

2023 Regional Transportation Plan



2023 Regional Transportation Plan Chapter 8

Moving forward together

November 30, 2023

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8.0 PURPOSE

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. The Regional Transportation Plan (RTP) is a blueprint for the future of transportation in the region.



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 Oregon Department of Transportation (ODOT) and the region's cities, counties, federally-recognized tribal governments, port districts, transit agencies and other partners.

Learn more about the 2023 Regional Transportation Plan at oregonmetro.gov/rtp

The 2023 RTP sets the region on the path toward shared goals of transportation equity, safety, climate action, mobility options and a thriving economy. However, there is significant and urgent work needed to advance these goals and keep pace with the opportunities and the complex challenges facing the greater Portland region. It will require collaboration, adequate and sustainable funding, and innovation by all government levels and partnerships with transportation agencies, community leaders and organizations, businesses and the public.

Chapter organization

This chapter is a near-term action plan that will help guide the work of Metro and its partners between now and the next RTP update, due in 2028. Many of the priorities expressed by the public, government and agency partners and decision makers that could not be fully addressed within the 2023 RTP update will be advanced through the work in this chapter. The chapter is organized as follows:

8.1 Introduction: This section summarizes the purpose and content of the chapter.

8.2 Planning and programs: This section summarizes ongoing and near-term local, regional and state planning and programs that advance implementation of the plan.

8.1 INTRODUCTION

Connecting our shared values and vision for the future: Setting a course for transportation

Metro worked with many groups and organizations to develop the 2023 Regional Transportation Plan, including:

- Federal, state and local government partners
- Federally-recognized tribal governments
- Transportation agencies
- Community members
- Community-based organizations
- Businesses.

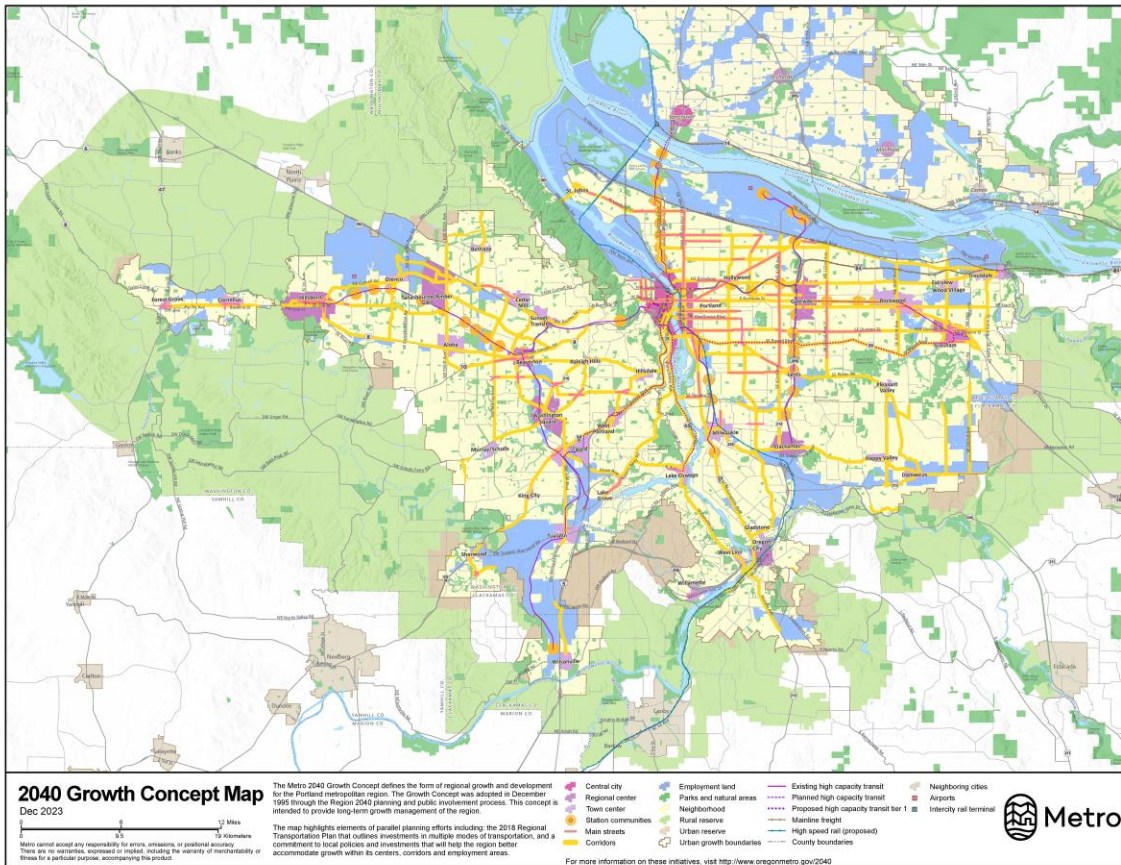
See Appendix D for more information about the groups and organizations and how they were engaged and consulted throughout the process.

The result of that work is:

- A set of regionally identified goals and policies that guide our transportation planning and investment decisions overall;
- Strategies to help meet those goals and policies;
- A shared understanding about existing financial resources; and
- A recommended set of projects that make progress addressing the region's significant and growing transportation needs and challenges.

The goals, policies, projects and strategies in this plan also address federal, state and regional planning requirements based on our shared values and the outcomes we are trying to achieve as a region, including implementation of the 2040 Growth Concept and Climate Smart Strategy.

Figure 8.1: 2040 Growth Concept Map (2023)



The 2023 Regional Transportation Plan is a key tool for implementing the 2040 Growth Concept and the Climate Smart Strategy—the region’s foundation for climate action.

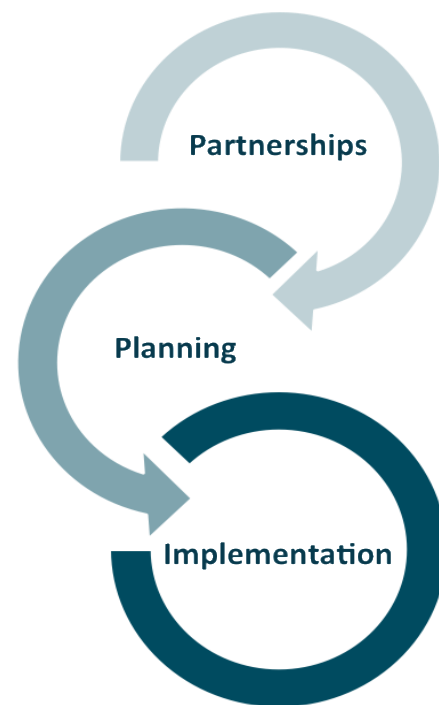
The plan sets an updated course for future transportation planning and investment decisions and continued implementation of the 2040 Growth Concept—the region’s adopted land use and transportation strategy for managing growth and building climate-friendly and equitable communities and a strong economy.

Dramatic changes have unfolded since the RTP was last updated five years ago, many documented in the Emerging Transportation Trends Study¹. As greater Portland continues to emerge from the disruptions of the pandemic and respond to other urgent trends and challenges, this update provides an opportunity for all levels of government to work together to deliver a better transportation future.

The plan considers the changing circumstances and challenges facing our growing region and addresses them directly, adopting new approaches for addressing mobility and prioritizing investments to advance transportation equity, climate, safety, mobility and economic goals. Central to this plan are innovative approaches to connect community land use aspirations, transportation investments and use of regional mobility corridor strategies to comprehensively address our growing transportation needs while protecting public and environmental health. Each mobility corridor strategy is uniquely tailored by (1) optimizing operations on existing throughways and arterial streets that also serve as transit and freight routes, (2) completing gaps in biking and walking connections and (3) strategically expanding the transit and roadway system.

This RTP incorporates a new regional mobility policy focused on the policy outcomes of equity, options, safety, reliability, efficiency and access. It includes performance targets focused on reducing vehicle miles traveled per capita, building a complete and interconnected system and reliability of throughways using travel speed.

Through its policies, projects and strategies, the RTP aims to attract jobs and diverse housing to our region's downtown centers, main streets and employment areas. It seeks to increase the use of public transit, bicycling and walking and reduce the amount of miles that our region's residents, employers and visitors need to drive in order to get around. It also seeks to increase the safety, reliability and efficiency of the roadway and transit systems for all travelers. When we measure our performance, we find we have some



The plan will be implemented through a variety of policies, projects, strategies and actions at the local, regional, state and federal levels.

¹ <https://www.oregonmetro.gov/public-projects/2023-regional-transportation-plan/research>

successes, but overall, the RTP falls short of meeting several performance targets set forth in Chapter 7.

To make more progress toward the goals and objectives of the plan, the region must take additional steps together and individually to address a wide range of planning, programmatic and project activities that will make it easier to implement adopted policies, projects and strategies. This chapter outlines those activities.

The plan will be implemented through a variety of strategies and actions at the local, regional, state and federal levels. The various jurisdictions in the region are expected to pursue policies, projects and strategies that contribute to meeting the agreed upon goals, objectives and policies of this RTP. Implementation of this plan will require a cooperative effort by all jurisdictions responsible for transportation planning in the region and will involve:

- Adoption of regional policies and strategies in local plans, including functional classifications for all modes, land use and transportation needs and agreed upon solutions identified in each mobility corridor strategy.
- A concerted regional effort to secure needed funding to build planned transportation investments needed to serve our growing and changing region.
- Focusing investments and system management strategies to support implementation of the 2040 Growth Concept and preserve the function of the region’s mobility corridors to ensure that land use and transportation policies are mutually supportive and make it easier for people to live and move around.
- Ongoing monitoring for consistency of changes to local transportation system plans (TSPs), local comprehensive plans and land use designations with the RTP and other agency plans, including: (1) the new Oregon Transportation Plan, (2) the planned updates to the Oregon Highway Plan and four-year State Transportation Improvement Program (STIP), (3) the Oregon Department of Land Conservation and Development’s Transportation Planning Rule (TPR), (4) the Oregon Metropolitan Greenhouse Gas Emissions Reduction Rule, (5) the Climate-Friendly and Equity Communities (CFEC) Program and (6) TriMet’s Transit Implementation Plan (TIP).

Defining terms

Functional Classification

The way roads, streets, and highways are grouped into classes according to the character of service and access they provide for different modes of travel.

Modes

A type of transportation distinguished by means used (e.g., such as walking, bike, motor vehicle, bus, train, truck, air, marine).

Mobility corridors

Mobility corridors represent subareas of the region and include all regional transportation facilities within the subarea as well as the land uses served by the regional transportation system.

The Regional Transportation Plan is a living document and will continue to evolve and be updated on a regular basis to address existing and emerging issues. Metro will continue to engage and collaborate with governmental partners and interested parties on all topics and provide support to ensure successful implementation of this plan.

8.2 PLANNING AND PROGRAMS

This section summarizes on-going and near-term local, regional and state efforts that advance implementation of the plan and 2040 Growth Concept.

8.2.1 Local Implementation of the RTP

Local planning efforts that help implement the Regional Transportation Plan include (1) updates to the local transportation system plans, (2) concept plans for designated urban reserves and topical, modal or subarea plans needed for consistency with the RTP or (3) to address specific local or subarea transportation needs or emerging issues.

Local plans and projects are developed and updated to meet local transportation needs and priorities consistent with local land use plans and to implement the RTP and Regional Transportation Functional Plan (RTFP). The RTFP directs how city and county plans will implement the RTP through their respective comprehensive plans, local transportation system plans (TSPs) and land use regulations. All actions included in the RTFP will help the region proactively address climate change, improve access and mobility and support other desired outcomes.

The anticipated schedule for local transportation system plan updates is available at oregonmetro.gov/tsp. The local plan updates are phased appropriately to support local desires for completing plan updates in a timely manner, in coordination with other planning efforts and to take advantage of state and regional funding opportunities. ODOT will be funding TSP updates in the region to implement the statewide Climate Friendly and Equitable Communities Program.

In addition, the Portland metropolitan region has emerging communities, areas that have been brought into the urban growth boundary since 1998, that have 2040 land use designations, that lack adequate transportation and transit infrastructure and financing mechanisms. Additional work is needed to define the needs of emerging communities and strategies needed to facilitate development in these areas, consistent with the 2040 Growth Concept.

8.2.2 Metro programs that support implementation of the RTP

Metro is responsible for several on-going regional programs that provide a combination of grants, technical assistance and planning to support local jurisdictions in implementing the 2040 Growth Concept and RTP. Modal experts provide expertise and support on freight, bicycle, pedestrian, motor vehicle, transit and Intelligent Transportation Systems (ITS) and operations planning. Topic experts provide support on climate change, equity, safety, street design, safe routes to school, resilience, transportation funding, brownfields,

equitable housing and transit-oriented development. Metro’s Regional Flexible Funds provide programmatic funding to help support that technical assistance and capital funds to support implementation. The region’s 2040 Grant Program supports planning processes to align land use and transportation goals, and the Equitable Housing grant program specifically focuses on supporting planning efforts to increase access to affordable housing across the region.

Regional programs identified in the Unified Planning Work Program (UPWP), adopted annually by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council, are described below.

8.2.2.1 Civil rights and environmental justice program

Metro’s transportation planning policies and programs ensure compliance with the following:

- Title VI of the 1964 Civil Rights Act;
- The Executive Order on Environmental Justice;
- Section 504 of the 1973 Rehabilitation Act;
- Title II of the 1990 Americans with Disabilities Act;
- Goal 1 of Oregon’s Statewide Planning Goals and Guidelines; and
- Metro's organizational values of respect and public service.

The program is advancing methods on identifying potentially affected populations, engaging those populations in the development of policy and program decisions and analyzing the effects of policies and programs for marginalized communities that systems in power have excluded from opportunities and resources to which others have easy access.

Metro's work to ensure compliance includes:

- Implementing outreach strategies that remove barriers to participation for people that have been and continue to be blocked from access because of their age, race, class, abilities, ethnicity, gender, immigration status or any other identity not represented by the dominant culture;
- Demographic data collection and mapping;
- Assessing outcomes of plans and programs for marginalized communities; and
- Trainings provided to staff on Title VI compliance requirements and environmental justice outreach best practices.

Program work on compliance is found across many areas of transportation planning:

- Developing the Regional Transportation Plan;
- The Metropolitan Transportation Improvement Program (MTIP);
- Corridor planning projects that follow the National Environmental Policy Act (NEPA) regulations; and
- In the Regional Travel Options program, which conducts federally-funded outreach that promotes non-automobile transportation options.

In 2012, Metro created a new public engagement review process designed to ensure that Metro's public involvement is effective, reaches diverse audiences and harnesses emerging best practices. One of the three criteria for selection of members of the Public Engagement Review Committee, an advisory committee to the Metro Council, is the ability to represent diverse communities in the region. Other components of the public engagement review process that will contribute to more inclusive engagement and accountability include an annual public survey, meetings of public involvement staff from around the region to address best practices, an annual community summit to gather input on priorities and engagement techniques and an annual report.

Metro addresses compliance agency-wide as well as within transportation planning functions and program-by-program. A key way that Metro complies across the agency is with implementation of its Diversity Action Plan, updated and adopted by the Metro Council in May 2017. The plan identifies goals, strategies and actions to increase diversity and cultural competence at Metro in four key areas: (1) internal awareness and diversity sensitivity, (2) employee recruitment and retention, (3) committee membership and public involvement and (4) procurement. Metro's [Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#) was adopted by the Metro Council in June 2016 and identifies goals and actions under five goals:

- A. Metro convenes and supports regional partners to advance racial equity;
- B. Metro meaningfully engages communities of color;
- C. Metro hires, trains and promotes a racially diverse workforce;
- D. Metro creates safe and welcoming services, programs and destinations; and
- E. Metro's resource allocation advances racial equity.

Metro continues to implement department-level racial equity plans to reach the goals of the racial equity strategy for planning, development and research, parks and nature, property and environmental services and the Oregon Zoo. In 2023, Metro prepared an

ADA Self-Evaluation and Transition Plan that addresses the requirements of the Americans with Disabilities Act and supports Metro's commitment to diversity, equity and inclusion.

8.2.2.2 Regional Safe Streets for All program

Metro's regional Safe Streets for All program activities support advancing the Safe System approach to achieve regional safety goals, policies and targets, including zero serious crashes by 2035. Program activities are consistent with strategies and actions in the 2018 Regional Transportation Safety Strategy, the Regional Safe Routes to School Program and local and state safety plans. Following adoption of the 2023 RTP, Metro will coordinate with regional partners and communities to implement the regional Safe Streets for All Federal grant. The grant supports development of the regional safety program and local Transportation Safety Action Plans.

Efforts will focus on:

- Managing speeds for safety;
- Vehicle sizes and weights;
- Increasing pedestrian safety; and
- Eliminating disparities for Black, Hispanic and Native American people and other people of color;
- Eliminating disparities for people with low income; and
- Eliminating disparities for other populations disproportionately impacted by serious traffic crashes.

Program activities include:

- Periodic updates on the state of safety to the Metro Council, Metro technical and policy advisory committees and other interested parties;
- Technical assistance and coordination with local, regional, state and federal partners in planning and project development;
- Support for the development and updates to local and regional safety plans and policies; updates to safety data and analysis;
- Updates to safety plans and policies;
- Safety data collection, maintenance, analysis and interpretation;
- Encouraging best practices in transportation safety and roadway design with funding and programmatic support identifying legislative priorities; and

- Collaborating on efforts to highlight safety in materials, messaging and campaigns.

The program will be closely coordinated with other regional transportation programs and region-wide planning activities.

8.2.2.3 Regional active transportation program

The regional active transportation program manages updates to and implementation of pedestrian, bicycle and access to transit in the RTP and the Regional Active Transportation Plan. The program provides guidance to jurisdictions in planning for safe, efficient and comfortable active transportation access and mobility on the regional transportation system (including regional trails and multi-use paths). The program is closely coordinated with other regional transportation programs, region-wide planning activities and Metro's parks and nature department. Additionally, the program supports coordination with local, regional, state and federal plans to ensure consistency in approach to active travel needs and issues across the region. The program ensures that prioritized regional bicycle and pedestrian projects are competitively considered within federal, state and regional funding programs. Ongoing data collection, analysis, education and regional coordination are also key elements of Metro's active transportation program.

8.2.2.4 Regional freight program

The regional freight program manages updates to and implementation of multimodal freight elements in the RTP and the supporting Regional Freight Strategy. The program provides guidance to jurisdictions in planning for freight movement on the regional transportation system. The program supports coordination with local, regional, state and federal plans to ensure consistency in approach to freight-related needs and issues across the region. Metro's coordination activities include ongoing participation in the Oregon Freight Advisory Committee (OFAC) and the Portland Freight Committee (PFC). The program ensures that prioritized freight projects are competitively considered within federal, state and regional funding programs. Ongoing freight data collection, analysis, education and coordination are also key elements of Metro's freight program. The program is closely coordinated with other regional transportation programs and region-wide planning activities.

8.2.2.5 Regional transit program

The regional transit program conducts long-range transit planning for the Portland Metro region, managing updates to and implementation of the transit elements in the RTP and the supporting Regional Transit Strategy and its components like the High Capacity Transit Strategy. Together, these provide the roadmap for making transit investments over time in collaboration with our transit providers and local government partners in

the region and ensure that prioritized transit projects are competitively considered within federal, state and regional funding programs. The Regional Transit Strategy will need to be amended to reflect the High Capacity Transit Strategy adopted in 2023 and the Connecting First and Last Mile Study anticipated to be complete in 2025 (see Section 8.2.3.6 below).

Program work includes:

- Ongoing coordination with transit providers, cities and counties to ensure implementation of these strategies through plans and capital projects;
- Periodic support for major transit planning activities in the region; and
- Coordination with state transit planning officials.

Ongoing data collection, analysis, education and coordination are also key elements of Metro’s transit program. The program is closely coordinated with other regional transportation programs and region-wide planning activities.

8.2.2.6 Transportation System Management and Operations (TSMO) program

With the intent of supporting broad Transportation System Management and Operations (TSMO) investment and activity in the greater Portland metropolitan region, the TSMO program encompasses regional strategy development, implementation, grant management, project management and system performance monitoring (includes support to the region’s Congestion Management Process). The program facilitates a variety of approaches to reliable, equitable, accessible, safe transportation related to TSMO. These include intelligent transportation systems (ITS), Mobility on Demand (MOD) and related mobility, freight technologies and operations.

The program maintains and periodically updates the regional TSMO Strategy. Strategy updates incorporate RTP policy and develops actions and work plans for implementation. Implementation involves convening operations leaders, engineers and technical experts to share procedures and protocols such as the regional ITS Architecture. ITS Architecture is needed to comply with the Federal Highway Administration (FHWA) rule for federally funded transportation projects and their compliance with the National ITS Architecture. The program also guides implementation of the region’s ITS data communications assets and networks, representing coordination of shared digital infrastructure. The regional role for program implementation supports opportunities for inclusion, research, education and training on TSMO.

The program manages the sub-allocation of Regional Flexible Funding for TSMO. These projects are prioritized by a subcommittee of the Transportation Policy Alternatives Committee (TPAC), called TransPort, through criteria that is consistent with the adopted

Regional TSMO Strategy. The TSMO program provides support for regional ITS projects by helping to apply systems engineering, ITS Architecture, standards and procedures.

The program supports system performance monitoring, including the federal mandates to maintain a Congestion Management Process (CMP). The program implements actions identified in the Arterial Performance Management Regional Concept of Traffic Operations (RCTO) to advance the region's performance measurement capabilities on arterial streets. CMP performance monitoring will continue in order to support development of the RTP, local transportation system plans and MTIP programming. The program partners with PORTAL, a regional archived data user service managed by Portland State University. PORTAL will continue to expand the collection, visualization and uses of multimodal performance data in a way that will enhance the region's ability to diagnose and address mobility and support multimodal operations consistent with the region's CMP.

The TSMO program is closely coordinated with other regional transportation programs and region-wide planning activities.

8.2.2.7 Regional Travel Options (RTO) and Safe Routes to School programs

The Regional Travel Options program implements RTP policies and the Regional Travel Options Strategy. The program's purpose is to reduce drive-alone auto trips and personal vehicle miles of travel and increase use of travel options. The program improves mobility and reduces greenhouse gas emissions and air pollution by carrying out the transportation demand management components of the RTP through three primary program areas: (1) commute trip reduction, (2) community-based travel options and (3) Safe Routes to School. Each RTO program area works to advance RTP goals through the following strategies:

- Regional policy development
 - The RTO program advances travel options policy through policies in the RTP and developing the Regional Travel Options Strategy. It also supports local and state policy development and implementation.
- Funding local program implementation
 - The RTO program provides ongoing funding to local programs and partners to deliver critical Transportation Demand Management (TDM) services across the region. The program also seeks out new partnerships to ensure the travel needs of all residents are prioritized.
- Technical assistance and regional program administration

- The RTO program provides technical assistance to program providers through trainings, resource development and peer networking and learning. In addition, the RTO program administers regional programming to advance the goals of the RTP and RTO strategy in collaboration with local partners.

The program maximizes investments in the transportation system and eases traffic congestion by managing travel demand, particularly during peak commute hours. Specific RTO activities include promoting transit, shared trips, bicycling, walking, telecommuting and the Regional Safe Routes to School program. The program is closely coordinated with other regional transportation programs and region-wide planning activities.

8.2.2.8 Air quality and climate change monitoring program

The air quality and climate change monitoring program ensures the RTP and the MTIP address state and federal regulations and are carrying out the commitments and rules set forth in the following administrative rules and statutes:

- The federal Clean Air Act Amendments
- The federal Carbon Reduction Program created by the federal Bipartisan Infrastructure Law (BIL)
- The Portland Area State Implementation Plan (SIP)
- The Oregon Transportation Planning Rule
- The Metropolitan Greenhouse Gas Emissions Reduction Target Rule

The program is focused on:

- Coordinating with other air quality and climate change initiatives in the region and statewide;
- Monitoring and reporting on Climate Smart Strategy implementation; and
- Monitoring federal and state rulemaking that address air quality and climate change.

As part of this program, Metro participates in a regional collaborative effort to develop and implement a clean air construction strategy and standards for clean diesel equipment and vehicles on select public improvement projects. This program also conducts planning, research and tool development to improve climate monitoring and reporting efforts and inform policy and investment decisions that have climate impacts. These activities aim to support monitoring and implementation of the region's adopted [Climate Smart Strategy](#) and allocation of Carbon Reduction Program funding in the region. Approved by the Land Conservation and Development Commission in 2015, the Climate Smart Strategy is the region's adopted strategy for meeting state mandated climate targets.

The Carbon Reduction Program is administered by the FHWA, which provided \$6.4 billion in formula funding for states and MPOs to develop carbon reduction strategies and for projects to reduce transportation emissions through:

- Traffic management;
- Public transportation;
- Bicycle and pedestrian facilities;
- Alternative fuels; and
- Port electrification.

Metro is expected to have \$12 to 13 million in Carbon Reduction Program funding to allocate for the years 2027 to 2030.

This program's activities are coordinated with state agencies responsible for monitoring air quality and greenhouse gas emissions and implementation of state-level policies and programs that aim to reduce transportation-related air pollution, air toxics and greenhouse gas emissions. This includes activities led by the ODOT climate office and the Department of Environmental Quality (DEQ) Climate Protection Program and other activities that ODOT and the Department of Land Conservation and Development (DLCD) are leading through implementation of the [Climate-Friendly and Equitable Communities \(CFEC\) Program](#), ODOT's [Carbon Reduction Strategy](#) and the [Statewide Transportation Strategy: A 2050 Vision for Greenhouse Gas Emissions Reduction](#). Program staff will also participate in a state review of target rules and assumptions that is due by June 1, 2025.

With support from an Environmental Protection Agency (EPA) grant, the [Climate Pollution Reduction Grant](#) (CPRG), Metro is convening a collaborative regional effort that will result in a comprehensive regional greenhouse gas inventory and improved data and tools for quantifying emissions reductions from different climate strategies across multiple sectors, including transportation, buildings, electricity generation, industry, agriculture and waste management (see description in Section 8.2.3.2 of the EPA Carbon Pollution Reduction Planning Grant). New federal rules are anticipated in 2024 that will direct ODOT and Metro to set transportation-related greenhouse gas emissions reduction targets and monitor progress as part of the region's federal transportation performance measures reporting in Appendix L.

8.2.2.9 Designing Livable Streets and Trails program

The Infrastructure Investment and Jobs Act (IIJA) requires that MPOs must use 2.5 percent of their overall funding to develop and adopt complete streets policies, active transportation plans, transit access plans, transit-oriented development plans or regional

intercity rail plans. Metro complies with this requirement by funding a robust complete streets program. Metro's Designing Livable Streets and Trails program provides regional street and design guidelines and policies, regional arterial and throughway design classifications and other tools to support local jurisdictions to design streets that implement context-sensitive design solutions to advance regional and local goals.

Program activities include:

- Providing technical assistance to cities and counties as transportation projects go through project development and design;
- Convening workshops, forums and field tours to increase understanding; and
- Utilization of best practices in transportation design.

The program is closely coordinated with other regional transportation programs and region-wide planning activities, and with Metro's parks and nature department.

8.2.2.10 Regional Transit-Oriented Development program

Since 2001, Metro's Transit-Oriented Development (TOD) program has had a unique and critical role in implementing the 2040 Growth Concept vision for vibrant, walkable centers and station areas linked by transit. The program invests in compact mixed-use projects near light rail stations, along frequent service bus corridors and in regional and town centers throughout the region, increasing opportunities for people to live, work and shop in neighborhoods with easy access to high-quality transit. The program provides financial incentives for TOD projects to (1) increase transit ridership, (2) stimulate private development of mixed-use buildings that would otherwise not proceed and (3) increase affordable housing opportunities near transit in high cost and gentrifying neighborhoods through land acquisition and project investments. With an increased focus on affordable housing, the program supports construction of housing near transit and services that are more affordable for older adults and lower-income households compared to what would otherwise be built on a property. Related program activities include opportunity site acquisition, investment in urban living infrastructure and technical assistance to communities and developers.

8.2.2.11 Investment areas program

Metro's investment areas program helps communities build their downtowns, main streets and corridors and leverage public and private investments that implement the region's 2040 Growth Concept. Projects include:

- Supporting compact, transit-oriented development in the region's mixed use areas;

- Evaluating high capacity transit and other transportation improvements that cross city and county lines;
- Strengthening bi-state partnerships; and
- Integrating freight and active transportation projects into multimodal corridors.

Major public infrastructure investments do not stop at city or county lines. The region's transportation system connects communities within greater Portland with the rest of the state and the rest of the world. When city, county and state agencies spend billions of dollars on expanding its road, transit and highway system to keep up with the continued population and employment growth, those public investments can both benefit and burden nearby communities. Over time, the region has become more strategic at linking together the transportation, housing, economic, racial equity and environmental goals, policies and investments to intentionally preserve and create great places that serve all people throughout the region, even as change and growth occurs.

One example of linking multiple regional goals is the development of equitable development strategies. As the Portland region has grown, issues such as housing affordability, community and business displacement and inclusive growth have come to the forefront of the public's concern. Metro, in collaboration with local government and community partners, aims to address these concerns by working to create an Equitable Development Strategy (EDS) for each major transit investment corridor where Metro is leading the planning process. The purpose of the EDS process is to leverage investments in transportation improvements to support the region's community development objectives, address existing inequities and reduce associated impacts of displacement that can accompany major investments in public infrastructure.

The Investment Areas program completes system planning and develops multimodal projects in transportation corridor refinement plans identified in the RTP. It also works on finance plans to align public investments in areas that support the region's growth economy. It includes ongoing involvement in local and regional transit and roadway project conception, funding and design. Metro provides assistance to local jurisdictions for the development of specific projects as well as corridor-based programs identified in the RTP.

Metro's investment areas program has been connecting planning for major transportation projects with the community's broader goals and needs. While each area's conditions and needs are different, the approach of bringing together government, community and business partners provides a framework to produce a shared plan of action to guide the investments and decisions of multiple agencies. Including a broader set of participants in a collaborative decision-making process allows for decisions that once seemed unclear or

unfair to be more transparent. This approach improves greater Portland’s ability to involve and include those who are affected by these decisions and investments.

Investment areas can set the stage for a range of major capital investments beyond high-capacity transit. Other Metro investment areas have focused on freight routes connecting major highways through small communities, redevelopment of brownfields in employment areas and leveraging the opportunities of a regionally significant riverfront destination. The program is closely coordinated with other regional transportation programs and region-wide planning activities, including corridor refinement planning activities.

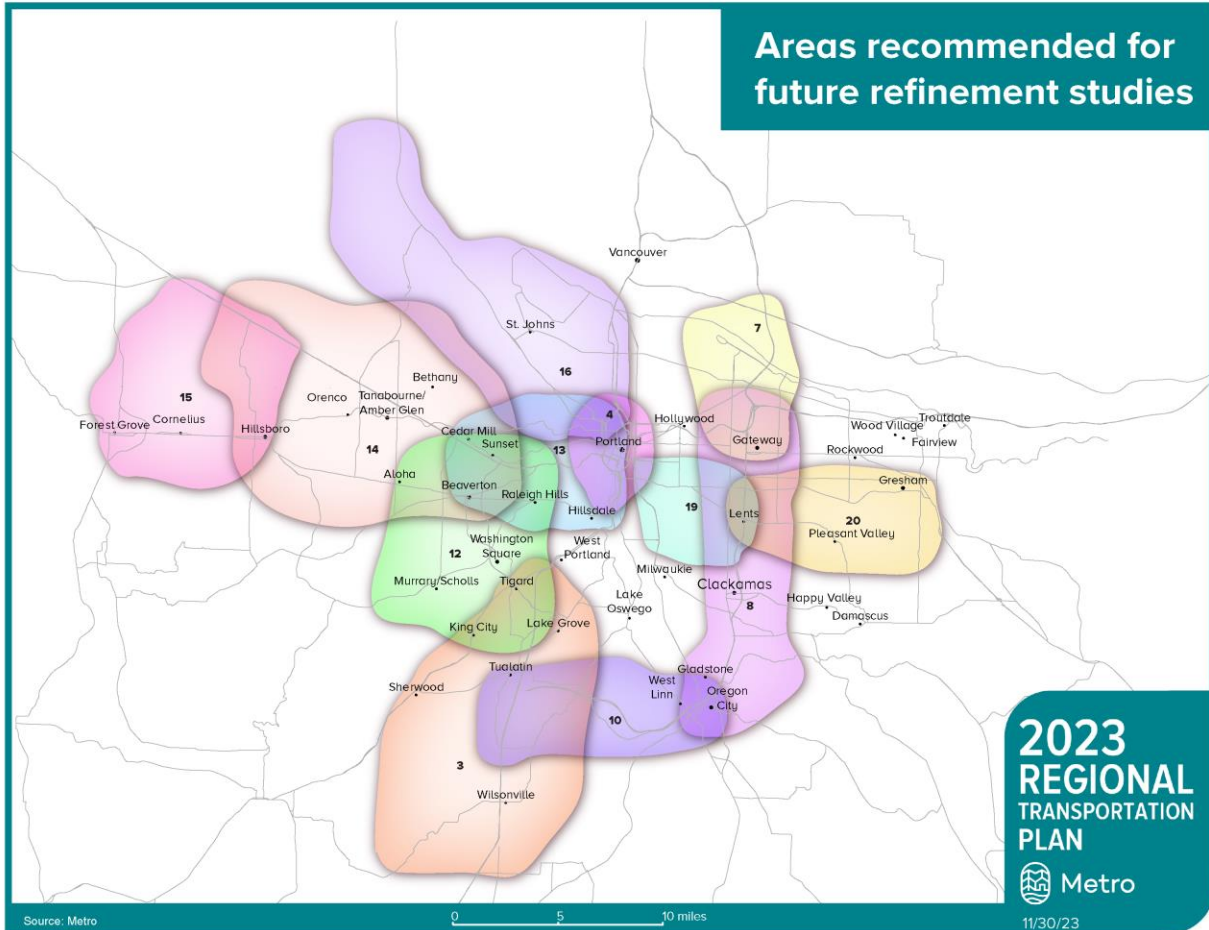
Table 8.1 and Figure 8.2 identify areas in the region, called mobility corridors, that are recommended for more detailed refinement planning to identify multimodal investment strategies adequate to serve regional transportation needs in the corridor. More detail about these needs can be found in Appendix V.

Table 8.1: Mobility corridors recommended for future corridor refinement planning

Regional mobility corridor	General geographic scope of mobility corridor
Mobility Corridors #3 and #12	Beaverton to Wilsonville via Tigard, which includes 217 and I-5 South ²
Mobility Corridor #4	Portland Central City Loop, which includes I-5/I-405 Loop Central City Transit Access - Steel Bridge Transit Bottleneck Study
Mobility Corridors #7, #8 and #10	Clark County to I-5 via Gateway, Oregon City and Tualatin, which includes I-205
Mobility Corridors #14 and #15	Beaverton to Forest Grove, which includes Tualatin Valley Highway
Mobility Corridors #13 and #14	Hillsboro to Portland, which includes US 26
Mobility Corridors #19 and #20	Portland Central City to Lents and Lents to Gresham, which includes US 26/Powell Boulevard

² In coordination with project development activities for Mobility Corridor #10.

Figure 8.2: Mobility corridors recommended for future refinement planning



8.2.2.12 Better Bus program

The Better Bus program is a joint Metro and TriMet endeavor that identifies transit priority and access treatments to improve the speed, reliability and capacity of TriMet frequent service bus lines or streetcar lines, building on the previous Enhanced Transit Concepts (ETC) program. Better Bus treatments are relatively low-cost to construct, context-sensitive and can be implemented quickly to improve transit service in congested corridors. The program develops partnerships with local jurisdictions and transit agencies to design and implement Better Bus capital and operational investments.

8.2.2.13 Regional congestion pricing program

The regional congestion pricing program ensures coordination and alignment between the RTP and state and federal pricing policies and regulations, including the Oregon Transportation Plan, the Oregon Highway Plan, the federal Value Pricing Pilot Program, Section 129 of Title 23 of the U.S. Code and the Oregon Department of Transportation’s

(ODOT) future low-income tolling program. The program includes application of the findings and recommendations from the 2021 Metro Regional Congestion Pricing Study in the RTP and the MTIP. The program also:

- Coordinates tolling with regional planning efforts and corridor development work, including ODOT's Regional Toll Advisory Committee, the Statewide Toll Rulemaking Advisory Committee and the Equity and Mobility Advisory Committee;
- Tracks, participates in, and/or advises on pricing programs and projects such as ODOT's Regional Mobility Pricing Project or City of Portland's Pricing Options for Equitable Mobility Task Force;
- Monitors changes in federal and state rulemaking that may impact regional or local pricing policies or programs; and
- Tracks implementation of the following recommended actions related to future MTIP actions for toll projects in the region:
 - JPACT and Metro Council shall clarify expectation of ODOT to prepare findings that document how the RTP pricing policies and actions and previous ODOT commitments with the Metro Council are addressed when requesting JPACT and the Metro Council to consider future MTIP amendments for toll projects.
 - 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 RTP Chapter 3 pricing policies.
 - As the Regional Mobility Pricing Project (RMPP) develops and future phases and cost adjustments are amended into the MTIP, reports shall be submitted documenting consistency on compliance with the RTP Chapter 3 pricing policies.
 - 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 RTP Appendix U. 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 Oregon Transportation Commission (OTC) in support of the collaboratively developed toll revenue sharing approach.
 - ODOT will bring the work of the Equity and Mobility Advisory Committee (EMAC) into the analysis and discussion about the revenue raising potential of tolling and/or pricing consistent with EMAC's foundational statements accepted by the OTC. ODOT

Defining terms

Diversion

Diversion is the movement of automobile trips from one facility to another because of pricing implementation.

shall seek opportunities to incorporate the equity framework of the EMAC where appropriate. Due to the bi-state nature of the Interstate Bridge Replacement (IBR) program, the advisory committees established by ODOT for the Oregon Toll Program will not be the entity utilized for the IBR program. The IBR program will work with the OTC and the Washington State Transportation Commission (WSTC) to identify the process for incorporating public, advisory group and partner agency input around toll rate-setting and policies.

- ODOT will evaluate, document and address diversion on local routes where diversion is identified as part of the ongoing National Environmental Policy Act (NEPA) analyses consistent with Federal requirements and the additional commitments made by ODOT referenced in Appendix U.
- Consistent with these commitments and to inform decision-making, ODOT 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 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.
- 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 OR 43 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.
- Metro staff is directed to recommend an MTIP amendment process for the RMPP that:
 1. Recognizes the unprecedented nature of the RMPP;
 2. Requires ODOT to prepare findings that document how the RTP policies, including the pricing policies and actions and previous ODOT commitments with the Metro Council are addressed when requesting JPACT and the Metro Council consider future MTIP amendments for the RMPP; and
 3. Provides additional time and meaningful opportunities for the public, local jurisdictions and elected officials to review project-specific data and provide input on concerns relating to:
 - a) Funding and projects to address the impacts of RMPP on safety and traffic diversion on local roadways;
 - b) Implementation of a low-income fare program for RMPP, and

- c) Expanding transportation options along priced corridors.

These recommended actions aim to ensure local and regional concerns, RTP pricing policies, and the ODOT commitments related to tolling are addressed through the NEPA processes currently underway in future amendments to the MTIP and during project implementation.

8.2.2.14 Data and tools to support performance-based planning and implementation

Performance-based planning and programming (PBPP)

Over the past two decades, Metro and other transportation agencies have increasingly been applying performance management—a strategic approach that uses performance data to support decisions to help achieve desired performance outcomes. Performance management is credited with (1) improving project and program delivery, (2) informing investment decision-making, (3) focusing staff on leadership priorities and (4) providing greater transparency and accountability to the public.

PBPP applies this strategic approach within the planning and programming processes of MPOs, like Metro and other transportation agencies, to achieve desired performance outcomes for the multimodal transportation system. This includes a range of activities and products undertaken by a MPO together with other agencies, decision-makers and the public as part of a 3C (cooperative, continuing and comprehensive) process. It includes development of:

- Long-range regional transportation plans;
- The Congestion Management Process;
- Other plans and processes developed by ODOT and transit providers, such as Strategic Highway Safety Plans, Asset Management Plans, Transit Agency Asset Management Plans and Transit Agency Safety Plans; and
- Programming documents, including State and Metropolitan Transportation Improvement Programs (STIPs and MTIPs).

PBPP attempts to ensure that transportation investment decisions are made—both in long-term planning and short-term programming of projects—based on their ability to meet established goals.

This work, described in more detail in Appendix L, includes data and research activities to address existing and emerging planning and policy priorities and innovative practices in transportation planning and analysis. These activities help ensure that the region has the resources to fulfill its state and federal transportation performance measurement, monitoring and reporting responsibilities. A summary of these activities follows.

Data collection and coordination

This work includes data collection and coordination to support regional transportation planning and analysis, including regional travel model calibration and validation, federal congestion management process analysis and performance-based planning target setting and monitoring. The majority of this data is maintained in Metro's Regional Land Information System (RLIS). This database is comprised of over 150 different (primarily geospatial) data sets, and most of the data sets identified in the sections below are elements. Metro publishes RLIS on a quarterly basis, but many data sets are on different cycles and come from different sources. All data sets are available for review at rlisdiscovery.oregonmetro.gov, along with a date of last publication. The associated metadata should be consulted in advance to understand how the data were generated and to determine the appropriateness of its use.

Analysis tool maintenance and enhancement

This work includes planned maintenance and enhancement of the regional travel model and EPA's Motor Vehicle Emission Simulator (MOVES) and the development of a replacement land use model for the MetroScope model to address existing and emerging planning and policy priorities and innovative practices in regional transportation planning and analysis.

Analysis tool development

This work includes development of new analysis tools to address existing and emerging planning and policy priorities and innovative practices in regional transportation planning and analysis. It includes (1) visualization tools, (2) housing and transportation cost tool, (3) project-level evaluation, (4) an activity-based transportation model (Activity Sim), (5) piloting the multi-criteria evaluation (MCE) tool, (6) climate analysis and (7) crash prediction modeling tools.

Monitoring and reporting tools

This work includes information systems and data resource coordination efforts that Metro is doing or will do to ensure that the region has the resources to fulfill its state and federally-required transportation performance-based planning, programming and reporting responsibilities.

8.2.2.15 Metropolitan Transportation Improvement Program (MTIP)

The MTIP documents how all federal transportation funding is spent in the greater Portland region for a four-year period as well as state and locally funded projects that may significantly affect the region's transportation system performance. The MTIP documents:

- All federally funded transportation expenditures;
- Funding sources for transportation projects;
- Project implementation details (e.g., in what year the preliminary engineering, right-of-way acquisition and construction phase is expected);
- Federal planning and fiscal requirements to expend federal funds have been met; and
- How adopted regional policies influenced the selection of these near-term investments as priorities for funding.

The RTP plays a significant guiding role for the MTIP as it sets the policy direction for what transportation investments are eligible for federal funding and the prioritization criteria for allocating federal funding. Through inter-regional coordination throughout the planning and programming process, the MTIP ensures that (1) investments of federal funds are consistent with the RTP, (2) are expected to make progress towards achieving performance targets established in the plan and (3) funding is available to complete each project phase included in the MTIP. The MTIP is updated every three years.

Demonstrating consistency with the RTP includes (1) verifying that projects are included in the RTP's financially constrained project list, (2) that projects emerged from a planning process that have met public involvement guidelines and adoption procedures and (3) have been demonstrated to address one or more of the RTP's investment priority goals. JPACT and the Metro Council identified these transportation system goals in the 2023 RTP: mobility options, safe system, equitable transportation, thriving economy and climate action and resilience. These investment priority policies are consistent with the federal planning performance measures and planning factors issued by the U.S. Department of Transportation.

As a federal requirement, both the RTP and the MTIP are fiscally constrained. Project costs are not to exceed expected revenue sources. For the MTIP, transportation identified investments are only those projects for which resources are expected to be available, and funding identified for the first year must be committed by administering agencies to the project.

The MTIP development process is initiated by Metro with an update to the MTIP program direction and an initial financial forecast of revenues expected to be available for programming. The program direction identifies how JPACT and the Metro Council intend to coordinate the funding allocation processes administered by Metro through the Regional Flexible Funds Allocation (RFFA) process and for funds administered by ODOT and public transit agencies—TriMet and South Metro Area Regional Transit (SMART). The program direction document also describes how the funding allocation processes address federal regulations for the allocation of federal transportation funds. Upon adoption by the Metro Council, the MTIP is submitted to the Governor of Oregon for inclusion in the STIP.

8.2.3 Regional planning and collaboration to implement the 2023 RTP and address key transportation issues of regional concern

This section summarizes near-term planning at the regional scale to advance implementation of the plan. The regional transportation planning and investment activities listed below reflect a combination of federally required (*) and previously committed (**) regional initiatives and other activities that address transportation policy or planning issues of regional concern that could not be resolved during the plan update. Each planning effort is needed to address regional transportation policy or planning issues that could not be resolved during the plan update.

Table 8.2: Summary of RTP implementation work (2023-28)

Regional initiative	Lead Agency	Anticipated timing
Regional Transportation Priorities and Funding Strategy**	Metro, JPACT	2023-28
EPA Climate Pollution Reduction Grant – PCAP/CCAP**	Metro	2023-25
USDOT Safe Streets for All Grant**	Metro	2023-25
Transit planning	TriMet	Annually
Emergency Transportation Routes Project, Phase 2**	Metro, RPDO	2024-26
Connecting First and Last Mile: Accessing Mobility Through Transit Study**	Metro	2024-26
Frequent Service Express Implementation Plan	TriMet	2024-25
Regional Mobility Policy Implementation Actions**	Metro, ODOT	2024 and beyond
Regional Transportation Demand Management (TDM) Strategy**	Metro	2024-25
Regional Transportation Functional Plan Update	Metro	2024-25
Tribal Consultation and Engagement Process Review	Metro	2024-25
Regional Industrial Lands Availability and Intermodal Facilities Access Study	Metro	2024-25
RTP Process, Metrics and Analysis Review	Metro	2025
Workforce Diversification in Regional Transportation Infrastructure Projects	Metro	2025
Regional Electrification Coordination	Metro	2025
Regional Freight Rail Study	Metro, Port	2025-26
2040 Refresh Coordination	Metro	Pending Metro Council direction

These efforts will be completed consistent with the RTP goals, policies and strategies. A lead agency, project partners and proposed timing for completion is identified for each planning effort along with a description of the issues to be addressed and expected outcomes from the work. This work will be completed by multiple partners as resources are available and pending future Metro Council and JPACT policy direction and will be

coordinated through the development and approval of the annual Unified Planning Work Program (UPWP).

8.2.3.1 Regional transportation priorities and funding strategy

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, TriMet, Port	2024-28

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 the long-term with the rise of electric vehicles, yet it is unclear whether new revenues such as congestion pricing, vehicle miles traveled (VMT)/road usage charge or other revenues will fill in this gap. Other key concerns identified during the 2023 RTP update include the region’s lack of consensus on how to prioritize investments made with existing or new funding, existing funding streams under-investment in transit and multimodal improvements.

Defining terms

Vehicle miles traveled (VMT)

A measure of roadway use by multiplying miles traveled per vehicle by the total number of vehicles for a specified time period. Excludes buses and trucks.

Road usage charge (RUC)

Motorists are charged for each mile driven.

During the adoption of the 2023 RTP, policymakers recommended preparing a JPACT work plan to focus on increasing and accelerating regional transportation investments. The work plan should address:

- 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, programs like Great Streets and infrastructure like Willamette River and other major bridges.
- Dedicating resources and coordination to increase our region’s competitiveness for emerging Bipartisan Infrastructure Law (BIL) federal funding opportunities.
- Pursuing transportation funding, including new funding sources to replace the gas tax, in the 2025 legislative session and federal funding opportunities.
- Dedicating staff time to assess whether new revenues such as congestion pricing, a VMT/road user fee, 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.

- Developing strategies to support smaller jurisdictions in securing state and federal funding for transportation investments in their communities.
- 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 2040 Growth Concept.

Within the context of a transportation funding strategy, the aging Willamette River bridges provide a unique and persistent challenge. The region continues to struggle with a long-term funding strategy for maintaining Willamette River bridges that serve regional travel. Currently, Multnomah County has primary responsibility for five of the 11 bridges within the Metropolitan Planning Area (see Table 8.4 below) with insufficient funding to pay for all expected future maintenance of these structures.

Table 8.4 Willamette River bridges in the Metropolitan Planning Area

Bridge Name	Bridge Owner
Broadway Bridge	Multnomah County
Burnside Bridge	Multnomah County
Morrison Bridge	Multnomah County
Hawthorne Bridge	Multnomah County
Sellwood Bridge	Multnomah County
St Johns Bridge	ODOT
Fremont Bridge	ODOT
Marquam Bridge	ODOT
Ross Island Bridge	ODOT
Tilikum Crossing Bridge	TriMet
Steel Bridge	Union Pacific Railroad

Within 20 years, four of Multnomah County’s five Willamette River Bridges will be 100 years old. The Burnside Bridge is anticipated to be replaced by 2030. The county’s capital program for the remaining three bridges (Broadway Bridge, Hawthorne Bridge and Morrison Bridge) is estimated to cost \$790 million, yet only \$332 million in federal, state and county revenues has been identified in revenue forecasting through 2045. ODOT owns four of the bridges, including the Fremont Bridge and Marquam Bridge (interstate bridges), as well as the St. Johns Bridge and Ross Island Bridge. Union Pacific Railroad owns the Steel Bridge, which is also due for significant maintenance, with costs to be determined. TriMet owns the Tilikum Crossing bridge, and while it was recently

constructed, it will eventually require maintenance as well, as the region's bridges face maintenance challenges that come from age and use.

More collaboration and work are needed to develop a financial plan for ensuring ongoing operations and maintenance and other transportation needs of Willamette River bridges, given the importance to the regional economy, emergency response and climate resilience.

8.2.3.2 Regional Environmental Protection Agency (EPA) Climate Pollution Reduction Grant

Lead agency	Partners	Timing
Metro	Public agencies throughout the seven-county Portland-Vancouver Metropolitan Statistical Area	2023-27

In early 2023 the U.S. EPA announced the Climate Pollution Reduction Grant (CPRG) program, a new funding program dedicated to helping public agencies across the U.S. take significant actions to reduce greenhouse gas emissions in the near term. Metro is leading a CPRG planning grant for the Portland-Vancouver Metropolitan Statistical Area (which includes Clackamas, Clark, Columbia, Multnomah, Skamania, Washington and Yamhill Counties) focused on identifying near-term opportunities for agencies within this seven-county region to lead projects that will significantly reduce greenhouse gas emissions. Actions identified through the grant deliverables will be eligible for follow-up implementation grants that will help put the plans developed through the first round of grants into action, including \$4.6 billion dollars in competitive grants that EPA plans to make available in late 2024.

Under the [CPRG grant](#) the region is responsible for producing three deliverables:

- A Priority Climate Action Plan (PCAP), due in March 2024, that is focused on identifying high-impact climate actions that can readily be implemented by Metro and its local/regional agency partners using funding that EPA plans to make available in late 2024.
- A Comprehensive Climate Action Plan (CCAP), due late summer 2025, that accounts for all major greenhouse gas emissions, sinks in the region and recommends a broader set of implementation actions that can be funded by a variety of state and federal sources.
- A status report, due late summer 2027, that provides an update on the implementation actions and identifies any changes to the actions or results of the PCAP and CCAP.

In addition to reducing emissions and aligning with the authority of agency partners within the region, the plans created under the CPRG grant are expected to prioritize actions that advance equity and workforce development. CPRG funding will support the technical analysis and engagement necessary to identify the actions that best meet EPA’s criteria. CPRG grantees are required to address all greenhouse gas emissions and sectors. Though CPRG deliverables are not limited to the transportation issues that are the focus on the Regional Transportation Plan, transportation is expected to be an area of focus for the grant given that transportation accounts for most of Oregon’s greenhouse gas emissions, and agency partners in the region have strong authority over the infrastructure and land use decisions that influence transportation emissions.

8.2.3.3 USDOT Safe Streets for All grant

Lead agency	Partners	Timing
Metro	Cities, counties, FHWA, ODOT,	2023-25

Awarded to Metro by the Federal Highway Administration (FHWA) in February 2023, this grant supports development of the regional safety program and local Transportation Safety Action Plans to help reach the goal of zero deaths and life-threatening injuries on roadways by 2035. Efforts will focus on managing speeds for safety, vehicle sizes and weights, increasing pedestrian safety, and eliminating disparities for Black, Hispanic, Native American, people with low income, and other populations disproportionately impacted by serious traffic crashes.

8.2.3.4 Transit planning

Lead agency	Partners	Timing
TriMet and SMART	Cities, counties, Ride Connection, other transit providers	Annually

TriMet conducts annual transit service planning as part of the agency’s annual budgeting process, guided by the TriMet Board. Annual service planning identifies specific service changes to be implemented within the coming fiscal year. The annual service planning process includes two rounds of public outreach as well as a formal public hearing. Service improvements are funded both through TriMet’s general fund as well as the Statewide Transportation Improvement Fund. Upcoming work by the agency includes:

- Forward Together 2.0.
- Taking the fiscally constrained bus service network concept to the next level.

- An update to the Coordinated Transportation Plan for Seniors and People with Disabilities by summer 2024.
- Continued work, including vehicle testing, on fleet electrification toward the goal of being a net zero agency by 2050.

Each year, alongside the City of Wilsonville’s annual budget, SMART staff compiles potential projects that utilize federal funding for the upcoming fiscal year (July 1 to June 30). The list of projects and associated costs is known as the Program of Projects, or POP. Members of the public have opportunities to comment on these projects directly to staff in May, or at meetings in May (Budget Committee) and June (City Council) of each year. Any changes based on those public comments will be incorporated into a final version at the budget adoption in June.

SMART recently update its Transit Master Plan, which identifies transit improvement projects that could be implemented over the next three to five years. The plan identifies (1) where frequency will be improved, (2) the times of day and days of week to add service, (3) where and how connections between routes could be made and (4) new routes inside Wilsonville and connecting to other cities. Next steps include working to take the plan and translate it to service and projects.

8.2.3.5 Regional Emergency Transportation Routes Project Phase 2

Lead agency	Partners	Proposed timing
Metro and Regional Disaster Preparedness Organization (RPDO)	Cities, counties, TriMet, SMART, ODOT, DOGAMI, WASHDOT, SW RTC, REMTEC	2024-26

Natural disasters can happen anytime, and the transportation system needs to be prepared to withstand them and to facilitate life-saving and life-sustaining activities, including the transport of first responders (e.g., police, fire and emergency medical services), fuel, essential supplies and patients.

The Emergency Transportation Routes Project is a collaborative effort between public, private and non-profit partners, co-led by the five-county, bi-state [Regional Disaster Preparedness Organization \(RDPO\)](#) and Metro to improve the safety and resiliency of the region’s transportation system to natural disasters, extreme weather events and climate change.

From 2019 to 2021 the RDPO and Metro partnered to complete phase 1 of the project - updating the designated Regional Emergency Transportation Routes (RETRs) for the five-county Portland-Vancouver metropolitan region, which includes Clackamas, Columbia, Multnomah and Washington counties in Oregon and Clark County in Washington. The

routes had not been updated since 2006. The updated routes are shown within the Climate Action and Resilience section in Chapter 3 of the RTP.

A second phase of follow-on work is proposed for 2024 to 2026 to further prioritize/tier the updated routes and develop operational guidance for route owners/operators. For more information on RETRs, please visit rdpo.net/emergency-transportation-routes.

8.2.3.6 Connecting the first and last mile: Accessing mobility through transit study

Lead agency	Partners	Proposed timing
Metro	TriMet, SMART, Cities, counties, Ride Connection, other transit providers	2024-2026

Local transit service has long used smaller vehicles that range from vans and shuttles to small buses with fixed to flexible routes to fill the gap between traditional bus and rail services, as well as local destinations. An emerging trend in these types of services is using ride-hailing and other new technologies to provide on-demand micro transit services. This study will:

- Identify local service and coordination gaps specific to the Metro region, especially for urban and suburban areas of the region; particularly areas more recently brought into the urban growth boundary and regional parks that currently have little to no transit service.
- Document the range of potential solutions.
- Explore innovative ways to improve transit access and convenience for users (e.g. microtransit), particularly for the first and last mile.

This work will build upon local planning efforts (e.g., Transit Development Plans, Statewide Transportation Improvement Fund Plans, Washington County First and Last Mile Transit Study) and be completed in close coordination with public transit service providers in the region. The project will identify actions and make recommendations for the local transit strategy carried forward for consideration in the 2028 RTP update.

8.2.3.7 Frequent express strategic implementation plan

Lead agency	Partners	Proposed timing
TriMet	Metro, cities, counties	2024-25

TriMet and Metro will be developing a Bus Rapid Transit (BRT) Strategic Implementation Plan as part of regional transit planning efforts. The Plan will further advance work in the High-Capacity Transit Plan and will outline a vision for how Frequent Express (FX) investments can enhance existing and future frequent bus service corridors to serve

the region’s goals. It will identify a network of BRT routes, prioritize routes for implementation, develop a delivery efficiency strategy and identify potential regional funding strategies.

8.2.3.8 Regional Transportation Demand Management (TDM) strategy

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, DEQ, TriMet, SMART	2024-25

The 2023 RTP includes new policy direction regarding transportation demand management (TDM). Through the process of developing the 2023 RTP, the region identified the need for clearer direction regarding how TDM should be implemented. This direction more clearly describes the role of TDM in helping implement the region’s strategies for mobility management and greenhouse gas emission reductions. New policy direction includes a section in Chapter 3 of the RTP dedicated to TDM, as well as updates to the region’s Mobility Policy, which will elevate the expectation for TDM integration into local TSPs and comprehensive plan amendments. The RTP requires a greater commitment from the region’s cities and counties to implement TDM activities. At the same time, it recognizes the important role played by non-profit organizations in delivering TDM services.

During the course of this project, Metro will develop a regional strategy to implement the new TDM policies in 2023 RTP, and update Metro’s Regional Travel Options (RTO) Program Strategy to support implementation. The Regional TDM Strategy should provide implementation guidance to state agencies, transit providers, local agency and non-profit partners and direction on how the Metro RTO program can support these efforts through identified and coordinated activities that are meaningful and appropriate to the context of specific communities. This project will comprise two distinct phases:

- Phase I includes an assessment of the RTO program and existing regional TDM services.
- Phase II includes the Regional TDM Strategy as well as an update to the 2018 RTO Program Strategy in the form of an internally oriented RTO work plan.

8.2.3.9 Regional mobility policy implementation action plan

Lead agency	Partners	Proposed timing
Metro and ODOT	DLCD, cities, counties, TriMet, SMART, FHWA, SW RTC	2024 and beyond

The 2023 RTP contains a new regional mobility policy that is a critical step toward developing more housing, jobs and services in designated growth areas across the region and ensuring those areas and existing communities have improved access to safe and affordable transportation. The policy represents an important advancement in measuring mobility for all modes and predicting reliable travel speeds on the region’s interstates and major highways. The policy will guide the development of a complete and well-connected transportation system that gives people safe and reliable transportation options and helps reduce the region’s climate pollution.

Last updated in 2000, the regional mobility policy is a policy in Chapter 3 of the RTP as well as the Oregon Highway Plan (OHP). It applies to transportation system planning and comprehensive plan amendment processes within the Portland metropolitan area. The policy is used to identify multimodal transportation needs and solutions during updates to the RTP and local transportation system plans (TSPs) and to evaluate the potential impacts of local comprehensive plan amendments and zoning changes.

Development of the new policy started in 2019 through a joint effort of Metro and the ODOT. In November and December 2022, JPACT and the Metro Council accepted the new draft policies and implementation action plan and supported further development of the performance measures and targets/thresholds during the 2023 RTP update. The new policy identifies three mobility performance measures:

- (1) vehicle miles traveled per capita,
- (2) system completion for all modes (including TDM and TSMO) and
- (3) throughway reliability using travel speed.

In November 2023, JPACT and the Metro Council adopted the new policy and measures in Chapter 3 of the 2023 RTP and the implementation actions that follow.

Regional mobility policy implementation timeline and key tasks

Prior to the next RTP update, Metro and ODOT will continue working in collaboration with the region’s cities and counties and in coordination with DLCD, the statewide Climate-Friendly and Equitable Communities ([CFEC implementation program](#)) and the planned [Oregon Highway Plan update](#). This work is needed to support implementation of the new policy and includes actions to incorporate the policy into existing policy documents, guidance and procedures and development of the data and tools needed for

cities, counties, Metro, ODOT and practitioners to implement the policy. This work will inform the update to the Regional Transportation Functional Plan (RTFP) that is planned for 2024 and 2025 (see section 8.2.3.11).

The implementation actions are organized in two time periods:

- 2024 and 2025
- 2026 and beyond

Each action identifies a lead agency and anticipated timing for completion, along with a brief description of the action. Lead agencies are Metro and ODOT. Partners include the Department of Land Conservation and Development (DLCD), cities, counties, transit providers and other partners in the greater Portland region. These implementation actions will be completed as resources are available.

2024 and 2025

- **Develop interim TDM and TSMO system completion guidance.** Finalize interim guidance for measuring system completeness for both transportation demand management (TDM) and transportation system management and operations (TSMO). The interim guidance will (1) identify expectations for system completeness for TDM and TSMO at a regional level, (2) identify roles and responsibilities for Metro and its partners in implementation, (3) include recommended processes for system planning and plan amendments for local jurisdictions and (4) provide recommended TDM tools to support implementation. The TSMO guidance is anticipated to include a checklist, using the existing Regional Intelligent Transportation System (ITS) Architecture Plan and ITS checklist as a starting point. The Regional ITS Architecture Plan allows a local agency to track how information flows among transportation operators to manage the multimodal system and assures the equipment they put into capital projects is effective and can work together, satisfying requirements of the region, ODOT and FHWA. Chapter 3 of the 2023 RTP contains a map of the key TSMO corridors (Figure 3.36) that reflects the network in which transportation systems management strategies are most essential in the region. This work will be completed in coordination with ODOT, cities and counties and other partners in the region.

Lead Agency: Metro

When: Spring 2024

- **Develop a VMT evaluation approach for TSP updates.** Develop an approach for evaluating household-based VMT per capita to aid cities and counties when updating transportation system plans consistent with OAR 660-012-0160 and when making land use decisions in the Portland area consistent with OAR 660-012-0210. This work will help establish baseline per capita VMT for household-based trips in the region. A standalone tool will be developed to help assess potential changes to VMT/capita,

minimizing the need for using the regional travel demand model for all plan amendments. Since Fall 2023, ODOT has been working with a state-level technical work group to develop data and tool specifications, review relevant research and conduct sensitivity testing in coordination with Metro and other MPOs. This work is anticipated to support implementation of this policy and OAR 660-012 and OAR 660-044 statewide. This work will be completed in collaboration with ODOT and DLCD and in coordination with the statewide CFEC implementation program work that is underway, including updates to the ODOT TSP Guidelines and ODOT Analysis Procedures Manual (APM) described below. Cities, counties, other partners and TPAC will be engaged in implementing this work through the Regional Transportation Functional Plan.

Lead Agencies: ODOT and Metro

When: 2024

- **Determine appropriate reliability metric(s) for signalized throughways.** Conduct additional analysis to determine appropriate reliability metric(s) for signalized throughways.³ This work will build on travel speed analysis documented in Appendix E. This work will be completed in coordination with Metro, TPAC, affected jurisdictions and the Oregon Highway Plan update.

Lead Agency: ODOT

When: 2025

- **Implementation support.** Develop supporting analysis methodologies and guidance to support implementation consistent with the Transportation Planning Rule, statewide CFEC implementation program and the RTP regional mobility policy. This work includes:
 - **Develop multimodal infrastructure inventory.** This work will produce an initial inventory of multimodal infrastructure for all cities within metropolitan planning organizations to support jurisdictions in meeting the inventory and reporting requirements in OAR 660-012 and OAR 660-044. The inventory dataset will also support implementation of the regional mobility policy system completeness measure. The [Regional Land Information System](#) (RLIS) Metro maintains includes data collected by local governments and reported to Metro that provides important information to support this work. Outreach to Metro and local agencies is anticipated in early 2024 and the first datasets are anticipated in late 2024. This project may run through 2026. Long-term data management solutions will also be addressed. Metro will continue to maintain relevant RLIS data for the greater Portland region.

³ Signalized throughways designated in the RTP are designated as expressways in the Oregon Highway Plan. See Figure 3.8 in Chapter 3 of the 2023 RTP for a map of designated throughways in the region.

Lead Agency: ODOT

When: 2024-25

- **Update ODOT’s Analysis Procedures Manual (APM), ODOT Development Review Guidelines and ODOT TSP guidelines to reference the updated Regional Mobility Policy.** The APM and TSP Guidelines are being updated in 2024 to reflect CFEC and new TPR requirements, including some data and analysis requirements. Further updates to procedures and guidance may be needed specific to the Portland area to provide guidance on assessing impacts of comprehensive plan amendments on ODOT facilities. This work includes further documentation of methods and guidance for consultants and local governments to use for calculating hourly average travel speed on throughways in regional travel demand models to ensure a consistent approach to segment lengths, model hour(s) reviewed and any calibration needed. The updates will build on work underway to support implementation of OAR 660-012 and OAR 660-044 and will be updated after the updated Oregon Highway Plan (OHP) is adopted by the Oregon Transportation Commission (anticipated in 2027).

Lead Agency: ODOT

When: 2027-28

- **Request consideration of adoption of the 2023 RTP regional mobility policy for the Portland metropolitan area in the Oregon Highway Plan.** An [update of the OHP](#) is planned for 2024-27 to respond to and implement the [2023 Oregon Transportation Plan](#). Metro and ODOT will request the OHP be updated to reflect the 2023 RTP regional mobility policy performance measure targets and thresholds and to integrate explanatory text and other state guidance for transportation system planning for interstates and state highways in the Portland metropolitan area. The requested OHP updates will consider removal of the recommendation in the Oregon Highway Plan for local agencies to adopt ODOT mobility standards for development review purposes.

Lead Agencies: Metro and ODOT

When: 2024-25

- **Amend Regional Transportation Functional Plan (RTFP) to direct local implementation of the new policy.**⁴ This work will be completed in coordination with ODOT, DLCD, transit providers, cities, counties and other partners in the region and the statewide CFEC implementation program. Further scoping of this work is needed.

⁴ See Section 8.2.3.10 for a description of other planned updates to the Regional Transportation Functional Plan.

Key mobility policy related tasks are anticipated to include:

- **Update Title 1 (system design) of the RTFP** to reflect relevant system planning provisions for TDM and TSMO system completion and relevant new provisions contained in OAR 660-012.
- **Update Title 2 (development and update of transportation system plans) of the RTFP** to reflect the regional mobility policy and any relevant provisions contained in OAR 660-012. Title 2 references mobility targets and thresholds in Table 3.08-2. Sections 3.08.210 and 3.08.220 address identification of transportation needs and solutions. Section 3.08.230 defines performance targets and thresholds and requires Oregon Transportation Commission approval for local adoption of mobility standards for state highways that differ from those in Table 3.08-2. This work will update the transportation needs and solutions evaluation and reporting process that agencies must follow to demonstrate that the RTP congestion management process was applied and that other solutions were considered and analyzed first before projects that add roadway capacity are selected consistent with OTP and RTP policies, OAR 660-012-0830 and 660-012-0155.
- **Update Title 5 (amendments of city and county comprehensive and transportation system plans) of the RTFP** to reflect the regional mobility policy, updates to Title 2 of the RTFP and any relevant provisions contained in OAR 660-012.
- **Update Title 6 (centers, corridors, station communities and main streets) of the Urban Growth Management Functional Plan** to reflect the regional mobility policy, updates to Title 2 of the RTFP and any relevant provisions contained in OAR 660-012.
- **Clarify applicability to land use decisions.** Clarify what types of land use decisions are governed by the regional mobility policy, consistent with OAR 660-012-0210 and OAR-012-0215 and in coordination with ODOT and DLCDC and the statewide CFEC implementation program. The mobility policy is intended to apply to transportation system planning, including area and refinement planning and comprehensive plan amendments.
- **Develop model codes and guidance to support local implementation of the regional mobility policy.**

Lead Agency: Metro

When: 2024-25

2026 and beyond

- **Implement Regional Mobility Policy through local TSP and comprehensive plan updates.** Local implementation of the updated regional mobility policy will follow the RTFP update, though cities and counties may begin implementing the policy prior to that. Local TSP and plan updates are expected to apply the new mobility policy in their system planning and to reflect the new policy in updated local code requirements for comprehensive plan amendments. Local jurisdictions that have adopted ODOT's current OHP volume to capacity (v/c) targets as standards in their development codes, may also remove the v/c targets from consideration or consider using v/c targets in combination with other mobility policy measures when evaluating allowed use development. Metro and ODOT staff will support local agencies when they begin applying the regional mobility policy in local planning.

Lead Agency: Cities and counties

When: 2026 and beyond

- **Reconsider the use of the VMT/employee measure in this policy.** Review previous analysis of the VMT/employee measure to determine whether the measure is useful to pursue in the regional mobility policy.

Lead Agencies: ODOT and Metro

When: 2026

- **Determine remaining needs for updates to the Oregon Highway Design Manual to acknowledge the Portland Metro area mobility policy adopted in the 2023 RTP.** The updates will build on work underway to support implementation of OAR 660-012 and OAR 660-044 and may be further updated when the updated OHP is adopted by the Oregon Transportation Commission (anticipated in 2027).

Lead Agency: ODOT

When: 2027 and beyond

- **State and regional modeling collaboration.** Modify and create new regional modeling tools in coordination with the Oregon Modeling Statewide Collaborative (OMSC) to better account for all modes of travel, including light-duty commercial travel, in support of implementation of this policy and OAR 660-012 and OAR 660-044. This includes expanding the region's dynamic traffic assignment capabilities, supporting the statewide joint-estimation and regional deployment of ActivitySim and supporting tools, which will better integrate state and regional modeling efforts, particularly where these models overlap and exchange data.

Lead Agency: Metro and ODOT

When: 2027 and beyond

More information about the regional mobility policy update can be found at:

oregonmetro.gov/mobility. Information and the statewide CFEC implementation work can be found at: oregon.gov/odot/planning/pages/climate-transportation-planning.aspx.

Information about the Oregon Highway Plan update can be found at: oregon.gov/odot/Planning/Pages/Oregon-Highway-Plan-Update.aspx.

8.2.3.10 Regional Transportation Functional Plan update

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, DLCD, TriMet, SMART	2024-25

Since the adoption of the 2040 Growth Concept in 1995, cities and counties across the region have updated their comprehensive plans, development regulations and transportation system plans to implement the 2040 Growth Concept in locally tailored ways. The RTP provides a long-range blueprint for implementing the transportation element of the 2040 Growth Concept and presents the overarching vision, policies goals and system concepts for all modes of travel and strategies for funding and local implementation for the region. Projects submitted to the RTP are from adopted local, regional or state planning efforts that provided opportunities for public input. Cities and counties are responsible for creating transportation system plans that are periodically updated to stay consistent with the RTP and reflect local transportation priorities and needs. Each city and county develop their own process for engaging the public in the development of the plans.

Most communities throughout the region have an adopted transportation system plan that serves as the transportation element of a comprehensive plan consistent with the Regional Transportation Functional Plan (RTFP). The functional plan implements the goals, objectives and the policies of the RTP and its constituent strategies, including the Climate Smart Strategy and strategies for safety, active transportation, freight, transit, transportation system management and operations, regional travel options and emerging technology.

Under state law, the RTFP directs cities and counties within the metropolitan planning area boundary as to how to implement the RTP through local transportation system plans and associated land use regulations and transportation project development. Local implementation of the RTP will result in a more comprehensive approach for implementing the 2040 Growth Concept, help communities achieve their aspirations for growth and support current and future efforts to achieve the goals objectives and policies of the RTP.

The RTFP was last updated in 2012. A comprehensive review and update is needed to:

- Modernize the functional plan language to be inclusive and in plain writing.
- Make miscellaneous technical corrections and clarifications, such as updating outdated references to maps and figures.
- Ensure the functional plan language and provisions are consistent with and adequately reflect new and updated goals, objectives and policies adopted in the RTP since 2014, including safety, transportation equity, climate, pricing, mobility, freight transit, transportation system management and operations and transportation demand management.
- Align the functional plan language and requirements with recent statewide rulemaking and policy development to implement the [Climate-Friendly and Equitable Communities Program](#), including modal system planning, multimodal inventories, transportation performance, project prioritization, parking management and reporting.
- Define how the updated mobility policy will be implemented in local TSPs and local comprehensive plan amendments in coordination with local governments and the statewide CFEC implementation program and [Oregon Highway Plan update](#).
- Update the timeline for local TSPs updates in collaboration with cities, counties and in coordination with DLCD and the ODOT [Transportation System Plan Funding Program](#).

Metro will work with partners to develop guidance and other tools to support local implementation.

8.2.3.11 Tribal consultation and engagement process review

Lead agency	Partners	Proposed timing
Metro	Tribes	2024-25

Background

Per 23 CFR 450.316, Metro is required as a Metropolitan Planning Organization (MPO) to consult with tribes on the development and adoption of the Regional Transportation Plan. As an MPO, Metro works collaboratively with tribal governments, cities, counties and transportation agencies to develop an overall transportation plan for the greater Portland region and decide how to invest federal highway and public transit funds within its metropolitan planning area.

Metro Council shares decision-making authority for these plans and responsibilities with the Joint Policy Advisory Committee on Transportation (JPACT). Metro sees interested

sovereign tribal governments as important partners in development of these transportation planning and policy documents to:

- Support partnership and relationship development between Metro and interested tribal governments in recognition of tribal sovereignty and in service of the greater public and environment in regional long-range transportation planning.
- Understand and address tribal interests and priorities in regional transportation projects and planning.
- Increase Metro’s awareness and subsequent opportunities to meet transportation needs of tribal members and urban Indigenous communities residing in the MPO planning area.
- Ensure compliance with our MPO consultation requirements under federal law, 23 CFR 450.316.

In addition, Metro also recognizes the importance of consulting and engaging with interested tribes so their sovereign and time immemorial interests and connections to the greater Portland area can be considered in public transportation planning processes.

The lands now known as the greater Portland metropolitan area are part of the aboriginal homelands, traditional use areas and trade networks of numerous tribes. For millennia, Indigenous people resided throughout the Willamette Valley and along the Willamette and Columbia Rivers and their tributaries in traditional villages, permanent communities and seasonal encampments. The relationship of tribes, their lands and interests extend from time immemorial to the present day and beyond. Each tribe’s interests are distinct. These interests may overlap and intersect with the static boundaries of Metro’s MPO planning area and the urban region’s transportation system in various ways.

Overview of 2023 RTP update tribal consultation and engagement outcomes

Metro invited consultation with seven tribes to inform Metro’s 2023 update to the Regional Transportation Plan and Metropolitan Transportation Improvement Program. In alphabetical order, these Tribes included:

- Confederated Tribes and Bands of the Yakama Nation
- Confederated Tribes of Grand Ronde
- Confederated Tribes of Siletz Indians
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of the Warm Springs Reservation of Oregon

- Cowlitz Indian Tribe
- Nez Perce Tribe

After this invitation to consultation, staff and representatives from multiple tribes engaged formally and informally with Metro staff regarding the updates to the RTP and MTIP respectively.

Input from participating tribes highlighted the importance of natural resources restoration and conservation for First Foods such as salmon. Multiple tribes also shared a desire to see transportation planning and consultation work done properly and for Metro to take into account potential impacts to not only historic resources but also cultural and archeological resources important to tribes. Tribes also requested to be engaged earlier in the process and not strictly at the outset of the call for projects and environmental assessment decision making processes. More specifically Tribes shared priorities, concerns and requests to Metro, including (1) better definition and understanding around which government agencies, i.e. local city and county governments or Metro, are responsible for proactively notifying tribes and (2) engaging in consultation with them regarding individual proposed projects in the RTP and MTIP plans. They also requested clarification of when in the process archeological compliance and protection activities would occur for projects and which agency is responsible for leading tribal notification and consultation for these efforts. Informal consultation comments also highlighted and expressed an interest and desire for Metro to examine conflicting outcomes of various transportation policies that are embedded within the RTP that make it challenging to (1) assess proposed projects for potential impacts to tribal interests and (2) assess proposed projects for inclusion in the adopted RTP.

Future work to improve Metro's tribal consultation process

In response to the priorities, concerns, themes and requests identified through tribal consultation and engagement with participating tribes, the Metro tribal affairs program will work with Metro planning staff to recommend improvements to Metro's tribal consultation process for regional transportation planning and processes including future updates to the RTP and MTIP.

8.2.3.12 Regional Industrial Lands Availability and Intermodal Facilities Access Study

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, WSDOT, RTC, Port of Vancouver and Port of Portland	2024-26

This study includes data collection and analysis to better understand the potential transportation impacts and related land use and transportation policy issues around the growing need for larger distribution centers and fulfillment centers in the region. The study will also explore the potential shortage and/or lack of readiness for industrial land in the region that will meet that growing need. This study was identified as part of the key findings and recommendations of the Regional Freight Delay and Commodities Movement Study, which looked at the need for improved access and mobility to and from regional industrial lands and intermodal facilities.

Access to regional industrial lands and intermodal facilities were briefly addressed as part of the Regional Freight Delay and Commodities Movement Study. However, the scope of this study did not allow for studying the future availability, need and readiness of large industrial sites that may be needed to accommodate the growth in fulfillment centers and distribution centers that meet customer demand for e-commerce deliveries. The Regional Freight Delay and Commodities Movement Study did not address the potential localized and regional transportation impacts of the growth in fulfillment centers and large distribution centers. The Regional Industrial Lands Availability and Intermodal Facilities Access Study is needed to address these land use and transportation issues and further study the need for new regional freight and land use policy.

Some of the potential outcomes of the proposed study are:

- Identification of the number, size, and readiness of industrial sites that can accommodate large distribution and fulfillment centers. Identify clusters of smaller industrial parcels that could potentially be consolidated to a large enough parcel with the readiness to accommodate a needed distribution or fulfillment center.
- Case studies of existing fulfillment centers (in the region or other urbanized locations) that identify the constraints and opportunities that helped determine the location of the fulfillment center. These case studies

Defining terms

Fulfillment centers

Places in which orders are received, products are packaged and then shipped to the customers that placed the original order on behalf of eCommerce retailers.

Distribution centers

A facility used for receiving, temporary storage, and distribution of goods according to orders as they are received.

could look at the localized and regional traffic impacts over time of additional truck trips at these fulfillment centers.

- Further development of methods and measures for determining where existing industrial site access needs to be improved along with access needs to existing intermodal facilities in the region.
- Developing scenarios that address improving access to key industrial sites and intermodal facilities.

The Regional Industrial Lands Availability and Intermodal Facilities Access Study will inform the next RTP update and the 2040 Refresh work described in Section 8.2.3.17.

8.2.3.13 RTP project list development process, metrics and analysis review

Lead agency	Partners	Proposed timing
Metro	Cities, counties, CBOs, ODOT, DLCD, TriMet, SMART, Port	2025

There is broad support for the RTP goals, but concerns were raised during the 2023 RTP update that the transportation investments in the RTP do not advance the goals enough, in particular, the safety and climate goals. Transportation safety surfaced as a top community concern during engagement on the 2023 RTP and is a central concern for local jurisdictions and other transportation providers. In recent years, safety is moving in the wrong direction in the region, the state and nationally, as deaths and serious injuries have increased on our roadways. The 2023 RTP also brought into focus the need for improved climate analysis capabilities to monitor implementation of the [Climate Smart Strategy](#) and better inform RTP investment priorities.

Metro will work with cities, counties, community-based organizations and transportation agencies to improve the process of developing and evaluating the project list in advance of the next RTP update. This work will support Metro implementation of OAR 660-012-0155. This work will include:

- Convening a group or multiple groups to review Metro’s existing metrics and tools for evaluating the impacts of transportation decisions on the region’s safety, climate, equity, mobility and economy to ensure metrics and tools reflect community and regional priorities.
- Conducting a review of processes and best practices used by four to five peer MPOs to identify needs and evaluate and prioritize investments.

- Working with cities, counties and transportation agencies to share best practices and information on conducting inclusive, equitable engagement and applying safety, climate and equity data and metrics to identify investment priorities in advance of the 2028 RTP call for projects.
- Developing strategies to improve coordination on submitting projects on state or multi-jurisdictional facilities.
- Reviewing lessons learned during past RTP project-level evaluations, including those conducted during the 2018 and 2023 RTP updates. The 2018 RTP tested a rigorous quantitative approach to comparing selected RTP projects, and Metro encountered challenges producing consistent information for projects with a wide variety in project types and sizes. The 2023 RTP tested a qualitative approach that provided consistent information across all projects, but did not provide information in enough detail for decision-makers to distinguish between the potential greenhouse gas emissions and VMT impacts of both larger-scale projects and smaller-scale projects. This suggests that a hybrid approach that involves a qualitative evaluation of most RTP projects and a more detailed quantitative evaluation of larger-scale projects could meet the region's needs.

Recommendations from this work will inform the process for the next RTP update.

8.2.3.14 Workforce diversification in regional transportation infrastructure projects

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, TriMet, SMART, FHWA, SW RTC, community organizations, construction industry	2025

As the greater Portland region plans for needed investment in transportation projects, the region faces a shortage of skilled construction workers which will drive up construction costs. Addressing this challenge presents an opportunity to deliver shared economic prosperity and advance regional equity goals by expanding access to well-paying construction jobs for all residents—including women and Black, Indigenous, and People of Color (BIPOC) workers. A comprehensive regional workforce and contractor equity strategy would support the Regional Transportation Plan’s infrastructure investments by growing regional workforce supply, managing costs, creating shared economic opportunity and, ultimately, building a stronger regional economy.

The workforce shortages in the construction industry are driven by two key factors. First, one in six construction workers are approaching retirement age, meaning the pool of workers will dramatically decrease over the next decade. Second, women and BIPOC

workers face significant barriers in accessing jobs and building successful careers in the construction industry. Diversifying the workforce is a key strategy for addressing workforce shortages. Creating safer, more accessible job pathways will support all people in accessing the unique career and wealth building opportunities the construction industry offers.

The Construction Career Pathways Regional Framework provides a comprehensive strategy for creating career pathways for women and BIPOC workers in the construction industry. The framework aims to increase the available skilled workforce while reducing barriers to entry. Metro created the Construction Career Pathways through an inclusive process in collaboration with 16 public agencies and with buy-in from a range of decision-makers, workforce advocates, community-based organizations, contractors, labor partners and training programs. This broad collaboration is continuing to support effective implementation across jurisdictions. The framework has been formally adopted and implemented as policy by nine government agencies including Metro, Clackamas County, Multnomah County, Washington County, TriMet, City of Portland, Prosper Portland, Portland Public Schools and Portland Community College.⁵ Construction Career Pathways paired with strategies to support the participation and growth of BIPOC- and women-owned firms will provide the skilled labor needed for transportation infrastructure projects, while advancing regional equity goals. Given the broad support and on-going collaboration in this effort, there is an opportunity to explore a more direct connection between Construction Career Pathways and how it can support the demand for a skilled workforce to support transportation investments.

Prior to the next RTP update, Metro will work with local, regional, state partners, community organizations and the construction industry to explore a strategy for regional implementation of Construction Career Pathways in the transportation sector. Further analysis should identify the resources and capacity needs of partner agencies and

⁵ On October 24, 2019, Metro Council approved Resolution 19-5028 to approve the Construction Career Pathways Framework. On November 17, 2020, Clackamas County Board of Commissioners approved to adopt the Construction Career Pathways Framework. On December 19, 2019, the Multnomah County Board of Commissioners approved Resolution 219-106 to approve the Construction Career Pathways Framework. On November 30, 2021, the Washington County Board of Commissioners approved Resolution 21-131 to adopt the Construction Career Pathways Framework. On January 15, 2020, City Council approved Resolution 37474, authorizing the Chief Procurement Officer to sign the Construction Career Pathways Project Framework and committing the city to continue to support the regional workgroup led by Metro. On April 7, 2023, TriMet submitted a letter to Metro communicating their support and commitment to Construction Career Pathways Framework. On October 9, 2019, Prosper Portland adopted Resolution 7344 to approve the Construction Career Pathways Framework. On February 4, 2020, Portland Public Schools approved Resolution 6050 to adopt the Construction Career Pathways Framework. On August 31, 2021, Portland Community College submitted a letter to Metro outlining their commitment to adopt the Construction Career Pathways Framework.

industry and assess the benefits of collaboration in this effort to facilitate implementation. If adopted regionally, Construction Career Pathways has the potential to (1) increase shared economic prosperity, (2) reduce workforce shortages and increased construction costs, (3) ensure timely deliveries on community projects and (4) support job access for historically underrepresented workers in the region.

8.2.3.15 Regional electrification coordination

Lead agency	Partners	Proposed timing
Metro	Cities and counties, ODOT, DEQ, TriMet, SMART, FHWA	2025

The region aims to support federal and state electrification efforts in the greater Portland region. Metro will work with regional partners to identify actions to advance transportation electrification in the greater Portland region that complement existing federal and state policies and programs. Potential local and regional coordination actions may include:

- 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 Electric Vehicle (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 city-wide 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.
- Siting and funding a limited number of high-profile public charging demonstration projects (e.g., Electric Avenue).

8.2.3.16 Regional Freight Rail Study

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT, WSDOT, Port of Vancouver and Port of Portland	2025-26

Identified in the Regional Freight Strategy, this study would seek to identify and produce increases in rail capacity, safety, land use compatibility and operational efficiencies to support freight and goods movement in the region, which is important to our long-term economic and environmental sustainability and will help to maintain the region's competitive advantage in a global marketplace. The RTP and Regional Freight Strategy also note freight rail bottlenecks impacting critical access to the region's ports and intermodal facilities, as well as the need for rail to efficiently carry its full share of existing and future commodities.

Defining terms

Intermodal facilities

Places where freight is transferred between two or more freight modes (e.g., truck to rail, rail to ship, truck to air). Examples include airports, rail stations, marine terminals, and rail-yards that facilitate the transfer of containers or trailers.

Potential outcomes of the study include:

- Identification of economically viable opportunities to develop short line intermodal hubs or logistics parks or other cargo-oriented development.
- A strategy to identify, develop and position top projects for confirmed and potential future federal and state funding, as appropriate, including:
 - An updated list of regional freight rail project priorities focused on improving capacity constraints and targeting industrial access to the rail networks.
 - A strategy to fund regional freight/passenger rail bottlenecks.
 - A strategy to fund needed grade separations.
 - A strategy to fund critical modernization projects on the short rail lines.

The study will address the balance between passenger and freight rail goals and a set of viable solutions and initiatives to meet these goals, including:

- Regional guidance for public/private investment partnerships to guide investment of regional and national funding sources in identifying and developing freight rail corridors of local, regional and national significance.
- Specific guidance for local jurisdictions as they develop their transportation system plans in order to avoid or minimize conflicts between freight rail and other transportation modes and preserve or enhance the functionality of rail facilities and connected industrial land uses.

The Regional Freight Rail Study will work with Union Pacific (class 1 rail operator), ODOT, Port of Portland, Portland Bureau of Transportation (PBOT) and other local jurisdictions to determine which at-grade railroad crossings of the Union Pacific Kenton line and which at-grade rail crossings should be grade separated.

8.2.3.17 2040 Refresh coordination

Lead agency	Partners	Proposed timing
Metro	Cities, counties, ODOT	Pending Metro Council direction

In 1995, the Metro Council adopted a long-range land use and transportation plan for the region. The 2040 Growth Concept was seen as visionary for its time but does not address topics such as racial equity and climate change, which have taken on increasing importance. In recent years, the Metro Council, local jurisdictions, decision-makers and partners have seen a need to update the Growth Concept, which is now approaching 30 years since adoption.

In spring 2019, the Metro Council directed staff to proceed with implementation of a work program to refresh the Growth Concept. The work program focused on incorporating racial equity and climate change considerations into the region's long-term plans and expressed an intention to do so while maintaining an emphasis on compact growth and reinvestment in existing urban locations. With the emergence of the COVID pandemic in early 2020, the Metro Council called for a pause on this work, pending future Council direction. In addition to topics such as racial equity and climate change, the 2040 Refresh project should focus on the need to plan for complete transportation networks to support the emerging urban areas as well as support freight and employment uses throughout the region. Metro staff anticipates guidance from the Metro Council on a work program after the Metro Council makes its urban growth management decision in late 2024.

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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.

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