
Wednesday, October 18, 2023
7:30 AM – 9:00 AM

Virtual Meeting:

<https://clackamascounty.zoom.us/j/86444202500?pwd=anJ4MHZ1cklvTkZoQUFFaUcyZkp6Zz09>

Telephone option: 1 (346) 248-7799

Agenda

7:30 a.m. Welcome & Introductions

7:35 a.m. JPACT ([JPACT Materials](#))

- **Regional Transportation Plan (RTP) Process and Updates**
Presenting: Kim Ellis, Principle Transportation Planner – Metro
- **High Capacity Transit (HCT) Recommendations**
Presenting: Ally Holmqvist, Sr. Transportation Planner – Metro
- **TPAC Update**

8:20 a.m. MPAC ([MPAC Materials](#))

- **MPAC Debrief and Updates**
Reporting: MPAC Members

Attachments:	JPACT and MPAC Work Programs	Page 02
	RTP Worksheet and Presentation Materials	Page 05
	HCT JPACT Recommendations	Page 24
	HCT MPAC Adoption	Page 38

2023 JPACT Work Program

As of 9/12/2023

Items in italics are tentative

<p>September 21, 2023</p> <ul style="list-style-type: none">• Better Bus update (Kelly Betteridge, 10 min)• 2023 Regional Transportation Plan: Overview of Public Comment, Key Topics to Address and Next Steps for Finalizing the 2023 RTP and High Capacity Transit Strategy for Adoption (Kim Ellis (she/her), Metro)	<p>October 19, 2023</p> <ul style="list-style-type: none">• <i>OTC Letter (action) (Ted Leybold, 10 min)</i>• <i>2023 RTP ordinance introduction (Kim Ellis)</i>• <i>HCT Plan resolution introduction (Ally Holmqvist)</i>• 82nd avenue transit plan (Elizabeth M'ros-Ohara)
<p>November 16, 2023 - Hybrid</p> <ul style="list-style-type: none">• 2023 RTP (action)• High-Capacity Transit Plan (action)	<p>December 14, 2023</p> <ul style="list-style-type: none">• <i>Safety Update (Lake McTighe (she/they), Metro)</i>• WMIS Update• Sunrise corridor visioning project update• I-5 Interstate Bridge Replacement Program Update (IBR): SDEIS

2023 MPAC Work Program

As of 6/15/2023

Items in italics are tentative

<p><u>May 24, 2023</u></p> <ul style="list-style-type: none"> • MPAC Consideration of MTAC Nominees (consent) • <i>Update on Oregon Housing Needs Analysis (Ted Reid, Metro, DLCD staff; 40 min)</i> • High Capacity Transit: Draft Strategy Report (Ally Holmqvist (she/her), Metro; 45 min) • 2023 RTP: Project List Input and Draft System Analysis (Kim Ellis (she/her), Metro; 40 min) 	<p><u>June 28, 2023</u></p> <ul style="list-style-type: none"> • MPAC Consideration of MTAC Nominees (consent) • Community place making Grants (Dana Lucero, Metro; 30 min) • Transit Oriented Development (TOD) Program Strategic and Work Plan Update (Andrea Pastor, Metro; 30 min) • Urban Growth Management discussion: Middle Housing Potential (Ted Reid (he/him), Metro and ECONorthwest Staff; 60 min)
<p><u>July 26, 2023</u></p> <ul style="list-style-type: none"> • Legislative Update • Urban Growth Management discussion: Long-term Role of Housing Production in Housing Affordability (filtering); Gentrification and Displacement Trends (Ted Reid (he/him), Metro and ECONorthwest staff; 60 min) • 2023 RTP Discussion (Kim Ellis (she/her), Metro) 	<p><u>August 23, 2023</u></p>
<p><u>September 27, 2023</u></p> <ul style="list-style-type: none"> • <i>Urban Growth Management discussion: Office to Residential Conversion Potential (Ted Reid (he/him), Metro and ECONorthwest staff; 60 min)</i> • C2P2 Update (Sebrina Owen-Wilson, she/her) 	<p><u>October 25, 2023</u></p> <ul style="list-style-type: none"> • <i>Urban Growth Management discussion: Update on Draft Buildable Land Inventory (Ted Reid (he/him), Metro and ECONorthwest staff; 60 min)</i> • <i>MPAC Recommendation on Regional Transportation Plan (RTP) (Kim Ellis</i>

<ul style="list-style-type: none"> • Freight Commodity Study (Tim Collins, Metro) • 	<p><i>(she/her), Metro, Eliot Rose (he/him), Metro; 30 min)</i></p>
<p><u>November 08, 2022</u></p> <ul style="list-style-type: none"> • <i>Urban Growth Management discussion: Economic and Demographic Outlook (Ted Reid (he/him), Metro and ECONorthwest staff; 60 min)</i> 	<p><u>December 13, 2022</u></p>

JPACT Worksheet

Agenda Item Title: 2023 Regional Transportation Plan (RTP): Continue discussion of Metro staff recommendations on key policy topics

Presenters: Kim Ellis, AICP, RTP Project Manager (she/her)

Contact for this worksheet/presentation: Kim Ellis, kim.ellis@oregonmetro.gov

Purpose/Objective

The Joint Policy Advisory Committee on Transportation (JPACT) continues discussion of Metro staff recommendations (contained in Part 1 to Exhibit C: Key Policy Topics) in preparation for making a final recommendation on adoption of the 2023 RTP in November.

Outcome

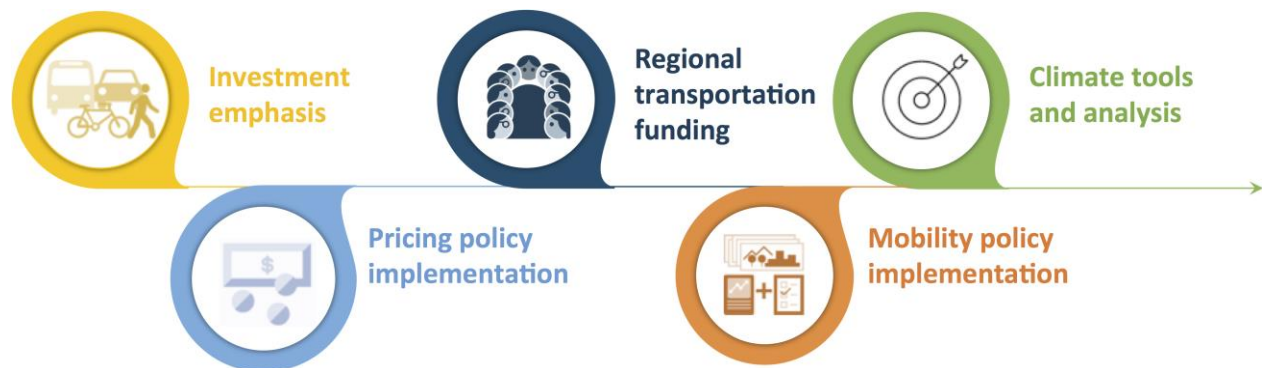
JPACT members discuss and provide feedback on these questions:

- Do you have questions or feedback on the Metro staff recommendations on the identified key policy topics (see Part 1 to Exhibit C: Discussion Items)?
- Do you have questions about the next steps for finalizing the 2023 RTP for adoption?

Introduction

A major update to the [Regional Transportation Plan](#) (RTP) is in its final phase. On September 21, staff invited JPACT input on draft staff recommendations on five key policy topics identified for further discussion by the Metro Policy Advisory Committee (MPAC), JPACT and the Metro Council as the RTP is finalized for adoption. The policy topics are shown in **Figure 1**.

Figure 1. Key Policy Topics to Discuss and Address in the 2023 RTP and Beyond



At their respective meetings **on September 21 and September 27**, JPACT and MPAC began discussion of the five key policy topics. JPACT and MPAC members expressed support for advancing regional discussions to secure funding for the priorities in the RTP, particularly transit service. MPAC members expressed the importance of adequate funding to address local transportation needs, particularly growing maintenance needs in each community, and the importance of the region speaking as one voice in future legislative sessions.

MPAC members stated support for the important role that freeways serve in meeting local travel needs in different parts of the region due to a lack of multimodal connectivity. MPAC also urged the next RTP project selection process be more closely linked to development needs and priorities. Another expressed JPACT priority was ensuring project partners on major freeway projects (including the Interstate Bridge Replacement Program, I-5 Rose Quarter Project and the I-205 Toll Project) continue to be accountable to adopted commitments. JPACT also directed staff to work with the Oregon Department of Transportation (ODOT) on unbundling ODOT project #12095 to provide more specificity about the location and project details to increase transparency and enable the projects to be included in the final RTP system analysis.

For the October 19 meeting, staff will present recommendations for discussion and input. Staff is working with the Transportation Policy Alternatives Committee (TPAC) to finalize TPAC's recommendation to JPACT. JPACT will be asked to make a recommendation to the Metro Council on adoption of the 2023 RTP at the November 16 meeting.

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

At the September 28 Metro Council meeting, Council conducted the first read of Ordinance No. 23-1496 and held the first of two legislative hearings for adoption of the 2023 RTP, as required by state law. A second hearing and final Council legislative action are scheduled for November 30, 2023. At that time, Council will consider recommendations from the MPAC and JPACT.

On September 29, Metro staff recommendations were transmitted to Metro's technical advisory committees – the Transportation Policy Alternatives Committee (TPAC) and MTAC – for discussion and recommendation to their respective policy advisory committees – JPACT and MPAC. The recommendations address JPACT direction on unbundling ODOT safety projects.

On October 6, TPAC began discussion of the recommendations. Members raised the importance of having adequate time to discuss the Metro staff recommendations prior to making a final recommendation to JPACT. Members also highlighted the importance of prioritizing future Metro staff work identified in Chapter 8 of the RTP, recognizing the recommendations contain additional post-RTP adoption work for Metro staff beyond what was identified in the public review draft 2023 RTP. Top priorities identified by TPAC members included completion of the mobility policy work as part of the update to the Regional Transportation Functional Plan, regional transportation funding discussions, and work to continue advancing the region's climate tools and analysis and improving the project list development and evaluation process in advance of the next RTP update (due in 2028).

On October 10, the Metro Council discussed the 9/29/23 Metro staff recommendations in Part 1 to Exhibit C and expressed support for the overall set of recommendations as proposed. At a joint workshop on October 11, MTAC and TPAC members discussed each of the discussion topics in Part 1 to Exhibit C. As part of the discussion, TPAC and MTAC members introduced potential changes to the Metro staff recommendations that are anticipated to be raised and acted on at the upcoming MTAC and TPAC meetings.

Background

Since Fall 2021, Metro Council and staff have engaged extensively with policymakers, jurisdictional staff, interested Tribes, transportation agencies, community-based organizations, business groups, businesses, and members of the public to update the region's vision, goals and policies for the transportation system and understand the region's transportation trends, needs and priorities for investment.

As directed by Resolution No. 23-5343, a final 45-day public comment period was held from Monday, July 10 to Friday, August 25, 2023. The comment period built on the significant engagement and feedback received throughout the update to the RTP.¹

As presented in September, many community members, tribes, organizations and jurisdictions have provided input throughout the two-year process of developing the draft RTP. The comments received during the final public comment period represent a variety of perspectives and interests. Some focus on specific communities or neighborhoods and others focus on serving specific populations or interests across the region. Comments from these organizations and members of the public were considered by Metro staff alongside comments received from jurisdictional partners as part of developing the recommendations contained in Exhibit C to Ordinance No. 23-1496.

The ordinance and Exhibits A, B, and C are provided for reference.

- **Ordinance No. 23-1496** For the Purpose of Amending the 2018 Regional Transportation Plan to Comply with Federal and State Law
- **Exhibit A – Public Review Draft 2023 Regional Transportation Plan and Appendices.** This exhibit includes the public review draft 2023 Regional Transportation Plan and appendices, including the financially constrained project list. *Note: amendments to this exhibit will be documented in Exhibit C but those amendments will not be incorporated in Exhibit A until after adoption by JPACT and the Metro Council.*
- **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 Metro staff recommended actions, including proposed amendments to Exhibit A. The comments and recommended actions in Exhibit C are organized in two parts:
 - **Part 1 to Exhibit C: Metro Staff Recommendations on Key Policy Topics to Discuss** (“*Discussion items*”) – These Metro staff recommendations, and the public comments they respond to, raise important policy considerations that warrant further policy discussion by MPAC, JPACT and the Metro Council.

JPACT will be asked to make consider TPAC's recommendation and make a recommendation to the Metro Council for each of these topics individually.

¹ The final public comment report and summary reports of engagement activities conducted throughout the process can be found on the project website at: <https://www.oregonmetro.gov/public-projects/2023-regional-transportation-plan/engagement>

- **Part 2 to Exhibit C: Metro Staff Recommendations for Consideration on a “consent basis”** (“*Consent Items for Consideration As a Bundle Without Discussion*”) These Metro staff recommendations address technical edits, fine-tuning, clarifications and substantive comments identified through the public review process for consideration on a “consent basis” without further discussion.

These are Comments #1 through #620, and are indicated by the letter “C” in the right hand column. New wording is shown in underline; deleted words are crossed out in ~~strikeout~~.

JPACT members may request discussion of any of these consent items before making a recommendation to Metro Council on approval of these recommendations as a “consent items” bundle without further discussion.

STRATEGIC CONTEXT & FRAMING DISCUSSION

The [Regional Transportation Plan](#) (RTP) is the state- and federally-required long-range transportation plan for the greater Portland region. 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, climate-friendly and affordable travel options. 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.

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area. Metro is the only regional government agency in the U.S. whose governing body is directly elected by voters. Metro is governed by a council president elected region-wide and six councilors elected by district. The Metro Council provides leadership from a regional perspective, focusing on issues that cross local boundaries and require collaborative solutions. As the federally designated MPO, Metro is responsible for leading and coordinating updates to the RTP every five years. Metro is also responsible for developing a regional transportation system plan (TSP), consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule (TPR), the Metropolitan Greenhouse Gas Reduction Targets Rule, the Oregon Transportation Plan (OTP), and by extension state modal plans. As a result, the RTP serves as both the Federal metropolitan transportation plan and the regional TSP for the region.

The greater Portland region is at pivotal moment. The greater Portland region is facing urgent global and regional challenges. The impacts of climate change, generations of systemic racism, economic inequities and the pandemic have made clear the need for action across jurisdictional boundaries. Systemic inequities mean that communities have not equally benefited from public policy and investments, and our changing climate and the COVID-19 pandemic have exacerbated many disparities that Black, Indigenous and people of color (BIPOC) communities, people with low income, women and other marginalized populations were already experiencing. Safety, housing affordability, homelessness, and public health and economic disparities have been intensified by the global pandemic; the effects of which the region continues to experience.

Under federal law, this plan update must be completed by Dec. 6, 2023, when the current plan expires. Continued compliance with federal planning regulations ensures ongoing federal transportation funding eligibility for projects and programs in the region. This includes funding from Federal grants and already-programmed funds that Metro distributes to partners through the Regional Flexible Funds Allocation (RFFA). A current RTP must also be in place for regional agencies to seek federal actions and approvals of projects undergoing environmental review under the National Environmental Policy Act (NEPA).

Approval of Ordinance No. 23-1496 by JPACT and Metro Council approves the 2023 RTP and appendices. The RTP will be effective immediately upon adoption by JPACT and Metro Council for federal purposes. The ordinance sets the foundation for:

- Completion of work needed to support future implementation of the updated RTP regional mobility policy in future local transportation system plan updates and when evaluating the transportation impacts of local comprehensive plan amendments;
- The next Regional Flexible Funds Allocation (RFFA) process, consideration of future amendments to the Metropolitan Transportation Improvement Program (MTIP), and development of the next MTIP;
- Updating the Regional Transportation Functional Plan, guidance and tools (2024-25) to support subsequent local transportation system plan updates (2025-2028);
- Future region-wide planning efforts and ongoing public engagement and consultation activities;
- Regional efforts to seek future funding; and
- The 2028 RTP update.

The ordinance also defines specific activities for Metro, the Oregon Department of Transportation (ODOT), TriMet and other regional partners to take over the next few years to support the policy outcomes identified through the RTP update. These activities will result in a more comprehensive approach for implementing the 2040 Growth Concept and meeting regional and state goals for safety, mobility, equity, climate, and economy.

FINAL STEPS

MPAC will be asked to make their respective recommendations to the Metro Council on October 25. MPAC's recommendation will be provided to TPAC as a starting point for consideration as part of TPAC's recommendation to JPACT. TPAC will be requested to make a recommendation to JPACT on Ordinance No. 23-1496 at the November 3 meeting; at that time, the Metro staff recommendation becomes a TPAC recommendation to JPACT. Any differences in recommendations will be communicated to JPACT and the Metro Council. JPACT will consider TPAC's recommendation on November 16. The Metro Council is scheduled to consider MPAC and JPACT's recommendations on November 30, before the current RTP expires on Dec. 6, 2023. A schedule of remaining discussions and actions is provided in the packet.

For more information about the update, visit oregonmetro.gov/rtp.

/Attachments

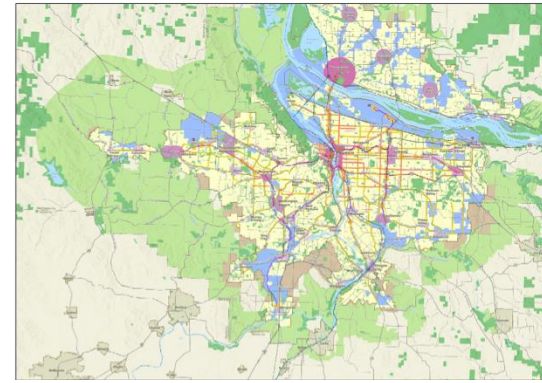
- RTP Schedule
- RTP Ordinance No. 23-1496
- Exhibit A
- Exhibit B
- Exhibit C (Part 1)
- Exhibit C (Part 2)



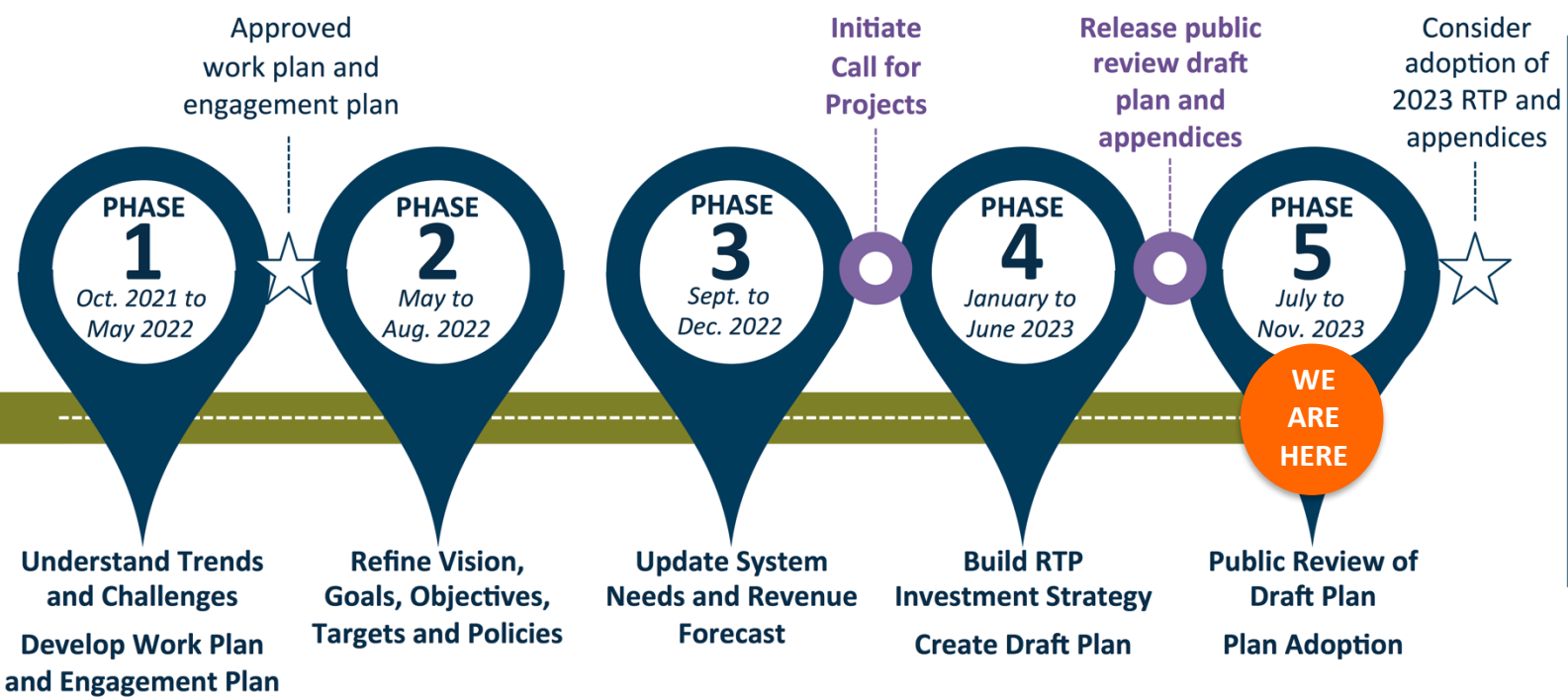
2023 Regional Transportation Plan Discussion

C-4 Metro Subcommittee
October 18, 2023

Kim Ellis, RTP Project Manager



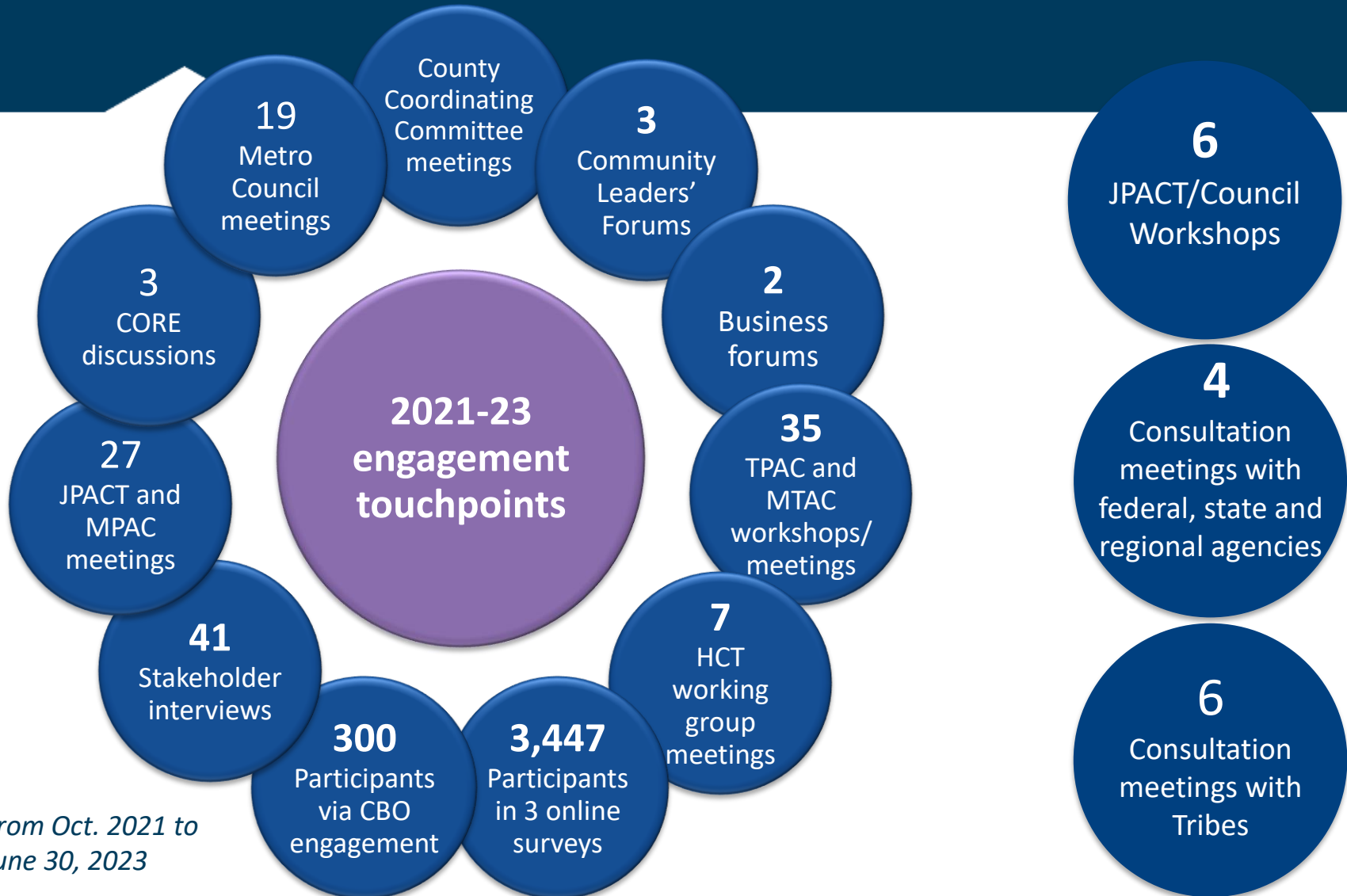
Timeline for the 2023 RTP update



Key Milestone

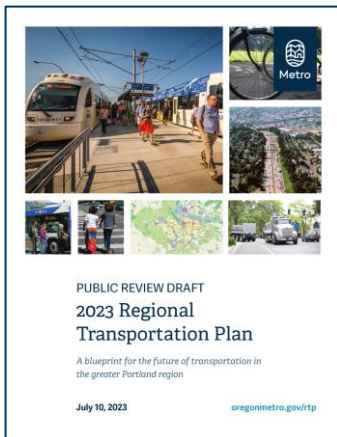
Metro Council decision on JPACT action and MPAC recommendation

The RTP decision is informed by two years of public and local jurisdiction engagement



From Oct. 2021 to June 30, 2023

Staff recommendations respond to previous engagement and public comment on the Draft RTP and HCT Strategy this summer/fall



Public Comment Report documents all comments received on RTP and HCT Strategy

Staff recommendations address public comments with specific changes to both the RTP and HCT Strategy

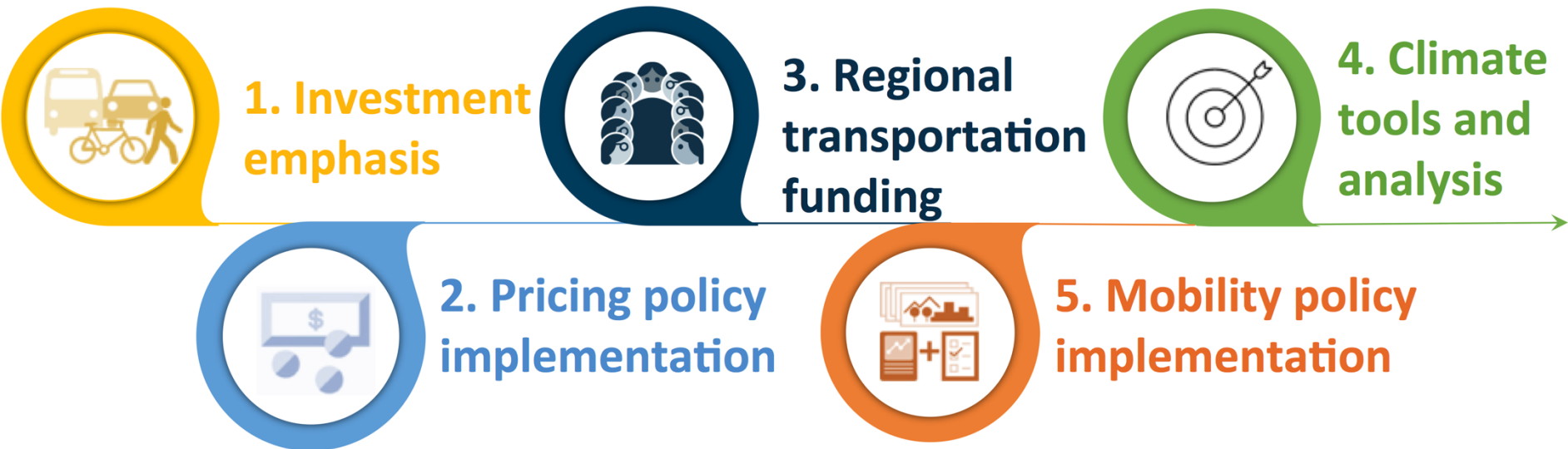
Staff recommendations: two parts

- **Part 1 - Key policy topics to consider individually** – focus of final discussions (*Exhibit C – Part 1*)
- **Part 2 - Consent items to consider in a bundle** – corrections and adjustments to be considered for approval by Consent, without discussion (*Exhibit C – Part 2*)



Overview of Metro staff recommendations on key policy topics

Exhibit C – Part 1



1. Investment emphasis recommendations:

Better align the project list with RTP goals and policies

- **Project list adjustments in the 2023 RTP**
- **Regular reports on safety investments**
- **Improve project list development and review process for 2028 RTP**
 - JPACT oversight with community and business leaders
 - Improve metrics and evaluation tools
 - Policy guidance for project sponsors
 - Longer review and refinement period



**Investment
emphasis**

2. Pricing policy implementation recommendations:

Ensure regional concerns are addressed in NEPA processes and in project implementation

- **Ensure NEPA processes address local and regional concerns related to tolling** and follow through on project partner commitments
- **Apply RTP pricing policy** in future JPACT and Metro Council decisions on toll projects



Pricing
policy
implementation

3. Regional transportation funding recommendations

Secure more funding for projects that advance regional goals

- Expand regional efforts to **bring more transportation funding to the region**
 - Develop annual JPACT work program for 2024
 - Participate in State level funding discussions
 - Prepare for 2025 Legislative session
 - Increase competitiveness for Federal funding opportunities
 - Research on potential new revenues
 - Secure long-term funding for transit

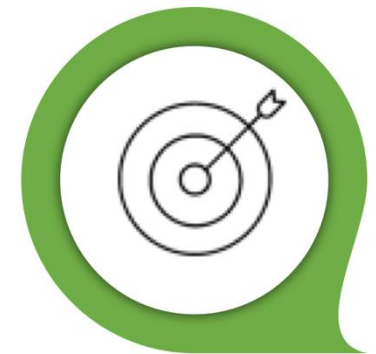


**Regional
transportation
funding**

4. Climate tools and analysis recommendations

Improve tools to better inform policy and investment decisions that impact climate

- **Update climate analysis** to reflect current fleet mix and age
- **Continue to improve evaluation and modeling tools** to assess the climate impacts of transportation investments
- **Request state review of key state assumptions** underlying region's climate strategy and targets
- **Take actions to support EV transition**



Climate tools and analysis

See also Part 2
Exhibit C comments
210, 255, 329, 336,
358, 372, 379, 612,
614, 615

5. Mobility policy implementation recommendations

Finalize the mobility policy to inform system planning needs and support local land use decisions

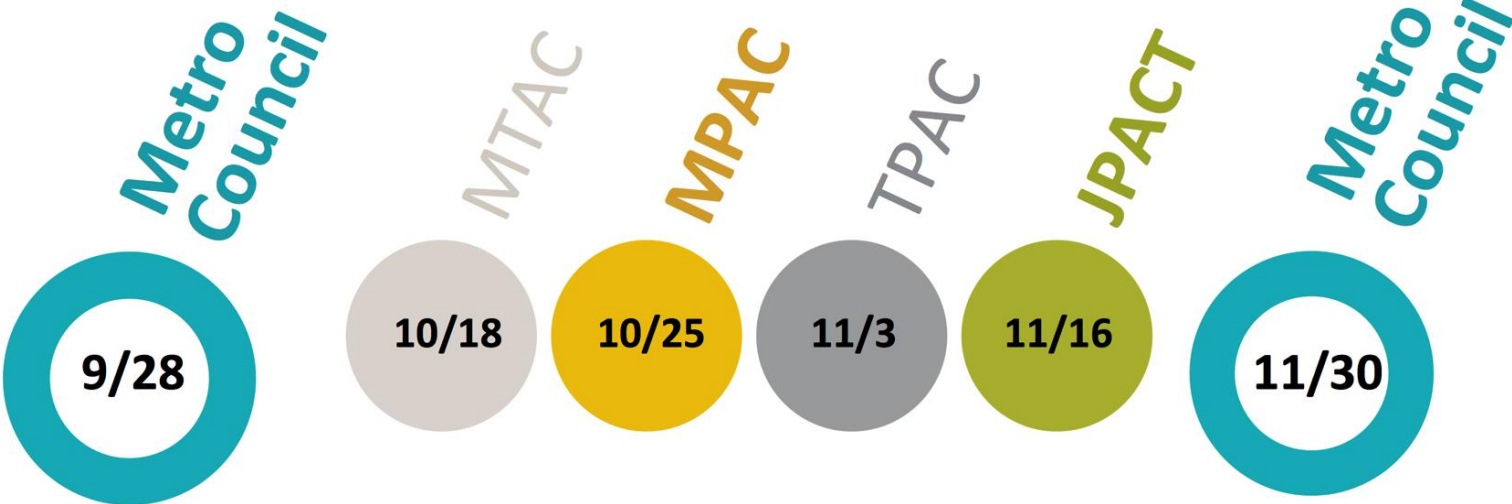
- **Continue shift from a sole focus on congestion to a broader multimodal approach** that prioritizes access, efficiency, equity, safety, reliability, and travel options
- **Complete work with local and state partners before implementation:**
 - Develop approach and guidance for use of Vehicle Miles Traveled (VMT) and multimodal system completeness measures to inform land use decisions
 - Review travel speed threshold for throughways with traffic signals and use of VMT per employee measure



Mobility policy implementation

See also Part 2
Exhibit C comments
115, 123, 124, 161,
165, 185, 629, 721

Final steps



Thank you!



Kim Ellis, AICP
RTP Project Manager
kim.ellis@oregonmetro.gov

oregonmetro.gov



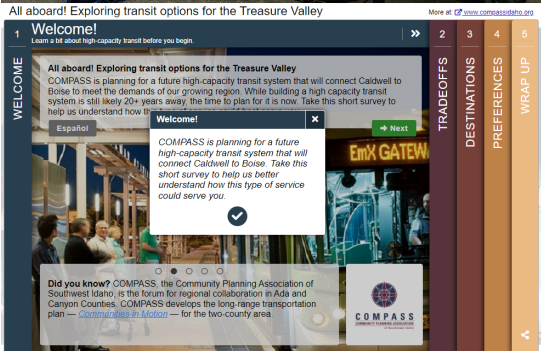
Metro

HCT Strategy Recommendations

JPACT: October 19, 2023



Initial Draft Report Milestone



Incorporating committee feedback

Changes to create Public Review Draft (1)

**Updates to
reflect
additional
engagement
events**



**Technical
edits to
standardize
format and
qualify data**



**Additional
detail in
project
process and
actions**



Changes to create Public Review Draft (2)

**Additional
language on
rapid bus &
community
stability**



**New call out
box on
business
case for HCT
investment**



**Corridor-
level
planning
context
Appendix**

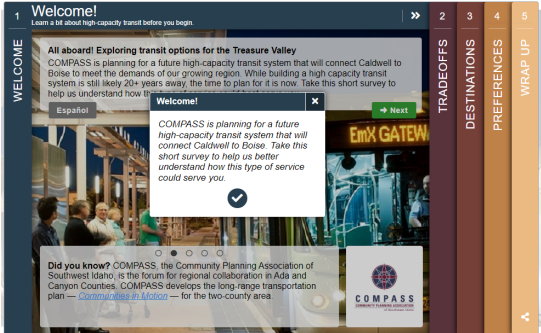




Public Review Draft Milestone



All aboard! Exploring transit options for the Treasure Valley



Responding to public feedback

Recommendations for final Strategy (1)

Technical edits for standard terms, clarity & consistency



#7,8,10,12-13,15-17,19, 26, 29-30

Added language about additional transit tools



#50, RTP #50

Added language about HCT accessibility strategies



RTP #553

Recommendations for final Strategy (2)

More detail and new sections on rapid bus implementation in Plan & Ch 8



#11, 18, 21-3, 25

New survey engagement summaries added to Appendix A



#53

Standardized titles and added detail on bus lanes & feedback



#54, RTP #547



Next steps: Considering adoption

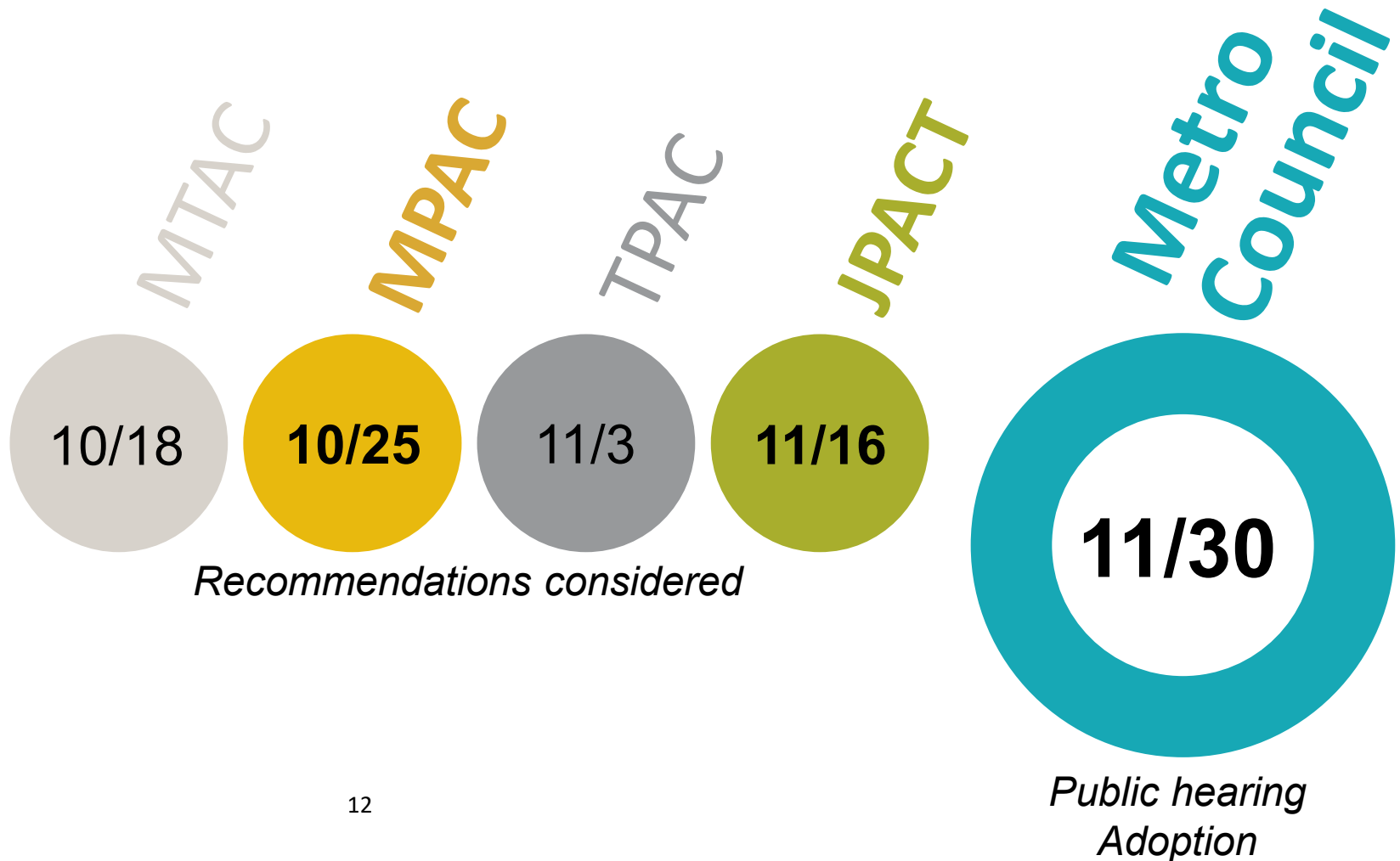
Resolution No. 23-5348

Exhibit A – 2023 Regional High Capacity Transit Strategy

Exhibit B – Summary of Comments and Recommended Changes



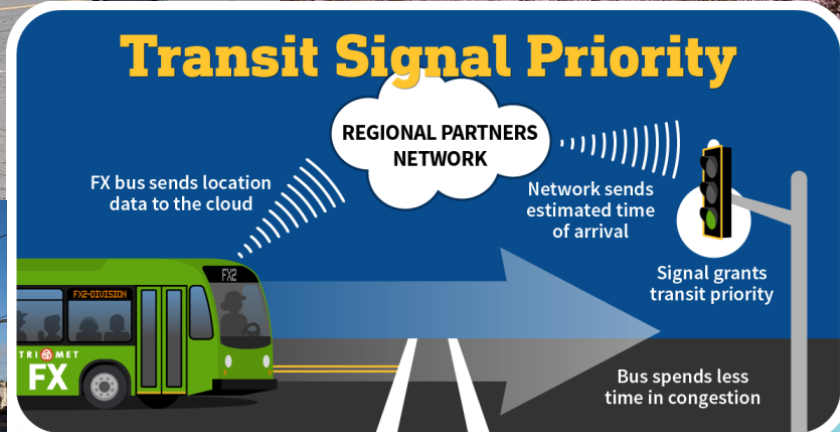
Considering HCT Strategy adoption



Moving forward



Transit Signal Priority



Thank you!!

oregonmetro.gov

