



APPENDIX X

2023 Regional Transportation Plan

Metropolitan Transportation Improvement Program (MTIP) development process

November 30, 2023

oregonmetro.gov/rtp

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Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

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

Regional Transportation Plan website: [**oregonmetro.gov/rtp**](http://oregonmetro.gov/rtp)

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

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INTRODUCTION

The [Metropolitan Transportation Improvement Program \(MTIP\)](#) is a multipurpose, federally required document that helps track and manage regionally significant transportation investments. 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 are deemed regionally significant.

The multiple purposes the MTIP serves:

- Lists all federally-funded transportation projects and expenditures that are scheduled to receive federal transportation funding for a four-year reporting period.
- Identifies funding sources for transportation projects and ensures scheduled federal transportation spending in the region does not exceed available federal revenues.
- Provides project implementation details (e.g., in what year the preliminary engineering, right-of-way acquisition and construction phase is expected).
- Demonstrates how the projects comply with federal regulations, including fiscal constraint and public involvement.
- Reports how adopted regional policies influenced the selection of these near-term investments as priorities to move forward and how the investments in the MTIP make progress towards the goals for the transportation system.

This appendix describes the role of the MTIP as a key tool for implementing the [Regional Transportation Plan \(RTP\)](#) and provides an outline of expectations for demonstrating consistency with the RTP to be programmed in the MTIP for implementation. The MTIP document provides more specific description of how projects proposed to be included in the MTIP are expected to demonstrate consistency with the RTP.

MTIP DEVELOPMENT PROCESS, RESPONSIBILITIES AND OVERSIGHT

As the metropolitan planning organization for the Portland metropolitan area, Metro is authorized by Congress and the State of Oregon to coordinate and plan investments in the transportation system for Clackamas, Multnomah and Washington counties. In this role, Metro has the responsibility to prepare and maintain the MTIP, but development of the MTIP is done in cooperation and coordination with state, regional and local partners. Metro works closely with the Oregon Department of Transportation (ODOT) and transit agencies, Tri-County Metropolitan Transportation District (TriMet), and South Metro Area Regional Transit (SMART) to reflect the transportation investments in the Portland region as the region's four entities responsible for administering federal transportation funding.

Metro, ODOT, TriMet, and SMART each have authority over expending federal transportation dollars in the Portland metropolitan region. For example, as public transit agencies TriMet and SMART use funding from the Federal Transit Administration (FTA) to support capital and maintenance programs to deliver services. Metro, ODOT, TriMet, and SMART are each responsible for providing details of transportation expenditures from year-to-year. These agencies must also demonstrate how the total combination of transportation expenditures advance federal, state, and regional priorities. In addition, Metro works with all of the cities, counties, the Port of Portland, and other agencies to incorporate all the federally funded and regionally significant projects in the MTIP.

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 for the four-year period. 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 SMART. The policy document also describes how the funding allocation processes address federal regulations for the allocation of federal transportation funds.

Projects seeking funding through any of the funding allocation processes must be included in the financially constrained Regional Transportation Plan project list. JPACT and the Metro Council consider the MTIP for final approval. The public has an opportunity to review and provide feedback on the draft MTIP and amendments to the MTIP prior to approval. Upon adoption by the Metro Council, the MTIP is submitted to the Governor of Oregon for approval. Once approved by the governor, the MTIP is then incorporated, without change, into the ODOT [Statewide Transportation Improvement Program](#) (STIP), which is ODOT's capital improvement plan for state and federally-funded projects. Like the MTIP, Oregon's STIP covers a four-year construction period, and is updated every two to three years.

THE ROLE OF THE MTIP IN REGIONAL PLANNING

The Regional Transportation Plan 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 investments of federal funds are consistent with the RTP and makes progress in achieving performance targets established in the plan. The MTIP is updated every three years.

One of the primary purposes of the MTIP is to ensure scarce federal transportation funding and investments are making progress towards the regional vision set out for transportation system in the RTP. As a result, the greater Portland region's MTIP gives top priority to strategic transportation investments that leverage and reinforce the region's land use strategy envisioned in the 2040 Growth Concept and the supporting multimodal transportation investments in the RTP. In order to qualify for state and federal funds, the projects listed in the MTIP must be included in the Regional Transportation Plan. Thus, the MTIP is often referred to as the document that puts the Regional Transportation Plan into action.

DEMONSTRATING CONSISTENCY PRIOR TO IMPLEMENTATION

As the vehicle for implementing the RTP, the MTIP has two primary purposes:

1. ensure federal planning and fiscal requirements for expending federal transportation funds are being met; and
2. ensure the investments are making progress towards regional goals, objectives and implementing regional policies as part of performance-based programming.

Recognizing these two primary purposes of the MTIP, any investment requiring inclusion in the MTIP must demonstrate and justify how the investment implements the RTP and regional policy outcomes. This is necessary to meet federal eligibility and compliance purposes, provide the best transportation experience possible for the region's community members, businesses, employees, and visitors and for good stewardship of scarce transportation resources.

The determination and demonstration of consistency with the RTP, done through the MTIP development process, comprises quantitative and qualitative evidence that the investment advances implementation of the RTP investment strategy, financial constraint, project performance towards regional and federal performance targets, and public involvement and consultation. In general, there are two main avenues to demonstrate consistency with the RTP whether as an individual transportation investment or an entire package of transportation investments may be included in the MTIP.

The two avenues include the following:

1. During the prioritization process to allocate federal transportation dollars to various transportation projects, including the identification of the criteria and the consideration of multimodal tradeoffs (prior to the submission to the MTIP).
2. During the process for amending the MTIP.

As each four-year MTIP is developed, determination of consistency is also conducted and demonstrated programmatically to show how the projects and programs in the MTIP are consistent with and advance the implementation of the RTP. Additionally, the programmatic evaluation serves as a monitoring tool for assessing progress in implementing the RTP.

The following sections describe the core areas that MTIP investments (at individual scale and during the funding allocation process) are required to demonstrate consistency with federal requirements and adopted regional transportation policy as expressed in the RTP goals, objectives, and policies. Example questions are provided to illustrate what information is sought.

Determination of regional significance

The adopted RTP represents the regional transportation system in the greater Portland region, which serve regional transportation needs and provides a specified level of seamless multimodal connectivity, accessibility, and management of people and goods traveling on the system. As a result, the limited amount of available federal funding must be allocated strategically to advance the operation or enhance the development of key facilities across the different modal systems (e.g., transit, bicycle and pedestrian active transportation, freight) to ensure an interconnectivity while supporting other desired regional outcomes (travel options, reduced greenhouse gas emission, etc.).

For the purposes of demonstrating consistency, the RTP has identified these key facilities, programs, and strategies in defining the regionally significant system. Additionally, other conditions and circumstances may qualify a transportation investment as regionally significant, as reflected in the RTP definition of regional significance and corresponding RTP network maps contained in Chapter 3.

Examples of questions asked for transportation investments to demonstrate Regional Significance:

- Is the transportation project on a facility designated in one or more of the RTP regional network maps?
- Does the transportation project require permitting approval(s) from a federal agency or project level environmental review under the National Environmental Policy Act (NEPA)?
- Does the transportation project add new motor vehicle capacity and would normally be included as an input to the regional travel demand model?

Demonstrating consistency with regional goals and objectives

The adopted RTP demonstrates a significant need for investment in the transportation system to address many growing demands of the transportation system, including the growing backlog of maintenance, expansion of services, and increased connectivity and completeness of different modes. With scarce funding and significant transportation system needs, investments decisions should aim to maximize implementation of the region's transportation vision and supporting goals, objectives and policies.

To be included in the MTIP, investments must demonstrate how implementation will address one or more of the RTP's goals, objectives, and policies, listed in Chapters 2 and 3. Moreover, JPACT and the Metro Council identified these key regional policy priorities – transportation equity with a focus on race and income, safety, climate, economic development and mobility – to be the focus of the RTP. The RTP's goals serve as the

broad direction and expectation of what each investment in the system should aim to achieve but additional focus and attention should be paid to the RTP policy priorities. These goals are consistent with the federal planning factors issued by U.S. DOT.

Examples of questions asked for investments to demonstrate consistency with Regional goals and objectives include:

- What regional goals and objectives are being addressed by this transportation project or program?
- Is the project or program identified as part of the adopted RTP financially constrained project list?
- Is this project addressing and/or advancing a strategy or action within an adopted regional modal or topical strategy or plan (e.g. Climate Smart Strategy), or shared strategy of the RTP? If so, which modal or topical strategy or plan and which specific strategies and/or actions does it address or advance?

Demonstrating fiscal constraint

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 is not a comprehensive accounting of all transportation investments in the region; it only accounts for the funding of regionally significant projects and does not include projects on local streets and facilities. Projects that are 100 percent locally funded but of regional significance are included for informational and analysis purposes only.

Per federal regulations, transportation projects using federal funds are expected to demonstrate that revenues needed to deliver the project are available and the revenues were accounted for in long-range transportation plan revenue projections. Therefore, projects included in the MTIP must be included in the RTP financially constrained project list either as an identified individual project or through a programmatic category. Additionally, projects in the MTIP must be consistent in scope and financial scale as to what was reflected in the financially constrained RTP project list. The revenue assumptions used to develop the RTP financially constrained project list are defined in Chapter 5. Projects included in the RTP financially constrained project list are identified in Appendix A to the RTP.

If a project is proposed for funding and inclusion in the MTIP and is not included in the RTP financially constrained project list, the RTP must be amended to include the project as a condition of being adopted in the MTIP. To amend projects into the financially

constrained project list fiscal constraint must be demonstrated by identifying additional revenues or removing other projects from the financially constrained project list.

Examples of information requested to demonstrate fiscal constraint of a transportation investment proposed for inclusion in the MTIP include:

- Is the transportation project or program identified in the adopted RTP financially constrained project list?
- Is the project consistent in scope and cost as to what was accounted for in the RTP financially constrained project list and regional travel model?
- Is documentation of a federal or state funding allocation or award provided?
- Is documentation of any required local match or additional local funding needed to fully fund the project from a source authorized to allocate such funding provided?
- How will the funding and implementation of this project impact the sponsoring agency's ability to adequately operate and maintain its transportation system in the future?

Demonstrating support toward achievement of performance targets

Signed into law in 2012, the previous federal transportation reauthorization, known as Moving Ahead for Progress in the 21st Century (MAP-21), created the most significant federal transportation policy shift since the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). A fundamental element of the legislation was its focus on performance-based planning and programming.

For the first time, MAP-21 established a federal performance management framework to improve transparency and hold state transportation departments, transit agencies and metropolitan planning organizations (MPOs) accountable for the effectiveness of their transportation planning and investment decisions. The objective of the performance management framework is to ensure states and MPOs invest federal resources in projects that collectively will make progress toward the achievement of the national goals. The required performance-based approach includes targets for measures specified by U.S. DOT and requirements to track and report progress toward meeting these targets. Twelve performance measures have been identified through MAP-21 and subsequent U.S. DOT rulemaking. Described in more detail in Appendix L to the RTP, these federal performance measures and targets address:

- Safety
- Infrastructure condition
- Congestion reduction

- System reliability
- Freight movement and economic vitality
- Environmental sustainability

Preceding the adoption of the MAP-21 performance-based planning requirements, the Metro Council and JPACT adoption of the 2010 RTP established an outcomes-focused performance-based planning process that continues today. The RTP performance-based process centers on measuring the performance of the adopted RTP investment strategy and monitoring progress towards transportation system performance targets identified in Chapter 2 of the RTP. The RTP performance targets address:

- Equity
- Safety
- Vehicle miles traveled
- Mode share
- System completion
- Access to jobs
- Access to travel options
- Throughway reliability
- Greenhouse gas emissions
- Clean air

The RTP performance measures and targets contained in Chapter 2 and Appendix L support and are consistent with federal and state performance-based planning requirements and measures and align to the federal planning factors required for MPOs to address and make progress towards. To be included in the MTIP, transportation investments planned for the region to meet growing demands, needs or deficiencies, must also demonstrate contribution to progress toward federal and RTP performance targets.

Examples of ways in which transportation investments can demonstrate consistency with performance targets include addressing:

- How does the transportation project or program contribute one or more of the federal and/or regional performance targets for the transportation system?
- What evaluation was performed to compare candidate projects for making progress toward federal and regional performance targets? What results can be provided to demonstrate the investment is making progress towards the federal and/or regional performance targets?
- How did the funding allocation process consider federal and regional performance targets in its criteria in the selection of projects and allocation of funds?

Public involvement expectations and process for demonstrating consistency

As part of federal guidance on public involvement and on Civil Rights laws and the Executive Order on Environmental Justice, it is expected that all transportation investments identified in the MTIP have provided and will continue to provide opportunity for community input and comment until the investment is implemented and/or open for service. This means prior to an investment being identified in the MTIP, it must have emerged through planning process that was adopted or approved by a governing body and be included in the adopted RTP. The planning process, and that process's community engagement effort, indicates the investment addresses an identified transportation deficiency and need in the local community and the community has had opportunity to inform the plan. The adoption or approval of the plan must also provide an opportunity for public testimony.

Commonly recognized planning processes from which projects emerge include local transportation system plans (TSPs), but other planning processes include corridor studies, facility plans and sub-area plans. Additionally, through the development of the RTP project list, local jurisdictions are asked to self-certify transportation investments being proposed for the long-range transportation plan have undergone or are currently undergoing public involvement efforts through an approved planning process.

Examples of ways in which transportation investments can demonstrate consistency with public involvement include addressing the following:

- From which planning process does the transportation project or program come from? What opportunities for public feedback were available as part of the process?
- How was feedback from the public incorporated into the development of the project?
- What demographic assessment was done to identify communities of color, people with limited English proficiency, people with low income and other marginalized communities?
- Were all interested/affected parties meaningfully engaged in the funding allocation prioritization and decision-making process?
- Were all interested/affected parties meaningfully engaged prior to the request for programming a project into the MTIP? ¹

¹ Interested and affected parties means those members of the public or organizations affected or interested in transportation investment (or package of investment), as well as specific entities, such as natural resource agencies, emergency management agencies, tribal governments, etc. that may have interests or be affected by the implementation of the proposed transportation investment.

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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.

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

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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