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**Wednesday, July 19, 2023**  
**7:30 AM – 9:00 AM**

**Virtual Meeting:**

<https://clackamascounty.zoom.us/j/88267480085?pwd=SCtwMDZkUVhVLzE0MTRvWG1Cb2xGQT09>

**Telephone option:** 1 (719) 359-4580

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## **Agenda**

**7:30 a.m. Welcome & Introductions**

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

- **Approval of 2024-2027 Metropolitan Transportation Improvement Program (MTIP) (25m)**

*Presenting: Grace Cho, Metro Sr. Transportation Planner*

- **2023 RTP Public Review Draft, Chapter 8 (25m)**

*Introducing: Kim Ellis, Metro Principal Transportation Analyst*

- [RTP Chapter 8](#)

- **TPAC Feedback on RTP Chapter 8, and Next Steps Options C4 (10m)**

- **TPAC Update (5m)**

**8:40 a.m. MPAC**

- **MPAC Debrief and Updates**

*Reporting: MPAC Members*

<b>Attachments:</b>	JPACTMPAC Work Programs	Page 02
	MTIP Materials	Page 05
	RTP Public Review Materials	Page 16
	TPAC Memo	Page 63

## 2023 JPACT Work Program

*As of 5/25/2023*

*Items in italics are tentative*

<p><b><u>May 18, 2023</u></b></p> <ul style="list-style-type: none"> <li>• Resolution No. 23-5338 For the Purpose of Adding Six Projects, Authorized by Congress Through Congressionally Directed Spending, to the 2021-24 MTIP and Allowing the Start of Preliminary Engineering Activities (<b>consent</b>)</li> <li>• Resolution No. 23-5317 For the Purpose of Adopting the Fiscal Year 2023-24 Unified Planning Work Program and Certifying that the Portland Metropolitan Area is in Compliance with Federal Transportation Planning Requirements (<b>action</b>)</li> <li>• Resolution No. 23-5337 For the Purpose of Allocating \$18.8 Million of Carbon Reduction Program Funds for the Years 2022-2026, Pending Inclusion in the 2024-2027 MTIP (Ted Leybold (he/him), Metro) (<b>action</b>)</li> <li>• High Capacity Transit Strategy Update: Draft Report (Ally Holmqvist (she/her), Metro)</li> <li>• 2023 RTP: Project List Input and Draft System Analysis</li> </ul>	<p><b><u>June 15, 2023</u></b> - Hybrid</p> <ul style="list-style-type: none"> <li>• <b>Resolution No. 23-5345</b> For the Purpose of Adding Three new Projects and Canceling One Project to the 2021-24 MTIP Enabling Required Federal Approval Actions to Move Forward (<b>consent</b>)</li> <li>• <b>Resolution No. 23-5343</b> For the purpose of releasing the draft 2023 Regional Transportation Plan (RTP) and project list for public review and policy discussion (45 min) (<b>action</b>)</li> <li>• Update on the 2024-2027 Metropolitan Transportation Improvement Program (MTIP) (Grace Cho (she/her), Metro, Ted Leybold (he/him) Metro; 20 min)</li> </ul>
<p><b><u>July 20, 2023</u></b></p> <ul style="list-style-type: none"> <li>• <b>Resolution No. 23-5335</b> For the Purpose of Adopting the 2024-2027 Metropolitan Transportation Improvement Program (MTIP) (<b>action</b>) (<b>consent</b>)</li> <li>• 2023 RTP Draft Implementation Plan (Kim Ellis (she/her), Metro)</li> <li>• Freight Commodity Study: Draft Findings (Tim Collins (he/him), Metro)</li> <li>• 82<sup>nd</sup> Avenue Transit Plan (Elizabeth Mros-O'Hara (she/her), Metro;</li> </ul>	<p><b><u>August 17, 2023</u></b></p> <ul style="list-style-type: none"> <li>• TV Highway Corridor Plan</li> </ul>
<p><b><u>September 21, 2023</u></b></p> <ul style="list-style-type: none"> <li>• WMIS Approval (<b>action</b>)</li> <li>• I-5 Interstate Bridge Replacement Program (IBR) SDEIS</li> <li>• Construction Careers Pathways Program (C2P2) update</li> </ul>	<p><b><u>October 19, 2023</u></b></p> <ul style="list-style-type: none"> <li>• 82<sup>nd</sup> avenue transit plan</li> <li>• TV highway corridor plan</li> <li>• Public Transportation Strategy to Complement Regional Pricing: Final Strategy</li> </ul>
<p><b><u>November 16, 2023</u></b> - Hybrid</p> <ul style="list-style-type: none"> <li>• 82<sup>nd</sup> avenue transit plan (<b>action</b>)</li> <li>• TV highway corridor plan (<b>action</b>)</li> <li>• 2023 RTP (<b>action</b>)</li> </ul>	<p><b><u>December 21, 2023</u></b></p> <ul style="list-style-type: none"> <li>• Safety Update (Lake McTighe (she/they), Metro)</li> <li>• WMIS Update</li> </ul>

## **2023 MPAC Work Program**

**As of 6/15/2023**

*Items in italics are tentative*

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

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

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: Thursday, July 6, 2023  
To: Joint Policy Advisory Committee on Transportation and Interested Parties  
From: Grace Cho, Senior Transportation Planner  
Subject: 2024-2027 MTIP Adoption Draft

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## **Purpose & Request**

Request JPACT approve and submit the 2024-2027 MTIP adoption draft to Metro Council for adoption.

## **Background**

As part of Metro's responsibilities as the metropolitan planning organization for the Portland region, the agency must develop a schedule of regionally significant transportation expenditures for the upcoming federal fiscal years, known as the metropolitan transportation improvement program (MTIP). In the development of the MTIP, the document must demonstrate how the MTIP as a package of investments complies with federal requirements, implements the Regional Transportation Plan (RTP), and outline the procedures for administering the MTIP once adopted.

## **2024-2027 MTIP – Adoption Draft**

The 2024-2027 MTIP adoption draft is the short-term investment strategy to implement the region's vision for the transportation system and demonstrates compliance with federal regulations. The 2024-2027 MTIP includes several disparate funding allocation processes led by Metro, ODOT, SMART, and TriMet as the four entities in the region with allocation authority for federal transportation funding. These funding allocation processes were brought to TPAC and JPACT at different stages in their process. The 2024-2027 MTIP adoption draft reflects the collective outcomes of those allocation and decision processes and the balancing of regional, state, local, and agency priorities and objectives.

The 2024-2027 MTIP includes a little over \$1.3 billion dollars of investment over 130 projects. Just under half (47%) of the investment profile are maintenance and preservation projects. Capital investments (40%), planning (4%), and system management and operations (8%) make up the remainder. Around 78% of the 2024-2027 MTIP is made up of federal dollars where the remaining 22% is local match.

The 2024-2027 MTIP is scheduled to become operational on October 1, 2023, the beginning of federal fiscal year 2024. To do so, the 2024-2027 MTIP must be adopted and submitted to the Governor for inclusion in the 2024-2027 State Transportation Improvement Program (STIP) by summer 2023. The 2024-2027 STIP will be submitted to federal agencies requesting approval prior to the start of the federal fiscal year.

Attached to this memorandum is Resolution 23-5335 whose exhibits include the 2024-2027 MTIP and appendices, and the draft staff report. For easier access, the 2024-2027 MTIP adoption draft can be found at: <https://www.oregonmetro.gov/public-projects/2024-27-metropolitan-transportation-improvement-program>

## **TPAC and JPACT Feedback on the 2024-2027 MTIP Adoption Draft**

In June 2023, Metro staff provided an overview of the 2024-2027 MTIP adoption draft at TPAC and JPACT meetings. The overview outlined a summary of the 2024-2027 MTIP investment profile, highlighted several notable projects, and discussed the outcome of the public comment period. At the TPAC meeting, members of TPAC felt comfortable with the 2024-2027 MTIP adoption draft and

some members sought to recommend approval to JPACT at the June meeting. However, once TPAC members learned that advancing the recommendation to JPACT would not advance the adoption schedule, no further motion was made. At the JPACT meeting, members were comfortable with the 2024-2027 MTIP, but had further follow up questions related to the MTIP public comment process. There were some other specific comments on wanting to see more investments in certain types of projects in future MTIPs. (Example, further investment into electrification.)

No further modifications have been included based on these June committee discussions. Input and feedback received will help inform the development of the 2027-2030 MTIP, which will begin after adoption of the 2024-2027 MTIP.

At the July meeting of TPAC, there was no further discussion on the 2024-2027 MTIP. After discussion closed, members of TPAC passed a motion to recommend for JPACT approval the adoption draft of the 2024-2027 MTIP and submit to the Metro Council for adoption.

**Next Steps**

The following timeline outlines the next steps for the 2024-2027 MTIP.

**Timeline**

<b>Activity</b>	<b>Timeline</b>
Request TPAC recommendation to JPACT	July 7, 2023
Request JPACT approval and recommendation for Metro Council adoption	July 20, 2023
Metro Council adoption	July 20, 2023
Submit 2024-2027 MTIP to Governor for inclusion in the 2024-2027 STIP	Late Summer 2023
Federal approval	Anticipated Fall 2023

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE 2024-	)	RESOLUTION NO. 23-5335
2027 METROPOLITAN TRANSPORTATION	)	
IMPROVEMENT PROGRAM FOR THE	)	Introduced by Chief Operating Officer
PORTLAND METROPOLITAN AREA	)	Marissa Madrigal in concurrence with Council President Lynn Peterson

WHEREAS, the Portland metropolitan area Metropolitan Transportation Improvement Program (MTIP), which reports on the programming of all federal transportation funds to be spent in the region, must be periodically updated in compliance with federal regulations; and

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) have proposed programming for federal fiscal years 2025-2027 through the regional flexible funds allocation process for a portion of the federal allocation of transportation funds to this region, as adopted by Metro Resolution 22-5284 and 21-5194; and

WHEREAS, the Oregon Department of Transportation has proposed programming for federal fiscal years 2024-2027 of federal transportation funds for projects in the Portland metropolitan area through funding allocation processes they administer; and

WHEREAS, the transit service providers TriMet and South Metropolitan Area Rapid Transit (SMART) have proposed programming of federal transit funds for federal fiscal years 2024-2027; and

WHEREAS, the draft 2024-2027 MTIP for the Portland, Oregon metropolitan area, attached as Exhibit A, demonstrates compliance with all relevant federal regulations; and

WHEREAS, the 2021-2024 Metropolitan Transportation Improvement Program is the second cycle to be undertaken under new federal performance-based programming requirements and demonstrates compliance and further progress towards achieving the federal performance targets; and

WHEREAS, the proposed 2024-2027 MTIP is consistent with the 2018 Regional Transportation Plan, adopted by Metro Ordinance No. 18-1421; and

WHEREAS, a public process has provided an opportunity to comment on the performance evaluation and programming of federal funds to specific projects in specific fiscal years and whether the programming meets all relevant laws and regulations; and

WHEREAS, extensive public processes were used to select projects to receive federal transportation funds; and

WHEREAS, on July 7, 2023 TPAC recommended approval of this resolution and the 2024-2027 Metropolitan Transportation Improvement Program;

WHEREAS, on July \_\_, 2023 JPACT recommended approval of this resolution and the 2024-2027 Metropolitan Transportation Improvement Program; now therefore

BE IT RESOLVED that the Metro Council adopt the 2024-2027 Metropolitan Transportation Improvement Program for the Portland metropolitan area as shown in Exhibit A; and

BE IT RESOLVED that projects in the existing 2021-2024 MTIP that do not complete obligation of funding prior to September 30, 2023 will be programmed into the 2024-2027 MTIP.

ADOPTED by the Metro Council this \_\_\_ day of July 2023.

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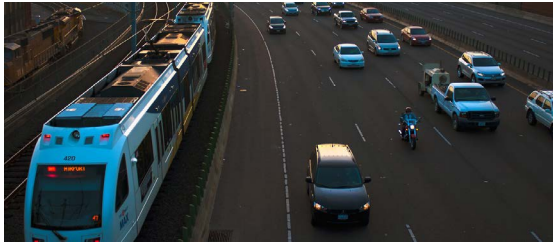
Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney

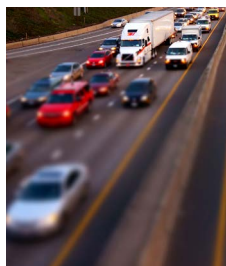




2024-2027 ADOPTION DRAFT

# Metropolitan Transportation Improvement Program

June 2023



## Appendices

# 2024-27 Metropolitan Transportation Improvement Program (MTIP)

June 2023

## **Metro respects civil rights**

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

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

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

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

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

**Project web site:** [oregonmetro.gov/mtip](http://oregonmetro.gov/mtip)

IN CONSIDERATION OF RESOLUTION NO. 23-5335, FOR THE PURPOSE OF  
ADOPTING THE 2024-2027 METROPOLITAN TRANSPORTATION IMPROVEMENT  
PROGRAM FOR THE PORTLAND METROPOLITAN AREA

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Date: June 29, 2023  
Department: Planning, Development, and  
Research  
Meeting Date: July 15, 2023

Prepared by: Grace Cho,  
[grace.cho@oregonmetro.gov](mailto:grace.cho@oregonmetro.gov), 267-909-  
3490  
Presenter: Grace Cho, she/her, Senior  
Transportation Planner  
Length: TBD

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**ACTION REQUESTED**

Approval of the 2024-2027 Metropolitan Transportation Improvement Program (MTIP).

**IDENTIFIED POLICY OUTCOMES**

Advancement of the 2018 Regional Transportation Plan investment priorities of safety, climate emission reduction, social equity, and mobility.

**POLICY QUESTION(S)**

The 2024-2027 MTIP is a program implementation tool, not a policy document. It includes an investment profile and performance analysis of the progress expected toward the 2018 Regional Transportation Plan's priority policy outcomes of safety, climate, equity and mobility by the next four years of regionally significant transportation investments. The data contained in the MTIP may serve to inform JPACT and the Metro Council as they consider updating regional transportation policy through the 2023 Regional Transportation Plan process. It may also inform future MTIP program direction and input to future funding allocation decisions by transportation agencies in the region.

**POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Approval of JPACT's recommendation for Metro Council to adopt Resolution 23-5335, affirms the 2024-2027 MTIP meets federal transportation programming regulations and the package of transportation investments contained in the MTIP is consistent with the Regional Transportation Plan.

If JPACT and the Metro Council elect to not act, transportation projects and programs scheduled to receive federal transportation funding or in need of a federal approval, will not be able to move forward starting in federal fiscal year 2024.

**STAFF RECOMMENDATIONS**

Approve and recommend Metro Council adoption of Resolution 23-5335.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

Approval of the 2024-2027 MTIP allow prior funding allocation decisions to move forward by affirming certain federal transportation fund programming regulations have been met and that the package of investments contained in the MTIP are consistent with the 2018 Regional Transportation Plan. The prior funding allocation decisions include funding to projects and programs from the Metro led Regional Flexible Fund Allocation Process as well as allocation decisions made by the Oregon Department of Transportation and by the public transportation agencies TriMet and SMART through their annual budget processes.

The investment profile and transportation system performance analysis of the 2024-2027 MTIP indicate slight progress toward the transportation priorities of marginalized communities but much more work is needed to meet long-term goals for an equitable transportation system. Implementation of the projects and programs included in the 2024-2027 MTIP will advance system safety and more complete active transportation facilities in equity focus areas where higher than regional average marginalized communities live.

Due to the large percentage of investments in the 2024-2027 MTIP being directed to maintenance and preservation activities and the lack of any major-scale transportation projects, the current project investments contributions to reducing climate change related emissions is limited to smaller scale investments to build out the active transportation network. These are important elements to supporting access and trips by walking, rolling and public transit, but are not at a scale to be measured in a meaningful way by regional emission models.

Input and feedback provided during the public comment opportunities were not as extensive as prior MTIP cycles, likely due to the lack of any major project in this cycle. Comments received did provide a consistent message indicating concern about the lack of progress and enough investment to reduce emissions contributing to climate change.

Approval of the 2024-2027 MTIP will allow the funding allocation to transportation projects and programs that will advance Metro's racial equity goals and reduce carbon emissions to proceed. This includes funding allocations needed to implement Metro-led transportation programs such as the Transit Oriented Development program, the Regional Travel Options program, and the Transportation Systems Management & Operations program through fiscal year 2028, a portion of which are included in the recently adopted FY 2024 Metro Budget. It will also allow funding to proceed for the Metro Transportation planning activities and new tools to better understand and advance Metro's racial equity and climate policies.

### Legal Antecedents

- ORDINANCE NO. 18-1421: FOR THE PURPOSE OF AMENDING THE 2014 REGIONAL TRANSPORTATION PLAN TO COMPLY WITH FEDERAL AND STATE LAW AND AMENDING THE REGIONAL FRAMEWORK PLAN
- RESOLUTION NO. 22-5284 FOR THE PURPOSE OF ALLOCATING \$152.8 MILLION OF REGIONAL FLEXIBLE FUNDING FOR THE YEARS 2025-2027, PENDING ADOPTION OF THE 2024-2027 MTIP

• RESOLUTION NO. 21-5194 FOR THE PURPOSE OF ADOPTING THE 2025-2027 REGIONAL FLEXIBLE FUNDS PROGRAM DIRECTION FOR THE PORTLAND METROPOLITAN AREA

**BACKGROUND**

Metro, as the metropolitan planning organization (MPO) for the Portland metropolitan region, is responsible for development and administration of the Metropolitan Transportation Improvement Program (MTIP) as part of its federal responsibilities. The MTIP is an implementation vehicle for the Regional Transportation Plan (RTP) by tracking federal transportation funding expenditures and ensures federal eligibility rules and regulations are met. As part of the demonstrating compliance with federal transportation funding rules, an evaluation takes place to assess how planned transportation investment advance the Portland metropolitan region’s shared goals for the transportation system.

A public review draft of the 2024-2027 MTIP was developed between January through March 2023. The public review draft includes the schedule of expenditures for regionally significant transportation projects for federal fiscal years 2024 through 2027. The public review draft also includes information on how the draft near-term investment package meets federal requirements such as fiscal constraint and the investment package performance to RTP goals. An executive summary provides a summary of the 2024-2027 MTIP and its implementation of the Regional Transportation Plan.

The 2024-2027 MTIP represents an estimate of approximately \$1.3 billion dollars of investment over approximately 130 projects.

In terms of performance, overall, the 2024-2027 MTIP makes minimal progress towards the 2018 RTP priorities of equity, safety, climate, and mobility. In some individual areas, the 2024-2027 MTIP investment package performs slightly better, but generally, the emphasis on preservation and maintenance as well as the limited number of capital investments primarily focused on community-oriented projects constrains the ability to have measurable regional-scale impacts across the transportation system. Further detail on the investment performance can be found in Chapter 3 of the 2024-2027 MTIP public review draft.

None of the ODOT-led major projects (e.g. Interstate Bridge Replacement, I-5 Rose Quarter, Regional Mobility Pricing Project, I-205 expansion) under development are included in the 2024-2027 MTIP at this time. For these projects to move forward to their next phase, a request to amend for inclusion in the 2024-2027 MTIP will need to be made and approved.

In addition, for the first time since the mid-to-late 1990’s, the 2024-2027 MTIP does not include a high-capacity transit project. Similar to the other major projects, the two high-capacity transit projects currently in project development – the Tualatin Valley Highway high-capacity transit project and the 82<sup>nd</sup> Avenue high-capacity transit projects – will need to request a formal amendment for inclusion in the 2024-2027 MTIP in the future.

All projects proposed for inclusion in the 2024-2027 MTIP are included in and consistent with the 2018 Regional Transportation Plan's financially constrained project list or were determined to not be required. The performance analysis provided indicates the package of investments may be considered consistent with the Regional Transportation Plan policy of the priority investment outcomes regarding safety, climate, equity, and mobility. All additional federal programming requirements such as fiscal constraint and funding eligibility have also been checked by Metro MTIP staff and found to be met.

A 30-day public comment for the 2024-2027 MTIP was held between Wednesday April 5<sup>th</sup> and Friday May 5<sup>th</sup>. A public hearing opportunity was held at the mid-point of the public comment period. Lastly, the public review draft of the 2024-2027 MTIP and the public comment survey were made available online. In total 18 comments were provided on the 2024-2027 MTIP. Based on the comments, Metro staff developed comment themes and provided responses to the themes in the public comment report, which is included as part of the appendix to the 2024-2027 MTIP.

No further modifications have been included based on these June committee discussions. Input and feedback received will help inform the development of the 2027-2030 MTIP, which will begin after adoption of the 2024-2027 MTIP. At the July TPAC meeting, members of TPAC passed a motion to recommend JPACT approve and submit the 2024-2027 MTIP to the Metro Council for adoption.



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

# 2023 Regional Transportation Plan

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

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

## Your voice is important

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

## 2023 Regional Transportation Plan

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

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

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

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

## High Capacity Transit Strategy

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

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

## Share your thoughts

There are a variety of ways to comment.

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

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

**Write a letter**

Metro Planning  
600 NE Grand Ave Portland, 97232

**Email**

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

**Call**

503-797-1750

503-797-1804 TDD

**Comment at a Metro Council public hearing**

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

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

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

To request language or other accommodations contact:

[transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov)  
503-797-1750





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

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

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

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

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

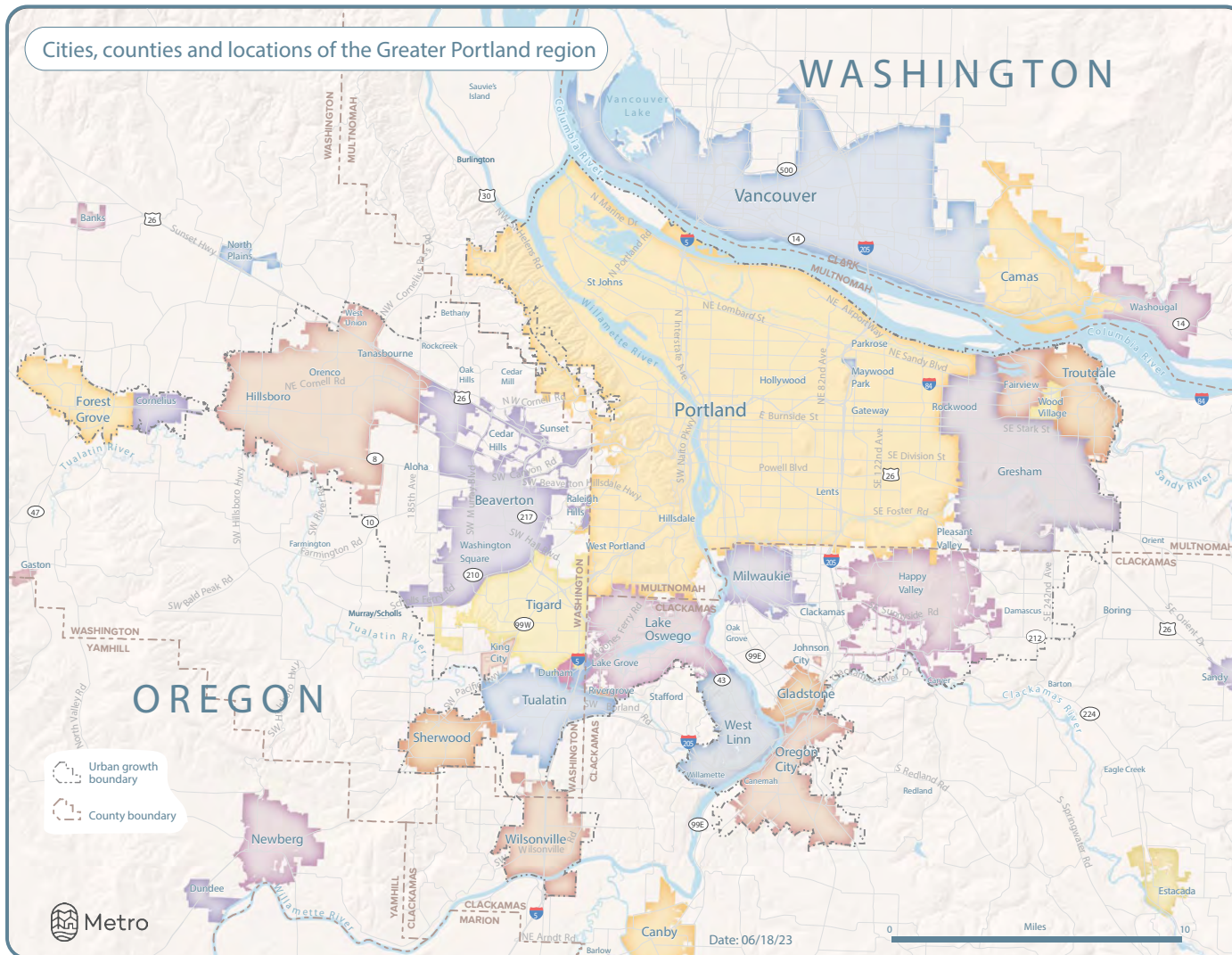
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Metro fully complies with Title II of the Americans with Disabilities Act and Section 504 of the Rehabilitation Act that requires that no otherwise qualified individual with a disability be excluded from the participation in, be denied the benefits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

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

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



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

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

There are a variety of ways to comment.

Take the online survey or use the online comment form

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

Write a letter

Metro Planning  
600 NE Grand Ave  
Portland, OR 97232

Email

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

Call

503-797-1750  
503-797-1804 TDD

Comment at a Metro Council public hearing

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


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

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

## Share your thoughts

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



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



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

**Table of contents**

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

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

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



## How was the plan developed?

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

## What does the plan do?

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

This plan will help to:

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

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

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

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

## INPUT FROM ACROSS THE REGION

# Connecting and collaborating

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

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

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

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

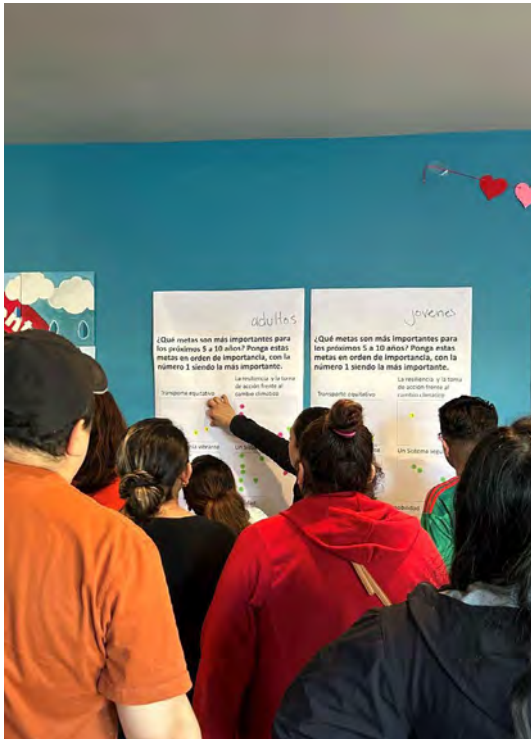
UNITE OREGON PARTICIPANT

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

CENTRO CULTURAL PARTICIPANT

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

CENTRO CULTURAL PARTICIPANT



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

**CLICK HERE TO SUBMIT YOUR COMMENTS** 

## What have we heard?

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

### Safety is the top concern.

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

### Climate action and resilience are important.

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

### Investing in transit service is a priority.

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

### Maintain the transportation system.

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

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

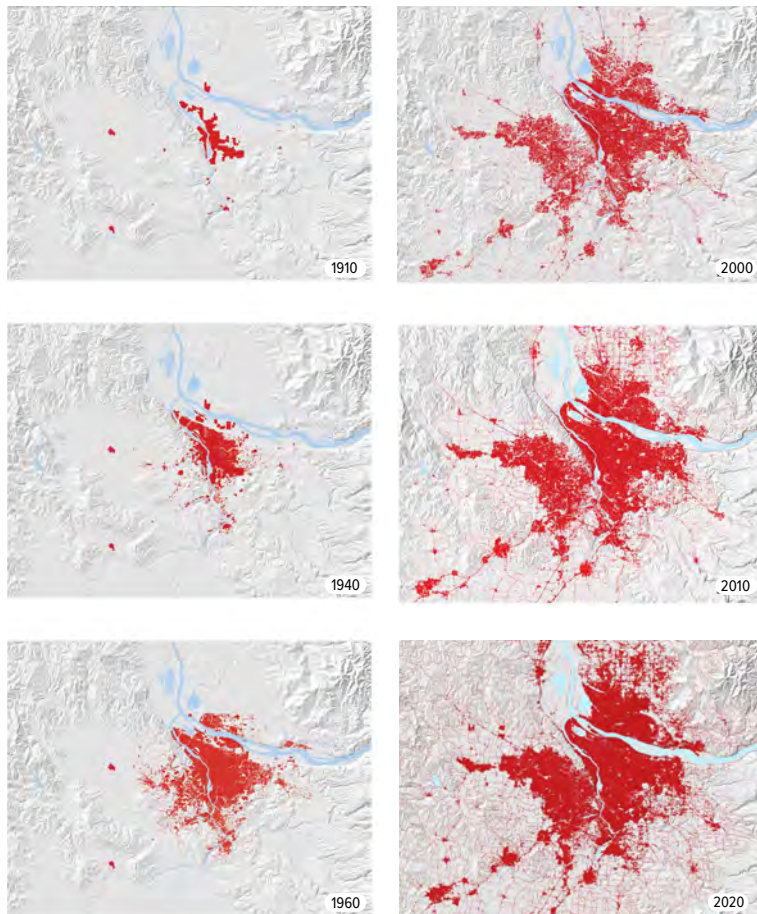
Community members highlighted that many parts of the region need more sidewalks, and all sidewalks need to be ADA accessible. Community members stress the importance of making routes to transit stops and stations accessible.

### Invest in communities.

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



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



SOURCE: Historic Metropolitan Planning Commission Maps, NOAA CCAP Landcover

REGIONAL CONTEXT

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

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

Because of the region's dedication to planning and working together to make local and regional plans a reality, the region has set a wise course for managing growth – but times are challenging. We are at pivotal moment. The impacts of climate change, generations of systemic racism, economic inequities, housing affordability, and the pandemic have made clear the need for action. The greater Portland region continues to grow, technology is changing quickly and our roads and bridges are aging. There is a need for new kinds of leadership, innovation and thoughtful deliberation and action to ensure the region remains a great place to live, work and play for everyone.

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

*The region is forecasted to grow significantly between now and 2045. During that time, the region's population is anticipated to grow by 29 percent, while employment grows by 23 percent.*

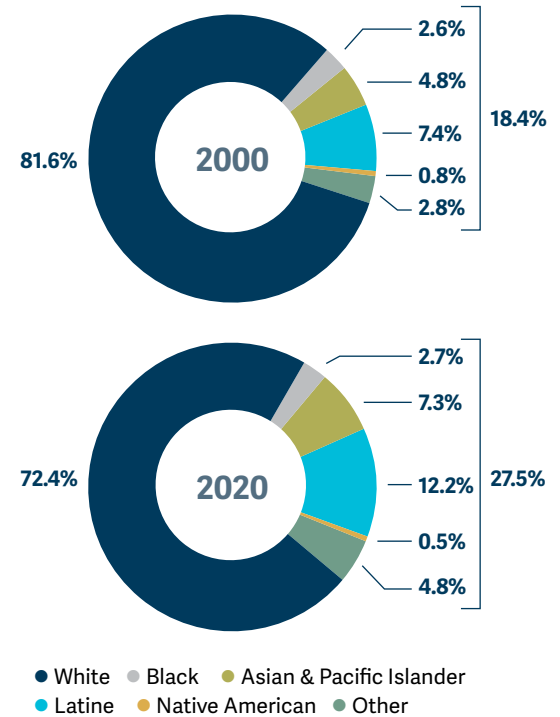
Though the COVID-19 pandemic slowed population and job growth in the greater Portland region and in many other major metro areas, this growth is expected to pick up again in the future. More than one-half million more people will be living here by 2045. Population and employment growth has a strong influence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

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

**Recent demographic changes**

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

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

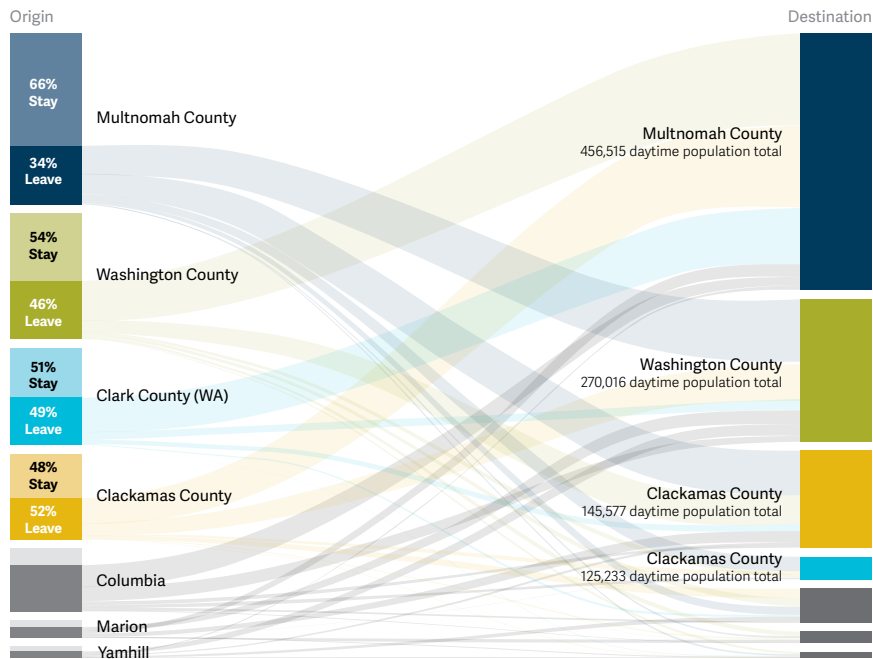


SOURCE: 2020 US Census data

## How workers move around the region

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

### Commuting patterns in the greater Portland region

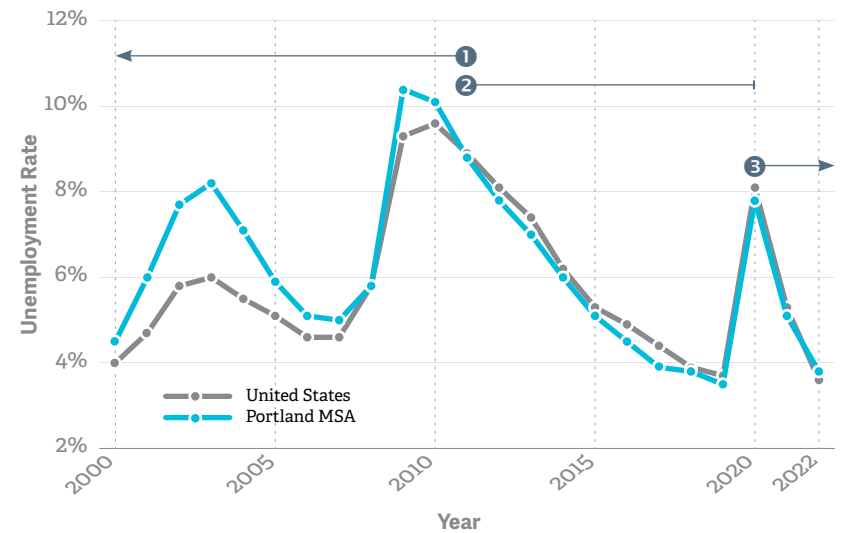


SOURCE: 2019 Longitudinal Employer-Household Dynamics

## Jobs and growth

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

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



SOURCE: 2022 Bureau of Labor Statistics

# Implementing the region's land use vision

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

The 2023 Regional Transportation Plan is a key tool for implementing the **2040 Growth Concept**. The Growth Concept includes land use and transportation building blocks that express the region's aspiration to incorporate population growth within existing urban areas as much as possible and expand the urban growth boundary only when necessary. Implicit in the 2040 Growth Concept is the understanding that compact development is more affordable, sustainable, livable and fiscally responsible than urban sprawl, and will help reduce the region's carbon footprint. It concentrates mixed-use and higher density development in urban centers, light rail station communities, corridors and main streets that are well served by transit. It envisions a well-connected street network that supports biking and walking for short trips.

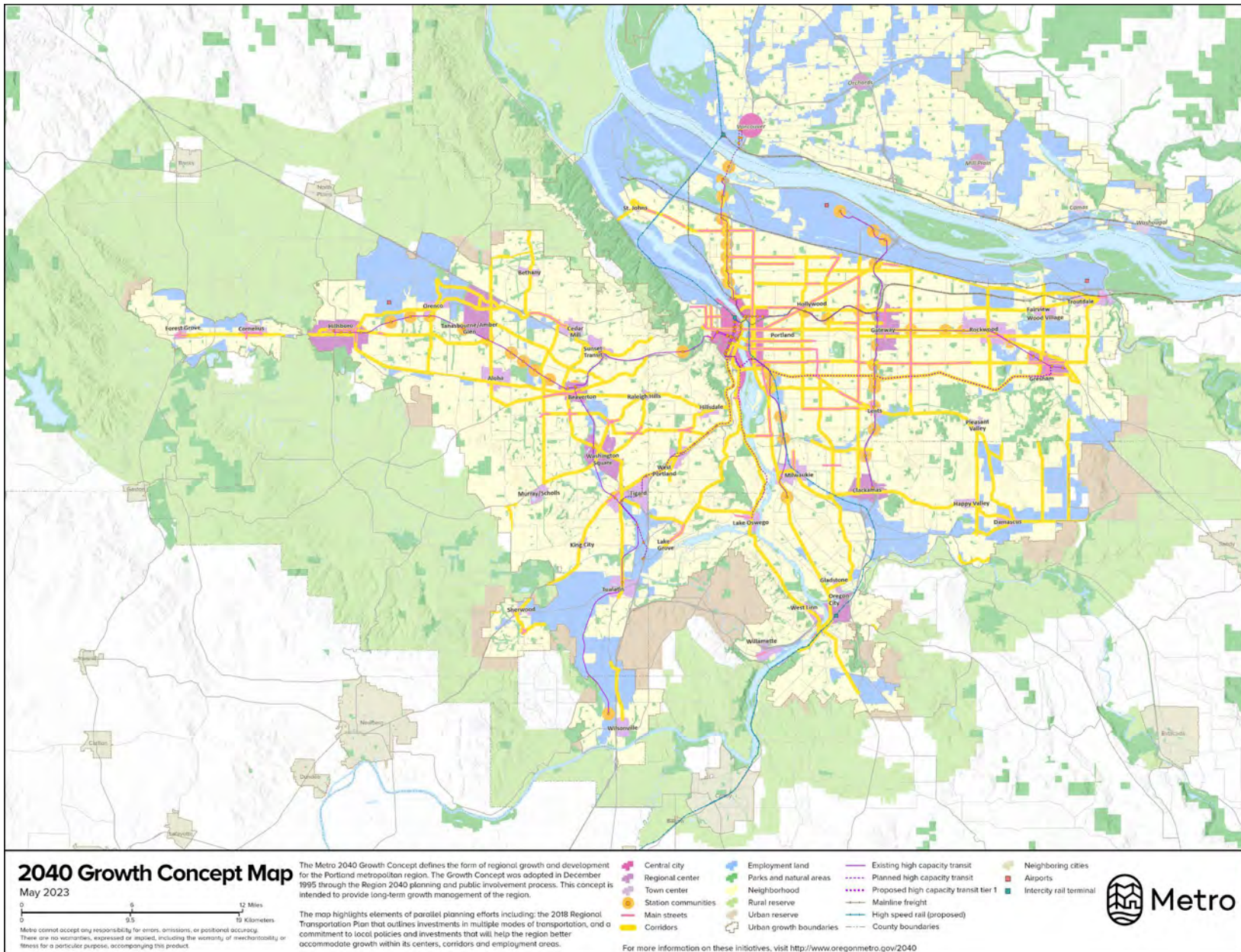
## Attributes of great communities

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



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







### 2023 RTP Vision

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

## 2023 RTP VISION AND GOALS

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

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



### Mobility Options

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



### Thriving Economy

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



### Safe System

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



### Climate Action and Resilience

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



### Equitable Transportation

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

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

PROJECT LIST OVERVIEW

# What projects are in the 2023 RTP?

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

## RTP project lists

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

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

**2030 PROJECT LIST**

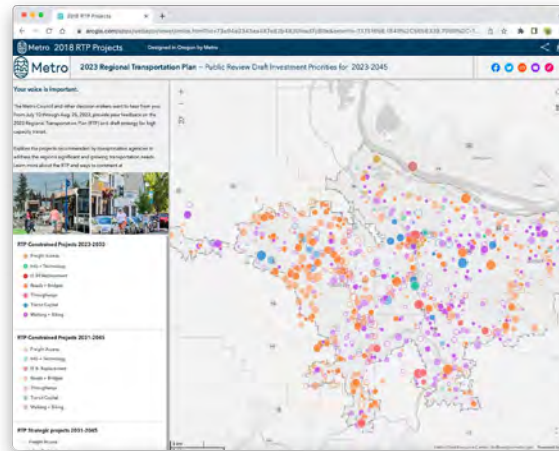
Projects that can be built by 2030 with funds the region currently expects to have available.

**2045 PROJECT LIST**

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

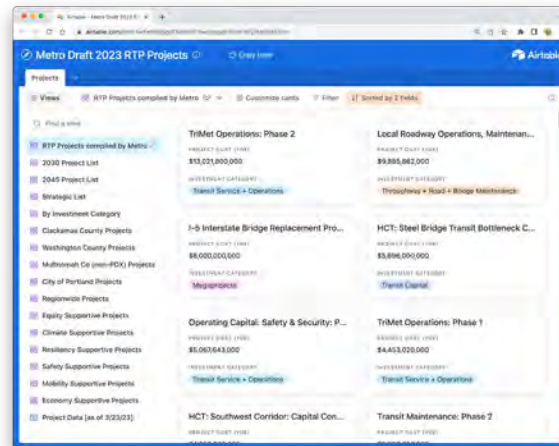
**2045 STRATEGIC LIST**

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



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

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



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

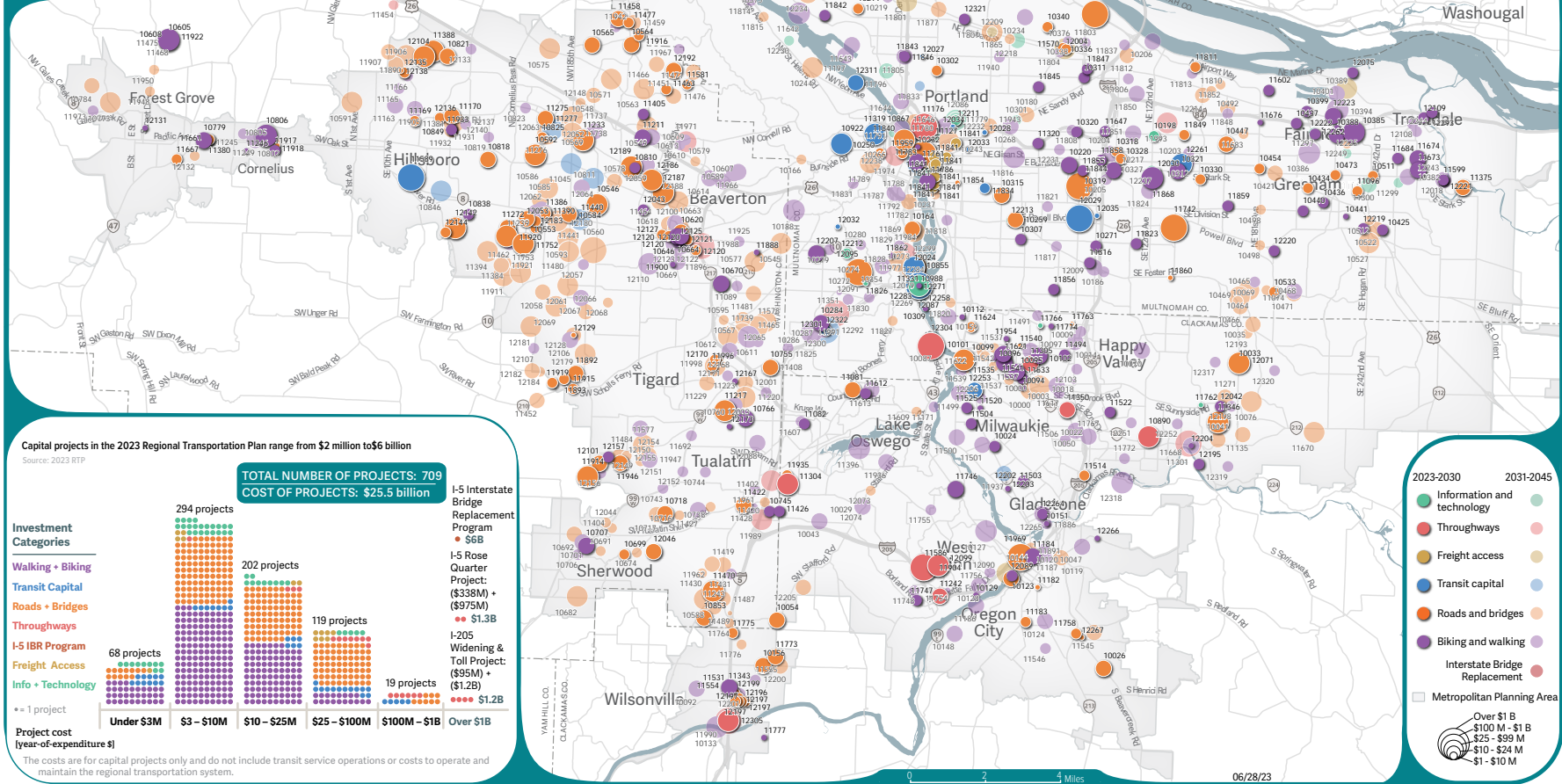
The project database allows you to filter and sort the project list using numerous parameters. For instance, you can view projects by investment category, project location, and goal area performance.

# 2023 Regional Transportation Plan Financially Constrained projects 2023-2045

Recommended by transportation agencies, the financially constrained projects are the highest priority projects given limited transportation funding and qualify for regional, state and federal funding. This list of projects includes projects with dedicated funding and projects that can be implemented with the funds the region currently expects to have available through 2045.

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

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



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

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

Investment Categories	Number of Projects	Cost
Walking + Biking	294 projects	\$1.3B
Transit Capital	202 projects	\$1.2B
Roads + Bridges	119 projects	\$1.3B
Throughways	68 projects	\$1.2B
I-5 IBR Program	19 projects	\$1.2B
Freight Access	19 projects	\$1.2B
Info + Technology	19 projects	\$1.2B

Project cost (year-of-expenditure \$)

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

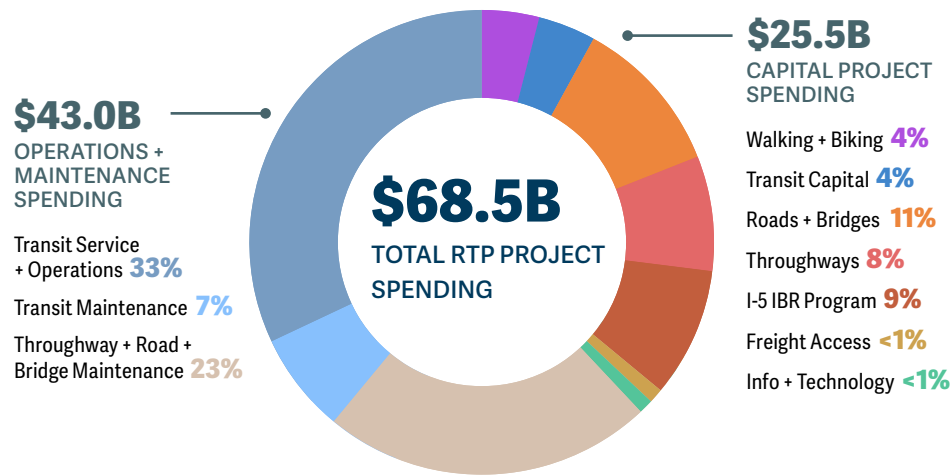
The costs are for capital projects only and do not include transit service operations or costs to operate and maintain the regional transportation system.



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

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

**2023 RTP spending by investment category**

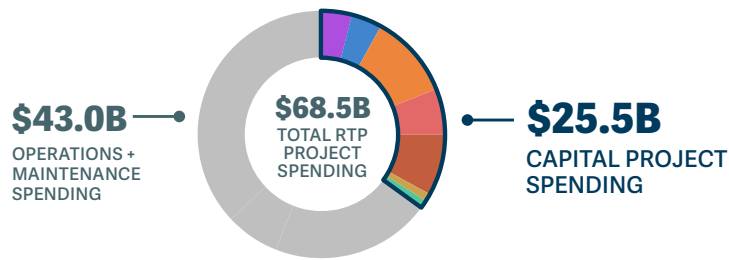


**NOTES:**

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

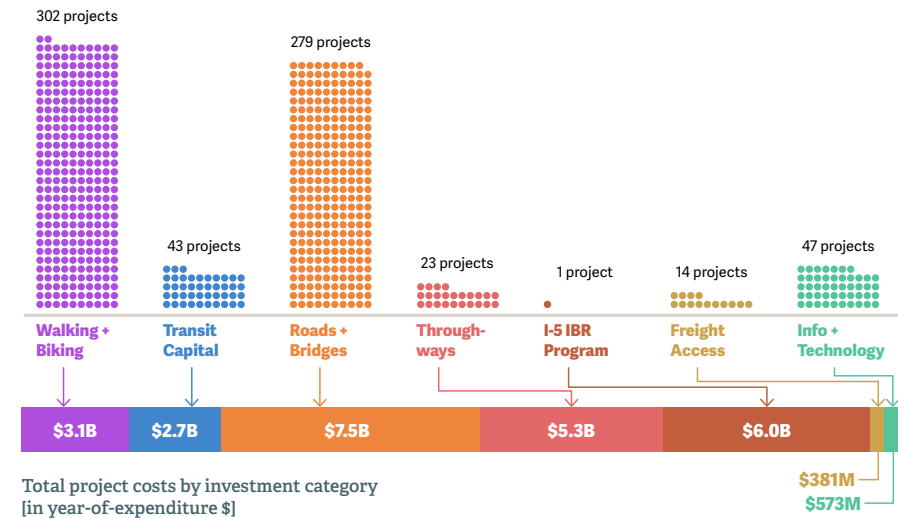
# Capital projects by the numbers

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



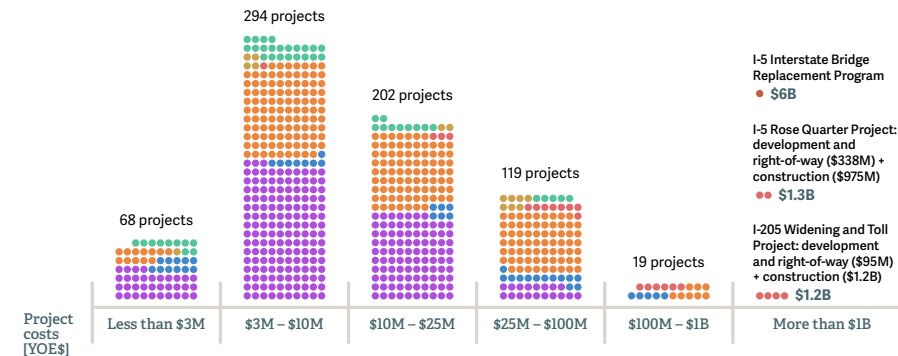
## Number and cost of RTP capital projects by investment category

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



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

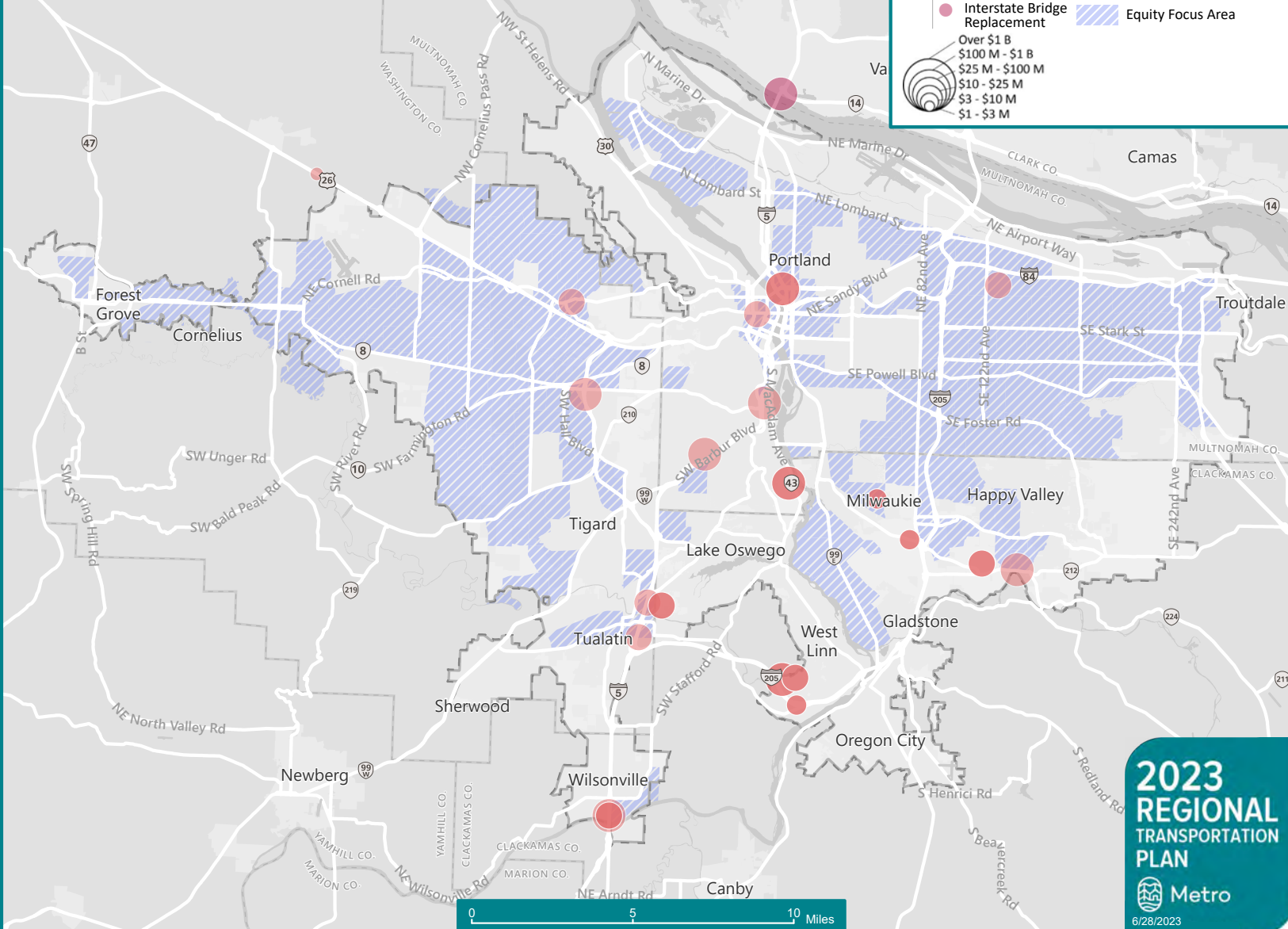
Approximately half of the capital projects cost less than \$10M, approximately half cost between \$10M and \$1B, and the “big three” projects—the I-5 Interstate Bridge Replacement Program, the I-5 Rose Quarter Project, and the I-205 Widening and Toll Project—each cost more than \$1B.



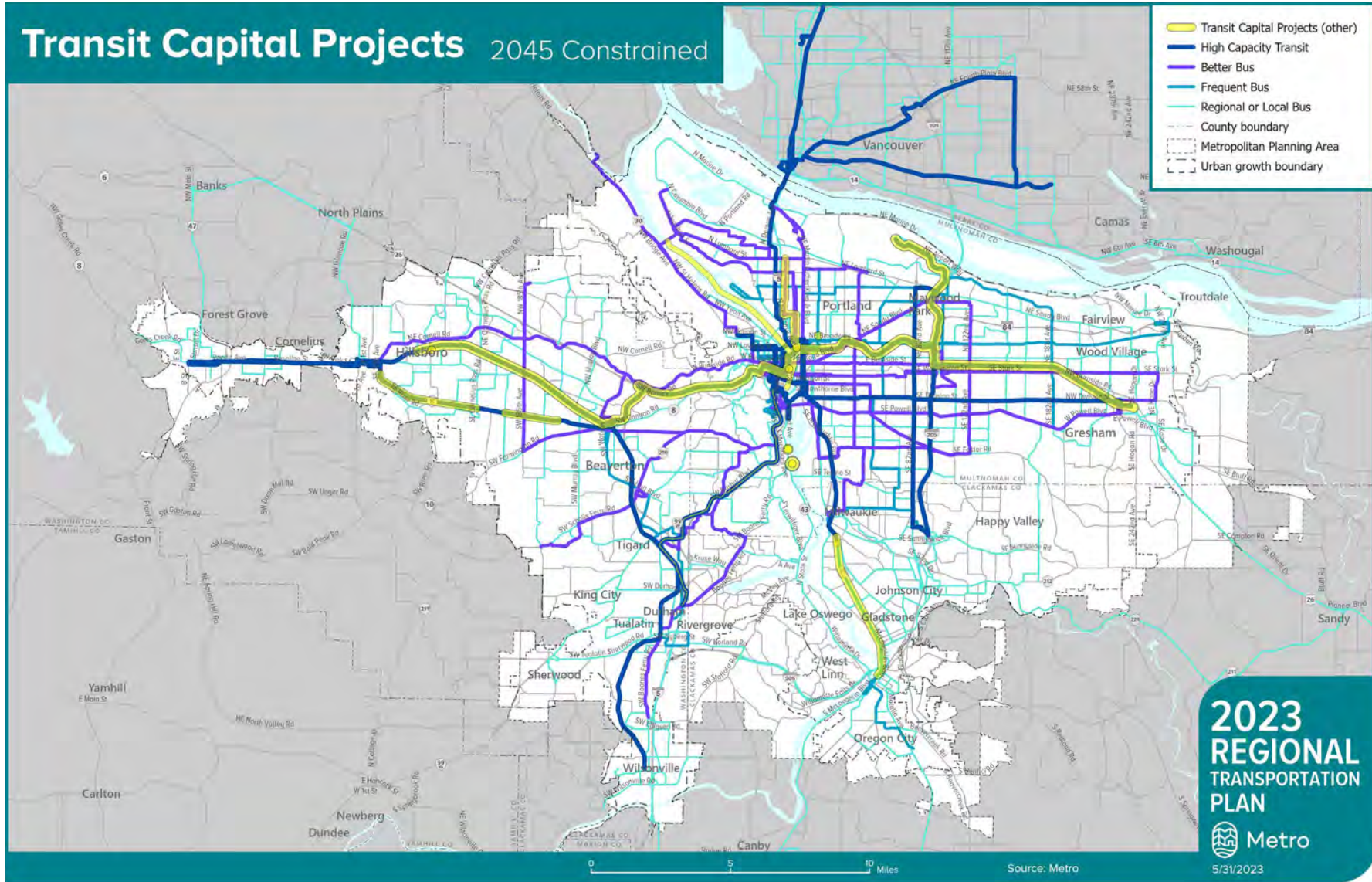
For more detailed information on the following major capital projects, see Chapter 8 of the RTP or the project websites:

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

# Financially Constrained Projects Interstate Bridge Replacement and Throughways Projects



# Transit Capital Projects 2045 Constrained





#### OUTCOMES OF THE PLAN

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

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

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

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

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

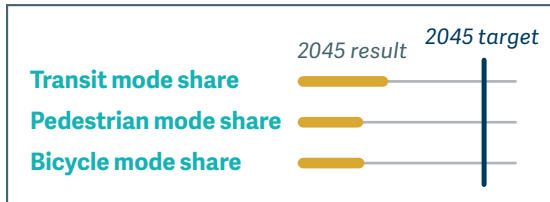
*Note: Unless otherwise noted, data from the following charts and figures is from the Metro Research Center.*



# Mobility

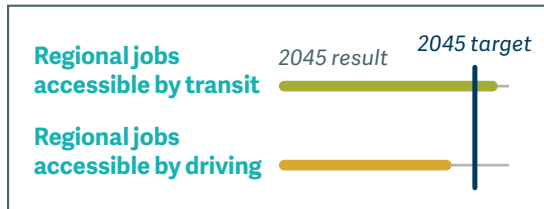
*The RTP aims to provide people and businesses with affordable, convenient, sustainable, and safe connections to destinations. The RTP has many different performance measures related to mobility. For some of these measures the RTP meets performance targets, and for other measures it falls short.*

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



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

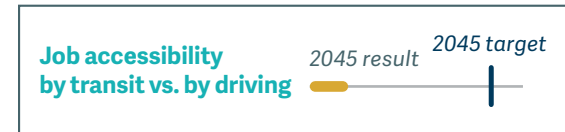
**The RTP generally improves access to jobs.**



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

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

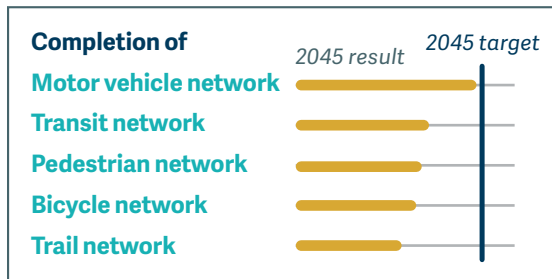
**Driving currently offers much better access to jobs than transit does, and the RTP does not change this even though it improves access to jobs via transit.**



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

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

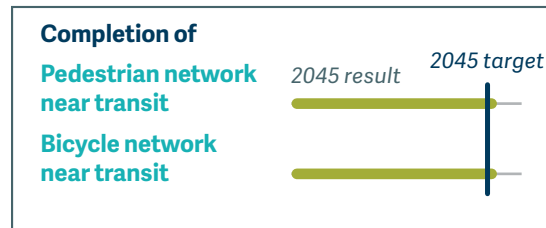
**None of the region’s transportation networks are complete, but the motor vehicle network is much closer than others.**



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

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

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



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

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

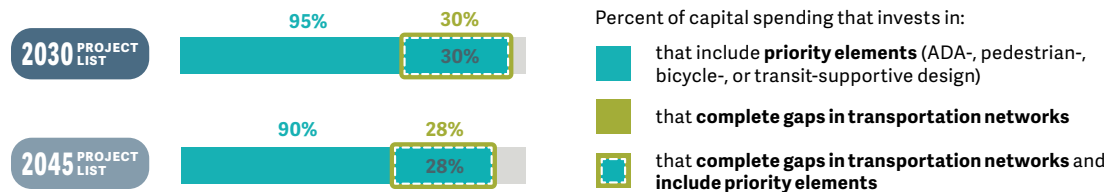
**The RTP meets the throughway reliability thresholds for throughways with traffic signals, but not for some limited-access throughways. The plan is expected to maintain current levels of reliability.**

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

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

### How does the RTP invest in mobility?

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

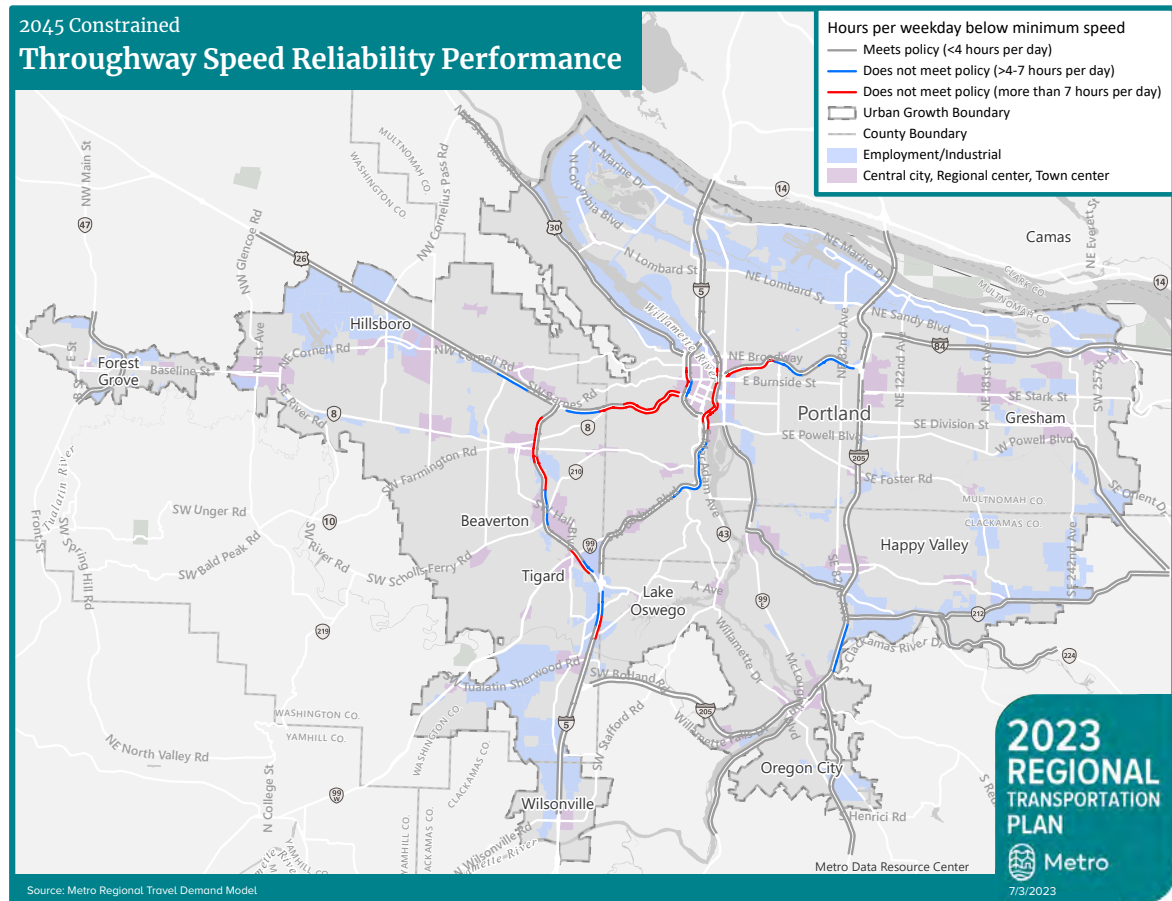


average speeds fall below the applicable speed threshold for more than four total hours in a day, a system failure is indicated at that location and a transportation need exists.

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

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

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



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

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

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





## Safety

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

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

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

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

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

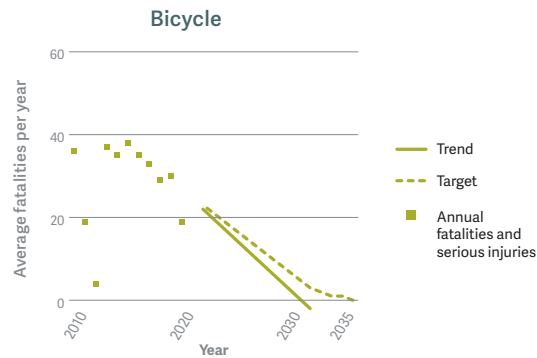
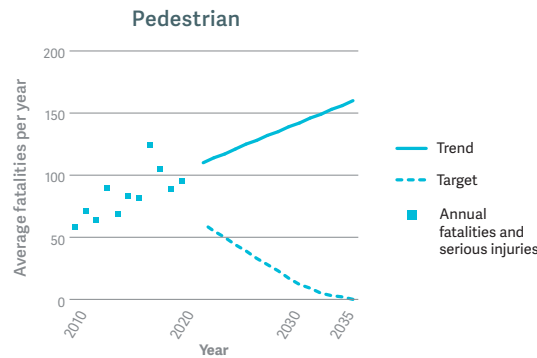
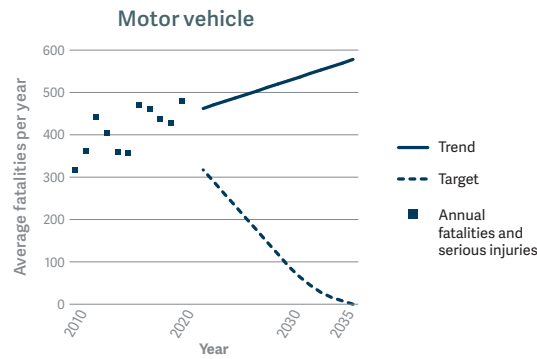
Adopted RTP policies identify strategies and actions for regional partners to improve traffic and personal safety on the region's roadways. Actions include improving arterials with complete streets designs, managing speeds for safety, investing in Safe Routes to Schools and increasing access to transit.

### **Regional safety trends**

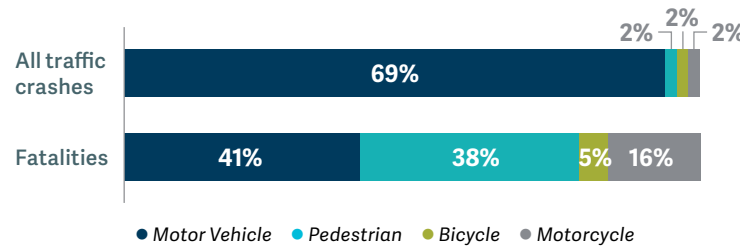
Research on where crashes are occurring in the region and who is affected by different types of crashes helps to explain and contextualize the analysis results. Key findings include:

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

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



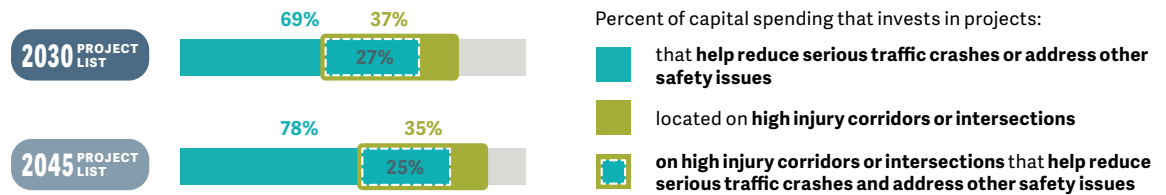
**Percentage of all traffic crashes and traffic fatalities by mode, 2016-2020**



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

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

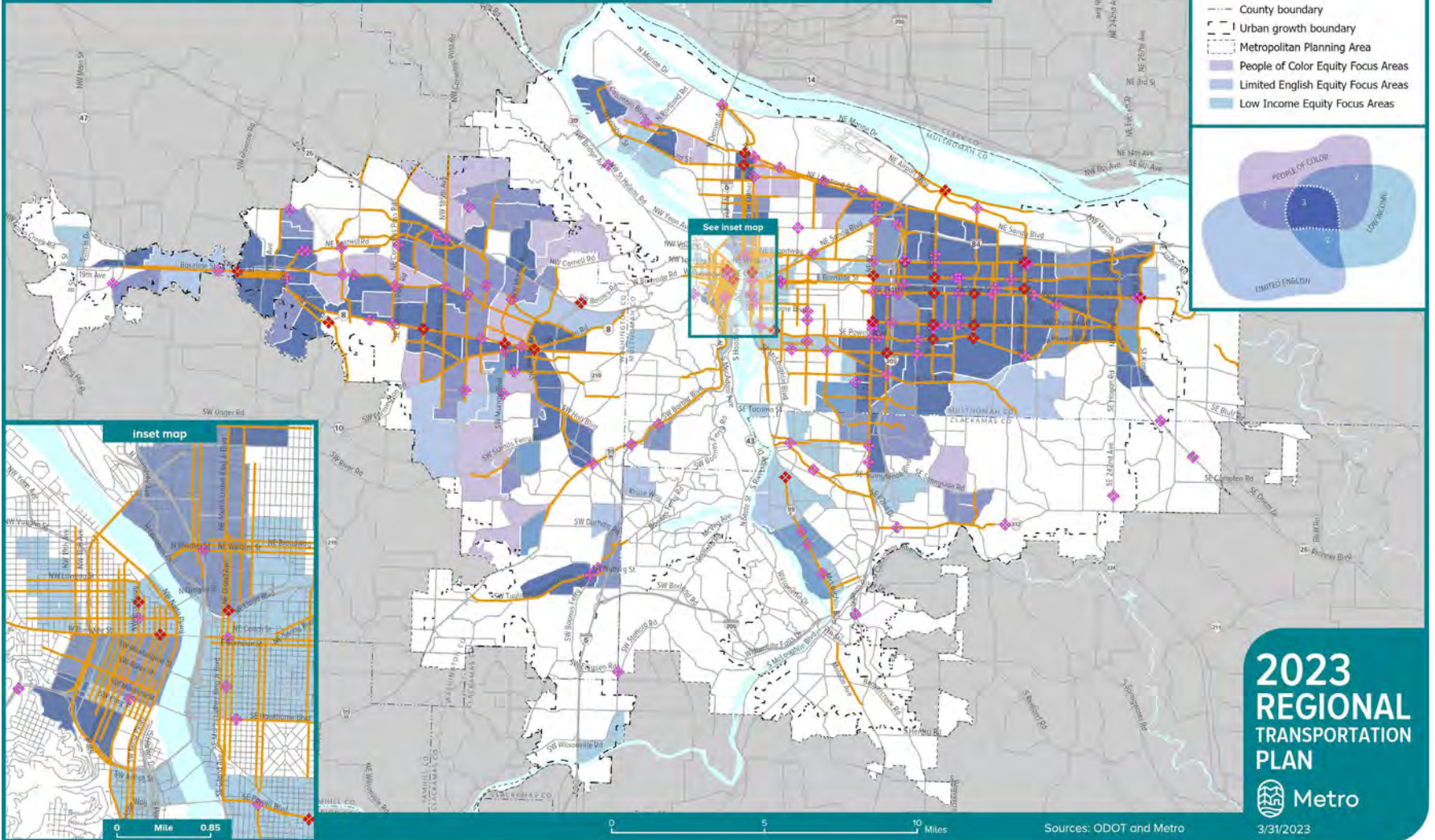
More than two thirds of capital funding in the RTP goes to projects that partner agencies identified as safety projects (■), and roughly half of the total capital budget goes toward projects that are on the high-injury network (■), which includes the relatively small share of roads and intersections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



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

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

# Regional High Injury Corridors and Intersections





## Equity

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

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

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

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

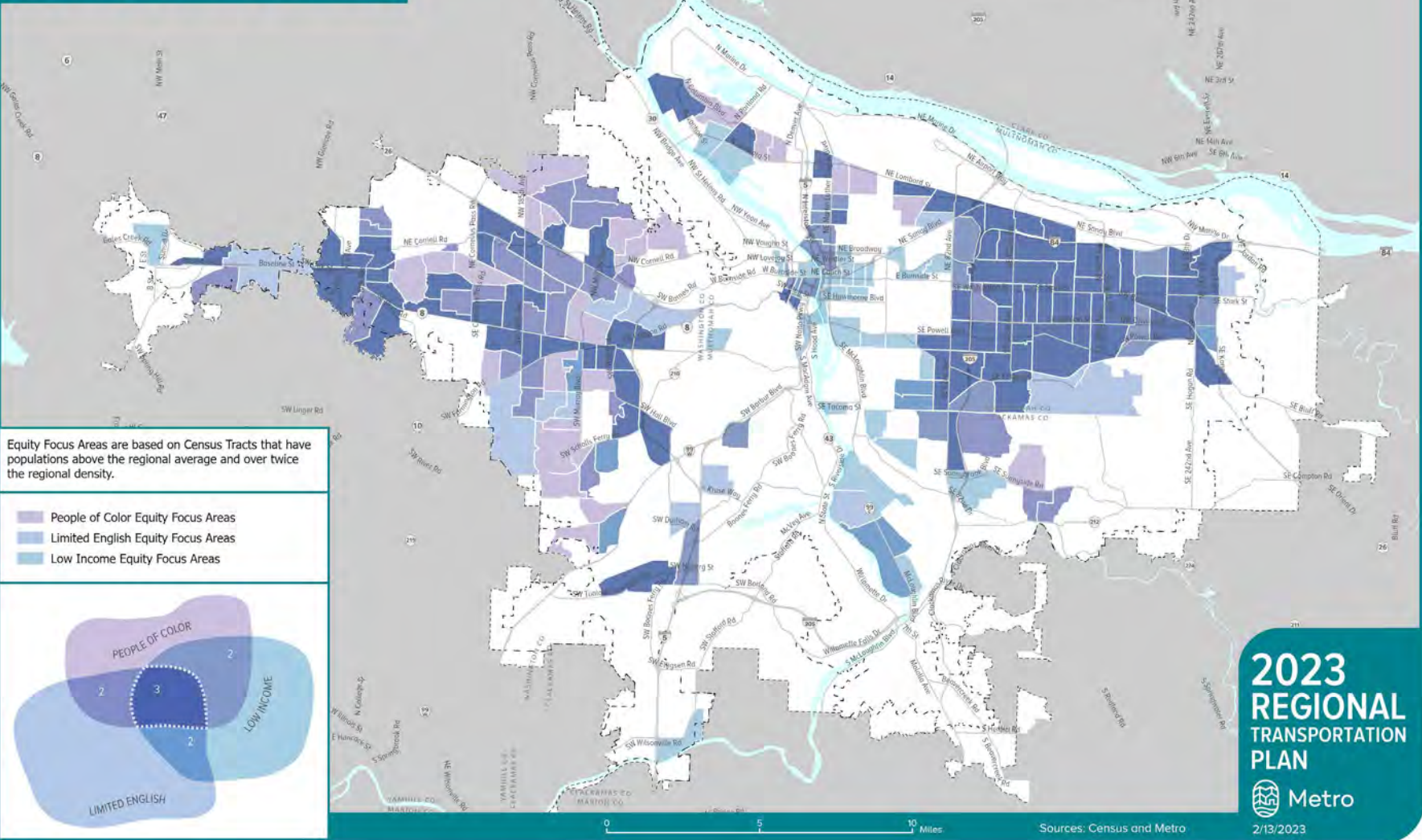
However, recent data show that these areas continue to experience three times the number of crashes that involve people walking and biking – who are particularly vulnerable to death and injury during crashes – and almost twice as many fatal and serious injury crashes as other parts of the region.

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

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

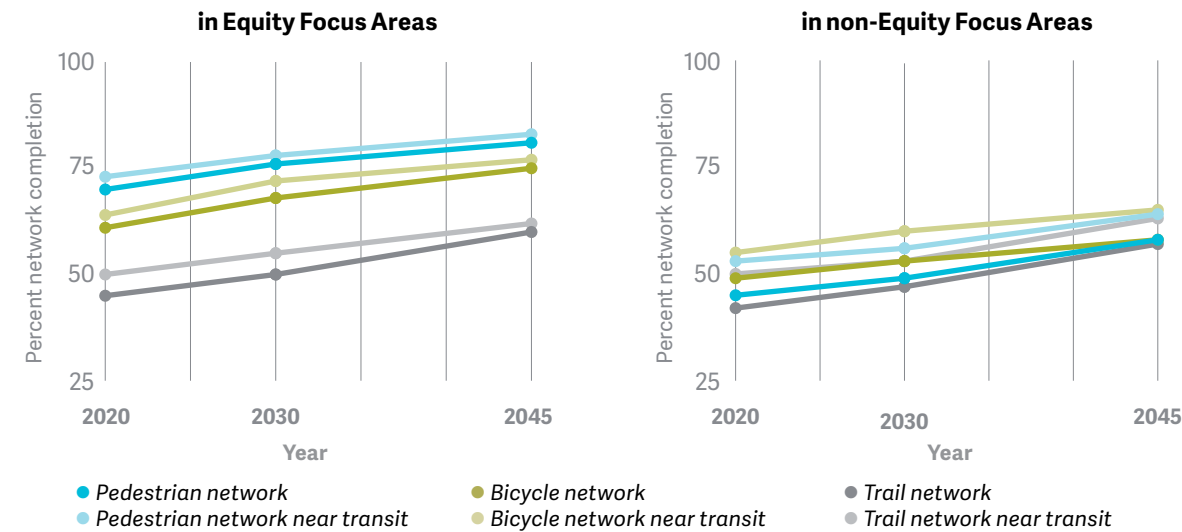
Both community feedback and research emphasize that people of color and people with low incomes are more likely to rely on transit. An equitable transportation system, therefore, is one in which transit offers the same level of access to jobs as driving.

# Equity Focus Areas



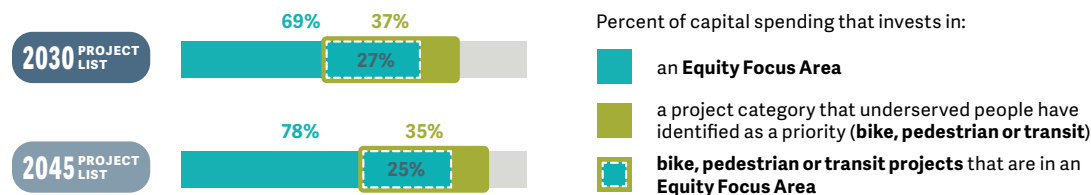
## System completeness by network type and geography

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



## How does the RTP invest in equity?

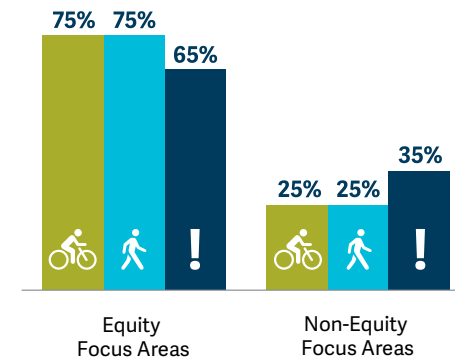
Roughly a third of RTP spending invests in project categories that underserved people have identified as priorities (■), and three quarters of overall spending invests in equity focus areas (■). The share of spending that invests in equity focus areas is lower in the near term than in the long term.



## Crashes and equity

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

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



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

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

THE STREET TRUST PARTICIPANT



## Economy

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

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

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

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

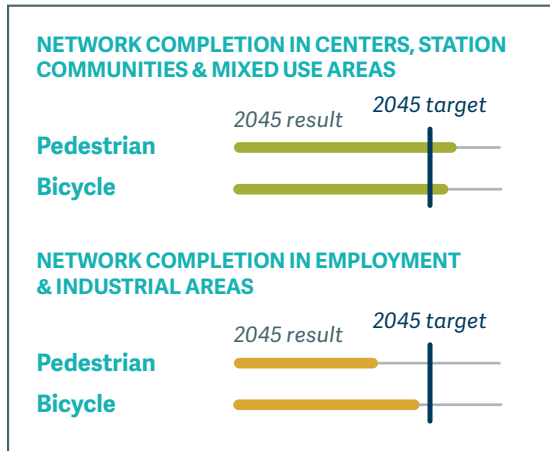
*The RTP achieves mixed results on regional economic goals.*

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

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

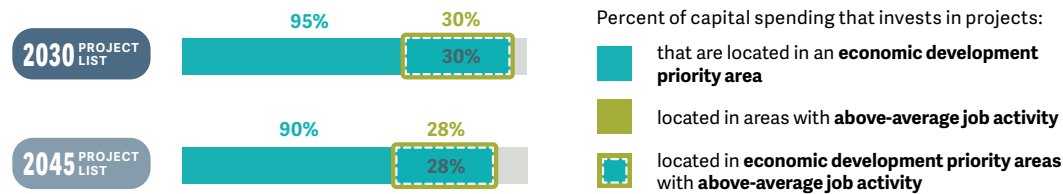
*"People live in rural areas where things are less expensive. There's people in rural areas of Forest Grove that don't have access to public transportation but prefer this because it is a lot cheaper. I'm thinking about all of these families that have to move on the outskirts of town to be able to afford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

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



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

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



#### PROJECT SPOTLIGHT

### Terminal 6 Modernization

Port of Portland  
Terminal 6 in the City of Portland

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

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





## Climate + Resilience

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

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

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

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

CLACKAMAS COUNTY YOUTH RESIDENT

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

NEXT UP PARTICIPANT

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

#### ► High GHG Reduction Impact



**Support Clean Vehicles and Fuels**



**Coordinate Transportation and Community Design**



**Implement Pricing**



**Invest in Transit**

#### ► Medium GHG Reduction Impact



**Invest in Active Transportation**



**Invest in System Management and Operations**



**Invest in Travel Information and Incentives**

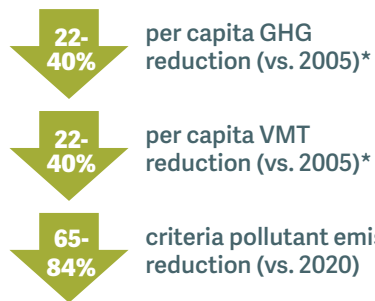
## RTP climate and air quality performance

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

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

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

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



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

## Vehicle miles traveled trends and reduction strategies

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

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

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

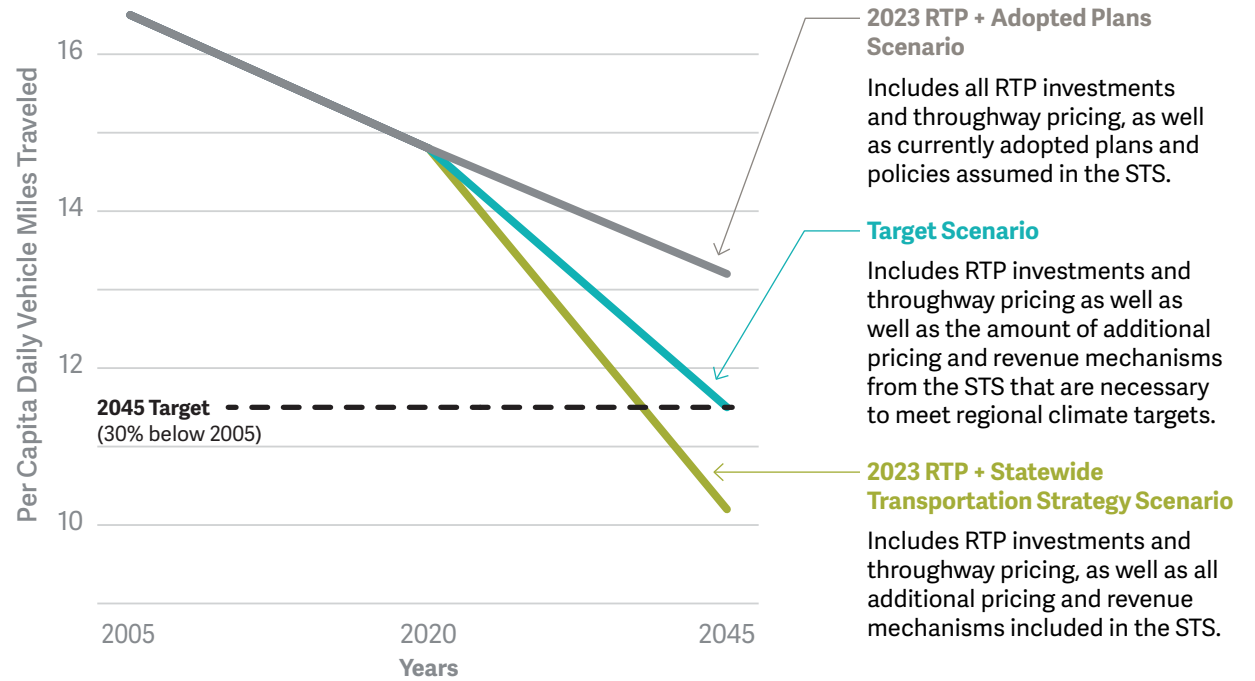


### Throughway Pricing in the RTP

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

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

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



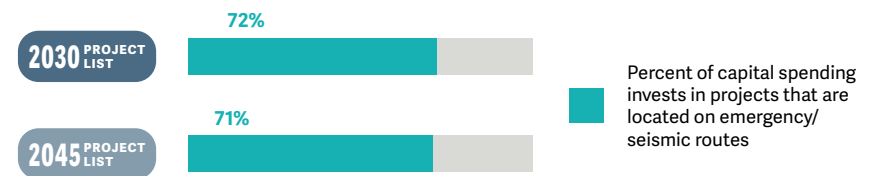
## How does the RTP invest in climate?

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



## How does the RTP invest in resilience?

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



## RTP investments in disaster preparedness

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

### PROJECT SPOTLIGHT

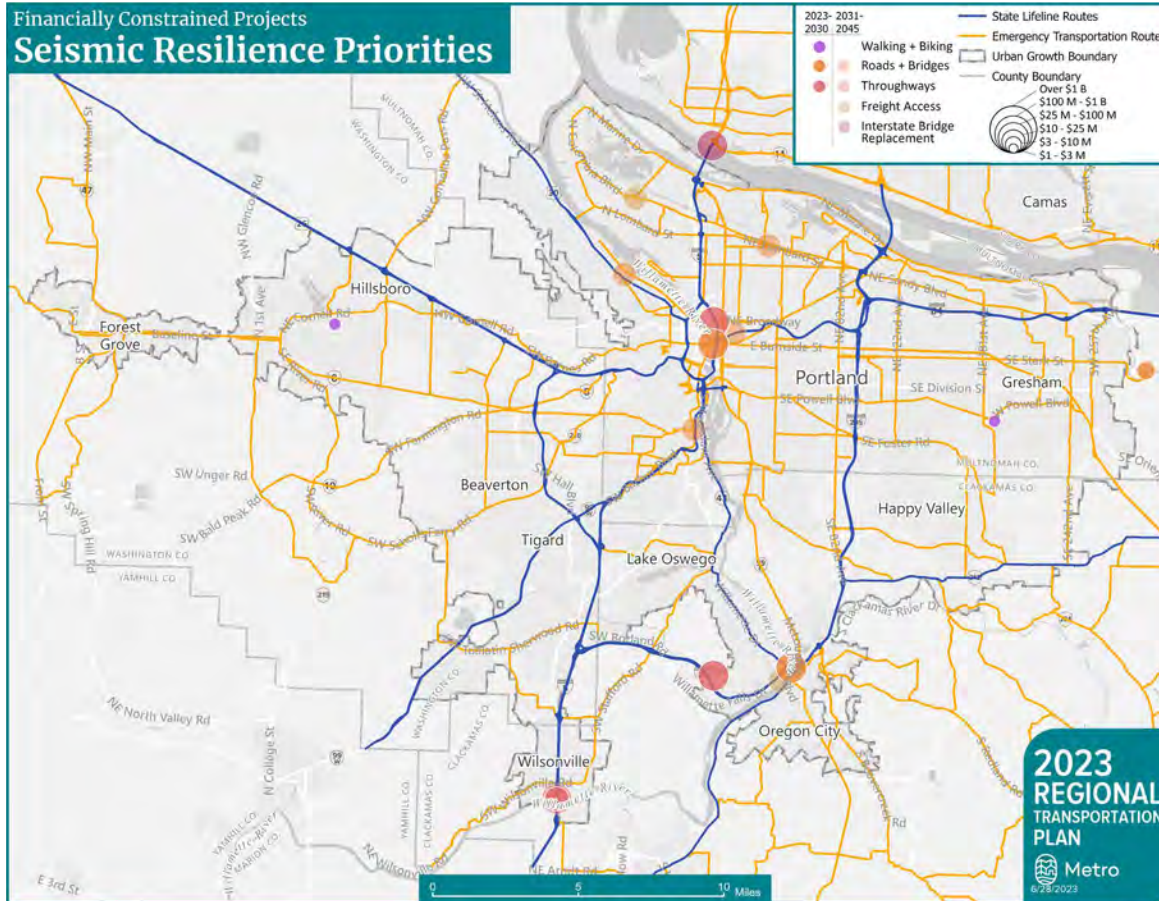
## Earthquake Ready Burnside Bridge

 Burnside Bridge over the Willamette River in the City of Portland

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

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

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



## How will greater Portland pay for transportation investments?

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

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

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

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

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

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

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

transportation system are identified and addressed in design and implementation.

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

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

**City of Portland**

- Blumenauer Bridge
- Rivergate Rail Overcrossing
- Division Transit Project

**Washington County**

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

**Clackamas County**

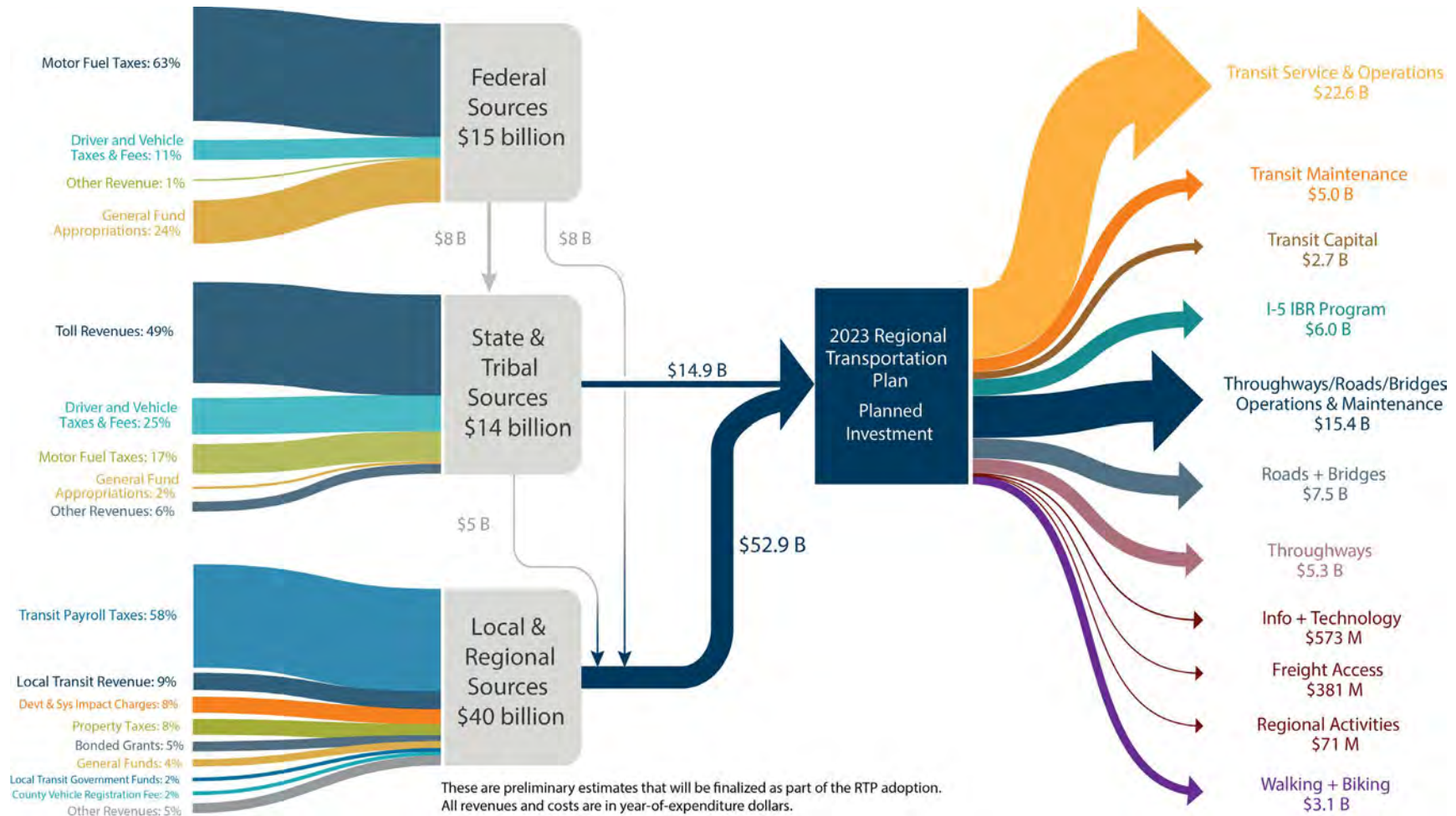
- Molalla Avenue Bike and Pedestrian Improvements
- Mt. Scott Blvd/King Rd Improvements
- I-205 Northbound Auxiliary Lane

**Multnomah County (non-PDX)**

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

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

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



# The Strategy for Regional High Capacity Transit Investment

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

## Why invest in high capacity transit?

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

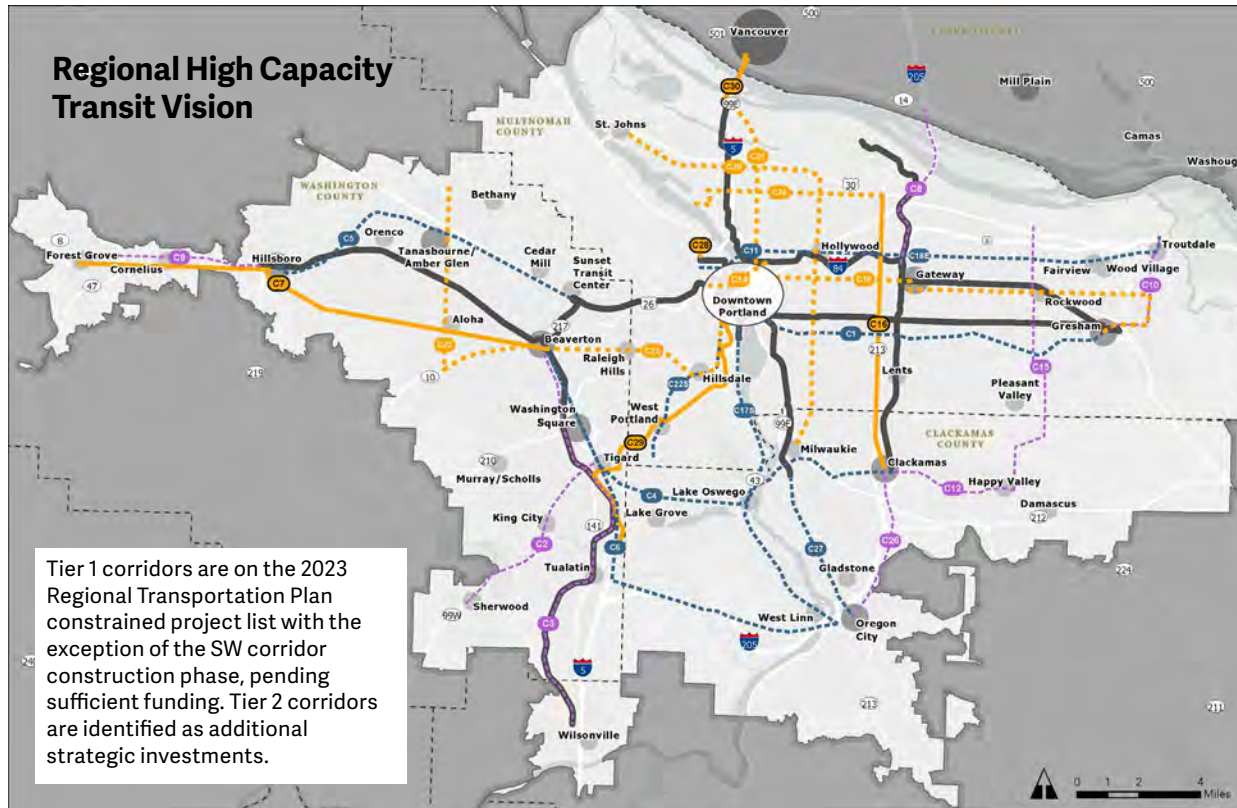
- More capacity to get people to where they need to go more safely, comfortably and actively, improving quality of life;
- Fast and reliable connections between regional and town housing and job centers, major destinations and community places, supporting vibrant communities;
- More reliability for moving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

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



## High Capacity Transit...

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



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

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

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

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



# Additional Implementation Strategies and Plans

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



## Emerging Technology Strategy (December 2018) ↗

The Emerging Technology Strategy examines the effects of current technologies and developing ones, such as rideshare and bikeshare service and the first generation of driverless cars. Emerging technology strategies call for public agencies in the region to: help make emerging technologies accessible to all; use technology to support equitable, shared, and active travel choices; and advance the public interest through innovation.



## Regional Freight Strategy (December 2018) ↗

Updated in 2018, the Regional Freight Strategy provides a vision, policies and investments that support the greater Portland region's role as the trade gateway for the state of Oregon and many southwest Washington businesses. Freight policies seek to improve safety and better manage roads that provide critical access to and connections between industrial centers, ports, rail yards, shipping facilities and the Interstate and state highway system. During the development of the 2023 Regional Transportation Plan, a Regional Freight Delay and Commodities Movement Study explored impacts of the pandemic and the growth in e-commerce and examined commodity movement in the region.



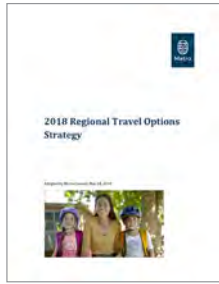
## Regional Transit Strategy (December 2018) ↗

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



## Regional Transportation Safety Strategy (December 2018) ↗

First adopted in 2018, the Regional Transportation Safety Strategy includes the ambitious safety goal of Vision Zero. Metro's target is zero traffic-related deaths and life-changing injuries in the greater Portland by 2035. The strategy includes new regional transportation safety and security policies and updated actions to address the contributing factors in fatal and lifechanging traffic crashes identified for the greater Portland region.



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

The Regional Travel Options Strategy maps out a plan for reducing reliance on driving alone through employer outreach programs, traveler education and incentives for using alternatives to driving.

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



### **Climate Smart Strategy (December 2014) ↗**

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

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



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

Prepared by TriMet, the coordinated transportation plan defines priorities and actions to support a cost-

effective, efficient and high-quality transportation system that serves the needs of seniors and persons with disabilities. It identifies current and future needs, calling for investments and actions to help ensure people have access to medical care and other essential services. The plan recognizes seniors will represent the fastest growing segment of our population in years to come and defines a continuum of services that takes into account people's abilities as they transition through various stages of age and ability. The next update is due in 2024.



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

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

other destinations throughout the region.



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

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

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



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

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

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

## Moving forward together

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

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

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

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

### Local planning

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

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

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

### Metro's regional programs

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

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

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

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

### Regionwide planning

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

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

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

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





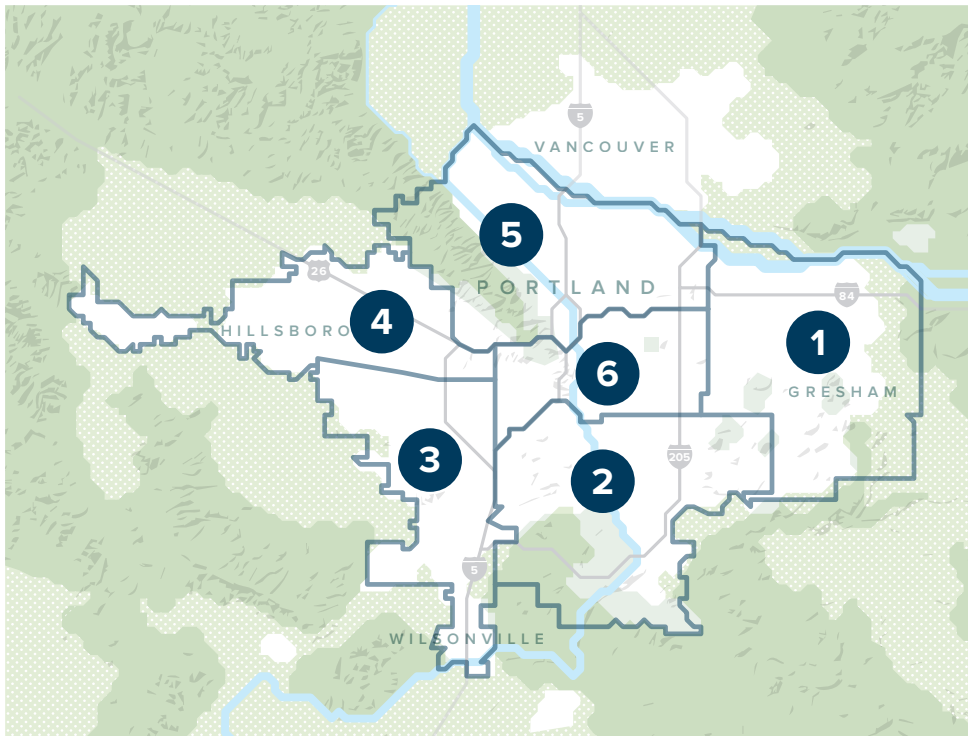
If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

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

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**Auditor**

Brian Evans

## Memorandum

**To:** C4 Metro Subcommittee  
**From:** Team TPAC, Representing Clackamas County & Clackamas Cities  
**Re:** July 7, 2023 TPAC Highlights  
**Date:** July 11, 2023

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### Overview

Following is a brief summary of the July TPAC Meeting. Meeting materials can be found [here](#).

### General Updates

- There have been at least 13 traffic fatalities since the May fatal crash report, at least 64 fatalities in the three county area since the start of this year, and 260 in Oregon.
- TPAC recommended to JPACT adoption of the 2024-2027 Metropolitan Transportation Improvement Program.

## 2027-2030 Statewide Transportation Improvement Program (STIP) Revenues and Investment Priorities Discussion

### Background

With the 2024-2027 STIP on course to be approved this summer, it is time to begin development of the 2027-2030 STIP. The STIP is Oregon's capital program that lays out how federal and state transportation funds will be spent. It includes construction projects on state and local roads and public and active transportation projects. It does not include state-funded multimodal grant programs (such as Connect Oregon and the Statewide Transportation Improvement Fund), maintenance and operation of state highways, State Highway Fund resources provided to cities and counties, or revenue collection and administrative functions.

### STIP Timeline

- OTC approves funding allocation: November 2023
- Project scoping and selection: 2024-2025
- Public comment and OTC approval: 2026

### Funding Challenges

The 2024-2027 STIP included record levels of state and federal funding. ODOT's projections for the 2027-2030 STIP are more modest for a variety of reasons.

- To address ODOT's operations and maintenance (O&M) shortfall, ODOT and the OTC have transferred some federal and state funds that would have gone into STIP to O&M.
- The Infrastructure Investment and Jobs Act (IIJA) expires in 2026. At that point, one-time funds for bridges and EV charging will expire, and there is a risk that federal funding will fall below current levels.
- Under the ADA program funding plan approved by the Commission in September 2022, completing ADA curb ramp projects will require a significant amount of funding.
- The State Highway Fund is expected to begin declining during the next STIP, so the amount of HB 2017 funds going into the STIP will fall.
- Rapidly increasing construction costs diminishes purchasing power of STIP funding.

## **SUGGESTED FEEDBACK FOR JPACT...**

- ODOT has done good work removing funding siloes to invest in complete projects. This practice, however, creates some ambiguity around where certain programs are housed in the STIP. As we discuss funding priorities and where to invest discretionary federal funds, please encourage ODOT to clarify the composition of each STIP funding category.
- ODOT’s revenue projections are conservative, and it’s possible that our region or state could receive monies above anticipated levels. Please encourage ODOT and the OTC to contemplate, as part of the STIP funding allocation, how unanticipated revenues should be used. Then, if additional funding does come available, we are more competitive and can move dollars out the door quickly.

## **2023 Regional Transportation Plan (RTP): Chapter 8**

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

TPAC will have an opportunity to discuss Chapter 8 at its July 7, Aug. 4, and Sept. 1 meetings. The Sept. 13 TPAC workshop is another opportunity to discuss recommended actions in response to public comments received on the RTP, including Ch. 8, and to identify topics for discussion by the Joint Policy Advisory Committee on Transportation (JPACT). MTAC will have an opportunity at the July 19 and Sept. 20 meetings to discuss Chapter 8 and identify topics for discussion by the Metro Policy Advisory Committee (MPAC).

## **FEEDBACK FROM LOCAL TPAC REPS...**

1. Chapter 8 needs to be reformatted/restructured to clarify which projects the region should be working on to make progress on the goals, especially those where we are falling short of our targets.
2. We need to adapt the RTP around changing information. If the I-205 third lane is no longer happening, then it needs to be removed from our modeling so it doesn’t skew data.
3. Chapter 8 identifies the need for a Regional Bridges funding strategy. Given the expected decline in gas tax revenue, we should look at a broader funding strategy for regional transportation infrastructure.
4. The region should be more engaged in supporting the implementation of Electric Vehicle infrastructure. Smaller jurisdictions would benefit from guidance on the specific activities they should be doing to support the transition.
5. Recently, the Metro Council placed a high value on development readiness in urban expansion areas. Transportation infrastructure, however, can be challenging to provide. Funding opportunities and programs in Chapter 8, where appropriate, should be expanded to focus on creating transportation readiness in expansion areas, particularly areas in Clackamas County given the recent UGB land swap.
6. Metro proposes to undertake a study titled “Connecting First and Last Mile: Accessing Mobility through Transit”. This study will identify service and coordination gaps specific to the Metro region, especially for suburban areas of the region and regional parks, document the range of potential solutions and explore innovative ways to improve transit access and convenience for users. In addition to the current scope of work, it may be beneficial for Metro to look at transit access in urban expansion areas, and user safety/amenities in suburban areas.



## Upcoming Agenda Highlights

- **August 4 – Regular Meeting**
  - 2023 RTP: Regional Mobility Policy Measures
  - 2023 RTP: Update on Regional Mobility Pricing Policy Throughway Reliability Measure
  - 2023 RTP: Chapter 8 (Implementation)
- **August 16 – MTAC/TPAC Joint Workshop**
  - Construction Career Pathways Overview and Update
  - 2023 RTP: Begin discussion of public comments on Public Review Draft RTP, Project List and Appendices
- **September 1 – Regular Meeting**
  - 2023 RTP: Draft Legislation and Overview of Public Comments Received and Draft Recommended Actions in Response to Public Comment
  - Better Bus Call for Projects
  - TV Highway Transit and Development Project Update
  - Freight Commodity Study: Draft Findings
  - Great Streets Program updates: Final project list
- **September 13 – TPAC Workshop**
  - 2023 RTP: Draft Public Comment Report and Recommended Actions in Response to Public Comment
- **October 6 – TPAC Meeting**
  - Ordinance 23-1496 2023 RTP: Draft Public Comment Report and Recommended Actions in Response to Public Comment
  - 2023 High Capacity Transit Strategy (Resolution No. 23-5348) Discussion
  - 82nd Avenue Transit Project Update

## For More Information, Contact Team TPAC

### COUNTY REPS

Karen Buehrig, Clackamas County  
[karenb@clackamas.us](mailto:karenb@clackamas.us)

Jamie Stasny, Clackamas County  
[jstasny@clackamas.us](mailto:jstasny@clackamas.us)

Stephen Williams, Clackamas County  
[swilliams@clackamas.us](mailto:swilliams@clackamas.us)

### CITY REPS

Jaimie Lorenzini, City of Happy Valley  
[jaimiel@happyvalleyor.gov](mailto:jaimiel@happyvalleyor.gov)

Dayna Webb, City of Oregon City  
[dwebb@orcify.org](mailto:dwebb@orcify.org)

Will Farley, City of Lake Oswego  
[wfarley@ci.oswego.or.us](mailto:wfarley@ci.oswego.or.us)