

STAFF REPORT

2023 REGIONAL TRANSPORTATION PLAN (RTP) DISCUSSION OF MPAC AND TPAC RECOMMENDATIONS

Date: October 27, 2023

Department: Planning, Development & Research

Meeting Date: November 7, 2023

Prepared by:

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Presenters:

- Catherine Ciarlo, Planning, Development and Research Director
- Kim Ellis, RTP Project Manager

Length: 30 minutes

ISSUE STATEMENT

A major update to the [Regional Transportation Plan](#) (RTP) is in its final phase. On September 12, 2023 Metro staff invited Council input to help shape staff recommendations on five key policy topics identified for further discussion by the Metro Council as the RTP is finalized for adoption. The policy topics are shown below in **Figure 1**.

Figure 1. Key Policy Topics to Address in the 2023 RTP and Beyond



At the end of the work session, Council directed staff to continue developing staff recommendations that:

- maximize the potential of the 2023 RTP to advance climate and safety goals; and
- set the stage for future work to build on the policy foundation established in the 2023 RTP, including implementation of the plan and development of the 2028 RTP.

At the October 10 work session, staff presented Metro staff recommendations to the Metro Council for discussion and input. Metro Council expressed support for the overall Metro staff recommendations and the responsiveness of the recommendations to Council priorities, previous Council direction and key concerns raised by partners and the public throughout the RTP process.

Since the work session, Metro's regional advisory committees continued discussion of the Metro staff recommendations. On October 18, the Metro Technical Advisory Committee (MTAC) made a recommendation to the Metro Policy Advisory Committee (MPAC) on adoption of the 2023 RTP. On October 25, MPAC recommended the Metro Council approve the actions listed in the tables in Exhibit C (Part 1) as part of making an overall recommendation to the Metro Council adopt the RTP by approving Ordinance No. 23-1496 and its exhibits.

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

At this work session, staff will present the MPAC and TPAC recommendations, highlighting key differences from the Metro staff recommendations presented to Council in October, as well as any key differences between the MPAC and TPAC recommendations. TPAC has not yet made their recommendation so that information is not available for the packet.

ACTION REQUESTED FOR TODAY'S MEETING

Council discussion and direction to Council members of JPACT on the MPAC recommendations contained in Exhibit C (Part 1) and TPAC recommendations that Metro staff will present at the work session.

POLICY QUESTIONS FOR TODAY'S MEETING

- Overall, do the MPAC and TPAC recommendations adequately advance Council priorities and desired outcomes for the 2023 RTP and work ahead?
- Are there additions or other changes to the TPAC or MPAC recommendations that Council would like the Council members of JPACT to bring forward for consideration by JPACT to further advance Council priorities and desired outcomes?

POLICY OPTIONS FOR COUNCIL TO CONSIDER AT TODAY'S MEETING

1. Support JPACT approval of Ordinance No. 23-1496 as recommended by MPAC and/or TPAC.
2. Support JPACT approval of Ordinance No. 23-1496 with changes requested by Council.

STRATEGIC CONTEXT AND FRAMING

A summary of recent discussions and actions on the RTP follows.

At their respective meetings **on September 20 and September 21, MPAC and JPACT began discussion of the five key policy topics** contained in Exhibit C (Part 1). MPAC and JPACT members expressed support for advancing regional discussions to secure funding for the priorities in the RTP, particularly transit service. MPAC members expressed the

importance of adequate funding to address local transportation needs, particularly growing maintenance needs in each community, and the importance of the region speaking as one voice in future legislative sessions. Recommendations for expanding the region's efforts to secure funding are reflected in Exhibit C (Part 1).

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

Recommendations for unbundling and other actions, and ensuring accountability to commitments are reflected in Exhibit C (Part 1).

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

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

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

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

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

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

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

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

- MTAC recommended **removal of the Metro staff recommendation to create a JPACT subcommittee with business and community leaders to provide more oversight and guide the 2028 RTP Call for Projects.** MTAC members expressed JPACT would continue to guide the Call for Projects making creation of a subcommittee unnecessary and potentially limiting. *(Policy Topic 1, Investment Emphasis)*
- MPAC recommended adding the Regional Mobility Pricing Project to the list of projects referenced to ensure continuing accountability with ODOT commitments and desired outcomes for each project. *(Policy Topic 1, Investment Emphasis, Action 1)*
- MTAC recommended replacing **toll revenue sharing language** with new language that describes the statutory authority for tolling and allocation of toll revenues and shifts coordination of revenue sharing approach to JPACT and the Metro Council instead of ODOT. MPAC recommended this action be expanded to include the ODOT commitments in a new RTP appendix and other changes to ensure continuing accountability with those commitments. MPAC also recommended that the toll revenue sharing approach be developed collaboratively (Metro Council, JPACT, ODOT and regional partners) and that ODOT present the region's agreed-upon toll revenue sharing approach to the Oregon Transportation Commission prior to Jan. 1, 2026. *(Policy Topic 2, Pricing Policy Implementation, Action 1.a.)*
- MTAC recommended adding language to **provide more specificity about the diversion analysis and other analysis ODOT will do as part of ongoing NEPA**

processes consistent with Federal requirements. MPAC recommended this action be further expanded to **ensure the analysis also addresses the ODOT commitments** referenced in Action 1.a. *(Policy Topic 2, Pricing Policy Implementation, Action 1.c.)*

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

The packet includes a document that shows the MTAC and MPAC recommended changes to the Metro staff recommendations discussed by Metro Council on October 10. The MTAC recommended changes are shown in green ~~strikeout~~ and underscore format. The MPAC recommended changes to the MTAC recommendations are shown in blue ~~strikeout~~ and underscore format. The document will be updated following the November 3 TPAC meeting to highlight TPAC recommendations that are different from the MPAC recommendations.

FINAL STEPS

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

The Metro Council is scheduled to consider MPAC and JPACT's recommendations on November 30, following a final public hearing.

POLICY OPTIONS FOR COUNCIL TO CONSIDER FOR THE VOTE ON NOVEMBER 30:

1. Adopt Ordinance No. 23-1496 as recommended by JPACT.
2. Do not adopt Ordinance No. 23-1496 as recommended by JPACT, and refer back to JPACT.

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

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

consultation activities;

- Regional efforts to seek future funding; and
- The 2028 RTP update.

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

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

ATTACHMENTS

- RTP Ordinance No. 23-1496
 - Exhibit A to Ordinance No. 23-1496
 - Exhibit B to Ordinance No. 23-1496
 - Exhibit C (Part 1) to Ordinance No. 23-1496 MPAC recommendations
 - Exhibit C (Part 2) to Ordinance No. 23-1496 MPAC Recommendations
 - Comparison of Metro Staff Recommendations, MTAC recommendations and MPAC Recommendations
 - RTP Schedule
 - RTP Engagement Summary – 2022-23
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- Is legislation required for Council action? ☒ Yes ☐ No
 - If yes, is draft legislation attached? ☒ Yes ☐ No