

Council work session agenda

Tuesday, October 12, 2021

10:30 AM

**<https://zoom.us/j/471155552> or
877-853-5257 (toll free)**

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10:30 Call to Order and Roll Call

Presentations:

10:35 Indigenous People's Day Recognition [21-5605](#)

Presenter(s): Andrew Scott (he/him), Metro
La quen náay Liz Medicine Crow (Haida/Tlingit) (she/her),
Tribal Citizen, Organized Village of Kake; First Alaskans
Institute
Tamzyn (Tam) Al-Zyout (Tlingit/Scottish/Welsh) (she/her),
Enrolled Citizen of Tlingit Haida Tribes of Alaska living on
Kalapuya Lands, Alaska Native Brotherhood

Work Session Topics:

10:55 Update on Parks and Nature Bond Refinement and Bond
Evaluation Outcomes Framework [21-5593](#)

Presenter(s): Jon Blasher (he/him), Metro
Beth Cohen (she/her), Metro
Steve Patty, Dialogues in Action

Attachments: [Staff Report](#)

11:40 2023 Regional Transportation Plan Update: Kick-off
Scoping Phase

[21-5596](#)

Presenter(s): Margi Bradway (she/her), Metro
Kim Ellis (she/her), Metro
Molly Cooney-Mesker (she/her), Metro
Eliot Rose (he/him), Metro

Attachments: [Staff Report](#)
[Attachment 1](#)
[Attachment 2](#)
[Attachment 3](#)

12:40 Chief Operating Officer Communication

12:45 Councilor Communication

12:50 Adjourn

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានកាតបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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Indigenous People's Day Recognition
Presentation

Metro Council Work Session
Tuesday, October 12, 2021

**Update on Parks and Nature Bond Refinement and
Bond Evaluation Outcomes Framework**
Work Session Topic

Metro Council Work Session
Tuesday, October 12, 2021

UPDATE AND NEXT STEPS FOR 2019 PARKS AND NATURE BOND REFINEMENT AND BOND EVALUATION OUTCOMES PROJECT

Date: September 16, 2021
Department: Parks and Nature
Meeting Date: October 12, 2021

Prepared by: Beth Cohen
Presenters: Jon Blasher, MG Devereux,
Steve Patty, Dialogues in Action

ISSUE STATEMENT

On November 5, 2019, Greater Portland voters overwhelmingly approved a \$475 million Metro parks and nature bond measure.

The bond refinement process involves turning the bond language into programs ready to invest in the region's parks, trails and natural areas. Since bond refinement launched in 2020 in the midst of the global pandemic, staff and partners have launched the local share program, prioritized scoping and design for priority health, safety and accessibility improvements at Metro parks and established an independent oversight committee. At the October 5 work session, Parks and Nature staff will provide an update on the status of bond refinement and preview upcoming decision points for the Metro Council.

As part of bond refinement, the Metro Council has also directed staff to build tools that evaluate the progress of work in meeting the bond's desired outcomes. At the October 5 work session, Parks and Nature staff will share for Council's consideration and direction an initial framework to evaluate impact for the 2019 parks and nature bond.

ACTION REQUESTED

Provide feedback and ask questions on the bond refinement timeline and upcoming Council touch points. Affirm and provide initial direction on the bond evaluation outcomes project so the work of finalizing an impact framework can continue this fall.

IDENTIFIED POLICY OUTCOMES

The Metro Council articulated three criteria to guide bond expenditures: racial equity, climate resilience and community engagement. Each of the six program areas is required to demonstrate how projects satisfy the community engagement and racial equity criteria. Additionally, each project funded by the bond must demonstrate how it has satisfied at least one of the climate resilience criterion.

The bond evaluation outcomes project will develop an impact framework to provide a foundation for evaluation of whether the bond implementation actions are meeting the Council's intended outcomes captured in the bond resolution. The first phase of this

process involves fleshing out the existing bond language around desired outcomes that each program area would be responsible for showing progress toward.

Pending the Metro Council's approval of this framework, future phases of this project will focus on prioritizing metrics for evaluating progress for each bond program area.

POLICY QUESTION(S)

How does the information provided on bond refinement and anticipated milestones for Council direction align with Council's expectations? What is missing?

How does the approach to developing a framework to evaluate bond impact align with the Metro Council's expectations? What is missing or needs to be adjusted?

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Centering bond criteria during bond refinement—Voters chose to focus the bond so it would prioritize projects and needs identified by people of color, Indigenous people, people with varying abilities and other groups who have not been served equitably by past investments. Bond refinement is designed to uphold this value by meaningfully engaging with these communities early and often and conducting meaningful community engagement in ways that actually shape these processes and programs. Previous bond measures in 1995 and 2006 also went through similarly involved refinement processes.

The bond evaluation outcomes work is built on the bond criteria and principles, which reflect community feedback collected during the bond development process. In addition, staff are planning to share the eventual evaluation impact framework and discuss potential metrics with community partners including, but not limited, to the Natural Areas and Capital Program Performance Oversight Committee.

Alignment with agency-wide goals and initiatives—Parks and Nature staff continue to collaborate with the Regional Investment Strategy and other agency initiatives to ensure agency priorities are advanced through bond refinement. The parks and nature bond is implementing a 20 percent COBID utilization floor across the bond, matching established goals in the 2018 housing bond. Similarly, the bond funded capital projects will implement Metro's adopted Construction Career Pathways framework. Both COBID utilization and Construction Careers further Metro's racial equity goals. In addition, the bond evaluation outcomes project can align with and help inform the agency-wide impact evaluation effort.

Building shared outcomes across Parks and Nature investment measures—Metro's Parks and Nature department reports annually to the Metro Council and the public on voter approved investments in the regions' parks, trails and natural areas. The bond evaluation outcomes project leverages this existing experience within the department by allowing for more coordinated reporting across the bond and the parks and nature local option levy.

Looking ahead to metrics identification and data collection—The bond evaluation framework is designed to delineate connections between community-wide outcomes and the activities within Metro’s own sphere of control that can be measured. While the impact framework will articulate primary and indirect impacts, staff may only be able to measure the primary impacts of the work, not the broadest population outcomes.

In addition, the next phase of the evaluation outcomes project will involve prioritizing metrics for data collection, which may prompt discussions about cost and feasibility for a range of data collection tools. At the October 5 work session, staff will provide an illustrative list of potential metrics to demonstrate how impacts could be measured and continue to seek direction from the Metro Council on metrics to prioritize into next year.

BACKGROUND

In early 2020, Parks and Nature staff presented a work plan for refinement of the six programs in the bond—local share, take care of Metro parks, protect and restore land, walking and biking trails, capital grants and large scale community visions.

Since then, the local share program is ready to support priority projects in communities across the region and Metro staff are advancing essential infrastructure investments at Metro parks through the take care of Metro parks program. Parks and Nature staff have been building to fall engagements on priorities for acquiring land and filling in gaps in the regional trail network, which will be finalized by Council approval in early 2022. Following Council direction to be efficient with bond funds, up to \$20 million in grants for trails will be allocated in 2022 through the Regional Flexible Funds allocation process. Finally, Parks and Nature staff are working on initial allocation phases of the capital grants and large scale community visions programs to share for Council direction this fall.

Parks and Nature staff continue to provide regular updates on the bond refinement work to the Metro Council through the bond refinement Council liaisons and to the public through bond refinement newsletters and other updates. At the October 5 work session, Parks and Nature staff will highlight upcoming points for Council direction this fall and winter.

ATTACHMENTS

[For work session:]

- Is legislation required for Council action? ☐ Yes x☐ No
- If yes, is draft legislation attached? ☐ Yes ☐ No
- What other materials are you presenting today?

2023 Regional Transportation Plan Update: Kick-off Scoping Phase
Work Session Topic

Metro Council Work Session
Tuesday, October 12, 2021

STAFF REPORT

COUNCIL DISCUSSION AND FEEDBACK ON THE 2023 REGIONAL TRANSPORTATION PLAN UPDATE AND EMERGING TRANSPORTATION TRENDS STUDY

Date: September 24, 2021

Departments: Planning, Development &
Research

Meeting Date: October 12, 2021

Prepared by: Kim Ellis,
kim.ellis@oregonmetro.gov

Presenter(s): Margi Bradway, Deputy
Director; Kim Ellis, RTP Project Manager;
Molly Cooney-Mesker, Communications
Specialist; and Eliot Rose, Emerging
Transportation Trends Project Manager

Length: 60 minutes

ISSUE STATEMENT

The [Regional Transportation Plan](#) (RTP) is a state- and federally-required long-range transportation plan for the Portland metropolitan area. As the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area, Metro is responsible for leading and coordinating updates to the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing a regional transportation system plan (TSP), consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule (TPR), the Metropolitan Greenhouse Gas (GHG) Reduction Rule, the Oregon Transportation Plan (OTP), and by extension the Oregon Highway Plan (OHP) and other state modal plans.

The RTP meets these federal and state requirements using an outcomes-based planning framework to guide planning and investment in the region's transportation system for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight.

The RTP is a key tool for the implementing the [2040 Growth Plan](#) and [Climate Smart Strategy](#) and connecting people to their jobs, families, school and other important destinations in the region. The current RTP establishes four overarching priorities – equity, safety, climate and congestion relief – and eleven goals and supporting objectives, performance targets and policies that together guide planning and investment priorities to meet current and future needs of our growing and changing region. The plan identifies local, regional, state and federal transportation funds the region expects to have available to pay for those investments.

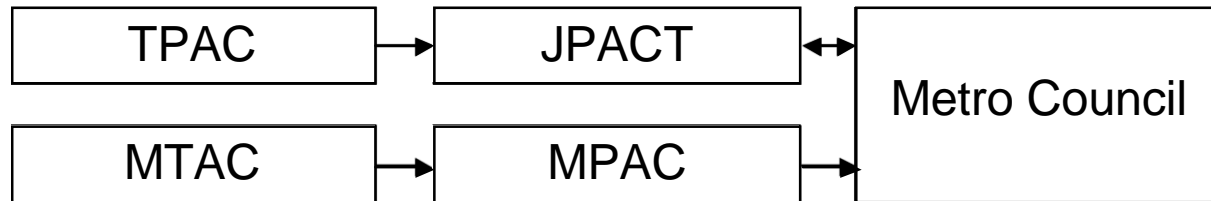
2018 RTP Vision

In 2040, everyone in the Portland metropolitan region will share in a prosperous, equitable economy and exceptional quality of life sustained by a safe, reliable, healthy, and affordable transportation system with travel options.

From 2018 Regional
Transportation Plan Chapter
2 (Our Shared Vision and
Goals for Transportation)

The Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) must adopt an updated RTP every five years to maintain compliance with federal and state requirements. As a land use action under the statewide land use planning program, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. The regional decision-making framework is shown in **Figure 1**.

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



Metro works closely with local jurisdictions, port districts, transit providers and state agencies in preparing the RTP, and provides meaningful opportunities for public input.

The Metro Council adopted the most recent update of the RTP in 2018. The next plan update is due by December 6, 2023. During 2022 and 2023, Metro will engage the public and local, regional, and state partners to update the RTP through the year 2045. Shown in **Attachment 1**, the 2023 RTP update is proposed to be completed over two years, beginning in Fall 2021 and concluding in the Fall 2023.

To support this update to the RTP, staff has initiated a scoping phase to engage the Metro Council and local, regional, state and community partners to inform the overall scope of the update as well as the values and priority policy outcomes that will guide the development of the updated plan. Planned engagement activities for the scoping phase (from Oct. 2021 to March 2022) include stakeholder interviews, culturally-specific focus groups, a community leaders forum, briefings to regional policy and technical advisory committees and county coordinating committees, and consultation activities with tribes, resource agencies and other stakeholders. Metro has also initiated background work, including an Emerging Transportation Trends Study to identify how the COVID-19 pandemic and other recent disruptions could impact meeting the overarching RTP priorities.

ACTION REQUESTED

No formal action is required. Staff seeks Metro Council discussion and feedback on:

- (1) Staff's proposed process for updating the RTP (Attachment 1);
- (2) Council priority policy outcomes to be addressed in the update;
- (3) Council's desired outcomes for evaluation and selection of investment priorities;
- (4) Council's role in outreach and engagement for the update; and
- (5) Which trends the Emerging Transportation Trends Study should focus on (Attachment 3).

IDENTIFIED POLICY OUTCOMES

Adopted unanimously by JPACT and the Metro Council, the 2018 RTP established a vision and regional transportation policy direction for planning and investment in the greater Portland transportation system. In addition to adequately maintaining the transportation system, investments aim to improve outcomes toward desired performance for the following priority policy outcomes:

- Equity
- Safety
- Climate
- Congestion relief

These priority policy outcomes are further defined in **Figure 2**.

Figure 2. 2018 Regional Transportation Plan Priority Policy Outcomes



Summarized from the 2018 Regional Transportation Plan (Chapters 3 and 6)

Much has changed since adoption of the 2018 RTP, and the future is uncertain and likely to include increased disruption. The greater Portland region is facing urgent global and regional challenges. Rising inequities and public health, safety, housing affordability and economic disparities are being heightened by a global pandemic and changing climate. How, why, when and where people travel changed dramatically during the COVID-19 pandemic (e.g., increases in fatal and serious traffic crashes, increases in telework, fewer commute trips during morning rush hour, increases in e-commerce and home deliveries, lower transit ridership and increases in recreational walking and biking). At the same time, the climate is changing, and we need to continue to work for clean air,

clean water and healthy ecosystems. Systemic inequities mean that communities have not equally benefited from public policy and investments, and the pandemic has exacerbated many disparities that people of color, people with low incomes, women and other marginalized groups already experience.

In June 2021, Metro staff shared a new Emerging Trends work program with Council that encompasses several parallel efforts to examine how changes like those above will impact a variety of the areas in which Metro works, including land use, employment and climate resilience. The Emerging Transportation Trends Study is the first of these efforts to get underway.

Metro staff signed a contract with the consultant team that is conducting the Emerging Transportation Trends Study in August 2021. The study consists of four tasks:

1. Researching potential trends and determining which ones to focus on;
2. Analyzing the impacts of those trends on travel behavior and RTP Goals;
3. Creating tools and scenarios to support analysis of emerging trends in the upcoming RTP update; and
4. Identifying potential RTP policy changes in response to emerging trends.

The consultant team has conducted their background research and identified potential trends for Metro to consider. With their support, staff are collecting feedback from Council and from Metro's community and agency partners about which trends to focus on as the study proceeds. Once trends are selected, the consultant team will be working with Metro staff to analyze the impacts of the trends. We will share these results with Council in Spring 2022 and collect feedback on how the results should inform Metro's approach to the RTP update. The feedback we receive today from Council will also help to inform how staff address high-priority emerging trends during the RTP update.

In August and September 2021, Metro staff began engaging the Council individually in preparation for this work session. For this update, staff have heard from individual Metro Councilors that they would like:

- To **focus on people and values**, as well as policy, analysis and engagement approaches that **advance Metro's commitment to racial justice, climate leadership and resilient communities**.
- To continue to **prioritize safety, equity and climate outcomes**.
- To consider **reframing the congestion relief outcome to focus more on moving people and goods** than on moving vehicles.
- To **better evaluate climate and equity impacts** at a project- or corridor-level, as was done for the recent transportation measure effort "Get Moving 2020."
- To consider how the plan's policies and investments can be updated to **accelerate implementation of the Climate Smart Strategy**.
- To consider how the plan's policies and investments can be updated to **address safety and equity issues on major urban arterials** in the region.
- To consider how to **balance and weight priority outcomes relative to each other** – and account for projects that meet multiple outcomes – when evaluating projects and developing the near-term (10-year) RTP investment strategy.

- To consider how the plan’s investments **advance outcomes and goals for more equitable and resilient communities, affordable housing, job creation, environmental protection and shared prosperity.**
- To consider how to **manage and operate the existing transportation system to make the most of past investments** (and existing capacity).
- To better **understand which communities are underserved by the transportation system and the barriers people experience** in meeting their daily needs.
- To better **understand where there are gaps in different types of transit service and what policies and investments are needed to make transit a preferred travel option.**
- To better **understand how transportation is funded today, inequities of different funding sources and how transportation could be funded in the future** using an equity lens.
- To use of **storytelling and other meaningful and inclusive engagement strategies combined with quantitative data** to elevate diverse community voices to decision-makers and bring to life the experiences and transportation needs of people living and working throughout the region.
- To **coordinate engagement internally and with jurisdictional partners to the extent possible**, recognizing community-based organizations have limits to their capacity to participate in planning processes that most impact the communities they represent.

At this work session, staff will kick-off the scoping phase to develop the work plan and engagement plan that will guide the 2023 RTP update and seek feedback from Council on which trends should be the focus of the Emerging Transportation Trends Study. A draft work plan and engagement strategy will be presented to Council for further direction in January 2022. The outreach and engagement plan to be developed this fall will be coordinated with and help leverage other engagement efforts across the agency and seek to be more inclusive of historically underrepresented community voices.

POLICY QUESTIONS

1. Do you have feedback on staff’s proposed process for scoping and updating the RTP?
2. What policy outcomes are most important to address in this RTP update?
3. What are Council’s desired outcomes for the “Call for Projects” phase of the RTP update?
4. Do you have suggestions or comments on outreach and engagement for update, including stakeholders to engage and Council’s role in engagement activities?
5. Which trends should the Emerging Transportation Trends Study focus on?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Metro Council makes decisions based on the outcomes that it wants to achieve. For the RTP, Metro shares this outcome-based decision-making process with JPACT and seeks feedback from MPAC. For the upcoming update to the RTP, Council could provide feedback on desired process and policy outcomes that are most important for this RTP update to address and which trends the Emerging Transportation Trends Study should focus on.

STAFF RECOMMENDATIONS

None at this time. Staff will return to Council with a recommended draft work plan and engagement plan at a future Metro Council work session for discussion.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The Metro Council participated in the development of the current RTP that used Metro racial equity goals and climate action goals, Vision Zero safety goals and congestion relief goals and integrated them into regional transportation policy that is guiding regional transportation planning and investment decisions, including the most recent Regional Flexible Funds Allocation (RFFA) cycles and development of the Metropolitan Transportation Improvement Program (MTIP).

Council will work through the next two years to update the plan's policies and investment priorities during the development of the 2023 RTP. In this work session, Council will consider how it may wish to refine these desired transportation policy outcomes as defined in the 2018 RTP and provide feedback to staff on updating the plan's policies and investment priorities to further advance achievement of those policy outcomes and demonstrate progress in the 2023 RTP.

How is this related to Metro's Strategic Plan?

This update will be guided by the [Metro Council's Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#) and supporting Metro Racial Equity Framework and the [Planning and Development Department Strategy for Achieving Racial Equity](#) using a targeted universalism¹ approach. This will ensure that people situated in different positions in society because of institutionalized racialism can access the same opportunities and

How does this advance Metro's racial equity goals?

The RTP advances equitable outcomes by eliminating disparities as a priority policy outcome. The project team is partnering with Metro's Diversity, Equity and Inclusion team to apply Metro's Racial Equity Framework to the design of the planning and engagement process that will be reflected in work plan and engagement plan developed for Council consideration in early 2022.

How does this advance Metro's climate action goals?

The RTP is a key tool for implementing the [2014 Climate Smart Strategy](#) approved by the Land Conservation and Development Commission in 2015 and incorporated into the RTP in 2018. The update is an opportunity to consider how the plan's policies and investments can be updated to accelerate implementation of the Climate Smart Strategy and support implementation of the [Governor's Executive Order 20-04](#) on Climate Change and the [Statewide Transportation \(STS\) Strategy for Reducing Greenhouse Gas Emissions](#).

Known Opposition/Support/Community Feedback

None known.

Explicit list of stakeholder groups and individuals who will be involved in policy development. This information will be described in more detail in the draft engagement plan developed for Council consideration in early 2022.

¹ **Targeted universalism** means setting universal goals pursued by targeted processes to achieve those goals. <https://belonging.berkeley.edu/targeteduniversalism>

To date, the project team has identified a number of stakeholders to engage in the update:

- **Community leaders and community-based organizations** for historically marginalized and underrepresented communities², health and equity interests, environmental protection, affordable housing, transportation, and social, climate and environmental justice.
- **Business, economic development and freight groups**, including large and small employers, freight shippers, business organizations, associations and chambers of commerce.
- **Local jurisdiction staff and elected officials representing counties and cities in the region** (through county coordinating committees, TPAC/MTAC workshops and regional technical and policy advisory committees).
- **Special districts**, including TriMet, SMART, Port of Portland and Port of Vancouver (through TPAC, MTAC, JPACT and MPAC briefings and consultation activities).
- **Southwest Washington Regional Transportation Council (RTC) and other Clark County governments** (through Regional Transportation Advisory Committee (RTAC), SW RTC, TPAC, JPACT and MPAC briefings).
- **State agencies**, including the Oregon Department of Transportation, the Oregon Transportation Commission (OTC), the Oregon Department of Land Conservation and Development (DLCD), the Oregon Land Conservation and Development Commission (LCDC), the Oregon Department of Environmental Quality (DEQ) and the Oregon Health Authority (OHA) (through TPAC, MTAC, JPACT and MPAC briefings and consultation activities).
- **Federal agencies**, including the Federal Highway Administration, Federal Transit Administration and the U.S. Environmental Protection Agency (through TPAC and consultation activities).

Legal Antecedents

- **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 Dec. 6, 2018.

Anticipated Effects

With Council support, staff will begin engaging Metro's policy and technical advisory committees, community leaders, and other partners to further shape the work plan and engagement strategy this fall. A draft work plan and engagement strategy will be presented to Council for further direction in January 2022. The outreach and engagement plan to be developed will be coordinated with and help leverage other engagement efforts across the agency and be centered on historically underrepresented community voices.

Financial Implications (current year and ongoing)

The scoping phase for the update is accounted for in the current adopted Metro budget. The project will rely on a combination of Metro's federal transportation planning grants, MPO-related COVID-19 funding and non-federal MPO funding, based on the work plan and engagement plan developed during the scoping phase.

² Historically marginalized and underrepresented communities include people of color, people with low incomes, and people with limited English proficiency, youth, older adults and people experiencing a disability.

BACKGROUND

In December 2018, JPACT and the Metro Council adopted a significant update to the RTP following three years of engagement that included more than 19,000 touch points with community members, community and business leaders, and local, regional and state jurisdictional partners. Through the extensive engagement that shaped the plan, Metro heard clear desires from community members for safe, smart, reliable and affordable transportation options for everyone and every type of trip.

Built around key values of equity, climate, safety, and congestion relief, the 2018 RTP provided the policy foundation for several planning activities identified in Chapter 8 that have since been completed or are underway that will inform the 2023 RTP update, including:

- Designing Livable Streets and Trails Guide (completed in 2019)
- Jurisdictional Transfer Framework (completed in 2020)
- Enhanced Transit Pilot Program (ongoing)
- Regional Emergency Transportation Routes Update (Ph. 1 completed in 2021; Ph 2. anticipated completion in 2023)
- Regional Trail System Plan Map Update (completed in 2021)
- Regional Congestion Pricing Study (completed in 2021)
- Transportation System Management and Operations (TSMO) Strategy Update (anticipated completion in Fall 2021)
- Active Transportation Return On Investment (anticipated completion in Spring 2022)
- Regional Mobility Policy Update (anticipated completion in June 2022)
- Regional Transportation Trends (anticipated completion in June 2022)
- Regional Freight Commodity Flow Study (anticipated completion in July 2023)

Other local, regional and state efforts have been completed or are underway since 2018 that will also inform the update.

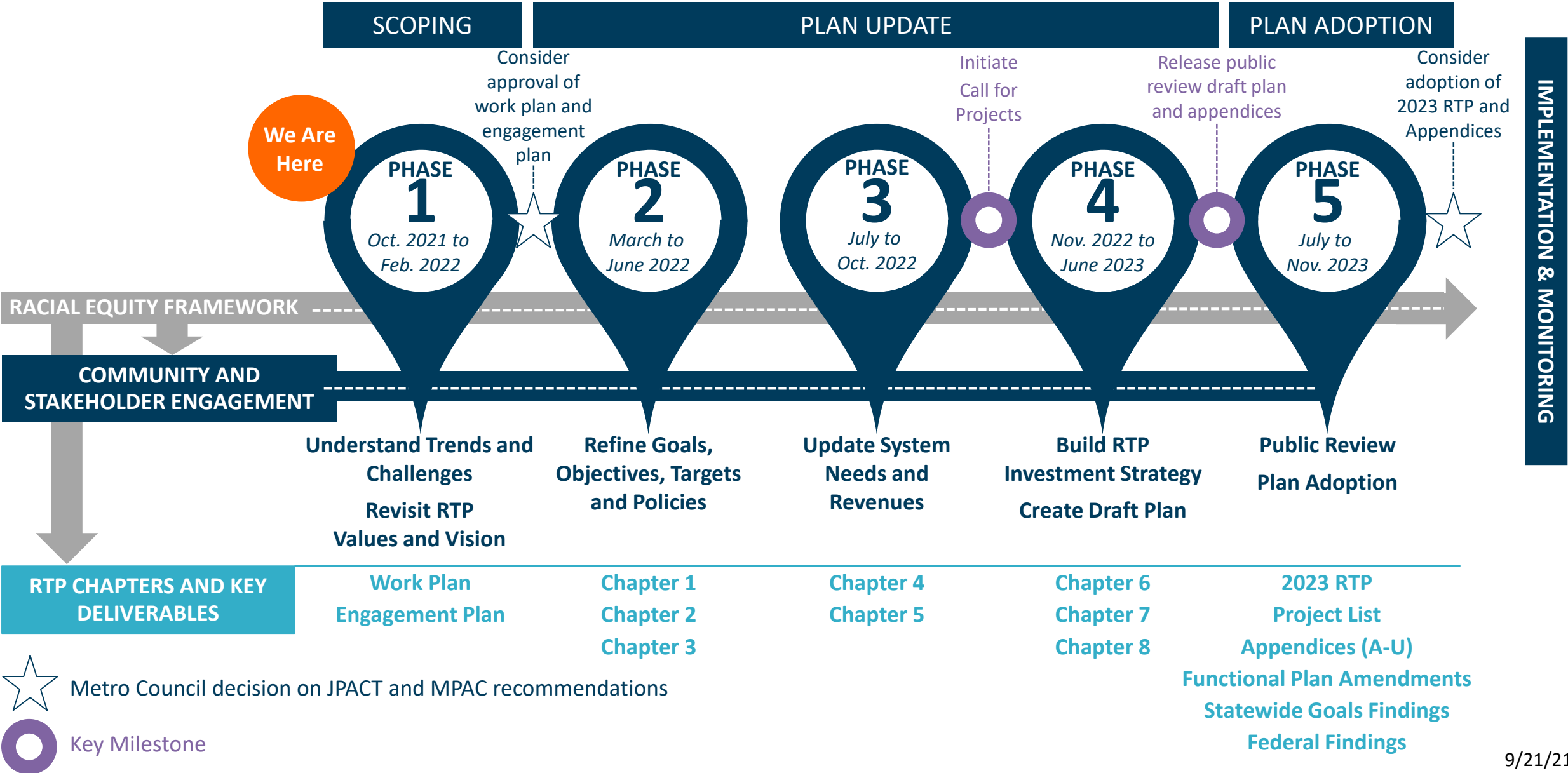
ATTACHMENTS

1. Proposed planning process for the 2023 Regional Transportation Plan Update
2. Overview of 2023 RTP Update
3. Assessment of potential emerging transportation trends to study (Task 1.1)

For work session:

- Is legislation required for Council action? **Not at this time.**
- What other materials are you presenting today?
 - Powerpoint presentations
 - 2023 RTP Update
 - Emerging Transportation Trends Study
 - Schedule for the Scoping Phase (under development)

Proposed planning process for 2023 RTP Update





2023 REGIONAL TRANSPORTATION PLAN UPDATE OVERVIEW

Transportation shapes our communities and our everyday lives. Access to transit, biking and walking connections, and streets and highways where traffic flows allows us to reach our jobs, schools and families. It connects us to the goods and services we depend on and helps keep nature and recreation opportunities within reach. Investment in a transportation system to provide safe, healthy, accessible and reliable options for getting around is important for the region's long-term prosperity and our quality of life.

As the federally-designated Metropolitan Planning Organization (MPO), Metro is responsible for leading and coordinating updates to the [Regional Transportation Plan](#) every five years to address the needs of our growing and changing region. The RTP uses an outcomes-based planning framework that is used to guide planning and investment in the region's transportation system. Metro works closely with local jurisdictions, port districts, transit providers and state agencies in preparing the RTP. Metro adopted the most recent update of the RTP in December 2018.

During 2022 and 2023, Metro will engage the public and local, regional, and state partners to update the RTP through the year 2045. This document outlines the key elements of the RTP and anticipated timeline for developing the 2023 RTP.

WHAT IS THE REGIONAL TRANSPORTATION PLAN?

The RTP is the greater Portland area's long-range blueprint for guiding planning and investments in the region's transportation system for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. The plan establishes four overarching priorities – equity, safety, climate and congestion – and eleven goals and supporting objectives, performance targets and policies that together guide planning and investment decisions to meet those needs.

The plan identifies current and future regional transportation needs, investment priorities to meet those needs, and local, regional, state and federal transportation funds the region expects to have available to make those investments.

The plan contains:

- **a long-term vision** for the region's transportation system and **four overarching priorities**;
- **eleven goals and supporting objectives and performance targets** that identify what outcomes the region wants to achieve and indicators to measure progress;
- **policies** that guide decisions and actions in pursuit of our desired outcomes;
- **a financial plan** that identifies how the region will pay for investments; and
- **an investment strategy** that includes major local, regional and state transportation investment priorities that help accomplish the vision and desired outcomes identified in the plan.

Figure 1. Elements of the Regional Transportation Plan



WHAT IS THE ANTICIPATED TIMELINE FOR THE UPDATE?



Getting Started (largely internal)

June to Sept. 2021

- Develop work plan and stakeholder engagement process for scoping phase.
- Identify what has changed since 2018 and should be considered during scoping and the plan update, including Metro Strategic Framework and Metro Racial Equity Framework.
- Identify (and develop) data and tools needed to support update.
- Initiate development of background policy briefs to inform update:
 - Emerging Transportation Trends, Safe and Healthy Urban Arterials, Climate Justice and Resilience, Equitable Finance, Regional Needs and Disparities, and others TBD.

Milestone: Metro staff initiate scoping phase.

Scoping

Oct. 2021 to Feb. 2022

- Seek Council values, desired outcomes and topics to address.
- Engage local, regional, state and community partners to inform the overall scope of the update and values that will guide the development of the updated plan, including stakeholder interviews, community leaders forum, briefings to regional policy and technical advisory committees and county coordinating committees, and Consultation activities with tribes, resource agencies and others.

Decision: JPACT and the Metro Council consider approval of work plan and public engagement plan (by Resolution).

Plan Update¹

Feb. 2022 to June 2023

- **Policy updates:** complete by June 2022 to inform/guide project list updates.
- **Financial Plan updates:** complete by June 2022 to support project list updates
- **Project List/Investment Strategy updates:** Fall 2022-Spring 2023

Milestone: Public review draft 2023 RTP and appendices released for 45-day public comment period.

Plan Adoption

July to Nov. 2023

- **~July 1 to Aug. 14, 2023:** 45-day public comment period with hearing(s), briefings to regional policy and technical advisory committees and county coordinating committees, and Consultation activities with tribes, resource agencies and others.
- **Sept.-Oct.:** MTAC and TPAC consider public comment and make recommendations to MPAC and JPACT.
- **Oct.-Nov.:** MPAC and JPACT consider public comment and make recommendations to the Metro Council.
- **Nov. 30:** Metro Council considers final action.

Decision: JPACT and the Metro Council consider adoption of the plan (by Ordinance).

¹ Engagement activities for this phase will be identified during the scoping phase.

Memorandum

Date: September 28, 2021
To: Eliot Rose, Metro
From: Cadell Chand, Briana Calhoun, and Anjum Bawa; Fehr & Peers
Subject: **Metro Emerging Trends Background Research Task 1.1**

PT21-0061

Introduction

This memorandum summarizes our assessment of potential trends for consideration in Metro's Emerging Transportation Trends study. The potential trends here were identified by Metro staff and by Fehr and Peers based on background research conducted by both groups. The goal of this handout is to facilitate a discussion about which trends should be included in the study – of the 14 potential trends here, we have the capacity to include up to 10 in our analysis – and about how to tell the story of these trends in a way that reflects people's lived experience and the region's transportation goals. Input from stakeholders including Metro Council, JPACT, TPAC, MTAC, jurisdictional and CBO partners will inform further research and analysis of these trends.

What is a trend?

Our region has seen a lot of **changes** – disruptions to the status quo due to forces beyond Metro and our partners' control – in the past five years. **Trends** are changes that have significant impacts that (1) are expected to last at least five years into the future and (2) have a measurable relationship to how, when, where, or why people travel (which also means that there has to be enough supporting research and information for us to be able to forecast the impacts of the trend). We will be examining the effects of these trends on how people travel in the region and on performance measures that reflect RTP goals.

Table 1 on the next page identifies potential trends for Metro to consider, as well as the level of research supporting each trend, the level of confidence that the trend will continue to impact the region in both the short and long term, and any disparate impacts associated with each trend. The COVID-19 pandemic exacerbated many of the disparities that already existed in the region, and we present this information to help Metro focus on the trends that have had the greatest impact on those most in need. Figure 1, at the end of this memorandum, summarizes most of this information in a single page to support discussion.

Table 1. Level of Research and Confidence in Understanding of Trends

#	Trend	Equity & Disparities	Level of Research	Short Term Confidence (1-5 years)	Long Term Confidence (>5 years)
1	The racial and economic disparities from the pandemic will continue to affect people.	We will identify disparate impacts of all included trends on people of color and low-income people.	Moderate	Low	Moderate
2	Transit ridership will take several years longer than automobile traffic to return to pre-pandemic levels due to service cuts, changing travel patterns, and lingering health concerns.	Decreased transit ridership and potential service cuts will likely impact people of color and people with lower incomes most heavily because of their reliance on transit. Routes with high BIPOC/low-income ridership have maintained ridership more than other lines.	High	High	Low
3	People of color will feel even less safe in public than before because of increased concerns about racist policing and pandemic-era anti-Asian racism.	Personal safety has a much greater influence over people of color's travel choices than it does for White people, and different types of investments may be needed to address these safety concerns.	Moderate	Moderate	Low
4	A significant share of workers will continue teleworking after the pandemic is over.	Low-income workers are much more likely to be unable to work from home than high-income workers. Digital access may have a greater influence on access to career-ladder job opportunities moving forward.	High	Moderate	Moderate
5	The shift in travel behavior seen during the pandemic, including fewer commute trips during peak hours, and more local shopping trips throughout the day, will continue post-pandemic.	Much of this shift is driven by higher-income people working from home and shopping online. Lower-income travelers may not be experiencing the same type of changes.	Moderate	Moderate	Low

#	Trend	Equity & Disparities	Level of Research	Short Term Confidence (1-5 years)	Long Term Confidence (>5 years)
6	Electric vehicles and e-bikes will be increasingly affordable, have longer ranges, and be easier to use.	Electric vehicles may become accessible to those who can't currently afford them. These changes call into question whether common strategies to promote electrification, such as providing rebates and charging for electric vehicles, are equitable and effective.	Low	Low	Low
7	People will buy an increasing share of goods online.	People with higher incomes are more likely to shop for groceries and food online. Competition from large online retailers and fees from delivery services are challenges for small businesses, including restaurateurs of color.	Low	Moderate	Moderate
8	Autonomous vehicle adoption will occur more rapidly in response to a decrease in comfort with shared travel and increased demand for AV delivery.	AV options may not be affordable for lower-income individuals and households. AV delivery could also increase disparities associated with online shopping.	High	N/A	Moderate
9	The boom in recreational bicycling during the pandemic could create an opportunity to further increase bicycle trips.	Lack of safe streets in communities of color can limit opportunities to increase bicycling.	Low	Low	Low
10	Agencies will face the challenges of pandemic recovery (as well as other unanticipated changes) with limited resources and outdated processes.	Agencies that serve lower-income communities often had fewer resources prior to the pandemic, and are particularly likely to be strained.	Moderate	Moderate	Moderate
11	Communities will continue emphasizing and encouraging tactical urbanism.	Lower-income communities are less likely to have capacity and complementary infrastructure to support tactical urbanism.	Moderate	Moderate	Low

#	Trend	Equity & Disparities	Level of Research	Short Term Confidence (1-5 years)	Long Term Confidence (>5 years)
12	Households will own more cars as they rely on more on personal vehicles and less on transit and other shared modes due to reduced service and/or health concerns.	If people need to shift to driving to meet their transportation needs it would increase transportation costs, creating a higher burden on low-income people.	Low	Low	Low
13	The increase in severe and fatal crashes seen during the pandemic will continue into recovery.	People of color and low-income people are significantly more likely to be injured or killed in crashes.	High	Moderate	Moderate
14	Demand for parking and passenger loading curb space will increase in suburban areas and decrease in urban areas.		Low	Low	Low