

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:

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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.

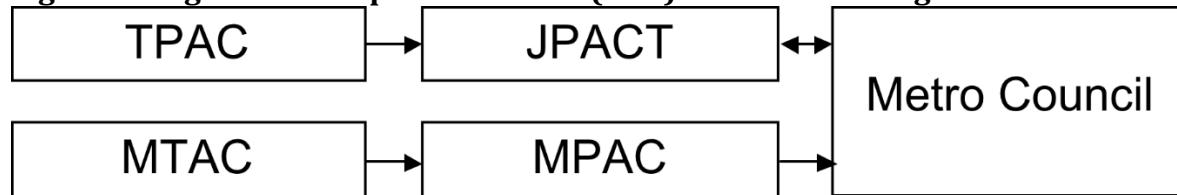
STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

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