

11/16/23 JPACT Recommendation to Metro Council on Discussion Items

The 10/25/23 MPAC recommendation to Metro Council is reflected in the 11/16/23 JPACT recommendation to Metro Council, except as described in footnotes 3 and 4.

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

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

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

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

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

³ On October 25, 2023, MPAC recommended that ODOT present the revenue sharing approach to the OTC before January 1, 2026. TPAC and JPACT did not include this MPAC recommendation in their respective recommendations.

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Key concerns	RECOMMENDED ACTIONS
<p>needed to identify potential mitigation projects.</p> <ul style="list-style-type: none"> • Need to recognize that diversion is highly dependent on local conditions (e.g., I-205 in West Linn vs. in East Portland) and therefore must be addressed at the mobility corridor level. • Concern that ODOT has not demonstrated how tolling projects in the RTP (e.g., I-205 Toll Project and Regional Mobility Pricing Project) will help meet state and regional climate and safety goals and per capita GHG and VMT reduction targets. 	<p>by ODOT for the Oregon Toll Program will not be the entities utilized for the IBR program. The IBR program will work with the OTC and WSTC to identify the process for incorporating public, advisory group, and partner agency input around toll rate-setting and policies.</p> <ul style="list-style-type: none"> c. ODOT will evaluate, document and address diversion on local routes where diversion is identified as part of the ongoing NEPA analyses consistent with Federal requirements and the additional commitments made by ODOT referenced in Key Policy Topic 2 Recommended Action 1.a. Consistent with these commitments and to inform decision-making, ODOT shall provide participating agencies with technical information regarding anticipated short- and long-term safety and mobility impacts resulting from tolling, including but not limited to one set of maps for each RMPP Option based on select-link analysis that show the major routes in the region conveying vehicles to/from I-5/I-205, including identified mobility corridors. d. Consistent with the ongoing I-205 NEPA processes, ODOT will utilize the Metro Regional Travel Demand Model and other models that rely on state, regional and local data to evaluate tolling options for I-205. ODOT will conduct a separate analysis to determine if a managed lane concept on I-205 between OR 43 and Stafford Road is viable. This analysis will include an evaluation of using one or more managed lanes to address congestion, raise revenues for needed expansion, and minimize diversion. e. JPACT and Metro Council shall clarify expectation of ODOT to prepare findings that document how the RTP pricing policies and actions, and previous ODOT commitments with the Metro Council are addressed when requesting JPACT and the Metro Council consider future MTIP amendments for toll projects. f. Revise Page 8-68, Section 8.3.1.6 to add: <u>“As the I-205 Toll Project develops and future phases and cost adjustments are amended into the MTIP, reports shall be submitted documenting consistency on compliance with the Chapter 3 Pricing Policies.</u> g. Revise Page 8-70, Section 8.3.1.7 to add: <u>“As the I-5 & I-205 Regional Mobility Pricing Project develops and future phases and cost adjustments are amended into the MTIP, reports shall be submitted documenting consistency on compliance with the Chapter 3 Pricing Policies.”</u>

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Policy Topic 2 – Pricing Policy Implementation	
Key concerns	RECOMMENDED ACTIONS
	2. Retain the I-5 and I-205: Regional Mobility Pricing Project (RTP #12304) as a single project within the RTP Constrained Project List. ⁴

⁴ On October 25, 2023, MPAC recommended amending the RTP Constrained Project List to split the I-5 and I-205: Regional Mobility Pricing Project (RTP #12304) into two phases, retaining only the preliminary engineering (PE) phase in the RTP Constrained Project List and moving the construction-related phases (RW, UR, CN and OT) to the RTP Strategic Project List. On November 16, 2023, after substantial discussion, JPACT did not support the MPAC recommendation and voted to retain the Regional Mobility Pricing Project (RMPP) as a single project within the RTP Constrained Project List. JPACT also directed staff to recommend a more robust MTIP amendment process for the RMPP that:

- (1) recognizes the unprecedented nature of the RMPP;
- (2) requires ODOT to prepare findings that document how the RTP policies, including the pricing policies and actions, and previous ODOT commitments with the Metro Council are addressed when requesting JPACT and the Metro Council consider future MTIP amendments for the RMPP; and
- (3) provides additional time and meaningful opportunities for the public, local jurisdictions and elected officials to review project-specific data and provide input on concerns relating to:
 - a. Funding and projects to address the impacts of RMPP on safety and traffic diversion on local roadways
 - b. Implementation of a low-income fare program for RMPP, and
 - c. Expanding transportation options along priced corridors.

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Policy Topic 3 – Regional transportation funding

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

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Policy Topic 4 – Climate Tools and Analysis

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

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Policy Topic 4 – Climate Tools and Analysis

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

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