



TO: Clackamas County Board of County Commissioners (BCC)
FROM: Commissioner Paul Savas
RE: 2023 Regional Transportation Plan (2023 RTP) – Final action
DATE: November 1, 2023

REQUEST: This is an opportunity for the Board to provide guidance to the County's representative on the Joint Policy Advisory Committee on Transportation (JPACT) before the recommendation on the 2023 RTP is finalized at the November 16, 2023 JPACT meeting.

BACKGROUND: Metro has been leading a three-year process to update the Regional Transportation Plan (RTP), which is in the final stages of review and approval. On October 25th, the Metro Planning Advisory Commission (MPAC) forwarded an advisory recommendation to Metro Council. MPAC approved a number of changes introduced by Clackamas County cities and Commissioner Shull that align with our interests and values, including:

1. Strengthening language around toll revenue sharing between ODOT and local jurisdictions, including requiring ODOT to present a revenue sharing approach to the Oregon Transportation Commission
2. Ensuring low-income and disadvantaged communities are not overburdened by any tolling proposals
3. Limiting the Regional Mobility Pricing Project to preliminary engineering only (rather than including full construction)
4. Removing unsubstantiated safety/crash language from the I-205 project description

Kim Ellis, Metro's RTP Project Manager, created the attached memo (**Attachment A**), which details the MPAC recommendations and highlights the key action items moving forward.

On November 16th, JPACT will be making its final recommendation to Metro Council. Metro Council will consider both the MPAC and JPACT recommendations, but ultimately the final action by JPACT and Metro Council must align.

I am generally supportive of the MPAC recommendations, but technical staff is still assessing potential implications of recommendation #3 on local jurisdictions' capital plans and funding sources. Additionally, I support requiring mitigations to be in place prior to any tolls being collected; technical staff is assessing the feasibility of incorporating that proposal into the RTP.

The RTP presumes that tolling and/or congestion pricing will be implemented in the Portland region, and codifies tolling in future plans. Therefore, does the Board support the RTP?

Attachment A: Adoption of the 2023 Regional Transportation Plan Metro Memo (Oct. 27, 2023)



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Memo

Date: October 27, 2023
 To: Transportation Policy Alternatives Committee (TPAC) and interested parties
 From: Kim Ellis, AICP, RTP Project Manager
 Subject: Adoption of the 2023 Regional Transportation Plan (RTP) – Ordinance No. 23-1496: **TPAC RECOMMENDATION TO JPACT REQUESTED**

PURPOSE

Request TPAC's recommendation to the Joint Policy Advisory Committee on Transportation (JPACT) on adoption of the 2023 Regional Transportation Plan (RTP).

To assist TPAC in finalizing its recommendation, staff prepared updated adoption materials, including a revised Exhibit C (Part 1) to Ordinance No. 23-1496 (10/25/23 MPAC Recommendation to Metro Council on Discussion Items). The revised Exhibit C (Part 1) reflects changes to the Metro staff recommendations (dated 9/29/23) as recommended by the Metro Technical Advisory Committee (MTAC) on October 18 and the Metro Policy Advisory Committee (MPAC) on October 25. The packet includes two versions of the MPAC recommended changes to the MTAC recommendations – a version in track changes and a version with the MPAC recommended changes accepted. MPAC's recommendations will be brought forward to the Metro Council for consideration as the 2023 RTP is finalized for adoption in late November.

TPAC ACTION REQUESTED ON NOVEMBER 3

On November 3, the MPAC recommendations will serve as the discussion starting point for the Transportation Policy Alternatives Committee (TPAC) meeting. TPAC's recommendation, in turn, will be brought forward to the Joint Policy Advisory Committee on Transportation (JPACT) meeting on November 16, 2023. The ordinance and Exhibits A, B, and C as recommended by MPAC include:

- **Ordinance No. 23-1496** For the Purpose of Amending the 2018 Regional Transportation Plan to Comply with Federal and State Law
- **Exhibit A – Public Review Draft 2023 Regional Transportation Plan and Appendices.** This exhibit includes the public review draft 2023 Regional Transportation Plan and appendices, including the financially constrained project list. *Note: amendments to this exhibit will be documented in Exhibit C but those amendments will not be incorporated in Exhibit A until after adoption by JPACT and the Metro Council.*
- **Exhibit B – Regional Framework Plan Amendments.** This exhibit amends the existing Chapter 2 of the Regional Framework Plan with the new goals and objectives included in Chapter 2 of the 2023 Regional Transportation Plan.
- **Exhibit C – Summary of Comments Received and Recommended Actions.** This exhibit documents substantive comments received and recommended actions, including proposed amendments to Exhibit A. The comments and recommended actions in Exhibit C are organized in two parts:
 - **Exhibit C (Part 1): MPAC Recommendations to Metro Council on Discussion Items** (“Discussion items”) – These recommendations, and the public comments they respond to, raise important policy considerations that warrant further policy discussion by MPAC, JPACT and the Metro Council.

TPAC will be asked to incorporate MPAC's recommendation and make a recommendation to the JPACT for each of these topics as much as possible. TPAC may make additional recommendations on each of these topics individually, beyond what was recommended by MPAC, including making a different recommendation from what was recommended by MPAC. If TPAC makes a recommendation that is different from MPAC's recommendation, both recommendations will be carried forward to JPACT and the Metro Council for consideration.

- **Exhibit C (Part 2): MPAC Recommendations to Metro Council on Consent Items** (“Consent Items for Consideration As a Bundle Without Discussion”) These recommendations address technical edits, fine-tuning, clarifications and substantive comments identified through the public review process for consideration on a “consent basis” without further discussion. New wording is shown in underline; deleted words are crossed out in ~~strikeout~~.

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

Using MPAC’s recommendation as a starting point, TPAC is requested to:

1. Recommend approval of the consent items in Exhibit C (Part 2) as a bundle without further discussion.
2. Make individual recommendations on the discussion items in Exhibit C (Part 1).
3. Make an overall recommendation to adopt the 2023 RTP, including:
 - Approval of the “discussion” items in Exhibit C (Part 1); and
 - Approval of the “consent” items in Exhibit C (Part 2);
 - Approval of Ordinance 23-1496 and its Exhibits.

A SUMMARY OF RECENT DISCUSSIONS AND ACTIONS ON THE RTP

A summary of recent discussions and actions follows.

At their respective meetings **on September 20 and September 21, MPAC and JPACT began discussion of the five key policy topics** contained in Exhibit C (Part 1). MPAC and JPACT members expressed support for advancing regional discussions to secure funding for the priorities in the RTP, particularly transit service. MPAC members expressed the importance of adequate funding to address local transportation needs, particularly growing maintenance needs in each community, and the importance of the region speaking as one voice in future legislative sessions. Recommendations for expanding the region’s efforts to secure funding are reflected in Exhibit C (Part 1).

MPAC members stated support for the important role that freeways serve in meeting local travel needs in different parts of the region due to a lack of multimodal connectivity. MPAC also urged the next RTP project selection process be more closely linked to development needs and priorities. Another expressed JPACT priority was ensuring project partners on major freeway projects (including the Interstate Bridge Replacement Program, I-5 Rose Quarter Project, the I-205 Toll Project, and the Regional Mobility Pricing Project) continue to be accountable to adopted commitments. JPACT also directed staff to work with the Oregon Department of Transportation (ODOT) on unbundling ODOT project #12095 to provide more specificity about the location and project details to increase transparency and enable the projects to be included in the final RTP system analysis. Recommendations for unbundling and other actions, and ensuring accountability to adopted commitments are reflected in Exhibit C (Part 1).

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

On September 29, Metro staff recommendations were transmitted to Metro’s technical advisory committees – the TPAC and MTAC – for discussion and recommendation to their respective policy advisory committees – JPACT and MPAC. The recommendations address JPACT direction on unbundling ODOT safety projects as reflected in Exhibit C (Part 1).

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

On October 10, the Metro Council discussed the Metro staff recommendations in Exhibit C (Part 1) and expressed support for the overall set of recommendations as proposed.

At a joint workshop **on October 11, MTAC and TPAC members discussed the Metro staff recommendations each of the discussion topics in Exhibit C (Part 1).** As part of the discussion, TPAC and MTAC members introduced and discussed potential changes to the Metro staff recommendations. These potential changes were raised and acted on at the October 18 MTAC meeting.

On October 18, MTAC unanimously recommended that MPAC recommend the Metro Council adopt the 2023 Regional Transportation Plan with the recommended changes that are contained in Exhibit B and Exhibit C (Part 1 and Part 2) to Ordinance No. 23-1496. MTAC’s recommendation made some changes to the Metro staff recommendations and recognized that TPAC and JPACT will also make recommendations on Ordinance No. 23-1496 and its Exhibits in November.

On October 25, MPAC unanimously recommended that Metro Council adopt the 2023 Regional Transportation Plan with the recommended changes that are contained in Exhibit B and Exhibit C (Part 1 and Part 2) to Ordinance No. 23-1496. MPAC’s recommendation made some changes to the MTAC recommendations and recognized that TPAC and JPACT will also make recommendations on Ordinance No. 23-1496 and its Exhibits in November.

Key MTAC and MPAC recommended changes to the Metro staff recommendations that were presented to TPAC in October include:

- MTAC recommended removal of the Metro staff recommendation to create a JPACT subcommittee with business and community leaders to provide more oversight and guide the 2028 RTP Call for Projects. MTAC members expressed JPACT would continue to guide the Call for Projects making creation of a subcommittee unnecessary and potentially limiting. (*Policy Topic 1, Investment Emphasis*)
- MTAC recommended replacing toll revenue sharing language with new language that describes the statutory authority for tolling and allocation of toll revenues and shifts coordination of revenue sharing approach to JPACT and the Metro Council instead of ODOT. MPAC recommended this action be expanded to include the ODOT commitments in a new RTP

appendix and other changes to ensure continuing accountability with those commitments. MPAC also recommended that the toll revenue sharing approach be developed collaboratively (Metro Council, JPACT, ODOT and regional partners) and that ODOT present the region's agreed-upon toll revenue sharing approach to the Oregon Transportation Commission prior to Jan. 1, 2026. *(Policy Topic 2, Pricing Policy Implementation, Action 1.a.)*

- MTAC recommended adding language to provide more specificity about the diversion analysis and other analysis ODOT will do as part of ongoing NEPA processes consistent with Federal requirements. MPAC recommended this action be further expanded to ensure the analysis also addresses the commitments referenced in Action 1.a. *(Policy Topic 2, Pricing Policy Implementation, Action 1.c.)*
- MTAC recommended adding language to specify that ODOT must provide reports documenting consistency with RTP pricing policies when requesting future MTIP amendments. This would be in addition to existing RTP consistency documentation that is done for MTIP amendments. MPAC recommended further refinements that are reflected in Action 1.e. *(Policy Topic 2, Pricing Policy Implementation, Actions 1.e. through 1.g.)*
- MPAC recommended adding a new action to amend the RTP Constrained Project List to split the I-5 and I-205: Regional Mobility Pricing Project (RTP #12304) into two phases, retaining only the preliminary engineering (PE) phase in the RTP Constrained Project List and moving the construction-related phases (RW, UR, CN and OT) to the RTP Strategic Project List. *(Policy Topic 2, Pricing Policy Implementation, Action 2)*
- MTAC recommended adding language to clarify the electrification action is intended to focus on identifying actions for improved coordination and assessing need and gaps in local and regional action to advance electrification. MPAC did not recommend further changes to this policy topic. *(Policy Topic 4, Climate Tools and Analysis, Action 5)*
- MTAC recommended changes that provide flexibility to define the list infrastructure needs to be the focus of the expanded regional funding efforts. Members expressed the list was too limiting and should be discussed by JPACT in greater detail in 2024. MPAC did not recommend further changes to this policy topic. *(Policy Topic 3, Regional Transportation Funding, Actions 1.a. and 1.e.)*
- MTAC recommended adding a new action to update Chapter 3 to remove local implementation-related language. This change acknowledged the remaining technical work to be completed and functional plan update that will begin next year. MTAC also recommended updates to clarify the remaining work will be completed in collaboration with affected jurisdictions and TPAC. MPAC did not recommend further changes to this policy topic. *(Policy Topic 5, Mobility Policy Implementation, Actions 1.d. and 2)*
- MPAC recommended amending the description of RTP Project #12099 (I-205 Toll Project (PE)) to delete the summary of expected project safety impacts. This change was recommended because members raised concerns that the expected reduction in crashes reported in the project description does not account for safety impacts of tolling that will be analyzed through the NEPA process underway. Members are concerned about the potential for more fatal and serious injury crashes on urban arterials due to diversion of throughway travel on arterial streets if tolling is implemented on I-205.

As noted previously, the packet includes two versions of the MPAC recommended changes to the MTAC recommendations – a version in track changes and a version with the MPAC recommended changes accepted.

Strategic Context and Framing

The [Regional Transportation Plan](#) (RTP) is the state- and federally-required long-range transportation plan for the greater Portland region. The greater Portland region's economic prosperity and quality of life depend on a transportation system that provides every person and business in the region with equitable access to safe, reliable, climate-friendly and affordable travel options. The RTP is the blueprint for transportation in our region and a key tool for implementing the region's [2040 Growth Concept](#) and [Climate Smart Strategy](#). Together, these plans will help ensure that greater Portland thrives by connecting people to their jobs, families, schools and other important destinations and by allowing business and industry to create jobs and move goods to market.

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

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

Since Fall 2021, Metro Council and staff have engaged extensively with policymakers, jurisdictional staff, interested Tribes, transportation agencies, community-based organizations, business groups, businesses, and members of the public to update the region's vision, goals and policies for the transportation system and understand the region's transportation trends, needs and priorities for investment. As directed by Resolution No. 23-5343, a final 45-day public comment period was held from Monday, July 10 to Friday, August 25, 2023. The comment period built on the significant engagement and feedback received throughout the update to the RTP.¹

As presented in September, many community members, tribes, organizations and jurisdictions have provided input throughout the two-year process of developing the draft RTP. Throughout the RTP process Metro and community partners have engaged community members throughout the region. These community members were more geographically, racially and age diverse than those who participated in the public comment period. The recommended changes to the RTP reflect input heard throughout the process, not only during the public comment period. Two of the community organizations that engaged community members on the RTP—Unite Oregon and Centro Cultural—did robust, multi-lingual, in-person engagement in Washington County. Metro staff also worked with

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

regionally serving organizations including The Street Trust, OPAL and Next Up, to be very intentional about reaching communities in Clackamas, Washington and east Multnomah counties. A summary of engagement activities is included in the packet. More in-depth engagement reports are available on the project website.

The comments received during the final public comment period represent a variety of perspectives and interests. Some focus on specific communities or neighborhoods and others focus on serving specific populations or interests across the region. Comments from these organizations and members of the public were considered by Metro staff alongside comments received from jurisdictional partners as part of developing the recommendations contained in Exhibit C (Part 1 and Part 2) to Ordinance No. 23-1496.

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

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

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

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

FINAL STEPS

TPAC will be requested to make a recommendation to JPACT on Ordinance No. 23-1496 at the November 3 meeting. Any differences in recommendations from the MPAC recommendation to the Metro Council will be communicated to JPACT and the Metro Council. The Metro Council will discuss MPAC's and TPAC's recommendations on November 7. JPACT will consider TPAC's recommendation on November 16. The Metro Council is scheduled to consider MPAC and JPACT's recommendations on November 30, following a final public hearing. A schedule of remaining discussions and actions is provided in the packet.

/Attachments

- RTP Ordinance No. 23-1496
- Exhibit A to Ordinance No. 23-1496
- Exhibit B to Ordinance No. 23-1496
- Exhibit C (Part 1) to Ordinance No. 23-1496 – clean version
- Exhibit C (Part 1) to Ordinance No. 23-1496 – track changes version
- Exhibit C (Part 2) to Ordinance No. 23-1496
- RTP Schedule
- RTP Engagement Summary – 2022-23

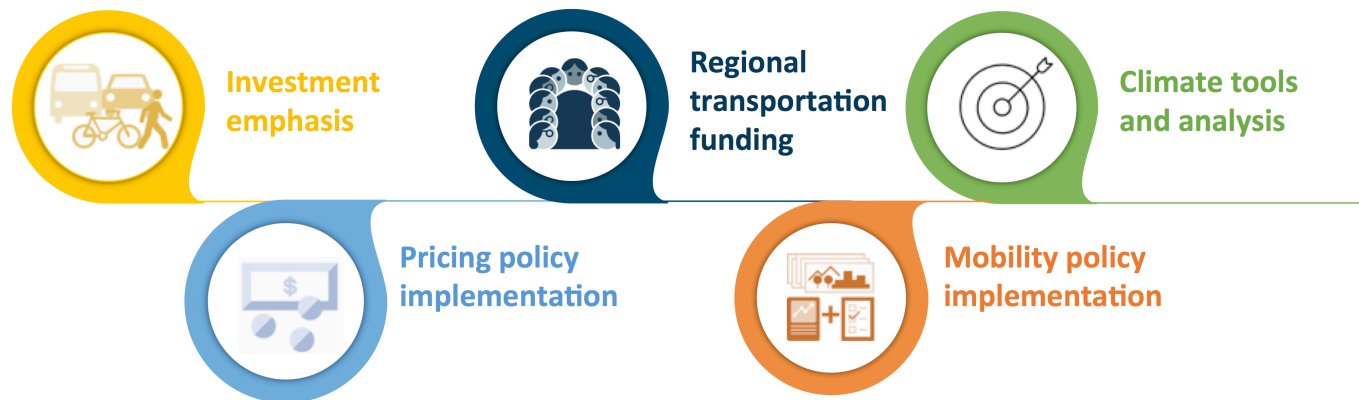
MPAC recommended changes (10/25/23) to the MTAC recommended actions (10/18/23) are shown in track changes format for reference.



Exhibit C (Part 1) to Ordinance No. 23-1496 10/25/23 MPAC Recommendation to Metro Council on Discussion Items

This document summarizes recommended actions to address key concerns raised during the final comment period for the 2023 Regional Transportation (RTP). The concerns and recommendations have been organized into five policy topics shown in Figure 1.

Figure 1. Key Policy Topics for Discussion and Recommendation



On October 25, the Metro Policy Advisory Committee (MPAC) recommended the Metro Council approve the actions listed in the tables that follow as part of making an overall recommendation to the Metro Council adopt the RTP by approving Ordinance No. 23-1496 and its exhibits.

MPAC's recommendations will be brought forward to the Metro Council for consideration as the 2023 RTP is finalized for adoption in late November. In the meantime, the MPAC recommendations will serve as the discussion starting point for the Transportation Policy Alternatives Committee (TPAC) meeting on November 3, 2023. TPAC's recommendation, in turn, will be brought forward to the Joint Policy Advisory Committee on Transportation (JPACT) meeting on November 16, 2023.

Exhibit C (Part 1) to Ordinance No. 23-1496

10/25/23 MPAC Recommendation to Metro Council on Discussion Items



MPAC recommended changes to the MTAC recommended actions (10/18/23) are shown in ~~blue~~ blue ~~strikethrough~~ and underline

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MPAC recommended changes to the MTAC recommended actions (10/18/23) are shown in [blue strikethrough and underscore](#)

Policy Topic 1 – Investment Emphasis	
Key concerns	MPAC RECOMMENDED ACTIONS
<p>The emphasis of investments does not align with regional goals. There is too much investment in freeways relative to the following investments, which need more resources:</p> <ul style="list-style-type: none"> • transit service • completing gaps in active transportation network • addressing the safety needs of urban arterials reducing climate pollution 	<ol style="list-style-type: none"> 1. Ensure Accountability: Ensure project partners for the Interstate Bridge Replacement Program, I-5 Rose Quarter Project, Regional Mobility Pricing Project and the I-205 Toll Project are accountable to adopted commitments and desired outcomes to address safety, climate and equity priorities for each project. ¹ 2. Unbundle and identify ODOT safety projects: Recommend that ODOT unbundle and prioritize safety projects within RTP Project #12095 (\$349 million)(Safety & Operations Projects 2023-2030) to provide more specificity about the location and project details. This would increase transparency and align and leverage proposed local projects on state-owned arterials. It would also enable the projects to be included in the final 2023 RTP analysis. Specific recommendations include: <ol style="list-style-type: none"> a. Add individual 2024-27 STIP/MTIP projects to the 2023 RTP project list that have the RTP ID 12095 and a cost estimate of \$2 million or greater. ² b. Add a new project that reflects ODOT’s ongoing ADA Program investments in the region. c. Recommend ODOT continue to host and advertise ODOT presentations on the draft STIP list at TPAC and JPACT and provide opportunities for input on project selection. d. Recommend ODOT present on the 27-30 STIP program allocations and project selection processes and criteria for safety projects, including the ARTS program that includes safety projects on both the ODOT and local systems. 3. Report on safety investments in the region: Recommend that all transportation agencies provide regular reports to TPAC and JPACT on the location, type and amount of federally-funded safety investments made in the region. These updates would ideally be coordinated with each MTIP cycle and can be used to aid Metro in reporting and evaluating MTIP performance. 4. Improve the RTP project list development and review process in advance of the 2028 RTP: <ol style="list-style-type: none"> a. Update Chapter 8 in the 2023 RTP to identify post-RTP work in advance of the 2028 RTP Call for Projects. Specific recommendations include:

¹ JPACT and Metro Council discussions and actions on projects undergoing the NEPA process in the Portland area are listed in Attachment 1.

² The 2024-27 STIP and 2024-27 MTIP include 12 projects (\$66 million in investments) with a cost estimate of \$2 million or greater. These projects are listed in Attachment 2.

10/25/23 MPAC Recommendation to Metro Council on Discussion Items

MPAC recommended changes to the MTAC recommended actions (10/18/23) are shown in blue strikethrough and underscore

Policy Topic 1 – Investment Emphasis	
Key concerns	MPAC RECOMMENDED ACTIONS
	<ul style="list-style-type: none"> i. Recommend Metro convene a group to review of Metro’s existing metrics and tools for evaluating safety, climate and, equity, <u>mobility and economic development</u> impacts of transportation decisions across the RTP, MTIP, RFFA and investment area programs to ensure metrics and tools reflect community and regional priorities. This could lead to recommendations on new tools and/or process improvements that may be needed to better align investment priorities with RTP goals and funding opportunities. ii. Recommend Metro conduct a review of the 2023 RTP project list development process in advance of the 2028 RTP update. The intended outcome of this review is an improved project assessment process that better aligns project selection with community and regional priorities. An improved project assessment process would provide transparency and enable decision-makers to consider the benefits and impacts of multiple projects comprehensively when making investment decisions. iii. Recommend that Metro Council members and staff present to elected councils around the region to highlight the goals of the 2023 RTP and expectations around identification of investment priorities during the scoping phase for the 2028 RTP update. <p>b. Post RTP adoption, recommend all agencies engage community members, community-based organizations, tribes, cities, counties, transportation providers, businesses and other interested parties in the process of identifying and prioritizing locations and projects to address safety, climate, equity and transit needs in advance of the 2028 RTP Call for Projects. As part of this work, consider new/innovative data and metrics to benchmark and measure performance on safety and equity.</p> <p>5. Continue to improve coordination and support for small jurisdictions.</p> <ul style="list-style-type: none"> a. Following adoption of the 2023 RTP, develop strategies to support smaller jurisdictions to be more effective for funding opportunities. b. Prior to the 2028 RTP Call for Projects, consider strategies to improve coordination on submitting projects on state or multi-jurisdictional facilities.



MPAC recommended changes to the MTAC recommended actions (10/18/23) are shown in ~~blue strikethrough~~ and underline

Policy Topic 2 – Pricing Policy Implementation	
Key concerns	MPAC RECOMMENDED ACTIONS
<ul style="list-style-type: none"> • Concern about whether future MTIP amendments to advance ODOT tolling program projects will be subject to the RTP pricing policies and actions. • Toll project analysis has been insufficient to understand the impacts of potential diversion from tolling on traffic and safety on the local system. These details are necessary to understand how tolling will interact with other projects in the RTP and to identify policies and projects to address diversion and safety. <ul style="list-style-type: none"> • It is unclear how much diversion from tolling will likely occur and how much diverted traffic is likely to be local travel that should use the local system versus longer distance travel that should be using throughways. • Concern about the potential for more fatal and serious injury crashes on urban arterials due to diversion of throughway travel on arterial streets that are already high injury corridors. This information is needed to identify potential mitigation projects. • Need to recognize that diversion is highly dependent on local conditions 	<ol style="list-style-type: none"> 1. Update Chapter 8 to identify work needed to address local and regional concerns prior to implementation of tolling projects: <ol style="list-style-type: none"> a. As established under Oregon Revised Statute Chapter 383, the Oregon Transportation Commission (OTC) is the state’s tolling authority and decision-maker on allocation of toll revenues. The use of toll revenues is subject to federal laws, the Oregon Constitution (Article IX, section 3a), state law, the Oregon Highway Plan, and OTC Policy. <u>Specific allocation decisions regarding the revenues from toll projects are made by the OTC using an extensive public engagement process.</u> <ol style="list-style-type: none"> i. Tolling efforts for the IBR program will be developed in a bi-state process involving the legislatures, transportation commissions, and departments of transportation from both Oregon and Washington. The OTC and WSTC will jointly determine toll rates and toll policies for the IBR program. However, unlike in Oregon where the OTC determines how toll revenue is spent; in Washington, the Legislature, not the WSTC, has this authority. a.ii. <u>ODOT has made a series of commitments to ensure that pricing projects contained in ODOT's Urban Mobility Strategy align with the Pricing Policy in the 2023 RTP as documented in Appendix X. To ensure continuing accountability with those commitments, JPACT and Metro Council shall coordinate with regional partners (including ODOT) on a proposed toll revenue sharing approach to address safety and diversion impacts from tolling and work together to expand transportation options along priced corridors. JPACT and Metro Council shall provide testimony to the OTC in support of their proposed the collaboratively developed toll revenue sharing approach, and ODOT shall present the approach to the OTC for consideration prior to January 1, 2026.</u> b. ODOT must bring the work of the Equity and Mobility Advisory Committee (EMAC) into the analysis, discussion and influencing decision-making about the revenue raising potential of tolling and/or pricing consistent with EMAC’s foundational statements accepted by the OTC. Due to the bi-state nature of the IBR program, the advisory committees established by ODOT for the Oregon Toll Program will not be the entities utilized for the IBR program. The IBR program will work with the OTC and WSTC to identify the process for incorporating public, advisory group, and partner agency input around toll rate-setting and policies. <u>ODOT shall, however, seek opportunities to incorporate the equity framework of the EMAC, where appropriate, into all pricing programs.</u>



MPAC recommended changes to the MTAC recommended actions (10/18/23) are shown in [blue strikethrough and underscore](#)

Policy Topic 2 – Pricing Policy Implementation	
Key concerns	MPAC RECOMMENDED ACTIONS
<p>(e.g., I-205 in West Linn vs. in East Portland) and therefore must be addressed at the mobility corridor level.</p> <ul style="list-style-type: none"> • Concern that ODOT has not demonstrated how tolling projects in the RTP (e.g., I-205 Toll Project and Regional Mobility Pricing Project) will help meet state and regional climate and safety goals and per capita GHG and VMT reduction targets. 	<ul style="list-style-type: none"> c. ODOT will evaluate, document and address diversion on local routes where diversion is identified as part of the ongoing NEPA analyses consistent with Federal R<u>requirements and the additional commitments made by ODOT referenced in Key Policy Topic 2 Recommended Action 1.a. Consistent with these commitments and to inform decision-making,</u> ODOT/RMPP technical team should produce<u>shall provide participating agencies with technical information regarding anticipated short- and long-term safety and mobility impacts resulting from tolling, including but not limited to</u> one set of maps for each RMPP Option based on select-link analysis that show the major routes in the region conveying vehicles to/from I-5/I-205, including identified mobility corridors. d. Consistent with the ongoing I-205 NEPA processes, ODOT will utilize the Metro Regional Travel Demand Model and other models that rely on state, regional and local data to evaluate tolling options for I-205. ODOT will conduct a separate analysis to determine if a managed lane concept on I-205 between OR43 and Stafford Road is viable. This analysis will include an evaluation of using one or more managed lanes to address congestion, raise revenues for needed expansion, and minimize diversion in the project area. e. JPACT and Metro Council should<u>shall</u> clarify expectation of ODOT to prepare findings that document how the RTP pricing policies and actions, and previous ODOT commitments adopted by JPACT and with the Metro Council are addressed when requesting JPACT and the Metro Council consideration of future MTIP amendments for toll projects. f. Revise Page 8-68, Section 8.3.1.6 to add: <u>“As the I-205 Toll Project develops and future phases and cost adjustments are amended into the MTIP, reports shall be submitted documenting consistency on compliance with the Chapter 3 Pricing Policies.</u> g. Revise Page 8-70, Section 8.3.1.7 to add: <u>“As the I-5 & I-205 Regional Mobility Pricing Project develops and future phases and cost adjustments are amended into the MTIP, reports shall be submitted documenting consistency on compliance with the Chapter 3 Pricing Policies.”</u> <p><u>h.2. Amend the RTP Constrained Project List to split the I-5 and I-205: Regional Mobility Pricing Project (RTP #12304) into two phases, retaining only the preliminary engineering (PE) phase in the RTP Constrained Project List and moving the construction-related phases (RW, UR, CN and OT) to the RTP Strategic Project List.</u></p>



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Policy Topic 3 – Regional transportation funding

Key concerns	MPAC RECOMMENDED ACTIONS
<ul style="list-style-type: none"> • There is insufficient funding to meet the region’s currently identified needs and RTP goals; the gas tax continues to fall behind in the near-term; and is not viable in long-term, yet it is unclear whether new revenues such as congestion pricing, VMT/road user fee will fill this gap. • Regional consensus is on how to prioritize investments made with existing or new funding. • Existing funding streams tend to under-invest in transit and multimodal improvements. 	<ol style="list-style-type: none"> 1. Expand regional efforts on transportation funding: Update Chapter 8 and RTP adoption legislation to recommend preparing a JPACT work plan to focus on increasing and accelerating regional transportation investments. The work plan should address: <ol style="list-style-type: none"> a. developing state and federal funding legislative priorities position supported by JPACT and the Metro Council, such as the need to maintain the transportation system, invest more in transit and active transportation, address resiliency of bridges and the system, and create dedicated funding for active transportation, transit, Great Streets and Willamette River and other major bridges; b. dedicating resources and coordination to increase region’s competitiveness for emerging BIL federal funding opportunities; c. pursuing transportation funding, including new funding sources to replace the gas tax, in the 2025 legislative session and federal funding opportunities; d. dedicating staff time to assess whether new revenues such as congestion pricing, a VMT/road user fee and changes to user fees and taxes on gasoline sales and other aspects of travel can provide the necessary funding building on the equitable funding research conducted as part of the 2023 RTP update; and e. developing effective strategies to fund and implement transportation infrastructure in Urban Growth Boundary expansion areas and adjacent networks to meet urban multimodal standards and support complete communities consistent with the Regional Growth Concept. 2. Work to secure sustainable, long-term funding to meet the region’s demand for increased frequent and reliable transit service to meet climate and other goals: As part of the legislative priorities in recommendation #1, advocate for the 2025 Legislature to fund increased transit service and transit-supportive investments, including community-based services that complement regional service, at levels needed to meet the region’s state-mandated climate target.

Exhibit C (Part 1) to Ordinance No. 23-1496

10/25/23 MPAC Recommendation to Metro Council on Discussion Items



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Policy Topic 4 – Climate Tools and Analysis	
Key concerns	MPAC RECOMMENDED ACTIONS
<ul style="list-style-type: none"> RTP climate analysis and Climate Smart Strategy should better inform RTP investment priorities. Statewide Transportation Strategy (STS) assumptions need to be updated. Tools for climate analysis in the RTP, MTIP/RFFA and other investment decisions need to be improved. 	<ol style="list-style-type: none"> 1. Update RTP Climate Analysis and Findings: Update the climate analysis to reflect the 2023 RTP, vehicle fleet mix and turnover rates today and report this information back to policymakers and in Chapter 7 and Appendix J, with recommendations to use the updated assumptions as the basis of future climate analysis. 2. Update RTP climate assumptions in Chapter 7 and Appendix J to: <ol style="list-style-type: none"> a. Describe which state assumptions are required to be used in the RTP climate analysis and why. b. Document state assumptions in more detail, including a table describing key state assumptions (e.g., vehicle fleet turnover rate, share of SUV/light truck vs. passenger vehicles, share of electric vehicles), as well as current trends with respect to these assumptions and discussions of state policies, programs or other actions the state is taking to support the state assumptions used in the RTP climate analysis. c. Describe that the region will not meet its targets if the state assumptions used in the analysis are not met, along with the results of the RTP 23+AP scenario, which quantifies how much the region falls short of its targets if the Statewide Transportation Strategy (STS) assumptions are not included in the analysis. d. Describe current trends in GHG emissions, both in the region and state, and nationally, based on DARTE and other inventory sources. e. Use the updated assumptions as the basis of future climate analysis. 3. Advocate for updates to Statewide Transportation Strategy (STS) assumptions: Submit a letter to state agencies encouraging a review of and update to key state assumptions used to set the regional GHG targets, highlighting the need for an update to the STS Monitoring Report that compares the STS assumptions to recent trends and policy changes, and identifies actions needed to achieve STS assumptions that are not on track. 4. Continue to improve climate analysis tools: Update Chapter 8 and Appendix J to describe future efforts to continue to improve climate analysis tools and capabilities to inform policy and investment decisions that have climate impacts.



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Policy Topic 4 – Climate Tools and Analysis

Key concerns	MPAC RECOMMENDED ACTIONS
	<p>5. Take action to support Federal and State electrification efforts: Update Chapter 8 to identify actions for improved coordination and assessing the needs and gaps in local and regional actions to advance transportation electrification in the greater Portland region a way that complements existing state and federal policies and programs. Potential local and regional actions may include:</p> <ul style="list-style-type: none"> • setting a vision for what the electrified future looks like, describing roles and responsibilities in the private sector and at various governmental levels in helping to achieve that vision; • identifying gaps in current private/federal/state actions that local and regional agencies can fill and identifying potential implementation actions that address identified gaps and sources of implementation funding. This could include such actions as: best practices for ensuring EV charger availability at multi-family developments - starting with those funded by Metro via the TOD and Affordable Housing programs; • making shared EVs available (e.g., expanding car sharing and shared e-bikes/scooters, including via both site and citywide deployments); providing access to e-bikes (e.g., providing free trials at events, funding consumer rebates); • preparing EV-ready code amendments to ensure that it is easy and cheap to install EVs, especially at new multifamily development; • partnering with businesses to increase charger availability at retail and other common opportunity-charging destinations; and • siting and funding a limited number of high-profile public charging demonstration projects (e.g., Electric Avenue).



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Policy Topic 5 – Mobility Policy Implementation	
Key concerns	MPAC RECOMMENDED ACTIONS
<ul style="list-style-type: none"> • The regional mobility policy is a critical step toward investments that prioritize safety, mobility and equity. The current project list does not reflect the influence of that policy because it is new. • Remaining regional mobility policy work needs to be completed to support local, regional and state implementation through transportation system plans, RTP and the Oregon Highway Plan. 	<ol style="list-style-type: none"> 1. Update Chapter 8 to identify the remaining work needed to support implementation of the regional mobility policy and the process to complete the work: <ol style="list-style-type: none"> a. Describe the work that will be completed as part of the Regional Transportation Functional Plan update (2024-25) and in coordination with the statewide CFEC implementation program and Oregon Highway Plan update that is underway. b. Describe that local implementation of the regional mobility policy would follow adoption of updates to the Regional Transportation Functional Plan and Oregon Highway Plan. c. Describe the timeline and process to support local implementation of the mobility policy in transportation system plan and comprehensive plan amendments. d. Define future analysis needed to determine appropriate reliability metrics for signalized throughways and that this work will be completed in collaboration with affected jurisdictions and TPAC as part of the Regional Transportation Functional Plan update (2024-25) and in coordination with the update to the Oregon Highway Plan (2023-24). e. Clarify what land use decisions the regional mobility policy applies to in coordination with the statewide CFEC implementation program that is underway. f. Include a task to develop an approach for evaluating household-based VMT per capita to aid cities and counties when making land use decisions in the Portland area in coordination with the statewide CFEC implementation program that is underway. g. Include a task to finalize guidance for measuring system completeness for both transportation demand management (TDM) and transportation system management and operations (TSMO). h. Include a task to reconsider use of the VMT/employee measure. 2. Update Chapter 3 of the RTP to acknowledge that additional work remains that will inform implementation actions. <ol style="list-style-type: none"> a. Delete Section 3.2.5.2 (Mobility policy system planning actions) and Section 3.2.5.3 (Mobility policy plan amendments evaluation actions).



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Additional MPAC Discussion Item 1	
MPAC concerns	MPAC RECOMMENDED ACTION
<ul style="list-style-type: none"> The expected reduction in crashes reported in the project description does not account for safety impacts of tolling that will be analyzed through the NEPA process underway. Concern about the potential for more fatal and serious injury crashes on urban arterials due to diversion of throughway travel on arterial streets if tolling is implemented on I-205. 	<ol style="list-style-type: none"> 1. <u>Amend the description of RTP Project #12099 (I-205 Toll Project (PE) to delete the summary of expected project safety impacts, as follows: "...I-205 in the project area has numerous sites that rank in the top 5 or 10 percent of sites according to 2019 data from the Safety Priority Index System (SPIS), ODOT's systematic scoring method for identifying potential safety problems on state highways based on the frequency, rate, and severity of crashes. Due to the proposed highway improvements (tolling and lane configuration changes) the number of crashes on I-205 in the project area, including crashes resulting in fatalities and injuries, is expected to be 26% lower (representing 144 total crashes)."</u>



2023 REGIONAL TRANSPORTATION PLAN UPDATE

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

October and November 2023

October	10/18	MTAC	<ul style="list-style-type: none"> ACTION: Make final recommendation to MPAC on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments
	10/19	JPACT	<ul style="list-style-type: none"> DISCUSSION: Discuss recommended actions in response to public comments (focus on key policy topics identified by TPAC for JPACT discussion)
	10/25	MPAC	<ul style="list-style-type: none"> ACTION: Make final recommendation to Metro Council on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments (focus on key policy topics identified for MPAC discussion)
November	11/3	TPAC	<ul style="list-style-type: none"> ACTION: Make final recommendation to JPACT on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments
	11/7	Metro Council	<ul style="list-style-type: none"> DISCUSSION: Discuss MPAC recommendation and TPAC recommendation to JPACT on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments
	11/16	JPACT	<ul style="list-style-type: none"> ACTION: Make final recommendation to Metro Council on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments
	11/30	Metro Council	<ul style="list-style-type: none"> ACTION: Public hearing and consider final action on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments