

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2018	)	ORDINANCE NO. 23-1496
REGIONAL TRANSPORTATION PLAN (RTP)	)	
TO COMPLY WITH FEDERAL AND STATE	)	Introduced by Chief Operating Officer
LAW AND AMENDING THE REGIONAL	)	Marissa Madrigal in concurrence with
FRAMEWORK PLAN	)	Council President Lynn Peterson

WHEREAS, Metro is the directly elected regional government responsible for regional land use and transportation planning under state law and the federally-designated metropolitan planning organization for the Portland metropolitan area; and

WHEREAS, the Regional Transportation Plan (RTP) is the federally recognized transportation policy for the Portland metropolitan region, and must be updated every five years to ensure continued compliance with federal planning regulations and funding eligibility of projects and programs using federal transportation funds in the region; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12, as implemented through the Transportation Planning Rule (Oregon Administrative Rules Chapter 660 Division 12) and the Metropolitan Greenhouse Gas Emissions Reduction Rule (Oregon Administrative Rules Chapter 660 Division 44); and

WHEREAS, the RTP is a central tool for implementing Metro's Region 2040 Growth Concept and Climate Smart Strategy and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, the last update to the RTP was adopted by the Metro Council on December 6, 2018 and subsequently approved and acknowledged by the Land Conservation and Development Commission; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approved the 2023 RTP work plan and public engagement plan on April 21 and May 5, 2022, respectively; and

WHEREAS, from May 2022 through November 2023, the Metro Council and Metro staff engaged the public, community, and business leaders, and local, regional and state partners to update the RTP, including its vision, goals, objectives, policies, performance measures, and projects; and

WHEREAS, Metro staff have conducted planning activities informed by extensive inclusive public engagement to support a regional policy discussion on the future of the region's transportation system and the role that investment can play in providing safe, reliable and affordable mobility options to access to jobs, education, healthcare and other services and opportunities and building healthy, climate-friendly and equitable communities and a strong economy; and

WHEREAS, central to the 2023 RTP is an overall emphasis on making progress toward the region's safety, equity, climate, economic and mobility goals, and state goals for reductions in per capita vehicle miles traveled and corresponding greenhouse gas emissions; and

WHEREAS, on July 10, 2023 Metro released the initial draft of the 2023 RTP and Appendices for public review and comment, providing a 45-day public comment period on the draft 2023 RTP

through August 25, 2023, and held a public hearing on July 27, 2023 to accept public testimony and comments; and

WHEREAS, Metro staff invited federally-recognized tribes, the Federal Highway Administration, the Federal Transit Administration and other federal, state and regional resource, wildlife, land management and regulatory agencies to consult on the 2023 RTP and Appendices in accordance with 23 CFR 450.316, and convened six separate consultation meetings in Fall 2021, Spring 2023 and on August 17 and 22, 2023; and

WHEREAS, the Metro Council, JPACT, the Metro Policy Advisory Committee (MPAC), the Metro Technical Advisory Committee, the Transportation Policy Alternatives Committee, TriMet, the South Metro Area Regional Transit, local government elected officials and staff, small and large businesses and economic development interests, business and community leaders, and the public, particularly underrepresented communities including Black, Indigenous and people of color communities, people with low income, people who speak limited English, people experiencing a disability, youth and older adults, assisted in the development of the 2023 RTP and provided comment throughout the planning process; and

WHEREAS, the 2023 RTP sets the foundation for local transportation plan updates, future region-wide planning efforts, regional efforts to seek transportation infrastructure funding, and defines specific activities for Metro and regional partners to take over the next few years to support the outcomes identified through the RTP update; and

WHEREAS, JPACT and MPAC have made recommendations to the Metro Council on adoption of the 2023 RTP and Appendices; and

WHEREAS, the Metro Council held two additional public hearings on the 2023 RTP and its components identified in Exhibit A, Exhibit B, Exhibit C, and Exhibit D on September 28 and November 30, 2023; now therefore,

**THE METRO COUNCIL ORDAINS AS FOLLOWS:**

1. The 2018 Regional Transportation Plan is hereby amended to become the 2023 Regional Transportation Plan, as indicated in attached Exhibit A and Appendices, and the addendum to Exhibit A, which are all attached and incorporated into this ordinance.
2. Chapter 2 (Transportation) of Metro's Regional Framework Plan is hereby amended, as indicated in Exhibit B, attached and incorporated into this ordinance, to reflect the updated Transportation policies in the 2023 RTP in Exhibit A.
3. The "Summary of Comments Received and Recommended Actions," attached as Exhibit C, is incorporated by reference and any amendments reflected in the recommended actions are incorporated in Exhibit A.
4. The Findings of Fact and Conclusions of Law in Exhibit D, attached and incorporated into this ordinance, explain how these amendments comply with the Regional Framework Plan, statewide planning laws and the Oregon Transportation Plan and its applicable components.
5. Staff is directed to submit this ordinance and exhibits to the Land Conservation and Development Commission (LCDC).

6. The 2023 RTP is hereby adopted as the federally-recognized metropolitan transportation plan and shall be transmitted to the U.S. Department of Transportation.

ADOPTED by the Metro Council this 30th day of November 2023.

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Lynn Peterson, Council President

Attest:

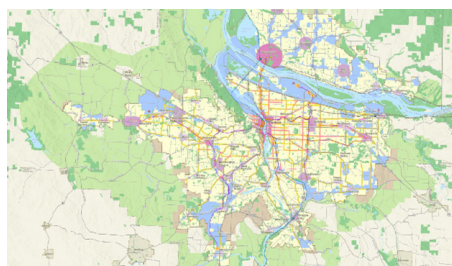
Approved as to Form:

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Connor Ayers, Recording Secretary

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Carrie MacLaren, Metro Attorney



# PUBLIC REVIEW DRAFT 2023 Regional Transportation Plan

*A blueprint for the future of transportation in  
the greater Portland region*

**July 10, 2023**

[oregonmetro.gov/rtp](https://oregonmetro.gov/rtp)



## 2023 REGIONAL TRANSPORTATION PLAN | LIST OF CONTENTS

### Executive Summary

This section provides an overview of the plan, how it was developed, key trends and challenges it will address and the outcomes it will deliver. The executive summary is a standalone document for the public review draft plan.

### Chapter 1 | Toward a Connected Region

This chapter introduces the greater Portland region and Metro's role in transportation planning, how the plan addresses regional, state and federal requirements, its relationship to other adopted plans and strategies, and the public process that shaped development of the plan.

### Chapter 2 | Our Shared Vision and Goals for Transportation

This chapter presents the plan's aspirational vision for the region's transportation system. The vision is further described through goals, objectives and performance targets that reflect the values and desired outcomes expressed by the public, policymakers and community and business leaders engaged in development of the plan. This outcomes-based policy framework guides future planning and investment decisions as well as monitoring plan implementation.

### Chapter 3 | Transportation System Policies to Achieve Our Vision

This chapter defines overarching policies for safety, equity, climate, mobility and pricing as well as the vision and policies for the modal networks of the regional transportation system – motor vehicle, transit, freight, bike and pedestrian - and for transportation system management and operations (TSMO) and transportation demand management (TDM). The policies will help the region make progress toward the plan's vision and goals and implementation of the 2040 Growth Concept and Climate Smart Strategy. Together the policies will guide the development and implementation of the regional transportation system, informing transportation planning and investment decisions made by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council.

### Chapter 4 | Our Growing and Changing Region

This chapter provides a snapshot of current regional growth trends and existing conditions and outlines key transportation challenges the plan will address and opportunities for building a regional transportation system that reflects our values and vision for the future.

### Chapter 5 | Our Transportation Funding Outlook

This chapter provides an overview of local, state and federal funding expected to be available to pay for needed investments.

### Chapter 6 | Regional Programs and Projects to Achieve Our Vision

This chapter describes how the region plans to invest in the transportation system, with expected funding.

### Chapter 7 | Measuring Outcomes

This chapter reports on the expected system performance of the region's investment priorities and documents whether the region achieves regional performance targets in 2045.

### Chapter 8 | Moving Forward Together

This chapter describes ongoing and future efforts to implement the RTP, consistent with federal, state and regional requirements. The chapter summarizes ongoing regional programs, regional and state planning efforts and major project development activities underway in the region, and data and research activities to support Metro's performance-planning responsibilities and plan implementation.

### Glossary

### Common Acronyms

## APPENDICES

Appendix A	Constrained Priorities – Near-term Constrained Project List (2023 to 2030); Long-term Constrained Project List (2031 to 2045)
Appendix B	Unconstrained Priorities – 2031 to 2045 Strategic Project List
Appendix C	Federal Air Quality Attainment Status Certification Letter (effective Oct. 2, 2017)
Appendix D	Public and Stakeholder Engagement and Consultation Summary <i>Note: This appendix is under development and will be included in final RTP Appendices.</i>
Appendix E	<i>not assigned</i>
Appendix F	Environmental Assessment and Potential Mitigation Strategies
Appendix G	Coordinated Transportation Plan for Seniors and People with Disabilities (adopted in June 2020 by the TriMet Board)
Appendix H	Financial Strategy Documentation
Appendix I	Performance Evaluation Documentation
Appendix J	Climate Smart Strategy Implementation and Monitoring
Appendix K	Performance Targets <i>Note: This appendix will be included in final RTP Appendices.</i>
Appendix L	Federal Performance-Based Planning and Congestion Management Process Documentation
Appendix M	Regional Analysis Documentation
Appendix N	Southwest Corridor Project Locally Preferred Alternative (adopted Dec. 6, 2018)
Appendix O	Earthquake Ready Burnside Bridge Preferred Alternative (adopted March 16, 2023)
Appendix P	East Metro Connections Plan (adopted in June 2013)
Appendix Q	Sunrise Project Locally Preferred Alternative (adopted in July 2009)
Appendix R	I-5/99W Connector Study Recommendations (adopted in Feb. 2009 by Project Steering Committee)
Appendix S	I-5/Columbia River Bridge Replacement Modified Locally Preferred Alternative (adopted in July 2022)
Appendix T	Clackamas to Columbia Corridor Plan (adopted in 2020)
Appendix U	Summary of Comments Received and Recommended Actions <i>Note: This appendix will be developed following the final public comment period and included in final RTP Appendices.</i>

## LIST OF TOPICAL AND MODAL STRATEGIES AND PLANS\*

	<b>Adoption date</b>
Regional Transportation System Management and Operations Strategy	Jan. 6, 2022
Regional Transportation Safety Strategy	Dec. 6, 2018
Regional Emerging Technology Strategy	Dec. 6, 2018
Regional Freight Strategy	Dec. 6, 2018
Regional Transit Strategy	Dec. 6, 2018
Regional Travel Options Strategy	May 24, 2018
Climate Smart Strategy (incorporated in the RTP in Dec. 2018)	Dec. 18, 2014
Regional Active Transportation Plan	July 17, 2014

\* All strategies and plans were adopted by the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT).



## Supplement to Exhibit A to Ordinance No. 23-1496: 2023 Regional Transportation Plan Appendices

Due to the size of the 2023 Regional Transportation Plan Appendices, it is being included in the packet electronically via this document. The appendices can be found at <https://www.oregonmetro.gov/public-projects/2023-regional-transportation-plan/public-comment> or click on the blue links below to view the individual documents. Printed copies are available on request.

- [\*\*Appendix A - 2023 RTP Constrained Priorities Project List\*\*](#) (2023 to 2045 project lists and [interactive map](#) and [interactive project list](#)). This appendix documents the projects that fit within “financially constrained” budget of federal, state and local funds the greater Portland region can reasonably expect through 2045, consistent with federal and state law. These projects are eligible for state and federal funding under federal law. *This appendix will be updated to reflect final recommendations in Exhibit C to Ordinance No. 23-1496.*
- [\*\*Appendix B – 2023 RTP Unconstrained Strategic Priorities Project List\*\*](#) (2023 to 2045 strategic project list and [interactive map](#) and [interactive project list](#)). This appendix documents additional priority projects that could be constructed with additional resources. *This appendix will be updated to reflect final recommendations in Exhibit C to Ordinance No. 23-1496.*
- [\*\*Appendix C – Federal Air Quality Attainment Status Certification Letter\*\*](#). This appendix contains a certification letter from the U.S. Environmental Protection Agency declaring the region’s attainment status for air quality and that transportation conformity requirements no longer apply for federally-funded transportation projects. The region remains responsible for implementation of transportation control measures contained in the Oregon State Implementation Plan.
- [\*\*Appendix D – 2023 RTP Public and Stakeholder Engagement and Consultation Summary\*\*](#). This appendix documents the engagement and consultation process to inform development of the 2023 RTP and comments received during the final public comment period. *This appendix is under development and will be finalized following adoption of the 2023 RTP and Appendices.*
- [\*\*Appendix E – 2023 RTP Regional Mobility Policy Documentation\*\*](#). This appendix documents the research, policy development and related engagement activities conducted to inform development of the 2023 RTP regional mobility policy and action plan for future work. *This appendix will be developed and reflect final recommendations in Exhibit C to Ordinance No. 23-1496.*
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## **Supplement to Exhibit A to Ordinance No. 23-1496: 2023 Regional Transportation Plan Appendices**

- **Appendix I – 2023 RTP Performance Evaluation Documentation.** This appendix documents the regional system performance evaluation outputs. *This appendix will be updated to reflect final recommendations in Exhibit C to Ordinance No. 23-1496 and finalized once the final model runs are complete.*
- **Appendix J – 2023 RTP Climate Smart Strategy Implementation and Monitoring.** This appendix documents progress implementing the adopted Climate Smart Strategy and the analysis tools and technical assumptions used to forecast future greenhouse gas emissions and related vehicle miles traveled per capita. *This appendix will be updated to reflect final recommendations in Exhibit C to Ordinance No. 23-1496.*
- **Appendix K – 2023 RTP Performance Targets Summary.** This appendix documents the RTP performance targets. *This appendix will be finalized once the final model runs are complete following adoption of the 2023 RTP by Ordinance No. 23-1496. See Chapter 2 for information about performance measures and targets. See Chapter 7 for information performance of the draft plan.*
- **Appendix L – 2023 RTP Federal Transportation Performance Management and Congestion Management Process Documentation.** This appendix documents the region's approach for addressing federal transportation performance management and congestion management monitoring and reporting requirements. *This appendix will be updated to reflect final recommendations in Exhibit C to Ordinance No. 23-1496.*
- **Appendix M – 2023 RTP Regional Modeling and Analysis Documentation.** This appendix documents travel model assumptions, regionally coordinated and adopted land use forecast and transportation analysis zone assumptions. *This appendix will be updated to reflect final recommendations in Exhibit C to Ordinance No. 23-1496 and finalized once the final model runs are complete.*
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- **Appendix U – 2023 RTP Summary of Comments and Recommended Actions.** *This appendix will be developed following adoption of the 2023 RTP by Ordinance No. 23-1496.*





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