only marine shipping terminal for agricultural exporters. This project exemplifies the region’s commitment to investing in economic growth by focusing on priority areas for development and areas with higher-than-average job activity. This \$42 million initiative led by the Port of Portland involves pavement improvements to Yards 604, 605, 606, and 607; electrical system upgrades; and a new stormwater collection system that reduces the flow of pollutants into the Columbia River. By bringing the pavement and electrical systems to a state of good repair, the project will increase cargo storage, make operations safer and more environmentally friendly, reduce terminal operating costs, and decrease emissions from electricity generation. With these strategic investments, the RTP invests in critical transportation infrastructure that supports the needs of businesses, workers, and future economic development.

More information about the project is available [here](#).



## Climate + Resilience

*Improving transit and active transportation connections to destinations helps to achieve climate goals—especially when accompanied by programs that manage demand for driving.*

The transportation sector is the largest contributor to greenhouse gas (GHG) emissions in Oregon. It is therefore a key focus of the state and region’s greenhouse gas reduction efforts.

The 2023 RTP update aims to meet climate targets that ensure the region helps Oregon reach its ambitious goals to cut transportation emissions. The RTP takes into account how significant changes like new tolls on the region’s throughways and changing transit ridership patterns will affect progress toward these targets. This work builds on the region’s Climate Smart Strategy, which establishes a toolkit of high- and medium-impact strategies to reduce regional greenhouse gas emissions.

*“We’ve seen droughts all over the United States, flooding. Even here in Oregon, we’ve had crazy heat waves and fires. Those definitely affected my life. So doing our best to make Clackamas County contribute towards less emissions and, therefore, less climate change is definitely something I want to do while I’m living here.”*

CLACKAMAS COUNTY YOUTH RESIDENT

*“It seems like there’s going to be growing inequity for people who don’t have the money to buy an electric car. Use this plan to push agencies to convert faster, but the worry is that if it’s not done equitably, then that cost will be pushed to the most vulnerable people.”*

NEXT UP PARTICIPANT

### Climate Smart high- and moderate-impact climate pollution reduction strategies

#### ► High GHG Reduction Impact



**Support Clean Vehicles and Fuels**



**Coordinate Transportation and Community Design**



**Implement Pricing**



**Invest in Transit**

#### ► Medium GHG Reduction Impact



**Invest in Active Transportation**



**Invest in System Management and Operations**



**Invest in Travel Information and Incentives**

## RTP climate and air quality performance

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

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

The system analysis shows a 22-40 percent reduction in per capita GHG emissions, and a 22-40 percent reduction in per capita vehicle miles traveled (both relative to 2005 levels; see chart on next page). The system analysis also shows a significant reduction in air toxic emissions relative to 2020, including an 84 percent reduction in diesel particulates.

### RTP CLIMATE + AIR QUALITY RESULTS: KEY METRICS

**22-40%** per capita GHG reduction (vs. 2005)\*

**22-40%** per capita VMT reduction (vs. 2005)\*

**65-84%** criteria pollutant emission reduction (vs. 2020)

\*Range reflects RTP investments, throughway pricing, as well as additional pricing and revenue mechanisms included in the Statewide Transportation Strategy (see chart on next page).

## Vehicle miles traveled trends and reduction strategies

Vehicle miles traveled (VMT) per capita measures how many miles the average person in the Portland region drives each day. Per capita VMT in the region has been significantly lower than the national average since 1997. Over the past 25 years, there has been a general downward trend, with a few exceptions during economic booms. However, between 2010 and early 2020 there was little or no decline in VMT per capita.

In an era when high housing costs make it challenging for many people to live in transportation-rich neighborhoods, the region may need to take new approaches (such as congestion pricing) or prioritize high-impact strategies (such as expanding frequent transit, creating more affordable housing in regional centers, and increasing the use of parking pricing parking) to meet ambitious greenhouse gas and VMT reduction targets.

The 2023 RTP update is the first to include significant roadway pricing, both to manage demand and help finance new transportation projects. RTP projects include variable tolls on most of the I-5 and I-205 corridors within the region. Together, these pricing programs will have a significant impact on the region's ability to meet its climate goals.

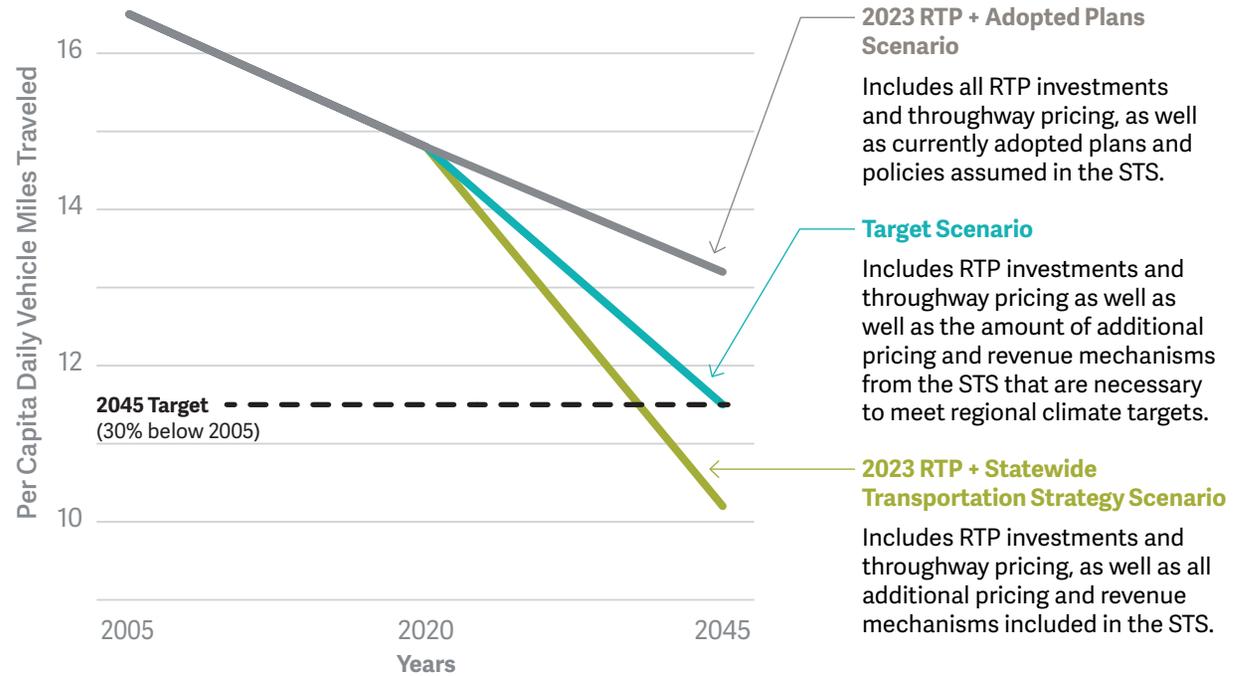


### Throughway Pricing in the RTP

Tolls will be collected both on the I-5 Bridge and I-205 Toll Projects (red dots) and in Regional Mobility Pricing Project corridors (orange lines).

## Daily VMT per capita by Scenario relative to Regional Climate Target

The RTP meets state-mandated regional climate targets by implementing the projects and programs in the constrained RTP project list in combination with state-led actions identified in the **Oregon Statewide Transportation Strategy (STS) 7**. There are multiple paths to meeting regional climate targets through a combination of increased pricing and other climate strategies including demand management, system management, and increased investment in alternatives to driving.



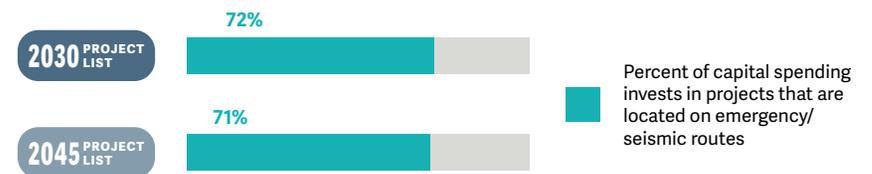
## How does the RTP invest in climate?

Roughly 30 percent of total RTP capital spending goes toward high- or moderate-impact climate pollution reduction strategies (■), with a higher share of these investments in the near term (32 percent) than in the long term (24 percent).



## How does the RTP invest in resilience?

Almost three quarters of total RTP capital spending goes toward projects that are located on Regional Emergency Transportation Routes or Statewide Seismic Lifeline Routes (■). See project map on next page.



## RTP investments in disaster preparedness

Several major projects in the RTP are planned to improve the region's readiness for major natural disasters, including earthquake-ready bridges across the Willamette (Abernethy Bridge and Earthquake Ready Burnside Bridge) and Columbia (Interstate Bridge Replacement Program) rivers, and improvements along Regional Emergency Transportation Routes and Statewide Seismic Lifeline Routes. These investments will help ensure that essential infrastructure will be here to serve us for generations, no matter what happens.

### PROJECT SPOTLIGHT

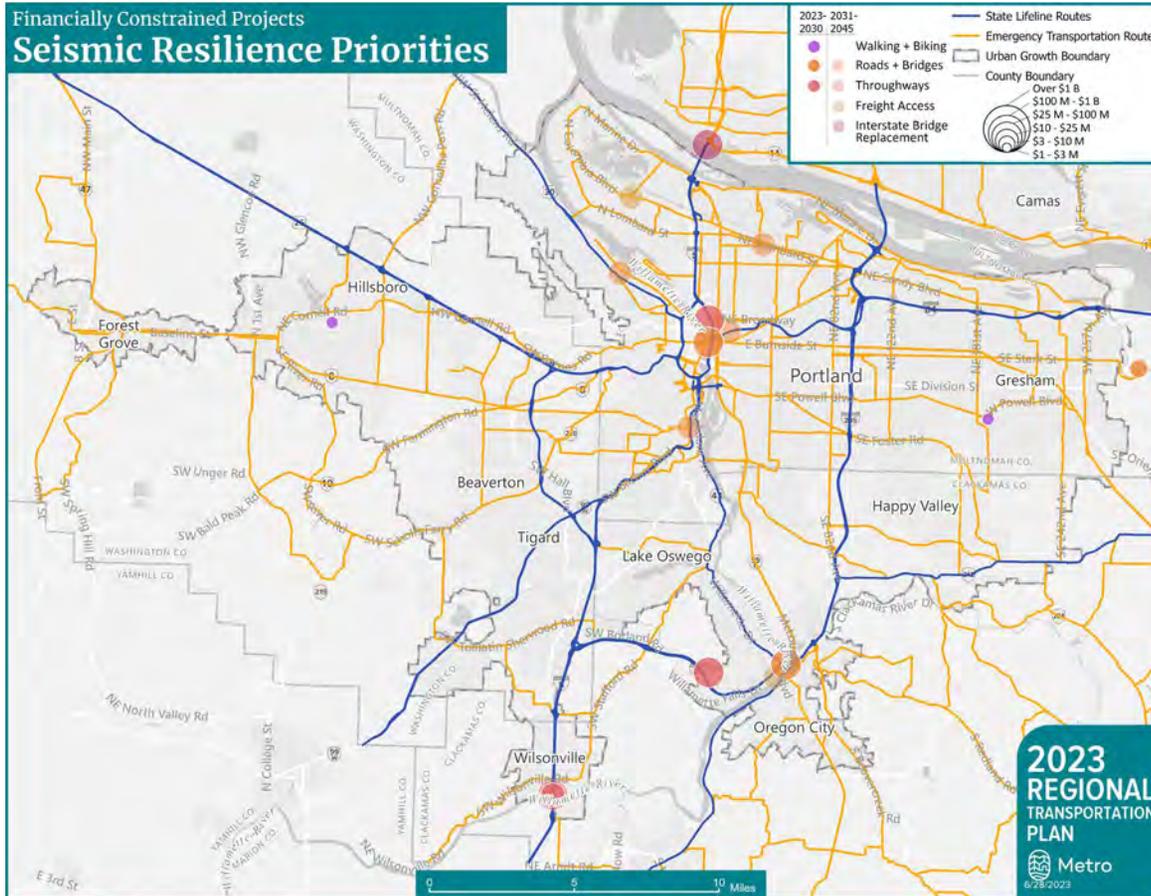
## Earthquake Ready Burnside Bridge

 Burnside Bridge over the Willamette River in the City of Portland

The Earthquake Ready Burnside Bridge project makes a key transportation link in the region more resilient, safe, and sustainable. The Burnside Bridge is a Regional Emergency Transportation Route and a regionally established lifeline route that connects the east and west sides of the region. Under this project, Multnomah County and the City of Portland will rebuild the bridge as a seismically resilient structure, while also improving transit, walking, and bicycling travel options.

By reinforcing this vital transportation route with multi-modal infrastructure, the \$895M project ensures efficient emergency response capabilities during earthquakes or other disasters, while also contributing to the region's targets of reducing vehicle miles traveled (VMT) and associated greenhouse gas emissions by creating more space for transit, bicycling and walking on the bridge.

More information about the project is available [here](#) ↗.



## How will greater Portland pay for transportation investments?

*The 2023 Regional Transportation Plan shows that more investment and funding are needed to build, operate and maintain the regional transportation system for all modes of travel.*

HB 2017 Keep Oregon Moving provided a significant investment in transportation. However, as the region looks to balance transportation spending over the next two decades, a robust evaluation of revenue collection and allocation strategies will be critical to future policy success.

Building a safe, reliable and sustainable transportation system requires steady, long-term investment. We don't have the resources to invest at the levels needed to address all of the challenges facing our region and achieve our shared vision for the transportation system. For example, the region needs to complete gaps in transit, walking and biking networks to expand affordable travel options, yet active transportation currently lacks dedicated funding at all levels of government. The transit system relies heavily on payroll taxes to fund operations, yet the region's demand for frequent and reliable transit service exceeds the capacity of local payroll taxes to support it.

At the same time, innovation in transportation technologies have opened new opportunities to close the funding gap.

An emerging source of transportation revenue may be in tolling and other pricing strategies. In 2021, Metro completed the **Regional Congestion Pricing Study (RCPS)** ↗. The RCPS conducted in-depth analysis to test four pricing strategies including congestion pricing, cordon pricing, parking pricing and mileage-based fees. The results of this study showed promise for vehicle pricing strategies, and will be an important factor influencing the region's funding outlook and making the most of past investments in the transportation system.

In October 2021, the **City of Portland's Pricing Options for Equitable Mobility (POEM) Task Force** ↗ explored pricing options on parking, cordon pricing, and highway tolling. The **Equity and Mobility Advisory Committee (EMAC)** ↗ advises the Oregon Department of Transportation (ODOT) and the Oregon Transportation Commission (OTC) on development of an easy-to-use, accessible and equitable tolling program in the greater Portland region pricing.

Each of these efforts have recognized the need to ensure unintended impacts on people with low-incomes, land use and the

transportation system are identified and addressed in design and implementation.

*Policies in Chapter 3 of the 2023 RTP may help guide how revenues from potential tolling and congestion pricing will be spent.*

**In the past five years, nearly \$3 billion has been invested in the regional transportation system.** Of the 1,123 projects listed in the 2018 RTP, 170 have been built or will be completed by 2024. These projects include:

### City of Portland

- Blumenauer Bridge
- Rivergate Rail Overcrossing
- Division Transit Project

### Washington County

- Roy Rogers Road
- Blanton Street Extension
- A Better Red (MAX Red Line)

### Clackamas County

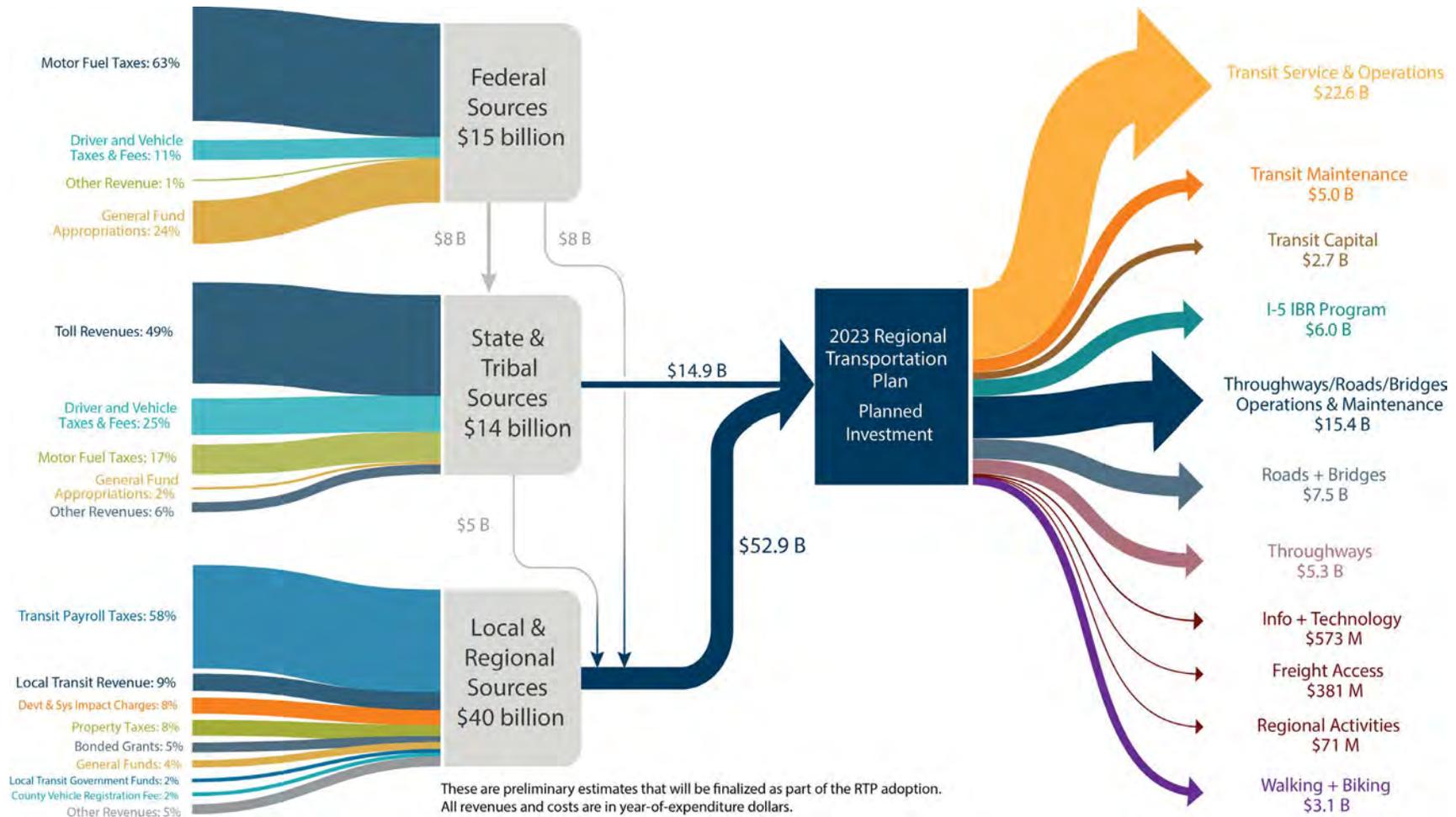
- Molalla Avenue Bike and Pedestrian Improvements
- Mt. Scott Blvd/King Rd Improvements
- I-205 Northbound Auxiliary Lane

### Multnomah County (non-PDX)

- 238th Dr Freight and Multimodal Project
- Division Street Bike and Pedestrian Improvements

**Transportation revenues are collected from a variety of sources, which are distributed through complex processes before being available to transportation agencies in the greater Portland region to build projects in the RTP, and to maintain and operate the existing transportation system.**

The collection of transportation revenues occurs across multiple levels of government and from a wide range of sources. Revenues then flow through a variety of programs, redistributions, and formulae before being invested in the greater Portland region’s local and regional transportation networks. Metro worked in cooperation with staff from ODOT, TriMet, SMART, cities, counties, and a Tribal government to develop the revenue forecast for the 2023 RTP. Described in Chapter 5, the region estimates more than \$68 billion can be reasonably expected to be available during the life of the plan (2023-2045).



# The Strategy for Regional High Capacity Transit Investment

High capacity transit is public transportation that moves a lot of people quickly and often. From the region's first MAX light rail project—the Blue Line to Gresham in the 1980s—right up to the recent opening of the region's first FX rapid bus line on Division Street in 2022, our region has delivered a high capacity transit system that now provides tens of millions of rides each year. **It is the backbone of our region's transportation system, connecting Portland's central city and regional growth centers where the greatest number of people live, work and play.**

## Why invest in high capacity transit?

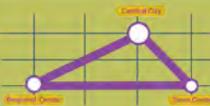
The region cannot meet shared ambitious climate, safety, equity, or urban land use goals or realize the compact, urban land uses that partners have long planned for together without deep investments in high capacity transit. These types of investments provide:

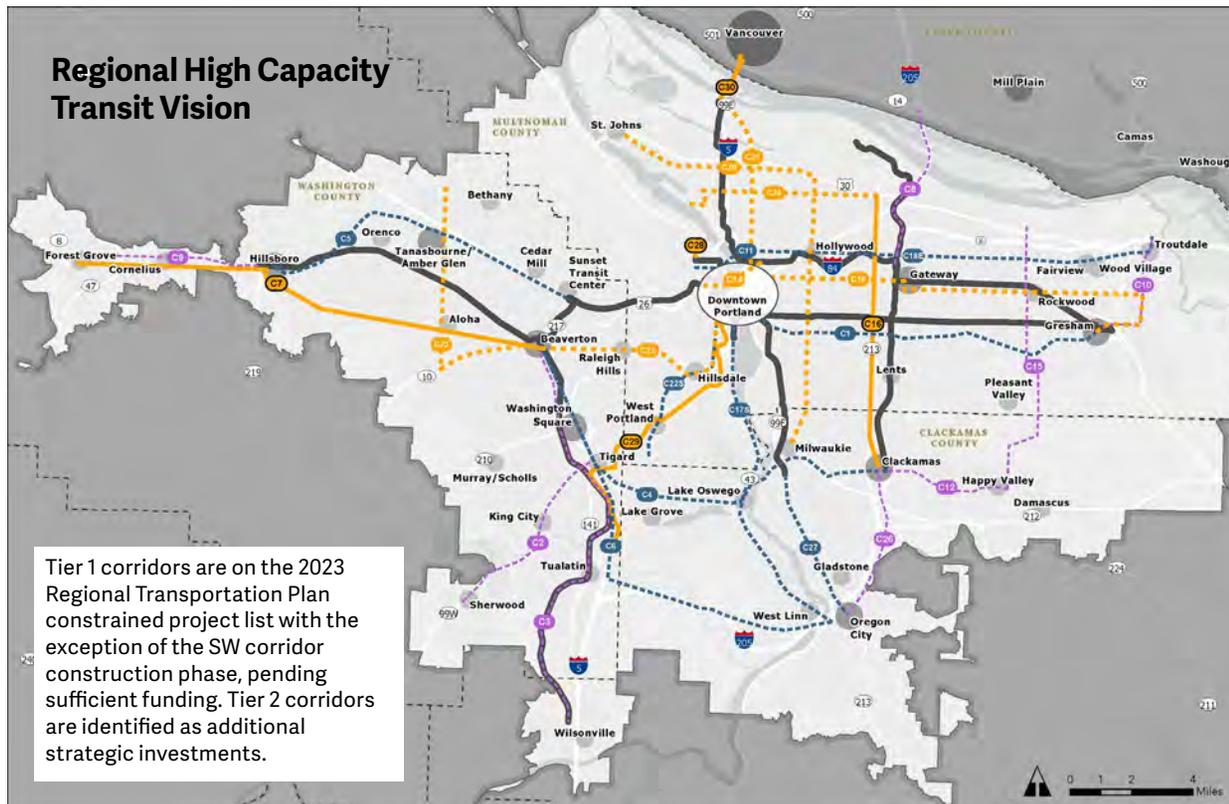
- More capacity to get people to where they need to go more safely, comfortably and actively, improving quality of life;
- Fast and reliable connections between regional and town housing and job centers, major destinations and community places, supporting vibrant communities;
- More reliability for moving people and goods between hubs of commerce, supporting a strong economy;
- A more affordable alternative to driving better serving people traveling from marginalized communities who rely on transit, creating a more equitable transportation system; and
- More efficient use of land and public facilities and services and less greenhouse gas and pollutant emissions, protecting farms and forests and marginalized communities most impacted by air quality.

Click here to submit your comment on the High Capacity Transit Strategy



## High Capacity Transit...

 <p>Moves lots of people</p>	 <p>Has its own track or bus lane</p>
 <p>Is frequent</p>	 <p>Is direct</p>
 <p>Runs for most of the day</p>	 <p>Is fast and reliable</p>
 <p>Provides a comfortable waiting environment</p>	 <p>Serves places with a mix of and many destinations</p>



The 2023 High Capacity Transit Strategy takes into account how greater Portland has grown, how communities and their needs have changed and how transit and travel are different (after COVID-19 and with new rapid bus) to create a network vision for the future. That vision identifies the region's most pressing needs for high capacity transit investments, creating a pipeline prioritizing the most heavily traveled urban corridors with concentrations of housing and jobs and equity focus areas that need

high-quality, frequent transit service to continue growing and thriving. With a renewed blueprint for investment that will help greater Portland be competitive for Federal funding, our region is ready to put the pipeline to work in building the next 50 years of critical transit projects.

**Working to make the vision a reality is something that requires action from all regional partners.** High capacity investments take existing strong transit

connections to the next level in accessibility and priority on the roadway, while shining a light on the corridor it travels to improve safety, access and livability for current and future riders. Supportive improvements are key to creating an environment that encourages current and future ridership while meeting regional objectives around equity and affordability. Such improvements are essential to complete before building the high capacity project for investments to be successful and reach their fullest potential.

# Additional Implementation Strategies and Plans

The Regional Transportation Plan is supported through a variety of adopted strategies and modal plans. Some strategies provide guidance for a specific mode of transportation, such as active transportation and freight. Other strategies focus on approaches to achieving specific goals, such as Climate Smart Strategy and the Regional Transportation Safety Strategy. These strategies are updated periodically with and in between Regional Transportation Plan updates. This section provides summaries of each strategy with web links to the complete strategy documents.



## Emerging Technology Strategy (December 2018) ↗

The Emerging Technology Strategy examines the effects of current technologies and developing ones, such as rideshare and bikeshare service and the first generation of driverless cars. Emerging technology strategies 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; and advance the public interest through innovation.



## Regional Freight Strategy (December 2018) ↗

Updated in 2018, the Regional Freight Strategy provides a vision, policies and investments that support the greater Portland region's role as the trade gateway for the state of Oregon and many southwest Washington businesses. Freight policies seek to 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. During the development of the 2023 Regional Transportation Plan, a Regional Freight Delay and Commodities Movement Study explored impacts of the pandemic and the growth in e-commerce and examined commodity movement in the region.



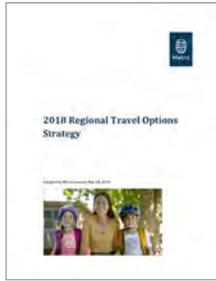
## Regional Transit Strategy (December 2018) ↗

First adopted in 2018, the Regional Transit Strategy defines a vision, policies and investments needed to help make the region's transit system frequent, convenient, accessible and affordable for everyone. The Strategy includes the Enhanced Transit Concept (ETC) that features spot treatments, such as bus only lanes and transit priority signals at intersections, to improve speed and reliability in the region's most congested frequent service bus or streetcar lines. ETC is now known as "Better Bus."



## Regional Transportation Safety Strategy (December 2018) ↗

First adopted in 2018, the Regional Transportation Safety Strategy includes the ambitious safety goal of Vision Zero. Metro's 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 lifechanging traffic crashes identified for the greater Portland region.



### Regional Travel Options Strategy (May 2018) ↗

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.

This strategy offers policy direction that established the regional Safe Routes to School program. The strategy also provides guidance on adapting to new technologies and prioritizing projects and programs that address inequities.



### Climate Smart Strategy (December 2014) ↗

The Climate Smart Strategy defines policies, strategies and supporting actions that can be taken by the state, Metro, cities, counties, transit agencies and others to support the region's

efforts to integrate land use and transportation decisions to reduce greenhouse gas emissions while making our transportation system safer, healthier and more reliable. The strategy responds to a state mandate to reduce per capita greenhouse gas emissions from cars and small trucks by 2050. The Climate Smart Strategy and related policies were adopted in the 2018 Regional Transportation Plan. Implementation of the strategy and progress toward the state-mandated greenhouse gas emissions reduction targets is reviewed and reported as part of each update to the RTP.



### Coordinated Transportation Plan for Seniors and People with Disabilities (TriMet; June 2020) ↗

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. The next update is due in 2024.



### Regional Active Transportation Plan (July 2014) ↗

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.



### Transit Oriented Development Program Strategic Plan (2023) ↗

Updated in 2023, the strategy sets new goals around affordability, climate and racial equity, and explores ways to leverage additional funding to

increase the program's impact over time. Land acquisition is also identified as a key part of the region's anti-displacement toolkit, and the strategic plan sets a direction to pursue greater impacts through community-led development partnerships on publicly acquired land.



### Transportation System Management and Operations Strategy (January 2022) ↗

The Transportation System Management and Operations (TSMO) Strategy defines an approach to optimizing the

existing transportation system by improving business practices and collaboration, encouraging behavior changes through travel demand management and using technology to operate the system. Updated in 2021, the strategy includes both goals and objectives that aim to correct past disparities and undue burdens experienced by Black, Indigenous, people of color and people with low incomes. The strategy includes an equity tree to guide TSMO decision making in the greater Portland region that leads to well-defined problems, solutions and accountability.

## Moving forward together

*It will take collaboration and innovation from community, agency staff, businesses and decision-makers to ensure that the region's transportation investments respond to urgent needs of greater Portland's growing and changing communities.*

The region must take additional steps to address a wide range of planning, programmatic and project activities that will support the greater Portland region in implementing the Regional Transportation Plan.

The RTP sets the course for near-term planning and programs, projects and data development. Many of the priorities expressed by the public and decision

makers, that could not be fully addressed within the 2023 RTP update, will be advanced through the upcoming work described in Chapter 8 of the RTP.

### Local planning

Local planning efforts that help implement the Regional Transportation Plan, include updates to the local transportation system plans, concept plans for designated urban reserves and topical, modal or subarea plans needed for consistency with the RTP or to address specific local or subarea transportation needs or emerging issues.

Local plans and projects are developed and updated to meet local transportation needs consistent with local land use plans and to implement the RTP. A schedule for local transportation system plan updates is available at [www.oregonmetro.gov/tsp](http://www.oregonmetro.gov/tsp) ↗

ODOT will be funding transportation system plan updates around the region to implement the Climate Friendly and Equitable Communities Rule (CFEC).

### Metro's regional programs

Metro and regional partners work together to support many of the regional strategies with programs including:

- The Regional Safety Street for All Program
- Regional Active Transportation Program
- Regional Freight Program
- Regional Transit Program
- Transportation System Management and Operations Program
- Regional Travel Options (RTO) and Safe Routes to School Programs

A number of other programs also advance the Regional Transportation Plan vision and goals, including:

- Air Quality and Climate Change Monitoring Program
- Better Bus
- **Civil Right and Environmental Justice Program** ↗
- **Designing Livable Streets and Trails Program** ↗
- **Regional Congestion Pricing Program** ↗
- **Regional Transit-Oriented Development Program** ↗

### Regionwide planning

The following planning processes are upcoming or ongoing, and also advance the RTP vision and goals:

- **Regional Mobility Policy Implementation Action Plan** (Metro and ODOT with agency partners) (2024-25)

- **Transit Planning** (Trimet and SMART) (annual service planning)
- **Connecting First and Last Mile: Accessing Mobility through Transit Study** (Metro with agency partners) (2024-25)
- **Steel Bridge Transit Bottleneck Study** (ODOT, City of Portland, Portland Streetcar, Inc., FTA) (2023-2045)
- **Cascadia Corridor Ultra-High-Speed Ground Transportation Project Planning** (WSDOT with agency partners) (2023-2028)
- **Equitable Development Strategies for transit investment corridors** (Metro with agency partners and community organizations) (ongoing)
- **Workforce Diversification in Regional Transportation Infrastructure Projects** (Metro with agency partners, construction industry and community organizations) (2024)
- **Funding Strategy for Regional Bridges** (Counties and agency partners) (2024-28)
- **Emergency Transportation Routes Project Phase 2** (Metro and Regional Disaster Preparedness Organization and agency partners) (2024-26)
- **Regional Freight Rail Study** (Metro and agency partners) (2024-26)
- **Regional Transportation Functional Plan Update** (Metro and agency partners) (2024-25)
- **2040 Refresh Coordination** (Metro and agency partners) (TBD pending further direction from Metro Council)
- **Columbia Connects** (Oregon Metro and Southwest Washington Regional Transportation Council, agency partners and economic development organizations) (2023-24)
- **Corridor Refinement Planning** (Agency partners) (ongoing)

[Click here to weigh in on priorities for future transportation planning](#) ↗





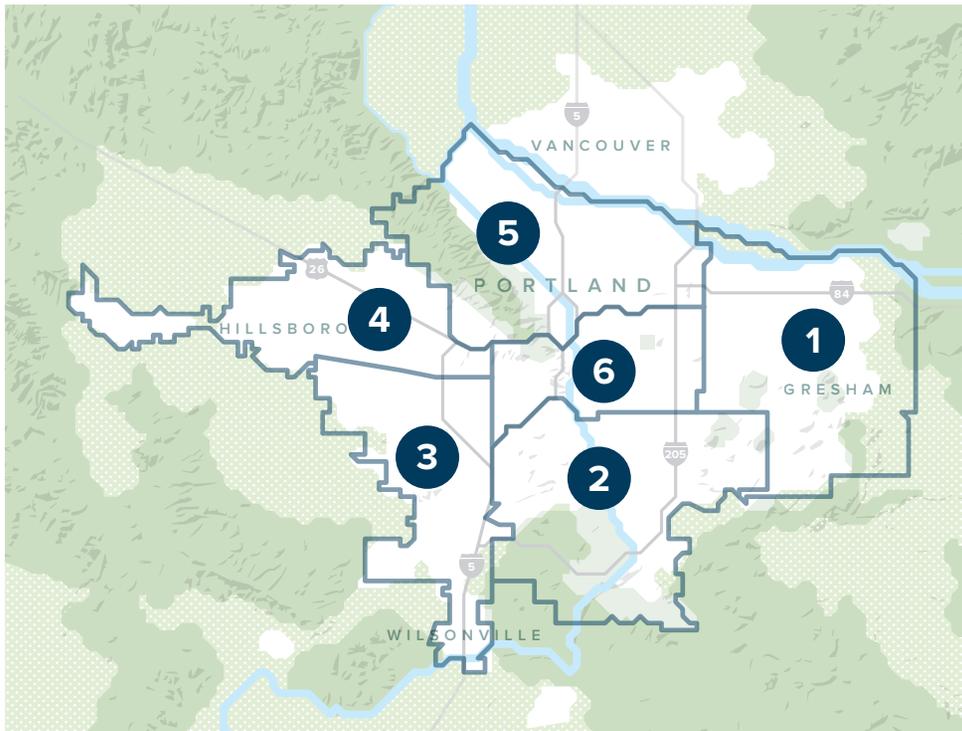
If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

**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.

**Stay in touch with news, stories and things to do.**  
[oregonmetro.gov](http://oregonmetro.gov)

**Follow oregonmetro**



**Metro Council President**

Lynn Peterson

**Metro Councilors**

- Ashton Simpson, District 1
- Christine Lewis, District 2
- Gerritt Rosenthal, District 3
- Juan Carlos Gonzalez, District 4
- Mary Nolan, District 5
- Duncan Hwang, District 6

**Auditor**

Brian Evans



# Meeting minutes

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

Date/time: Wednesday May 17, 2023 | 9:00 a.m. to 12:00 p.m.

Place: Virtual video conference call meeting via Zoom

---

## **Members Attending**

Eryn Kehe, Chair  
Carol Chesarek  
Tom Armstrong  
Terra Wilcoxson  
Aquilla Hurd-Ravich  
Laura Terway  
Katherine Kelly  
Jamie Stasny  
Adam Barber  
Gary Albrecht  
Laura Kelly  
Manuel Contreras, Jr.  
Gery Keck  
Cindy Detchon  
Tom Bouillion  
Tara O'Brien  
Bret Marchant  
Nora Apter  
Rachel Loftin  
Preston Korst  
Erik Cole  
Mike O'Brien  
Andrea Hamberg

## **Affiliate**

Metro  
Multnomah County Community Member  
Largest City in the Region: Portland  
Largest City in Multnomah County: Gresham  
Second Largest City in Clackamas County: Oregon City  
Clackamas County: Other Cities, City of Happy Valley  
City of Vancouver  
Clackamas County  
Multnomah County  
Clark County  
Department Land Conservation and Development  
Clackamas Water Environmental Services  
Tualatin Hills Park & Recreation District  
North Clackamas School District  
Port of Portland  
TriMet  
Greater Portland, Inc.  
Oregon Environmental Council  
Community Partners for Affordable Housing  
Home Builders Association of Metropolitan Portland  
Schnitzer Properties & Revitalize Portland Coalition  
Mayer/Reed, Inc.  
Multnomah County Public Health & Urban Forum

## **Alternate Members Attending**

Colin Cooper  
Dan Rutzick  
Jean Senechal Biggs  
Brian Martin  
Martha Fritzie  
Theresa Cherniak  
Glen Bolen  
Kelly Reid  
Jerry Johnson  
Craig Sheahan  
Brendon Haggerty  
Ryan Ames

## **Affiliate**

Largest City in Washington County: Hillsboro  
Largest City in Washington County: Hillsboro  
Second Largest City in Washington County: Beaverton  
Second Largest City in Washington County: Beaverton  
Clackamas County  
Washington County  
Oregon Department of Transportation  
Oregon Department of Land Conservation & Dev.  
Johnson Economics, LLC  
David Evans & Associates, Inc.  
Public Health & Urban Forum, Multnomah Co.  
Public Health & Urban Forum, Washington Co.

### **Guests Attending**

Joseph Edge  
Victoria (Vee) Paykar  
Faun Hosey  
Jessica Pelz  
Barbara Fryer  
Becky Hewitt  
Bruce Coleman  
Bryan Robb  
Camden McKone  
Cassera Phipps  
Cody Meyer  
Elin Michel-Midelfort  
Ethan Stuckmayer  
Greg Malinowski  
Guy Benn  
John Charles  
Karen Buehrig  
Kevin Young  
Mari Valencia Aguilar  
Marc Farrar  
Max Nonnamaker  
Schuyler Warren  
Sean Edging  
2 unidentified phone callers

### **Affiliate**

Clackamas County Community Member (incoming)  
Multnomah Co. Community Alt. Member (incoming)  
Washington Co. Community Alt. Member (incoming)  
Washington County Member (incoming)  
City of Cornelius  
ECONorthwest  
City of Sherwood  
Washington County  
  
Clean Water Services, Water & Sewer Alt. Member (in)  
Oregon Department of Land Conservation & Dev.  
Metropolitan Land Group  
Oregon Department of Land Conservation & Dev.  
  
TriMet  
Cascade Policy Institute  
Clackamas County  
Oregon Department of Land Conservation & Dev.  
Oregon Department of Land Conservation & Dev.  
Metropolitan Land Group  
Multnomah County  
City of Tigard  
3 J Consulting

### **Metro Staff Attending**

Al Mowbray, Ally Holmqvist, Cindy Pederson, Clint Chiavarini, Daniel Audelo, Eliot Rose, Eryn Kehe, Glen Hamburg, John Mermin, Kim Ellis, Laura Combs, Marie Miller, Matt Bihn, Matthew Hampton, Melissa Arnold, Ted Reid, Thaya Patton

### **Call to Order, Quorum Declaration and Introductions**

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

### **Comments from the Chair and Committee Members**

- **Updates from committee members around the Region** (all) Chair Kehe announced the recent MTAC community member recruitment provided a large pool of applicants. Following interviews, nominations to fill these positions on MTAC have been submitted to MPAC for approval. Their terms will begin July 1.

### **Public Communications on Agenda Items** none received

### **Consideration of MTAC minutes March 15, 2023 meeting**

Approval of the March 15, 2023 MTAC meeting minutes was given by the committee by majority vote with no corrections. Three abstentions: Terra Wilcoxson, Glen Bolen, Gery Keck.

**2024 Urban Growth Management Decision: middle housing potential** (Ted Reid, Metro/ Becky Hewitt, ECONorthwest) Ted Reid began the presentation, noting the work program that leads to Metro's Urban Growth Management Decision will be reported on and discussed which ends with the final decision by the end of December 2024. Becky Hewitt was introduced from EcoNorthwest who presented on middle housing potential in the region to help us understand the growth capacity over the next 20 years.

Becky Hewitt provided an overview on updates to development capacity and the supply model of middle housing potential in the region. Changes in zoning potential in response to HB 2001 (2019) showed many Metro jurisdictions went beyond minimum requirements. Local decisions about regulating detached middle housing matter to the market including allowed number of detached plexes and cottage sizes.

Information on what makes middle housing infill/redevelopment feasible was given. Adding middle housing in existing neighborhoods can happen in multiple ways: Redevelopment- Low-value structure compared to (re)development potential, Infill- enough room to build around existing structure or Conversion- Structure can be retrofitted to add units. The model captures redevelopment and infill on sites large enough to be part of the Metro Buildable Land Inventory.

An overview of Metro's approach to estimating Middle Housing Capacity was given. Middle housing types were described. Examples of other estimates of Middle Housing Capacity was described. Why developers include middle housing in greenfield areas was described. They capture different market segments, offer lower price points, where financially viable, and increase sales volume.

Middle Housing Pricing & Rents was summarized:

- Market data on middle housing is limited
- Housing type is not identified in detail in sales listings, and is not categorized consistently
- Rent data is aggregated most consistently and broadly for larger, professionally managed apartment buildings, with limited data for smaller rental properties
- There is little new middle housing development compared to other housing types, especially outside the City of Portland
- Small multifamily development, townhouses, and compact detached housing can offer a proxy
- New construction tends to be expensive, but middle housing may be less expensive
- New Middle Housing/Small Multifamily pricing examples for rent were given.

Take aways from the analysis:

- Middle housing broadly allowed in existing and new neighborhoods ~20-30 du/ac
- Many jurisdictions go beyond minimum requirements
- Many allow housing types that resemble single-unit detached
- Prior analysis suggests substantial middle housing development potential:
- 1-10% of existing homes may be financially feasible to redevelopment middle housing, and others may allow for infill while retaining the existing unit
- 25-50% of housing on vacant land in low-density residential areas could develop as middle housing

- New middle housing likely affordable at 80-120% of AMI in many cases (except large luxury units)
- Markets in transition (moderate value existing homes, but growing demand for housing) may have greatest potential for infill/redevelopment

Comments from the committee:

- Joseph Edge asked is the BLI formula based on redevelopment potential for single-detached dwellings, or based on the ability to divide a lot to create new parcels that meet the average lot size? Clint Chiavarini noted they are based on both, depending on the redevelopment stream in the BLI, if something is already there based on overall property value and redevelopment planned and zoning capacity. Larger lots look at average minimum lot size that would be required and divides that against the constrained portion of the lot. A link to further information was shared:  
[https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory\\_12032018.pdf](https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory_12032018.pdf)
- Colin Cooper noted per square foot cost/rent price would be important to do an apples to apples comparison. Jerry Johnson noted the location pricing is also an important variable. How are middle housing units prices relative to other options with the same locational characteristics.
- Kevin Young asked if the thinking that this analysis might be provided as "quantifiable validation" to assume a greater than 3% efficiency, per ORS 197.296(6)(b)? Ted Reid noted we're not quite there yet in terms of knowing what all of this adds up to, but the idea is that the modeling can give us a sense of feasibility.
- Jessica Pelz asked for clarification on if you mean the analysis is based on the title 11 comprehensive plans for areas already added to the UGB vs title 11 concept plans? Mr. Reid noted I believe that when concept plans were referenced, they meant areas previously added to the UGB that do not yet have urban zoning (as opposed to urban reserve concept planning, which we don't count as capacity since they are not yet in the UGB).

Ms. Hewitt note it is a challenge to find the balance between market demands and land requirements for development. Housing infrastructure costs are spread between housing types and feasibility factors. Jerry Johnson added the funding solution for these communities, including SDC formulas, can have a significant impact on the final mix determination.

- Greg Malinowski noted one of the issues in the past is many concept plans are brought forth by folks who do high end (\$1M, to 2\$M homes) They tend to suggest that ground they have under option, is lower density, so how do you work Middle housing into concept plans? Chair Kehe noted one example is in Tigard. The River Terrace II concept plan works in middle housing. This area recently came into the UGB.
- Andrea Hamberg noted it was very hopeful about the possibility of supporting the creation of more affordable housing, especially as number of units increase. I'd like to see more focus on development which adds 4+ units to available parcels.

- Rachel Loftin asked when doing the analysis, how much consideration was given to permitting time frames and holding costs with the jurisdictions. Mr. Johnson noted the modeling provides this information which is relevant to development planning and costs.

**High Capacity Transit Strategy Update: Draft Report** (Ally Holmqvist, Metro) With the pipeline of corridor investments for the region established, this presentation with the final milestone for the High Capacity Transit Strategy looked backward to document how we got there and forward to create the roadmap for putting the pipeline to use in implementing the vision. Described in the presentation was the work done to finalize the corridor investment priorities, outlined the actions and recommendations included in the draft report document, and reviewed next steps for the report and for the strategy as the update merges with the 2023 RTP Update process.

The report made the following recommendations moving corridors forward:

**Tier 4 Future Corridors**

- Develop land use and transit-oriented development plans for corridors & centers.
- Reassess against the readiness criteria to identify additional areas of action.
- Establish project champions, partnerships and political leadership.

**Tier 3 Developing Corridors**

Tier 4 actions +

- Update TSPs: functional class, design standards, HCT designation
- Update land use plans to focus growth and density in key corridors.
- Work with community to develop corridor problem statements, identify needs/constraints, and look for opportunities (e.g., anti-displacement).
- Build a coalition of stakeholders to support continued corridor work.

**Tier 2 Emerging Regional Priority Corridors**

Tier 3 actions +

- Align high density designations and zones with corridors and consider transit supportive development code changes.
- Begin refinement planning, coordinate on improvements beyond the project, and establish a shared vision. Begin alternatives analysis and pre-NEPA.
- Begin conceptual design, clarify cost, and identify funding commitments.
- Begin establishing the stakeholder coalition supporting corridor planning work.

Comments from the committee:

- Sean Edging noted it'd be great to see some numbers on passenger capacity and how that compares to equivalent auto infrastructure (e.g., number of lanes to move the same capacity). My advice from the housing perspective - transit follows density. Serving a wide area of low density development requires the transit network to forego the things that make transit function well - frequency, reliability, and speed. The best way to address this and make transit function is ensure you are getting as many people as possible on transit corridors.
- Andrea Hamberg noted transit density and street network connectivity are both really important for optimizing physical activity and reducing chronic disease. Where does street connectivity planning take place for the tier 3 & 4 corridor areas? Ms. Holmqvist note these include the six key areas that support transit environment and discuss street connectivity and

access to transit to make it easy to get to transit which are safe and reliable connections to transit. This is part of the recommendations access to transit brought into tier 3 & 4. More specific details are in the report.

- Jamie Stasny noted concerns with the HCT plan that intends to create a pipeline for the backbone of our transit system. However, people living in the SE section of the map area won't have access to that backbone. We need coverage and service. This plan appears to duplicate other transit lines before it starts to list supporting access to transit service and coverage in other areas. How can we work with everyone to make a better transit future for this area and create viable transit options to driving?

Ms. Holmqvist noted some regional balance considerations were where most needs are for connections in the region now and moving forward via 2040 planning and changes in travel patterns. Readiness access elements in the region show need to strengthen connections via transit modes with priorities. The market expectations haven't shown as much increase yet. We are looking at other types of improvements near-term for readiness criteria for future investments and priorities. It was noted partnerships and coalitions to build upon for future growth is important in the long-term.

- Colin Cooper commented on the letter the mayor of Hillsboro sent to Metro regarding prioritization of tiers and desire to seek additional consideration of tiers with TV Highway and SW Corridor. It was noted job centers in these corridors are continuing to grow.
- Vee Paykar noted in chat, sorry I missed the key term from the first question - was it transit connectivity? My question is related: Are intersections identified as "high crash intersections" along these transit corridors, being prioritized to fix safety issues ASAP so people feel more comfortable (or not risking their lives) accessing transit via walking/rolling/biking?
- Schuyler Warren noted, right - Transit-Supportive Development, the analog to Transit-Oriented Development. TOD follows fixed-route service and fills in density around it. TSD leads fixed-route service and provides the density and destinations that make transit service fiscally sustainable.
- Glen Bolen added TriMet's Pedestrian Plan analyzed all of the pedestrian projects from everyone's TSPs. It then ranked them within each jurisdiction based on Safety, Equity and Demand.
- Kim Ellis added yes, high crash corridors and intersections are identified as priorities for investment in the RTP, particularly in the near term.
- Tara O'Brien noted access to transit was one of the many factors analyzed at looking at readiness and suitability to future HCT in terms of sidewalk gaps and high crash corridors and when people could access in these existing locations. In terms of prioritizing HCT where access was more built-out that was part of the analysis but the RTP analysis gets more into how well we are meeting our goals.

*There was a meeting break for 8 minutes.*

**TriMet's Transit Oriented Development (TOD) Regional TOD Plan** (Guy Benn, TriMet) Mr. Benn explained that Transit Oriented Development (TOD) is the creation of compact, walkable, pedestrian-oriented mixed use communities centered around high quality transportation systems to facilitate

shorter trips, better lifestyles, and a more efficient use of resources. A brief history of TOD in Portland and project examples was shown. A regional TOD plan builds on the TOD guidelines, gives transparency to the program and process, outlines engagement guidelines, site inventory, evaluation and prioritization framework, implementation framework, and provides clarity, continuity, and structure for all stakeholders in a way that supports equitable TOD.

The plan contents and chapters were described. Community-Focused TOD projects were shown. The presentation ended with acknowledgements from agency, jurisdictions and stakeholders' contributions to the plan.

Comments from the committee:

- Jamie Stasny had questions around the methodology of the plan and asked if this was considered comprehensive if working with other partners. It was noted Clackamas County works with service providers such as SMART where they recently received a TOD earmark that doesn't show up in this plan. Mr. Benn noted the TOD projects are a collaborative effort with agencies. The TriMet plan is more patterned as a business plan, avoiding individual sites but using case studies. TriMet is working with C-Tran and the City of Wilsonville on a shared parking agreement and were part of the project assessment proposal on the site. The website shows detailed information on projects underway or planned for the future.

Ms. Stasny noted it would be helpful to show a comprehensive plan that lists project in a way that can show how we're doing and where to make improvements. It sounds that more opportunities are available to showcase the projects in regional development. Mr. Benn noted the dynamics of development and being careful not to raise expectations with required changes. The website is the best way to show what's under development in pre-planning and future planning. Part of the sub-regional planning work is going towards corridors and site that could be useful for identifying TOD development.

- Andrea Hamberg noted two things: 1) We'd like to see you including metrics to assess impacts to air quality, walkability, and traffic safety on the transportation side so that we can maximize public health benefits of TOD. 2) We're also interested in understanding how you're considering gentrification-displacement potential prior to development and what methods you would/will use to mitigate risk.

Mr. Benn noted our data-based screening that we use to prioritize TOD sites looks at all of these metrics (walkability, air quality, traffic safety) in its assessment of sites. The dynamic screening allows us to filter results if a particular element is disproportionately impacting the score for a TOD site. The model is designed to identify the TOD projects that will have the biggest positive impact on the community, which includes public health and environmental benefits. We also assess all sites using the Regional Social Vulnerability Index so we can identify displacement and gentrification risks. We have minimum thresholds for affordable housing on TriMet sites that are made available for residential development, but it's worth noting that in the last 5-years we have dramatically exceeded this threshold with 66% of the 718 housing

units delivered being protected affordable unit (477 in total). There are also an additional 224 affordable units under development at Hollywood.

- Joseph Edge noted the TriMet park & ride at the Park Ave MAX station is slated for expansion; shouldn't we look at that for a TOD project? Mr. Benn noted the Park Ave parking garage is being expanded using residual funding from the Orange Line (PMLRT) construction project. Before the pandemic, this garage was full by 7.30 am every morning and still has high usage which we are forecasting will increase. We are looking at supporting TOD at Park Ave and have had several conversations with the adjacent Elks Lodge about additional development on its site, but nothing is currently planned at the moment. Should the Elks advance with development, TriMet has was to support this by providing a connection to the MAX station through the green space immediately west of the garage.

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

Highlighted draft results per regional goal:

**Mobility** – Almost all of the RTP projects include design elements that support travel by transit, foot or bike. However, slightly under a third of the RTP spending goes toward projects that close gaps  
Opportunity for improvement: Increase the share of RTP capital spending dedicated to projects that help fill regional network gaps (currently 29%).

**Safety** – The region is not on track to meet its target of reducing fatal and serious injury crashes to zero by 2035.

Opportunity for improvement: Accelerate projects on the high injury network and ensure that projects on this network include safety features.

**Equity** – The RTP achieves mixed results on equity – it invests equitably, but these investments do not lead to more equitable outcomes, nor do they undo longstanding transportation inequities in safety and access to jobs.

Opportunity for improvement: Accelerate projects that invest in EFAs – and particularly in transit access, transit service, and safe, complete streets.

**Economy** – The RTP achieves mixed results on regional economic goals. It reduces transit travel times along the corridors that connect the region's centers, but driving times along these corridors increase, particularly in 2045, due to increased congestion. Even with the investments planned in the RTP, the pedestrian and bicycle networks – particularly the former – are not nearly as complete in employment and industrial areas that are home to many of the region's manufacturing and transportation jobs as it is in the rest of the region.

Opportunity for improvement: Consider a variety of investments to increase access to employment and industrial areas.

**Climate** – The factors in analyzing climate are variable with transit service, parking pricing, land use, demand management, and planned lane miles that provide estimated results to measure assumptions for obtaining climate goals.

Opportunity for improvement: Proactively plan for the implementation of new transportation revenue sources.

It was noted there are further analysis still underway:

- Travel speed reliability on throughways
- Freight-related measures
- Criteria pollutants and air toxics
- Households near transit / active transportation facilities
- Impact of tolling on system performance
- Transit system performance

Comments from the committee:

- Jamie Stasny noted the graph results reported on climate scenarios toward reaching the 2045 targets. Clarification was asked on these lines. Mr. Rose noted some of the additional mechanisms being contemplated to add transportation revenues are toll pricing, road user charges, changes to how the gas tax is levied, and change to how insurance is paid for vehicles. These considerations are still being discussed with state plans.

It was noted the analysis looks at pricing options but doesn't show analysis on how different transportation investments could reduce climate impacts more clearly tied to situations and circumstances. Is data on this planned? Mr. Rose noted that given the work put into the RTP project list and that the RTP needs to be a fiscally constrained plan it's late in the game to explore changes in the project list that aren't feasible.

Kim Ellis noted we know from the Climate Smart Strategies what will get the best results from investments from the context in the RTP. Results show we can't just get there from investments alone. Other policies will need to be thought about as a region and likely include some form of pricing. Ms. Stasny added it feels like we're putting all our eggs in the pricing basket. It was suggested to figure out a way to articulate other opportunities to meet these goals in addition to what has been analyzed to date.

- Manny Contreras commented on the equity focus with the Federal bipartisan investment funds adding to statewide wastewater services that will increase, develop and expand services as needed. Data on these issues that could be shared between agencies and create a line of communication would be welcome.
- Rachel Loftin noted pricing looking at transportation investments, but how much of this will be able to be written off for those in low-income. In particular, affordable housing and transit connections. Mr. Rose noted the pricing mechanisms that are specified did not go into that level of analysis but appreciate the different ways these investments and plans impact or system. We have an equitable financing study and did look at different ways that impact

driving. Ms. Loftin suggested looking at the long-term impacts for communities to understand where families are outpriced for affordable housing.

- Glen Bolen noted ODOT's tolling equitable advisory group committee that provides input and data on equity issues. A program that was based on income was developed but sadly most in the areas of the program did not take advantage of it. Better marketing is planned.
- Joseph Edge asked can we start showing Total VMT alongside VMT per capita? Mr. Eliot noted the reason we focus on per capita is because those targets from the state are discussed and framed for the RTP. We can share both sets of data and welcome further inputs and feedback on the draft plan.

### **Adjournment**

There being no further business, meeting was adjourned by Chair Kehe at 11:54 a.m.

Respectfully submitted,

Marie Miller, MTAC Recorder

Attachments to the Public Record, MTAC meeting May 17, 2023

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	5/17/2023	5/17/2023 MTAC Meeting Agenda	051723M-01
2	MTAC Work Program	5/10/2023	MTAC Work Program as of 5/10/2023	051723M-02
3	Minutes	3/15/2023	Draft minutes from March 15, 2023 MTAC meeting	051723M-03
4	Presentation	5/17/2023	Metro Residential Readiness Middle Housing Potential	051723M-04
5	Memo	5/10/2023	TO: Metro Technical Advisory Committee Members and interested parties From: Ally Holmqvist, Senior Transportation Planner RE: High Capacity Transit Strategy Update: Report and Recommendations	051723M-05
6	Attachment 1	N/A	HIGH CAPACITY TRANSIT STRATEGY UPDATE Key Meeting Dates and Engagement Activities for Project Milestones	051723M-06
7	Attachment 2	4/19/2023	Recap on HCT Vision and tiering, overview of Draft HCT Strategy Update report, next steps for the project and interaction with the ongoing RTP update	051723M-07
8	Attachment 3	4/26/2023	HIGH CAPACITY TRANSIT Strategy Update	051723M-08
9	Attachment 4	April 2023	DRAFT High Capacity Transit Strategy Update	051723M-09
10	Attachment 5	April 2023	Public and stakeholder engagement and consultation summary High Capacity Transit Strategy Update 2023 Regional Transportation Plan	051723M-10
11	Report Plan	Spring 2023	TriMet TRANSIT-ORIENTED DEVELOPMENT PLAN	051723M-11
12	Presentation	5/17/2023	Transit-Oriented Development TriMet Regional TOD Plan	051723M-12
13	Memo	5/17/2023	TO: MTAC and interested parties From: Eliot Rose, Senior Transportation Planner RE: Draft 2023 Regional Transportation Plan system analysis results	051723M-13
14	Handout	5/11/2023	Briefing Book for JPACT and Metro Council for workshop on May 11, 2023	051723M-14
15	Fact Sheet	Feb. 2023	2023 Regional Transportation Plan	051723M-15

<b>Item</b>	<b>DOCUMENT TYPE</b>	<b>DOCUMENT DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT No.</b>
16	Report	5/5/2023	2023 Regional Transportation Plan Draft System Analysis Findings	051723M-16
17	Fact sheets	N/A	2023 Regional Transportation Plan Update needs assessments	051723M-17
18	Handout	May 2023	2023 Regional Transportation Plan Draft project list overview and maps	051723M-18
19	Handout	May 4, 2023	2023 Regional Transportation Plan Community input on investment priorities – Preliminary summary	051723M-19
20	Presentation	May 17, 2023	Metro Residential Readiness Middle Housing Potential, final	051723M-20
21	Presentation	May 17, 2023	HCT Strategy Update: Report & Actions	051723M-21
22	Presentation	May 17, 2023	2023 draft RTP system analysis results	051723M-22

# Draft Public Engagement Plan

**2024 Urban Growth Management Decision**

**July 2023**

**TABLE OF CONTENTS**

Introduction.....1

Urban growth management decision-making framework.....1

Public engagement goals and objectives .....2

Public engagement approach.....3

Engagement activities.....4

Project timeline.....10

Engagement roles and responsibilities.....12

## **INTRODUCTION**

### **Regional readiness for population, housing, and job growth**

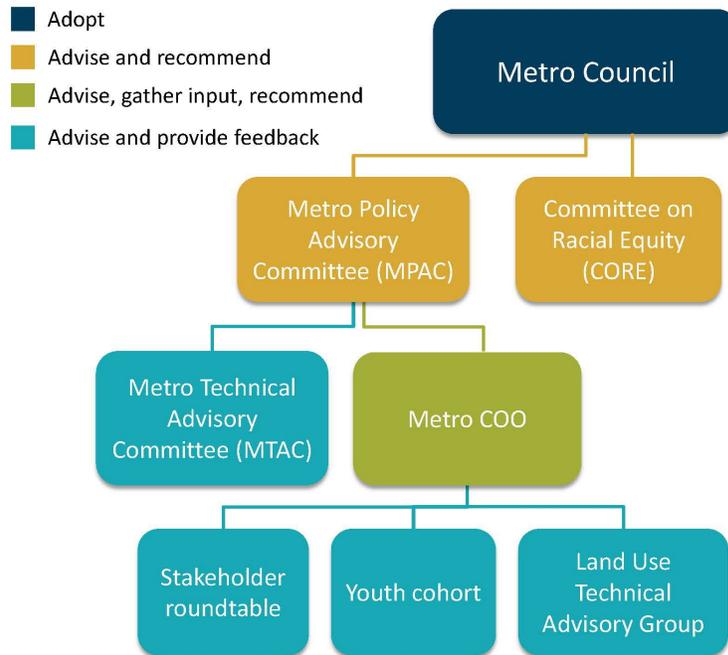
The Metro Council is required under state law to adopt – by the end of 2024 – an assessment of the region’s capacity to accommodate the next twenty years of housing and job growth inside the urban growth boundary (UGB). This engagement plan outlines the spectrum of activities that will inform the Council’s decision, from formal Metro Council and advisory committee meetings to presentations to outside organizations and outreach to local jurisdictions.

Metro seeks to improve its growth management practices every time it undertakes this cyclical process. As always, Metro will strive to improve the data analysis that informs decision makers. Likewise, Metro will continue its emphasis on land readiness to ensure that decisions emphasize the governance, market, and infrastructure conditions that must be present to produce housing and jobs. This process will differ from past decisions by applying a greater focus on the housing needs of all income groups, particularly households with lower incomes. This focus on affordability advances shared goals of increasing housing production for those that have the fewest choices.

The engagement approach during this project will encompass a variety of audiences with a priority to increase the transparency of the inputs and assumptions that make up the urban growth report. Traditionally, the general public has not shown much interest in this process. We don’t know whether the information has appeared too complex, or the proposed expansions do not seem personally relevant. Regardless, a goal for this project is to simplify the key messages to increase awareness and understanding of the decision-making process and highlight the relevant opportunities for input.

## **URBAN GROWTH MANAGEMENT DECISION-MAKING FRAMEWORK**

Metro has a statutory responsibility to manage the UGB for the Metro region. Its existing decision-making framework is shown below.



The decision-making framework includes the Metro Council and three advisory committees (MPAC, MTAC, CORE) that will review, provide input and in some cases make recommendations on the development of the urban growth report. Integral to this decision-making process are timely opportunities for partners and the public to provide meaningful input to the Metro Council and the technical and policy advisory committees prior to key decision milestones.

Metro’s Committee on Racial Equity (CORE) advises Metro Council and staff on the implementation of the Strategic Plan to Advance Racial Equity, Diversity, and Inclusion. CORE will provide input at key points in the urban growth management decision-making process. CORE’s input will be shared with Metro’s other advisory committees for consideration. The Metro Policy Advisory Committee (MPAC) advises and makes recommendations to the Metro Council on growth management and land use issues at the policy level, and the Metro Technical Advisory Committee (MTAC) provides input to MPAC at the technical level.

Metro staff, including the Chief Operating Officer, will receive feedback from the stakeholder roundtable, youth cohort, and land use technical advisory group and share this information with the Metro advisory groups with regularly scheduled update presentations. These groups will be described in the Engagement Activities section of the document.

## PUBLIC ENGAGEMENT GOALS & OBJECTIVES

The plan is in alignment with Metro’s agency wide Strategic Plan to Advance Racial Equity, Diversity and Inclusion, and the Planning, Development and Research Departmental Strategy for Achieving Racial Equity. A youth cohort will be convened with diverse membership and representation across all three Metro counties. The stakeholder roundtable membership will reflect a range of voices, variety of experiences and perspectives, and regional representation.

The desired outcome of the engagement is to:

- Increase transparency of the assumptions and inputs of the analyses in the Urban Growth Report
- Expand outreach to a broader range of stakeholders and perspectives, including youth
- Simplify key messages for presentations and communication to a variety of audiences
- Capture feedback from across the region in advance of key milestones and share input with decisionmakers
- Increase communication and coordination with local jurisdictions to improve readiness of city proposals for expansion

The information gathered from engagement activities will be shared with decision-makers to ensure they have opportunity to contemplate and fully consider public input.

## **PUBLIC ENGAGEMENT APPROACH**

### **Increase transparency of the decision-making process, assumptions, and analysis inputs**

Advisory groups will serve as the primary engagement mechanisms for collaboration and consensus building for this UGM process. In addition to these groups, engagement with other interested individuals, communities and organizations will be an important element of the engagement strategy.

- Provide information to the public about urban growth management and its function in clear, engaging, and simplified ways
- Encourage public access to review city expansion proposals with opportunities to submit public comments
- Demystify the urban growth management decision-making process, correct common misunderstandings about the role of Metro and the UGB, and increase access to the background analysis and data that make up the Urban Growth Report
- Emphasize the Urban Growth Report (UGR) as a decision-support tool: The draft UGR that staff will release in the summer of 2024 will not be a conclusive determination of regional need for land. The draft UGR will provide high quality, peer-reviewed analysis that will serve as a decision support tool for policy makers
- Focus on readiness: Focus policy discussions on the readiness of cities to urbanize possible expansion areas (concept planned Urban Reserves)
- Deepen understanding of and access to Council decision-making process

- The Council’s decision will include a regional housing needs analysis. That analysis will inform a subsequent Regional Housing Coordination Strategy that Metro is required to complete by the end of 2025.
- Expand awareness of potential equity impacts

## ENGAGEMENT ACTIVITIES

### Summary

Group	Level of engagement (inform, consult, involve, collaborate, empower)	Discussion format and purpose
MPAC	Involve	Monthly or bimonthly updates; advice given to Council
MTAC	Consult	Monthly meetings; feedback given to MPAC
CORE	Involve	4-6 meetings over the course of the project; feedback given to staff and Council
Metro Council	Decision-maker	Bi-monthly work sessions; feedback given to staff; receive feedback from advisory committees; listening role on stakeholder roundtable; decision makers
Stakeholder roundtable	Involve	Monthly or bi-monthly meetings to provide input and feedback on urban growth report analyses; feedback given to staff
Youth cohort	Involve	8 meetings; feedback shared with staff, MPAC, and Council
Land use technical advisory group	Involve/Collaborate	Collaboration and technical advice given to staff
Metro cities and counties	Involve	Direct communication with Metro staff and Councilors

		through proposal process, surveys, interviews, and visits
General public	Inform and consult	Outreach via Metro website, social media, and open invites to public meetings

**Metro advisory group meetings**

**MPAC**

The Metro Policy Advisory Committee (MPAC) will be engaged in policy discussions like those that the Council engages in throughout the process. MPAC will be asked for its advice to the Metro Council in late summer 2024. MPAC’s advice will focus on policy options for increasing the region’s readiness for housing and employment growth and the merits of any city proposals for handling some of that growth through concept planned UGB expansions.

**MTAC**

The Metro Technical Advisory Committee (MTAC) will provide advice on technical aspects as needed. Local jurisdiction staff review of the buildable land inventory will be essential and Metro will reconvene the ad-hoc Land Use Technical Advisory Group, which has overlap with MTAC membership for this purpose. MTAC will also be asked to review of any city proposals for UGB expansions. Lastly, MPAC may request MTAC’s technical advice on topics.

**CORE**

Metro’s Committee on Racial Equity’s (CORE) advice will be sought on the formation of a diverse youth cohort to both learn about and advise on Metro’s growth management approach. After additional discussion with CORE, staff will identify the appropriate timing of further engagement with the committee over the course of this work program. CORE has, in particular, expressed an interest in reviewing city proposals for UGB expansions.

**Metro Council meetings**

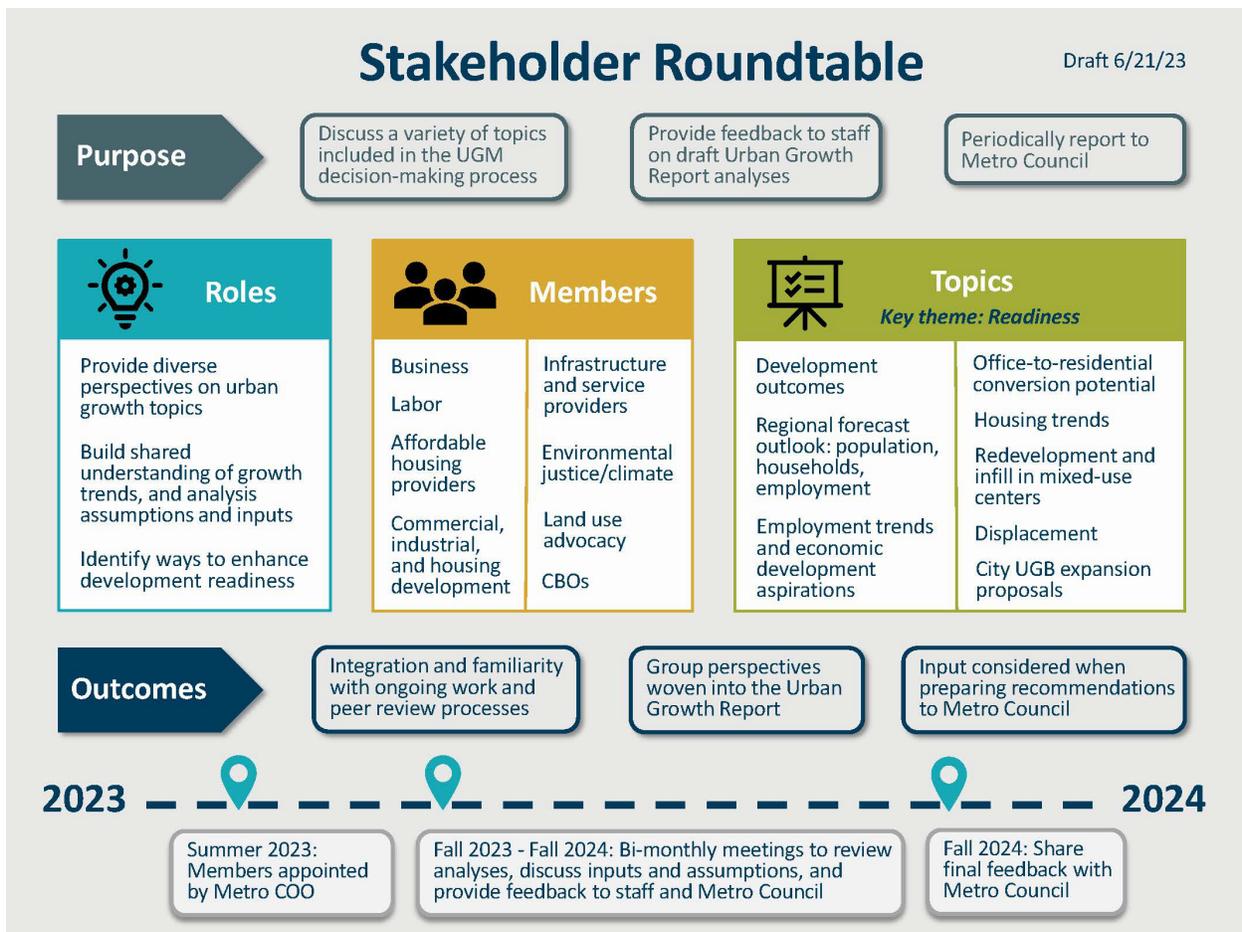
Leading up to the Council’s decision in late 2024, policy makers will engage in discussions of a variety of growth and development trends as well as reviewing any UGB expansion proposals submitted by cities. Policy maker discussions will focus on development readiness, additional actions that may be needed to increase housing production and economic growth inside existing urban areas, and specific city proposals for addressing housing and employment needs in UGB expansion areas. Metro Councilors will engage directly with their local elected counterparts throughout this process. Metro Councilors will also be invited to observe stakeholder roundtable discussions.

## Stakeholder roundtable

For the 2024 urban growth management decision, Metro staff will convene a stakeholder roundtable to inform the content of the 2024 UGR through contributing their perspectives on the content and analyses. To facilitate stakeholder roundtable discussions, staff will convene the group throughout this process, bringing forward summaries of ongoing work around growth trends and other relevant topics.

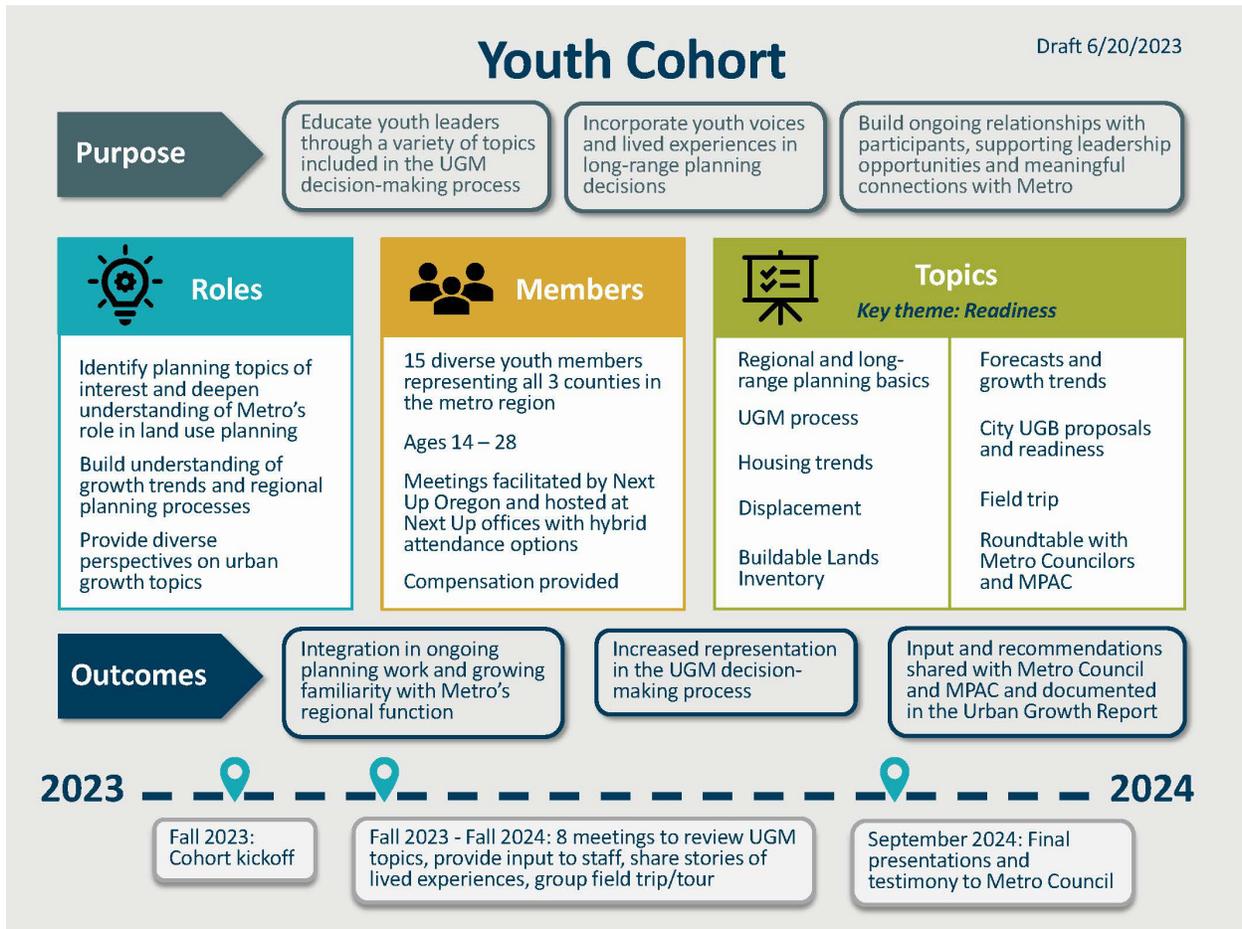
Stakeholder roundtable discussions and perspectives will be reflected in the 2024 UGR and the Metro COO will consider the group’s feedback on a variety of topics when preparing recommendations for the Metro Council. To provide that feedback, the committee will have regular opportunities to familiarize itself with ongoing work and peer review processes. Committee representatives will be asked to summarize the group’s discussions at Metro Policy Advisory Committee (MPAC) and Metro Council meetings.

Staff will consider the group’s feedback when preparing a recommendation for the Metro Council UGB decision.



## Youth cohort

In addition to the stakeholder roundtable, staff will convene a youth cohort with the intention of providing leadership opportunities and seeking a younger generation’s perspective on long-range planning related topics. The youth cohort will support integration and growing familiarity with ongoing planning work and increase representation in the UGM decision-making process. Input and recommendations from the youth cohort will be shared with Metro Council, MPAC, and CORE.



## Technical peer review groups

Several technical peer review groups will be engaged in the development of the 2024 UGR. Those will include:

**Regional Forecast:** a peer review group consisting of economists and demographers will review regional forecast methods and results.

**Buildable land inventory:** the Land Use Technical Advisory Group, consisting of local jurisdiction planning staff and other development specialists will review buildable land inventory and growth

capacity estimation methods and results. The draft inventory will also be made available for review by all local jurisdictions.

### **Additional interest group presentations**

As different components of the project are completed, Metro staff will provide update presentations to various jurisdictions, professional associations, and other interest groups. Examples of these groups include County planning directors, Greater Portland Inc, Economic Development Local Practitioners, and the Commercial Association of Brokers.

These presentations will occur at various times leading up to the conclusion of the project. Metro staff will compile a final summary list of these presentations and audiences as part of the urban growth report engagement section.

### **Local jurisdiction engagement**

As described in this engagement summary, this decision-making process is centered on city readiness. As such, there will be a heavy emphasis on the merits of city proposals for concept planned UGB expansions.

Metro staff, Councilors, and the Chief Operating Officer will conduct outreach to local elected officials and planning staff to understand plans for growth, challenges in their communities, and resource needs. These conversations will increase transparency and communication between Metro and local jurisdictions and help Metro to anticipate forthcoming expansion proposals. Additionally, this information will be used to update and improve the 2040 planning and development grants program to better meet the discussed needs.

Cities will be responsible for leading local engagement on concept planning Urban Reserve areas. Public engagement is a required component of developing and submitting a concept plan for a proposed expansion area. The concept plans for proposed expansion areas will be released as appendices to the Urban Growth Report and made available for region-wide public feedback.

Local jurisdiction staff will also have opportunities to provide peer review of the buildable land inventory.

### **Public communication**

The public will have access to the progress of the urban growth report and accompanying analyses throughout the project as the Metro project page is periodically updated.

### **Metro website and news articles**

The UGM project page could include a variety of elements to present the analyses and background information in a simplified, clear, engaging way. The purpose is to provide robust data and a comprehensive analysis of the region and its needs in a compelling format that invites greater understanding of the decision-making process and opportunities for feedback. Examples of potential web features include:

- Interactive map
- Urban Growth Boundary myth vs. reality “quiz”
- Quick learning guides about UGR components
- “What’s in a BLI?”
- Displacement analysis
- Our region in numbers
- Guide for submitting comments about the UGR

### **Social media**

Metro’s social media channels, primarily Instagram, can be used to present key graphics to reach a broad audience and direct them to learn more about urban growth management and clarify common misconceptions or misunderstandings about this work. The goal of this outreach is to be eye-catching and accessible. Social media posts could include:

- UGB comic
- Youth cohort field trip footage
- Slideshow explainers of different analyses or interesting findings
- Time capsule series – look through UGB decisions of the past – “where are they now”

### **Public hearings**

Most Metro advisory committee meetings during this process are open to the public. The most formal opportunity for testimony is the official public hearing in September 2024 to discuss the COO recommendations. However, beyond this opportunity, the public may participate in additional meetings through listening in to the presentations and are welcome to send comments and questions to the project team. The website will be kept current to provide information about relevant public meetings.

## PROJECT TIMELINE



- **Technical work and analysis**  
 Forecasts                      Trends analysis  
 Land inventories              Modeling
- **Stakeholder engagement**  
 Jurisdictional outreach  
 Stakeholder group  
 Youth cohort
- **City expansion proposals**  
Dec 2023: Letters of interest due  
April 2024: Proposals due  
*2040 Planning & Development Grants available*
- **Metro Council decision**  
Summer 2024: Draft UGR  
 Stakeholder group, COO recommendations  
Fall 2024: MPAC, CORE recommendations  
 Council direction to staff  
 Public hearings  
Dec 2024: Council decision

### Detailed engagement timeline

Summer 2023: Convene stakeholder roundtable; Convene Land Use Technical Advisory Group to provide advice on methods for determining the buildable land inventory

Fall/winter 2023: Convene youth cohort; Local jurisdiction review of preliminary buildable land inventory results

December 1, 2023: Cities submit letters of interest for UGB expansions

Winter 2023/2024: Peer review of regional population, household, and employment forecast

April 5, 2024: City proposals for UGB expansions due

June 28, 2024: Release draft UGR and appendices

June 28, 2024: Public comment period open for the UGR and city expansion proposals

July 9, 2024: Council work session discussion of draft UGR

July 17, 2024: MTAC discussion of draft UGR

July (TBD), 2024: Stakeholder roundtable discussion of draft UGR

July 18, 2024: CORE discussion of draft UGR

July 24, 2024: MPAC discussion of draft UGR; request any MTAC advice

July 31, 2024: Public comment period for the UGR and city expansion proposals ends

August 23, 2024: Release COO recommendation

September 3, 2024: Council work session on COO recommendations

September 11, 2024: MPAC discusses recommendations to Council; request any final MTAC advice

September 18, 2024: MTAC advice to MPAC, if requested

September 19, 2024: CORE recommendation to Council

September 21, 2024: Council holds public hearing on COO recommendations

September 25, 2024: MPAC recommendation to Council

October 1, 2024: Council provides direction to staff at work session

Oct-Nov, 2024: Complete various required notice procedures

November 28, 2024: Council first reading of ordinance; public hearing

December 12, 2024: Council second reading of ordinance; decision

## ENGAGEMENT ROLES AND RESPONSIBILITIES

<p><b>Policy partnerships: Council, MPAC, CORE</b></p> <ul style="list-style-type: none"> <li>• Provide leadership and policy direction to staff</li> <li>• Build partnerships and collaborate</li> <li>• Engage partners and the public</li> <li>• Incorporate input from partners, advisory groups, and the public</li> </ul>	<p><b>Community partnerships: Stakeholder roundtable, youth cohort, interest groups, public</b></p> <ul style="list-style-type: none"> <li>• Provide community values, needs and priorities</li> <li>• Provide youth lived experience and perspective</li> <li>• Provide ideas and solutions</li> <li>• Provide input and feedback to Metro staff and decision-makers</li> </ul>
<p><b>Technical partnerships: MTAC, land use technical advisory group</b></p> <ul style="list-style-type: none"> <li>• Implement policy direction to update urban growth report</li> <li>• Provide technical expertise</li> <li>• Keep decision-makers informed of progress</li> <li>• Incorporate input from partners and the public</li> <li>• Make recommendations to decision-makers</li> </ul>	
<p><b>Technical support: Metro staff, EcoNorthwest, Johnson Economics</b></p> <ul style="list-style-type: none"> <li>• Implement policy direction to update plan</li> <li>• Provide technical expertise</li> <li>• Keep decision-makers informed of progress</li> <li>• Incorporate input from partners and the public</li> <li>• Make recommendations to decision-makers and advisory groups</li> </ul>	

# Memo

Date: July 12, 2023  
 To: Metro Technical Advisory Committee (MTAC) and interested parties  
 From: Kim Ellis, RTP Project Manager  
 Subject: 2023 Regional Transportation Plan – Schedule and Adoption Package

## PURPOSE

Provide an overview of how the 2023 Regional Transportation Plan and 2023 High Capacity Transit Strategy will be adopted.

## BACKGROUND

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. Through the 2023 RTP update, the Metro Council 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 for the next 22 years.

Shown in **Figure 1**, the region is entering the final adoption phase for the 2023 Regional Transportation Plan (RTP) and 2023 High Capacity Transit (HCT) Strategy.



A final 45-day public comment opportunity began on Monday, July 10 and ends on Friday, August 25, 2023 at 5 PM. The Metro Council will hold a public hearing on July 27 as part of the comment period. Metro staff will formally consult with federally-recognized tribes and federal, state, regional and resource agencies. Comments may be also be submitted through an online survey, using an online comment form, and by email, letters, and phone. Following the comment period, Metro staff will prepare a Final Public Comment Report that includes survey results, online feedback and copies of all emails, letters, and transcriptions of voicemails received during the formal comment period as well as consultation meeting summaries and transcriptions of verbal testimony provided during the public hearing.

Metro staff will propose recommended actions to respond to substantive public comments<sup>1</sup> received by August 4 for discussion by the Metro Technical Advisory Committee (MTAC) and the Transportation Policy Alternatives Committee (TPAC) at the joint workshop on August 16. The recommended actions will include amendments to the public review draft RTP and HCT Strategy, recommendations for no change with an explanation as to why no change is recommended, and recommendations for future work.

Metro staff will propose additional recommended actions to respond to comments received between August 5 and 25 for consideration by MTAC and TPAC during regular committee meetings and workshops in September and October. At their September meetings, MTAC and TPAC will be requested to identify topics for discussion by the Metro Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation (JPACT) in September and October. In addition, the Metro Council is scheduled to hold a legislative hearing on September 28 as part of the first read of the ordinance adopting the 2023 RTP.

On October 25, MPAC will be asked to make a recommendation to the Metro Council on adoption of the 2023 RTP and 2023 HCT Strategy, including the recommended actions. On November 3, TPAC will be asked to make a recommendation to JPACT. On November 16, JPACT will be asked to consider TPAC's recommendation and make a recommendation to the Metro Council on adoption of the 2023 RTP and 2023 HCT Strategy, including the recommended actions. On November 30, the Metro Council is scheduled to hold a final legislative hearing and consider final action on the recommendations from MPAC and JPACT. The 2023 RTP becomes effective immediately upon adoption by the Metro Council. In early 2024, the adopted plan and findings will be submitted to the Land Conservation and Development Commission (LCDC) and Department of Land Conservation and Development (DLCD) for review and acknowledgement of consistency with statewide planning goals and administrative rules.

### **Adoption of the 2023 Regional Transportation Plan**

The RTP is a component of the Regional Framework Plan, which is a governing document for the greater Portland region that carries the force and effect of law. First adopted in 1997, the RFP identifies regional policies to implement the 2040 Growth Concept, including regional transportation.<sup>2</sup>

When the Metro Council adopts amendments to the RTP or other components of the Regional Framework Plan, it is adopting legislation that must be adopted by ordinance in order to create legally binding requirements on local governments in the region. The RTP will also be adopted as the federally-recognized metropolitan transportation plan for the region under federal law and the regional transportation system plan for the region under state law.

The ordinance number, draft title and a list of proposed exhibits is provided for reference:

**Ordinance No. 23-1496** For the Purpose of Amending the 2023 Regional Transportation Plan to Comply With Federal and State Law (*draft title*)

- **Exhibit A – Public Review Draft 2023 Regional Transportation Plan and Appendices.** This exhibit includes the draft 2023 Regional Transportation Plan and appendices, including the financially constrained project list. Amendments to the RTP document and appendices are documented in Exhibit C, but will not be incorporated in Exhibit A until after adoption by JPACT and the Metro Council.

---

<sup>1</sup> Substantive comments are comments that proposed specific changes or raise specific issues or concerns.

<sup>2</sup> <https://www.oregonmetro.gov/regional-framework-plan>

- **Exhibit B – Regional Framework Plan Amendments.** This exhibit amends the existing Chapter 2 of the Regional Framework Plan with the new goals and objectives included in Chapter 2 of the 2023 Regional Transportation Plan.
- **Exhibit C – Summary of Comments Received and Recommended Actions.** This exhibit documents substantive comments received and recommended actions, including amendments to Exhibit A.
- **Exhibit D – Findings of Fact and Conclusions of Law.** This exhibit includes legal findings that demonstrate consistency of the RTP with federal, state and regional requirements. *This exhibit will be developed by the Office of Metro Attorney.*

### Adoption of the 2023 High Capacity Transit Strategy

The RTP is supported by several modal and topical strategies, including the Regional High Capacity Transit Strategy, that are primarily guidance documents that provide a vision, policies and recommendations for the region that support implementation of the RTP. The HCT Strategy is proposed for adoption by resolution, like other strategies have been adopted, because much of each strategy consists of recommendations that do not impose binding obligations on local governments. However, key elements from each of the strategies that will create binding obligations on local governments are incorporated into the 2023 RTP, including: recommended transit network concepts, system maps that define functional classifications for transit, and policies for transit. Adoption of the HCT Strategy by resolution expresses the intent of the Metro Council to support and implement the strategy, and is appropriate for strategies that provide guidance and policy direction.

The resolution number and draft title is provided for reference:

**Resolution No. 23-5348** For the Purpose of Adopting the 2023 Regional High Capacity Transit Strategy (*draft title*)

- **Exhibit A – Public Review Draft 2023 Regional High Capacity Transit Strategy.** This exhibit includes the draft 2023 Regional High Capacity Transit Strategy. Amendments to the HCT are documented in Exhibit B, but will not be incorporated in Exhibit A until after adoption by JPACT and the Metro Council.
- **Exhibit B – Summary of Comments Received and Recommended Actions.** This exhibit documents substantive comments and recommended actions, including amendments to Exhibit A.

### NEXT STEPS

A schedule of remaining Council and regional advisory committee discussions and final actions is attached for reference along with an overview of the RTP chapters and supporting appendices.

Public review drafts of the RTP and HCT Strategy are posted on the 2023 RTP at [www.oregonmetro.gov/rtp](http://www.oregonmetro.gov/rtp). The public comment will close at 5 p.m. on August 25.

Metro staff will propose amendments to respond to public comments received by August 13 for discussion by MTAC and TPAC at the joint workshop on August 29. The draft legislation and respective staff reports will be available for review in early September.

/Attachment

Attachment 1. 2023 RTP Update Schedule and Key Dates (6/29/23)

Attachment 2. 2023 RTP Chapters and Appendices Overview

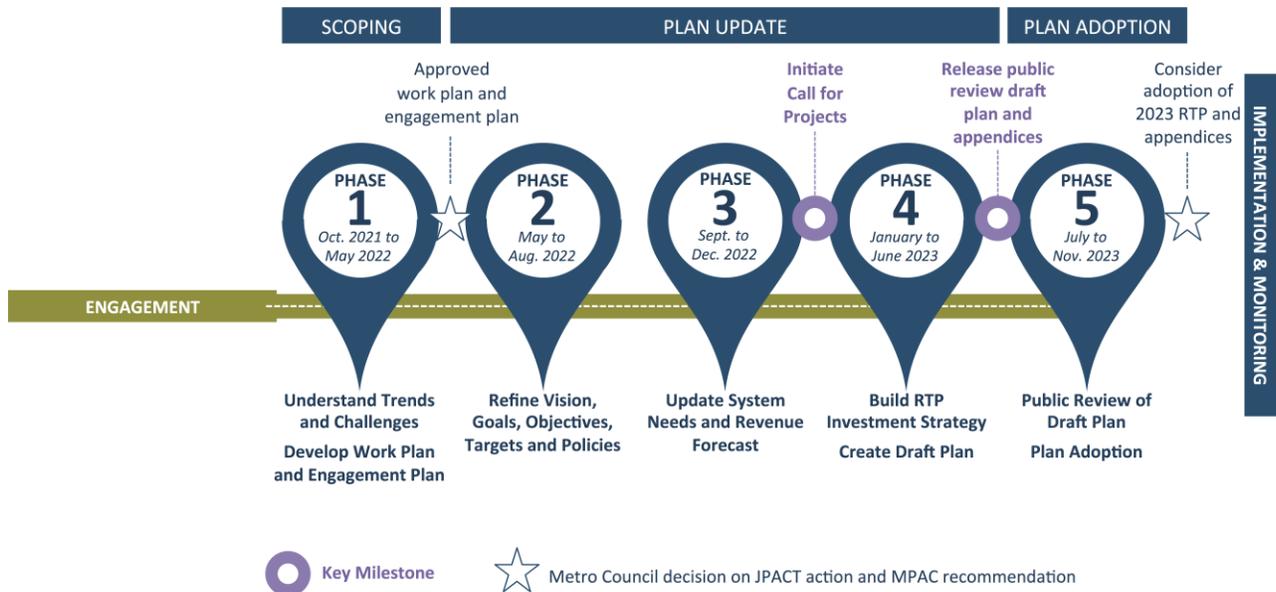


## 2023 REGIONAL TRANSPORTATION PLAN UPDATE

### Key Dates for Finalizing the 2023 Regional Transportation Plan and 2023 High Capacity Transit Strategy for Adoption

June to November 2023

Dates are subject to change.



Note: Under Federal law, the current Regional Transportation Plan expires on Dec. 6, 2023.

Month	Date	Entity	Action
June	6/2	TPAC	<ul style="list-style-type: none"> <li><b>Action:</b> Make recommendation to JPACT on release of draft 2023 RTP, project list and draft HCT Strategy for public review (Resolution No. 23-5343)</li> </ul>
	6/13	Metro Council	<ul style="list-style-type: none"> <li>Discuss TPAC recommendation to JPACT and next steps</li> </ul>
	6/15	JPACT	<ul style="list-style-type: none"> <li><b>Action:</b> Make recommendation to Metro Council on release of draft 2023 RTP, project list and draft HCT Strategy for public review (Resolution No. 23-5343)</li> </ul>
	6/15	CORE	<ul style="list-style-type: none"> <li>Overview of Council and JPACT roles, what we learned through community engagement and the equity-based analysis, and receive feedback on ways for the RTP and process to further advance racial equity</li> </ul>
	6/21	TPAC Workshop	<ul style="list-style-type: none"> <li>Discuss RTP System Analysis – transit, tolling and climate analysis</li> </ul>
	6/23	Notice	<ul style="list-style-type: none"> <li>Notice of public comment period</li> </ul>
	6/28	MPAC	<ul style="list-style-type: none"> <li>Public comment period announcement (Metro Council update)</li> </ul>
	6/29	Metro Council	<ul style="list-style-type: none"> <li>Action on JPACT recommendation (Res. No. 23-5343)</li> </ul>

<b>July</b>	7/7	TPAC	<ul style="list-style-type: none"> <li>Public comment period announcement (comment from the chair)</li> <li>Overview of Fall adoption package (Ordinance, Resolution &amp; Exhibits)</li> <li>Discuss draft RTP Ch. 8 and identify topics for JPACT discussion</li> </ul>
	7/10		<p>45-day public comment period begins:</p> <ul style="list-style-type: none"> <li>online survey</li> <li>online comment form</li> <li>email, letters and phone</li> <li>public hearing on 7/27/23</li> <li>individual consultation meetings with Tribes</li> <li>joint consultation meetings of federal/state/regional/resource agencies</li> <li>county-level coordinating committee briefings</li> <li>Metro Council and regional advisory committee discussions</li> </ul>
	7/12	TPAC Workshop	<ul style="list-style-type: none"> <li>Discuss RTP mobility policy measures:                             <ul style="list-style-type: none"> <li>Throughway reliability travel speed analysis findings</li> <li>TDM/TSMO system completion</li> <li>TSMO Key Corridors</li> </ul> </li> </ul>
	7/19	MTAC	<ul style="list-style-type: none"> <li>Overview of draft RTP and public comment period announcement and Fall adoption package (Ordinance, Resolution &amp; Exhibits)</li> <li>Discuss draft RTP Ch. 8 and identify topics for MPAC discussion</li> </ul>
	7/20	JPACT	<ul style="list-style-type: none"> <li>Overview of draft RTP and public comment period announcement (comments from the Chair)</li> <li>Discuss freight delay and commodity movement study findings</li> </ul>
	7/20	CORE	<ul style="list-style-type: none"> <li>RTP public comment period announcement (Metro Council updates)</li> </ul>
	7/27	Metro Council	<ul style="list-style-type: none"> <li>Public hearing on draft 2023 RTP, project list and draft HCT Strategy</li> </ul>
	<b>August</b>	8/4	TPAC
8/16		TPAC/MTAC Workshop	<ul style="list-style-type: none"> <li>Discuss RTP mobility policy and VMT/capita analysis</li> <li>Overview of public comments received to date</li> </ul>
8/23		DLCD	<ul style="list-style-type: none"> <li>Submit Notice of Post Acknowledgement Plan Amendment (PAPA) – 35 days prior to first read</li> </ul>
8/25			<ul style="list-style-type: none"> <li>45-day public comment period ends at 5 PM</li> </ul>

<b>September</b>	9/1	TPAC	<ul style="list-style-type: none"> <li>• Draft adoption legislation and overview of public comments received and draft Metro staff recommended actions in response to public comments</li> <li>• Discuss draft RTP Ch. 8 and/or RTP policies, if needed</li> <li>• Discuss freight delay and commodity movement study draft findings</li> </ul>
	9/12	<i>Metro Council (requested)</i>	<ul style="list-style-type: none"> <li>• <i>Discuss draft RTP Ch.8 (Implementation) and RTP Ch. 3 draft (pricing policies)</i></li> </ul>
	9/13	TPAC Workshop	<ul style="list-style-type: none"> <li>• Discuss public comments received and draft Metro staff recommended actions in response to public comments</li> <li>• Identify policy topics for JPACT discussion</li> </ul>
	9/20	MTAC	<ul style="list-style-type: none"> <li>• Draft adoption legislation</li> <li>• Discuss public comments received and draft Metro staff recommended actions in response to public comments</li> <li>• Identify topics for MPAC discussion</li> </ul>
	9/21	JPACT	<ul style="list-style-type: none"> <li>• Overview of adoption package (Ordinance, Resolution &amp; Exhibits)</li> <li>• Overview of public comments received and draft Metro staff recommended actions in response to public comments, and policy topics identified by TPAC for JPACT discussion</li> <li>• Discuss draft Ch.8 (Implementation) and Ch. 3 draft (pricing policies)</li> </ul>
	9/21	<i>CORE (requested)</i>	<ul style="list-style-type: none"> <li>• <i>Overview of public comments received and draft Metro staff recommended actions in response to public comments</i></li> <li>• <i>Discuss draft Ch.8 (Implementation) equity-related future work</i></li> </ul>
	9/27	MPAC	<ul style="list-style-type: none"> <li>• Overview of adoption package (Ordinance, Resolution &amp; Exhibits)</li> <li>• Overview of public comments received and draft Metro staff recommended actions in response to public comments and policy topics identified by MTAC for MPAC discussion</li> <li>• Discuss draft Ch.8 (Implementation) and Ch. 3 draft (pricing policies)</li> </ul>
	9/28	Metro Council	<ul style="list-style-type: none"> <li>• <b>Public hearing (first evidentiary hearing/first read) on Ordinance 23-1496</b></li> </ul>
<b>October</b>	10/6	TPAC	<ul style="list-style-type: none"> <li>• Discuss draft Metro staff recommended actions in response to public comments and identify draft recommended actions for JPACT discussion</li> </ul>
	10/18	MTAC	<ul style="list-style-type: none"> <li>• <b>Make final recommendation to MPAC</b> on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments</li> </ul>
	10/19	JPACT	<ul style="list-style-type: none"> <li>• Discuss draft TPAC recommended actions in response to public comments (focus on actions identified by TPAC</li> </ul>

			for JPACT discussion)
	10/25	MPAC	<ul style="list-style-type: none"> <li>• <b>Make final recommendation to Metro Council</b> on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments</li> </ul>
<b>November</b>	11/3	TPAC	<ul style="list-style-type: none"> <li>• <b>Make final recommendation to JPACT</b> on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments</li> </ul>
	<i>11/7</i>	<i>Metro Council</i>	<ul style="list-style-type: none"> <li>• <b><i>Discuss MPAC recommendation and TPAC recommendation to JPACT on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments</i></b></li> </ul>
	11/16	JPACT	<ul style="list-style-type: none"> <li>• <b>Make final recommendation to Metro Council</b> on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments</li> </ul>
	11/30	Metro Council	<ul style="list-style-type: none"> <li>• <b>Public hearing and consider final action</b> on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments</li> </ul>

## 2023 REGIONAL TRANSPORTATION PLAN | TABLE OF CONTENTS

### Executive Summary

This section provides an overview of the plan, how it was developed, key trends and challenges it will address and the outcomes it will deliver. The executive summary will be produced as a standalone document for the public review draft plan.

### Chapter 1 | Toward a Connected Region

This chapter introduces the greater Portland region and Metro’s role in transportation planning, how the plan addresses regional, state and federal requirements, its relationship to other adopted plans and strategies, and the public process that shaped development of the plan.

### Chapter 2 | Our Shared Vision and Goals for Transportation

This chapter presents the plan’s aspirational vision for the region’s transportation system. The vision is further described through goals, objectives and performance targets that reflect the values and desired outcomes expressed by the public, policymakers and community and business leaders engaged in development of the plan. This outcomes-based policy framework guides future planning and investment decisions as well as monitoring plan implementation.

### Chapter 3 | Transportation System Policies to Achieve Our Vision

This chapter defines overarching policies for safety, equity, climate, mobility and pricing as well as the vision and policies for the modal networks of the regional transportation system – motor vehicle, transit, freight, bike and pedestrian - and for transportation system management and operations (TSMO) and transportation demand management (TDM). The policies will help the region make progress toward the plan’s vision and goals and implementation of the 2040 Growth Concept and Climate Smart Strategy. Together the policies will guide the development and implementation of the regional transportation system, informing transportation planning and investment decisions made by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council.

### Chapter 4 | Our Growing and Changing Region

This chapter provides a snapshot of current regional growth trends and existing conditions and outlines key transportation challenges the plan will address and opportunities for building a regional transportation system that reflects our values and vision for the future.

### Chapter 5 | Our Transportation Funding Outlook

This chapter provides an overview of local, state and federal funding expected to be available to pay for needed investments.

### Chapter 6 | Regional Programs and Projects to Achieve Our Vision

This chapter describes how the region plans to invest in the transportation system, with expected funding.

### Chapter 7 | Measuring Outcomes

This chapter reports on the expected system performance of the region’s investment priorities and documents whether the region achieves regional performance targets in 2045.

### Chapter 8 | Moving Forward Together

This chapter describes ongoing and future efforts to implement the RTP, consistent with federal, state and regional requirements. The chapter summarizes ongoing regional programs, regional and state planning efforts and major project development activities underway in the region, and data and research activities to support Metro’s performance-planning responsibilities and plan implementation.

### Glossary

### Common Acronyms

## APPENDICES

Appendix A	Constrained Priorities – Near-term Constrained Project List (2023 to 2030); Long-term Constrained Project List (2031 to 2045)
Appendix B	Unconstrained Priorities – 2031 to 2045 Strategic Project List
Appendix C	Federal Air Quality Attainment Status Certification Letter (effective Oct. 2, 2017)
Appendix D	Public and Stakeholder Engagement and Consultation Summary <i>Note: This appendix is under development and will be included in final RTP Appendices.</i>
Appendix E	<i>not assigned</i>
Appendix F	Environmental Assessment and Potential Mitigation Strategies
Appendix G	Coordinated Transportation Plan for Seniors and People with Disabilities (adopted in June 2020 by the TriMet Board)
Appendix H	Financial Strategy Documentation
Appendix I	Performance Evaluation Documentation
Appendix J	Climate Smart Strategy Implementation and Monitoring
Appendix K	Performance Targets
Appendix L	Federal Performance-Based Planning and Congestion Management Process Documentation
Appendix M	Regional Analysis Documentation
Appendix N	Southwest Corridor Project Locally Preferred Alternative (adopted Dec. 6, 2018)
Appendix O	Earthquake Ready Burnside Bridge Preferred Alternative (adopted March 16, 2023)
Appendix P	East Metro Connections Plan (adopted in June 2013)
Appendix Q	Sunrise Project Locally Preferred Alternative (adopted in July 2009)
Appendix R	I-5/99W Connector Study Recommendations (adopted in Feb. 2009 by Project Steering Committee)
Appendix S	I-5/Columbia River Bridge Replacement Locally Preferred Alternative (adopted in July 2008)
Appendix T	Clackamas to Columbia Corridor Plan (adopted in 2020)
Appendix U	Summary of Comments Received and Recommended Actions <i>Note: This appendix will be developed following the final public comment period and included in final RTP Appendices.</i>

## LIST OF TOPICAL AND MODAL STRATEGIES AND PLANS\*

	<b>Adoption date</b>
Regional Transportation System Management and Operations Strategy	Jan. 6, 2022
Regional Transportation Safety Strategy	Dec. 6, 2018
Regional Emerging Technology Strategy	Dec. 6, 2018
Regional Freight Strategy	Dec. 6, 2018
Regional Transit Strategy	Dec. 6, 2018
Regional Travel Options Strategy	May 24, 2018
Climate Smart Strategy (incorporated in the RTP in Dec. 2018)	Dec. 18, 2014
Regional Active Transportation Plan	July 17, 2014

\* All strategies and plans were adopted by the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT).

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: July 12, 2023  
To: Metro Technical Advisory Committee (MTAC) and interested parties  
From: Kim Ellis, RTP Project Manager, and John Mermin, Senior Transportation Planner  
Subject: 2023 Regional Transportation Plan (RTP) – Chapter 8 – RTP Implementation

---

## **PURPOSE**

The purpose of this memo is to describe a process for reviewing and updating Chapter 8 prior to adoption of the 2023 Regional Transportation Plan (RTP). At the meeting, Metro staff will present an overview of Chapter 8 of the RTP, recommended future planning work and initial feedback provided by the Transportation Policy Alternatives Committee on July 7, 2023.

## **QUESTIONS FOR MTAC DISCUSSION ON JULY 19**

- Questions about RTP process or Chapter 8?
- Feedback regarding future implementation?
- Feedback on topics for further discussion in August and September?

## **BACKGROUND**

Chapter 8 “Moving Forward Together” outlines future studies and other work needed to advance implementation of the RTP or resolve issues that could not be fully addressed during the update. The chapter is organized into sections describing regional programs, region-wide planning efforts, corridor refinement planning, major project development and data/tools development.

A section-by-section summary of key updates incorporated in Chapter 8 of the draft 2023 RTP follows.

## **Draft 2023 RTP Implementation Chapter (Chapter 8)**

### **Section 1. Introduction**

- Minor text edits

### **Section 2. Planning and Programs**

- Updated descriptions of planning and programs recommended in the near-term to advance implementation of the RTP and address unresolved issues identified through 2023 RTP update.
- Completed efforts have been removed and several new efforts have been added, including:

#### Regional Programs

- Regional Transit Program
- Better Bus Program
- Regional Congestion Pricing Program

Regionwide Planning

- Connecting First and Last Mile: Accessing Mobility through Transit Study
- Cascadia Corridor Ultra-High-Speed Ground Transportation Project Planning
- Equitable Development Strategies
- Workforce Diversification in Regional Transportation Infrastructure Projects
- Columbia Connects

**Section 3. Projects**

- Updated descriptions of major project development efforts.
- Several new major project development efforts have been added, including:
  - I-205 Toll Project (includes widening and seismic improvements)
  - I-5 & I-205 Regional Mobility Pricing Project
  - I-5 Boone Bridge Replacement
  - Earthquake Ready Burnside Bridge
  - Tualatin Valley Highway Transit and Development Project
  - 82<sup>nd</sup> Avenue Transit Project

**Section 4. Data and Tools**

- Updated descriptions of data and tool development.
- Two new data analysis tools have been added:
  - Social Vulnerability Explorer
  - VisionEval (VE-RSPM) Climate Monitoring Tool

**Process to update Chapter 8**

Resolution No. 23-5343 supports releasing the Draft RTP for public review and directs staff to revise Chapter 8 in response to public comments and policy discussion. Additionally, staff has provided a placeholder for the narratives in the Corridor Refinement Planning section (8.2.4) of the public review draft stating that the section will be *“updated this Summer and informed by analysis of the RTP project list using the newly updated regional mobility policy.”*

MTAC will have an opportunity at the July 19 and Sept. 20 meetings to discuss Chapter 8 and identify topics for discussion by the Metro Policy Advisory Committee (MPAC).

Thus far, the need to clarify future pricing-related implementation work has been flagged for discussion by the Metro Council, JPACT and MPAC in September. The current discussion of pricing within Chapter 8 is located within the narratives for the Regional Congestion Pricing Program (section 8.2.2.13) and the I-5 & I-205 Regional Mobility Pricing Project (8.3.1.7).

Additionally, all jurisdictions, members of the public and community-based organizations are encouraged to send Metro formal comments describing any recommended changes to Chapter 8 during the public comment period (July 10-August 25, 2023). Metro staff will respond to all substantive comments provided during the public comment period and share these responses with TPAC in September for discussion and to identify topics for JPACT discussion.

**Next Steps**

- July 19 MTAC - Discussion of Chapter 8
- August 4 TPAC - Discussion of Chapter 8 (*if needed*)
- September 1 TPAC - Discussion of Chapter 8 (*if needed*)
- September 12 (*requested*) Metro Council - Discussion of Chapter 8
- September 13 TPAC workshop – Discussion of Metro staff recommended actions in response to public comments, including requesting changes to Chapter 8; identify topics for JPACT discussion
- September 20 MTAC – Discussion of Metro staff recommended actions in response to public comments, including requesting changes to Chapter 8; identify topics for MPAC discussion
- September 21 JPACT - Discussion of Chapter 8 and public comments on draft RTP and draft HCT Strategy
- September 27 MPAC – Discussion of Chapter 8 and public comments on draft RTP and draft HCT Strategy

Please contact [kim.ellis@oregonmetro.gov](mailto:kim.ellis@oregonmetro.gov) and [John.Mermin@oregonmetro.gov](mailto:John.Mermin@oregonmetro.gov) with any questions or concerns.

/attachment

Attachment 1. Public Draft RTP Chapter 8 – July10, 2023

2023 Regional Transportation Plan



# Chapter 8

## Moving Forward Together

### 2023 Regional Transportation Plan

July 10, 2023 Public Review Draft

This page intentionally left blank.

## Table of Contents

<b>Chapter 8 .....</b>	<b>1</b>
<b>8.0 Purpose .....</b>	<b>8-1</b>
Chapter organization.....	8-1
<b>8.1 INTRODUCTION .....</b>	<b>8-3</b>
Connecting Our Shared Values and Vision for the Future: Setting a Course for Transportation.....	8-3
8.2.1 Local Implementation .....	8-7
8.2.2 Metro’s Regional Programs.....	8-7
8.2.2.1 Civil Rights and Environmental Justice program .....	8-8
8.2.2.2 Regional Safe Streets for All Program .....	8-9
8.2.2.3 Regional Active Transportation Program .....	8-10
8.2.2.4 Regional Freight Program.....	8-10
8.2.2.5 Regional Transit Program .....	8-10
8.2.2.6 Transportation System Management and Operations (TSMO) Program .....	8-11
8.2.2.7 Regional Travel Options (RTO) and Safe Routes to School Programs.....	8-12
8.2.2.8 Air Quality and Climate Change Monitoring Program .....	8-13
8.2.2.9 Designing Livable Streets and Trails Program .....	8-13
8.2.2.10 Regional Transit-Oriented Development Program .....	8-14
8.2.2.11 Investment Areas Program .....	8-14
8.2.2.12 Better Bus Program .....	8-15
8.2.2.13 Regional Congestion Pricing Program .....	8-15
8.2.3 Region-wide Planning .....	8-16
8.2.3.1 Regional Mobility Policy Implementation Action Plan.....	8-17

8.2.3.2	Transit Planning .....	8-18
8.2.3.3	Connecting First and Last Mile: Accessing Mobility through Transit Study ....	8-18
8.2.3.4	Steel Bridge Transit Bottleneck Study .....	8-19
8.2.3.5	Cascadia Corridor Ultra-High-Speed Ground Transportation Project Planning	8-21
8.2.3.6	Equitable Development Strategies.....	8-21
8.2.3.7	Workforce Diversification in Regional Transportation Infrastructure Projects	8-22
8.2.3.8	Funding Strategy for Regional Bridges .....	8-24
8.2.3.9	Emergency Transportation Routes Project Phase 2.....	8-25
8.2.3.10	Regional Freight Rail Study.....	8-26
8.2.3.11	Regional Transportation Functional Plan Update .....	8-27
8.2.3.12	2040 Refresh Coordination .....	8-28
8.2.3.13	Columbia Connects.....	8-29
8.2.4	Corridor Refinement Planning .....	8-29
8.2.4.1	Tigard to Wilsonville (Mobility Corridor 3).....	8-35
8.2.4.2	Portland Central City Loop (Mobility Corridor 4) .....	8-38
8.2.4.3	Clark County to I-5 via Gateway, Oregon City and Tualatin (Mobility Corridors 7, 8 and 10) .....	8-41
8.2.4.4	Beaverton to Forest Grove (Mobility Corridors 14 and 15) .....	8-43
8.2.4.5	Powell-Division Corridor: Portland Central City to Lents Town Center and Lents Town Center to Gresham Regional Center (Mobility Corridors 19 and 20) .....	49
8.2.4.6	Hillsboro to Portland (Mobility Corridors 13 and 14) .....	8-51
<b>8.3</b>	<b>Projects .....</b>	<b>8-56</b>
8.3.1	Major Project Development.....	8-56
8.3.1.1	Interstate 5 Replacement (IBR) Program (previously Columbia River Crossing Project)	8-59

8.3.1.2	Sunrise Project and Sunrise Community Visioning Project .....	8-62
8.3.1.3	Southwest Corridor Transit Project.....	8-63
8.3.1.4	I-5 Rose Quarter Improvement Project.....	8-65
8.3.1.5	I-205 Abernethy Bridge and Phase 1A Construction.....	68
8.3.1.6	I-205 Toll Project (Includes Widening and Seismic Improvements) .....	69
8.3.1.7	I-5 & I-205 Regional Mobility Pricing Project .....	8-70
8.3.1.8	I-5 Boone Bridge Replacement.....	73
8.3.1.9	Earthquake Ready Burnside Bridge.....	75
8.3.1.10	Tualatin Valley Highway Transit and Development Project.....	8-75
8.3.1.11	82nd Avenue Transit Project .....	8-76
8.3.2	Metropolitan Transportation Improvement Program .....	8-79
8.3.2.1	MTIP responsibilities and oversight .....	8-80
8.3.2.2	The role of the MTIP in regional planning.....	8-80
8.3.2.3	Demonstrating consistency prior to implementation.....	8-81
8.3.2.4	Demonstrating fiscal constraint .....	8-83
8.3.2.5	Demonstrating support toward achievement of performance targets.....	8-84
8.3.2.6	Public involvement expectations and process for demonstrating consistency.....	8-86
8.3.2.7	Developing the MTIP.....	8-87
<b>8.4</b>	<b>Data and tools .....</b>	<b>89</b>
8.4.1	Performance-based planning and programming.....	89
8.4.2	Data Collection and Coordination.....	89
8.4.2.1	Growth Data .....	8-89
8.4.2.2	Travel Activity Data .....	8-89
8.4.2.3	Transportation Safety Data .....	90

8.4.2.4	Multi-Modal Network Data .....	8-90
8.4.2.5	Multi-Modal Network Data .....	8-90
8.4.3	Analysis Tool Maintenance and Enhancement .....	8-90
8.4.3.1	Growth Forecast.....	8-90
8.4.3.2	Growth Forecast Tools .....	8-91
8.4.3.3	Regional Transportation Model Tools.....	8-912
8.4.4	Analysis Tool Development.....	8-91
8.4.4.1	Regional Activity-Based Model .....	8-91
8.4.4.2	Regional Freight Model .....	8-92
8.4.4.3	Housing and Transportation Expenditure Tool.....	8-92
8.4.4.4	Economic Value Atlas Decision-Support Mapping Tool.....	93
8.4.4.5	Displacement Monitoring Tool.....	8-93
8.4.4.6	Crash Prediction Modeling Tool .....	8-94
8.4.4.7	Social Vulnerability Explorer .....	8-94
8.4.4.8	VisionEval (VE-RSPM) Climate Monitoring Tool.....	8-95
8.4.5	Monitoring and Reporting Tools.....	8-95
8.4.5.1	Monitoring Data and Information Systems .....	96
8.4.5.2	Congestion Management Process Data Collection and Monitoring.....	8-96
8.4.5.3	Performance monitoring measures and targets.....	98

## FIGURES

Figure 8.1 2040 Growth Concept (2020) .....	8-3
Figure 8.2 How A Mobility Corridor Strategy Is Developed and Implemented .....	8-33

Figure 8.3 Illustrative Map of Mobility Corridors in the Portland Metropolitan Region.....	8-35
Figure 8.4 Regional Mobility Corridors Recommended for Future Refinement Planning .....	8-36
Figure 8.5 Interstate Bridge Replacement Program .....	8-60
Figure 8.6 I-5 Rose Quarter Improvement Project Location .....	8-66
Figure 8.7 I-5 Rose Quarter Improvement Project Features .....	8-68
Figure 8.8 I-205 South Widening and Seismic Improvements Project Area Map .....	8-69
Figure 8.9 I-205 Toll Project Area Map .....	8-70
Figure 8.10 Regional Mobility Pricing Project Extents .....	8-72
Figure 8.11 Earthquake Ready Burnside Bridge Proposed Typical Cross Section .....	8-75
Figure 8.12 82 <sup>nd</sup> Ave Transit Corridor .....	8-80

## **TABLES**

Table 8.1 Overview of Region-wide Planning Activities .....	8-16
Table 8.2 Overview of Completed Region-wide planning (From 2018 RTP Chapter 8) .....	8-17
Table 8.3. Willamette River Bridges in the Metropolitan Planning Area .....	8-25
Table 8.4 Mobility Corridors Recommended for Future Corridor Refinement Planning .....	8-34
Table 8.5 Progress (as of 2023) on Major Project Development.....	8-58
Table 8.6. Key Elements of the Region’s Congestion Management Process (CMP).....	8-98

This page intentionally left blank.

## 8.0 PURPOSE

Metro is the metropolitan planning organization (MPO) designated by Congress and the State of Oregon, for the Oregon portion of the Portland-Vancouver urbanized area, serving 1.7 million people living in the region's 24 cities and three counties. As the MPO, Metro formally updates the Regional Transportation Plan every five years in cooperation and coordination with the Oregon Department of Transportation and the region's cities, counties and transit agencies.

The Regional Transportation Plan is a blueprint that guides investments for all forms of travel throughout greater Portland – driving, taking transit, biking and walking – and the movement of goods and services. The plan identifies current and future transportation needs, investments needed to meet those needs, and what funds the region expects to have available over the next 22 years to make those investments a reality.

Updates to the plan and subsequent implementation must meet federal requirements and state policies and regulations contained in Oregon's Transportation Planning Rule (which implements Statewide Planning Goal 12), and Oregon's Metropolitan Greenhouse Gas Emissions Reduction Targets Rule. The plan also implements regional policies contained in Metro's Regional Framework Plan. In combination, these requirements call for development of a multimodal transportation system plan that is integrated with and supports implementation of adopted local and regional land use plans including the 2040 Growth Concept and Climate Smart Strategy.

### Chapter organization

This chapter summarizes future work to implement the RTP, consistent with federal, state and regional requirements. The chapter is organized as follows:

- 8.1 Introduction:** This section summarizes the purpose and content of the chapter.
- 8.2 Planning and programs:** This section summarizes local, regional and state planning and programs that advance implementation of the plan.
- 8.3 Projects:** This section summarizes major project development activities in the region and the allocation of federal transportation funds to implement projects in the RTP.
- 8.4 Data and tools:** This section summarizes data and research activities to address existing and emerging planning and policy priorities and innovative practices in



Learn more about the 2023 Regional Transportation Plan at [oregonmetro.gov/rtp](https://oregonmetro.gov/rtp)

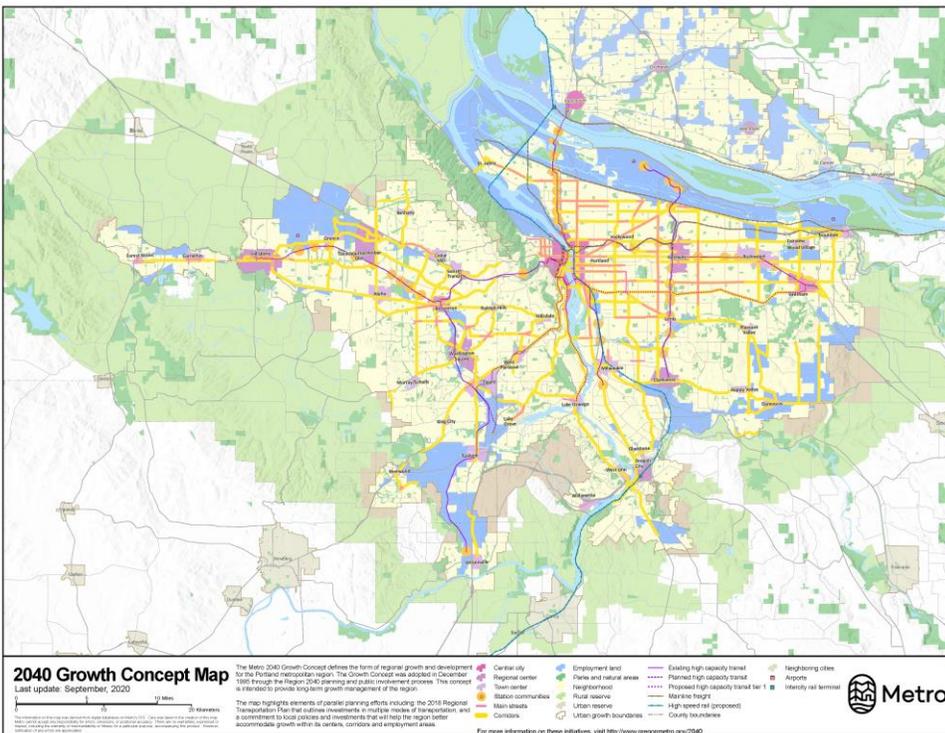
transportation planning and analysis and ensure that the region has the resources to fulfill its transportation performance measurement and reporting responsibilities.

## 8.1 INTRODUCTION

### Connecting Our Shared Values and Vision for the Future: Setting a Course for Transportation

Metro worked with federal, state and local government partners, federally-recognized Tribal governments as well as community members, community-based organizations, and businesses to develop the 2023 Regional Transportation Plan. The result of that work is a set of regionally identified goals and policies that guide our transportation planning and investment decisions overall, strategies to help meet those goals and policies, a shared understanding about existing financial resources, and a recommended set of projects that make progress addressing the region’s significant and growing transportation needs and challenges. The goals, policies, projects and strategies in this plan also address federal, state and regional planning requirements based on our shared values and the outcomes we are trying to achieve as a region, including implementation of the 2040 Growth Concept.

**Figure 8.1 2040 Growth Concept (2020)**



*The 2023 Regional Transportation Plan is a key tool for implementing the 2040 Growth Concept and the Climate Smart Strategy— our region’s foundation for climate action.*

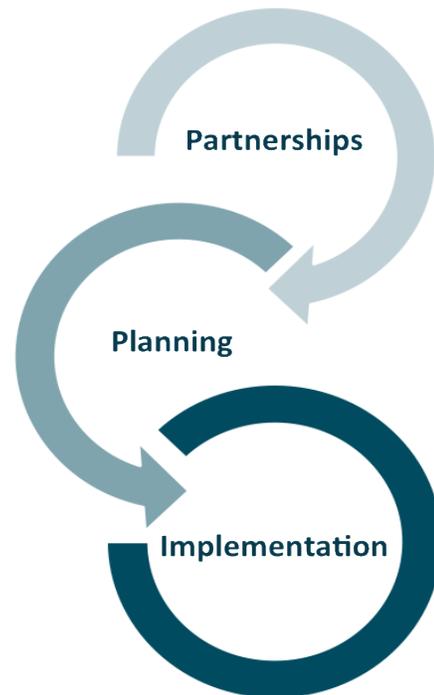
The plan sets an updated course for future transportation planning and investment decisions and continued implementation of the 2040 Growth Concept – the region’s adopted land use and transportation strategy for managing growth and building climate-friendly and equitable communities and a strong economy.

Dramatic changes have unfolded since the RTP was last updated five years ago, many documented in the Emerging Transportation Trends Study<sup>1</sup>. As greater Portland continues to emerge from the disruptions of the pandemic and respond to other urgent trends and challenges, this update provides an opportunity for all levels of government to work together to deliver a better transportation future.

The plan takes into account the changing circumstances and challenges facing our growing region and addresses them directly, adopting new approaches for addressing mobility and prioritizing investments to advance transportation equity, climate, safety, mobility and economic goals. Central to this plan are innovative approaches to connect community land use aspirations and transportation investments and use of regional mobility corridor strategies to comprehensively address our growing transportation needs while protecting public and environmental health. Each mobility corridor strategy is uniquely tailored by optimizing operations on existing thoroughways, and arterial streets that also serve as transit and freight routes, completing gaps in biking and walking connections and strategically expanding the transit and roadway system.

This RTP incorporates a new regional mobility policy focused on the policy outcomes of equity, options, safety, reliability, efficiency and access. It includes performance targets focused on reducing vehicle miles traveled per capita, building a complete and interconnected system, and reliability of thoroughways using travel speed.

Through its policies, projects and strategies, the RTP aims to attract jobs and diverse housing to our region’s downtown centers, main streets and employment areas. It seeks



The plan will be implemented through a variety of policies, projects, strategies and actions at the local, regional, state and

---

<sup>1</sup> <https://www.oregonmetro.gov/public-projects/2023-regional-transportation-plan/research>

to increase the use of public transit, bicycling and walking, and reduce the amount of miles that our region's residents, employers and visitors need to drive in order to get around. It also seeks to increase the safety, reliability and efficiency of the roadway and transit systems for all travelers. When we measure our performance, we find we have some successes, but overall the RTP falls short of meeting several performance targets set forth in Chapter 7.

To make more progress toward the goals and objectives of the plan, the region must take additional steps together and individually to address a wide range of planning, programmatic and project activities that will make it easier to implement adopted policies, projects and strategies. This chapter outlines those activities.

The plan will be implemented through a variety of strategies and actions at the local, regional, state and federal levels. The various jurisdictions in the region are expected to pursue policies, projects and strategies that contribute to meeting the agreed upon goals, objectives and policies of this RTP.

Implementation of this plan will require a cooperative effort by all jurisdictions responsible for transportation planning in the region, and will involve:

- Adoption of regional policies and strategies in local plans, including functional classifications for all modes and land use and transportation needs and agreed upon solutions identified in each mobility corridor strategy.
- A concerted regional effort to secure needed funding to build planned transportation investments needed to serve our growing and changing region.
- Focusing investments and system management strategies to support implementation of the 2040 Growth Concept and preserve the function of the region's mobility corridors in order to ensure that our land use and transportation policies are mutually supportive and make it easier for people to live and move around our region.
- Ongoing monitoring for consistency of changes to local transportation system plans (TSPs) and local Comprehensive Plans and land use designations with the RTP and other agency plans, including the Oregon Department of Transportation's new Oregon Transportation Plan, planned update to the Oregon Highway Plan and four-year State Transportation Improvement Program (STIP), the Oregon Department of Land Conservation and Development's Transportation Planning Rule (TPR), the Oregon Metropolitan Greenhouse Gas Emissions Reduction Rule, the Climate-Friendly and Equity Communities (CFEC) Program and TriMet's Transit Implementation Plan (TIP).

The Regional Transportation Plan is a living document and will continue to evolve and be updated on a regular basis to address existing and emerging issues. Metro will continue to

engage and collaborate with regional partners and stakeholders on all topics and provide support to ensure successful implementation of this plan.

## 8.2 PLANNING AND PROGRAMS

This section summarizes local, regional and state planning and programs that advance implementation of the plan and 2040 Growth Concept.

### 8.2.1 Local Implementation

Local planning efforts which help implement the Regional Transportation Plan, include updates to the local transportation system plans, concept plans for designated urban reserves and topical, modal or subarea plans needed for consistency with the RTP or to address specific local or subarea transportation needs or emerging issues.

Local plans and projects are developed and updated to meet local transportation needs consistent with local land use plans and to implement the RTP and Regional Transportation Functional Plan (RTFP) as well as local needs and priorities. The RTFP directs how city and county plans will implement the RTP through their respective comprehensive plans, local transportation system plans (TSPs) and land use regulations. All of the actions included in the RTFP will help the region proactively address climate change, improve access and mobility and support other desired outcomes.

The TPR includes provisions for local TSPs to be updated within one year of adoption of the updated RTP, but allows for the RTP to determine a schedule for local plan compliance. A schedule for local transportation system plan updates is available at [www.oregonmetro.gov/tsp](http://www.oregonmetro.gov/tsp). The local plan updates are phased appropriately to support local desires for completing plan updates in a timely manner, in coordination with other planning efforts and to take advantage of state and regional funding opportunities. ODOT will be funding TSP updates around the region to implement the Climate Friendly and Equitable Communities Rule (CFEC).

In addition, the Portland metropolitan region has emerging communities- areas that have been brought into the urban growth boundary since 1998, that have 2040 land use designations, and that lack adequate transportation and transit infrastructure and financing mechanisms. Additional work is needed to define the needs of emerging communities and strategies needed to facilitate development in these areas, consistent with the 2040 Growth Concept.

### 8.2.2 Metro's Regional Programs

Metro is responsible for several on-going regional programs that provide a combination of grants, technical assistance and planning to support local jurisdictions in implementing the 2040 Growth Concept and RTP. Modal experts provide expertise and support on freight, bicycle, pedestrian, motor vehicle, transit, Intelligent Transportation Systems

(ITS) and operations planning, and topic experts provide support on climate change, equity, safety, street design, safe routes to school, resilience, transportation funding, brownfields, equitable housing and transit-oriented development. Metro's Regional Flexible Funds provide programmatic funding to help support that technical assistance, and capital funds to support implementation. The region's 2040 Grant Program supports planning processes to align land use and transportation goals, and the Equitable Housing grant program specifically focuses on supporting planning efforts to increase access to affordable housing across the region.

Regional programs identified in the Unified Planning Work Program, adopted annually by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council, are described below.

### **8.2.2.1 Civil Rights and Environmental Justice program**

Metro's transportation planning policies and programs ensure compliance with Title VI of the 1964 Civil Rights Act; the Executive Order on Environmental Justice; Section 504 of the 1973 Rehabilitation Act and Title II of the 1990 Americans with Disabilities Act; Goal 1 of Oregon's Statewide Planning Goals and Guidelines; and Metro's organizational values of Respect and Public Service. The program is advancing methods on identifying potentially affected populations, engaging those populations in the development of policy and program decisions, and analyzing the effects of policies and programs for historically marginalized communities.

Metro's work to ensure compliance includes implementing outreach strategies that help marginalized populations overcome barriers to participation; demographic data collection and mapping; assessing outcomes of plans and programs on historically marginalized communities; and trainings provided to staff on Title VI compliance requirements and environmental outreach best practices.

Program work on compliance is found across many areas of transportation planning: developing the Regional Transportation Plan (RTP), the Metropolitan Transportation Improvement Program (MTIP), corridor planning projects that follow NEPA regulations and in the Regional Travel Options program, which conducts federally-funded outreach that promotes non-automobile transportation options. In 2012, Metro created a new public engagement review process designed to ensure that Metro's public involvement is effective, reaches diverse audiences and harnesses emerging best practices. One of the three criteria for selection of members of the Public Engagement Review Committee, an advisory committee to the Metro Council, is ability to represent diverse communities in the region. Other components of the public engagement review process that will contribute to more inclusive engagement and accountability include an annual public survey, meetings of public involvement staff from around the region to address best

practices, an annual community summit to gather input on priorities and engagement techniques, and an annual report.

Metro addresses compliance agency-wide as well as within transportation planning functions and program-by-program. A key way that Metro complies across the agency is with implementation of its Diversity Action Plan, updated and adopted by the Metro Council in May 2017. The plan identifies goals, strategies and actions to increase diversity and cultural competence at Metro in four key areas: internal awareness and diversity sensitivity, employee recruitment and retention, committee membership and public involvement, and procurement. Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion was adopted by the Metro Council in June 2016 and identifies goals and actions under five goals: Metro convenes and supports regional partners to advance racial equity; Metro meaningfully engages communities of color; Metro hires, trains and promotes a racially diverse workforce; Metro creates safe and welcoming services, programs and destinations; and Metro's resource allocation advances racial equity. Through the 2017-18 fiscal year, four departments are developing racial equity plans to reach the goals of the racial equity strategy: Planning and Development, Parks and Nature, Property and Environmental Services and the Oregon Zoo.

#### **8.2.2.2 Regional Safe Streets for All Program**

Metro's regional Safe Streets for All program activities support advancing the Safe System approach to achieve regional safety goals, policies and targets, including zero serious crashes by 2035. Program activities are consistent with strategies and actions in the 2018 Regional Transportation Safety Strategy, the Regional Safe Routes to School Program, and local and state safety plans. Following adoption of the 2023 RTP, Metro will coordinate with regional partners and communities to implement the regional Safe Streets for All Federal grant. The grant supports development of the regional safety program and local Transportation Safety Action Plans. Efforts will focus on managing speeds for safety, increasing pedestrian safety, and eliminating disparities for Black, Hispanic, Native American, people with low income, and other populations disproportionately impacted by serious traffic crashes.

Program activities include periodic updates on the state of safety to the Metro Council, Metro technical and policy advisory committees and other interested parties; technical assistance and coordination with local, regional, state, and federal partners in planning and project development; support for the development and updates to local and regional safety plans and policies; updates to safety data and analysis; updates to safety plans and policies; safety data collection, maintenance, analysis and interpretation; encouraging best practices in transportation safety and roadway design with funding and programmatic support identifying legislative priorities, and collaborating on efforts to

highlight safety in materials, messaging and campaigns. The program will be closely coordinated with other regional transportation programs and region-wide planning activities.

#### **8.2.2.3 Regional Active Transportation Program**

The Regional Active Transportation Program manages updates to and implementation of pedestrian, bicycle and access to transit in the Regional Transportation Plan (RTP) and the Regional Active Transportation Plan. The program provides guidance to jurisdictions in planning for safe, efficient and comfortable active transportation access and mobility on the regional transportation system (including regional trails and multi-use paths). The program is closely coordinated with other regional transportation programs and region-wide planning activities, and with Metro's Parks and Nature Department. Additionally, the program supports coordination with local, regional, state, and federal plans to ensure consistency in approach to active travel needs and issues across the region. The program ensures that prioritized regional bicycle and pedestrian projects are competitively considered within federal, state, and regional funding programs. Ongoing data collection, analysis, education, and stakeholder coordination are also key elements of Metro's active transportation program.

#### **8.2.2.4 Regional Freight Program**

The Regional Freight Program manages updates to and implementation of multimodal freight elements in the Regional Transportation Plan (RTP) and supporting Regional Freight Strategy. The program provides guidance to jurisdictions in planning for freight movement on the regional transportation system. The program supports coordination with local, regional, state, and federal plans to ensure consistency in approach to freight-related needs and issues across the region. Metro's coordination activities include ongoing participation in the Oregon Freight Advisory Committee (OFAC), and Portland Freight Committee (PFC). The program ensures that prioritized freight projects are competitively considered within federal, state, and regional funding programs. Ongoing freight data collection, analysis, education, and stakeholder coordination are also key elements of Metro's freight program. The program is closely coordinated with other regional transportation programs and region-wide planning activities.

#### **8.2.2.5 Regional Transit Program**

The Regional Transit Program conducts long-range transit planning for the Portland Metro region, managing updates to and implementation of the transit elements in the Regional Transportation Plan (RTP) and supporting Regional Transit Strategy and its components like the High-Capacity Transit Strategy. Together, these provide the roadmap for making transit investments over time in collaboration with our transit providers and

local government partners in the region and ensure that prioritized transit projects are competitively considered within federal, state, and regional funding programs. The Regional Transit Strategy will need to be amended to reflect the High Capacity Transit Strategy adopted in 2023 and the Connecting First and Last Mile Study anticipated to be complete in 2025 (see 8.2.3.3 below).

Program work includes ongoing coordination with transit providers, cities and counties to ensure implementation of these strategies through plans and capital projects, periodic support for major transit planning activities in the region and coordination with state transit planning officials. Ongoing data collection, analysis, education, and stakeholder coordination are also key elements of Metro’s transit program. The program is closely coordinated with other regional transportation programs and region-wide planning activities.

Additionally, Metro and TriMet will be developing a Bus Rapid Transit (BRT) Strategic Plan as part of regional transit planning efforts. The Plan will further advance work in the High-Capacity Transit Plan and will outline a vision for how Frequent Express (FX) investments can enhance existing and future frequent bus service corridors to serve our region’s goals. It will identify a network of BRT routes, prioritize routes for implementation, and identify potential regional funding strategies.

#### **8.2.2.6 Transportation System Management and Operations (TSMO) Program**

With the intent of supporting broad Transportation System Management and Operations (TSMO) investment and activity in the greater Portland metropolitan region, the TSMO program encompasses regional strategy development, implementation, grant management, project management and system performance monitoring (includes support to the region’s Congestion Management Process). The program facilitates a variety of approaches to reliable, equitable, accessible, safe transportation related to TSMO. These include intelligent transportation systems (ITS), Mobility on Demand (MOD) and related mobility, freight technologies and operations.

The program maintains and periodically updates the regional TSMO Strategy. Strategy updates incorporate RTP policy and develops actions and work plans for implementation. Implementation involves convening operations leaders, engineers and technical experts to share procedures and protocols such as the regional Intelligent Transportation System (ITS) Architecture. ITS Architecture is needed to comply with the FHWA rule for federally funded transportation projects and their compliance with the National ITS Architecture. The program also guides implementation of the region’s ITS data communications assets and networks, representing coordination of shared digital infrastructure. The regional role for program implementation supports opportunities for inclusion, research, education, and training on TSMO.

The program manages the sub-allocation of 2021-24 and 2025-27 Regional Flexible Funding for TSMO. These projects are prioritized through criteria that is consistent with the adopted Regional TSMO Strategy. The TSMO program will provide support for regional ITS projects by helping to apply systems engineering, ITS Architecture, standards and procedures.

The program supports system performance monitoring including the federal mandates to maintain a Congestion Management Process (CMP). The program implements actions identified in the Arterial Performance Management Regional Concept of Traffic Operations (RCTO) to advance the region's performance measurement capabilities on arterial streets. CMP performance monitoring will continue in order to support development of the RTP, local Transportation System Plans and MTIP programming. The program partners with PORTAL, a regional archived data user service managed by Portland State University. PORTAL will continue to expand the collection, visualization and uses of multimodal performance data in a way that will enhance the region's ability to diagnose and address mobility and support multimodal operations consistent with the region's CMP.

The TSMO program is closely coordinated with other regional transportation programs and region-wide planning activities.

#### **8.2.2.7 Regional Travel Options (RTO) and Safe Routes to School Programs**

The Regional Travel Options Program implements RTP policies and the Regional Travel Options Strategy to reduce drive-alone auto trips and personal vehicle miles of travel and to increase use of travel options. The program improves mobility and reduces greenhouse gas emissions and air pollution by carrying out the transportation demand management components of the RTP through three primary program areas: Commute trip reduction, Community-based travel options, and Safe Routes to School. Each RTO program area works to advance RTP goals through the following strategies:

- Regional policy development
  - The RTO program advances travel options policy through policies in the RTP and developing the Regional Travel Options Strategy; as well as supporting local and state policy development and implementation.
- Funding local program implementation
  - The RTO program provides ongoing funding to local programs and partners to deliver critical TDM services across the region and seeks out new partnerships to ensure the travel needs of all residents are prioritized.
- Technical assistance & regional program administration

- The RTO program provides technical assistance to program providers through trainings, resource development and peer networking and learning. In addition, the RTO program administers regional programming to advance the goals of the RTP and RTO strategy in collaboration with local partners.

The program maximizes investments in the transportation system and eases traffic congestion by managing travel demand, particularly during peak commute hours. Specific RTO activities include promoting transit, shared trips, bicycling, walking, telecommuting and the Regional Safe Routes to School Program. The program is closely coordinated with other regional transportation programs and region-wide planning activities.

#### **8.2.2.8 Air Quality and Climate Change Monitoring Program**

The Air Quality and Climate Change Monitoring Program ensures the RTP and the MTIP address state and federal regulations and are carrying out the commitments and rules set forth as part of the Portland Area State Implementation Plan (SIP), the Climate Smart Strategy, the Oregon Transportation Planning Rule and the Metropolitan Greenhouse Gas Emissions Reduction Target Rule. The program coordinates with other air quality and climate change initiatives in the region and statewide and monitors federal and state rulemaking that address air quality and greenhouse gas emission. Metro participates in a regional collaborative to develop and implement a clean air construction strategy and standards for clean diesel equipment and vehicles on select public improvement projects.

The program also conducts planning, research and tool development to support monitoring and implementation of the region's adopted Climate Smart Strategy and the Carbon Reduction Program established by the federal Bipartisan Infrastructure Law (BIL) and administered through the Federal Highway Administration.

#### **8.2.2.9 Designing Livable Streets and Trails Program**

The Infrastructure Investment and Jobs Act (IIJA) requires that MPOs must use 2.5 percent of their overall funding to develop and adopt complete streets policies, active transportation plans, transit access plans, transit-oriented development plans, or regional intercity rail plans. Metro complies with this requirement by funding a robust complete streets program. Metro's Designing Livable Streets and Trails Program provides regional street and design guidelines and policies, regional arterial and throughway design classifications and other tools to support local jurisdictions to design streets that implement context-sensitive design solutions to advance regional and local goals.

Program activities include providing technical assistance to cities and counties as transportation projects go through project development and design; convening workshops, forums and field tours to increase understanding and utilization of best

practices in transportation design. The program is closely coordinated with other regional transportation programs and region-wide planning activities, and with Metro's Parks and Nature Department.

#### **8.2.2.10 Regional Transit-Oriented Development Program**

Since 2001, Metro's Transit-Oriented Development (TOD) program has had a unique and critical role in implementing the 2040 Growth Concept vision for vibrant, walkable centers and station areas linked by transit. The program invests in compact mixed-use projects near light rail stations, along frequent service bus corridors and in regional and town centers throughout the region increasing opportunities for people live, work and shop in neighborhoods with easy access to high-quality transit. The program provides financial incentives for TOD projects to increase transit ridership, stimulate private development of mixed-use buildings that would otherwise not proceed, and increase affordable housing opportunities near transit in high cost and gentrifying neighborhoods through land acquisition and project investments. With an increased focus on affordable housing, the program supports construction of housing near transit and services that is more affordable for older adults and lower- income households compared to what would otherwise be built on a property. Related program activities include opportunity site acquisition, investment in urban living infrastructure, and technical assistance to communities and developers.

#### **8.2.2.11 Investment Areas Program**

Metro's Investment Areas program helps communities build their downtowns, main streets and corridors and leverage public and private investments that implement the region's 2040 Growth Concept. Projects include supporting compact, transit oriented development in the region's mixed use areas, evaluating high capacity transit and other transportation improvements that cross city and county lines, and integrating freight and active transportation projects into multimodal corridors.

Major public infrastructure investments do not stop at city or county lines. Our transportation system connects the communities within greater Portland with the rest of the state and the rest of the world. When our region spends billions of dollars on expanding our road, transit and highway system to keep up with the continued population and employment growth, those public investments can both benefit and burden nearby communities. Over time, the region has become more strategic at linking together our transportation, housing, economic, racial equity and environmental goals, policies, and investments so that we can intentionally preserve and create great places that serve all people throughout the region, even as change and growth occurs.

The Investment Areas program completes system planning and develops multimodal projects in transportation corridor refinement plans identified in the Regional Transportation Plan. It also works on finance plans to align public investments in areas that support the region's growth economy. It includes ongoing involvement in local and regional transit and roadway project conception, funding, and design. Metro provides assistance to local jurisdictions for the development of specific projects as well as corridor-based programs identified in the RTP.

Metro's Investment Areas program has been connecting planning for major transportation projects with the community's broader goals and needs. While each area's conditions and needs are different, the approach of bringing together government, community, and business partners provides a framework to produce a shared plan of action to guide the investments and decisions of multiple agencies. Including a broader set of stakeholders in a collaborative decision making process allows for decisions that once seemed unclear or unfair to stakeholders to be more transparent. This approach improves our ability to involve and include those who are affected by these decisions and investments.

Investment areas can set the stage for a range of major capital investments beyond high capacity transit. Other Metro investment areas have focused on freight routes connecting major highways through small communities, redevelopment of brownfields in employment areas, and leveraging the opportunities of a regionally significant riverfront destination. The program is closely coordinated with other regional transportation programs and region-wide planning activities, including corridor refinement planning activities.

#### **8.2.2.12 Better Bus Program**

The Better Bus program is a joint Metro and TriMet endeavor that identifies transit priority and access treatments to improve the speed, reliability, and capacity of TriMet frequent service bus lines or streetcar lines, building on the previous Enhanced Transit Concepts (ETC) Program. Better Bus treatments are relatively low-cost to construct, context-sensitive, and can be implemented quickly to improve transit service in congested corridors. The program develops partnerships with local jurisdictions and transit agencies to design and implement Better Bus capital and operational investments.

#### **8.2.2.13 Regional Congestion Pricing Program**

The Regional Congestion Pricing Program ensures coordination and alignment between the RTP and state and federal pricing policies and regulations, including the Oregon Transportation Plan, the Oregon Highway Plan, the federal Value Pricing Pilot Program, Section 129 of Title 23 of the U.S. Code, and ODOT's future low-income tolling program.

The program includes application of the findings and recommendations from the 2021 Metro Regional Congestion Pricing Study in the RTP and the MTIP. The program also:

- Coordinates tolling with regional planning efforts and corridor development work, including ODOT’s Regional Toll Advisory Committee, Statewide Toll Rulemaking Advisory Committee, and Equity and Mobility Advisory Committee
- Tracks, participates in, and/or advises on pricing programs and projects such as ODOT’s Regional Mobility Pricing Project or City of Portland’s Pricing Options for Equitable Mobility Task Force
- And monitors changes in federal and state rulemaking that may impact regional or local pricing policies or programs.

### 8.2.3 Region-wide Planning

This section summarizes near-term planning at the regional-scale to advance implementation of the plan. Each planning effort is needed to address regional transportation policy or planning issues that could not be resolved during the plan update.

**Table 8.1 Overview of Region-wide Planning Activities**

	<b>Lead Agency</b>	<b>Proposed timing</b>
Regional Mobility Policy Implementation Action Plan	Metro, ODOT	2024-25
Transit planning	TriMet, SMART	Annually
Cascadia Corridor Ultra-High-Speed Ground Transportation Project Planning	WSDOT	2023-28
Steel Bridge Transit Bottleneck Study	Metro, TriMet	2034-45
Equitable Development Strategies	Metro	2024-28
Workforce Diversification in Regional Transportation Infrastructure Projects	Metro	2024
Funding Strategy for Regional Bridges	Counties	2024-28
Emergency Transportation Routes Project Phase 2	Metro, RPDO	2024-26
Regional Freight Rail Study	Metro, Port	2024-26
Regional Transportation Functional Plan Update	Metro	2024-25
2040 Refresh Coordination	Metro	TBD
Columbia Connects	Metro	2023-24

These efforts will be completed consistent with the RTP goals, policies and strategies. A lead agency, project partners and proposed timing for completion is identified for each planning effort along with a description of the issues to be addressed and expected

outcomes from the work. This work will be completed by multiple partners as resources are available and pending future Metro Council and JPACT policy direction and will be coordinated through the development and approval of the annual Unified Planning Work Program (UPWP).

**Table 8.2 Overview of Completed Region-wide Planning (from 2018 RTP Chapter 8)**

<b>Project Name</b>	<b>Lead Agency</b>
Regional Mobility Policy Update	Metro and ODOT
Regional Congestion Pricing Study	Metro
Transportation System Management & Operations Strategy Update	Metro
Jurisdictional Transfer Assessment	Metro
Enhanced Transit Concept Pilot	Metro
Emergency Transportation Routes Project – Phase 1	Metro and RDPO
Regional Freight Delay & Commodities Movement Study	Metro
Central City Transit Capacity and Steel Bridge Analysis	Metro and TriMet
Frog Ferry Passenger River Taxi Service Study	Friends of Frog Ferry

**8.2.3.1 Regional Mobility Policy Implementation Action Plan**

<b>Lead agency</b>	<b>Partners</b>	<b>Proposed timing</b>
Metro and ODOT	ODOT, cities, counties, TriMet, SMART, FHWA, SW RTC	2024-25

*Note – This section will be updated pending further testing of the draft mobility policy measures that is underway and coordination with ODOT and DLCD on statewide implementation of the Climate-Friendly and Equitable Communities Program.*

The Regional Mobility Policy is a policy in the RTP as well as the Oregon Highway Plan (OHP). It applies to transportation system planning and comprehensive plan amendment processes within the Portland metropolitan area. The policy is used to identify transportation needs and solutions during updates to the RTP and local transportation system plans (TSPs), and to evaluate the potential impacts of local comprehensive plan amendments and zoning changes.

An update to the regional mobility policy has been underway since 2019, through a joint effort of Metro and the Oregon Department of Transportation (ODOT). In November and December 2022, JPACT and the Metro Council accepted the new draft policies and supported further development of the draft performance measures and targets during 2023 RTP system analysis in 2023. The draft regional mobility policy for the 2023 RTP identifies three mobility performance measures: vehicle miles traveled per capita, system completion for all modes (including TDM and TSMO) and throughway reliability using

travel speed. More information about the regional mobility policy update can be found at: [www.oregonmetro.gov/mobility](http://www.oregonmetro.gov/mobility)

### 8.2.3.2 Transit Planning

Lead agency	Partners	Timing
TriMet and SMART	Cities, counties, Ride Connection, other transit providers	Annually

TriMet conducts annual transit service planning as part of the agency’s annual budgeting process, guided by the TriMet Board. Annual service planning identifies specific service changes to be implemented within the coming fiscal year. The annual service planning process includes two rounds of public outreach as well as a formal public hearing. Service improvements are funded both through TriMet’s general fund as well as the Statewide Transportation Improvement Fund.

Each year, alongside the City’s annual budget, SMART staff compiles potential projects that utilize federal funding for the upcoming fiscal year (July 1 – June 30). The list of projects and associated costs is known as the Program of Projects, or POP. Members of the public have opportunities to comment on these projects directly to staff in May, or at meetings in May (Budget Committee) and June (City Council) of each year. Any changes based on those public comments will be incorporated into a final version at the budget adoption in June.

SMART recently update its Transit Master Plan, which identifies transit improvement projects that could be implemented over the next 3 to 5 years. The plan identifies: where frequency will be improved, the times of day and days of week to add service, where and how connections between routes could be made, and new routes inside Wilsonville and connecting to other cities. Next steps include working to take the plan and translate it to service and projects.

### 8.2.3.3 Connecting First and Last Mile: Accessing Mobility through Transit Study

Lead agency	Partners	Timing
Metro	TriMet, SMART, Cities, counties, Ride Connection, other transit providers	2024-2025

Local transit service has long used smaller vehicles that range from vans and shuttles to small buses with fixed to flexible routes to fill the gap between traditional bus and rail services, as well as local destinations. An emerging trend in these types of services is

using ride-hailing and other new technologies to provide on-demand micro transit services. This study will identify service and coordination gaps specific to the Metro region, especially for suburban areas of the region and regional parks, document the range of potential solutions and explore innovative ways to improve transit access and convenience for users. This work will build upon local planning efforts (e.g., Transit Development Plans, Statewide Transportation Improvement Fund Plans) and be completed in close coordination with public transit service providers in the region. The project will make recommendations carried forward for consideration in the 2027 RTP update.

**8.2.3.4 Steel Bridge Transit Bottleneck Study**

Lead agency	Partners	Proposed timing
Metro and TriMet	ODOT, city of Portland, Portland Streetcar, Inc., FTA	2034-2045

This study would explore ways to alleviate transit operational issues caused by the Steel Bridge. The bridge is a critical link between downtown Portland and the east side of the greater Portland region for the Blue, Green, Red, and Yellow MAX Lines, as well as for several bus routes. The 106-year old bridge constrains light rail throughput, requires frequent maintenance that impacts system-wide light rail reliability and presents structural risks. The Steel Bridge with its current two-track configuration cannot reliably accommodate anticipated growth in service.

Metro and TriMet conducted a process to look at alternatives to improve speed, reliability and on time performance of the MAX lines crossing the Willamette River using the Steel Bridge. The study looked at a new bridge or a tunnel and concluded that the MAX tunnel was the most promising. In 2019, Metro and TriMet documented the feasibility and benefits of the tunnel in the MAX Tunnel Study, examining the feasibility of faster light rail. In 2019 they examined the feasibility of a new MAX tunnel connecting Lloyd Center to Goose Hollow stations. The study concluded a new light rail tunnel between Lloyd Center and Goose Hollow is promising:

A new light rail tunnel would extend from the vicinity of the Lloyd Center Station to the Goose Hollow Station, with approximately four underground stations in between. TriMet would retain some service on the existing surface alignment to continue to serve all stations. The tunnel would increase system ridership by 7,500 to 15,200 riders and decrease travel time by approximately 15 minutes between Lloyd Center and Goose Hollow, while improving system resiliency and redundancy. Planning of a tunnel would need to evaluate the locations of portals and determine the optimal number and locations

of stations. Estimated cost is \$3 billion to 4.5 billion dollars (construction cost range is comparable to similar tunnel project completed by Sound Transit and LA Metro, respectively).

A project of this magnitude could take a decade or more to plan, design and construct, including the steps necessary to comply with the National Environmental Policy Act (NEPA) and the Federal Transit Administration's Project Development process. As we continue to grow, we will need to look at short term investments to improve the speed, reliability and on time performance for the travel across the Willamette River.

**Max Tunnel benefits** Routing MAX through a tunnel under downtown Portland and the Willamette River would save people time and make MAX as fast as or faster than driving. This would lead to even greater benefits such as lower car ownership costs, less traffic, less constrained parking downtown, and reduced greenhouse gas emissions.

For the many people in the region who rely on public transit as their primary transportation, a light rail tunnel would sustain the MAX service they count on for access to school, jobs, recreation and other opportunities. Today, average on-time performance is 87%, higher than just a year ago, but still below the over 90% we can expect with a tunnel. Train delays average 2 ½ minutes, with one in eight delays lasting between 5 and 8 minutes.

### Speed

The MAX tunnel can save over 12 minutes for a trip through the central city. Even people going to downtown Portland, to places like PSU or Pioneer Square, would save 5 to 6 minutes, depending on where they're coming from. While the MAX tunnel stations have yet to be determined, access to downtown destinations will be further enhanced by surface travel options like bus, streetcar, bikeshare, and a great walking environment.

### Resiliency

A MAX tunnel would add a resource to the regional transportation network that would be resilient to natural disasters and other regional disruptions. A MAX tunnel would offer a critical link to help the region recover from possible future events.

### Capacity

The MAX tunnel will help make sure light rail is there to accommodate growth and for people even at the busiest times of day. To fit people comfortably in trains over the next 15 years, we anticipate 60 trains crossing between the central city and Rose Quarter every day—a 50% increase in rail traffic. The MAX tunnel accommodates added service and maintains capacity on the Steel Bridge.

### 8.2.3.5 Cascadia Corridor Ultra-High-Speed Ground Transportation Project Planning

Lead agency	Partners	Proposed timing
WSDOT	Metro, ODOT, PSRC, BC Ministry of Transportation and Infrastructure, BC Intergovernmental Relations Secretariat, TransLink, Cascadia Innovation Corridor	2023-2028

The Cascadia Ultra-High-Speed Ground Transportation (UHSGT) Project is a proposed high-speed rail system that would connect the Portland, Seattle, and Vancouver, BC metropolitan areas with speeds up to 250 miles per hour, allowing for travel between each city in under an hour. Following planning activities (including three prior studies) conducted by Washington state and its jurisdictional partners over the past six years, the Governors of Oregon and Washington and the Premier of British Columbia signed a Memorandum of Understanding to initiate program to advance activities in 2021 to support forwarding the project. The agreement established the goal of laying the groundwork for the creation of a formal, legal entity to continue project development while seeking community engagement and input, gaining critical support from decision makers, and positioning the corridor for future funding opportunities and an efficient environmental process. WSDOT has applied for funding for this project under both the Federal-State Partnership for Intercity Passenger Rail Program and the FRA Corridor Identification and Development Program with matching funds of \$150M. Funding would support required pre-NEPA technical and advisory study planning requirements to advance the project to feasibility-level planning decisions. Metro will continue to represent greater Portland, along with the Oregon Department of Transportation, on the technical and policy committees supporting planning activities, collaborating for a process and outcomes consistent with regional goals.

### 8.2.3.6 Equitable Development Strategies

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, TriMet, SMART, FHWA, FTA, community organizations	Ongoing

As the Portland region has grown issues such as housing affordability, community and business displacement and inclusive growth have come to the forefront of the public’s concern. Metro, in collaboration with local government and community partners, aims to address these concerns by working to create an Equitable Development Strategy (EDS)

for each major transit investment corridor where Metro is leading the planning process. The purpose of the EDS process is to leverage investments in transportation improvements to support the region’s community development objectives, address existing inequities, and reduce associated impacts of displacement that can accompany major investments in public infrastructure.

Each community’s EDS process will be unique, but they all strive to advance measures to mitigate displacement risks and establish intentional and sustained efforts to generate equitable development that responds to key challenges in the community. Through a coalition-building planning process that occurs concurrent to corridor planning efforts, major public transportation infrastructure investments are paired with community-identified policy measures and programs with the aim of increasing community and economic resilience for residents, small businesses and community groups. Research shows that resilient communities fare better in the face of displacement pressures.

Major public investments in infrastructure need to achieve more than just transportation goals – communities deserve an investment in high-capacity transit that maintains and enhances their quality of life, allowing them to thrive in the community they have chosen to live in. Equitable development helps strengthen and build resilience within underserved communities by creating more equitable outcomes through collaborative programs and initiatives.

**8.2.3.7 Workforce Diversification in Regional Transportation Infrastructure Projects**

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, TriMet, SMART, FHWA, SW RTC, community organizations, construction industry	2024

As the Greater Portland Region plans for needed investment in transportation projects, the region faces a shortage of skilled construction workers which will drive up construction costs. Addressing this challenge presents an opportunity to deliver shared economic prosperity and advance regional equity goals by expanding access to well-paying construction jobs for all residents—including women and Black, Indigenous, and People of Color (BIPOC) workers. A comprehensive regional workforce and contractor equity strategy would support the Regional Transportation Plan’s infrastructure investments by growing regional workforce supply, managing costs, creating shared economic opportunity, and ultimately building a stronger regional economy.

The workforce shortages in the construction industry are driven by two key factors. First, one in six construction workers are approaching retirement age, meaning the pool of

workers will dramatically decrease over the next decade. Second, women and BIPOC workers face significant barriers in accessing jobs and building successful careers in the construction industry. Diversifying the workforce is a key strategy for addressing workforce shortages. Creating safer, more accessible job pathways will support all people in accessing the unique career and wealth building opportunities the construction industry offers.

The Construction Career Pathways Regional Framework provides a comprehensive strategy for creating career pathways for women and BIPOC workers in the construction industry. The framework aims to increase the available skilled workforce while reducing barriers to entry for historically excluded populations. Metro created the Construction Career Pathways through an inclusive process in collaboration with 16 public agencies and with buy-in from a range of stakeholders, workforce advocates, community-based organizations, contractors, labor partners, and training programs. This broad collaboration is continuing to support effective implementation across jurisdictions. The framework has been formally adopted and implemented as policy by nine government agencies including Metro, Clackamas County, Multnomah County, Washington County, TriMet, City of Portland, Prosper Portland, Portland Public Schools, and Portland Community College.<sup>2</sup> Construction Career Pathways paired with strategies to support the participation and growth of BIPOC, and women owned firms, will provide the skilled labor needed for transportation infrastructure projects, while advancing regional equity goals. Given the broad support and on-going collaboration in this effort, there is an opportunity to explore a more direct connection between Construction Career Pathways and how it can support the demand for a skilled workforce to support transportation investments.

Prior to the next Regional Transportation Plan update, Metro will work with local, regional, state partners, community organizations and the construction industry to explore a strategy for regional implementation of Construction Career Pathways in the transportation sector. Further analysis should identify the resources and capacity needs

---

<sup>2</sup> On October 24, 2019, Metro Council approved Resolution 19-5028 to approve the Construction Career Pathways Framework. On November 17, 2020, Clackamas County Board of Commissioners approved to adopt the Construction Career Pathways Framework. On December 19, 2019, the Multnomah County Board of Commissioners approved Resolution 219-106 to approve the Construction Career Pathways Framework. On November 30, 2021, the Washington County Board of Commissioners approved Resolution 21-131 to adopt the Construction Career Pathways Framework. On January 15, 2020, City Council approved Resolution 37474, authorizing the Chief Procurement Officer to sign the Construction Career Pathways Project Framework and committing the City to continue to support the regional workgroup led by Metro. On April 7, 2023, TriMet submitted a letter to Metro communicating their support and commitment to Construction Career Pathways Framework. On October 9, 2019, Prosper Portland adopted Resolution 7344 to approve the Construction Career Pathways Framework. On February 4, 2020, Portland Public Schools approved Resolution 6050 to adopt the Construction Career Pathways Framework. On August 31, 2021, Portland Community College submitted a letter to Metro outlining their commitment to adopt the Construction Career Pathways Framework.

of partner agencies and industry and assess the benefits of collaboration in this effort to facilitate implementation. If adopted regionally, Construction Career Pathways has the potential to increase shared economic prosperity, reduce workforce shortages and increased construction costs, ensure timely deliveries on community projects, and support job access for historically underrepresented workers in the region.

### 8.2.3.8 Funding Strategy for Regional Bridges

Lead agency	Partners	Proposed timing
Counties	Cities, Metro, ODOT, TriMet	2024-28

Given the declining purchasing power of the gas tax and the rise of electric vehicle use, the region continues to struggle with a long-term funding strategy for maintaining Willamette River bridges that serve regional travel. Currently, Multnomah County has primary responsibility for five of the eleven bridges within the Metropolitan Planning Area (see table 8.3 below) with insufficient funding to pay for all expected future maintenance of these structures.

**Table 8.3 Willamette River Bridges in the Metropolitan Planning Area**

Bridge Name	Bridge Owner
Broadway Bridge	Multnomah County
Burnside Bridge	Multnomah County
Morrison Bridge	Multnomah County
Hawthorne Bridge	Multnomah County
Sellwood Bridge	Multnomah County
St Johns Bridge	ODOT
Fremont Bridge	ODOT
Marquam Bridge	ODOT
Ross Island Bridge	ODOT
Tilikum Crossing Bridge	TriMet
Steel Bridge	Union Pacific Railroad

Within 20 years, four of Multnomah County’s five Willamette River Bridges will be 100 years old. The Burnside Bridge is anticipated to be replaced by 2030. The county’s capital program for the remaining three bridges (Broadway Bridge, Hawthorne Bridge, and Morrison Bridge) is estimated to cost \$790 million, yet only \$332 million in federal, state and county revenues has been identified in revenue forecasting through 2045. ODOT owns four of the bridges, including the Fremont and Marquam interstate bridges, as well as the St. Johns and Ross Island regional crossings. ODOT has identified [placeholder for estimated cost]. Union Pacific Railroad owns the Steel Bridge, which is also due for significant maintenance, with costs to be determined. TriMet owns the Tilikum Crossing

structure, and while it was recently constructed, it will eventually require maintenance, as well, as the region's bridges face maintenance challenges that come from age and use.

More collaboration and work is needed to develop a financial plan for ensuring ongoing operations and maintenance and other transportation needs of Willamette River bridges, given the importance to the regional economy, emergency response and climate resilience.

### 8.2.3.9 Emergency Transportation Routes Project Phase 2

Lead agency	Partners	Proposed timing
Metro and Regional Disaster Preparedness Organization (RPDO)	Cities, counties, TriMet, SMART, ODOT, DOGAMI, WASHDOT, SW RTC, REMTEC	2024-26

Natural disasters can happen anytime, and the transportation system needs to be prepared to withstand them and to facilitate life-saving and life-sustaining activities, including the transport of first responders (e.g., police, fire and emergency medical services), fuel, essential supplies, and patients.

The Emergency Transportation Routes Project is a collaborative effort between public, private and non-profit stakeholders, co-led by the five-county, bi-state [Regional Disaster Preparedness Organization \(RDPO\)](#) and Metro to improve the safety and resiliency of the region’s transportation system to natural disasters, extreme weather events and climate change.

From 2019 - 2021 the RDPO and Metro partnered to complete phase 1 of the project - updating the designated Regional Emergency Transportation Routes (RETRs) for the five-county Portland-Vancouver metropolitan region, which includes Clackamas, Columbia, Multnomah and Washington counties in Oregon and Clark County in Washington. The routes had not been updated since 2006. The updated routes are shown within the Climate Action and Resilience section in Chapter 3 of the RTP.

A second phase of follow-on work is proposed for 2024-2026 to further prioritize/tier the updated routes and develop operational guidance for route owners/operators. For more information on RETRs, please visit <https://rdpo.net/emergency-transportation-routes>.

### 8.2.3.10 Regional Freight Rail Study

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, WSDOT, Port of Vancouver and Port of Portland	2024-26

Identified in the Regional Freight Strategy, this study would seek to identify and produce increases in rail capacity, safety, land use compatibility and operational efficiencies to support freight and goods movement in the region which is important to our long-term economic and environmental sustainability, and will help to maintain the region's competitive advantage in a global marketplace. The RTP and Regional Freight Strategy also note freight rail bottlenecks impacting critical access the region's ports and intermodal facilities, as well as the need for rail to efficiently carry its full share of existing and future commodities.

Potential outcomes of the study include:

- Identification of economically viable opportunities to develop short line intermodal hubs or logistics parks or other cargo-oriented development.
- A strategy to identify, develop and position top projects for confirmed and potential future federal and state funding, as appropriate, including:
  - An updated list of regional freight rail project priorities focused on improving capacity constraints and targeting industrial access to the rail networks.
  - A strategy to fund regional freight/passenger rail bottlenecks.
  - A strategy to fund needed grade separations.
  - A strategy to fund critical modernization projects on the short rail lines.

The study will address the balance between passenger and freight rail goals, and a set of viable solutions and initiatives to meet these goals; including:

- Regional guidance for public/private investment partnerships to guide investment of regional and national funding sources in identifying and developing freight rail corridors of local, regional and national significance; and
- Specific guidance for local jurisdictions as they develop their transportation system plans (TSPs), in order to avoid or minimize conflicts between freight rail and other transportation modes and preserve or enhance the functionality of rail facilities and connected industrial land uses.

The Regional Freight Rail Study will work with Union Pacific (class 1 rail operator), ODOT, Port of Portland, Portland Bureau of Transportation (PBOT), and other local jurisdictions

to determine which at-grade railroad crossings of the Union Pacific Kenton line, and other at-grade rail crossings should be grade separated.

**8.2.3.11 Regional Transportation Functional Plan Update**

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, DLCD, TriMet, SMART	2024-25

Since the adoption of the 2040 Growth Concept in 1995, cities and counties across the region have updated their comprehensive plans, development regulations and transportation system plans to implement the 2040 Growth Concept in locally tailored ways. The RTP provides a long-range blueprint for implementing the transportation element of the 2040 Growth Concept and presents the overarching vision, policies and goals, system concepts for all modes of travel and strategies for funding and local implementation for the region. Projects submitted to the RTP are from adopted local, regional or state planning efforts that provided opportunities for public input. Cities and counties are responsible for creating transportation system plans that are periodically updated to stay consistent with the RTP and reflect local transportation priorities and needs. Each city and county develops its own process for engaging the public in the development of the plans.

Most communities throughout the region have an adopted transportation system plan that serves as the transportation element of a comprehensive plan consistent with the Regional Transportation Functional Plan (RTFP). The functional plan implements the goals, objectives and the policies of the RTP and its constituent strategies, including the Climate Smart Strategy and strategies for safety, freight, transit, transportation system management and operations, regional travel options and emerging technology.

Under state law, the RTFP directs cities and counties within the metropolitan planning area boundary as to how to implement the RTP through local transportation system plans and associated land use regulations and transportation project development. Local implementation of the RTP will result in a more comprehensive approach for implementing the 2040 Growth Concept, help communities achieve their aspirations for growth and support current and future efforts to achieve the goals objectives and policies of the RTP.

The RTFP was last updated in 2012. A comprehensive review and update is needed to:

- modernize the functional plan language to be inclusive and in plain writing;
- make miscellaneous technical corrections and clarifications, such as outdated references to maps and figures;

- ensure the functional plan language and provisions are consistent with and adequately reflect new and updated goals, objectives and policies adopted in the RTP since 2014, including safety, equity, climate, pricing, mobility, freight transit, transportation system management and operations, and transportation options / transportation demand management;
- align the functional plan language and provisions with recent statewide rulemaking and policy development to implement the [Climate-Friendly and Equitable Communities Program](#), including modal system planning, multimodal inventories, transportation performance, project prioritization, parking management, reporting; and
- update the timeline for local TSPs updates in collaboration with cities, counties and the ODOT Transportation System Plan Funding Program.

**8.2.3.12 2040 Refresh Coordination**

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT	TBD

*Note: 2040 Refresh Coordination is awaiting further direction from Metro Council (anticipated in Fall 2023). The description below was carried over from the 2018 RTP.*

In 2018, Metro's Chief Operating Officer recommended that Metro’s Planning and Development staff return to the Metro Council in early 2019 with a proposed work program for updating the 2040 Growth Concept as part of the COO recommendation to the Metro Council on the 2018 Urban Growth Management Decision.

Green corridor implementation will be forwarded for consideration as part of this future planning effort. Green corridors were adopted as part of the 2040 Growth Concept in 1995. The purpose of green corridors is to prevent unintended urban development along these often heavily traveled routes, and maintain the sense of separation that exists between neighbor cities and the greater Portland region. The green corridor concept calls for a combination of access management and physical improvements to limit the effects of urban travel on the routes on adjacent rural activities. Following adoption of the 2040 Growth Concept, Metro worked with the cities of North Plains, Canby and Sandy from 1998-2000 to develop intergovernmental agreements (IGAs) but did not formalize these agreements. This remains as an outstanding issue in fully implementing the Growth Concept.

In 2010 and 2011, the elected governing bodies of Clackamas, Multnomah and Washington counties and Metro entered into agreements that determine the location and scale of urban development for the future. These agreements were the result of a two-

year region-wide planning effort that identified areas for future urban use and other areas that should remain rural for the next 40 to 50 years. The urban and rural reserve decision provided a more certain framework for transportation improvements along the urban edge. Metro will work with interested local jurisdictions to complete IGAs for green corridors that reflect updated plans for urban and rural reserves.

**8.2.3.13 Columbia Connects**

Lead agency	Partners	Proposed timing
Oregon Metro and Southwest Washington Regional Transportation Council	Greater Portland Inc, Columbia River Economic Development Council, City of Portland, City of Gresham, City of Vancouver, Port of Portland, Port of Vancouver	2023-24

Columbia Connects is a regional project intended to strengthen the bi-state partnership between Oregon and Washington. Centered around the ecosystem of industries and worksheds that are interconnected by the Columbia River, the project seeks to develop a clear understanding of the conditions within this sub-district; the shared economic and community values of the region; and the strategies, projects, and programs needed to achieve desired outcomes. Columbia Connects provides a Shared Investment Strategy that outlines specific opportunities for investment based on feasibility, effectiveness, equity, and input from project champions. Convened by Metro and RTC, the partners will finalize and carry out actions included in a Shared Investment Strategy, continuing to partner across state boundaries to establish agreements and commitments for implementation and ongoing coordination on resource acquisition.

**8.2.4 Corridor Refinement Planning**

*Note - Section 8.24 will be further updated this Summer and informed by analysis of the RTP project list using the newly updated regional mobility policy.*

This section identifies areas in the region – called mobility corridors - that are recommended for more detailed refinement planning to identify multimodal investment strategies adequate to serve regional transportation needs in the corridor.

This RTP calls for an update to the region’s mobility policy and related performance targets beginning in 2019 and is expected to affect corridor refinement planning identified in this section. Many of the areas identified for refinement planning in the RTP are identified because they do not meet the newly updated regional mobility policy. Individual corridor refinement planning descriptions have been updated to reflect work remaining and are being carried forward in this RTP.

## Corridor Refinement Planning and the Transportation Planning Rule

Corridor refinement planning is a response to the Oregon Transportation Planning Rule (TPR). Section 660-012-0020 of the TPR requires that transportation system plans (TSPs) establish a coordinated network of planned transportation facilities adequate to serve regional transportation needs. The RTP is the region's TSP. Section 660-012-0025 of the TPR allows jurisdictions to defer decisions regarding mode, function, and general location of improvements to address identified needs as long as it can be demonstrated that the refinement effort will be completed in the near future.

A corridor refinement plan must identify the capital and operational improvements that a mobility corridor needs consistent with the region's congestion management process. This is particularly critical for planning efforts that may result in significant expansion of roadways beyond the planned system. A CMP analysis is required for capacity-increasing projects that go beyond the planned RTP system before federal funds may be applied. For such projects, the CMP looks at road expansions beyond the planned system as a last resort and, as appropriate, requires that they be coupled with complementary operational and travel demand management strategies.

In the Portland region, in order to stay consistent with our regional transportation and land use goals, our corridor refinement process includes a multimodal look at transportation needs, as well as a review of existing and planned land use and projected growth. See Section 8.5.4 and Appendix L for more information about the region's CMP.

A corridor refinement plan includes the following steps:

1. **Develop MOU or IGA** for refinement plan scope of work that includes identification of roles and responsibilities, methods of collaboration and consultation with Metro, if the refinement planning work is not led by Metro.
2. **Conduct analysis** that considers current and planned local land uses, regional and community goals for equity, housing, economic opportunity, environmental protection and stormwater management as well as safety, pedestrian, bike, system and demand management and operational strategies, freight, throughway, road and transit needs and previously identified solutions.
3. **Agree on corridor specific multimodal performance measures.**
4. **Evaluate multimodal performance** and potential impact on regional and community goals for equity, economic development and environmental protection and, if applicable, apply HCT system expansion assessment and readiness criteria.
5. **Develop alternative mobility or other performance standards**, if necessary.

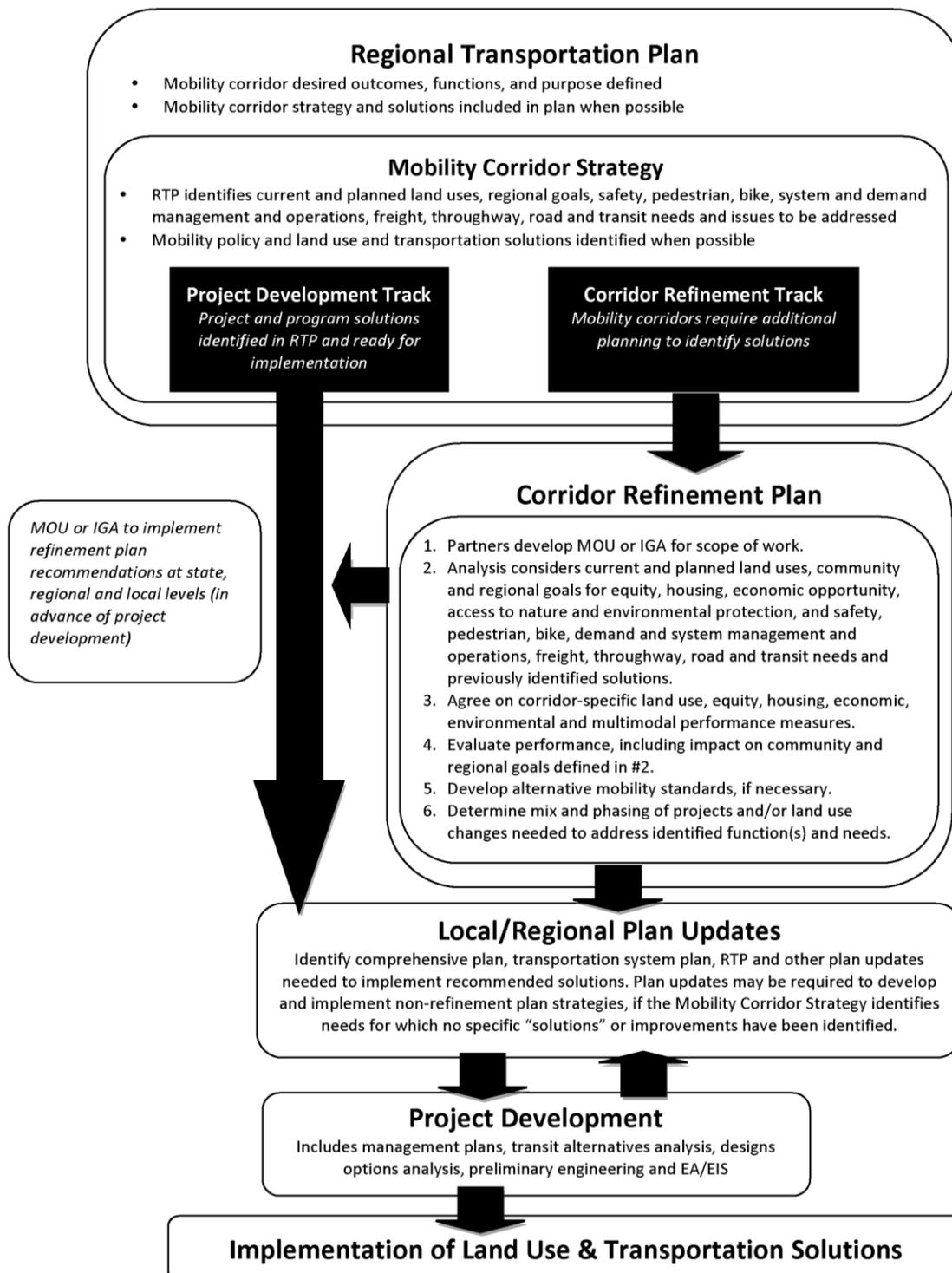
6. **Determine mix and phasing of projects and/or land use changes** needed to address identified needs.
7. **Prepare local, regional and/or state plan amendments and MOU or IGA to implement** refinement plan recommendations at state, regional and local levels.

Consistent with the region's congestion management process, corridor refinement plans will provide decision-makers with more comprehensive information regarding safety, accessibility, environmental impact, mobility, reliability and congestion as they relate to the movement of persons and goods in the mobility corridor. They should also consider land use, economic opportunity, equity, travel demand and system management, street connectivity, walking and biking solutions in addition to increasing transit and road capacity. The corridor refinement plan will recommend a wide range of strategies and projects to be implemented at the local, regional and/or state levels.

Individual project and program solutions identified in the RTP may move forward to project development at the discretion of the facility owner/operator. Planning and project development efforts should be conducted with an understanding of the corridor refinement planning anticipated in the RTP and not preclude any strategies or potential solutions identified for consideration in the corridor refinement plan. The MOU or IGA from a corridor refinement plan is intended to provide more accountability and to formalize agreements across implementing jurisdictions on moving forward to implement the corridor refinement plan recommendations. This is particularly important in mobility corridors with multiple jurisdictions.

**Figure 8.2** shows the framework for how the mobility corridor strategy will be incorporated into the RTP or developed through a corridor refinement plan.

**Figure 8.2 How A Mobility Corridor Strategy Is Developed and Implemented**



**Mobility Corridors Recommended for Future Corridor Refinement Plans**

*Note – This section will be further updated this Summer and informed by analysis of the RTP project list using the newly updated regional mobility policy.*

The main objective of the RTP mobility corridor framework is to organize information needed to help define the need, mode, function, performance standards, and general location of facilities within each mobility corridor consistent with the Transportation Planning Rule to ensure land use and transportation planning and decision-making are integrated. The needs assessment was developed based on the RTP policy framework and guided the identification of projects and programs during development of the RTP.

Under the mobility corridor framework, when determinations of need(s), mode(s), function(s), and general location(s) of solutions cannot be made, the mobility corridor needs a refinement plan. Corridor refinement plans are intended to be multimodal evaluations of possible land use and transportation solutions to address identified needs and develop a shared investment strategy, consistent with RTP goals, objectives and policies. This includes conducting an evaluation that considers the potential impact on regional and community goals for equity, housing, economic development, environmental protection and access to nature.

The RTP has identified a list of mobility corridors that do not meet the outcomes-based performance standards of the RTP and/or do not fully answer questions of mode, function and general location. These corridors need refinement planning and are listed in **Table 8.4**. The corridors are not listed in priority order. In addition, potential high capacity transit corridors identified in the Regional Transit Strategy are likely to require corridor refinement plans to develop shared land use and transportation investment strategies and determine transit mode, function, general location and any associated changes in road or freight rail functions and performance standards of existing transportation facilities.

**Table 8.4 Mobility Corridors Recommended for Future Corridor Refinement Planning**

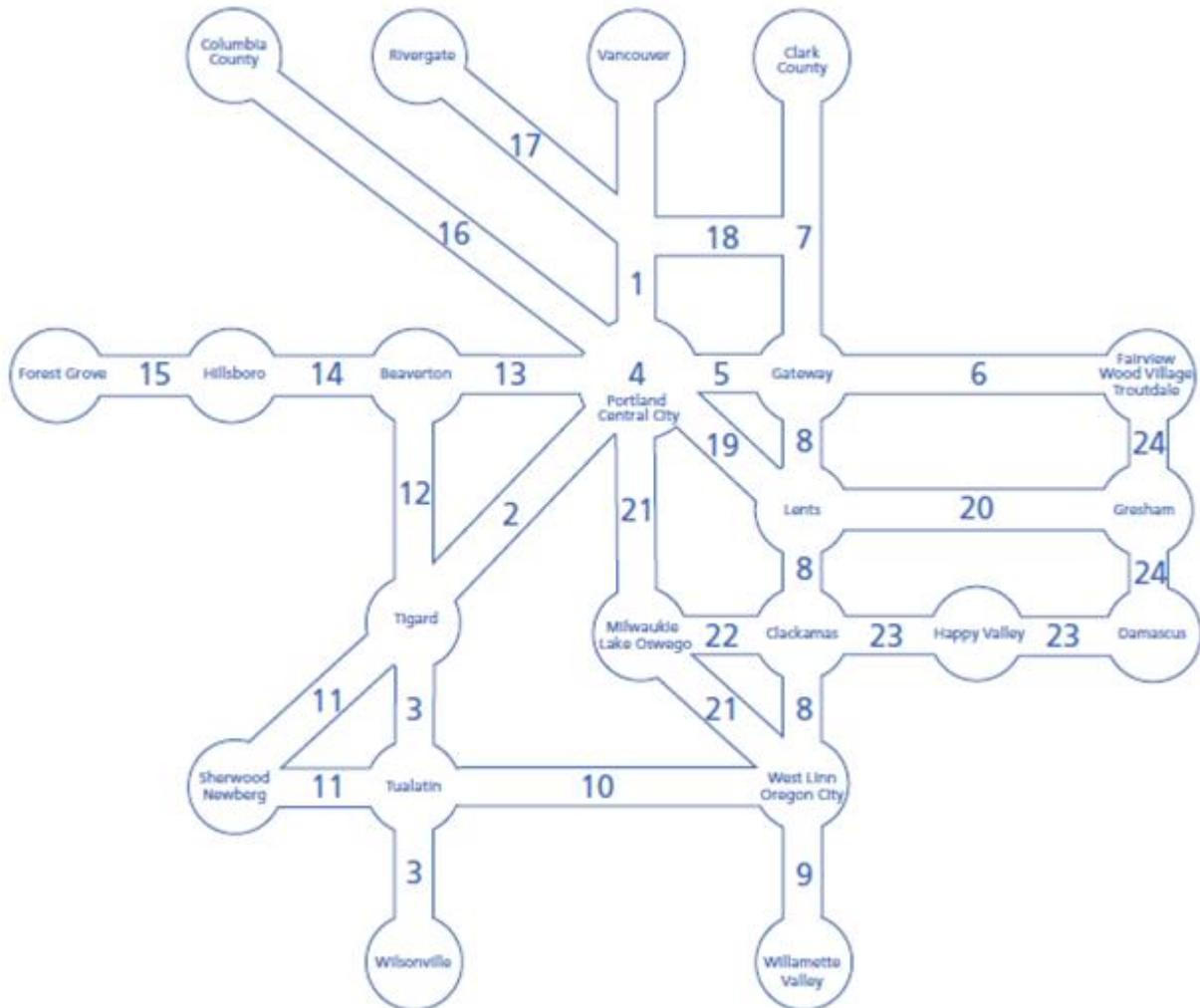
<b>Regional Mobility Corridor</b>	<b>General Geographic Scope of Mobility Corridor</b>
Mobility Corridors #3	Tigard to Wilsonville which includes I-5 South <sup>3</sup>
Mobility Corridor #4	Portland Central City Loop, which includes I-5/I-405 Loop
Mobility Corridors #7, #8 and #10	Clark County to I-5 via Gateway, Oregon City and Tualatin, which includes I-205
Mobility Corridor #14 and #15	Beaverton to Forest Grove, which includes Tualatin Valley Highway
Mobility Corridors #13, #14	Hillsboro to Portland, which includes US 26

<sup>3</sup> In coordination with project development activities for Mobility Corridor #10.

Mobility Corridors #19 and #20

Portland Central City to Lents and Lents to Gresham, which includes US 26/Powell Boulevard

**Figure 8.3 Illustrative Map of Mobility Corridors in the Portland Metropolitan Region**

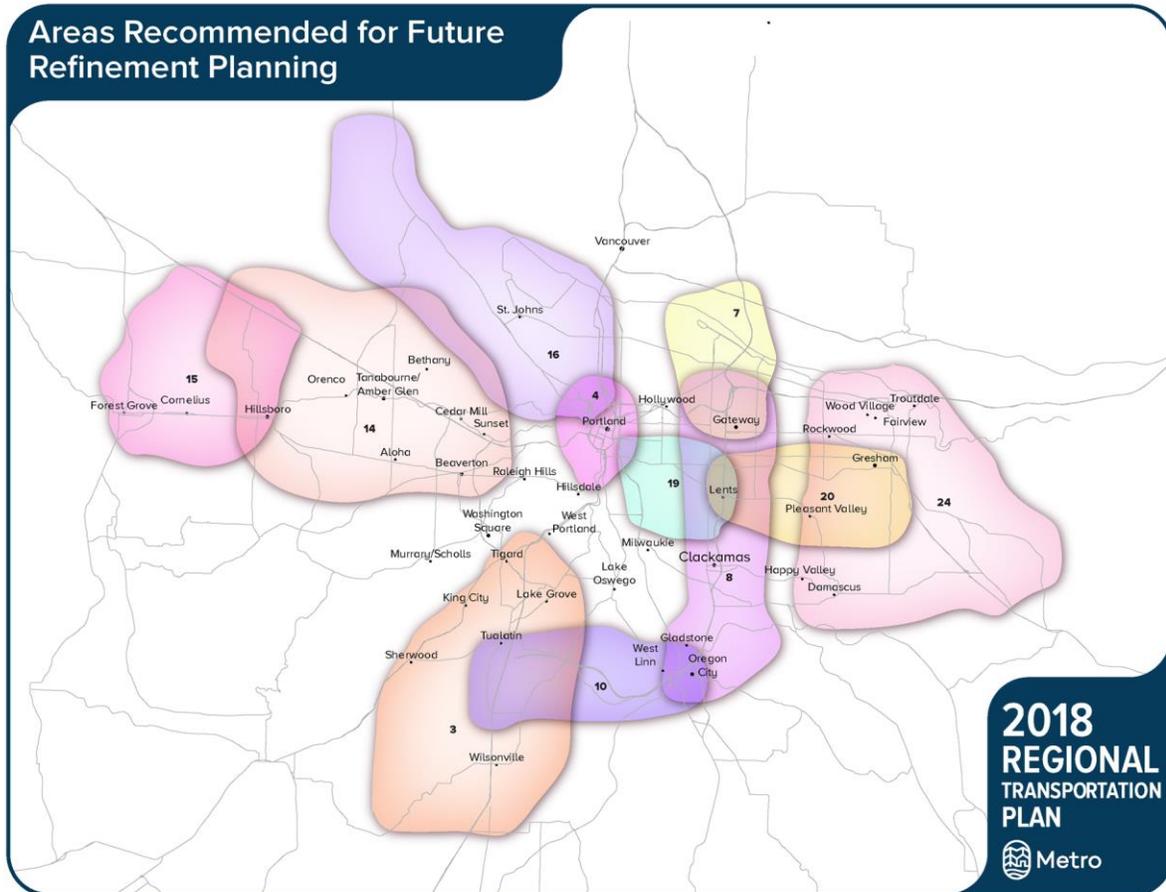


**Corridor refinement plans that have been completed since 2018**

- Clackamas to Columbia Corridor Plan (Gresham/Fairview/Wood Village/Troutdale to Damascus – Mobility Corridor #24)

**Figure 8.4 Regional Mobility Corridors Recommended for Future Refinement Planning**

*Note: This map will be updated for following adoption of the RTP*



**8.2.4.1 Tigard to Wilsonville (Mobility Corridor 3)**

*Note – This section will be further updated this Summer and informed by analysis of the RTP project list using the newly updated regional mobility policy.*

This mobility corridor provides the major southern access to and from the central city. The corridor also provides important freight access, where Willamette Valley traffic enters the region at the Wilsonville “gateway,” and provides access to Washington County via OR 217.

In 2002, a joint ODOT and Wilsonville study<sup>4</sup> concluded that in 2030 widening of I-5 to eight lanes would be required to meet Oregon Highway Plan and RTP mobility standards, and that freeway access capacity would not be adequate with an improved I-5/Wilsonville Road interchange. The appropriate improvements in this corridor are unclear at this time. However, I-5 serves as a critical gateway for regional travel and commerce, and an acceptable transportation strategy in this corridor has statewide significance. Projections for I-5 indicate that growth in traffic between the Metro region and the Willamette Valley will account for as much as 80 percent of the traffic volume along the southern portion of I-5, in the Tualatin and Wilsonville area.

In 2009, ODOT and the City collaborated to plan the reconstruction of the I-5: Wilsonville Road interchange, including infrastructure improvements and management strategies to better serve planned growth in the area. Since adoption of the interchange area management plan, ODOT completed the interchange reconstruction and implemented the bulk of the management plan's recommendations. More recent projects include the City's addition of a third lane to the Wilsonville Road southbound on-ramp and improvements at the Elligsen Road northbound on-ramp. In addition, ODOT constructed a single southbound auxiliary lane on I-5 from north of Lower Boones Ferry Road to Nyberg Road and from South of Nyberg Road to I-205 and a second lane at the northbound exit ramp for Lower Boones Ferry Road to relieve congestion and reduce crashes. The auxiliary lane work included on- and off-ramp lane modifications at Lower Boones Ferry Road and Nyberg Street.

The Washington County Transportation Futures Study, completed in 2017, recommended completion of this corridor refinement plan to address growing transportation needs in the corridor. The Washington County Freight Study, also completed in 2017, identified the I-5 corridor as a key area of freight operational delay and unreliability and underscored the importance of developing and funding improvements in this area.

In 2017-2018, ODOT and the City of Wilsonville partnered on a Southbound I-5 Boone Bridge Congestion Study. They evaluated and developed solutions for a southbound bottleneck in the bridge area, in order to manage congestion and reliability for private vehicles, freight, and transit in the evening peak. This geographically focused study was timed to identify operational improvements in advance of upcoming seismic replacement of the Boone Bridge, so that they could proceed as one project and allow the state to reduce total costs. The study led to the adoption of the I-5 Wilsonville Facility Plan, which documented a southbound auxiliary lane concept consistent with implementation recommendations for this corridor (see Project 11990 on the 2023 RTP Financially

---

<sup>4</sup> *I-5/Wilsonville Freeway Access Study, DKS Associates, November 2002*

Constrained List). It did not preclude a larger I-5 south corridor refinement plan, and many of the broader multimodal needs in this corridor still need to be addressed.

A corridor refinement plan is proposed to address the following in coordination with project development activities for Mobility Corridor #10:

- Effects of widening I-205 on the I-5 South corridor;
- Effects of the I-5 to 99W Connector study recommendations on I-5 and the N. Wilsonville interchange and the resultant need for increased freeway access to preserve local system performance and in-line capacity for I-5 mobility;
- Effects of peak period and mid-day congestion in this area and mitigation options for regional freight reliability, mobility and travel patterns;
- Ability of inter-city transit service, to/from neighboring cities in the Willamette Valley, including commuter rail, to slow traffic growth in the I-5 corridor;
- Ability to maintain off-peak freight mobility with capacity improvements;
- Potential for better coordination between the Metro region and Willamette Valley jurisdictions on land-use policies;
- Effects of a planned long-term strategy for managing increased travel along I-5 in the Willamette Valley;
- Effects of UGB expansion and Industrial Lands Evaluation studies on regional freight mobility;
- Effects on freight mobility and local circulation due to diminished freeway access capacity in the I-5/Wilsonville corridor;
- Identify and implement safety and modernization improvements to I-5 defined by the Tigard to Wilsonville Corridor Refinement Plan;
- I-5/OR217 Interchange Phase 2: SB OR217/Kruse Way Exit – Complete interchange reconstruction: Braid SB OR 217 exit to I-5 with Kruse Way exit;
- I-5/OR217 Interchange Phase 3: SB OR217 to I-5 NB Flyover Ramp – Complete interchange reconstruction with new SB OR217 to NB I-5 flyover ramp;
- Effects of the new and proposed auxiliary (ramp-to-ramp) lanes;
- Effects of future Southwest Corridor LRT;
- Identify and implement active transportation priorities that provide safe alternatives to vehicle travel; and

- Consideration of how land use interfaces with the transportation needs and impacts, local system enhancements and new connections, and improved transit network and service and potential outcomes.

In addition, the following design elements should be considered as part of the corridor refinement plan:

- Congestion pricing, including consideration of the Regional Mobility Pricing Project, and HOV lanes for expanded capacity;
- Operational bus on shoulder treatments
- Provide regional transit service, connecting Wilsonville and Tualatin to the central city;
- Increase WES service frequency and hours/days of operation;
- Provide additional freeway access improvements in the I-5/Wilsonville corridor to improve freight mobility and local circulation;
- Add capacity to parallel arterial routes, including 72nd Avenue, Boones Ferry, Lower Boones Ferry and Carman Drive;
- Add overcrossings in vicinity of Tigard Triangle, City of Tualatin and City of Wilsonville to improve local circulation;
- Extend commuter rail service from Salem to the Portland Central City, Tualatin transit center and Milwaukie, primarily along existing heavy rail tracks;
- Additional I-5 mainline capacity;
- Provision of auxiliary lanes between all I-5 freeway on- and off-ramps in Tualatin south of the I-5/I-205 split and in Wilsonville; and
- Complete gaps in the Fanno Creek and Ice Age Tonquin Regional Trails to provide a continuous off-street active transportation route through the length of the mobility corridor.

#### **8.2.4.2 Portland Central City Loop (Mobility Corridor 4)**

##### **Context**

*Note – This section will be further updated this Summer and informed by analysis of the RTP project list using the newly updated regional mobility policy.*

In 2005, the I-5/405 Freeway Loop Advisory Group (FLAG) completed its review of the near- and long-term transportation, land use, and urban design issues regarding the I-5/405 Freeway Loop. Appointed by Mayor Vera Katz and the ODOT Director in 2003, the

24-member group developed and evaluated concepts to address identified transportation issues and needs. The concepts represented a range of options that included modest improvements within existing right-of-way, a One-Way Loop System, and a full tunnel that would connect the Freeway Loop to I-84 and Sunset Highway. The three concepts were evaluated against the region's proposed transportation system, along with projected employment and household growth, for the year 2030.

In completing its initial review, FLAG found that additional master planning work is needed to identify, prioritize and fund specific projects, and that short-term or interim investments should move forward while the master planning work is being completed. FLAG recommended that planning on I-84/I-5 interchange and the I-5 elements of South Portland Plan contemplated in the area of the interchange of I-405 and I-5 may proceed independent of the Master Plan with the understanding that the final plan for any such project would be consistent with the Master Plan. In addition, the study recommended advancing a corridor refinement plan to begin to identify short-term and long-term investments and a recommended scope, problem statement and set of principles:

#### Scope

- Develop an overall Freeway Loop Corridor Refinement Plan that will guide public investment for improvements to the I-5/405 Freeway Loop.
- Develop a phasing strategy for implementation of the Master Plan. Include the currently approved Regional Transportation Plan improvements as well as new elements.
- Identify and pursue a funding strategy.

As directed by the FLAG's recommendations, planning proceeded on the I-84/I-5 section of the Loop under the N/NE Quadrant and the I-5 Broadway-Weidler Interchange Improvement Planning process. The key recommendations from the adopted 2012 N/NE Quadrant Plan include:

- Preserving and enhancing Lower Albina by protecting the working harbor and increasing land use flexibility that promotes a mix of uses on historic Russell Street and greater employment densities;
- Protecting historic neighborhoods and cultural resources;
- Concentrating high density development in the Lloyd District, with a focus on new residential development that will add activity and vibrancy to the district;
- Providing amenities, such as parks, street improvements and green infrastructure to support and encourage new development;
- Improving regional access and local street safety and connectivity for all modes;

- Encouraging sustainable development that supports the Lloyd EcoDistrict and goals for improved environmental health;
- Future changes to zoning and building height regulations that implement the plan goals.

Key recommendations for the I-5 Broadway-Weidler Plan include:

- Adding auxiliary lanes and full-width shoulders to improve traffic weaves and allow disabled vehicles to move out of traffic lanes;
- Rebuilding structures at Broadway, Weidler, Vancouver and Williams and adding a lid over the freeway that will simplify construction, increase development potential and improve the urban environment;
- Moving the I-5 southbound on-ramp to Weidler to improve circulation and safety;
- Improving conditions for pedestrian and bicycle travel by adding new connections over the freeway and safer pedestrian and bicycle facilities in the interchange area.

The recommendations of the N/NE Quadrant Plan were incorporated in the recently adopted Central City 2035. In addition, as part of the plan, ODOT and the City worked to designate the Central City as a Multimodal Mixed-Use Area (MMA). MMAs are State acknowledged high density, mixed use areas that are well served by multimodal transportation. MMA areas are exempt from mobility standards as part of land use amendments (safety and other State mandated policies remain in effect). In development of the MMA, the City and ODOT worked to identify safety improvements for the Loop (including the I-5 Broadway/Weidler Project), which were subsequently added to the City's list of TSP projects and submitted to Metro as part of the 2018 RTP.

#### Proposed Mobility Corridor Purpose Statement

The purpose of the study is to develop alternative design concepts for Portland Central City Loop. Improvements to the I-5/4-5 Freeway Loop must address long-term transportation and land use needs in a system-wide context. Because the movement of people and goods is a vital economic function, changes must be considered in relation to local, regional, and statewide geographies. Freeway Loop improvements should enhance, not inhibit, high-quality urban development, and should function as seamless and integral parts of the community.

#### Proposed Principles

These objectives will guide the selection and evaluation of options in the next phase:

- Maintain or enhance transportation performance, including safe and reliable highway operations and enhanced transit performance.
- Support a multi-modal strategy for automobiles, transit, trucks, bicycles, and pedestrians.
- Support trade and freight movement to facilitate regional and state economic development.
- Support local, regional, and state land use plans.
- Ensure regional accessibility to and from the Central City to reinforce its significant statewide, regional, and national economic role.
- Support economic activities and new investments in the Central City and in adjacent industrial areas.
- Improve the quality of the built environment and multimodal connections across facilities.
- Avoid or minimize negative impacts on the natural and built environments.
- Evaluate facility improvement costs relative to the distribution of benefits and impacts.
- Develop strategies that can be implemented in phases, including consideration of congestion pricing such as that identified in the Regional Mobility Pricing Project.

#### **8.2.4.3 Clark County to I-5 via Gateway, Oregon City and Tualatin (Mobility Corridors 7, 8 and 10)**

*Note – This section will be further updated this Summer and informed by analysis of the RTP project list using the newly updated regional mobility policy.*

Improvements are needed in this corridor to address existing deficiencies and expected growth in travel demand in Clark, Multnomah and Clackamas counties. Transportation solutions in this corridor should address the following needs and opportunities:

- Provide for some peak period and off-peak mobility and reliability for longer trips;
- Preserve freight mobility from I-5 to Clark County, with an emphasis on connections to Highway 213, Highway 224 and Sunrise Corridor;
- Maintain an acceptable level of access to the Oregon City, Clackamas and Gateway regional centers and Sunrise industrial area;
- Maintain acceptable levels of access to PDX, including air cargo access;
- Coordinate refinement planning activities with planning for the Stafford area;

- Adding general purpose lanes to I-205 should be considered to meet state and regional policies to bring the freeway up to three through lanes in each direction in the southern section from Oregon City to I-5 and to allow for potential of bus-on-shoulder operations for bypassing of traffic queues on I-205 during periods of congestion;
- Expanded transit service in the corridor including provision of I-205 express bus service between Clackamas regional center and Bridgeport in Tualatin, and frequent bus service between Clackamas regional center and Clackamas Community College via downtown Oregon City;
- Extend high capacity transit service from Milwaukie to Oregon City along McLoughlin Boulevard;
- Complete gaps in the I-205 Multi-use path - including southernmost segment from Oregon City to Tualatin - to provide a continuous off-street active transportation route through the length of the mobility corridor; and
- Interchange improvements, auxiliary lanes and other major operational improvements such as ramp improvements and other weaving area improvements in the corridor should also be considered. Specific projects to be considered to meet identified needs include:
  - Southbound truck climbing lanes from Willamette River to 10th St. interchange;
  - Interchange improvements at locations including: Division/Powell, Airport Way, OR213, OR 212/224, Sunrise, Johnson Creek Boulevard and others;
  - Auxiliary lanes, northbound and southbound in the following locations: Airport Way to Columbia Blvd., Columbia Blvd. to I-84, I-84 to Glisan, Glisan to Division/Powell, Division/Powell to Foster, Foster to Johnson Creek Boulevard, OR 212/224 to Gladstone, Gladstone to OR 99E;
  - Widen to 6 lanes from Stafford Interchange to Willamette River;
  - Widen Abernethy Bridge to 6 lanes plus auxiliary lanes;
  - Improvements needed on OR 213 (82nd Avenue) include bicycle/pedestrian and streetscape improvements.
  - Implement tolling on I-205 between Stafford Road and the Abernathy Bridge.

Potential transportation and land use solutions in this corridor should evaluate the potential of the following design concepts:

- Auxiliary lanes added from Airport Way to I-84 East;

- Consider express HOV lanes as a strategy for expanding capacity;
- Relative value of specific ramp, overcrossing and parallel route improvements;
- Evaluate crash history of arterials and throughways in study area, with a focus on fatal and serious injury crashes, to inform potential transportation solutions and phasing;
- Eastbound HOV lane from I-5 to the Oregon City Bridge;
- Truck climbing lane south of Oregon City;
- Potential for inter-city transit service, vanpool services and other travel options, to/from rural areas and neighboring cities in Clackamas County, to expand travel options and slow traffic growth in the I-205 corridor;
- Potential for rapid bus transit service or light rail from Oregon City to Gateway;
- Potential for extension of rapid bus service or light rail north from Gateway into Clark County;
- Potential for refinements to 2040 land-use assumptions in this area to expand potential employment in the sub-area and improve jobs/housing imbalance;
- Potential for re-evaluating the suitability of the Beavercreek area for urban growth boundary expansion, based on ability to serve the area with adequate regional transportation infrastructure;
- Explore opportunities to support economic and land use goals with the Columbia Connections Strategy;
- Provide recommendations to the Bi-State Coordination Committee prior to JPACT and Metro Council consideration of projects that have bi-state significance.

#### **8.2.4.4 Beaverton to Forest Grove (Mobility Corridors 14 and 15)**

*Note – This section will be further updated this Summer and informed by analysis of the RTP project list using the newly updated regional mobility policy.*

A number of improvements are needed in this corridor to address existing deficiencies and serve increased travel demand. One primary function of this route is to provide access to and between the Beaverton and Hillsboro regional centers. Tualatin Valley Highway also serves as an access route to Highway 217 from points west along the Tualatin Valley Highway corridor. As such, the corridor is defined as extending from Highway 217 on the east to Forest Grove to the west, and from Farmington Road on the south to Baseline Road to the north.

The Tualatin Valley Highway Corridor Plan (TVCP) is a “mobility corridor refinement” plan completed in June 2013. The TVCP studied the Beaverton to Hillsboro portion of the

Beaverton to Forest Grove mobility corridor between Cedar Hills Boulevard (Beaverton Regional Center) and SE 10<sup>th</sup> Avenue/Maple Street (Hillsboro Regional Center). The northern boundary of the study area was Baseline Road/Jenkins road and the southern boundary was Farmington Road, Oak Street, Davis Street and Allen Boulevard. There are still two outstanding sections of the corridor left to be studied: within Beaverton (OR 217 to SW Cedar Hills Blvd) and from Hillsboro (west of SE 10<sup>th</sup> Avenue/Maple Street) to Forest Grove.

The TVCP was a joint effort between ODOT, Metro, the City of Hillsboro, the City of Beaverton and Washington County that focused an examination of the transportation system to identify needs and improvements for all modes of transportation. A number of improvements have been identified in this corridor to address existing deficiencies and safety concerns and serve increased travel demand.

The TV Trail Concept Plan, a TGM funded plan by Washington County describes the selection of the two preferred near- and long-term opportunities to serve local and regional trail connectivity between SW 160<sup>th</sup> Avenue and Cornelius Pass Road.

The East Forest Grove Safety Action Plan examined the portion of OR 8 between Forest Grove and Cornelius. The plan identified multi-modal improvements to address safety along this section of the corridor.

A long-term transit solution for Tualatin Valley Highway has yet to be identified. In advance of this transit study additional land area is to be preserved for Business Access Transit (BAT) / High Capacity Transit (HCT) uses. This land area is not intended to be used for general purpose through lanes. Development along Tualatin Valley Highway shall consider opportunities so as to not preclude a future Business Access and Transit lane in the westbound direction, and to not preclude Bus pullouts in the eastbound direction.

#### RTP Design and Functional Classifications.

Early in the project, the TVCP PG gave policy direction to maintain the design and function of TV Hwy as an urban arterial that will not exceed motorized vehicle capacity of two through travel lanes in each direction. Consistent with this decision, proposed actions along TV Hwy will be developed during subsequent refinement planning and design work to maximize the use of the typical 100 feet to 107 feet of existing right-of-way (ROW) to serve multimodal travel. Additionally, the RTP Arterial & Throughway map and System Design Classification maps are amended. TV Highway will be changed from “Principal arterial” to “Major Arterial” on the Arterial & Throughway map. It will be changed from “Throughway” to “Regional Street” on the System Design map.

The TVCP recommendations fall into 3 categories: 1) Near Term Actions, 2) Opportunistic Actions, and 3) Longer Term Refinement Planning Needs.

### Near Term Actions

The proposed improvements described below will address existing needs, including multimodal system completeness and safety, and can reasonably be expected to be completed within the next 15 years with a strong commitment from one or more of the partner agencies that have jurisdiction over subject transportation facilities, including:

- Complete detailed multi-agency study to determine future potential for high capacity transit solutions within the Tualatin Valley Highway corridor;
- The Moving Forward TV Highway Plan will be developed as a multi-agency study that determine nature and feasibility of HCT in the Tualatin Valley Highway corridor between SW 160<sup>th</sup> Ave and Cornelius Pass Road;
- Multi-modal safety improvements from the East Forest Grove Safety Action Plan
- Improve bus stops along Tualatin Valley Highway;
- More frequent bus service;
- Add street lighting on Tualatin Valley Highway;
- Improve Tualatin Valley Highway pedestrian crossings;
- Complete Planning and Conceptual design for a Multi-use path;
- Fill gaps in sidewalks and add landscape buffers along Tualatin Valley Highway;
- Add directional way finding signs;
- Complete the (currently discontinuous and narrow) bike lanes on Tualatin Valley Highway;
- Improve bike crossings of Tualatin Valley Highway;
- Develop continuous east-west parallel bike routes north and south of Tualatin Valley Highway;
- Public community rail safety education;
- Support and promote employer incentive programs to reduce driving;
- Improve signal timing, transit prioritization and traffic operations monitoring;
- Signal prioritization for transit;
- Adaptive signal control (“smart signals” that adjust timing to congestion levels);
- Improve operations at signalized intersections along Tualatin Valley Highway;

- Intersection modification to address safety and mobility; and
- Left-turn signal improvements.

### **Opportunistic Actions**

Understanding that funding opportunities (whether public funding or public funding in combination with private sources) may arise for transportation improvements within the TVCP Project Area to work towards to meet the goals and objectives of the TVCP, while attempting to:

- Encourage private contributions by developers to implement the near term improvements, including reserving ROW for future transportation improvements (*City of Hillsboro, City of Beaverton, Washington County*).
- Acquire the ROW to develop a westbound business access transit (BAT) lane as redevelopment opportunities arise on Tualatin Valley Hwy. The City of Hillsboro may also require all half-street improvements be constructed to include the setback curb, planter strip, and sidewalk improvement to create an amenable environment for future transit solutions on Tualatin Valley Highway. This redevelopment should be consistent with ODOT standards. The City of Hillsboro has determined that a BAT lane would not provide the anticipated benefit for transit service and therefore the city isn't acquiring ROW to develop the BAT lane as redevelopment opportunities occur on TV Hwy check with Gregg Snyder about this. The Moving Forward TV Highway Enhanced Transit and Access Plan will look at whether there are benefits of using a BAT lane in part of the corridor from 160<sup>th</sup> to Cornelius Pass Road.
- As projects arise from appropriate categories examine whether opportunities are available to use other funds to leverage this funding (e.g., safety) (*ODOT, consulting with partners*).
- As land use and transportation system conditions change and near term improvements are completed, consider the opportunity to update this adaptive corridor management strategy (*all partners*).
- Improve existing north-south routes for all modes to reduce travel demand on Tualatin Valley Highway and congestion at intersections. Improvements to roadways such as Brookwood Avenue, Century Boulevard, Cornelius Pass Road, 209<sup>th</sup> Avenue, 198<sup>th</sup> Avenue, 185<sup>th</sup> Avenue, and 170<sup>th</sup> Avenue would provide the greatest benefit to the overall transportation system. Five improvements on 198<sup>th</sup> Avenue south of Tualatin Valley Highway are scheduled in the next five years through Washington County's Major Streets Transportation Improvement Program. The other three corridors will require a more opportunistic approach, including working with

developers of South Hillsboro to help improve 209<sup>th</sup> Avenue (*City of Hillsboro, City of Beaverton, Washington County*).

- Improve east-west connectivity (such as those proposed in the upcoming South Hillsboro UGB development mitigation) in addition to the near term actions proposed in South Hillsboro such as the Kinnaman and Rosa Road extensions (*City of Hillsboro, City of Beaverton, Washington County*).
- Complete the bicycle and pedestrian system in the TVCP Project Area to increase connectivity and access.
- Implement improvements identified in the Tualatin Valley Trail Concept Plan
- Examine transit service for enhancements and improvements in the near term improvements list to leverage added service or other capital enhancements. TriMet has been awarded two Statewide Transportation Improvement Program (STIP) projects (Highway 8 Corridor Safety and Access to Transit) for improved safety, active transportation, access to transit and transit operations by improving bus stops, constructing landing pads, and enhancing crossings. ODOT will be enhancing two pedestrian crossings, infilling sidewalks, consolidating bus stops, providing transit queue jumps at one location and improving a bus stop For the second application (between 110<sup>th</sup> Avenue and SW 209<sup>th</sup> Avenue on TV Hwy), the project will enhance four pedestrian crossing locations, install buffered bike lanes between 153<sup>rd</sup> and 182<sup>nd</sup> Aves, consolidate bus stops, install illumination, ped actuation and signal interconnect at 141<sup>st</sup>/142<sup>nd</sup> and 174<sup>th</sup>, install physically separated walkways and bike lanes on bridge sections between 153<sup>rd</sup> and 160<sup>th</sup> Ave and the between 30<sup>th</sup> and 40<sup>th</sup> Aves.
- Reduce vehicle turn movements to/from driveways on TV Highway. This would improve safety and mobility of pedestrians, bicyclists, and motorists on TV Hwy. Further access consolidations are recommended in conjunction with other property redevelopment.

### Long Term Refinement Planning Needs

The refinement plan was unable to adequately address some longer term planning aspirations for the corridor. The following should be addressed as part of a future corridor refinement plan:

- The preferred location (e.g. on or adjacent to Tualatin Valley Highway) and most viable transit mode (e.g., bus rapid transit, express bus service, light rail, streetcar, or commuter rail) and amount of right-of-way needed for a long-term HCT solution for Tualatin Valley Highway. This transit alternative analysis study may explore enhanced signal operations for transit and/or the viability of a Business Access Transit (BAT) lane in appropriate locations. The Moving Forward TV Highway Enhanced Transit and

Access Plan will determine the nature and feasibility of HCT in the corridor primarily between 160<sup>th</sup> and Cornelius Pass Rd.

- The location of a multi-use pathway parallel to Tualatin Valley Highway as per the Tualatin Valley Trail Concept Plan.
- The location of new local street connections, in concert with access management along Tualatin Valley Highway.
- While grade separated intersections are not included in the plan, it is recognized that in the long term, all tools should be considered to maintain acceptable intersection performance to serve future transportation and community needs.

#### **8.2.4.5 Powell-Division Corridor: Portland Central City to Lents Town Center and Lents Town Center to Gresham Regional Center (Mobility Corridors 19 and 20)**

*Note – This section will be further updated this Summer and informed by analysis of the RTP project list using the newly updated regional mobility policy.*

The Powell-Division Corridor is included in Mobility Corridors #19 and #20. The Mobility Corridor Strategy identified in 2014 RTP Appendix 3.1 notes that both corridors are anticipated to experience high levels of growth in employment and population by the year 2040.

A number of investments are needed in these corridors to address existing deficiencies and serve increased travel demand.

The Powell-Division Transit and Development Plan alternative analysis identified a project – now called the Division Transit Project - that addresses some of the needs identified for the Powell-Division Corridor by improving transit and safety on Division Street with a bus rapid transit project. The Division Transit Project went into revenue service in September 2022. The Division Transit Project does not fully address the transit, safety, and mobility needs that remain on Powell Boulevard.

The Division Transit bus rapid transit project traverses from downtown Portland to downtown Gresham on Division Street through southeast Portland. Project partners recognized that Powell Boulevard improvements are still needed to address safety and mobility needs for all modes and supply essential transit connections in this corridor. Also, a number of steering committee members qualified their votes of support for the Locally Preferred Alternative as contingent upon a commitment to further study Powell Boulevard to address safety and mobility needs moving forward. Based on community feedback and analysis during the Powell-Division Transit and Development project, the City of Portland included language documenting this recommendation in their LPA adopting resolution, as follows:

BE IT FURTHER RESOLVED, that Metro advance Powell Boulevard for regional consideration and prioritization within the High Capacity Transit planning process, and amend the Regional Transportation Plan to assert continued need for Powell Boulevard transit improvements.

The Powell-Division Corridor is included in Mobility Corridors #19 and #20. The Mobility Corridor Strategy identified in 2014 RTP Appendix 3.1 notes that both corridors are anticipated to see high levels of growth in employment and population by the year 2040.

Mobility Corridor #19 provides an important connection between the Portland Central City and the Lents Town Center and provides important freight access to rail facilities at Brooklyn Yard and access from Powell Boulevard and McLoughlin Boulevard to the Central Eastside Industrial District. This corridor also serves statewide and regional travel on Powell Boulevard (US 26), which serves as a statewide and regional freight route between I-5 and I-205.

The corridor does not meet regional performance thresholds (does not perform as it should) for its throughways (Powell Boulevard) and arterials (Division and Holgate streets) as defined in the RTP due to high volume to capacity ratios.

Strategies adopted in 2014 RTP Appendix 3.1 to improve the corridor include:

Near term:

- System and demand management along Powell Boulevard and parallel facilities for all modes of travel.
- Improved, safe pedestrian and bicycle crossings of Powell Boulevard.
- Modify existing signals, coordinate and optimize signal timing to improve traffic operations on Powell Boulevard.
- Prioritize and construct safety and streetscape improvements from SE 50th to SE 84th Avenue.

Medium term:

- Improve safety by all modes and enhance opportunities for use of bicycles, walking and transit on Powell Boulevard.
- Identify and implement potential changes to the cross section of Foster Road based on the Foster Streetscape Plan.

The Oregon Department of Transportation (ODOT) is constructing improvements to help people get around busy Outer SE Powell Boulevard more safely. The Outer Powell Transportation Safety Project stretches between I-205 and Portland/Gresham city limits,

just east of SE 174th Avenue. These safety improvements will reduce the frequency and severity of crashes and help vehicles, pedestrians, transit and bicyclists share the road with fewer conflicts.

Roadway, bike and pedestrian safety improvements include:

- Sidewalks where there are none now
- Mix of separated and sidewalk level bike lanes
- Center turn lanes for cars, buses and trucks for safer turns and to reduce back-ups
- Storm drains to prevent water from pooling on the road
- Lighting for improved visibility
- New waterline in some areas
- New traffic signals
- Mid-block flashing light pedestrian crossing beacons (Rectangular Rapid Flashing Beacons) to alert drivers that people are crossing the street

ODOT expects completion of construction in 2024.

Additionally, for the segment of SE Powell Boulevard between the Ross Island Bridge and I-205, ODOT is working with the City of Portland to implement safety investments such as enhanced crossings and speed feedback signs, and studying roadway configuration options to increase safety for all users.

Mobility Corridor #20 provides an important connection between the Lents Town Center and the Gresham Regional Center. The corridor provides important freight access, connecting I-205 to Gresham and the Springwater Industrial Area. In addition, the corridor serves statewide travel, connecting to routes that lead to destinations outside the region such as the Mt Hood Recreational Area and Sandy Oregon.

Similar to Mobility Corridor #19, Mobility Corridor #20 is expected to experience high levels of employment and population growth by 2040 and does not meet regional performance thresholds for its throughways (Powell Boulevard) and arterials (Division and Foster streets) as defined in the Regional Transportation Plan due to high volume to capacity ratios.

Strategies adopted in 2014 RTP Appendix 3.1 to improve the corridor include:

- Near term: System and demand management along the Powell Boulevard and parallel facilities for all modes of travel.

- Medium term: Implement a three-lane cross-section on Powell Boulevard from I-205 to SE 174th Avenue with bicycle and pedestrian improvements.
- Long term: Implement additional capacity enhancements along Powell Boulevard from 162nd to 174th Avenue as needed. Additional enhancements may include intersecting north-south streets along Powell Boulevard.

#### **8.2.4.6 Hillsboro to Portland (Mobility Corridors 13 and 14)**

*Note – This section will be further updated this Summer and informed by analysis of the RTP project list using the newly updated regional mobility policy. Additionally, some data used in the 2018 RTP will be updated prior to RTP adoption.*

Washington County is growing faster than its neighbors in the region, and with that growth comes an increased need to move more people and freight. The Sunset Highway (US 26) Corridor is a critical thoroughfare for residents, commuters, and the regional economy, but current conditions result in vehicle congestion, diversion, and unreliable travel times for people driving, riding transit, and moving freight. These transportation deficiencies adversely affect the safety, affordability, and livability of the area and can impede economic competitiveness.

Centered on the US 26 (Sunset Highway) from Hillsboro to Portland, the Westside Multimodal Improvements Study was recommended in the 2018 RTP and kicked off in January 2022. The study’s purpose was to address transportation challenges that affect the movement of people and goods between Hillsboro’s Silicon Forest, Northern Washington County’s agricultural freight, and the Portland Central City, the international freight distribution hub of I-5 and I-84, the Port of Portland marine terminals, rail facilities, and the Portland International Airport.

ODOT and Metro co-managed the study in partnership with local agencies, business representatives, and community-based organizations. The study was guided by a Project Management Group, made up of technical staff from partner agencies, and a Steering Committee composed of decision-making representatives from each of the agencies that have jurisdiction or ownership of infrastructure or systems considered in the planning process. An analysis of existing conditions data helped to define the issues and needs within the corridor and are framed here in the context of five priority areas: mobility and reliability, safety, social equity, climate action, and economic vitality.

#### **Mobility and Reliability**

Corridor #13, which extends east to the Willamette River including the western portion of Portland’s Central City and Corridor #14 extending west from Murray Boulevard to North

Plains will account for 22 percent of the region’s households, 20 percent of the region’s population, and 31 percent of the region’s employment by 2040.

Since the Covid-19 pandemic, we’ve seen changes in travel patterns, including fewer people transit, fewer people commuting daily to workplaces, and more people working from home or on flexible schedules. Meanwhile, jobs that require in-person attendance such as manufacturing, agriculture, retail, hospitality and maintenance are often not centrally located and may have work shifts that cover 24 hours of the day. These changes have resulted in afternoon traffic congestion occurring earlier in the day and lasting longer than before the pandemic.

Corridor #13, which includes the Sunset Highway and its array of complementary parallel arterial roadways (Cornelius Pass Road, Germantown Road, Cornell Road, Barnes/Burnside Road, and Beaverton-Hillsdale Highway), carries approximately 229,150 vehicles per day comprising roughly 390,000 person-trips per day. Of the total vehicle trips, Sunset Highway carries 160,000 vehicles per day, including 6,000 trucks, and Cornelius Pass Road serves approximately 11,000 vehicles per day.

At present, transit carries approximately 18,710 person-trips per weekday on the MAX Blue Line, the MAX Red Line, and multiple bus lines serving the parallel arterials in the corridor. Of those total trips, approximately 11,500 occur on the MAX Blue and Red Lines. Bus lines serving the Sunset Highway corridor include Line 47 (720 weekday boardings), Line 48 (1200 average weekday boardings), Line 57 (5,240 average weekday boardings) and Line 59 (50 average weekday boardings). This is a decrease from pre-pandemic transit use. TriMet plans to open the western extension of the MAX Red Line to Hillsboro’s Airport/Fair Complex Station in fall 2024.

The existing transit network in the westside of the Metro area has limited north-south bus routes, some routes have infrequent service, and may require multiple transfers to reach a destination. Efforts such as TriMet’s Forward Together concept, the Washington County Transit Study, and Metro’s High-Capacity Transit Strategy include plans for transit enhancements and future investments to meet existing transit needs and accommodate future growth in the Westside Corridor.

### **Economic Vitality**

The Sunset Highway corridor is a major employment center in the region. Many of the region’s top private employers call the area home including Intel, Nike, Tektronix, Reser’s Fine Foods, Qorvo, and Salesforce, among others. Top public sector employers include local school districts, city and county governments, hospitals, and health care providers.

The semiconductor industry expansion presents Oregon with an opportunity to create the kind of jobs and investment the state needs for a strong economy, and this area is often referred to as Oregon’s “Silicon Forest.” In July 2022 Congress passed the \$52 billion CHIPS Act to boost domestic semiconductor manufacturing and design. This creates an opportunity to solidify Oregon’s position as a world leader in semiconductor innovation and expand semiconductor design and manufacturing development in Washington County. New industrial development will place additional demand on our transportation system and a greater need for freight mobility and reliability through the Sunset Highway corridor.

Outreach done during the Westside Multimodal Improvements Study reinforced freight-related concerns identified during the 2013 *Westside Freight Access and Logistics Analysis*. Oregon’s export economy relies heavily on the computer and electronics industry, which accounts for over 60% of state’s exports, and valued \$15 billion in 2021. This industry is primarily located in the region’s Westside, and depends on a tightly managed supply chain to efficiently bring products to markets that are mostly outside of the greater Portland area. Addressing freight mobility challenges experienced by the Westside computer and electronics industry will likely also benefit the footwear, apparel, medical/dental, biopharma and agriculture industries in Washington County.

Freight movement between the Westside industries and the PDX freight consolidation area and the Portland International Airport depends on two routes:

- US 26 eastbound to I-405 northbound to I-5 Northbound to Columbia Boulevard; and
- Cornelius Pass Road northbound to US 30 southbound to Columbia Boulevard via the St. Johns Bridge.

US 26 eastbound between Highway 217 and I-405 ranks among the top bottlenecks in the region. Travel times can vary up to 20 minutes or more for a typical trip from Hillsboro’s employment areas to PDX, due largely to traffic on US26. This lack of reliability means that freight haulers and commuters can’t be certain how long a trip will take them, leading to lost productivity. US26 has the highest freight volume of all non-interstate highways in the region, but freight trips make up just five percent of total trips on US26. Meanwhile, freight trips account for sixteen percent of total trips on Cornelius Pass Road, indicating it is a preferred route for many freight haulers.

Work commute estimates based on Street Light Data indicate that a significant number of people commute into the area for work. Data shows that about 97,000 people per weekday commute to the Westside Multimodal Improvements Study area. About 27,000 both live and work in the study area and have local commute trips, while another 64,000 people live in the study area and commute to jobs elsewhere in the region.

## **Safety**

Many of the key arterials in the Sunset Highway Corridor are identified among Metro's 2016-2020 High Injury Corridors. These are roadways in the greater Portland area where the highest concentrations of serious crashes involving a motor vehicle occur. The top five most dangerous corridors within the study area include: Tualatin Valley Highway, Baseline Rd, Cornell Rd, Cornelius Pass Rd, and Farmington Rd. A total of 15,000 crashes occurred between 2015-2019 in the study area, with 53% of crashes resulting in injury. Of these, 223 crashes involved pedestrians and 188 crashes involved bicyclists.

With congestion becoming more pervasive on US 26 in the area of the Vista Ridge Tunnels and the I-405 interchange, traffic crashes have continued to increase. Cumulatively, there are 10 discreet locations on US 26 between I-405 and Highway 217 that rank in the state's top 10 percent of crash high-priority locations statewide.

Sunset Highway at the Vista Ridge tunnels prohibits the hauling of hazardous materials. Petroleum products used to fuel vehicles in the Tualatin Valley and chemicals, including but not limited to industrial gases used in the manufacturing of silicon wafer products, commonly use Cornelius Pass Road with Highway 217 as the secondary route.

Both the Sunset Highway corridor and the secondary freight route of Cornelius Pass Road are susceptible to recurring incidents such as crashes, landslides, and trees blocking the roadways. In both cases, the regional transportation system lacks "redundancy" to accommodate any unforeseen impediments to travel. Similarly, both corridors (and their Willamette River bridges) are not likely to prove reliable and sustainable in the event of a Cascadia earthquake.

## **Social Equity**

People living within the Sunset Highway corridor are more racially diverse than the region and state, with over 37% residents of color. Forty-five percent of households are renters, which is higher than the regional average.

Many areas throughout the corridor score high on TriMet's transit equity index, reflecting higher concentrations of people of color, low-income households, people with low English proficiency, people with disabilities, older adults, youth, households with poor vehicle access, access to affordable housing, access to low/medium wage jobs, access to services. Higher scores indicate a potential for higher need for increased transit service, particularly in areas south of US 26.

## **Climate**

Land use patterns and past infrastructure investments in the study area prioritized auto vehicle travel, which contribute to continued reliance on personal vehicles to meet people’s daily travel needs. This pattern results in high vehicle miles traveled (VMT) and contributes to greenhouse gas emissions from gasoline powered vehicles. Frequent congestion on US 26 and nearby facilities contributes to traffic diversion to other routes, increased vehicle miles traveled (VMT), inefficient vehicle operation, and vehicle idling, all of which contribute to greenhouse gas emissions in the region.

## **Recommended Transportation Investments**

The Westside Multimodal Improvements Study produced a list of transportation investments that are intended to address the identified issues and needs in the Sunset Highway corridor. Investment options were evaluated based on how well they addressed mobility and reliability, safety, social equity, climate action, and economic vitality. The Westside Multimodal Improvements Study developed an Implementation Plan that outlines priority investments for the region to advance for future project development and funding, including project descriptions, lead agencies, cost ranges, benefits, issues, and dependent projects.

*[PLACEHOLDER FOR RECOMMENDED INVESTMENT OPTIONS & DESCRIPTIONS]*

## 8.3 PROJECTS

### 8.3.1 Major Project Development

Transportation improvements where the need, mode, function and general location is identified in the RTP and local plans are expected to be further refined during detailed project development. For major projects, project development is generally completed jointly by affected or sponsoring agencies, in coordination and consultation with Metro. For purposes of the RTP, major projects are defined as large-scale, complex investments in the transportation system that typically cost \$500 million or more regardless of the source of funding for the total project and is likely to receive state or federal financial assistance. Projects with total costs between \$100 million and \$500 million may also be considered major projects and are currently considered major projects for the purposes of the Metropolitan Transportation Improvement Program (MTIP). FHWA requires all projects with costs of \$100 million or more to have financial plans updated annually. Major projects typically have a high level of public, legislative or congressional interest, may be constructed in multiple phases and are anticipated to go through one of the planning processes identified below.

The purpose of project development is to consider project design details and select a specific project alignment, as necessary, after evaluating engineering, management and design alternatives, potential environmental impacts and consistency with applicable comprehensive plans, the Oregon Transportation Plan and the RTP. The TPR defines project development as, “implementing the transportation system plan by determining the precise location, alignment and preliminary design of improvements included in the TSP based on site-specific engineering and environmental studies,” (660-012-005 (36)). The project need, mode, function and general location do not need to be addressed again at the project level, since these decisions have been previously documented in the adopted corridor refinement plan or RTP project list.

For projects of regional significance with multiple jurisdictions, decisions may be documented through adoption of a Locally Preferred Alternative. Project development decisions for projects that qualify for a Categorical Exclusion under NEPA can be documented by other means in accordance with the responsible agency’s procedures.

Once the RTP or corridor refinement plans have established mode, function, general location, and identified solutions, project development may also result in recommended phasing of improvements.

A summary of progress on major project development activities follows.

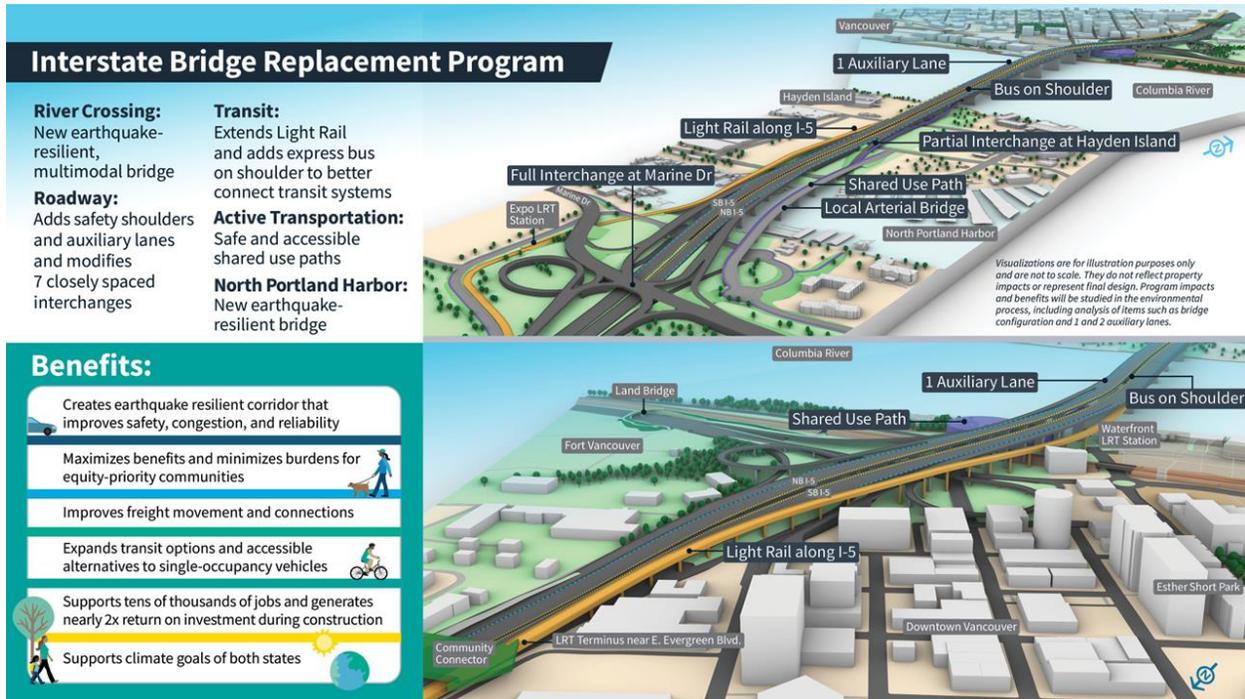
**Table 8.5 Progress (as of 2023) on Major Project Development**

<b>Project</b>	<b>Status</b>
Interstate 5 Bridge Replacement (IBR) Project	LPA approved in July 2008. Record of decision signed by FHWA in December 2011. Project development work discontinued in 2013 in Washington and 2014 in Oregon. Joint Washington and Oregon Legislative Action Committee discussions begin in 2017. Partner agencies confirmed support for Modified LPA Draft Supplemental Impact Statement in development, plan to publish Summer 2023
Sunrise Project and Sunrise Community Visioning Project	LPA approved in July 2009. Record of decision for Phase 1, Units 1, 2 and 3 signed by FHWA in February 2011. Sunrise Jobs and Transportation Act (JTA) Phase 1 related projects were completed in June 2016. Environmental approval received for improvements on OR 224 at Rusk Road. In May 2023, Clackamas County initiated the Sunrise Community Visioning Project to engage community in the development of improved safety and increased mobility in the corridor. This process will include an updated LPA for OR212 and OR224 from 205 to 172 <sup>nd</sup> Ave (Phase 2 and Phase 3 of the original project). The visioning project will include PEL framework and will lead into the necessary NEPA updates to advance the LPA. The project will also include 10% design of the LPA.
Southwest Corridor Project	LPA approved in Nov. 2018. ROD received April 2022.
I-5 Rose Quarter Improvement Project	Supplemental Environmental Assessment published for public comment in 2022. Design phase in progress.
I-205 Abernethy Bridge and Phase 1A Construction	Construction is underway. Column work is underway and will lead to the construction of the crossbeams in late 2023. Major drilled shaft work is anticipated to be complete by Fall 2023. Mainline widening construction is anticipated to

	be complete by Fall 2025.
I-205 Toll Project	Environmental Assessment was published on Feb. 21, 2023. Environmental Assessment Public Comment Period ended April 21, 2023. Revised Environmental Assessment is anticipated as the next step.
I-5 & I-205 Regional Mobility Pricing Project	Planning and Environmental (PEL) phase was completed in Fall 2022. Environmental analysis process, under the National Environmental Policy Act (NEPA), was initiated in Nov. 2022. A scoping comment period was held from Nov. 18 to Jan. 6, 2023. Environmental Assessment publication is anticipated by the end of 2023, followed by a public comment period and then a Revised Environmental Assessment is expected in 2024.
I-5 Boone Bridge Replacement	The project is currently in the Planning and Environmental Linkages (PEL) phase. The National Environmental Policy Act (NEPA) class of action determination and preliminary planning activities are scheduled to be completed in late 2024 or early 2025.
Earthquake Ready Burnside Bridge	Preferred Alternative approved in March 2023. FHWA Record of Decision anticipated to be published in December 2023 Design Phase anticipated to start, July 1, 2023.
82nd Avenue Transit Project	Working towards an LPA in late 2023/early 2024. The NEPA process would begin in 2024 after early corridor design and FTA determination of class of action.
Tualatin Valley Highway Transit and Development Project	LPA anticipated late 2023

### 8.3.1.1 Interstate 5 Replacement (IBR) Program (previously Columbia River Crossing Project)

Figure 8.5 Interstate Bridge Replacement Program



The Interstate Bridge is a critical connection between Oregon and Washington, located on Interstate 5 where it crosses the Columbia River. Replacing the aging Interstate Bridge across the Columbia River with a modern, earthquake resilient, multimodal structure that provides improved mobility for people, goods, and services is a high priority for Oregon and Washington.

In July 2008, the Metro Council approved a Locally Preferred Alternative (LPA) for the Columbia River Crossing (CRC) project. In December 2011, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) approved the CRC LPA and issued a Record of Decision for the CRC project. The CRC project development work was discontinued in 2013 in Washington and in 2014 in Oregon. All six transportation problems identified during CRC remain unaddressed (congestion, earthquake vulnerability, safety, impaired freight movement, inadequate bike and pedestrian paths, and limited public transportation).

The Interstate Bridge Replacement (IBR) program (as depicted in Figure 8.5) is a renewed effort jointly led by the Oregon Department of Transportation and the Washington State Department of Transportation in collaboration with eight regional partner agencies: Oregon Metro, Southwest Washington Regional Transportation Council, TriMet, C-TRAN, City of Portland, City of Vancouver, Port of Portland, and Port of

Vancouver. These partners serve on an Executive Steering Group that provides regional leadership recommendations to the program. The IBR program continues to work with the program partner agencies, stakeholders, and public to identify the best possible multimodal solution.

In December 2021, FHWA and FTA provided their joint determination that a Supplemental Environmental Impact Statement (SEIS) is necessary to identify and disclose potential adverse impacts and mitigation that could result from changes that have happened since the 2011 CRC Record of Decision. The IBR program is leveraging work from previous planning efforts (CRC) where appropriate and updating prior studies to integrate new data, regional changes in transportation, land use, and demographic conditions, and public input to inform program development work.

Through planning work and community outreach, the IBR program confirmed the six transportation problems identified in CRC still exist, and also added equity and climate as priorities. To address the physical and contextual changes that have occurred in the program area since 2013, the IBR program developed design options, desired outcomes, and transit investments in coordination with program partners and input from the community.

The design options were analyzed and narrowed down to a recommended Modified Locally Preferred Alternative (LPA). The Modified LPA was approved by the boards, councils, and commissions of each of the eight local partner agencies in the summer of 2022. In July 2022, the Executive Steering Group reached a unanimous recommendation to move the program's recommended Modified LPA into the federal environmental review process for further study.

The Modified LPA refers to an agreed upon set of components that will be further evaluated through the federal environmental review process as required by NEPA to better understand the benefits and impacts. The Modified LPA is not the final design of the replacement bridge, but it is a key milestone, setting the direction for the program as we start to test and evaluate plans for a new multimodal river crossing system. In some instances, multiple design concepts are being studied (e.g., park and ride locations, bridge configuration and roadway alignment) to better understand the range of impacts and better optimize the design.

Elements of the Modified LPA currently being studied includes:

- Replacing the Interstate Bridge over the Columbia River
- Replacing the North Portland Harbor Bridge over the Columbia Slough connecting Hayden Island to North Portland

- Constructing three through-lanes northbound and southbound throughout the program corridor with safety shoulders and the addition of one auxiliary lane in each direction
- Connecting existing transit systems by extending light rail transit from Expo Center in Portland to Evergreen Boulevard in Vancouver in a dedicated guideway adjacent to I-5 , including new bus on shoulder facilities in the project area, and connecting to C-TRAN's current and future Bus Rapid Transit lines as described in adopted regional plans
- Improving seven interchange areas within the program area corridor:
  - Victory Blvd
  - Marine Drive
  - Hayden Island
  - SR 14
  - Mill Plain Blvd.
  - 4<sup>th</sup> Plain Blvd.
  - SR 500
- Active transportation and multimodal facilities that adhere to universal design principles and facilitate safety and comfort for all ages and abilities including local and cross-river connections
- Variable rate toll on motorists using the river crossing to manage demand and generate revenue for construction and facility operations and maintenance
- A commitment to establish a GHG reduction target relative to regional transportation impact, and to develop and evaluate design solutions that contribute to achieving program and state-wide climate goals.
- A commitment to evaluate program design options according to their impact on equity priority areas with screening criteria such as air quality, land use, travel reliability, safety, and improved access to all transportation modes and active transportation facilities. The Program also commits to measurable and actionable equity outcomes and to the development of a robust set of programs and improvements that will be defined in Community Benefits Agreement.

The federal environmental review process, and corresponding environmental studies, will determine how the IBR program will move forward and what necessary work is needed to avoid, minimize, or mitigate negative effects to the physical and built environment. The IBR program will disclose the findings of the environmental evaluation in a Draft SEIS,

which is anticipated to be published in late 2023 for public review and comment. After the public comment period closes, the Modified LPA will be refined in response to public input and other design considerations. Refinements will result in a combined Final SEIS and Amended Record of Decision issued by FHWA and FTA, anticipated in late 2024. At this stage, the IBR program will be able to apply for permits, update cost estimates, and further design. Construction is anticipated to begin as early as late 2025.

In December 2022, the IBR program released a cost estimate that reflects the Modified LPA components and includes updated market assumptions and program specific risk potential and cost savings opportunities. The current cost estimate ranges from \$5 - \$7.5 billion, with a most likely cost of \$6 billion. The IBR program assumes a combination of a variety of funding sources, including state, federal and toll revenue.

**Anticipated IBR Program Funding Sources:**

Source	Amount in Millions of Dollars
Existing State Funding	\$100 M
Connecting WA Funding—Mill Plain Interchange	\$98 M
Move Ahead WA Funding	\$1,000 M
Anticipated Oregon Funding	\$1,000 M
Toll Funding	\$1,250 – 1,600 M <sup>1</sup>
Federal Grants	\$860 – 1,600 M <sup>2</sup>
FTA New Starts CIG Funding	\$900 – 1,100 M
<b>Anticipated Total</b>	<b>\$5,208 – 6,498 M</b>

<sup>1</sup> This range is consistent with CRC toll funding estimates. A Level 2 toll traffic and revenue study for IBR is underway and will be reviewed by both states. This range is a placeholder until spring 2023.

<sup>2</sup> Federal grant funding is unknown but being actively pursued. The top of this range is optimistic. The range will be refined as more information becomes available. Includes \$1M FHWA BIP grant already received.

**8.3.1.2 Sunrise Project and Sunrise Community Visioning Project**

The Sunrise Corridor is an essential freight route from I-5 and I-205 to U.S. 26 and central and eastern Oregon. It provides access to the Clackamas Industrial Area, home to one of the state’s busiest and most critical freight distribution centers and the City of Happy Valley Rock Creek Employment Center with over 200 acres of employment and industrial land. The OR 212/224 corridor is currently failing and is not capable of handling the expected increase in traffic resulting from significant community development and industrial expansion in the corridor.

In July 2009, the project’s Policy Review Committee (PRC) selected the Preferred Alternative for the Sunrise Project. The Preferred Alternative is Alternative 2 as studied in the Supplemental Draft Environmental Impact Statement with Design Options C-2 and D-

3 and a portion of Design Option A-2 (Tolbert Overcrossing). A detailed description and map of the Sunrise Project original Preferred Alternative is included in Appendix Q.

FHWA, ODOT and Clackamas County completed the Final Environmental Impact Statement (FEIS) for the Sunrise Project and on February 22, 2011, the FHWA signed a Record of Decision (ROD) that approves the Sunrise Corridor Preferred Alternative.

The Sunrise Jobs and Transportation Act (JTA) Project constructed a new 2.5 mile road from I-205 to 122nd Avenue (as part of the larger Sunrise Project). The Oregon Legislature approved \$100 million in JTA funding for this project, which was built to address congestion and safety problems in the OR 212/224 corridor and improve local roadway connections to the Lawnfield Industrial District. Construction for the JTA phase of the Sunrise Project was completed in June 2016 and opened for use on July 1, 2016.

During development of Metro’s 2020 Funding measure the Sunrise Project underwent extensive redesign based on public input and feedback from the taskforce. The effort culminated in a “right sized” cross section including 2 lanes in either direction and a suite of pedestrian and bicycle improvements on existing Highway 212.

In 2021 the Oregon State Legislature allocated \$4 Million dollars for the Sunrise Gateway Community Corridor Visioning Project to create a vision for the corridor through meaningful partnerships with the people who live, work and own businesses in the area. This project will analyze transportation and land use scenarios that also consider economic opportunities, community health, equity, other infrastructure, open space, and housing for the Sunrise Gateway Corridor along Highway 212 from 122nd Avenue to 172nd Avenue. The Project will employ meaningful community engagement to create a vision that will identify challenges and opportunities to increase the safety and viability of the corridor for years to come.

One of the products of this visioning project will be an updated LPA for the Sunrise Corridor based upon the updated cross section developed during Metro’s 2020 funding measure. The project will be guided by the PEL framework and will lead into the update to the NEPA approval from the 2011 FEIS.

Future phases of the Sunrise Project include the design and construction of improvements between SE 122nd Avenue and SE 172nd Avenue.

### **8.3.1.3 Southwest Corridor Transit Project**

The Southwest Corridor Plan is a comprehensive effort focused on supporting community-based development and placemaking that targets, coordinates and leverages public investments to make efficient use of public and private resources. The work was guided by a Steering Committee comprised of representatives from the cities of

Beaverton, Durham, King City, Portland, Sherwood, Tigard and Tualatin; Washington County; and TriMet, ODOT and Metro. Steering Committee members agreed to use a collaborative approach to develop the Southwest Corridor Plan and a Shared Implementation Strategy to align local, regional, and state policies and investments in the corridor. In August 2011, the Metro Council adopted Resolution No. 11-4278 that appointed the Southwest Corridor Steering Committee, and a charter defining how the partners will work together was adopted by the Steering Committee in December 2011.

In October 2013, the Metro Council adopted Resolution No. 13-4468A, endorsing the Southwest Corridor Shared Investment Strategy and directing staff to coordinate and collaborate with project partners on refinement and analysis of high capacity transit (HCT) alternatives and local connections in the Southwest Corridor, along with associated roadway, active transportation and parks/natural resource projects that support the land use vision for the corridor. This resolution also directed staff to work with project partners to involve stakeholders at key points in the process and seek input from the public.

In June 2014, the Metro Council adopted Resolution No. 14-4540, which included direction to staff to study the Southwest Corridor Transit Design Options under NEPA in collaboration with the Southwest Corridor Plan project partners and with the involvement of stakeholders and public, pending Steering Committee direction on the results of the focused refinement analysis

The Southwest Corridor Light Rail Project emerged as the preferred high capacity transit investment of the Southwest Corridor Shared Investment Strategy. The project is a proposed 11-mile MAX light rail extension serving SW Portland, Tigard, Tualatin and the surrounding communities. The proposed project also includes bicycle, pedestrian and roadway projects to improve access to light rail stations. In compliance with NEPA, and at the direction of the Metro Council, an Environmental Impact Statement (EIS) was prepared by Metro, TriMet and FTA. The Draft EIS, released in summer 2018, assessed the project alternatives remaining from over three years of analysis refinement and suggested ways to avoid, minimize or mitigate significant adverse impacts. The information disclosed in the Draft EIS, and public and agency comments on the Draft EIS, informed the Southwest Corridor Steering Committee in its recommendation of a LPA. In November 2018, the Metro Council adopted Resolution No. 18-4915 approving the Southwest Corridor LPA. The LPA is included in the RTP.

The Final EIS was completed in January 2022 and the project received a Record of Decision in April 2022.

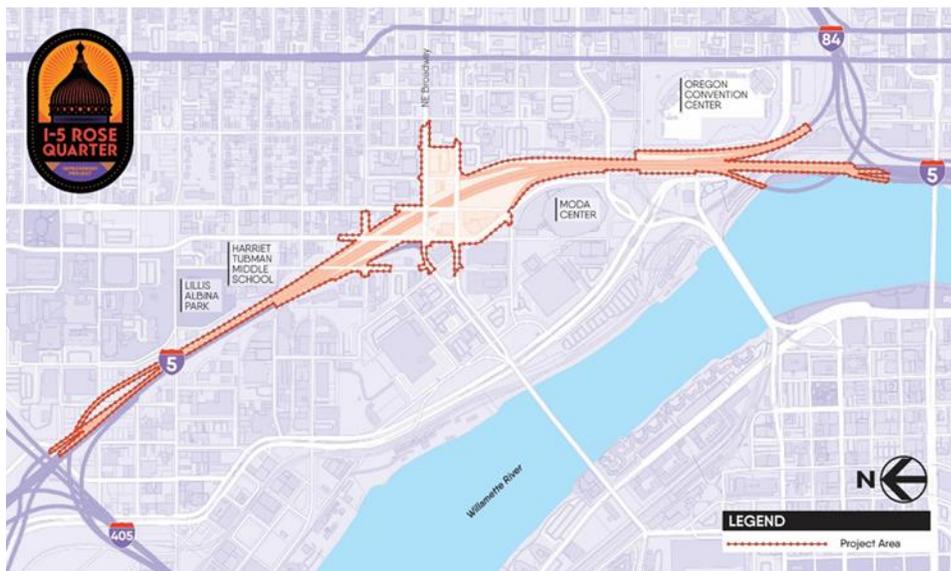
TriMet entered into FTA New Starts Project Development with in late 2018. Major Project Development activities took place in 2019 and 2020. Unfortunately, the project

development activities, except NEPA, were put on pause in late 2020 when the regional transportation funding measure did not pass. The project officially withdrew from New Starts project Development in July 2022.

Project leaders will reconvene in 2023 to discuss updated cost and ridership projections and begin conversations about possible paths forward for the project, which remains a regional priority.

#### 8.3.1.4 I-5 Rose Quarter Improvement Project

Figure 8.6 I-5 Rose Quarter Improvement Project Location



The purpose of the I-5 Rose Quarter Improvement Project is to improve the safety and operations on I-5 between I-405 and I-84, at the Broadway/Weidler interchange, and on adjacent surface streets in the vicinity of the Broadway/Weidler interchange, and to enhance multimodal facilities in the Project Area. In achieving the purpose, the Project also would support improved local connectivity and multimodal access in the vicinity of the Broadway/Weidler interchange and improve multimodal connections between neighborhoods east and west of I-5. Additional project benefits include improving safety and mobility on local streets, creating new space and new infrastructure to support community development with the construction of a highway cover over a portion of I-5 and developing a diverse and skilled workforce.

This 1.8-mile stretch of highway is the only two-lane section of I-5 in a major urban area between Canada and Mexico. It has the highest crash rate on any urban interstate in Oregon and is the state's top traffic bottleneck. The project addresses the critical need to keep Oregon's people and economy moving. Key elements of the project design include:

- New ramp-to-ramp connections (auxiliary lanes) in each direction of I-5 between I-84 and I-405 to reduce vehicle weaving, create safer merging and improve connections between interchanges.
- Wider shoulders in each direction of I-5 between I-84 and I-405, providing space for stalled vehicles to move out of traffic and for emergency vehicles to respond to emergencies more quickly (this includes adding 12-foot-wide outside shoulders SB from Broadway off-ramp to the I-84 off-ramp and NB from I-84 on-ramp to I-405 off-ramp and adding 8 foot-wide inside shoulders in both directions, except under the highway cover where shoulders would be 5 feet wide).
- A highway cover over I-5 that reconnects local streets and creates new community spaces on top for future development and economic opportunities.
- A new east-west roadway crossing over I-5 that reconnects Hancock Street across the highway, adding another crossing north of Broadway/Weidler.
- Enhanced bicycle and pedestrian facilities on Broadway and Weidler to facilitate the City of Portland's Green Loop, a planned 6-mile bike and pedestrian path that allows people to travel safely through the heart of the city.
- Multimodal local street improvements including wider paths, curb ramps that are accessible in accordance with the Americans with Disabilities Act (ADA) and better lighting for people walking, biking and rolling.
- Relocation of the I-5 southbound off-ramp to maximize space for new developable land on the highway cover.

**Figure 8.6** shows the project location and **Figure 8.7** the project features.

More information is available at [www.i5rosequarter.org](http://www.i5rosequarter.org).

**Figure 8.7 I-5 Rose Quarter Improvement Project Features**



Please note that this graphic is conceptual, and the project design and cover shape may change as design progresses.

Source: ODOT

In accordance with the National Environmental Policy Act, ODOT prepared and published an Environmental Assessment (EA) in 2019, and a Supplemental EA in 2022. Both times, the process included an opportunity for the public to review the findings and comment on the analysis. The Federal Highway Administration (FHWA) reviews all findings and public comments before making an environmental decision on a project. In response to public comment received on the 2022 Supplemental EA, project design refinements and updated technical analysis are underway and will be reflected in a Revised Supplemental EA that will accompany the environmental decision by the FHWA, expected by early 2024. Final design and construction will begin following completion of the environmental decision document.

The project team will continue refining the design based on community input, including based on the public comments received during the 2022 Supplemental Environmental Assessment phase, and working with the City of Portland on a Community Framework Agreement to define the future development scenarios for the new highway cover land.

**8.3.1.5 I-205 Abernethy Bridge and Phase 1A Construction**

Phase 1A of the I-205 Improvements project will upgrade the Abernethy Bridge to withstand a major earthquake and will be the first earthquake-ready interstate structure across the Willamette River in the Portland metropolitan area.

In addition to the seismic upgrades, the project will add auxiliary lanes across the Abernethy Bridge in each direction. This phase of the project will also include interchange improvements to the interchanges directly north and south of the Abernethy Bridge at OR 43 and OR 99E, respectively. The interchange improvements will make travel safer, resulting in fewer crashes and better travel-time predictability. These improvements include removal of the current I-205 northbound on-ramp from OR 43. This will be replaced with a roundabout to access I-205 northbound. This will reduce crashes and conflicts with movements to and from OR 43. The project will also realign and widen the OR 99E on and off ramps providing added capacity.

The project also includes construction of a sound wall near the southbound lanes of I-205 at Exit 9 and new pedestrian and bicycle facilities around OR 43 and OR 99E to increase comfort for people walking and biking in these areas. Construction began in June 2022 and is expected to end in fall 2025. Financing for this project was possible with financing tools authorized in HB3055 during the 2022 legislative session.

**Figure 8.8 I-205 South Widening and Seismic Improvements Project Area Map**

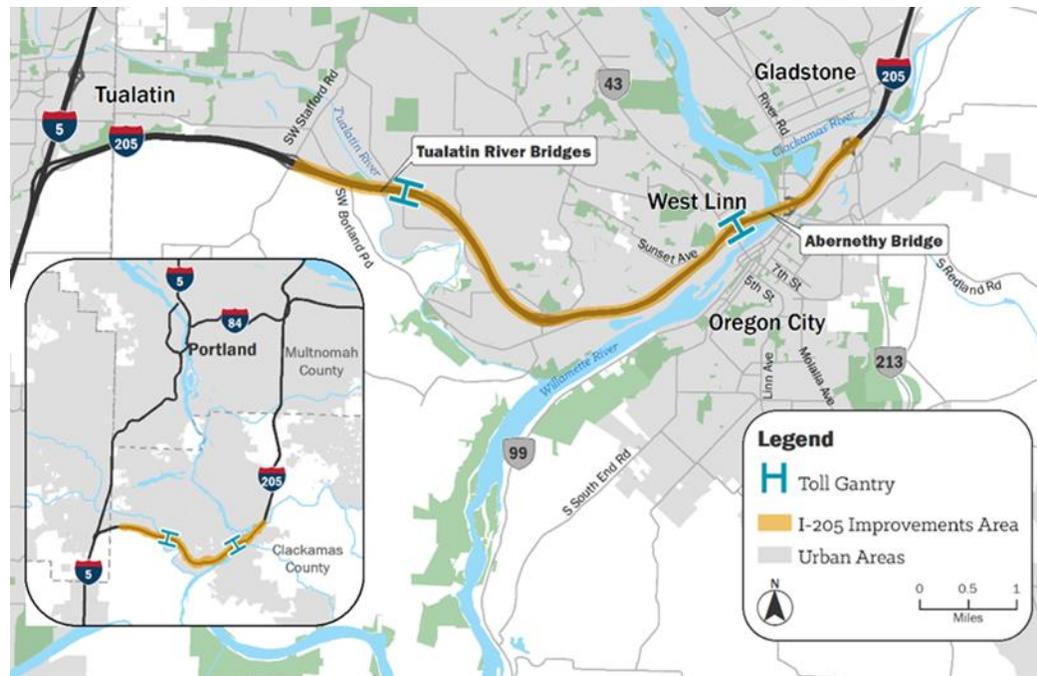


**8.3.1.6 I-205 Toll Project (Includes Widening and Seismic Improvements)**

The proposed I-205 Toll Project would implement variable-rate tolls on the Interstate-205 (I-205) Abernethy Bridge and Tualatin River Bridges to raise revenue for construction of planned improvements to I-205 and to manage congestion. Planned I-205 improvements that are part of the I-205 Toll Project include widening a seven-mile portion of I-205 to construct a third travel lane in each direction between the Stafford Road interchange and the OR 43 interchange; constructing a northbound auxiliary lane between OR 99E and OR 213; replacing or reconstructing eight bridges between Stafford Road and OR 213 to withstand a major seismic event, and installing Traveler Information

Signs (Active Traffic Management improvements). The I-205 Toll Project location is shown on Figure 8-9.

**Figure 8.9 I-205 Toll Project Area Map**



As directed by Oregon House Bill 2017 and the Oregon Transportation Commission, Oregon Department of Transportation (ODOT) prepared the Portland Metro Area Value Pricing Feasibility Analysis, which determined that congestion pricing could be used to help improve travel on I-5 and I-205 during peak times and raise revenue for congestion-relief projects. In December 2018, the Oregon Transportation Commission submitted a proposal to the Federal Highway Administration (FHWA) seeking approval to continue the process of implementing tolls on I-5 and I-205. The I-205 Toll Project is being evaluated under the National Environmental Policy Act (NEPA) process and is allowed under the federal tolling authorization program codified in 23 U.S. Code Section 129.

The planned I-205 improvements now included in the I-205 Toll Project were formally part of a different project, identified as the “I-205 South Corridor Widening and Seismic Improvements Project” in the 2018 Metro RTP (also referred to in environmental documentation and public information materials as the I-205: Stafford Road to OR 213 Improvements Project or, simply, the I-205 Improvements Project). In 2021, Oregon House Bill 3055 provided financing options that allowed the first phase of the I-205 Improvements Project to be constructed. This first phase, referred to as the I-205: Phase 1A Project (Phase 1A), includes reconstruction of the Abernethy Bridge with added auxiliary lanes and improvements to the adjacent interchanges at OR 43 and OR 99E. However, ODOT determined that toll revenue would be needed to complete the remaining

construction phases of the I-205 Improvements Project after Phase 1A. As such, the planned improvements (besides Phase 1A) were removed from the I-205 Improvements Project and accompanying 2018 NEPA Documented Categorical Exclusion and are now included in the I-205 Toll Project.

ODOT, in partnership with FHWA, has prepared an Environmental Assessment (EA) to evaluate the effects of the I-205 Toll Project on the human and natural environment in accordance with NEPA. The I-205 Toll Project responds to six key problems identified in the need statement: critical projects need construction funding; traffic congestion results in unreliable travel; traffic congestion affects freight movement; traffic congestion affects safety; traffic congestion contributes to climate change; and Oregon's highway system is not seismically resilient.

The EA was released for public and agency comment from February 21 to April 21, 2023. Following the comment period, ODOT may prepare a Revised EA that could include FHWA's and ODOT's responses to comments, additional environmental analysis as needed, and refinement and finalization of environmental commitments to avoid, minimize, and mitigate impacts. FHWA will issue a NEPA decision that could be a Finding of No significant Impact (FONSI). If a FONSI is issued, construction of the I-205 Project is expected to last approximately four years.

As Oregon's toll authority, the Oregon Transportation Commission will set toll rates, policies (including discounts and exemptions), and price escalation. As part of the Oregon Toll Program development, ODOT has committed to providing a low-income toll program when tolling begins. If tolling is approved, the Oregon Transportation Commission will ultimately set toll rates at levels sufficient to meet all financial commitments, fund Project construction and maintenance, and manage congestion. The Oregon Transportation Commission is expected to finalize toll rates about 6 months prior to toll implementation. ODOT could begin tolling in January 2026.

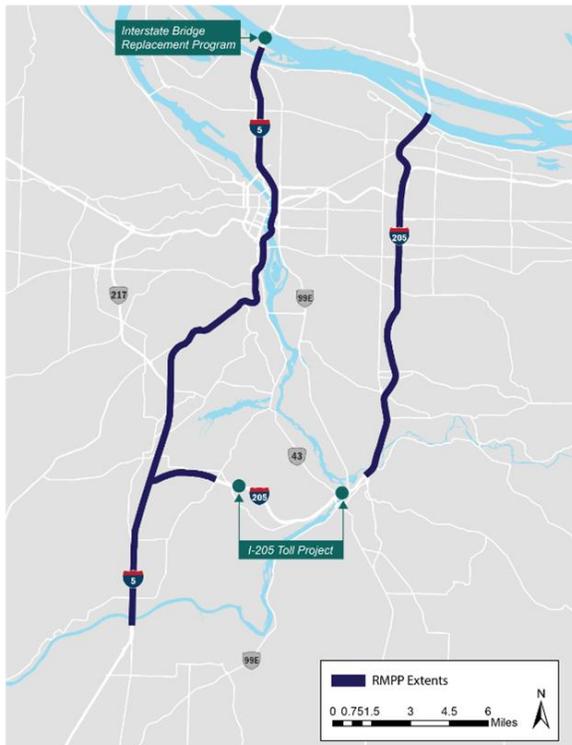
#### **8.3.1.7 I-5 & I-205 Regional Mobility Pricing Project**

The Regional Mobility Pricing Project (RMPP) will apply congestion pricing on all lanes of Interstate-5 (I-5) and Interstate-205 (I-205) to manage travel demand and traffic congestion on these facilities in the Portland, Oregon metropolitan area in a manner that will generate revenue for transportation system investments. The pricing varies by time of day according to a set schedule, which can be updated periodically by the Oregon Transportation Commission. Higher fees will be charged during peak travel periods (such as morning and evening peak hours) and lower fees during off-peak hours. Congestion pricing is intended to encourage motorists to plan travel in advance and allows traffic to flow more freely during peak times. The project is being developed with an all-electronic fee collection system.

The Regional Mobility Pricing Project would apply congestion pricing within the following extents, as determined by legislation, with the exact locations to be determined during the federal NEPA process:

- I-5 from the Hayden Island Drive interchange to, and including, the Boone Bridge over the Willamette River in Wilsonville.
- I-205 from the Glenn Jackson Bridge to OR 213 in Oregon City and I-205 between Stafford Road and I-5.

**Figure 8.10 Regional Mobility Pricing Project Extents**



These extents are shown in Figure 8.10. The exact locations where congestion pricing will be applied within the project limits will be determined during the federal National Environmental Policy Act (NEPA) process.

Following Oregon House Bill 2017, the Oregon Transportation Commission, and the Oregon Department of Transportation (ODOT) prepared the Portland Metro Area Value Pricing Feasibility Analysis, which determined that congestion pricing could be used to help improve travel times on I-5 and I-205 during peak times and raise revenue for congestion-relief projects. In December 2018, the Oregon Transportation Commission submitted a proposal to the Federal Highway Administration (FHWA) seeking approval to continue the process of implementing tolls on I-5 and I-205.

The Regional Mobility Pricing Project Planning and Environmental Linkages phase concluded in September 2022 and ODOT, with FHWA, initiated the environmental review phase under NEPA in November 2022. ODOT, in partnership with FHWA, is currently preparing an Environmental Assessment (EA) to evaluate the effects of the project on the human and natural environment in accordance with NEPA. The Regional Mobility Pricing Project responds to six key problems identified in the draft need statement: daily traffic congestion is negatively affecting the quality of life in the growing Portland region; traffic congestion adversely affects the Portland metropolitan area economy; state and federal transportation revenue sources are increasingly insufficient to fund transportation system needs; our regional transportation system must reduce greenhouse gas emissions by managing travel demand and congestion; a lack of comprehensive multimodal travel options in the Portland metropolitan region contributes to congestion and limits mobility; and the Portland metropolitan area's transportation networks have resulted in inequitable outcomes for historically and currently excluded and underserved communities.

Once the EA is complete, the document will be released for public and agency comment. Following the comment period, ODOT may prepare a Revised EA that could include FHWA's and ODOT's responses to comments, additional environmental analysis as needed, and refinement and finalization of environmental commitments to avoid, minimize, and mitigate impacts. FHWA will issue a NEPA decision that could be a Finding of No significant Impact (FONSI). If a FONSI is issued, ODOT will need to complete a Cooperative Agreement with U.S. Department of Transportation/FHWA for congestion pricing implementation under the Value Pricing Pilot Program<sup>5</sup> or recently created Congestion Relief Program.

As Oregon's toll authority, the Oregon Transportation Commission will set toll rates, policies (including discounts and exemptions), and price escalation. As part of the Oregon Toll Program development, ODOT has committed to providing a low-income toll program when tolling begins. More details about the low-income program are expected in 2023, following recommendations from ODOT's Statewide Toll Rulemaking Advisory Committee. The Oregon Transportation Commission is expected to finalize toll rates about six months prior to toll implementation.

---

<sup>5</sup> The U.S. Department of Transportation Federal Highway Administration [Value Pricing Pilot Program](#) is intended to demonstrate whether and to what extent roadway congestion may be reduced through application of congestion pricing strategies, and the magnitude of the impact of such strategies on driver behavior, traffic volumes, transit ridership, air quality and availability of funds for transportation programs. The Program provides tolling authority to State, regional or local governments to implement congestion pricing applications and report on their effects.

### **8.3.1.8 I-5 Boone Bridge Replacement**

The Boone Bridge on I-5 represents a crucial link on one of Oregon’s critical seismic lifeline routes that connects the Portland metro area to the Mid-Willamette Valley and areas to the north and south. The Boone Bridge, which is over 60 years old and has been widened and modified over time, will require significant upgrades to withstand a major Cascadia Subduction Zone quake and enable I-5 to continue to serve as a primary West Coast route for passenger and freight movement stretching from Canada to Mexico. Lifeline routes will play a critical role in getting supplies and services to the region in the event of a significant seismic event or other catastrophe.

It is the only crossing of the Willamette River within 15 miles of the Wilsonville town center. This section of I-5 also experiences significant bottlenecks leading to safety concerns and poor travel time reliability. Inefficient merging and weaving caused by short merging areas results in congestion and crashes that reduce travel speeds and travel-time reliability. Without improvement, this bottleneck will continue to deteriorate, leading to slower travel, more costly freight movement, and higher safety risks for those who use I-5 and the surrounding transportation network. The project area also includes two of the top 10% Safety Priority Index System (SPIS) locations (e.g., 2019 location on I-5 south of the bridge and a 2019 location near the Wilsonville Road interchange. The 2018 I-5 Wilsonville Facility Plan and Regional Transportation Plan identified solutions to address these issues.

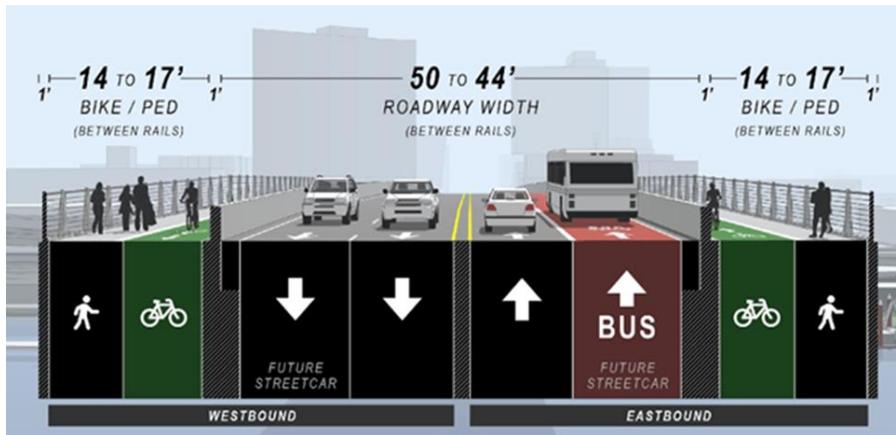
The 2023 RTP includes plans to replace Boone Bridge with a seismically resilient structure, preserve the current NB auxiliary lane and add an auxiliary lane on SB I-5 from Wilsonville Road to the Wilsonville-Hubbard Highway (OR 551). The auxiliary lanes address crashes due to short merging distances, closely spaced interchanges and frequently congested conditions both on and just south of the Boone Bridge. The project will also provide a standard 26 foot wide median and widen the outside shoulders to the current 12-foot standard width. The wider shoulders will provide opportunities for programs such as Bus on Shoulder. The Boone Bridge is at the edge of designated Urban Growth Boundary and small portion of the project falls outside the boundary at the south end of the project.

The first phase of the project is Planning and Environmental Linkages (PEL) which will include conceptual design, public involvement, transportation planning and analysis (i.e., travel patterns, demand), preliminary traffic engineering analysis, and land use analysis and other related consulting and technical advising services. It will conduct planning-level analysis and coordination that prepare materials to support the federally required National Environmental Policy Act (NEPA) process, anticipated to begin in 2025. Further analysis will be completed to refine project costs, advance project design, determine

bicycle, pedestrian, and public transportation access, conduct stakeholder engagement, develop and integrate an equity framework, evaluate land use impacts, coordinate with Regional Mobility Pricing Project analysis, determine the NEPA class of action, and prepare the purpose and need statement.

### 8.3.1.9 Earthquake Ready Burnside Bridge Project

Figure 8.11 Earthquake Ready Burnside Bridge Proposed Typical Cross Section



The Earthquake Ready Burnside Bridge Project will replace the existing 97-year old movable bridge in downtown Portland, Oregon with a new, seismically resilient bridge, providing Burnside Street, a regionally designated lifeline route, with a crossing of the Willamette River that would remain fully operational and accessible for vehicles and other modes of transportation immediately following a major earthquake. A seismically resilient Burnside Bridge will support the region's ability to provide rapid and reliable emergency response, rescue, and evacuation after a major earthquake, as well as enable post-earthquake economic recovery. The project is anticipated to infuse \$545 million into the state and local economy and create a combination of short and long-term family-wage jobs, equivalent to approximately 6,200 job-years within Oregon.

Multnomah County initiated the federal environmental review process in 2019. The County, in partnership with the Federal Highway Administration (FHWA), issued a Draft Environmental Impact Statement (DEIS) in February 2021 that evaluated four build alternatives and identified one of those alternatives, the Long-span Replacement Alternative, as the project's recommended Preferred Alternative.

Following the issuance of the DEIS, additional cost and funding analysis identified a substantial risk that the construction costs would be too high to reasonably be able to fund, which led the County to evaluate ways to reduce construction costs while still meeting the Project's purpose and need. Cost reductions were proposed as refinements to the Preferred Alternative in a Supplemental Draft Environmental Impact Statement. They

included the reduction of vehicle lanes from five to four, selection of a girder style structure for west approach, selection of a bascule style movable span over the navigation channel, and a range of either a cable stay or tied arch option for east approach long span.

The County Board of Commissioners adopted the refined Preferred Alternative in March 2022 and the SDEIS was published in April 2022. In January and February of 2023, TPAC and JPACT, respectively, recommended the approval of the Preferred Alternative. In March 2023, Metro Council approved the Preferred Alternative. A combined Final Environmental Impact Statement and federal Record of Decision is anticipated in December 2023.

The Earthquake Ready Burnside Bridge, downtown Portland's first seismically resilient bridge, will include bike and pedestrian lanes separated from vehicular traffic by a crash-worthy barrier, an eastbound transit lane with the option to implement a westbound transit lane in the future, and the ability to accommodate a streetcar line identified in existing City of Portland planning documents.

The Project is estimated to cost \$895M including design, right-of-way, and construction. Currently, \$300M in local funds has been identified through the County's Vehicle Registration Fee. The Project is currently funded through the Design Phase. Once additional funding is secured, construction could start as early as 2025 and be completed by 2030.

Additional project information is available at: [www.burnsidebridge.org](http://www.burnsidebridge.org)

#### **8.3.1.10 Tualatin Valley Highway Transit and Development Project**

The Tualatin Valley (TV) Highway Transit and Development project is studying the feasibility of converting the existing TriMet Line 57 bus to a bus rapid transit (BRT) line through major federal investment. Metro is also supporting the creation of a community-led equitable development strategy (EDS) alongside the transit study to support community stability in the face of a major transportation investment in the corridor. The goal of the transit study is to identify a locally preferred alternative (LPA) that would enable partners to apply for federal funding of transit improvements. A BRT project would improve transit speed and reliability, making the bus more competitive with driving along this regional corridor. BRT investment would also improve corridor safety with station access infrastructure for pedestrians and provide a more dignified and attractive transit rider experience through improvements to stations such as shelters and lighting. The BRT project may be nested within or completed in tandem with a roadway project that more directly addresses the significant safety needs along this high-crash corridor, especially those of people walking, biking, and accessing transit.

The project Steering Committee, consisting of representatives from the cities of Forest Grove, Cornelius, Hillsboro, and Beaverton; Washington County; ODOT, TriMet and Metro; and four community representatives, is moving toward agreement on an LPA anticipated in late 2023. The LPA will cover the entire length of the corridor (Beaverton Transit Center to 19th and B Street in Forest Grove) and may include a minimum operable segment that defines an initial federal capital investment in a portion of the corridor.

The EDS was completed in June 2023 and approved by the TV Highway Equity Coalition (TEC), the body who guided its development. Strategies from this document are being advanced by government and nonprofit partners throughout the corridor and are independent of the implementation stage of the transit study.

### **8.3.1.11 82nd Avenue Transit Project**

Metro, TriMet, the City of Portland, Clackamas County, ODOT, Multnomah County, and the Port of Portland as well as community members are collaborating to develop a rapid bus transit project in the 82nd Avenue corridor between Clackamas Town Center and a northern terminus yet-to-be-determined. In addition, Metro is working to support a community-led equitable development strategy (EDS) that will address community priorities outside of, but often-related to the transit project investment.

The 82nd Avenue corridor is a major route for the region connecting key destinations and communities in Clackamas County and Portland, Oregon and supporting the movement of people and goods in a diverse and growing area. The corridor serves many people who are part of BIPOC, limited English proficiency, and low-income communities, zero car households, or living with a disability. 82nd Avenue was once the primary north-south highway for the area before Interstate 205 was opened in 1983. Since then, the primary function of 82nd Avenue as a regional throughway has diminished, but its importance as a transit and pedestrian corridor has grown. The roadway continues to carry substantial amount of freight, auto, and bus traffic.

TriMet's Line 72 Killingsworth/82 serves the 82nd Avenue corridor and is the highest ridership bus line in TriMet's system, and exceeds ridership on the Orange and Yellow Max light rail lines. However, unlike light rail transit, the bus runs in mixed traffic and is often delayed. Line 72 is a frequent service route connecting riders to major destinations, high-capacity transit lines (the new Division FX2 and the MAX Green, Blue, and Red Lines), and over 20 bus routes just in the corridor. It is a workhorse with high ridership all day and weekends and saw relatively high retention of riders during the pandemic.

The need for a major transit improvement has been identified in multiple plans including the 2010 High Capacity Transit (HCT) System Plan, the 2018 Regional Transportation Plan (RTP), and the 2018 Regional Transit Strategy. In 2019, Metro's Transportation

Funding Task Force selected 82nd Avenue as a Tier 1 priority to include a bus rapid transit project investment. The steering committee has called for the project to address transit speed and reliability, safety, needs of transit-dependent communities in the corridor, and to reduce pollution and greenhouse gas emissions, while designing for a constrained physical environment.

The 82nd Avenue Transit Project would improve transit in the corridor by adding: new buses with greater capacity, improved pedestrian facilities and access, better lighting, transit signal priority and physical bus priority in the roadway to move the bus through congestion, and better stations with shelters, seating, lighting, and real time bus arrival information. The work will be integrated with the streetscape improvements both planned and underway.

The need is urgent with an unprecedented opportunity for an 82nd Avenue bus rapid transit project to leverage and complement a \$185 million investment that the City of Portland, the State of Oregon, and regional partners are making as part of the 82nd Avenue jurisdictional transfer. These investments provide the opportunity to reimagine the corridor to improve safety and pedestrian facilities in conjunction with high-quality, frequent, reliable Bus Rapid Transit service. The City of Portland and ODOT are already making near-term safety, paving, and maintenance fixes that will improve access to transit. A second phase of that work is underway through the City's Building a Better 82nd Avenue program to identify additional improvements within Portland for the corridor. These improvements would complement/support the transit investment and could be delivered with the transit project.

The people who live along 82nd Avenue are more likely to rely on transit than the general population with a high number of equity communities in greater representation than the region as a whole. These include people that are low-income, BIPOC, have limited English proficiency, live with a disability, or live in zero car households or in affordable housing. In addition, 82nd Avenue is high injury corridor with inadequate pedestrian facilities, lighting, and limited signalized crosswalks and few transit shelters.

The project anticipates having an approved locally preferred alternative demonstrating regional consensus around the transit mode, general station locations, and alignment in winter of 2023/24. The NEPA phase of the project would begin post LPA and after early corridor design is underway. Metro, TriMet, the City of Portland, Clackamas County, ODOT, Multnomah County, and the Port of Portland as well as community members are collaborating to develop a rapid bus transit project in the 82<sup>nd</sup> Avenue corridor between Clackamas Town Center and a northern terminus yet-to-be-determined. In addition, Metro is working to support a community-led equitable development strategy (EDS) that

will address community priorities outside of, but often-related to the transit project investment.

The 82nd Avenue corridor is a major route for the region connecting key destinations and communities in Clackamas County and Portland, Oregon and supporting the movement of people and goods in a diverse and growing area. The corridor serves many people who are part of BIPOC, limited English proficiency, and low-income communities, zero car households, or living with a disability. 82nd Avenue was once the primary north-south highway for the area before Interstate 205 was opened in 1983. Since then, the primary function of 82nd Avenue as a regional throughway has diminished, but its importance as a transit and pedestrian corridor has grown. The roadway continues to carry substantial amount of freight, auto, and bus traffic. TriMet's Line 72 Killingsworth/82 serves the 82nd Avenue corridor and is the highest ridership bus line in TriMet's system<sup>6</sup>, and exceeds ridership on the Orange and Yellow Max light rail lines. However, unlike light rail transit, the bus runs in mixed traffic and is often delayed. Line 72 is a frequent service route connecting riders to major destinations, high-capacity transit lines (the new Division FX2 and the MAX Green, Blue, and Red Lines), and over 20 bus routes just in the corridor. It is a workhorse with high ridership all day and weekends and saw relatively high retention of riders during the pandemic.

The need for a major transit improvement has been identified in multiple plans including the 2010 High Capacity Transit (HCT) System Plan, the 2018 Regional Transportation Plan (RTP), and the 2018 Regional Transit Strategy. In 2019, Metro's Transportation Funding Task Force selected 82nd Avenue as a Tier 1 priority to include a bus rapid transit project investment. The steering committee has called for the project to address transit speed and reliability, safety, needs of transit-dependent communities in the corridor, and to reduce pollution and greenhouse gas emissions, while designing for a constrained physical environment.

The 82<sup>nd</sup> Avenue Transit Project would improve transit in the corridor by adding: new buses with greater capacity, improved pedestrian facilities and access, better lighting, transit signal priority and physical bus priority in the roadway to move the bus through congestion, and better stations with shelters, seating, lighting, and real time bus arrival information. The work will be integrated with the streetscape improvements both planned and underway.

---

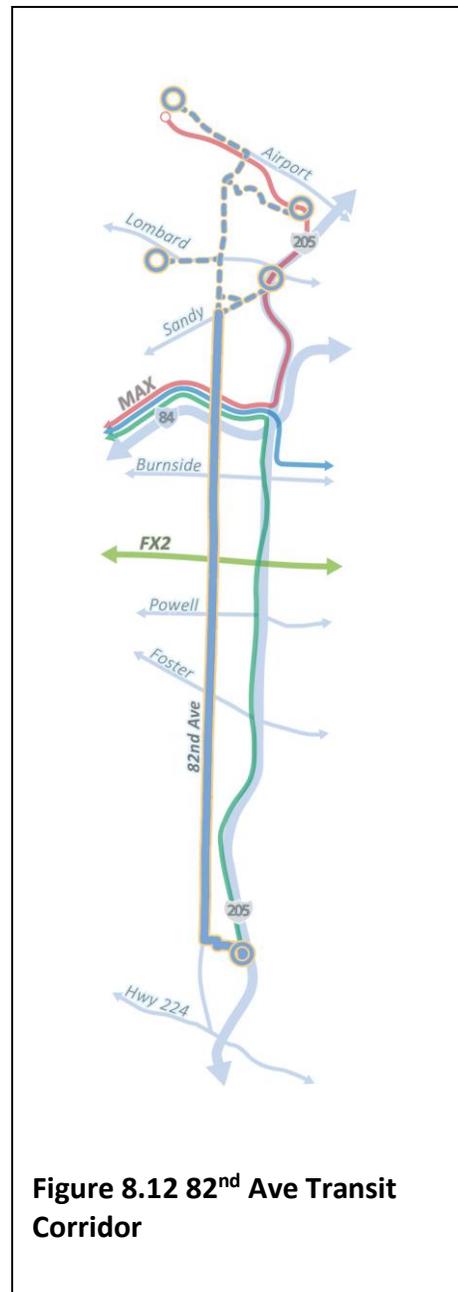
<sup>6</sup> The Line 72 continues west of 82<sup>nd</sup> Avenue to Swan Island. However, the 82<sup>nd</sup> Avenue segment accounts for 77 percent of rides (2022) and 82 percent of the passenger delay (2019).

The need is urgent with an unprecedented opportunity for an 82nd Avenue bus rapid transit project to leverage and complement a \$185 million investment that the City of Portland, the State of Oregon, and regional partners are making as part of the 82nd Avenue jurisdictional transfer. These investments provide the opportunity to reimagine

the corridor to improve safety and pedestrian facilities in conjunction with high-quality, frequent, reliable Bus Rapid Transit service. The City of Portland and ODOT are already making near-term safety, paving, and maintenance fixes that will improve access to transit. A second phase of that work is underway through the City's Building a Better 82<sup>nd</sup> Avenue program to identify additional improvements within Portland for the corridor. These improvements would complement/support the transit investment and could be delivered with the transit project.

The people who live along 82<sup>nd</sup> Avenue are more likely to rely on transit than the general population with a high number of equity communities in greater representation than the region as a whole. These include people that are low-income, BIPOC, have limited English proficiency, live with a disability, or live in zero car households or in affordable housing. In addition, 82<sup>nd</sup> Avenue is high injury corridor with inadequate pedestrian facilities, lighting, and limited signalized crosswalks and few transit shelters.

The project anticipates having an approved locally preferred alternative demonstrating regional consensus around the transit mode, general station locations, and alignment in winter of 2023/24. The NEPA phase of the project would begin post LPA and after early corridor design is underway.



**Figure 8.12 82<sup>nd</sup> Ave Transit Corridor**

### 8.3.2 Metropolitan Transportation Improvement Program

*Note – This section will be further updated this Summer*

The Metropolitan Transportation Improvement Program (MTIP) documents how all federal transportation funding is spent in the greater Portland region for a four-year

period as well as state- and locally-funded projects that may significantly affect the region's transportation system performance. The MTIP serves multiple purposes – the document:

- lists all federally-funded transportation expenditures;
- identifies funding sources for transportation projects;
- provides project implementation details (e.g., in what year the preliminary engineering, right-of-way acquisition and construction phase is expected);
- demonstrates federal planning and fiscal requirements to expend federal funds have been met; and
- reports how adopted regional policies influenced the selection of these near-term investments as priorities to move forward.

This section describes the role of the MTIP as a key tool for implementing the RTP and provides an outline of expectations for demonstrating consistency with the RTP to be programmed in the MTIP for implementation. The MTIP document provides more specific description of how projects proposed to be included in the MTIP are expected to demonstrate consistency with the RTP

#### **8.3.2.1 MTIP responsibilities and oversight**

Metro has the responsibility to prepare the MTIP, but it is done in collaboration and coordination with ODOT, and transit agencies, TriMet and SMART, as the region's four entities responsible for administering federal transportation funding. Additionally, cities, counties, the Port of Portland, other local agencies, and the public participate in the development of the MTIP.

JPACT, the Metro Council and the Governor of the State of Oregon approve the MTIP. The MTIP is then incorporated, without change, into the State Transportation Improvement Program (STIP), which integrates regional and statewide improvement programs.

#### **8.3.2.2 The role of the MTIP in regional planning**

The RTP plays a significant guiding role for the MTIP as it sets the policy direction for what transportation investments are eligible for federal funding and the prioritization criteria for allocating federal funding. Through inter-regional coordination throughout the planning and programming process, the MTIP ensures that investments of federal funds are consistent with the RTP and makes progress in achieving performance targets established in the plan. The MTIP is updated every three years.

One of the primary purposes of the MTIP is to ensure scarce federal transportation funding and investments are making progress towards the regional vision set out for transportation system in the RTP. As a result, the greater Portland region's MTIP gives top priority to strategic transportation investments that leverage and reinforce the region's land use strategy envisioned in the 2040 Growth Concept and the supporting multimodal transportation investments in the RTP.

### **8.3.2.3 Demonstrating consistency prior to implementation**

As the vehicle for implementing the RTP, the MTIP has two primary purposes:

1. ensure federal planning and fiscal requirements for expending federal transportation funds are being met; and
2. ensure the investments are making progress towards regional goals, objectives and implementing regional policies as part of performance-based programming.

Recognizing these two primary purposes of the MTIP, any investment requiring inclusion in the MTIP must demonstrate and justify how the investment implements the RTP and regional policy outcomes. This is necessary to meet federal eligibility and compliance purposes, provide the best transportation experience possible for the region's residents, businesses, employees, and visitors and for good stewardship of scarce transportation resources.

The determination and demonstration of consistency with the RTP, done through the MTIP process, comprises quantitative and qualitative evidence that the investment advances implementation of the RTP investment strategy, financial constraint, project performance towards regional and federal performance targets, and public involvement and consultation. In general, there are two main avenues to demonstrate consistency with the RTP whether as an individual transportation investment or an entire package of transportation investments may be included in the MTIP. The two avenues include the following:

1. During the prioritization process to allocate federal transportation dollars to various transportation projects, including the identification of the criteria and the consideration of multimodal tradeoffs (prior to the submission to the MTIP); and
2. The process for amending the MTIP.

As each four-year MTIP is developed, determination of consistency is also conducted and demonstrated programmatically to show how the MTIP package is consistent with and advances the implementation of the Plan. Additionally, the programmatic evaluation serves as a monitoring tool for assessing progress in implementing the RTP.

The following sections describe the core areas that MTIP investments (at individual scale and during the funding allocation process) are required to demonstrate consistency with federal requirements and adopted regional transportation policy as expressed in the RTP goals, objectives, and policies. Example questions are provided to illustrate what information is sought.

### **Regional significance**

The adopted RTP represents the regional transportation system in the greater Portland region, which serve regional transportation needs and provides a specified level of seamless multimodal connectivity, accessibility, and management of people and goods traveling on the system. As a result, the limited amount of available federal funding must be allocated strategically to advance the operation or enhance the development of key facilities across the different modal systems (e.g., transit, bicycle and pedestrian active transportation, freight) to ensure an interconnectivity while supporting other desired regional outcomes (travel options, reduced greenhouse gas emission, etc.).

For the purposes of demonstrating consistency, the RTP has identified these key facilities, programs, and strategies in defining the regionally significant system. Additionally, other conditions and circumstances may qualify a transportation investment as regionally significant, as reflected in the RTP definition of regional significance and corresponding RTP network maps contained in Chapter 3.

Examples of questions asked for transportation investments to demonstrate Regional Significance:

- Is the transportation investment advancing a project on a facility designated in one or more of the RTP network maps?
- Does the transportation investment require permitting approval(s) from a federal agency or project level NEPA review?
- Does the transportation investment provide new motor vehicle capacity and would normally be included as an input to the regional travel demand model?

### **Regional goals and objectives**

The adopted RTP demonstrates a significant need for investment in the transportation system to address many growing demands of the transportation system, including the growing backlog of maintenance, expansion of services, and increased connectivity and completeness of different modes. Recognizing the scarcity of funding while the need for investment is ever growing, each dollar invested in the regional transportation system must serve a regional purpose and advance the implementation of the region's transportation vision and supporting goals, objectives and policies.

To be included in the MTIP, investments must demonstrate how implementation will address one or more of the RTP's goals, objectives, and policies, listed in Chapters 2 and 3. Moreover, the Metro Council identified these key regional policy priorities – transportation equity with a focus on race and income, safety, travel options, Climate Smart Strategy implementation, economic development and managing congestion – to be the focus of this RTP. The RTP's goals serve as the broad direction and expectation of what each investment in the system should aim to achieve but additional focus and attention should be paid to the RTP policy priorities. These goals are consistent with the federal planning factors issued by U.S. DOT.

Examples of questions asked for investments to demonstrate consistency with Regional Goals and Objectives include:

- What regional goals and objectives are being addressed by this transportation investment?
- Is the project identified as part of the adopted RTP financially constrained project list?
- Is the project advancing one or more of the Climate Smart Strategy policies? If so, which policy(ies) and how?
- Is this project addressing and/or advancing a strategy or action within an adopted regional modal or topical strategy or plan, or shared strategy of the RTP? If so, which modal or topical strategy or plan? Which strategy (or strategies) and action(s)? How does it address or advance the modal or topical strategy or plan?

#### **8.3.2.4 Demonstrating fiscal constraint**

As a federal requirement, both the RTP and the MTIP are fiscally constrained. Project costs are not to exceed expected revenue sources. For the MTIP, transportation identified investments are only those projects for which resources are expected to be available, and funding identified for the first year must be committed by administering agencies to the project. The MTIP is not a comprehensive accounting of all transportation investments in the region; it only accounts for the funding of regionally significant projects and does not include projects on local streets and facilities. Projects that are 100 percent locally funded but of regional significance are included for informational and analysis purposes only.

Per federal regulations, transportation projects using federal funds are expected to demonstrate that revenues needed to deliver the project are available and the revenues were accounted for in long-range transportation plan revenue projections. Therefore, projects included in the MTIP must be included in the RTP financially constrained project list either as an identified individual project or through a programmatic category. Additionally, projects in the MTIP must be consistent in scope and financial scale as to what was reflected in the financially constrained RTP project list. The revenue

assumptions used to develop the RTP financially constrained project are defined in Chapter 5. Projects included in the RTP financially constrained project list are identified in Appendix A (2023-2030 time period) and Appendix B (2031-2045 time period).

If a project is proposed for funding and inclusion in the MTIP and is not included in the RTP financially constrained project list, the RTP must be amended to include the project as a condition of being adopted in the MTIP.

To amend projects into the financially constrained project list fiscal constraint must be demonstrated by identifying additional revenues or removing other projects from the financially constrained project list. More information about the process and other requirements that must be met to amend the RTP will be provided in the Appendix.

Examples of questions asked for transportation investments to demonstrate Fiscal Constraint:

- Is the transportation investment/project identified in the adopted RTP financially constrained project list?
- Is the project consistent in scope and cost as to what was accounted for in the RTP financially constrained project list and regional travel model?
- How will the funding and implementation of this project impact the sponsoring agencies ability to adequately operate and maintain its transportation system in the future?

### **8.3.2.5 Demonstrating support toward achievement of performance targets**

Signed into law in 2012, the previous federal transportation reauthorization, known as Moving Ahead for Progress in the 21st Century (MAP-21), created the most significant federal transportation policy shift since the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). A fundamental element of the legislation was its focus on performance-based planning and programming.

For the first time, MAP-21 established a federal performance management framework to improve transparency and hold state transportation departments, transit agencies and metropolitan planning organizations (MPOs) accountable for the effectiveness of their transportation planning and investment decisions. The objective of the performance management framework was to ensure states and MPOs invest federal resources in projects that collectively will make progress toward the achievement of the national goals. The required performance-based approach includes targets for measures specified by U.S. DOT and requirements to track and report progress toward meeting these targets. Twelve performance measures have been identified through MAP-21 and subsequent U.S. DOT rulemaking. These federal performance measures and targets address:

- Safety
- Infrastructure condition
- Congestion reduction
- System reliability
- Freight movement and economic vitality
- Environmental sustainability

Preceding the adoption of the MAP-21 performance-based planning requirements, the Metro Council and JPACT adoption of the 2010 RTP established an outcomes-focused performance-based planning process that continues today. The RTP performance-based process centers on measuring the performance of the adopted RTP investment strategy and monitoring progress towards transportation system performance targets identified in Chapter 2. The RTP performance targets address:

- Affordability
- Safety
- Vehicle miles traveled
- Mode share
- System Completion
- Mobility
- Climate change and greenhouse gas emissions reduction
- Clean air

The RTP performance measures and targets contained in Chapter 2 and Appendix L support and are consistent with federal and state performance-based planning requirements and measures and align to the federal planning factors required for MPOs to address and make progress towards. To be included in the MTIP, transportation investments planned for the region to meet growing demands, needs or deficiencies, must also demonstrate contribution to progress toward federal and RTP performance targets.

Examples of ways in which transportation investments can demonstrate consistency with performance targets include addressing:

- How does the transportation investment/project contribute one or more of the federal and/or regional performance targets for the transportation system?

- What evaluation was performed to compare candidate projects for making progress toward federal and regional performance targets? What results can be provided to demonstrate the investment is making progress towards the federal and/or regional performance targets?
- How did the funding allocation process consider federal and regional performance targets in its criteria in the selection of projects and allocation of funds?

#### **8.3.2.6 Public involvement expectations and process for demonstrating consistency**

As part of federal guidance on public involvement and on Civil Rights laws and the Executive Order on Environmental Justice, it is expected that all transportation investments identified in the MTIP have provided and will continue to provide opportunity for community input and comment until the investment is implemented and/or open for service. This means prior to an investment being identified in the MTIP, it must have emerged through planning process that was adopted or approved by a governing body and be included in the RTP investment strategy. The planning process, and that process's community engagement effort, indicates the investment addresses an identified transportation deficiency and need in the local community and the community has had opportunity to inform the plan. The adoption or approval of the plan must also provide an opportunity for public testimony.

Commonly recognized planning processes from which projects emerge include local transportation system plans (TSPs), but other planning processes include corridor studies, facility plans and sub-area plans. Additionally, through the development of the RTP project list, local jurisdictions are asked to self-certify transportation investments being proposed for the long-range transportation plan have undergone or are currently undergoing public involvement efforts through an approved planning process.

Examples of ways in which transportation investments can demonstrate consistency with Public Involvement include addressing the following:

- From which planning process does the transportation investment emerge from? What opportunities for public feedback were available as part of the process?
- How was feedback from the public incorporated into the development of the investment?
- What demographic assessment was done to identify communities of color, people with limited English proficiency, people with low income and other historically marginalized communities as stakeholders?
- Were all interested/affected stakeholders meaningfully engaged in the funding allocation prioritization and decision-making process?

- Were all interested/affected stakeholders meaningfully engaged prior to the request for programming a project into the MTIP?<sup>7</sup>

### **8.3.2.7 Developing the MTIP**

The MTIP development process is initiated by Metro with an update to the MTIP program direction and an initial financial forecast of revenues expected to be available for programming. The program direction identifies how JPACT and the Metro Council intend to coordinate the funding allocation processes administered by Metro through the Regional Flexible Funds Allocation (RFFA) process and for funds administered by ODOT and public transit agencies – TriMet and SMART. The policy document also describes how the funding allocation processes address federal regulations for the allocation of federal transportation funds.

Projects seeking funding through any of the funding allocation processes must be included in the financially constrained Regional Transportation Plan project list. JPACT and the Metro Council consider the MTIP for final approval. Upon adoption by the Metro Council, the MTIP is submitted to the Governor of Oregon for inclusion in the STIP.

---

<sup>7</sup> Interested and affected stakeholders means those members of the public affected or interested in transportation investment (or package of investment), as well as formal entities, such as natural resource agencies, emergency management agencies, tribal entities, etc. which may have interests or be affected by the implementation of the proposed transportation investment.

## 8.4 DATA AND TOOLS

### 8.4.1 Performance-based planning and programming

Over the past two decades, Metro and other transportation agencies have increasingly been applying “performance management” – a strategic approach that uses performance data to support decisions to help achieve desired performance outcomes. Performance management is credited with improving project and program delivery, informing investment decision-making, focusing staff on leadership priorities and providing greater transparency and accountability to the public.

Performance-based planning and programming (PBPP) applies this strategic approach within the planning and programming processes of MPOs, like Metro, and other transportation agencies to achieve desired performance outcomes for the multimodal transportation system. This includes a range of activities and products undertaken by a MPO together with other agencies, stakeholders, and the public as part of a 3C (cooperative, continuing, and comprehensive) process. It includes development of: long-range regional transportation plans, the Congestion Management Process, other plans and processes developed by ODOT and transit providers, such as Strategic Highway Safety Plans, Asset Management Plans, Transit Agency Asset Management Plans and Transit Agency Safety Plans, and programming documents, including State and Metropolitan Transportation Improvement Programs (STIPs and MTIPs).

PBPP attempts to ensure that transportation investment decisions are made – both in long-term planning and short-term programming of projects – based on their ability to meet established goals.

This section summarizes data and research activities to address existing and emerging planning and policy priorities and innovative practices in transportation planning and analysis. These activities help ensure that the region has the resources to fulfill its state and federal transportation performance measurement, monitoring and reporting responsibilities.

### 8.4.2 Data Collection and Coordination

This section summarizes data collection and coordination to support regional transportation planning and analysis, including regional travel model calibration and validation, and federal congestion management process analysis and performance based planning target setting and monitoring. The majority of our data is maintained in Metro’s Regional Land Information System (RLIS). This database is comprised of over 150 different (primarily geospatial) data sets, and most of the data sets identified in the sections below are elements. Metro publishes RLIS on a quarterly basis, but many data

sets are on different cycles and come from different sources. All data sets are available for review at <http://rlisdiscovery.oregonmetro.gov>, along with a date of last publication. The associated metadata should be consulted in advance to understand how the data were generated and to determine the appropriateness of its use.

#### **8.4.2.1 Growth Data**

Metro Research Center will continue to refine its recently developed Land Development Monitoring System (LDMS) as a component of RLIS. LDMS tracks the location cost and use-type of residential and employment land utilization to inform regional growth management and transport planning. Metro will work to enhance LDMS and RLIS with more equity-related data.

#### **8.4.2.2 Travel Activity Data**

Metro Research Center staff is leading coordination efforts for the next regional travel behavior survey (Oregon Travel Study, Spring 2023-Spring 2024). Additional research will be necessary to ensure that the survey captures traditionally relevant as well as emerging behavior (e.g., extent of Uber/Lyft utilization in place of other travel modes, working from home, and online shopping), and be conducted in a comprehensive and cost-effective manner. One outcome was a shift from traditional one-day travel diaries to smartphone-based weeklong surveys as the primary collection method. The new survey also includes revised sampling, recruitment, and outreach strategies to improve participation among hard to reach and historically marginalized groups.

New and emerging data collection methods (e.g. location-based services data, longitudinal or rolling surveys, emerging needs follow up surveys, mobile phone apps, personal GPS devices, etc.) will also be investigated to help ensure that the survey effort is well positioned to capture rapidly changing trends in personal travel behavior. Metro will partner with other Oregon modeling agencies (via the Oregon Modeling Statewide Collaborative, OMSC) as well as the Southwest Regional Transportation Council (SWRTC) to maximize the geographic span and cross agency utility of the data.

#### **8.4.2.3 Transportation Safety Data**

Metro staff will coordinate with federal, state, regional and local partners to acquire, collect and maintain the data currently used for transportation safety related analysis. This data includes, but is not limited to, crash data provided by ODOT and roadway network, traffic volume and vehicle mile traveled data. Additionally, new data required to provide more in-depth analysis will be pursued, including race and ethnicity of crash victims, posted speed and pedestrian crossing data to name a few.

#### **8.4.2.4 Multi-Modal Network Data**

Metro Research Center will continue to update multimodal data in RLIS. RLIS street centerlines, sidewalks, bike routes and off-street trails networks are updated quarterly and comprise the basis of the multimodal network.

Research staff will also continue to develop and maintain high-resolution multimodal modeling networks. The modeling networks support long-range planning, project evaluation, and system performance monitoring needs. Staff will coordinate with other state agencies via the OMSC as new modeling networks are developed (e.g. the statewide OpenStreetMap-based network and the statewide multimodal network).

#### **8.4.2.5 Multi-Modal Network Data**

Metro Research Center will continue to update multimodal data in RLIS. RLIS street centerlines, sidewalks, bike routes and off-street trails networks are updated quarterly and comprise the basis of the multimodal network.

Research staff will also continue to develop and maintain high-resolution multimodal modeling networks. The modeling networks support long-range planning, project evaluation, and system performance monitoring needs. Staff will coordinate with other state agencies via the OMSC as new modeling networks are developed (e.g. the statewide OpenStreetMap-based network and the statewide multimodal network).

### **8.4.3 Analysis Tool Maintenance and Enhancement**

This section summarizes planned maintenance and enhancement of the regional travel model and MOVES, and the development of a replacement land use model for the now defunct MetroScope model to address existing and emerging planning and policy priorities and innovative practices in regional transportation planning and analysis.

#### **8.4.3.1 Growth Forecast**

Metro Council has committed to making its next Urban Growth Boundary decision by the end of 2024. That decision will adopt a Regional Economic Forecast of total future jobs and employment. Upon adoption of those regional control totals Metro will work to create the next generation Distributed Forecast (the Traffic-Analysis-Zone-level growth forecasts used in transportation planning and forecasting). The distributed forecast (likely to be released in 2026) will be available to support future MTIP and RTP update cycles.

### **8.4.3.2 Growth Forecast Tools**

A replacement land use model will not be in place for the 2026 Distributed Forecast. The Metro Planning, Development and Research Department will work closely with local jurisdictions to modify and prepare a revision to the most recent land use forecast with available methods and best available Regional Economic Forecast information. Metro Research Center is now working to scope and implement a replacement for the MetroScope land use allocation model but it will not be ready in time for the anticipated 2024 Urban Growth Management cycle. We will consider a wide variety of traditional and next-generation tool options to replace Metro Scope with the goal to have such a land use model operational by the subsequent growth management cycle in 2030. This work will directly improve the means of producing future distributed forecasts.

### **8.4.3.3 Regional Transportation Model Tools**

Metro staff will continue to maintain and enhance the current trip-based travel model. Recent enhancements to the model include the transition from a 2015 to a (pre-COVID) 2020 base year; implementation of a new regional freight model that considers commodity flows associated with supply chains at the global, national, and regional scales; and improvements to the model's ability to represent the effects of roadway pricing across varying user segments. Future activities include incorporation of the results of an updated regional household travel survey and refinements to: the bicycle assignment algorithm. Metro staff will stay current with updated versions of the EPA's Motor Vehicle Emission Simulator (MOVES) for estimating emissions of criteria pollutants, greenhouse gases and air toxics.

## **8.4.4 Analysis Tool Development**

This section summarizes development of new analysis tools to address existing and emerging planning and policy priorities and innovative practices in regional transportation planning and analysis. It includes visualization tools, housing and transportation cost tool, project-level evaluation, piloting the multi-criteria evaluation (MCE) tool, and crash prediction modeling tools.

### **8.4.4.1 Regional Activity-Based Model**

The statewide estimation of the ActivitySim platform will begin in FY23-24, with scoping and design to begin in April 2023. Upon completion of the Oregon Household Survey in 2024, estimation of the activity-based model will begin (FY24-25). Key efforts during 2024-2025 will include the development of staff expertise and a common, statewide estimation of ActivitySim that will be the basis for local deployment of the toolset. FY25-26 will see the deployment of ActivitySim to local jurisdictions—including Metro—and

will require further estimation and calibration work to customize for the Portland region. Travel Forecasting staff will coordinate closely with Metro planning to ensure that the activity-based model framework is analytically aligned with anticipated policy questions, and will be ready for deployment for the 2028 Regional Transportation Plan.

#### **8.4.4.2 Regional Freight Model**

Development of the freight model is complete and the model is integrated with the trip-based travel demand model. The freight model will be integrated with the ActivitySim activity-based model as that model is implemented at Metro.

#### **8.4.4.3 Housing and Transportation Expenditure Tool**

During the 2018 RTP, the Metro Research Center began development of the framework for a Housing and Transportation Expenditure tool to assess out-of-pocket expenditure for housing and transportation and to project the effects of future transportation investments on housing and transportation costs. Both current and forecast states of the regional land markets and transportation system will be represented in a final tool after further development, testing and refinement. The tool will help to respond to various questions pertaining to gentrification and displacement when assessing transportation investment scenarios.

#### **8.4.4.4 Economic Value Atlas Decision-Support Mapping Tool**

Development of the Economic Value Atlas (EVA) established tools and analysis that align planning, infrastructure, and economic development to build agreement on investments to strengthen our economy.

This work:

- Provides mapping and insight into our regional economic landscape;
- Links investments to local and regional economic conditions and outcomes; and
- Informs policy and investment – providing a foundation for decision-makers to understand the impacts of investment choices to support growing industries and create access to family-wage jobs and opportunities for all.

The EVA provides a solid data foundation for key regional activities such as:

- outlining a path to pursue policy, actions and investment that help support growing industries and family-wage jobs;;
- defining potential areas for partners to collaborate and develop shared investment strategies;

- pinpointing areas of focus for regional investment to bridge local and regional economic development aspirations; and
- providing a data picture of the regional economy to align investments that achieve the coordinated vision of [Greater Portland 2020](#), the 2040 Growth Concept and the Regional Transportation Plan.

This work supports regional transportation planning and investment decisions by:

- Highlighting key intersects between transportation + economic conditions that can guide project prioritization criteria incorporated into the next 3-year RFFA cycle.
- Building a granular understanding of relative economic strengths and challenges among communities in the region to inform local Transportation System Plans and area studies, regional investment areas and corridor refinement planning and planning studies, and advance more strategic transportation project prioritization and investment based on surrounding economic conditions.
- Supporting multiple applications by ongoing regional programs in Metro’s Planning and Development Department.

#### **8.4.4.5 Displacement Monitoring Tool**

First Identified as a key priority for the RTP transportation equity evaluation in 2017, involuntary displacement continues to be of concern in the region.. Specifically, policymakers and marginalized communities desired to understand the potential displacement impacts to result in investment as well as what proactive mitigation strategies may be put into effect in advance to address the displacement risk. Through development of the 2018 RTP transportation equity system evaluation method, it was determined the RTP system analysis would not be able to look at displacement risk due to the limitations of the forecasting tool.

Nonetheless, in an effort to honor the input and recognize the concern about displacement risk from public investment in the transportation system, the 2018 RTP recommended development of a streamlined displacement risk tool, which can help inform plans, project designs, and other components of transportation investment. Since 2018, the Southwest Equitable Development Strategy (SWEDS) developed a displacement risk method that is informing development of a displacement risk monitoring tool in the future.

Metro’s Data Resource Center (DRC) is currently researching methods of monitoring displacement risk in the region, which will likely include some of the demographic, housing, and business data that Metro already collects or compiles. Metro’s displacement research is evolving alongside other analytical areas, including monitoring geographic

changes in land use and demographics in the region. A displacement monitoring tool will help policy makers understand where displacement risk is heightened in the region, as well as understand what indicators are increasing the risk. This information will in turn help policy makers work with stakeholders and constituents to identify policies that can help mitigate displacement, especially in areas where public investment is occurring

#### **8.4.4.6 Crash Prediction Modeling Tool**

Better understanding and evaluation of how projects, programs and strategies impact transportation safety system wide are key elements to effectively planning for safety and achieving safe system programs such as Vision Zero. Metro staff will coordinate with federal partners and other MPOs to develop and pilot the use of crash prediction modeling tools to assess safety performance system wide.

#### **8.4.4.7 Social Vulnerability Explorer**

Metro's Data Resource Center has developed a Social Vulnerability Explorer<sup>8</sup>, which provides an introductory point of access to regional indices and indicators related to potential social vulnerability in the five-county Portland metropolitan region, including Clackamas, Columbia, Multnomah, and Washington counties in Oregon and Clark County in Washington. The application enables exploratory data analysis and visualization, as well as comparisons of user-specified areas to regional averages.

The online explorer was built as part of a larger Social Vulnerability Tools project<sup>9</sup>, which sought to identify which communities in the region experience barriers to emergency services and programs before, during, and after disasters. Besides helping to craft a common understanding of social vulnerability in the region, the Social Vulnerability Tools project also helped to create a set of social vulnerability data, including input indicators and output indices.

The Social Vulnerability Explorer was specifically built for the purpose of allowing those that do not have access to or experience with mapping software to use an online internet browser to explore and visualize the geographic distribution of and relationship between indicators and indices in the Social Vulnerability Tools project.

Potential use cases of the Social Vulnerability Explorer include:

- Emergency management and human or health services professionals can understand the demographic composition of service territories or investment areas, as well as the

---

<sup>8</sup> <https://gis.oregonmetro.gov/social-vulnerability-explorer/>

<sup>9</sup> <https://rdpo.net/social-vulnerability-tools-project>

various types of vulnerabilities that may be reflected in their respective constituencies.

- GIS professionals can conduct exploratory visualization and analysis, specifically as it relates to the intersection of multiple indicators, which can be done more quickly and efficiently with the online tool than with traditional desktop-based mapping software.
- Community-based organizations can quantify the demographic composition of their service areas – perhaps for grant writing.
- Academics or researchers can compare demographics between neighborhoods and other areas of interest, such as transportation corridors, municipalities or the region.

#### **8.4.4.8 VisionEval (VE-RSPM) Climate Monitoring Tool**

The VisionEval framework is built on the “GreenSTEP family” of models developed by the Oregon Department of Transportation (ODOT) to assist in the development of plans to reduce greenhouse gas (GHG) emissions from light-duty vehicles in order to meet Oregon State statutory goals. The [RSPM](#) (Regional Strategic Planning Model) was developed by ODOT as an offshoot of the GreenSTEP model to support the preparation of metropolitan area scenario plans. The name reflects a broadening of the policies, beyond state statutory requirements. Metro and consulting staff are using and enhancing Metro’s VE-RSPM to monitor our progress toward our climate goals achieved by RTP projects and policies.

#### **8.4.5 Monitoring and Reporting Tools**

This section summarizes information systems and data resource coordination efforts that Metro is doing or will do to ensure that the region has the resources to fulfill its transportation performance-based planning, programming and reporting responsibilities.

##### **8.4.5.1 Monitoring Data and Information Systems**

Metro Research Center staff will continue to investigate new and emerging data sources and data collection methods (e.g., location-based services data, longitudinal or rolling surveys, mobile phone apps, personal GPS devices, etc.) to help ensure that Metro is well Research Center staff will also continue to collect and process National Performance Management Research Data Set (NPMRDS) data for federally-required performance monitoring purposes. Staff will also continue to explore and support the ODOT-provided auto travel speed and volume data available via the Regional Integrated Transportation Information System (RITIS) platform

#### **8.4.5.2 Congestion Management Process Data Collection and Monitoring**

This section summarizes the region's approach to monitoring and reporting on the progress implementing the RTP through the regional Congestion Management Process (CMP).

The great challenge for establishing and maintaining a monitoring program has been the availability of data. Historically, collecting and managing data has been expensive and difficult. With advancements in Intelligent Transportation Systems (ITS) in the region, more and better data is available today and will continue to grow with implementation of data collection projects identified in the Regional Transportation System Management and Operations (TSMO) plan.

Starting in 2008, the region approved ongoing funding for implementation, including an annual allocation to fund Portal, the regional transportation data archived, housed and maintained by Portland State University. PSU, in partnership with ODOT, TriMet, Metro and other local agencies, provides data aggregation, maintenance and reporting on the region's roadways and transit systems. Metro will continue to work with ODOT and other regional partners to expand existing data collection and performance monitoring capabilities, in order to evaluate system performance for all modes of travel and support the region's CMP.

This work includes supporting a data management system to facilitate data collection, maintenance and reporting to support on-going RTP and MTIP monitoring. The performance monitoring will be reported biennially as part of the Regional Mobility Program, consistent with the region's federally approved congestion management process.

Table 8.6 lists where key elements of the region's CMP are addressed in the RTP and Appendices to show how the region's planning and investment activities implement the CMP.

**Table 8.6 Key Elements of the Region’s Congestion Management Process (CMP)**

<b>Regional Congestion Management Process</b>	<b>Associated RTP/MTIP Activities</b>
Develop congestion management objectives and policies	RTP Goals and Objectives (Chapter 2), RTP Policies (Chapter 3)
Define geographic area and network of interest	RTP (Appendix L – Figures 3 and 4)
Establish multimodal performance measures	RTP Performance Measures and Targets (Chapter 2), RTP Federal Performance Measures and Targets (Appendix L)
Collect data and monitor system performance	RTP Existing Conditions (Chapter 4 Mobility Corridor Atlas (2015))
Analyze congestion problems and needs	RTP Existing Conditions (Chapter 4), RTC CMP Monitoring Report (2021), RTP Performance Evaluation (Chapter 7)
Identify and evaluate effectiveness of strategies	RTP (Chapter 6), RTP (Chapter 7), RTP (Appendix E - Transportation Equity Evaluation), RTP (Appendix F – Environmental Analysis and Potential Mitigation Strategies), RTP (Appendix J – Climate Smart Strategy Implementation and Monitoring), corridor refinement planning, area studies, local transportation system plans
Implement selected strategies and manage transportation system	MTIP, local jurisdictions, ODOT, TriMet, SMART, TransPort, Regional Transportation Functional Plan, RTP (Chapter 8)
Monitor strategy effectiveness <sup>10</sup>	Scheduled RTP updates, CMAQ Performance Plan, RTP (Appendix J – Climate Smart Strategy Implementation and Monitoring), RTC CMP Monitoring Report

More information about the region’s Congestion Management Process is provided in Appendix L.

**8.4.5.3 Performance monitoring measures and targets**

Performance monitoring measures identified in Chapter 4, Appendix J and Appendix L are used to track changes in system performance and implementation progress over time and between scheduled updates to the RTP. Reporting these changes provides valuable information on trends and conditions using actual empirical or observed data to the

---

<sup>10</sup> USDOT, “Guidebook on the Congestion Management Process in Metropolitan Transportation Planning.” Page 1-1 (April 2011).

extent possible in advance of RTP updates to assess how the transportation system is performing and identify possible policy or strategy adjustments that may be needed.

**Appendix J** contains a complementary set of performance measures and performance monitoring targets specific to tracking implementation of the Climate Smart Strategy adopted by JPACT and the Metro Council in 2014 and report on progress. The Climate Smart Strategy performance measures and targets are used to monitor and assess whether key elements or actions that make up the strategy are being implemented, and whether the strategy is achieving expected outcomes. The Climate Smart Strategy performance monitoring targets are not policy targets, but instead reflect a combination of the planning assumptions used to evaluate the Climate Smart Strategy and outputs from the evaluation of the adopted strategy.

**Appendix L** documents the region’s approach to addressing the federal transportation performance-based planning and congestion management requirements contained in the Moving Ahead for Progress in the 21st Century Act (MAP-21) and the Fixing America’s Surface Transportation (FAST) Act. The multimodal performance measures and near-term performance monitoring targets in Appendix L are used to monitor transportation system performance using empirical or observed data between scheduled updates.



Materials following this page were distributed at the meeting.



Metro

# Urban growth management public engagement plan

Metro Technical Advisory Committee  
July 19, 2023

# 2024 UGM decision



## ■ Technical work and analysis

Forecasts                      Trends analysis  
Land inventories              Modeling

## ■ Stakeholder engagement

Jurisdictional outreach  
Stakeholder roundtable  
Youth cohort

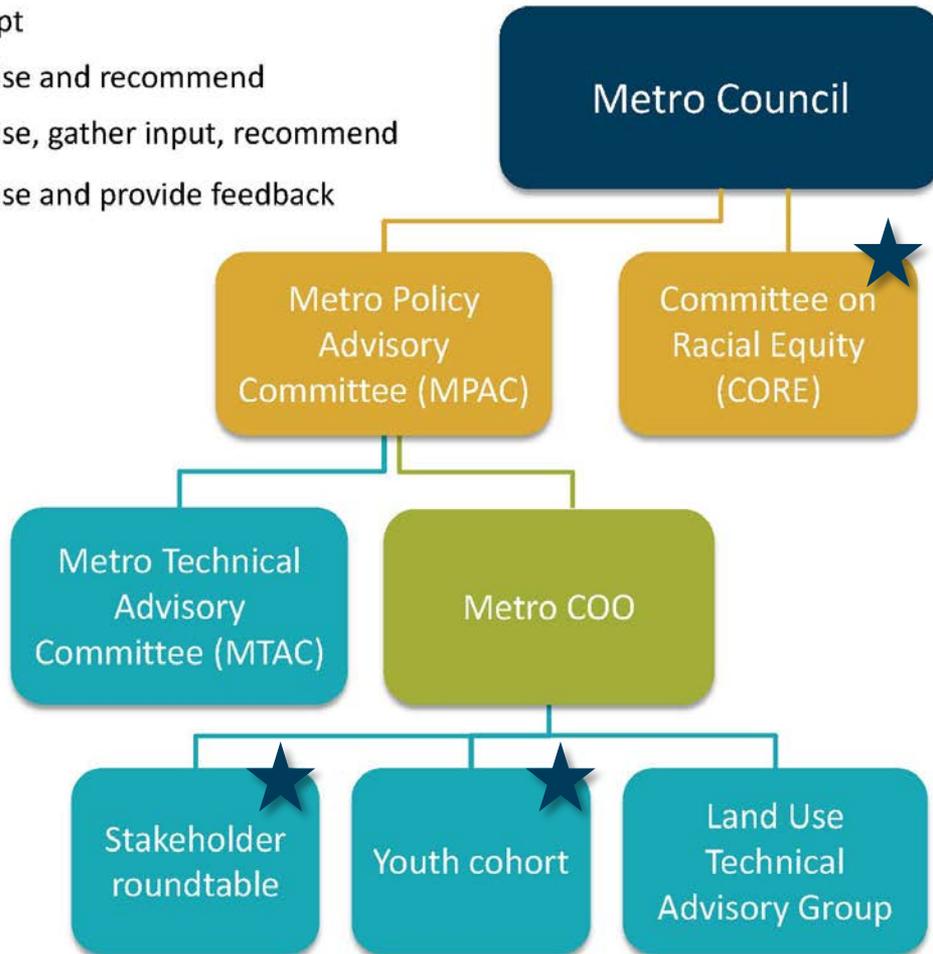
## ■ City expansion proposals

Dec 2023: Letters of interest due  
April 2024: Proposals due  
*2040 Planning & Development Grants available*

## ■ Metro Council decision

Summer 2024: Draft UGR  
Stakeholder group, COO recommendations  
Fall 2024: MPAC, CORE recommendations  
Council direction to staff  
Public hearings  
Dec 2024: Council decision

- Adopt
- Advise and recommend
- Advise, gather input, recommend
- Advise and provide feedback



# Decision-making framework

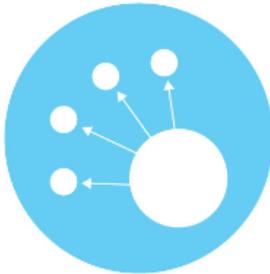
# Engagement plan overview

- Metro committees
- Stakeholder roundtable
- Jurisdictional outreach
- Youth cohort
- Public communication



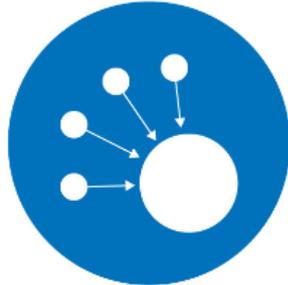
# Levels of engagement

DEGREE OF DIFFICULTY + PUBLIC IMPACT



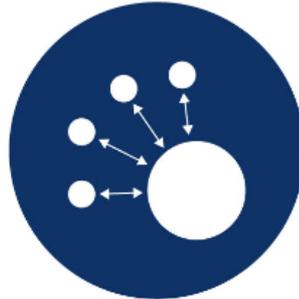
## INFORM

provide balanced, objective info that the public should know and act on



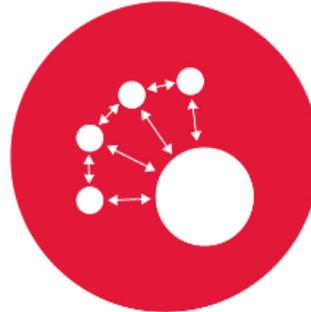
## CONSULT

obtain and consider feedback or input on issues, ideas and decisions



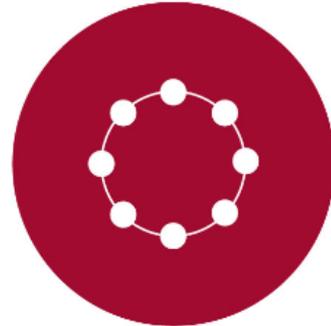
## INVOLVE

work with the public to understand issues and problems + include them in identifying options for moving forward



## COLLABORATE

partner with the public, seeking advice and innovations that become embedded as much as possible in decisions



## EMPOWER

final decisions are made by the public, who are one of the players implementing those decisions

# Levels of engagement

**Inform**

General  
public

**Consult**

**MTAC**  
General  
public

**Involve**

**MPAC**  
**CORE**  
Stakeholder  
Roundtable  
Youth Cohort  
**LUTAG**  
Metro cities/counties  
staff and leadership

**Collaborate**

**LUTAG**

**Empower**

# Metro committees

Regular updates  
to MTAC & MPAC

MPAC  
recommendation  
in Fall 2024



# Stakeholder roundtable

Membership outreach  
underway

First meeting – September  
2023

First meeting topics:  
introductions, work program,  
development outcomes in  
past UGB expansion areas



# Stakeholder roundtable role

1. Contribute perspectives to the content of the 2024 Urban Growth Report
2. Staff will consider the group's feedback when preparing a recommendation for the Metro Council UGB decision

# Potential membership

Housing developers

Industrial brokers

Real estate

Academia

Affordable housing

Local mayors

Business organizations

Land advocacy

Labor

Farming

*Ideals: Regional balance, gender and racial balance*

# Stakeholder Roundtable

Draft 6/21/23

## Purpose

Discuss a variety of topics included in the UGM decision-making process

Provide feedback to staff on draft Urban Growth Report analyses

Periodically report to Metro Council



## Roles

Provide diverse perspectives on urban growth topics

Build shared understanding of growth trends, and analysis assumptions and inputs

Identify ways to enhance development readiness



## Members

Business  
Labor

Affordable housing providers

Commercial, industrial, and housing development

Infrastructure and service providers

Environmental justice/climate

Land use advocacy  
CBOs



## Topics

*Key theme: Readiness*

Development outcomes

Regional forecast outlook: population, households, employment

Employment trends and economic development aspirations

Office-to-residential conversion potential

Housing trends

Redevelopment and infill in mixed-use centers

Displacement

City UGB expansion proposals

## Outcomes

Integration and familiarity with ongoing work and peer review processes

Group perspectives woven into the Urban Growth Report

Input considered when preparing recommendations to Metro Council

2023



Summer 2023: Members appointed by Metro COO



Fall 2023 - Fall 2024: Bi-monthly meetings to review analyses, discuss inputs and assumptions, and provide feedback to staff and Metro Council



Fall 2024: Share final feedback with Metro Council

2024

# Jurisdictional outreach

- City Manager outreach
- Visits with planning staff ongoing



# Youth cohort with Next Up

- Sept 2023 – Dec 2024
- 8 cohort meetings
- Field trip
- Council engagement



**YOUNG PEOPLE  
BUILDING  
POWER IN  
OREGON**

# Youth Cohort

Draft 6/20/2023

## Purpose

Educate youth leaders through a variety of topics included in the UGM decision-making process

Incorporate youth voices and lived experiences in long-range planning decisions

Build ongoing relationships with participants, supporting leadership opportunities and meaningful connections with Metro



## Roles

Identify planning topics of interest and deepen understanding of Metro's role in land use planning

Build understanding of growth trends and regional planning processes

Provide diverse perspectives on urban growth topics



## Members

15 diverse youth members representing all 3 counties in the metro region

Ages 14 – 28

Meetings facilitated by Next Up Oregon and hosted at Next Up offices with hybrid attendance options

Compensation provided



## Topics

*Key theme: Readiness*

Regional and long-range planning basics

UGM process

Housing trends

Displacement

Buildable Lands Inventory

Forecasts and growth trends

City UGB proposals and readiness

Field trip

Roundtable with Metro Councilors and MPAC

## Outcomes

Integration in ongoing planning work and growing familiarity with Metro's regional function

Increased representation in the UGM decision-making process

Input and recommendations shared with Metro Council and MPAC and documented in the Urban Growth Report

2023



Fall 2023: Cohort kickoff



Fall 2023 - Fall 2024: 8 meetings to review UGM topics, provide input to staff, share stories of lived experiences, group field trip/tour



September 2024: Final presentations and testimony to Metro Council

2024

# Additional engagement

- Interest group presentations
- Social media and website updates
- Public comment period to review city expansion proposals (2024)

# Questions/Discussion

Is anything missing?



[oregonmetro.gov](http://oregonmetro.gov)

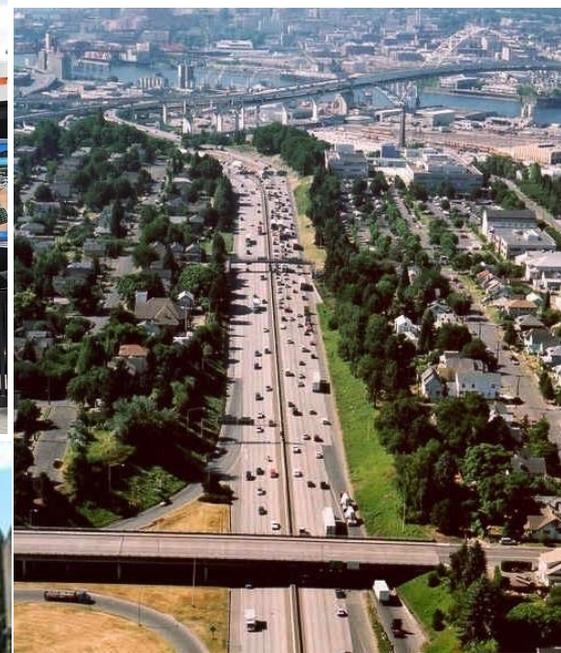
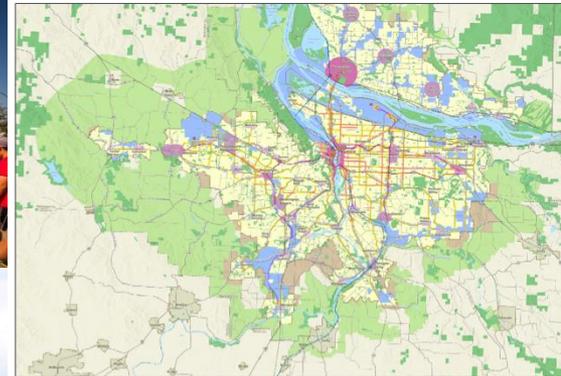


# 2023 Regional Transportation Plan

## Process Update & Chapter 8

MTAC

July 19, 2023



# Today's purpose



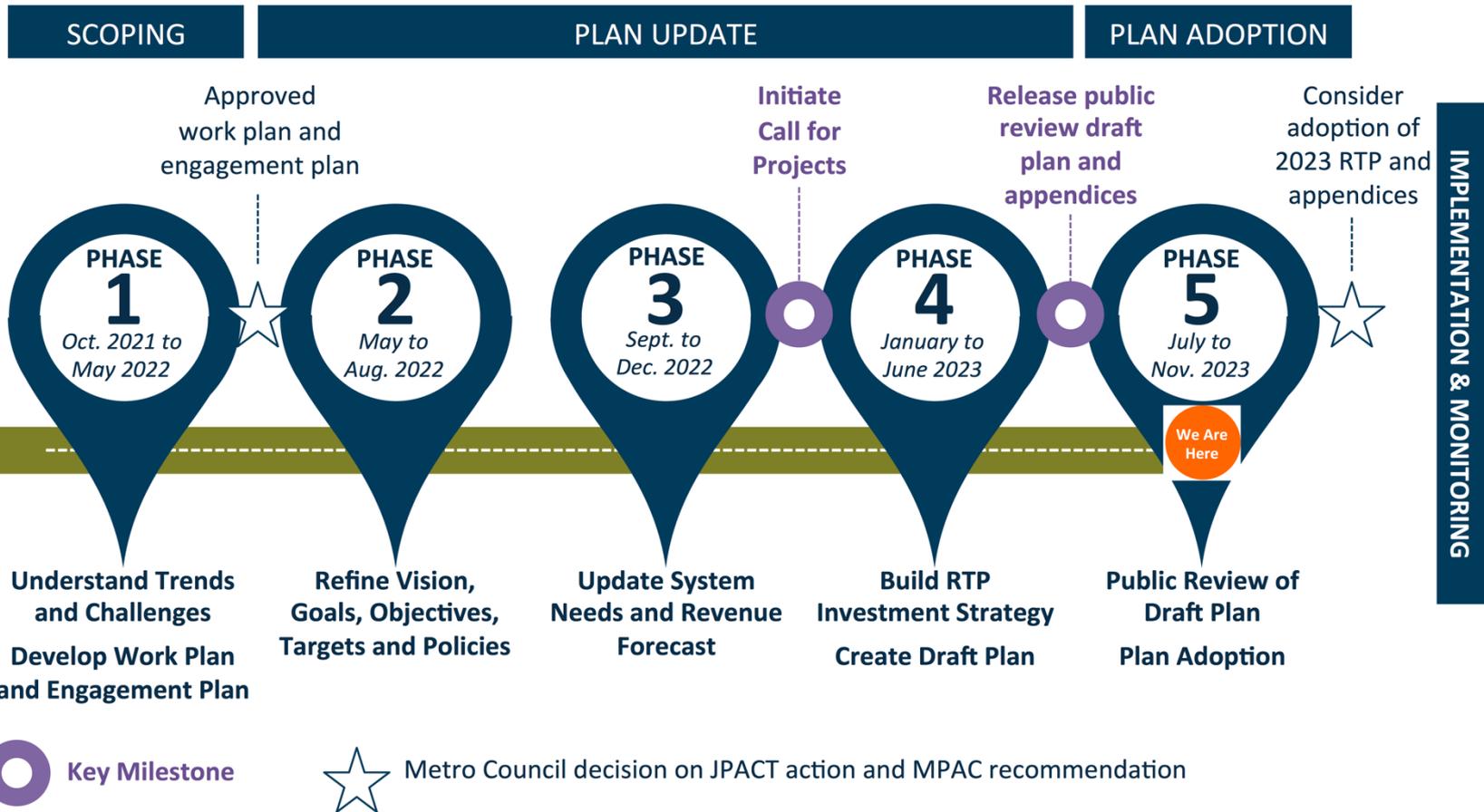
Provide update on public comment period and next steps

Share process and timeline for updating Chapter 8

Seek feedback on Chapter 8 and topics for:

- MTAC discussion in Aug./Sept.
- MPAC discussion in Sept.

# Timeline for the 2023 RTP update



# JULY 10 to AUG. 25, 2023

## 45-day comment period builds on engagement conducted to date

The public comment period for the RTP is from July 10 - Aug. 25, 2023.

**SUBMIT YOUR PUBLIC COMMENT HERE** 



- Online survey
- Online comment form
- Email, letters and phone
- Public hearing on 7/27/23
- Metro Council and regional advisory committee discussions

- Consultation with Tribes
- Consultation with federal, state, regional and resource agencies
- County-level coordinating committee briefings

# Public Review Draft documents



PUBLIC REVIEW DRAFT  
**2023 Regional  
Transportation Plan**  
*A blueprint for the future of transportation in  
the greater Portland region*

July 10, 2023 [oregonmetro.gov/rtp](https://oregonmetro.gov/rtp)



**HIGH CAPACITY TRANSIT  
Strategy**

REPORT PUBLIC REVIEW DRAFT - July 10, 2023

# Chapter 8 | Moving Forward Together

## Implementation



Regional Programs

Region-wide Planning

Corridor Refinement Planning

Major Project Development

Data and Tools Development

# Updates made to Draft Chapter 8

- Minor edits to Introduction
- Updated descriptions of regionwide planning and regional programs, completed efforts removed and new efforts added
- Updated descriptions of corridor refinement planning
- Updated descriptions of major project development and new efforts added
- Updated descriptions of data and tool development and two new analysis tools added



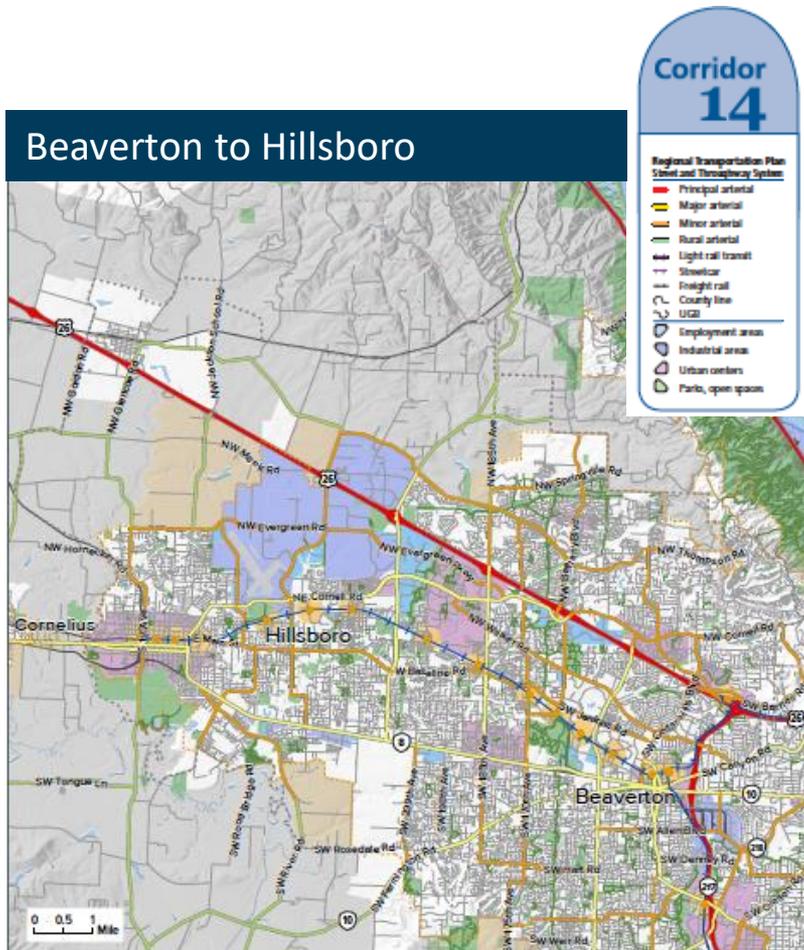
## Section 8.2 | Planning and Programs

# Region-wide planning (next 5 years)

Planning activity	Lead Agency(ies)	Proposed timing
Transit planning	TriMet, SMART	Annually
Equitable Development Strategies	Metro	Ongoing
Columbia Connects	Metro	2023-24
Cascadia Corridor Ultra-High-Speed Ground Transportation Project Planning	WSDOT	2023-28
Workforce Diversification in Regional Transportation Infrastructure Projects	Metro	2024
Regional Mobility Policy Implementation Plan	Metro, ODOT	2024-25
Connecting First and Last Mile: Accessing Mobility through Transit Study	Metro	2024-25
Regional Transportation Functional Plan Update	Metro	2024-25
Emergency Transportation Routes Project Phase 2	Metro, RPDO	2024-26
Regional Freight Rail Study	Metro, Port	2024-26
2040 Refresh Coordination	Metro	TBD
Funding Strategy for Regional Bridges	Counties	2024-28



# Corridor refinement planning



Develop shared investment strategies to address unmet multimodal transportation needs within identified multimodal mobility corridors\*

Link equity, economic, housing and other goals with multimodal management and capital solutions

Recommend strategies and phasing to catalyze investment

\* As defined by the Transportation Planning Rule (OAR 660-012-0025)

# Major project development



**I-5 ROSE QUARTER**  
IMPROVEMENT PROJECT

**82nd Avenue  
Transit Project**



**Regional Mobility  
Pricing Project**



**I-205 WIDENING &  
SEISMIC IMPROVEMENTS**  
*Stafford Road to OR99E*



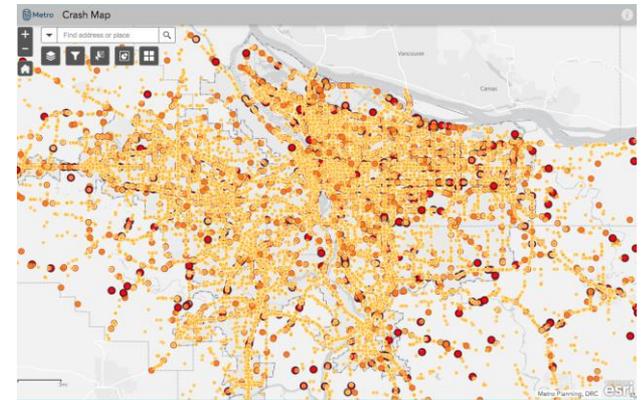
**Sunrise Gateway Corridor  
Community Visioning Concept**



# Measuring and tracking outcomes

Innovative data and tools to address existing and emerging planning and policy priorities:

- Data collection and coordination
- Analysis tools (maintenance and development)
- Monitoring and reporting tools



# Process for updating Chapter 8

- Resolution 23-5343 directs staff to revise Chapter 8 in response to public comments and policy discussion
- Placeholder for corridor refinement narratives – to be updated based on systems analysis of RTP projects using updated mobility policy
- TPAC and MTAC discussion this summer will identify policy issues for discussion with JPACT/MPAC/Council (in addition to pricing)
- Public comments submitted to Metro from agencies / jurisdictions, the public and community-based organizations
- MPAC, JPACT and Council discussions in September

# TPAC feedback to date on Chapter 8

- Restructure Chapter 8 to be a call to action
- Clarify which planning projects are priorities for the region
- Update draft RTP to reflect changing information
- Expand regional bridges funding strategy to be a broader strategy for funding regional transportation infrastructure
- Ensure *Connecting First and Last Mile: Accessing Mobility through Transit* study looks at serving UGB expansion areas and urban areas not currently served
- Continue to improve addressing equity in next plan update

# Timeline for updating Chapter 8

July 19	MTAC Discussion
August 4	TPAC Discussion ( <i>if needed</i> )
Aug. 16	MTAC/TPAC discussion
September 1	TPAC Discussion ( <i>if needed</i> )
September 12 ( <i>tentative</i> )	Metro Council Discussion
September 13	TPAC Workshop Discussion of Metro staff recommended actions in response to public comments requesting changes to Chapter 8; identify topics for JPACT discussion
September 21	JPACT Discussion
September 27	MPAC Discussion

# Discussion

Questions about RTP process or Chapter 8?

Feedback regarding future implementation?

Feedback on topics for further MTAC discussion in August and September (in addition to pricing-related implementation)?



# Learn more about the **Regional Transportation Plan** at:



**Metro**

**Kim Ellis, AICP**

RTP Project Manager

[kim.ellis@oregonmetro.gov](mailto:kim.ellis@oregonmetro.gov)

[oregonmetro.gov/rtp](http://oregonmetro.gov/rtp)

# Future refinement planning

*subject to change pending regional mobility policy system analysis*

1. Tigard to Wilsonville, including I-5 south (Mobility Corridor 3)
2. Portland Central City Loop, including I-405 loop (Mobility Corridor 4)
3. Clark County to I-5 via Gateway, Oregon City and Tualatin, including I-205 (Mobility Corridors 7, 8, and 10)
4. Beaverton to Forest Grove, including Tualatin Valley Highway (Mobility Corridors 14 and 15)
5. Hillsboro to Portland, including US 26 (Mobility Corridors 13 and 14)
6. Portland Central City to Lents and Gresham, including US 26/Powell Boulevard (Mobility Corridors 19 and 20)