

STAFF REPORT

CORE DISCUSSION AND FEEDBACK ON VALUES AND OUTCOMES FOR THE 2023 REGIONAL TRANSPORTATION PLAN

Date: February 8, 2022
Department: Planning, Development and Research
Meeting Date: February 17, 2022

Presenters: Kim Ellis (she/her) and Molly Cooney-Mesker (she/her)
Length: 1 hr.

ISSUE STATEMENT

The [Regional Transportation Plan](#) (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area. The plan sets regional transportation policy that guides local and regional planning and investment decisions to meet the transportation needs of the people who live and work in greater Portland – today and in the future. As the federally-designated Metropolitan Planning Organization (MPO), Metro is responsible for leading and coordinating updates to the RTP every five years. The plan was last updated in 2018. The next update is due by Dec. 6, 2023, when the current plan expires.

Much has changed since the current plan was adopted in 2018. The greater Portland region is facing urgent global and regional challenges. Rising inequities and safety, housing affordability, homelessness, public health and economic disparities are being intensified by the global pandemic. Systemic inequities mean that communities have not equally benefited from public policy and investments, and the pandemic has exacerbated many disparities that Black, Indigenous and people of color (BIPOC) communities, people with low income, women and other marginalized populations already experience.

In addition, how, why, when and where people travel changed dramatically during the COVID-19 pandemic (e.g., increases in fatal and serious traffic crashes, increases in telework, fewer commute trips during morning rush hour, increases in e-commerce and home deliveries, lower transit ridership and increases in recreational walking and biking). At the same time, the climate is changing, and we need to continue to work for clean air, clean water and healthy ecosystems.

Our region is growing and changing. The most recent census data shows our region continues to grow more diverse. By 2045 more than 2 million people are expected to be

The 2018 RTP established a vision and four overarching priorities – equity, safety, climate and congestion – eleven goals and supporting objectives, performance targets and policies. Together these elements have guided planning and investment decisions in greater Portland.

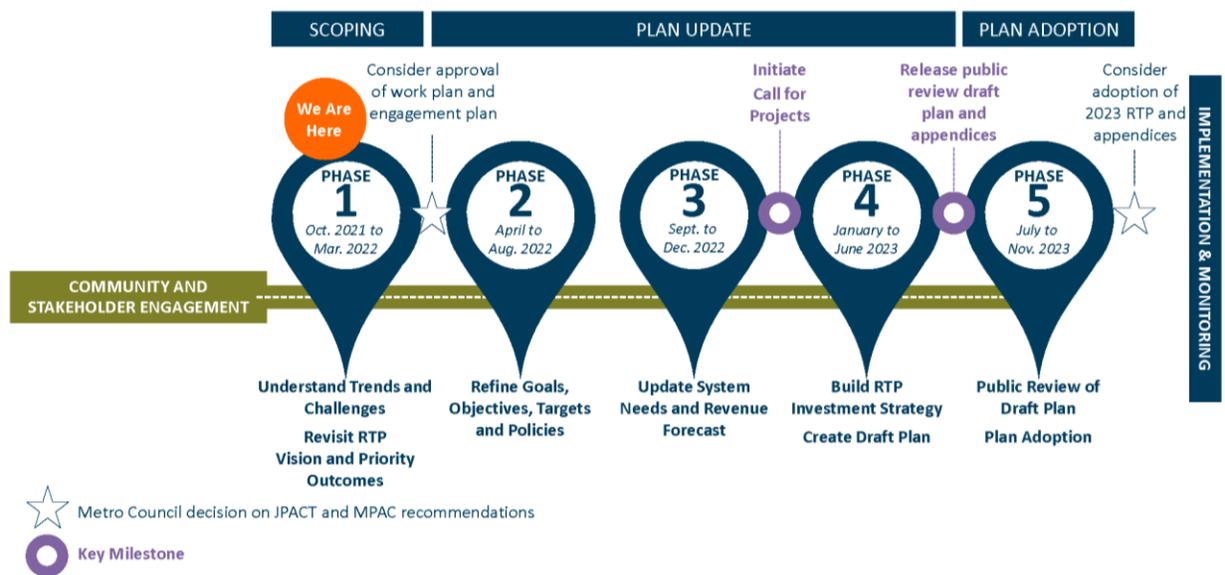
Much has changed since 2018. The update to the RTP is an opportunity for the region’s policymakers to work together to recalibrate the plan to better address key inequities, combat climate change, and prepare our region for recovery. This will help create a more equitable, prosperous, and resilient future for everyone.

living within the metropolitan planning boundary for the RTP – about one-half million more people than today.

The future is uncertain and likely to include increased disruption as we recover from the pandemic and experience the impacts of climate change, further eroding the region’s quality of life and economic prosperity. The update to the RTP is an opportunity for the region’s policymakers to work together to recalibrate the plan to better address key inequities, combat climate change, and prepare our region for recovery. This will help create a more equitable, prosperous and resilient future for everyone.

Metro is in the first phase of the 2023 RTP update. During this phase, Metro Council is focused on defining the values and outcomes that it wants to achieve through this RTP and that will guide decisions through the process. For the RTP, the Metro Council shares this outcome-based decision-making process with JPACT and seeks feedback from MPAC. If broadly supported by MPAC, JPACT and the Metro Council, the values and outcomes will provide additional focus to the plan update

Figure 1. 2023 Regional Transportation Plan Timeline



COUNCIL ENGAGEMENT

Metro Council will provide direction on the values and outcomes for the 2023 RTP, the call for projects, and will weigh in on key policies throughout the process. Metro Council will consider action at two points in the 2023 RTP process:

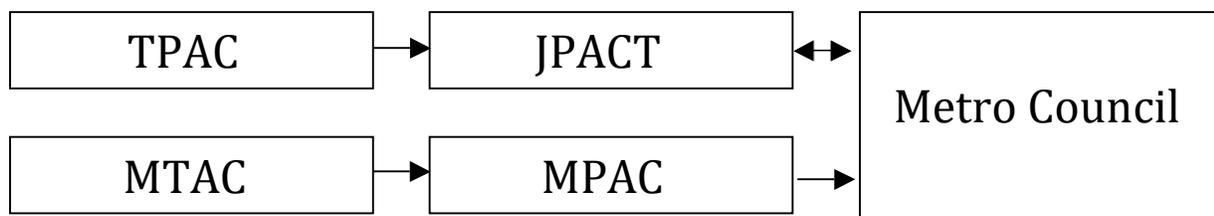
- Approval of work plan and public engagement plan (by Resolution) (anticipated in March 2022)
- Adoption of the 2023 RTP (by Ordinance) (anticipated in November 2023)

The RTP update will rely on Metro’s role as the designated Metropolitan Planning Organization (MPO) for the Portland metropolitan region and its existing decision-making structure. The decision-making framework includes the Metro Council and four advisory

committees that have varying levels of responsibility to review, provide input, and make recommendations on the development of the 2023 RTP.

The Metro Policy Advisory Committee (MPAC), the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council will make recommendations at key decision points based on input from the Metro Technical Advisory Committee (MTAC) and the Transportation Policy Alternatives Committee (TPAC) and the public engagement process.

The following chart shows how the technical advisory committees make recommendations to the policy advisory committees, and the policy advisory committees make recommendations directly to the Metro Council. The two-way arrow between JPACT and the Metro Council indicates that final adoption of the RTP is a shared responsibility between JPACT and the Metro Council that requires joint action. This means the Metro Council must approve the plan as recommended by JPACT or return to JPACT for revisions and a new recommendation.



QUESTIONS for CORE

- What are the outcomes that you would like to see for the regional transportation system in the next 25 years?
- Are any values or outcomes missing that are important to explicitly highlight?
- How are you interested in engaging in the 2023 RTP?

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

How is this related to Metro’s Strategic Plan?

The RTP update will be guided by the [Metro Council’s Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#) and supporting Metro Racial Equity Framework and the [Planning and Development Department Strategy for Achieving Racial Equity](#) using a targeted universalism¹ approach. This will ensure that people situated in different positions in society because of institutionalized racism can access the same opportunities.

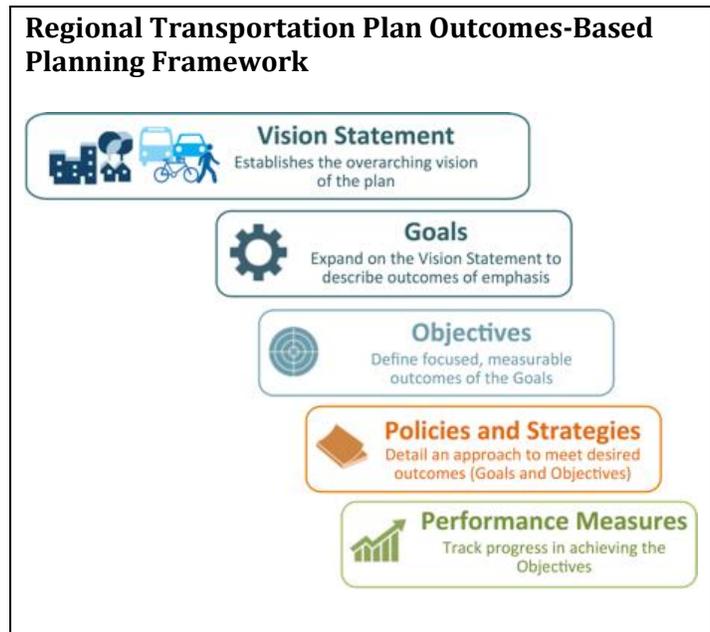
¹ Targeted universalism means addressing the disparities that affect the most disadvantaged will generate solutions to address most of the needs of other vulnerable groups.

How does this advance Metro's racial equity goals?

The RTP advances equitable outcomes by setting goals, policies and evaluation targets that guide transportation decisions that will move the greater Portland region toward eliminating transportation-related disparities faced by and improve equitable outcomes for communities of color, people with low English proficiency, people with low income, youth, older adults and people living with disabilities.

The project team has been partnering with Metro's DEI team to apply Metro's Racial Equity Framework to the design of the planning, data collection and analysis and engagement process being developed for JPACT and Council consideration. The following goals in

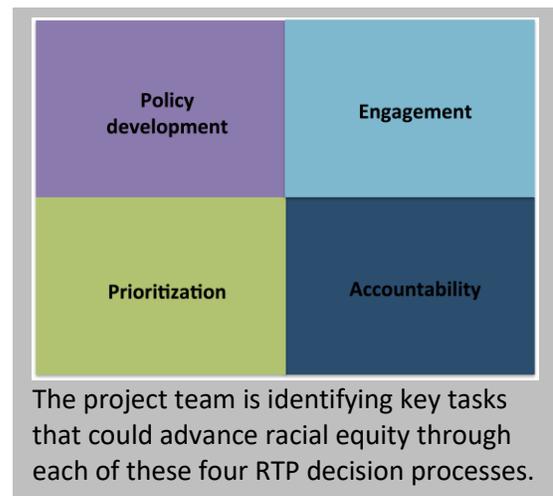
Metro's Racial Equity, Diversity and Inclusion Strategy will help guide Metro's approach to the 2023 RTP: Goals A: Metro convenes and supports regional partners to advance racial equity; Goal B: Metro meaningfully engages communities of color and Goal; and E: Metro's resource allocation advances racial equity.



Racial Equity Framework – The project team has been working with Metro's Diversity, Equity and Inclusion (DEI) staff liaison to identify opportunities for further advancing racial equity and [Metro's Strategic Plan for Advancing Racial Equity, Diversity and Inclusion \(SPAREDI\)](#) through the 2023 RTP. As a first step in the work, the project team participated in a two-day training led by Metro DEI staff and Scott Winn, a consultant, in June 2021.

The team is working to develop the work plan and engagement plan considering these questions:

- How will the goal and outcome for each RTP process area advance Metro's overall racial equity goals?
- What are the specific long-term racial equity outcomes that will be impacted by the RTP decision?
- What have we learned from past partnerships with communities of color (either in previous updates of the RTP or other projects) that could inform these racial equity outcomes and goals?



To consider these questions, team reviewed how Metro approached equity in the 2018 RTP update and other recent regional transportation processes and discussed successes and opportunities for further improvement to identify potential changes to the RTP process. Staff also reviewed the [Federal Executive Order on Advancing Racial Equity](#), new [Federal Planning Emphasis Areas](#), the [Oregon American Planning Association \(APA\) Racial Equity Glossary](#) and the Climate-Friendly Equitable Communities (CFEC) draft [Equitable Outcomes Statement](#) and [draft rules on equity analysis and engagement](#) being developed through the statewide [CFEC rulemaking](#) process.

The team has identified the need to: update terms and equity-related definitions throughout the RTP to be consistent with Metro’s equity strategy and inclusive style guide, update designated RTP Equity Focus Areas (EFAs) using 2020 census data, define what constitutes an equity project in the 2023 RTP and refine equity evaluation methods. Additional actions may be identified as the work plan and engagement plan is finalized and during the process.

BACKGROUND

In 2022 and 2023, Metro will work with the community, business groups and community-based organizations across greater Portland and local, regional, state and federal partners to update the RTP as shown in Figure 1.

The scoping process began in October 2021. At that time the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Policy Advisory Committee (MPAC) provided feedback on the planning process and priorities to be addressed through the update. Since October, the project team conducted research and engaged stakeholders to identify transportation trends and challenges affecting how people travel in the region, priorities for the update to address and ideas for engaging people in shaping the updated plan.

RTP planning and engagement activities to date

Engagement Activities – The project team continued to seek input from local, regional, state and federal partners, community-based organizations, business groups and members of the community. Activities included:

- **Briefings and presentations to technical and policy regional advisory committees and county-level coordinating committees** on the 2023 RTP process.
- **Four language-specific focus groups** conducted as part of updating Metro’s Limited English Proficiency Plan. Participants included historically underrepresented community members (people of color, people with low-income and people with limited English proficiency). A summary report will be provided when available.
- **One community leaders forum.** Metro invited more the 60 community representatives from culturally-specific, environmental justice and transportation-focused community-based organizations from across the region. Thirteen community leaders participated. The [final forum report](#) is provided in the meeting materials.
- **Participation in a Tribal Summit on Climate Leadership.** The summit provided an opportunity for the Metro Council and senior staff to learn about the challenges Tribes are facing regarding climate change and the Tribes’ respective priorities for addressing

these challenges. The summit also aimed to explore opportunities for partnership and collaboration with the Tribes in support of Metro's efforts to advance the region's six desired outcomes and other goals and priorities of the agency, including implementation of the [2040 Growth Plan](#), [Metro's Strategic Plan for Advancing Racial Equity, Diversity and Inclusion](#) and [Climate Smart Strategy](#).

- **Interviews** of more than 40 local, regional and state public officials and staff, and Portland-area business groups and community-based organizations. The interviews identified issues and ideas that Metro should consider for the 2023 RTP. A [summary of the stakeholder interviews](#) is provided in the meeting materials. The final report will be available soon and provided separately.

Remaining scoping phase engagement activities

Scoping engagement activities will continue through early March. The project team will continue to seek feedback on the vision and priorities for the future transportation system, topics to be the focus of the technical work and policy discussions and the values and outcomes to guide the process. Remaining activities include:

- **On-line survey** to learn about the transportation trends and challenges affecting how people travel in the region and their vision and goals for the future transportation system. The survey is anticipated to launch during the week of February 7 and run for about three weeks.
- **Briefings and presentations to regional advisory committees**, including Metro's Committee on Racial Equity (CORE), TPAC, MTAC, JPACT, MPAC and county-level coordinating committees (policy and staff).
- **Consultation meetings** with resource agencies and Federal and State agencies on February 23 and March 1, respectively. The project team is working with Metro's Tribal liaison to identify opportunities for consultation with Tribes as part of ongoing meetings.

Next steps for shaping the 2023 RTP Work Plan and Engagement Plan

A schedule of the scoping engagement activities and Metro Council and regional advisory committee discussions is provided in the meeting materials. Upcoming discussions and activities include:

- **February to March 2022** Metro Council and regional advisory committees discuss values and priority outcomes and draft work plan and engagement plan; engage the public in an online survey and consultation with resource agencies and federal and state agencies.
- **March 2022** JPACT and Metro Council consider approval of work plan and engagement strategy (by Resolution)

ATTACHMENTS

1. Draft Values and Outcomes for the 2023 RTP
2. Community Leaders Forum Summary
3. Stakeholder Interviews Summary
4. 2023 RTP Update Factsheet
5. Scoping Timeline

DRAFT Values and Outcomes for the 2023 Regional Transportation Plan

The purpose of this document is to convey values and desired outcomes for the 2023 Regional Transportation Plan (RTP) update. The RTP defines the outcomes for regional transportation in the Portland metropolitan region for the next 25 years.

The RTP is a blueprint to guide investments for all forms of travel – motor vehicle, transit, bicycle and walking – and the movement of goods and freight. The plan identifies current and future transportation needs, investments to meet those needs and what funds the region expects to have available to over the plan period to build priority investments. The plan is updated every 5 years, and the next update is due in 2023.

Metro staff drafted the values and outcomes below based on input received during the 2023 RTP scoping phase. Since October 2021, Metro staff facilitated discussions of the Metro Council, regional advisory committees and county coordinating committees, conducted stakeholder interviews and held a community forum and focus groups to inform the draft values and outcomes below.

The values and outcomes will be reviewed and discussed by the Metro Council, Metro's Committee on Racial Equity (CORE), the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Policy Advisory Committee (MPAC). These committees will play an important role in the final adoption of the RTP in 2023.

VALUE: RACIAL EQUITY

OUTCOMES

- Recognize and reverse patterns of historic, systemic racism and inequities related to transportation in the region.
- Strive to eliminate transportation system inequities and advance equity rather than just mitigating or doing no harm.
- Prioritize and center the voices of people and organizations representing Black, Indigenous and people of color (BIPOC) communities and other marginalized and underserved communities to achieve equity for all.
- Build an equitable transportation system that connects all people to their destinations.

ACTIONS

- Center the needs and priorities of BIPOC and other marginalized and underserved communities throughout the planning and policymaking process – from setting goals and priorities to policy development to collecting and analyzing data to prioritizing projects to evaluating success.
- Work with decision-makers on a common definition of equity and clear understanding of what investments are needed and where to advance racial equity and implement the regional transportation equity policies.
- Update equity data and analysis methods using Equity Focus Areas (EFAs) to identify areas of concentration of BIPOC and other marginalized and underserved communities to be prioritized for investment.
- Ensure that community partners have input and influence both how equity data is presented in the RTP and how results are interpreted and communicated.
- Develop new policies and best practices for anti-displacement for integration into the plans and projects in the RTP.
- Develop strategies for community stability to address potential displacement of low-income and BIPOC communities.

DRAFT Values and Outcomes for the 2023 Regional Transportation Plan

VALUE: CLIMATE LEADERSHIP AND RESILIENCE

OUTCOMES

- Ensure continued reduction in greenhouse gases by meeting or exceeding the statewide targets for the region.
- Support future development and affordable housing in transit corridors and centers designated in the 2040 Growth Concept, where services are located and more travel options are available.
- Lead the transition to a low-carbon transportation system by planning for and invest in low-carbon travel options and supporting infrastructure and services.
- Use pricing tools as a means to reduce greenhouse gas emissions, including the tools identified in Metro's *Regional Congestion Pricing Study (RCPS)* Report.
- Incorporate low-carbon technology into policies, plans and projects, including electric vehicles, electric bikes, electric scooters and other emerging technology to help meet emission reduction targets.
- Increase resilience of the transportation system to the effects of climate disruption and other disasters.

ACTIONS

- Update the Climate Smart Strategy to incorporate the latest data, best practices and strategies for reducing greenhouse gas emissions in our region.
- Update vehicle miles traveled (VMT) reduction target to align with meeting state greenhouse gas reduction targets.
- Improve climate data, methods and analysis tools to advance the region's ability to evaluate progress in meeting state greenhouse gas reduction targets.
- Invest in multi-modal projects that reduce greenhouse gas emissions, including but not limited to transit, biking and walking, shared trips and other types of low-carbon mobility options.
- Update the Regional High Capacity Transit (HCT) Strategy and vision for Bus Rapid Transit (BRT) to provide equitable access to rapid transit across the region.
- Develop policies on congestion pricing to provide a framework in the RTP that informs individual projects and plans that include congestion pricing or tolling.
- Consider emerging trends in technology in updating the Climate Smart Strategy.
- Revisit and refine the Climate Smart Strategy policies and fully incorporate the updated policies in the RTP, including:
 - Implement adopted local and regional land use plans.
 - Make transit convenient, frequent, accessible and affordable.
 - Make biking and walking safe and convenient.
 - Make streets and highways safe, reliable and connected.
 - Use technology to actively manage the transportation system.
 - Provide information and incentives to expand the use of travel options.
 - Make efficient use of vehicle parking and reduce the amount of land dedicated to parking.
 - Support Oregon's transition to cleaner, low carbon fuels and more fuel-efficient vehicles.
 - Secure adequate funding for transportation investments the support the Climate Smart Strategy.
- Incorporate best practices to reduce greenhouse gas emissions and improve the safe and efficient movement of goods and people.

DRAFT Values and Outcomes for the 2023 Regional Transportation Plan

VALUE: SAFE AND HEALTHY STREETS

OUTCOMES

- Aim to eliminate fatal and serious injury crashes by 2035 by identifying priorities for improving safety and comfort for people traveling on the region's urban arterials.
- Prioritize investments in universal design and high-quality, connected, and safe pedestrian, bicycle, and transit networks, focusing on increasing safety in high-risk locations and on high injury corridors in Equity Focus Areas.
- Adopt policies and frameworks to allow for transfer of state-owned urban arterials to local jurisdictions, when and where appropriate, using the best practices and findings of Metro's Jurisdictional Transfer Assessment (JTA) Study.

ACTIONS

- Update High Injury Corridors to identify corridors to be prioritized for investment to complete all gaps in regional bicycle and pedestrian networks and ensure safe and convenient access to transit stops and stations.
- Identify best practices and strategies for investing in the region's urban arterials, many of which are High Injury Corridors.
- Develop a strategy for urban arterials in the region that aims to address their complex needs, including the need for investment in safety and related bicycle, pedestrian and transit infrastructure using urban design best practices and standards.

VALUE: MOBILITY

OUTCOMES

- Maintain the transportation system that already exists in a state of good repair.
- BIPOC and other marginalized and underserved communities have equitable access to safe, reliable and affordable travel options, job opportunities, and key community places (such as medical, school, grocery, social and community services).
- Provide accessible, safe, affordable, and equitable transportation options to better connect people with opportunities and to the destinations they want to reach (e.g., education, jobs, services, shopping, places of worship, parks and open spaces, and community centers).
- Congestion is managed on the throughway system by implementing a comprehensive urban mobility strategy that includes congestion pricing and other demand management and system management tools and expanding safe, reliable and affordable travel options.
- Connect affordable transportation options to affordable housing to increase access to low-income persons.
- Identify opportunities to increase affordable transportation access to low-income and middle-income jobs, especially in the service industry.

ACTIONS

- Adopt a new multimodal mobility policy and standard, as developed in the Regional Mobility Policy Update, that provides a new approach to measuring the movement of people and goods and adequacy of the transportation system.
- Incorporate findings from the Regional Freight Delay Study, taking into account new trends and changes in urban freight, such as the increase of front-door delivery.
- Consider the growth in freight at ports and intermodal facilities, and the increasing number of distribution centers in our region in evaluating regional mobility.
- Examine how existing Transit Oriented Development programs can align with and support affordable housing programs.

DRAFT Values and Outcomes for the 2023 Regional Transportation Plan

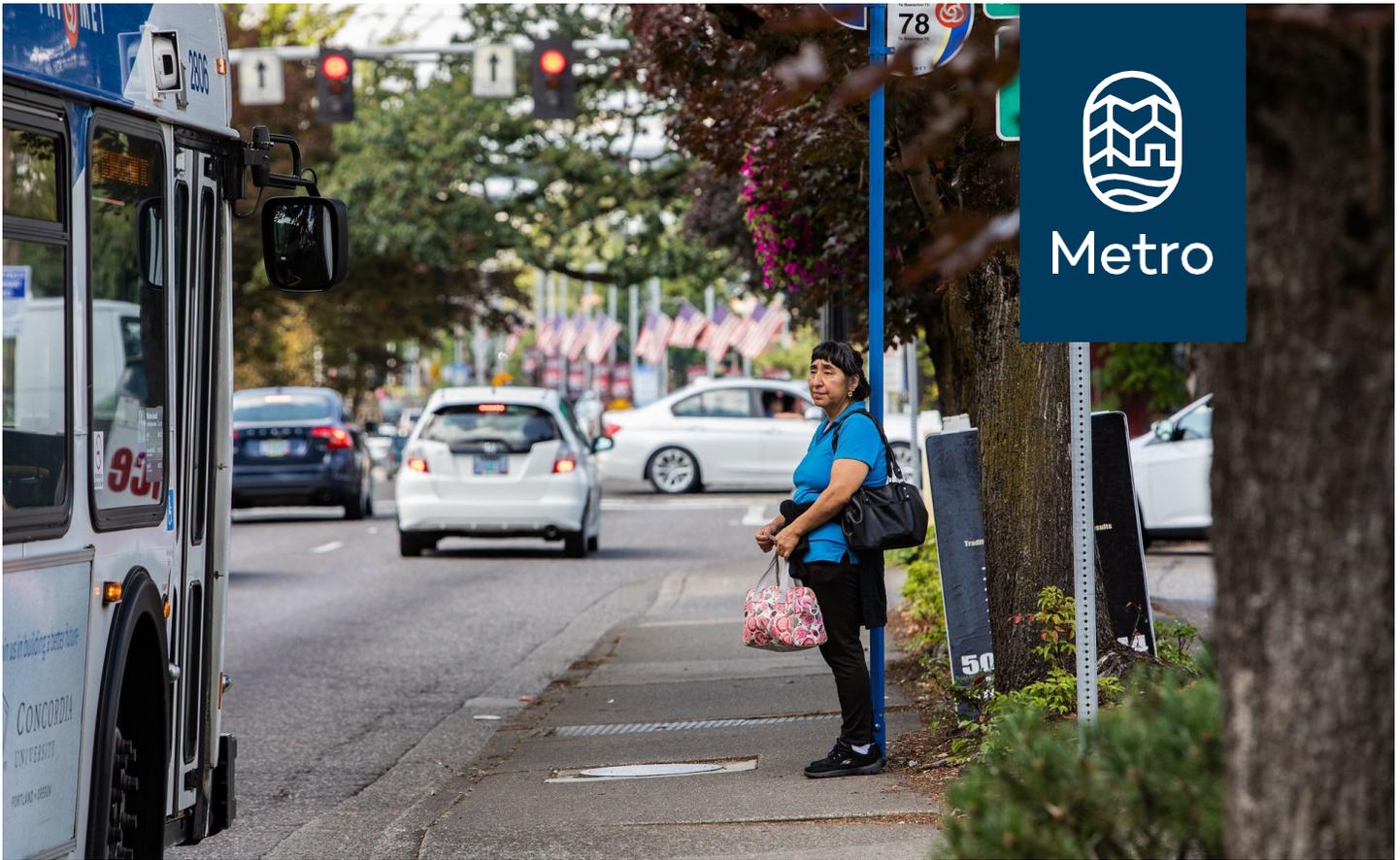
VALUE: ACCOUNTABILITY AND TRANSPARENCY

OUTCOMES

- Engage the community and a diverse range of stakeholders through a transparent and inclusive decision-making process within meaningful opportunities for input.
- Communicate the RTP's emphasis on equity, and particularly on the projects that can help eliminate transportation disparities, to partners early and throughout the process.
- Support community partners in shaping the 2023 RTP, including those elements that are led by partner agencies, and strengthen requirements for agency partners to collect and respond to community feedback when developing and prioritizing projects.
- Develop and use data, tools, and best practices that can support future local and regional planning and investment decisions.
- Communicate the interrelationships between the three priority outcomes of climate, safety and equity – marginalized communities have identified climate and safety as equity issues, because they disproportionately experience the impacts. Prioritize the many investments that address all of these priorities.
- Prioritize transformational change (decision-making processes throughout the RTP update) over merely relying on transactional change (the final decision).

ACTIONS

- Build on the extensive community input provided during 2018 RTP update, Get Moving 2020 process and the 2023 RTP scoping phase to shape the 2023 RTP policies, analysis, investment priorities, and public engagement.
- Report out progress on RTP at all stages of decision-making to allow for public participation and input.
- Monitor and report progress toward 2023 RTP values and outcomes at key project milestones.



2023 Regional Transportation Plan scoping

Community leaders' forum summary

November 17, 2021

Forum objectives:

- Raise awareness of the proposed 2023 Regional Transportation Plan (RTP) process with community leaders and receive feedback.
- Reflect community transportation priorities and values identified through Get Moving 2020, the 2018 RTP and other recent transportation planning efforts.
- Listen to community leaders to understand if the priorities remain relevant and if new priorities have recently emerged.
- Share the Metro Council and JPACT priorities for the 2023 RTP.
- Share the transportation trends study and receive input and insights on these trends.
- Understand how community-based organizations want to engage in the 2023 RTP process and ideas for engaging the communities they work with.



Introduction

Metro is updating the Regional Transportation Plan (RTP). The plan is a tool that guides investments in all forms of travel – motor vehicle, transit, bicycle and walking – and the movement of goods and freight throughout greater Portland. From September 2021 to early 2022 the RTP project team is developing the work plan and engagement plan that will guide the 2023 RTP. During the scoping phase, the work plan and engagement plan will be shaped by technical work and input from regional and local decision makers, community and business leaders, and members of the public.

On November 17, 2021, from 3 – 5 pm, Metro hosted a virtual community leaders' forum to discuss the 2023 RTP. Metro invited more than 60 representatives from culturally-specific, environmental-justice and transportation-focused community based organizations to participate in the forum. Thirteen community leaders participated in the forum, representing the following organizations:

- 1,000 Friends of Oregon
- AARP
- Asian Pacific American Network of Oregon (APANO)

- Getting There Together
- Next Up
- OPAL
- Oregon Walks (2)
- The Street Trust (2)
- TriMet Committee on Accessible Transportation
- Unite Oregon (2)

Urgent community transportation needs

- **Safety and accessibility:** People need to be able to get where they need to go in environments that are welcoming and safe.
- **Transit:** Transit riders, and especially transit dependent community members, face access, affordability and equity barriers.
- **Displacement:** Investments in residential and commercial stabilization must precede investments in transportation infrastructure.

This document summarizes the forum and the discussion themes. Participants in the community leaders forum were invited to review this summary and provide feedback. Feedback from Next Up staff who were not able to attend the full forum are included as Attachment A. The RTP project team will consider this input in the development of the 2023 work plan and engagement plan.

The forum included opening remarks from Metro Councilor Craddick, presentations from the RTP project team, small group discussions in Zoom breakout rooms and a large group discussion, (See Attachment A for the agenda and attachment B for the presentations.)

The forum was focused on two, related topics: the 2023 RTP and emerging transportation trends. The project team provided a brief presentation about the RTP process, regional priorities in the 2018 RTP and the input received to-date from decision makers on the 2023 RTP. Following the presentation participants provided their input on community priorities and urgent needs related to for transportation. They also discussed their ideas for ongoing involvement of their organizations and communities they work with in the 2023 RTP.

Following the small group RTP discussions, participants reconvened and reported highlights from their conversations. The project team then gave a brief presentation about the emerging transportation trends study that will inform the 2023 RTP. Following the presentation, forum participants were asked, with a Zoom poll and follow up discussion, which trends are most impactful to communities and if anything was missing from the trends presented.

The discussions are distilled and organized in this summary by the discussion questions. Discussion questions included:

- What are community transportation needs and priorities?
- How does your organization want to be involved in the 2023 RTP process?
- Which of these trends most impact the communities that you work with? Is there anything missing?

Discussion summary

What are community transportation needs and priorities?

Forum participants agreed that the 2018 RTP priorities of equity, safety, climate and congestion management remain important priorities for the 2023 RTP. Generally, the discussions focused on issues related to and strategies that support multiple priorities. As an example, a participant commented that congestion relief needs to support other RTP goals. Expanding freeways works against the other goals.

The discussions about priorities helped clarify specific issues that should be emphasized within these priorities. A few themes emerged including: safety and accessibility, transit, displacement, and overarching comments about how community values should be integrated into the RTP.

Safety and accessibility: people need to be able to get where they need to go in environments that are welcoming and safe.

Safety and accessibility were the most frequently discussed community concerns. Safety concerns impact community members' ability to get where they need to go.

- Transit dependent people often experience insufficient and/or non-existent crosswalks and street lighting in their neighborhoods.
- Gaps in sidewalks and narrow sidewalks do not accommodate people with walkers, wheelchairs and strollers.
- Transit doesn't feel like a welcome and safe space for people, especially: people with hidden disabilities and people of color.
- There's a growing concern about personal safety. People feel vulnerable, especially older adults when they are by themselves.
- Approaches to improving safety include

safety by design and prioritizing projects that benefit multiple underserved or vulnerable community groups.

Transit: there is a need for increased transit access, connections and affordability.

Transit was a prominent focus in the forum discussions.

- Paratransit, which is required under Americans with Disabilities (ADA) regulations, does not provide equitable access for people who cannot use fixed route transit. People who use paratransit must schedule their trip by 5 PM the day before.
- More transit frequency, routes and connections are needed.
- A fareless transit system would support equity goals in many ways. An increase in ridership supports environmental justice goals more broadly.
- What does a solution like bus rapid transit look like on Tualatin Valley Highway in 10 or 20 years?

Displacement: Investments in residential and commercial stabilization must precede investments in transportation infrastructure.

Conversations about displacement emphasized the need for resources to fund community anti-displacement strategies *before* investments in transportation infrastructure are made.

- Investments in community stability are needed before new infrastructure; this includes residential and business stability.
- There have been good plans but without funding we can't keep people from being displaced. Make sure that commercial and housing affordability is guaranteed.
- Leverage housing bond money with transportation investments.

Community values

Some of the discussion was focused ideas and questions about the values that drive policies and investment decisions.

- We need to change status quo of auto dependency and strong leadership is needed to change the status quo.
- This RTP needs to lock in long-term changes that address climate change.
- With the Infrastructure Investment and Jobs Act in Oregon there is a lot of Federal funding available for megaprojects. The RTP needs to be specific about priorities and include accountability for that funding.
- There are projects in the region, like Tualatin Valley Highway with costs around \$100 million, and other projects that are priced at \$1 Billion. How are those decisions being made? What are the opportunity costs involved in those decisions?

How does your organization want to be involved in the 2023 RTP process?

Metro staff asked community leaders to share how their organizations might want to be involved in the development of the 2023 RTP over the next two years and their ideas for engaging community members in the process. Forum participants provided input specific to their organization and ideas for effectively engaging community members.

Organization-specific recommendations on engagement

- TriMet Committee on Accessible Transportation: the RTP team should come to CAT and share the RTP process and provide materials.
- Metro could support activating community events planned by community organizations. The Street Trust will have

some events in spring 2022.

- Unite Oregon/ SW Corridor Equity Coalition: The Southwest Corridor Leadership Cohort has trainings. Metro could provide an overview of the RTP and how to be involved and engaged throughout the process.
- Oregon Walks has a Plans and Projects Advisory Committee that could be engaged in the RTP.
- OPAL, Bus Riders Unite (BRU), and Youth Environmental Justice Alliance (YEJA) members will likely want to be involved in the RTP process.
- The Our Streets campaign will be an important partner for community involvement in the RTP.

Overarching recommendations on engagement

- Metro needs to make the RTP more approachable for community members to engage. Unpack the jargon. Community groups do not have the bandwidth to translate wonky technical and policy language; Metro needs to provide that. More approachable language also may need to be translated into languages other than English for Limited English Proficiency community members.
- Communicate what has been accomplished since the last RTP. What progress has been made on the goals set out by the 2018 RTP?
- Make data available to community organizations would be helpful, along with translation.
- It will be important for Metro to work with community partners on storytelling.
- Support participants' transportation and childcare (if in person), provide adequate time and notices, address technology access issues, and provide stipends for

participation.

- Support community groups to participate in the RTP process by helping expand capacity in community groups.
- There are less well known community groups who need to be reached- including culturally-specific and youth organizations such as NAYA and Beyond Black.
- Get in touch with organizations who are really serving the community where they are.

Which of these trends most impact the communities that you work with?

The project team presented on the Emerging transportation trends study Metro is working on with a consultant, Fehr & Peers. The goals of the study are to develop a common understanding of trends that we've all been experiencing individually and identify potential changes to RTP policies, projects, and assumptions. The project team is considering a number trends for further study, including the following. (Description of the trends are included in Attachment B.)

- transit ridership.
- increased concerns about racist policing and pandemic-era anti-Asian racism.
- teleworking
- electric vehicles and e-bikes
- shopping online.
- boom in recreational bicycling
- limited resources and outdated processes.
- increase in traffic deaths

Participants used a Zoom poll to indicate which of the trends being considered for the study most impacts the communities they work with. More than half of the ten participants responding to the poll selected: transit ridership, concerns about

racist policies and pandemic-era anti-Asian racism and limited resources at public agencies. Participant input on the trends of most concern is summarized below.

1. Transit ridership (8/10)

- Transit ridership/communities – has the pandemic impacted access to transit or ridership.
- How would it be different to support transit riders; where the transit board is reflective of the people actually using transit in the region?
- Transit is viewed as a consumer good instead of a public good.

2. Concerns about racist policing and pandemic-era anti-Asian racism (7/10)

- Racist policing is a top community concern.

3. Limited resources at public agencies (6/10)

- Transit dependent folks and frontline workers have been using transit during the entire pandemic. Rather than framing the discussion as how do we get ridership back, frame the discussion as how do we supporting current riders.
- Community relies on public agencies to help with bus fares. Houseless people are greatly affected because agencies don't have funds/resources to provide assistance/passes to ride transit.

Participants were also asked if there were trends **missing from the list**. Six of the ten participants answered yes, two responded maybe, and two responded no. Participants suggested considering the following trends:

- Disasters associated with the climate crisis.
- Addressing changes in how people's personal and physical vulnerability and/or exposure to acts of violence or physical injury is changing, walking or in a car, or otherwise.

Additional comments on trends for further study:

- Consider teleworking from an equity perspective; recognize that we are creating a class divide. Now, those who need to travel get paid less money. Whose transportation needs are we serving as a region?
- Users of the system are exhibiting different/dangerous behaviors (driving faster/recklessly).
- Traffic enforcement is a complicated discussion but speaking anecdotally it feels like there is not enforcement happening for road safety.

Other feedback related to the trends study included:

- Use BIPOC rather than "people of color"

Next steps for the 2023 Regional Transportation Plan

October 2021 to January 2022 Metro Council, regional advisory committees and stakeholders discuss values, priorities and desired outcomes; engage stakeholders through community leaders forum, interviews, online survey, consultation with Tribes and federal and state agencies to inform work plan and engagement strategy

February to March 2022 Metro Council and regional advisory committees discuss draft work plan and engagement strategy

March 2022 JPACT and Metro Council consider approval of work plan and engagement strategy (by Resolution)

Community Leaders Forum Summary

Attachment A

Reflections on Community Leaders' Summary

- The word “climate” is thrown in only 3 times in a really broad way, doesn’t address how this plan would actually address the impacts of climate change
- When talking about things like the implementation of street lights, which was a 2019 top concern of residents living in East Portland, it should be addressed as a climate justice issue → as weather becomes more dramatic and unpredictable, infrastructure to keep people safe is critical and it cannot wait to be funded
- Accountability!! how is feedback being used → the organizations listed have done incredible work but they are all pretty well-known, funded orgs so curious how Metro is reaching out to residents not associated with reputable organizations (specifically in areas like East Portland and Clackamas county) to get honest answers about what people are hoping to see
 - would love to see smaller organizations who have various groups of individuals be represented
 - There is a need to clearly define accountability - in terms of “Federal Funding for megaprojects” who is Metro being accountable to and in what ways - Who is being considered? Who is benefiting? and Who has the potential to be harmed?
- Climate issues not included in trend poll
- Accessibility beyond ADA should be addressed, so having people that are disabled be a part of the research into what “accessible” transit is
 - Making the process easier for disabled people to get the accommodations they deserve when riding public transit
 - Analyzing the steps it takes to be verified as disabled
- Curious about the language in terms of fareless ridership → is this a possibility to be addressed further in a plan like this? Not sure where we are at with Youth Pass beyond PPS right now?
- “BIPOC” do not all have the same transit/traffic experiences, this language should be more direct and specific groups should be supported in specific ways that meet asks from communities
 - Instead of relying on an acronym, name the communities you’re directly talking about. Would this impact Black communities or Latine communities specifically? If it impacts all communities of color, name them, Black, Indigenous, Latine, Asian, Pacific Islander, South Asian, and North African communities.
 - Mentioning specific ways climate change affects communities and the safety plans/infrastructure that needs to be put in place to support those communities
- Including more wording on how climate change is an equity issue

- Include language about steps metro must be taking to cut carbon emissions like reducing VMT and investing in broader reaching public transit and not increased fossil fuel infrastructure
- Partnering with other communities/local governments to increase intercity transit and collaborate on other region's transportation plans
- Include wording that holds the region accountable to studying other solutions to congestion issues- ie immediately consider adding light rail not an extra lane for cars
- Not just adding infrastructure but maintaining it (ie bike lanes during weather events worsened by climate change)



2023 Regional Transportation Plan scoping

Summary of stakeholder interviews

In December 2021 Metro contracted with JLA Public Involvement to conduct 40 interviews with local, regional, and state public officials and staff, business groups and community-based organizations. The interviews identified issues and ideas that Metro should consider for the 2023 Regional Transportation Plan (RTP).



Future Trends

Stakeholders weighed in on changes they have observed and long-term trends to consider during the RTP process.

Uncertainty. Everything we think we know about transportation is shifting radically and the future is unclear.

New travel patterns. Work-from-home has changed the nature of the daily commute. Many people are now traveling at different times of the day and week and are increasingly dependent on freight and home delivery services. Meanwhile, other types of jobs do not offer work-from-home options.

More driving, more congestion. More people are buying cars than ever. There is a sense that (given the choice) people will continue to drive because it is the easy choice.

More danger. Vehicle and pedestrian fatalities are up. Fear of COVID and violence is affecting how people travel and use public spaces.

Shifting costs. Transportation funding is poorly understood and unsustainable. Funding mechanisms will need to evolve and impacts on low-income people will need to be considered.

Transit. Transit is seen as essential for reducing congestion, improving transportation equity, and reducing greenhouse gas emissions. Investments and strategies that rebuild ridership will be an important near-term goal.

Climate. It will be critical to figure out how to accelerate the transition to electric vehicles and pay for related infrastructure.

New priorities. COVID and telework has prompted the “Great Resignation” and people are reevaluating infrastructure priorities. Many have discovered the importance of safe, walkable neighborhoods.

New technologies. Considerations should include hybrid work infrastructure, electric and autonomous vehicles, e-bikes and scooters, travel data/information technology, ride-share, and alternative fuels.

Vision

Stakeholders provided their feedback on the existing Regional Transportation Plan vision.

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

An ambitious and solid foundation. The vision Statement still makes sense as an aspirational and ambitious goal for the region’s future. The vision was praised as clearly stated, comprehensive, positive, and consistent with the vision statements of other groups.

Some described the vision as “idealistic” and “utopian” but felt that it was appropriate for a vision to be broad and to aspire to lofty goals. Others felt that the vision may be trying to achieve too much and realizing the vision will depend on factors outside of the transportation system.

Stakeholder suggested changes to the Vision: consider more emphasis on...

Accessibility. Improved access and affordability should be a primary goal. Transportation access is closely related to concerns about having an equitable system.

Equity. The Vision should speak more directly to equity and include specific language that addresses historically marginalized and oppressed communities.

Climate. The Vision needs to include more explicit focus on climate and resilience.

Economic prosperity. The Vision should reflect how transportation drives the regional economy and supports manufacturing and freight.

Travel options. The Vision should be inclusive of all modes of transportation and recognize that different regions have different needs.

Transit. Transit is critical to achieving the Vision and will require greater focus to become a safer and more reliable transportation option.

Priority Areas

The 2018 RTP prioritized equity, safety, climate, and congestion. Stakeholders discussed whether these priority areas still make sense?

While all the priorities were seen as important and interrelated, **safety** and **equity** were most consistently rated as higher priorities relative to climate and congestion:

“The system should be safe, or it is not a good system.”

“It is important to address disparities with people of color, urban, and rural communities to ensure they are not overlooked.”

Equity

Stakeholders provided their thoughts on what makes an equitable process for selecting projects and what an equitable transportation system looks like.

An equitable system. While there was no universal definition, most offered a variation of the following:

“Equity means that we have a transportation system that serves everyone, regardless of income and geography.”

Most agreed that such a system should be affordable, safe, accessible, convenient, and provide equal opportunity for users. However, the perceptions of who should be the primary beneficiaries of an equitable system varied. Suggested focus included “everyone”, “people of color”, “underserved areas”, and “the most vulnerable users.”

Equitable projects should focus on improving safety, particularly with regard to last-mile connectivity, improving transit accessibility, and multimodal travel options. Projects should yield objectively beneficial outcomes for specific areas ... not just vague regional benefits.

Equitable process should not presuppose outcomes in advance. A truly equitable process should center diverse voices who are closest to the problems and empower them to make their own decisions. Such a process could involve using data to identify underserved areas, going to those places and nurturing relationships with individuals and organizations who are trusted community ambassadors, agreeing on how Metro can support the process, providing information, education, and compensation for time as required, and then standing back to let the people lead.

Throughout, Metro must be a good listener and foster an open, collaborative process that develops a thorough understanding of local needs. At the end, Metro should circle back to let people know they were heard, to build trust and maintain ongoing relationships with the community.

Critical Partnerships. Metro has a solid reputation for engaging with community-based organizations (CBOs) and Black, Indigenous and People of Color communities, but some regional cities and business groups have felt left out of recent transportation conversations. Existing relationships with CBOs should not be taken for granted or overused. Partnerships should not be infrequent, only when Metro wants something. Commitment to partnership means being transparent about the role and decision-making power of participants, and not asking for time if it will not make a difference. It also means honoring prior input.

Hopes

Stakeholders described what they hope will be different in two years because of the 2023 RTP process?

Improved reputation for Metro.

Partnerships. More coordination and better relationships between agencies and communities.

A better RTP. The RTP should be an exciting, useful tool that honors diverse voices and lays out a clear plan with metrics for success.

Visible change. Demonstrate tangible accomplishments and successes.

A picture of what’s coming. We must understand the new normal.

Renewed optimism. People should feel listened to and are hopeful that solutions are coming.



2023 REGIONAL TRANSPORTATION PLAN UPDATE

Transportation shapes our communities and our everyday lives. Access to transit, biking and walking connections, and streets and highways where traffic flows allows us to reach our jobs, schools and families. It connects us to the goods and services we depend on and helps keep nature and recreation opportunities within reach. Investment in the transportation system to provide safe, healthy, accessible and reliable options for getting around is important for the region’s long-term prosperity and our quality of life.

As the federally-designated Metropolitan Planning Organization (MPO), Metro is responsible for leading and coordinating updates to the [Regional Transportation Plan](#) every five years to address the needs of our growing and changing region. The RTP uses an outcomes-based planning framework that is used to guide planning and investment in the region’s transportation system. The plan was last updated in 2018. The next update is due by Dec. 6, 2023, when the current plan expires.

During 2022 and 2023, Metro will work closely with local jurisdictions, port districts, transit providers and federal and state agencies to update the RTP through the year 2045. This document provides background about the RTP and timeline for the update.

WHAT IS THE REGIONAL TRANSPORTATION PLAN?

The RTP is the greater Portland area’s long-range blueprint for guiding planning and investments in the region’s transportation system for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. The 2018 RTP established four overarching priorities – equity, safety, climate and congestion – eleven goals and supporting objectives, performance targets and policies. Together these elements guide planning and investment decisions to meet the transportation needs of the people who live and work in greater Portland.

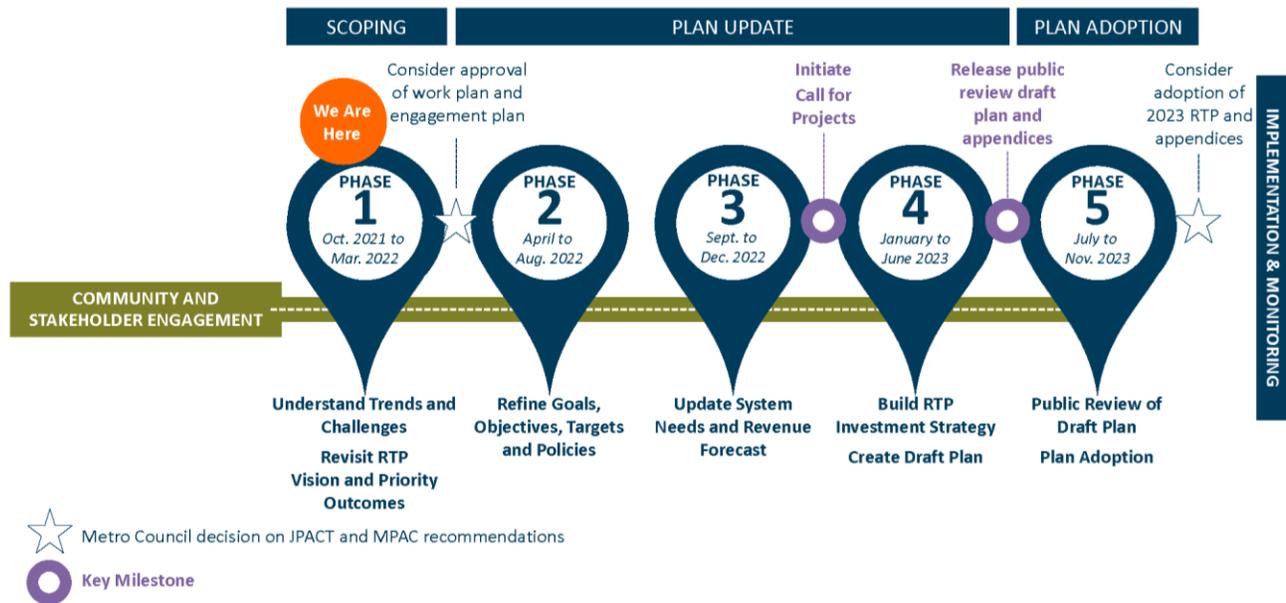
The plan identifies current and future regional transportation needs, investment priorities to meet those needs, and local, regional, state and federal transportation funds the region expects to have available to make those investments. The plan contains:

- **a long-term vision** for the region’s transportation system and **four overarching priorities**;
- **eleven goals and supporting objectives and performance targets** that identify what outcomes the region wants to achieve and indicators to measure progress;
- **policies** that guide decisions and actions in pursuit of our desired outcomes;
- **a financial plan** that identifies how the region will pay for investments; and
- **an investment strategy** that includes major local, regional and state transportation investment priorities that meet transportation needs and help accomplish the vision and desired outcomes identified in the plan.

Figure 1. Elements of the Regional Transportation Plan



WHAT IS THE ANTICIPATED TIMELINE FOR THE UPDATE?



Scoping

Oct. 2021 to March 2022

- Seek Council, JPACT and MPAC feedback on values, desired outcomes and policy topics to address.
- Engage local, regional, state and community partners and the public to inform the overall scope of the update and values that will guide the development of the updated plan.

Decision: JPACT and the Metro Council consider approval of work plan and public engagement plan (by Resolution). *(anticipated in March 2022)*

Plan Update¹

April 2022 to June 2023

- **Data and Policy Analysis:** Update vision, goals and policies by August 2022 to inform/guide regional needs and disparities analysis and project list updates.
- **Revenue and Needs Analysis:** Update revenue forecast and complete needs analysis by December 2022 to support updating investment priorities.

Milestone: Call For Projects released. *(anticipated in January 2023)*

- **Investment Priorities:** Update project list priorities, evaluate performance and seek community feedback on updated priorities from Jan. to June 2023.

- **Draft Plan and Investment Strategy:** Prepare public review draft plan and investment strategy.

Milestone: Public review draft 2023 RTP and appendices released for 45-day public comment period. *(anticipated in July 2023)*

Plan Adoption

July to November 2023

- **~July 1 to Aug. 14, 2023:** 45-day public comment period with hearings, briefings to regional policy and technical advisory committees and county coordinating committees and other stakeholders, and Consultation activities with tribes and state, federal and resource agencies.
- **Sept. and Oct.:** MTAC and TPAC consider public comment and recommendations to MPAC and JPACT.
- **Oct. and Nov.:** MPAC and JPACT consider public comment and recommendations to the Metro Council.
- **Nov. 30:** Metro Council considers final action.

Decision: JPACT and the Metro Council consider adoption of the plan (by Ordinance). *(anticipated in November 2023)*

¹ Engagement activities for this phase will be identified during the scoping phase.



2023 REGIONAL TRANSPORTATION PLAN

Key Dates for Developing Work Plan and Engagement Strategy to Guide Update

October 2021 to February 2022

Outcome: Seek feedback on values, priority policy outcomes and engagement to guide update.

Date	Who
October 12	Metro Council (work session)
October 21	Joint Policy Advisory Committee on Transportation (JPACT)
November 3	East Multnomah County Transportation Committee TAC
November 4	Washington County Coordinating Committee TAC
November 10	Transportation Policy Alternatives Committee (TPAC)
November 10	Metro Policy Advisory Committee (MPAC)
November 17	Metro Technical Advisory Committee (MTAC)
November 17	Community Leaders Forum
November	Four language-specific focus groups for community members in coordination with update to Metro's Limited English Proficiency Plan
November 15	East Multnomah County Transportation Committee (policy)
November 15	Washington County Coordinating Committee (policy)
November 16	Clackamas County TAC
November 17	Clackamas County C-4 subcommittee (policy)
November 19	Tribal Summit on Climate Leadership and Urban Planning
Nov. 2021 to Feb. 2022	Stakeholder interviews with greater Portland area business groups and community-based organizations and local, regional and state public officials
January to February 2022	<ul style="list-style-type: none"> • TPAC and MTAC discussions on values, vision and priorities (Jan. 6 and Jan. 19) • Public online survey on priorities (~3 weeks in February) • Committee on Racial Equity (CORE) discussion on values, vision and priorities (Feb. 17) • Consultation meetings with Resource Agencies and Federal & State Agencies (Feb. 23 and March 1)

February to March 2022

Outcome: Seek JPACT and Metro Council approval of the work plan and engagement plan.

Date	Who
February 15	Metro Council feedback on values and outcomes for RTP
February 16	TPAC/MTAC workshop introduce values and outcomes for RTP and key tasks/areas of focus
February 17	JPACT feedback on values and outcomes for RTP
February 23	MPAC feedback on values and outcomes for RTP
March 4	TPAC recommendation to JPACT
March 16	MTAC recommendation to MPAC
March 17	JPACT recommendation to Metro Council
March 23	MPAC recommendation to Metro Council
March 31	Metro Council considers action on MPAC and JPACT recommendations