



600 NE Grand Ave.
Portland, OR 97232-2736

Council meeting agenda

Thursday, April 23, 2026

10:00 AM

Metro Regional Center, Council chamber;
<https://zoom.us/j/615079992> (Webinar ID:
615079992) or 253-205-0468 (toll free),
[https://www.youtube.com/watch?
v=YJkPx2s0P_o](https://www.youtube.com/watch?v=YJkPx2s0P_o)

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This meeting will be held electronically and in person at the Metro Regional Center Council Chamber. You can join the meeting on your computer or other device by using this link: <https://zoom.us/j/615079992> (Webinar ID: 615 079 992), https://www.youtube.com/watch?v=YJkPx2s0P_o

1. **Call to Order and Roll Call**
2. **Public Communication**

Public comment may be submitted in writing. It will also be heard in person and by electronic communication (video conference or telephone). Written comments should be submitted electronically by emailing legislativecoordinator@oregonmetro.gov. Written comments received by 4:00 p.m. the day before the meeting will be provided to the council prior to the meeting.

Those wishing to testify orally are encouraged to sign up in advance by either: (a) contacting the legislative coordinator by phone at 503-813-7591 and providing your name and the agenda item on which you wish to testify; or (b) registering by email by sending your name and the agenda item on which you wish to testify to legislativecoordinator@oregonmetro.gov. Those wishing to testify in person should fill out a blue card found in the back of the Council Chamber. Those requesting to comment virtually during the meeting can do so by using the "Raise Hand" feature in Zoom or emailing the legislative coordinator at legislativecoordinator@oregonmetro.gov. Individuals will have three minutes to testify unless otherwise stated at the meeting.

3. **Consent Agenda**

- 3.1 For the Purpose of Confirming the Appointments of Indigo Namkoong, Jasia Mosley, Michael Murawski, Kristopher Fortin Grijalva and Lindsay Huber as Community Representatives to the Transportation Policy Alternatives Committee

[RES 26-5597](#)

Attachments: [Resolution No. 26-5597](#)
[Staff Report](#)

- 3.2 Consideration of the April 16, 2026 Council Meeting [26-6565](#)
Minutes
Attachments: [April 16, 2026 Council Meeting Minutes](#)

4. Presentations

- 4.1 Parks and Nature Local Option Levy: Current Investment [26-6495](#)
Update and Future Levy Work Plan
Presenter(s): Jon Blasher, Parks and Nature Director
Beth Cohen, Funding Program Manager
Attachments: [Staff Report](#)

5. Resolutions

- 5.1 Resolution No. 26-5571 For the Purpose of Allocating [RES 26-5571](#)
Interest and Premium From The Parks And Nature 2019
Bond Measure
Presenter(s): Jon Blasher, Parks and Nature Director
Somerset Erickson, Parks and Nature Finance Manager
Attachments: [Resolution No. 26-5571](#)
[Staff Report](#)
- 5.2 Resolution No. 26-5563 For the Purpose of Approving the [RES 26-5563](#)
Regional Transportation Demand Management Strategy as
a Topical Plan of the Regional Transportation Plan and
Accepting Recommendations for Updates to the 2028
Regional Transportation Plan and Climate Smart Strategy
Presenter(s): Noel Mickelberry, Senior Transportation Planner
Grace Stainback, Associate Transportation Planner
Jean Senechal Biggs, Resource Development Manager
Attachments: [Resolution No. 26-5563](#)
[Exhibit A](#)
[Exhibit B](#)
[Staff Report](#)

6. Ordinances (Second Reading)

- 6.1 Ordinance No. 26-1536 For the Purpose of Amending the [ORD 26-1536](#)
2023 Regional Transportation Plan to Include the Locally

Preferred Alternative for the 82nd Avenue Transit Project

Presenter(s): Ally Holmqvist, Senior Planner
Melissa Ashbaugh, Senior Planner
Jesse Stemmler, Interim 82nd Avenue Transit Project
Director, TriMet

Attachments: [Ordinance No. 26-1536](#)
[Exhibit A](#)
[Staff Report](#)
[Attachment 1 - HCT Project Development Lifecycle](#)
[Attachment 2 - Transit Projects LPA RTP Amendments Process Timel](#)
[Attachment 3 - 82nd Ave RTP Amendment Request Memo](#)
[Attachment 4 - Public Comment Report \(2025\)](#)

- 6.2 Ordinance No. 26-1537 For the Purpose of Amending the [ORD 26-1537](#)
2023 Regional Transportation Plan to Include the Locally
Preferred Alternative for the Tualatin Valley Highway
Transit and Safety Project

Presenter(s): Ally Holmqvist, Senior Planner
Kate Hawkins, Senior Planner
Josh Brennan, Tualatin Valley Highway Transit and Safety
Project Director, TriMet

Attachments: [Ordinance No. 26-1537](#)
[Exhibit A](#)
[Staff Report](#)
[Attachment 1 - HCT Project Development Lifecycle](#)
[Attachment 2 - Transit Projects LPA RTP Amendments Process Timel](#)
[Attachment 3 - TV Hwy LPA RTP Amendment Request Memo](#)
[Attachment 3.1 - Initial TV Hwy Purpose and Need Statement](#)

- 6.3 Ordinance No. 26-1538 For the Purpose of Amending the [ORD 26-1538](#)
2023 Regional Transportation Plan to Include the Locally
Preferred Alternative for the Montgomery Park Streetcar
Extension

Presenter(s): Ally Holmqvist, Senior Transportation Planner
Alex Oreschak, Senior Planner
Shawn Canny, Senior Transportation Planner, Portland
Bureau of Transportation

Attachments: [Ordinance No. 26-1538](#)
[Exhibit A](#)
[Staff Report](#)
[Attachment 1 - HCT Project Development Lifecycle](#)
[Attachment 2 - Transit Projects LPA RTP Amendments Process Timeline](#)
[Attachment 3 - Montgomery Park RTP Amendment Request Memo](#)
[Attachment 3.1 - Project Schedule](#)
[Attachment 3.2 - Metro Council Staff Report: LPA Endorsement](#)
[Attachment 3.3 - Proposed Preliminary Cross Sections](#)

7. **Chief Operating Officer Communication**
8. **Councilor Communication**
9. **Adjourn**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានការបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។

បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គ

ប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច

ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ

ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឱ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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600 NE Grand Ave.
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Agenda #: 3.1

File #: RES 26-5597

Agenda Date:4/23/2026

For the Purpose of Confirming the Appointments of Indigo Namkoong, Jasia Mosley, Michael Murawski, Kristopher Fortin Grijalva and Lindsay Huber as Community Representatives to the Transportation Policy Alternatives Committee

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CONFIRMING THE	)	RESOLUTION NO. 26-5597
APPOINTMENTS OF INDIGO NAMKOONG,)	
JASIA MOSLEY, MICHAEL MURAWSKI,	)	Introduced by: Acting Council
KRISTOPHER FORTIN GRIJALVA AND	)	President Duncan Hwang
LINDSAY HUBER AS COMMUNITY)	
REPRESENTATIVES TO THE)	
TRANSPORTATION POLICY ALTERNATIVES)	
COMMITTEE.)	

WHEREAS, the Transportation Policy Alternatives Committee (TPAC) coordinates and guides the regional transportation planning program and makes recommendations to the Joint Policy Advisory Committee on Transportation (JPACT) in accordance with the policy of the Metro Council; and

WHEREAS, Metro Code Sections 2.19.030(b) and 2.19.180(b)(6), and the TPAC Bylaws, provide that the Metro Council President will appoint TPAC community representatives, subject to confirmation by Metro Council; and

WHEREAS, TPAC community representatives contribute expertise and bring lived experience to regional planning decision-making; and

WHEREAS, TPAC community representatives fill staggered, two-year terms; and

WHEREAS, TPAC currently has three vacant community representative positions, and two positions at the end of their terms; and

WHEREAS, Metro staff conducted an open, competitive application process and recommended five individuals to fill the vacancies; and

WHEREAS, the Acting Metro Council President reviewed the staff recommendation and appointed Indigo Namkoong, Jasia Mosley, Michael Murawski, Kristopher Fortin Grijalva and Lindsay Huber to serve as TPAC community representatives; and

WHEREAS, Metro Council desires to confirm these appointments; now therefore

BE IT RESOLVED THAT the Metro Council hereby confirms the appointment of Indigo Namkoong, Jasia Mosley, Michael Murawski, Kristopher Fortin Grijalva and Lindsay Huber to serve as TPAC community representatives for the following terms:

1. Indigo Namkoong: two-year appointment through December 2027;
2. Jasia Mosley: one-year appointment through December 2026;
3. Michael Murawski: two-year appointment through December 2027;
4. Kristopher Fortin Grijalva: two-year appointment through December 2027; and
5. Lindsay Huber: one-year appointment through December 2026.

ADOPTED by the Metro Council this 23rd day of April 2026.

Duncan Hwang, Acting Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

IN CONSIDERATION OF RESOLUTION NO. 26-5597, FOR THE PURPOSE OF CONFIRMING THE APPOINTMENTS OF INDIGO NAMKOONG, JASIA MOSLEY, MICHAEL MURAWSKI, KRISTOPHER FORTIN GRIJALVA AND LINDSAY HUBER AS COMMUNITY REPRESENTATIVES TO THE TRANSPORTATION POLICY ALTERNATIVES COMMITTEE (TPAC).

Date: Friday, April 3, 2026
Department: Planning, Development and Research
Meeting Date: Thursday, April 23, 2026

Prepared by: Alfredo Haro, 971-804-4989, Alfredo.Haro@oregonmetro.gov

ISSUE STATEMENT

Metro's Transportation Policy Alternatives Committee (TPAC) is a 21-member technical committee that advises the Joint Policy Advisory Committee (JPACT) on transportation decision-making and funding matters. TPAC's membership is mostly local and state government representatives and includes six community representatives recruited at large.

Staff recommend the appointment confirmations of five community representatives TPAC. The appointments contribute to a fully seated committee and its ability to fulfill its advisory role to Joint Policy Advisory Committee on Transportation (JPACT) and staff.

ACTION REQUESTED

Approve Resolution 26-5597, for the purpose of confirming the appointments of Indigo Namkoong, Jasia Mosley, Michael Murawski, Kristopher Fortin Grijalva and Lindsay Huber as community representatives to the Transportation Policy Advisory Committee.

IDENTIFIED POLICY OUTCOMES

The appointments of TPAC citizen representatives support the representation of skills, knowledge and lived experience to advise TPAC and staff on regional transportation planning in accordance with the policy of the Metro Council.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. If the Metro Council adopts the resolution, the five community representatives will be seated to join TPAC at the June 2026 TPAC meeting.
2. If the Metro Council does not adopt the resolution, the five candidates would not be appointed to serve on TPAC. Metro Council would be asked to identify changes it would want to allow the appointment process to move forward.

Adoption of the resolution supports Metro Council's commitment for meaningful public engagement within its transportation planning committees. Similarly, approving the resolution will foster community-level expertise within a technical environment.

If Metro Council does not adopt Resolution No. 5597, the TPAC chair and the internal staff recruitment committee will work to understand and address concerns before bringing a TPAC community representative appointment request back to Metro Council.

STAFF RECOMMENDATIONS

Staff recommend that the Metro Council confirm the appointments of the following five high-scoring candidates.

Current TPAC Community Representatives recommended for reappointment:

1. Indigo Namkoong, a community representative who brings a deep understanding of the connections between housing affordability and transportation for the communities. The candidate brings experience working as the Transportation Justice Coordinator with Verde. Staff recommend Indi for renomination for a 2-year appointment through December 2027.
2. Jasia Mosley, a community representative who is knowledgeable about worker needs and priorities. They bring experience in community outreach on issues related to transportation and racial and economic inequality. Jasia is a Civic Action Organizer at Next Up. Staff recommend Jasia for renomination for a one-year appointment through December 2026.

Staff recommend appointing three TPAC Community Representatives from the 2026 public recruitment cycle:

3. Kirstopher Fortin Grijalva, brings meaningful transportation experience shaped by working in Latine majority communities and avoiding harms caused by transportation decision-making. Their experience working with the Oregon Environmental Council equips them to engage in conversations that consider equity and financial sustainability. Staff recommend Kristopher for a two-year appointment through December 2027.

4. Michael Murawski, has meaningful experience facilitating community input and navigating spaces where disagreement may occur. Michael has a track record of incorporating lived experiences and community voices to improve public facilities, particularly for ADA concerns. Michael is currently the Operations Director for Explore Washington Park. Staff recommend Michael for a two-year appointment through December 2027.
5. Lindsay Huber, has strong experience in transportation safety and community engagement. They have previously supported several of Metro's transportation-related projects and support historically Black community's transportation needs. Lindsay is the current Interim Director at The Street Trust. Staff recommend Lindsay for a one-year appointment through December 2026.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Metro Code Sections 2.19.030(b) and 2.19.180(b)(6), and the Transportation Policy Alternatives Committee (TPAC) bylaws establish its purpose, responsibilities, membership, procedures and reporting structure to coordinate regional transportation planning in accordance with federal, state, and local policies.

TPAC coordinates and guides regional transportation planning, including reviewing planning documents (UPWP, RTP, MTIP), advising plan development, project review and ensuring compliance with federal requirements. It develops transportation policies, considers land use impacts and provides environmental planning input.

TPAC community representatives have opportunities to contribute front line expertise to improve Metro's regional planning by bringing the perspectives of the communities impacted by regional planning decisions. The majority of the nominated TPAC citizen representatives are community leaders who directly address barriers for historically underserved populations in the greater Portland region. These participants have demonstrated an ability to articulate and represent the needs of these communities in regional decision-making processes.

Metro supports TPAC citizen representatives by providing a \$300 stipend per monthly meeting and \$200 stipend per quarterly workshop in recognition of the inherent burdens and level of preparation required to meaningfully serve on TPAC. The funding source comes from the 44290 - MPO Program. It is an annual federal funding formula Metro receives from ODOT (originally from the Federal Highway Administration).

BACKGROUND

Community representatives on Metro's Transportation Policy Alternatives Committee (TPAC) play a critical role in the development of transportation policies and investments that are grounded in the experiences of people living, working and operating business

across the region. Similarly, they elevate work beyond technical analysis, contribute expertise that crosses city and county lines and engage their networks in regional transportation decisions.

TPAC community representatives follow staggered, two-year terms. TPAC community representatives are selected through a public application process conducted by Metro staff, reviewed by the Metro Council President and confirmed by the Metro Council. Metro's Planning, Development & Research department coordinated the recruitment process to fill the open positions.

ATTACHMENTS

None



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Agenda #: 3.2

File #: 26-6565

Agenda Date:4/23/2026

Consideration of the April 16, 2026 Council Meeting Minutes

Metro

600 NE Grand Ave.
Portland, OR 97232-2736
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Metro

Minutes

Thursday, April 16, 2026

10:00 AM

This Council meeting session will adjourn into a Council work
session

Metro Regional Center, Council chamber;

<https://zoom.us/j/615079992> (Webinar ID: 615079992) or

253-205-0468 (toll free),

Council meeting

1. Call to Order and Roll Call

Acting Council President Hwang called the meeting to order at 10:05.

Present: 5 - Acting Council President Duncan Hwang, Councilor Mary Nolan, Councilor Gerritt Rosenthal, Councilor Juan Carlos Gonzalez, and Councilor Christine Lewis

Excused: 1 - Councilor Ashton Simpson

2. Public Communication

None.

3. Consent Agenda

3.1 Resolution No. 26-5598 For the Purpose of Confirming a Member to the Regional Waste Advisory Committee

Attachments: [Staff report](#)
[Resolution No. 26-5598](#)

3.3 Resolution No. 26-5595 For the Purpose of Amending Rules and Procedures Related to the Conduct of Council Business

Attachments: [Resolution No. 26-5595](#)

3.4 Consideration of the March 19, 2026 Council Meeting Minutes

Attachments: [March 19, 2025 Council Meeting Minutes](#)

3.5 Consideration of the April 7, 2026 Council Meeting Minutes

Attachments: [April 7, 2026 Council Meeting Minutes](#)

3.6

Consideration of the April 9, 2026 Council Meeting Minutes

Attachments: [April 9, 2026 Council Meeting Minutes](#)

Councilor Rosenthal asked that Resolution No. 26-5592 be

removed from the consent agenda for additional questions.

A motion was made by Councilor Gonzalez, seconded by Councilor Rosenthal, to adopt items on the consent agenda. The motion carried unanimously.

3.2 Resolution No. 26-5592 For the Purpose of Issuing a Non-System License to Veris Industries LLC for Transport and Disposal of Non-Recoverable Solid Waste, Including Putrescible Waste at the Spokane Regional Waste-to Energy Facility Location in Spokane, Washington

Attachments: [Resolution No. 26-5592](#)
[Exhibit A](#)
[Exhibit B](#)
[Staff Report](#)

Councilor Rosenthal asked whether the applicant for the non-system license in Resolution No. 26-5592 had resolved past violations and the anticipated tonnage to be transported under the license. Staff noted that the applicant’s previous failures to complete required reports for a non-system license were determined to be due to the death of a compliance employees, and that a second non-system license was no longer active due to the closure of receiving facility. They added that the license permits up to 500 tons annually, but that anticipated tonnage is closer to 75 tons per year.

Councilor Simpson joined the meeting at 10:09 a.m.

A motion was made by Councilor Rosenthal, seconded by Councilor Gonzalez, that this item be adopted. The motion passed unanimously.

4. Presentations

4.1 Regional Emergency Transportation Routes Project: Findings and Recommendations

Presenter(s): John Mermin, he/him, Metro, Senior Transportation Planner
Ted Leybold, he/him Metro, Transportation Policy Director

Attachments: [Staff Report](#)
[Attachment 1 - Resolution No. 26-5564](#)
[Attachment 2 - Exhibit A to Resolution No. 26-5564](#)
[Attachment 3 - Exhibit B to Resolution No. 26-5564](#)
[Attachment 4 - Exhibit C to Resolution No. 26-5564](#)

Staff reviewed the report and previous engagements with Metro Council and other bodies. They then presented the tiered routes and recommendations.

Councilor Rosenthal commented on the importance of the work, noting that disasters are not created equally and require different approaches.

Staff explained per Acting Council President Hwang's question that the maps of the regional emergency transportation routes would be incorporated into the regional transportation plan, and that additionally, project elements from the report would be incorporated.

Staff also clarified for Councilor Simpson that while the primary purpose of the routes is response and not evacuation, the maps are beneficial to both actions. They confirmed that other partners, including the National Guard, could utilize the maps.

5. Ordinances (First Reading and Public Hearing)

5.1 **Ordinance No. 26-1541** For the Purpose of Annexing to the Metro District Approximately Three Acres in Washington County at NW 185th Ave and NW Springville Rd

Presenter(s): Glen Hamburg (he/him), Senior Regional Planner

Attachments: [Ordinance No. 26-1541](#)
[Exhibit A](#)
[Staff Report](#)
[Attachment 1](#)

Metro Attorney Carrie MacLaren read the procedural requirements for the land use annexation.

None of the Councilors disclosed ex parte contacts or declared conflicts of interest. Staff then reviewed the property in question and described the reasons an annexation was required, despite recent changes to state law to streamline the annexation system. Acting Council President Hwang announced that Council would consider Ordinance No. 26-1541 on April 30, 2026.

5.1.1 Public Hearing for Ordinance No. 26-1541

No testimony received.

6. Other Business

No other business.

7. Adjourn to Work Session

Acting Council President Hwang adjourned the Council meeting into a work session at 10:39 a.m.



Anne Buzzini, Council Legislative Advisor
April 17, 2026



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Portland, OR 97232-2736
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Agenda #: 4.1

File #: 26-6495

Agenda Date:4/23/2026

Parks and Nature Local Option Levy: Current Investment Update and Future Levy Work Plan

Jon Blasher, Parks and Nature Director
Beth Cohen, Funding Program Manager

PARKS AND NATURE LOCAL OPTION LEVY: CURRENT INVESTMENT UPDATE AND FUTURE LEVY WORK PLAN

Date: April 2, 2026

Department: Parks and Nature, GAPD

Meeting Date: April 16, 2026

Prepared by: Craig Beebe, Beth Cohen

Length: 45 minutes

ISSUE STATEMENT

The Metro Parks and Nature levy is critical to Metro's ability to restore habitat, protect water quality and provide nature experiences across the region. The current levy, which needs to be renewed by the voters every five years, will expire in June 2028. Staff are developing a work plan to explore future funding options, including documenting how the current levy has delivered on promises to voters, assessing service delivery needs, and analyzing potential feasibility and timing.

ACTION REQUESTED

Provide direction to inform a work plan for a future Parks and Nature levy measure, to be presented to Council in May.

IDENTIFIED POLICY OUTCOMES

The 2016 Parks and Nature System Plan articulates several key aspects of Metro Parks and Nature's mission, including protecting water quality, restoring fish and wildlife habitat, and connecting people with nature.

Metro's Parks and Nature levy supports these activities across nearly 20,000 acres of parks, trails, and natural areas. Investments are guided by the following outcomes in the levy framework adopted by the Metro Council in the 2022 levy renewal measure:

- **Habitat** – Improve habitat and habitat connectivity for plants, fish, and wildlife at Metro's parks and natural areas.
- **Water quality** – Improve hydrologic function, and water quality and quantity at Metro's Parks and natural areas.
- **Resilience** – Execute land management plans at Metro's parks and natural areas to reduce risk from extreme weather.
- **Climate leadership** – Collaborate with local, state, federal, Tribal and nonprofit partners to plan for and make strategic decisions related to conservation priorities across the region for broader, more effective action for climate adaptation and resilience.
- **Native plants** – Protect and restore culturally significant native plants in partnership with Tribal nations and greater Portland's Indigenous community.

- **Accessibility** – Improve the accessibility of Metro destinations for people of all ages and abilities.
- **Inclusion** – Ensure that Metro visitors of all backgrounds can access a variety of nature experiences to strengthen their relationship to the natural world.
- **Workforce equity** – Increase the prosperity of historically marginalized workers and communities through levy investments.
- **Contractor equity** – Build capacity and experience of historically marginalized contractors through projects at/with Metro.
- **Engagement and accountability** – Serve communities through inclusive, transparent and accountable engagement.
- **Education** - Design collaborative and culturally relevant education that lifts up multiple ways of knowing by centering work with educators from historically marginalized communities.

POLICY QUESTION(S)

- How well are current investments fulfilling promises made to voters in the 2022 levy renewal framework?
- What outcomes and goals should be incorporated into a future levy measure development work plan that staff will bring back to Council in May?

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Nature close to home is an essential element of quality of life and sense of place in the Portland region. For 30 years, voters have repeatedly asked Metro to protect and restore this critical asset as our region grows – ensuring we have clean water, healthy fish and wildlife habitat, and opportunities to experience nature for generations to come. Metro has established a core role in the region’s parks and nature system as a land protector, park provider and funder, with a unique scale and location of investments.

The Metro Parks and Nature levy works in close tandem with Metro bond investments that have also been repeatedly approved by voters – fulfilling our promise to restore fish and wildlife habitat, protect water quality and provide quality nature experiences across a growing portfolio of parks, natural areas, historic cemeteries, trails and more.

Maintaining this portfolio is a long-term duty that requires ongoing adaptation: being responsive to the needs of nature as well as communities, working closely with partners, and remaining accountable to the people of the region who have entrusted Metro with this work.

With the current levy set to expire in June 2028, this work session provides an opportunity for Council to review key outcomes and challenges in the implementation of the current levy, as well as preview the work ahead to secure continuing funding for this work. Parks

and Nature staff will provide context on current levy investments across the region and highlight several operational considerations that are emerging. This will be followed by an assessment of the work ahead to develop a future levy measure, presented by Metro's Government Affairs and Policy Development team.

Stakeholder groups and individuals who have been involved in policy development:

In recent months, Parks and Nature and GAPD staff have engaged with Tribal governments as well as a variety of conservation partners, community organizations, and jurisdictional partners to discuss the current levy and hear thoughts on potential priorities and considerations for the future. Metro has sought technical assistance from Trust for Public Land, The Nature Conservancy and The Intertwine Alliance.

Future work planning

A future levy measure is a key part of the Parks and Nature road map project, which also includes updating the system plan and other policies that guide Metro Parks and Nature investments.

As part of this effort, Parks and Nature is engaging with staff and partners to understand needs and inform future service priorities. Metro is also engaging with Tribal governments through this process. The information being compiled, which includes qualitative and quantitative data to describe the impact and challenges facing service provision, will provide a helpful tool to understand how Metro has been accountable to investment measure frameworks as well as potential options for continued service delivery.

Financial implications

When the first levy was passed in 2013, Metro managed about 15,000 acres of natural areas and 13 developed parks and marine facilities. Since that time, implementation of the 2006 and 2019 bonds has led to the protection of over 4,000 additional acres of priority habitat and the creation of 7 new nature parks across the region. Metro is working to keep up with changing visitor needs in developed parks, along with evolving land management challenges across all our properties, such as invasive species and the risk of wildfire. The cost of maintaining parks and natural areas, from trail repairs to habitat restoration to restroom cleaning, continues to rise.

Raising approximately \$19 million annually, the levy makes up the majority of the Parks and Nature department's operating budget. As costs rise, Metro's Parks and Nature Department has implemented cost-saving measures to protect core functions that the levy is meant to fund. The FY 2025-2026 budget reduced the Parks and Nature operating fund by \$2.6 million and 17.8 FTE. Together, these trends require a close look at what can be achieved with available funding as well as what may be possible to secure in the future, including a future levy measure.

BACKGROUND

The levy was originally approved by voters in 2013 to restore Metro’s natural areas, maintain and operate parks, and improve opportunities for people to safely enjoy parks and natural areas. At a rate of 9.6 cents per \$1,000 assessed value, the levy costs the average household around \$28 a year. The levy was renewed at this rate in 2016 and 2022, each time with the support of more than 70 percent of regional voters.

2022 levy program areas

When the Metro Council referred the 2022 levy renewal to voters, it adopted a framework for investment that included the following program areas:

- **Habitat restoration and land management (minimum of 40% of levy investments)**. Restore fish and wildlife habitat, improve habitat quality for priority species, and improve water quality and quantity at Metro’s parks and natural areas and provide ongoing maintenance to ensure ecological health, restore culturally significant plant communities, and reduce the long-term costs of maintenance.
- **Regional park operations (minimum 35% of levy investments)** – Support visitor services, maintenance, and amenity improvements at Metro’s parks, trails, natural areas, and cemeteries so that they are welcoming, safe and inclusive, and meet or exceed standards for accessibility.
- **Community-led investments and education (minimum of 15% of levy funds)** – Co-create culturally specific interpretive programs, materials, and events, and provide resources (financial and programmatic) to support communities in their efforts to strengthen connections with nature.

2022 levy outcomes

Based on community and partner engagement and input from stakeholders, the 2022 levy framework also included a number of desired outcomes meant to articulate its long-lasting impacts of the levy. These are also aligned with the 2019 Parks and Nature bond criteria.



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Agenda #: 5.1

File #: RES 26-5571

Agenda Date:4/23/2026

Resolution No. 26-5571 For the Purpose of Allocating Interest and Premium From The Parks And Nature 2019 Bond Measure

Jon Blasher, Parks and Nature Director
Sommer Erickson, Parks and Nature Finance Manager

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ALLOCATING) RESOLUTION NO. 26-5571
INTEREST AND PREMIUM FROM THE PARKS)
AND NATURE 2019 BOND MEASURE) Introduced by Chief Operating Officer
) Marissa Madrigal in concurrence with Acting
) Council President Duncan Hwang

WHEREAS, the Metro Council has a leadership role in protecting water quality and natural areas in greater Portland and providing access to nature for people through an interconnected system of parks, trails and natural areas; and

WHEREAS, in 1992, the Metro Council, along with the cities and counties of greater Portland, adopted the Greenspaces Master Plan, identifying 57 regional natural areas and 34 regional trails and greenways requiring protection; and

WHEREAS, in 1995 and 2006, Metro area voters approved Parks and Nature Bond Measures to acquire land, preserve natural areas, maintain and improve water quality, and protect fish and wildlife habitat; and

WHEREAS, in Resolution No. 19-4988, Metro area voters approved the current version of the parks and nature bond measure (“the Measure”); and

WHEREAS, the Measure provides that the Metro Council may allocate interest earnings on unspent bond proceeds to the capital costs of any Metro bond program area, which includes the Protect and Restore Land and Take Care of Metro Parks programs; and

WHEREAS, the sale of the bonds also created a bond premium; and

WHEREAS, the Measure has generated approximately \$33 million in interest and bond premium earnings through December 31, 2025; and

WHEREAS, an allocation of 60 percent of the earnings to the Protect and Restore Land program and 40 percent to the Take Care of Metro Parks program aligns with the Measure’s current allocation of bond funds to those programs; now therefore,

BE IT RESOLVED that the Metro Council directs Metro’s Chief Operating Officer to allocate 60 percent of the bond earnings and premium accrued through December 31, 2025, to the Protect and Restore Land program and 40 percent to the Take Care of Metro Parks program.

ADOPTED by the Metro Council this 23rd day of April, 2026.

Approved as to Form:

Duncan Hwang, Acting Council President

Carrie MacLaren, Metro Attorney

RESOLUTION NO. 26-5571, PARKS AND NATURE BOND EARNINGS ALLOCATION

Date: April 7, 2025

Department: Parks and Nature

Meeting Date: April 23, 2026

Prepared by: Somer Erickson, Beth Cohen

ISSUE STATEMENT

Resolution 19-4988, adopted by Council in 2019, authorized the bond sales and outlined funding allocations for the six programs in the Parks and Nature bond including funding caps on all but the Take Care of Metro Parks and Protect and Restore Land programs. Resolution 19-4988 also noted “The Metro Council may annually allocate interest earnings on unspent bond proceeds to the capital costs of any Metro bond program area”.

In addition to these program allocations, the bond measure accrues interest earnings and bond premium, offset by bond discounts and any investment losses. Metro has completed two bond sales to date—in April 2020 and March 2025, which have generated a combined \$33 million in additional proceeds and earnings as of December 31, 2025.

Resolution 26-5571 builds on the authority from Resolution 19-4988 so Council can allocate the \$33 million to the Protect and Restore Land and Take Care of Metro Parks programs.

ACTION REQUESTED

Consideration and approval of Resolution 26-5571 to allocate 60 percent of current bond premium and interest earnings to the Protect and Restore Land program and 40 percent to Take Care of Metro Parks.

IDENTIFIED POLICY OUTCOMES

Council consideration and approval of Resolution 26-5571 to allocate additional bond funds received in alignment with bond requirements to advance Council direction on maximizing desired outcomes. Provide clear direction for the allocation of funding between the bond programs.

POLICY OPTIONS

Council has three options to consider:

- Allocate current bond earnings to the two Metro bond programs in alignment with the staff recommendation
- Wait on providing directions on allocating the approximately \$33M current bond earnings
- Direct staff to identify a different approach to allocating the bond earnings

STAFF RECOMMENDATION

Council approval of Resolution 26-5571 to allocate 60 percent of current bond and future bond premium and interest earnings to the Protect and Restore Land program and 40 percent to Take Care of Metro Parks.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Broader parks and nature bond context

The Metro Council adopted Resolution 19-4988 to maximize Metro’s ability to make bond investments in protected lands, parks, trails and natural areas on behalf of the region. Over half, or \$253 million, of the funds authorized by Resolution 19-4988 is allocated to the two program areas that Metro implements directly—\$155 million the Protect and Restore Land program and \$98 million to the Take Care of Metro Parks program (representing 61% and 39% of the \$253 million respectively).

The recommended allocation of earnings in Resolution No. 26-5571 reflects a similar allocation percentage. Parks and Nature is confident that the proposed allocation approach in Resolution 26-5571 will provide staff the capacity continue to advance Council priorities as bond spending ramps down by 2031.

Explicit list of stakeholder groups and individuals who have been involved in policy development:

The Natural Areas and Capital Program Performance Oversight Committee is charged by the Metro Council with reviewing bond spend and award on an annual basis. The oversight committee, which presented its most recent annual report to the Metro Council in November 2025, affirmed that Metro continues to meet expectations in its bond administration. The committee has also emphasized that conservation of fish and wildlife habitat is a generational opportunity and encourages Metro to maximize the amount of funds available for bond funded land acquisition in alignment with regional priorities.

Budget planning

Through Resolution No. 26-5571, Council will establish priorities at the bond program budget level. Within each bond program, staff will continue to assign funds to specific project priorities that already align with existing Council policy direction and can be responsive to opportunities as they arise and changing conditions. As such, Council will continue to review and approve allocations to specific bond funded projects as part of the agency budget and capital improvement plan process each year.

Financial implications

The table below illustrates each of the six bond program areas in initial allocation, total spent and awarded as of January 2026. The table also indicates how the Metro-led programs are committed to project priorities such as land acquisition, capital restoration and site improvements in alignment with the agency’s budget and capital improvement plan.

The Protect and Restore Land program has completed over 40 acquisitions with 2019 bond dollars, resulting in over 1880 acres and 0.8 miles of trail right of way. There are multiple

demands on Protect and Restore Land program funding including once in a generation land acquisitions, making investments to return recently acquired properties to stable conditions, investing in regional restoration priorities and fulfilling the bond promise to invest up to \$15 million through a community-led acquisition process. If the program continues investing at the current pace, available funding will be exhausted by FY 2028.

The proposed allocation percentage to Protect and Restore Land in Resolution No. 26-5571 reflects the centrality of land protection and restoration to Metro’s parks and nature mission as well as the efficiency of the program to expend funds utilizing a robust pipeline of acquisitions through its willing seller program. Further, the allocation of bond earnings will allow the program to remain opportunistic as generational acquisition opportunities arise and to offset the pressure from increased costs of doing business.

The funds in the Take Care of Metro Parks program are fully committed to priority projects that help make Metro developed nature parks safe and welcoming. Most recently, Council has adopted the Willamette Cove master plan formalized a commitment to implementing the master plan. In addition, the department has identified and prioritized a list of capital needs to enhance or renew elements at our developed sites. The proposed allocation percentage in resolution 26-5571 to Take Care of Metro Parks allows Metro more capacity to implement the Willamette Cove master plan and be strategic about addressing priority needs on the department’s capital improvement plan.

The other four bond programs, which award funds to park providers and community organizations to invest in local nature priorities, are ineligible to receive this bond allocation, have yet to award all the available funds and have been able to meet demand for local share and grants with available funds.

One additional financial factor that governs Metro’s management of bond proceeds is to stay aligned with spend down requirements associated with individual bond sales. Metro is anticipating at least one more bond sale for the 2019 parks and nature bond.

Snapshot of bond allocation, total spent, awarded and committed as of January 2026

Bond program	Initial allocation	Total spent	Total awarded	Total committed
PRL	\$155 M	\$69.6 M	NA	\$155 M
TCMP	\$98 M	\$44.3 M	NA	\$98 M
Local share	\$92 M	\$14.7 M	\$42 M	\$92 M*
Trails	\$40 M	\$3.3 M	\$19.5 M	\$31 M
Capital grants	\$40 M	\$7.8 M	\$13.7 M	\$40 M
LSCV	\$50 M	\$600,000	\$22 M (includes pilot round)	\$42 M*
Bond earnings	\$33 M			

* doesn't include projected administrative or direct personnel allocations

BACKGROUND

To date, Metro has invested or awarded over \$220 million of 2019 parks and nature bond funds to protect land, improve experiences at regional nature parks and support nature priorities in communities across the region. Parks and Nature will continue to update Council on bond spend and award trajectory. Upon approval of Resolution 26-5571, staff will utilize the agency budget and capital improvement plan process to report on the status of funds within each program.

ATTACHMENTS

- Is legislation required for Council action? Yes
- If yes, is draft legislation attached? Yes, Res. 26-5571
- What other materials are you presenting today? Three community members will join and share their perspectives on the importance of the project.



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Agenda #: 5.2

File #: RES 26-5563

Agenda Date:4/23/2024

Resolution No. 26-5563 For the Purpose of Approving the Regional Transportation Demand Management Strategy as a Topical Plan of the Regional Transportation Plan and Accepting Recommendations for Updates to the 2028 Regional Transportation Plan and Climate Smart Strategy

Noel Mickelberry, Senior Transportation Planner
Grace Stainback, Associate Transportation Planner
Jean Senechal Biggs, Resource Development Manager

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE	)	RESOLUTION NO. 26-5563
REGIONAL TRANSPORTATION DEMAND)	
MANAGEMENT STRATEGY AS A TOPICAL	)	Introduced by Chief Operating Officer
PLAN OF THE REGIONAL TRANSPORTATION	)	Marissa Madrigal in concurrence with Acting
PLAN AND ACCEPTING	)	Council President Duncan Hwang
RECOMMENDATIONS FOR UPDATES TO THE)	
2028 REGIONAL TRANSPORTATION PLAN)	
AND THE CLIMATE SMART STRATEGY)	

WHEREAS, federal and state law require Metro adopt an approach to congestion management and greenhouse gas reduction that incorporates transportation demand management (TDM); and

WHEREAS, since 2003 Metro has adopted a Regional Travel Options (RTO) Strategy that directed the work of Metro’s RTO program to advance TDM in the region in alignment with the Regional Transportation Plan (RTP); and

WHEREAS, the 2023 RTP identified the development of a Regional TDM Strategy as an implementation action in Chapter 8 to align TDM efforts in the region and support implementation of the regional mobility policy and the Climate Smart Strategy; and

WHEREAS, the Regional TDM Strategy was developed with input from several regional technical and policy advisory committees including the TDM Strategy Technical Work Group, RTO grantees and partners, county coordinating committees, the Transportation Policy Alternatives Committee (TPAC), the Joint Policy Advisory Committee on Transportation (JPACT), and the Metro Council over two years; and

WHEREAS, the Regional TDM Strategy makes recommendations for updates to objectives, policies, project definitions in the RTP and implementation monitoring measures in the Climate Smart Strategy to provide an updated framework to guide TDM efforts and investments across the region; and

WHEREAS, the Regional TDM Strategy serves as guidance for Metro’s RTO program delivery and funding, including specific strategies to inform Metro RTO work program development and an evaluation approach of Metro-funded TDM programs; and

WHEREAS, Metro released the Regional TDM Strategy for a 30-day public comment period from January 12, 2026 – February 13, 2026; and

WHEREAS, the Metro Council held a public hearing on February 12, 2026, to accept public testimony and comments regarding the draft Regional TDM Strategy; and

WHEREAS, Metro received 56 comments through the 30-day public comment period and Metro staff reviewed and made recommendations for revisions to the Regional TDM Strategy; and

WHEREAS, on April 3, 2026, TPAC recommended that JPACT approve this resolution; and

WHEREAS, on April 16, 2026, JPACT approved and recommended the Metro Council adopt this resolution; now therefore

BE IT RESOLVED that the Metro Council adopts the Regional Transportation Demand Management Strategy, attached to this resolution as Exhibit A, as a topical plan of the Regional Transportation Plan and accepts the recommendations for updates to the Regional Transportation Plan and Climate Smart Strategy as shown in Exhibit B.

ADOPTED by the Metro Council this 23rd day of April 2026.

Duncan Hwang, Acting Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney



Regional Transportation Demand Management (TDM) Strategy

Adoption Draft: April 2026

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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. JPACT serves as the MPO board for the region in a unique partnership that requires joint action with the Metro Council on all MPO decisions.

Project website: oregonmetro.gov/traveloptionsplan

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

About Metro

Metro is the regional government in greater Portland. Metro manages public services and regional systems that protect the environment, support the local economy and ensure every community can thrive.

Metro coordinates regional planning and funds new affordable homes and supportive housing services. It manages 19,000 acres of parks and natural areas and the region's garbage and recycling system. Metro also runs the Oregon Convention Center, Portland's Centers for the Arts, the Portland Expo Center and the Oregon Zoo.

Metro is led by a nonpartisan elected council. It serves 1.7 million people in 24 cities across Clackamas, Multnomah and Washington counties..

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Appendix A: Summary of proposed updates for the 2028 Regional Transportation Plan

Appendix B: Regional TDM Needs Assessment Report

Appendix C: Regional TDM Research and Evaluation – Phase 1

Appendix D: Regional TDM Strategy Engagement Report – Phase 1 and 2



Regional Transportation Demand Management (TDM) Strategy: Executive Summary

Metro's 2023 Regional Transportation Plan (RTP) formalized Transportation Demand Management (TDM) as a regional policy concept and identified the need to develop a Regional TDM Strategy to further define TDM policies and strategies for the greater Portland region. The Regional TDM Strategy advances the vision and goals of the RTP, sets clear and consistent TDM policy guidance for the region, and identifies specific TDM strategies to support implementation within each policy area.

Defining Transportation Demand Management

TDM encompasses a range of programs and strategies aimed at influencing travel behavior, specifically reducing the demand for driving alone and encouraging the use of more sustainable, efficient, and shared modes of transportation. TDM addresses key behavioral, informational, and social barriers to travel, such as affordability, safety, and access. **Chapter 1** provides a detailed definition of TDM, including three core elements to inform delivery by Metro and partners in alignment with the policy context defined in the Regional TDM Strategy.

Developing the TDM Strategy

The Regional TDM Strategy was developed over two years (2024-2025). In Phase 1 of the project, Metro conducted a TDM Needs Assessment through topical and peer agency research, evaluation of Metro’s Regional Travel Options grant program, and targeted focus groups. Findings from Phase I established an evidence-based foundation for the Regional TDM Strategy.

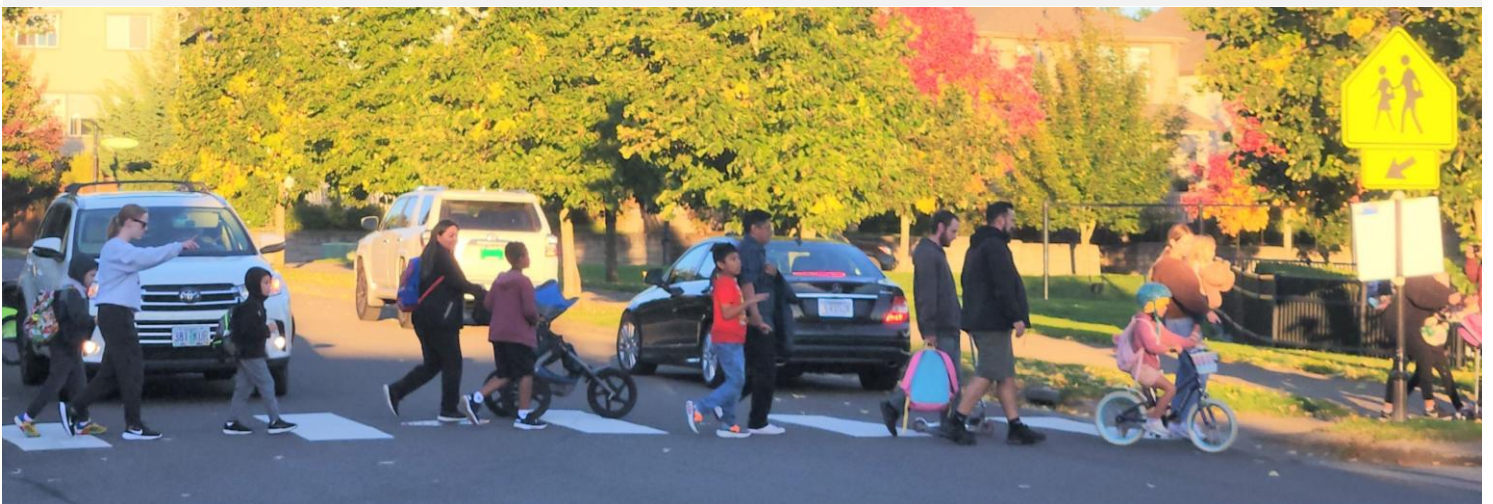
Phase 2 of the project synthesized the recommendations from Phase 1 with the support of a TDM Technical Work Group and gathered additional input from the public and regional TDM partners to develop the Regional TDM Strategy. **Chapter 1** provides additional detail on the strategy development process and **Appendices B, C and D** include documentation of input gathered from each phase.

Changing Travel Patterns

The Regional TDM Strategy process began following profound disruptions to travel patterns from the COVID-19 pandemic, challenging the traditional approaches to TDM that have been relied upon for decades. Shifts to remote work impacted programming that targeted peak hour commute trips, prompting the need for new TDM approaches for workers and employment sites. Post-pandemic travel patterns also saw increases in trips during off-peak hours for recreation and essential needs, revealing the need for TDM programming to develop program models to support these new trips.

Responding to Change, Building Resilience

Agencies in the region are tasked with advancing TDM not only through program delivery, but also through climate and mobility directives to integrate TDM into planning processes and to measure progress toward reducing vehicle miles traveled and advancing transportation equity. The Regional TDM Strategy guides TDM work in the region to both respond to historic changes and to build resilience, affirming Metro’s commitment to enhancing travel options for the diverse communities and contexts across the region. **Chapter 2** details the regional and state policy framework for the Regional TDM Strategy.



Updating TDM Policies in the RTP

Chapter 3 of the Regional TDM Strategy updates the TDM Policies defined in the 2023 RTP. The updated policies respond to needs identified in Phase 1 and to state and regional policy directives guiding TDM implementation. The five policies are shown below.



Policy 1: TDM Policy, Planning, and Funding

Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding.



Policy 2: Financial Incentive Programs

Expand access to existing financial programs and establish new programs to reach more people.



Policy 3: Place- and Event-Based TDM Programs

Deliver programs that meet the unique needs of specific locations and communities.



Policy 4: Community-Centered and Inclusive TDM Programs

Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities.



Policy 5: Adaptive and Resilient TDM Programs

Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

Creating a Framework for Collaboration

In addition to defining new policies, Chapter 3 describes a framework for delivery by identifying supporting strategies within each policy area and key implementation roles by state, regional and local partners.

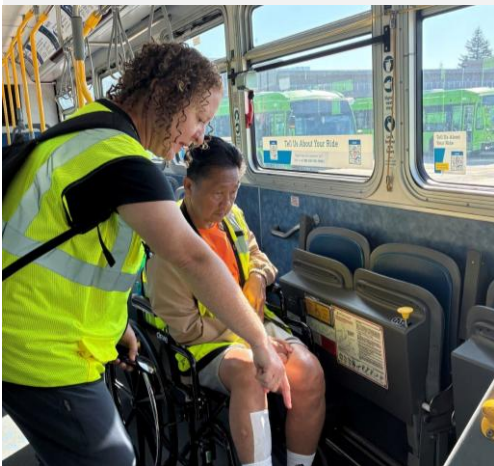
The success of TDM also depends on complementary efforts, defined within each policy area, to elevate coordination opportunities and to highlight the interdisciplinary nature of TDM implementation.

Measuring TDM Progress

Another key component of the Regional TDM Strategy is to update and refine how TDM is measured in the region to support state-mandated policies under the 2022 Climate Friendly and Equitable Communities (CFEC) rulemaking and Transportation Planning Rule (TPR). **Chapter 4** of the Regional TDM Strategy identifies new Regional TDM Performance Metrics in alignment with Metro's Regional Mobility Policy and Climate Smart Strategy that measure the region's progress toward these requirements. In addition, the Regional TDM Strategy includes an evaluation approach that will inform Metro's RTO grant program activities and regionally delivered services in alignment with state and regional TDM policy.

Metro's Regional Travel Options Work Program

Metro's Regional Travel Options Program (RTO) is how Metro invests in TDM - through grantmaking, direct programming, research and regional coordination. **Chapter 5** details the framework for updating Metro's RTO Work Program to respond to the policies, strategies and performance measurement approach identified in the Regional TDM Strategy.



Funding Uncertainties

Metro developed the Regional TDM Strategy during a period of significant uncertainty in transportation funding – at national, state and local levels. With rapidly changing federal priorities as the Infrastructure Investment and Jobs Act (IIJA) sunsets, and declining state revenues from gas taxes as a primary funding mechanism, there is a need to reform transportation funding models. Declining revenues also impact transit service, a critical mode for TDM programming and incentives.

Chapter 6 of the Regional TDM Strategy outlines opportunities for TDM integration as local, regional and state jurisdictions seek new revenue sources to invest in transportation options.



About Metro

Metro is the regional government in greater Portland. Metro manages public services and regional systems that protect the environment, support the local economy, and ensure every community can thrive.

Metro coordinates regional planning and funds new affordable homes and supportive housing services. It manages 19,000 acres of parks and natural areas and the region's garbage and recycling system. Metro also runs the Oregon Convention Center, Portland's 5 Centers for the Arts, the Portland Expo Center, and the Oregon Zoo.

Metro is led by a nonpartisan elected council. It serves 1.7 million people in 24 cities across Clackamas, Multnomah, and Washington counties.

Elevating TDM in Regional Policy and Planning

As the region moves into the 2028 RTP update, the Regional TDM Strategy provides a clear and consistent framework for TDM program delivery and coordination with transportation investments, planning, and policy – with a full summary of proposed updates for the 2028 RTP included in **Appendix A**. Implementation of the TDM Strategy will be responsive to updates to RTP goals, objectives and performance measures and targets that are defined on the regional scale and that TDM supports through prioritized resources, guidance and performance measurement activities. Even amid uncertainty, TDM offers a cost-effective and critical avenue to reduce emissions, promote better air quality, and improve transportation options in the region by addressing affordability, access, and shifting demand.



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Chapter 1:

Introduction

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Chapter 1 provides context for the Regional Transportation Demand Management (TDM) Strategy, including introducing the concept of TDM; Metro’s leadership role in advancing TDM planning, funding, and implementation; and the activities and engagement that went into the development of the Regional TDM Strategy.

The Regional TDM Strategy is a topical plan of the Regional Transportation Plan (RTP). It defines regional policies and strategies to advance TDM in coordination with partners and through Metro’s Regional Travel Options (RTO) program, which provides funding and coordination for TDM efforts for the region. In addition, the Regional TDM Strategy identifies new and updated regional performance measures to assess impact and progress toward RTP goals and objectives. A summary of the proposed updates to Metro’s RTP identified in the Regional TDM Strategy are included in **Appendix A**.

What Is Transportation Demand Management (TDM)?

Transportation Demand Management (TDM) encompasses a range of programs and strategies aimed at influencing travel behavior, specifically reducing the demand for driving alone and encouraging the use of more sustainable, efficient, and shared modes of transportation. TDM focuses on **managing how, when, and if people travel** to make the existing system work better.

The primary objectives of TDM are to enhance mobility, improve the efficiency of the transportation system, promote better air quality, reduce the prevalence of single-occupancy vehicles, and decrease demand on the transportation system.

TDM addresses key behavioral, informational, and social barriers to travel, such as affordability, safety, and access. By providing tangible, reliable, and equitable travel options, TDM is an essential part of meeting Metro’s mobility, safety and climate goals (further discussed in **Chapter 2: Policy Framework**). The TDM Strategy utilizes 'TDM' as the industry adopted term but often refers to ‘travel options’ as the ways in which people get around without use of a single occupancy vehicle, Regional Travel Options when referring to Metro’s TDM program, and ‘transportation options’ when referring to state guidance or requirements. All these terms are referencing the same programs, policies and activities that encompass the definition of TDM in the Regional TDM Strategy.



Defining TDM

The Regional TDM Strategy defines three core elements of TDM. **Figure 1** illustrates each core element of TDM and how TDM is supported by complementary policies and investments.

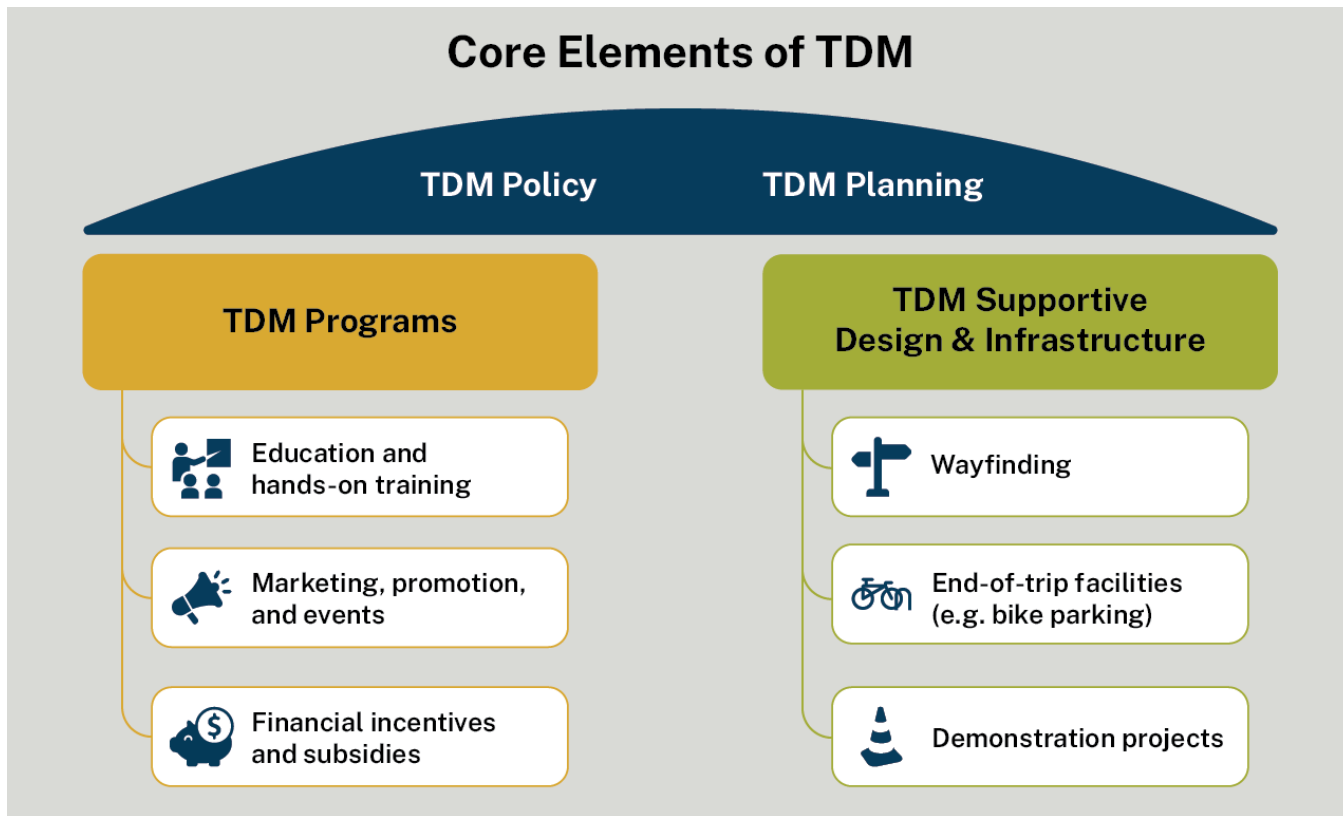


Figure 1. Defining TDM in the Regional TDM Strategy

TDM Policy and Planning

TDM Policy and Planning set the stage for successful implementation of both TDM Programs and TDM Supportive Design and Infrastructure. TDM efforts are most successful when integrated into policy and planning processes.

- **TDM Policy:** This includes both the implementation of existing policies that support TDM and the development of new policies that advance TDM efforts at the state, regional and local levels. TDM policy work requires coordination across jurisdictions, between TDM practitioners, with private entities who may be subject to policy requirements, and among policymakers.
- **TDM Planning:** Local jurisdictions can embed TDM into their long-range plans to ensure robust implementation and coordination with capital projects. This happens through Transportation System Plans and Comprehensive Plans. Through a new requirement in the state Transportation Planning Rule, planning for TDM is a growing body of work that will require dedicated resources, guidance and technical assistance for successful implementation. (See [Chapter 2](#) for more details on the state requirements.)

TDM Programs

This TDM element focuses on behavioral interventions – the direct interaction, education, and incentive-based work needed to influence travel choices and reduce single-occupancy vehicle trips. TDM Programs include:

- **Education and hands-on training:** Educating people about the choices available to them and the benefits of travel options and providing tools for trip planning.
- **Marketing, promotion and events:** Creating the social infrastructure for choosing travel options through efforts to promote, market and design events around walking, biking or taking transit – such as community walks and rides or marketing campaigns alongside new transit service or infrastructure improvements.
- **Financial incentives and subsidies:** Offering financial perks, such as transit passes or vanpool programs, or time savings for choosing travel options, such as preferred parking for carpool participants.

A typical TDM program involves working with a defined audience that has similar travel needs or lives in a specific community. TDM programs are developed and staffed by professionals trained in understanding the travel needs of various groups, such as commuters or students, and creating methods to help them make those trips without the need for a single-occupancy vehicle trip. This work can take many forms, from participation in Get There Oregon, a statewide program provided by the Oregon Department of Transportation (ODOT) and dedicated to facilitating travel options use, to a localized outreach effort specific to a single housing development.

Active involvement in delivering TDM programming is needed at the state, regional, and local levels. Certain programs are most effective when developed and led by local governments, school districts, Transportation Management Associations (TMAs), employers, or community organizations. Others are better conducted on a state or regional scale.



TDM Supportive Design and Infrastructure

TDM supportive design and infrastructure includes the amenities that make choosing travel options practical, safe, comfortable and attractive. These amenities are outside of the design of the streetscape itself (i.e., sidewalks, bike lanes, transit stops) and instead focus on enhancing the experience for travel options users. Key examples include:

- **End-of-Trip Facilities:** Secure bike racks, lockers, repair stations, and shower/changing rooms that address the needs of travelers.
- **Wayfinding:** Clear signage and print, digital and app-based maps that help people walking, cycling, or using transit navigate the system easily and safely, reducing uncertainty and encouraging use of these travel options.
- **Demonstration projects:** Event-based or temporary projects that show residents, employees or families the opportunities associated with active travel by making short-term changes that inspire travel options use and demonstrate the potential of permanent investments.

By investing in physical amenities or including these components into the design of larger transportation projects, these elements can directly lower the effort and friction associated with choosing travel options, maximizing the return on investment for both the larger capital investment and any supportive TDM programming efforts.



Complementary Policies and Investments

The region's overall success in reducing drive alone trips will require complementary policies and capital investments that are considered *outside* how TDM is defined through the Regional TDM Strategy. These complementary efforts set the physical, operational, and financial context within which Metro's core TDM programs and infrastructure operate. **Figure 2** shows examples of complementary policies and investments that inform and influence the success of TDM.

For example, building new or improved active transportation infrastructure or adding new or improved transit services provides an opportunity to make people aware of and encourage them to use the new travel options available to them. In addition, state and regional policy encourages implementing TDM activities before investing in roadway widening projects that expand vehicle throughput as a mechanism to reduce demand.

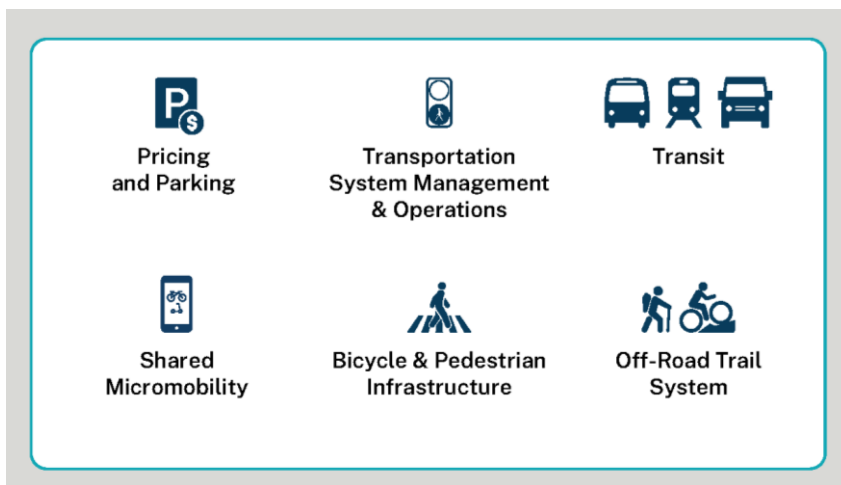


Figure 2. Complementary Policies and Investments to TDM

Enhancing Complementary Strategies

As the region considers additional strategies for reducing auto trips, such as roadway pricing and parking management (**Figure 3**), TDM programs and activities that promote and provide travel options are an important component in enhancing people's mobility when these strategies are implemented. While complementary elements like transportation pricing are often included in TDM definitions at the local level, Metro's RTP has defined separate transportation pricing policies and strategies. Metro's Pricing policies identify TDM as a critical component, detailed further in **Chapter 2: Policy Framework**.

Pricing Strategies

Pricing could include a range of tools, including:



VEHICLE MILES TRAVELED FEE
Drivers pay a fee for every mile they travel



CORDON PRICING
Drivers pay to enter an area, like downtown Portland (and sometimes pay to drive within that area)



CORRIDOR PRICING
Drivers pay a fee to drive on a particular road, bridge or highway



PARKING PRICING
Drivers pay to park in certain areas

Figure 3. RTP Pricing Strategies

Metro's Role in TDM

As the metropolitan planning organization and regional government for the greater Portland area, Metro plays a unique role in advancing TDM. Metro connects state policy direction, such as the Climate-Friendly and Equitable Communities rules and the Oregon Transportation Planning Rule, and regional policies, such as the Regional Transportation Plan and Regional Mobility Policy, with investments in on-the-ground implementation by cities, counties, and community partners.

A significant portion of the region's current TDM activities are coordinated through the [Regional Travel Options \(RTO\)](#) program. Through the RTO program, Metro defines regional TDM priorities, administers grant funding, and provides technical assistance to collectively support vehicle miles traveled reduction and mode shift goals established in the RTP. The RTO program acts as a critical link, translating regional policy into actionable programs through funding, technical assistance, and direct service delivery in partnership with local jurisdictions including cities, counties, K-12 schools and districts, higher education institutions and nonprofit community-based organizations.

The RTO program is primarily funded through Metro's Regional Flexible Funding Allocation (RFFA), which supports regionwide programming and planning activities that advance federal, state, and regional goals for creating a multimodal transportation system. These efforts help the region meet federal air quality regulations and comply with state mandates to reduce greenhouse gas emissions from vehicles.

Additionally, ODOT contributes funding for programming, marketing, and community outreach that supports Metro's role in delivering regional commute-focused efforts under the [Get There Oregon](#) brand. For more detailed information regarding existing funding for TDM in the region, see **Chapter 6: TDM Funding and Investment**.



RTO Program Activity Types

There are four primary activity types through which Metro’s RTO program coordinates and supports regional TDM efforts:

- **Grantmaking & Resource Distribution:** Activities related to the RTO grant solicitation process and ongoing work with grant-funded partners to manage and deliver TDM activities and programs.
- **RTO Programming & Direct Services:** Activities RTO staff lead to develop programs and engage directly with community.
- **Research & Evaluation:** Activities related to Metro RTO travel options research or evaluation of program outcomes.
- **Policy & Partnerships:** Activities that involve coordination with partners and where Metro could have influence on policy outcomes but may not be final decision-makers.



RTO Program Areas

Metro’s RTO program takes an “all trips” approach to TDM programs, focusing on the following three program areas that encompass the trips people take to meet their needs in the region:

- **Commuter:** Focus on reducing single occupancy vehicle (SOV) trips to work and colleges or universities. In the Metro region, this programming is delivered by a variety of transit providers, local jurisdictions, transportation management agencies (TMAs), non-profit organizations, and “in-house” transportation coordinators at employers. These programs help identify worksite commute solution plans, provide on-site events and outreach, or support employee trip planning and ride matching.
- **Community:** Provides support for residents and families for trips outside of work and school – such as essential destinations like healthcare as well as recreational trips to parks or social activities. Examples of programming to support these trips come in the form of community walking and rolling events or campaigns, trip and route planning to-and-from key destinations, and increasing access to active transportation investments with outreach, engagement, and supportive infrastructure.
- **Safe Routes to School (SRTS):** Focuses on trips for school by pre-K12 students and families – whether by bike, bus, scooter, or mobility device. SRTS programs provide education and encouragement activities to help children and caregivers travel safely to and from school using these modes. SRTS programs can increase physical activity, reduce congestion, boost academic performance, improve health, and provide affordable travel options for families.

Regional TDM Strategy and Regional Travel Options Program Strategy

Metro’s RTO program has been guided by an RTO Strategy since 2003, updated every 5-10 years. The RTO Strategy has served primarily as a grantmaking strategy document, guiding the allocation of regional flexible funding to the RTO program to support TDM activities that improve system efficiency and help meet regional goals and objectives.

Since the last RTO Strategy update in 2018, regional and state policy have identified the need for greater regionwide coordination on TDM policy, planning and programming. **Chapter 2: Policy Framework** details the specific TDM-related policies at the regional and state level that set the policy framework for the development of the Regional TDM Strategy and **Chapter 5: Metro RTO Work Program** details how Metro’s RTO program will support implementation. The Regional TDM Strategy will now provide TDM guidance for the region at-large, as well as providing the framework to guide the investments and activities of Metro’s RTO Program.



Regional TDM Strategy Development Process

The process to develop the Regional TDM Strategy was a comprehensive, two-phase effort that expanded the region’s TDM approach to develop a policy and implementation framework for both Metro and regional partners and TDM practitioners. This process was built from regional and state policy direction and community engagement to result in a strategy that is equitable, evidence-based, and responsive to evolving travel patterns. **Figure 4** shows the timeline and phases of the Regional TDM Strategy Development Process.

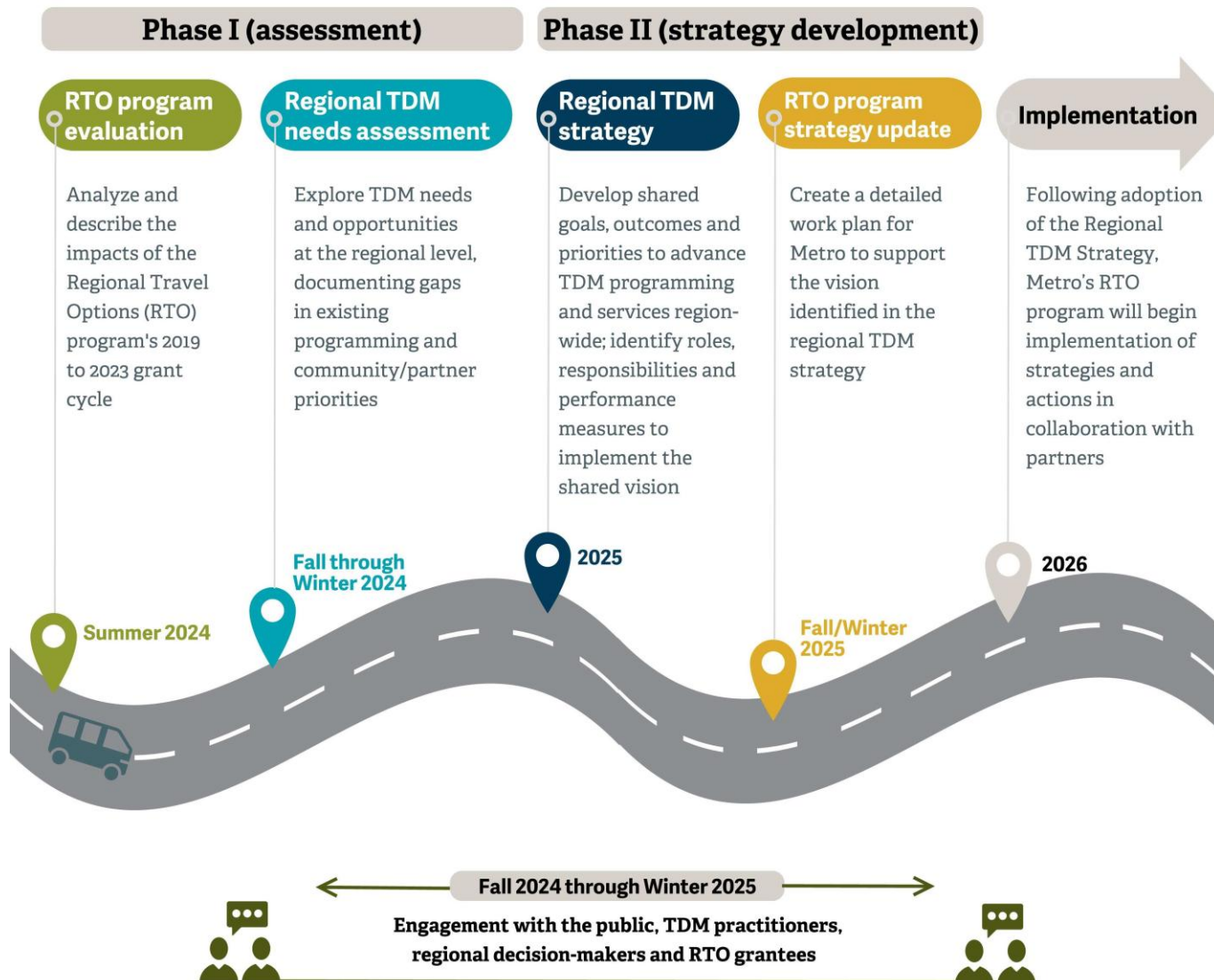


Figure 4. Regional TDM Strategy Development Timeline

Phase 1: Assessment

Phase 1 of the Regional TDM Strategy development process focused on assessing the current state of TDM in the region, identifying critical service gaps, and documenting regional needs to provide the evidence-based foundation for the strategy. This phase was conducted between April 2024 and February 2025. The Regional TDM Needs Assessment (**Appendix B**) served as the final deliverable of Phase 1, with nine themes identified for integration into the Regional TDM Strategy. This process identified the gap between current TDM services and desired regional outcomes, pinpointing specific challenges and opportunities necessary for effective strategy development. Its primary purpose was to elevate key themes across all assessment activities and provide the project team with evidence-based insights to inform strategic decision-making in the development of the Regional TDM Strategy.

Phase 1 was informed by the following activities:

Materials Review and Background Research:	Review of existing TDM plans and policies at Metro, TDM best practices and challenges, and findings from two informational interviews with TDM programs at peer agencies around the country.
2019–2023 RTO Program Evaluation:	An evaluation of the 2019–2023 RTO grant cycle reviewed the program’s impact, identified program strengths and weaknesses, and produced recommendations for future grantmaking, data collection, and evaluation processes.
Past Engagement Review:	A synthesis of feedback collected through previous planning efforts, including the 2023 RTP engagement, the 2022 RTO Racial Equity Strategy, and RTO Racial Equity Learning Cohort input. This review identified key insights that community members had already shared about barriers and opportunities related to travel options access and use.
TDM Practitioner Survey:	Staff who deliver TDM programs across the region weighed in on TDM needs, gaps, and opportunities.
Targeted Focus Groups:	Metro conducted three focus groups in January 2025 to learn from key audiences how to better tailor TDM support and to gain a deeper understanding of barriers to accessing travel options. These focus groups included commute benefit providers at large and small employers, affordable housing resident service coordinators, and school-based staff in Forest Grove.
Topic-Specific Research:	Research on national best practices regarding TDM responses to changes in flexible work patterns and methods for measuring the long-term impact of TDM interventions.

Phase 2: Strategy Development

Phase 2 synthesized the input and recommendations developed in Phase 1 into the Regional TDM Strategy. The strategy development process led to recommended updates to TDM-related objectives, policies, and performance measures in the RTP, as detailed in **Appendix A**.

Phase 2 included the following activities to support the strategy development process:

TDM Technical Work Group (TWG):

Metro convened the TDM Technical Work Group (TWG) for the project and the group’s insights were instrumental in shaping the final strategy. This group provided specific, collaborative input on TDM Needs Assessment outcomes and helped finalize TDM Policies and Strategies. The TWG drew membership from the following key audiences: Regional TDM practitioners, jurisdictional planning staff, state agency staff, and Metro staff from Planning, Development, and Research.

Travel Options Survey:

Metro conducted a survey to better understand the public’s prioritization of key activities, destinations, and approaches to TDM. The survey sought feedback on themes identified through the TDM Needs Assessment and priorities elevated by the TWG. Metro promoted the survey to reach people across the region and received over 400 responses.

RTO Partner Workshops:

RTO partners participated in two in-person workshops on the Regional TDM Strategy – one at the beginning of the process, and one following the TWG meetings and travel options survey. Over 50 representatives of RTO-funded TDM programs participated in each workshop.

Regional Decision-Makers Engagement:

The Regional TDM Strategy team presented to regional decision-makers at key intervals throughout the strategy development process including presentations at Transportation Policy Alternatives Committee meetings and workshops, meetings of the Joint Policy Advisory Committee on Transportation, and the Metro Council. In addition, the Regional TDM Strategy team presented at County Coordinating Technical Advisory Committees and County Coordinating Committees – made up of local agency staff and elected leaders – to inform and provide comment on the draft strategy.

Public Comment Period:

Metro conducted a public comment period on the draft Regional TDM Strategy from January 12 until February 13, 2026. Metro staff documented the comments received and proposed changes through a public comment report. Metro staff will document the comments and proposed changes through a public comment report for consideration by regional decision-makers.

The research and evaluation deliverables and engagement summaries from both Regional TDM Strategy project phases are summarized in **Appendix C** and **Appendix D**, respectively.

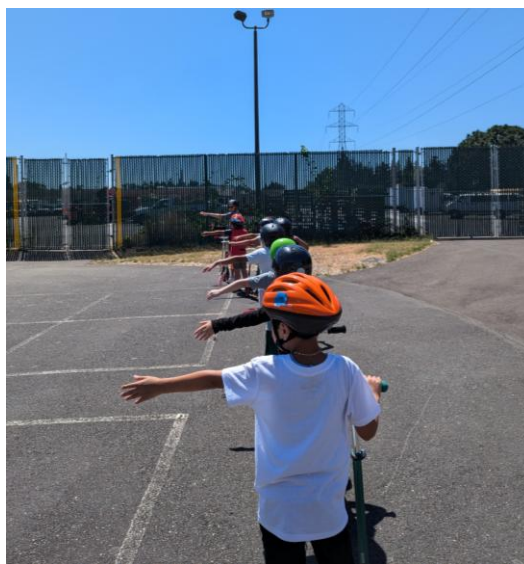
How to Use This Document

The Regional TDM Strategy is organized into six chapters, each building on the previous to provide a comprehensive framework for TDM implementation in the greater Portland region (**Table 1**).

Whether you are a planner, TDM practitioner, or community member, you can use the links below to navigate directly to the chapters most relevant to your work or read the report in full for a complete understanding of the Strategy’s approach and findings.

Table 1. Document Organization

Chapter	Description
Chapter 1: Introduction	Introduces and provides context for the development of the Regional TDM Strategy.
Chapter 2: Policy Framework	Describes how TDM fits into, informs and supports Metro’s Regional Transportation Plan as well as State of Oregon transportation policies and rules.
Chapter 3: TDM Policies and Strategies	Provides TDM policy direction and specific strategies for Metro and partners to conduct TDM in the greater Portland region.
Chapter 4: Performance Monitoring and Measurement	Identifies Metro’s approach to regional performance monitoring and measurement, and to track progress of Metro’s RTO investments toward TDM policies and strategies.
Chapter 5: Metro RTO Work Program	Introduces how Metro’s RTO program will develop implementation actions in alignment with TDM policies, strategies and performance measurement approach.
Chapter 6: TDM Funding and Investment	Overview of existing TDM funding sources and levels, as well as considerations for potential new sources of funding.



Chapter 2: Policy Framework

Chapter 2 describes adopted regional and state policies and rules related to Transportation Demand Management (TDM). Regional and state policy provide the foundation for the Regional TDM Strategy. Through the Regional TDM Strategy process, updates to RTP policies, definitions and performance targets have been identified in subsequent chapters. A summary of the proposed updates to the RTP identified in the Regional TDM Strategy are included in **Appendix A**.

Regional Policy Guidance: Regional Transportation Plan (RTP)

The [Regional Transportation Plan \(RTP\)](#) provides the overarching policy framework for the region’s transportation system. The Regional TDM Strategy directly responds to the RTP, proposes updates and clarifications where needed, and translates policy into guidance for practice. The following section identifies each area of the RTP that includes TDM elements.

RTP Chapter 2: Our Shared Vision and Goals for Transportation

Vision, Goals & Objectives: The Regional TDM Strategy is a topical plan of the RTP and TDM plays a role in advancing all five RTP goals, as described in **Table 2**. **Figure 5** includes the 2023 RTP Vision and Goals.



Figure 5. 2023 RTP Vision and Goals

Table 2. TDM Role in Advancing RTP Goals

RTP Goal	TDM Role in Advancing RTP Goals
Goal 1: Mobility Options	TDM efforts are clearly defined in Objective 1.1 Travel Options, which aims to increase the proportion of trips made by walking, bicycling, shared rides, and use of transit while reducing vehicle miles traveled (VMT). TDM helps people get around the region more easily by encouraging them to choose options like carpooling, biking, walking, or taking transit instead of driving alone.
Goal 2: Safe System	TDM supports safety with programs and education that teach people how to travel safely and comfortably and help reduce VMT. Fewer vehicles on the road, in turn, correlate with fewer fatal crashes and severe injuries.
Goal 3: Equitable Transportation	TDM improves mobility by removing barriers to travel options, particularly those related to cost, access, and knowledge. TDM programs can tailor services to specific audiences, particularly those facing transportation barriers including kids, older adults, people with disabilities, non-English speaking communities, and low-income families.
Goal 4: Thriving Economy	TDM supports a thriving economy by improving access to jobs, enhancing network reliability, and reducing household transportation costs. At employment sites, TDM efforts promote worker stability and retention. TDM programs also collaborate with businesses that provide travel-related services, enhancing the local economy.
Goal 5: Climate Action and Resilience	TDM encourages shifts from single-occupancy vehicle trips to walking, biking, transit, and shared modes, reducing VMT and associated greenhouse gas emissions. These reductions are essential to meet state-mandated climate targets. TDM also supports adaptation and resilience by making the transportation system more flexible and less dependent on any single mode or energy source.



RTP Chapter 3: System Policies to Achieve Our Vision

Regional Transportation Demand Management Concept and Policies

The 2023 RTP elevated and formalized TDM by defining a TDM concept and system policies. In addition to the TDM concept and policies, the 2023 RTP identified the development of the Regional TDM Strategy as a near-term implementation action for Metro in Chapter 8 of the 2023 RTP.

Climate Policies & Climate Smart Strategy

The [2014 Climate Smart Strategy](#) outlines policies and actions to reduce greenhouse gas emissions from vehicles in the Portland metro area, developed in response to a 2009 Oregon legislative mandate. The Climate Smart Strategy sets the framework for the corresponding Climate policies in the RTP. TDM is identified in Policy 6: *Provide information and financial incentives to expand the use of travel options and reduce vehicle miles traveled*. In addition, the Climate Smart Strategy identifies actions and implementation monitoring measures for each policy, as well as 2035 targets for each implementation monitoring measure. **Figure 6** shows the Climate Smart Strategy’s high and medium impact Greenhouse Gas Reduction Strategies, with TDM (Travel Information and Incentives) include in this list. During the 2028 RTP update, Metro will update the Climate Smart Strategy and intends to recommend revisions to the implementation monitoring measures to better align with local and regional agency roles and with available data.

Proposed Updates to RTP and Climate Smart Strategy

A key outcome of the Regional TDM Strategy is an updated TDM concept and policies. The proposed updates are defined in **Chapter 3: TDM Policies and Strategies**.

The proposed updates to the Climate Smart Strategy implementation monitoring measures are detailed in **Chapter 4: Performance Monitoring and Measurement**.

All proposed RTP and Climate Smart updates are detailed in **Appendix A**.

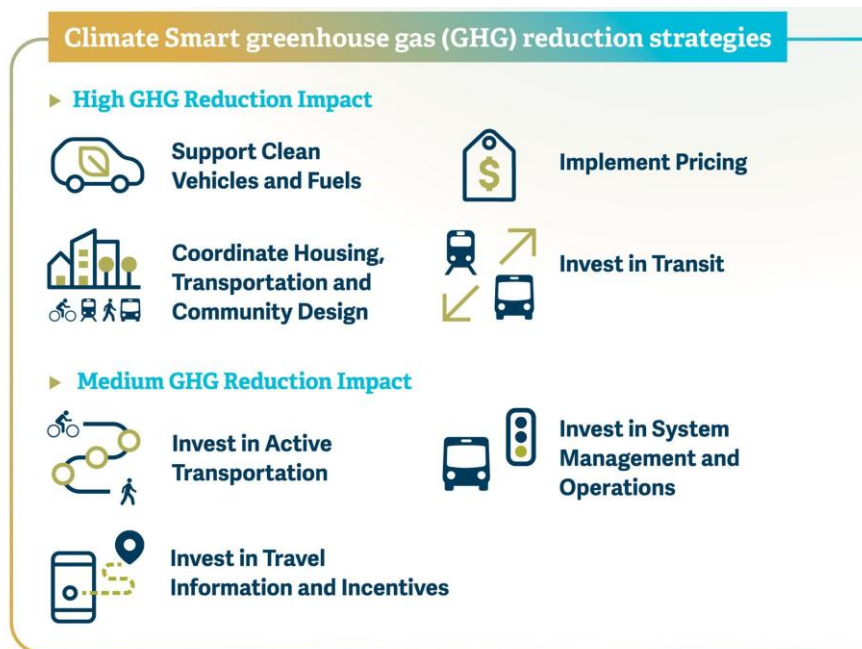


Figure 6. Climate Smart Strategy’s High and Medium Impact Greenhouse Gas Reduction Strategies



Regional Mobility Policy

The 2023 RTP updated the Regional Mobility Policy, Metro’s policy framework that guides how the Portland region plans for and evaluates transportation needs and investments. The Regional Mobility Policy represents a fundamental shift in how mobility is defined and measured, moving the region away from a focus solely on accommodating vehicle throughput toward a system-level approach that prioritizes multimodal access and climate goals. The Regional Mobility Policy established two new performance measures that TDM directly supports (**Table 3**).

Table 3. 2023 RTP Mobility Performance Targets Relevant to TDM

RTP Performance Measure	RTP Performance Targets and Thresholds
Vehicle Miles Traveled (VMT) per capita for household-based trips	20% reduction by 2035, 25% reduction by 2040, 30% reduction by 2045, and 35% reduction by 2050 (from 2005 levels).
System Completion	Complete networks and systems for walking, biking, transit, vehicles, and freight and implement strategies for managing the transportation system and travel demand. The planned system will be defined in the RTP and local transportation system plans (TSPs). The RTP and local TSPs may not achieve system completion for all modes to target levels but the RTP and local TSPs should identify future intent for all facilities given constraints and trade-offs. For plan amendments, the target is 100% of planned system OR reduced gaps and deficiencies.

The addition of system completion as a mobility performance measure led to the development of regional policy guidance for local jurisdictions to integrate TDM into their system plans and plan amendments. Metro developed [system completeness guidance](#) (Figure 7) and an associated [toolbox of implementation strategies](#) for jurisdictions in the Portland area to plan, implement, and monitor TDM and Transportation System Management and Operations (TSMO) networks. Its purpose is to support the Regional Mobility Policy outlined in the RTP by helping jurisdictions optimize their transportation systems to reduce VMT, improve multimodal connectivity, and enhance system reliability.

Interim TDM and TSMO System Completeness Guidance

In support of the Regional Mobility Policy in the RTP

August 2024



Figure 7. Metro TDM system completeness guide

The RTP’s definition for TDM and TSMO system completion uses a context-specific, process-based framework to plan for TDM that includes baseline, defined, and optimized criteria (Figure 8).

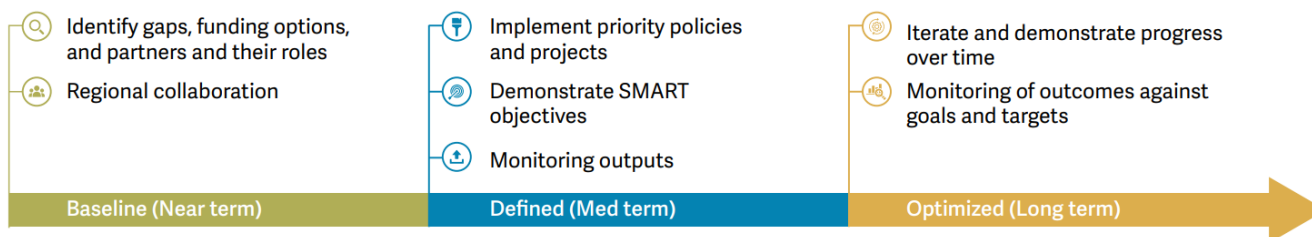


Figure 8. TDM and TSMO System Completion Framework

Congestion Management Process

Metro’s RTP includes the region’s Congestion Management Process (CMP), a **federally required process** that provides accurate, up-to-date information on transportation system performance and assesses alternative strategies for congestion management that meet State and local needs – including system and demand management strategies that can be used to manage congestion without adding roadway capacity, consistent with the Oregon Transportation Plan, Regional Mobility Policy and Regional Transportation Functional Plan. The RTP contains a toolbox of potential CMP strategies that jurisdictions should consider prior to roadway widening or other capacity projects (**Figure 9**). There are a wide range of strategies to apply based on the context of the project or at a region-wide scale. In addition, the RTP Regional Motor Vehicle Network Policies identify the same target in Policy 10: Prior to adding new arterial street capacity beyond the planned system of motor vehicle through lanes, jurisdictions must demonstrate that system and demand management strategies cannot adequately address identified needs consistent with the Congestion Management Process and Regional Mobility Policy.



Figure 9. Excerpt from the RTP Congestion Management Process Toolbox of Strategies

Pricing Policies

The RTP details specific policies and implementation actions in relation to transportation pricing that can reduce congestion, vehicle miles traveled and improve equitable distribution of burdens and benefits. The actions include TDM efforts, with cross references to the Congestion Management Process and Climate Smart Strategy. As detailed in Chapter 1, pricing is often considered within the definition of TDM – however, pricing policies are distinct within the RTP, with TDM actions critical to success of implementation. **(Table 4).**

Table 4. RTP Pricing Policies and Actions Relevant to TDM

RTP Pricing Policy	RTP Pricing Policy Actions
<p>Policy 1: Use pricing to improve reliability and efficiency of the transportation network, reduce VMT per capita, and increase transportation options.</p>	<p>Action 5: Consider non-infrastructure opportunities to encourage mode shift and reduce VMT per capita, including: commuter credits, funding for transit passes, bikeshare and/or micromobility subsidies, partnerships with employer commuter programs and carpooling/vanpooling.</p>
<p>Policy 2: Center equity and affordability into pricing programs and projects from the outset.</p>	<p>Action 7: Reinvest a portion of revenues from pricing into communities with high proportions of people with low-income and people of color, and/or in Equity Focus Areas, consistent with Federal and State law. Use of these revenues should meet the transportation-related needs identified by the equity communities and people most impacted. Examples include commuter credits and free or discounted transit passes, or improved transit facilities, stops, passenger amenities and transit priority treatments.</p>
<p>Policy 5: Reduce greenhouse gas emissions and vehicle miles travelled per capita while increasing access to low-carbon travel options.</p>	<p>Action 4: Develop and implement pricing so that it addresses and supports the Climate Smart Strategy and regional climate policies, including through the Congestion Management Process (CMP).</p>



State of Oregon Policy Guidance

The following State of Oregon policies, plans and rules include TDM components and the Regional TDM strategy incorporates specific measurement, activities, or coordination to deliver on those components.

Transportation Planning Rule 660-012

Updates to the state [Transportation Planning Rule \(TPR\)](#) through the Climate Friendly and Equitable Communities rulemaking led to new requirements of local jurisdictions to integrate TDM into their transportation planning processes (660-012-0020 – Elements of Transportation System Plans). The Regional TDM Strategy provides the framework for Metro to support local TSP processes in meeting this new state guidance.

The TPR identifies specific TDM actions for local jurisdictions developing TSPs and specifies that all TSPs within the Portland metro area should include a travel options element in subsection 660-012-014 – Transportation Options Planning.

Three specific elements must be identified in the TDM or travel options element of TSPs, as specified in TPR Section 660-012-0145: Transportation Options Planning (**Table 5**). These are reflected in interim guidance developed for jurisdictions by Metro to support implementation.

Table 5. Transportation Options Plan Elements Required per TPR

Transportation Planning Rule Section 660-012-0145

<p>Transportation Options Planning Element of a Transportation System Plan (TSP) must include:</p>	<p>Existing programs, services, and projects. Cities and counties shall coordinate with transportation options providers, public transportation service providers, state agencies, and other cities and counties to identify the existing programs, services, and projects, which shall include education, encouragement, and other transportation demand management programs and services that focus on forms of transportation other than single-occupant vehicles, transportation demand management programs and policies that discourage the use of single-occupancy vehicles, and transportation options needs of underserved populations.</p> <p>The future transportation demand management needs. Cities and counties shall coordinate with transportation options providers, public transportation service providers, and other cities and counties to identify these needs, including commute trip reduction consultation and promotion of programs such as the provision of transit passes and parking cash-out, physical improvements such as carpool parking spaces and park and ride locations, and regional solutions for intercity travel.</p> <p>A trip reduction strategy for large employers.</p>
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Oregon Department of Environmental Quality (DEQ) Employee Commute Options (ECO) Program

The Oregon DEQ’s [Employee Commute Options \(ECO\) program](#) is a mandatory program for large employers in the greater Portland area. Under this program, employers with more than 100 employees must provide commute options to employees designed to reduce the number of cars driven to work. ECO is one of several strategies included in the Ozone Maintenance Plan for the Portland Air Quality Maintenance Area. The Ozone Maintenance Plan will keep the area in compliance with the federal ozone standard. Employers must provide commute options that have the potential to reduce employee commute auto trips by 10% within three years of its baseline survey. Employers must continue to provide commute options that have the potential to achieve and maintain the reduced auto trip rate. Options are available for emission reduction measures, credits for past actions, and exemptions.

Given Metro’s role in funding and supporting commute trip reduction policy, coordination with ECO implementation is critical. DEQ, TriMet, and Transportation Management Associations (TMAs) are the primary partners who support employers with ECO, and the data provided by employers can help Metro and partners better understand commute travel behavior to tailor programming to better support trip reduction.

Oregon Transportation Plan

The purpose of the [Oregon Transportation Plan \(OTP\)](#) is to define the long-range transportation policy for the movement of people and goods across the state and set the framework for policies and strategies from the present day to 2050. The OTP is the overarching transportation plan for Oregon’s entire transportation system that supports people biking, walking or rolling, driving, or riding in cars, buses, trains, or planes to their destinations.

The role of TDM in the OTP is identified in multiple places, particularly in the mobility goal of the OTP as a specific approach to address demand prior to adding new motor vehicle capacity – as part of Objective MO.2 to reduce the per capita VMT for passenger vehicles in the state. This carries forward in the Oregon Highway Plan Policy 1G, Regional Transportation Functional Plan Section 3.08.220 and Metro’s Congestion Management Process.

Oregon Transportation Options Plan

The [Oregon Transportation Options \(TO\) Plan](#) is a topical plan under the OTP. It establishes a vision and policy guidance to advance the state’s transportation options program. It also identifies ways to integrate transportation options into transportation planning and investments. Additionally, the Oregon TO Plan identifies regional level implementation activities, including identifying transportation options as a mitigation measure in travel demand scenarios in the RTP and using transportation options as a strategy toward meeting greenhouse gas reduction goals.

Chapter 3: TDM Policies and Strategies

Chapter 3 outlines the implementation framework for TDM in the region and reflects an update to the TDM policies in the 2023 Regional Transportation Plan (RTP). This chapter defines five TDM policies that provide guidance for how TDM efforts will be implemented across the region.

The TDM policies and strategies defined in this chapter represent the primary ways that TDM efforts will advance the five RTP Goals: Mobility Options, Safe Systems, Equity & Access, Thriving Economy, and Climate Action & Resilience. Each supporting strategy contributes to each RTP goal’s objectives, considering both the scale of influence and the type of benefits delivered. The five TDM policies are presented on the next page.

Each policy area includes the following components:

1. A policy statement and description of the policy.
2. Desired outcomes of the policy – a brief statement summarizing the intended benefits.
3. Identified needs and opportunities within each policy area from the Regional TDM Needs Assessment.
4. Key strategies to implement the policy and address needs, challenges, and opportunities.
5. Implementation roles for state, regional and local partners to deliver each strategy.
6. Examples from local and national programs to provide context for strategies within each policy area and support effective implementation.
7. Complementary state, regional, or local policies and strategies that:
 - a. Identify specific actions that advance TDM; and/or
 - b. Have been identified as necessary for success of TDM.



TDM Policies



Policy 1: TDM Policy, Planning, and Funding

Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding.



Policy 2: Financial Incentive Programs

Expand access to existing financial programs and establish new programs to reach more people.



Policy 3: Place- and Event-Based TDM Programs

Deliver programs that meet the unique needs of specific locations and communities.



Policy 4: Community-Centered and Inclusive TDM Programs

Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities.



Policy 5: Adaptive and Resilient TDM Programs

Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

Implementation Roles Overview

The Regional TDM Strategy intends for state, regional, and local implementers to determine the specific activities needed to advance TDM policies and strategies for the communities that they serve. To clarify responsibilities and foster effective collaboration, each strategy in this chapter is assigned one or more of the following roles:

Lead: The *Lead* is the entity with primary responsibility for a strategy's success. The *Lead* is the main driver and is accountable for a project or program's direction and outcomes.

The *Lead* role involves:

- **Direct:** Set the overall vision, goals, and scope.
- **Fund:** Contribute funds or resources through securing and managing the budget and staff.
- **Manage:** Oversee implementation, ensuring deadlines are met, issues are resolved, and measuring progress.

Partner: A *Partner* is a key collaborator who shares responsibility with the lead. *Partners* are essential for the project's success and often bring unique expertise, resources, or authority to the table.

The *Partner* role includes:

- **Participate:** Contribute directly to the implementation of the strategy.
- **Collaborate:** Share accountability for the project's success and outcomes.
- **Execute:** Carry out specific tasks or subprojects as part of the overall strategy and supporting the measurement of progress.

Support: A *Support* role provides assistance and expertise to the lead and partners but does not have primary responsibility for the strategy's success. Their contributions are valuable but often advisory or supplementary in nature.

The *Support* role involves:

- **Analyze:** Offer specialized knowledge or data.
- **Advise:** Provide guidance and feedback.
- **Contribute:** Contribute a specific resource, such as information, data, or funding, without managing the project itself.

Develop: Strategies that require additional development, coordination or exploration before implementation will include a *Develop* role. All *Develop* roles are assigned to Metro, with the expectation that leadership will transition to other implementers and potentially identified through the development process. *Partner* and *Support* roles are also identified under strategies with a *Develop* role but may not have an identified *Lead*.

The *Develop* role includes:

- **Convene:** Bring partners together to discuss the strategy and develop a plan for implementation.
- **Explore:** Perform additional research or engagement to better define implementation roles and actions.
- **Create:** Develop a program plan or list of actions and partners needed to implement the strategy.

The roles for each strategy are organized by the different scales of implementation – state, regional, or local. There may be more than one Lead role identified, particularly if leadership for a given strategy is needed at multiple scales. Partnerships between public and private entities are critical to TDM implementation. In particular, community-based organizations (CBOs) and transportation management associations (TMAs) are critical intermediaries in cross-jurisdictional programming and implementation of TDM programs that support local planning and policy guidance.

Chapter 5: Metro RTO Work Program provides an implementation framework for all strategies with an identified role for Metro. Staff will use the work program framework to define the specific actions that the Regional Travel Options (RTO) program will take to advance the Regional TDM Strategy, with priority strategies identified for Metro to advance in the near and long term.





Policy 1: TDM Policy, Planning, and Funding

Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding.

This policy focuses on strengthening the framework for funding and coordination of TDM across local, regional, and state levels by embedding TDM into transportation plans, funding priorities, and policy development. Metro acts as a regional coordinator, bringing together and streamlining TDM information and resources to prevent duplication of efforts and encourage collaboration among community-based organizations, employers, and jurisdictions. To implement new rules at the state and regional level, an increased level of coordination, support, and focus on how TDM is delivered in the region is required.

Policy 1 Desired Outcomes

Policy alignment across jurisdictions provides a framework for consistent and equitable TDM implementation. When TDM is embedded into transportation planning and funding priorities through coordinated policy development, programs become more stable, scalable, and impactful. Over time, these changes will increase the effectiveness of TDM strategies, reduce single-occupancy vehicle use, and support broader regional mobility, equity, and environmental goals.

Needs and Opportunities

- **Funding:** TDM efforts rely on a narrow set of revenue streams, limiting the ability to expand or innovate in response to changing community needs. The current funding available in the region is not expected to increase given uncertainty at the state and federal levels for transportation funding overall. In addition, there is a tension between maintaining funding for existing TDM programming and expanding TDM funding to new partners to support community needs or meet new policy expectations.
- **Capacity:** Jurisdictions and organizations may not have the programmatic support needed at the local level to integrate new TDM guidance into transportation system plans, and agencies may not have the staff or partnerships to lead and support implementation following the planning process.
- **Collaboration:** Existing policies with strong potential – such as the DEQ Employee Commute Option (ECO) rule – can be leveraged through further coordination on commute benefit program support, data collection and measuring program impact. In addition, there is opportunity to develop new state, regional and local transportation and land use policies, development code, and regulations to advance TDM, requiring coordination and collaboration across organizations to develop and implement.



Policy 1 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
1A	Integrate TDM strategies into transportation system plans, pricing and parking programs, and major capital projects.	ODOT, DLCD, DEQ ¹ – Partner	Metro – Develop Transit providers – Lead	Cities/Counties, Parks districts – Lead
1B	Implement stable, ongoing funding for local and regional TDM programs.	ODOT – Partner	Metro – Lead	Cities/Counties – Partner
1C	Establish consistent data collection methods to measure and report on the impact of regional TDM strategies.	ODOT, DEQ – Partner	Metro – Lead Transit providers – Partner	Cities/Counties – Partner TMAs, CBOs ² – Partner
1D	Refine existing and develop new policies at the state, regional and local levels that support effective TDM implementation.	ODOT, DEQ – Partner	Metro– Develop Transit providers – Partner	Cities/Counties – Partner
1E	Develop and share regional tools, guidance and resources that improve access to travel options and TDM services for a variety of audiences including community members, schools, employers and local planners.	ODOT – Partner DEQ – Support	Metro – Lead Transit providers – Partner	CBOs, TMAs employers, school districts, Cities/Counties, Shared mobility providers – Partner

¹ ODOT: Oregon Department of Transportation; DEQ: Department of Environmental Quality; DLCD: Department of Land, Conservation and Development

² TMA: Transportation Management Association; CBO: community-based organization

Policy 1 Implementation Examples

Strategy 1A Example	Strategy 1B Example
<p style="text-align: center;">Portland Bureau of Transportation: Lotería Go!</p>	<p style="text-align: center;">San Diego Complete Communities: Mobility Choices</p>
<p>The <u>Lotería Go</u> initiative is an interactive community game to celebrate the completion of road safety projects. The program is based on a traditional Mexican game– Lotería, which is like bingo, but uses images on a deck of cards instead of balls with numbers. Lotería Go is a super-sized version of this that gets people outside and walking to neighborhood parks by finding the posted cards along recently improved walking and biking routes.</p> <p>By increasing foot traffic and encouraging multimodal exploration through gamified experiences, programs like Lotería Go can strengthen community ownership of mobility improvements and increase awareness and use of travel options alongside new active transportation investments.</p> <p>In 2023 this program reached over 30,000 neighbors and survey respondents indicated an increased interest in driving less following participation and that the new road projects improved people’s feeling of safety and experience walking in their neighborhood.</p>	<p>The City of San Diego’s <u>Complete Communities: Mobility Choices</u> program is a regulatory and investment framework designed to fundamentally shift the city’s approach to transportation, aligning development with its Climate Action Plan goals.</p> <p>The program mandates that new development projects either implement TDM measures on site to reduce vehicle miles traveled (VMT) or pay an in-lieu fee. Developers satisfy requirements by earning “mobility points” for providing on-site amenities such as free or discounted transit passes, bikeshare memberships, carshare credits, or mobility infrastructure. The program ties mobility funding to development resulting in access to affordable low-carbon travel options.</p> <p>The funds collected through the in-lieu fee are strategically used by the City to construct sustainable transportation infrastructure including bicycle lanes, improved pedestrian walkways, and transit stop enhancements.</p>
	

Policy 1 Complementary Policies and Strategies

<p>DEQ Employee Commute Option (ECO) Program</p>	<p>Provides a complementary, implementation-level mechanism requiring large employers to reduce drive-alone commuting.</p>
<p>RTP Transportation System Management and Operations Policies, Policy 4</p>	<p>Refers to the provision of real-time traveler information data across devices and at physical locations that is comprehensive in serving the needs of people, businesses, and freight movement.</p>
<p>RTP Emerging Technology Policies, Policy 3 - Information</p>	<p>Directs the use of the best available data to empower travelers to make travel choices and to plan and manage the transportation system.</p>
<p>RTP Transit Network Concept and High-Capacity Transit Strategy</p>	<p>The RTP defines a regional transit network concept that connects centers and places in alignment with the 2040 Growth Concept. The High-Capacity Transit Strategy identified priority areas for investments in public transportation that moves a lot of people quickly and often – think MAX light rail, streetcar or bus rapid transit service – that would provide the most benefit to the most people. These investments will focus on equity and affordable housing in high-capacity transit areas and help to complete a vision for an integrated regional transportation system.</p>
<p>Parking and Curbside Management</p>	<p>These strategies typically occur at the local level and define where micromobility devices can be parked, staged, and accessed, as well as parking policies that may direct funding to support travel options programs and influence travel choices and traveler behavior.</p>





Policy 2: Financial Incentive Programs

Expand access to existing financial programs and establish new programs to reach more people.

This policy focuses on advancing programs to reach more people and expand existing incentive programs. Transit pass programs and financial incentives are proven ways to increase transit ridership and improve access and mobility. By piloting new incentive models, the region can continue to encourage mode shift, reduce transportation costs, and support equitable access to travel options. The 2025 TDM Needs Assessment & Travel Options Survey found that existing transit pass programs can be challenging to administer but there is broad demand for these programs.

Policy 2 Desired Outcomes

Financial incentives for travel options — such as transit fare or e-bike subsidies, or carpool rewards — lower the cost of sustainable travel, making it more competitive and accessible, and have a proven impact on travel behavior. Improving access and expanding financial incentive programs for travel options can result in increased mobility for community members and mode shift away from single-occupancy vehicles.



Needs and Opportunities

- **Flexible Programs:** Employers and higher education providers seek more flexibility in pass programs to serve a more diverse range of employees, including hybrid workers and day passes for site staff for whom the cost of a universal pass is difficult to justify. Community-based groups have requested additional support to effectively manage enrollment in reduced fare programs, as well as access data to assess usage and need.
- **Non-Commute Benefits:** As regional TDM programs work to encompass an “all-trips approach,” there is a gap for people who do not have access to commute benefit programs through their work or who may primarily travel for other needs. Beyond transit passes, other incentive programs to improve access to travel modes have also seen success in mode-shift, such as Portland’s [Transportation Wallet](#) program or “earn a bike” programs.
- **Addressing Cost Barriers:** For many people, the cost of transportation is a significant obstacle to accessing jobs, services, and daily needs. Financial incentive programs help bridge this gap by reducing out-of-pocket expenses for existing travel services and improving access to essential equipment needed to participate in travel options. This is especially relevant for bicycling, where the up-front cost of a bicycle and safety gear can be prohibitive for many households.

Policy 2 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
2A	Improve access to and streamline administration of transit pass programs that reach employees, community members, and students.	ODOT – <i>Support</i>	Metro – <i>Develop</i> Transit providers – <i>Lead</i>	Cities/Counties, TMAs, CBOs – <i>Partner</i> Employers, school districts – <i>Support</i>
2B	Develop new and expand existing programs that advance universal basic mobility.	ODOT – <i>Support</i>	Metro, Transit Agencies – <i>Partner</i>	Cities/Counties – <i>Lead</i> TMAs, CBOs, private sector operators – <i>Partner</i>
2C	Research and pilot new incentive programs that encourage mode shift and support existing travel options users.	ODOT – <i>Support</i>	Metro – <i>Develop</i> Transit providers – <i>Partner</i>	Cities/Counties, TMAs, CBOs – <i>Lead</i>
2D	Expand programs that reduce the cost of bicycles and scooters through earn-a-bike programs, vouchers, and subsidies	ODOT – <i>Support</i>	Metro – <i>Develop</i>	Cities/Counties, school districts, CBOs – <i>Lead</i>
2E	Expand employer parking cash-out programs to incentivize travel options at work sites.	ODOT, DEQ – <i>Support</i>	Metro – <i>Partner</i>	Employers – <i>Lead</i> Cities/Counties, TMAs – <i>Partner</i>

Policy 2 Implementation Examples

Strategy 2A Example	Strategy 2B Example
<p>Minneapolis Metro Transit: Residential Pass Program</p>	<p>City of Oakland: Universal Basic Mobility Pilot</p>
<p>Metro Transit in Minneapolis, MN operates the Residential Pass Program that offers multifamily housing developments with over 10 units the option to purchase transit passes for \$14 per month per pass. This is an 88% discount from the full price of \$120 per month for each pass. The management company must commit to one year and supply one Go-To Card for each unit at their complex. They can offer this service at their own expense or charge the value of the cards back to the resident. They cannot charge more than what they are being charged.</p> <p>This program pays for itself with the requirement that a pass for every unit is purchased for the entire year.</p> 	<p>The City of Oakland’s Universal Basic Mobility (UBM) pilot was a targeted multimodal incentive program designed to address transportation inequities in communities with limited access to affordable and reliable transportation. The pilot provided income-eligible residents with prepaid mobility credits that could be used across public transit and shared mobility services, reducing cost barriers to everyday travel.</p> <p>By offering flexible, user-directed funds rather than mode-specific subsidies, the program expanded participants’ access to jobs, food, healthcare, and other essential destinations. Evaluation findings showed increased use of transit and shared modes, reduced reliance on personal vehicles, and improved perceptions of mobility choice and access.</p> 

Universal Basic Mobility (UBM) is the concept of providing a foundational level of mobility to all members of society, regardless of factors such as geographic location or income level, through partnerships and policies.

Definition from ITS America

Policy 2 Complementary Policies and Strategies

<p>RTP Climate Policies, Policy 6</p>	<p>Provides information and financial incentives to expand the use of travel options and reduce VMT.</p>
<p>RTP Transportation Equity Policies, Policy 3</p>	<p>Eliminate transportation-related disparities and barriers for communities of color and people with low income through transportation investments.</p>
<p>Climate Smart Strategy, Policy 7: Parking Management</p>	<p>Describes potential policies that regulate parking costs or supply at destinations and provide financial incentives (e.g., transit passes and parking cash-out and employer buy-back programs) to make sustainable modes more competitive.</p>
<p>Metro Comprehensive Climate Action Plan</p>	<p>Calls for offering discounted transit passes as a key transportation action to reduce greenhouse gas emissions, with Metro’s RTO program, transit agencies, and local employers as key partners.</p>
<p>E-Bike Voucher Programs and Policies</p>	<p>Programs and policies that reduce the up-front cost of e-bike ownership and encourage adoption among a broader range of users, directly supporting mode shift and equitable access to low-carbon travel. In Oregon, these happen at the local level and are also being discussed at the state level.</p>
<p>Shared Micromobility Policies and Programs</p>	<p>Shared micromobility policies and programs provide the regulatory and partnership framework to manage bikeshare and e-scooter share systems, integrate them with transit and TDM programs, and ensure equitable and safe service delivery across the region.</p>





Policy 3: Place- and Event-Based TDM Programs

Deliver programs that meet the unique needs of specific locations and communities.

This policy focuses on designing TDM programs that address the unique needs of specific locations and communities – such as schools, major events and destinations, and new active transportation capital projects and transit service. The rationale is rooted in the recognition that travel behavior is strongly influenced by the characteristics of places and events, and that targeted TDM interventions can effectively manage demand, increase mode shift, and improve access where transportation needs are most acute.

Policy 3 Desired Outcomes

Travel behavior is strongly influenced by the characteristics of a location, community or the activity leading to a travel need. Targeted TDM interventions can effectively manage demand, increase mode shift, and improve access where transportation needs are most acute.

Needs and Opportunities

- **Managing Demand and Providing Transportation Choices:** Major destinations, including airports, event venues, and health care centers, are a leading source of recreational and essential trips. Seasonal demand in recreational and place-based transportation can create challenges in sustaining transportation strategies year-round rather than concentrating services only during peak periods. Major one-time events provide an opportunity to work with event coordinators to support shifting attendees' travel choices, as well as provide relief for the neighboring community which may be impacted by increased vehicle traffic. The most persistent challenge for building demand for travel options is the widespread availability of free and/or abundant parking. This emerged across all Regional TDM Needs Assessment activities as a universal barrier to shifting travel behavior.
- **School-Focused Programs:** School-focused programs are growing in popularity, but many students and families still face barriers to using travel options to school. For instance, parents and caregivers have concerns that their children are not safe waiting for the bus or traveling by active modes to school. Investing in creative solutions to support student safety on the trip to school through adult-led crossing guards or paid walking school bus leaders are ways that local efforts can directly impact the type of trip taken to school. In addition, school bus ridership is often not included in traditional Safe Routes to School programming, but it can be a critical way for students to travel to

school without driving – particularly for those who live too far to walk or bike - but it is often underutilized.

- **Multifamily Housing-Focused Programs:** Working with community-based organizations (CBOs) and multifamily housing providers, TDM practitioners may be able to better serve families living in affordable housing and deliver programs to those who need it. In addition, as Metro and other agencies invest in transit-oriented development – both affordable and market-rate – there is an opportunity to use TDM to encourage transit use at these locations that are already well served by transit. In addition, many families living in affordable housing may have employment that doesn't offer traditional commute benefit programs, so offering TDM programs where there is a dense population of residents to receive information, and services may be a more effective way to support their travel needs.





Policy 3 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
3A	Design TDM programs that provide targeted support for travelers and workers at high-demand locations.	ODOT – <i>Support</i>	Metro, transit providers – <i>Partner</i>	Major Institutions – <i>Lead</i> Cities/Counties, Parks districts – <i>Partner</i>
3B	Support demonstration projects and quick-build efforts that activate and enhance active transportation – such as Better Block, School Streets, and school circulation improvements.	ODOT – <i>Support</i>	Metro – <i>Partner</i>	Cities/Counties – <i>Lead</i> School districts and CBOs – <i>Partner</i>
3C	Develop sustainable support to increase adult-led walking and rolling programs and school bus ridership at schools.	ODOT – <i>Partner</i>	Metro – <i>Develop</i>	Cities/Counties, CBOs, school districts, PTOs ³ – <i>Partner</i>
3D	Develop a coordinated approach to improve micromobility parking and storage, prioritizing secure storage at multifamily housing and parking at key destinations.	ODOT – <i>Support</i>	Metro – <i>Develop</i>	Cities/Counties, major institutions, multifamily housing providers, CBOs – <i>Lead</i>
3E	Expand employer-focused bike commute encouragement, education and incentive programming.	ODOT – <i>Partner</i>	Metro – <i>Partner</i>	Cities/Counties, employers, TMAs, CBOs – <i>Lead</i> Shared micromobility providers – <i>Partner</i>

³ PTO: parent-teacher organization

Policy 3 Implementation Examples

Strategy 3A Example	Strategy 3D Example
<p>TriMet Ticket2Ride Program</p>	<p>City of Tigard’s Power to the Pedal E-Bike Lending Library</p>
<p>Ticket2Ride is TriMet’s partnership program with destination venues to integrate transit fare with digital tickets to specific events.</p> <p>Currently, TriMet partners with Providence Park and the Oregon Zoo to offer Ticket2Ride for select major events.</p> <p>Incentivizing transit to event venues at no cost to the consumer is an effective method to center travel options in marketing campaigns, promote transit use outside of event days, and reduce vehicle congestion and unsafe driving behaviors often associated with major events.</p> 	<p>The City of Tigard’s Power to the Pedal program is a pilot e-bike lending library operated in partnership with Westside Transportation Alliance (WTA) at two multifamily affordable housing locations. By placing shared e-bikes directly where residents live, the program serves residents where they are and removes common barriers to biking such as cost, storage, and uncertainty about whether biking is a practical option. Much like the BIKETOWN program serving the Portland area, the program approach enables residents in Tigard to test e-bikes for commuting, errands, and daily trips.</p> 

Strategy 3C Example

Oregon Walks Walking School Bus Program

Oregon Walks designed their [Walking School Bus Program](#) to develop community transportation leaders (called School Liaisons) to learn about, create, and deploy sustainable walking school buses at elementary schools across the region. The School Liaisons lead the coordination of walking school buses for their designated neighborhood school, including recruiting volunteers, training community members and coordinating consistent walking programming. Oregon Walks provides School Liaisons with training in areas such as community engagement, safety, and route planning and they are equipped with a walking kit and safety gear. Throughout the program, School Liaisons receive monthly one-on-one goal setting support and attend monthly cohort training meetings.



Policy 3 Complementary Policies and Strategies

<p>Metro Regional Transportation Safety Strategy</p>	<p>Identifies regional safety policies, strategies and actions including identification of High Injury Corridors and intersections. The RTP aims to reduce fatal and serious crashes, and place-based TDM can support identifying needed safety improvements.</p>
<p>RTP Climate Policies, Policy 7</p>	<p>Identifies the need to manage parking supply at mixed-use centers and corridors and reduce the amount of land dedicated to parking to increase multimodal trips and reduce vehicle miles traveled.</p>
<p>Transit-Oriented Development</p>	<p>By locating affordable and multi-family housing close to transit, there is an opportunity to implement TDM strategies that can further incentivize and increase transit use. Requiring developers to incorporate TDM measures such as secure bike parking, real-time transit arrival screens or integrated transit pass programs into housing developments – rather than investing in costly parking infrastructure – helps lower housing costs and promotes equitable, sustainable communities.</p>
<p>Event Management Plans</p>	<p>Specific, temporary management strategies that create opportunities to mandate or incentivize mode shift for large gatherings.</p>
<p>Safe Routes to School Plans</p>	<p>Often developed at the school, district, or local jurisdiction level, these plans identify specific infrastructure improvements determined by the school community as places with known safety issues and where children and families do not feel safe, as well as programmatic needs to better support families walking, biking and rolling to school.</p>
<p>Bike Parking Code Requirements or Design Standards</p>	<p>These requirements typically occur at the local level and expand access to secure, visible, and convenient parking at destinations, addressing one of the primary deterrents to micromobility use.</p>
<p>Parking Management Plans and Requirements</p>	<p>These plans and requirements typically occur at the local level. The availability and cost of parking can impact the travel choices that people make, particularly in traveling to high demand locations.</p>



Policy 4: Community-Centered and Inclusive TDM Programs

Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities.

This policy focuses on designing TDM programming with and for the communities served, directly addressing disparities and fostering inclusion. Equitable access to travel options requires programs that are welcoming, safe, and responsive to the needs of the greater Portland region's diverse communities. While efforts to encourage more inclusive and representative programs and services have been advanced through updates to the RTO grant program since the 2018 Regional Travel Options Strategy and the 2022 RTO Racial Equity Strategy, additional investment and coordination is needed.

Policy 4 Desired Outcomes

TDM programs are more effective when they are built with, and for, the communities they serve. TDM programs that emphasize inclusion can remove barriers to participation and support equitable access to travel options, resulting in increased mobility and more resilient communities.

Needs and Opportunities

- **Safety:** Safety concerns in public spaces and fears linked to an individual's identity limit the ability of some communities to feel comfortable participating in travel options — or even attend events and activities held in public. Community-led solutions are needed to address safety and security concerns in the public realm, which directly influences transit ridership and the broader use of travel options.
- **Culturally Specific Programs:** Culturally specific programs are intentionally designed to reflect the values, languages, and lived experiences of specific communities. These programs help build trust, improve participation, and ensure travel options are accessible and relevant to the people they intend to serve.
- **Education & Hands-On Training:** Knowledge and skill development supports individuals in gaining the confidence and tools needed to use travel options safely and effectively. This includes activities such as personalized trip planning, group-based education, and learn-to-ride programs.



Policy 4 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
4A	Expand access to personalized trip planning and tailored resources to help community members feel confident using travel options.	ODOT – <i>Support</i>	Metro, transit providers – <i>Partner</i>	TMAs, CBOs – <i>Lead</i> Cities/Counties – <i>Partner</i>
4B	Invest in community-identified solutions that advance personal safety and security while traveling in public spaces.	ODOT – <i>Support</i>	Metro – <i>Develop</i> Transit providers – <i>Partner</i> CBOs – <i>Lead</i>	Cities/Counties, TMAs – <i>Partner</i>
4C	Increase active transportation group programming that removes barriers and fosters connected communities.	ODOT – <i>Support</i>	Metro – <i>Partner</i>	CBOs – <i>Lead</i> TMAs – <i>Partner</i> Cities/Counties – <i>Support</i>
4D	Advance education efforts that teach children and adults how to ride a bike.	ODOT, ODE ⁴ – <i>Partner</i>	Metro – <i>Develop</i>	Cities/Counties, school districts, CBOs – <i>Partner</i>
4E	Enhance and expand partnerships between TDM service providers and culturally specific organizations⁵.	ODOT – <i>Support</i>	Metro – <i>Develop</i>	Cities/Counties, school districts – <i>Partner</i> CBOs – <i>Partner</i>

⁴ ODE: Oregon Department of Education

⁵ Culturally specific organizations provide programs or services to a cultural community of people with shared values, traditions, languages, food, or customs. Culturally specific organizations deliver programs in ways that are relevant, approachable and cultivate a sense of belonging.

Policy 4 Implementation Examples

Strategy 4C Example	Strategy 4D Example
<p>Beyond Traffic Safety: Building Community Belonging and Safety in Public Spaces</p>	<p>WeBike Program by The Street Trust: Creating a Gender-Inclusive Space with Cycling</p>
<p>PBOT partnered with the Division Midway Alliance on the Beyond Traffic Safety project to document community members’ experiences and reflections on what personal safety means to them and to identify ways government agencies and community can make public spaces safer. The Division Midway Alliance led the engagement process through their cultural liaison model, with liaisons who speak Bhutanese, Chinese, Karen, Spanish, and Vietnamese recruiting participants and facilitating focus groups. The project developed a Personal Safety Toolkit that identifies infrastructure tools and community programming.</p> 	<p>WeBike is The Street Trust’s program to inspire more trans people, gender non-conforming people, Two Spirit people, and women (both trans and cis) to incorporate a bike into their lives and use biking to meet their transportation needs and personal goals. The program aims to dismantle barriers to cycling through group rides, knowledge-sharing events, meet and greets, and mentorship.</p> <p>In addition to in-person events and activities, they have an active online community for members to share resources and connect with one another.</p> 

Policy 4 Complementary Policies and Strategies

RTP Transportation Equity Policies, Policies 2, 3, and 5

These policies call for investments in the transportation system that support community stability by anticipating and minimizing the effects of displacement and other affordability impacts on marginalized communities; prioritizing transportation investments that eliminate transportation-related disparities and barriers for marginalized communities; and collecting and assessing qualitative and quantitative data to understand the transportation-related disparities, barriers, needs, and priorities of communities of color and other marginalized communities.

RTP Safety and Security Policies, Policy 3

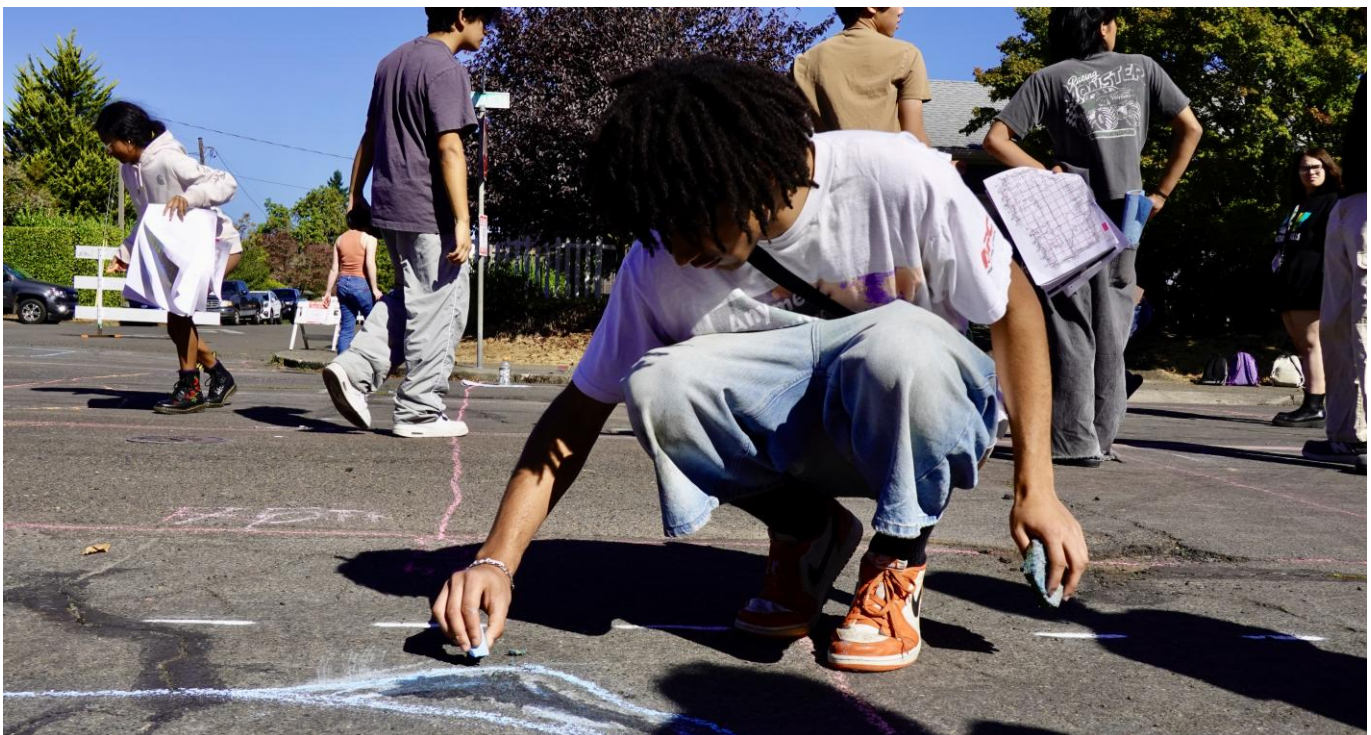
This policy prioritizes investments that benefit people with higher risk of being involved in a serious crash, including people of color, people with low incomes, people with disabilities, youth, older adults, people walking, people bicycling, people on motorcycles, and people working in the right-of-way. This policy aligns with the strategy to invest in community-identified solutions to advance personal safety and security.

Metro Emerging Technology Strategy, Policy 1 - Equity

Make emerging technology accessible, available and affordable to all and use technology to create more equitable communities.

Public Health Policies or Initiatives

These policies can support TDM by engaging communities to address health disparities, promoting active transportation like walking and biking, and targeting improvements in neighborhoods with limited infrastructure or higher health disparities.





Policy 5: Adaptive and Resilient TDM Programs

Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

Policy 5 Desired Outcomes

Travel behavior can be shaped by disruptions (e.g., pandemics, weather, construction) and impacted by new options or emerging technologies. Adaptive and resilient TDM programs help maintain mobility even during unexpected changes to support a broad array of trip types and can support increased use of new services, maximizing their impact.


The COVID-19 pandemic profoundly disrupted traditional transportation patterns, exposing gaps in current TDM strategies. The region must continue to be prepared for changes to travel behavior – whether that be impacts from a changing climate or shifting travel needs and priorities of a diverse region. As noted in Metro’s 2025 TDM Needs Assessment, the rise of hybrid and remote work has reduced the predictability of daily commutes, while flexible work arrangements have driven an increase in diverse, non-commute trips such as errands, medical visits, and recreational activities. This policy emphasizes building programs that can adapt and remain effective as travel patterns evolve. The strategies and implementation roles associated with this policy seek to address the following needs and opportunities identified in the assessment:

- **Commute and Non-Commute Travel:** TDM practitioners are challenged to adjust programming to focus on all types of trips, as well as effectively supporting travel options access to non-commute related opportunities. Regional data shows a strong tie between remote work and income level, meaning most jobs that require workers to be in-person are lower-wage positions. The increase in non-commute trips for essential needs is also often linked to caregiving – impacting parents and working families.
- **Data Collection and Monitoring:** Data Collection and Monitoring: TDM programs must expand trip pattern monitoring beyond traditional commute metrics to better understand changing travel behavior. Enhanced data collection and performance tracking will enable more agile, responsive, and effective program adjustments over time.
- **Collaboration and New Service Models:** As new mobility models emerge – including mobility hubs, vanpools, shuttles, shared micromobility services and expanded access to personal e-bikes – strong public-private partnerships are needed to coordinate services, maintenance, funding, and user support. Cross-sector collaboration will be critical to scaling new travel options and ensuring their long-term viability.

Policy 5 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
5A	Design TDM programs that respond to changing travel patterns with a focus on travel to essential destinations - such as health care and social services.	ODOT – Support	Metro, transit providers – Partner	Cities, Counties, TMAs, CBOs – Lead
5B	Promote employer TDM strategies that support a variety of work schedules and adapt to reflect changing workforce travel norms, with a focus on workers who do not have remote options.	ODOT – Partner DEQ – Partner	Metro, transit providers – Partner	Cities, Counties, employers, TMAs, CBOs – Lead
5C	Coordinate with shuttles, mobility hubs, and shared micromobility options to ensure robust promotion, outreach, and use.	ODOT – Partner	Metro, transit providers – Partner	Cities/Counties, Parks districts, TMAs, CBOs, private sector operators – Lead
5D	Advance a sustainable, regionally coordinated vanpool program that is positioned to receive and distribute federal and/or state vanpool subsidies.	ODOT – Partner	Metro – Develop Transit providers – Partner	CBOs, TMAs, employers, private sector operators – Partner
5A	Design TDM programs that respond to changing travel patterns with a focus on travel to essential destinations - such as health care and social services.	ODOT – Support	Metro, transit providers – Partner	Cities, Counties, TMAs, CBOs – Lead

Policy 5 Implementation Examples

Strategy 5B Example	Strategy 5D Example
<p data-bbox="193 401 737 468">Georgia Commute Options: Supporting Essential and On-Site Workers</p> <p data-bbox="167 543 764 982">The Atlanta Regional Commission’s Georgia Commute Options program is a central component of its <i>2023 Regional TDM Plan</i>, promoting employer TDM strategies that support a wide range of work schedules with specific strategies tailored to workers who do not have remote options. The program partners with employers in sectors such as manufacturing, logistics, healthcare, and other onsite industries to tailor commute services for shift and non-traditional schedules.</p> <p data-bbox="167 1005 764 1220">Through targeted employer outreach, carpool and vanpool matching, flexible incentives, and schedule-appropriate marketing, Georgia Commute Options helps essential workers access affordable and reliable commute alternatives.</p> <div data-bbox="177 1415 753 1472"><hr/>GEORGIACOMMUTEOPTIONS<hr/></div>	<p data-bbox="846 401 1438 432">Vanpool Efforts in Oregon: Salem Vanpool</p> <p data-bbox="829 525 1451 890">Cherriots, the public transit provider for Salem, Keizer, and the mid-Willamette Valley, operates a successful vanpool program through its Cherriots Commuter Options (CO) program. The agency organizes and uses Oregon Department of Transportation funds to subsidize vanpools for employees with shared commute patterns, providing vehicles, rider support, and access to its Guaranteed Ride Home program.</p> <p data-bbox="829 913 1451 1241">In 2025, Cherriots supported 39 active vanpools serving 216 commuters across Polk, Marion, and Yamhill counties. Strategic route coordination improved efficiency and occupancy while expanding the program. Subsidies totaled \$209,169 which covered about 37% of operating costs per vanpool, helping keep vanpooling affordable and reliable for regional workers.</p> 

Policy 5 Complementary Policies and Strategies

Metro Transportation System Management and Operations (TSMO) Strategy

Provides a coordinated set of strategies and technologies for efficient regional transportation system operations with the goal of getting the most performance out of existing transportation facilities, which complements TDM's demand management focus.

Metro Emerging Technology Strategy, Policy 4 - Innovation

Elevates the need to partner with new mobility companies, support pilot projects and test new tools and data to manage the transportation system.

Metro Community Connector Transit Study

Through this study, Metro will recommend a regional approach for enhancing the public transit system with community connector transit, a type of public transportation that typically uses smaller vehicles, such as shuttles or vans. It is often more flexible than a bus — from going off-route to pick up or drop off riders to being by-request whenever and wherever needed (like Uber or Lyft). The study will identify where to allocate resources for improvements first. The outcomes of the work will inform updates to the next RTP, and TDM can play a supportive role in promotion and coordination with Community Connector investments and activities recommended through this study. It is often more flexible than a bus — from going off-route to pick up or drop off riders to being by-request whenever and wherever needed (like Uber or Lyft).

Flexible Schedule and Telework Policies

Policies that influence flexibility in work schedules and the ability to work from home, directly supporting TDM's efforts to manage peak-hour travel demand and reduce drive alone commute trips.



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Chapter 4: Performance Monitoring & Measurement

Chapter 4 describes how Metro and regional partners will track progress toward regional goals, policies and performance targets through coordinated performance monitoring and measurement of TDM in the region. A regional approach requires consideration of multiple factors to understand and plan for the TDM system holistically.

Performance Measurement Approach

The Regional TDM Strategy performance monitoring and measurement approach will:

- **Propose new Regional TDM Performance Metrics that will be used to monitor progress toward RTP performance targets.**
 - **Purpose:** Strengthen alignment among regional, state, and local performance monitoring efforts and highlight where Metro can effectively measure TDM contribution toward regional mobility and climate goals.
- **Develop an RTO Program Evaluation Framework that tracks progress toward regional TDM policies, addressing transportation barriers, and fostering meaningful behavior change.**
 - **Purpose:** Streamline reporting requirements for Regional Travel Options (RTO)-funded partners and focus on addressing the behavioral, informational and social barriers to transportation.
- **Utilize analytic tools to identify gaps and opportunities in TDM programming to better address unmet needs.**
 - **Purpose:** Further identify gaps and needs, improve understanding of performance, and inform investment decisions. The framework outlined in this chapter aligns with Metro’s interim planning guidance for local jurisdictions that recommends a gap analysis approach by considering policy, programs, geography, user groups, and transportation modes.



Regional TDM Performance Metrics

Measuring regional TDM performance will inform how TDM programs contribute to progress in meeting the goals and targets outlined in the RTP and assess whether Metro and partners are on track to implement the long-term levels of TDM coverage envisioned in the RTP and Climate Smart Strategy.

The Regional TDM Strategy contributes directly to several RTP performance measures and is also guided by regional and state policy to track specific TDM actions. This section identifies Regional TDM Performance Metrics that align with and contribute to the measurement of **two RTP performance measure targets (Table 6):**

Table 6. RTP Performance Targets

RTP Performance Measure	RTP Performance Target
System Completion	Complete the motor vehicle, transit, bicycle, trail and pedestrian networks and implement strategies for managing the transportation system and travel demand, with completion of bicycle, trail and pedestrian networks by 2035.
Vehicle Miles Traveled (VMT)	Reduce vehicle miles traveled per person by 35% by 2050, with a 30% reduction by 2045 and a 25% reduction by 2040, compared to 2005.



Regional TDM Performance Metrics: System Completion

Through the 2023 RTP Regional Mobility Policy update, System Completion was established as a performance target that explicitly includes transportation demand management and system management in addition to physical multimodal networks. To support local implementation, Metro developed interim, process-oriented guidance to help jurisdictions define and plan for TDM system completion in their local transportation system planning context. This approach is described in **Chapter 2: Policy Framework**.

The following Regional TDM Performance Metric will assess progress toward TDM System Completion:

TDM Performance Metric	Share of jurisdictions with TDM plans integrated into their TSP consistent with RTP guidelines.
Purpose	Tracks progress toward integrating TDM into local transportation system planning in alignment with the RTP and the Regional Mobility Policy, and consistent with state transportation planning guidance.
Implementation Considerations	Monitored through Metro TSP liaison program and coordination with local partners as TSPs are updated on a rolling basis.
Next Steps	As a short-term action, Metro staff will update existing TDM System Completion Guidance and associated toolbox of strategies for local jurisdictions alongside RTP and RTP updates, as well as develop additional tools and allocate resources to support local jurisdictions integrating TDM into local planning processes.



Exploratory TDM System Completion Performance Metrics

As Metro expands RTP project-level assessment, there is an opportunity to further integrate and evaluate TDM within the RTP call for projects process. The following exploratory metrics are intended to inform future guidance, collaboration, and measurement opportunities:

Exploratory Metric	Identification and analysis of near-term constrained RTP capital projects that incorporate TDM-supportive street and trail design elements or include complementary TDM programming.
Purpose	Track progress in integrating TDM into capital project scopes and budgets, a critical component of achieving system completion for TDM.
Implementation Considerations	Metro will assess updates needed to the RTP call for project process to identify TDM-supportive street and trail design elements that project leads can select as part of RTP submissions. This assessment will occur during the 2028 RTP process and may inform project-level assessment in the 2028 RTP update and subsequent RTP cycles.
Next Steps	As a short-term exploratory action, Metro staff will develop guidance on integrating TDM programs into transportation capital projects. As an additional action, Metro will continue to require delivering TDM programs upon project completion as a condition of approval for awarded Regional Flexible Fund Step 2 projects and support awarded projects with implementation.

Exploratory Metric	Develop guidance for meeting TDM-related congestion management requirements for major capital projects.
Purpose	Track application of Metro’s Congestion Management Process and compliance with Oregon Highway Plan Policy 1G, which requires the consideration and use of TDM- in addition to other congestion management strategies- prior to roadway capacity expansion.
Implementation Considerations	Metro will assess updates needed to the RTP project submission process to collect this information. This assessment will occur during the 2028 RTP process and may inform project-level assessment in the 2028 RTP update and subsequent RTP cycles.
Next Steps	As a short-term exploratory action, Metro will develop more detailed guidance on compliance with OHP Policy 1G and Metro’s Congestion Management Process as it relates to TDM, expanding on the existing toolkit provided in the RTP.

Regional TDM Performance Metrics: Vehicle Miles Traveled

Metro’s Climate Smart Strategy, as the regionally approved transportation scenario, establishes implementation monitoring measures that serve as the regional reporting mechanism for all jurisdictions within Metro’s boundaries under the Climate Friendly and Equitable Communities (CFEC) rulemaking process. These measures are reported by Metro every two years. The RTP provides a high-level regional assessment of progress toward the VMT reduction performance target that accounts for both RTP projects and policies and outside factors like economic change and population growth. The implementation monitoring measures identified in Climate Smart provide more detailed information on Metro and partner agencies’ progress in implementing climate actions and on the climate benefits of these actions.

The following Regional TDM Performance Metrics are intended to update the existing Climate Smart Strategy Policy 6 implementation monitoring measures and support tracking Metro’s progress toward the VMT reduction target identified in the RTP. Together, these metrics emphasize TDM programs that have a measurable and evidence-based impact on reducing VMT and make travel options more affordable:

TDM Performance Metric	Share of workers who have access to an employer-provided transportation financial incentive.
Purpose	Tracks employer-based TDM programs that offer financial benefits to employees – such as transit passes, vanpool programs, and parking cash-out – that have demonstrated potential to reduce drive-alone trips.
TDM Performance Metric	Share of people with access to a transportation subsidy or financial incentive program, outside of employer or school-provided programs.
Purpose	Tracks access to subsidy-based TDM programs that reach people through a variety of sources including multi-family housing, parking districts, or income-based subsidies. These subsidies can include transit passes or shared bike or scooter share credits.
TDM Performance Metric	Share of K-12 students with access to programs that provide incentives and support to walk, bike, take transit, or ride the school bus.
Purpose	Tracks student and family-focused TDM programming that supports non-driving school travel. These programs can include adult-led walking or biking groups, student transit pass programs, or efforts to increase school bus ridership.
Implementation Considerations	Metro staff will track these metrics in collaboration with regional partners, identified in Table 7 .
Next Steps	Baselines, targets and data collection methodology will be identified through a subsequent collaborative process with regional partners.

Research on Climate Impact of TDM Strategies

The California Air Pollution Control Officers Association (CAPCOA) [Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity](#), compiles research and methods to quantify the GHG and VMT reductions from different transportation actions; measures T-5 through T-13 discuss different TDM programs. Metro's 2025 [Comprehensive Climate Action Plan](#) identified discounted transit passes as a key climate action for the region based in part on the evidence provided through this handbook, reflected in all three implementation monitoring measures.



Table 7. Regional TDM Performance Metrics

RTP Goal and Performance Measure	RTP Target	TDM Performance Metric	Data Sources
Mobility Options: System completion	Complete the motor vehicle, transit, bicycle, trail and pedestrian networks and implement strategies for managing the transportation system and travel demand, with completion of bicycle, trail and pedestrian networks by 2035.	Share of jurisdictions with TDM plans integrated into their TSP consistent with RTP guidelines.	Metro, local jurisdictions
		<u>Exploratory:</u> Identification and analysis of near-term constrained RTP capital projects that incorporate TDM-supportive street and trail design elements or include complementary TDM programming.	Metro, state and local jurisdictions
		<u>Exploratory:</u> Develop guidance for meeting TDM-related congestion management requirements for major capital projects.	Metro, transit providers, state and local jurisdictions
Climate: Vehicle miles traveled	Reduce vehicle miles traveled per person by 35% by 2050, with a 30% reduction by 2045 and a 25% reduction by 2040, compared to 2005.	Share of workers who have access to an employer-provided transportation financial incentive.	Metro, transit providers, commute program providers
		Share of people with access to a transportation subsidy or financial incentive program, outside of employer or school-provided programs.	Metro, transit providers, local jurisdictions
		Share K-12 students with access to programs that provide incentives and support to walk, bike, take transit, or ride the school bus.	Metro, transit providers, School Districts, state and local jurisdictions

RTO Program Evaluation Approach

The RTO program directs and funds a variety of TDM programs across the region that support the policies and strategies identified in the Regional TDM Strategy. Tracking progress is essential for accountability and ongoing program improvement, while ensuring that data collected by TDM service providers meaningfully contributes to understanding program impact.

As the RTO Program reorients its activities to align with the Regional TDM Strategy, performance measurement will focus on asking targeted, policy-relevant questions of both grantees and the RTO program itself. This approach emphasizes collecting the right information – at the right level – to understand where programs are being delivered, who they are reaching, and how they contribute to desired outcomes. Metro-hosted analytic tools (discussed in the following section) will be used to support this effort and to illuminate regional trends, gaps, and opportunities for TDM programming.

The RTO program’s evaluation framework focuses on linking program **effort and effect** with desired **impact**.

Effort: What activities were delivered? (Quantity)	Measures of effort capture what program activities were delivered and how much was delivered (i.e. number of people participating in a specific program). The RTO program will work with grantees to identify a flexible library of metrics tailored to the activities funded in each grant cycle, aligning with Regional TDM Policies and Strategies.
Effect: Who did the activities reach and where were they delivered? (Quality)	The RTO program will use analytic tools (detailed in the following section of this chapter) to determine if program activities are reaching intended populations or priority geographies, as well as identify service gaps or unmet needs. Metro RTO will work with partners to identify metrics and data collection methods to support evaluating the effectiveness of program activities, which may include demographic data on participation or intended audience and/or data on delivery location(s).
Impact: What difference did these activities make?	Measures of impact assess effect of program activities. Impact examines whether TDM programs improved access to travel options, increased knowledge or skills, or supported changes in travel behavior. Because TDM programs influence behavior over time and in different ways, impact is evaluated using a “stages of change” framework. This framework will be applied to program activities and metrics, to track investment and outcomes across these stages.

TDM programs seek to influence travel behavior by increasing awareness of options, building skills and confidence, and improving access to resources. Program outcomes can be assessed across the following stages of behavior change:⁶

Contemplation:	Individuals become aware of available travel options and consider trying a new mode. This stage focuses on a change in perception, attitude or opinion toward travel options.
Preparation:	Individuals gain the information, skills or tools needed to make new travel choices, increasing readiness to change behavior.
Action:	Individuals actively use a new mode of travel, due to a change in circumstances, such as access to a transit pass, or a behavioral choice.
Maintenance:	Individuals are supported in sustaining new travel behaviors through ongoing engagement, participation in programming that is relevant to their circumstance, or feeling connection to a travel options community.

Together, measures of effort, effect, and impact provide a more complete picture of how RTO-funded programs contribute to removing transportation barriers and supporting travel behavior change over time.

Supporting Equitable Transportation

In addition to contributing to regional mobility and climate goals, TDM plays a critical role in reducing transportation barriers for communities across the region.

RTP Goal 3, Equitable Transportation, identifies the objective (3.2) to “eliminate barriers that people of color, people with low incomes, youth, older adults, people with disabilities and other marginalized communities face to meeting their travel needs.”

Current RTP performance measures in support of this objective track geographic investment and built environment conditions. However, travelers in the region experience many additional barriers that are behavioral, informational, or social in nature — such as affordability, safety, and comfort, or access to travel information, education, and resources. These barriers often disproportionately impact marginalized communities.

Through its evaluation approach, the RTO program provides an opportunity to better understand and track progress in reducing transportation barriers and advancing equitable access across the region.

⁶ The Stages of Change Theory, or Transtheoretical Model (TTM), describes behavior change as a gradual, cyclical process: <https://www.ncbi.nlm.nih.gov/books/NBK556005/>

Figure 10 shows example measures of effort, assessments of effect, and indicators of impact associated with different types of activities and illustrates how these measures align with policies in the Regional TDM Strategy. The examples shown are illustrative and are not intended to represent a required or exhaustive set of metrics. The RTO program will work with grantees to identify a flexible library of metrics tailored to the activities funded in each grant cycle along with standardized qualitative and quantitative assessment tools, focusing required data collection on measures that meaningfully assess quantity, quality, and potential impact.

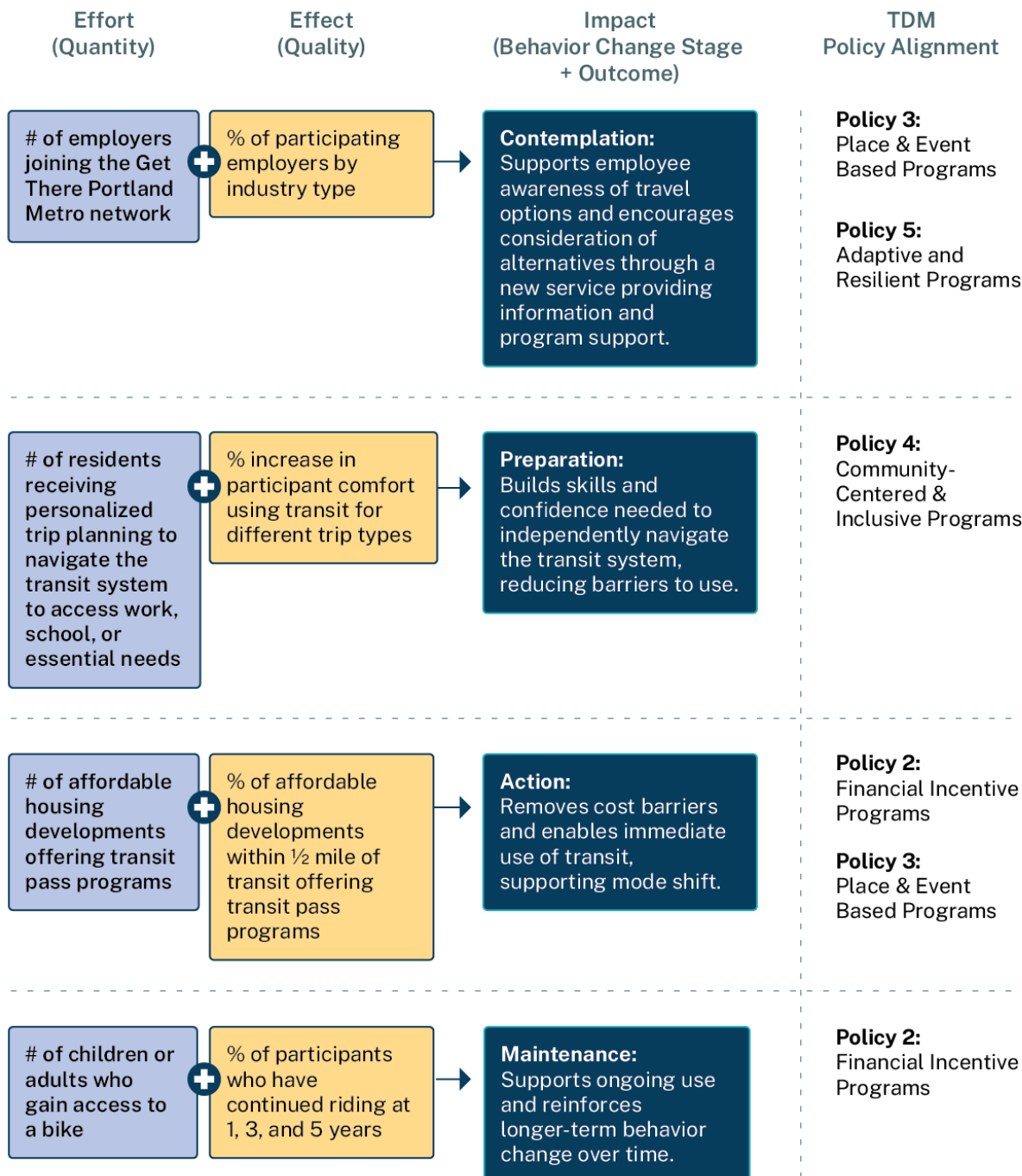


Figure 10. TDM Evaluation Framework for RTO-Funded Programs

Monitoring Progress and Assessing Gaps

Effective TDM programs complement transportation infrastructure and services, reach communities across the region, and prioritize populations with the greatest needs. By leveraging Metro-developed tools and monitoring key RTP performance measures, the RTO program can target TDM investments to areas and populations where they can be most effective. This section describes the analytic approach Metro will take to improve understanding of performance, further identify gaps and needs, and inform investment decisions.

Metro hosts several analytic tools that support assessment of TDM needs across geographies and populations, helping Metro and partners identify gaps, prioritize investments, and tailor programs to local context, as described in this section.

Equity Focus Areas

Metro defines Equity Focus Areas (EFAs) (**Figure 11**) as census tracts where the rate of Black, Indigenous, or People of Color, people with limited English proficiency, or people with low income is greater than the regional average. The density (persons per acre) of one or more of these populations must be double the regional average to qualify as an EFA. EFAs can help Metro and partners assess whether TDM programs are reaching high-priority populations.

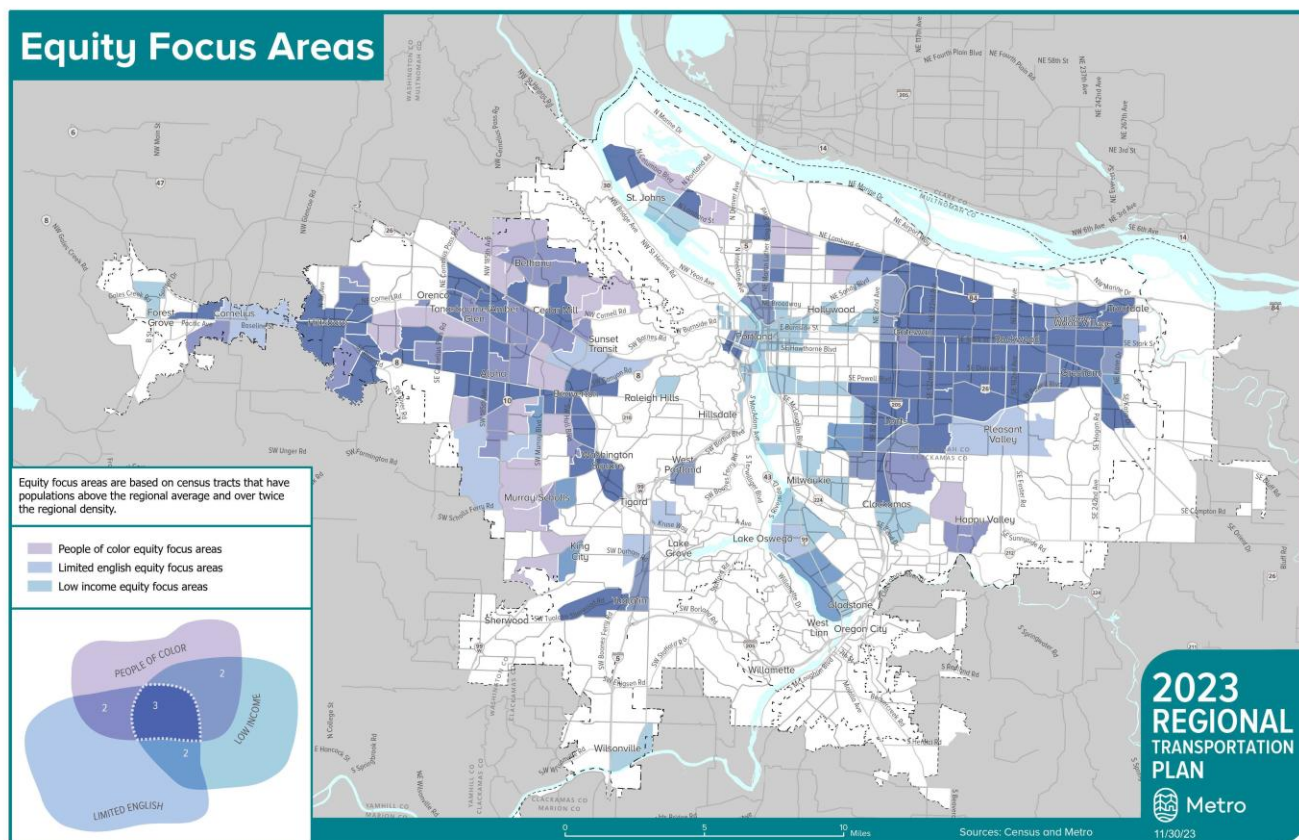


Figure 11. Image of Metro Equity Focus Areas

Social Vulnerability Index

Metro’s Social Vulnerability Index (SVI) models general social vulnerability for the 5-county Portland, Oregon metropolitan region and is calculated from many indicators including low income, age and more. Mapped in [Metro’s Social Vulnerability Explorer](#) (Figure 12), darker blue tracts indicate that the Social Vulnerability Index is higher (more vulnerability) in that part of the region.

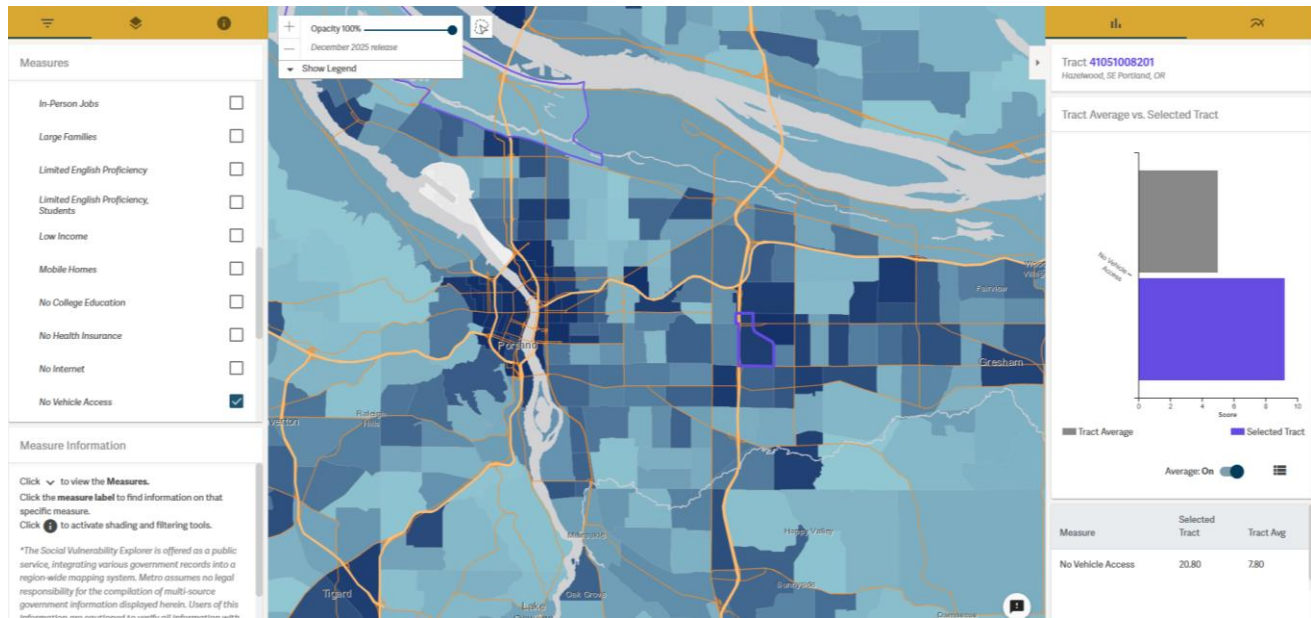


Figure 12. Image of Metro’s Social Vulnerability Explorer

Context Score Tool

The Context Score tool produces an index of travel options-related metrics for a given location. Metrics include proximity to parks, bike route density, sidewalk density, transit access (density of stops weighted by number of total weekday headways), urban living infrastructure (density of amenities), intersection density, and block size density. Context scores can be applied to specific locations or summarized by geography. This tool can help Metro and partners understand which types of TDM programs are most likely to succeed in different areas. **Figure 13** shows an example application of the Context Score Tool developed during the 2019-2023 RTO Grant Evaluation process.

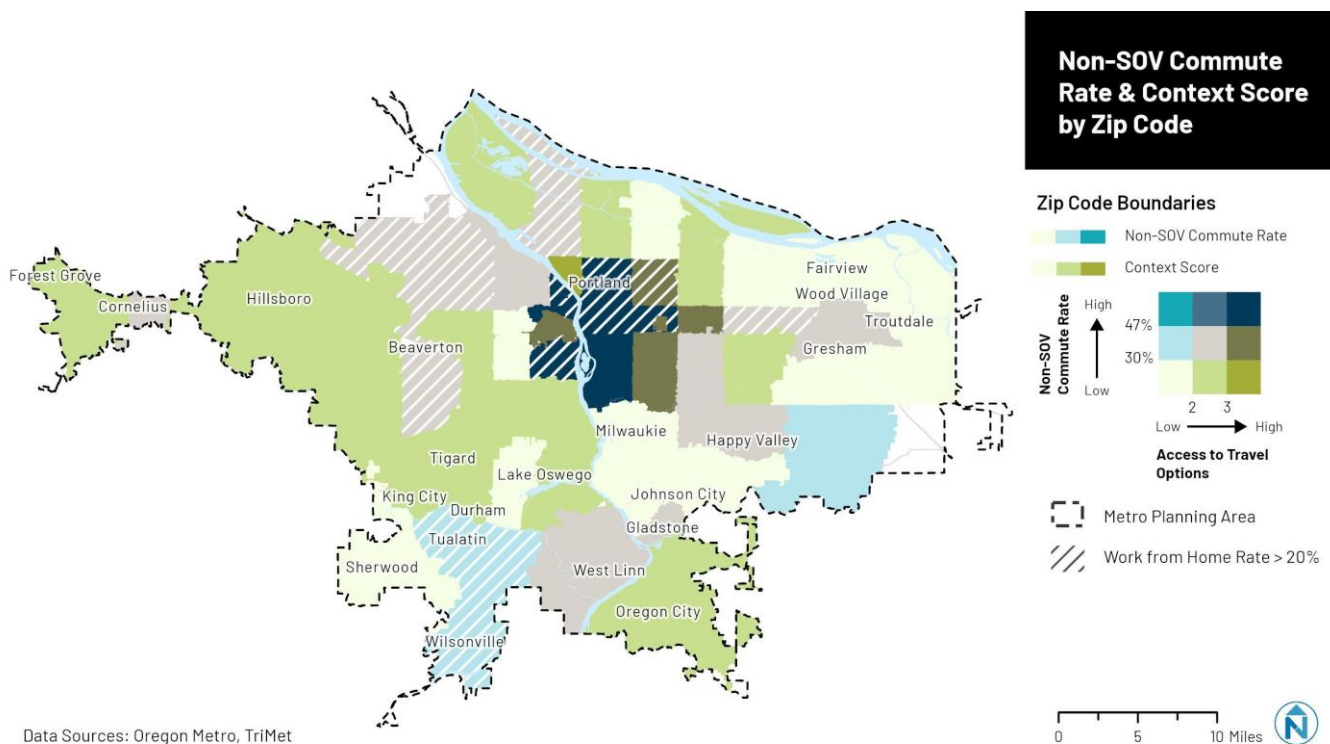


Figure 13. Example application of Metro Context Score Tool

Safe Routes to School Walkshed Analysis Tool

This [Regional SRTS Walkshed Analysis Tool](#) (Figure 14) assigns all schools in the region a Walkshed Quintile, a relative score which combines metrics for physical infrastructure limitations (barrier streets, crashes, and missing sidewalks) with student transportation vulnerability indicators (students of color, students with a disability, English learners, students experiencing poverty, and absenteeism). Higher scores indicate higher relative vulnerability and need compared to other schools in the region. This tool can help Metro and partners identify where Safe Routes to School and related programs are needed most.

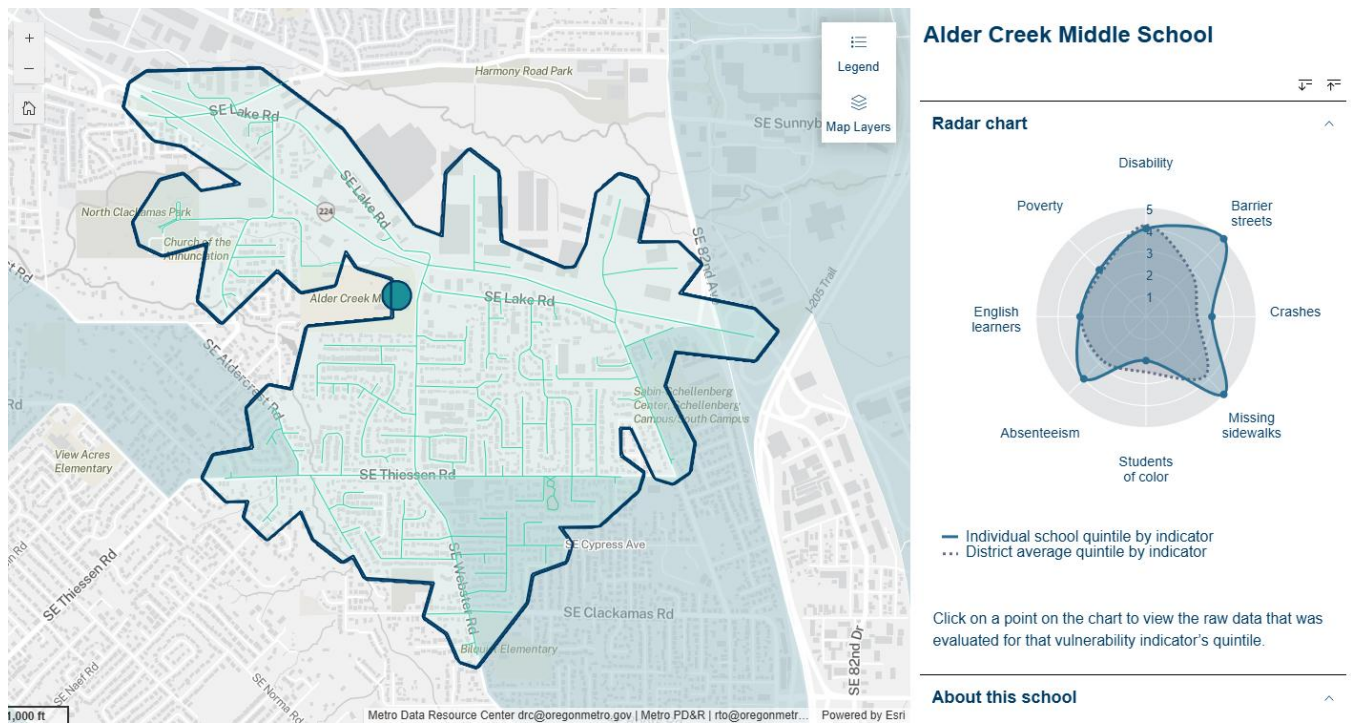


Figure 14. Image of Metro’s Safe Routes to School Walkshed Analysis Tool

Get There Portland Metro Employer Mapping Application

The Get There Portland Metro Employer Mapping Application (**Figure 15**) limited-access inventory of employment sites and characteristics supports collaboration among RTO Commute Program partners. This tool presents an opportunity to track employer-related TDM performance metrics spatially, understand the distribution of commute benefit programs in relation to other spatial datasets, and prioritize employee-focused TDM programs and services based on industry type and local context.

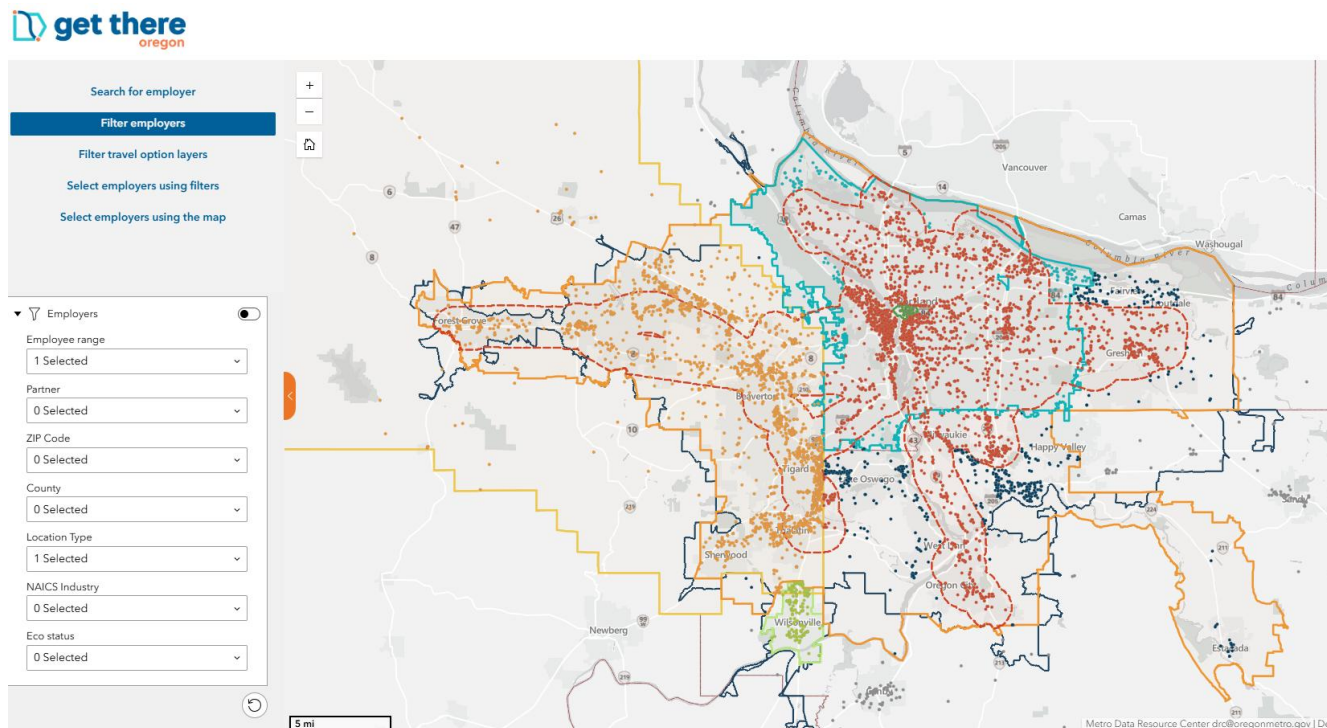


Figure 15. Image of Get There Oregon Employer Mapping Application

Oregon Travel Study

The Oregon Travel Study (OTS) provides detailed data on travel behavior and attitudes from more than 20,000 households statewide, including a week-long smartphone-based data collection for many participants. Data was collected between 2023-2024 and the study includes emerging topics included such as e-bikes and micromobility, ride-hailing, e-commerce, electric vehicles, and working from home. Insights derived from OTS can help RTO staff and partners identify shifts in travel behavior, assess post-COVID-19 trends, and identify opportunities for TDM strategies and investments. While not hosted by Metro, OTS includes Metro data analytics staff in its development and analysis and will inform the 2028 RTP update.

RTP Performance Targets

RTP performance targets provide a regional framework for tracking progress on system outcomes related to safety, access, reliability, and mode shift. Monitoring progress towards these targets enables the RTO program to identify gaps, prioritize TDM investments, and align programming with broader transportation system improvements – such as bicycle network completion, crash reduction efforts, and transit service enhancements.

Table 8 identifies 2023 RTP performance measures and targets that the RTO program and partners should monitor to assess programs, identify gaps, and inform TDM program design, prioritization, and service delivery. Implementation activities should continue to adapt to future RTP updates reflecting evolving regional needs and performance benchmarks.

Table 8. RTP Performance Targets to Monitor

RTP Performance Measure	RTP Performance Target Description
Mode share	The RTP aims to triple transit, bike and pedestrian mode shares relative to the performance targets base year of 2010 (7.7% for transit, 3.7% for walk, 2.3% for bike).
System completion near transit	The RTP prioritizes completing the bicycle and pedestrian system near transit (relative to the regional average) in order to provide safe and convenient access to stations and stops.
Serious crashes	The RTP aims to eliminate transportation-related fatalities and serious injuries for all users of the region’s transportation system by 2035 with a 16% reduction by 2020 (compared to 2015) and a 50% reduction by 2025.
Serious crashes and equity	The RTP aims to eliminate transportation-related fatalities and serious injuries for all users of the region’s transportation system in equity focus areas with a 16% reduction by 2020 (compared to 2015), and a 50% reduction by 2025.
Safe system completion and equity	The RTP prioritizes completing the bicycle and pedestrian system in equity focus areas (relative to other communities) to provide safe streets for the most vulnerable travelers.
Access to jobs and equity	The RTP prioritizes improving access to jobs within equity focus areas (relative to other communities).
Access to options	The RTP aims to increase the share of households that are located near transit and bicycle or pedestrian facilities relative to the current base year.
System completion – job centers	The RTP prioritizes completing the bicycle and pedestrian system in job and activity centers (relative to the regional average) in order to provide safe and convenient options for short trips and connections to transit.

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Chapter 5: Metro RTO Work Program

As a key regional implementer of the Regional Transportation Demand Management (TDM) Strategy, Metro will develop a work program of implementation actions for the RTO program to advance the policies and strategies for which Metro is identified as having a role in Chapter 3. The work program will define near-term actions to be taken during the first three years following adoption of the Regional TDM Strategy and will be updated every three years over the ten-year duration of the strategy.

RTO Activity Types and Program Impact

The RTO program has four primary activity types, described in Chapter 1 and summarized below. The work program will identify specific actions within each activity type to advance the Regional TDM Strategy.

<p>Grantmaking and Resource Distribution:</p> <p>Activities related to the RTO grant solicitation process, ongoing coordination with grant-funded partners, and other efforts to distribute resources that reach local programs.</p>	<p>Metro’s grant program provides dedicated funding for TDM service providers across the region, along with project-based funding to support new partners and innovation opportunities. Metro works closely with grant-funded partners to deliver TDM services, identify gaps, and address community-identified needs. Local practitioners play a central role in implementing the Regional TDM Strategy, and Metro’s grant program will provide the framework for advancing local work in alignment with regional TDM policies and strategies.</p>
<p>RTO Programming and Direct Services:</p> <p>Activities led directly by RTO staff through program development, implementation, and engaging directly with community.</p>	<p>Metro staff provide coordination, program delivery and technical assistance across the three RTO Program Areas (Commute, Community and Safe Routes to School), particularly where gaps or opportunities have been identified by local partners or Metro that regional support can help advance. The RTO work program will identify specific policies and strategies in which Metro can advance emerging needs or underdeveloped areas of work but may not yet be fully operational in the region.</p>
<p>Research and Evaluation:</p> <p>Activities related to travel options research and evaluation of RTO program outcomes.</p>	<p>Metro conducts ongoing evaluation of RTO investments, as well as research on travel options needs and opportunities, to inform both grantmaking and programming. Consistent with its performance measurement role identified in the Regional TDM Strategy, RTO staff will also support expanded regional data collection and coordination with partners.</p>
<p>Policy and Partnerships</p> <p>Activities that involve coordination with partners and opportunities to influence policy outcomes, even when Metro may not be the final decision-maker.</p>	<p>As a regional convener, Metro plays an important role in bringing partners together to collaborate, advance policies, and influence decision-making on issues that directly affect TDM. This role will be important in advancing work identified in the Regional TDM Strategy, particularly Policy 1.</p>

Additional RTO Work Program Elements

In addition to aligning the RTO work program with the policy and strategy framework outlined in Chapter 3, the following elements will inform its development:

- **Activities called for in other RTO plans**, including the 2022 RTO Racial Equity Strategy and Commute Program Action Plan.
- **Existing RTO program activities**, leveraging ongoing work by RTO partners and Metro staff, the RTO work program will prioritize, expand upon and adapt work already underway that is in alignment with the Regional TDM Strategy.
- **Needs and opportunities identified** in the 2025 Regional TDM Needs Assessment, including findings from the RTO Grant Program Evaluation and engagement conducted during Phase 1 of the Regional TDM Strategy development process (see Appendix B).
- **Ongoing engagement with partners** to refine implementation actions, both during Strategy development and following adoption, to identify near-term priorities to advance TDM in the region.

Priority Strategies for RTO Work Program

The following priority strategies are those in which Metro is designated as having a Lead or Develop role and are divided into near-term (initial three-year RTO Work program following Regional TDM Strategy adoption) or long-term (integrated into future RTO Work Program development). These strategies represent high-impact opportunities where Metro's RTO program can play a critical role in development or implementation, advancing regional mobility, climate and safety goals. While these are identified as priority strategies, the RTO Work Program will also include activities for all TDM Policies and Strategies for which Metro has an identified role in Chapter 3. The timeframe and specific actions needed for strategies where Metro has a Partner or Support roles are more dependent on collaboration with other key implementers. Many strategies will also advance through partner implementation funded by Metro's RTO grant program and therefore do not require an active role for Metro RTO staff to develop or lead implementation.



Table 9 identifies the near-term priority strategies for Metro’s RTO program. These strategies were elevated as a high priority through engagement with decision-makers, the Regional TDM Strategy Technical Work Group, Metro staff, TDM practitioners, and the public.

Table 9. Near-Term Priority Strategies for RTO Work Program

Policy	Strategy #	Near-Term Priority Strategy Description
Policy 1: TDM Policy, Planning, and Funding	1A	Integrate TDM strategies into transportation system plans, pricing and parking programs, and major capital projects.
	1C	Establish consistent data collection methods to measure and report on the impact of regional TDM strategies.
	1D	Refine existing and develop new policies at the state, regional and local levels that support effective TDM implementation.
	1E	Develop and share regional tools, guidance and resources that improve access to travel options and TDM services for a variety of audiences including community members, schools, employers and local planners.
Policy 2: Financial Incentive Programs	2A	Improve access to and streamline administration of transit pass programs that reach employees, residents and students.
	2D	Expand programs that reduce the cost of bicycles and scooters through earn-a-bike programs, vouchers, and subsidies
Policy 3: Place and Event-Based Programs	3A	Design TDM programs that provide targeted support for travelers and workers at high-demand locations.
Policy 4: Community Centered and Inclusive TDM Programs	4D	Advance education efforts that teach children and adults how to ride a bike.
	4B	Invest in community-identified solutions that advance personal safety and security while traveling in public spaces.
	4E	Enhance and expand partnerships between TDM service providers and culturally specific organizations.
Policy 5: Adaptive and Resilient TDM Programs	5B	Promote employer TDM strategies that support a variety of work schedules and adapt to reflect changing workforce travel norms, with a focus on workers who do not have remote options.
	5D	Advance a sustainable, regionally coordinated vanpool program that is positioned to receive and distribute federal and/or state vanpool subsidies.

Table 10 identifies the long-term priority strategies where further coordination or preparation may be needed prior to implementation.

Table 10. Long-Term Priority Strategies for RTO Work Program

Policy	Strategy #	Long-Term Priority Strategy Description
Policy 1: TDM Policy, Planning, and Funding	1B	Implement stable, ongoing funding for local and regional TDM programs.
Policy 2: Financial Incentive Programs	2C	Research and pilot new incentive programs that encourage mode shift and support existing travel options users.
	2D	Expand programs that reduce the cost of bicycles and scooters through earn-a-bike programs, vouchers, and subsidies
Policy 3: Place and Event-Based Programs	3D	Develop a coordinated approach to improve micromobility parking and storage, prioritizing secure storage at multifamily housing and parking at key destinations.



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Chapter 6: TDM Funding and Investment

Chapter 6 provides an overview of how Metro’s transportation demand management (TDM) program is currently funded, additional existing resources for TDM in the region through discretionary grant programs, and considerations for future funding for TDM – including examples at the local level that could be replicated.

Federal Funding for Regional TDM

Funding for Metro’s Regional Travel Options (RTO) program comes through an allocation of Regional Flexible Funds (RFFA), which are federal surface transportation funds – namely the Federal Highway Administration’s (FHWA) surface transportation block grant (STBG), transportation alternatives (TA) set-aside, and congestion mitigation and air quality (CMAQ) – that Metro receives and allocate in its function as a metropolitan planning organization (MPO).

To facilitate program implementation, Metro requests that some of the STBG funds it receives via the Regional Flexible Funds Allocation (RFFA) instead be flex transferred from FHWA to FTA because the nature of the activities fit better within FTA’s grant portfolio.

Metro’s Regional Travel Options program funds are usually “flexed” from FHWA surface transportation block grant funds to Federal Transit Fund (FTA) 5307 funds, under the Mobility Management program that is an eligible activity within FTA 5307 funding. Mobility Management is aimed at managing and delivering transportation services with a focus on coordination of these services and providers to achieve a more efficient transportation system.



The most recent RFFA allocated funds for the years 2028 through 2030, setting up the next phase of RTO funding through 2030 with approximately \$12.1 million as a RFFA ‘Step 1’ program (**\$4 million annually**). RFFA “Step 1” refers to the initial phase of the RFFA process, which is used by Metro to allocate federal funding to support regionally significant programming and planning activities that advance federal, state, and regional goals for creating a multimodal transportation system. **Figure 16** shows how federal funding for TDM is allocated to local programs through state and regional sources.

In addition, Oregon Department of Transportation’s statewide Transportation Options program utilizes state allocated STBG funds to support implementation of Get There Oregon, and to Metro to support implementation of Get There Portland Metro – the greater Portland area’s commute benefit support program. Metro provides direct program implementation as well as distribution of ODOT TO funds through regional commute service providers. The current level of funding to the Metro region from the state TO funds is approximately **\$292,181 annually**.

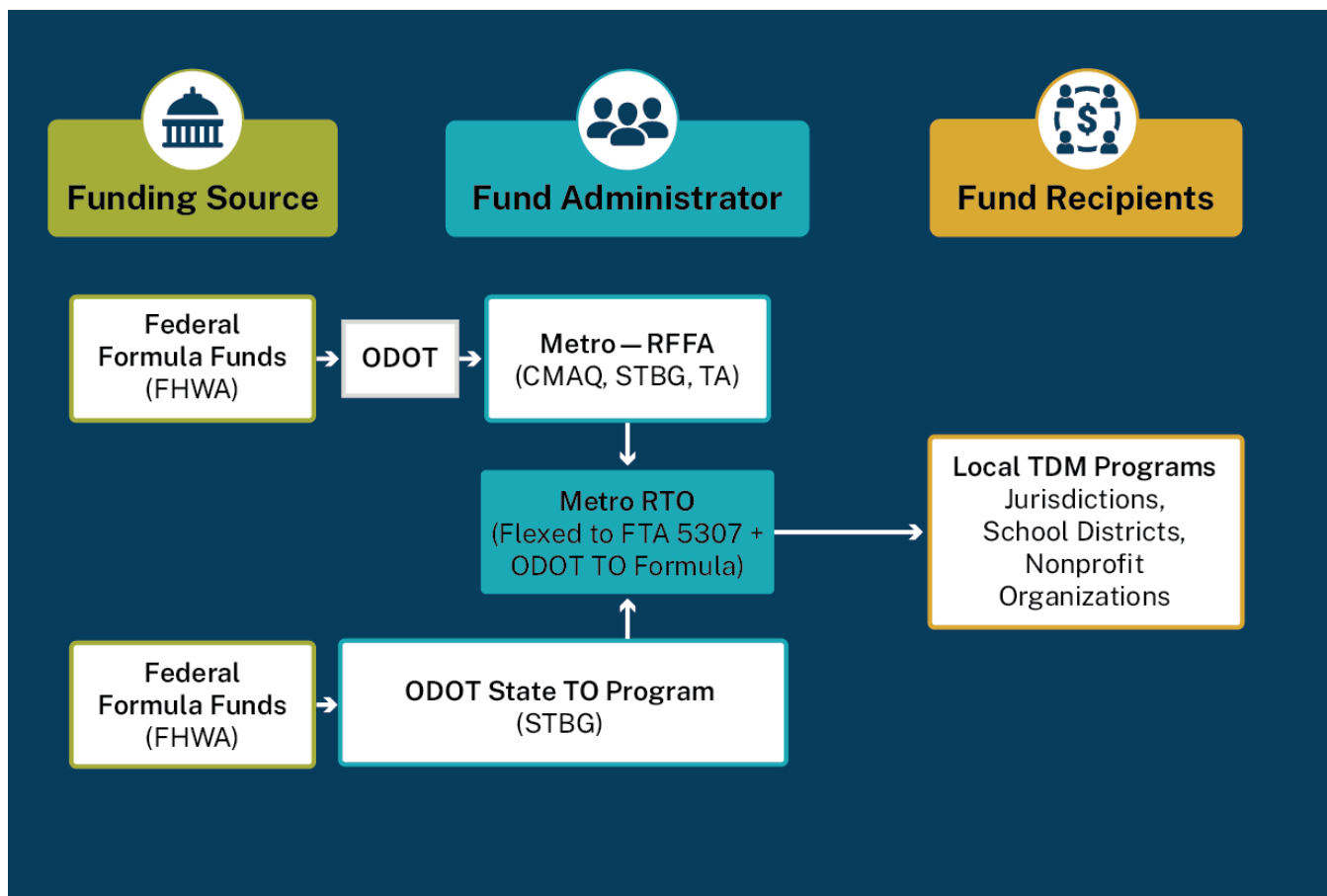


Figure 16. Diagram of Federal Funding for TDM in the Greater Portland Region

Discretionary Grant Programs for TDM

Outside of Metro’s RTO program, there are several state and local funding programs that can support TDM in the region. While these programs fund a variety of project types, they are competitively selected and may fund projects in one specific jurisdiction or statewide. There are examples of successful TDM programs funded by each source.

Safe Routes to School (SRTS) Education (Non-Infrastructure) Grants



ODOT offers three different types of [Safe Routes to School \(SRTS\) Education](#) grants for all levels of experience with SRTS outreach and engagement. These grants are available through a competitive process, which currently opens every two years. Eligible entities include local government and tribal agencies, nonprofit organizations and school districts. ODOT also provides a Construction Grant solicitation process for services through ODOT’s Construction Program. This branch of the ODOT SRTS program provides grants for infrastructure, engineering technical assistance, planning technical assistance, and traffic gardens.

Safety Education Grants



The ODOT Transportation Safety Office (TSO) provides [grant funding](#) at the state and community level for data-driven initiatives that will help the state achieve its traffic safety goals of eliminating death and serious injuries resulting from motor vehicle crashes. ODOT TSO sets aside a portion of funding to support basic and operational projects that help different agencies and groups work together to improve traffic safety across the state. The remaining funds are distributed through a competitive grant process. Organizations that are eligible to apply include cities, counties, MPOs, school districts, Tribes, local political subdivisions, government entities, and nonprofits.

Transportation and Growth Management (TGM) Grants



The [Transportation and Growth Management Program](#) is a joint effort between ODOT and the Department of Land Conservation and Development. The program typically awards between \$2 and \$2.5 million statewide per year to help local communities increase opportunities for transit, walking, and bicycling. TGM grants have a specific category for Transportation System Planning, supporting local communities to implement Oregon Transportation Planning Rule – and TDM plans are a required component. Projects are selected on a competitive basis within each of the five ODOT regions, with funding available in metropolitan areas for communities with 10,000 or fewer people.

Portland Clean Energy Community Benefits Fund



The [Portland Clean Energy Community Benefits Fund](#) was created by voter initiative in 2018. It is funded by a 1% surcharge on the Portland sales of large retailers with \$1 billion in national sales and \$500,000 in local sales. Revenue from the surcharge – about \$200 million a year – is invested in projects and programs that support clean energy, transportation decarbonization, green infrastructure, and climate-related workforce development. The transportation decarbonization fund currently supports existing PBOT TDM programs as well as community-based organizations through their competitive grant program.

Considerations for Future TDM Funding

State Funding

The future of transportation funding in Oregon faces significant uncertainty with new revenue sources needed to address funding shortages to avoid reductions in transit service and the ability to maintain existing assets.

Many sources of state transportation funding are tied to roadway improvements only, due to restrictions in spending of funding mechanisms that go into Oregon’s State Highway Fund – which is part of Oregon’s Constitution⁷. As such, only some mechanisms included in any transportation funding proposal may be eligible for TDM, limiting the potential ways for TDM to be integrated into proposed bills at the state level.

Simultaneously, Oregon’s recently developed Innovative Mobility Program, which provided dedicated funding to increase access to public and active transportation for historically underserved communities and supported TDM efforts across the state, is sunsetting as its primary funding source was through IIJA.

As Oregon continues to seek stable funding for transportation needs in the state, there maintains opportunity to integrate TDM into funding discussions as a cost effective and community supported approach to managing demand and meeting statewide climate, equity and safety goals. TDM practitioners should continue to engage in funding conversations at the state level.



⁷ Article IX, section 3a of the Oregon Constitution specifies that highway revenues must be used “exclusively for the construction, reconstruction, improvement, repair, maintenance, operation and use of public highways, roads, streets and roadside rest areas in the state” with further Oregon Supreme Court rulings that State Highway Funds must be used for highway purposes that primarily and directly facilitate motorized vehicle travel.

Regional Funding

While the federal funding that the region currently dedicates to TDM is unlikely to see significant increases, there are a few opportunities to integrate TDM into other regional funding mechanisms that have been considered in the past and may become an opportunity again in the future:

- In 2020, Metro developed a regional ballot measure proposal to fund major transportation investments. The measure included a few TDM elements, including Safe Routes to School and youth transit pass subsidies. There is an opportunity for TDM to be integrated into new funding proposals at the regional level – and the Regional TDM Strategy sets the stage for a more coordinated approach.
- Congestion pricing is a funding mechanism where revenue generated by charging vehicles for entering congested zones or during peak hours is strategically reinvested to fund travel options. Metro’s RTP identifies pricing as an important strategy for the region and provides step-by-step guidance for agencies developing pricing programs. That includes the recommendation that revenue from pricing should be dedicated to mode shift and single-occupancy vehicle reduction programs such as commuter credits, transit subsidies, bikeshare or micromobility subsidies, and carpool or vanpool benefits programs. The RTP identifies step-by-step guidance for agencies developing pricing programs.



Local Funding

With uncertainties at the federal and state level, and unprecedented inflation making current projects increase in cost, many local jurisdictions are looking to new revenue sources to fund transportation projects and programs that could have greater flexibility and stability. In addition, as identified in the Regional TDM Strategy, local leadership in TDM is critical for both planning for TDM and implementation of programs.

Local Funding Example: Transportation Wallet

In Portland's Central Eastside and Northwest Parking Districts, parking permit surcharge fees fund the Transportation Wallet program that allows residents to opt out of their parking permit and instead receive a collection of passes and credits to use on transit, bike-share and e-scooters – or purchase the wallet at a discounted rate.



Currently, some TDM programs in the Metro region are funded through local discretionary funds as well as programs tied to impact mitigation. There is opportunity to expand the use of these local sources to fund TDM with the development of new parking districts or expand these models into additional jurisdictions in the region. Some examples of existing local sources of funding used for TDM in the region include:

- Parking revenue is an ideal TDM funding source since it can be strategically redirected to encourage the use of travel options. A highly effective mechanism for ensuring these funds support TDM is the creation of a Parking Benefit District, which dedicates meter revenue back into the immediate neighborhood that generated it, funding local TDM programs, pedestrian safety improvements, and streetscape enhancements.
- TDM Ordinances at the local level can set requirements for developers of new multi-family, mixed use, commercial sites or existing employers of a certain size, to implement a TDM Plan and/or pay a fee or pay directly for the TDM services provided to their employees or visitors (i.e., in San Mateo County some jurisdictions have required developments to take part in a shuttle program and pay for 25% of the service set up and ongoing operations).

- As local jurisdictions build out their project lists for inclusion in their TSP or the RTP, TDM should be included as a key implementation action that is integrated into the project’s budget and scope – particularly TDM Supportive Design and Infrastructure. As local jurisdictions consider new funding mechanisms for capital projects, TDM could be an eligible cost depending on the source of funding.
- Washington County funds the Major Streets Transportation Improvement Program (MSTIP) through an allocation of countywide property tax revenues. While this primarily funds capital projects, MSTIP developed an ‘Opportunity Fund’ to help leverage local dollars for additional resources for the region. This fund has provided matching funds for local TDM efforts.
- Major destinations and high demand, event-based locations could play a role in providing resources for TDM programs. In addition to exploring the use of parking fees, this could include ticket-based visitor fees, or event-related funding that could support travel options directly and may offer a path toward more sustainable and self-supporting programs at these locations.



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Memo

Date: Monday, January 12, 2026
From: Noel Mickelberry, Senior Transportation Planner
Subject: Proposed Updates to the 2028 Regional Transportation Plan & Climate Smart Strategy, to reflect Regional Transportation Demand Management Strategy recommendations

This memo provides a summary of proposed updates to be included in the 2028 Regional Transportation Plan (RTP), which were developed concurrently with the Regional Transportation Demand Management (TDM) Strategy. The updates seek to align definitions, update policy direction, and address requirements within regional and state policies and rules regarding TDM. The following two attachments include a clean version of the updates (Attachment A) and a redline version of the updates to existing RTP language (Attachment B).

Chapter 2: Our shared vision and goals for transportation

- **Objective 1.1 Travel Options (Goal 1: Mobility Options):** Simplify the objective language to focus on the desired outcome, in alignment with structure of other Goal 1 objectives.
- **2.4 Regional Transportation Performance Targets, Table 2.1:** Align the performance target with the definition of system completion in the updated mobility policy (RTP Chapter 3), which includes system and demand management.

Chapter 3: System policies to achieve our vision

- **3.3.11 Transportation Demand Management Concept and Policies:** Update the TDM concept, policies, and policy descriptions to align with the updated policies identified in the Regional TDM Strategy. The updated policies reflect refinement to the RTP policies as an outcome of the two-year strategy development process.

Chapter 8: Moving forward together

- **8.2 Planning and Programs, 8.2.2.7 Regional Travel Options and Safe Routes to School programs:** Align RTO and SRTS program description with the 'activity types' defined in Regional TDM Strategy Chapter 5: Metro RTO Work Program

Appendix J: Climate Smart Strategy Implementation and Monitoring and 2014 Climate Smart Strategy Performance Monitoring Approach

- **Policy 6 Implementation Monitoring Measures:** Update measures for Policy 6 of the 2014 Climate Smart Strategy, identified through the Regional TDM Strategy process to elevate high priority TDM activities and assess impact of regional investment in these activities. The Climate Smart Strategy implementation monitoring measures support RTP performance monitoring, as detailed in Appendix J of the RTP. Baseline and targets will be developed in a subsequent process alongside the 2028 RTP Update.

Attachment A: Clean Version of Proposed RTP Updates



This document presents a clean version of updates to be included in the 2028 Regional Transportation Plan, which were developed concurrently with the Regional Transportation Demand Management Strategy. The updates are organized by RTP chapter and appendix.

January 12, 2026

CHAPTER 2: OUR SHARED VISION AND GOALS FOR TRANSPORTATION

2.3 Goals and Objectives

Goal 1: Mobility options

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

Objectives

- **Objective 1.1 Travel options** –Increase the proportion of trips made by walking, bicycling, shared rides and use of transit, and reduce per capita vehicle miles traveled.

2.4 Regional transportation performance targets

Table 2.1: RTP performance measures, targets and thresholds at a glance

Measure name	Description
<i>Mobility</i>	
System completion	The RTP aims to complete the motor vehicle, transit, bicycle, trail and pedestrian networks, and implement strategies for managing the transportation system and travel demand, with completion of bicycle, trail and pedestrian networks by 2035.

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January 12, 2026

CHAPTER 3: SYSTEM POLICIES TO ACHIEVE OUR VISION

3.3.11 Transportation Demand Management Concept and Policies

Metro’s Regional TDM Strategy, a topical plan of the Regional Transportation Plan (RTP), defined the following concept, definitions and policies to advance TDM in the region. Metro’s Regional Travel Options program provides funding and coordination for TDM efforts for the region. Further detail on TDM, Metro’s RTO program, TDM supporting strategies and implementation roles can be found in the Regional TDM Strategy document.

3.3.11.1 Transportation demand management concept

Transportation Demand Management (TDM) encompasses a range of strategies aimed at influencing travel behavior, specifically reducing the demand for driving alone and encouraging the use of more sustainable, efficient, and shared modes of transportation. TDM focuses on **managing how, when and if people travel** to make the existing system work better.

The primary objectives of TDM are to enhance mobility, improve the efficiency of the transportation system, promote better air quality, reduce the prevalence of single-occupancy vehicles, and decrease demand on the transportation system.

TDM addresses key behavioral, informational, and social barriers to travel, such as affordability, safety, and access. By providing tangible, reliable, and equitable travel options, TDM is an essential part of meeting Metro’s mobility, safety and climate goals.

3.3.11.2 Defining TDM

TDM Policy & Planning

TDM Policy & Planning sets the stage for successful implementation of both TDM Programs and investing in TDM Supportive Design and Infrastructure. TDM efforts are most successful when integrated into policy and planning processes.

- **TDM Policy:** This includes both the implementation of existing policies that support TDM and the development of new policies that advance TDM efforts at the state, regional and local levels. This can include integration of TDM into development review and building permit approvals to implementation and refinement of state-level policy like Oregon’s Employee Commute Options (ECO) rule. TDM policy work

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requires coordination across jurisdictions, between TDM practitioners, with private entities who may be subject to policy requirements, and among policymakers.

- **TDM Planning:** Local jurisdictions can embed TDM into their long-range plans to ensure robust implementation and coordination with capital projects. This happens through Transportation System Plans and Comprehensive Plans. Through a new requirement in the state Transportation Planning Rule, planning for TDM is a growing body of work that will require dedicated resources, guidance and technical assistance for successful implementation. (See **Chapter 2** for more details on the state requirements.)

TDM Programs

TDM Programs focuses on behavioral interventions – the direct interaction, education, and incentive-based work needed to influence travel choices and reduce single-occupancy vehicle trips. TDM Programs includes:

- **Education and hands-on training:** Educating people about the choices available to them and the benefits of travel options and providing tools for trip planning.
- **Marketing, promotion and events:** Creating the social infrastructure for choosing travel options through efforts to promote, market and design events around walking, biking or taking transit—such as community walks and rides or marketing campaigns alongside new transit service or infrastructure improvements.
- **Financial incentives and subsidies:** Offering financial perks, such as transit pass or vanpool programs, or time savings for choosing travel options, such as preferred parking for carpool participants.

A typical TDM program involves working with a defined audience that has similar travel needs or lives in a specific community. TDM programs are developed and staffed by professionals trained in understanding the travel needs of various groups, such as commuters or students, and creating methods to help them make those trips without the need for a single-occupancy vehicle trip. This work can take many forms, from participation in GetThereOregon.org, a statewide website provided by the Oregon Department of Transportation (ODOT) and dedicated to facilitating travel options use, to a localized outreach effort specific to a single housing development.

Active involvement in delivering TDM programming is needed at the state, regional, and local levels. Certain programs are most effective when developed and led by local

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governments, school districts, Transportation Management Associations (TMAs), employers, or community organizations. Others are better conducted on a state or regional scale.

TDM Supportive Design and Infrastructure

TDM supportive design and infrastructure includes the amenities that make choosing travel options practical, safe, comfortable and attractive. These amenities are outside of the design of the streetscape itself (i.e. sidewalks, bike lanes, transit stops) and instead focuses on enhancing the experience for travel options users. Key examples include:

- **End-of-Trip Facilities:** Secure bike racks, lockers, repair stations, and shower/changing rooms that address the needs of travelers.
 - **Wayfinding:** Clear signage and print, digital and app-based maps that help people walking, cycling, or using transit navigate the system easily and safely, reducing uncertainty and encouraging use of these travel options.
- Demonstration projects:** Event-based or temporary projects that show residents, employees or families the opportunities associated with active travel by making short-term changes that inspire travel options use and demonstrate the potential of permanent investments.

By investing in physical amenities or including these components into the design of larger transportation projects, these elements can directly lower the effort and friction associated with choosing travel options, maximizing the return on investment for both the larger capital investment and any supportive TDM programming efforts.

Complementary Policies & Investments

The region's overall success in reducing drive alone trips requires complementary policies and capital investments that are considered *outside* how TDM is defined through the Regional TDM Strategy. These complementary efforts set the physical, operational, and financial context within which Metro's core TDM programs and infrastructure operate. For example, building new or improved active transportation infrastructure or adding new or improved transit services provides an opportunity to make people aware of and encourage them to use the new travel options available to them. In addition, state and regional policy encourages implementing TDM activities before investing in roadway widening projects that expand vehicle throughput as a mechanism to reduce demand.

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January 12, 2026

As the region considers additional strategies for reducing auto trips, such as roadway pricing and parking management, TDM programs and activities that promote and provide travel options are an important component in enhancing people’s mobility when these strategies are implemented.

3.3.11.2 Transportation demand management policies

TDM Policy 1	TDM Policy, Planning, and Funding: Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding.
TDM Policy 2	Financial Incentive Programs: Expand access to existing financial programs and establish new programs to reach more people.
TDM Policy 3	Place- and Event-Based TDM Programs: Deliver programs that meet the unique needs of specific locations and communities.
TDM Policy 4	Community-Centered and Inclusive TDM Programs: Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities.
TDM Policy 5	Adaptive and Resilient TDM Programs: Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

TDM Policy 1

TDM Policy, Planning, and Funding: Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding.

This policy focuses on strengthening the framework for funding and coordination of TDM across local, regional, and state levels by embedding TDM into transportation plans, funding priorities, and policy development. Metro acts as a regional coordinator, bringing together and streamlining TDM information and resources to prevent duplication of efforts and encourage collaboration among community-based organizations, employers, and jurisdictions. To implement new rules at the state and regional level, an increased level of coordination, support, and focus on how TDM is delivered in the region is required.

Needs & Opportunities:

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January 12, 2026

- **Funding:** TDM efforts rely on a narrow set of revenue streams, limiting the ability to expand or innovate in response to changing community needs. The current funding available in the region is not expected to increase given uncertainty at the state and federal levels for transportation funding overall. In addition, there is a tension between maintaining funding for existing TDM programming and expanding TDM funding to new partners to support community needs or meet new policy expectations.
- **Capacity:** Jurisdictions and organizations may not have the programmatic support needed at the local level to integrate new TDM guidance into transportation system plans, and agencies may not have the staff or partnerships to lead and support implementation following the planning process.
- **Collaboration:** Existing policies with strong potential—such as the DEQ Employee Commute Option (ECO) rule—can be leveraged through further coordination on data collection and employer engagement. In addition, there is opportunity to develop new state, regional and local transportation and land use policies, development code, and regulations to advance TDM, requiring coordination and collaboration across organizations to develop and implement.

TDM Policy 2.

Financial Incentive Programs: Expand access to existing financial programs and establish new programs to reach more people.

This policy focuses on advancing programs to reach more people and expand existing incentive programs. Transit pass programs and financial incentives are proven ways to increase transit ridership and improve access and mobility. By piloting new incentive models, the region can continue to encourage mode shift, reduce transportation costs, and support equitable access to travel options. The 2025 TDM Needs Assessment & Travel Options Survey found that existing transit pass programs can be challenging to administer but there is broad demand for these programs.

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Needs and Opportunities

- **Flexible Programs:** Employers and higher education providers seek more flexibility in pass programs to serve a more diverse range of employees, including hybrid workers and day passes for site staff for whom the cost of a universal pass is difficult to justify. Community-based groups have requested additional support to effectively manage enrollment in reduced fare programs, as well as access data to assess usage and need.
- **Non-Commute Benefits:** As regional TDM programs work to encompass an “all-trips approach,” there is a gap for people who do not have access to commute benefit programs through their work or who may primarily travel for other needs. Beyond transit passes, other incentive programs to improve access to travel modes have also seen success in mode-shift, such as bundled transit and micromobility incentives or “earn a bike” programs.
- **Addressing Cost Barriers:** For many people, the cost of transportation is a significant obstacle to accessing jobs, services, and daily needs. Financial incentive programs help bridge this gap by reducing out-of-pocket expenses for existing travel services and improving access to essential equipment needed to participate in travel options. This is especially relevant for bicycling, where the up-front cost of a bicycle and safety gear can be prohibitive for many households.

TDM Policy 3

Place- and Event-Based TDM Programs: Deliver programs that meet the unique needs of specific locations and communities.

This policy focuses on designing TDM programs that address the unique needs of specific locations and communities—such as schools, major events and destinations, and new active transportation capital projects and transit service. The rationale is rooted in the recognition that travel behavior is strongly influenced by the characteristics of places and events, and that targeted TDM interventions can effectively manage demand, increase mode shift, and improve access where transportation needs are most acute.

Needs & Opportunities:

- **Managing Demand and Providing Transportation Choices:** Major destinations, including airports, event venues, and health care centers, are often located where

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existing transportation choices don't always meet individual trip needs. As a result, both travelers and workers have difficulty accessing travel options and may choose to drive alone. Major one-time events also provide an opportunity to work with event coordinators to support shifting attendees' travel choices, as well as provide relief for the neighboring community which may be impacted by the increased vehicle traffic. Building demand for sustainable travel options faces persistent challenges, most notably the widespread availability of free and/or abundant parking. This emerged across all Regional TDM Needs Assessment activities as a universal barrier to shifting travel behavior

- **School-Focused Programs:** School-focused programs are growing in popularity, but many students and families still face barriers to using travel options to school. For instance, parents and caregivers have concerns that their children are not safe waiting for the bus or traveling by active modes to school. Investing in creative solutions to support student safety on the trip to school through adult-led crossing guards or paid walking school bus leaders are ways that local efforts can directly impact the type of trip taken to school. In addition, school bus ridership is often not included in traditional Safe Routes to School programming, but it can be a critical way for students to travel to school without driving – particularly for those who live too far to walk or bike - but it is often underutilized.
- **Multifamily Housing-Focused Programs:** Working with community-based organizations (CBOs) and multifamily housing providers, TDM practitioners may be able to better serve families living in affordable housing and deliver programs to those who need it. In addition, as Metro and other agencies invest in transit-oriented development—both affordable and market-rate—there is an opportunity to use TDM to encourage transit use at these locations that are already well served by transit. In addition, many families living in affordable housing may have employment that doesn't offer traditional commute benefit programs, so offering TDM programs where there is a dense population of residents to receive information, and services may be a more effective way to support their travel needs.

TDM Policy 4

Community-Centered and Inclusive TDM Programs: Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities.

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This policy focuses on designing TDM programming with and for the communities served, directly addressing disparities and fostering inclusion. Equitable access to travel options requires programs that are welcoming, safe, and responsive to the needs of the greater Portland region’s diverse communities. While efforts to encourage more inclusive and representative programs and services have been advanced through updates to the RTO grant program since the 2018 Regional Travel Options Strategy and the 2022 RTO Racial Equity Strategy, additional investment and coordination is needed.

Needs & Opportunities:

- **Safety:** Safety concerns in public spaces and fears linked to an individual’s identity limit the ability of some communities to feel comfortable participating in travel options—or even attend events and activities held in public. Community-led solutions are needed to address safety and security concerns in the public realm, which directly influences transit ridership and the broader use of travel options.
- **Culturally Specific Programs:** Culturally specific programs are intentionally designed to reflect the values, languages, and lived experiences of specific communities. These programs help build trust, improve participation, and ensure travel options are accessible and relevant to the people they intend to serve.
- **Education & Hands-On Training:** Knowledge and skill development supports individuals in gaining the confidence and tools needed to use travel options safely and effectively. This includes activities such as personalized trip planning, group-based education, and learn-to-ride programs.

TDM Policy 5

Adaptive and Resilient TDM Programs: Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

The COVID-19 pandemic profoundly disrupted traditional transportation patterns, exposing gaps in current TDM strategies. The region must continue to be prepared for changes to travel behavior—whether that be impacts from a changing climate or shifting travel needs and priorities of a diverse region. As noted in Metro’s 2025 TDM Needs Assessment, the rise of hybrid and remote work has reduced the predictability of daily commutes, while flexible work arrangements have driven an increase in diverse, non-

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commute trips such as errands, medical visits, and recreational activities. This policy emphasizes building programs that can adapt and remain effective as travel patterns evolve. By prioritizing programming for diverse trip types and developing robust performance measurement tools, the region's TDM investments can deliver long-term value and resilience.

Needs & Opportunities:

- **Commute and Non-Commute Travel:** TDM practitioners are challenged to adjust programming to focus on all types of trips; supporting the needs of workers most likely to continue to have a daily commute (such as essential workers and shift workers), as well as effectively supporting travel options access to non-commute related opportunities. Regional data shows a strong tie between remote work and income level, meaning most jobs that require workers to be in-person are lower-wage positions. In addition, the increase in non-commute trips for essential needs is often linked to caregiving – impacting parents and working families.
- **Data Collection and Monitoring:** TDM programs must expand trip pattern monitoring beyond traditional commute metrics to better understand changing travel behavior. Enhanced data collection and performance tracking will enable more agile, responsive, and effective program adjustments over time.
- **Collaboration and New Service Models:** As new mobility models emerge—such as mobility hubs, vanpools, shuttles, and e-bikes—strong public-private partnerships are needed to coordinate services, maintenance, funding, and user support. Cross-sector collaboration will be critical to scaling new travel options and ensuring their long-term viability.

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CHAPTER 8: MOVING FORWARD TOGETHER

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 Transportation Demand Management (TDM) 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:

- **Commute:** Focus on reducing single occupancy vehicle (SOV) trips to work and colleges or universities. In the Metro region, this programming is delivered by a variety of transit providers, local jurisdictions, transportation management agencies (TMAs), non-profit organizations, and “in-house” transportation coordinators at employers. These programs help identify worksite commute solution plans, provide on-site events and outreach, or support employee trip planning and ride matching.
- **Community:** Provides support for residents and families for trips outside of work and school – such as essential destinations like healthcare as well as recreational trips to parks or social activities. Examples of programming to support these trips comes in the form of community walking and rolling events or campaigns, trip and route planning to-and-from key destinations, and increasing access to active transportation investments with outreach, engagement, and supportive infrastructure.
- **Safe Routes to School (SRTS):** Focuses on trips for school by pre-K12 students and families - whether by bike, bus, scooter, or mobility device. SRTS programs provide education and encouragement activities to help children and caregivers travel safely to and from school using these modes. SRTS programs can increase physical activity, reduce congestion, boost academic performance, improve health, and provide affordable travel options for families.

Each RTO program area works to advance RTP goals through the following activities:

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- **Grantmaking & Resource Distribution:** Activities related to the RTO grant solicitation process, ongoing coordination with grant-funded partners, and other efforts to distribute resources that reach local programs.
 - Metro’s grant program provides dedicated funding for TDM service providers across the region, along with project-based funding to support new partners and innovation opportunities. Metro works closely with grant-funded partners to deliver TDM services, identify gaps, and address community-identified needs. Local practitioners play a central role in implementing the Regional TDM Strategy, and Metro’s grant program will provide the framework for advancing local work in alignment with regional TDM policies and strategies.
- **RTO Programming & Direct Services:** Activities led directly by RTO staff through program development, implementation, and engaging directly with community.
 - Investments in staff time, coordination and technical assistance support efforts across the three RTO program areas (Commute, Community and Safe Routes to School), particularly where gaps or opportunities have been identified by local partners or Metro that regional support can help advance. The RTO work program will identify specific policies and strategies in which Metro can advance emerging needs or underdeveloped areas of work but may not yet be fully operational in the region.
- **Research & Evaluation:** Activities related to travel options research and evaluation of RTO program outcomes.
 - Metro conducts ongoing evaluation of RTO investments, as well as research on travel options needs and opportunities, to inform both grantmaking and programming. Consistent with its performance measurement role identified in the Regional TDM Strategy, RTO staff will also support expanded regional data collection and coordination with partners.
- **Policy & Partnerships:** Activities that involve coordination with partners and opportunities to influence policy outcomes, even when Metro may not be the final decision-maker.
 - As a regional convener, Metro plays an important role in bringing partners together to collaborate, advance policies, and influence decision-making on issues that directly affect TDM.

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RTP APPENDIX J: CLIMATE SMART STRATEGY IMPLEMENTATION AND MONITORING AND 2014 CLIMATE SMART STRATEGY PERFORMANCE MONITORING APPROACH

Appendix J Table 2: Climate Smart Strategy implementation and performance monitoring

<i>6. Provide information and incentives to expand the use of travel options</i>
a. Share of people with access to a transportation subsidy or financial incentive program, outside of employer or school-provided programs.
b. Share of workers who have access to an employer-provided transportation financial incentive.
c. Share of K-12 students with access to programs that provide incentives and support to walk, bike, take transit, or ride the school bus.

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CHAPTER 2: OUR SHARED VISION AND GOALS FOR TRANSPORTATION

2.3 GOALS AND OBJECTIVES

Goal 1: Mobility options

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

Objectives

- **Objective 1.1 Travel options** – ~~Plan communities and design and manage the transportation system to~~ increase the proportion of trips made by walking, bicycling, shared rides and use of transit, and reduce per capita vehicle miles traveled.

2.4 Regional transportation performance targets

Table 2.1: RTP performance measures, targets and thresholds at a glance

Measure name	Description
<i>Mobility</i>	
System completion	The RTP aims to complete the motor vehicle, transit, bicycle, trail and pedestrian networks, <u>and implement strategies for managing the transportation system and travel demand</u> , with completion of bicycle, trail and pedestrian networks by 2035.

CHAPTER 3: SYSTEM POLICIES TO ACHIEVE OUR VISION

3.3.11 Transportation Demand Management Concept and Policies

Metro’s Regional TDM Strategy, a topical plan of the Regional Transportation Plan (RTP), defines the following concept, definitions and policies to advance TDM in the region.

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Metro's Regional Travel Options program provides funding and coordination for TDM efforts for the region. Further detail on TDM, Metro's RTO program, TDM supporting strategies and implementation roles can be found in the Regional TDM Strategy document.

The Regional Travel Options (RTO) program is led by Metro and supports TDM work in the region primarily through awarding grants to partners leading outreach and engagement programs. This methodology has led to successful program implementation in the places and instances where it has been used. But there remain significant gaps in where TDM is used in the region and limits on expanding TDM efforts.

The RTO Strategy has established a goal of expanding the number of partners and programs to support the region's goals, but clearer policy direction is needed to better define how TDM is to be implemented in the region and move TDM efforts beyond their current levels.

3.3.11.1 Transportation demand management concept

Transportation Demand Management (TDM) encompasses a range of strategies aimed at influencing travel behavior, specifically reducing the demand for driving alone and encouraging the use of more sustainable, efficient, and shared modes of transportation. TDM focuses on **managing how, when and if people travel** to make the existing system work better.

The primary objectives of TDM are to enhance mobility, improve the efficiency of the transportation system, promote better air quality, reduce the prevalence of single-occupancy vehicles, and decrease demand on the transportation system.

TDM addresses key behavioral, informational, and social barriers to travel, such as affordability, safety, and access. By providing tangible, reliable, and equitable travel options, TDM is an essential part of meeting Metro's mobility, safety and climate goals.

3.3.11.2 Defining TDM

TDM Policy & Planning

TDM Policy & Planning sets the stage for successful implementation of both TDM Programs and investing in TDM Supportive Design and Infrastructure. TDM efforts are most successful when integrated into policy and planning processes.

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- **TDM Policy:** This includes both the implementation of existing policies that support TDM and the development of new policies that advance TDM efforts at the state, regional and local levels. This can include integration of TDM into development review and building permit approvals to implementation and refinement of state-level policy like Oregon’s Employee Commute Options (ECO) rule. TDM policy work requires coordination across jurisdictions, between TDM practitioners, with private entities who may be subject to policy requirements, and among policymakers.
- **TDM Planning:** Local jurisdictions can embed TDM into their long-range plans to ensure robust implementation and coordination with capital projects. This happens through Transportation System Plans and Comprehensive Plans. Through a new requirement in the state Transportation Planning Rule, planning for TDM is a growing body of work that will require dedicated resources, guidance and technical assistance for successful implementation.

TDM Programs

TDM Programs focuses on behavioral interventions – the direct interaction, education, and incentive-based work needed to influence travel choices and reduce single-occupancy vehicle trips. TDM Programs include:

- **Education and hands-on training:** Educating people about the choices available to them and the benefits of travel options and providing tools for trip planning.
- **Marketing, promotion and events:** Creating the social infrastructure for choosing travel options through efforts to promote, market and design events around walking, biking or taking transit—such as community walks and rides or marketing campaigns alongside new transit service or infrastructure improvements.
- **Financial incentives and subsidies:** Offering financial perks, such as transit pass or vanpool programs, or time savings for choosing travel options, such as preferred parking for carpool participants.

A typical TDM program involves working with a defined audience that has similar travel needs or lives in a specific community. TDM programs are developed and staffed by professionals trained in understanding the travel needs of various groups, such as commuters or students, and creating methods to help them make those trips without the need for a single-occupancy vehicle trip. This work can take many forms, from participation in GetThereOregon.org, a statewide website provided by the Oregon

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Department of Transportation (ODOT) and dedicated to facilitating travel options use, to a localized outreach effort specific to a single housing development.

Active involvement in delivering TDM programming is needed at the state, regional, and local levels. Certain programs are most effective when developed and led by local governments, school districts, Transportation Management Associations (TMAs), employers, or community organizations. Others are better conducted on a state or regional scale.

TDM Supportive Design and Infrastructure

TDM supportive design and infrastructure includes the amenities that make choosing travel options practical, safe, comfortable and attractive. These amenities are outside of the design of the streetscape itself (i.e. sidewalks, bike lanes, transit stops) and instead focuses on enhancing the experience for travel options users.

Key examples include:

- **End-of-Trip Facilities:** Secure bike racks, lockers, repair stations, and shower/changing rooms that address the needs of travelers.
 - **Wayfinding:** Clear signage and print, digital and app-based maps that help people walking, cycling, or using transit navigate the system easily and safely, reducing uncertainty and encouraging use of these travel options.
- Demonstration projects:** Event-based or temporary projects that show residents, employees or families the opportunities associated with active travel by making short-term changes that inspire travel options use and demonstrate the potential of permanent investments.

By investing in physical amenities or including these components into the design of larger transportation projects, these elements can directly lower the effort and friction associated with choosing travel options, maximizing the return on investment for both the larger capital investment and any supportive TDM programming efforts.

Complementary Policies & Investments

The region's overall success in reducing drive alone trips requires complementary policies and capital investments that are considered *outside* how TDM is defined through the Regional TDM Strategy. These complementary efforts set the physical, operational, and financial context within which Metro's core TDM programs and infrastructure operate.

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For example, building new or improved active transportation infrastructure or adding new or improved transit services provides an opportunity to make people aware of and encourage them to use the new travel options available to them. In addition, state and regional policy encourages implementing TDM activities before investing in roadway widening projects that expand vehicle throughput as a mechanism to reduce demand.

As the region considers additional strategies for reducing auto trips, such as roadway pricing and parking management, TDM programs and activities that promote and provide travel options are an important component in enhancing people's mobility when these strategies are implemented.

~~Transportation Demand Management (TDM) is a series of activities aimed at ensuring people are aware of, understand and have access to the full variety of travel options available within the region. Though the region has already done much and continues to work to improve and expand travel options through capital investments in non-auto modes, the potential exists to increase the public's use of these non-SOV modes through TDM investments.~~

~~TDM complements and enhances other RTP policy areas by helping ensure the transportation system is used in a balanced way to maximize investments in transportation. TDM provides information, encouragement, and incentives to help people make more of their trips safely and comfortably without driving alone. TDM programs are developed and staffed by professionals trained in understanding the travel needs of various groups, such as commuters or school children, and creating methods of helping them make those trips without the need for an SOV trip.~~

~~A typical TDM program involves working with a defined group of people that have similar travel needs or live in a specific place. Trained staff discuss the transportation needs and interests of the group and provide information and incentives to encourage people to try a new travel mode. This work can take many forms, from participation in GetThereOregon.org, a statewide website provided by ODOT and dedicated to facilitating travel options use, to a localized outreach effort specific to a single housing development.~~

~~Active involvement in delivering TDM programming is needed at the state, regional and local levels. Certain programs are most effective when developed and led by local governments, school districts, Transportation Management Associations (TMA),~~

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~~employers or community organizations. Others are better suited to be conducted on a state or regional scale.~~

~~TDM is particularly effective when paired with other policies or capital investments. Building new or improved active transportation infrastructure provides an opportunity for TDM efforts to help people be aware of and use the new travel options available to them. Complementary TDM activities should be planned and budgeted for in capital system improvement projects to ensure people are aware of the new travel options available to them, and to help them create new travel patterns and habits.~~

~~As the region considers roadway pricing and parking management as strategies for reducing auto trips, TDM is an important component in ensuring that people’s mobility is maintained when these strategies are implemented. Making people aware of the existent options to paying a toll or fee can reduce the public’s financial burden and help improve reliability and efficiency of the transportation network.~~

~~A significant portion of the region’s current TDM activities are coordinated through the Regional Travel Options (RTO) program. This program, led by Metro on behalf of the entire region, currently coordinates partner activities and provides grant funds for TDM activities throughout the region. Through the RTO Strategy, the region’s TDM vision, goals, objectives, and needs are defined. Roles for regional partners are defined, as is the grant funding methodology and criteria.~~

3.3.11.2 Transportation demand management policies

TDM Policy 1	<u>TDM Policy, Planning, and Funding: Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding.</u> Develop and refine regional and local TDM policies and implementation plans to help reach climate, mobility and modal targets.
TDM Policy 2	<u>Financial Incentive Programs: Expand access to existing financial programs and establish new programs to reach more people.</u> Provide adequate TDM resources and programming to meet the public’s specific mobility needs for employment, education and essential services.

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TDM Policy 3 Place- and Event-Based TDM Programs: Deliver programs that meet the unique needs of specific locations and communities. ~~Provide and deliver TDM programming at a variety of scales: state, regional and local.~~

TDM Policy 4 Community-Centered and Inclusive TDM Programs: Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities. ~~Improve access to travel choices and eliminating barriers for marginalized communities, with a focus on communities of color and people with low incomes.~~

TDM Policy 5 Adaptive and Resilient TDM Programs: Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

TDM Policy 1. TDM Policy, Planning, and Funding: Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding. ~~Develop and refine regional and local TDM policies and implementation plans to help reach climate, mobility and modal targets.~~

This policy focuses on strengthening the framework for funding and coordination of TDM across local, regional, and state levels by embedding TDM into transportation plans, funding priorities, and policy development. Metro acts as a regional coordinator, bringing together and streamlining TDM information and resources to prevent duplication of efforts and encourage collaboration among community-based organizations, employers, and jurisdictions. To implement new rules at the state and regional level, an increased level of coordination, support, and focus on how TDM is delivered in the region is required.

Needs & Opportunities:

- Funding:** TDM efforts rely on a narrow set of revenue streams, limiting the ability to expand or innovate in response to changing community needs. The current funding available in the region is not expected to increase given uncertainty at the state and federal levels for transportation funding overall. In addition, there is a tension between maintaining funding for existing TDM programming and expanding TDM funding to new partners to support community needs or meet new policy expectations.

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- Capacity: Jurisdictions and organizations may not have the programmatic support needed at the local level to integrate new TDM guidance into transportation system plans, and agencies may not have the staff or partnerships to lead and support implementation following the planning process.
- Collaboration: Existing policies with strong potential—such as the DEQ Employee Commute Option (ECO) rule—can be leveraged through further coordination on data collection and employer engagement. In addition, there is opportunity to develop new state, regional and local transportation and land use policies, development code, and regulations to advance TDM, requiring coordination and collaboration across organizations to develop and implement.

TDM is a component of numerous federal, state, and regional plans, including:

Climate Friendly and Equitable Communities Program

ODOT Transportation Options Plan

DEQ Employee Commute Options Rule

Metro Climate Smart Strategy

Metro Regional Travel Options Strategy

Metro Transportation System Management & Operations Strategy

Regional Congestion Management Process

These plans identify implementation of TDM programs as a part of the actions required for objectives to be met. Sufficient policy development and planning must be in place so that the roles and responsibilities of various entities are established and understood. Current local planning is insufficient in defining how TDM is to be implemented at a local level. And regional TDM planning is focused primarily on delivering grant funding through the RTO program.

Planning for TDM programs should be expanded and coordinated at the state, regional and local levels to ensure programs exist and are effective at helping people drive less. For some TDM programs, implementation at a regional scale is the most cost effective and efficient means of delivery. Other TDM programming functions best at a local, county or school district scale. A comprehensive regional TDM effort involves multiple levels of effort coordinated between government and non-government partners.

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TDM Policy 2. Financial Incentive Programs: Expand access to existing financial programs and establish new programs to reach more people. Ensure adequate TDM resources and programming are deployed to meet the public's specific mobility needs for employment, education and essential services.

This policy focuses on advancing programs to reach more people and expand existing incentive programs. Transit pass programs and financial incentives are proven ways to increase transit ridership and improve access and mobility. By piloting new incentive models, the region can continue to encourage mode shift, reduce transportation costs, and support equitable access to travel options. The 2025 TDM Needs Assessment & Travel Options Survey found that existing transit pass programs can be challenging to administer but there is broad demand for these programs.

Needs and Opportunities

- Flexible Programs:** Employers and higher education providers seek more flexibility in pass programs to serve a more diverse range of employees, including hybrid workers and day passes for site staff for whom the cost of a universal pass is difficult to justify. Community-based groups have requested additional support to effectively manage enrollment in reduced fare programs, as well as access data to assess usage and need.
- Non-Commute Benefits:** As regional TDM programs work to encompass an "all-trips approach," there is a gap for people who do not have access to commute benefit programs through their work or who may primarily travel for other needs. Beyond transit passes, other incentive programs to improve access to travel modes have also seen success in mode-shift, such as bundled transit and shared micromobility incentives or "earn a bike" programs.
- Addressing Cost Barriers:** For many people, the cost of transportation is a significant obstacle to accessing jobs, services, and daily needs. Financial incentive programs help bridge this gap by reducing out-of-pocket expenses for existing travel services and improving access to essential equipment needed to participate in travel options. This is especially relevant for bicycling, where the up-front cost of a bicycle and safety gear can be prohibitive for many households.

TDM programs are most effective when they are tailored to the specific travel needs of a group or community. The region has moved from a broad-based, one-size-fits-all approach for TDM messaging and outreach, to implementing specific approaches for

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~~different travel needs. For example, helping commuters find other ways to get to work often involves working with employers to establish programs that include information and incentives at worksites. But for Safe Routes to School programs, an entirely different approach is needed to work with parents and children to help them see the fun being able to safely walk, bike or roll to school, as well as the benefits. The region should provide adequate funding, coordination and resources to effectively implement TDM.~~

~~Often, TDM efforts are compromised by a lack of first/last mile connections to transit, or by a lack of 24-hour transit service and vanpools. Many commuters live outside the region and have no option other than driving to work. Improvements to the regional transit system, as outlined in the transit policy section, are needed to improve TDM program effectiveness.~~

~~Regional funding for a portion of the region's TDM actions is provided through the RTO program. In its current form, the RTO program funds grants to partners conducting TDM activities. A portion of grant funds are reserved for partners with defined TDM plans and programs to ensure on-going funding is available. Other grant funds are aimed at pilot or one-time TDM projects, or to develop partner capacity to plan for and deliver TDM programs on an on-going basis. ODOT also provides funding to the RTO program to promote and expand use of the GetThereOregon.org website. Current funding levels are not sufficient to support an expanded TDM effort throughout the region. Additional state, regional and local funding will be needed to support these efforts.~~

TDM Policy 3. Place- and Event-Based TDM Programs: Deliver programs that meet the unique needs of specific locations and communities. Provide and deliver TDM programming at a variety of scales: state, regional and local.

This policy focuses on designing TDM programs that address the unique needs of specific locations and communities—such as schools, major events and destinations, and new active transportation capital projects and transit service. The rationale is rooted in the recognition that travel behavior is strongly influenced by the characteristics of places and events, and that targeted TDM interventions can effectively manage demand, increase mode shift, and improve access where transportation needs are most acute.

Needs & Opportunities:

Attachment B: Redline Version of Proposed RTP Updates



This document presents a redline version of updates to be included in the 2028 Regional Transportation Plan, which were developed concurrently with the Regional Transportation Demand Management Strategy. The updates are organized by RTP chapter and appendix.

January 12 2026

- **Managing Demand and Providing Transportation Choices:** Major destinations, including airports, event venues, and health care centers, are often located where existing transportation choices don't always meet individual trip needs. As a result, both travelers and workers have difficulty accessing travel options and may choose to drive alone. Major one-time events also provide an opportunity to work with event coordinators to support shifting attendees' travel choices, as well as provide relief for the neighboring community which may be impacted by the increased vehicle traffic. Building demand for sustainable travel options faces persistent challenges, most notably the widespread availability of free and/or abundant parking. This emerged across all Regional TDM Needs Assessment activities as a universal barrier to shifting travel behavior
- **School-Focused Programs:** School-focused programs are growing in popularity, but many students and families still face barriers to using travel options to school. For instance, parents and caregivers have concerns that their children are not safe waiting for the bus or traveling by active modes to school. Investing in creative solutions to support student safety on the trip to school through adult-led crossing guards or paid walking school bus leaders are ways that local efforts can directly impact the type of trip taken to school. In addition, school bus ridership is often not included in traditional Safe Routes to School programming, but it can be a critical way for students to travel to school without driving – particularly for those who live too far to walk or bike - but it is often underutilized.
- **Multifamily Housing-Focused Programs:** Working with community-based organizations (CBOs) and multifamily housing providers, TDM practitioners may be able to better serve families living in affordable housing and deliver programs to those who need it. In addition, as Metro and other agencies invest in transit-oriented development—both affordable and market-rate—there is an opportunity to use TDM to encourage transit use at these locations that are already well served by transit. In addition, many families living in affordable housing may have employment that doesn't offer traditional commute benefit programs, so offering TDM programs where there is a dense population of residents to receive information, and services may be a more effective way to support their travel needs.

A thorough regional TDM effort entails a variety of programs, at different scales and targeted towards a spectrum of travel needs. Delivery of these programs is most effective when it is led by the appropriate organization or government, depending on the program and its purpose.

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~~Creation of TDM policy and ordinances through local TSPs is a successful approach to defining how TDM programs can be tailored to fit local needs and infrastructure and be coordinated with regional-scale efforts. Providing a robust variety of successful TDM programs around the region comes from harnessing the efforts and expertise of cities, counties, regional and state agencies, as well as non-governmental organizations (NGO).~~

~~Government partners have oversight authority and responsibilities for managing parking and roadway pricing. Their role in these initiatives put them in a position to also lead complementary TDM efforts to help the public understand the travel alternatives available and ensure pricing strategies are implemented to their fullest potential. Non-governmental organizations (NGOs) have insights and relationships with communities that, when combined with the capabilities and responsibilities of governments, can lead to more effective and impactful TDM programming.~~

TDM Policy 4. Community-Centered and Inclusive TDM Programs: Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities. ~~Improve access to travel choices and eliminating barriers for marginalized communities, with a focus on communities of color and people with low incomes.~~

~~This policy focuses on designing TDM programming with and for the communities served, directly addressing disparities and fostering inclusion. Equitable access to travel options requires programs that are welcoming, safe, and responsive to the needs of the greater Portland region's diverse communities. While efforts to encourage more inclusive and representative programs and services have been advanced through updates to the RTO grant program since the 2018 Regional Travel Options Strategy and the 2022 RTO Racial Equity Strategy, additional investment and coordination is needed.~~

Needs & Opportunities:

- ~~**Safety:** Safety concerns in public spaces and fears linked to an individual's identity limit the ability of some communities to feel comfortable participating in travel options—or even attend events and activities held in public. Community-led solutions are needed to address safety and security concerns in the public realm, which directly influences transit ridership and the broader use of travel options.~~

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January 12 2026

- **Culturally Specific Programs:** Culturally specific programs are intentionally designed to reflect the values, languages, and lived experiences of specific communities. These programs help build trust, improve participation, and ensure travel options are accessible and relevant to the people they intend to serve.
- **Education & Hands-On Training:** Knowledge and skill development supports individuals in gaining the confidence and tools needed to use travel options safely and effectively. This includes activities such as personalized trip planning, group-based education, and learn-to-ride programs.

~~The negative impacts of auto-centric transportation investments in the region have fallen particularly hard on marginalized communities, especially communities of color and people with low incomes. TDM investments made through a racial equity focus begin to correct these impacts and improve multiple regional priorities by addressing known burdens on marginalized communities in accessing travel options, which includes cost, personal safety from harassment/bias and physical access to travel options. TDM efforts should focus on working with partners to learn together how to adapt and develop programming that is inclusive of and meets the needs of marginalized communities.~~

TDM Policy 5: Adaptive and Resilient TDM Programs: Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

~~The COVID-19 pandemic profoundly disrupted traditional transportation patterns, exposing gaps in current TDM strategies. The region must continue to be prepared for changes to travel behavior—whether that be impacts from a changing climate or shifting travel needs and priorities of a diverse region. As noted in Metro’s 2025 TDM Needs Assessment, the rise of hybrid and remote work has reduced the predictability of daily commutes, while flexible work arrangements have driven an increase in diverse, non-commute trips such as errands, medical visits, and recreational activities. This policy emphasizes building programs that can adapt and remain effective as travel patterns evolve. By prioritizing programming for diverse trip types and developing robust performance measurement tools, the region’s TDM investments can deliver long-term value and resilience.~~

Needs & Opportunities:

Attachment B: Redline Version of Proposed RTP Updates



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- Commute and Non-Commute Travel: TDM practitioners are challenged to adjust programming to focus on all types of trips; supporting the needs of workers most likely to continue to have a daily commute (such as essential workers and shift workers), as well as effectively supporting travel options access to non-commute related opportunities. Regional data shows a strong tie between remote work and income level, meaning most jobs that require workers to be in-person are lower-wage positions. In addition, the increase in non-commute trips for essential needs is often linked to caregiving – impacting parents and working families.
- Data Collection and Monitoring: TDM programs must expand trip pattern monitoring beyond traditional commute metrics to better understand changing travel behavior. Enhanced data collection and performance tracking will enable more agile, responsive, and effective program adjustments over time.
- Collaboration and New Service Models: As new mobility models emerge—such as mobility hubs, vanpools, shuttles, and e-bikes—strong public-private partnerships are needed to coordinate services, maintenance, funding, and user support. Cross-sector collaboration will be critical to scaling new travel options and ensuring their long-term viability.

~~Implementing meaningful TDM programming in many areas of the region is constrained by the lack of sidewalks, safe bicycling infrastructure or low levels of transit service. These same areas are often those with high percentages of Black, Indigenous, people of color and low-income residents. Continued focus and prioritization of improvements in these areas is a key part of ensuring that TDM programs can benefit everyone in the region.~~

CHAPTER 8: MOVING FORWARD TOGETHER

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.~~ Transportation Demand Management (TDM) 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

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January 12 2026

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:

- ~~**Commute:** Focus on reducing single occupancy vehicle (SOV) trips to work and colleges or universities. In the Metro region, this programming is delivered by a variety of transit providers, local jurisdictions, transportation management agencies (TMAs), non-profit organizations, and “in-house” transportation coordinators at employers. These programs help identify worksite commute solution plans, provide on-site events and outreach, or support employee trip planning and ride matching.~~
- ~~**Community:** Provides support for residents and families for trips outside of work and school – such as essential destinations like healthcare as well as recreational trips to parks or social activities. Examples of programming to support these trips comes in the form of community walking and rolling events or campaigns, trip and route planning to-and-from key destinations, and increasing access to active transportation investments with outreach, engagement, and supportive infrastructure.~~
- ~~**Safe Routes to School (SRTS):** Focuses on trips for school by pre-K12 students and families - whether by bike, bus, scooter, or mobility device. SRTS programs provide education and encouragement activities to help children and caregivers travel safely to and from school using these modes. SRTS programs can increase physical activity, reduce congestion, boost academic performance, improve health, and provide affordable travel options for families.~~

~~Each RTO program area works to advance RTP goals through the following activities:~~

- ~~**Grantmaking & Resource Distribution:** Activities related to the RTO grant solicitation process, ongoing coordination with grant-funded partners, and other efforts to distribute resources that reach local programs.~~

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- Metro’s grant program provides dedicated funding for TDM service providers across the region, along with project-based funding to support new partners and innovation opportunities. Metro works closely with grant-funded partners to deliver TDM services, identify gaps, and address community-identified needs. Local practitioners play a central role in implementing the Regional TDM Strategy, and Metro’s grant program will provide the framework for advancing local work in alignment with regional TDM policies and strategies.
- **RTO Programming & Direct Services:** Activities led directly by RTO staff through program development, implementation, and engaging directly with community.
 - Investments in staff time, coordination and technical assistance support efforts across the three RTO program areas (Commute, Community and Safe Routes to School), particularly where gaps or opportunities have been identified by local partners or Metro that regional support can help advance. The RTO work program will identify specific policies and strategies in which Metro can advance emerging needs or underdeveloped areas of work but may not yet be fully operational in the region.
- **Research & Evaluation:** Activities related to travel options research and evaluation of RTO program outcomes.
 - Metro conducts ongoing evaluation of RTO investments, as well as research on travel options needs and opportunities, to inform both grantmaking and programming. Consistent with its performance measurement role identified in the Regional TDM Strategy, RTO staff will also support expanded regional data collection and coordination with partners.
- **Policy & Partnerships:** Activities that involve coordination with partners and opportunities to influence policy outcomes, even when Metro may not be the final decision-maker.
 - As a regional convener, Metro plays an important role in bringing partners together to collaborate, advance policies, and influence decision-making on issues that directly affect TDM.

Regional policy development

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January 12 2026

- ~~○ 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.~~

RTP APPENDIX J: CLIMATE SMART STRATEGY IMPLEMENTATION AND MONITORING AND 2014 CLIMATE SMART STRATEGY PERFORMANCE MONITORING APPROACH

Appendix J Table 2: Climate Smart Strategy implementation and performance monitoring

6. Provide information and incentives to expand the use of travel options

- ~~a. Share of people with access to a transportation subsidy or financial incentive program, outside of employer or school-provided programs. Share of households participating in individual marketing~~
-

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b. Share of workers who have access to an employer-provided transportation financial incentive.~~Share of workforce participating in commuter programs~~

c. Share of K-12 students with access to programs that provide incentives and support to walk, bike, take transit, or ride the school bus.

IN CONSIDERATION OF RESOLUTION NO. 26-5563, FOR THE PURPOSE OF ADOPTING THE REGIONAL TRANSPORTATION DEMAND MANAGEMENT STRATEGY, INCLUDING UPDATES FOR THE 2028 REGIONAL TRANSPORTATION PLAN AND THE CLIMATE SMART STRATEGY

Date: April 6, 2026
Department: Planning, Development and Research
Meeting Date: April 23, 2026
Prepared by: Noel Mickelberry, she/her, Senior Transportation Planner

Presenter(s):
Noel Mickelberry, she/her, Senior Transportation Planner
Grace Stainback, she/her, Associate Transportation Planner
Jean Senechal Biggs, she/her, Resource Development Manager

Length: 15 minutes

ISSUE STATEMENT

The Regional Transportation Demand Management (TDM) Strategy is a topical plan of the Regional Transportation Plan (RTP) and establishes a coordinated regional approach to TDM policies, programs, and services that support people to walk, bike, roll, take transit and share rides. In addition, the Regional TDM Strategy provides the framework for Metro’s Regional Travel Options (RTO) program activities and approximately \$4 million in annual investments. Metro funds the RTO program through Metro’s Regional Flexible Fund Allocation (RFFA), as well as state grant funds dedicated to travel options.

Following two years of engagement and strategy development, staff conducted a 30-day public comment period on the Draft Regional TDM Strategy. Staff presented the strategy to the Metro Council on February 10, 2026, prior to the public hearing that was held on February 12, 2026. Staff incorporated feedback from Metro Council, TPAC, Metro staff, and the public into the adoption draft.

ACTION REQUESTED

Approve Resolution 26-5563, for the purpose of adopting the Regional TDM Strategy (Exhibit A), including updates for the 2028 Regional Transportation Plan (RTP) and the Climate Smart Strategy (Exhibit B).

IDENTIFIED POLICY OUTCOMES

The Draft Regional TDM Strategy and corresponding updates to the RTP will guide how Metro invests in TDM, support integration of TDM into local planning processes and capital projects and provide a framework to monitor and measure performance of TDM in the region. TDM policies, programs, and investments play an important role in advancing all five RTP goals: Mobility Options, Safe System, Equitable Transportation, Thriving Economy, and Climate Action and Resilience.

The Regional TDM Strategy proposes updates to TDM policies, definitions, and Climate Smart Strategy implementation monitoring measures for the 2028 RTP Update. The updated TDM policies are listed below, with the full summary of RTP updates included as Exhibit B. Additional details on supporting strategies, implementation roles, complementary policy areas and implementation examples are included in Exhibit A, the full strategy draft.

- **Policy 1: TDM Policy, Planning, and Funding:** Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding.
- **Policy 2: Financial Incentive Programs:** Expand access to existing financial programs and establish new programs to reach more people.
- **Policy 3: Place- and Event-Based TDM Programs:** Deliver programs that meet the unique needs of specific locations and communities.
- **Policy 4: Community-Centered and Inclusive TDM Programs:** Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities.
- **Policy 5: Adaptive and Resilient TDM Programs:** Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

POLICY QUESTION(S)

- Should the Metro Council approve the resolution to adopt the Regional TDM Strategy and updates to the RTP and Climate Smart Strategy as recommended by JPACT?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

The Joint Policy Advisory Committee on Transportation (JPACT) is scheduled to consider recommending approval of Resolution 26-5563 to the Metro Council on April 16, 2026.

Should JPACT recommend approval, the Metro Council will consider adopting Resolution 26-5563 at its meeting on April 23, 2026.

- If the Metro Council adopts the resolution, the Regional TDM Strategy will be included as a topical policy document of the 2028 RTP, with the updates reflected in Exhibit B incorporated into the 2028 RTP and Climate Smart Strategy update.
- If the Metro Council does not adopt the resolution, the Regional TDM Strategy will not move forward as a topical policy document of the 2028 RTP nor will the updates reflected in Exhibit B carry forward into the RTP and Climate Smart Strategy. Metro Council would be asked to identify changes it would want JPACT to approve to allow the resolution to move forward.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Regional Transportation Plan: The Regional TDM Strategy supports regional coordination and guidance for TDM in the region, which support all five RTP goals by promoting an increased use of travel options, reducing vehicle miles traveled, removing barriers to transportation, improving access to jobs, and reducing emissions from single occupancy vehicle trips. The Regional TDM Strategy proposes updates to the TDM policies in the RTP and is an implementation action identified in Chapter 8 of the 2023 RTP.

Regional and State Policies: TDM also supports delivering and meeting requirements of several other state and regional policies and rules. TDM is identified as a system completion measure under Metro's Regional Mobility Policy and is incorporated into state Transportation Planning Rule as a required component in Transportation System Plans. The Regional TDM Strategy identifies updates to the implementation monitoring measures for Policy 6 of the Climate Smart Strategy and supports Metro's federally mandated Congestion Management Process, along with implementation of Oregon Transportation Plan and Oregon Highway Plan policies, as an implementation strategy prior to adding roadway motor vehicle capacity. TDM programs in the region also support implementation of DEQ's Employee Commute Option (ECO) rule.

Incorporating Council Feedback: At the February Council Work Session, the project team received feedback from Metro Council and incorporated updates based on that feedback, which include:

- Pg. ES-5: Clarified relationship between the Regional TDM Strategy and the RTP: *Implementation of the TDM Strategy will be responsive to updates to RTP goals, objectives and performance measures and targets that are defined on the regional scale and that TDM supports through prioritized resources, guidance and performance measurement activities.*
- Pg. 54: Clarified timing of both 'exploratory' Regional TDM Performance Metrics: *This assessment will occur during the 2028 RTP process and may inform project-level assessment in the 2028 RTP update and subsequent RTP cycles.*
- Pg. 66: Clarified the implementation role of the Regional TDM Strategy in relation to performance targets in the RTP: *Implementation activities should continue to adapt to future RTP updates reflecting evolving regional needs and performance benchmarks.*
- Pg. 66: Added *Mode share* to the list of 2023 RTP performance targets in Table 8, which the RTO program and partners will monitor to inform TDM planning and delivery.

Anticipated Effects: Following adoption of the Regional TDM Strategy and resolution, Metro staff will integrate the adopted TDM policies and strategies into the RTO Work Program. This includes incorporating the policies and strategies into the RTO grant program and identifying near-term priority strategies for RTO staff to lead and develop in coordination with partners. Chapter 5 of the Regional TDM Strategy details the components and development of the RTO Work Program.

BACKGROUND

As an implementation action identified in the 2023 RTP, Metro has developed the region's first comprehensive Regional TDM Strategy. The Regional TDM Strategy defines new TDM policies and supporting strategies for the RTP, as well as implementation roles and complementary investments. In addition, the Regional TDM Strategy identifies a performance measure framework to track progress toward regional goals and performance targets.

A Regional Approach to TDM Programs and Grantmaking

A significant portion of the region's current TDM activities are coordinated through the [Regional Travel Options \(RTO\) program](#), which sets priorities, administers grants, and provides technical assistance. Since 2003, the RTO Strategy – updated every 5-10 years – has primarily guided the allocation of Regional Flexible Funds to TDM activities. Since the last RTO Strategy update in 2018, regional and state policy identified the need for greater regionwide coordination on TDM policy, planning and programming. The Regional TDM Strategy identifies a policy framework to coordinate TDM activities at the regional scale, as well as an RTO-specific work program framework to guide the next 10 years of RTO grantmaking, direct programming, research & evaluation, and policy support.

Project Phases and Engagement

Phase I (Assessment) of the project began in Summer 2024 and was completed in March 2025, resulting in a Regional TDM Needs Assessment identifying gaps and opportunities of existing programming, and key themes to inform the Regional TDM Strategy.

Engagement and inputs for Phase I included:

- A review of previous engagement conducted through the 2023 RTP process to incorporate relevant community input into the assessment.
- An evaluation of 2019-2023 RTO Grant Program investments.
- Focus groups with communities not currently engaged with Metro RTO in each of its three program areas (Commute, Community, and Safe Routes to School).
A survey of regional TDM practitioners on program needs and priorities.

Phase II (Strategy Development), which began in April 2025, built on this foundation and developed policies, definitions, implementation roles and a performance measurement approach for TDM in the region.

Engagement and inputs for Phase II included:

- A Technical Work Group that included TDM practitioners and key local, regional, and state partners.
- A public survey on TDM program priorities in September 2025, receiving over 400 responses.
- An RTO partner workshop hosted at Metro in November 2025 with over 50 attendees from local jurisdictions and community-based organizations delivering TDM programming.
- A 30-day public comment period was held from January 12-February 13 on the draft strategy.

ATTACHMENTS

None



Metro

600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov

Agenda #: 6.1

File #: ORD 26-1536

Agenda Date: 3/5/2026

Ordinance No. 26-1536 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the 82nd Avenue Transit Project

Ally Holmqvist, Senior Planner

Melissa Ashbaugh, Senior Planner

Jesse Stemmler, Interim 82nd Avenue Transit Project Director, TriMet

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2023) ORDINANCE NO. 26-1536
REGIONAL TRANSPORTATION PLAN TO)
INCLUDE THE LOCALLY PREFERRED) Introduced by Chief Operating Officer
ALTERNATIVE FOR THE 82ND AVENUE) Marissa Madrigal in concurrence with
TRANSIT PROJECT) Council President Lynn Peterson

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12 (Transportation), as implemented through the Transportation Planning Rule and the Metropolitan Greenhouse Gas Reduction Targets Rule; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, transit is a key element of the Climate Smart Strategy and the RTP; and

WHEREAS, in June 2010, the Metro Council adopted Ordinance No. 10-1241B, amending the 2004 RTP to comply with federal and state law, which included adoption of the Regional High Capacity Transit (HCT) System Plan; and

WHEREAS, in 2018 the Metro Council adopted the Regional Transit Strategy (RTS), as a component of the RTP, via Resolution No. 18-4892, which established the regional vision to make transit more frequent, convenient, accessible and affordable for everyone; and

WHEREAS, the HCT Strategy is a component of the 2018 RTS which was updated by Resolution No. 23-5348 to include new high capacity transit-related policies and identified high capacity transit lines on the Regional Transit Network map to better reflect the RTS vision; and

WHEREAS, the 2023 HCT Strategy identified the 82nd Avenue corridor as a Tier 1 near-term priority investment which is included on the RTP 2030 financially constrained project list; and

WHEREAS, the most recent update to the RTP was completed on November 30, 2023, following approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or policies or to substantially modify existing projects or policies in the RTP; and

WHEREAS, the public must be provided an opportunity to review and comment on proposed amendments to the RTP, consistent with the policies and procedures in Metro's Public Engagement Guide; and

WHEREAS, ongoing efforts to address congestion in the region include directing growth in designated centers and corridors served by high-quality transit in combination with investments in system and demand management strategies, improving transit service and reliability, increasing bicycle and pedestrian connections and adding roadway capacity in targeted ways; and

WHEREAS, the 82nd Avenue Transit Project was identified in the 2023 RTP's financially constrained list of projects and programs; and

WHEREAS, Metro's Transportation Funding Task Force also designated the 82nd Avenue Corridor as a Tier 1 priority in their 2019 Recommendation for Corridor Investments and underscored the need to complete corridor planning to facilitate longer-term corridor investments; and

WHEREAS, the City of Portland and the Oregon Department of Transportation have transferred the portion of 82nd Avenue between Clatsop Street and Killingsworth Street from state to city ownership, and the City of Portland has begun investing in safety and maintenance on 82nd Avenue and developed a plan to reenvision this part of the corridor; and

WHEREAS, in June 2022, Metro convened a Steering Committee led by Metro Councilors from District 2 and District 6 with local elected officials, representatives of project partner agencies and community members. The committee was charged with recommending a Locally Preferred Alternative (LPA) and funding strategy for high-capacity transit on the 82nd Avenue corridor; and

WHEREAS, the 82nd Avenue Transit Project Steering Committee met numerous times, heard public input and testimony, and unanimously recommended the LPA for adoption on January 16, 2025; including the mode of transportation, alignment, and general station locations;

WHEREAS, the LPA was endorsed by the Board of Clackamas County Commissioners, the Oregon Department of Transportation, and the Port of Portland with letters of support dated June 10, 2025, May 5, 2025, and May 2, 2025, respectively; and

WHEREAS, the City of Portland City Council unanimously adopted Resolution Number 37706 on May 21, 2025 endorsing the LPA with Conditions of Approval; and

WHEREAS, the Multnomah County Board of Commissioners unanimously adopted Resolution Number 2025-023 on April 17, 2025, endorsing the LPA; and

WHEREAS, the TriMet Board of Directors unanimously adopted Resolution Number 25-03-15 on March 26, 2025, recommending confirmation of the LPA; and

WHEREAS, on June 12, 2025, JPACT approved Resolution Number 25-5495 for the purpose of endorsing the Locally Preferred Alternative for the 82nd Avenue Transit Project and submitted the resolution to the Metro Council for approval; and

WHEREAS, at its meeting on June 26, 2025, Metro Council approved Resolution No. 25-5495 endorsing the Locally Preferred Alternative for the 82nd Avenue Transit Project; and

WHEREAS, FTA requires that the Locally Preferred Alternative be included in the Financially Constrained RTP and the Metropolitan Transportation Improvement Plan in order to be considered for a Small Starts Capital Investment Grant project rating; and

WHEREAS, Metro held a 45-day public comment period on the requested amendment from November 3 to December 19, 2025; and

WHEREAS, the Metro Council held a public hearing on December 4, 2025 to accept public testimony and comments regarding the requested RTP amendment; and

WHEREAS, JPACT and MPAC have recommended approval of the requested RTP amendment by the Metro Council; and

WHEREAS, the Metro Council held an additional public hearing on the requested RTP amendment on March 5, 2026; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The 2023 Regional Transportation Plan is hereby amended, as indicated in attached Exhibit A, attached and incorporated into this ordinance.

ADOPTED by the Metro Council this ___ day of _____, 2026.

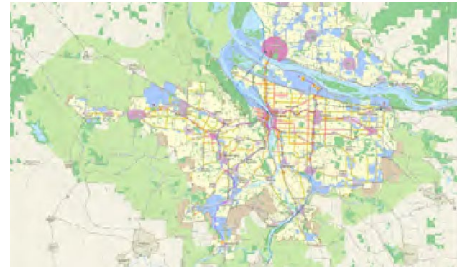
Lynn Peterson, Council President

Attest:

Approved as to Form:

Georgia Langer, Recording Secretary

Carrie MacLaren, Metro Attorney



Proposed amendments to the 2023 RTP to reflect the 82nd Avenue Locally Preferred Alternative

oregonmetro.gov/rtp

This exhibit documents proposed amendments to the 2023 Regional Transportation Plan to reflect the 82nd Avenue Transit Project Locally Preferred Alternative endorsed by the Joint Policy Advisory Committee on Transportation and the Metro Council in June 2025.

The amendments are shown in ~~red strikethrough~~ and underscore and include:

- Appendix AA: 82nd Avenue Transit Project LPA (***new***)
- Chapter 3: System Policies to Achieve Our Vision
- Chapter 5: Our Transportation Funding Outlook
- Chapter 6: Regional Programs Projects to Achieve Our Vision
- Appendix A: Financially Constrained List of Projects and Programs
- Appendix W: Status of current major projects
- Appendix V: Future corridor refinement planning

Metro and regional partners have made significant progress on this project and are ready to take the next step in moving forward into project development and pursuing funding opportunities. To be eligible for federal and state funding, the Locally Preferred Alternative (LPA) must be adopted in the RTP. The requested amendments will bring the 82nd Avenue Transit Project LPA into the 2023 RTP to support the project moving forward into project development and make the project eligible to compete for federal and state funding opportunities now.



APPENDIX AA

2023 Regional Transportation Plan

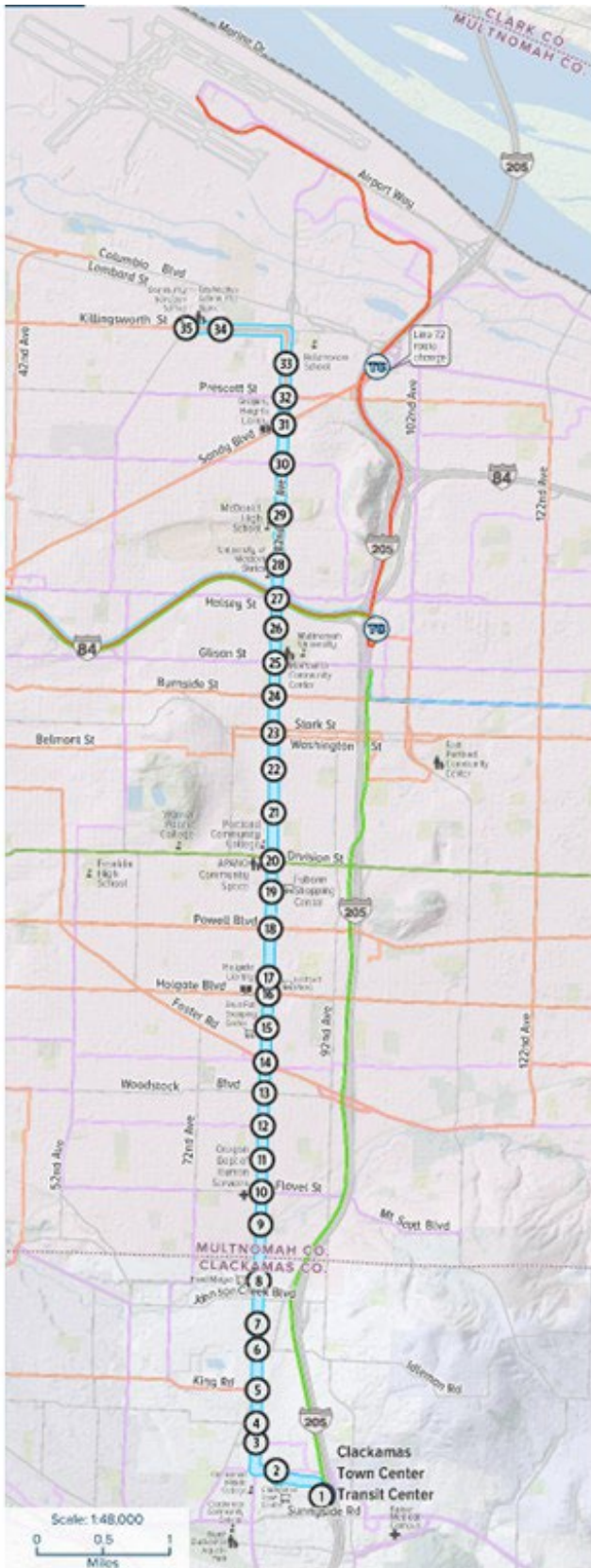
82nd Avenue Transit Project Locally Preferred Alternative

oregonmetro.gov/rtp

82nd Avenue Transit Project Steering Committee Locally Preferred Alternative

The recommended Locally Preferred Alternative for high-capacity transit in the 82nd Avenue corridor is Frequent Express (FX) bus rapid transit with general stations at the locations indicated on the attached map, operating between Clackamas Town Center Transit Center and the Cully Boulevard and Killingsworth Street area.

82nd Avenue Transit Project Locally Preferred Alternative



Elements of Locally Preferred Alternative

- Frequent express bus rapid transit route
- General station location

Transit Network

- Green MAX line
- Red MAX line
- Blue MAX line
- Blue, green, red MAX lines
- FX-frequent express service bus line
- Frequent service bus line
- Other bus line

Transit lines for LPA

- Transit center
- Community space
- Medical facility
- School
- Major shopping hub
- Library

Map Key	Proposed General Station Locations
1	Clackamas Town Center Transit Center
2	Clackamas Town Center
3	SE Cousey Ave & SE 82nd Ave
4	South of SE Boyer Dr (Winco) & SE 82nd Ave
5	SE King Rd & SE 82nd Ave
6	SE Otty Rd & SE 82nd Ave
7	SE Overland St & SE 82nd Ave
8	SE Lindy St & SE 82nd Ave
9	SE Crystal Springs Blvd & SE 82nd Ave
10	SE Flavel St & SE 82nd Ave
11	SE Bybee Blvd & SE 82nd Ave
12	SE Duke St & SE 82nd Ave
13	SE Woodstock St & SE 82nd Ave
14	SE Foster Rd & SE 82nd Ave
15	SE Raymond St & SE 82nd Ave
16	SE Holgate Blvd & SE 82nd Ave
17	SE Boise St & SE 82nd Ave
18	SE Powell Blvd & SE 82nd Ave
19	SE Woodward St & SE 82nd Ave
20	SE Division St & SE 82nd Ave
21	SE Mill St & SE 82nd Ave
22	SE Taylor Ct & SE 82nd Ave
23	SE Stark St / SE Washington St & SE 82nd Ave
24	E Burnside St & NE/SE 82nd Ave
25	NE Glison St & NE 82nd Ave
26	NE Holladay St & NE 82nd Ave
27	I-84 & NE 82nd Ave
28	NE Tillamook St & NE 82nd Ave
29	McDaniel High School & NE 82nd Ave
30	NE Fremont St & NE 82nd Ave
31	NE Sandy Blvd & NE 82nd Ave
32	NE Prescott St & NE 82nd Ave
33	NE Alberta St & NE 82nd Ave
34	NE Lombard St & NE 72nd Ave
35	NE Cully Blvd & NE Killingsworth St

Proposed Amendments to 2023 Regional Transportation Plan Chapter 3

Amend Figure 3.24 Regional Transit Network Map to:

- Revise the northern extent and terminus of 82nd Avenue corridor high capacity transit to match the Locally Preferred Alternative (to NE Cully Blvd /NE Killingsworth St from Sandy Blvd/Parkrose Sumner Transit Center)

Proposed Amendments to 2023 Regional Transportation Plan Chapter 5

- Update **Figure 5.2 Flow of transportation revenues into the greater Portland region** to:
 - add \$77,500,000 to assumed “Regional and Local Sources \$39 billion”,
 - add \$630,000 to assumed “Federal Sources \$15 billion”, and
 - add \$43,930,000 to the “Transit Capital \$4.6B” total
 - add to figure “Source” note “additional Federal, state, and local dedicated funding from new revenue sources identified as part of the transit project Locally Preferred Alternative(s) (not accounted for in the revenue forecast)”.
- Update **Figure 5.4: Federal transportation revenue sources in the 2023 RTP** to add \$630,000.
- Update **Figure 5.6: Regional transportation revenue sources in the 2023 RTP** to add \$28,000,000.
- Update **Figure 5.7: Local transportation revenue sources in the 2023 RTP** to add \$49,500,000.
- Update **Table 5.5 RTP constrained revenue forecast for capital projects, 2023 to 2045 (YOE\$)** to reflect the addition of \$22,930,000 in revenue:
 - add a new row “Additional Federal, state, and local dedicated funding from new revenue sources available identified as part of recent transit project Locally Preferred Alternative processes (not accounted for above)”,
 - update “Total revenues available for capital projects in the 2023 RTP: \$28,130.45”, and
 - update page 5-26 paragraph 1 text to reflect updates to Table 5.5 totals.
- Update **Figure 5.9 2023 RTP total anticipated spending by investment category (YOE\$)** to add \$22,930,000 to “27.9B Capital Project Spending” and “69.3B Total RTP anticipated spending”.
- Update **Figure 5.10 Total anticipated capital and O&M investment spending, FY 2024 to FY 2045 (YOE\$)** to add \$22,930,000 to “69.3 billion 2023-2045 RTP Constrained List”.
- Update **Table 5.7 Estimated costs for RTP Constrained Project List in YOE\$, 2023-2045** to:
 - add \$43,930,000 to:
 - “Transit Capital Investments (YOE\$) Near Term 2023-2030: 1,575,610,000”,
 - “Transit Capital Investments (YOE\$) Total 2023-2045: 4,647,590,000”,
 - remove \$21,000,000 from:
 - “Roads and Bridges Near Term 2023-2030: 3,047,874,000” and
 - “Roads and Bridges Total 2023-2045: 3,047,874,000”.
 - add \$22,930,000 to:
 - “RTP Capital Projects and Programs (YOE\$) Total Estimated RTP Costs (YOE\$) Near Term 2023-2030: 8.57 billion”,
 - “RTP Capital Projects and Programs (YOE\$) Total Estimated RTP Costs (YOE\$) Total 2023-2045: 27.87 billion”,
 - “Total estimated RTP Costs (YOE\$) Near Term 2023-2030: 19.07 billion”, and
 - “Total estimated RTP Costs (YOE\$) Total 2023-2045: 69.3 billion”.
- Update **Figure 5.11: Cost and number of RTP constrained capital projects by investment area (YOE\$)** to add \$43,930,000 to “Transit Capital \$4.6B”

- Update **Table 5.8: Demonstration of financial constraint of the 2023 RTP, 2023-2045 (YOE\$)** to add \$22,930,000:
 - to “Capital projects Constrained revenues: \$28,130,454,000”,
 - to “Capital projects Constrained costs: \$27,872,866,000”,
 - to “Total Constrained revenues: \$70,385,197,000”,
 - to “Total Constrained costs: \$69,320,668,000”,
 - by updating the table note to reflect the new revenue sources, and
 - by updating page 5-34 paragraph 1 text to reflect updates to Table 5.8 totals.
- Update **Table 5.9: Road-related revenue forecast compared to total costs, 2023 - 2045 (YOE\$)** to remove \$21,000,000 from:
 - “Capital projects Constrained revenues: \$23,277,904,000”,
 - “Capital projects Constrained costs: \$23,225,276,000”,
 - “Total Constrained revenues: \$39,317,204,000”, and
 - “Total Constrained costs: \$38,509,965,000”.
- Update **Table 5.10: Transit-related revenue forecast compared to total costs, 2023 - 2045 (YOE\$)** to add \$43,930,000:
 - to “Capital projects Constrained revenues: \$4,852,550,000”,
 - to “Capital projects Constrained costs: \$4,647,590,000”,
 - to “Total Constrained revenues: \$31,067,993,000”,
 - to “Total Constrained costs: \$30,810,703,000”, and
 - by updating the table note to reflect the new revenue sources

Proposed Amendments to 2023 Regional Transportation Plan Chapter 6

- Update **Figure 6.3: Map of RTP Financially Constrained Projects, 2023-2045** to add \$22,930,000 to “27.9B Capital Project Spending”.
- Update **Table 6.3 : Estimated costs for Constrained RTP Project List** to:
 - add \$43,930,000 to:
 - “Transit Capital Near Term 2023-2030: \$1.58 billion”,
 - “Transit Capital Total 2023-2045: \$4.65 billion”,
 - remove \$21,000,000 from:
 - “Roads and bridges capital Near Term 2023-2030: \$3.05 billion” and
 - “Roads and bridges capital Total 2023-2045: \$7.41 billion”.
 - add \$22,930,000 to:
 - “RTP Capital Projects and Programs (YOE\$) Total Estimated RTP Costs (YOE\$) Near Term 2023-2030: 8.57 billion”,
 - “RTP Capital Projects and Programs (YOE\$) Total Estimated RTP Costs (YOE\$) Total 2023-2045: 27.87 billion”,
 - “Total estimated RTP Costs (YOE\$) Near Term 2023-2030: 19.07 billion”, and
 - “Total estimated RTP Costs (YOE\$) Total 2023-2045: 69.3 billion”.
- Update **Figure 6.4: Total estimated investment by 2045 (YOE\$)** to add \$22,930,000 to “27.9B Capital Project Spending” and “69.3B Total RTP anticipated spending”.
 - Update page 6-16 paragraph 1 to reflect these updates to Figure 6.4 totals.
- Update **Figure 6.6: Greater Portland region: Cost and number of RTP constrained list projects by investment category, 2023-2045** to add \$43,930,000 to “Transit Capital \$4.6B”
- Update **Figure 6.8: TriMet: Cost and number of RTP constrained list capital projects by investment category, 2023-2045** to add \$43,930,000 to “\$4.33B total constrained capital RTP spending [YOE \$]”
- Update **Figure 6.10: City of Portland and Port of Portland: Cost of RTP constrained list capital projects by investment category, 2023-2045** to remove \$21,000,000 from “\$2.20B total constrained capital RTP spending [YOE \$]”
- Update **Table 6.5: Summary of RTP constrained list transit capital projects and planned service** to add \$43,930,000 to “Estimated capital cost in YOE dollars Near-term Constrained List (2023-2030): \$1.58 billion”.
- Update **Figure 6.18: Greater Portland region: Map of RTP constrained list transit capital projects and planned service, 2030** to revise the northern extent and terminus of project #12029 to match the Locally Preferred Alternative (to NE Cully Blvd /NE Killingsworth St from Sandy Blvd/Parkrose Sumner Transit Center).
- Update **Figure 6.19: Greater Portland region: Map of RTP constrained list transit capital projects and planned service, 2045** to revise the northern extent and terminus of project #12029 to match the Locally Preferred Alternative (to NE Cully Blvd /NE Killingsworth St from Sandy Blvd/Parkrose Sumner Transit Center).

- Update **Table 6.7: Summary of RTP constrained list roads and bridges projects** to remove \$21,000,000 from “Estimated capital cost in YOE dollars Near-term Constrained List (2023-2030): \$3.05 billion”.

Proposed Amendments to Appendix A to the 2023 Regional Transportation Plan



(shown in red ~~strikethrough~~ and underline)

RTP Investment Category	County or counties	Nominating Agency	Primary Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated cost (in YOE dollars)	Time Period	Financially Constrained
Transit - High Capacity	Multnomah County	TriMet	TriMet	12029	HCT: 82nd Ave Transit Project	Clackamas Town Center	TBD <u>NE Cully Blvd and NE Killingsworth Street</u>	Contingent on federal, state and local funding commitments, the 82nd Ave Transit Project will improve travel between Clackamas Town Center and important destinations in NE Portland with easier, faster and more reliable bus service as well as necessary safety and accessibility improvements, paving and signals. Planning work will include identifying and prioritizing complementary multimodal safety improvements to make 82nd Avenue safer for all travel modes. <u>The 82nd Avenue Transit Project would implement a new bus rapid transit line and related improvements in a 10-mile corridor in Portland and unincorporated Clackamas County, Oregon. The line would connect the NE Cully Boulevard and NE Killingsworth Street area in Portland and the Clackamas Town Center Transit Center in Clackamas County, running primarily along NE/SE 82nd Avenue.</u>	\$ 300,000,000 <u>\$ 344,000,000</u>	2023-2030	Yes
Roadway (Capital)	Multnomah County	Portland	Portland	11844	82nd Ave Corridor Improvements	NE Lombard St	SE Clatsop St	Design and implement multimodal improvements to sidewalks, crossings, transit stops, striping, and signals to enhance ped/bike safety, access to transit, and transit operations. Address major asset needs including pavement, ADA ramps, and traffic signals.	\$ 150,000,000 <u>\$ 129,000,000</u>	2023-2030	Yes

Projects submitted to RTP by nominating agency.

Download the project data in excel at: www.oregonmetro.gov/rtp

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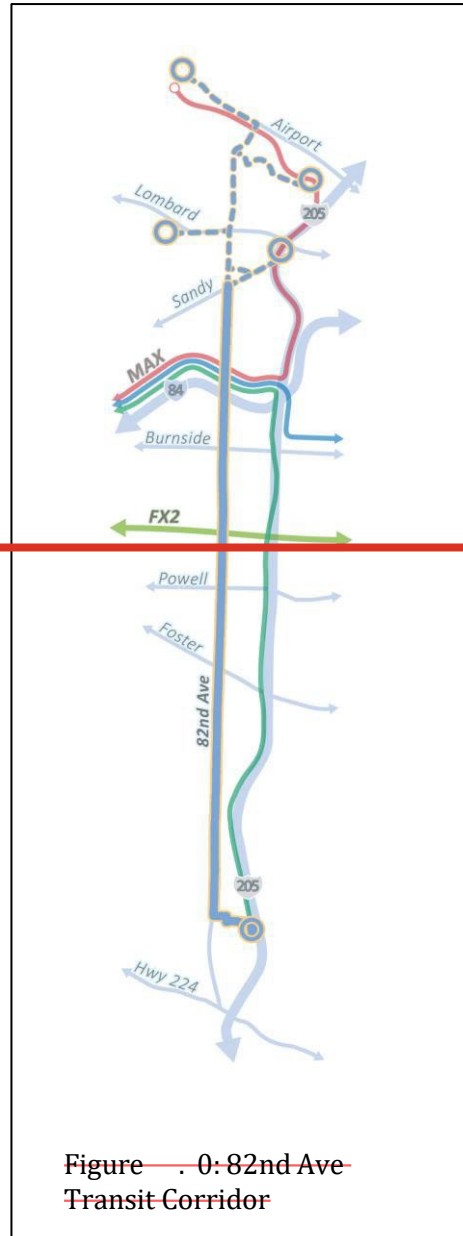
Proposed Amendments to Appendix W to the 2023 Regional Transportation Plan ~~(shown in red strikethrough and underscore)~~

~~Metro, TriMet, the City of Portland, Clackamas County, ODOT, Multnomah County, and the Port of Portland as well as community members are collaborating to~~ develop a rapid bus transit project in the 82nd Avenue corridor ~~between Clackamas Town Center and a northern terminus yet-to-be-determined. In addition, Metro is working to support a community-led equitable development strategy (EDS) that will address community priorities outside of, but often-related to the transit project investment.~~

~~The 82nd Avenue corridor is a major route for the region connecting key destinations and communities in Clackamas County and Portland, Oregon and supporting the movement of people and goods in a diverse and growing area. The corridor serves many people who are part of BIPOC, limited English proficiency, and low-income communities, zero car household, or living with a disability. 82nd Avenue was once the primary north-south highway for the area before Interstate 205 was opened in 1983. Since then, the primary function of 82nd Avenue as a regional thoroughway has diminished, but its importance as a transit and pedestrian corridor has grown. The roadway continues to carry substantial amount of freight, auto, and bus traffic.~~

~~TriMet's Line 2 - Killingsworth/82 serves the 82nd Avenue corridor and is the highest ridership bus line in TriMet's system, and exceeds ridership on the Orange and Yellow Max light rail lines. However, unlike light rail transit, the bus runs in mixed traffic and is often delayed.~~

~~Line 72 is a frequent service route connecting riders to major destinations, high-capacity transit lines (the new Division FX2 and the MAX Green, Blue, and Red Lines), and over 20 bus routes just in the corridor.~~



It is a workhorse with high ridership all day and weekends and saw relatively high retention of riders during the pandemic.

The need for a major transit improvement has been identified in multiple plans including the 2010 High Capacity Transit (HCT) System Plan, the 2018 Regional Transportation Plan (RTP), and the 2018 Regional Transit Strategy. In 2019, Metro's Transportation Funding Task Force selected 82nd Avenue as a Tier 1 priority to include a bus rapid transit project investment. The steering committee has called for the project to address transit speed and reliability, safety, needs of transit-dependent communities in the corridor, and to reduce pollution and greenhouse gas emissions, while designing for a constrained physical environment.

The 82nd Avenue Transit Project would improve transit in the corridor by adding: new buses with greater capacity, improved pedestrian facilities and access, better lighting, transit signal priority and physical bus priority in the roadway to move the bus through congestion, and better stations with shelters, seating, lighting, and real-time bus arrival information. The work will be integrated with the streetscape improvements both planned and underway.

The need is urgent with an unprecedented opportunity for an 82nd Avenue bus rapid transit project to leverage and complement a \$185 million investment that the City of Portland, the State of Oregon, and regional partners are making as part of the 82nd Avenue jurisdictional transfer. These investments provide the opportunity to reimagine the corridor to improve safety and pedestrian facilities in conjunction with high-quality, frequent, reliable Bus Rapid Transit service. The City of Portland and ODOT are already making near-term safety, paving, and maintenance fixes that will improve access to transit. A second phase of that work is underway through the City's Building a Better 82nd Avenue program to identify additional improvements within Portland for the corridor. These improvements would complement/support the transit investment and could be delivered with the transit project. The project will be further bolstered by receiving a \$630,000 planning grant from the FTA's Areas of Persistent Poverty program.

The people who live along 82nd Avenue are more likely to rely on transit than the general population with a high number of equity communities in greater representation than the region as a whole. These include people that are low-income, BIPOC, have limited English proficiency, live with a disability, or live in zero-car households or in affordable housing. In addition, 82nd Avenue is high injury corridor with inadequate pedestrian facilities, lighting, and limited signalized crosswalks and few transit shelters.

The project anticipates having an approved locally preferred alternative demonstrating regional consensus around the transit mode, general station locations, and alignment in winter of 2023/24. The NEPA phase of the project would begin post approval of the LPA and after early corridor design is underway.

82nd Avenue supports the movement of people and goods in a diverse and growing area, connecting people to essential jobs, education facilities, shopping and community services from Clackamas Town Center to Portland's Cully neighborhood. Once the area's primary north-south highway before Interstate 205 opened in 1983, 82nd Avenue has long been a critical regional mobility corridor, and the importance of transit and pedestrian connections has only grown since that time. A substantial number of people continue to travel the corridor each day to get where they need to go and more people are anticipated to do so in the future.

The 82nd Avenue Transit Project would implement a new bus rapid transit (BRT) line and related improvements in a 10-mile corridor in Portland and unincorporated Clackamas County, Oregon. The BRT line would be built and operated by TriMet. The line would connect the NE Cully Boulevard and NE Killingsworth Street area in Portland and the Clackamas Town Center Transit Center in Clackamas County, running primarily along NE/SE 82nd Avenue. It would operate as Frequent Express service, TriMet's brand of BRT, and would replace a portion of the existing 72-Killingsworth/82nd TriMet bus line.

The purpose of the transit project is to improve transit speed, reliability, capacity, safety, comfort, and access on 82nd Avenue, which is one of the most important transit corridors in the region. The Project seeks to address the needs of people who live, work, learn, shop, and travel within the corridor both today and in the future through context-sensitive transit improvements in a constrained corridor. Currently, 82nd Avenue is served by TriMet's Line 72, which is the highest ridership bus line in Oregon and experiences the greatest passenger travel delay of all TriMet bus lines.

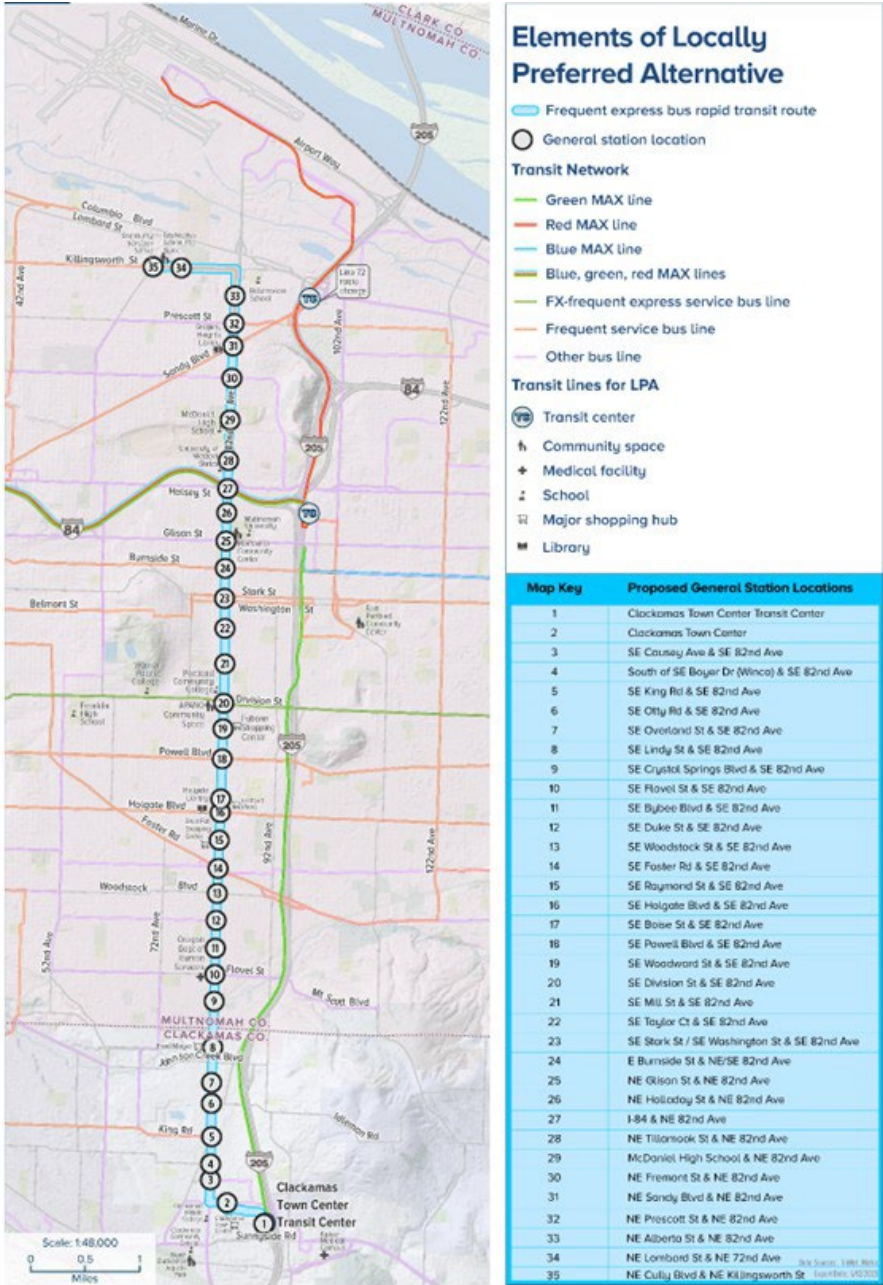
82nd Avenue has long been recognized as a priority corridor for high-capacity transit (HCT) investment. It was included in the 2009 HCT Plan, the 2018 RTP and the 2018 Regional Transit Strategy. In 2019, Metro's Transportation Funding Task Force selected 82nd Avenue as a Tier 1 priority to include a bus rapid transit project. The 82nd Avenue corridor is included in the current 2023 RTP and was identified as a priority for high-capacity transit investment in the 2023 HCT Strategy.

In 2022, following years of community advocacy and a series of fatalities, the Oregon Department of Transportation transferred ownership of most of 82nd Avenue within the City of Portland to the Portland Bureau of Transportation. This transfer created a unique opportunity to coordinate transit and corridor investments to leverage local funds and advance the goals of transit riders, safety advocates, pedestrians, and local communities. In June 2022, Metro convened a Steering Committee composed of local agency partners and representatives from four community-based organizations—Oregon Walks, Clackamas Resource Center, Unite Oregon, and the 82nd Avenue Business Alliance. This committee was established to guide the project toward a Locally Preferred Alternative (LPA) that reflects regional consensus on the project parameters of the initiative. After extensive public engagement, technical analysis, collaboration across agencies, and direction from the steering committee, the Steering Committee unanimously recommended an LPA on January 16, 2025.

Next steps for the project include completing NEPA environmental review, advancing preliminary engineering and design, developing a finance plan, and preparing construction documents. Based on the current timeline, the project is estimated to open in Summer 2029.

Additional project information is available at: <https://trimet.org/82nd/>.

Figure W.10: 82nd Avenue Transit Project Locally Preferred Alternative



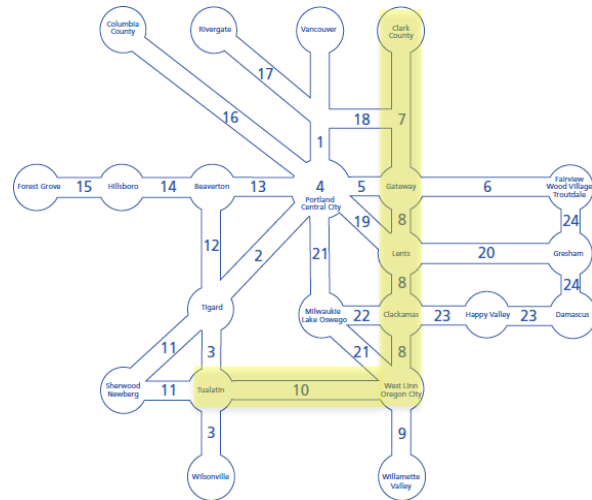
Proposed Amendments to Appendix V to the 2023 Regional Transportation Plan **(shown in red ~~strikethrough~~ and underline)**

Clark County to I-5 via Gateway, Oregon City and Tualatin (Mobility Corridors 7, 8 and 10)

Improvements are needed in this corridor to address existing gaps and deficiencies and expected growth in travel demand in Clark, Multnomah and Clackamas counties. Construction of upgrades to the I-205/Abernethy Bridge are underway and anticipated to be complete in 2025.

Transportation solutions in this corridor should address the following needs and opportunities:

- Maintain peak period and off-peak mobility and reliability from I-5 to Clark County for freight and longer trips, with an emphasis on connections to OR 213, OR 224 and the Sunrise Corridor.
- Maintain an acceptable level of access to the Oregon City, Clackamas and Gateway regional centers and Sunrise industrial area.
- Maintain acceptable levels of access to PDX, including air cargo access.
- Coordinate refinement planning activities with planning for the Stafford area.
- Adding general purpose lanes to I-205 should be considered to meet state and regional policies to bring the freeway up to three through lanes in each direction in the southern section from Oregon City to I-5 and to allow for potential of bus-on-shoulder operations for bypassing of traffic queues on I-205 during peak periods.
- Expanded transit service in the corridor including provision of I-205 express bus service between Clackamas regional center and Bridgeport in Tualatin, and frequent bus service between Clackamas regional center and Clackamas Community College via downtown Oregon City. The 82nd Avenue Transit Project currently underway will add high capacity transit to this corridor.



ORDINANCE NO. 26-1536 FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE 82ND AVENUE TRANSIT PROJECT

First Reading and Public Hearing

Date: January 28, 2026

Department: Planning, Development and Research

Meeting Date: March 5, 2026

Length: 15 minutes

Presenters:

- Ally Holmqvist, Senior Planner
- Melissa Ashbaugh, Senior Planner
- Jesse Stemmler, Interim 82nd Avenue Transit Project Director, TriMet

Prepared By

Ally Holmqvist, Senior Planner
ally.holmqvist@oregonmetro.gov

ISSUE STATEMENT

The Regional Transportation Plan (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area that guides planning and investment for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. It includes a list of “financially constrained” projects eligible to move forward when there is funding and political support. The RTP was last updated in 2023.

In June 2025, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council endorsed the Locally Preferred Alternative (LPA) for the 82nd Avenue Transit Project identified as a regional priority in the 2023 RTP (and its element the High Capacity Transit Strategy) to improve transit speed, reliability, capacity, safety, comfort and access aligned with the vision established in the regional transit strategy. Planning to develop the LPA identified additional details and information that required amendments to the 2023 RTP. The amendments include updates to reflect:

- the endorsed LPA route alignment on the regional transit network map,
- LPA project description, cost and anticipated revenues, and
- the project timeline and status and related future corridor-refinement activities in appendices of the 2023 RTP.

Metro and regional partners have made significant progress on the 82nd Avenue Transit Project, as well as the Tualatin Valley Highway Transit and Safety Project and Montgomery Park Streetcar Extension, and are ready to take the next step in pursuing key federal funding opportunities. This is a key step of the project development lifecycle outlined in the HCT Strategy for these identified Tier 1 priorities (see **Attachment 1**). To be eligible for federal and state funding, the endorsed transit project must have its LPA adopted in the RTP. The next full RTP update must be completed by November 30, 2028.

The requested amendment will include the endorsed 82nd Avenue LPA as part of the 2023 RTP in order to support the project moving into project development and becoming eligible to compete for federal and state funding opportunities now.

IDENTIFIED POLICY OUTCOMES

To reflect the LPA as previously endorsed by Metro Council resolution, the requested amendment includes the following:

- Amendment to Chapter 3 System Policies to Achieve Our Vision Regional Transit Network Map (Figure 3.24) to:
 - Revise the northern extent and terminus of 82nd Avenue corridor high capacity transit to match the Locally Preferred Alternative (to NE Cully Blvd /NE Killingsworth St from Sandy Blvd/Parkrose Sumner Transit Center).
- Amendments to Chapter 5 Our Transportation Funding Outlook and Chapter 6 Regional Programs and Projects chapter text and figures to reflect additional revenues related to the transit project not accounted for in the adopted 2023 RTP financial forecast.
- Amendments to the Appendix A: Constrained Priorities Project List to update project costs and descriptions for:
 - Project 12029: 82nd Avenue Transit Project to update the end location to NE Cully Boulevard (from TBD) and NE Killingsworth Street, add detail to the project description, and update the project cost to \$344M (from \$300M).
 - Project 11844: 82nd Avenue Corridor Improvements Project to update the project cost to \$119M (from \$150M).
- Amendments to Appendix W: Status of Current Major Projects to update description of the transit project to reflect endorsement of the LPA, including project status, timeline, maps and next steps.
- Amendments to Appendix V: Future Corridor Refinement Planning to update description for transportation solutions in the corridor to add or update information about the transit project in development.
- Create a new appendix that will contain the LPA: Appendix AA: 82nd Avenue Transit Project Locally Preferred Alternative
- Amendments to numbering, pagination, formatting and other scrivener's errors as needed.

ACTION REQUESTED

Hold a public hearing on the proposed RTP amendment and review Ordinance No. 26-1536 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the 82nd Avenue Transit Project.

STAFF RECOMMENDATIONS

Staff recommends that Metro Council hold the public hearing for and review Ordinance No. 26-1536.

Following the amendment procedures, Metro staff has reviewed the information submitted by TriMet (Attachment 2) and finds that the requested amendment to the 2023 RTP to

include the LPA for the 82nd Avenue Transit Project is regionally significant and consistent with the 2023 RTP and federal fiscal constraint requirements.

Metro Council is anticipated to consider adoption at the April 23 Council meeting following a recommendation from MPAC and action from JPACT.

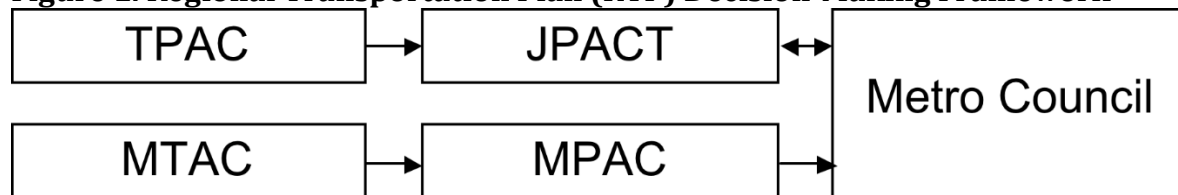
STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

In 2023, JPACT and the Metro Council adopted a significant update to the RTP that brought together the input of thousands of people who live, work and travel across the greater Portland region. Meaningful engagement and consultation with Tribes, community members, community-based organizations, businesses, transportation agencies and elected officials contributed to a shared vision and strategy for investing in a transportation system that serves everyone. The 2023 RTP forwards the values and desired outcomes for the future of the region’s transportation system: mobility options, equitable transportation, climate action and resilience, safe system, and thriving economy.

As the federally-designated metropolitan planning organization for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing and maintaining a regional transportation system plan, consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule, the Metropolitan Greenhouse Gas Reduction Rule, the Oregon Transportation Plan, and by extension the Oregon Highway Plan and other state modal plans.

The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. This decision-making framework is shown in Figure 1.

Figure 1. Regional Transportation Plan (RTP) Decision-Making Framework



Amendments to the RTP are considered in between scheduled updates when a sponsoring agency requests changes to the funding, phasing, mode, function or general location of a project in the plan. There are several general sources for RTP amendment requests:

- (1) ODOT requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
- (2) city or county requests involving transportation projects adopted through a public process in local transportation system plans, area plans, concept plans or studies;

- (3) transit agency requests to align adopted transit plans with the RTP;
- (4) public agency requests resulting from a National Environmental Policy Act (NEPA) review process to reflect the LPA adopted by project partners to allow the project to proceed and be eligible for federal funding; and
- (5) amendments resulting from a local, regional or state planning study or corridor refinement planning as defined in the Oregon Transportation Planning Rule, that involve additions or deletions to the RTP Financially Constrained project list or a significant change in the mode, function or general location of a project on the RTP Financially Constrained project list.

As described in Appendix Y of the RTP, such amendments require a recommendation from MPAC and adoption by the JPACT and the Metro Council by Ordinance.

Attachment 3 describes in detail how the amendment is regionally significant and consistent with the 2023 RTP and related public engagement procedures for amendments to the RTP. **Table 1** below provides a summary of the determination outcomes.

Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<u>Step 1</u> Sponsoring agency consults with Metro Staff	<i>Staff from TriMet (project sponsor) met with staff from Metro between <u>April and September 2025</u> on the requested amendment and the RTP consistency requirements. Metro staff also led the LPA process for the transit project.</i>
<u>Step 2</u> Sponsoring agency submittal	<i>Staff from TriMet submitted a memo for the requested amendment including the RTP consistency background information outlined in the RTP Project Amendment Checklist as outlined in Appendix Y: RTP Amendment Process in <u>October 2025</u>.</i>
<u>Step 3</u> Regional significance determination:	<i>In 2018, Metro adopted the region’s first Regional Transit Strategy, as an element of the RTP. The RTP identified 82nd Avenue as an Enhanced Transit Corridor for short-term implementation with the transit project identified in the financially constrained project list. In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as an element of the RTP, and designated this high capacity transit project as a Tier 1: near-term HCT corridor – the highest priority for near-term HCT investment in the region. The project will also require project-level NEPA review. Additionally, the project corridor is designated on multiple RTP network maps – including transit, motor vehicle, bicycle, pedestrian, freight, and TSMO networks.</i>

(continued) Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<p><u>Step 4</u> Public engagement consistency determination:</p>	<p><i>TriMet submitted a signed Public Engagement and Non-discrimination Certification and Documentation Forms as part of the 2023 RTP certifying that they have:</i></p> <ul style="list-style-type: none"> • <i>an adopted Title VI plan and implementation procedures;</i> • <i>public engagement plans compliant with Title VI and Goals 1 and 12 for all adopted land use and/or transportation plans, strategies and studies including the project;</i> • <i>conducted project-specific engagement and analyzed potential inequitable impacts for marginalized groups;</i> • <i>conducted and will conduct non-discriminatory, inclusive engagement compliant with Title VI and Goals 1 and 12 where input followed best practices and helped shape the project; and</i> • <i>retained records related to these public engagement activities in compliance with regulations.</i> <p><i>The LPA endorsement process documented the extensive, consistent project development public engagement activities since that time.</i></p>
<p><u>Step 5</u> RTP consistency determination:</p>	<p><i>The requested amendment has elements demonstrating progress toward objectives under all five regional goals that:</i></p> <ul style="list-style-type: none"> • <i>implement the Metro 2040 Growth Concept by advancing high-capacity transit along a Main Street improving mobility between Regional Centers via a transit solution supporting planned compact, higher density land uses;</i> • <i>invest in a corridor identified for transit improvements on the RTP Transit Network Vision;</i> • <i>improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many functions of mobility corridors;</i> • <i>improve multimodal options and access for Equity Focus Areas;</i> • <i>provide safer alternatives to driving, advancing implementation of Vision Zero on a Regional High Injury Corridor;</i> • <i>advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible — a key strategy for implementing the Climate Smart Strategy;</i> • <i>advance transit and pedestrian system completion in a job and activity center to provide safe and convenient options for short trips and connections to transit, supporting the economy; and</i> • <i>plan to include transit signal priority and access management strategies to support system management and operations and are themselves transit strategies for increasing corridor capacity as part of the Congestion Management Toolbox.</i> <p><i>In all these ways, the requested amendment has been determined to support the region’s progress toward both federal and regional performance targets. All project amendments (additions and deletions) are exempt from the federally-required air quality conformity analysis.</i></p>

(continued) Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<p><u>Step 6</u> Fiscal constraint determination</p>	<p>The estimated cost for the 82nd Avenue Transit Project increased from \$300M to \$344M. This difference is accounted for in:</p> <ul style="list-style-type: none"> • \$50M in new revenue (i.e., FTA Areas of Persistent Poverty Grant, Portland Clean Energy Fund Grant) not included in the RTP forecast; • \$28M in regional revenue (i.e., Regional Flexible Fund Bond approved by JPACT and the Metro Council in 2025); and • \$21M in State revenues related to the jurisdictional transfer of 82nd Avenue from ODOT to the City of Portland assumed to help fund the City’s related 82nd Avenue corridor project (RTP ID 11844). The amendment proposes to shift the \$21 million in state revenues assumed to help fund the 82nd Avenue Corridor Improvements project (RTP ID 11844) to the 82nd Avenue Transit Project (RTP ID 12029) to demonstrate fiscal constraint.
<p><u>Step 7</u> Begin Formal Amendment Process</p>	<p>The RTP Amendment Process was initiated with the start of the public review period on <u>November 3, 2025</u>. Per Metro’s adopted Public Engagement Guide, advance notice of the public comment period was provided 30 days in advance. This process was consistent with Metro’s public engagement and established RTP amendment procedures.</p> <p>Attachment 2 provides the process and timeline for considering the requested RTP amendment. To date that has included:</p> <ul style="list-style-type: none"> • a 45-day public comment period which concluded on December 19, including a public hearing on December 4 • Documentation of public comments and recommended actions in response (see Attachment 4) • Form 1 Notice to the Department of Land Conservation and Development on January 28 <p>Next steps in the process will include:</p> <ul style="list-style-type: none"> • Consideration by MTAC and TPAC (making recommendations to MPAC and JPACT) this spring • Consideration by JPACT and MPAC this spring • Consideration by Metro Council (second reading and adoption anticipated April 23) • Form 2 Notice to the Department of Land Conservation and Development by May 12

Known Support and Opposition

Overall, public input and prior endorsements demonstrate support for the transit project LPA by agency partners, local jurisdictions, and community-based organizations across the region. Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components for the project. Analysis was shared with community

members for feedback. Public engagement has been extensive and coordinated with agency partners and outreach for the associated Building a Better 82nd Avenue project. Additionally, the project has demonstrated compliance with Title VI and regional public involvement requirements.

At the public hearing held during the comment period on December 4th, there was one comment in opposition to transit priority lanes being constructed as part of the project. It is important to note that neither the Locally Preferred Alternative nor the proposed amendments include this level of detail (rather route and station locations), as design is part of project development to occur in the next phase. This comment is detailed in the public comment report provided in **Attachment 4**.

Legal Antecedents

Metro Council actions include:

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052, “For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments” adopted by the Metro Council on July 9, 2009.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010.
- Resolution No. 10-4119 (For the purpose of updating the work program for Corridor Refinement Planning through 2020 and Proceeding with the Next Two Corridor Refinement Plans in the 2010-2013 Regional Transportation Plan Cycle), adopted by the Metro Council on February 25, 2010.
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by Metro Council on Dec. 6, 2018.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.

- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.
- Resolution No. 25-5495 (For the purpose of endorsing the Locally Preferred Alternative for the 82nd Avenue Project), adopted by the Metro Council on June 26, 2025.

Local jurisdiction actions include:

- The TriMet Board of Directors unanimously adopted Resolution 25-03-15, to recommend confirmation of the Locally Preferred Alternative for the for the 82nd Avenue Transit Project on March 26, 2025.
- The Multnomah County Board of Commissioners unanimously adopted Resolution No. 2025-023, to adopt the Locally Preferred Alternative for the 82nd Avenue Transit Project on April 17, 2025.
- The Board of Clackamas County Commissioners, the Oregon Department of Transportation, and the Port of Portland endorsed the Locally Preferred Alternative for the 82nd Avenue Transit Project with letters of support dated June 10, 2025, May 5, 2025, and May 2, 2025, respectively.
- The Portland City Council adopted Resolution No. 37706, to adopt the Locally Preferred Alternative for the 82nd Avenue Transit Project and Conditions for Approval on May 21, 2025.

Anticipated Effects: Adoption of the Ordinance will allow project staff to continue working with TriMet and partners on the project to:

- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Coordinate with partners
- Support the implementation and construction of the project
- Open a new FX bus line along 82nd Avenue in 2029

Budget Impacts: Adoption of the Ordinance has no budget impact at this time. There will be future costs associated implementation of the transit projects. These costs will be shared by local, regional, state and federal partners.

ATTACHMENTS

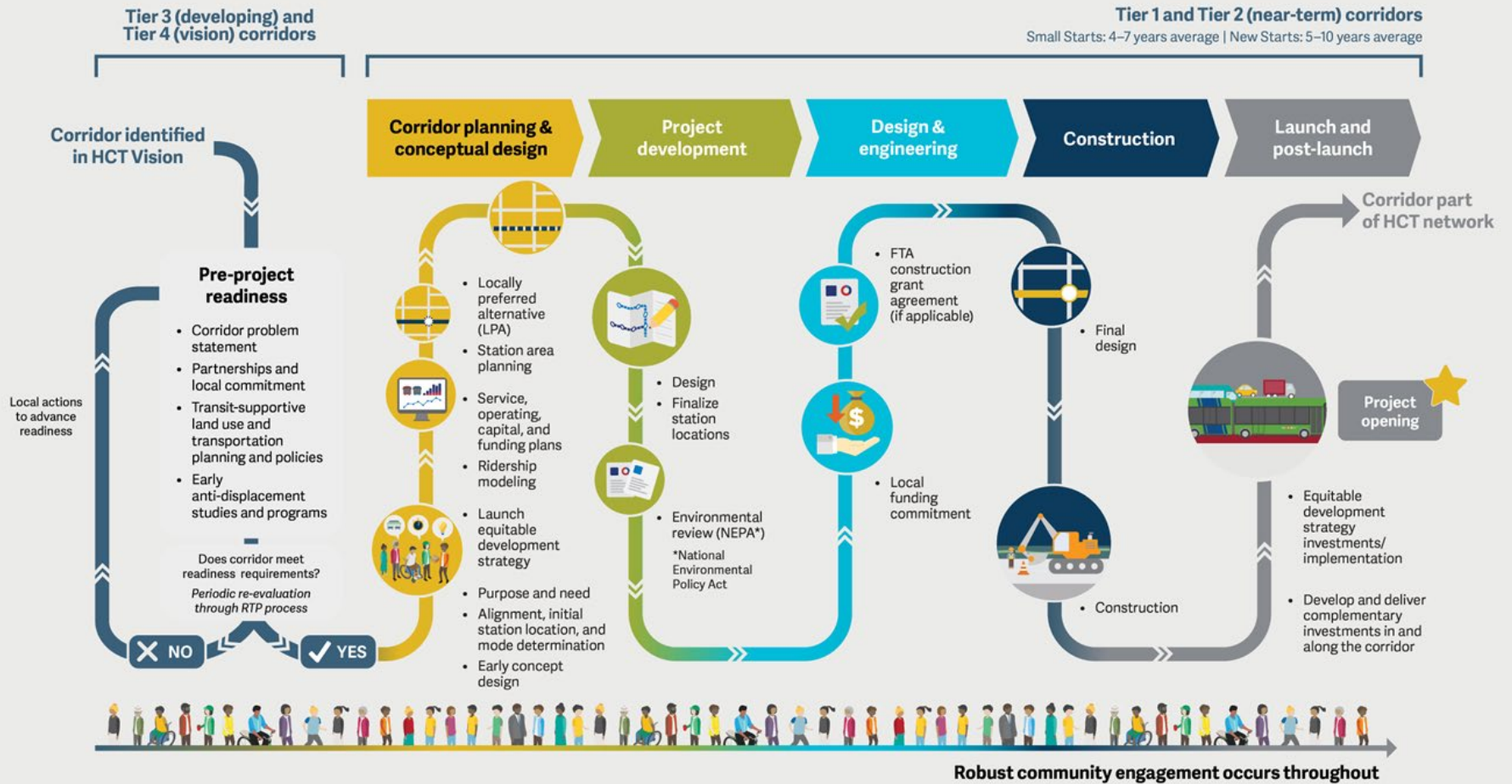
- Attachment 1: High Capacity Transit Project Development Lifecycle
- Attachment 2: Transit Project Locally Preferred Alternative RTP Amendments Updated Process Timeline
- Attachment 3: 82nd Avenue Transit Project Locally Preferred Alternative RTP Amendment Request Memo
- Attachment 4: Public Comment Report (2025)

High Capacity Transit Project Development Lifecycle

How will corridors move forward?

The figure below shows how corridors move through different stages of planning, engineering, and construction.

Tier 1 and 2 corridors are ready to move forward in the near term, while tier 3 and 4 corridors need more work to make them ready for investment.



Transit Project Locally Preferred Alternative 2023 Regional Transportation Plan Amendments Process Schedule

Below is a consolidated schedule showing the timeline for considering adoption of the proposed 82nd Avenue, Montgomery Park Streetcar, and TV Highway 2023 Regional Transportation Plan amendments.

Round	Meeting	Actions Necessary	Documents Necessary	Date
Public Comment Period (45 days) <i>DLCD Proposed Change PAPA Notice (post acknowledgement plan amendment)</i>	45 Day Comment Period	<ul style="list-style-type: none"> Public notice of comment period 30 days in advance of start of comment period – Friday, October 3 Public notice of comment period at start of comment period Amendment documents posted on Metro website Notice of public comment period emailed to Metro committees and RTP/Transportation Planning interested parties' lists 	Public review and public hearing amendment materials: <ul style="list-style-type: none"> Ordinance Exhibit(s) to Ordinance <ul style="list-style-type: none"> RTP Amendment Staff Report¹ Attachments to Staff Report Documented Public Comment Print Notices 	November 3 – December 19, 2025
	Metro Council	Public Hearing		December 4, 2025
	<i>Notice of Proposed Change to Plan (Form 1)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD 35 days before first reading)</i>		January 28, 2026
1st Reading and Public Hearing Introduce RTP Amendments to Advisory Committees	TPAC	<ul style="list-style-type: none"> Review and discuss, identify any needed changes 	Revised draft amendment materials: <ul style="list-style-type: none"> Ordinance Exhibit(s) to Ordinance <ul style="list-style-type: none"> RTP Amendment Staff Report² Attachments to Staff Report <ul style="list-style-type: none"> Draft Public Comment Report Table documenting comments proposing a change and recommended action(s) to respond to public comment 	February 6, 2026
	MTAC	<ul style="list-style-type: none"> Review and discuss, identify any needed changes 1st Reading and Public Hearing 		February 18, 2026
	JPACT			February 19, 2026
	MPAC			February 25, 2026
	Metro Council			March 5, 2026
Final rec'ds and action by Advisory Committees and Council 2nd Reading, Final Public Hearing and action	MTAC	<ul style="list-style-type: none"> Review final documents Make recommendation to MPAC on their adoption recommendation 	Final: <ul style="list-style-type: none"> Ordinance Exhibit(s) to Ordinance <ul style="list-style-type: none"> RTP Amendment (with any recommended actions incorporated) Findings Staff Report² Attachments to Staff Report <ul style="list-style-type: none"> Final Public Comment Report Table documenting comments proposing a change and recommended action(s) to respond to public comment 	March 18, 2026
	MPAC	<ul style="list-style-type: none"> Review final documents Consider MTAC recommendation Make recommendation to Metro Council on adoption 		March 25, 2026
	TPAC	<ul style="list-style-type: none"> Review final documents Make recommendation to JPACT on adoption 		April 3, 2026
	JPACT	<ul style="list-style-type: none"> Review final documents Consider TPAC recommendation on adoption Consider adoption of Ordinance and make recommendation to Council 		April 16, 2026
	Metro Council	<ul style="list-style-type: none"> Review final documents Consider MPAC recommendation and JPACT action 2nd Reading and Final Public Hearing Consider adoption as recommended by JPACT (or remand to JPACT) 		April 23, 2026
<i>DLCD Adopted Change PAPA Notice</i>	<i>Notice of Adopted Change to Plan (Form 2)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD within 20 days of adoption)</i>	<i>Include final documents above</i>	May 12, 2026

¹ Staff Report address RTP project amendments checklist in [RTP Appendix Y](#).

Date: October 21, 2025
To: Kim Ellis, Climate Program Manager; Ally Holmqvist, Senior Transportation Planner
From: Jesse Stemmler, Interim 82nd Avenue Transit Project Director
Subject: 82nd Avenue Transit Project RTP Amendment Request

Overview

This memo formally requests an amendment to the [Regional Transportation Plan \(RTP\)](#) to incorporate the [Locally Preferred Alternative \(LPA\)](#) for the 82nd Avenue Transit Project and contains the background information needed to help Metro Staff to review the requested amendment for consistency with the RTP and develop the legislation and supporting staff reports for consideration by the Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), and the Metro Council.

Background

82nd Avenue supports the movement of people and goods in a diverse and growing area, connecting people to essential jobs, education facilities, shopping and community services from Clackamas Town Center to Portland's Cully neighborhood. Once the area's primary north-south highway before Interstate 205 opened in 1983, 82nd Avenue has long been a critical regional mobility corridor, and the importance of transit and pedestrian connections has only grown since that time. A substantial number of people continue to travel the corridor each day to get where they need to go and more people are anticipated to do so in the future.

The purpose of the 82nd Avenue Transit Project is to improve transit speed, reliability, capacity, safety, comfort, and access on 82nd Avenue, which is one of the most important transit corridors in the region (see Appendix A for the Initial Purpose and Need Statement approved by the project's Steering Committee). The Project seeks to address the needs of people who live, work, learn, shop, and travel within the corridor both today and in the future through context-sensitive transit improvements in a constrained corridor. Currently, 82nd Avenue is served by TriMet's Line 72, which is the highest ridership bus line in Oregon and experiences the greatest passenger travel delay of all TriMet bus lines.

82nd Avenue has long been recognized as a priority corridor for high-capacity transit investment. It was included in the 2009 High Capacity Transit (HCT) Plan, the 2018 Regional Transportation Plan (RTP) and the 2018 Regional Transit Strategy. In 2019, Metro's Transportation Funding Task Force selected 82nd Avenue as a Tier 1 priority to include a bus rapid transit project. The 82nd Avenue corridor is included in the current 2023 RTP and was identified as a priority for high-capacity transit investment in the 2023 High Capacity Transit (HCT) Strategy.

In 2022, following years of community advocacy and a series of fatalities, the Oregon Department of Transportation (ODOT) transferred ownership of most of 82nd Avenue within the City of Portland to the Portland Bureau of Transportation (PBOT). This transfer created a unique opportunity to coordinate transit and corridor investments to leverage local funds and advance the goals of transit riders, safety advocates, pedestrians, and local communities. In June 2022, Metro convened a Steering Committee composed of local agency partners and representatives from four community-based organizations—Oregon Walks, Clackamas Resource Center, Unite Oregon, and the 82nd Avenue Business Alliance. This committee was established to guide the project toward a Locally Preferred Alternative (LPA) that reflects regional consensus on the project parameters of the

initiative. After extensive public engagement, technical analysis, collaboration across agencies, and direction from the steering committee, the Steering Committee unanimously recommended an LPA on January 16, 2025.

Following the Steering Committee recommendation, the LPA for the project was endorsed as follows:

- The TriMet Board of Directors unanimously adopted Resolution 25-03-15, to recommend confirmation of the LPA on March 26, 2025.
- The Port of Portland submitted a letter of support on May 2, 2025.
- The Oregon Department of Transportation submitted a letter of support on May 5, 2025.
- The Multnomah County Board of Commissioners unanimously adopted Resolution No. 2025-023, to adopt the LPA on April 17, 2025.
- The Portland City Council adopted Resolution No. 37706, to adopt the LPA and Conditions for Approval on May 21, 2025.
- JPACT approved Resolution No. 25-5495 and submitted the resolution to the Metro Council for approval on June 12, 2025.
- The Board of Clackamas County Commissioners submitted a letter of support on June 10, 2025.
- Metro Council adopted Resolution No. 25-5495 endorsing the LPA on June 26, 2025.

Project Description and Map

The 82nd Avenue Transit Project (Project) would implement a new bus rapid transit (BRT) line and related improvements in a 10-mile corridor in Portland and unincorporated Clackamas County, Oregon. The BRT line would be built and operated by TriMet. The line would connect the NE Cully Boulevard and NE Killingsworth Street area in Portland and the Clackamas Town Center Transit Center in Clackamas County, running primarily along NE/SE 82nd Avenue. It would operate as Frequent Express (FX) service, TriMet's brand of BRT, and would replace a portion of the existing 72-Killingsworth/82nd TriMet bus line.

The following agency partners will help deliver the project:

- TriMet will be the Project Sponsor and the Grantee for the FTA CIG Small Starts program.
- Metro will lead the environmental analysis and approvals required under NEPA.
- PBOT, Clackamas County, and ODOT are project partners supporting Project Development activities.
- The Federal Transit Administration is the lead federal agency for NEPA and a key financial partner through the FTA's CIG Small Starts program.

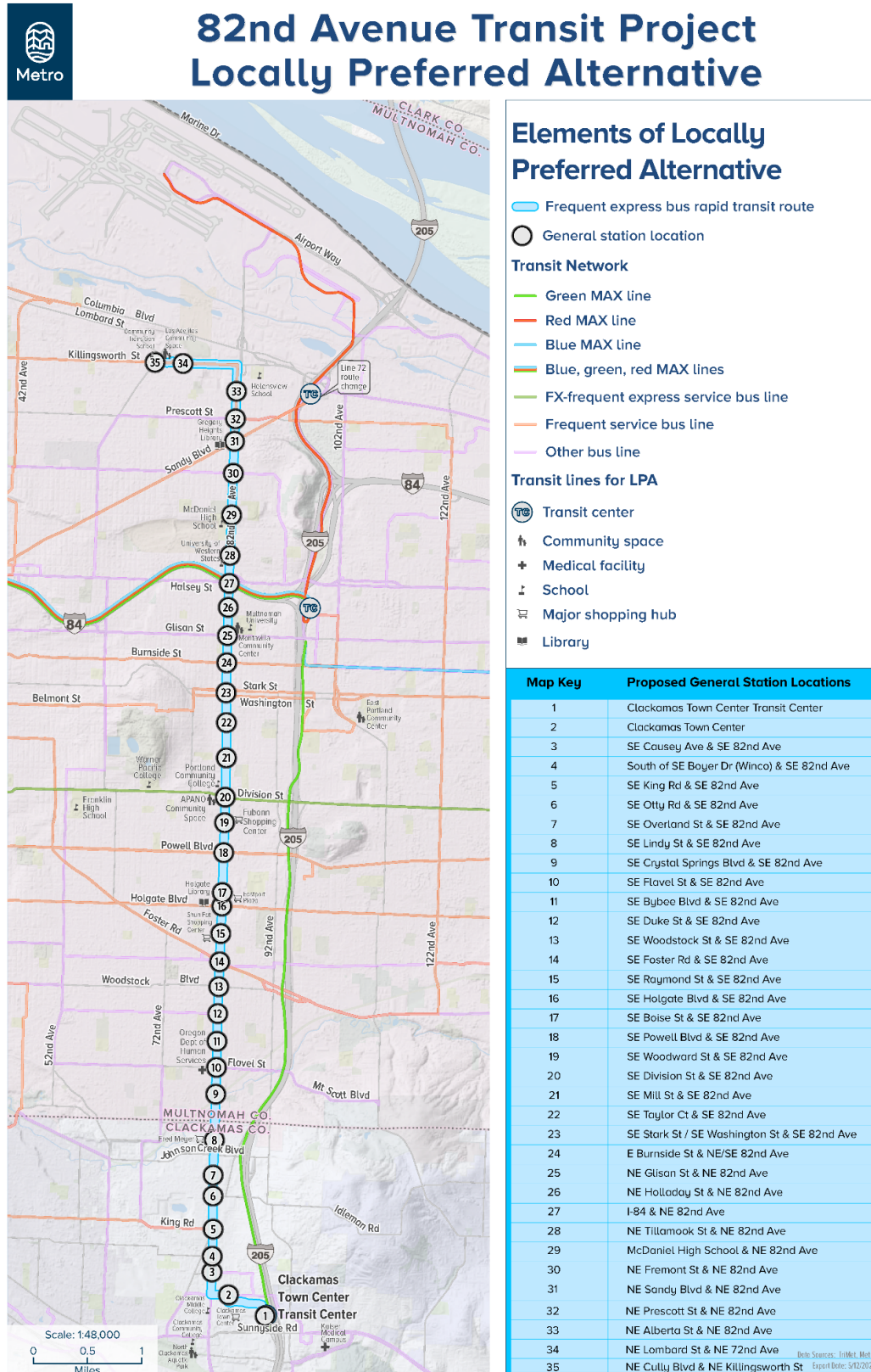
The Project includes the following scope elements:

- 68 station platforms at 35 stations – pick up locations will have upgrades including weather protection, seating, real-time information, and lighting
- Sidewalk, curb ramp, accessibility, and crossing improvements at station locations
- New signals, signal upgrades and improvements to benefit transit
- Roadway improvements/repaving at station areas
- Higher capacity hydrogen electric articulated buses
- Continuing discussions on physical transit priority through Business Access and Transit (BAT lanes)

Figure 1 outlines the project area and endorsed LPA, which starts at NE Cully Boulevard and NE Killingsworth Street in Portland and ends at Clackamas Town Center Transit Center in Clackamas

County. The northern extent of the LPA differs from the conceptual draft alignment reflected in the RTP transit network and project maps which will be updated.

Figure 1: Project Area Map



Project Development Phase Schedule and Deliverables

The Locally Preferred Alternative being amended into the RTP will support further progress on the Project and is a required step to qualify for key federal funding opportunities. It is necessary to complete the NEPA process covering all aspects of the project proposed for FTA funding, develop sufficient information for FTA to develop a project rating, complete sufficient engineering and design to develop an accurate and reliable cost, scope, and schedule for the Project, obtain all non-CIG funding commitments, complete all critical third-party agreements, meet other FTA readiness requirements, and ultimately prepare for construction. The Project formally entered the Project Development phase in July 2025, with Project Development anticipated to be completed in spring 2027, with service opening in summer 2029.

The Project Development phase includes required deliverables that will be informed by the core design team, project partners, and community engagement, including:

- Completion of environmental approvals under the National Environmental Policy Act (NEPA).
- Development of preliminary design and engineering documents.
- Development of materials necessary for a Small Starts rating by FTA and subsequent Small Starts Construction Grant Agreement.

The anticipated schedule for Project Development phase deliverables is as follows:

- Preliminary design and engineering (summer 2024 – spring 2026)
 - 15% design (early 2025)
 - 30% design (summer 2025)
 - 60% design (spring 2026)
- Draft finance plan (early 2025)
- Initial Small Starts application for rating (early 2025)
- Update to the Regional Transportation Plan and related financial elements, as necessary (fall 2025- summer 2026)
- Environmental approvals under NEPA (early 2025 – spring 2026)
 - Class-of-Action determination (anticipating a documented categorical exclusion)
 - NEPA assessment and findings, including all needed analysis and public engagement
- Small Starts construction grant agreement (spring 2027)
- Final design and construction Documents (fall 2026-spring 2027), including cost estimates for each stage documenting the total anticipated construction cost in year of expenditure dollars:
 - 90% Design package (fall 2026)
 - 100% Design – issued for construction (spring 2027)

The proposed time period for the Construction phase spring 2027-summer 2029.

Public Engagement

Metro and TriMet staff offered several opportunities for community members to learn about and provide input on the 82nd Avenue Transit Project. Many of public engagement events were co-hosted with the Portland Bureau of Transportation (PBOT) as part of their Building a Better 82nd Avenue Project to allow community members to provide input on both projects and clarify scope and purpose of each project. A demographic assessment was conducted as part of the development of the [Existing Conditions](#) report.

Additionally, members of the 82nd Avenue Coalition and community based organizations were represented on the Steering Committee, which was the decision-making body for the LPA. Appendix B includes the full summary of public engagement activities and input. Public engagement will continue to be an important aspect of the project moving forward.

Two key ways in which community engagement shaped the Project were:

- *Northern terminus selection:* To understand and address community compatibility concerns around a potential Cully neighborhood terminus, the Project team formed the Cully Terminus Evaluation Group. From July to October 2024, staff collaborated with eight Cully residents to explore design options near NE Killingsworth St and Cully Blvd. The group identified preferred transit facility locations, emphasized pedestrian safety, and raised concerns about parking loss and traffic increases—leading to design adjustments. By the final meeting, all members supported a Cully terminus.
- *General station locations:* To understand and address potential community concerns regarding stop consolidation, several rounds of engagement were conducted. Public input guided the selection and refinement of station locations. Initial concepts were shaped by technical analysis and partner workshops, then reviewed through an online open house and four in-person workshops between April and August 2023. Participants provided location-specific feedback, shared placement priorities, and weighed in on “either/or” station options. Key themes included safer access, improved station amenities, personal security, and better connectivity. This feedback, combined with technical analysis, directly informed station siting and design.

RTP Consistency and Regional Significance

The Project advances the following RTP goals, objectives, and policies, and RTP modal function(s) of the facility:

Goal 1 – Mobility Options

- (Objective 1.1) Increases proportion of trips made by use of transit and reduces per capita vehicle miles traveled.
- (Objective 1.2) Completes gap in planned regional network.
- (Objective 1.3) Increases household and job access to frequent transit service.
- (Objective 1.4) Maintains reliable person-trip and freight mobility in a regional mobility corridor.

Goal 2 – Safe System

- (Objective 2.1) Contributes to eliminating fatal and severe injury crashes by 2035.
- (Objective 2.3) Maintains and brings facilities up to a state of good repair.

Goal 3 – Equitable Transportation

- (Objective 3.1) Contributes to eliminating disparities related to access, safety, affordability, and health outcomes experienced by people of color and other marginalized communities.
- (Objective 3.2) Contributes to eliminating barriers that people of color, people with low incomes, youth, older adults, people with disabilities, and other marginalized communities face to meeting their travel needs.

Goal 4 – Thriving Economy

- (Objective 4.1) Focuses growth and transportation investment in a designated 2040 growth area and provides access to jobs, markets, and community places within and beyond the region.
- (Objective 4.2) Maintains access to industry and freight intermodal facilities.
- (Objective 4.3) Attracts new businesses and family-wage jobs and retains those already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.
- (Objective 4.4) Reduces the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.
- (Objective 4.5) Bring facilities up to a state of good repair and avoid deferred maintenance.

Goal 5 – Climate Action and Resilience

- (Objective 5.1) Contributes to meeting adopted targets for reducing transportation-related greenhouse gas emissions and vehicles miles per capita.
- (Objective 5.2) Increases the share of jobs and households in walkable, mixed-use areas served by frequent transit service.
- (Objective 5.3) Preserves and protects the region’s biological, water, historic and culturally important plants, habitats, and landscapes, and integrates green infrastructure strategies to maintain habitat connectivity, reduce stormwater run-off, and reduce light pollution.
- (Objective 5.4) Increases the resilience of communities and regional transportation infrastructure to the effects of climate change and natural hazards including seismic events.
- (Objective 5.5) Brings facilities up to a state of good repair and avoid deferred maintenance to prevent future more costly and resource intensive repairs.

The Project is consistent with and supports implementation of the following RTP System, Regional Design and Regional Network Policies:

- *3.2.1 2040 Growth Concept:* The Project supports the Metro 2040 Growth Concept by advancing permanent high-capacity transit and higher-density growth along a designated Main Street of 82nd Avenue, as well as supporting planned land uses adopted in the 2040 Growth Concept by improving mobility to Regional Centers via transit.
- *3.2.2 Transportation Equity Policies:* The Project improves multimodal options and permanent transit access in several Equity Focus Areas.
- *3.2.3 Safety and Security Policies:* The Project advances safe access to transit on a Regional High Injury Corridor.
- *3.2.4 Climate Action Policies and Resilience Policies:* The Project supports Metro’s Climate Smart Strategy and related policies. It will advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible. It will include improvements to the pedestrian network and connect the local street grid with safe crossings.
- *3.2.6 Mobility Policies:* The Project will advance mobility policies. It will improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many other functions of arterials.
- *3.3 Regional Network Policies:* The Project supports regional network policies, including policies which aim to provide transit as an attractive, convenient, accessible, and affordable travel option. It supports RTP Policy Map designations for the Transit and Pedestrian networks.

Identification of the Project followed the RTP congestion management process policies in the following ways:

- The Project utilizes multiple tools in the Congestion Management Process (CMP) toolbox. It is planned to utilize transit signal priority and access management strategies to support system management and operations. It will utilize active transportation strategies by implementing new walking connections to key destinations. It will utilize transit strategies by constructing high capacity transit and expanding transit coverage.

The Project is regionally significant. In 2018, Metro adopted the region's first [Regional Transit Strategy](#), in support of the [2018 Regional Transportation Plan \(RTP\)](#). The RTP identified the 82nd Avenue as an Enhanced Transit Corridor (ETC) for short-term implementation and included the Project in its [financially-constrained project list](#) (12029). In 2023, Metro adopted the [Regional High Capacity Transit \(HCT\) Strategy](#) as part of [the 2023 Regional Transportation Plan update](#), which designates the Project as a Tier 1: near-term HCT corridor; this is the highest priority for near-term HCT investment in the region. The Project will also require project-level NEPA review. Additionally, 82nd Avenue is designated on multiple RTP network maps—transit, motor vehicles, bicycle, pedestrian, freight, and TSMO networks.

Performance

The Project makes progress toward federal and regional performance targets:

- *Mobility*, by increasing transit and pedestrian mode shares, improving access to jobs via transit, contributing to completing the transit network and the pedestrian system near transit, increasing the share of households that are located near transit and pedestrian facilities, and improving throughway reliability.
- *Safety*, by contributing to eliminating transportation related fatalities and serious injuries.
- *Equity*, by contributing to eliminating transportation related fatalities and serious injuries in equity focus areas, contributing to completing the pedestrian system in equity focus areas, and improving access to jobs within equity focus areas.
- *Economy*, by increasing the number and variety of jobs that households can reach within a reasonable time.
- *Climate and Environment*, by reducing per capita greenhouse gas emissions from light-duty vehicles and per capita vehicles miles traveled, helping to meet revised statewide goals requiring accelerated reductions in greenhouse gas emissions, and keeping air pollution from mobile sources levels below thresholds set by the federal government.

Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. As part of its evaluation, the 2023 High Capacity Transit Strategy found that implementing all of the corridor improvements identified in the vision would result in a 0.6% reduction in CO₂e emissions regionwide. [82nd Avenue landed in the top 20% of vision corridors evaluated where a high capacity transit investment would result in climate benefit.](#) The HCT Strategy's analysis found that a high capacity transit investment on 82nd Avenue could result in a reduction of around 190 metric tons of CO₂e per year.

The [2023 RTP Climate Smart Strategy \(CSS\)](#) states that implementing the Regional Transit Strategy vision of making transit convenient, frequent, accessible and affordable is a key strategy with a high

relative climate benefit. The CSS includes a number of near-term actions for Metro and partners related to high capacity transit, including: 1) expand transit service to serve communities of concern, transit-supportive development and other potential high ridership locations; and 2) expand partnerships with transit agencies, cities, counties and ODOT to implement capital improvements in frequent bus corridors (including dedicated bus lanes, stop/shelter improvements, and intersection priority treatments) to increase service performance.

To make progress toward the [Climate Smart Strategy](#) Performance targets, the Project implements elements of the 2040 Growth Concept and local and adopted land use and transportation plans; makes transit convenient, frequent, accessible, and affordable; makes walking safe and convenient; makes streets and highways safe and reliable; uses technology to actively manage the transportation system; provides information and incentives to expand the use of travel options; supports transition to cleaner low carbon fuels; secures adequate funding for transportation investments; and demonstrates leadership on climate change.

This is a safety project eligible for state and federal safety program funding, with Highway Safety Improvement Program funds committed for Project Development.

Fiscal Constraint

The cost estimate included in the [2023 RTP financially constrained project list](#) was \$300 million in year-of-expenditure dollars. That estimate has increased to approximately \$343 million based on refined design and partner priorities. Currently, \$30.63 million for Project Development has been committed, with an additional \$83 million committed from the FTA Low or No-Emissions Grant Program, the Portland Clean Energy Fund, and TriMet match for other federal funds. TriMet is pursuing FTA Small Starts Capital Investment Grant (CIG) funding and will seek up to the maximum Small Starts CIG funding amount of \$150 million. Additionally, the project was approved for Regional Flexible Fund Step 1A.1 New Project Bonds on July 31, 2025 by [Resolution 25-5510](#). Additional local sources, including those in Table 1 below, will be committed as required by the FTA CIG program.

As indicated in the Project Development section above, preliminary engineering, design, and construction will all occur in the 2023-2030 near-term RTP investment time period.

Table 1. 82nd Avenue Transit Project Fiscal Constraint Documentation

Fund Source and Type	Revenue Dollar Amount	New Revenue (not assumed in 2023 RTP Forecast)¹	Revenue Assumed in 2023 RTP Forecast - 82nd Avenue Transit Project (#12029)²	Proposed Shift Revenue in the 2023 RTP Forecast from 82nd Avenue Corridor Improvements Project (#11844)³
FTA CIG – 5309 Small Starts	\$150,000,000		\$150,000,000	
FTA – Areas of Persistent Poverty	\$630,000	\$630,000		
FTA – Low or No Emission Grant	\$23,800,000		\$23,800,000	
Regional Flexible Fund Bonds	\$28,000,000	\$28,000,000		
Portland Clean Energy Fund (PCEF) Grant	\$49,500,000	\$49,500,000		
State/Regional/Local Funds <ul style="list-style-type: none"> • TriMet – General Funds/Bonds • Carbon Reduction Program Funds • State revenues related to jurisdictional transfer 	\$92,000,000		\$71,000,000	\$21,000,000
Total⁴	\$343,930,000	\$78,130,000	\$244,800,000	\$21,000,000

¹These dollars are new revenues not accounted for in the forecast in the adopted 2023 RTP. The revenues include new funds awarded by PCEF on December 18, 2024 and the RFFA Bond revenues approved by JPACT and the Metro Council on July 31, 2025. While this amount is more than the cost increase for the project (\$43M) the budget also needs to demonstrate additional local revenue sources to make up for \$55.2M in state funding assumed in the 2023 RTP that is not part of the revenue sources assumed in the current project budget.

²These dollars are revenues already assumed for the 82nd Avenue Transit Project in the revenue forecast in the adopted 2023 RTP, covering the project’s estimated cost in the adopted 2023 RTP.

³The current 82nd Avenue Transit Project financial plan includes \$21 million in State revenues related to the jurisdictional transfer of 82nd Avenue from ODOT to the City of Portland. These State revenues were accounted for in the adopted 2023 RTP revenue forecast, but not specifically committed to the 82nd Avenue Transit Project (RTP ID 12029); they were assumed to help fund the City’s related 82nd Avenue corridor project (RTP ID 11844). The amendment proposes to reduce the cost of the corridor improvements (RTP ID 11844) by \$21 million and update the 82nd Avenue Transit Project financial plan to shift \$21 million of the state revenues assumed for the corridor project (RTP ID 11844) to the transit project (RTP ID 12029) to demonstrate fiscal constraint.

⁴Totals are generally rounded to the nearest \$100,000.

Attachments:

- [A: 82nd Avenue Transit Project Initial Purpose and Need Statement](#)
- [B: 2025 Engagement Summary](#)
- [C: Metro Council Staff Report on LPA Endorsement Recommendation June 26, 2025](#)
- [D: Existing Conditions](#)

ORDINANCE 26-1536 FOR THE PURPOSE OF ADMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE 82ND AVENUE TRANSIT PROJECT

Report of Comments Received and Recommended Actions

(comments received November 3 through December 19, 2025)

The proposed amendments were released for public review from November 3 through December 19, 2025. Public agencies, advocacy groups and members of the public were invited to submit comments by mail, phone or online via Metro's website, and through testimony provided at a public hearing held by the Metro Council on December 4, 2025. This document summarizes recommended changes to respond to comments received during the comment period. New wording is shown in underline; deleted words are shown in ~~strikeout~~.

#	Line or Page	Last name	First name	Affiliation	Date	Method	Comment	Response	Proposed change identified in comment (changes shown in strikeout and <u>underline</u>)	Staff recommendation (changes shown in strikeout and <u>underline</u>)
1	N/A	Littlefield	Todd	Area resident	12/2/2025	Public Hearing Testimony	I live in Lents, one block from the TriMet no. 17 bus, and the park and ride on 94th and Holgate, so I am a big believer in transit. I'm here to talk about 82nd Avenue and making one lane each direction a bus lane. I'm not sure, because I haven't gotten an accurate count of how many cars use 82nd Avenue a day - I heard it's 20,000 plus. I don't know if that includes the bus passengers. 82nd is a massive thoroughfare for tens of thousands of people each day. That's going to destroy their commute and Holgate, Powell and Foster are a nightmare as-is during commute hours in the morning. 92nd is a nightmare as-is. So unless you are going to build 92nd out to four lanes then the 82nd proposal cannot happen. You're going to make life miserable for commuters and the businesses. The businesses I've talked to are against this if they are even aware of it. So in my opinion this issue is probably more like a 95/5 issue so I'm not sure why you would even vote for doing this. So if you could put it to a vote to the people, expand 82nd to widen it to put in more lanes for the bus, but the current proposal is really going to irritate people.	Thank you for your comment. Transit priority on 82nd Avenue is something that is being discussed as part the next phase of project development, with a recommendation anticipated in early 2026. The endorsed Locally Preferred Alternative and proposed amendment to the Regional Transportation Plan focuses on the route, termini, and general station locations, and does not include this level of detail on transit priority.	Comment does not propose a change to the amendments.	No change recommended.



Metro

600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov

Agenda #: 6.2

File #: ORD 26-1537

Agenda Date: 3/5/2026

Ordinance No. 26-1537 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project

Ally Holmqvist, Senior Planner

Kate Hawkins, Senior Planner

Josh Brennan, Tualatin Valley Highway Transit and Safety Project Director, TriMet

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2023	)	ORDINANCE NO. 26-1537
REGIONAL TRANSPORTATION PLAN TO)	
INCLUDE THE LOCALLY PREFERRED	)	Introduced by Chief Operating Officer
ALTERNATIVE FOR THE TUALATIN VALLEY	)	Marissa Madrigal in concurrence with
HIGHWAY TRANSIT AND SAFETY PROJECT	)	Council President Lynn Peterson

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12 (Transportation), as implemented through the Transportation Planning Rule and the Metropolitan Greenhouse Gas Reduction Targets Rule; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, transit is a key element of the Climate Smart Strategy and the RTP; and

WHEREAS, in June 2010, the Metro Council adopted Ordinance No. 10-1241B, amending the 2004 RTP to comply with federal and state law, which included adoption of the Regional High Capacity Transit (HCT) System Plan; and

WHEREAS, in 2018 the Metro Council adopted the Regional Transit Strategy (RTS), as a component of the RTP, via Resolution No. 18-4892, which established the regional vision to make transit more frequent, convenient, accessible and affordable for everyone; and

WHEREAS, the HCT Strategy is a component of the 2018 RTS which was updated by Resolution No. 23-5348 to include new high capacity transit-related policies and identified high capacity transit lines on the Regional Transit Network map to better reflect the RTS vision; and

WHEREAS, the 2023 HCT Strategy identified the Tualatin Valley Highway corridor as a Tier 1 near-term priority investment which is included on the RTP 2030 financially constrained project list; and

WHEREAS, the most recent update to the RTP was completed on November 30, 2023, following approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or policies or to substantially modify existing projects or policies in the RTP; and

WHEREAS, the public must be provided an opportunity to review and comment on proposed amendments to the RTP, consistent with the policies and procedures in Metro’s Public Engagement Guide; and

WHEREAS, ongoing efforts to address congestion in the region include directing growth in designated centers and corridors served by high-quality transit in combination with investments in system and demand management strategies, improving transit service and reliability, increasing bicycle and pedestrian connections and adding roadway capacity in targeted ways; and

WHEREAS, the Tualatin Valley Highway Transit and Safety Project was identified in the 2023 RTP's financially constrained list of projects and programs; and

WHEREAS, in January 2022 Metro and TriMet convened a Steering Committee for the TV Highway Transit and Safety Project, consisting of agency leaders, elected officials, and community representatives, to develop and recommend a Locally Preferred Alternative and funding strategy for high-capacity transit on TV Highway; and

WHEREAS, the TV Highway Transit and Safety Project Steering Committee met numerous times, heard public input and testimony, and unanimously recommended the LPA for adoption on February 13, 2025, including the mode of transportation, alignment, and general station locations; and

WHEREAS, the Board of Washington County Commissioners unanimously adopted Resolution Number 25-26 on April 22, 2025, endorsing the LPA; and

WHEREAS, the Cornelius City Council unanimously adopted Resolution Number 2025-16 on May 5, 2025, endorsing the LPA; and

WHEREAS, the Hillsboro City Council unanimously adopted Resolution Number 2881 on May 6, 2025, endorsing the LPA; and

WHEREAS, the Forest Grove City Council unanimously adopted Resolution Number 2025-17 on May 12, 2025, endorsing the LPA; and

WHEREAS, the Beaverton City Council unanimously adopted Resolution Number 25084 on May 27, 2025, endorsing the LPA; and

WHEREAS, the TriMet Board of Directors unanimously adopted Resolution Number 25-05-25 on May 28, 2025, recommending confirmation of the LPA; and

WHEREAS, the LPA was endorsed by the Oregon Department of Transportation with a letter of support dated May 28, 2025; and

WHEREAS, at its meeting on June 12, 2025, JPACT approved Resolution No. 25-5504 and submitted the resolution to the Metro Council for approval; and

WHEREAS, at its meeting on June 26, 2025, Metro Council approved Resolution No. 25-5504 endorsing the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project; and

WHEREAS, FTA requires that the Locally Preferred Alternative be included in the Financially Constrained RTP and the Metropolitan Transportation Improvement Plan in order to be considered for a Small Starts Capital Investment Grant project rating; and

WHEREAS, Metro held a 45-day public comment period on the requested amendment from November 3 to December 19, 2025; and

WHEREAS, the Metro Council held a public hearing on December 4, 2025 to accept public testimony and comments regarding the requested RTP amendment; and

WHEREAS, JPACT and MPAC have recommended approval of the requested RTP amendment by the Metro Council; and

WHEREAS, the Metro Council held an additional public hearing on the requested RTP amendment on March 5, 2026; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The 2023 Regional Transportation Plan is hereby amended, as indicated in attached Exhibit A, attached and incorporated into this ordinance.

ADOPTED by the Metro Council this ___ day of _____, 2026.

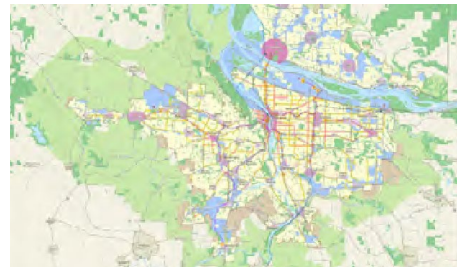
Lynn Peterson, Council President

Attest:

Approved as to Form:

Georgia Langer, Recording Secretary

Carrie MacLaren, Metro Attorney



Proposed amendments to
the 2023 RTP to reflect the
**Tualatin Valley Highway
Transit and Safety Project
Locally Preferred
Alternative**

This exhibit documents proposed amendments to the 2023 Regional Transportation Plan to reflect the Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative endorsed by the Joint Policy Advisory Committee on Transportation and the Metro Council in June 2025.

The amendments are shown in ~~red strikethrough~~ and underline and include:

- Appendix A: Financially Constrained List of Projects and Programs
- Appendix BB: Tualatin Valley Highway Transit and Safety Project LPA (***new***)
- Appendix W: Status of current major projects
- Appendix V: Future corridor refinement planning

Metro and regional partners have made significant progress on this project and are ready to take the next step in moving forward into project development and pursuing funding opportunities. To be eligible for federal and state funding, the Locally Preferred Alternative (LPA) must be adopted in the RTP. The requested amendments will bring the Tualatin Valley Highway Transit and Safety Project LPA into the 2023 RTP to support the project moving forward into project development and make the project eligible to compete for federal and state funding opportunities now.

Proposed Amendments to Appendix A to the 2023 Regional Transportation Plan
(shown in red ~~strikethrough~~ and underline)
Financially Constrained List of Projects and Programs



RTP Investment Category	County or counties	Nominating Agency	Primary Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated cost (in YOE dollars)	Time Period	Financially Constrained
Transit - High Capacity	Washington County	TriMet	TriMet	11589	HCT: Tualatin Valley Highway Transit and Safety Project	Forest Grove	Beaverton Transit Center	<p>Planning, design and construction of Rapid Transit Project along Tualatin Valley Highway to provide easier, faster and more reliable bus service as well as necessary safety and accessibility improvements and signals. Planning work will include identifying and prioritizing complementary multimodal safety improvements to make Tualatin Valley Highway safer for all travel modes.</p> <p><u>The TV Highway Transit and Safety Project would bring bus rapid transit service to the 16.5-mile corridor of Tualatin Valley Highway between Beaverton and Forest Grove. The project would replace the existing Line 57 bus line, connecting Beaverton, Aloha, Hillsboro, Cornelius, and Forest Grove.</u></p>	\$ 300,000,000	2023-2030	Yes

Adopted by Metro Ordinance No. 23-1496 on 11/30/23.

27 of 68

Download the project data in excel at: www.oregonmetro.gov/rtp

Projects submitted to RTP by nominating agency.

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APPENDIX BB

2023 Regional Transportation Plan

Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative

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Tualatin Valley Highway Transit and Safety Project
Locally Preferred Alternative (LPA) Description

On February 13, 2025, the TV Highway Steering Committee recommended the TV Highway Transit and Safety Project Locally Preferred Alternative (LPA). The recommended LPA for high-capacity transit in the Tualatin Valley Highway corridor is bus rapid transit with stations at the general locations indicated on the attached map, operating between Beaverton Transit Center and 19th Avenue and B Street in Forest Grove. The route will generally follow the same alignment as TriMet's current Line 57 route.

TV Highway Transit and Safety Project
Locally Preferred Alternative Map



Proposed Amendments to Appendix W to the 2023 Regional Transportation Plan (~~shown in red~~ strikethrough and underscore)

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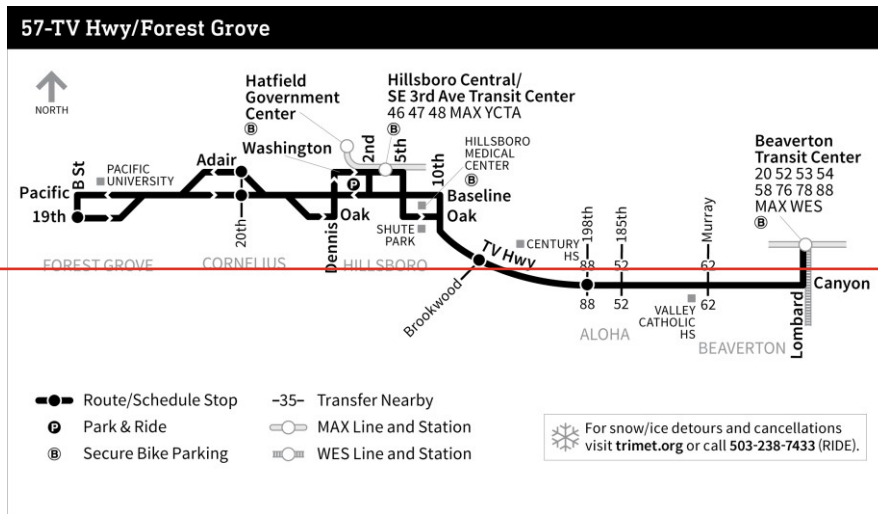
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Tualatin Valley Highway Transit and Development Safety Project

The Tualatin Valley (TV) Highway Transit and Development Safety project is studying the feasibility of converting the existing TriMet Line 57 bus to a bus rapid transit (BRT) line through major federal investment. The route map for Line 57 is shown in Figure W.9.

Figure W.9: TriMet Line 57 Route Map



Metro supported the creation of a community-led equitable development strategy (EDS) alongside the transit study to support community stability in the face of a major transportation investment in the corridor. The goal of the transit study was to identify a locally preferred alternative (LPA) that would enable partners to apply for federal funding of transit improvements. A BRT project would improve transit speed and reliability, making the bus more competitive with driving along this regional corridor. BRT investment would also improve corridor safety with station access infrastructure for pedestrians and provide a more dignified and attractive transit rider experience through improvements to stations such as shelters and lighting. The BRT project may be nested within or completed in tandem with a roadway includes project elements that more directly addresses the significant safety needs along this high-crash corridor, especially those of people walking, biking, and accessing transit.

The project Steering Committee, consisting of representatives from the cities of Forest Grove, Cornelius, Hillsboro, and Beaverton; Washington County; ODOT, TriMet and Metro; and four community representatives, is moving toward agreement on recommended an LPA anticipated in late 2023 February 2025, which has since been endorsed by all project partners. The LPA will covers the entire length of the corridor (Beaverton Transit Center to 19th and B Street in Forest Grove) and identifies the transit mode, route and general station locations may include a minimum operable segment that defines an initial federal capital investment in a portion of the corridor.

Figure W.9: Tualatin Valley Highway Transit and Safety Project Map



Next steps for the project include completing NEPA environmental review, advancing preliminary engineering and design, developing a finance plan, and preparing construction documents. Based on the current timeline, the project is estimated to open in December 2030.

The EDS was completed in June 2023 and approved by the [TV Highway Equity Coalition](#) (TEC), the body who guided its development. Strategies from the EDS are being advanced by government and nonprofit partners throughout the corridor and are independent of the implementation stage of the transit study.

Additional project information is available at: <https://www.oregonmetro.gov/public-projects/tualatin-valley-highway-transit-project>.

Proposed Amendments to Appendix V to the 2023 Regional Transportation Plan (~~shown in red strikethrough~~ and underscore)

RTP Design and Functional Classifications

The [Tualatin Valley Highway Corridor Plan](#) (TVCP), completed by ODOT, Metro, the cities of Hillsboro and Beaverton, and Washington County in 2013, gave policy direction to maintain the design and function of Tualatin Valley Highway as an urban arterial that will not exceed motorized vehicle capacity of two through travel lanes in each direction. Tualatin Valley Highway is classified as a “Major Arterial” on the Arterial & Throughway map and a “Regional Street” on the System Design map. The corridor has been included on the high capacity transit network since 2010 and remains a Tier 1 corridor which is currently under study to determine the most appropriate transit investment.

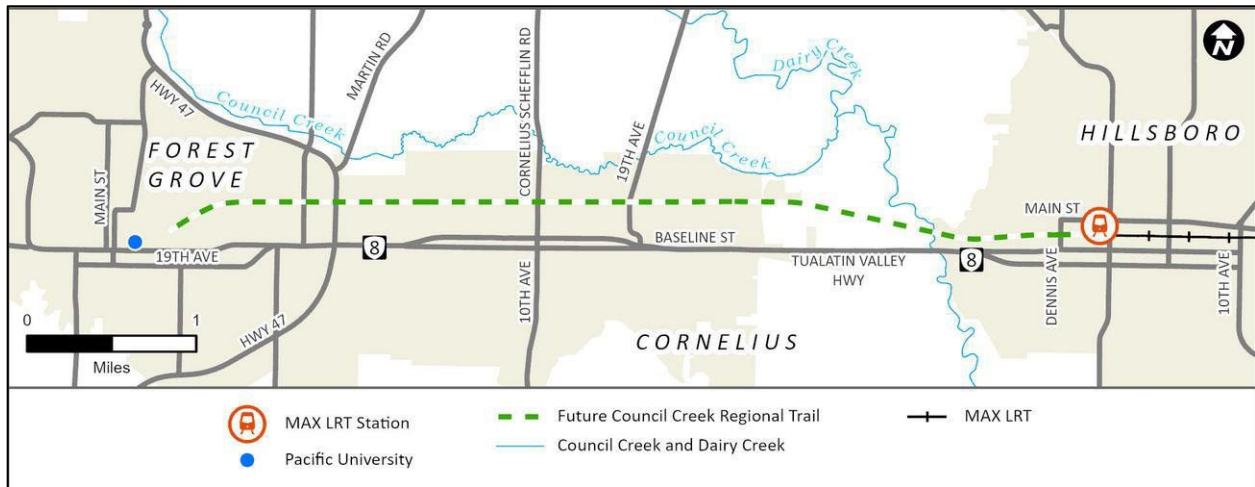
Recent planning efforts include Washington County’s [Moving Forward TV Highway Plan](#) (2019), studying improvements to multimodal networks for the segment from 106th Ave to Cornelius Pass Road. The [East Forest Grove Safety Action Plan](#) (2022) which examined the portion of OR 8 between Cornelius and Quince St / OR 47. The East Forest Grove plan identified multi-modal improvements to address safety along this section of the corridor.

Forest Grove is actively pursuing funding to implement recommendations from this planning effort, and new sidewalk in this area and crossing at A & B Row will be constructed by ODOT starting in 2025. Aspects of the Moving Forward TV Highway Plan formed ~~ed~~ the basis of the ~~current~~ transit and ~~safety project~~ roadway study being led by Metro.

Additional intersection and crossing projects are ongoing in the corridor, both in construction and in design and planning by ODOT from the 2021-24 STIP and 2024-27 STIP and by Washington County and the City of Hillsboro.

Mobility for people walking and biking in RTP Mobility Corridor 15 from Hillsboro to Forest Grove is being addressed by creation of a parallel facility, the [Council Creek Regional Trail](#). This multiuse regional trail is in design and will move to construction in 2026 providing an off-street, low-stress way for people to walk and bike between the Forest Grove and Cornelius town centers, and to connect to the western end of the Hillsboro regional center, including the MAX Blue Line. While this facility will provide mobility among these centers, it does not provide direct access to destinations along Tualatin Valley Highway for people walking and biking.

Figure V.4: Council Creek Regional Trail general location



A high capacity transit solution for Tualatin Valley (TV) Highway ~~has yet to be~~ was identified and recommended by the TV Highway Transit and Safety Project. The current project study is investigateding means for delivering a corridor-based bus rapid transit (BRT) line to Tualatin Valley Highway that would replace TriMet’s existing line 57 with high-capacity service. This service ~~will~~ould improve transit speed and reliability, as well as provide improved pedestrian access to station locations and improved rider experience through investments in stations, such as weather protection. This project focuses on enhancing transit and transit access and does not address the wholesale multimodal mobility needs of the corridor. Future planning and design will be necessary to identify implementable strategies to construct corridor-wide enhancements that meet the specifications of ODOT’s context-sensitive design approach for multimodal mobility.

ORDINANCE NO. 26-1537 FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE TUALATIN VALLEY HIGHWAY TRANSIT AND SAFETY PROJECT

First Reading and Public Hearing

Date: January 28, 2026

Department: Planning, Development and Research

Meeting Date: March 5, 2026

Length: 15 minutes

Prepared by:

- Ally Holmqvist, Senior Planner, Metro

- Kate Hawkins, Senior Planner, Metro

- Josh Brennan, Tualatin Valley Highway Transit and Safety Project Director, TriMet

Presenter: Ally Holmqvist, Senior Planner, ally.holmqvist@oregonmetro.gov

ISSUE STATEMENT

The Regional Transportation Plan (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area that guides planning and investment for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. It includes a list of “financially constrained” projects eligible to move forward when there is funding and political support. The RTP was last updated in 2023.

In June 2025, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council endorsed the Locally Preferred Alternative (LPA) for the Tualatin Valley Highway Transit and Safety Project identified as a regional priority in the 2023 RTP (and its element the High Capacity Transit Strategy) to improve transit speed, reliability, capacity, safety, comfort and access aligned with the vision established in the regional transit strategy. Planning to develop the LPA identified additional details and information that required amendments to the 2023 RTP. The amendments include updates to reflect:

- the endorsed LPA route alignment,
- LPA project description, and
- the project timeline and status and related future corridor-refinement activities in appendices of the 2023 RTP.

Metro and regional partners have made significant progress on the Tualatin Valley Highway Transit and Safety Project, as well as the 82nd Avenue Transit Project and Montgomery Park Streetcar Extension, and are ready to take the next step in pursuing key federal funding opportunities. This is a key step of the project development lifecycle outlined in the HCT Strategy for these identified Tier 1 priorities (see **Attachment 1**). To be eligible for federal and state funding, the endorsed transit project must have its LPA adopted in the RTP. The next full RTP update must be completed by November 30, 2028.

The requested amendment will include the endorsed Tualatin Valley Highway Transit and Safety Project LPA as part of the 2023 RTP in order to support the project moving into project development and becoming eligible to compete for federal and state funding opportunities now.

IDENTIFIED POLICY OUTCOMES

To reflect the LPA as previously endorsed by Metro Council resolution, the requested amendment includes the following:

- Amendments to the Appendix A: Constrained Priorities Project List to update the project description with additional detail.
- Amendments to Appendix W: Status of Current Major Projects to update description of the transit project to reflect endorsement of the LPA, including project status, timeline, maps and next steps.
- Amendments to Appendix V: Future Corridor Refinement Planning to update descriptions for transportation solutions in the corridor to add or update information about the transit project in development.
- Create a new appendix that will contain the LPA: Appendix BB: Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative
- Amendments to numbering, pagination, formatting and other scrivener's errors as needed.

ACTION REQUESTED

Hold a public hearing on the proposed RTP amendment and review Ordinance No. 26-1537 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project.

STAFF RECOMMENDATIONS

Staff recommends that Metro Council hold the public hearing for and review Ordinance No. 26-1537.

Following the amendment procedures, Metro staff has reviewed the information submitted by TriMet (Attachment 2) and finds that the requested amendment to the 2023 RTP to include the LPA for the Tualatin Valley Highway Transit and Safety Project is regionally significant and consistent with the 2023 RTP and federal fiscal constraint requirements.

Metro Council is anticipated to consider adoption at the April 23 Council meeting following a recommendation from MPAC and action from JPACT.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

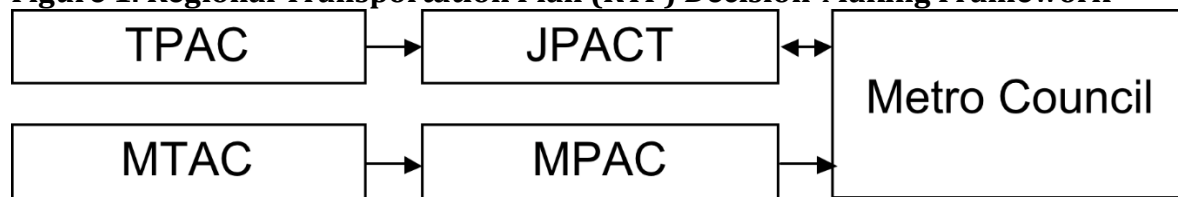
In 2023, JPACT and the Metro Council adopted a significant update to the RTP that brought together the input of thousands of people who live, work and travel across the greater Portland region. Meaningful engagement and consultation with Tribes, community members, community-based organizations, businesses, transportation agencies and elected officials contributed to a shared vision and strategy for investing in a

transportation system that serves everyone. The 2023 RTP forwards the values and desired outcomes for the future of the region’s transportation system: mobility options, equitable transportation, climate action and resilience, safe system, and thriving economy.

As the federally-designated metropolitan planning organization for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing and maintaining a regional transportation system plan, consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule, the Metropolitan Greenhouse Gas Reduction Rule, the Oregon Transportation Plan, and by extension the Oregon Highway Plan and other state modal plans.

The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. This decision-making framework is shown in Figure 1.

Figure 1. Regional Transportation Plan (RTP) Decision-Making Framework



Amendments to the RTP are considered in between scheduled updates when a sponsoring agency requests changes to the funding, phasing, mode, function or general location of a project in the plan. There are several general sources for RTP amendment requests:

- (1) ODOT requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
- (2) city or county requests involving transportation projects adopted through a public process in local transportation system plans, area plans, concept plans or studies;
- (3) transit agency requests to align adopted transit plans with the RTP;
- (4) public agency requests resulting from a National Environmental Policy Act (NEPA) review process to reflect the LPA adopted by project partners to allow the project to proceed and be eligible for federal funding; and
- (5) amendments resulting from a local, regional or state planning study or corridor refinement planning as defined in the Oregon Transportation Planning Rule, that involve additions or deletions to the RTP Financially Constrained project list or a significant change in the mode, function or general location of a project on the RTP Financially Constrained project list.

As described in Appendix Y of the RTP, such amendments require a recommendation from MPAC and adoption by the JPACT and the Metro Council by Ordinance.

Attachment 3 describes in detail how the amendment is regionally significant and consistent with the 2023 RTP and related public engagement procedures for amendments to the RTP. **Table 1** below provides a summary of the determination outcomes.

Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<u>Step 1</u> Sponsoring agency consults with Metro Staff	<i>Staff from TriMet (project sponsor) met with staff from Metro between <u>April and September 2025</u> on the requested amendment and the RTP consistency requirements. Metro staff also led the LPA process for the transit project.</i>
<u>Step 2</u> Sponsoring agency submittal	<i>Staff from TriMet submitted a memo for the requested amendment including the RTP consistency background information outlined in the RTP Project Amendment Checklist as outlined in Appendix Y: RTP Amendment Process in <u>October 2025</u>.</i>
<u>Step 3</u> Regional significance determination:	<i>In 2018, Metro adopted the region’s first Regional Transit Strategy, as an element of the RTP. The RTP identified Tualatin Valley Highway as an Enhanced Transit Corridor for short-term implementation with the transit project identified in the financially constrained project list. In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as an element of the RTP, and designated this high capacity transit project as a Tier 1: near-term HCT corridor – the highest priority for near-term HCT investment in the region. The project will also require project-level NEPA review. Additionally, the project corridor is designated on multiple RTP network maps – including transit, motor vehicle, bicycle, pedestrian, freight, and TSMO networks.</i>
Process Step	Outcomes
<u>Step 4</u> Public engagement consistency determination:	<p><i>TriMet submitted a signed Public Engagement and Non-discrimination Certification and Documentation Forms as part of the 2023 RTP certifying that they have:</i></p> <ul style="list-style-type: none"> <i>• an adopted Title VI plan and implementation procedures;</i> <i>• public engagement plans compliant with Title VI and Goals 1 and 12 for all adopted land use and/or transportation plans, strategies and studies including the project;</i> <i>• conducted project-specific engagement and analyzed potential inequitable impacts for marginalized groups;</i> <i>• conducted and will conduct non-discriminatory, inclusive engagement compliant with Title VI and Goals 1 and 12 where input followed best practices and helped shape the project; and</i> <i>• retained records related to these public engagement activities in compliance with regulations.</i> <p><i>The LPA endorsement process documented the extensive, consistent project development public engagement activities since that time.</i></p>

(continued) Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<p><u>Step 5</u> RTP consistency determination:</p>	<p><i>The requested amendment has elements demonstrating progress toward objectives under all five regional goals that:</i></p> <ul style="list-style-type: none"> • <i>implement the Metro 2040 Growth Concept by advancing high-capacity transit along a designated Corridor improving mobility between Regional Centers via a transit solution supporting planned compact, higher density land uses;</i> • <i>invest in a corridor identified for transit improvements on the RTP Transit Network Vision;</i> • <i>improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many functions of mobility corridors;</i> • <i>improve multimodal options and access for Equity Focus Areas;</i> • <i>provide safer alternatives to driving, advancing implementation of Vision Zero on a Regional High Injury Corridor;</i> • <i>advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible – a key strategy for implementing the Climate Smart Strategy;</i> • <i>advance transit and pedestrian system completion in a job and activity center to provide safe and convenient options for short trips and connections to transit, supporting the economy; and</i> • <i>plan to include transit signal priority and access management strategies to support system management and operations and are themselves transit strategies for increasing corridor capacity as part of the Congestion Management Toolbox.</i> <p><i>In all these ways, the requested amendment has been determined to support the region’s progress toward both federal and regional performance targets. All project amendments (additions and deletions) are exempt from the federally-required air quality conformity analysis.</i></p>
<p><u>Step 6</u> Fiscal constraint determination</p>	<p><i>There are no updates to project cost included in the proposed amendment.</i></p>

(continued) Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<p><u>Step 7</u> Begin Formal Amendment Process</p>	<p><i>The RTP Amendment Process was initiated with the start of the public review period on <u>November 3, 2025</u>. Per Metro’s adopted Public Engagement Guide, advance notice of the public comment period was provided 30 days in advance. This process was consistent with Metro’s public engagement and established RTP amendment procedures.</i></p> <p><i>Attachment 2</i> provides the process and timeline for considering the requested RTP amendment. To date that has included:</p> <ul style="list-style-type: none"> • <i>a 45-day public comment period which concluded on December 19, including a public hearing on December 4 (no comments received, see below)</i> • <i>Form 1 Notice to the Department of Land Conservation and Development on January 28</i> <p><i>Next steps in the process will include:</i></p> <ul style="list-style-type: none"> • <i>Consideration by MTAC and TPAC (making recommendations to MPAC and JPACT) this spring</i> • <i>Consideration by JPACT and MPAC this spring</i> • <i>Consideration by Metro Council (second reading and adoption anticipated April 23)</i> • <i>Form 2 Notice to the Department of Land Conservation and Development by May 12</i>

Known Support and Opposition

Overall, public input and prior endorsements demonstrate support for the transit project LPA by agency partners, local jurisdictions, and community-based organizations across the region. Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components for the project. Analysis was shared with community members for feedback. Public engagement has been extensive and coordinated with agency partners. Additionally, the project has demonstrated compliance with Title VI and regional public involvement requirements.

No public comments were on the Tualatin Valley Highway Transit and Safety Project or this proposed amendment during the comment period.

Legal Antecedents

Metro Council actions include:

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052, “For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments” adopted by the Metro Council on July 9, 2009.

- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010.
- Resolution No. 10-4119 (For the purpose of updating the work program for Corridor Refinement Planning through 2020 and Proceeding with the Next Two Corridor Refinement Plans in the 2010-2013 Regional Transportation Plan Cycle), adopted by the Metro Council on February 25, 2010.
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by Metro Council on Dec. 6, 2018.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.
- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.
- Resolution No. 25-5504 (For the purpose of endorsing the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project), adopted by the Metro Council on June 26, 2025.

Local jurisdiction actions include:

- The Board of Washington County Commissioners unanimously adopted Resolution Number 25-26 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on April 22, 2025.
- The Cornelius City Council unanimously adopted Resolution Number 2025-16 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 5, 2025.
- The Hillsboro City Council unanimously adopted Resolution Number 2881 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 6, 2025.
- The Forest Grove City Council unanimously adopted Resolution Number 2025-17 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 12, 2025.

- Beaverton City Council unanimously adopted Resolution Number 25084 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 27, 2025.
- The TriMet Board of Directors unanimously adopted Resolution Number 25-05-25 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 28, 2025.
- The Oregon Department of Transportation endorsed the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project with a letter of support dated May 28, 2025.

Anticipated Effects: Adoption of the Ordinance will allow project staff to continue working with TriMet and partners on the project to:

- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Coordinate with partners
- Support the implementation and construction of the project
- Open a new FX bus line along Tualatin Valley Highway in 2030

Budget Impacts: Adoption of the Ordinance has no budget impact at this time. There will be future costs associated implementation of the transit projects. These costs will be shared by local, regional, state and federal partners.

ATTACHMENTS

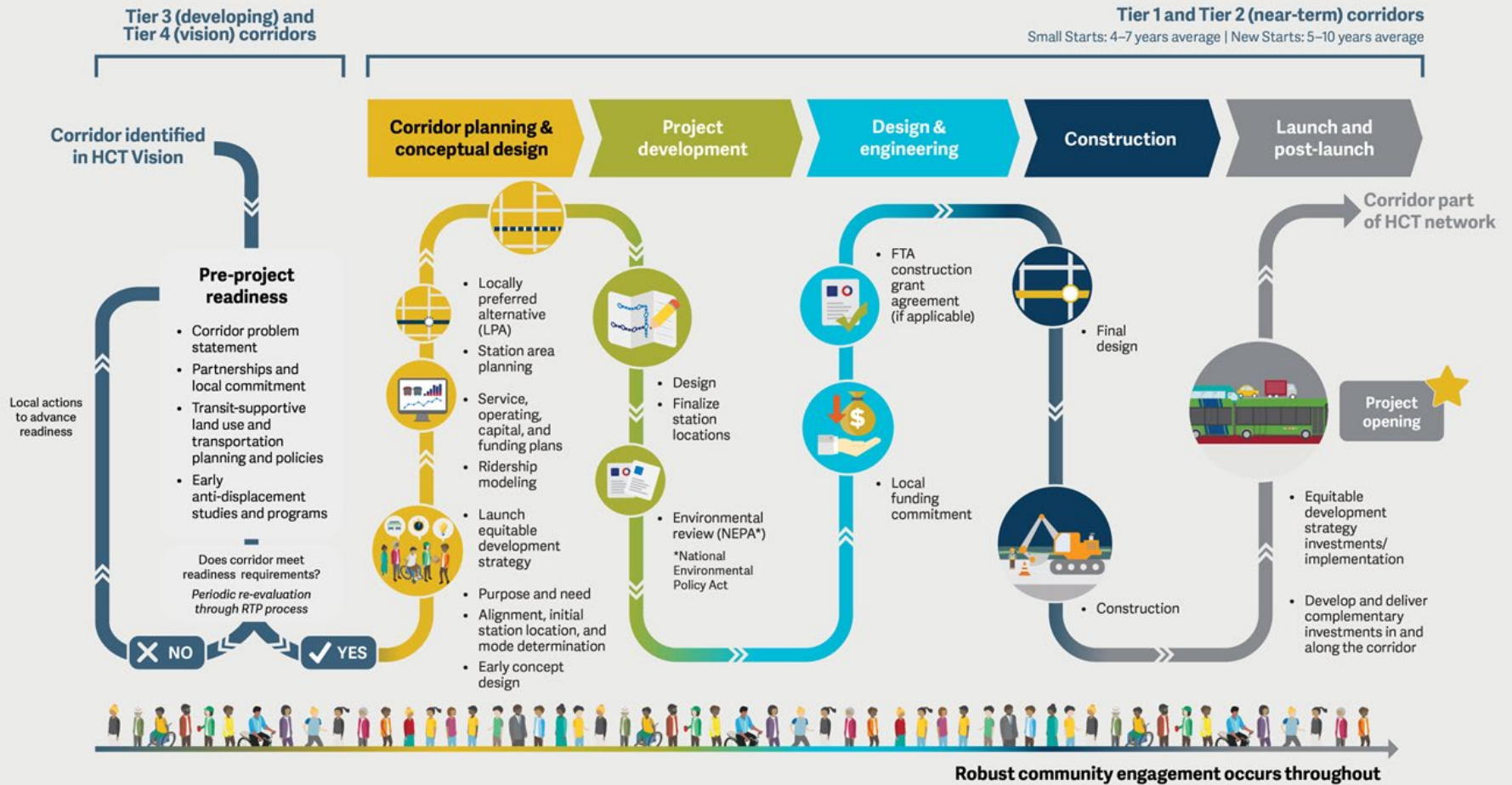
1. Attachment 1: High Capacity Transit Project Development Lifecycle
2. Attachment 2: Transit Project Locally Preferred Alternative RTP Amendments Process Timeline
3. Attachment 3: Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative RTP Amendment Request Memo
 - 3.1. Initial Tualatin Valley Highway Transit and Safety Project Purpose and Need Statement

High Capacity Transit Project Development Lifecycle

How will corridors move forward?

The figure below shows how corridors move through different stages of planning, engineering, and construction.

Tier 1 and 2 corridors are ready to move forward in the near term, while tier 3 and 4 corridors need more work to make them ready for investment.



Transit Project Locally Preferred Alternative 2023 Regional Transportation Plan Amendments Process Schedule

Below is a consolidated schedule showing the timeline for considering adoption of the proposed 82nd Avenue, Montgomery Park Streetcar, and TV Highway 2023 Regional Transportation Plan amendments.

Round	Meeting	Actions Necessary	Documents Necessary	Date
Public Comment Period (45 days) <i>DLCD Proposed Change PAPA Notice (post acknowledgement plan amendment)</i>	45 Day Comment Period	<ul style="list-style-type: none"> Public notice of comment period 30 days in advance of start of comment period – Friday, October 3 Public notice of comment period at start of comment period Amendment documents posted on Metro website Notice of public comment period emailed to Metro committees and RTP/Transportation Planning interested parties' lists 	Public review and public hearing amendment materials: <ul style="list-style-type: none"> Ordinance Exhibit(s) to Ordinance <ul style="list-style-type: none"> RTP Amendment Staff Report¹ Attachments to Staff Report Documented Public Comment Print Notices 	November 3 – December 19, 2025
	Metro Council	Public Hearing		December 4, 2025
	<i>Notice of Proposed Change to Plan (Form 1)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD 35 days before first reading)</i>		January 28, 2026
1st Reading and Public Hearing Introduce RTP Amendments to Advisory Committees	TPAC	<ul style="list-style-type: none"> Review and discuss, identify any needed changes 	Revised draft amendment materials: <ul style="list-style-type: none"> Ordinance Exhibit(s) to Ordinance <ul style="list-style-type: none"> RTP Amendment Staff Report² Attachments to Staff Report <ul style="list-style-type: none"> Draft Public Comment Report Table documenting comments proposing a change and recommended action(s) to respond to public comment 	February 6, 2026
	MTAC	<ul style="list-style-type: none"> Review and discuss, identify any needed changes 1st Reading and Public Hearing 		February 18, 2026
	JPACT			February 19, 2026
	MPAC			February 25, 2026
	Metro Council			March 5, 2026
Final rec'ds and action by Advisory Committees and Council 2nd Reading, Final Public Hearing and action	MTAC	<ul style="list-style-type: none"> Review final documents Make recommendation to MPAC on their adoption recommendation 	Final: <ul style="list-style-type: none"> Ordinance Exhibit(s) to Ordinance <ul style="list-style-type: none"> RTP Amendment (with any recommended actions incorporated) Findings Staff Report² Attachments to Staff Report <ul style="list-style-type: none"> Final Public Comment Report Table documenting comments proposing a change and recommended action(s) to respond to public comment 	March 18, 2026
	MPAC	<ul style="list-style-type: none"> Review final documents Consider MTAC recommendation Make recommendation to Metro Council on adoption 		March 25, 2026
	TPAC	<ul style="list-style-type: none"> Review final documents Make recommendation to JPACT on adoption 		April 3, 2026
	JPACT	<ul style="list-style-type: none"> Review final documents Consider TPAC recommendation on adoption Consider adoption of Ordinance and make recommendation to Council 		April 16, 2026
	Metro Council	<ul style="list-style-type: none"> Review final documents Consider MPAC recommendation and JPACT action 2nd Reading and Final Public Hearing Consider adoption as recommended by JPACT (or remand to JPACT) 		April 23, 2026
<i>DLCD Adopted Change PAPA Notice</i>	<i>Notice of Adopted Change to Plan (Form 2)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD within 20 days of adoption)</i>	<i>Include final documents above</i>	May 12, 2026

¹ Staff Report address RTP project amendments checklist in [RTP Appendix Y](#).

Date: October 20, 2025
To: Kim Ellis, Climate Program Manager; Ally Holmqvist, Senior Transportation Planner
From: Josh Brennan, TV Highway Project Director; Bernadette Le, Associate Project Manager
Subject: Tualatin Valley Highway Transit Project RTP Amendment Request

Purpose

This memo formally requests an amendment to the [Regional Transportation Plan \(RTP\)](#) to incorporate the [Locally Preferred Alternative \(LPA\)](#) for the Tualatin Valley (TV) Highway Transit and Safety Project and contains the background information needed to help Metro Staff to review the requested amendment for consistency with the RTP and develop the legislation and staff reports for consideration by the Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), and the Metro Council.

Project Description and Background

The TV Highway corridor is approximately 16.2 miles long, extending between the Beaverton Transit Center and 19th and B Street in Forest Grove, and is currently served by TriMet Line 57. This corridor connects Forest Grove, Cornelius, Hillsboro, Aloha, and Beaverton and generally follows OR-8 from Beaverton to Forest Grove. OR-8 was originally built as a farm-to-town road with limited multi-modal infrastructure. The alignment is also located directly north of the Union Pacific Railroad tracks for a significant portion of the alignment through Beaverton, Aloha and Hillsboro creating challenging constraints with the railroad to the south and development to the north. The alignment also follows local roads in Hillsboro in order to access the Hillsboro Transit Center.

This corridor is currently served by TriMet's Line 57, which runs between Beaverton and Forest Grove, primarily along TV Highway. Line 57 is a frequent service line operating at 15 minutes or better throughout the day, seven days a week. It has the highest ridership in Washington County with around 6,440 average weekday boardings. This line has also seen a one of the strongest bounce back rates since COVID-19 in the TriMet system with around 89% of the ridership when comparing 2019 to 2025.

Within the TV Highway corridor, there are transfer opportunities to two MAX light rail lines, the Westside Express Service (WES) Commuter rail line, and 10 TriMet fixed-route bus lines, Ride Connection Community Connector service in Cornelius and Forest Grove, as well as regional bus service.

There are many essential services located along and nearby the 16 mile TV Highway corridor. This project will help improve transit access to 6,775 business entities and 1,349 family-supportive services sites, including educational opportunities and medical care. Employment growth in this area (47%) is also expected to be higher than the region (38%) and comparable to Washington County (47%), according to a Metro report.

Many families also live in this area and the population is expected to grow rapidly in the coming years. The 2019-2023 American Community Survey found that in this corridor area there is a higher percentage of youth compared to the region and Washington County (22.9%, 19.9%, and 22.0%, respectively) as well as a higher percentage of family households with 5 or more members (18.8%, 11.7%, and 12.8%, respectively). Population growth is also forecasted to be higher in the ½ mile area around the corridor (38%) compared to the Portland region (28%) as well as Washington County (25%) (Metro).

The project would address three major needs in the corridor:

- *Safety*: need to improve access to transit and bus stop amenities in a high injury corridor
- *Transit speed and reliability*: need to provide faster and more reliable transit service in order to be more competitive with driving and to improve access to destinations
- *Transit-dependent communities*: need to provide safe, efficient, and reliable transit service to meet the needs of the high concentration of communities who rely on transit

The TV Highway Corridor has long been identified as a priority for major transit investment and previous plans/studies of the corridor have documented transit issues, community concerns and potential solutions. The 2009 High Capacity Transit (HCT) System Plan, the 2013 Tualatin Valley Highway Corridor Plan, the 2018 Regional Transportation Plan (RTP), the 2018 Regional Transit Strategy, the 2019 Moving Forward TV Highway Enhanced Transit and Access Plan, the Get Moving 2020 Bond Measure, and the 2023 Regional Transportation plan all call for a major transit investment in the corridor. The 2009 High Capacity Transit System Plan identified the corridor as a Next Phase Regional Priority Corridor (Beaverton to Hillsboro) and Developing Regional Priority Corridor (Hillsboro to Forest Grove). The 2018 RTP identified the corridor for major transit investment and then the 2023 Regional Transportation Plan includes a high-capacity transit project as a Tier 1 corridor in the 2030 Near-Term Constrained Project list, the top level of regional prioritization for advancing in the near-term.

These previous plans have analyzed TV Highway/Line 57 within the regional transit network and explored a set of corridor-wide and location-specific transit improvements, such as transit signal priority enhancements and station location and access improvements (Get Moving 2020). Previous planning processes have also identified that pedestrian safety for riders getting to transit stops is a key priority for the community (2013 Tualatin Valley Highway Corridor Plan, 2019 Moving Forward TV Highway Enhanced Transit and Access Plan). In addition to these past plans, recent research has highlighted the dire need to improve safety along the corridor. Between 2018 and 2022, 19% of the roadway fatalities that occurred within Washington County occurred along the 16.2 mile project corridor, which is only 0.5% of the roadway miles within the County, and about half of the fatalities were pedestrians.

TriMet worked closely with Metro during the planning phase to complete early planning for a transit and safety project in this corridor. The Oregon Department of Transportation (ODOT) was also a key partner as the owner of the roadway from Beaverton to Highway 47. The Washington County and the cities of Forest Grove, Cornelius, Hillsboro and Beaverton were all members of the project steering committee, helping to guide the team to identify a project that meets the needs of their residents. The steering committee also included four members from community-based organizations that serve people in the area along TV Highway: Unite Oregon, Centro Cultural, Adelante Mujeres and APANO. These members brought community perspectives to the discussion that may otherwise not be represented.

In February 2025, the project Steering Committee recommended a locally preferred alternative (LPA) that identifies the project's transit mode, route and general station locations. The committee also approved a funding strategy to secure local, regional, state and federal funding for the project.

A timeline of partners and jurisdictions endorsements of the LPA is as follows:

- The Board of Washington County Commissioners unanimously adopted Resolution Number 25-26 to endorse the LPA on April 22, 2025.

- The Cornelius City Council unanimously adopted Resolution Number 2025-16 to endorse the LPA on May 5, 2025.
- The Hillsboro City Council unanimously adopted Resolution Number 2881 to endorse the LPA on May 6, 2025.
- The Forest Grove City Council unanimously adopted Resolution Number 2025-17 to endorse the LPA on May 12, 2025.
- Beaverton City Council unanimously adopted Resolution Number 25084 to endorse the LPA on May 27, 2025.
- The TriMet Board of Directors unanimously adopted Resolution Number 25-05-25 to endorse the LPA on May 28, 2025.
- The Oregon Department of Transportation endorsed the LPA with a letter of support dated May 28, 2025.
- JPACT approved Resolution No. 25-5504 and submitted the resolution to the Metro Council for approval on June 12, 2025.
- Metro Council adopted Resolution No. 25-5504 endorsing the LPA on June 26, 2025.

Project Description and Map

The TV Highway Transit & Safety Project will bring TriMet FX–Frequent Express bus service to the 16.2 mile corridor. The FX line would be built and operated by TriMet. The line would connect Beaverton, Aloha, Hillsboro, Cornelius, and Forest Grove. It would operate as Frequent Express (FX) service, TriMet’s brand of BRT, and would replace the existing Line 57 bus line.

The following agency partners will help deliver the project:

- TriMet will be the Project Sponsor and the Grantee for the FTA CIG Small Starts program.
- Metro will lead the environmental analysis and approvals required under NEPA.
- Washington County, the Cities of Beaverton, Cornelius, Hillsboro, and Forest Grove, and ODOT are project partners supporting Project Development activities.
- ODOT and Forest Grove are AHJs along the corridor related to permitting requirements
- The Federal Transit Administration is expected to be the lead federal agency for NEPA and an important financial partner through the FTA’s CIG Small Starts program.

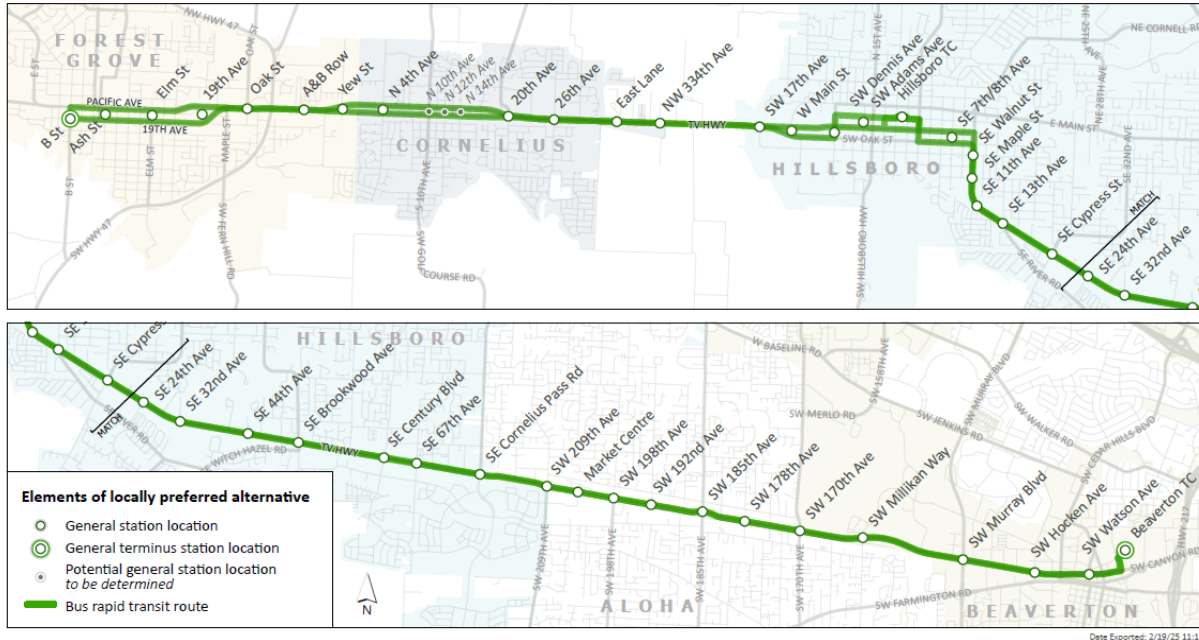
Early project designs include the following proposed modal and design elements:

- Eliminates partial pullout stop design and creates safer bus/bike interactions at stations
- Station amenities and platforms at 41 station pairs
- Accommodating UPRR requirements for station locations in and adjacent to UPRR ROW
- Four rebuilt intersections (to accommodate bus pullouts where there are existing traffic safety issues and to shift away from the UPRR tracks)
- 17 new vehicles
- 59 signal upgrades to accommodate transit signal priority
- TV Highway would be upgraded to 12-minute service from the existing 15 min service
- New or existing enhanced crossings at each station pair
- Sidewalk and crossing connections linking to optimized station platforms to ensure access
- Station-area lighting upgrades

Figure 1 outlines the project area and endorsed LPA, which starts at Beaverton Transit Center and ends at 19th Avenue and B Street in Forest Grove.

Figure 1: Project Area Map

TV Highway transit project Recommended Locally Preferred Alternative



Project Development Phase Schedule and Deliverables

The Locally Preferred Alternative being amended into the RTP will support further progress on the Project and is a required step to qualify for key federal funding opportunities. It is also necessary to complete the NEPA process covering all aspects of the project proposed for FTA funding, develop sufficient information for FTA to develop a project rating, complete sufficient engineering and design to develop a firm and reliable cost, scope, and schedule for the project, obtain all non-CIG funding commitments, complete all critical third-party agreements, and meet other FTA readiness requirements.

The Project formally entered the Project Development phase in October 2025, with Project Development anticipated to be completed in spring 2028, with service opening in fall 2030.

The schedule for Project Development Phase deliverables is as follows:

- Environmental Approvals under NEPA (early 2026 — early 2027)
 - Purpose and Need
 - Class-of-Action consultation, coordination, and determination
 - NEPA assessment and findings, including traffic, SEE analysis, and public engagement (intended to culminate in a Documented Categorical Exclusion)
- Preliminary Engineering and Design (fall 2025 — early 2027). Assuming the required NEPA class of action results in an Documented Categorical Exclusion (DCE) . At each design step listed below an official project cost estimate shall be prepared that documents the total anticipated construction cost in year of expenditure dollars:
 - "15%" design (expected to be the result of incorporating comments and adjustments to LPA Plan Set)
 - "30%" design (generally a typical design level for interim review)

- "60%" design (expected to be the plan set used for cost estimation and negotiation of Construction Grant Agreement with FTA)
- Draft Finance Plan
- Development of initial Small Starts application for rating and subsequent Small Starts Construction Grant Application
- Final Design and Construction Documents (early 2027 – 2028). At each design step listed below an official project cost estimate shall be prepared that documents the total anticipated construction cost in year of expenditure dollars:
 - "90%" design
 - "Issued for Construction" (IFC) Plan Set, including specifications and special provisions

The proposed time period for the Engineering and Construction phase is April 2028-December 2030.

Public Engagement

The project planning phase included three phases of public engagement, which focused on raising project awareness, engaging with the TV Highway Equity Coalition (TEC), and seeking feedback on proposed station locations. During phase one, the project team engaged over 160 community members to introduce them to the project. In the second phase, the project team convened public workshops and asked community members about their visions for transit in the corridor, what successful equitable development looks like, and which destinations along the Line 57 route are most important to them. The third phase of engagement included an online survey, StoryMap, and tabling at community events to seek feedback on proposed station locations, gauge community support for proposed investments, and allow space for open-ended comments.

Public engagement activities helped shape the project in several ways:

- At TEC meetings and community workshops in 2023, participants confirmed that the proposed criteria for station locations were appropriate and that no additional criteria needed to be added.
- Community members identified safe access to bus stops and improved waiting areas for transit riders were top priority items and should be included in the project scope. This feedback, alongside technical analysis, was considered by decision-makers when recommending station locations and safety improvements.
- Four community representatives from the TEC served on the project Steering Committee. The committee was charged with advancing the project through key decision points and recommending a LPA.

See Attachment A: Fall 2024 Engagement Summary for a summary of public engagement efforts and the community feedback received.

In the project development phase, the project will establish a Community Advisory Committee (CAC) and a Policy & Budget (P&B) Committee. Meetings for these committees will be public. The Community Advisory Committee will advise the project team on project design, station platform locations, community outreach activities, and development of other Project elements. The P&B Committee will consist of one elected/executive from each jurisdictional partner agency and one member of the CAC. The Committee will advise the relevant road authorities about changes in their rights of way. The Committee will also serve as a public forum for the Project team to provide Project updates, public engagement and CAC updates, and opportunities for jurisdictional partners and CAC leadership to collaborate and provide advice.

RTP Consistency and Regional Significance

The project advances the following RTP goals, objectives, and policies, and RTP modal function(s) of the facility:

Goal 1 – Mobility Options

- (Objective 1.1) Increases proportion of trips made by use of transit and reduces per capita vehicle miles traveled.
- (Objective 1.2) Completes gap in planned regional network.
- (Objective 1.3) Increases household and job access to frequent transit service.
- (Objective 1.4) Maintains reliable person-trip and freight mobility in a regional mobility corridor.

Goal 2 – Safe System

- (Objective 2.1) Contributes to eliminating fatal and severe injury crashes by 2035.
- (Objective 2.3) Maintains and brings facilities up to a state of good repair.

Goal 3 – Equitable Transportation

- (Objective 3.1) Contributes to eliminating disparities related to access, safety, affordability, and health outcomes experienced by people of color and other marginalized communities.
- (Objective 3.2) Contributes to eliminating barriers that people of color, people with low incomes, youth, older adults, people with disabilities, and other marginalized communities face to meeting their travel needs.

Goal 4 – Thriving Economy

- (Objective 4.1) Focuses growth and transportation investment in a designated 2040 growth area and provides access to jobs, markets, and community places within and beyond the region.
- (Objective 4.2) Maintains access to industry and freight intermodal facilities.
- (Objective 4.3) Attracts new businesses and family-wage jobs and retains those already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.
- (Objective 4.4) Reduces the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.
- (Objective 4.5) Bring facilities up to a state of good repair and avoid deferred maintenance.

Goal 5 – Climate Action and Resilience

- (Objective 5.1) Contributes to meeting adopted targets for reducing transportation-related greenhouse gas emissions and vehicles miles per capita.
- (Objective 5.2) Increases the share of jobs and households in walkable, mixed-use areas served by frequent transit service.
- (Objective 5.3) Preserves and protects the region’s biological, water, historic and culturally important plants, habitats, and landscapes, and integrates green infrastructure strategies to maintain habitat connectivity, reduce stormwater run-off, and reduce light pollution.
- (Objective 5.4) Increases the resilience of communities and regional transportation infrastructure to the effects of climate change and natural hazards including seismic events.

- (Objective 5.5) Brings facilities up to a state of good repair and avoid deferred maintenance to prevent future more costly and resource intensive repairs.

The Project is consistent with and supports implementation of the following RTP System, Regional Design and Regional Network Policies:

- *3.2.1 2040 Growth Concept:* The Project supports the Metro 2040 Growth Concept by advancing permanent high-capacity transit along a designated Corridor of Tualatin Valley Highway, as well as supporting planned land uses adopted in the 2040 Growth Concept [by improving mobility between Regional Centers via transit.](#)
- *3.2.2 Transportation Equity Policies:* The Project improves multimodal options and permanent transit access in several Equity Focus Areas.
- *3.2.3 Safety and Security Policies:* The Project advances safe access to transit on a Regional High Injury Corridor.
- *3.2.4 Climate Action Policies and Resilience Policies:* The Project supports Metro’s Climate Smart Strategy and related policies. It will advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible. It will include sidewalk and crossing connections linking the local street grid to optimized station platforms.
- *3.2.6 Mobility Policies:* The Project will advance mobility policies. It will improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many other functions of arterials. It prioritizes the safety and comfort of travelers of all modes through multimodal network completion.
- *3.3 Regional Network Policies:* The Project supports regional network policies, including policies which aim to provide transit as an attractive, convenient, accessible, and affordable travel option. [It supports RTP Policy Map designations for the Transit and Pedestrian networks.](#)

Identification of the Project followed the RTP congestion management process policies in the following ways:

- The Project utilizes multiple tools in the Congestion Management Process (CMP) toolbox. It is planned to utilize transit signal priority and access management strategies to support system management and operations. It will utilize active transportation strategies by implementing new walking connections to key destinations. It will utilize transit strategies by constructing high capacity transit and expanding transit coverage. The project incorporates TSMO strategies and transit system improvements to manage congestion and support planned land uses adopted in local comprehensive plans and the [2040 Growth Concept.](#)

The Project is regionally significant. TV Highway was first identified as a priority corridor for high-capacity transit (HCT) in the 2009 [HCT System Plan.](#) In 2018, Metro adopted the region’s first [Regional Transit Strategy,](#) in support of the [2018 Regional Transportation Plan \(RTP\).](#) The RTP included an “enhanced transit concept” investment in the TV Highway corridor on the financially constrained project list. This type of capital investment is a context-sensitive approach to improving transit speed and reliability with lower-cost and easy to implement improvements. Subsequent transit corridor planning was completed as part of [Washington County’s 2019 Moving Forward TV Highway Enhanced Transit and Access Plan,](#) as well as the 2020 regional transportation funding measure. In 2023, Metro updated and replaced the HCT Plan with the [Regional HCT Strategy](#) as part of the [2023 Regional Transportation Plan update,](#) which designates

TV Highway as a Tier 1: near-term HCT corridor, the highest priority for near-term HCT investment in our region. The current planning effort builds on the analysis and findings from these prior plans and will also require analysis and approvals required by the National Environmental Policy Act (NEPA). Additionally, TV Highway is designated on multiple RTP network maps—transit, motor vehicles, bicycle, pedestrian, freight, and TSMO networks.

Performance

The Project makes progress toward federal and regional performance targets:

- *Mobility*, by increasing transit, bike, and pedestrian mode shares, improving access to jobs via transit, contributing to completing the transit network and the bicycle and pedestrian system near transit, increasing the share of households that are located near transit and bicycle and pedestrian facilities, and improving throughway reliability.
- *Safety*, by contributing to eliminating transportation related fatalities and serious injuries.
- *Equity*, by contributing to eliminating transportation related fatalities and serious injuries in equity focus areas, contributing to completing the bicycle and pedestrian system in equity focus areas, and improving access to jobs within equity focus areas.
- *Economy*, by maintaining driving and transit travel times and contributing to completing the bicycle and pedestrian system in job and activity centers.
- *Climate and Environment*, by reducing per capita greenhouse gas emissions from light-duty vehicles and per capita vehicles miles traveled, helping to meet revised statewide goals requiring accelerated reductions in greenhouse gas emissions, and keeping air pollution from mobile sources levels below thresholds set by the federal government.

Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. As part of its evaluation, the 2023 High Capacity Transit Strategy found that implementing all of the corridor improvements identified in the vision would result in a 0.6% reduction in CO_{2e} emissions regionwide. TV Highway landed in the top 30% of vision corridors evaluated where a high capacity transit investment would result in greenhouse gas reduction. The HCT Strategy’s analysis found that a high capacity transit investment on TV Highway could result in a reduction of around 160 metric tons of CO_{2e} per year.

The 2023 RTP Climate Smart Strategy (CSS) states that implementing the Regional Transit Strategy vision of making transit convenient, frequent, accessible and affordable is a key strategy with a high relative climate benefit. The CSS includes a number of near-term actions for Metro and partners related to high capacity transit, including: 1) expand transit service to serve communities of concern, transit-supportive development and other potential high ridership locations; and 2) expand partnerships with transit agencies, cities, counties and ODOT to implement capital improvements in frequent bus corridors (including dedicated bus lanes, stop/shelter improvements, and intersection priority treatments) to increase service performance.

To make progress toward the CSS performance targets, the Project implements elements from the 2040 Growth Concept and local adopted land use and transportation plans, makes transit convenient, frequent, accessible, and affordable, makes biking and walking safe and convenient, makes streets and highways safe and reliable, uses technology to actively manage the transportation system, provides information and incentives to expand the use of travel options, supports transition to cleaner low carbon fuels, secures adequate funding for transportation

investments, demonstrates leadership on climate change, and adopts new metrics for climate analysis.

In spring 2025, TriMet applied for a U.S. Department of Transportation Safe Streets for All (SS4A) Grant to fund the safety elements of this project. Based on the grant eligibility requirements, this project was eligible for this federal funding source. Awardees may be announced as soon as late 2025.

Fiscal Constraint

The cost estimate included in the [2023 RTP financially constrained project list](#) was \$300,000,000 in year-of-expenditure dollars and that estimate has not changed. TriMet will be pursuing FTA Small Starts Capital Investment Grant (CIG) funding and will likely seek up to the maximum Small Starts CIG funding amount of \$150 million. In spring 2025, TriMet also applied for a U.S. Department of Transportation Safe Streets for All (SS4A) Grant to fund the safety elements of this project. Local and regional Project partners have agreed to work together to contribute approximately \$100M and the project is pursuing additional funding options to secure the remaining \$50M, such as grants. The combined \$150 million in local, regional and other funding will allow for critical investments in transit and safety throughout the corridor and leverage the federal investment through the Small Starts program.

As indicated in the Project Development section above, preliminary engineering, design, and construction will all occur in the 2023-2030 near-term RTP investment time period.

Attachments:

- [A: Fall 2024 Engagement Summary](#)
- [B: Metro Council Staff Report on LPA Endorsement Recommendation June 26, 2025](#)
- C: Initial Purpose and Need Statement

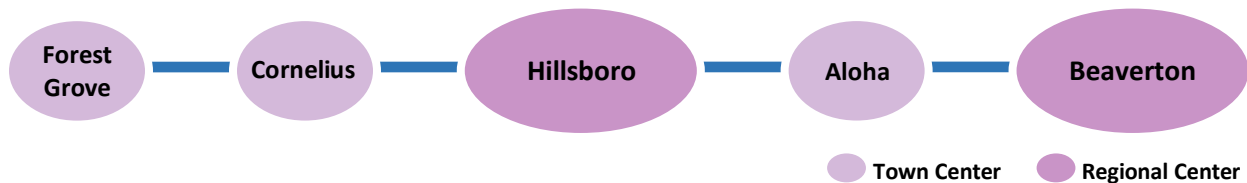
TV Highway Transit Project

Initial Purpose and Need Statement

BACKGROUND

Tualatin Valley (TV) Highway (Oregon Route 8) is an important regional and county urban arterial that supports the movement of goods and people through the communities of Forest Grove, Cornelius, Hillsboro, Aloha, and Beaverton (Figure 1). It serves as an access route to Highway 217 from points west, connects to the regional light rail system in two locations, and supports one of the highest ridership bus lines in the region. The corridor also serves many communities of color, limited English proficiency speakers, and lower income communities.

Figure 1. TV Highway Corridor Communities



In 2010, TV Highway was identified as a priority corridor for high capacity transit (HCT) in the HCT System Plan. In 2018, Metro updated and replaced the HCT System Plan with the Regional Transit Strategy, in support of the 2018 Regional Transportation Plan (RTP). The 2018 RTP includes an “enhanced transit concept” investment in the TV Highway corridor on the financially constrained project list. This type of capital investment is a context-sensitive approach to improving transit speed and reliability with lower-cost and easy to implement improvements. Subsequent transit corridor planning was completed as part of Washington County’s 2019 Moving Forward TV Highway Enhanced Transit and Access Plan, as well as the 2020 regional transportation funding measure. The current planning effort builds on the analysis and findings from these prior plans.

PURPOSE

The purpose of the TV Highway Transit Project is to improve speed, reliability, accessibility and safety for transit riders on TV Highway, and in particular for communities of color and low-income communities.

NEED

The TV Highway Transit Project would address three major needs in the corridor:

1. **Safety:** need to improve access to transit and bus stop amenities in a high injury corridor
2. **Transit speed and reliability:** need to provide faster and more reliable transit service in order to be more competitive with driving and to improve access to destinations

3. **Transit-dependent communities:** need to provide safe, efficient, and reliable transit service to meet the needs of the high concentration of communities who rely on transit

The following subsections provide more information on each need.

Safety

TV Highway is designated as a regional high injury corridor in the 2018 Regional Transportation Safety Strategy (RTSS) and a priority high crash corridor in Washington County's Transportation Safety Action Plan (2016). The portion of TV Highway between Beaverton and Hillsboro had the seventh highest rate of serious crashes per mile out of the 181 high injury corridors identified in the 2018 RTSS.¹ Overall, there were 237 serious injuries and 39 fatalities on TV Highway between 2007 and 2018, an average of 18 serious injuries and 3 deaths per year.² Seventy-two percent of those fatalities were people either walking or bicycling. TV Highway has inadequate multimodal and transit infrastructure, which creates safety concerns as well as barriers to access.

Approximately 29 percent of TV Highway lacks sidewalks, and approximately 32 percent of bike lanes are missing or substandard along the highway.³ Many of the Line 57 bus stops lack landing pads, lighting, shelters, and protected crossings. Between 2007 and 2018, 53 percent of all pedestrian serious injuries and fatalities on TV Highway occurred within 100 feet of a transit stop, which highlights the importance of access and safety improvements for pedestrians near transit stations.⁴

Transit speed and reliability

Transit travel time on the Line 57 is nearly double that of auto travel time, which impacts existing transit riders, limits the attractiveness for new riders, and hinders access to destinations along the corridor.⁵ This transit delay is primarily caused by congestion and delay at signalized intersection, and will only get worse as traffic continues to grow over time. Substandard bus stops also result in slower boarding procedures and longer dwell times, which account for approximately 13 percent of average runtimes on the Line 57, contributing to overall transit delay.⁶ Unreliability is also a top reason for riders to be dissatisfied with their Line 57 trips.⁷ Improving transit travel time and reliability within the corridor would provide an attractive alternative to driving, which could free up roadway capacity for other vehicles in the corridor, including freight and other commercial vehicles within this designated freight corridor.

Transit-dependent communities

The TV Highway corridor has relatively high concentrations of people who rely on transit and therefore need safe, efficient, and reliable transit to access community resources, jobs, and educational opportunities. In comparison to both the region and Washington County, communities in the corridor have higher concentrations of low-income households, people of color, people with limited English language proficiency, and youth. Eighty-three percent of the corridor study area is in an equity focus area as defined by the 2018 RTP, and all of TV Highway is bordered on at least one side by an equity focus area.⁸ The Line 57 bus ranks tenth in the TriMet system in terms of providing access to communities of concern, jobs, affordable housing, and social services.⁹ The

route has a relatively high share of riders who speak Spanish, identify as people of color, do not have a car available, and have a low household income.¹⁰

APPROACH

The project will seek funding from the Federal Transit Administration (FTA), specifically from FTA's Section 5309 Capital Investment Grants Program. To qualify for this funding, the project will proceed using FTA's definition of a corridor-based bus rapid transit Small Starts project. Because the project will seek federal funding, it must comply with the National Environmental Policy Act.

NOTES

- ¹ Based on fatal and severe injury crashes from 2010 to 2014 on the 8-mile stretch of TV Highway between SW Cedar Hills Boulevard in Beaverton and SE 10th Avenue in Hillsboro.
- ² Oregon Department of Transportation (ODOT) crash data (based on the portion of TV Highway (OR 8) and associated roadways following the general route of the Line 57 bus).
- ³ TV Highway Project Development – Project Needs and Evaluation Methodology, 2019.
- ⁴ ODOT crash data (same geographic extent as above).
- ⁵ TV Highway Project Development – Project Needs and Evaluation Methodology, 2019.
- ⁶ TV Highway Project Development – Project Needs and Evaluation Methodology, 2019.
- ⁷ Based on responses to a fall 2021 survey of Line 57 riders.
- ⁸ Equity focus areas are Census tracts where the rate of people of color, people with low income (i.e., incomes equal to or less than 200 percent of the Federal Poverty Level), or people with limited English proficiency is greater than the regional average and double the density of one or more of these populations. The corridor study area includes a 0.5-mile buffer on either side of the Line 57 route.
- ⁹ TriMet, 2017.
- ¹⁰ Based on responses to a fall 2021 survey of Line 57 riders. Of the respondents who answered each question, 34 percent completed the survey in Spanish, 52 percent identified as people of color (based on race and ethnicity questions), 64 percent reported incomes below 200 percent of the Federal Poverty Level (based on household size), and 70 percent do not have a car, motorcycle, or truck available to use.



Metro

600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov

Agenda #: 6.3

File #: ORD 26-1538

Agenda Date:4/23/2026

Ordinance No. 26-1538 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Montgomery Park Streetcar Extension

Ally Holmqvist, Senior Transportation Planner

Alex Oreschak, Senior Planner

Shawn Canny, Senior Transportation Planner, Portland Bureau of Transportation

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2023) ORDINANCE NO. 26-1538
REGIONAL TRANSPORTATION PLAN TO)
INCLUDE THE LOCALLY PREFERRED) Introduced by Chief Operating Officer
ALTERNATIVE FOR THE MONTGOMERY) Marissa Madrigal in concurrence with
PARK STREETCAR EXTENSION) Council President Lynn Peterson

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12 (Transportation), as implemented through the Transportation Planning Rule and the Metropolitan Greenhouse Gas Reduction Targets Rule; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, transit is a key element of the Climate Smart Strategy and the RTP; and

WHEREAS, in June 2010, the Metro Council adopted Ordinance No. 10-1241B, amending the 2004 RTP to comply with federal and state law, which included adoption of the Regional High Capacity Transit (HCT) System Plan; and

WHEREAS, the Regional HCT System Plan identified streetcar to Montgomery Park as part of the City of Portland’s Draft Streetcar System Plan; and

WHEREAS, in 2018 the Metro Council adopted the Regional Transit Strategy (RTS), as a component of the RTP, via Resolution No. 18-4892, which established the regional vision to make transit more frequent, convenient, accessible and affordable for everyone; and

WHEREAS, the HCT Strategy is a component of the 2018 RTS which was updated by Resolution No. 23-5348 to include new high capacity transit-related policies and identified high capacity transit lines on the Regional Transit Network map to better reflect the RTS vision; and

WHEREAS, the HCT Strategy identified streetcar to Montgomery Park from the City of Portland’s Draft Streetcar System Plan as a Tier 1 near-term priority investment which is included on the RTP 2030 financially constrained project list; and

WHEREAS, the most recent update to the RTP was completed on November 30, 2023, following approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or policies or to substantially modify existing projects or policies in the RTP; and

WHEREAS, the public must be provided an opportunity to review and comment on proposed amendments to the RTP, consistent with the policies and procedures in Metro’s Public Engagement Guide; and

WHEREAS, ongoing efforts to address congestion in the region include directing growth in designated centers and corridors served by high-quality transit in combination with investments in system and demand management strategies, improving transit service and reliability, increasing bicycle and pedestrian connections and adding roadway capacity in targeted ways; and

WHEREAS, the Montgomery Park Streetcar Extension was identified in the 2023 RTP's financially constrained list of projects and programs; and

WHEREAS, from 2019 to 2023, the City of Portland developed the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H), which identified a preferred transit alignment for the Montgomery Park Streetcar Extension; and

WHEREAS, in 2024, the City of Portland published the Montgomery Park Area Plan, which included a description updated the MP2H name to better reflect the plan's focus in the Montgomery Park Area of Northwest Portland and included minor refinements to the preferred transit alignment to reduce capital costs and improve feasibility, as well as a description of the preferred transit alignment, an overview of the assessment of alternatives conducted toward its development, and proposed cross sections for the alignment; and

WHEREAS, on December 11, 2024, the Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Streetcar Transit Project; and

WHEREAS, on January 2, 2025, the Federal Transit Administration (FTA) approved the Montgomery Park Streetcar Extension to enter into the Project Development phase under the FTA's Capital Investments Grants Small Starts program; and

WHEREAS, at its meeting on June 26, 2025, JPACT approved Resolution No. 25-5505 endorsing the Locally Preferred Alternative for the Montgomery Park Streetcar Extension and submitted the resolution to the Metro Council for approval; and

WHEREAS, at its meeting on July 31, 2025, Metro Council approved Resolution No. 25-5505 endorsing the Locally Preferred Alternative for the Montgomery Park Streetcar Extension; and

WHEREAS, the FTA requires that the Locally Preferred Alternative be included in the Financially Constrained RTP and the Metropolitan Transportation Improvement Plan in order to be considered for a Small Starts Capital Investment Grant project rating; and

WHEREAS, Metro held a 45-day public comment period on the requested amendment from November 3 to December 19, 2025; and

WHEREAS, the Metro Council held a public hearing on December 4, 2025 to accept public testimony and comments regarding the requested RTP amendment; and

WHEREAS, JPACT and MPAC have recommended approval of the requested RTP amendment by the Metro Council; and

WHEREAS, the Metro Council held an additional public hearing on the requested RTP amendment on March 5, 2026; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The 2023 Regional Transportation Plan is hereby amended, as indicated in attached Exhibit A, attached and incorporated into this ordinance.

ADOPTED by the Metro Council this ___ day of _____, 2026.

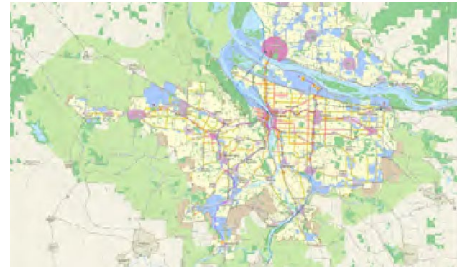
Lynn Peterson, Council President

Attest:

Approved as to Form:

Georgia Langer, Recording Secretary

Carrie MacLaren, Metro Attorney



Proposed amendments to the 2023 RTP to reflect the **Montgomery Park Streetcar Extension**

This exhibit documents proposed amendments to the 2023 Regional Transportation Plan to reflect the Montgomery Park Streetcar Extension Project Locally Preferred Alternative endorsed by the Joint Policy Advisory Committee on Transportation and the Metro Council in July 2025.

The amendments are shown in ~~red strikethrough~~ and underline and include:

- Appendix CC: Montgomery Park Streetcar Extension Project LPA (***new***)
- Chapter 3: System Policies to Achieve Our Vision
- Chapter 5: Our Transportation Funding Outlook
- Chapter 6: Regional Programs Projects to Achieve Our Vision
- Appendix A: Financially Constrained List of Projects and Programs
- Appendix W: Status of current major projects
- Appendix V: Future corridor refinement planning

Metro and regional partners have made significant progress on this project and are ready to take the next step in moving forward into project development and pursuing funding opportunities. To be eligible for federal and state funding, the Locally Preferred Alternative (LPA) must be adopted in the RTP. The requested amendments will bring the Montgomery Park Streetcar Project LPA into the 2023 RTP to support the project moving forward into project development and make the project eligible to compete for federal and state funding opportunities now.



Photo courtesy of the Portland Bureau of Transportation (PBOT)

APPENDIX CC
2023 Regional Transportation Plan
Montgomery Park
Streetcar Extension
Locally Preferred
Alternative

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Montgomery Park Transit Project

Recommended Locally Preferred Alternative | September 2024



The recommended Locally Preferred Alternative for high capacity transit to the Montgomery Park Area is streetcar transit with stations at the locations indicated on the attached map, operating as a .65 one-way route mile extension of the existing Portland Streetcar North-South (NS) Line from its existing terminus at NW 23rd Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near the Montgomery Park building in Northwest Portland. This extension will allow the NS Line to operate between the Montgomery Park Building and the South Waterfront. The route extension will operate on NW 23rd Avenue, as well as on a new one-way parallel couplet using NW Roosevelt Street, NW 26th Avenue, and NW Wilson Street.

Proposed amendments to 2023 Regional Transportation Plan Chapter 3

Amend Figure 3.24 Regional Transit Network Map to:

Revise the extent of Montgomery Park Streetcar to include NW Roosevelt Street between NW 26th Avenue and NW 23rd Avenue and on NW 23rd Avenue and NW 26th Avenue between NW Roosevelt and NW Wilson Streets to match the Locally Preferred Alternative.

Proposed amendments to 2023 Regional Transportation Plan Chapter 5

- Update **Figure 5.2 Flow of transportation revenues into the greater Portland region** to:
 - add \$57,500,000 to assumed “Regional and Local Sources \$39 billion”,
 - add \$57,500,000 to assumed “Federal Sources \$15 billion”, and
 - add \$115,000,000 to the “Transit Capital \$4.6B” total
 - add to figure “Source” note “additional Federal, state, and local dedicated funding from new revenue sources identified as part of the transit project Locally Preferred Alternative(s) (not accounted for in the revenue forecast)”.
- Update **Figure 5.4: Federal transportation revenue sources in the 2023 RTP** to add \$57,500,000.
- Update **Figure 5.6: Regional transportation revenue sources in the 2023 RTP** to add \$10,000,000.
- Update **Figure 5.7: Local transportation revenue sources in the 2023 RTP** to add \$48,500,000.
- Update **Table 5.5 RTP constrained revenue forecast for capital projects, 2023 to 2045 (YOE\$)** to reflect the addition of \$115,000,000 in revenue:
 - add a new row “Additional Federal, state, and local dedicated funding from new revenue sources available identified as part of recent transit project Locally Preferred Alternative processes (not accounted for above)”,
 - update “Total revenues available for capital projects in the 2023 RTP: \$28,130.45”, and
 - update page 5-26 paragraph 1 text to reflect updates to Table 5.5 totals.
- Update **Figure 5.9 2023 RTP total anticipated spending by investment category (YOE\$)** to add \$115,000,000 to “27.9B Capital Project Spending” and “69.3B Total RTP anticipated spending”.
- Update **Figure 5.10 Total anticipated capital and O&M investment spending, FY 2024 to FY 2045 (YOE\$)** to add \$115,000,000 to “69.3 billion 2023-2045 RTP Constrained List”.
- Update **Table 5.7 Estimated costs for RTP Constrained Project List in YOE\$, 2023-2045** to:
 - add \$115,000,000 to:
 - “Transit Capital Investments (YOE\$) Near Term 2023-2030: 1,575,610,000”,

- “Transit Capital Investments (YOE\$) Total 2023-2045: 4,647,590,000”,
 - “RTP Capital Projects and Programs (YOE\$) Total Estimated RTP Costs (YOE\$) Near Term 2023-2030: 8.57 billion”,
 - “RTP Capital Projects and Programs (YOE\$) Total Estimated RTP Costs (YOE\$) Total 2023-2045: 27.87 billion”,
 - “Total estimated RTP Costs (YOE\$) Near Term 2023-2030: 19.07 billion”, and
 - “Total estimated RTP Costs (YOE\$) Total 2023-2045: 69.3 billion”.
- Update **Figure 5.11: Cost and number of RTP constrained capital projects by investment area (YOE\$)** to add \$115,000,000 to “Transit Capital \$4.6B”
- Update **Figure 5.12: Number and type of RTP constrained capital projects by project cost (YOE\$)** to reflect the \$115,000,000 project cost increase (show one less project at \$25-\$100M and one more project at \$100M - \$1B).
- Update **Table 5.8: Demonstration of financial constraint of the 2023 RTP, 2023-2045 (YOE\$)** to add \$115,000,000:
 - to “Capital projects Constrained revenues: \$28,130,454,000”,
 - to “Capital projects Constrained costs: \$27,872,866,000”,
 - to “Total Constrained revenues: \$70,385,197,000”,
 - to “Total Constrained costs: \$69,320,668,000”,
 - by updating the table note to reflect the new revenue sources, and
 - by updating page 5-34 paragraph 1 text to reflect updates to Table 5.8 totals.
- Update **Table 5.10: Transit-related revenue forecast compared to total costs, 2023 - 2045 (YOE\$)** to add \$115,000,000:
 - to “Capital projects Constrained revenues: \$4,852,550,000”,
 - to “Capital projects Constrained costs: \$4,647,590,000”,
 - to “Total Constrained revenues: \$31,067,993,000”,
 - to “Total Constrained costs: \$30,810,703,000”, and
 - by updating the table note to reflect the new revenue sources.

Proposed amendments to 2023 Regional Transportation Plan Chapter 6

- Update **Figure 6.3: Map of RTP Financially Constrained Projects, 2023-2045** to add \$115,000,000 to “27.9B Capital Project Spending” and reflect the \$115,000,000 project cost increase (show one less project at \$25-\$100M and one more project at \$100M - \$1B in the table and in project #11319 symbology).
- Update **Table 6.3 : Estimated costs for Constrained RTP Project List** to:
 - add \$115,000,000 to:
 - “Transit Capital Near Term 2023-2030: \$1.58 billion”,
 - “Transit Capital Total 2023-2045: \$4.65 billion”,
 - “RTP Capital Projects and Programs (YOES) Total Estimated RTP Costs (YOES) Near Term 2023-2030: 8.57 billion”,
 - “RTP Capital Projects and Programs (YOES) Total Estimated RTP Costs (YOES) Total 2023-2045: 27.87 billion”,
 - “Total estimated RTP Costs (YOES) Near Term 2023-2030: 19.07 billion”, and
 - “Total estimated RTP Costs (YOES) Total 2023-2045: 69.3 billion”.
- Update **Figure 6.4: Total estimated investment by 2045 (YOES)** to add \$115,000,000 to “27.9B Capital Project Spending” and “69.3B Total RTP anticipated spending”.
 - Update page 6-16 paragraph 1 to reflect these updates to Figure 6.4 totals.
- Update **Figure 6.5: Greater Portland region: Cost range of RTP constrained list projects by investment category, 2023-2045** to reflect the \$115,000,000 project cost increase (show one less project at \$25-\$100M and one more project at \$100M - \$1B)
- Update **Figure 6.6: Greater Portland region: Cost and number of RTP constrained list projects by investment category, 2023-2045** to add \$115,000,000 to “Transit Capital \$4.6B”
- Update **Figure 6.8: TriMet: Cost and number of RTP constrained list capital projects by investment category, 2023-2045** to add \$115,000,000 to “\$4.33B total constrained capital RTP spending [YOE \$]”
- Update **Figure 6.14: Map of RTP constrained list capital projects in Multnomah County, 2023-2045** to reflect the \$115,000,000 project cost increase (in project #11319 symbology).
- Update **Table 6.5: Summary of RTP constrained list transit capital projects and planned service** to add \$115,000,000 to “Estimated capital cost in YOE dollars Near-term Constrained List (2023-2030): \$1.58 billion”.

- Update **Figure 6.18: Greater Portland region: Map of RTP constrained list transit capital projects and planned service, 2030** to revise the extent of project #11319 to include NW Roosevelt Street between NW 26th Avenue and NW 23rd Avenue and on NW 23rd Avenue and NW 26th Avenue between NW Roosevelt and NW Wilson Streets to match the Locally Preferred Alternative.
- Update **Figure 6.19: Greater Portland region: Map of RTP constrained list transit capital projects and planned service, 2045** to revise the extent of project #11319 to include NW Roosevelt Street between NW 26th Avenue and NW 23rd Avenue and on NW 23rd Avenue and NW 26th Avenue between NW Roosevelt and NW Wilson Streets to match the Locally Preferred Alternative.
- Update **Figure 6.26: Greater Portland region: Map of RTP constrained project list equity priorities, 2023-2045** to reflect the \$115,000,000 project cost increase (in project #11319 symbology).
- Update **6.28: Greater Portland region: Map of RTP constrained project list climate pollution reduction priorities, 2023-2045** to reflect the \$115,000,000 project cost increase (in project #11319 symbology).
- Update **Figure 6.29: Greater Portland region: Map of RTP constrained project list mobility priorities, 2023-2045** to reflect the \$115,000,000 project cost increase (in project #11319 symbology).
- Update **Figure 6.30: Greater Portland region: Map of RTP constrained project list economic development priorities, 2023-2045** to reflect the \$115,000,000 project cost increase (in project #11319 symbology).

Proposed Amendments to Appendix A to the 2023 Regional Transportation Plan
(shown in red ~~strikethrough~~ and underscore)
Financially Constrained List of Projects and Programs



RTP Investment Category	County or counties	Nominating Agency	Primary Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated cost (in YOE dollars)	Time Period	Financially Constrained
Transit - High Capacity	Multnomah County	TriMet	<u>City of</u> Portland Streetcar, inc	11319	HCT: Streetcar Montgomery Park Extension	NW Lovejoy/Northrup	Montgomery Park	Extend streetcar from NW Lovejoy/Northrup to Montgomery Park, <u>construct associated local street improvements, and purchase streetcar vehicles.</u>	\$ 80,000,000 <u>195,000,000</u>	2023-2030	Yes

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**Proposed Amendments to Appendix W to the 2023 Regional Transportation Plan
(shown in red ~~striketrough~~ and underscore)**

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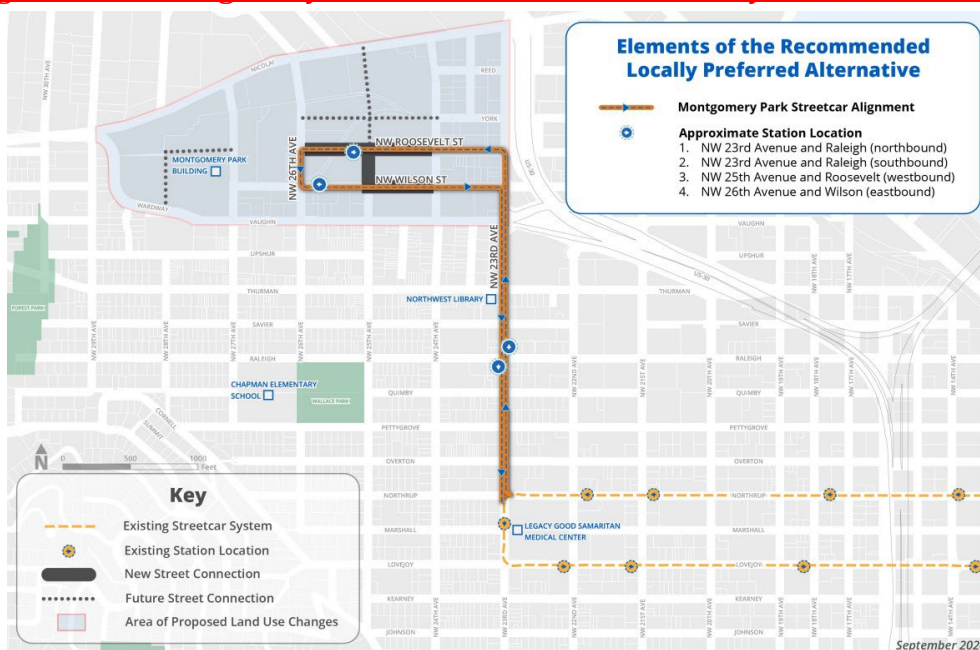
Montgomery Park Streetcar Extension

In 2019, a Federal Transit Administration transit-oriented development planning grant helped fund the City of Portland's Montgomery Park Area Plan. That plan identified the Montgomery Park Streetcar Extension Project which will extend the existing Portland Streetcar North-South Line 0.65 miles one-way (1.3 miles round trip) from its existing terminus at NW 23rd Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near Montgomery Park in Northwest Portland. In addition to spurring transit-oriented development, the project is intended to serve as a critical single occupancy vehicle trip demand mitigation tool as the area redevelops over time. As such, it also includes improvements to the pedestrian and bicycle network to support non-driving options within, to, from, and through the new district.

The project will support dense, equitable transit-oriented development west of US-30 between NW Nicolai and NW Vaughn streets, where predominantly vacant, low-density industrial land recently underwent land use changes to employment- and housing-focused mixed uses. The project will also support several indirect public benefits for the area through a Public Benefits Agreement between the City of Portland, property owners in the area, and Portland Streetcar, Inc, including new affordable housing, new middle-wage jobs on-site, a new public park, affordable commercial opportunities, and the commemoration of York through public art.

The Portland City Council unanimously endorsed the LPA in December 2024 and as recommended by JPACT, Metro Council also endorsed the LPA in July 31, 2025. Next steps for the project include completing NEPA environmental review, advancing preliminary engineering and design, developing a finance plan, and preparing construction documents. Based on the current timeline, the project is estimated to open in Summer 2030.

Figure W.11: Montgomery Park Streetcar Extension Locally Preferred Alternative



STAFF REPORT

IN CONSIDERATION OF ORDINANCE 26-1538 FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE MONTGOMERY PARK STREETCAR EXTENSION

Date: April 6, 2026

Department: Planning, Development and Research

Meeting Date: April 23, 2026

Length: 15 minutes

Prepared by:

- Ally Holmqvist, Senior Planner, Metro

- Alex Oreschak, Senior Planner, Metro
- Shawn Canny, Transportation Planner II, PBOT

Presenter: Ally Holmqvist, Senior Planner, ally.holmqvist@oregonmetro.gov

ISSUE STATEMENT

The Regional Transportation Plan (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area that guides planning and investment for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. It includes a list of “financially constrained” projects eligible to move forward when there is funding and political support. The RTP was last updated in 2023.

In July 2025, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council endorsed the Locally Preferred Alternative (LPA) for the Montgomery Park Streetcar Extension identified as a regional priority in the 2023 RTP (and its element the High Capacity Transit Strategy) to improve transit speed, reliability, capacity, safety, comfort and access aligned with the vision established in the regional transit strategy. Planning to develop the LPA identified additional details and information that required amendments to the 2023 RTP. The amendment includes updates to reflect:

- the endorsed LPA route alignment on the regional transit network map,
- LPA project description, cost and anticipated revenues, and
- the project timeline and status in appendices of the 2023 RTP.

Metro and regional partners have made significant progress on the Montgomery Park Streetcar Extension, as well as the 82nd Avenue Transit Project and Tualatin Valley Highway Transit and Safety Project, and are ready to take the next step in pursuing key federal funding opportunities. This is a key step of the project development lifecycle outlined in the HCT Strategy for these identified Tier 1 priorities (see **Attachment 1**). To be eligible for federal and state funding, the endorsed transit project must have its LPA adopted in the RTP. The next full RTP update must be completed by November 30, 2028.

The requested amendment will include the endorsed Montgomery Park Streetcar LPA as part of the 2023 RTP in order to support the project moving into project development and becoming eligible to compete for federal and state funding opportunities now.

IDENTIFIED POLICY OUTCOMES

To reflect the LPA as previously endorsed by Metro Council resolution, the requested amendment includes the following:

- Amendment to Chapter 3 System Policies to Achieve Our Vision Regional Transit Network Map (Figure 3.24) to:
 - Revise the extent of Montgomery Park Streetcar to include NW Roosevelt Street between NW 26th Avenue and NW 23rd Avenue and on NW 23rd Avenue and NW 26th Avenue between NW Roosevelt and NW Wilson Streets to match the Locally Preferred Alternative.
- Amendments to Chapter 5 Our Transportation Funding Outlook and Chapter 6 Regional Programs and Projects chapter text and figures to reflect additional revenues related to the transit project not accounted for in the adopted 2023 RTP financial forecast.
- Amendments to the Appendix A: Constrained Priorities Project List to update project cost and description for:
 - Project 11319: Streetcar Montgomery Park Extension to update the project description and project cost to \$195M (from \$80M).
- Amendments to Appendix W: Status of Current Major Projects to update description of the transit project to reflect endorsement of the LPA, including project status, timeline, maps and next steps.
- Create a new appendix that will contain the LPA: Appendix CC: Montgomery Park Streetcar Extension Locally Preferred Alternative
- Amendments to numbering, pagination, formatting and other scrivener's errors as needed.

ACTION REQUESTED

Hold a public hearing on the proposed RTP amendment and consider Ordinance No. 26-1538 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Montgomery Park Streetcar Extension.

STAFF RECOMMENDATIONS

Staff recommends that Metro Council adopt Ordinance No. 26-1536. Following the amendment procedures, Metro staff has reviewed the information submitted by TriMet (project sponsor) and City of Portland (project owner) in Attachment 2 and finds that the requested amendment to the 2023 RTP to include the LPA for the Montgomery Park Streetcar Extension is regionally significant and consistent with the 2023 RTP and federal fiscal constraint requirements.

JPACT will take action at their meeting on April 16, 2026. MPAC will make recommendations to Metro Council at their meeting on April 22, 2026. Staff will notify Metro Council of these actions at the second reading on April 23, 2026.

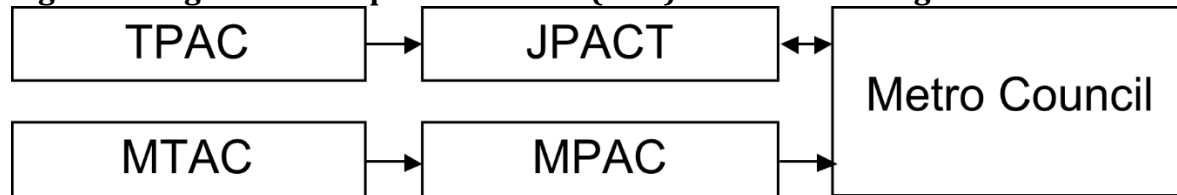
STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

In 2023, JPACT and the Metro Council adopted a significant update to the RTP that brought together the input of thousands of people who live, work and travel across the greater Portland region. Meaningful engagement and consultation with Tribes, community members, community-based organizations, businesses, transportation agencies and elected officials contributed to a shared vision and strategy for investing in a transportation system that serves everyone. The 2023 RTP forwards the values and desired outcomes for the future of the region’s transportation system: mobility options, equitable transportation, climate action and resilience, safe system, and thriving economy.

As the federally-designated metropolitan planning organization for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing and maintaining a regional transportation system plan, consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule, the Metropolitan Greenhouse Gas Reduction Rule, the Oregon Transportation Plan, and by extension the Oregon Highway Plan and other state modal plans.

The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. This decision-making framework is shown in Figure 1.

Figure 1. Regional Transportation Plan (RTP) Decision-Making Framework



Amendments to the RTP are considered in between scheduled updates when a sponsoring agency requests changes to the funding, phasing, mode, function or general location of a project in the plan. There are several general sources for RTP amendment requests:

- (1) ODOT requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
- (2) city or county requests involving transportation projects adopted through a public process in local transportation system plans, area plans, concept plans or studies;
- (3) transit agency requests to align adopted transit plans with the RTP;
- (4) public agency requests resulting from a National Environmental Policy Act (NEPA) review process to reflect the LPA adopted by project partners to allow the project to proceed and be eligible for federal funding; and

- (5) amendments resulting from a local, regional or state planning study or corridor refinement planning as defined in the Oregon Transportation Planning Rule, that involve additions or deletions to the RTP Financially Constrained project list or a significant change in the mode, function or general location of a project on the RTP Financially Constrained project list.

As described in Appendix Y of the RTP, such amendments require a recommendation from MPAC and adoption by the JPACT and the Metro Council by Ordinance.

Attachment 3 describes in detail how the amendment is regionally significant and consistent with the 2023 RTP and related public engagement procedures for amendments to the RTP. **Table 1** below provides a summary of the determination outcomes.

Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<u>Step 1</u> Sponsoring agency consults with Metro Staff	<i>Staff from TriMet (project sponsor) and City of Portland (project owner) met with staff from Metro between <u>April and September 2025</u> on the requested amendment and the RTP consistency requirements. Metro staff also participated as a partner in the LPA process for the transit project.</i>
<u>Step 2</u> Sponsoring agency submittal	<i>Staff from TriMet and City of Portland submitted a memo for the requested amendment including the RTP consistency background information outlined in the RTP Project Amendment Checklist as outlined in Appendix Y: RTP Amendment Process in <u>October 2025</u>.</i>
<u>Step 3</u> Regional significance determination:	<i>In 2018, Metro adopted the region’s first Regional Transit Strategy, as an element of the RTP. The RTP identified an Enhanced Transit Corridor in Montgomery Park for short-term implementation with the transit project identified in the financially constrained project list. In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as an element of the RTP, and designated this high capacity transit project as a Tier 1: near-term HCT corridor – the highest priority for near-term HCT investment in the region. The project will also require project-level NEPA review. Additionally, the project corridor is designated on multiple RTP network maps – including transit, bicycle, and pedestrian networks.</i>

(continued) Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<p><u>Step 4</u> Public engagement consistency determination:</p>	<p><i>TriMet and the City of Portland submitted signed Public Engagement and Non-discrimination Certification and Documentation Forms as part of the 2023 RTP certifying that they have:</i></p> <ul style="list-style-type: none"> • <i>an adopted Title VI plan and implementation procedures;</i> • <i>public engagement plans compliant with Title VI and Goals 1 and 12 for all adopted land use and/or transportation plans, strategies and studies including the project;</i> • <i>conducted project-specific engagement and analyzed potential inequitable impacts for marginalized groups;</i> • <i>conducted and will conduct non-discriminatory, inclusive engagement compliant with Title VI and Goals 1 and 12 where input followed best practices and helped shape the project; and</i> • <i>retained records related to these public engagement activities in compliance with regulations.</i> <p><i>The LPA endorsement process documented the extensive, consistent project development public engagement activities since that time.</i></p>
Process Step	Outcomes
<p><u>Step 5</u> RTP consistency determination:</p>	<p><i>The requested amendment has elements demonstrating progress toward objectives under all five regional goals that:</i></p> <ul style="list-style-type: none"> • <i>implement the Metro 2040 Growth Concept by advancing high-capacity transit along a Main Street improving mobility within the Central City via a transit solution supporting planned compact, higher density land uses;</i> • <i>invest in a corridor identified for transit improvements on the RTP Transit Network Vision;</i> • <i>improve transit, bicycle and pedestrian travel and access, while balancing motor vehicle and travel functions of mobility corridors;</i> • <i>improve multimodal options and access for Equity Focus Areas;</i> • <i>provide safer alternatives to driving, advancing Vision Zero;</i> • <i>advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible — a key strategy for implementing the Climate Smart Strategy;</i> • <i>advance transit, bicycle and pedestrian system completion in a job and activity center to provide safe and convenient options for short trips and connections to transit, supporting the economy; and</i> • <i>plan to include transit signal priority and access management strategies to support system management and operations and are themselves transit strategies for increasing corridor capacity as part of the Congestion Management Toolbox.</i> <p><i>In all these ways, the requested amendment has been determined to support the region’s progress toward both federal and regional performance targets. All project amendments (additions and deletions) are exempt from the federally-required air quality conformity analysis.</i></p>

(continued) Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	Outcomes
<p><u>Step 6</u> Fiscal constraint determination</p>	<p>The estimated cost for the Montgomery Park Streetcar Extension increased from \$80M in the 2023 RTP to \$195M. This \$115M difference is accounted for in:</p> <ul style="list-style-type: none"> • \$47.5M in new revenue not included in the RTP forecast (i.e., Portland Clean Energy Fund Grant, additional revenues forecasted for the project based on a new forecast of LID revenues following the 2023 RTP update); • \$57.5M in additional FTA Capital Investment Grant award; and • \$10M in regional revenue (i.e., Regional Flexible Fund Bond approved by JPACT and the Metro Council in 2025).
<p><u>Step 7</u> Begin Formal Amendment Process</p>	<p>The RTP Amendment Process was initiated with the start of the public review period on <u>November 3, 2025</u>. Per Metro’s adopted Public Engagement Guide, advance notice of the public comment period was provided 30 days in advance. This process was consistent with Metro’s public engagement and established RTP amendment procedures.</p> <p>Attachment 2 provides the process and timeline for considering the requested RTP amendment. To date that has included:</p> <ul style="list-style-type: none"> • a 45-day public comment period which concluded on December 19, including public hearings on December 4 and March 5 • Documentation of public comments and recommended actions in response (see Attachment 4) • Form 1 Notice to the Department of Land Conservation and Development on January 28 • Consideration and recommendation by MTAC, TPAC, JPACT and MPAC <p>Next steps in the process will include:</p> <ul style="list-style-type: none"> • Consideration by Metro Council (second reading and adoption on April 23) • Form 2 Notice to the Department of Land Conservation and Development by May 12

Known Support and Opposition

Overall, public input and prior endorsements demonstrate support for the transit project LPA by agency and community partners in the region. Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components for the project. Analysis was shared with community members for feedback. Public engagement has been extensive and coordinated with agency partners and outreach for the associated Montgomery Park Area Plan. Additionally, the project has demonstrated compliance with Title VI and regional public involvement requirements.

No public comments were received on the Montgomery Park Streetcar Extension or this proposed amendment during the comment period.

Legal Antecedents

Metro Council actions include:

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052, “For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments” adopted by the Metro Council on July 9, 2009.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010.
- Resolution No. 10-4119 (For the purpose of updating the work program for Corridor Refinement Planning through 2020 and Proceeding with the Next Two Corridor Refinement Plans in the 2010-2013 Regional Transportation Plan Cycle), adopted by the Metro Council on February 25, 2010.
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by Metro Council on Dec. 6, 2018.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.
- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.
- Ordinance No. 25-1522 (For the Purpose of Amending the Industrial and Other Employment Areas Map of Title 4 of the Urban Growth Management Functional Plan for the Montgomery Park Area of the City of Portland), adopted by the Metro Council on January 16, 2025.
- Resolution No. 25-5505 (For the purpose of endorsing the Locally Preferred Alternative for the Montgomery Streetcar Extension), adopted by the Metro Council on July 31, 2025.

Local jurisdiction actions include:

- The Portland City Council adopted Ordinance No. 192000 to adopt the Montgomery Park Area Plan including amendments to the Comprehensive Plan, Comprehensive Plan Map, Zoning Map, Zoning Code, Citywide Design Guidelines, and related amendments to the Guild's Lake Industrial Sanctuary and Northwest District plans (amend Code Title 33) on December 11, 2024.
- The Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Transit Project on December 11, 2024.
- The Portland City Council adopted Ordinance No. 192001 to authorize Agreement between the City, Portland Streetcar Inc, and 1535-A1 LLC for public benefits related to the Montgomery Park Area Plan on December 11, 2024.

Anticipated Effects: Adoption of the Ordinance will allow project staff to continue working with TriMet and partners on the project to:

- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Coordinate with partners
- Support the implementation and construction of the project
- Open the streetcar extension to Montgomery Park in 2030

Budget Impacts: Adoption of the Ordinance has no budget impact at this time. There will be future costs associated implementation of the transit projects. These costs will be shared by local, regional, state and federal partners.

ATTACHMENTS

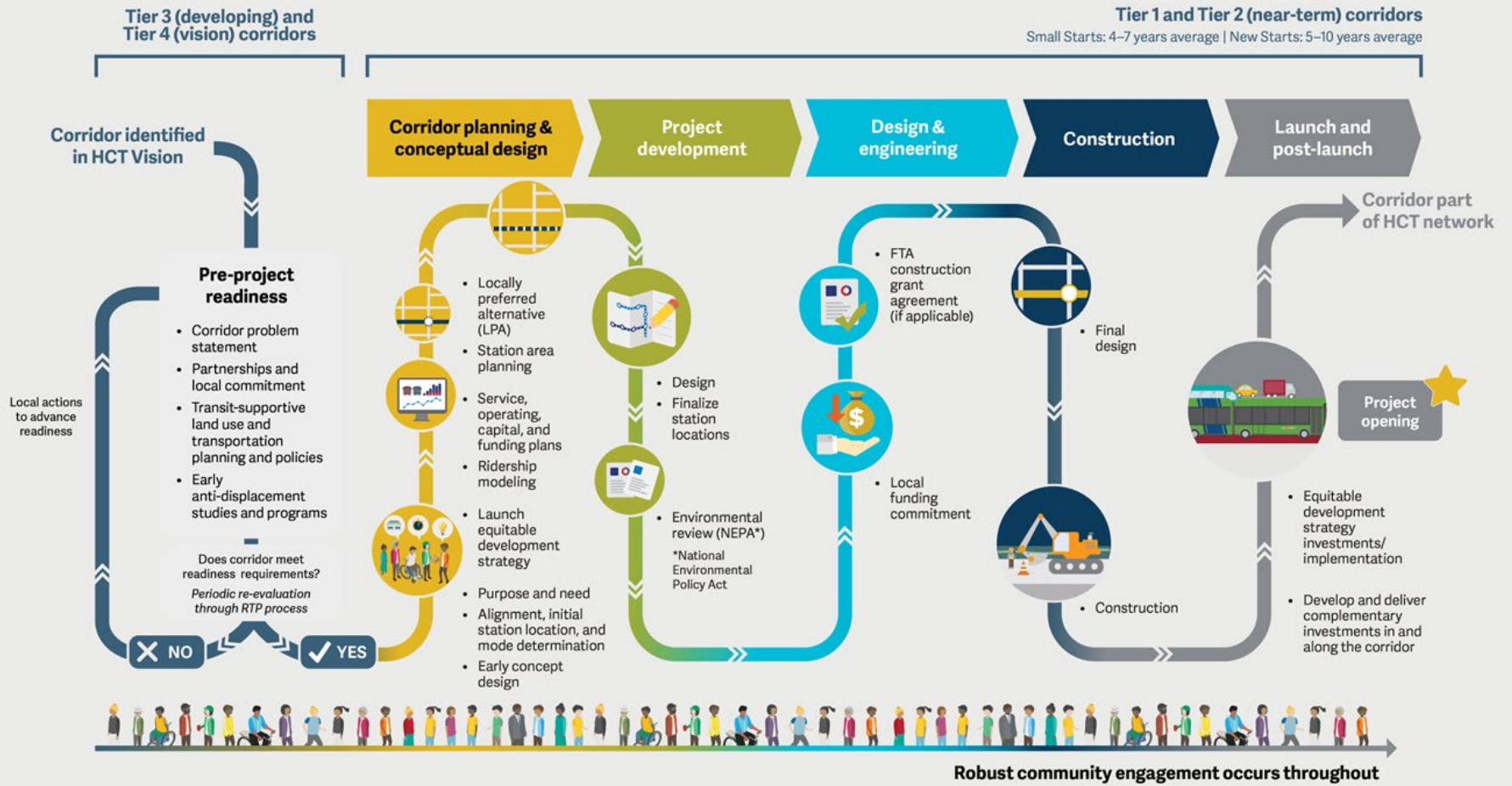
- Attachment 1: High Capacity Transit Project Development Lifecycle
- Attachment 2: Transit Project Locally Preferred Alternative RTP Amendments Process Timeline
- Attachment 3: Montgomery Park Streetcar Extension Locally Preferred Alternative RTP Amendment Request Memo

High Capacity Transit Project Development Lifecycle

How will corridors move forward?

The figure below shows how corridors move through different stages of planning, engineering, and construction.

Tier 1 and 2 corridors are ready to move forward in the near term, while tier 3 and 4 corridors need more work to make them ready for investment.



Transit Project Locally Preferred Alternative 2023 Regional Transportation Plan Amendments Process Schedule

Below is a consolidated schedule showing the timeline for considering adoption of the proposed 82nd Avenue, Montgomery Park Streetcar, and TV Highway 2023 Regional Transportation Plan amendments.

Round	Meeting	Actions Necessary	Documents Necessary	Date
Public Comment Period (45 days) <i>DLCD Proposed Change PAPA Notice (post acknowledgement plan amendment)</i>	45 Day Comment Period	<ul style="list-style-type: none"> Public notice of comment period 30 days in advance of start of comment period – Friday, October 3 Public notice of comment period at start of comment period Amendment documents posted on Metro website Notice of public comment period emailed to Metro committees and RTP/Transportation Planning interested parties' lists 	Public review and public hearing amendment materials: <ul style="list-style-type: none"> Ordinance Exhibit(s) to Ordinance <ul style="list-style-type: none"> RTP Amendment Staff Report¹ Attachments to Staff Report Documented Public Comment Print Notices 	November 3 – December 19, 2025
	Metro Council	Public Hearing		December 4, 2025
	<i>Notice of Proposed Change to Plan (Form 1)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD 35 days before first reading)</i>		January 28, 2026
1st Reading and Public Hearing Introduce RTP Amendments to Advisory Committees	TPAC	<ul style="list-style-type: none"> Review and discuss, identify any needed changes 	Revised draft amendment materials: <ul style="list-style-type: none"> Ordinance Exhibit(s) to Ordinance <ul style="list-style-type: none"> RTP Amendment Staff Report² Attachments to Staff Report <ul style="list-style-type: none"> Draft Public Comment Report Table documenting comments proposing a change and recommended action(s) to respond to public comment 	February 6, 2026
	MTAC	<ul style="list-style-type: none"> Review and discuss, identify any needed changes 1st Reading and Public Hearing 		February 18, 2026
	JPACT			February 19, 2026
	MPAC			February 25, 2026
	Metro Council			March 5, 2026
Final rec'ds and action by Advisory Committees and Council 2nd Reading, Final Public Hearing and action	MTAC	<ul style="list-style-type: none"> Review final documents Make recommendation to MPAC on their adoption recommendation 	Final: <ul style="list-style-type: none"> Ordinance Exhibit(s) to Ordinance <ul style="list-style-type: none"> RTP Amendment (with any recommended actions incorporated) Findings Staff Report² Attachments to Staff Report <ul style="list-style-type: none"> Final Public Comment Report Table documenting comments proposing a change and recommended action(s) to respond to public comment 	March 18, 2026
	MPAC	<ul style="list-style-type: none"> Review final documents Consider MTAC recommendation Make recommendation to Metro Council on adoption 		March 25, 2026
	TPAC	<ul style="list-style-type: none"> Review final documents Make recommendation to JPACT on adoption 		April 3, 2026
	JPACT	<ul style="list-style-type: none"> Review final documents Consider TPAC recommendation on adoption Consider adoption of Ordinance and make recommendation to Council 		April 16, 2026
	Metro Council	<ul style="list-style-type: none"> Review final documents Consider MPAC recommendation and JPACT action 2nd Reading and Final Public Hearing Consider adoption as recommended by JPACT (or remand to JPACT) 		April 23, 2026
<i>DLCD Adopted Change PAPA Notice</i>	<i>Notice of Adopted Change to Plan (Form 2)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD within 20 days of adoption)</i>	<i>Include final documents above</i>	May 12, 2026

¹ Staff Report address RTP project amendments checklist in [RTP Appendix Y](#).

Date: October 29, 2025
To: Kim Ellis, Climate Program Manager; Ally Holmqvist, Senior Transportation Planner
From: Shawn Canny, City Transportation Planner II; Brenda Martin, Capital Project Manager
Subject: Portland Streetcar Montgomery Park Extension RTP Amendment Request

Overview

This memo formally requests an amendment to the [Regional Transportation Plan \(RTP\)](#) to incorporate the [Locally Preferred Alternative \(LPA\)](#) and updated estimated cost for the [Portland Streetcar Montgomery Park Extension Project](#) (Project). It contains the background information needed to help Metro staff to review the requested amendment for consistency with the RTP and develop the legislation and supporting staff reports for consideration by the Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), and the Metro Council.

Background

For more than 20 years, the Portland Streetcar has been one of the City of Portland's tools for equitable and sustainable development. Since 2018, the City has been exploring ways to build upon the success of streetcar and connect the existing network to Montgomery Park in Northwest Portland. These efforts culminated in the development and adoption of the [Montgomery Park Area Plan \(MPAP\)](#), which adopted land use and transportation changes to establish a new transit-oriented, mixed-use district in Northwest Portland west of Highway 30 and between NW Nicolai and NW Vaughn streets served by streetcar. Alongside the MPAP, the [Project's Locally Preferred Alternative \(LPA\)](#) was developed, identifying the transit mode, alignment, and general station locations.

Montgomery Park has been identified as a priority destination for major high-capacity transit investment for several years, with previous plans and studies of the area documenting transit issues, potential transit-oriented development, community concerns and goals, and potential solutions. A timeline of the development of planning documents specifically related to the project is as follows:

- The project was first identified for transit investment in the 2009 [Portland Streetcar System Concept Plan](#).
- The [2035 Portland Transportation System Plan \(TSP\)](#), [2018 Metro Regional Transportation Plan \(RTP\)](#), and [2018 Metro Regional Transit Strategy](#) all call for a major transit investment to Montgomery Park, with the RTP including the corridor in its financially constrained project list (1139) and the TSP including it on its unconstrained list (60035); the currently ongoing update to the TSP will include the project on its financially constrained list
- In 2018, Portland City Council adopted the [Enhanced Transit Corridors Plan](#) and funded the [Preliminary Northwest Portland Streetcar Extension and Land Use Alternatives Analysis](#).

- In 2019, a Federal Transit Administration (FTA) transit-oriented development (TOD) planning grant administered through metro helped fund the [Montgomery Park to Hollywood Transit and Land Use Development Strategy \(MP2H\)](#). In Northwest Portland, MP2H became the Montgomery Park Area Plan (MPAP).
- In 2023, the [Metro High Capacity Transit Strategy](#) prioritized the corridor as a Tier 1 priority for major transit investment (ID C28).
- The 2023 RTP update includes the Project in its [financially constrained project list](#) (11319).
- Portland City Council unanimously adopted [Ordinance 192000](#) on December 11, 2024, adopting the MPAP.
- In December 2024, TriMet submitted a letter to the Federal Transit Administration (FTA) requesting entry in the Project Development phase of the FTA's Capital Investment Grant Small Starts program. The FTA responded with concurrence in January 2025. The project is listed on the [FTA's CIG program webpage](#).

Additionally, the LPA for the project has been endorsed as follows:

- The Portland City Council unanimously adopted [Resolution 37692](#) to endorse the LPA on December 11, 2024.
- JPACT approved Resolution No. 25-5505 and made a recommendation to the Metro Council for approval on June 26, 2025.
- Metro Council adopted [Resolution No. 25-5505](#) endorsing the LPA on July 31, 2025.

Project Description and Map

The Project will extend the Portland Streetcar North-South (NS) line 0.65 miles one-way (1.3 miles round trip) from its existing terminus at NW 23rd Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near Montgomery Park in Northwest Portland. The streetcar will run northward on NW 23rd Avenue to NW Roosevelt Street and utilize a new one-way parallel couplet with westbound movement on NW Roosevelt Street from NW 23rd Avenue to NW 26th Avenue, southbound movement on NW 26th Avenue from NW Roosevelt Street to NW Wilson Street, and eastbound movement on NW Wilson Street from NW 26th Avenue to NW 23rd Avenue. The streetcar will then return southbound on NW 23rd Avenue to connect to the existing streetcar tracks south of NW Northrup Street. General station locations are at NW 23rd and Raleigh Street (northbound and southbound), NW 25th Avenue and NW Roosevelt Street (westbound) and NW 26th Avenue and Wilson Street (eastbound/end-of-line).

The Project includes the following scope elements (for more detail, see [MPAP Volume 3: Transportation Plan](#)):

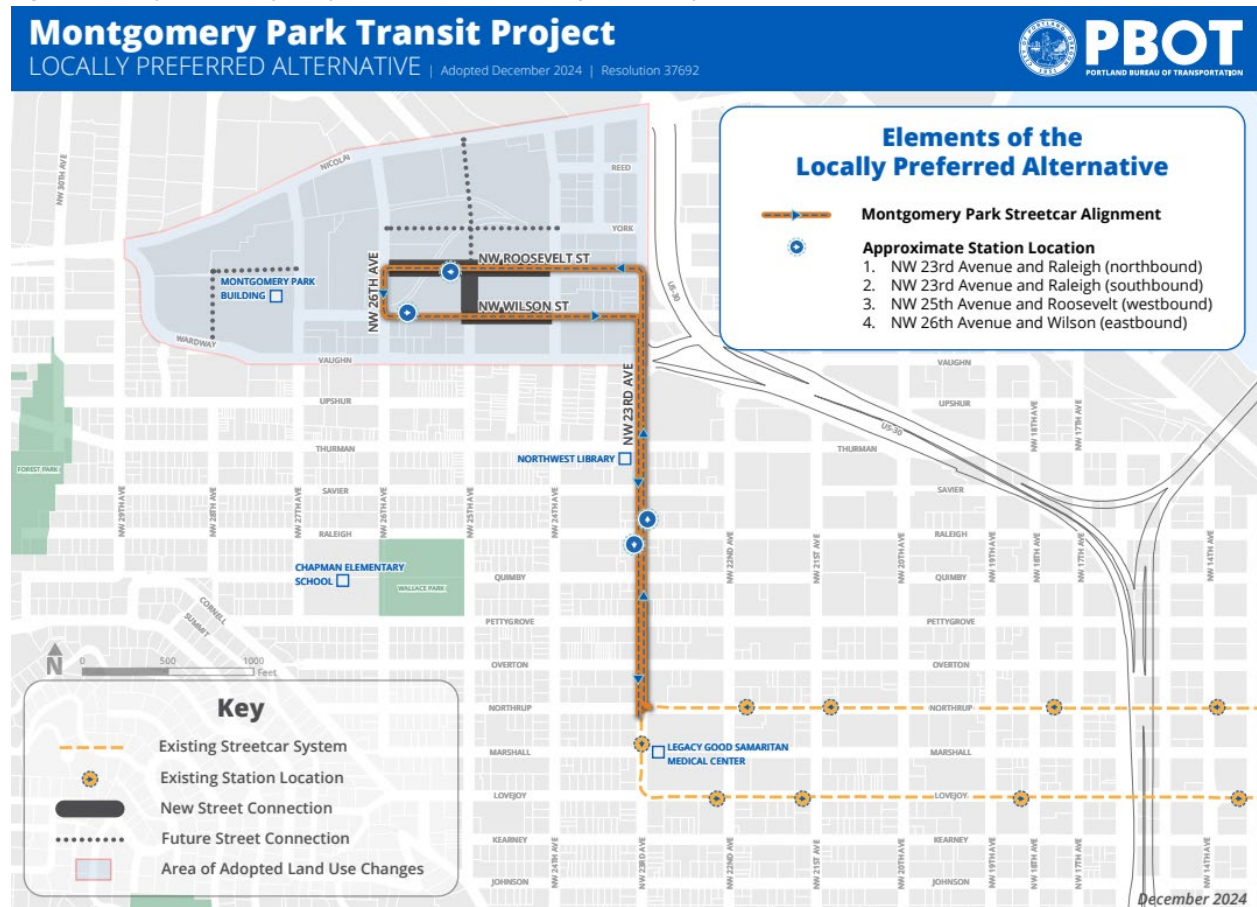
- The Project will construct new trackwork for two-way north-south streetcar movement on NW 23rd Avenue between NW Wilson Street to the north and NW Northrup Street to the south to support future trip demand in a new transit-oriented district.
- The Project will construct trackwork along a new parallel one-way couplet on NW Roosevelt Street (westbound) and NW Wilson Street (eastbound) between NW 23rd Avenue and NW 26th

Avenue, as well as along NW 26th Avenue between Roosevelt and Wilson streets (southbound) to support streetcar movement.

- The project will construct multimodal street extensions of NW Roosevelt Street between NW 24th Avenue and NW 26th Avenue, as well as NW Wilson Street between NW 24th Avenue and NW 25th Avenue to support streetcar movement, improve multimodal safety, and connect the local street grid to local connectivity standards.
- The project will add new buffered or protected bike lanes on NW Roosevelt Street and NW Wilson Street between NW 23rd Avenue and NW 26th Avenue, to improve bicycle safety
- The project will add four new streetcar stops along the alignment, two of which will be located on NW 23rd Avenue at NW Raleigh Street (northbound and southbound), as well as at NW 25th Avenue and NW Roosevelt Street (westbound) and NW 26th Avenue and NW Wilson Street (eastbound); the NW Wilson Street station will include a charging station for new off-wire capable streetcars, as the extension is planned to be off-wire.
- The project will rehabilitate NW 23rd Avenue between NW Vaughn and NW Lovejoy streets, including utility repair and relocation, stormwater remediation, and accessibility upgrades to support state of good repair and resiliency on the Neighborhood Main Street.
- The project will add or repair sidewalks and ramps along the streetcar alignment to improve pedestrian safety and meet Americans with Disabilities Act (ADA) requirements.
- The project will add wide furnishing zones along street extensions to support large species of street trees and improve tree canopy and improve resiliency in the area.
- The project will construct or modify signalized intersections along the streetcar alignment as needed to support transit reliability and multimodal safety, as well as planning the use of Transit Signal Priority (TSP) to ensure transit reliability.
- The project will purchase up to 12 new cars to support line operations and shorter headways.

See Figure 1 below for the endorsed LPA map for the project.

Figure 1: Project Locally Preferred Alternative Map and Project Elements



Purpose and Need

The Portland Streetcar Montgomery Park Extension Project will complete design and construction for an extension of Portland Streetcar to enhance transportation connectivity and access to and from key destinations in a developing transit-oriented district of Portland, Oregon. Service will be enhanced through:

- Providing low cost, high quality rapid and reliable mass transit connections in the Montgomery Park Area and Northwest Portland, as well as further enhancing the area's connections to Portland's Central City, Portland State University, Oregon Health and Sciences University, and other important local and regional destinations.
- Improving connections with current bus service at future streetcar stations and creating centralized connections to multiple transportation options near the Project terminus at Montgomery Park.
- Expanding mobility and access to employment and housing opportunities as well as critical destinations for the area's current and future residents and employees, who include transit-dependent, low-income, and minority populations.

- Preserving and promoting a healthy environment by minimizing adverse impacts on the environment and reducing congestion and carbon emissions by providing an attractive zero-emissions alternative for single occupancy vehicle (SOV) users.
- Improvement the local streetscape including new stormwater management and accessibility upgrades.

The Project will address four major needs in the corridor:

- *Meet Regional and Local Travel Demand:* According to Portland's [2035 Comprehensive Plan](#), Portland is predicted to add 260,000 new residents and 140,000 new jobs by 2035. The Northwest Portland area—of which the Montgomery Park Area is part—alone is expected to grow by 14,000 new households and 1,500 new jobs. Portland Streetcar, Inc. reports that streetcar ridership has grown overall, peaking at more than 16,000 average daily riders prior to Covid and rebounding to more than 10,000 in 2025. Portland's existing streetcar service is subject to the pressure of growing population and anticipated travel demand, and roadway congestion in the project corridor caused by this growth will continue to degrade transit performance as well as automobile performance and have negative environmental impacts.
- *Address Local Planning Goals:* This project aligns with the [2003 Northwest District Plan](#), the [2009 Streetcar System Concept Plan](#), the [2020 Northwest in Motion Plan](#), the [2015 Climate Action Plan](#), the [2023 Regional Transportation Plan](#), and the [Montgomery Park Area Plan](#), and is prioritized in the 2035 Comprehensive Plan and Transportation System Plan as a means of accomplishing the plans' goals of reducing reliance on SOVs to achieve ambitious mode shift goals, reducing vehicle miles traveled (VMT), and achieving net-zero carbon emissions while supporting dense, equitable, and sustainable communities. The area is also poised for change, as there is substantial private development planned and anticipated on the more than 45 acres, including the Montgomery Park office complex, currently the second largest office building in the state, and the former ESCO Steel manufacturing site, which are both currently in various stages of development.
- *Serve Underrepresented Communities:* The proposed transit project will extend access to housing opportunity and employment, including for underrepresented communities. The proposed project area is near the densest and high-opportunity neighborhoods in Portland, as well as the one of the largest urban parks in the United States. Further, Portland Streetcar reports that more than a third of Portland's regulated affordable housing stock is located within a quarter mile of streetcar tracks, and plans have been developed for a further increase of housing in the area. Related land use changes and benefits agreements in the project area are anticipated to lead to hundreds of new middle-wage job opportunities and 2,000 or more new housing units, including 200 or more regulated affordable housing units. Past streetcar extensions were fundamental to broader housing development and neighborhood revitalization efforts. The extension to Montgomery Park will preserve and enhance access to living-wage jobs and connect people to opportunities through affordable, accessible low-carbon transportation options. The streetcar extension and its associated

investments in roadway construction will act as a catalyst for a new district focused on delivering more equitable and climate-friendly outcomes.

- *Maximize Local Investment:* The project will leverage a mix of funding sources, including federal, local, and private funds, to support construction and operation. The potential for using Local Improvement Districts (LIDs) to capture private investment for infrastructure underscores the project's capacity to generate community benefits.

Project Development Phase Schedule and Deliverables

The Locally Preferred Alternative being amended into the RTP will support further progress on the Project and is a required step to qualify for key federal funding opportunities. It is necessary to complete the NEPA process covering all aspects of the project proposed for FTA funding, develop sufficient information for FTA to develop a project rating, complete sufficient engineering and design to develop an accurate and reliable cost, scope, and schedule for the Project, commit all non-CIG funding commitments, complete all critical third-party agreements, and meet other FTA readiness requirements. The Project formally entered the Project Development phase in January 2025, and implementation is expected to be implemented through Summer 2030.

The Project Development Phase includes required deliverables that will be informed by the core design team, project partners, and community engagement, including:

- Completion of environmental approvals under the National Environmental Policy Act (NEPA).
- Development of preliminary design and engineering documents.
- Development of materials necessary for a Small Starts rating by FTA and subsequent Small Starts Construction Grant Agreement.

The anticipated schedule for the Project Development Phase deliverables is as follows:

- Preliminary Design and Engineering (Spring 2026 – Fall 2027)
 - 15% design (Spring 2026)
 - 30% design (Summer/Fall 2026)
 - 60% design (Spring 2027) (expected to be the plan set used for cost estimation and negotiation of Construction Grant Agreement with FTA)
- Draft Finance Plan (Fall 2026)
- Update to the Regional Transportation Plan and related financial elements, as necessary
- Environmental Approvals under NEPA (Fall 2026 – Fall 2027)
 - Purpose and Need
 - Class-of-Action Determination (anticipating a Documented Categorical Exclusion)
 - NEPA assessment and findings, including all needed analysis and public engagement
- Development of initial Small Starts Application for rating and subsequent Small Starts Construction Grant Agreement (Fall 2026)
- 30% of all non-CIG funding committed at submission of rating materials after 30% design (Fall 2026)

- Final Design and Construction Documents (Summer 2027-Spring 2028), including cost estimates for each stage documenting the total anticipated construction cost in year of expenditure dollars:
 - 95% Design Package
 - 100% Design – Issued for Construction
- 100% local funding sources committed prior to applying for final SSGA (Winter 2027/28)

The anticipated time period for the Construction phase is Spring 2028 – Summer 2030 and for vehicle procurement is Spring 2026 – Summer 2030.

Agency Partners and Roles

The following agency partners will help deliver the project:

- The Tri-County Metropolitan Transportation District of Oregon (TriMet) will be the Project Sponsor and the Grantee for the FTA CIG Small Starts program on behalf of the City of Portland.
- The Portland Bureau of Transportation (PBOT) will be the FTA CIG subrecipient. As owner of the Portland Streetcar System and Assets, the agency will lead on design and construction for the project.
- Portland Streetcar, Inc. will assist with funding, strategy, design, and partnerships to support Project delivery.
- Metro will support completion of the environmental review process.
- The Federal Transit Administration is the lead federal agency for NEPA and a key financial partner through the FTA's CIG Small Starts program.

Intergovernmental Agreements with both Metro and TriMet are currently in process to formalize roles and responsibilities for Project Development and construction.

Public Engagement

Following a demographic assessment completed as part of public involvement planning as part of the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) (which in Northwest Portland evolved into the Montgomery Park Area Plan (MPAP)), the Project team conducted various public engagement efforts was conducted in two general phases over five years:

- *Phase 1: Fall 2019 – Winter 2021/22:* During Phase 1, the project team gathered feedback as they developed and analyzed alternative transportation and land use development scenarios for Northwest Portland, with focus on the area around Montgomery Park. The project team convened a Project Working Group of 16 community members representing a variety of viewpoints, many of whom had connections to local neighborhood groups, business organizations, transportation advocates, and area property owners. An FTA TOD planning grant administered by Metro supported direct funding to two area Community Based Organizations (CBOs) to provide outreach to underserved communities regarding

their aspirations, concerns, and priorities for the area and Project: Friendly House, Inc; and Northwest Industrial Business Association (NIBA)/Columbia Corridor Association. During this phase, the project team asked questions to better understand transportation and land use conditions, sought feedback on what goals the MPAP should seek to achieve, and gathered input on various land use development scenarios and potential streetcar extension alignments. Phase 1 engagement methods included 7 Project Working Group Meetings; 1 Project Kickoff Open House; 1 Urban Design Concept Open House; the 2 aforementioned Community Based Organization Partnerships, including mailers, surveys, conversations, and community forums; meetings with neighborhood and business organizations; and 1 comment period for the draft plan.

- *Phase 2: Spring 2023 – Winter 2024/25:* Phase 2 focused on learning more about the community's needs and priorities for the Project itself, which informed the final MPAP recommendations and the LPA. This phase combined in-person meetings; an online open house and survey; project mailers; meetings with neighborhood groups; tabling at open houses and events in the area; direct canvassing of businesses along the proposed alignment; A BIPOC-focused urban design focus group; and intercept surveys both near existing area streetcar stations and around regulated affordable housing developments along streetcar in Northwest Portland.

Community engagement has helped shape the development of the MPAP and the LPA for the Project since 2019, when community members helped define the planning process goals. Overall Key takeaways from community engagement can be found in the adopted [Montgomery Park Area Transportation Plan](#) (Volume 3 of the MPAP). Two key ways in which community engagement shaped the MPAP and Project are as follows:

- *Area of change and final Project alignment:* During the MPAP planning process, several land use development scenarios and supportive alignments for streetcar were explored. When the Project Working Group and other stakeholders repeatedly expressed concern about the potential for broad loss of industrial land in the planning area, the plan shifted focus to a smaller area where the greatest expected change might occur (west of US-30) in order to preserve industrial uses elsewhere. This allowed for the development of plan recommendations that balanced stakeholder interests in new jobs, more housing, and the preservation of low-barrier-to-entry middle-wage jobs in the area. As a result, the streetcar alignment shifted to serve the area of greatest potential growth. Additionally, the project's related adopted [Public Benefits Agreement](#) addresses these priorities by requiring a minimum of 400 middle-wage jobs in a variety of sectors in the plan area and the provision of at least 200 units of affordable housing prior to development of other buildings on the land subject to the agreement.¹
- *Commemoration of York:* Through engagement with the Portland Harbor Community Coalition, the Project team was introduced to the York Collective. The York Collective

¹ More information is available in [Volume 1](#) of the adopted Montgomery Park Area Plan, beginning on Page 36 (PDF Page 44).

includes Black Portlanders and allies with interest in exploring and advancing opportunities to share and elevate information about the legacy of York, an enslaved member of the Lewis and Clark Corps of Discovery, and for whom NW York Street in the Project area is named. The group has produced a broad vision for a “justice- and climate-centered transit and land use development strategy along York Street.” Through continued engagement, this group has ensured that public art commemorating York is part of implementation of the MPAP, and an action item directing City staff to continue to assist the group and others seeking equitable outcomes to seek further engagement and resource identification toward their goals for the area.²

RTP Consistency and Regional Significance

The Project advances the following RTP goals and objectives:

Goal 1 – Mobility Options:

- *Objective 1.1 Travel Options:* Provides travel options to support mode shift and reduced per capita vehicle miles traveled by constructing multimodal facilities and improving the pedestrian, bicycle, and transit network while supporting transit-oriented development so people can meet their daily needs without a personal automobile.
- *Objective 1.2 System Completion:* Supports system completion by filling gaps in the pedestrian, bike, and transit network through key connections and local street grid completion.
- *Objective 1.3 Access to Transit:* Improves access to transit for existing and future residents, workers, and visitors.
- *Objective 1.4 Regional Mobility:* Supports regional mobility by ensuring that modal functions for facilities support regional mobility, including goods movement.

Goal 2 – Safe System:

- *Objective 2.1 Vision Zero:* Implements Complete Street designs in support of Vision Zero. Streets will be human scaled with wide sidewalk corridors, and dedicated bike facilities along the new couplet north of NW Vaughn Street will reduce modal conflicts.
- *Objective 2.3 State of Good Repair:* Brings NW 23rd Avenue between NW Vaughn and NW Lovejoy streets to a state of good repair.

Goal 3 – Equitable Transportation:

- *Objectives 3.1 and 3.2 Transportation Equity and Barrier-Free Transportation:* Advances transportation equity and barrier-free transportation by improving access to permanent, high-capacity transit for residents in an Equity Focus Area (Tract 49.01) while serving future residents of affordable housing in the new transit-oriented district. The Project will improve access to nearby industrial jobs while supporting new middle-wage job requirements in the

² More information is available in [Volume 1](#) of the adopted Montgomery Park Area Plan, on pages 13 and 84 (PDF pages 21 and 92).

Montgomery Park area, all while connecting people to services, jobs, and educational opportunities in Portland's Central City and throughout the region.

Goal 4 – Thriving Economy:

- *Objective 4.1 Connected Region:* Supports a connected region through focused investment and growth in an expanded Neighborhood Center in Northwest Portland.
- *Objective 4.2 Access to industry and freight intermodal facilities:* Facilities continued access to industry and intermodal freight facilities for goods movement to and from the industrial lands around the Project area.
- *Objective 4.3 Access to Jobs and Talent:* Integrates captured public benefits to require 400 new middle-wage jobs in the Montgomery Park area, per the related Public Benefits Agreement.
- *Objective 4.4 Transportation and housing affordability:* Supports the development of housing choices and new jobs in an urban district where people can meet their needs without a personal automobile.
- *Objective 4.5 State of Good Repair:* Brings NW 23rd Avenue between NW Vaughn and NW Lovejoy streets to a state of good repair.

Goal 5 – Climate Action and Resilience:

- *Objective 5.1 Climate Change Mitigation:* Supports climate change mitigation by providing accessible non-driving transportation options to support reduced per capita vehicle miles traveled.
- *Objective 5.2 Climate-Friendly Communities:* Develops a new climate-friendly community by coordinating the Project with an increase in middle-wage jobs and housing choices in a high-opportunity, walkable, mixed-use area served by permanent high capacity frequent transit service and active transportation options.
- *Objective 5.3 Resource Conservation:* Integrates green infrastructure including onsite stormwater remediation, wide furnishing zones, and large varieties of street trees.
- *Objective 5.4 Adaptation and Resilience:* Promotes reduced urban heat island effect through the planting of large street trees along the Project's couplet north of NW Vaughn Street.
- *Objective 5.5 State of Good Repair:* Brings NW 23rd Avenue between NW Vaughn and NW Lovejoy to a state of good repair, and upgrades water and stormwater facilities.

The Project is consistent with and supports implementation of the following RTP System, Regional Design and Regional Network Policies:

- *3.2.1 2040 Growth Concept:* The Project supports the Metro 2040 Growth Concept by advancing permanent high-capacity transit and higher-density growth along a designated Main Street of NW 23rd Avenue and within the Central City regional hub, as well as supporting planned land uses adopted in Portland's Comprehensive Plan and the 2040 Growth Concept. The Project supports the preservation of nearby industrial land north of NW Nicolai Street east of US-30, and updated MPAP policies prioritize freight movement and access to this land.

- *3.2.2 Transportation Equity Policies:* The Project improves multimodal options and permanent transit access in an Equity Focus Area (Tract 49.01). Additionally, the Project advances a new equitable transit-oriented district with housing choices including affordable housing in a high-opportunity area of Northwest Portland.
- *3.2.3 Safety and Security Policies:* While the Project area does not include any Regional High Injury Corridors or Intersections, the Project advances implementation of Vision Zero and the Safe System approach and implements Complete Street policies to reduce modal conflicts and improve safety for all modes.
- *3.2.4 Climate Action Policies and Resilience Policies:* The Project supports Metro’s Climate Smart Strategy and related policies. It will support implementation of the MPAP to support reduced vehicle miles traveled per capita and related greenhouse gas emissions. It will advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible. It will include improvements to the bicycle and pedestrian network and connect the local street grid with safe crossings. Implementation will also include the development of a parking management strategy for the Montgomery Park area, to be implemented alongside the construction of new streets in the project area. Private developments in the area will be subject to the City of Portland’s Transportation Demand Management (TDM) policies to support mode shift and reduced vehicle miles traveled per capita. Additionally, the Project will support Metro’s transportation preparedness and resilience policies by supporting the designation of regional emergency transportation routes in the project area, integrating green infrastructure, and expanding the region’s tree canopy.
- *3.2.6 Mobility Policies:* The Project will advance mobility policies. It pairs a major transportation system investment with adopted land use changes to enhance efficiency. It will provide people and businesses a variety of seamless and well-connected travel modes so that people and businesses can meet their daily needs. It prioritizes the safety and comfort of travelers of all modes through multimodal network completion. It prioritizes an investment in an Equity Focus Area.
- *3.3 Regional Network Policies:* The Project supports regional network policies. It advances design and complete streets policies by implementing multimodal street connectivity and Complete Streets Policies. It is supportive of 2023 RTP Policy Map designations for transit, bike, pedestrian, and regional emergency routes in the Project area and implements Project C28 in the Regional High Capacity Transit Vision. It supports adjacent RTP Policy Map designations for Design, Freight, and Motor Vehicles.

Identification of the Project followed the RTP congestion management process policies in the following ways:

- The Project utilizes multiple tools in the Congestion Management Process (CMP) toolbox. It utilizes transit-oriented development and new mixed-use land uses alongside parking management to support a walkable, employment- and housing-focused district facilitated by compact land uses in combination with walking, biking, and transit connections. It is planned to utilize transit signal priority and access management strategies to support system

management and operations. It will utilize active transportation strategies by implementing new biking and walking connections to key destinations. It will utilize transit strategies by constructing high capacity transit and expanding transit coverage. It will also utilize street and throughway capacity strategies by connecting the local street grid to distribute vehicle trips through the Project area.

- The Project aligns with the City of Portland's advancement of the Regional Transportation Functional Plan's Transportation Solutions (3.08.220) in the order listed. Private development in the Montgomery Park area will be subject to Portland's local TDM requirements; Additional TSMO strategies include operational and access management improvements. The project includes transit, bicycle, and pedestrian system improvements, as well as traffic-calming designs, The project utilizes land use strategies to achieve required performance standards. The project improves local street connectivity to provide alternative routes and encourage walking, biking, and access to transit. Finally, the project makes motor vehicle capacity improvements by completing the local street grid to disperse driving trips as the area grows.

The Project is regionally significant. In 2018, Metro adopted the region's first [Regional Transit Strategy](#), in support of the [2018 Regional Transportation Plan \(RTP\)](#). The RTP identified the extension of Portland Streetcar to Montgomery Park as an Enhanced Transit Corridor (ETC) for short-term implementation and included the Project in its [financially-constrained project list](#) (11319). Subsequent area planning was completed as part of the [Montgomery Park Area Plan](#) (adopted 2024). In 2023, Metro adopted the [Regional High Capacity Transit \(HCT\) Strategy](#) as part of [the 2023 Regional Transportation Plan update](#), which designates the Project as a Tier 1: near-term HCT corridor; this is the highest priority for near-term HCT investment in the region. The Project will also require project-level NEPA review. Additionally, NW 23rd Avenue within the project area is designated on the pedestrian, transit and TSMO Regional Transportation Plan network maps (NW Wilson Street is also designated on the TSMO network map).

Performance

The Project makes progress toward federal and regional performance targets:

- *Mobility*, by increasing pedestrian, bike, and transit mode shares, improving access to jobs via transit, contributing to completing the transit network and bicycle and pedestrian system near transit, and increasing the share of households that are located near multimodal options.
- *Equity*, by prioritizing safe system completion and access to jobs in an equity focus area.
- *Economy*, by advancing completion of the bicycle and pedestrian system in a job and activity center to provide safe and convenient options for short trips and connections to transit.
- *Climate and Environment*, by helping reduce per capita greenhouse gas emissions from light-duty vehicles and per capita vehicle miles traveled, helping meet revised statewide goals requiring accelerated reductions in greenhouse gas emissions, and keeping air pollution from mobile sources at levels below thresholds set by the federal government.

Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. As part of its evaluation, the 2023 High Capacity Transit Strategy found that implementing all of the corridor improvements identified in the vision would result in a 0.6% reduction in CO_{2e} emissions regionwide. Using established transit elasticities to estimate the change in ridership that could occur on a given corridor through a high capacity transit investment and the corresponding change in auto vehicle miles traveled that would be expected, converted to greenhouse gas emissions using an average fleet emissions factor for year 2030, a streetcar extension in Montgomery Park was roughly estimated to potentially result in a weekday reduction of around 60 metric tons of CO_{2e} per year.

Implementing the Regional Transit Strategy vision of making transit convenient, frequent, accessible and affordable is a key strategy with a high relative climate benefit included in the Climate Smart Strategy (CSS). The CSS includes a number of near-term actions for Metro and partners related to high capacity transit, including: 1) expand transit service to serve communities of concern, transit-supportive development and other potential high ridership locations; and 2) expand partnerships with transit agencies, cities, counties and ODOT to implement capital improvements in frequent bus corridors (including dedicated bus lanes, stop/shelter improvements, and intersection priority treatments) to increase service performance.

To make progress toward the [Climate Smart Strategy](#) Performance targets, the Project implements elements of the 2040 Growth Concept and local and adopted land use and transportation plans; makes transit convenient, frequent, accessible, and affordable; making biking and walking safe and convenient; uses technology to actively manage the transportation system; requires area development provide information and incentives to expand the use of travel options; implements parking management to make efficient use of vehicle parking and land dedicated to parking; secures adequate funding for transportation investments; and demonstrates leadership on climate change. Several ways that performance is measured for the CSS transit strategy include increases in the share of households, low-income households, and employees within a ¼ mile of all-day frequent service. The extension of Portland Streetcar to Montgomery Park via NW 23rd Avenue will support the development of 2,000 or more new housing units, 200 or more new affordable housing units, and 400 or more middle-wage jobs in the Montgomery Park Area, linking employees and residents to the region's larger transit system. Preliminary modeling conducted by Metro indicates an anticipated ridership increase of 3,000 or more new riders on the NS line by 2040 resulting from this project and projected development along the high-capacity corridor.

This is not a safety project eligible for state and federal safety program funding.

Fiscal Constraint

The cost estimate included in the 2023 RTP financially constrained project list was \$80,000,000 in year-of-expenditure (YOE). That estimate has increased to \$195,000,000 in YOE due to extensive planning and concept development for the project, for the following reasons: the project now includes the purchase of up to 12 off-wire capable streetcar vehicles to support the extension and continued streetcar system operations due to much of the existing streetcar fleet reaching its end-of-life; the project now includes the rehabilitation of NW 23rd Avenue between NW Vaughn and NW Lovejoy streets including full-depth rehabilitation, utility relocation and related improvements, and accessibility and stormwater upgrades, as the street currently fails on the Pavement Condition Index; and the project now includes the multimodal extension of local streets in the project area.

Currently, \$12 million for Project Development have been committed, with an additional \$30 million committed from a Portland Clean Energy Fund grant for streetcar vehicle replacement. The Project team will be pursuing FTA Small Starts Capital Investment Grant (CIG) funding and is planning to seek \$97.5 million, which is the lowest percentage federal share (50 percent) for Small Starts projects. Additionally, the project was approved for Regional Flexible Fund Step 1A.1 New Project Bonds on July 31, 2025 by [Resolution 25-5510](#). Additional local sources will be committed as required by the FTA CIG program.

Table 1 below documents fiscal constraint for the project, differentiating new revenue (not accounted for in the 2023 RTP Forecast) and revenue already accounted for in the 2023 RTP Forecast for the project.

As indicated in the Project Development section above, preliminary engineering, design, and construction will all occur in the 2023-2030 near-term RTP investment time period.

Table 1: Portland Streetcar Montgomery Park Extension Fiscal Constraint Documentation

Fund source and type	Dollar amount	New revenue (not accounted for in 2023 RTP forecast)³	Accounted revenue (in 2023 RTP forecast (#11319))⁴
FTA CIG – 5309 Small Starts	\$97,500,000	\$57,500,000	\$40,000,000
Portland Clean Energy Fund (PCEF) grant for vehicles	\$30,000,000	\$30,000,000	
Regional Flexible Fund Bonds (Step 1A.1)	\$10,000,000	\$10,000,000	
Local Funds <ul style="list-style-type: none"> • Including Streetcar Reserve Funds • General Transportation Revenue (FY 24-29) • Transportation System Development Charges • Northwest Parking District Set-Aside • Right-of-Way Dedication (per adopted Public Benefits Agreement) Commercial and Residential Local Improvement District • Additional Private Funds 	\$57,500,000	\$17,500,000 ⁵	\$40,000,000
Total	\$195,000,000	\$115,000,000	\$80,000,000

Attachments:

- A: Project Schedule
- B: Metro Council Staff Report on LPA Endorsement Recommendation (July 10, 2025)
- C: Proposed Preliminary Cross Sections

³ These dollars are new revenues not accounted for in the forecast in the adopted 2023 RTP. The revenues include an increased federal funding request through FTA’s CIG program, new funds awarded by PCEF on December 11, 2024 (most recent amendment ordinance to the PCEF Climate Investment Plan), RFFA Bond revenues approved by JPACT and the Metro Council on June 21 and July 31, 2025 (respectively), and additional Local Improvement Revenues not previously accounted for in the adopted 2023 RTP (see footnote 5).

⁴ This revenue was already accounted for and included in the revenue forecast adopted in the 2023 RTP, covering the project’s estimated cost in the 2023 RTP.

⁵ Following the 2023 RTP update, the City of Portland developed a new forecast of local resources that demonstrated \$17.5 million in additional revenues forecasted for the project.

IN CONSIDERATION OF RESOLUTION NO. 25-5505 FOR THE PURPOSE OF ENDORSING THE LOCALLY PREFERRED ALTERNATIVE FOR THE MONTGOMERY PARK STREETCAR EXTENSION

Date: July 10, 2025
Department: Planning, Development and Research
Meeting Date: July 31, 2025

Prepared by: Alex Oreschak
Alex.Oreschak@oregonmetro.gov
Presenter(s), Alex Oreschak (he/him),
Senior Planner
Length: 20 minutes

ISSUE STATEMENT

The Portland Streetcar Montgomery Park Extension Project will extend the existing Portland Streetcar North-South (NS) Line 0.65 miles one-way (1.3 miles round trip) from its existing terminus at NW 26th Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near Montgomery Park in Northwest Portland. The project will also rehabilitate NW 23rd Avenue between NW Vaughn and NW Lovejoy streets including streetscape improvements, as well as extend multimodal streets in the project area to support streetcar operations.

On December 11, 2024, the Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Streetcar Transit Project.

The recommended Locally Preferred Alternative for high capacity transit to the Montgomery Park Area is streetcar transit with stations at the locations indicated on the attached map, operating as a .65 one-way route mile extension of the existing Portland Streetcar North-South (NS) Line from its existing terminus at NW 23rd Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near the Montgomery Park building in Northwest Portland. This extension will allow the NS Line to operate between the Montgomery Park Building and the South Waterfront. The route extension will operate on NW 23rd Avenue, as well as on a new one-way parallel couplet using NW Roosevelt Street, NW 26th Avenue, and NW Wilson Street. The LPA is reflected in Exhibit A to Resolution No. 25-5505.

On June 25, 2025, the Metro Policy Advisory Committee (MPAC) recommended that Metro Council approve Resolution No. 25-5505, as recommended by the Metro Technical Advisory Committee (MTAC) on June 18, 2025. On June 26, 2025, the Joint Policy Advisory Committee on Transportation (JPACT) approved Resolution No. 25-5505 and submitted to Metro Council for approval, as recommended by the Transportation Policy Alternatives Committee (TPAC) on June 6, 2025.

Approval of the resolution endorses the Montgomery Park Streetcar Extension Locally Preferred Alternative (LPA) as recommended by JPACT and MPAC and directs staff to prepare amendments to the 2023 Regional Transportation Plan to reflect the LPA.

ACTION REQUESTED

Approve Resolution No. 25-5505 as recommended by JPACT and MPAC.

IDENTIFIED POLICY OUTCOMES

The project will support dense, equitable transit-oriented development west of US-30 between NW Nicolai and NW Vaughn streets, where predominantly vacant, low-density industrial land recently underwent land use changes to employment- and housing-focused mixed uses. The project will also support several indirect public benefits for the area, including new affordable housing, new middle-wage jobs onsite, a new public park, affordable commercial opportunities, and the commemoration of York—enslaved member of the Lewis and Clark Expedition who was critical to its success—through public art; these ancillary benefits are captured in a Public Benefits Agreement (PBA) between the City of Portland, property owners in the area, and Portland Streetcar, Inc.

In addition to spurring transit-oriented development, the project is intended to serve as a critical single occupancy vehicle (SOV) trip demand mitigation tool as the area redevelops over time. As such, it also includes improvements to the pedestrian and bicycle network to support non-driving options within, to, from, and through the new district.

The Montgomery Park Streetcar Extension has been identified by the region as a top priority for transit investment. It is called out in multiple adopted plans including the 2009 Metro Regional High Capacity Transit System (HCT) Plan, the 2018 Regional Transit Strategy, the 2023 Regional Transportation Plan (RTP), and the 2023 High Capacity Transit Strategy, which designates the Montgomery Park Streetcar Extension as a Tier 1: near-term HCT corridor, the highest priority for HCT investment in our region.

Project outcomes identified in the RTP are improved travel connecting with the existing streetcar network, as well as necessary safety and accessibility improvements, including rehabilitation of NW 23rd Avenue and new multimodal street connections on NW Roosevelt Street, NW Wilson Street, and NW 26th Avenue. This project also supports land use changes and housing development, including new affordable housing units, as identified in the Montgomery Park Area Plan, which was also adopted by Portland City Council in December 2024.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. Approve Resolution No. 25-5505 as recommended by JPACT and MPAC.
2. Do not approve Resolution No. 25-5505.

JPACT and Metro Council endorsement of the Locally Preferred Alternative will demonstrate regional consensus on the project parameters. Endorsement of the LPA is a necessary step to a future adoption of the LPA into the financially constrained RTP project list, which is required to complete the Project Development phase of the Capital Investment Grant (CIG) program and be eligible to garner CIG discretionary funding. Metro Council and JPACT are anticipated to consider adoption of the LPA into the 2023 RTP in March 2026 as part of a package of RTP amendments which includes two other Tier 1 projects with recent LPA recommendations: Tualatin Valley Highway Transit Project and the 82nd Avenue Transit Project.

RECOMMENDED ACTION

Approve Resolution No. 25-5505 as recommended by JPACT and MPAC. Approval of the resolution endorses the Locally Preferred Alternative adopted by the City of Portland and directs staff to prepare amendments to the 2023 Regional Transportation Plan to reflect the Montgomery Park Streetcar Extension LPA for consideration by JPACT and the Metro Council in 2026.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The LPA advances Metro’s 2040 Growth Concept and Regional Transportation Plan by connecting the Montgomery Park area in Northwest Portland to the existing streetcar network in the Portland Central City. It also complements land use and housing actions identified in the Montgomery Park Area Plan adopted by Portland City Council in December 2024 and supports changes Metro Council adopted to update the Urban Growth Management Functional Plan (UGMFP) “Title 4 Industrial and Other Employment Areas” Map in January 2025 through Ordinance 25-1522.

The project advances multiple objectives by promoting walkable communities; improving access to jobs, schools, retail places and other community places along the route; increasing transportation choices including active transportation and better access to transit; regional mobility; and safety. The project will support the development of over 3000 new housing units, over 4000 new jobs, and approximately 3000 new daily transit riders.

KNOWN OPPOSITION

Public input and partner endorsements demonstrate support for this LPA.

There were two opponents to the adoption of the Montgomery Park Area Plan:

- a. The Northwest Industrial Business Association opposed the adoption of the Montgomery Park Area Plan (MPAP) because of impacts to what was industrial land and potential impacts to low-barrier-to-entry middle wage jobs. The MPAP worked to address this by limiting land use changes to the area of greatest potential change and tying the development in the area to

on-site middle-wage jobs in a variety of fields (target requirements with a fee charged if not met as agreed in the adopted Public Benefits Agreement).

- b. The Northwest District Neighborhood Association (NWDA) did not outright oppose the project, but opposed the adoption of the overall Montgomery Park Area Plan because they felt the plan did not respond effectively enough to neighborhood input or concerns. The NWDA was critical to the MPAP's process, having representation on the Project Working Group and being part of dozens of conversations over the course of the planning process. A key issue with the project itself for the NWDA is the final alignment; while members varied in their perspective on the best route, there was concern expressed around parking and traffic impacts (which the project and plan sought to address by working to maintain as much parking as possible in the project area and minimizing the number of stations on 23rd Ave).

Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components. The analysis was shared with community members for feedback. Public engagement has been extensive and coordinated with outreach for the Montgomery Park Area Plan, which aims to transition the area from a somewhat underutilized industrial and employment-focused district into a mixed-use employment district that will support both job growth and housing development. More information on public engagement for the project can be found on the Montgomery Park Area Plan website: <https://www.portland.gov/bps/planning/mp2h/mpap-recommended-draft>.

ANTICIPATED EFFECTS

Approval of this resolution will allow project staff to continue working with City of Portland and TriMet on the project to:

- Amend the 2023 RTP to reflect the LPA and a high-level funding plan
- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Support the implementation and construction of the project
- Open the streetcar extension in 2030

The project is currently listed in the 2023 RTP. However, the 2023 RTP needs to be amended to reflect the LPA defining the mode, route, and general station locations and a high-level funding plan. The next steps and timeline for that future action include:

- Metro staff will coordinate to prepare amendments to the 2023 Regional Transportation Plan to reflect the Montgomery Park Streetcar Extension LPA, as well as the TV Highway and 82nd Avenue LPAs.
- An RTP amendment is necessary to be eligible for federal funding and action.

- The RTP amendment will require a recommendation from MPAC and adoption by JPACT and Metro Council. The amendment may include the following as needed to reflect the LPA:
 - Amendments to Chapter 3 Transit Network Map
 - Amendments to the Appendix A: Constrained priorities project list
 - Amendments to Appendix W: Status of Current Major Projects
 - Amendments to Appendix V: Future corridor refinement planning
 - Create a new appendix: Montgomery Park Streetcar Extension Locally Preferred Alternative
 - Updates to reflect the RTP funding strategy or any other chapter components, if applicable
- The amendment will be accompanied by findings that demonstrate consistency with:
 - RTP goals, objections, and policies
 - Metro’s Public Engagement Guide
 - Federal fiscal constraint requirements
 - Statewide planning goals
- Proposed RTP amendment schedule:
 - Fall 2025: Public comment period
 - Fall/Winter 2025: Review/discuss amendment and public comment at MTAC, TPAC, MPAC, JPACT, Metro Council
 - Spring 2026: Seek adoption of RTP amendment

Budget Impacts: Adoption of this resolution has no budget impact. There will be future costs associated with implementation of the project. These costs will be shared by local, regional, state and federal partners.

LEGAL ANTECEDENTS

Federal laws and actions

- National Environmental Policy Act
- Clean Air Act, as amended [42 U.S. C. 7401 and 23 U.S.C. 109(j)], as amended]
- U.S. EPA transportation conformity rules (40 CFR, parts 51 and 93)
- Fixing America’s Surface Transportation Act (FAST Act), signed into law in 2015
- Infrastructure Investment and Jobs Act (IIJA), signed into law in 2021
- FTA Small Starts Process

State laws and actions

- Statewide Planning Goals
- Oregon Transportation Planning Rules (OAR Chapter 660, Division 12)
- Oregon Transportation Plan and implementing modal plans, including the Oregon Public Transportation Plan Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252)
- Oregon Clean Air Act State Implementation Plan (SIP), amended in January 2021

Metro Council Actions

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052 (For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments), adopted by the Metro Council on July 9, 2009.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Resolution No. 18-4892 (For the Purpose of Adopting the Regional Transit Strategy and Replacing the 2009 Regional High Capacity Transit System Plan), adopted by the Metro Council on December 6, 2018.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.
- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.
- Ordinance No. 25-1522 (For the Purpose of Amending the Industrial and Other Employment Areas Map of Title 4 of the Urban Growth Management Functional Plan for the Montgomery Park Area of the City of Portland), adopted by the Metro Council on January 16, 2025.

Local Jurisdiction Actions

- The Portland City Council adopted Ordinance No. 192000 to adopt the Montgomery Park Area Plan including amendments to the Comprehensive Plan, Comprehensive Plan Map, Zoning Map, Zoning Code, Citywide Design Guidelines, and related amendments to the Guild's Lake Industrial Sanctuary and Northwest District plans (amend Code Title 33)
- The Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Transit Project

- The Portland City Council adopted Ordinance No. 192001 to authorize Agreement between the City, Portland Streetcar Inc, and 1535-A1 LLC for public benefits related to the Montgomery Park Area Plan

ATTACHMENT

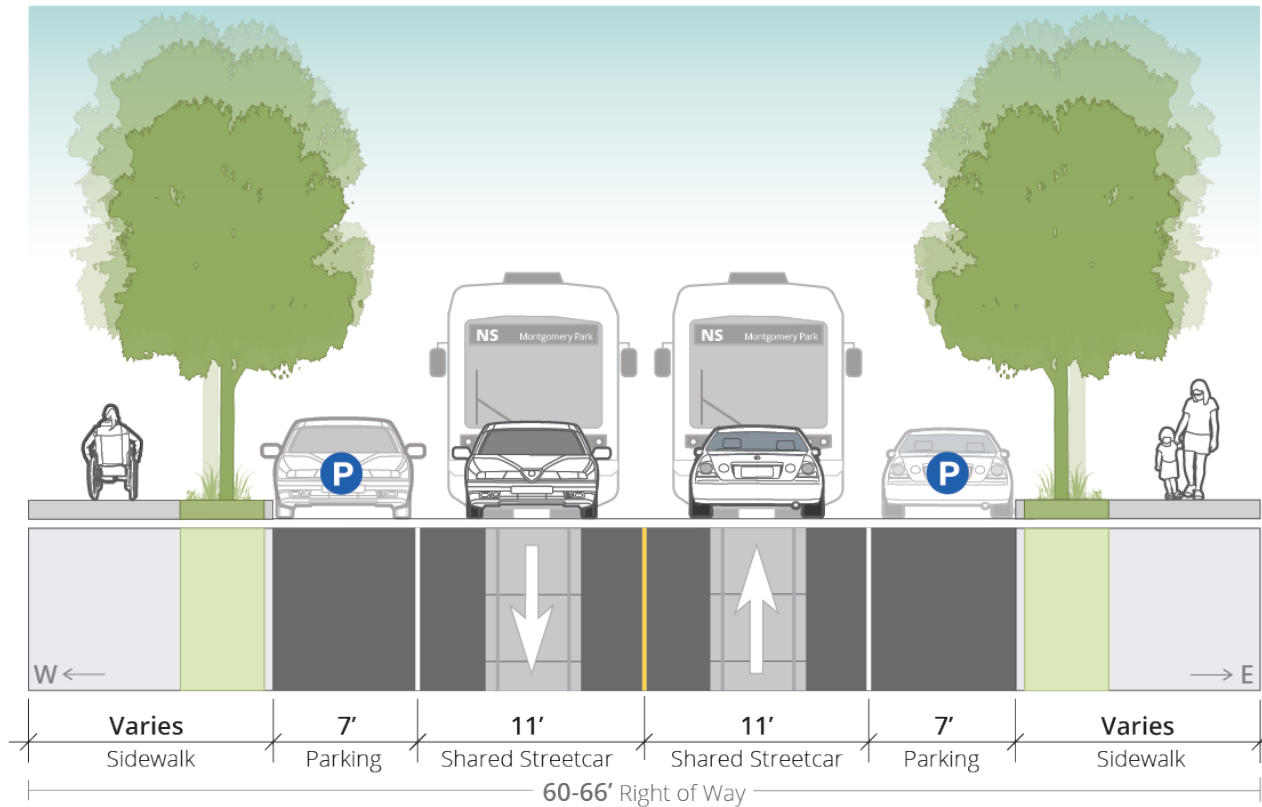
Attachment 1: City of Portland Resolution No. 37692 and Exhibits A-C

Montgomery Park Transit Project

PROPOSED PRELIMINARY CROSS SECTIONS

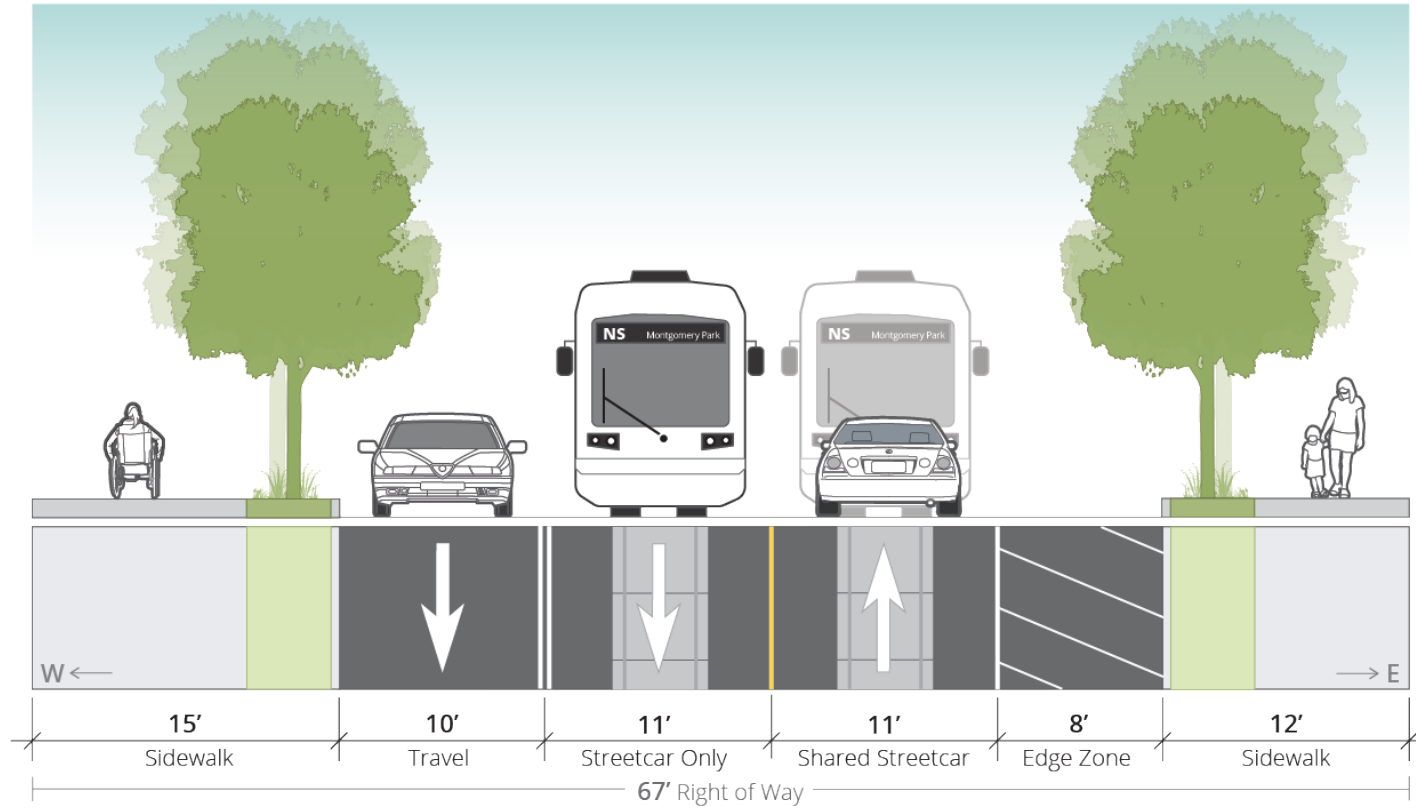


NW 23rd Avenue Typical Cross Section | NW Vaughn St to NW Northrup St



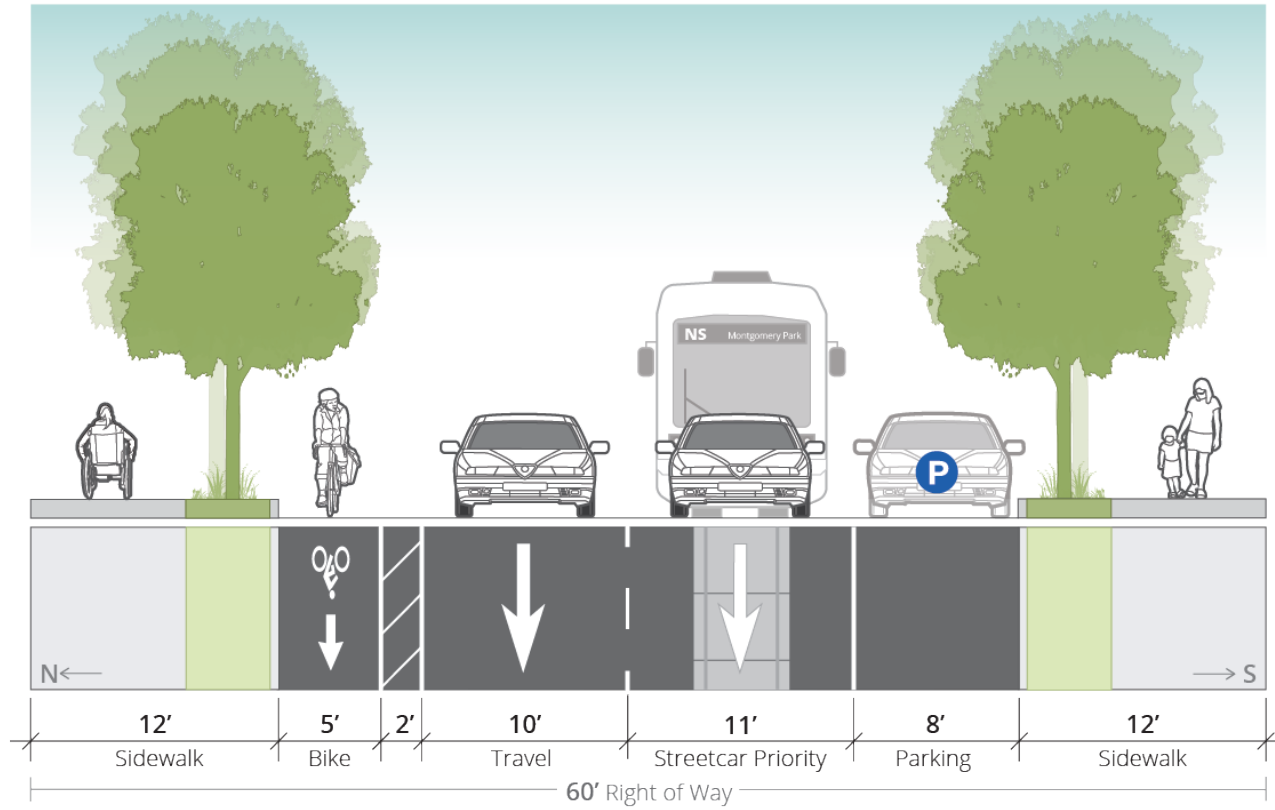
ATTACHMENT C

NW 23rd Avenue | NW Wilson St to NW Vaughn St



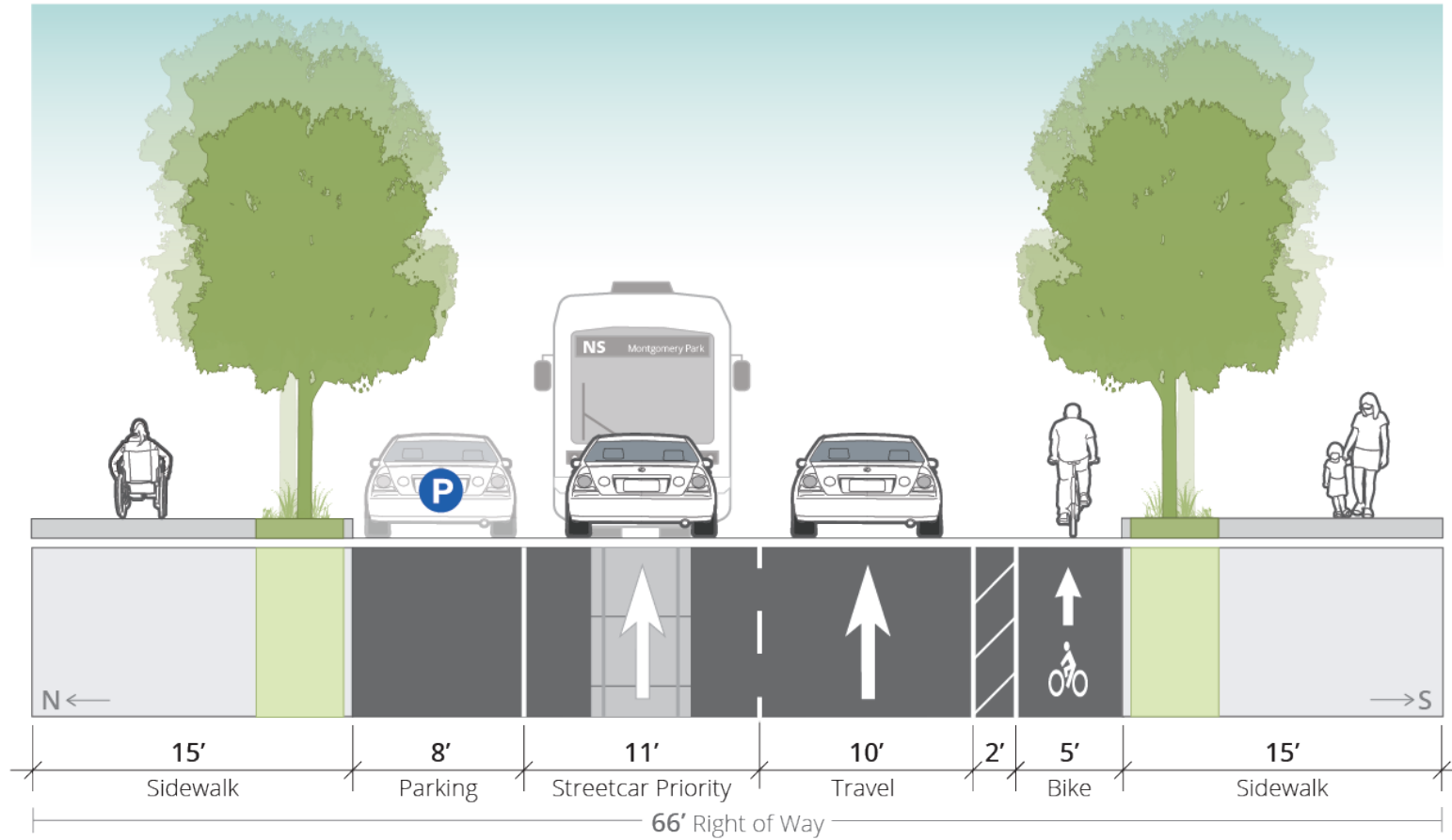
ATTACHMENT C

NW Roosevelt St | NW 23rd Ave to NW 26th Ave



ATTACHMENT C

NW Wilson St | NW 23rd Ave to NW 26th Ave



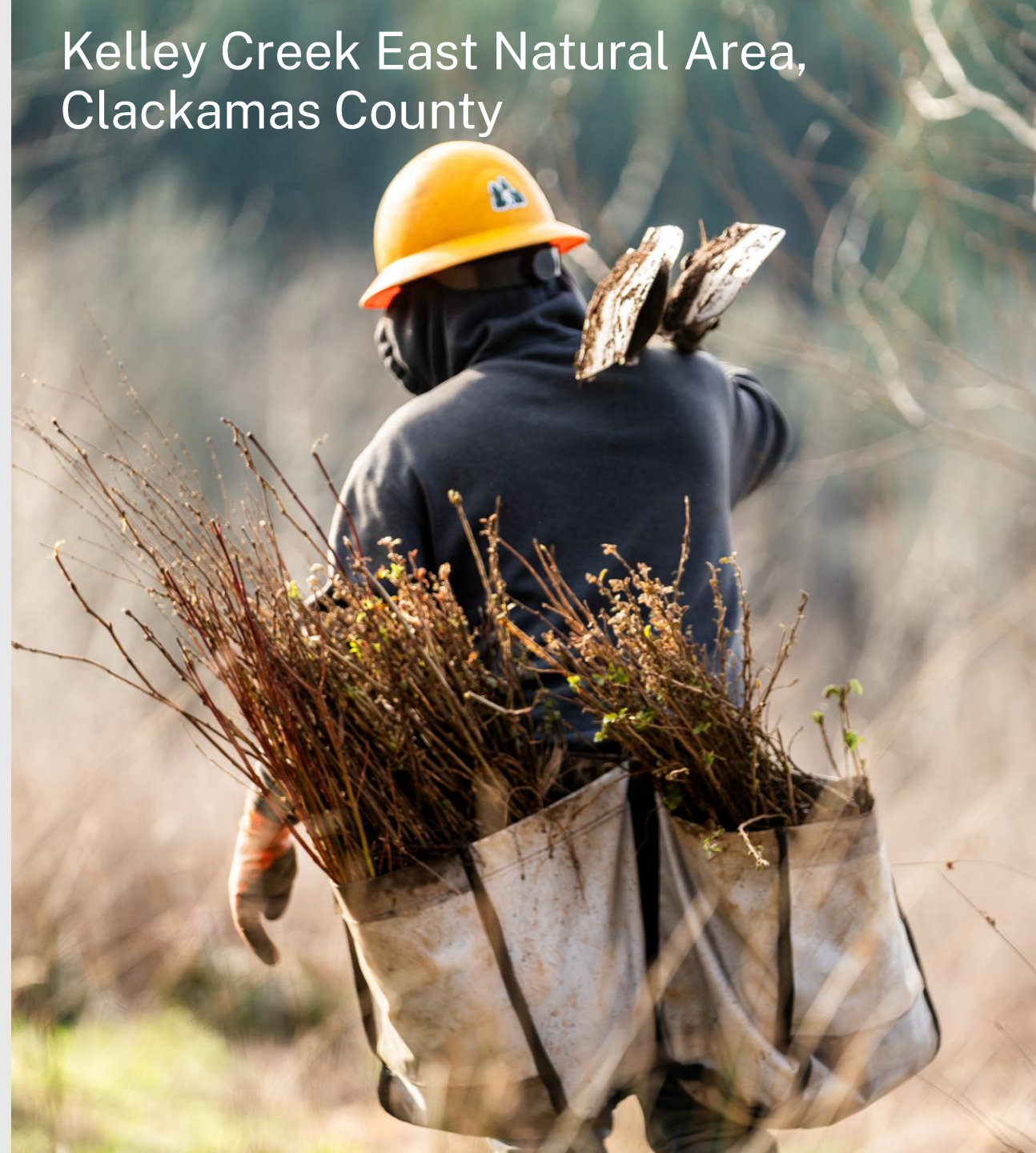
Materials following this page were distributed at the meeting.

Metro Council meeting | April 23, 2026
Parks and Nature Levy Update



Discussion topics

1. Background on parks and nature levy
2. Context in the Regional Investment Strategy
3. Council discussion of information needs, timing and key milestones





Coffee Lake Creek Natural Area,
Wilsonville



Parks & Nature



17

Regional
parks

+



14

Historic
cemeteries

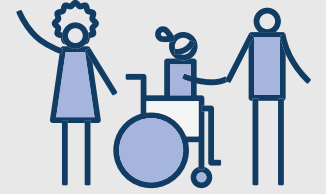
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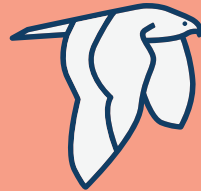
Boat
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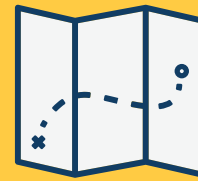
2M

Visitors
per year



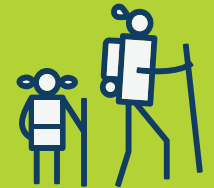
20,000

Acres of protected
and restored lands



\$190M

In grants and Local
Share funding to
500+ local nature
priorities



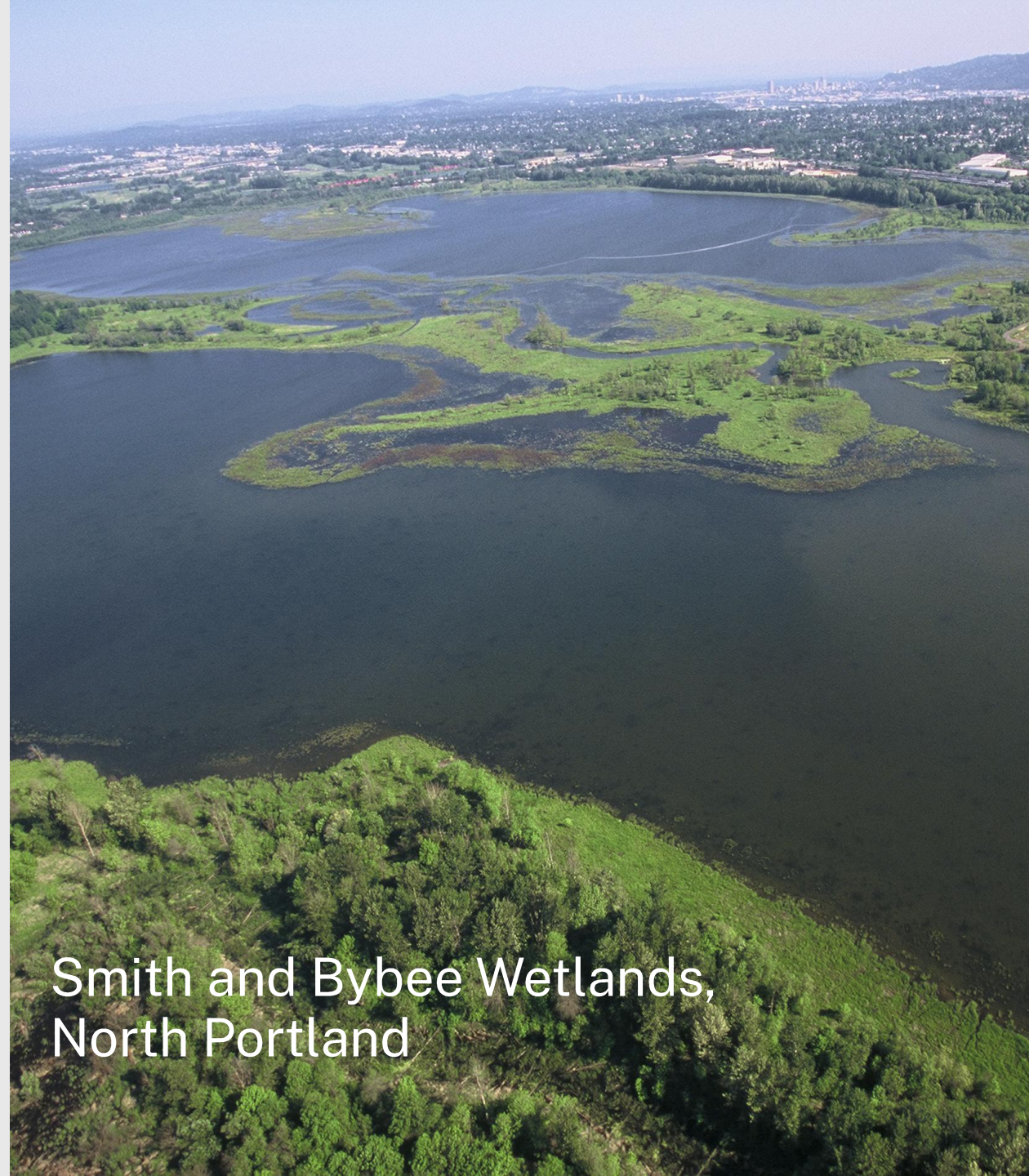
5,000+

People taking part in
nature education
events each year

Road map: setting the vision for Parks and Nature

- System plan
- Levels of service
- Levy

Today's conversation is focused on the levy



Smith and Bybee Wetlands,
North Portland

The levy is essential to delivering on Metro's promises to voters

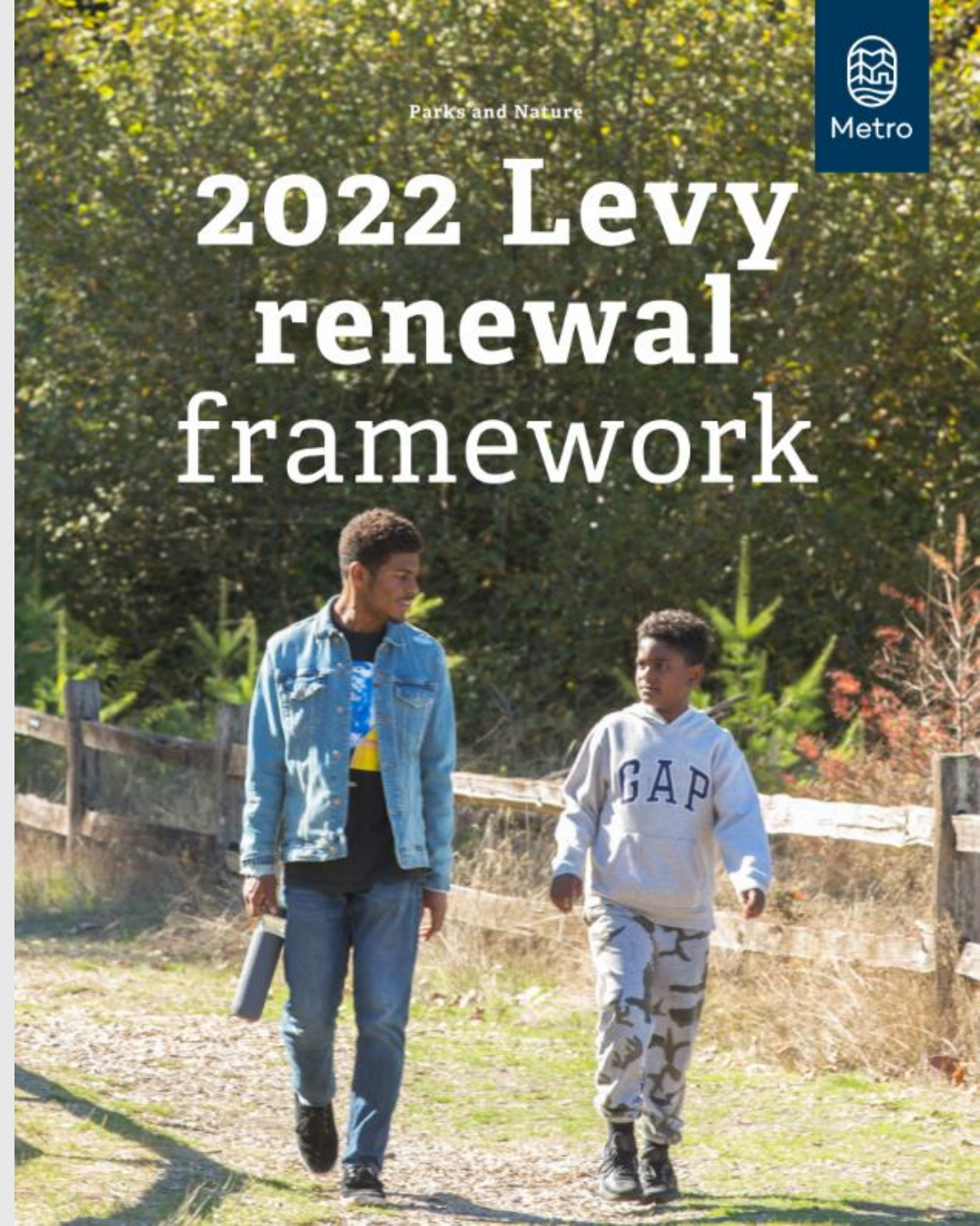
Levy first passed in 2013

\$9.6 cents per \$1,000 of assessed value, raised roughly \$19 million in 2025

Levy rate has never changed

Since 2013 Metro has

- Opened 7 parks
- Added more than 3,000 acres of natural areas



2022 Levy renewal framework

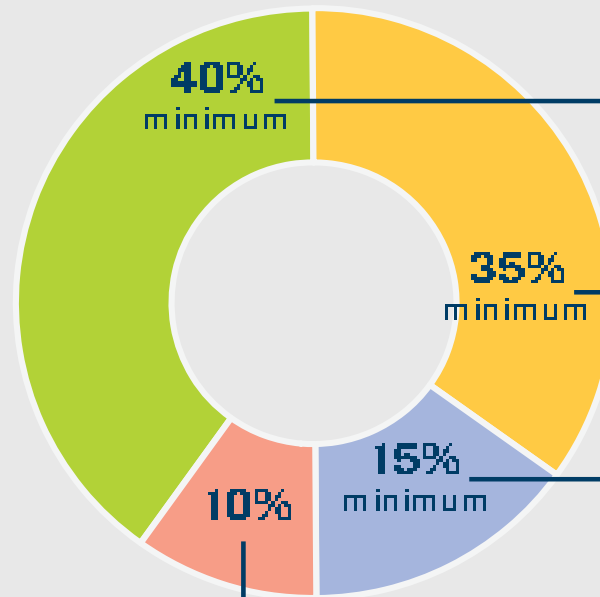




2022 levy spending delivers on voter priorities

Levy investment framework

% of 2022 levy funds spent thru FY25



Habitat restoration and land management

43%

Regional park operations

41%

Community-led investments and education

16%

Unallocated



Levy supports safe and welcoming regional parks

- Park safety, routine cleaning
- Guest services
- Trail maintenance
- Maintain aging assets
- Address barriers to ADA accessibility



Levy supports community projects and programs

The levy provides \$1 M each year in grants and community sponsorships

- Verde urban habitat program
- Depave
- Ecological and cultural restoration at Tryon Creek state natural area



Depave event at Peninsula Elementary

Levy supports programs that provide a front door to nature

5,000 +

Kids and adult participants in community education and stewardship programs each year

Examples

- Cohosted a water safety event with WaterStrong at Oxbow
- Grave tending events at our historic cemeteries
- Hosting dozens of field trips each year





Levy investments protect water quality, improve habitat

Voters consistently rate water quality as a top priority, wildfire mitigation is also high

Levy-funded active land management is key to supporting nature and these voter priorities

Natural areas are like houses

- Big upfront cost to buy and remodel (bond)
- Ongoing maintenance (levy)
- Good neighbors lend a hand (bond and levy grants, regional partnerships)

Clear Creek



Bond + Levy

Coffee Lake Creek Natural Area,
Wilsonville





To support future levy discussions, we are

- Incorporating council values
- Supporting existing and new coalition partners
- Gathering feedback from partners and stakeholders
- Identifying operations cost drivers within and outside our control
- Quantifying cost factors for three core services and additional operating commitments



Regional Investment Strategy: Levy measure development

Government Affairs and Policy Development



What we heard: Metro Council Regional Investment Strategy priorities

Top 3 Council priorities

**Protect
core values**

**Phase
with purpose**

**Clarity
of impact**

**Trust and
transparency**



**Housing and
homelessness**

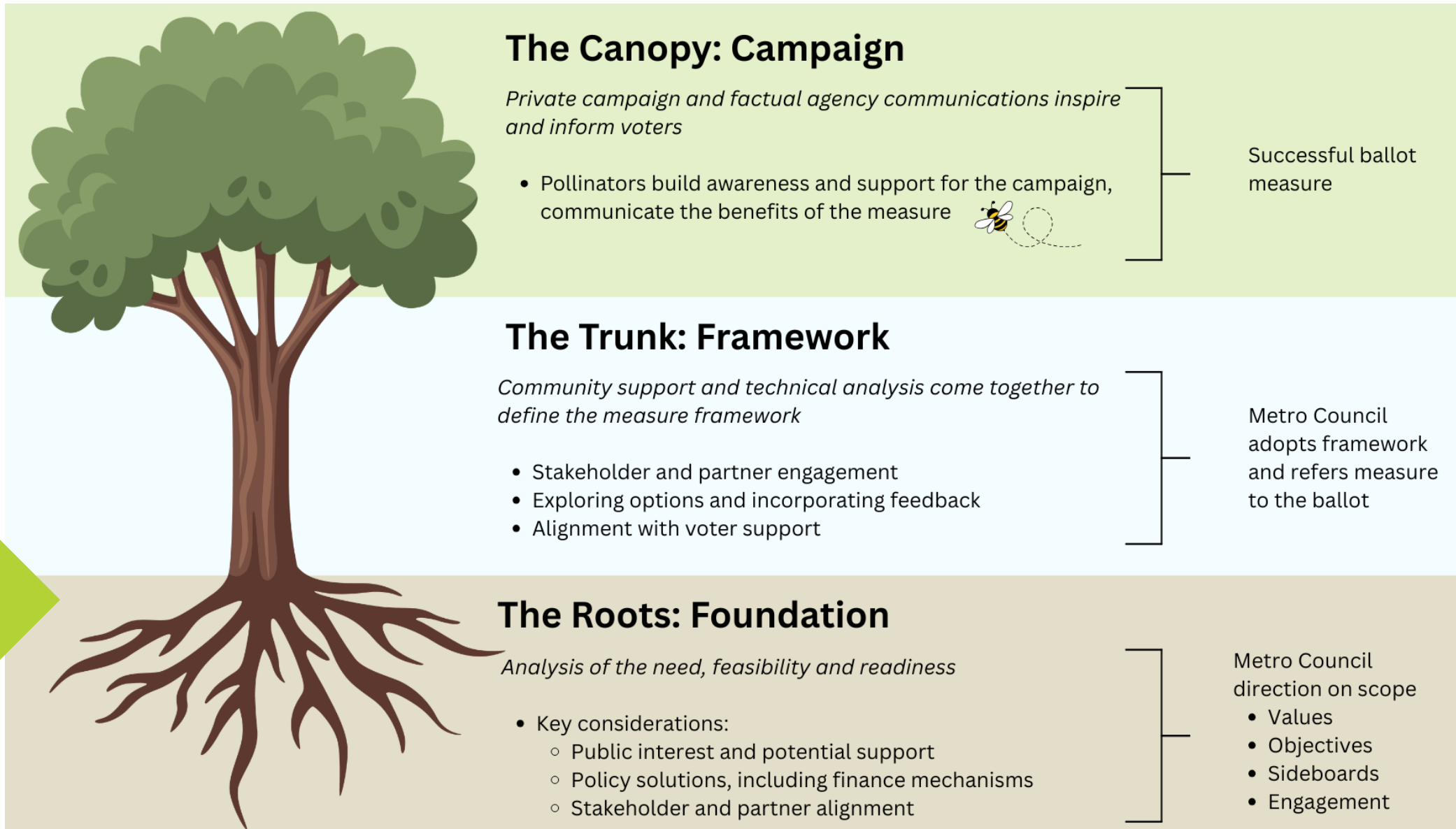


**Parks and
Nature**



**Economic
development**

Key stages of regional investment measures



Roots stage: What we've heard from stakeholders, partners and voters



Continued support

Core values and services, particularly parks and nature



Growing concerns

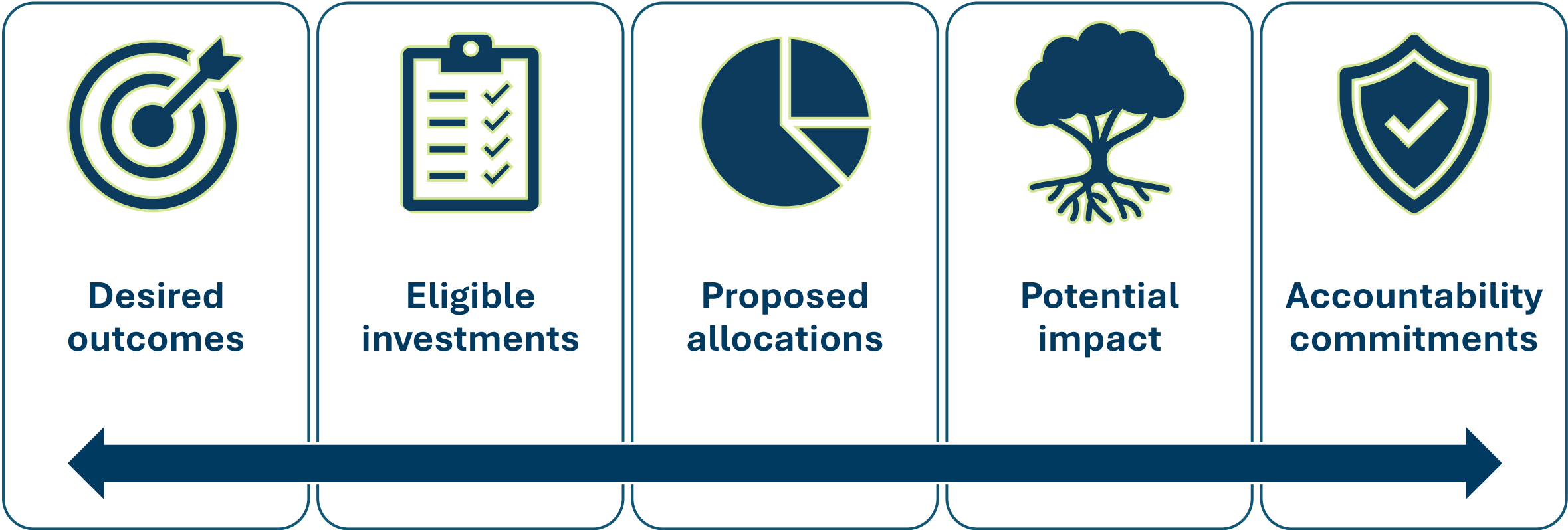
Rising costs, economic volatility, desire for accountability



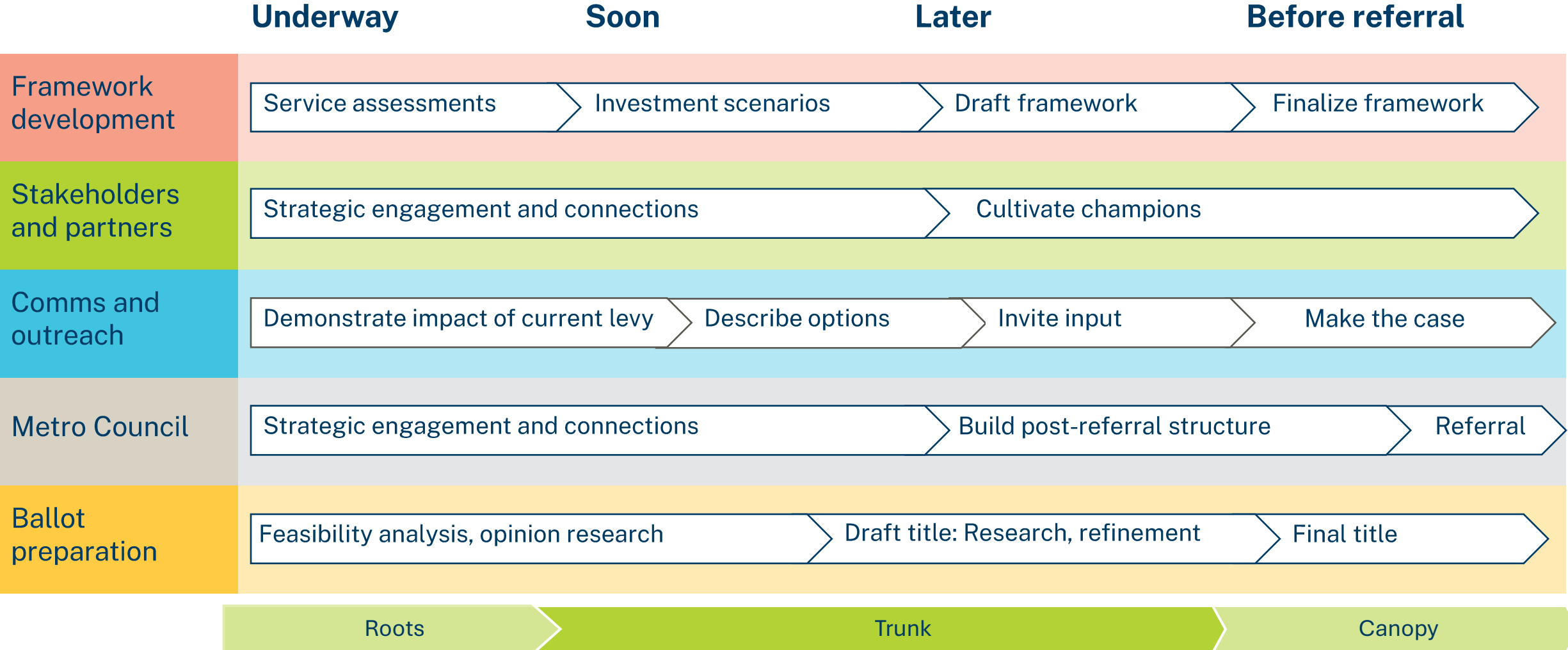
Take nothing for granted

Strengthen relationships, demonstrate impact and credibility

An investment framework means clear commitments to voters and partners.



Measure work plan: Key elements



Councilor discussion questions

What's important to consider in the future levy development work plan?

How can staff support Councilor engagement in developing a successful measure?

What additional information would support Councilors' decision-making?

Metro Council meeting | April 23, 2026

Parks and Nature Bond Allocation





Parks & Nature



17

Regional
parks

+



14

Historic
cemeteries

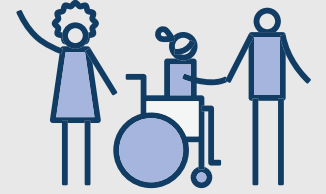
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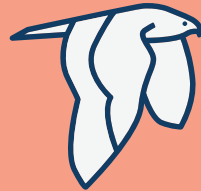
Boat
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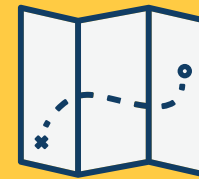
2M

Visitors
per year



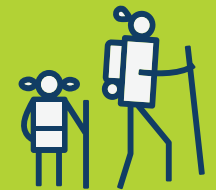
20,000

Acres of protected
and restored lands



\$190M

In grants and Local
Share funding to
500+ local nature
priorities



5,000+

People taking part in
nature education
events each year

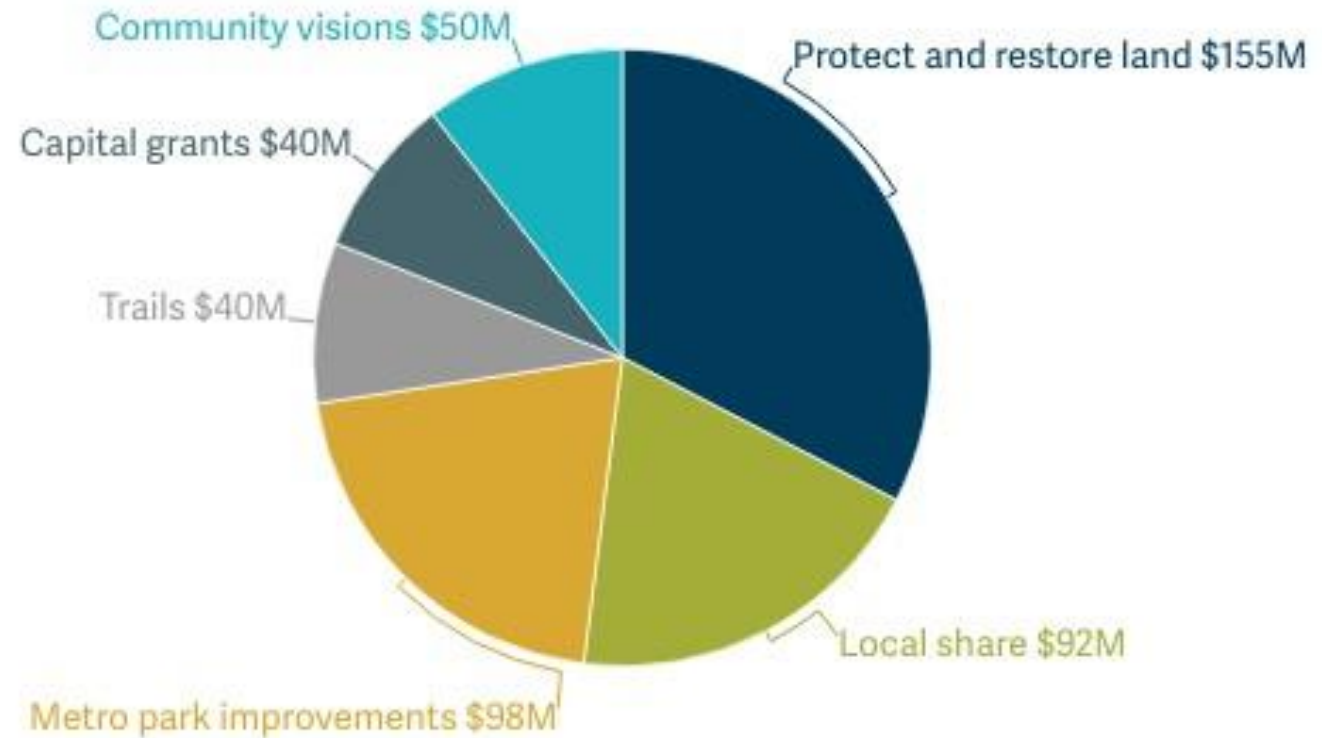
2019 Parks and Nature bond

Funding allocations for six program areas

- Half of bond funds to programs Metro manages
- Half of bond funds to competitive grants and pass through

Bond programs

The bond includes six programs. The funding levels were set by the legislation.



2019 Parks and Nature bond continues to deliver on voter promises

Majority of spend down by 2031

- Protect and Restore Land and Take Care of Metro Parks meeting or exceeding bond spend expectations
- Local share and grant programs hitting stride



Resolution 26-5571

Allocates \$33 M in current bond premium and interest earnings to Protect and Restore Land and Take Care of Metro Parks

Come back to Council with any future allocation actions



Reasons for recommended allocation

- Aligns with what we told voters
- Focus on unique role of regional land protection and restoration
- Address urgent funding needs and advance Council priorities



Thank you!



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April 23, 2026

Transit LPA 2023 RTP Amendment Adoption



Action: Ordinance No. 26-1536

For the Purpose of Amending the
2023 Regional Transportation Plan to
Include the Locally Preferred
Alternative for the 82nd Avenue
Transit Project



Action: Ordinance No. 26-1537

For the Purpose of Amending the
2023 Regional Transportation Plan to
Include the Locally Preferred
Alternative for the Tualatin Valley
Highway Transit and Safety Project



Action: Ordinance No. 26-1538

For the Purpose of Amending the
2023 Regional Transportation Plan to
Include the Locally Preferred
Alternative for the Montgomery Park
Streetcar Extension



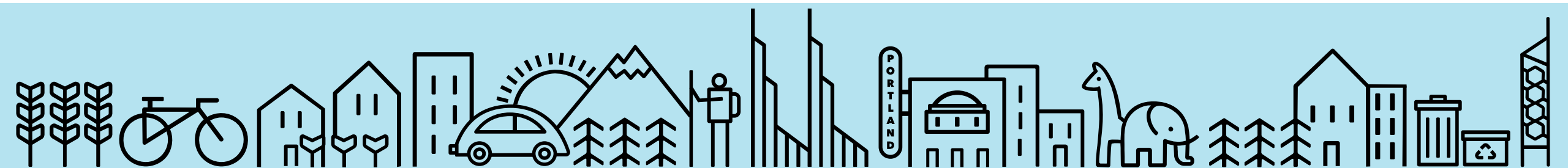


Thank you

Ally Holmqvist, Metro
 Melissa Ashbaugh, Metro
 Jesse Stemmler, TriMet
 Kate Hawkins, Metro
 Josh Brennan, TriMet
 Alex Oreschak, Metro
 Shawn Canny, PBOT

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Next Steps

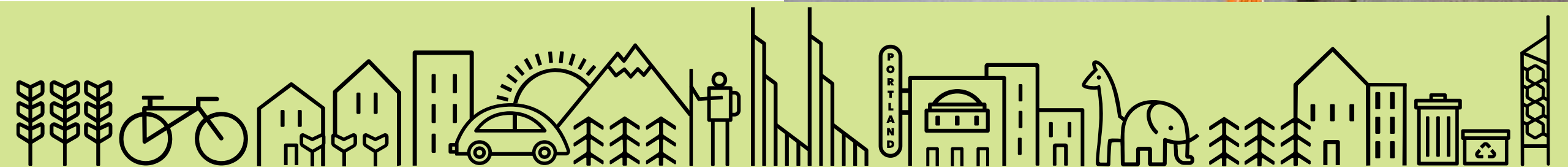




Metro

Council: April 23rd, 2026

Regional Transportation Demand Management Strategy





Action requested today



Approval of Resolution 26-5563

Recent engagement

Feb 10: Council Work Session

Feb 12: Public Hearing

April 3: TPAC approval of recommendation

April 16: JPACT recommendation to Council



Engagement Summary

- Previous engagement review
- Focus Groups
- Surveys
- Technical Work Group
- TDM Practitioner workshops
- Regional decision-making groups
- Public comment



Regional TDM Strategy Resolution & Adoption Package

- **Resolution 26-5563**
- **Exhibit A:** Regional TDM Strategy
- **Exhibit B:** Updates to the Regional Transportation Plan and Climate Smart Strategy



Regional TDM Strategy & RTP Framework

RTP framework



Goals

Expand on the Vision Statement to describe outcomes of emphasis



Objectives

Define focused, measurable outcomes of the Goals



Policies and Strategies

Detail an approach to meet desired outcomes (Goals and Objectives)



Performance Measures

Track progress in achieving the Objectives



Regional Transportation Demand Management (TDM) Strategy

Adoption Draft: April 2026

oregonmetro.gov

Defining Transportation Demand Management

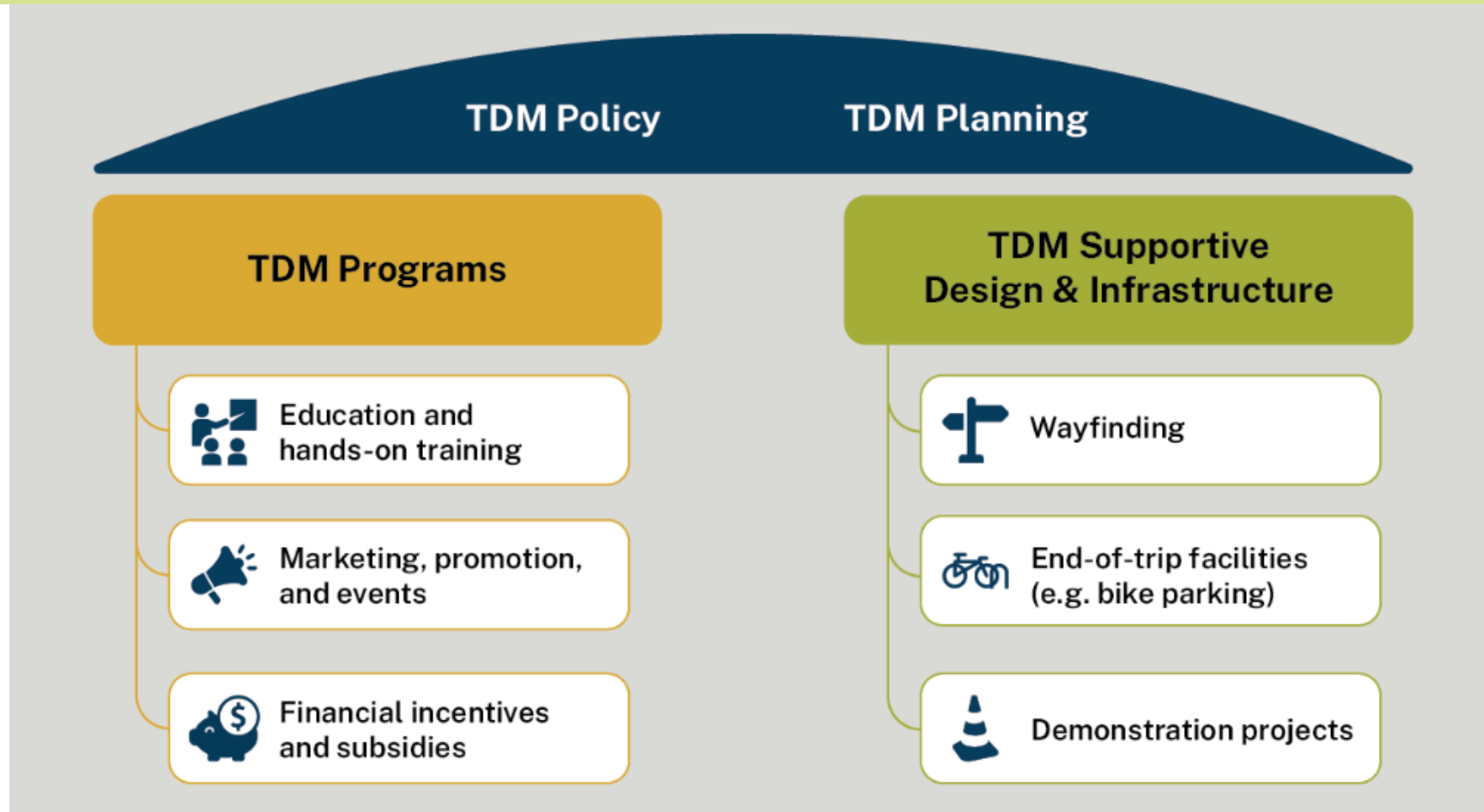
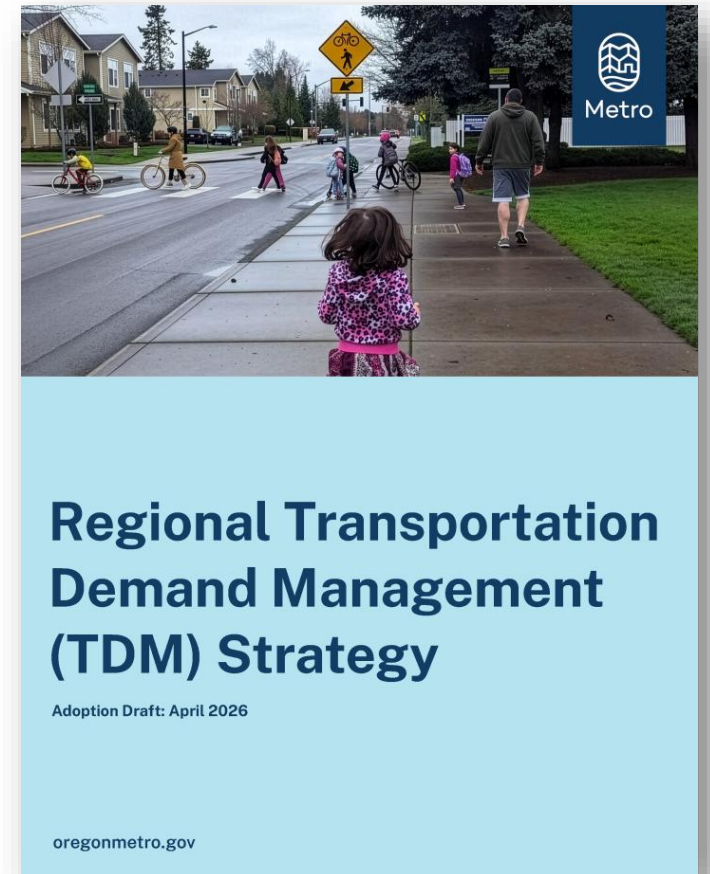


Exhibit A: Regional TDM Strategy

- **Chapter 1:** Introduction
- **Chapter 2:** Policy Framework
- **Chapter 3:** TDM Policies
- **Chapter 4:** TDM Performance Measurement
- **Chapter 5:** RTO Program Framework
- **Chapter 6:** TDM Funding & Investment



New Regional TDM Policies



Policy 1:
TDM Policy,
Planning &
Funding



Policy 2:
Financial
Incentive
Programs



Policy 3:
Place and
Event-based
Programs



Policy 4:
Community-
Centered &
Inclusive
Programs



Policy 5:
Adaptive &
Resilient
Programs

Exhibit B: Proposed Updates for 2028 Regional Transportation Plan & Climate Smart Strategy

- Travel Options Objective
- TDM Concept & Policies
- RTO & Safe Routes to School Program Description
- Climate Smart Strategy Monitoring Measures



TDM Strategy Timeline

Adoption & Implementation



Next Steps

- 2028 RTP
- Climate Smart Strategy Update



Council Action

Approve Resolution 26-5563 for the purpose of adopting the Regional Transportation Demand Management Strategy as a topical plan of the Regional Transportation Plan and accepting recommendations for updates to the 2028 Regional Transportation Plan and Climate Smart Strategy.





Questions?

Thank you

Regional TDM Strategy Project:

www.oregonmetro.gov/traveloptionsplan

TDM Strategy Project Manager, RTO SRTS Program
Coordinator:

Noel Mickelberry Noel.Mickelberry@oregonmetro.gov

RTO Community Program Coordinator: Grace Stainback

Grace.Stainback@oregonmetro.gov

oregonmetro.gov

