Metro

Briefing Book for JPACT and Metro Council

for workshop on May 11, 2023

The Regional Transportation Plan (RTP) is greater Portland's shared vision and investment strategy for transportation. The Regional Transportation Plan is the blueprint that guides investments in all forms of travel throughout greater Portland—driving, taking transit, biking and walking—and the movement of goods and services. The RTP is the state- and federally required long-range transportation plan for the Portland metropolitan area. The plan is a key tool for implementing the region's **2040 Growth Concept** and **Climate Smart Strategy**. Together, these plans will help ensure that greater Portland thrives by connecting people to their jobs, families, schools and other important destinations and by allowing business and industry to create jobs and move goods to market.

This briefing book is designed to be a resource for policy makers as they shape an investment strategy that supports the greater Portland region's shared goals and helps make local and regional plans a reality. It will be used by members of Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Policy Advisory Committee (MPAC) to help shape the 2023 Regional Transportation Plan for consideration for adoption in November 2023.

The following documents are enclosed.

1. 2023 Regional Transportation Plan fact sheet
2. Policy framework
3. Draft system analysis findings
4. Needs assessment fact sheets
5. Project list overview and map
6. Preliminary summary of community input on investment priorities

Learn more about the 2023 Regional Transportation Plan at **oregonmetro.gov/rtp**







2023 Regional Transportation Plan

Every five years, Metro brings together communities across the greater Portland region to update the region's shared vision and investment strategy for transportation. The Regional Transportation Plan is the blueprint that guides investments in all forms of travel throughout greater Portland—driving, taking transit, biking and walking—and the movement of goods and services. This plan update will be completed by December 2023.

Why plan?

How people get around shapes their communities and everyday lives. The economic prosperity and quality of life in greater Portland depend on a transportation system that provides every person and business with access to safe, reliable and affordable ways to get around.

The Regional Transportation Plan coordinates long-range transportation planning in the Portland metropolitan area. It is required by the State of Oregon and the Federal Government and it is an opportunity for all levels of government to work together to deliver a better transportation future for the greater Portland region.

Draft vision and goals

The 2023 Regional Transportation Plan is guided by a draft vision and five goals that have been shaped by public input and decision-makers.

Vision

Everyone in the greater Portland region will have safe, reliable, affordable, efficient, and climate-friendly travel options that allow people to choose to drive less and that support equitable, resilient, healthy and economically vibrant communities and region.

Equitable transportation

Transportation system disparities experienced by Black, Indigenous and people of color and people with low incomes, are eliminated. The disproportionate barriers people of color, people with low incomes, people with disabilities, older adults, youth and other marginalized communities face in meeting their travel needs are removed.

Climate action and resilience

People, communities and ecosystems are protected, healthier and more resilient and carbon emissions and other pollution are substantially reduced as more people travel by transit, walking and bicycling and people travel shorter distances to get where they need to go.

Thriving economy

Centers, ports, industrial areas, employment areas and other regional destinations are accessible through a variety of multimodal connections that help people, communities, and businesses thrive and prosper.

Safe system

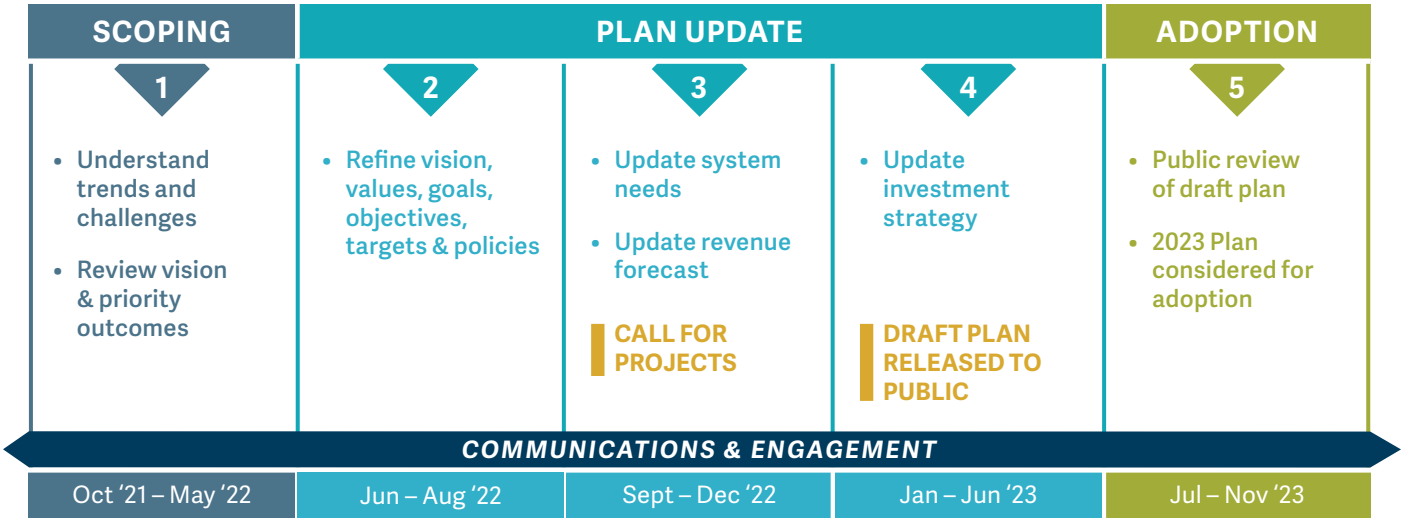
Traffic deaths and serious crashes are eliminated and all people are safe and secure when traveling in the region.

Mobility options

People and businesses can reach the jobs, goods, services and opportunities they need by well-connected, low-carbon travel options that are safe, affordable, convenient, reliable, efficient, accessible, and welcoming.

February 2023

2023 Regional Transportation Plan timeline



Regional Transportation Plan decisions are made together by the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council. The update must be completed by December 6, 2023.

To achieve the vision and goals, the region needs to work together to address these key questions:

1. What do we need most from our transportation system – today and in the future?
2. How do we pay for new projects while taking care of our existing roads, bridges, bikeways, sidewalks and transit services?
3. How do we make progress toward shared climate, safety, equity, mobility and economic goals?

What is in the plan?

The plan identifies urgent and long-term transportation needs, investments to meet those needs and the funds the region expects to have available over the next two decades.

The policies in the Regional Transportation Plan provide guidance for transportation providers that design and manage roadways, transit and trails. These agencies include cities, counties, the Oregon Department of Transportation, transit agencies and the Port of Portland. This guidance is informed by research, community engagement, technical analysis, and Federal and State regulations.

New and updated strategies and policies being developed for the 2023 Regional Transportation Plan include:

- Climate Smart Strategy
- High Capacity Transit Strategy
- Regional Mobility Policy
- Regional Pricing Policy

The Regional Transportation Plan also includes an investment strategy, often called the project list, that identifies major local, regional and state transportation investment priorities for the next the next 20+ years. This list will include investments such as transit, sidewalk, bridge, bikeway and roadway projects as well as transit service and road maintenance and operations. Among these projects, some will be prioritized for funding within the next seven years (by 2030).

A financial plan in the Regional Transportation Plan identifies how the region will pay for transportation investments.

Transportation planning is about more than deciding where to build and operate roads, transit, sidewalks and bikeways. It is about connecting people with their families and friends and to schools, jobs, parks and other important places, no matter where a person lives or where they are going.

Learn more
oregonmetro.gov/rtp

Email
transportation@oregonmetro.gov

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Policy Framework for the 2023 Regional Transportation Plan Call for Projects

On December 15, 2022, JPACT and Metro Council accepted this policy framework for the 2023 RTP Call for Projects.

The Regional Transportation Plan brings city, county, regional and state priority transportation projects together to create a coordinated regional transportation priority list for the period from 2023 to 2045. It is a key step for these projects to qualify for potential state, and federal funding. All types of projects are included in the Regional Transportation Plan list – highways, key roads, transit, freight, biking and walking as well as programs.

This document provides more information about the policy framework that will guide updating the list of Regional Transportation Plan project and program priorities. Dramatic changes have unfolded since the RTP was last updated five years ago, many documented in the 2023 RTP Emerging Transportation Trends Study. As greater Portland continues to emerge from the disruptions of the pandemic and respond to other urgent trends and challenges, the 2023 Regional Transportation Plan update provides an opportunity for all levels of government to work together to deliver a better transportation future.

An outcomes-based approach

An outcomes-based approach means updating the plan's project priorities guided by a vision and goals that describe what communities want greater Portland to be in the future. Measurable objectives and performance targets are used to evaluate performance over time of the investments recommended in the plan and to monitor how the transportation system is performing between scheduled plan updates, which occur every five years.

Figure 1 shows the elements of this outcomes-based approach.

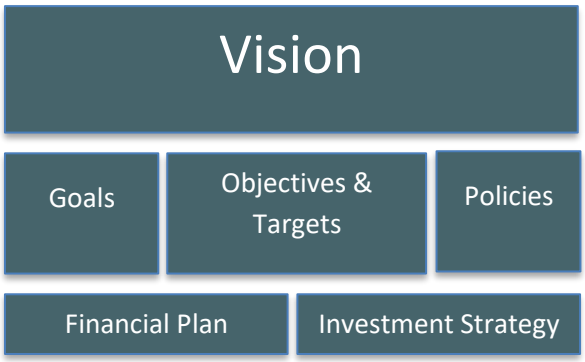


Figure 1. 2023 RTP outcomes-based planning approach

Vision and goals

The people of greater Portland have said they want a better transportation future, no matter where they live, where they go each day, or how they get there. The vision and goals, shown in **Figure 2**, describe what people have said is most important to achieve with the updated RTP – more equitable transportation, a safer system, a focus on climate action and resilience, a thriving economy and options for mobility. Developed by the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council in 2022, this vision and five goals, along with other RTP policies, will guide updating the list of RTP project and program priorities.



Figure 2. 2023 RTP vision and goals

Policy Framework for the 2023 RTP Call for Projects

The policy framework for the Call for Projects includes:

- **RTP outcomes-based approach** described above;
- **Draft 2023 RTP vision and goals** developed by JPACT and Metro Council for the 2023 RTP**:**

  Goals (developed in 2022 by JPACT and Metro Council with input from MPAC and CORE)
  - **Equitable Transportation -** Transportation system disparities experienced by Black, Indigenous and people of color and people with low incomes, are eliminated. The disproportionate barriers people of color, people with low incomes, people with disabilities, older adults, youth and other marginalized communities face in meeting their travel needs are removed.
  - **Climate Action and Resilience -** People, communities and ecosystems are protected, healthier and more resilient and carbon emissions and other pollution are substantially reduced as more people travel by transit, walking and bicycling and people travel shorter distances to get where they need to go.
  - **Thriving Economy -** Centers, ports, industrial areas, employment areas, and other regional destinations are accessible through a variety of multimodal connections that help people, communities, and businesses thrive and prosper.
  - **Safe System -** Traffic deaths and serious crashes are eliminated and all people are safe and secure when traveling in the region.
  - **Mobility Options -** People and businesses can reach the jobs, goods, services and opportunities they need by well-connected, low-carbon travel options that are safe, affordable, convenient, reliable, efficient, accessible, and welcoming.
- **Supporting measurable objectives and performance targets** that the region wants to achieve with investments in the transportation system to realize the plan's vision and goals – these will continue to be reviewed and refined in 2023; and
- **Supporting policies** that guide planning and investment in each part of the regional transportation system to achieve the plan's vision and goals include:
  - **2040 Growth Concept map and supporting policies** that identify priority areas and investments to support current and planned land uses, including centers, downtowns and main streets, ports, industrial areas, employment areas, and other regional destinations that are accessible through a variety of multimodal connections;
  - **RTP transportation network maps and supporting RTP modal and design policies** that designate the regional system for transit, motor vehicle, freight, bicycle and pedestrian travel and priorities for investment;
  - **Equity Focus Areas map and supporting RTP equity policies** that identify priority areas and investments to advance equity;
  - **High Injury Corridors and Intersections map and supporting RTP safety policies** that identify priority corridors to improve safety;

- **High capacity transit network map (draft) and supporting RTP policies (draft)** that identify priority corridors ready for high capacity transit investment; these will continue to be reviewed and refined in 2023;
- **Congestion management network map and supporting RTP congestion management policies** that identifies priority corridors to comprehensively manage congestion consistent with congestion management process policies in Chapter 3 of the RTP;
- **Draft policies related to pricing and regional mobility** that will continue to be reviewed and refined in 2023; and
- **Other existing Chapter 3 policies** that will be reviewed and may be refined in 2023.

In addition to the RTP policy framework, the call for projects is informed by public engagement, adopted regional plans, strategies, policies, federal and state policies and requirements, the RTP needs assessment, the revenue forecast, and other elements as illustrated in Figure 3**.** Many of these elements have been under development since the adoption of the 2018 RTP.

Figure 3. Elements informing the 2023 RTP call for projects

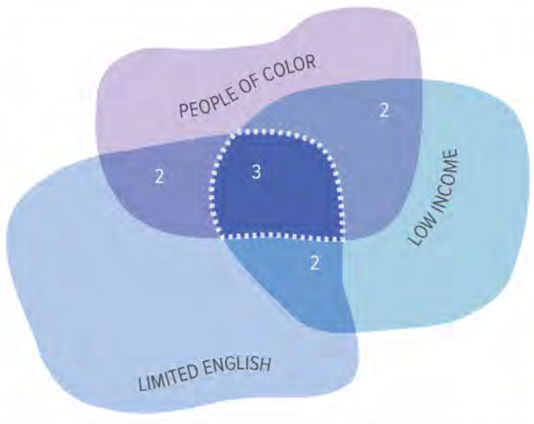


These elements come together to inform the policy framework for call for projects and provide additional information to guide how investments in roads, bridges, bikeways, sidewalks, transit service and other needs are addressed and prioritized. The elements reflect extensive engagement with local elected officials, public agencies, Tribal governments, community-based organizations**,** business groups and the community at large.

Equity Focus Areas

Equity Focus Areas are based on Census Tracts that have populations above the regional average and over twice the regional density.

- People of Color Equity Focus Areas
- Limited English Equity Focus Areas
- Low Income Equity Focus Areas



0 5 10 Miles

Sources: Census and Metro

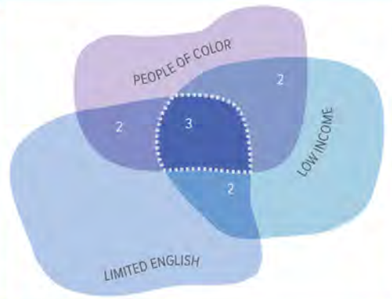
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2023 REGIONAL TRANSPORTATION PLAN

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Regional High Injury Corridors and Intersections

- Top 1% High Injury Intersections
- Top 5% High Injury Intersections
- High Injury Corridors
- County boundary
- Urban growth boundary
- Metropolitan Planning Area
- People of Color Equity Focus Areas
- Limited English Equity Focus Areas
- Low Income Equity Focus Areas



See inset map

Inset map

0 Mile 0.85

0 5 10 Miles

Sources: ODOT and Metro

3/31/2023

2023 REGIONAL TRANSPORTATION PLAN

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2023 Regional Transportation Plan Draft System Analysis Findings

May 5, 2023

Draft System Analysis Findings

May 5, 2023

The following is a summary of a system analysis conducted on the draft financially constrained project list for the 2023 Regional Transportation Plan. This analysis helps to explain and demonstrate the RTP's impact on regional goals related to mobility, safety, equity, climate and economy.

The RTP uses several different performance measures to capture the region's progress in each of these goal areas and compares the results to targets that are established through the state and federal rules that govern the RTP or that are included in policies adopted by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council. The system analysis uses Metro's travel model and other analytical tools. The analysis accounts not only for the projects and policies in the RTP, but also for factors such as projected population and job growth. System level performance analysis will continue through May.

The draft system analysis results are described alongside key takeaways from the high-level project list assessment completed in April. The high-level project list assessment takes a simple, yes-or-no approach to reviewing whether individual projects in the draft RTP project list have certain features that support RTP goals and considers the share of the RTP spending devoted to different types of projects. The high-level project list assessment and system analysis in combination with public feedback received will inform policymakers and regional technical and policy advisory committees as they work together to finalize the draft RTP and projects lists for public review.

Our changing region

The system analysis focuses on how the RTP advances the region toward meeting its transportation goals. That said, other factors like regional population and employment growth and the historical development of the region's transportation system, also influence progress toward these goals. This information highlights how the region is growing and changing and provides additional context for interpreting some of the analysis results.

The region is forecasted to grow significantly between now and 2045. During that time, the region's population is anticipated to grow by 29 percent, while employment grows by 23 percent.

Though the COVID-19 pandemic slowed population and job growth in the Portland region and in many other major metro areas, this growth is expected to pick up again in the future. Population and employment growth has a strong influence on congestion, and therefore on related performance measures such as access to jobs and corridor travel times. The region's goals are to improve access to jobs and reduce travel times on key corridors regardless of how much growth occurs, but all other things being equal these goals are harder to achieve when the region is growing more rapidly. Comparing the change in these performance measures to overall population and employment growth can help to distinguish whether growth or other issues are the driving factors behind the changes shown in the system analysis.

Even with the RTP prioritizing transit and active transportation investments, the region's transit and active transportation networks combined will remain less than a third of the size of the region's road network.

The motor vehicle network is much more extensive than other networks. The system analysis focuses on measuring system completion for different networks and in different communities where RTP policies prioritize investment. This is an important way of understanding the RTP's progress toward the region's vision for the transportation network, but those visions always build on the existing network, which was built over several decades during which transportation agencies primarily focused on moving vehicles.

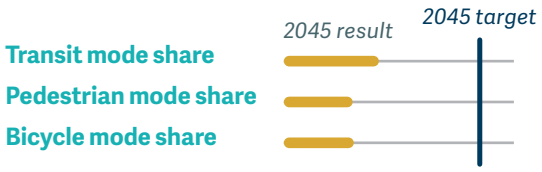
Mobility

Since the RTP is a transportation plan, it has many different performance measures related to mobility. For some of these measures the RTP meets performance targets, whereas for other measures it falls short.

The RTP does not meet the region's targets to triple transit, walking and bicycling mode share.

Metro's travel models forecast that the investments in the RTP help to increase the share of trips that people make using these modes, but only by small amounts. Transit mode share is forecast to grow by 1.3% between 2020 and 2045 – a relative increase of over 30% – which is significant, but still far short of adopted targets. Walking and bicycling mode shares increase by much smaller amounts than transit mode shares.

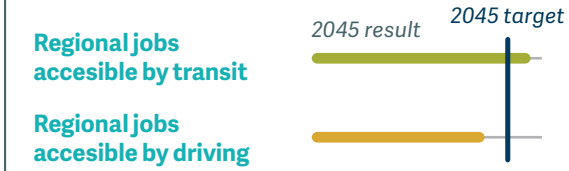
The RTP aims to triple transit, bike, and pedestrian mode share by 2045.



The RTP generally improves access to jobs.

The percentage of the region's jobs that are accessible by transit increases between 2020 and 2045. Access to jobs by transit also increases between 2020 and 2030, but then it declines between 2030 and 2045. Generally, the investments in the RTP help to keep both roads and transit vehicles moving more efficiently, which increases access to jobs. Increasing congestion near some job centers appears to be contributing to declining motor vehicle access to jobs in the later years of the plan.

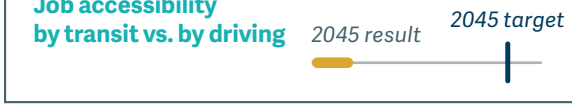
The RTP prioritizes improving access to jobs via driving and transit.



Driving currently offers much better access to jobs than transit does, and the RTP does not change this.

The RTP improves access to jobs via transit more than it does access to jobs via driving. However, driving currently offers access to five to ten times as many destination as transit does depending on when you are traveling, where you want to go, and where within the region you are starting from, and the RTP does not change the fact that driving offers much better access than transit does. In order to give people the ability to choose from a variety of seamless and well-connected travel options and services that easily get them where they need to go, transit needs to offer the same level of access as driving does. Providing equal access via transit and driving is an aspirational goal for the greater Portland region – and almost any other U.S. city – due to a decades-long history of auto-oriented development, but closing the gap between transit and driving access has far-reaching benefits for the region.

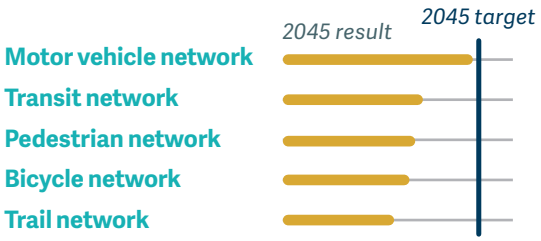
The RTP aims to provide the same (or greater) level of access to jobs via transit as via driving.



None of the region's transportation networks are complete, but the motor vehicle network is much closer than others.

A goal of the RTP mobility policy is to complete all the planned infrastructure networks included in the plan – motor vehicle, transit, pedestrian, bicycle and trail. None of these networks are complete, but the motor vehicle network, which will be 99% complete in 2045 when other networks are only 58 to 73% complete, is much closer than the other networks. Completing all networks in the RTP is important to meeting goals, but the fact that the motor vehicle network is so much more complete than others contributes to the challenge of providing a variety of seamless and connected travel choices. Additional work is being completed by Metro staff to develop approaches for defining system completeness for transportation system management and operations (TSMO) network and transportation demand management programs.

The RTP aims to complete the motor vehicle, transit, bicycle, trail and pedestrian networks

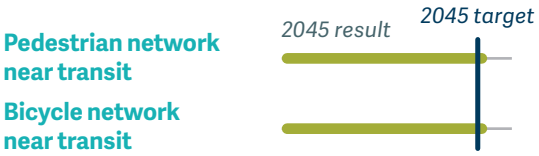


The region has historically prioritized completing pedestrian and bicycle facilities near transit, and the RTP upholds this priority.

The pedestrian and bicycle networks are currently more complete near transit than in other locations in the region, and though the RTP does slightly less to complete these networks near transit than in other parts of the region, they will still be more complete in 2045.

Almost all of the RTP projects include design elements that support travel by transit, foot or bike. However, slightly under a third of the RTP spending goes toward projects that close gaps in regional transportation networks. Increasing this share could help the RTP better complete the transportation system.

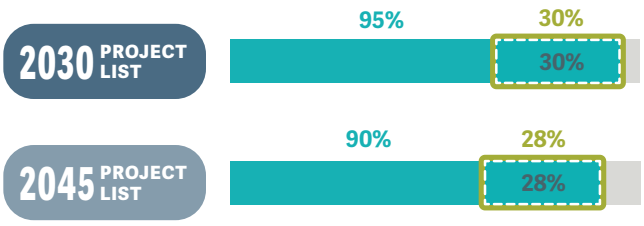
The RTP prioritizes completing the bicycle and pedestrian system near transit.



Additional analysis is still underway on throughway system and transit performance.

How does the RTP invest in mobility?

Almost all of the RTP projects include design elements that support travel by walking, rolling, biking or transit (■). However, slightly under a third of the RTP capital spending goes toward projects that close gaps in regional transportation networks (■). Increasing this share could help the RTP better complete the transportation system.



Percent of capital spending that invests in projects that include **priority elements** (ADA-, pedestrian-, bicycle-, or transit-supportive design)

Percent of capital spending that invests in projects that **complete gaps in transportation networks**

Percent of invests in projects that **complete gaps in transportation networks and include priority elements**

Safety

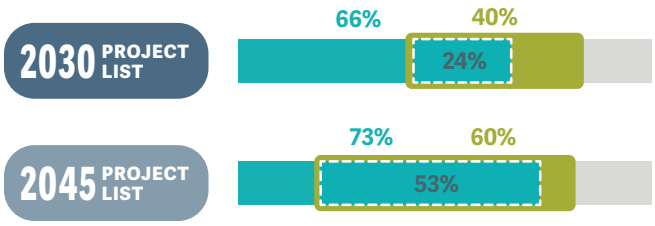
The region is not on track to meet its target of reducing fatal and serious injury crashes to zero by 2035. By every safety measure that the RTP tracks, the region's streets are getting less safe, and the RTP is not meeting the interim 2020 targets that it established to maintain progress toward the 2035 Vision Zero goal.

The RTP aims to reduce serious crashes to at or below the levels necessary to maintain progress toward the region's goal of eliminating serious crashes by 2035.



How does the RTP invest in safety?

More than two thirds of capital funding in the RTP goes to projects that partner agencies identified as safety projects (■), and roughly half of the total capital budget goes toward projects that are on the high-injury network (■), which includes the relatively small share of roads and intersections where most of the serious crashes in the region occur. A smaller share of the near-term (2023-30) RTP spending is devoted to safety projects than of the total budget, which suggests that there may be additional opportunities to prioritize near-term investments in safety.

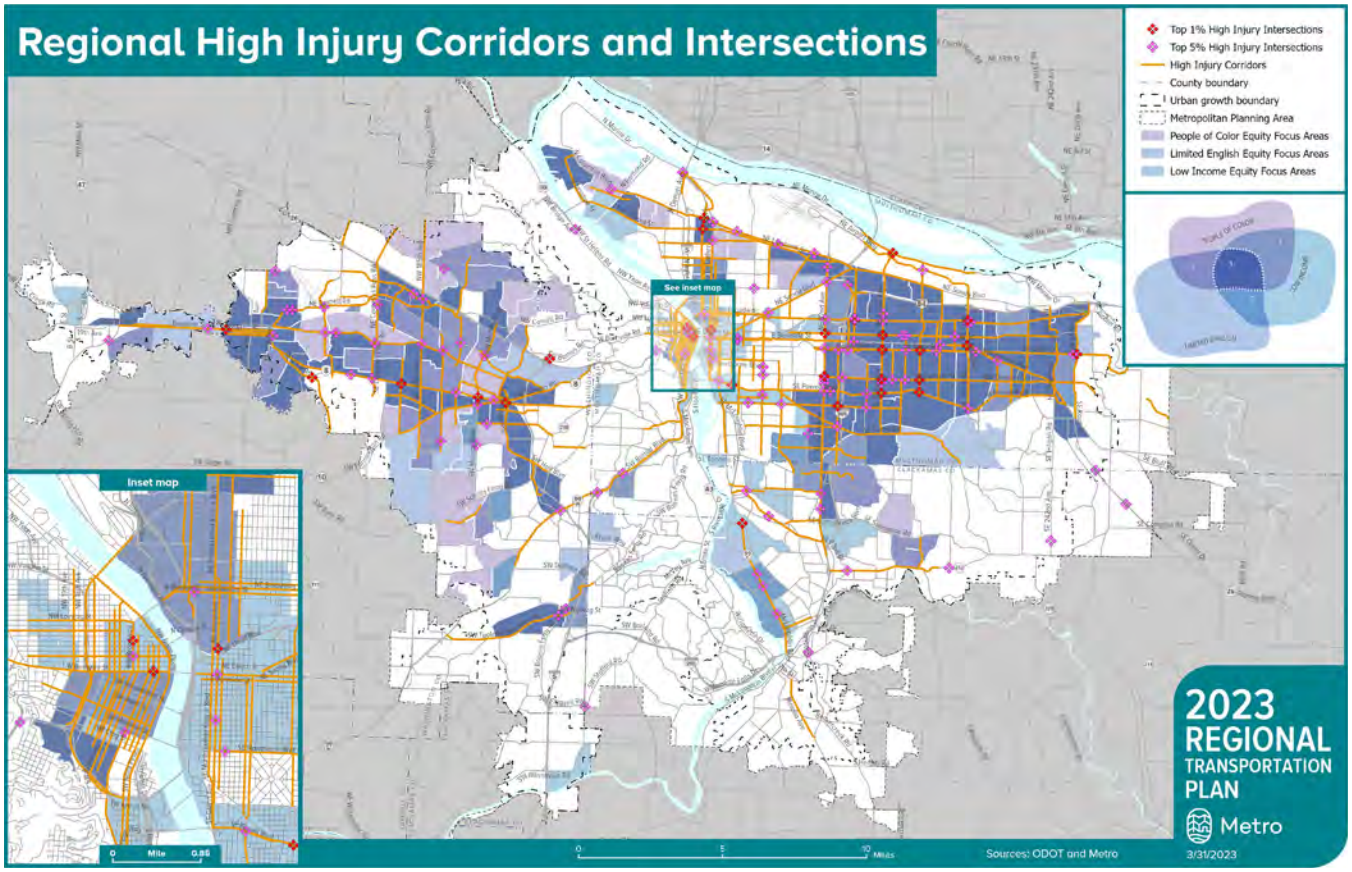


- Percent of capital spending that invests in projects that **help reduce serious traffic crashes or address other safety issues**
- Percent of capital spending that invests in projects **located on high injury corridors or intersections**
- Percent of capital spending that invests in projects on **high injury corridors or intersections that help reduce serious traffic crashes or address other safety issues**

Regional safety trends

The needs assessment on the previous page and the **Urban Arterials Brief** prepared in Fall 2022 contain more information on where crashes are occurring in the region and who is affected by different types of crashes that helps to explain and contextualize the analysis results. Key findings include:

- Pedestrians experience a disproportionately high number of traffic deaths.
- Traffic fatalities are decreasing among bicyclists.
- A majority of serious crashes and bike/ped crashes occur in equity focus areas (see the Equity section for more information).
- Speed, alcohol, and/or drugs continue to be the most common contributing factors in severe and fatal crashes in the region.
- Serious crashes, and particularly fatal pedestrian crashes, are increasing both in the Greater Portland region and nationally. The growing popularity of SUVs and other heavier and larger models of passenger vehicles is contributing to these trends; by 2025, light-trucks, SUVs, vans and pickups are estimated to make up 78 percent of sales. Research indicates that crashes involving SUVs and similar weight vehicles are more likely to be serious and to injure or kill pedestrians and bicyclists.


Regional High Injury Corridors and Intersections
Top 1% High Injury Intersections
Top 5% High Injury Intersections
High Injury Corridors
County boundary
Urban growth boundary
Metropolitan Planning Area
People of Color Equity Focus Areas
Limited English Equity Focus Areas
Low Income Equity Focus Areas
See inset map
Inset map
2023
REGIONAL
TRANSPORTATION
PLAN
Metro
Sources: ODOT and Metro
3/31/2023

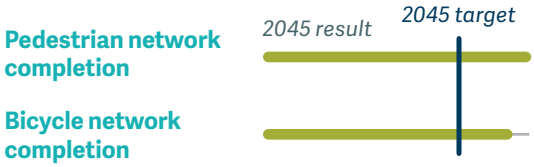
Equity

The RTP achieves mixed results on equity – it invests equitably, but these investments do not lead to more equitable outcomes, nor do they undo longstanding transportation inequities in safety and access to jobs.

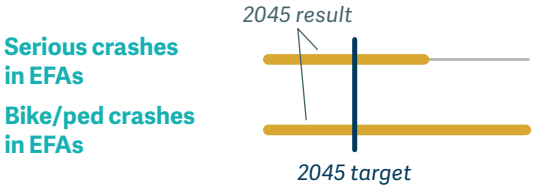
The region's bicycle and pedestrian networks are currently more complete in the Equity Focus Areas (EFAs) where people of color, low-income people and people who speak limited English are concentrated.

The RTP continues to invest in completing those networks. However, recent data shows that these areas continue to experience three times the number of crashes that involve people walking and biking – who are particularly vulnerable to death and injury during crashes – and almost twice as many fatal and serious injury crashes as other parts of the region.

The RTP prioritizes completing the bicycle and pedestrian system in equity focus areas to provide safe streets for the most vulnerable travelers.



Safety is a critical issue for marginalized travelers. The RTP aims to reduce crashes in equity focus areas to at or below the levels observed in other communities.



Even with the investments in the RTP, the region still falls short of providing equal access via driving and transit.

People living in EFAs currently enjoy significantly better access to jobs via transit and driving than people living in non-EFAs. The RTP continues to improve access to jobs in these communities relative to others. However, despite continued efforts to grow transit service during this and previous RTP cycles, driving in general continues to offer much more efficient and convenient access to jobs than transit does.

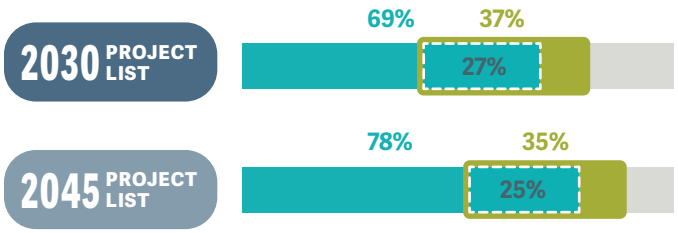
Both community feedback and research emphasize that people of color and people with low incomes are more likely to rely on transit than other people are. An equitable transportation system, therefore, is one in which transit offers the same level of access to jobs as driving.

The RTP prioritizes improving access to jobs within equity focus areas.

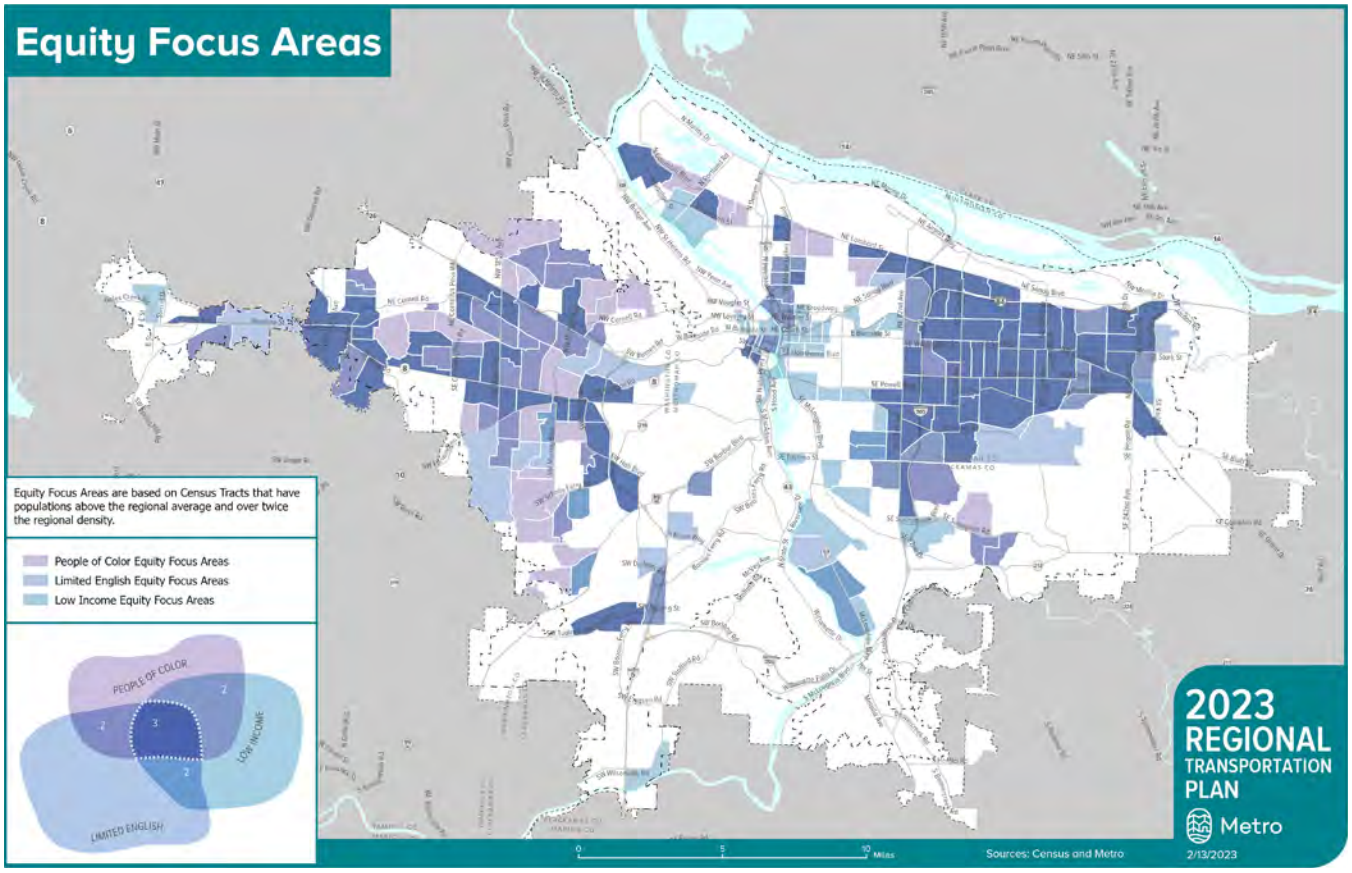


How does the RTP invest in equity?

Roughly a third of RTP spending invests in project categories that underserved people have identified as priorities (■), and three quarters of overall spending invests in equity focus areas (■). The share of spending that invests in equity focus areas is lower in the near term than in the long term.



- Percent of capital spending that invests in an **Equity Focus Area**
- Percent of capital spending that invests in a project category that underserved people have identified as a priority (**bike, pedestrian or transit**)
- Percent of capital spending that invests in **bike, pedestrian or transit projects** that are in an **Equity Focus Area**



Economy

The RTP achieves mixed results on regional economic goals. It reduces transit travel times along the corridors that connect the region's centers, but driving times along these corridors increase due to increased congestion. However, travel times increase at a much slower pace than the region's population and employment grows.

The RTP must complete the bicycle and pedestrian networks in the communities where jobs are located in order to help workers take advantage of the faster and more frequent transit connections that the RTP provides. The bicycle and pedestrian network is already more complete than average in centers, station communities and other mixed-use areas where many of the region's office, service, and other jobs are located. The RTP continues to prioritize investment in these areas. However, the pedestrian and bicycle networks – particularly the former – are not nearly as complete in employment and industrial areas that are home to many of the region's manufacturing and transportation jobs. Many businesses in these areas need freight access and ample floor space for manufacturing or warehousing, which can pose challenges to creating convenient and safe walking and biking environments. Completing these networks, however, can help transit riders safely and conveniently complete the last mile of their commutes.

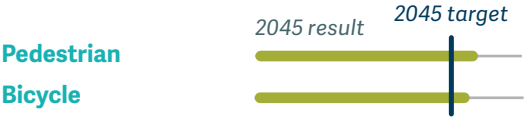
The RTP aims to decrease driving and transit travel times along regional mobility corridors.

% CHANGE IN AVERAGE OFF-PEAK / PEAK TRAVEL TIMES 2045 vs 2020

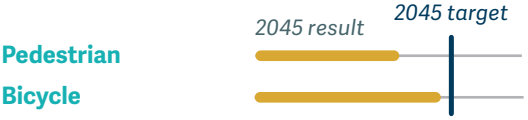
Driving	**+3.7% / +3.8%**
Transit	**–3.4% / –1.6%**

The RTP prioritizes completing the bicycle and pedestrian system in job and activity centers in order to provide safe and convenient options for short trips and connections to transit.

NETWORK COMPLETION IN CENTERS, STATION COMMUNITIES & MIXED USE AREAS



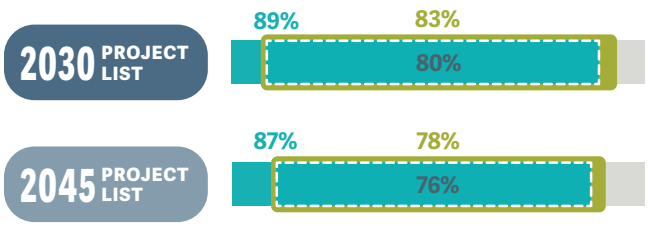
NETWORK COMPLETION IN EMPLOYMENT & INDUSTRIAL AREAS



Additional analysis is still underway on throughway system and transit performance.

How does the RTP invest in ECONOMY?

The RTP invests heavily in projects that are located both in planned job centers (■) and in the places where jobs are currently concentrated (■), supporting current and planned growth.

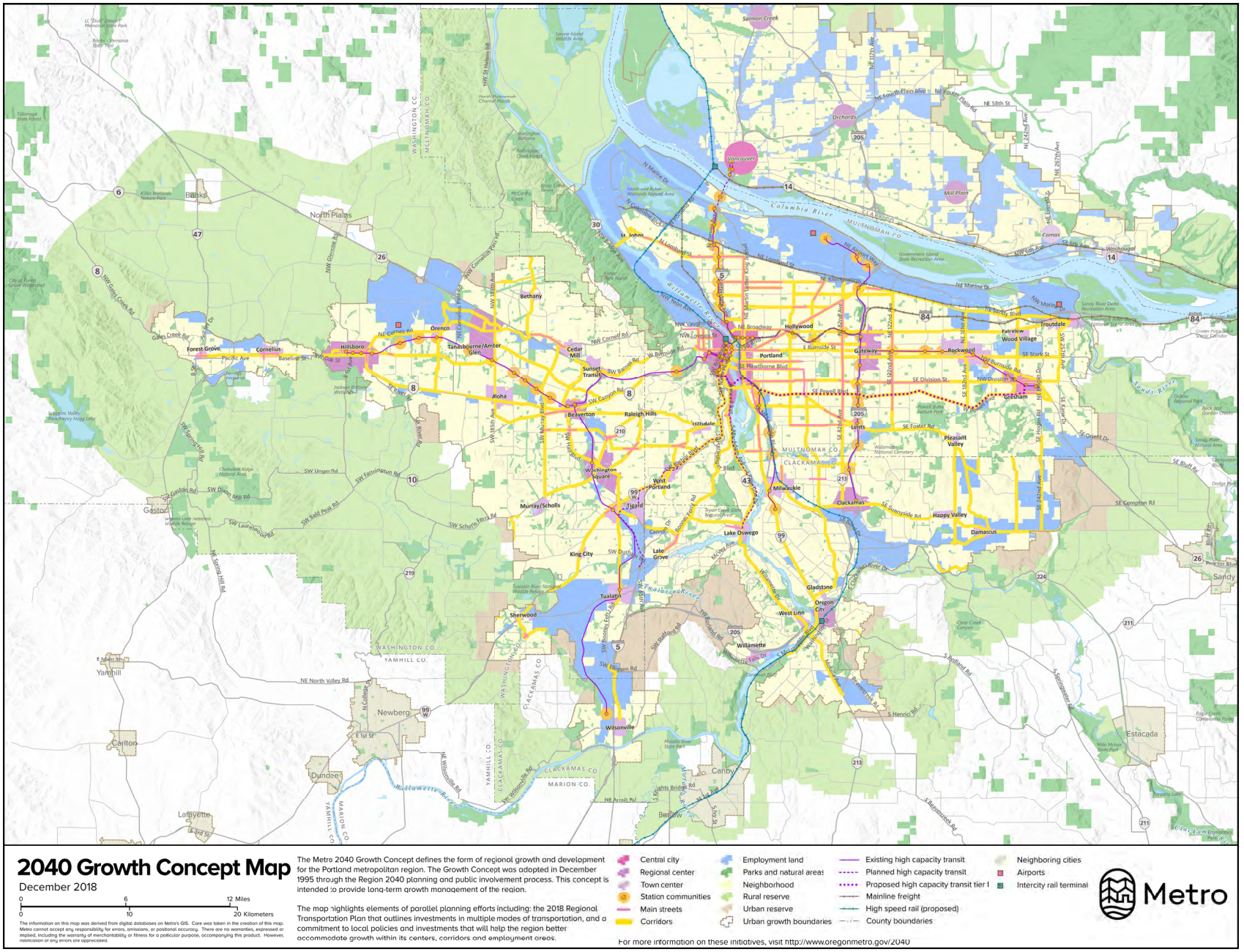


Percent of capital spending that invests in projects that are located in an **economic development priority area**

Percent of capital spending that invests in projects located in areas with **above-average job activity**

Percent of capital spending that invests in projects located in **economic development priority areas** with **above-average job activity**

CLICK TO VIEW FULL SIZE MAP ↴



Climate Change + Air Quality

The RTP may or may not meet regional climate targets depending on what state-led pricing and transportation funding sources are assumed in the analysis.

The transportation sector is the largest contributor to greenhouse gas emissions in Oregon. It is therefore a key focus of the state and region's greenhouse gas reduction efforts. The RTP is a key tool for implementing the adopted Climate Smart Strategy and achieving the 2045 greenhouse gas emissions reduction target adopted by the Land Conservation and Development Commission in 2017.

The RTP uses three performance measures to analyze the plan's impact on climate and air quality:

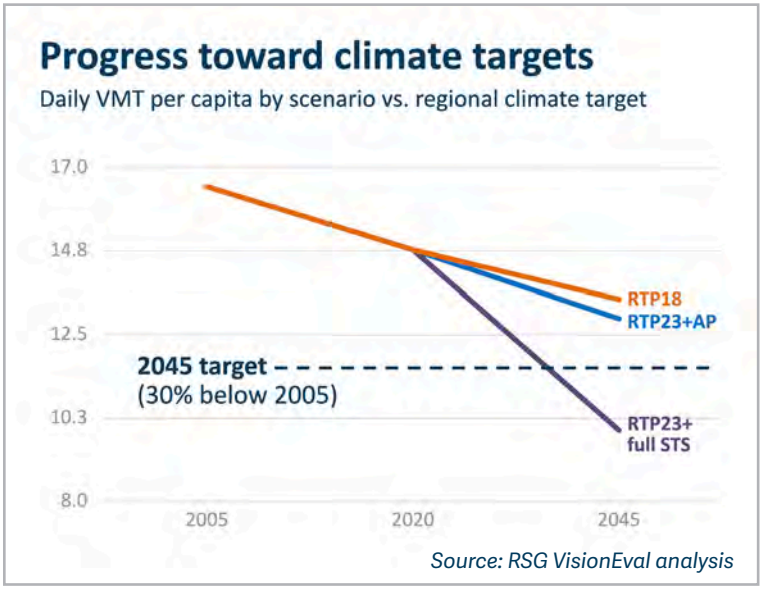
- Greenhouse gas (GHG) emissions per capita
- Vehicle miles traveled (VMT) per capita
- Criteria pollutant emissions

The 2023 RTP update will be the first to include two new regional pricing programs on the I-5 and I-205 corridors in addition to the I-5 Interstate Bridge Replacement Program, which also includes tolling on the I-5 Interstate Bridge (see map at right). Together, these pricing programs will have a significant impact on results for all three of these performance measures. In addition, the GHG and VMT analyses involve state-provided assumptions about the cost of transportation, the makeup of the vehicle fleet, and other issues that are outside the scope and/or time horizon of the RTP. Several of these state assumptions, which come from the **Oregon Statewide Transportation Strategy (STS)**, cover many different types of pricing designed to support progress toward state climate targets that are in addition to the throughway pricing that is currently included the RTP as part of the I-5 Interstate Bridge Program, I-5 and I-205 Regional Mobility Pricing Project, and I-205 Toll Project. The RTP is required to use STS assumptions related changes to vehicle fleet, technologies, and fuels in the climate analysis, and the region may select



Throughway Pricing in the RTP
Tolls will be collected both on the I-5 Bridge and I-205 Toll Projects (red dots) and in Regional Mobility Pricing Project corridors (orange lines).

from a range of other state-led actions and programs identified in the STS that best reflect the future anticipated by the RTP. Potential state-led actions include user fees and other tools that are being considered at the state level to support Oregon's transition from the gas tax to more sustainable transportation funding. Increased transit service, parking pricing and other carbon pollution reduction strategies can also help meet targets.



Analysis shows that the 2023 RTP and adopted plans (AP) scenario reduces vehicle miles traveled (VMT) per capita more than the 2018 RTP did, these scenarios alone do not meet regional climate targets. However, the 2023 RTP in combination with state actions called for in the STS will get the region to the 30% reduction target by 2045. Further discussion and analysis is needed to determine which state actions to reflect in the RTP to close the gap.

Additional climate-related analysis is still underway.

How does the RTP invest in CLIMATE?

Roughly 30 percent of total RTP capital spending goes toward high- or moderate-impact climate pollution reduction strategies (■), with a higher share of these investments in the near term (32%) than in the long term (24%).

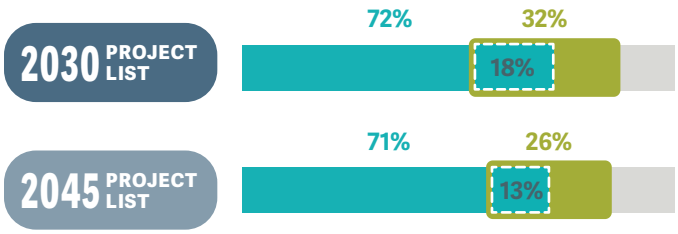


Climate Smart high- and moderate-impact climate pollution reduction strategies



How does the RTP invest in CLIMATE and RESILIENCE?

Roughly 30 percent of total RTP capital spending goes toward high- or moderate-impact climate pollution reduction strategies (■), with a higher share of these investments in the near term (32%) than in the long term (24%). Over 70% of RTP spending invests in projects that are located on Regional Emergency Transportation Routes of Statewide Seismic Lifeline Routes (■).



- Percent of capital spending that invests in projects that are located on **emergency/ seismic routes**
- Percent of capital spending invests in projects that are **high- or moderate-impact climate pollution reduction strategies** (see below)
- Percent of capital spending that invests in projects that implement **high- or moderate-impact climate pollution reduction strategies** and are **located on emergency/seismic routes**

Climate Smart high- and moderate-impact climate pollution reduction strategies



MOBILITY AND CLIMATE

2023 Regional Transportation Plan Update

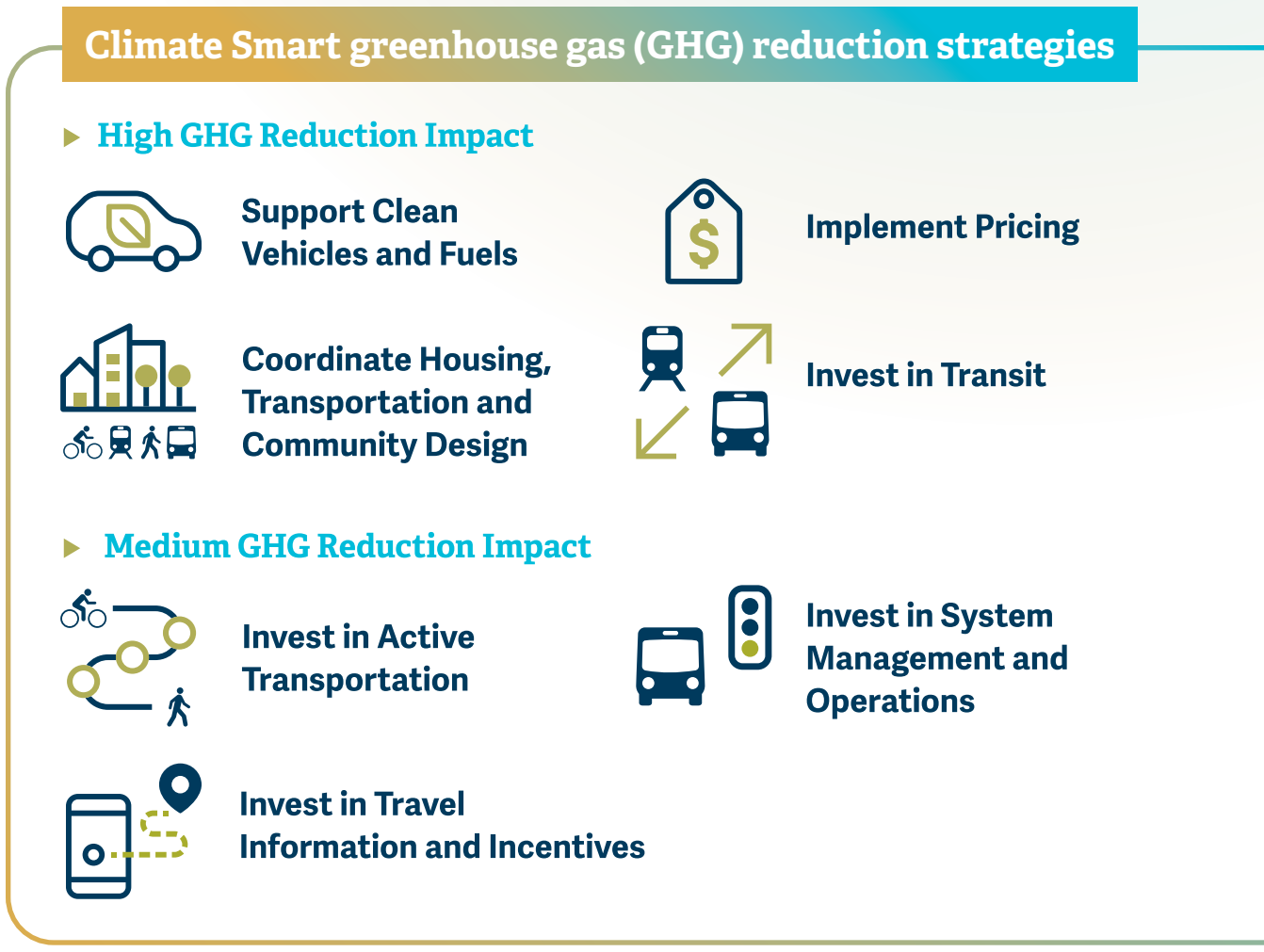
Creating and improving transit and active transportation connections between where people live and important destinations is fundamental to achieving mobility and climate goals.

Mobility and climate policy context

The 2023 Regional Transportation Plan (RTP) update includes significant changes to regional mobility and climate policies. The updated Regional Mobility Policy replaces an interim policy that was focused on reducing congestion for drivers with standards that address a greater variety of modes and outcomes. The Climate Smart Strategy is being updated in response to new state climate policies and updated greenhouse gas reduction targets. The strategy identifies a range of approaches, many of which involve making it more convenient for people to use transit and active transportation, to meet these targets. These approaches are shown in Figure 1.

The updated Regional Mobility policy recommends new performance measures to assess mobility for the region, including vehicle miles traveled (VMT) per capita and system completeness, which are also measures the region uses to track the implementation of the Climate Smart Strategy.

Figure 1. *Greater Portland Climate Smart Strategies*



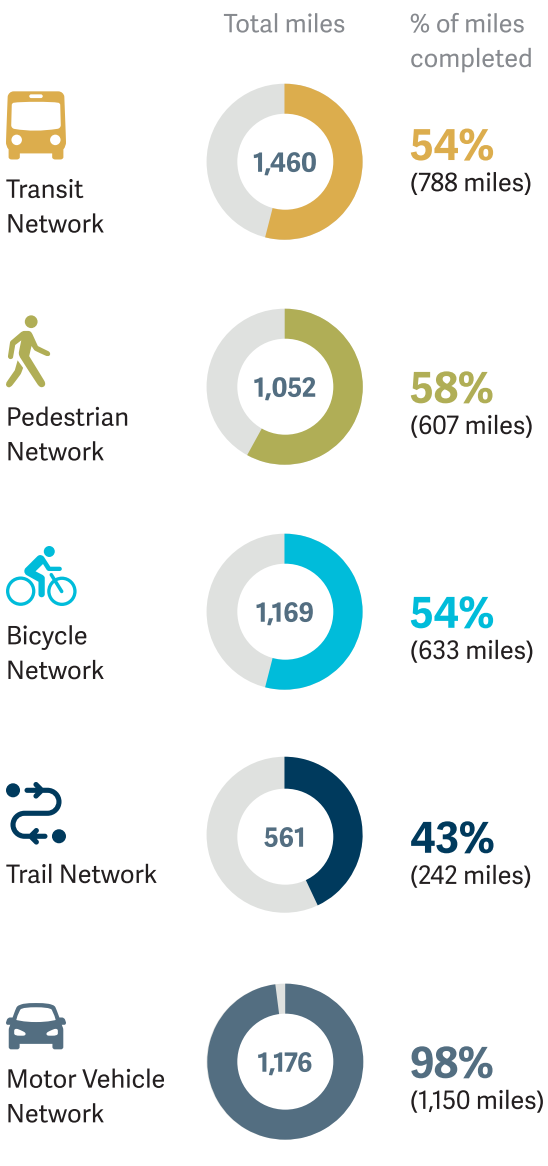
Transportation system completeness

Meeting mobility and climate goals depends on completing the multimodal transportation system so that people have multiple options for making trips. Figure 2 summarizes the completeness of different regional modal networks.

The RTP prioritizes completing bicycle and pedestrian connections in the places where they are most useful for people, including near transit, along arterials, and within urban centers. The regional bicycle and pedestrian networks are 60% to 70% complete in these key areas— which is greater than the regional averages between 50% and 60% that are shown in Figure 2.

Metro creates maps of the gaps in the region's different transportation systems as part of the RTP call for projects to help partner agencies identify opportunities to complete the transportation system.

Figure 2. *System completeness by modal network*



Did you know...

- Between 2015 and 2020, the region grew significantly—by 135,000 people (an 8.4% increase); 57,000 households (8.9%); and 90,000 jobs (10.1%)—and this growth is projected to continue.
- Overall, the planned motor vehicle network is much more complete than the transit or active transportation networks.
- Teleworking is a fast-growing mode. In 2020, 10% of workers teleworked, and that number rose dramatically during the COVID-19 pandemic.
- Per capita VMT in the greater Portland region has been significantly lower than the national average since 1997 and has mostly been flat or declining, even during times when the region has grown rapidly.
- During rush hour, the average traveler can reach 43% of jobs in the region by driving and 7% by transit.

Vehicle miles traveled trends

VMT per capita measures how many miles the average person in the Portland region drives each day. As shown in Figure 3, per capita VMT in the region has been significantly lower than the national average since 1997. There has been a general downward trend, with a few exceptions during economic booms, over the past 25 years. However, between 2010 and early 2020 (see below) there was little or no decline in VMT per capita.

In an era when high housing costs make it challenging for many people to live in transportation-rich neighborhoods, the region may need to take new approaches (such as congestion pricing) or prioritize high-impact strategies (such as expanding frequent transit, creating more affordable housing in regional centers, and increasing the use of parking pricing parking) to meet ambitious greenhouse gas and VMT reduction targets.

Figure 3. *VMT per capita for the region and the US*

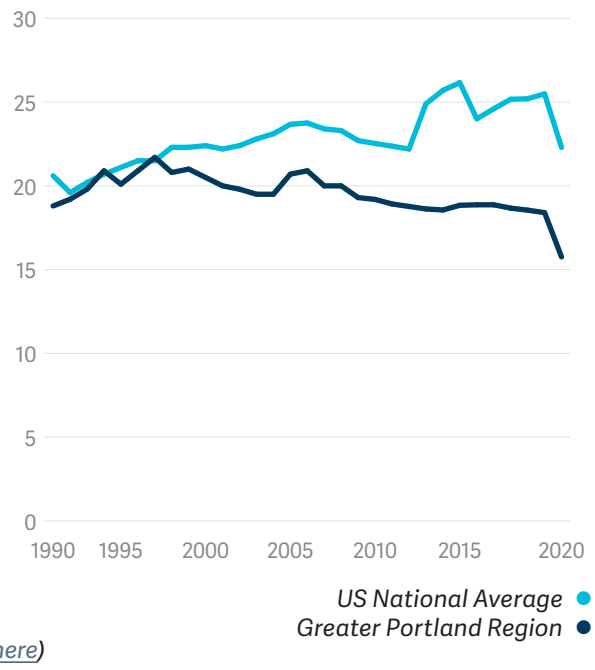


Figure 4. *Home-based VMT per capita by Metro transportation analysis zone (TAZ) (explore this map in more detail here)*

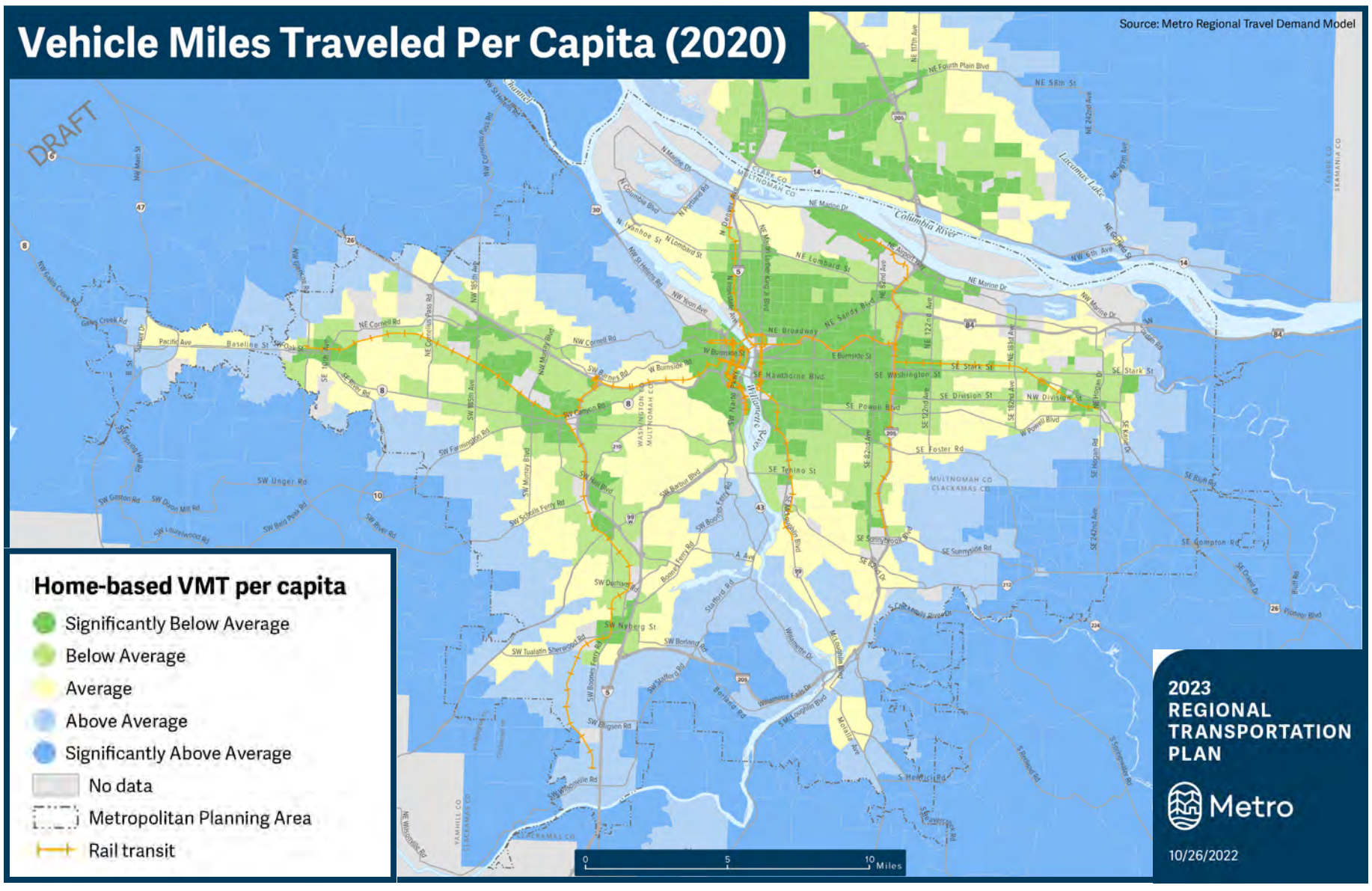
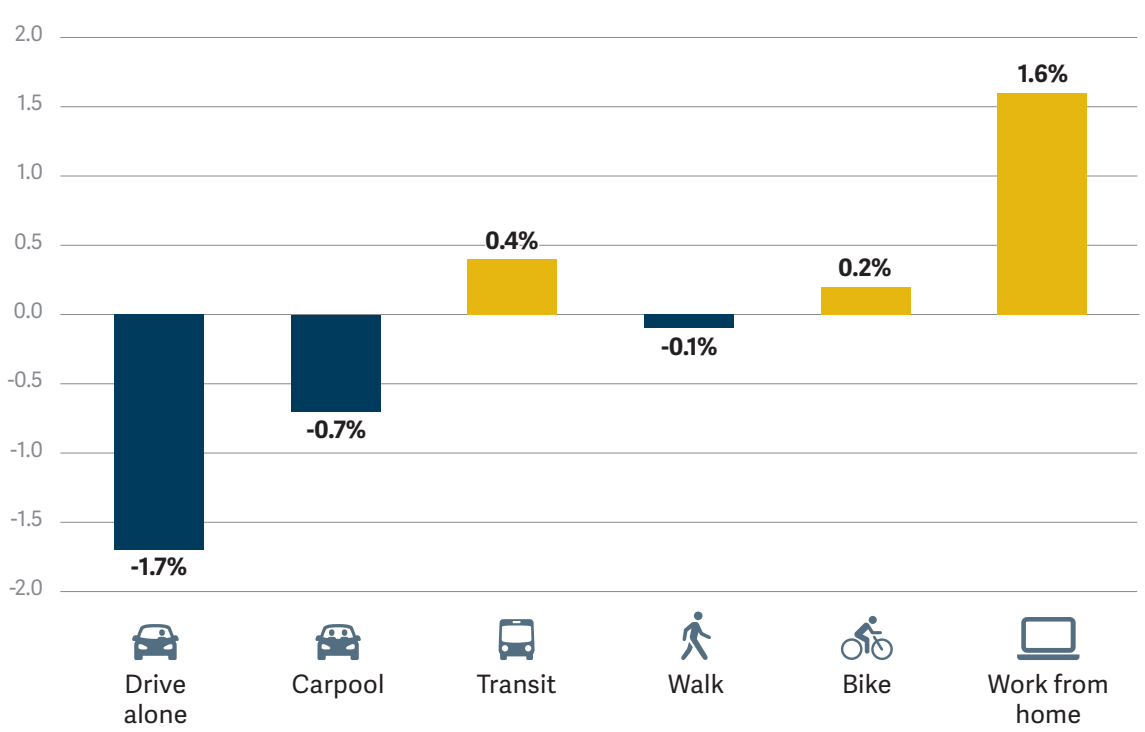


Figure 4 shows how home-based VMT per capita varies across the region. VMT per capita is lower in regional centers, along frequent transit lines, in many of the region's older neighborhoods, and in other communities that are rich with travel options.

VMT per capita is determined in large part by the share of trips that people take by modes other than driving. Reducing private vehicle trips is a significant part of reducing VMT per capita. Figure 5 shows change in regional mode shares for commute trips over the past decade. The share of people who drove to work, whether alone or in a carpool, fell, while the share of people who worked from home rose.

Figure 5. *Change in mode share, 2010-2019*



Based on US Census Bureau's 5 Year American Community Survey Estimates 2006-2010, and 2015-2019 for all tracts that intersect the Metro boundary

SAFETY

2023 Regional Transportation Plan Update

Zero is the region's goal. A safe system is how we get there.

In the greater Portland region, traffic fatalities and severe injuries are on the rise. People walking are more likely to die in crashes than people using other modes of transportation.

The region's approach to safety

In 2018, the Metro Council and Joint Policy Advisory Committee on Transportation adopted a target to reach zero traffic deaths and serious injuries by 2035. To achieve this goal, Metro and the region's transportation agencies employ a Safe System approach. The Safe System approach prevents the most serious crashes by holistically considering street design, speeds, people's behavior, and vehicles (Figure 1). Transportation agencies in the region use proven safety countermeasures to reduce roadway fatalities and serious injuries, including speed management, medians, crosswalk visibility enhancements, bicycle lanes, sidewalks, and more.

The guiding principles of the Safe System approach (Figure 2) acknowledge that people will make mistakes and may have road crashes—but the system should be designed so that those crashes will not result in death or serious injury. The Safe System approach emphasizes separation between people walking and bicycling and motor vehicles, access management and median separation of traffic, and survivable speeds.

Adopted Regional Transportation Plan (RTP) policies identify strategies and actions for regional partners to improve traffic and personal safety on the region's roadways. Actions include improving arterials with complete streets designs, managing speeds for safety, investing in Safe Routes to Schools, and increasing access to transit.

Figure 1. *Components of the Safe System approach*



Figure 2. *Guiding principles of the Safe System approach*

Safe System Approach

It is possible to PREVENT ALL traffic deaths

Proactively integrate HUMAN FAILING into design

FOCUS on analyzing FATAL and SEVERE CRASHES

PROACTIVELY design a forgiving system

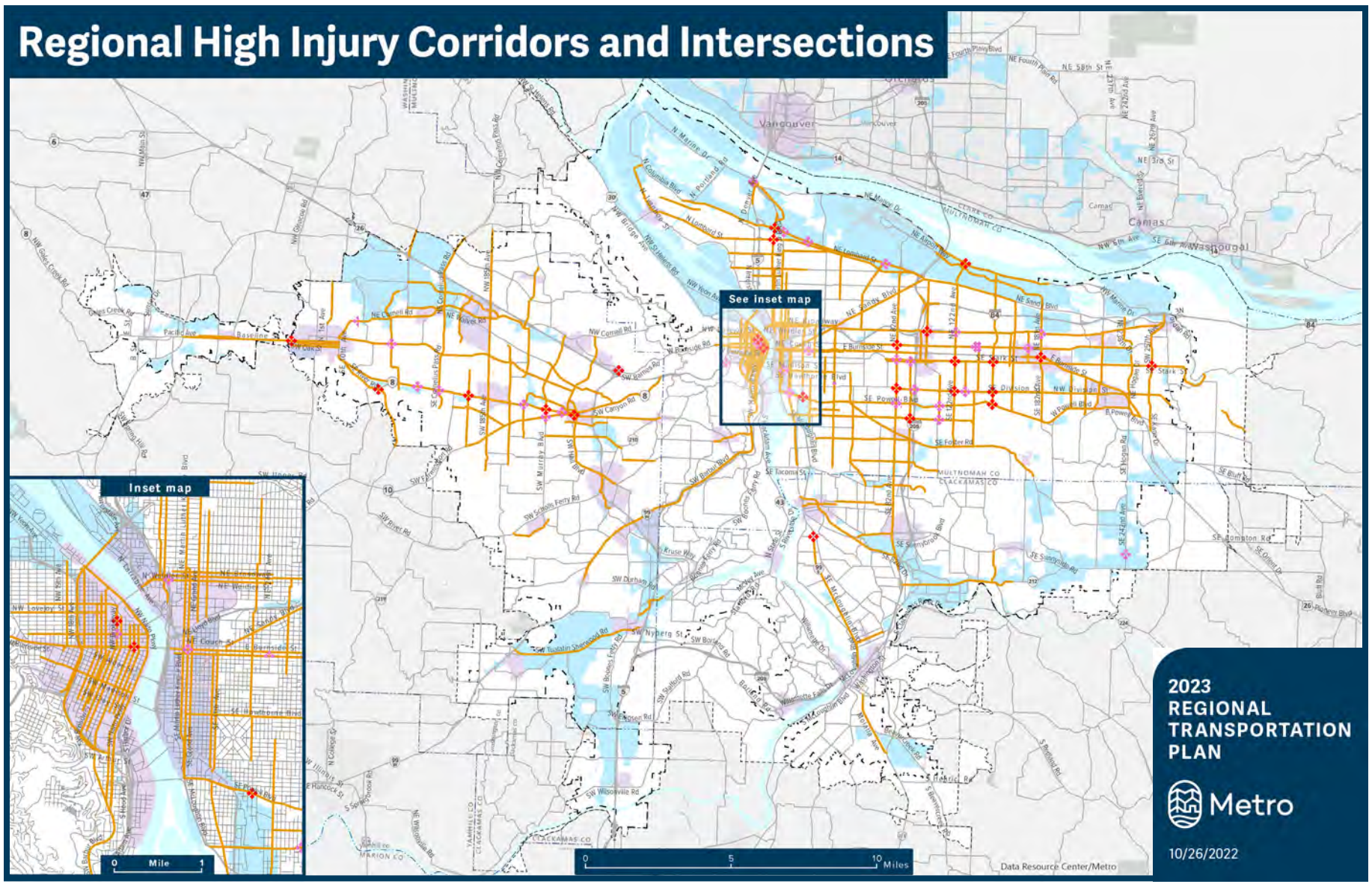
Saving lives is NOT EXPENSIVE

Did you know...

- About half (51%) of planned capital investments in the financially constrained 2018 RTP were safety benefit projects.
- Traffic fatalities in the Portland region have been increasing, except among people bicycling.
- Speeding, alcohol, and drugs are the most common contributing factors for crashes in the region. From 2016 to 2020, speed was involved in 35% of fatal crashes.
- Total crashes fell during the COVID-19 pandemic because fewer people were driving. However, the crashes that occurred were more likely to be fatal.
- The Portland region has fewer fatal crashes than other metro regions. Though it is the 25th most populous region in the US, it has the 50th highest rate of pedestrian traffic fatalities. This is in part because our commitment to compact urban growth is working.
- The regional pedestrian fatality rate increased from 1.22 in 2011-15 to 1.83 in 2016-20. This seems to be part of a national trend—the pedestrian fatality rate also rose across the US and in almost all peer metro regions during that same time period. Larger vehicles may be making crashes more dangerous for pedestrians.



Figure 3. *High injury corridors and intersections in the region (explore this map in more detail here)*



Regional High Injury Corridors

A majority of traffic deaths occur in a relatively small number of locations, mostly along arterial roads. Making these streets and intersections safer is critical to reducing crashes in the region. Figure 3 shows High Injury Corridors (where 60% of the region's fatal and serious crashes occur) and High Injury Intersections (those that are in the top 5% for severe injury rates are marked in pink; those that are in the top 1% are marked in red).

Traffic deaths and serious injuries

Regional partners are working together to eliminate traffic deaths and serious injuries on our streets. The latest data show that there is more work to do.

Traffic deaths are increasing (Figure 4). Severe injuries are also increasing, but more slowly, and there have been some declines during recent years. Overall, the region is not on track to meet its Vision Zero goal.

People who are walking and biking are particularly vulnerable

The vast majority of crashes in the region only involve vehicles. However, bicyclists, motorcyclists, and especially pedestrians are vulnerable travelers who face significantly higher risk of death when they are involved in crashes. As Figure 5 shows, though only 2% of crashes involve pedestrians, pedestrians represent 38% of traffic deaths. Protecting pedestrians is critical to preventing serious crashes.

Figure 4. *Annual traffic fatalities, compared to the trend, and target, 2009-2020 region*

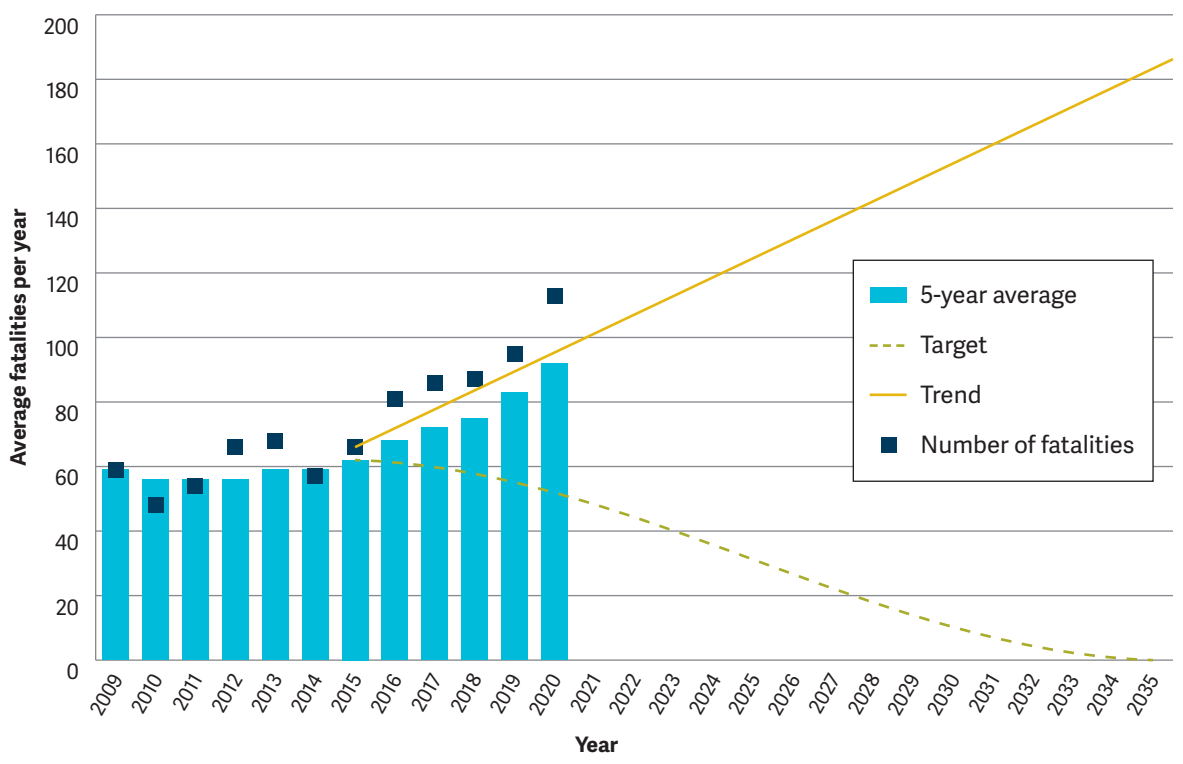
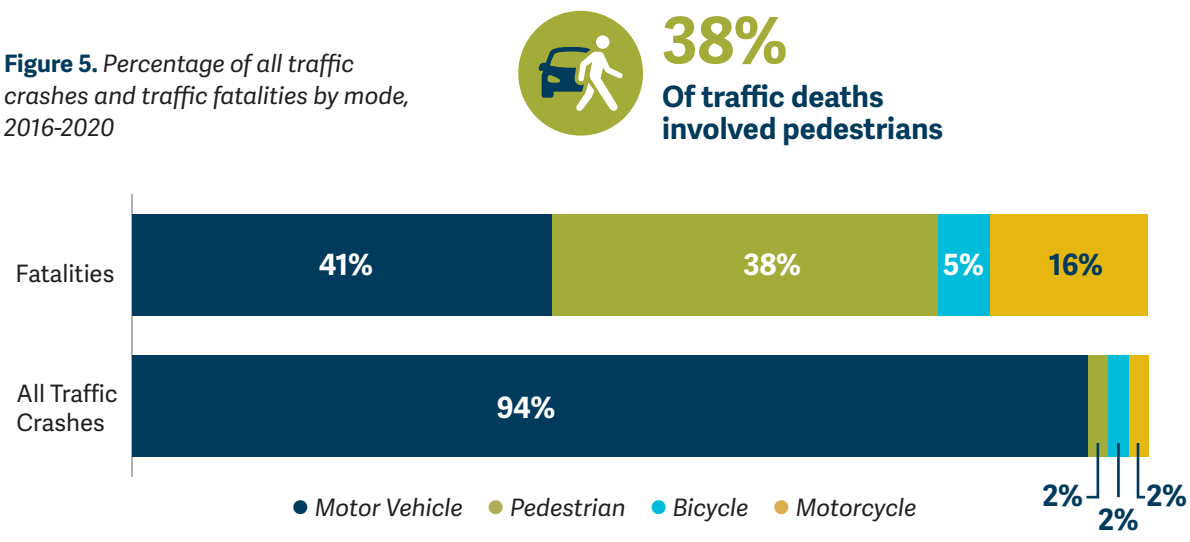


Figure 5. *Percentage of all traffic crashes and traffic fatalities by mode, 2016-2020*



EQUITY

2023 Regional Transportation Plan Update

The region's goals are only met when everyone shares in the benefits. Investing in transportation for marginalized communities will get us there.

The greater Portland region has made progress in restoring transportation justice, but some deep-seated inequities remain.

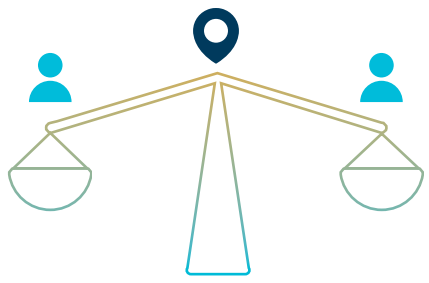
The region's approach to equity

The Regional Transportation Plan (RTP) directs Metro and its transportation agency partners to "prioritize transportation investments that eliminate transportation-related disparities and barriers for historically marginalized communities, with a focus on communities of color and people with low incomes." Metro has engaged marginalized communities across the region to better understand their transportation needs. These communities have emphasized the need for fast, frequent, affordable, and reliable transit connections to key destinations and safer walking and biking infrastructure, particularly near transit stops.



Equity Focus Areas

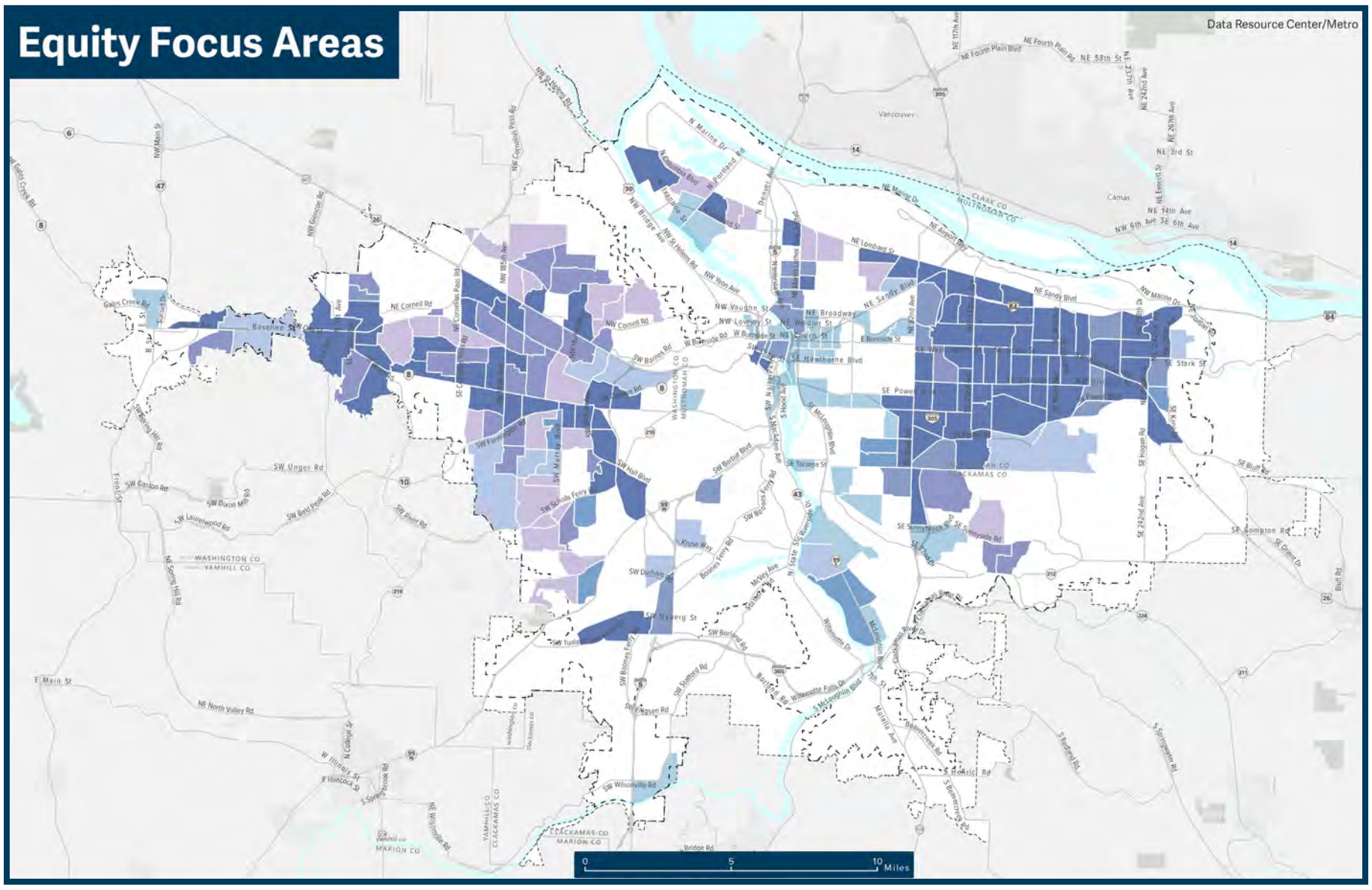
Equity Focus Areas (EFAs) are places where people of color, people with low incomes, and people with limited English proficiency are concentrated. These communities have been excluded from decisions, and negatively impacted by transportation projects. EFAs were identified to guide transportation plans and investments toward meeting these communities' needs, while accounting for regional growth and change. Figure 1 shows which marginalized groups are present in each EFA. EFAs are located throughout the region, and there are concentrations of EFAs in East Portland and Multnomah County and along Tualatin Valley Highway in Washington County.



Did you know...

- Home values rose by 48% from 2015 to 2020 and continued to increase during the pandemic. Home ownership rates are lower among people of color than they are among white people.
- The region is aging. The share of people 65 and older is growing, while all other age groups are declining. However, people under 44 will continue to be in the majority through 2045.
- The COVID-19 pandemic had particularly severe and long-lasting impacts on people of color and workers with low incomes. Black and Latino Americans were twice as likely to be hospitalized and three times as likely to die due to COVID-19 as white Americans.

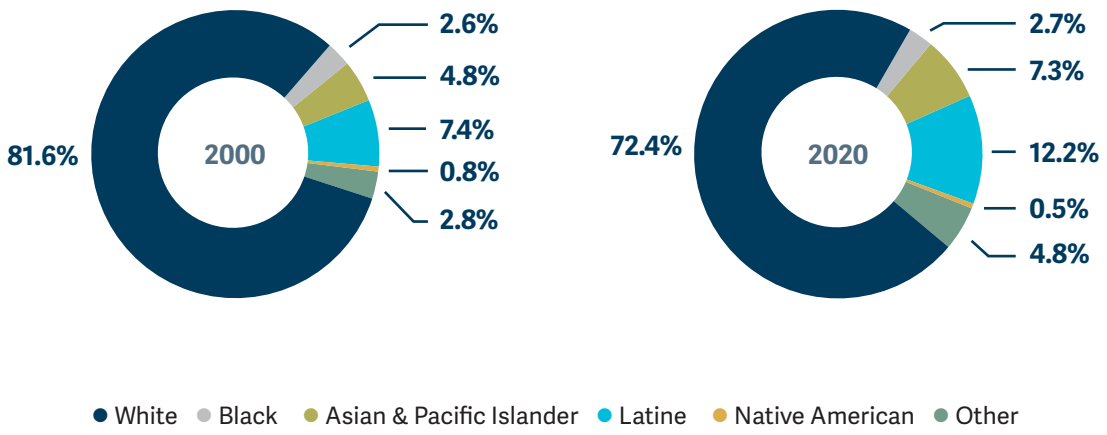
Figure 1. *Equity focus areas, 2020 (explore this map in more detail here)*



Recent demographic and economic changes

The region continues to grow more racially and ethnically diverse. The share of residents who identify as people of color has been increasing steadily over the past several decades; from under 1% in 1960 to 28% in 2020. Figure 2 shows how the racial and ethnic makeup of the region's population changed between 2000 and 2020, during which the share of residents who identify as people of color grew from 18% to 28%.

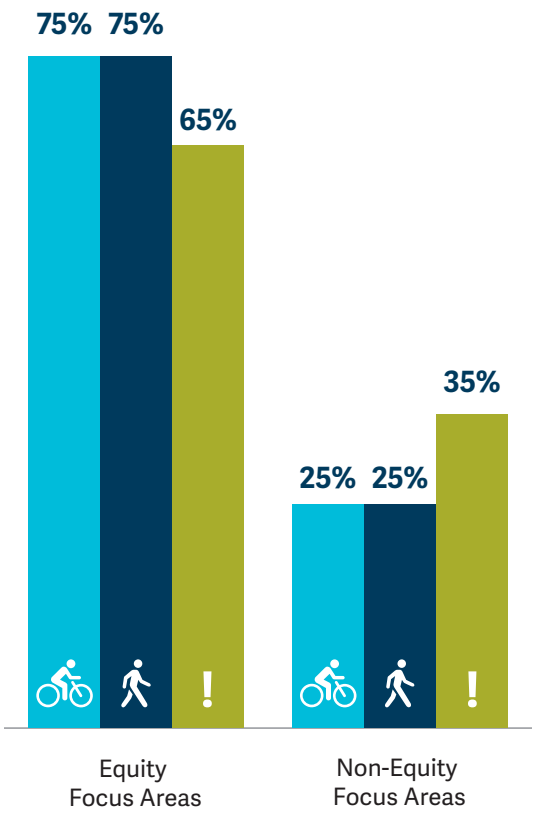
Figure 2. *Population by race and ethnicity in the seven-county region, 2000 and 2020*



Crashes and equity

A majority (65%) of fatal and severe injury crashes—and 75% of those crashes that involve pedestrians and bicyclists—are in EFAs (Figure 3). Addressing high-crash locations in these areas makes the transportation system safer for all users and makes the region more equitable.

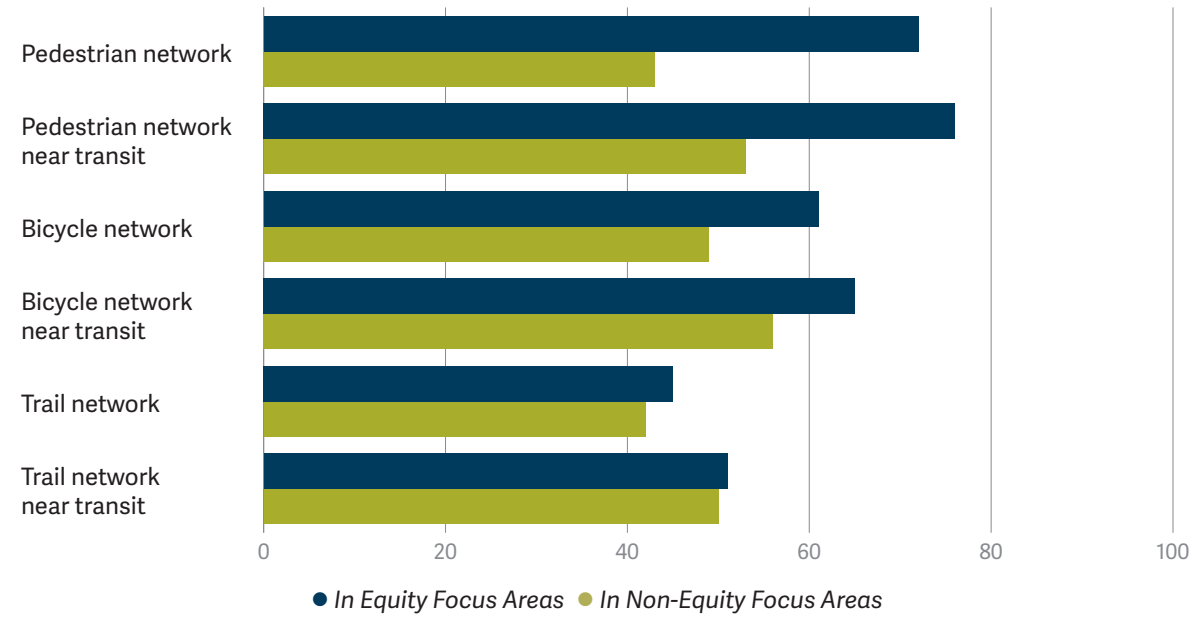
Figure 3. *Percentage of average annual traffic fatalities and severe injuries in EFAs*



System completeness in Equity Focus Areas

The active transportation network is generally more complete in EFAs than in other communities (Figure 4). However, significant portions of the network still need to be completed for everyone in the region to benefit from high-quality walking and biking connections.

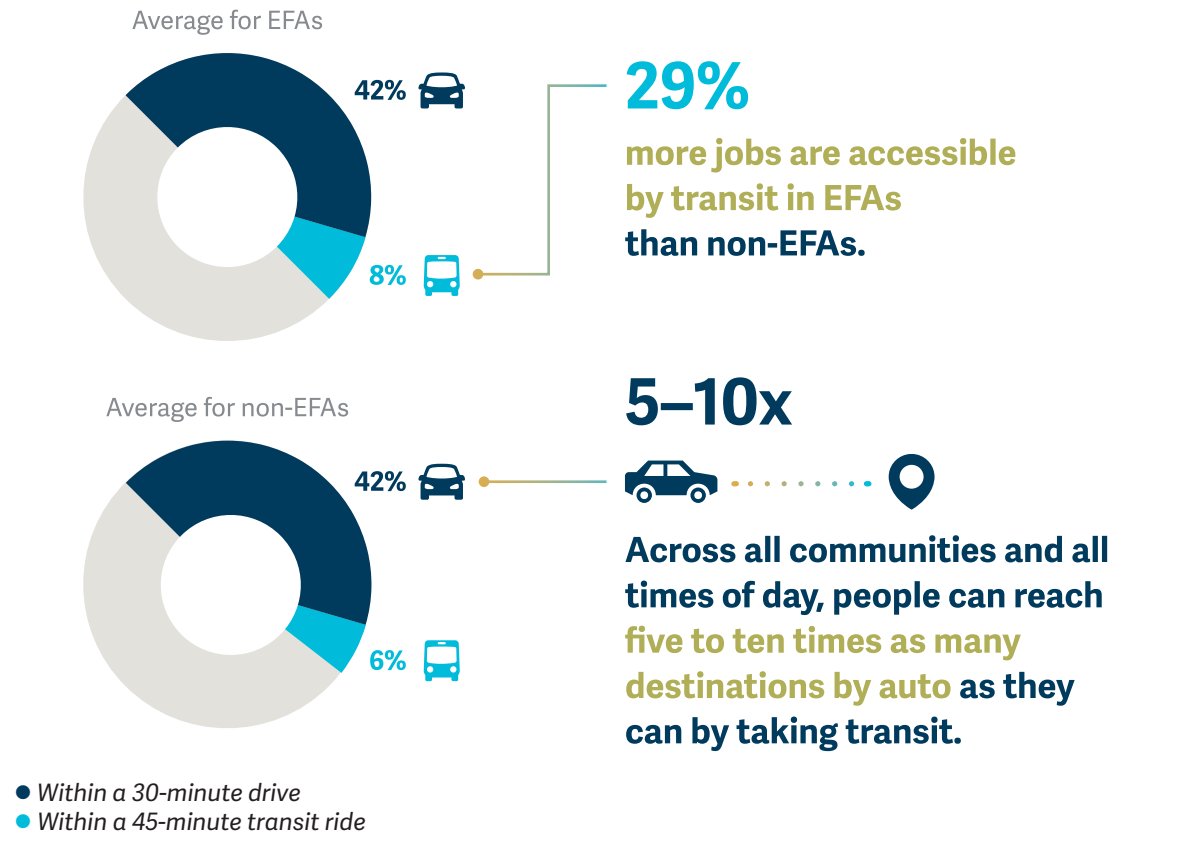
Figure 4. *System completeness by network type and geography*



Access to destinations via transit

EFA residents say that they need better transit connections between their communities and their destinations. Transit is the most affordable mode for longer-distance trips in the region. EFAs have better access to destinations by transit than other communities, but the transit system does not connect people to destinations nearly as well as driving does (Figure 5).

Figure 5. *Percentage of jobs accessible during rush hour*



May 2023

2023 Regional Transportation Plan
Draft project list overview and maps

This document contains information and maps summarizing the draft 2023 Regional Transportation Plan (RTP) constrained project list. Now that the RTP Call for Projects to city, county, state and special district partners is complete, Metro staff are seeking input on the draft project list on how these investments align with the policy framework set forth by Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) at their joint workshops in 2022.

This document is part of the extensive suite of information that will continue to be developed and used to evaluate the impacts of the RTP and finalize the plan. **Visit oregonmetro.gov/rtp for more information** about the update to the RTP and the draft project list.

Introduction
This overview and the attachments include information that can help the public, agency staff and decision makers understand the plan's investments.

The project list information is also available online in a variety of formats:

- **Interactive map** of the projects submitted is available online at: **https://drcmetro.maps.arcgis.com/apps/webappviewer/index.html?id=9cde84c8845c4c66a2ed1c41baedc956**
- **Interactive Airtable** that presents information about each project in tabular form, including a project description, estimated cost, timing and the high-level assessment results. The Airtable can be found at: **https://airtable.com/shrE3wFe9bla5ghTM/tblIiY1vwSuxgqFIf/viwTeTj2keSfc0D0m**
- **An excel workbook of the projects and all the information submitted** by jurisdictional partners can be downloaded here: **https://www.oregonmetro.gov/sites/default/files/2023/04/07/2023-RTP-Project-List-2023-03-23readonly.xlsx**

In addition to this information, a quantitative system-level evaluation of how the RTP performs with respect to specific RTP performance measures and targets is in process. That information is summarized in a separate document and will also help inform potential refinements to the draft project list.

RTP project list summaries

Project list summaries include aggregate information such as the distribution of projects across different types of investments and different cost categories. These summaries provide information on the spending profile of the RTP as well as context to help understand the types of information discussed below.

- **By investment scenario**: The RTP contains several different investment scenarios that represent when projects are intended to be built (short- vs. long-term also

referred to as 2030 vs. 2045) and whether or not funding is expected to be available to cover the project given other priorities (constrained vs. strategic). This information can help to understand the timing and prioritization of projects. For example a project on the 2030 constrained list is a project the region expects to be able to fund by 2030.

- **By investment category:** Nominating agencies assign an investment category to all RTP projects that represents how the majority of project funds will be spent. These categories describe characteristics such as the type of investment (capital vs. maintenance and/or operations), the primary mode of investment (transit and active transportation) or the type of facility involved (throughways vs. roads and bridges). These categories are important for understanding the RTP's investment priorities and also for demonstrating financial constraint (i.e., that the region can be reasonably expected to have the funding to play for planned investments) since many of the revenue streams accounted for in the RTP are restricted to certain types of projects.
- **By cost category**: The projects in the RTP range in cost from roughly $1.5 million to $6 billion dollars. Some investment categories consist of hundreds of smaller projects and some consist of a few large projects. Looking at projects by cost can help to understand how and the RTP is investing in different priorities, and can also help stakeholders strategically identify opportunities to improve the project list.

The capital investment categories include:

- *Road and bridge* projects, including "complete street" reconstructions, arterial street connectivity and widening, and highway overcrossings that provide mobility and access for all modes of travel.
- *Throughway* projects that add or reconfigure lanes on throughways, and which may also include improvements to nearby surface streets, active transportation facilities, and transit facilities.
- *Freight access* projects that improve access and mobility for national and international rail, air and marine freight to reach destinations within the region's industrial areas and to the regional throughway system.
- *Transit capital* projects include high-capacity transit extensions and regional, corridor or site-specific projects to improve speed and reliability of bus and streetcar service.
- *Walking and biking* projects fill important gaps in sidewalks, bikeways and trails to make biking and walking safe, convenient and accessible for all ages and abilities.
- *Information and technology* projects use information and technology to manage travel demand and/or the transportation system and to help people learn about travel options.
- *Megaprojects* include multimodal projects that cost over $2 billion. The Interstate 5 Bridge Replacement is currently the only project in this category.
- *Other* projects include regional programmatic investments like the Regional Travel Options program.
- *Transit service and operations* projects fund the continued operation of the existing transit network.
- *Transit maintenance* projects fund the maintenance of the existing transit network.
- *Road, bridge, and throughway maintenance* projects maintain the existing roadway network, sometimes including existing on-street active transportation facilities.

Investment scenarios include:

- The *short-term constrained* scenario includes projects that the region can reasonably expect to build between 2023 and 2030 with the funds that are likely to be available during that time period. The highest priority projects in the region typically end up in this scenario.
- The *long-term constrained* scenario includes projects that the region can reasonably expect to build between 2031 and 2045 with the funds that are likely to be available during that time period. This scenario covers twice as many years as the short-term constrained scenario, and its budget is also roughly double the size.
- The *total constrained* or *constrained* scenario includes both the short- and long-term constrained scenarios, and therefore all investments that the region can reasonably expect to fund between 2023 and 2045.
- The *strategic scenario* includes additional strategic priority investments that could be built with additional transportation resources if they became available in the region. These projects are not anticipated to be completed unless new, as of yet identified funding becomes available. Since the financial forecast for the next several years is generally much clearer than for later years, Strategic projects are assumed to be implemented between 2031 and 2045.

Overview of Throughway Capacity, Bridge and Transit Capital Investments Proposed for the 2023 Regional Transportation Plan

Metro staff developed a summary of all throughway capacity projects, bridge projects with a cost of more than $500 million, and all high capacity transit and Better Bus projects submitted by agency partners. Projects shown in blue text have completed NEPA work (or NEPA work is underway).

RTP project list maps

Metro staff developed regional-level maps of the draft constrained project list to show the general location of all capital projects and transit service submitted by agency partners.

- RTP constrained project list map (region-wide)
- TriMet and SMART transit capital projects and transit service maps (region-wide)
    - 2020
    - 2030 Constrained Service
    - 2045 Constrained Service
- ODOT constrained capital projects map (region-wide)

DRAFT CONSTRAINED PROJECT LIST

RTP spending by investment category

Capital projects make up 35% of the total constrained project list. Operations and maintenance comprise the remaining 65%. For more information about the projects and the 2023 Regional Transportation Plan visit: **oregonmetro.gov/rtp**.

DRAFT

REGIONWIDE

$25.3B
CAPITAL PROJECT SPENDING
[YEAR OF EXPENDITURE $]



- 12% Walking + Biking
- 11% Transit Capital
- 31% Roads + Bridges
- 19% Throughways
- 24% I-5 IBR Program
- 2% Freight Access
- 2% Info + Technology

$48.0B
OPERATIONS + MAINTENANCE SPENDING
[YEAR OF EXPENDITURE $]



- 58% Transit Service + Operations
- 10% Transit Maintenance
- 32% Throughway+Road+Bridge Maintenance

$73.3B
total RTP project spending
[YEAR OF EXPENDITURE $]

SHARE OF CAPITAL SPENDING BY PROJECT LOCATION

PORTLAND



CAPITAL PROJECT SPENDING [YEAR OF EXPENDITURE $] $15.4B

- 6% Walking + Biking
- 14% Transit Capital
- 20% Roads + Bridges
- 39% I-5 IBR Program
- 17% Throughways
- 2% Freight Access
- 3% Info + Technology

CLACKAMAS COUNTY



CAPITAL PROJECT SPENDING [YEAR OF EXPENDITURE $] $7.2B

- 12% Walking + Biking
- 13% Transit Capital
- 33% Roads + Bridges
- 37% Throughways
- 1% Freight Access
- 5% Info + Technology

MULTNOMAH COUNTY (NON-PDX)



CAPITAL PROJECT SPENDING [YEAR OF EXPENDITURE $] $3.0B

- 12% Walking + Biking
- 21% Transit Capital
- 51% Roads + Bridges
- 1% Throughways
- 3% Freight Access
- 12% Info + Technology

WASHINGTON COUNTY



CAPITAL PROJECT SPENDING [YEAR OF EXPENDITURE $] $9.4B

- 11% Walking + Biking
- 22% Transit Capital
- 50% Roads + Bridges
- 13% Throughways
- 4% Info + Technology

NOTES:

1. Year of Expenditure $ represent current year costs inflated to a projected cost for the year of expenditure.
2. Percentages may not add up due to rounding.
3. Road and bridge projects include street reconstructions, new street connections and widening, and throughway overcrossings with designs that support walking and biking to provide mobility and access for all modes of travel.
4. Freight access projects improve access and mobility for national and international rail, air and marine freight to reach destinations within the region's industrial areas and to the regional throughway system.
5. City/county totals do not sum to regional totals because many RTP projects cross county lines. Where this is the case, the entire project cost is included in the totals for each county in which it is located.
6. The I-5 Interstate Bridge Replacement (IBR) Program is reported separately due to the overall cost and mix of investments that would be constructed as part of the project. The project would replace I-5/ Columbia River bridges, add auxiliary lanes and improve interchanges on I-5, extend light rail transit from Expo Center to Vancouver, WA., add walking and biking facilities and implement variable rate tolling.

DRAFT CONSTRAINED PROJECT LIST

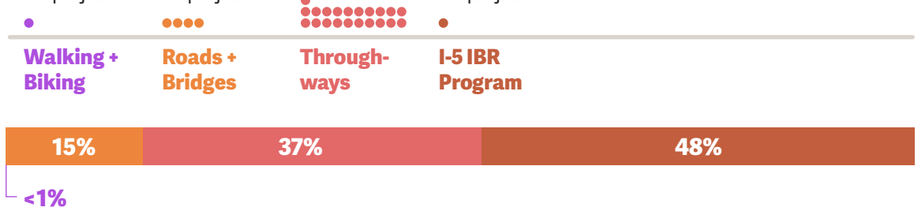
Nominating agencies: number and cost of capital projects by investment category

The 2023 Regional Transportation Plan will include an updated list of transportation investment priorities for the greater Portland region for the next 20 years. This list will include investments such as transit, sidewalk, bridge, bikeway and roadway projects as well as transit service and road maintenance and operations. Among these projects, some will be prioritized for funding within the next seven years, by 2030. The information in this document provides a breakdown of capital projects by nominating agency. For more information about the projects and the 2023 Regional Transportation Plan visit: oregonmetro.gov/rtp.

DRAFT

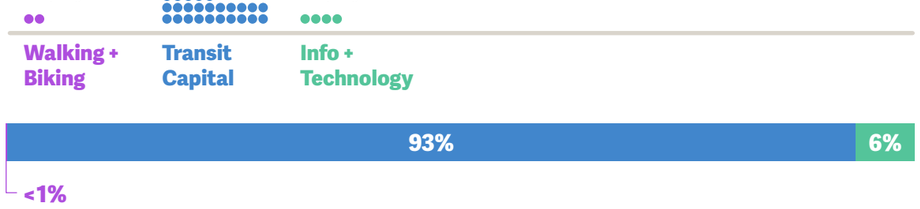
ODOT

$12.61B total constrained capital RTP spending [YOE $]



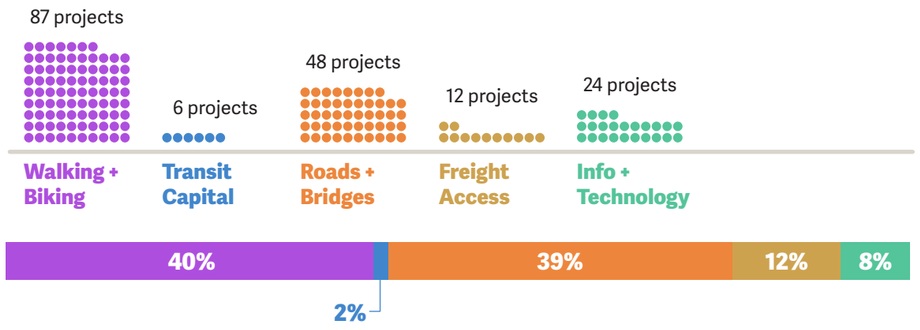
TRIMET

$2.38B total constrained capital RTP spending [YOE $]



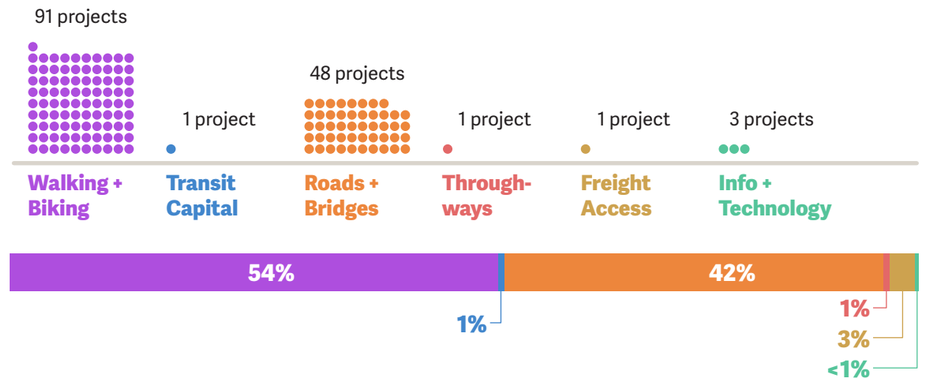
CITY OF PORTLAND

$2.08B total constrained capital RTP spending [YOE $]



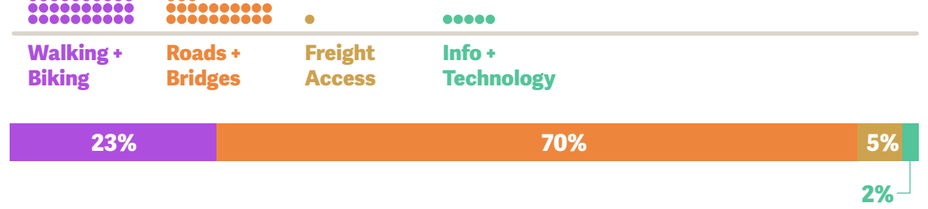
CLACKAMAS COUNTY

$1.62B total constrained capital RTP spending [YOE $]



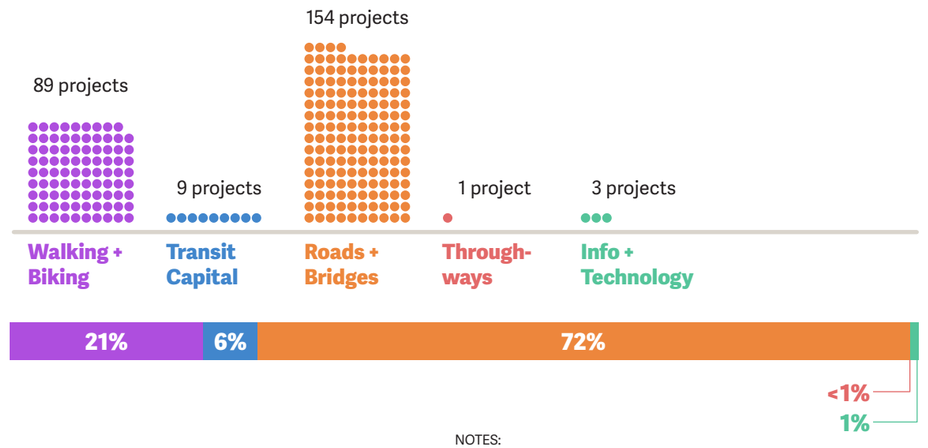
MULTNOMAH COUNTY (NON-PDX)

$1.65B total constrained capital RTP spending [YOE $]



WASHINGTON COUNTY

$4.66B total constrained capital RTP spending [YOE $]



NOTES:

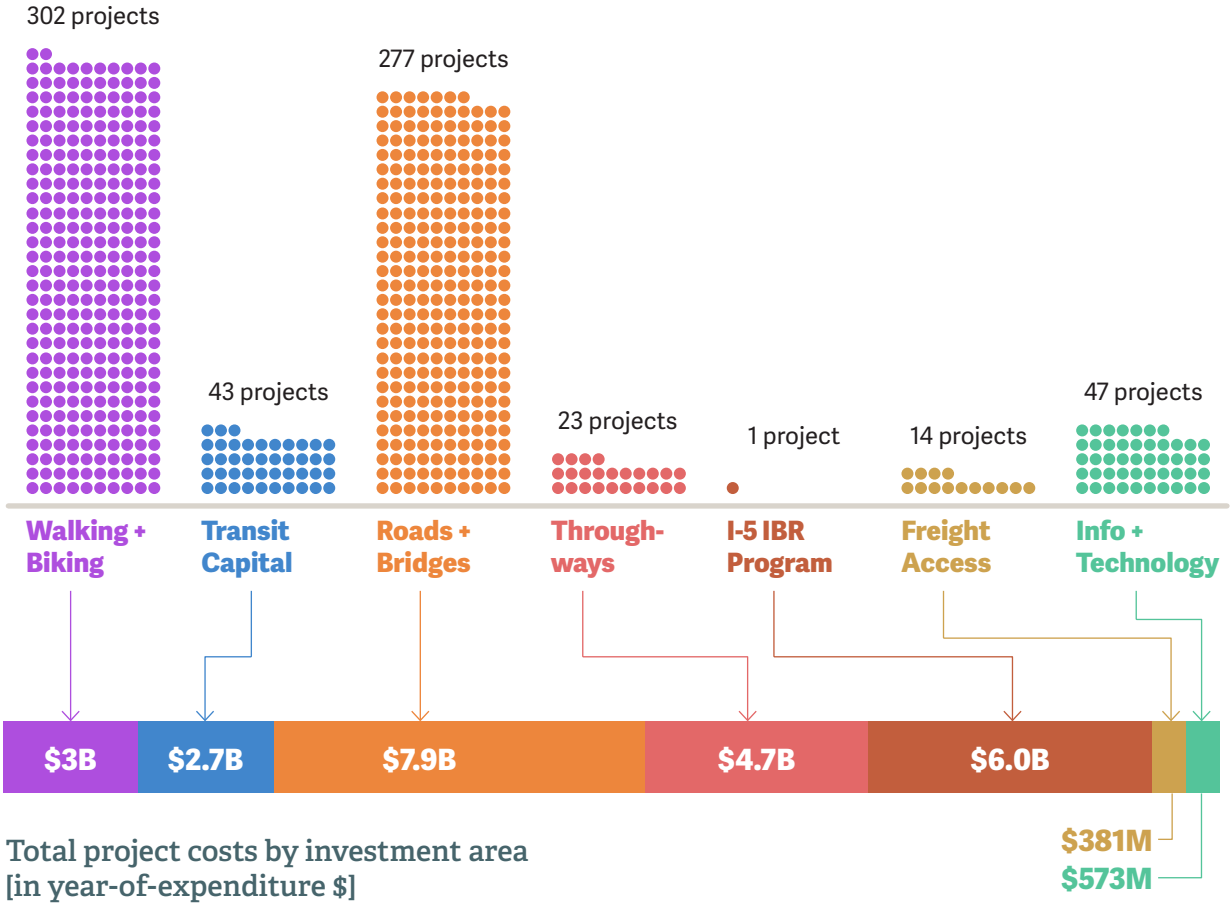
1. The information is for capital projects only; operations and maintenance costs are not included.
2. County project summaries include cities within the county.
3. Project costs are in year-of-expenditure dollars.
4. The investment category for each project is assigned by the lead agency on the project and represents how the majority of project funds will be spent.
5. Percentages may not add up due to rounding.

4/11/2023

DRAFT CONSTRAINED PROJECT LIST

Number and cost of capital projects by investment category

Road and transit operations and maintenance costs are not presented here. For more information about the projects and the 2023 Regional Transportation Plan visit: **oregonmetro.gov/rtp**.

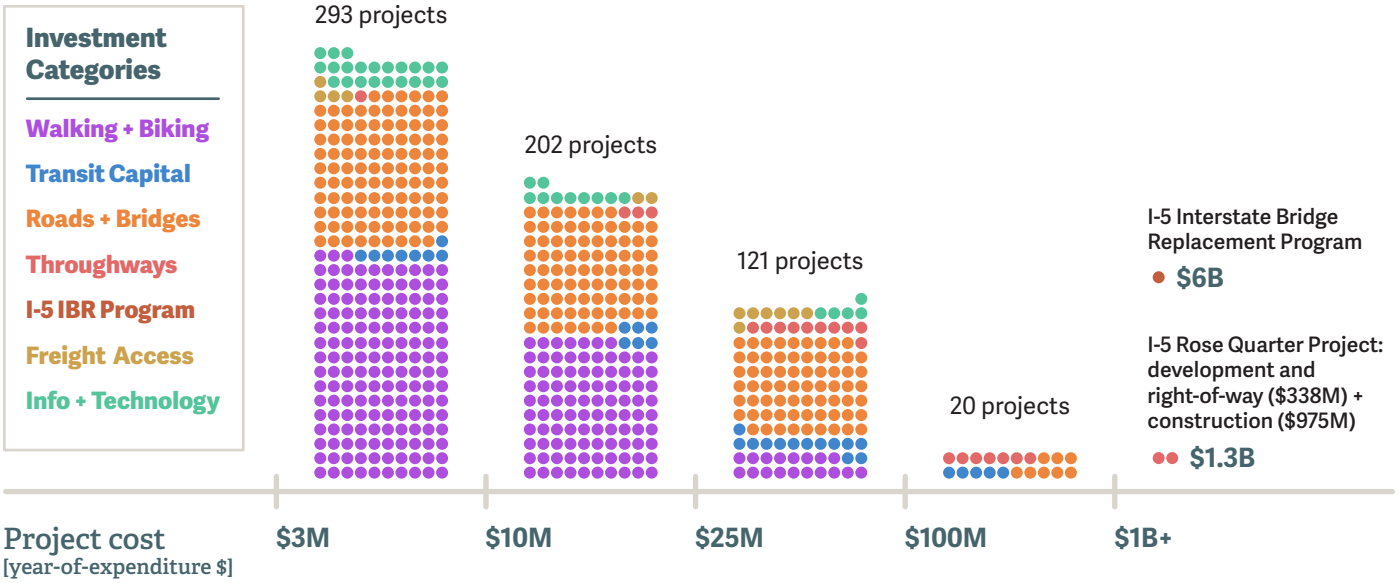


Total project costs by investment area
[in year-of-expenditure $]

DRAFT CONSTRAINED PROJECT LIST

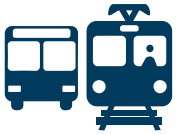
Cost range of capital projects by investment category

Road and transit operations and maintenance costs are not presented here. For more information about the projects and the 2023 Regional Transportation Plan visit: **oregonmetro.gov/rtp**.



Overview of Throughway Capacity, Bridge and Transit Capital Investments Proposed for the 2023 Regional Transportation Plan

This document summarizes all throughway capacity projects, bridge projects with a cost of more than $500 million, and all high capacity transit and Better Bus projects submitted by agency partners. Projects shown in blue text have completed NEPA work (or NEPA work is underway). *RTP IDs are shown in italics.* For more information about the projects and the 2023 Regional Transportation Plan visit: **oregonmetro.gov/rtp.**

	2030 Constrained	2045 Constrained	2045 Strategic/Unconstrained
Throughway & Bridge 	• I-5/Rose Quarter Improvement Project *(10867, 11176)* • I-205/Abernethy Bridge *(11969, under construction)* • I-205 widening and I-205 Toll Project *(11586, 11904, 12099)* • I-5 and I-205: Regional Mobility Pricing Project *(12304)* • OR 212/224 Sunrise Project Ph. 2 (PE, RW) *(10890)* • OR 224 WB widening *(11350)* • Earthquake Ready Burnside Bridge Project *(11376, 12076)* • I-5 Boone Bridge and Seismic Improvement Project (PE, RW) *(12305)*	• I-5/Interstate Bridge Replacement Program *(10866)* • OR 212/224 Sunrise Project Ph. 2 (CON) *(11301)* • I-5 Boone Bridge and Seismic Improvement Project (CON) *(11990)* • I-5 NB braided ramps *(11989)* • I-5 NB auxiliary lane extension Ph. 2 *(11402)* • I-5 SB truck climbing lane *(11984)* • OR 217 SB braided ramps *(11988)* • US 26/185th Avenue on-ramp widening *(12148)*	• Sunrise Project Ph. 3 *(12020)* • I-5 NB auxiliary lane extension Ph. 3 *(11583)* • I-5/OR 217 Interchange Ph. 2 *(11302)* • OR 217 capacity improvements *(11582)* • OR 217 NB auxiliary lane extension *(11976)* • US 26 widening *(11393)*
High Capacity Transit 	• MAX Red Line Improvements *(10922, under construction)* • Southwest Corridor (PD) *(12322, 12301)* • 82nd Avenue Transit Project *(12029)* • Tualatin Valley Highway Transit Project *11589)* • Montgomery Park Streetcar *(11319)*	• I-5/Interstate Bridge Replacement Program *(10866)* • Southwest Corridor (PD, PE, RW) *(12292, 12300)* • Steel Bridge Transit Bottleneck (PD) *(12050)*	• Southwest Corridor (CON) *(11587)* • Steel Bridge Transit Bottleneck (CON) *(10921)* • Beaverton-Hillsdale Highway Corridor HCT *(12290)* • Burnside/Stark Corridor HCT *(12286)* • Lombard/Cesar Chavez Corridor HCT *(12288)* • Martin Luther King Jr. Corridor HCT *(12287)* • SW 185th Corridor HCT *(12289)* • Sunset Highway Corridor HCT *(11912)* • Forest Grove HCT *(10771)* • AmberGlen/N. Hillsboro Streetcar (*11278, 11573)* • NW Lovejoy to Hollywood Streetcar Extension *11102)* • Johns Landing Streetcar *(11639)* • WES expansion to Salem *(11751)*

Metro

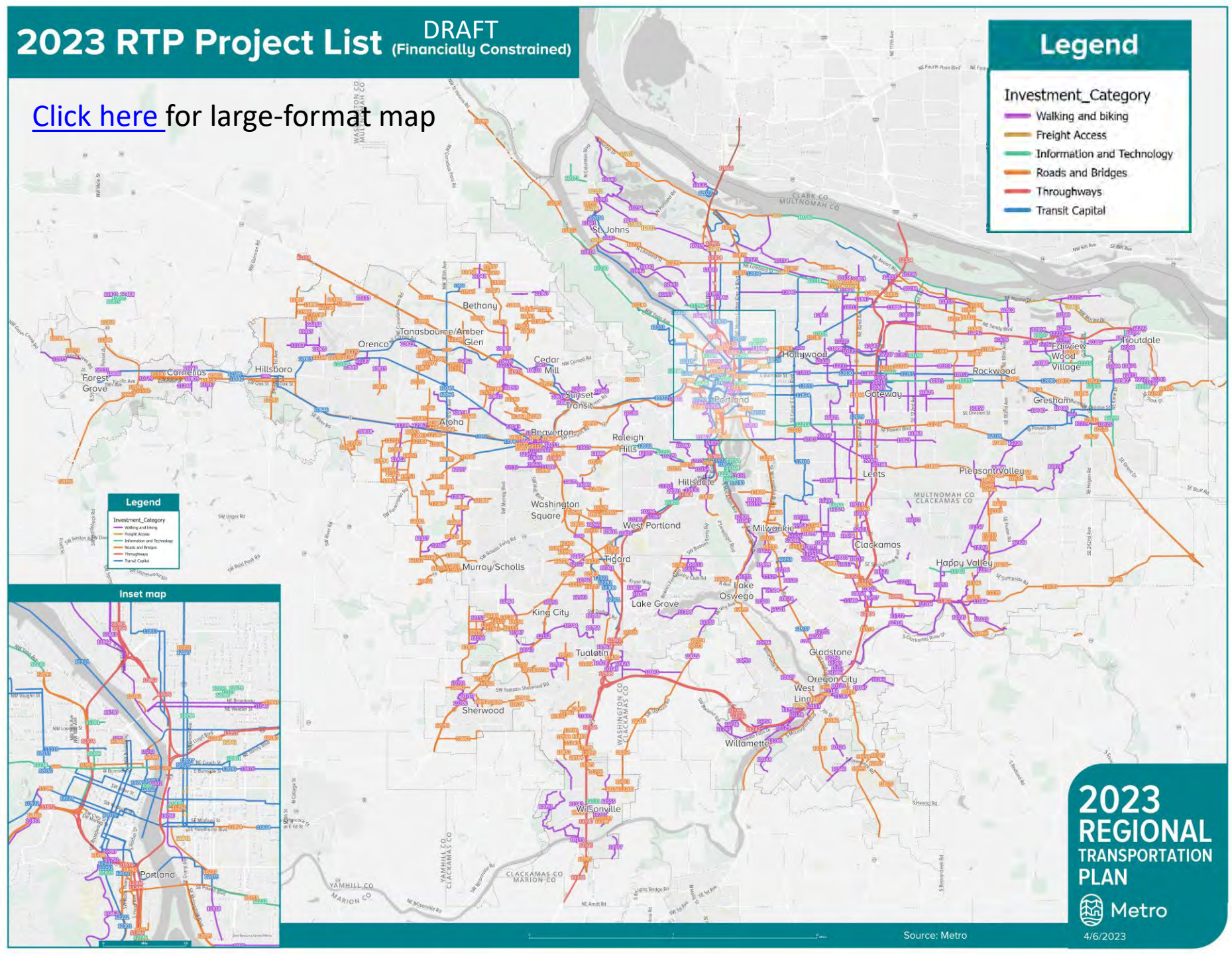
	2030 Constrained	2045 Constrained	2045 Strategic/Unconstrained
Better Bus 	• East Burnside/SE Stark Enhanced Transit Project *(12030)* • Lombard/Cesar Chavez Enhanced Transit Project *(12034)* • NE MLK Jr Blvd Enhanced Transit Project *(12027)* • NE Sandy Blvd Enhanced Transit Project *(12028)* • SE Belmont Enhanced Transit Project *(12033)* • SE Hawthorne/Foster Ave Enhanced Transit Project *(11834)* • Portland Central City Portals Enhanced Transit *(11761)* • SE Powell Blvd Enhanced Transit Project *(12035)* • SW Beaverton-Hillsdale Hwy Enhanced Transit Project *(12032)* • 122nd Avenue Corridor Transit Improvements *(11868)* • Additional transit supportive projects region-wide *(including 10779 and 11440)*	• Cornell/Barnes/ Line 48 Enhanced Transit Project *(12063)* • 185th and Farmington/Line 52 Enhanced Transit Project *(12064)* • Inner North Portland (Vancouver/Williams/ Mississippi/Albina) Enhanced Transit Project *(11833)* • ETC/Rose Lanes Transit Improvement Fund *(12232)* • Additional transit supportive projects region-wide *(including 11441, 10805 and 10846)*	• 99W Enhanced Transit Project *(12176)* • Additional transit supportive projects region-wide

Acronyms used for project phases

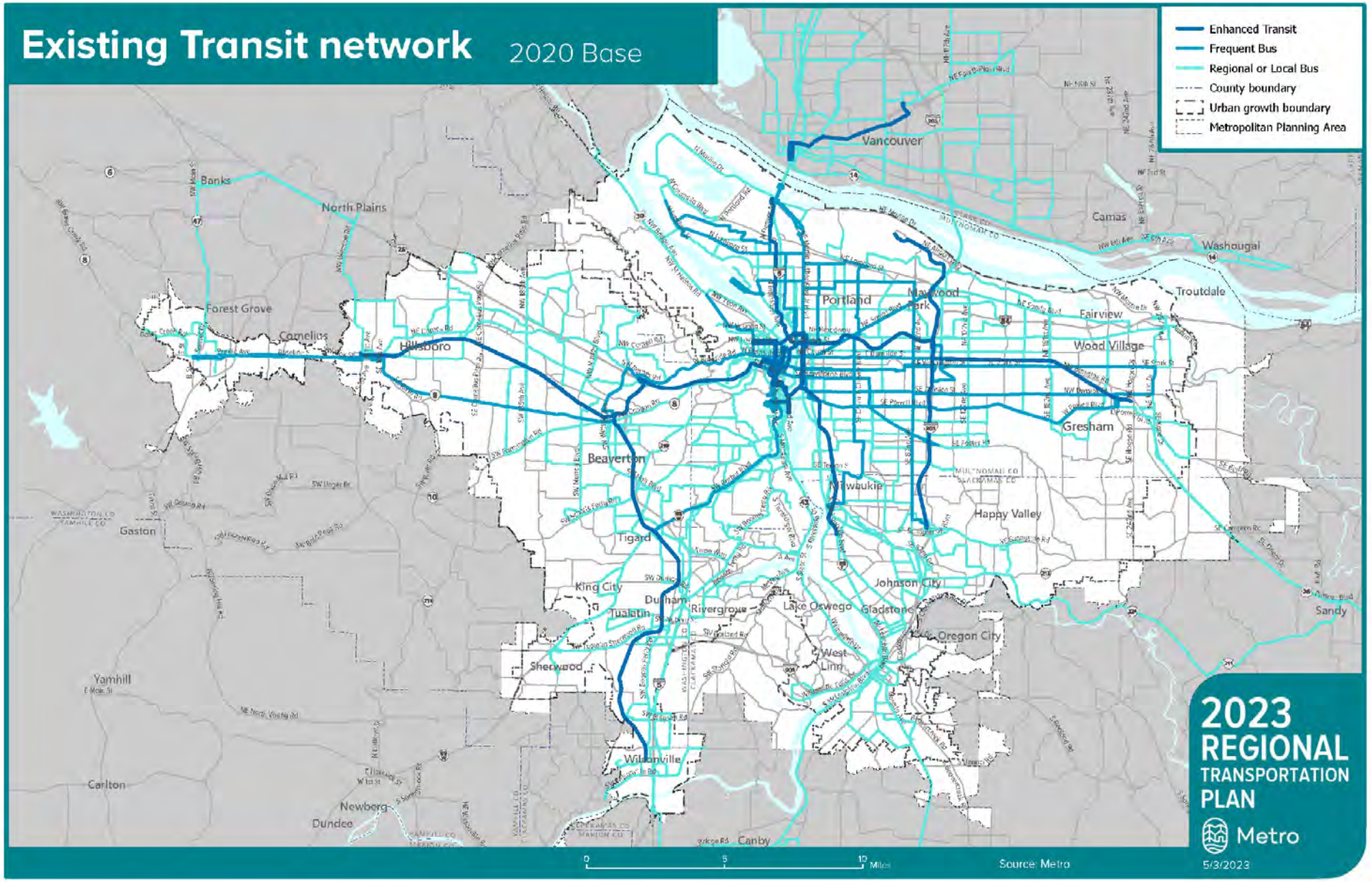
- NEPA = National Environmental Policy Act
- PD = project development
- PE = preliminary engineering
- RW = right-of-way
- CON = construction
- Ph. = phase

2023 RTP Project List DRAFT (Financially Constrained)

[Click here](#) for large-format map

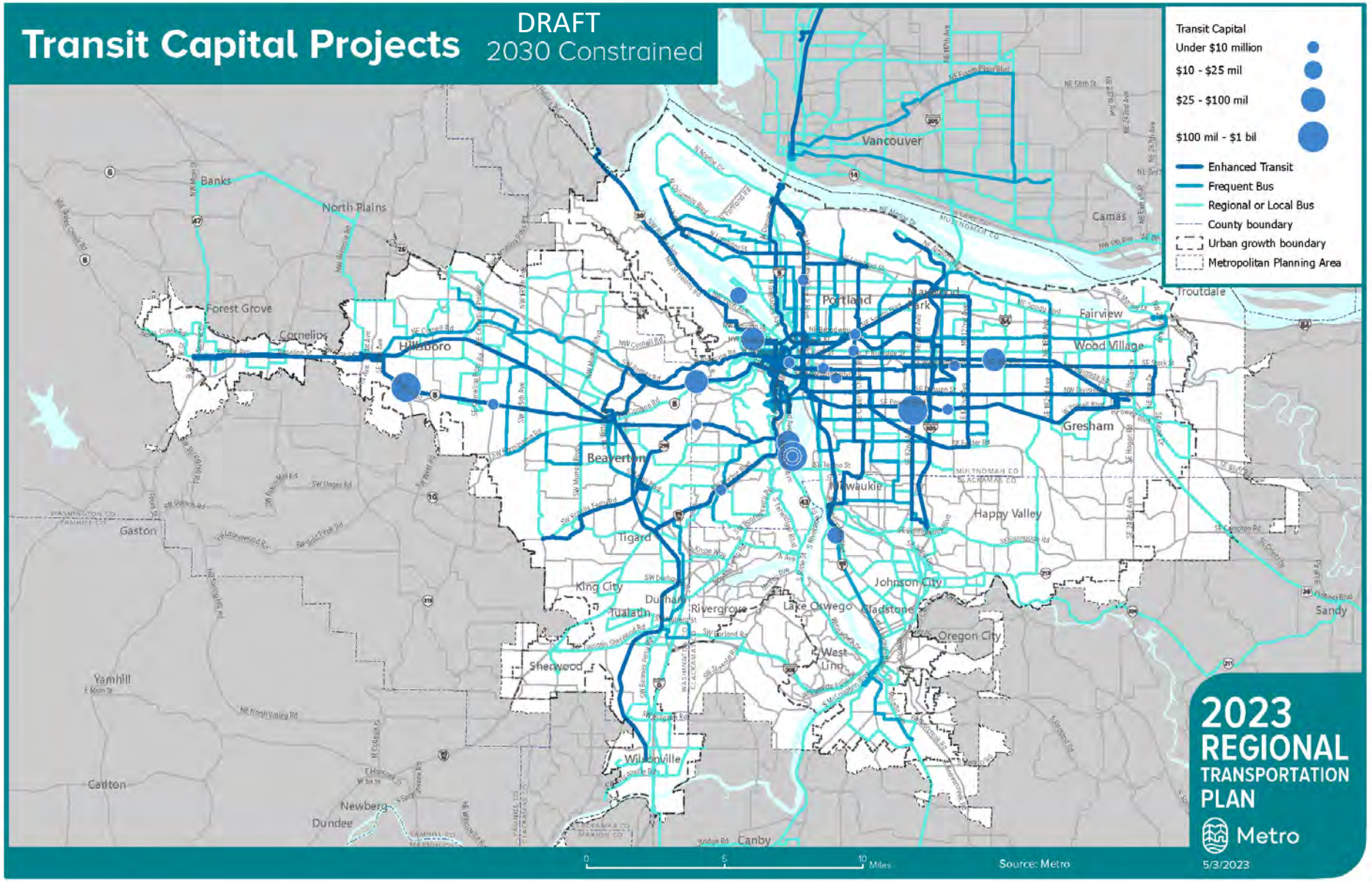


TriMet and SMART Transit Service and Capital Projects



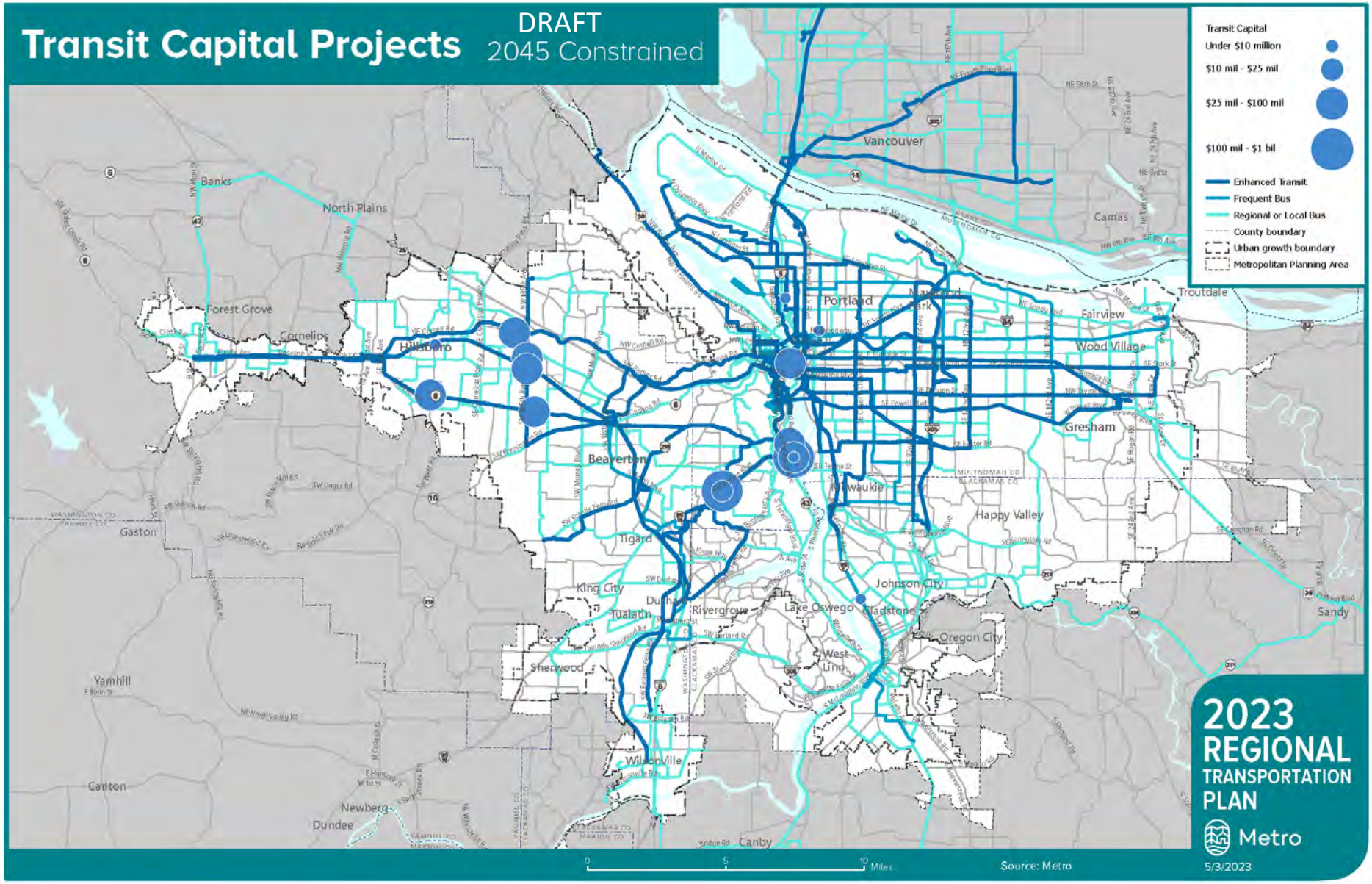
This map also includes C-Tran and other transit service from outside the planning area boundary.

TriMet and SMART Transit Service and Capital Projects



This map also includes C-Tran and other transit service from outside the planning area boundary.

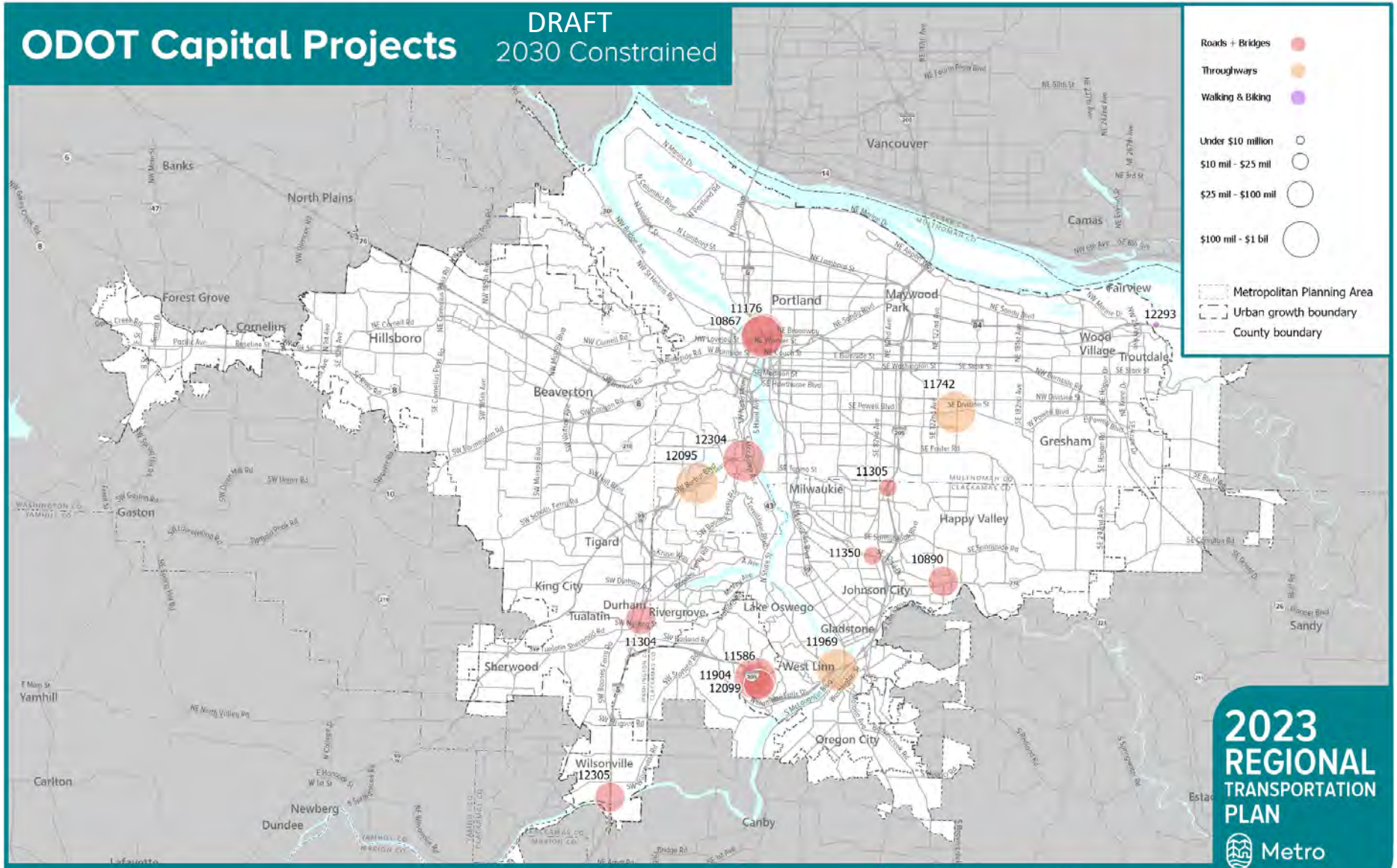
TriMet and SMART Transit Service and Capital Projects



This map also includes C-Tran and other transit service from outside the planning area boundary.

ODOT Capital Projects

DRAFT
2030 Constrained



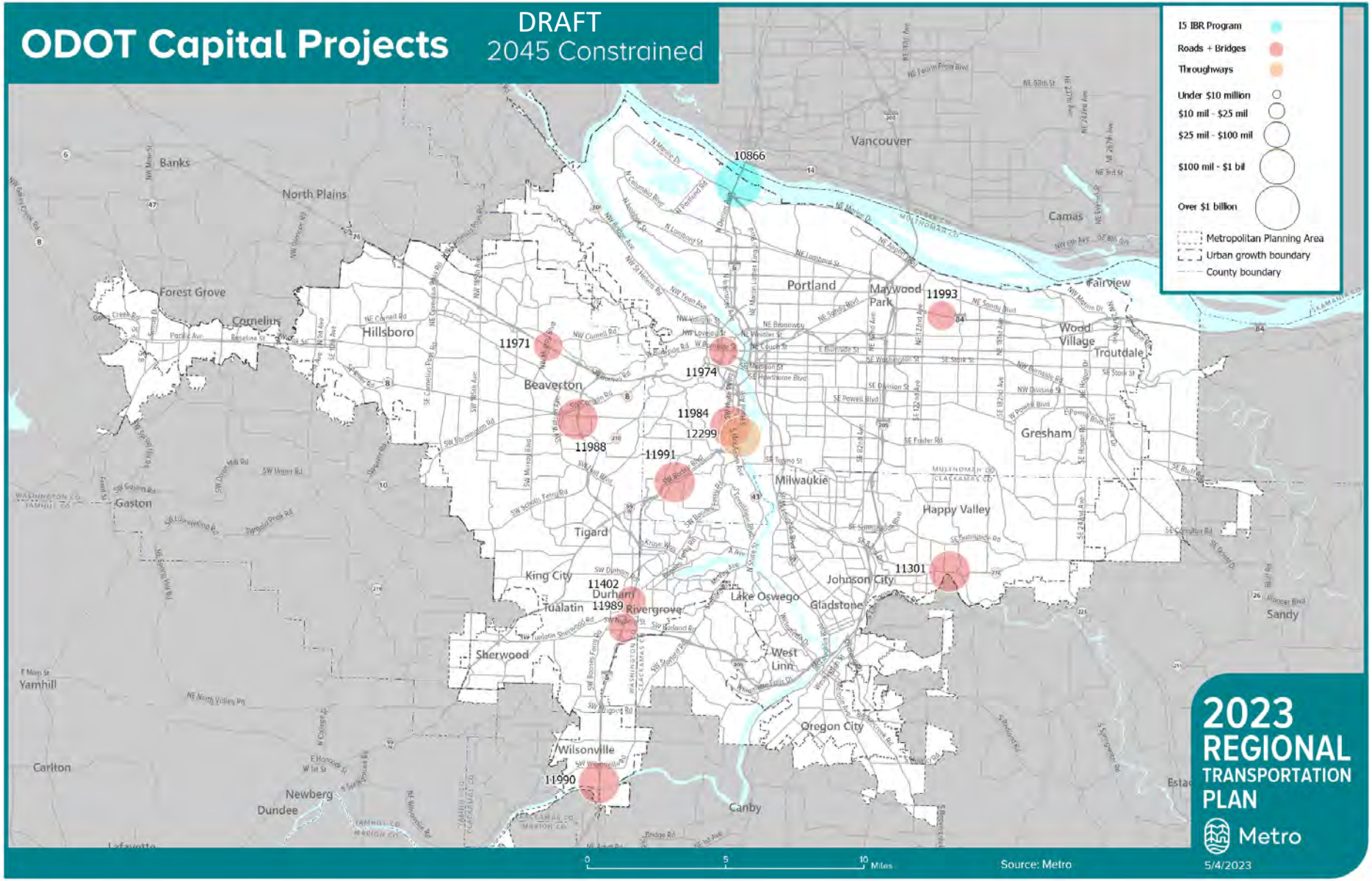
2023 REGIONAL TRANSPORTATION PLAN

Metro

5/4/2023

ODOT Capital Projects

DRAFT
2045 Constrained



2023 REGIONAL TRANSPORTATION PLAN

Metro

5/4/2023

2023 Regional Transportation Plan

Community input on investment priorities – Preliminary summary

In early 2023, agencies submitted draft lists of priority investments for the 2023 Regional Transportation Plan (RTP). Metro asked the public to weigh in on how the draft investment list aligns with regional priorities and community needs. This document includes themes from this input as of May 4. ***This is a preliminary summary that will continue to be updated as more input is received.***

Overview

Through in-person and virtual events and online surveys in March and April 2023, community members shared their experiences traveling around the greater Portland and their priorities for investments in the region's transportation system. This input can help inform the refinement of the draft 2023 RTP project list. This engagement is also building awareness about the importance of regional transportation planning and ongoing opportunities to be involved in transportation decisions.

Community members were asked to consider the long-term future of greater Portland, and to provide feedback on priorities the region should focus on in the near term (next five to 10 years). This summary is organized by input on outcomes and investment categories.

Key takeaways:

- Safety is the top priority across community input.
- Equitable transportation and climate are also important outcomes to focus on in the near-term.
- Maintaining the transportation system is the most important near term investment.
- Investments in roads and bridges, biking and walking and transit are also important.

In early spring 2023, 1,175 people from across the region weighed in on transportation investment priorities.

Online public survey (April 3 – May 1, 2023): 861 respondents.

Community Leaders' Forum (April 13): Representatives from 11 community based, environmental and transportation related organizations participated.

Cultural and language specific forums (April 15): In-person sessions co-hosted by Metro and community engagement liaisons involved 50 community members from across the region in Spanish, Chinese, Russian and Vietnamese.

Community Based Organization engagement (ongoing): Centro Cultural, Community Cycling Center, Next Up, OPAL, The Street Trust, Unite Oregon and Verde have engaged people of color, youth and people with disabilities across greater Portland. This summary includes input from engagement hosted by Centro Cultural, OPAL, Verde and Unite Oregon that reached about 250 people. Input specific to High Capacity Transit (HCT) been informing the HCT strategy. CBO's will continue to engage community through the summer.

Outcomes: Focus on safety.

Safety is the top priority for community participants. Safety concerns were the prominent theme that emerged from community members' discussions about transportation priorities. In the survey and at several community events, community participants ranked the draft 2023 RTP goals to indicate which are most important for the next 5 to 10 years (see Table 1).

Concerns about safety included both personal safety and traffic safety. These concerns overlap for transit riders and people walking and biking, where there is not good lighting, sidewalks or places to wait for transit. Participants cited harassments, unpredictable, unsafe and sometimes violent behavior on transit and at transit stops.

"There are places where there are no sidewalks and sometimes bikes are in the actual car lanes which makes me fear for their safety." –*Unite Oregon participant*

Community Leaders' Forum participants voiced concern that emphasis on large projects in the RTP assessment and in conversations could take away from a focus on the smaller-scale safety infrastructure projects that are deeply needed in many of the that the communities that the CBO's serve.

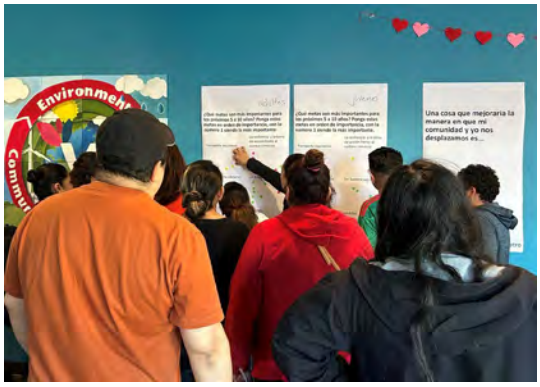


Photo: Verde forum participants

Table 1: Ranking of most important near-term goals (1= most important, 5= least important)

RTP Goals	In-language forums	Verde forum	Online survey
Safe system	1	1	1
Thriving Economy	2	--	5
Equitable Transportation	3	3	4
Climate Action and Resilience	5	2	2
Mobility Options	4	--	3

"My 13-year-old use to take TriMet to school. I don't feel safe with him riding the bus anymore so I changed my works schedule so I can drive him." – *Verde participant***.**

Unite Oregon interview participants expressed the need for more security/safety employees (not police officers) on TriMet facilities.

"**Being a woman and a visible Muslim makes it hard and unsafe. I have been harassed several times. We cannot control other people. I appreciate there are security officers on MAX, though.**" –*Unite Oregon participant.*

"I would feel safer with increased frequency of [transit] line service so that I spend less time exposed on the streets, better light at bus stops. Street [design] and finding ways to increase ridership would make me feel safer." – *OPAL participant*

Outcomes: Equitable transportation and climate are also priorities.

Climate and equity are also priority goals for community members. Online survey respondents and participants at community based organization events indicated that these goals are important near term priorities. However, climate action and resilience were ranked lower across all the in-language focus groups.

Climate was a focus at the Community Leaders' Forum. Participants commented that the investment categories and the project list assessment need to be more nuanced. Specifically, roadway repair needs to be considered differently than roadway expansion and climate action and resilience should be assessed separately. Investments in reducing climate pollution can be very different from investments in emergency routes that support resilience.

Community member conversations at Centro Cultural identified the importance of affordable and accessible transit as well as safe places to bike, walk and carpooling in meeting climate goals and protecting the environment.

"Include carpooling services, HOV lanes and affordable public transportation." – *Centro Cultural participant*

Investments: maintenance.

Across communities, people prioritize investment in maintenance. Comments about maintenance spanned transit, roadways and sidewalks. Although people prioritized taking care the existing system, it was not a focus of conversation.

Table 2: Ranking of top 3 near-term priority investment categories

Investment category	In-language forums	Verde forum	Online survey
Maintenance	1	2	1
Biking and walking	3		3
Roads and bridges	2	3	
Transit capital			2
Transit service and operations		1	
Throughways			
Freight access			

Potholes in different places along the roadway and uneven sidewalks were the two most highlighted concerns. – *Unite Oregon interview summary*

"A short term focus should include fixing potholes and pavement surfaces, as well as fixing sidewalks and making sure that bus/light rail vehicles receive the maintenance needed and are replaced when they are no longer in good condition." – *Centro Cultural participant*

Investments: roads and bridges, biking and walking and transit are also priorities.

Roads and bridges

Community members included HOV lanes, improved sidewalks and crosswalks, seismic investments and generally improved roads as investments they would like to see in roads and bridged.

Improve roads that are close to schools; for example Hillsboro High School needs to urgently improve access." – *Centro Cultural participant*

Community participants also cited concerns about congestion and the time it takes to get where they want to go.

Transit

Community members identified a need for both investment in transit capital and operations. Improvements in frequency and reliability were reoccurring themes.

Frequency of bus service was the top priority for transit improvements among OPAL participants (64 participants), followed by cost of service and accessibility.

"**Waiting time for bus on weekend takes too long. Can frequency be as good as weekday? People work on weekends too. They have to wake up so early to make time to take transit**." – *Vietnamese in-language forum participant.*

Community members investments in transit stops, such as lighting, shelters and bathrooms, as priority investments. Barriers along sidewalks for people with disabilities who need to access transit were also cited.

Biking and walking

Sidewalks and lighting were the most frequently mentioned types of investment related to biking and walking. Community members also discussed not feeling safe on bike facilities where they were close to vehicle traffic.

"**Where there are no sidewalks, people are forced to drive."** - *Russian in-language forum participant.*

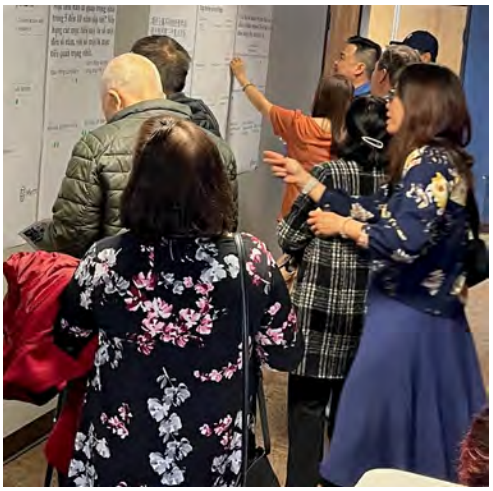


Photo: In-language forum participants

Next steps

As Metro continues to receive community feedback provided by community based organizations, a deeper analysis of the online public survey and other engagements, staff will continue sharing this input with partnering agencies and decision makers.

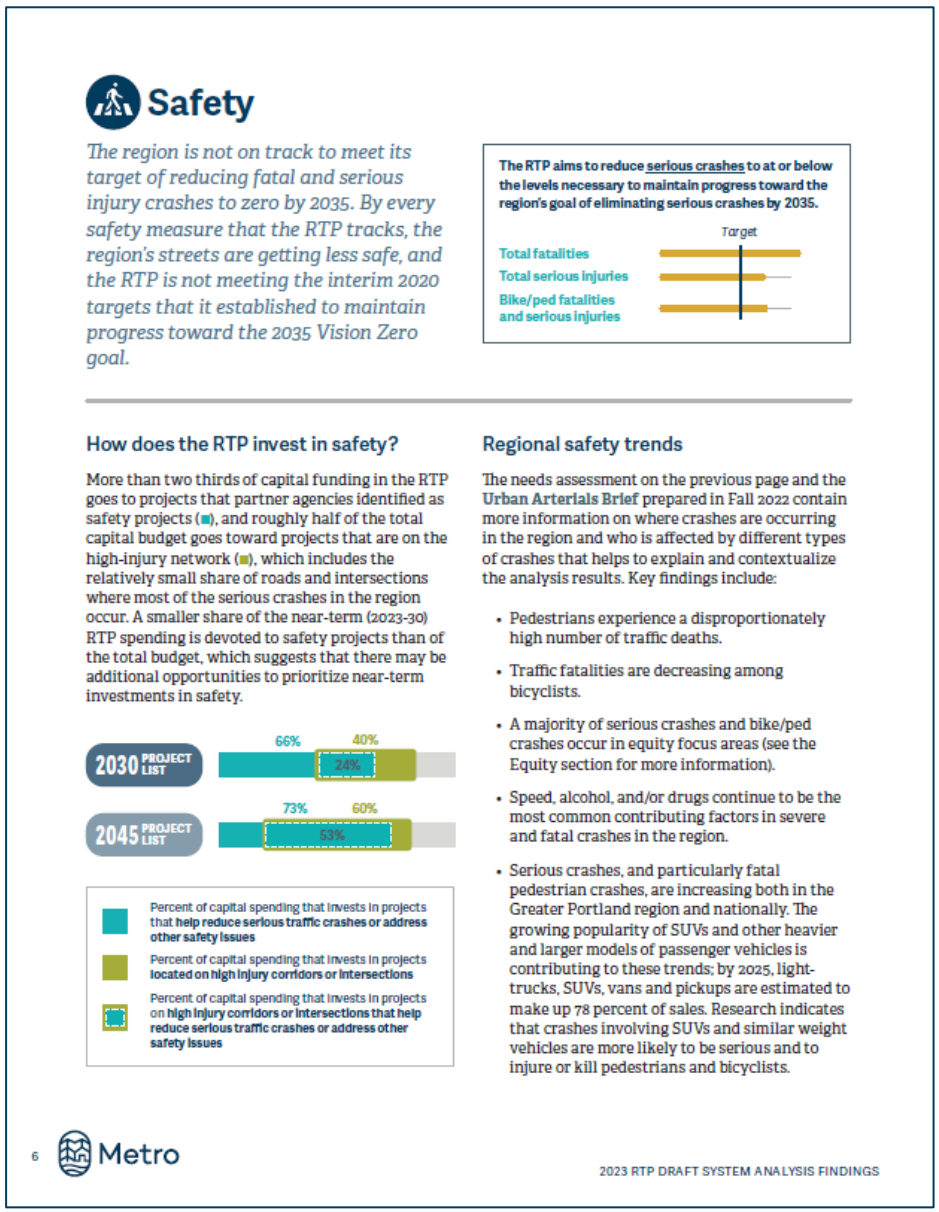
Materials following this page were distributed at the meeting.



2023 RTP update: Draft evaluation results

JPACT and Metro Council Workshop | May 11, 2023

System analysis: what it looks like



Safety

The region is not on track to meet its target of reducing fatal and serious injury crashes to zero by 2035. By every safety measure that the RTP tracks, the region's streets are getting less safe, and the RTP is not meeting the interim 2020 targets that it established to maintain progress toward the 2035 Vision Zero goal.

The RTP aims to reduce serious crashes to at or below the levels necessary to maintain progress toward the region's goal of eliminating serious crashes by 2035.

How does the RTP invest in safety?

More than two thirds of capital funding in the RTP goes to projects that partner agencies identified as safety projects (■), and roughly half of the total capital budget goes toward projects that are on the high-injury network (■), which includes the relatively small share of roads and intersections where most of the serious crashes in the region occur. A smaller share of the near-term (2023-30) RTP spending is devoted to safety projects than of the total budget, which suggests that there may be additional opportunities to prioritize near-term investments in safety.

Regional safety trends

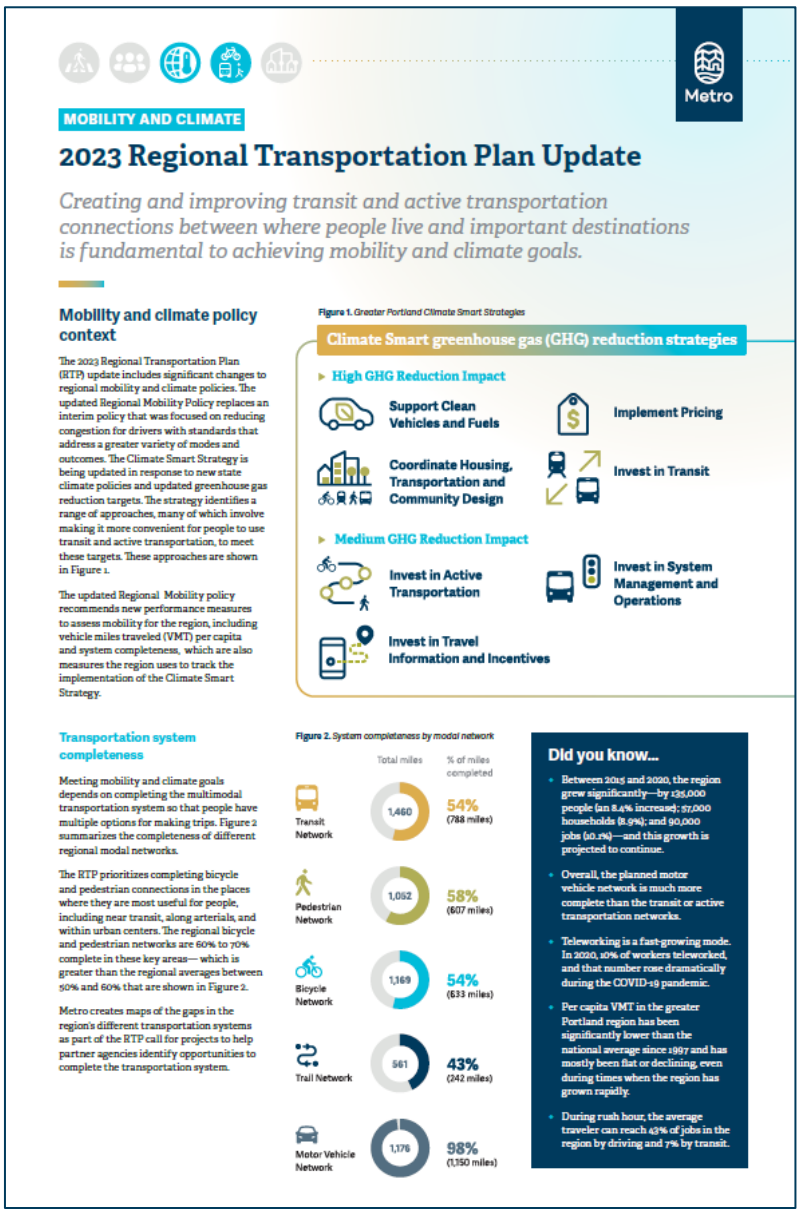
The needs assessment on the previous page and the **Urban Arterials Brief** prepared in Fall 2022 contain more information on where crashes are occurring in the region and who is affected by different types of crashes that helps to explain and contextualize the analysis results. Key findings include:

- Pedestrians experience a disproportionately high number of traffic deaths.
- Traffic fatalities are decreasing among bicyclists.
- A majority of serious crashes and bike/ped crashes occur in equity focus areas (see the Equity section for more information).
- Speed, alcohol, and/or drugs continue to be the most common contributing factors in severe and fatal crashes in the region.
- Serious crashes, and particularly fatal pedestrian crashes, are increasing both in the Greater Portland region and nationally. The growing popularity of SUVs and other heavier and larger models of passenger vehicles is contributing to these trends; by 2025, light-trucks, SUVs, vans and pickups are estimated to make up 78 percent of sales. Research indicates that crashes involving SUVs and similar weight vehicles are more likely to be serious and to injure or kill pedestrians and bicyclists.

The briefing book contains separate sheets summarizing the system analysis for each RTP goal:

- Text boxes illustrating **results and targets** for each measure
- A chart showing how **spending aligns with RTP goals**
- Text describing and explaining **findings**
- Relevant **policy maps**

Needs assessment: what it looks like



MOBILITY AND CLIMATE

2023 Regional Transportation Plan Update

Creating and improving transit and active transportation connections between where people live and important destinations is fundamental to achieving mobility and climate goals.

Mobility and climate policy context

The 2023 Regional Transportation Plan (RTP) update includes significant changes to regional mobility and climate policies. The updated Regional Mobility Policy replaces an interim policy that was focused on reducing congestion for drivers with standards that address a greater variety of modes and outcomes. The Climate Smart Strategy is being updated in response to new state climate policies and updated greenhouse gas reduction targets. The strategy identifies a range of approaches, many of which involve making it more convenient for people to use transit and active transportation, to meet these targets. These approaches are shown in Figure 1.

The updated Regional Mobility policy recommends new performance measures to assess mobility for the region, including vehicle miles traveled (VMT) per capita and system completeness, which are also measures the region uses to track the implementation of the Climate Smart Strategy.

Figure 1. *Greater Portland Climate Smart Strategies*

Climate Smart greenhouse gas (GHG) reduction strategies

▸ High GHG Reduction Impact

- Support Clean Vehicles and Fuels
- Implement Pricing
- Coordinate Housing, Transportation and Community Design
- Invest in Transit

▸ Medium GHG Reduction Impact

- Invest in Active Transportation
- Invest in System Management and Operations
- Invest in Travel Information and Incentives

Transportation system completeness

Meeting mobility and climate goals depends on completing the multimodal transportation system so that people have multiple options for making trips. Figure 2 summarizes the completeness of different regional modal networks.

The RTP prioritizes completing bicycle and pedestrian connections in the places where they are most useful for people, including near transit, along arterials, and within urban centers. The regional bicycle and pedestrian networks are 60% to 70% complete in these key areas— which is greater than the regional averages between 50% and 60% that are shown in Figure 2.

Metro creates maps of the gaps in the region's different transportation systems as part of the RTP call for projects to help partner agencies identify opportunities to complete the transportation system.

Figure 2. *System completeness by modal network*

	Total miles	% of miles completed
Transit Network	1,460	54% (788 miles)
Pedestrian Network	1,052	58% (607 miles)
Bicycle Network	1,169	54% (633 miles)
Trail Network	561	43% (242 miles)
Motor Vehicle Network	1,176	98% (1,150 miles)

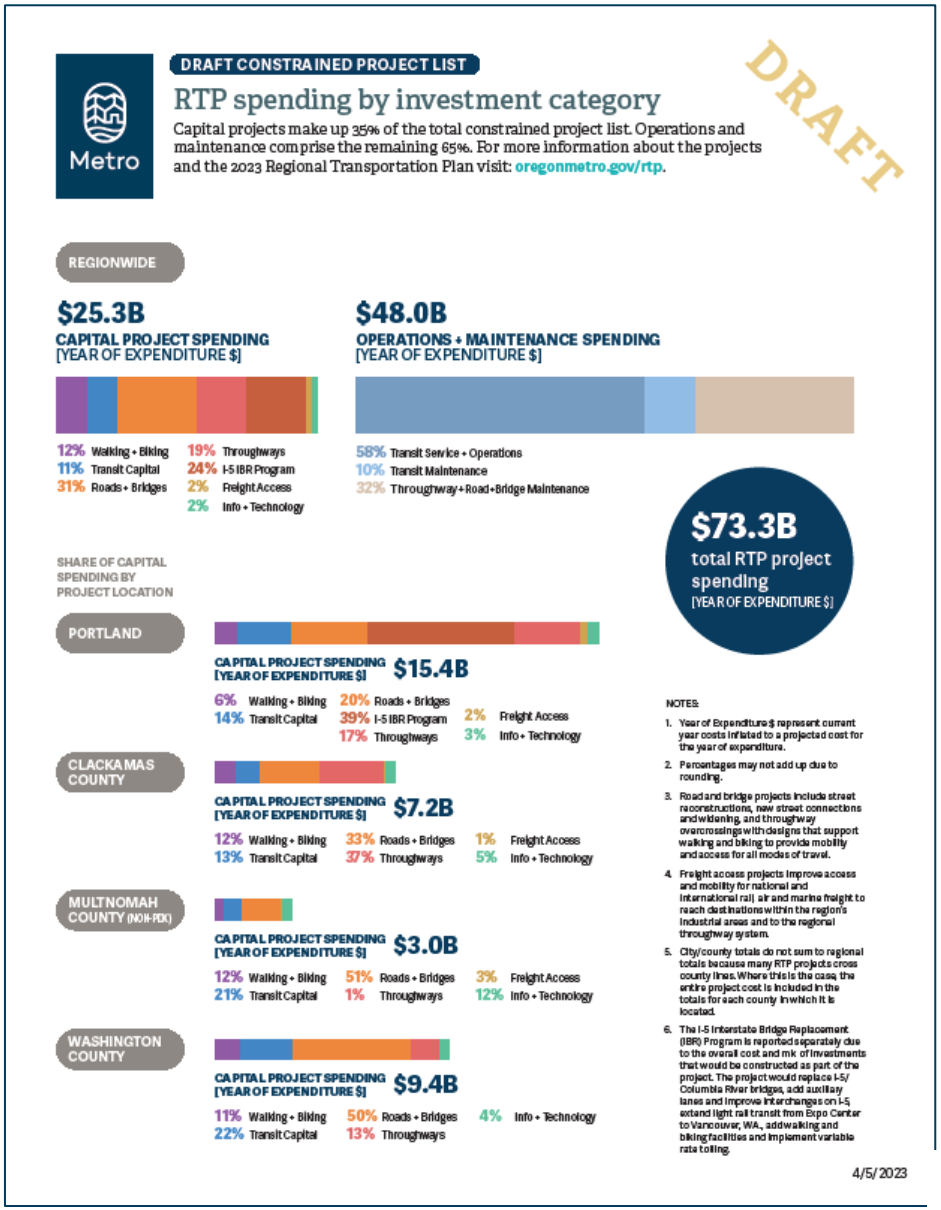
Did you know...

- Between 2015 and 2020, the region grew significantly—by 135,000 people (an 8.4% increase); 57,000 households (8.9%); and 90,000 jobs (10.1%)—and this growth is projected to continue.
- Overall, the planned motor vehicle network is much more complete than the transit or active transportation networks.
- Teleworking is a fast-growing mode. In 2020, 10% of workers teleworked, and that number rose dramatically during the COVID-19 pandemic.
- Per capita VMT in the greater Portland region has been significantly lower than the national average since 1997 and has mostly been flat or declining, even during times when the region has grown rapidly.
- During rush hour, the average traveler can reach 43% of jobs in the region by driving and 7% by transit.

The needs assessment provides a variety of information to help you understand how goals and performance measures reflect regional needs:

- Charts, maps, data and stories describing **what we currently know about the region's needs**
- Information on the **policies and research** that inform the RTP
- Text boxes with **key facts**

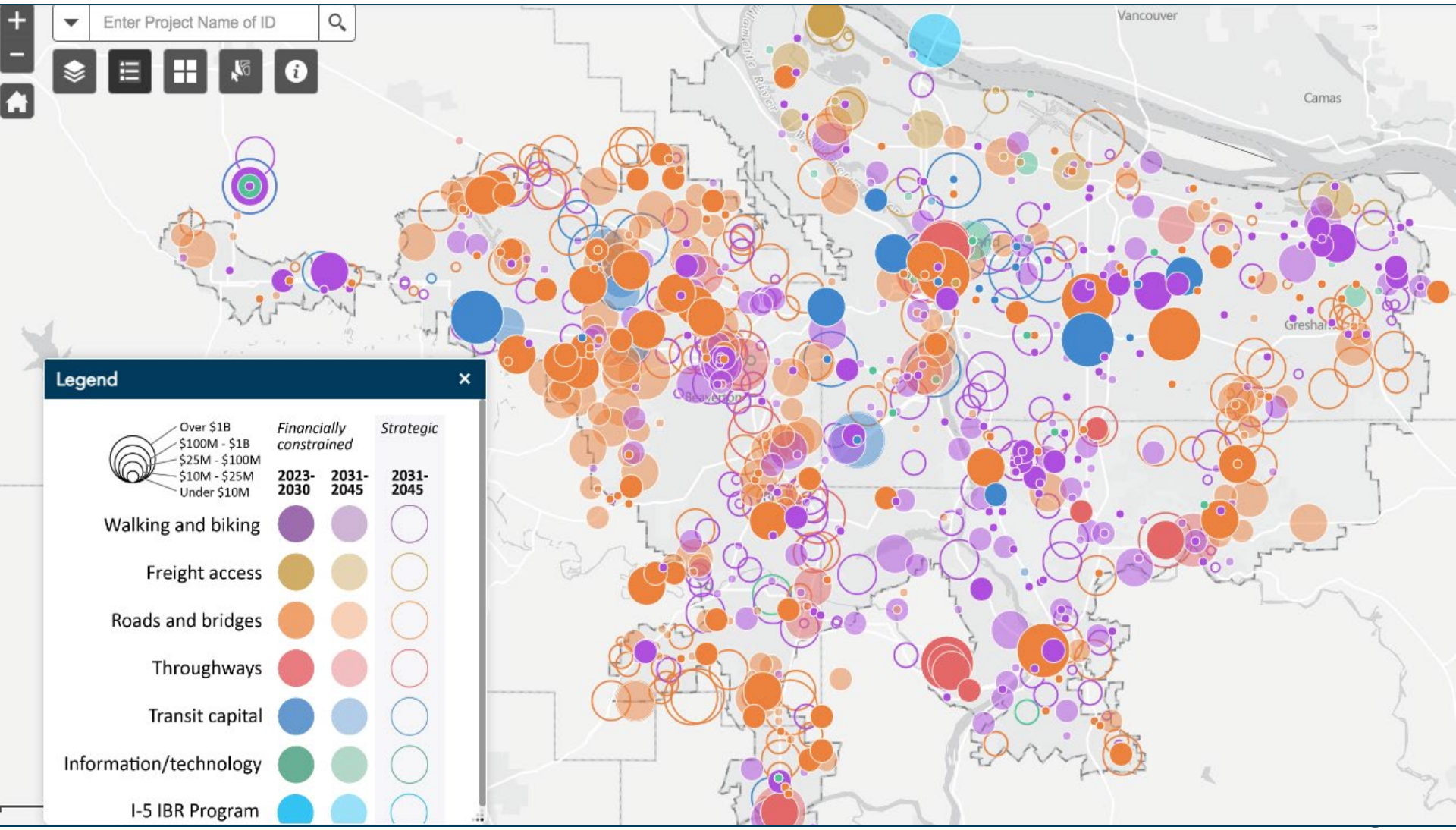
Project list overview: what it looks like



The project list overview summarizes the **value and cost of RTP projects** by their **primary investment category.**

- The overview uses **limited and imperfect information** provided by lead agencies.
- The summary **categorizes projects** according to how lead agencies plan to invest **most of the project budget**.

The RTP includes $73b in investments



View the interactive map and project list at oregonmetro.gov/rtp.

10 projects = 50% of capital spending

I-5 Bridge Replacement: **$6b**

I-5/Rose Quarter: **$1.3b**

I-205 Improvements: **$1.2b**

Earthquake Ready Burnside Bridge: **$895m**

SW Corridor Light Rail Development: **$800m**

I-5 Boone Bridge: **$550m**

Sunrise Corridor phase 2: **$416m**

Regional Mobility Pricing Project: **$400m**

TV Highway High Capacity Transit: **$300m**

82nd Ave. High Capacity Transit: **$300m**





TriMet and SMART transit projects

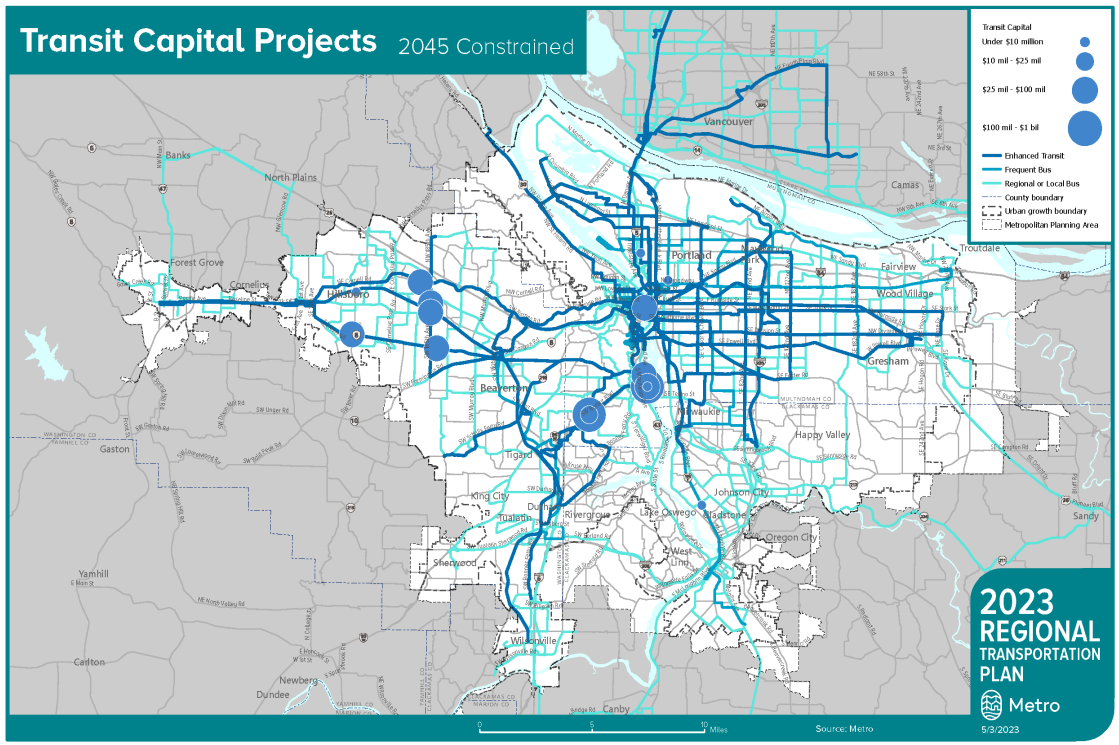
2030 investments

- Forward Together
- Tier 1 high-capacity transit (TV Highway, 82nd Ave. Montgomery Park streetcar)
- Better Red and Division FX
- Better Bus

2045 investments

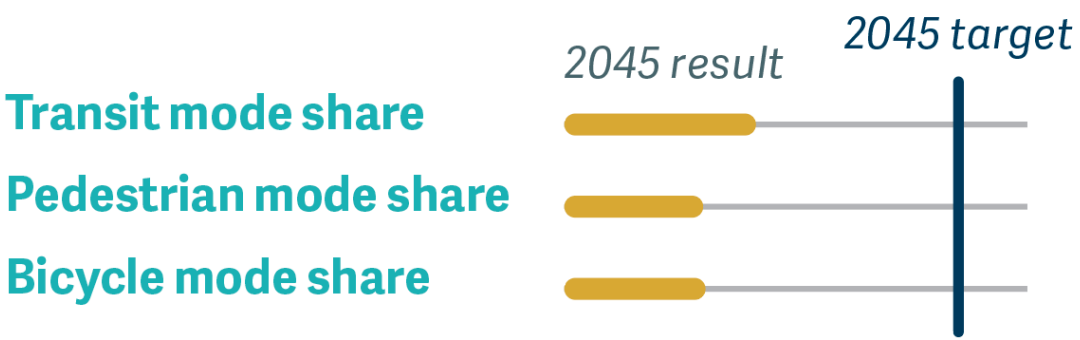
Tier 2 high-capacity transit projects including:

- Interstate Bridge light rail
- SW Corridor light rail
- Lombard / Cesar Chavez
- SW 185th
- Burnside/stark



Draft results: mobility

- ● Improve access to jobs via driving and transit
- ○ Provide equal access via transit and via driving
- ○ Complete transportation networks
- ● Prioritize bike/ped facilities near transit
- ○ Triple transit, bike and pedestrian mode share



Opportunity for improvement: Increase the share of RTP capital spending dedicated to projects that help fill regional network gaps (currently 29%).

Draft results: safety



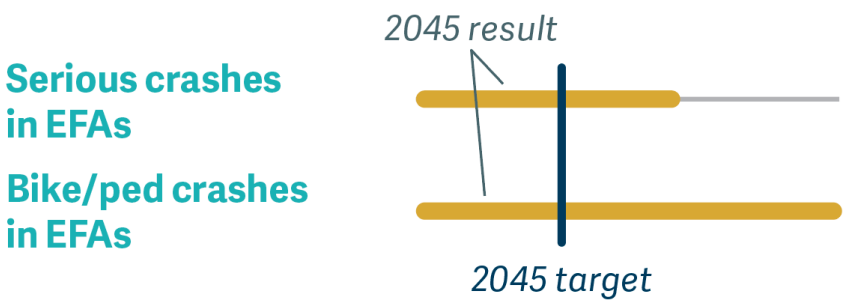
○ Reduce serious crashes to maintain progress toward the region's Vision Zero target.

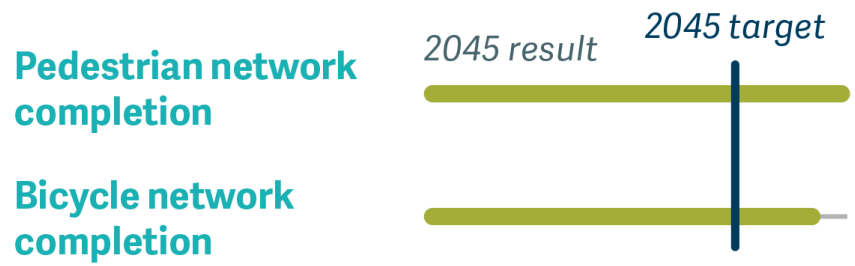


Opportunity for improvement: Accelerate projects on the high-injury network and ensure that projects on this network include safety features.

Draft results: equity

- ○ Eliminate safety disparities in Equity Focus Areas
- ● Prioritize bike/ped facilities in EFAs
- ● Prioritize improving access to jobs in EFAs





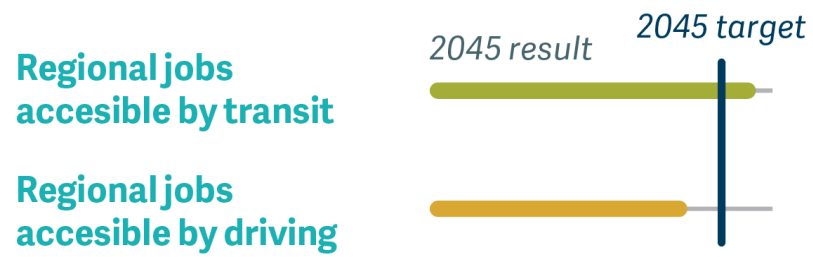
Opportunity for improvement: Accelerate projects that invest in EFAs – and particularly in transit access, transit service, and safe, complete streets.

Draft results: economy

- ○ Decrease driving travel times along key corridors
- ● Decrease transit travel times along key corridors
- ● Prioritize bike/ped facilities in centers, station communities, and mixed-use areas
- ○ Prioritize bike/ped facilities in employment and industrial areas

% CHANGE IN AVERAGE OFF-PEAK / PEAK TRAVEL TIMES 2045 vs 2020

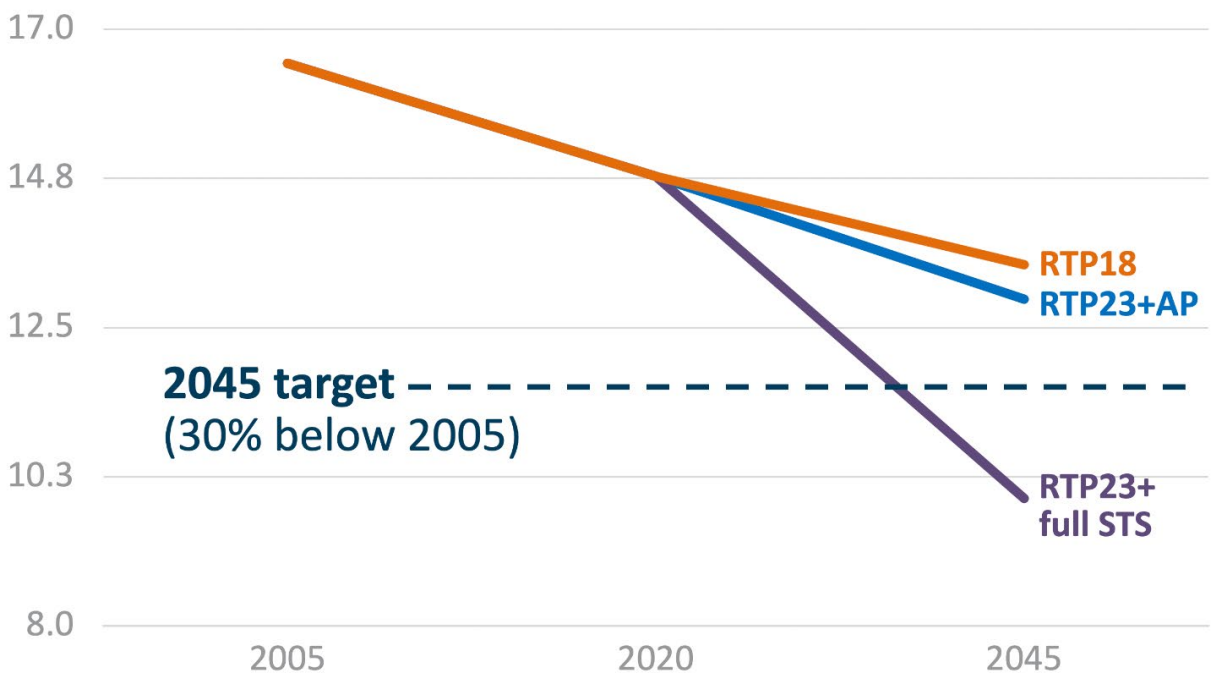
Driving	+3.7% / +3.8%
Transit	–3.4% / –1.6%



Opportunity for improvement: consider a variety of investments to increase access to employment and industrial areas.

Draft results: climate

◑ The RTP may or may not meet regional climate targets depending on what state-led pricing and transportation funding sources are assumed in the analysis.



Opportunity for improvement: proactively plan for the implementation of new transportation revenue sources.

What's next?

June	JPACT and Council action to release public review draft 2023 RTP and projects
July-August	Public comment opportunity, including public agency and policymaker review
Fall	MPAC, JPACT and Council review of public input and final action on 2023 RTP

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