

STAFF REPORT

2023 REGIONAL TRANSPORTATION PLAN UPDATE

Date: December 6, 2022
Department: Planning, Development & Research
Meeting Date: December 15, 2022

Presenter(s) (if applicable): Molly Cooney-Mesker, Community Engagement Specialist
Length: 15 mins (presentation)

ISSUE STATEMENT

A major update to the [Regional Transportation Plan](#) (RTP) is underway and must be completed by Dec. 6, 2023 when the current plan expires.

The RTP is the state- and federally-required long-range transportation plan for the Portland metropolitan area. The RTP is the blueprint for transportation in our region and a key tool for implementing the region's [2040 Growth Concept](#) and [Climate Smart Strategy](#). Together, these plans will help ensure that greater Portland thrives by connecting people to their jobs, families, schools and other important destinations and by allowing business and industry to create jobs and move goods to market.

Dramatic changes have unfolded since the RTP was last updated five years ago, many documented in the 2018 RTP [Emerging Transportation Trends Study](#). As greater Portland continues to emerge from the disruptions of the pandemic and respond to other urgent trends and challenges, the 2023 RTP update provides an opportunity for all levels of government to work together to deliver a better transportation future.



Draft 2023 RTP Goals developed by JPACT and Metro Council

Updating the vision and goals

During the past year, the RTP project team has worked with stakeholders and decision makers to update the region's vision and goals for the transportation system (**see Attachment 1**). The revised vision and goals serve as the foundation for the policy framework for the development of the 2023 RTP investment priorities.

Applying the vision and goals

A key next step in the 2023 RTP is updating the near-term and long-term transportation investment priorities for greater Portland. These investment priorities will include two lists of transportation projects that have been prioritized for funding in the near-term (next

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seven years) and long-term (next 22 years). A third list will include additional priorities that advance RTP policy priorities or need further study but that do not fit within the financial budget of the plan. The policy framework in **Attachment 2** will guide the development of the investment priority lists.

The policy framework is guided by the RTP vision and goals. The framework reflects the culmination of significant research, engagement¹, and policy discussions by the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC) and Metro Council, public agencies, Tribal governments, community-based organizations, business representatives and the community at large.

COUNCIL ENGAGEMENT

JPACT and Metro Council provided direction on the values and outcomes for the 2023 RTP to refine the updated vision and goals.

- JPACT and Metro Council will be asked to accept the RTP Call for Projects Policy Framework (December 15, 2022)
- JPACT and Metro Council will be asked to consider public input and technical analysis and provide direction on release of the draft RTP and list of project and program priorities for public review (June 2023)
- JPACT and Metro Council will next consider action on the adoption of the 2023 RTP (by Ordinance) (November 2023)

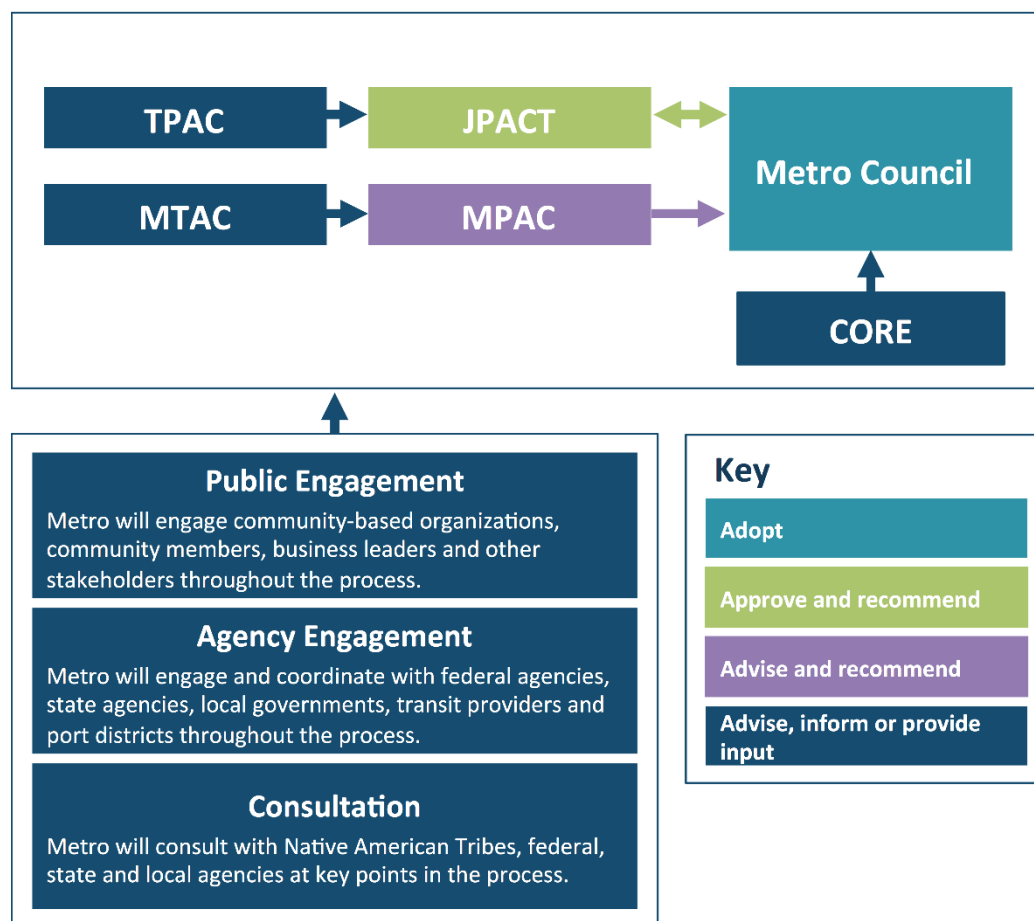
The RTP update relies on Metro's role as the designated Metropolitan Planning Organization (MPO) for the Portland metropolitan region and its existing decision-making structure. The decision-making framework includes the Metro Council and four advisory committees that have varying levels of responsibility 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 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.

¹ Summaries of engagement on the vision and goals, needs and priorities for investment are available at: <https://www.oregonmetro.gov/public-projects/2023-regional-transportation-plan/engagement>

Figure 2. Regional transportation decision-making framework



QUESTIONS for CORE

- Do you have questions and/or input on the updated 2023 RTP vision and goals?
- Do you have questions and/or input on the recent or upcoming engagement?
- Do you have questions and/or input on the process to develop the investment priorities?

STRATEGIC CONTEXT & FRAMING CORE DISCUSSION

The policy framework that will guide the development of the investment priority lists reflects extensive engagement with a variety of stakeholders. Engagement for the 2023 Regional RTP is guided by the [public engagement plan](#) approved by the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council in May 2022. The 2023 RTP engagement seeks to advance Goal B of Metro’s Strategic Plan to Advance Racial Equity, Diversity and Inclusion—to meaningfully engage communities of color. Community engagement activities completed in phases two and three are summarized below as well as key planned engagement activities in phase 4.

- **Online public survey #2** (September 7 to October 17, 2022)
The online interactive survey asked for input on transportation needs and priority investments. It was available in English, Spanish, Vietnamese, Simplified Chinese, and

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Russian and collected responses from 1,191 participants. Metro partnered with Community Engagement Liaisons to increase survey participation among underserved and underrepresented communities. Liaisons organized survey engagement activities for community members in Multnomah, Clackamas and Washington Counties. [A summary report is available here.](#)

- **Community leaders' forum #2** (October 13, 2022)
The second community leaders' forum for the 2023 RTP shared how community input has helped to shape the updated RTP vision and goals and provided participants with information to support community organizations in engaging in the 2023 RTP project list development and refinement. [A summary report is available here.](#)
- **Community events and advisory committees** (September – November 2023)
Community members have been engaged in the High Capacity Transit (HCT) Strategy policy framework and draft vision at events across the region. The in-person events were hosted in partnership with TriMet and community organizations including Portland Community College Cascade, Rosewood Initiative, Centro Cultural and Slavic Family. The TriMet Transit Equity Advisory Committee and TriMet Committee on Accessible Transportation have also been engaged in the HCT Strategy policy framework and vision. [More information about the HCT Strategy is available here.](#) A summary of engagement on the HCT policy framework and vision is forthcoming.
- **Black Indigenous and People of Color business forum** (August 10, 2022)
The listening session asked business owners/leaders of color throughout the region to share their transportation-related needs and experiences. [A summary report is available here.](#)
- **Joint Policy Advisory Committee on Transportation and Metro Council Workshops Series** (5 workshops in 2022)
Metro Council and JPACT members discussed key policy topics in support of the RTP update at a series of five workshops. Community members presented at the workshops focused on regional pricing, safe and healthy urban arterials and high capacity transit, to introduce each topic from community perspectives. [Recordings of the of workshops are available here.](#)
- **Tribal engagement** (ongoing)
The project team has been working closely with Metro's Tribal Policy Advisor to understand the Tribes interests in regional transportation planning and build relationships between the Tribes and Metro planning staff. Meetings to-date have focused on receiving input on the RTP vision and goals, potential environmental mitigation strategies identified in the RTP, and data and resources for the environmental analysis on RTP project and program priorities in 2023.

Upcoming engagement

Engagement in spring 2023 will seek feedback on the draft investment priorities and ask community members and other stakeholders if the draft lists reflect projects that will

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advance the region's desired outcomes. Engagement will include continued conversations with public agencies, Tribal governments, community-based organizations, business representatives and the community at large. Key engagement activities will include:

- **Community Based Organization-led engagement** (Dec 2022 - June 2023)
Engagement led by community-based organizations is an important strategy for Metro meaningfully engaging Black, Indigenous and people of color (BIPOC) community members. Metro is partnering with seven community based organizations: Centro Cultural, Community Cycling Center, Next Up, OPAL, The Street Trust, Unite Oregon and Verde. These community partners will engage and elevate the voices of communities of color in Clackamas, Multnomah and Washington Counties, with a focus on engaging people at the intersection of multiple communities who have been historically underrepresented in decision-making processes. Community partners will engage throughout the winter and spring of 2023 and input will be shared the agency staff and decisions makers. This engagement is also intended to continue growing the capacity of communities of color to engage in regional and local transportation decisions, including future decisions beyond the 2023 RTP.
- **Online public survey** (April 2022)
A third interactive public survey will invite broad engagement in the draft investment strategy. The survey will again be promoted in collaboration with Community Engagement Liaisons to increase survey participation among communities who are typically underrepresented in online survey feedback.

Engagement of businesses, public agencies and other stakeholders has occurred through other activities. **Summaries of all engagement conducted to date can be found at:** <https://www.oregonmetro.gov/public-projects/2023-regional-transportation-plan/engagement>.

BACKGROUND

A number of activities to support the 2023 RTP have been completed and work in several areas will continue into 2023. This work will inform the RTP Call For Projects. Following is a summary of this work with links to more information.

2023 RTP draft vision and goals - An updated vision and five goals are guiding the 2023 RTP. Work will continue in 2023 to review and refine the plan's objectives and performance targets to align with the revised vision and goals.

Research - Research is foundational to the 2023 RTP and for Metro's ongoing transportation planning. In the first three phases of the RTP update, Metro worked with regional partners and industry experts to build from recent stakeholder input and develop the following:

- [Emerging transportation trends technical memo](#) and [summary](#)
- Safe and Healthy Urban Arterials [policy brief](#) and [fact sheet](#)
- [Equitable transportation funding research report](#)

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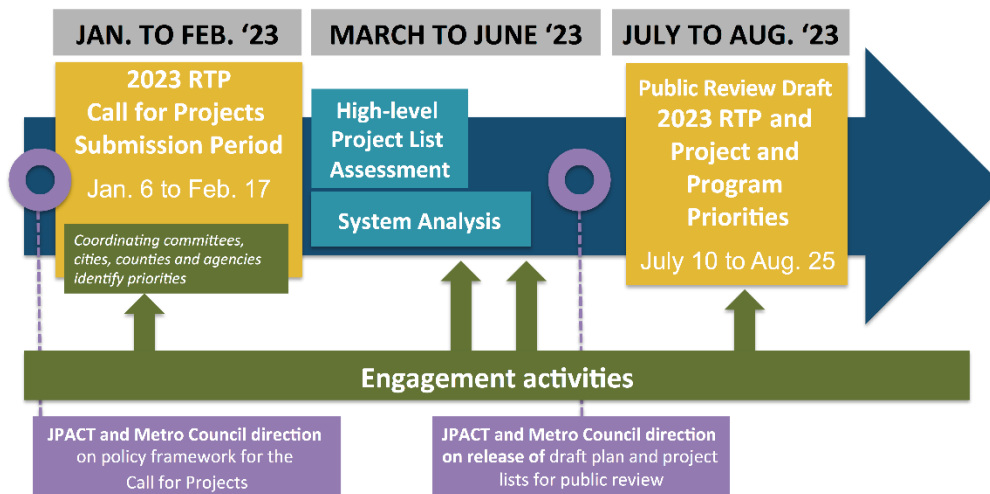
- [Expert review panel on the climate and transportation](#)
- [Regional Freight Delay and Commodities Movement Study](#)

Needs Assessment – Presented to Council in November, the draft needs assessment uses the latest available data organized around the updated RTP goals of safety, equity, climate, mobility and a thriving economy. The region's transportation needs are conveyed using maps, data and input from stakeholders. A [set of fact sheets](#) provides an overview of the assessment work done to-date. The needs assessment provides information for use by local, regional and state partners as they work together to update the RTP investment priorities. The needs assessment will continue to be developed into 2023.

Policy updates - The 2023 Regional Transportation Plan will continue to build on the [2018 RTP](#) to develop policies and strategies that address transportation needs and priorities in the region. Some of the new and updated policies in the 2023 RTP include the following: an updated [Regional mobility policy](#), update to the [Climate Smart Strategy](#) and the [High Capacity Transit Strategy](#) and Regional Pricing Policies, building from the [Regional Congestion Pricing Study](#). Work on each of these policy areas will continue into 2023.

Updating the RTP Project List: A key next step in the process of developing the 2023 RTP is updating the near-term and long-term investment priorities through the Call for Projects. The timeline for this work is shown in **Figure 2**.

Figure 2. Overview of the call for projects timeline



Each city, county, coordinating committee and transportation agency (ODOT, TriMet, SMART and Port of Portland) will have the opportunity to provide recommendations to JPACT and Metro Council on which projects reflect their priorities and advance achievement of the RTP vision, goals and policies of the RTP.

Staff from each coordinating committee, the city of Portland and transportation agencies (ODOT, TriMet, SMART and Port of Portland) have been asked to work together and with their policymakers and county-coordinating committees to develop a coordinated, draft

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project list to advance local, regional and state priorities for the regional transportation system on behalf of their jurisdiction or agency.

Projects primarily come from local transportation system plans, but also from transit service and master plans, park and trail plans, corridor plans, and other transportation studies that were developed and adopted through a public process with opportunities for public comment.

Initial draft lists must be submitted by ODOT, TriMet, SMART, the City of Portland and county coordinating committees **by Feb. 17**. Staff from each jurisdiction must also submit updated or new details about the project and documentation of public engagement **by Feb. 17** through an on-line project hub to support the evaluation and public review process that will follow.

ATTACHMENTS

1. Draft updated RTP 2023 vision and goals
2. 2023 Regional Transportation Plan Draft Policy Framework