

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2014) ORDINANCE NO. 18-1421
REGIONAL TRANSPORTATION PLAN TO)
COMPLY WITH FEDERAL AND STATE LAW) Introduced by Chief Operating Officer Martha
AND AMENDING THE REGIONAL) Bennett in concurrence with Council
FRAMEWORK PLAN) President Tom Hughes

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12 (Transportation), as implemented through the Transportation Planning Rule and the Metropolitan Greenhouse Gas Reduction Targets Rule, and must be updated every 5-7 years; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, Metro's most recent update to the RTP was completed in July 2014 and was approved and acknowledged by U.S. Department of Transportation and U.S. Environmental Protection Agency on May 20, 2015; and

WHEREAS, in December 2015 the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) approved the proposed 2018 RTP work program and public participation plan; and

WHEREAS, from May 2015 through 2018, the Metro Council and Metro staff engaged the public, community, and business leaders, and local, regional and state partners to update the RTP, including its vision, goals, objectives, performance measures, policies, projects and strategies; and

WHEREAS, from June 2017 to March 2018, Metro solicited and evaluated projects from local governments, TriMet, South Metro Area Regional Transit (SMART), the Port of Portland, the Oregon Department of Transportation and eligible parks districts pursuant to the updated vision, goals and guidance included in the solicitation materials; and

WHEREAS, in February 2018, the Metro Council identified key regional priorities – transportation equity with a focus on race and income, safety, travel options, Climate Smart Strategy implementation and managing congestion – to be the focus of the RTP; and

WHEREAS in March 2018, the Metro Council requested that jurisdictions meaningfully review and refine their draft project list to the extent practicable to help make more progress on the key regional priorities; and

WHEREAS, subsequent to evaluation of the revised projects, Metro established the region is making satisfactory progress in implementing the Climate Smart Strategy pursuant to OAR 660-044-0060 and that, while significant progress was made on transit service expansion and the number of transportation safety projects in the RTP, the RTP shows mixed progress on transportation equity and fails to meet mobility standards in the Oregon Highway Plan pursuant to OAR 660-012 and performance targets for reducing freight delay, tripling bike, walk and transit mode share and completing gaps in the regional active transportation network; and

WHEREAS, Metro released the initial draft of the 2018 RTP and Appendices for public review and comment on June 29, 2018; and

WHEREAS, Metro provided a 45-day public comment period on the draft 2018 RTP from June 29 to August 13, 2018, and received comments through September 6, 2018; and

WHEREAS, the Metro Council held a public hearing on August 2, 2018 to accept public testimony and comments regarding the draft RTP and Appendices; and

WHEREAS, Metro staff invited four Native American Tribes, the Federal Highway Administration, the Federal Transit Administration and other federal, state and local resource, wildlife, land management and regulatory agencies to consult on the public review draft RTP and strategies in accordance with 23 CFR 450.316, and convened four separate consultation meetings on August 6, 14 and 21 and September 6, 2018; and

WHEREAS, the Metro Council, JPACT, the Metro Policy Advisory Committee (MPAC), the Metro Technical Advisory Committee (MTAC), the Transportation Policy Alternatives Committee (TPAC), the Federal Highway Administration, the Federal Transit Administration, local government elected officials and staff, business and community leaders, public agencies, private and non-profit organizations and the public, assisted in the development of the 2018 RTP and provided comment on the RTP throughout the planning process; and

WHEREAS, the 2018 RTP sets the foundation for local transportation plan updates, future region-wide planning efforts, regional efforts to seek future funding and the next RTP update, and defines specific activities for Metro and regional partners to take over the next few years to support the outcomes identified through the RTP update; and

WHEREAS, the 2018 RTP policy priorities will set the policy foundation for the 2022-2024 Regional Flexible Fund Allocation (RFFA) and the 2021-2024 Metropolitan Transportation Improvement Program (MTIP) performance-based programming for investments and measuring MTIP progress; and

WHEREAS, JPACT and MPAC have recommended approval of the 2018 RTP and Appendices by the Metro Council; and

WHEREAS, the Metro Council held two additional public hearings on the 2018 RTP and its components identified in Exhibit A, Exhibit B, Exhibit C, and Exhibit D, on November 8 and December 6, 2018; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The 2014 Regional Transportation Plan is hereby amended to become the 2018 Regional Transportation Plan (RTP), as indicated in attached Exhibit A and Appendices and the addendum to Exhibit A, attached and incorporated into this ordinance.
2. Chapter 2 (Transportation) of Metro's Regional Framework Plan is hereby amended, as indicated in Exhibit B, attached and incorporated into this ordinance, to reflect the updated Transportation policies in the 2018 RTP in Exhibit A.

3. The "Summary of Comments Received and Recommended Actions," attached as Exhibit C, is incorporated by reference and any amendments reflected in the recommended actions are incorporated in Exhibit A.
4. The Findings of Fact and Conclusions of Law in Exhibit D, attached and incorporated into this ordinance, explain how these amendments comply with the Regional Framework Plan, statewide planning laws and the Oregon Transportation Plan and its applicable components.
5. Staff is directed to submit this ordinance and exhibits to the Land Conservation and Development Commission (LCDC), including Appendix J, which reports the region is making satisfactory progress in implementing the region's Climate Smart Strategy.
6. The 2018 RTP is hereby adopted as the federally-recognized metropolitan transportation plan and shall be transmitted to the U.S. Department of Transportation.

ADOPTED by the Metro Council this _____ day of December, 2018.

Tom Hughes, Council President

Attest:

Approved as to Form:

Sara Farrokhzadian, Recording Secretary

Nathan A. S. Sykes, Acting Metro Attorney

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 18-1421, FOR THE PURPOSE OF AMENDING THE 2014 REGIONAL TRANSPORTATION PLAN TO COMPLY WITH FEDERAL AND STATE LAW AND AMENDING THE REGIONAL FRAMEWORK PLAN

Date: October 18, 2018

Prepared by: Kim Ellis, 503-797-1617

BACKGROUND

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

We are facing new and longstanding challenges

The greater Portland region is facing global and regional challenges. As more and more people come to our region to enjoy the things that have contributed to our high quality of life, that high quality of life is at risk. Congestion, maintenance needs and safety issues are expected to grow as a half-million more people join the region by 2040. As a new generation will grow to adulthood, others will move toward retirement.

At the same time, the climate is changing, and we need to continue to work for clean air and clean water. Systemic inequities mean that communities have not equally benefited from public policy and investments, and some perspectives have long been ignored or actively suppressed. The economy is changing, and the pace of technology increasing. Congestion is at an all-time high on our system – a reflection of the pace at which people have moved here as well as where people live relative to where they work. In 2015, only one-third of workers in the region lived and worked in the same city. Meanwhile, the funding gap between the needs of a growing region and an aging system of highways, transit, roads and bridges and an incomplete network of sidewalks, bikeways and transit routes continues to worsen. How we respond to these challenges today will set the course for generations to come.

We have a vision for our future – and for how our transportation system will work

Since summer 2015, Metro has been working with local, regional and state partners and the public to update our region's shared transportation vision and investment strategy for the next 25 years. The updated plan sets out a vision that in the 21st century, our region has a continuously improving economy and shared quality of life with the foundation of a safe, reliable, healthy and affordable transportation system. The plan envisions a system that is well maintained and environmentally responsible, and that efficiently moves products to market and connects all people to the education and work opportunities they need to thrive and prosper.

The plan identifies the region's most urgent transportation needs and priorities for investment in all parts of the system with the federal, state, regional and local funding the region expects to have available through 2040. More than \$42 billion is planned to be invested in the region's transportation system over the next 25 years to serve our future population of over 2 million people. It lays out nearly \$27 billion in funding for maintenance, preservation, and operations of the transportation system. More than \$15 billion

is planned for capital projects that optimize and expand the region's highway and transit systems, improve access to freight destinations, complete gaps in biking and walking connections and regional trails that provide important access to transit, downtowns, schools, services and other community destinations. Regional trails recommended in the plan were coordinated with the update to the Regional Trails System Plan Map adopted by the Metro Council in June 2018.

Through the update of this plan we have built new partnerships to bring new voices to the process and focused our efforts to make more near-term progress on these regional priorities – equity, safety, travel options, congestion and Climate Smart Strategy implementation. The 2018 RTP reflects an updated outcomes-based framework and new policies and strategies for safety, freight, transit, equity, climate leadership and emerging technology that will guide future planning and investment decisions.

The plan includes a broad set of ambitious performance targets that are tied to the outcomes that the RTP is trying achieve. These targets and other performance measures included in the plan continue the region's shift away from reliance upon level-of-service as the primary measure for determining transportation needs and success of the plan's strategies. In addition, the plan incorporates performance monitoring targets to assess implementation of the Climate Smart Strategy adopted by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in 2014. Finally, the plan includes performance monitoring targets for safety, bridge and pavement condition, transit asset condition, congestion, system performance (travel time reliability), freight reliability, mode share and criteria pollutant emissions to satisfy federal transportation performance management requirements.

The 2018 Regional Transportation Plan provides an opportunity to move toward our vision

The plan adopted through this Ordinance will take sustained, focused work from every partner in the region. To successfully implement the plan and make progress toward the plan's vision and goals, new actions, tools, resources and collaboration are needed.

As a result, Chapter 8 of the RTP lays out an action plan of implementation activities that will:

- set the foundation for future planning and regional efforts to seek future funding;
- continue to address growing congestion in a comprehensive manner, consistent with the region's land use and transportation strategy for a compact urban form, improved freight reliability, reduced greenhouse gas emissions and other goals;
- enhance existing analysis tools and methods to more fully quantify (and better understand) the equity, economic, and environmental benefits of investments;
- expand data collection and performance monitoring efforts to include a more comprehensive framework of measures to define success, monitor progress and guide investment priorities and actions needed to achieve the 2040 Growth Concept vision and the region's desired outcomes; and
- ensure investments are equitable and that they protect and enhance the region's economy, quality of life, cultural legacy and natural environment.

Finally, the 2018 RTP has four new system component strategies: a Regional Transportation Safety Strategy (Metro Resolution No. 18-4894); an updated Regional Freight Strategy (Metro Resolution No. 18-4893); a Regional Transit Strategy (Metro Resolution No. 18-4892); and an Emerging Technology Strategy (Metro Resolution No. 18-4869). These strategies more fully articulate the integrated multi-modal regional transportation system and investments needed to improve the operations and efficiency of the existing transportation system, improve freight reliability, strategically expand the transit system and

shape emerging technology to support 2040 Growth Concept implementation and meet other goals of the RTP.

SUMMARY OF REGIONAL DECISION-MAKING PROCESS

A more detailed summary of the decision-making process and related public participation and engagement activities is provided in Appendix D of the 2018 RTP. Metro's transportation planning activities are guided by a federally-mandated decision-making framework known as the metropolitan transportation planning process. Metro's jurisdictional boundary encompasses the urban portions of Multnomah, Washington and Clackamas counties. Metro's planning partners include the 24 cities, three counties and affected special districts of the region, ODOT, Oregon Department of Environmental Quality (DEQ), Port of Portland, South Metro Area Regional Transit (SMART), TriMet and other interested community, business and advocacy groups as well as state and federal regulatory agencies such as the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA). Metro also coordinates with the City of Vancouver, Clark County Washington, the Port of Vancouver, the Southwest Washington Regional Transportation Council (RTC), C-Tran, the Washington Department of Transportation, the Southwest Washington Air Pollution Control Authority and other Clark County governments on bi-state issues. The Southwest Washington Regional Transportation Council is the federally-designated MPO for the Clark County portion of the Portland-Vancouver metropolitan region.

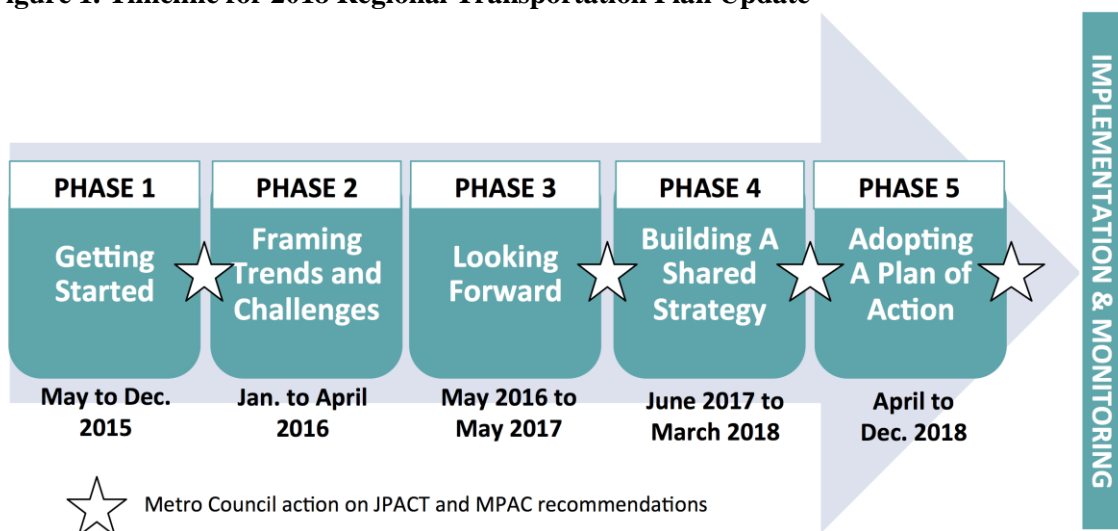
Metro led this process in consultation and coordination with federal, state and local governments, and engagement of other stakeholders with an interest in or who are affected by this planning effort. Metro facilitates on-going consultation and coordination through four advisory committee bodies— JPACT, the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC).

The 2018 RTP update process relied on this existing decision-making structure for development, review and adoption of the plan. MPAC, JPACT and the Metro Council made recommendations at key decision points based on input from TPAC, MTAC, seven technical work groups and the public participation process.

THE 2018 RTP UPDATE PROCESS AND DECISION TIMETABLE

Shown in Figure 1, the 2018 RTP update was completed in five phases. From May 2015 to Fall 2018, the Metro Council and staff engaged the public, community and business leaders and local, regional and state partners to update the Regional Transportation Plan.

Figure 1. Timeline for 2018 Regional Transportation Plan Update



Engagement and planning activities were organized to address the regional challenges that come with a growing region with a focus on implementing the 2014 Climate Smart Strategy and these policy priorities, consistent with the adopted work plan and public participation plan:



Transit



Transportation equity



Finance



Freight



Transportation design



Transportation safety



Performance



Emerging technology

A summary of planning and engagement activities follows.

Phase 1 | Getting Started | May to December 2015

Beginning in summer 2015, the first phase consisted of engaging local, regional, state, business and community partners to prioritize the regional challenges to be addressed in the update and the process for how the region should work together to address them. This engagement included:

- interviews with 31 stakeholders;
- discussion groups in partnership with Metro's diversity, equity and inclusion team with communities of color and youth on priorities and issues related to racial equity;
- a partnership with PSU's Center for Public Service and 1000 Friends of Oregon to reach underrepresented communities;
- a public involvement retrospective that summarized previous feedback from communities of color on transportation planning and project development; and
- an online survey with more than 1,800 participants to help identify the top transportation issues facing the greater Portland region.

This phase concluded in December 2015 with JPACT and Council approval of the work plan and public participation plan for the update.

Phase 2 | Framing trends and challenges | January to April 2016

The second phase began in January 2016 and concluded in April 2016. In this phase, Metro engaged the public, jurisdictional partners and business and community leaders to document key trends and challenges facing the region as well as priority outcomes for investment in the region's transportation system. This included:

- an online survey with more than 5,800 participants working through the questions and
- a Regional Snapshot on transportation, published in April 2016.

Also in April 2016, the Metro Council convened members of MPAC, JPACT, state legislators, community and business leaders and other interests from across the region to discuss the key trends and challenges facing the region during the first of four regional leadership forums.

Metro staff also worked with the Oregon Department of Transportation's (ODOT) economist and jurisdictional partners, individually and through a technical work group, to forecast a budget of federal, state, regional and local funds the greater Portland region can reasonably expect by 2040 under current funding trends.

Phase 3 | Looking forward | May 2016 to May 2017

From May 2016 to May 2017, technical work and public engagement activities continued to focus on finalizing a shared vision statement for the plan, developing draft strategies for safety, transit and freight, and updating the evaluation framework and measures for evaluating plan performance. The engagement for this phase included:

- a round of follow up discussion groups in partnership with Metro's diversity, equity and inclusion team with communities of color and youth to review actions and priorities for the agency's racial equity strategy;
- focus and discussion groups on transportation priorities for communities of color and strategies to improve engagement with underrepresented groups;
- an online survey focusing on priorities for communities of color;
- an online survey with more than 2,600 participants on investment priorities and funding; and



Regional leadership forums

To address the challenges and trends facing our region, the Metro Council convened a series of four regional leadership forums to shape development of the 2018 Regional Transportation Plan.

Forum participants included members of MPAC, JPACT, state legislators, and community and business leaders from throughout the greater Portland region. Working side-by-side, local, regional and state leaders brought the perspectives of their communities and constituents to the conversation around the challenges we are facing, our vision for the future and potential solutions for moving forward together. The discussions shaped the update to the plan's vision, goals, policies and projects.

1 Exploring Big Ideas for Our Transportation Future 4/22/16

2 Building the Future We Want 9/23/16

3 Connecting Our Priorities to Our Vision 12/2/16

4 Finalizing Our Shared Plan for the Region 3/2/18

- another round of discussion groups with communities of color on hiring practices and priorities related to the Planning and Development department-specific equity plan.

Metro Council also hosted its second and third regional leadership forums. In regional leadership forums 1 and 2, there was consensus that a bold vision and more funding are needed to build a 21st century transportation system. In forum 3, leaders discussed a shared vision for the future transportation system and potential near-term priorities for addressing regional transportation challenges in ways that supported the vision. Participants also identified actions to build a path to future funding.

In December 2016, the Council reaffirmed past direction to staff to use development of the 2018 RTP to clearly and realistically communicate our transportation funding outlook and align the financially constrained project list with updated financial assumptions. This direction included developing a pipeline of priority projects for the regional transportation system for Metro and other partners to work together to fund and build.

In February 2017, the Council directed the RTP, project list and strategies for safety, freight, transit and emerging technology be developed in a transparent way that advances adopted regional goals, supports regional coalition building efforts, and emphasizes equity, safety and climate change. The Metro Council also directed staff to use the Vision Zero framework and incorporate a Vision Zero goal (zero traffic-related deaths and fatalities by 2035) in development of the RTP and Regional Transportation Safety Strategy for adoption by Council and JPACT. Staff also compiled background information and online resource guide maps to support jurisdictional partners as they updated their investment priorities for further evaluation and public review during Phase 4.

In addition, staff launched the RTP Project Hub – an online visual database – for jurisdictional partners to use to update project information and collaborate with other jurisdictions. Phase 3 concluded with Metro Council directing staff to release a call for projects to update the region’s transportation near- and long-term investment priorities to support regional goals for safety, congestion relief, affordability, community livability, the economy, social equity and the environment. This direction included approval of a vision statement for the 2018 RTP, also approved by MPAC and JPACT, to guide development of the draft RTP project lists.

Phase 4 | Building a shared strategy | June 2017 to March 2018

The fourth phase began in June 2017 with release of a second Regional Snapshot on transportation and the call for projects for jurisdictional partners to update the plan’s regional transportation project priorities. Agencies were asked to identify projects that address regional needs and challenges, reflect public priorities and maximize progress toward the region’s agreed upon vision and goals for the future transportation system.

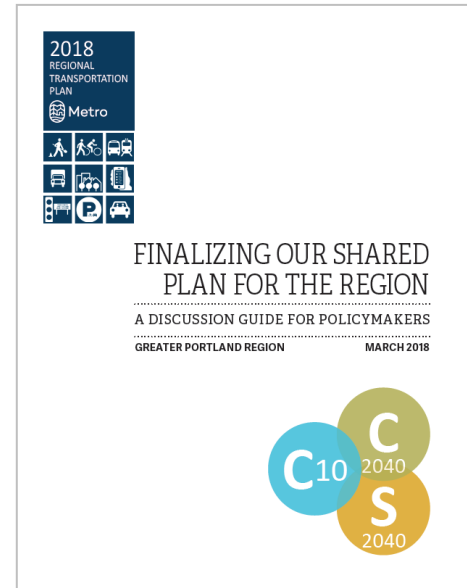
Local jurisdictions and county coordinating committees worked within a constrained budget and capital funding targets to determine the project priorities to put forward for inclusion in the plan in collaboration with ODOT, Metro, South Metro Area Regional Transit (SMART) and TriMet. All project submissions were required to have come from adopted plans or studies that provided opportunities for public input. Metro staff also prepared an interactive map of proposed projects and lists that was made available on the project website for the public and partners to use to learn more about the projects under consideration.

In summer 2017, Metro analyzed three funding scenarios: 10-year constrained project priorities, 2040 constrained project priorities and 2040 strategic project priorities. The analysis tested new and updated outcomes-based system performance and transportation equity measures to evaluate performance of the transportation system as a whole for each scenario to help inform finalizing the plan's project priorities in Phase 5.

Safety, transit, freight and emerging technology strategies continued to be developed on parallel tracks. Staff worked with technical work groups and regional committees to update several policies, including:

- new safety policies that prioritize vulnerable users, addressing fatal and serious injury crashes and improving safety in high injury and high risk corridors, as reflected in the Regional Safety Strategy;
- a new freight safety policy and minor updates to existing freight policies, as reflected in the Regional Freight Strategy;
- new and updated policies for transit to reflect desired outcomes for access, convenience, frequency, reliability, and affordability, as reflected in the Regional Transit Strategy;
- updated policies for thoroughways and arterials and the motor vehicle network to clarify adopted policy and desired outcomes related to safety, universal access and complete street designs, connectivity, reliability and managing the transportation system and addressing regional bottlenecks to ease congestion;
- new equity policies that prioritize eliminating disparities and barriers for historically marginalized communities, particularly people of color and people with low income to support implementation of Title VI, Executive Order 12989 and Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion and the Construction Career Pathways Program;
- new emerging technology policies, as reflected in the 2018 Emerging Technology Strategy;
- new and updated Transportation System Management and Operations policies to better reflect existing policies, provide more focus on managing the transportation system to ease congestion and integrate new and revised policies in the 2018 Regional Travel Options Strategy;
- minor revisions to existing climate smart strategy policies, reflecting that the policies were extensively reviewed as part of development of the 2014 Climate Smart Strategy; and
- minor revisions to the regional bike and pedestrian policies, reflecting that the policies were extensively reviewed and updated as part of development of the 2014 Regional Active Transportation Plan and 2014 Regional Transportation Plan.

Jurisdictions also piloted project-level evaluation criteria on 50 projects; the pilot project evaluation was tabled due to technical challenges and timeline constraints affecting its ability to be meaningfully used



Metro analyzed three funding scenarios: 10-year constrained project priorities, 2040 constrained project priorities and 2040 strategic project priorities from summer to fall 2017 to inform finalizing the 2018 RTP. The results were summarized in a discussion guide for policymakers.

to inform the decision-making process. Project-level evaluation is expected to be advanced during the next RTP update (due in 2023).

The results of the system performance and transportation equity analysis were released in November 2017. The analysis was also summarized in a larger discussion guide for decision-makers that also highlighted key issues and the results of the initial system performance and transportation equity analysis. In September, November and December 2017, the Metro Council reaffirmed its commitment to implementing the Climate Smart Strategy and prioritizing safety, racial equity and managing congestion as the RTP is finalized in 2018.

Engagement activities to inform finalizing the plan in 2018 included:

- From January 15 to February 17, staff held a 30-day comment opportunity for the Regional Transportation Plan, focusing on the draft project lists. Members of the public and other interested parties had the opportunity to take an online survey or learn about the projects through the online interactive map. More than 2,900 people participated in the survey. Email and letters were also accepted as part of the comment period.
- On January 19, 2018, the Metro Council hosted a community leaders' forum, bringing together 23 community leaders focused on social equity, environmental justice, labor fairness and community engagement for feedback on the analysis results.
- Metro Councilors provided briefings to economic alliances, business associations and interested community organizations, including the East Metro Economic Alliance, Washington County Coordinating Committee, Clackamas County Business Alliance, East Portland Action Plan Committee, and a joint meeting of the Westside Economic Alliance and the Westside Transportation Alliance.
- On March 2, the Metro Council convened more than 100 leaders from across the greater Portland region to begin finalizing the project priorities for the 2018 RTP. City, county, and regional policymakers and business and community leaders came together to bring the perspectives of their communities and constituents to discuss findings and recommendations from the technical analysis and public engagement.

In March 2018, the Metro Council requested that jurisdictions meaningfully review and refine their draft project list to the extent practicable to help make more progress on key regional priorities – equity with a focus on race and income, safety, travel options, Climate Smart Strategy implementation and managing congestion.

The RTP financially constrained funding assumptions were updated to reflect new revenues anticipated as a result of House Bill 2017. Jurisdictions worked through coordinating committees in response to the Metro Council's request for project list updates to make more progress on key regional priorities.



Creating a new dialogue to shape the future we want

From start to finish, the 2018 RTP update was about meaningful engagement with community and business interests working together with elected officials to craft a shared vision and investment strategy for our transportation system.



The engagement activities produced more than 19,000 touch points with regional partners, community and business leaders and residents of the region to inform development of the 2018 Regional Transportation Plan.

Phase 5 | Adopting a plan of action | April to December 2018

The fifth and final phase of the process began in April 2018 and focused on finalizing and adopting the region's investment priorities and strategies recommended through 2040. The 2018 RTP and four strategies for safety, freight, transit and emerging technology were available for public review during a 45-day public comment period from June 29 through Aug. 13. For this comment period, engagement activities include:

- **Notifications and notices** – Public notices of the comment period were provided to local neighborhood involvement and community outreach offices and community planning organizations in Washington County. Notices were published in the Portland Tribune, Gresham Outlook, Beaverton Valley Times, Tigard Times, Clackamas Review and on the Metro website. Notifications were sent to the RTP interested persons list (nearly 1,900 people) in addition to Metro's four regional advisory committees, their respective interested parties and seven technical work groups that were convened to support development of the draft RTP and strategies. Metro used Facebook and other social media to announce the comment period. Partner agencies and community and business organizations engaged throughout the RTP update posted notifications of the comment period through E-newsletters and other methods to inform their members and interested parties of the comment opportunity.
- **Online survey and public review draft materials** – An online survey, an interactive map of the draft projects and public review drafts of the 2018 RTP, project lists, appendices and four strategies were posted on the 2018 RTP web page at www.oregonmetro.gov/rtp. Members of the public, regional advisory committees, partner agencies and other interested parties were invited to comment on the draft materials. More than 200 emails and 50 letters were submitted. Nearly 900 people responded to the online survey.
- **Public hearing** – The Metro Council held a public hearing on August 2. Seven people testified on a range of topics.
- **Consultation** – Metro staff invited four Native American Tribes and several federal, state and local resource, wildlife, land management and regulatory agencies to consult on the public review draft RTP and strategies in accordance with [23 CFR 450.316](https://www.ecfr.gov/current/title-23/chapter-I/subchapter-B/part-450/subpart-1/section-450.316). Metro convened three separate consultation meetings on August 6, 14 and 21. A fourth consultation meeting, with the Confederated Tribes of the Grand Ronde, was held on September 6.

All comments received through August 30 and subsequent consultation meetings are documented in a [final public comment report](#) and [appendices to the public comment report](#) (see Attachment 1 to this staff report). In addition, staff summarized more than 350 individual comments proposing specific changes to the draft RTP and four strategies and made recommendations to respond to the proposed changes, including more than 40 specific changes related to green infrastructure and natural resources protection. MPAC, JPACT and the Metro Council considered public comments received prior to action on this ordinance.

Most comments and recommended changes were fine-tuning, clarifications or technical corrections. However, several comments related to green infrastructure and natural resource protection were more significant and substantive and, as a result, were raised by Metro staff for further discussion by Metro's technical and policy advisory committees. TPAC reviewed and discussed the Metro staff recommendations on September 7, focusing on eight of the recommendations related to green infrastructure and natural resources. On September 19, MTAC discussed the Metro staff recommendations and TPAC comments before finalizing their recommendation to MPAC. On October 5, TPAC used MTAC's recommendation to MPAC as a starting point for finalizing their

recommendation to JPACT. TPAC's recommendation to JPACT was largely the same as MTAC's recommendation to MPAC.

TPAC and MTAC members agreed that consideration of potential environmental impacts of RTP projects is an important part of the overall RTP system evaluation. The committees agreed that people living in the greater Portland region highly value protection of the natural environment, as evidenced by the number of public comments in support of strengthening the RTP's goals, objectives and policies related to green infrastructure and environmental protection. However, concerns raised by members of both committees centered on the timeliness and extent of the changes recommended by Metro staff in response to comments submitted by the Audubon Society and others relative to the amount of time remaining in the RTP update and the street and trail design policy work under way that is scheduled for completion in mid-2019.

After significant discussion, all of Metro staff's recommendations (including the addition of four new policy objectives related to green infrastructure and natural resources) were carried forward in the MTAC and TPAC recommendations to MPAC and JPACT, respectively, with two exceptions:

- Development of new RTP design policies for green infrastructure and natural resources protection are recommended as a post-RTP adoption activity to be completed prior to the next RTP update (due in 2023). The following language is recommended for inclusion in Chapter 8 of the RTP: "Metro staff will work with cities, counties, ODOT, TriMet, the Audubon Society of Portland, Metro Parks and Natural Areas department, members of the Regional Conservation Strategy working group, the Street Trust, Oregon Walks and other interested parties to review and update the design policy section of the RTP prior to completion of the next RTP update (due in 2023). The focus of this work will be to reflect updates to the regional design guidelines that will be finalized in 2019 and to better integrate green infrastructure and natural resource protection. This work will result in a set of recommended design policies for consideration by JPACT, MPAC and the Metro Council prior to inclusion in the RTP."

The Designing Livable Streets and Trails (DLS+T) guidelines work had been scheduled for completion within the same time frame as the 2018 RTP. However, contracting delays did not allow for completion of the work in 2018. The DLS+T guidelines work is now anticipated to finish in June 2019. All of the new and revised policies proposed in the public review draft 2018 RTP received an extensive amount of review and input in 2017 and early 2018 leading up to the final comment period. Discussions by the Metro Council, multiple technical work groups and the Metro policy and technical advisory committees resulted in significant refinements. Metro's advisory committee felt that new design policies would benefit from the same level of review and input prior to being included in the RTP.

- A detailed table of potential mitigation strategies is recommended for inclusion in RTP Appendix F "Environmental Analysis and Potential Mitigations Strategies" rather than in Chapter 3 "Transportation System Policies to Achieve Our Vision" of the RTP. Most members of MTAC and TPAC commented that the draft potential mitigation strategies may be too detailed with respect to environmental considerations given that many projects identified in local transportation system plans and the RTP are still very conceptual in nature with regard to location, design elements and construction timing. Members also discussed that a variety of existing local, state and federal requirements are in place to address environmental protection goals and objectives, including Title 3 and Title 13 of the Urban Growth Management Functional Plan.

On October 10, MPAC recommended adoption of the 2018 RTP and strategies with the changes recommended by both MTAC and TPAC. In addition, MPAC recommended that Metro prioritize a

more timely review of Title 3 and Title 13 resource inventories and related implementation and monitoring programs in order for the RTP and other planning efforts to adequately consider potential environmental impacts of transportation projects. Jurisdictional representatives at TPAC and MTAC highlighted that they rely on publicly-adopted resource inventory data for detailed project planning, design and permitting approvals. They also discussed that the Regional Conservation Strategy inventory data developed by the Intertwine Alliance in partnership with Metro and other public agencies and non-profit organizations has not been subject to the Oregon Statewide Planning Goal 5 economic, social, environmental and energy (ESEE) analysis or public review that the Metro and locally-adopted Title 3 and Title 13 Inventories went through prior to adoption. Metro completed its first 10-year review of Title 13 implementation in 2015, focusing on regional and local implementation programs. The review found Nature in Neighborhoods (Title 13) has been fulfilled and required activities continue to be implemented by Metro and local governments. All cities and counties within Metro's jurisdiction are in compliance. Metro Resolution No. 16-4686 committed Metro to a 2025 review (or earlier) of the Title 13 indicators and to continue to play an ongoing role as regional coordinator for data related to natural resources in the region.

On October 18, JPACT adopted the 2018 RTP and strategies with the changes recommended by MTAC, TPAC and MPAC, and recommended that the Metro Council adopt the 2018 RTP and strategies for Freight, Transit, Safety and Emerging Technology. The MPAC and JPACT recommended changes to the draft RTP and strategies in response to public comments, including recommendations on green infrastructure and natural resource protection, are reflected in Exhibit C to this Ordinance, "*Summary of Comments Received and Recommended Actions*."

RTP IMPLEMENTATION – MOVING FORWARD TOGETHER TO ACHIEVE OUR VISION (CHAPTER 8)

The region has agreed on its vision of the future, and the people who live here have remained consistent in their commitment to the values that underlie that vision. The 2040 Growth Concept vision for land use and transportation must be accelerated to achieve desired outcomes; yet institutional and fiscal barriers exist. The RTP establishes an updated outcomes-based framework and includes new policies, tools and actions to guide future planning and investment decisions. To successfully implement this new plan and support the region's efforts to create jobs, use land efficiently, improve safety and equity and address climate change and growing congestion, the region needs new strategies and new tools to evaluate and diagnose our transportation system and the impacts of investments on equity, the economy and the environment.

This ordinance sets the foundation for local transportation plan updates (2019-23), the 2022-2024 Regional Flexible Fund Allocation (RFFA), the 2021-2024 Metropolitan Transportation Improvement Program (MTIP) performance-based programming for investments and measuring MTIP progress, future region-wide planning efforts, regional efforts to seek future funding and the next RTP update (due in December 2023). The ordinance also defines specific activities for Metro, ODOT, TriMet and other regional partners to take over the next few years to support the outcomes identified through the RTP update. These activities will result in a more comprehensive approach for implementing the 2040 Growth Concept and meet statewide goals for compact development patterns, safety, mobility and greenhouse gas emissions.

Approval of the RTP will set all of this in motion and position the region to make transportation investments that advance transportation equity, increase safe, affordable and convenient travel options for everyone, implement the Climate Smart Strategy, manage congestion, help the region's businesses and traded sector industries remain competitive, protect the environment and reinforce the region's desired outcomes.

ANALYSIS/INFORMATION

1. **Known Opposition:** More than 130 emails and letters opposing the West Hayden Island rail yard projects (Projects #11353 and #11354) and the I-5/Rose Quarter project (Project #11176) were submitted during the comment period. See comments #289 and #290 in Exhibit C to the ordinance.
2. **Legal Antecedents:** Several Federal, State and regional laws and actions relate to this action.

Federal regulations include:

- Clean Air Act [42 U.S.C. 7401 and 23 U.S.C. 109(j)], as amended.
- US EPA transportation conformity rules (40 CFR, parts 51 and 93).
- Moving Ahead for Progress in the 21st Century Act (MAP-21), signed into law in 2012.
- Fixing America's Surface Transportation Act (FAST Act), signed into law in 2015.
- USDOT rules that govern updates to RTPs [23 CFR 450 and 771], as of June 27, 2016.
- 23 U.S.C. 150: National goals and performance management measures, as of August 19, 2018.

State regulations include:

- Statewide planning goals.
- Oregon Administrative Rules for Transportation Planning (OAR Chapter 660, Division 12).
- Oregon Transportation Plan and implementing modal plans, including the Oregon Highway Plan.
- Oregon Metropolitan Greenhouse Gas Reduction Targets Rule (OAR Chapter 660, Division 44), last amended in January 2017.
- Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252).
- 2006 State Implementation Plan (SIP).

Metro legislation includes:

- Resolution No. 08-3940 (For the Purpose of Affirming a Definition of a 'Successful Region' and Committing Metro to Work With Regional Partners to Identify Performance Indicators and Targets and to Develop a Decision-Making Process to Create Successful Communities), adopted by the Metro Council on June 26, 2008.
- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052 (For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments), adopted by the Metro Council on July 9, 2009.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010.

- Ordinance No. 14-1340 (For the Purpose of Amending the 2035 Regional Transportation Plan to Comply With Federal and State Law; and to Amend the Regional Framework Plan), adopted by the Metro Council on July 17, 2014.
 - Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
 - Resolution No. 15-4662 (For the Purpose of Approving a Work Plan and Public Engagement Plan for the 2018 Regional Transportation Plan Update), adopted by the Metro Council on December 3, 2015.
 - Resolution No. 16-4686 (For the Purpose of Receiving A Report From Staff on Title 13 Performance Measures), adopted by the Metro Council on March 10, 2016.
 - Resolution No. 16-4708 (For the Purpose of Approving the Strategic Plan to Advance Racial Equity, Diversity and Inclusion), adopted by the Metro Council on June 23, 2016.
 - Ordinance No. 16-1371 (For the Purpose of Adopting the Distribution of the Population and Employment Growth to Year 2040 to Local Governments in the Region Consistent with the Forecast Adopted by Ordinance No. 15-1361 in Fulfillment of Metro's Population Coordination Responsibility under ORS 195.036), adopted by the Metro Council on October 13, 2016.
 - Resolution No. 18-4886 (For the Purpose of Adopting the 2018 Regional Travel Options Strategy), adopted by the Metro Council on May 24, 2018.
 - Resolution No. 18-4884 (For the Purpose of Updating the Regional Trails System Plan Map), adopted by the Metro Council on June 28, 2018.
 - Resolution No. 18-4915 (For the Purpose of Approving the Southwest Corridor Light Rail Preferred Alternative), adopted by the Metro Council on November 15, 2018.
 - Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by the Metro Council on December 6, 2018.
 - Resolution No. 18-4893 (For the Purpose of Adopting the 2018 Regional Freight Strategy and Replacing the 2010 Regional Freight Plan), adopted by the Metro Council on December 6, 2018.
 - Resolution No. 18-4894 (For the Purpose of Adopting the 2018 Regional Transportation Safety Strategy), adopted by the Metro Council on December 6, 2018.
 - Resolution No. 18-4869 (For the Purpose of Adopting the 2018 Emerging Technology Strategy), adopted by the Metro Council on December 6, 2018.
3. **Anticipated Effects:** The newly updated Regional Transportation Plan will be effective immediately upon approval by the Metro Council for federal purposes. In addition:
- Staff will prepare a final RTP that reflects recommended changes identified in Exhibit C to this ordinance.
 - Staff will submit the final RTP and decision record, including this ordinance and exhibits to this ordinance, to the Land Conservation and Development Commission (LCDC) for approval.
 - Staff will submit the final RTP to the U.S. Department of Transportation.
4. **Budget Impacts:** Adoption of this ordinance has no budget impact at this time. There will be future costs associated with implementation of the plan. These costs will be shared by local, regional, state and federal partners.

RECOMMENDED ACTION

Staff recommends approval of Ordinance No. 18-1421.



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2018 Regional Transportation Plan

Public comment report

Adopting a plan of action

A summary of comments received during the final comment period for the development of the 2018 Regional Transportation Plan from June 29 to Sept. 6, 2018.

September 2018



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2018 Regional Transportation Plan



2018 Regional Transportation Plan

Final public comment report appendices

September 14, 2018

Appendix A. Email comments on Public Review Draft and Strategies through 8/28/18

Appendix B. Letters submitted on Public Review Draft and Strategies through 8/30/18

Appendix C. Online survey comments on Public Review Draft and Strategies

Appendix D. Closed caption transcript of RTP Public Hearing (8/2/18)

Appendix E. Consultation meeting summaries