# Agenda

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

| | |
|---|---|
| Meeting: | Metro Technical Advisory Committee (MTAC) |
| Date: | Wednesday, November 16, 2022 |
| Time: | 10:00 a.m. to 12:00 p.m. |
| Place: | Virtual meeting held via Zoom |

Connect with Zoom
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**10:00 a.m.**   **Call meeting to order, Declaration of Quorum and Introductions**   Chair Kloster

**10:10 a.m.**   **Comments from the Chair and Committee Members**
- Updates from committee members around the Region (all)
- Fatal crashes update (Lake McTighe)

**10:15 a.m**.   **Public communications on agenda items**

**10:17 a.m.**   **Consideration of MTAC minutes, September 21, 2022**   Chair Kloster
**(action item)**

**10:20 a.m.**   **Regional Transportation Plan (RTP) Call for Project Approach**   Kim Ellis, Metro
Purpose: Share draft policy framework and process for the RTP
Call for Projects for MTAC discussion and feedback.

**11:00 a.m.**   **Climate Smart Strategy Update**   Kim Ellis, Metro
Purpose: Share background information on updating the strategy for
MTAC discussion and feedback.

**12:00 p.m.**   **Adjournment**   Chair Kloster

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលពាក្យបណ្ដឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គ ប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើររបស់លោកអ្នក ។

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# 2023 Metro Technical Advisory Committee (MTAC) Work Program
## <mark>As of 10/13/2022</mark>
*NOTE: Items in **italics** are tentative; **bold** denotes required items*
## All meetings are scheduled from 9am - noon

| | |
|---|---|
| **MTAC meeting, January 18, 2023**<br>Comments from the Chair<br>• Committee member updates around the region (Chair Kehe and all)<br>• Fatal Crashes Update (Lake McTighe)<br>Agenda Items<br>• High Capacity Transit Strategy Update: Corridor Investment Readiness Tiers (Ally Holmqvist, Metro; 45 min) | **MTAC/TPAC joint workshop, February 15, 2023**<br><br>Agenda Items |
| **MTAC meeting, March 15, 2023**<br>Comments from the Chair<br>• Committee member updates around the region (Chair Kehe and all)<br>• Fatal Crashes Update (Lake McTighe)<br>Agenda Items | **MTAC/TPAC joint workshop, April 19, 2023**<br><br>Agenda Items |
| **MTAC meeting, May 17, 2023**<br>Comments from the Chair<br>• Committee member updates around the region (Chair Kehe and all)<br>• Fatal Crashes Update (Lake McTighe)<br>Agenda Items<br>• High Capacity Transit Strategy Update: Draft Report (Ally Holmqvist, Metro; 30 min) | **MTAC/TPAC joint workshop, June 21, 2023**<br><br>Agenda Items |
| **MTAC meeting, July 19, 2023**<br>Comments from the Chair<br>• Committee member updates around the region (Chair Kehe and all)<br>• Fatal Crashes Update (Lake McTighe)<br>Agenda Items | **MTAC/TPAC joint workshop, August 16, 2023**<br><br>Agenda Items |

| MTAC meeting, September 20, 2023 | MTAC meeting, October 18, 2023 |
|---|---|
| <u>Comments from the Chair</u><br> • Committee member updates around the region (Chair Kehe and all)<br> • Fatal Crashes Update (Lake McTighe)<br><u>Agenda Items</u> | <u>Comments from the Chair</u><br> • Committee member updates around the region (Chair Kehe and all)<br> • Fatal Crashes Update (Lake McTighe)<br><u>Agenda Items</u> |
| **MTAC meeting, November 15, 2023**<br><u>Comments from the Chair</u><br> • Committee member updates around the region (Chair Kehe and all)<br> • Fatal Crashes Update (Lake McTighe)<br><u>Agenda Items</u> | **MTAC meeting, December 20, 2023**<br><u>Comments from the Chair</u><br> • Committee member updates around the region (Chair Kehe and all)<br> • Fatal Crashes Update (Lake McTighe)<br><u>Agenda Items</u> |

**Parking Lot/Bike Rack: Future Topics (These may be scheduled at either MTAC meetings or combined MTAC/TPAC workshops)**
- SW Corridor Updates
- Status report on equity goals for land use and transportation planning
- Regional city reports on community engagement work/grants
- Regional development changes reporting on employment/economic and housing as it relates to growth management
- Update report on Travel Behavior Survey
- Updates on grant funded projects such as Metro's 2040 grants and DLCD/ODOT's TGM grants.  Recipients of grants.
- Transit-Oriented Development (TOD) annual report/project profiles report
- Reports from regional service providers affecting land use and transportation, future plans
- Best Practices and Data to Support Natural Resources Protection
- Employment & industrial lands
- 2040 grants highlights update
- 2024 UGB cycle

For MTAC agenda and schedule information, e-mail marie.miller@oregonmetro.gov
In case of inclement weather or cancellations, call 503-797-1700 for building closure announcements.

# Monthly fatal traffic crash report  for Clackamas, Multnomah and Washington counties *

Unidentified person, bicycling, Tualatin-Valley Highway/SW 1st Ave, Hillsboro, Washington, 10/31

Unidentified person, walking, N Interstate Ave. and N Russell , Multnomah, 10/26

Unidentified person, driving, Northeast Marine Drive, Multnomah, 10/20

Robert Iuhasz, 29, motorcycling, SE Orient Drive and SE 282nd Ave, Multnomah, 10/20

Herman A. Neal IV, 31, walking  Hwy 26, east of Sandy, Clackamas, 10/17

Unidentified person, walking, SE Stark and SE 146th Ave. , Multnomah, 10/17

Unidentified person, driving, SE 282nd Ave, south of SE Division Dr., Gresham, Multnomah, 10/16

Gabriel Gilberto Silva Duarte, 21, driving, SE Orient Dr & SE Bluff Rd., Multnomah   10/13

Metro

# Meeting minutes

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Meeting:       **Metro Technical Advisory Committee (MTAC) meeting**

Date/time:    Wednesday September 21, 2022 | 10:00 a.m. to 12:00 p.m.

Place:         Virtual video conference call meeting via Zoom

| **Members Attending** | **Affiliate** |
| --- | --- |
| Tom Kloster, Chair | Metro |
| Carol Chesarek | Multnomah County Citizen Representative |
| Tom Armstrong | Largest City in the Region: Portland |
| Colin Cooper | Largest City in Washington County: City of Hillsboro |
| Laura Terway | Clackamas County: Other Cities, City of Happy Valley |
| Greg Dirks | Multnomah County: Other Cities, City of Wood Village |
| Katherine Kelly | City of Vancouver |
| Jamie Stasny | Clackamas County |
| Chris Deffebach | Washington County |
| Neelam Dorman | Oregon Department of Transportation |
| Laura Kelly | Department Land Conservation and Development |
| Shelly Parini | Clackamas Water Environmental Services |
| Gery Keck | Tualatin Hills Park & Recreation District |
| Cindy Detchon | North Clackamas School District |
| Tom Bouillion | Portland of Portland |
| Tara O'Brien | TriMet |
| Brett Morgan | 1000 Friends of Oregon |
| Sara Wright | Environ. Advocacy Org: OR Environmental Council |
| Rachel Loftin | Community Partners for Affordable Housing |
| Preston Korst | Home Builders Association of Metropolitan Portland |

| **Alternate Members Attending** | **Affiliate** |
| --- | --- |
| Steve Koper | City of Tualatin |
| Kevin Cook | Multnomah County |
| Sarah Paulus | Multnomah County |
| Glen Bolen | Oregon Department of Transportation |
| Kelly Reid | OR Dept. of Land Conservation & Development |
| Manuel Contreas, Jr. | Clackamas Water Environmental Services |
| Aaron Golub | Portland State University |
| Brendon Haggerty | Public Health & Urban Forum, Multnomah Co. |
| Ryan Ames | Public Health & Urban Forum, Washington Co. |

| **Guests Attending** | **Affiliate** |
| --- | --- |
| Andrea (no last name) | |
| Ben Bortolazzo | |
| Brian Martin | City of Beaverton |
| Elin Michel-Midelfort | |
| Elizabeth (no last name) | |
| Jessica Pelz | Washington County |

John O'Neil
Julie Gustafson
Kathleen (no last name)                         Washington County
Marc Farrar
Mary Phillips                                   City of Gresham
Michelle Miller
Miranda Bateschell                              City of Wilsonville
Schuyler Warren                                 City of Tigard
Tom McGuire                                     City of Tigard
One unidentified phone caller

## Metro Staff Attending
Alex Oreschak, Clint Chiavarini, Eryn Kehe, John Mermin, Kim Ellis, Lake McTighe, Marie Miller, Matthew Hampton, Roger Alfred, Ted Reid, Thaya Patton, Tim O'Brien

## Call to Order, Quorum Declaration and Introductions
Chair Tom Kloster called the meeting to order at 10:00 a.m. Introductions were made.  A quorum was declared.  Zoom logistics and meeting features were reviewed for online raised hands, renaming yourself, finding attendees and participants, and chat area for messaging and sharing links.

## Comments from the Chair and Committee Members
- **Updates from committee members around the Region** (all) none

- **Fatal crashes update** (Lake McTighe) The report noted in August, four people died in traffic crashes in in the region, all in Multnomah County. So far this year, at least 73 people have died in traffic crashes. Thirty-seven percent of the traffic deaths were pedestrians.  These reports help acknowledge the severity of fatal crashes and the work yet to be done to bring about our Goal of Vision Zero.  Chair Kloster noted the upcoming JPACT/Metro Council workshop on Safe and Healthy Urban Arterials that will address this issue.

## Public Communications on Agenda Items - none

## Consideration of MTAC minutes July 20, 2022 meeting
**MOTION: To approve minutes from July 20, 2022 meeting**
Moved: Colin Cooper                             Seconded: Carol Chesarek
**ACTION: Motion passed with one abstention: Neelam Dorman**

**Tigard Urban Growth Boundary (UGB) exchange** (Ted Reid & Tim O'Brien, Metro) Background and overview of the proposed land exchange was provided.  The UGB exchange process, while already enabled under state law, has not been used in the Metro region. It would entail adding the River Terrace 2.0 area to the UGB and removing a comparable amount of buildable land elsewhere in the region. This approach is consistent with Metro's focus on city readiness in its growth management decisions. It recognizes that Tigard is ready for growth while some other areas that were added to the UGB in the past have not resulted in housing and may not for decades to come. Ultimately, adding land to the UGB can only help us address our housing shortage if it develops in a thoughtful, predictable

way. Tigard has demonstrated that it is ready to develop River Terrace with a mix of middle housing types that makes efficient use of land.

The UGB exchange process is codified in Oregon Administrative Rule Chapter 660, Division 24. Specifically, OAR 660-024-0070 provides the requirements for exchanging land inside the UGB for land outside the UGB. A local government may remove land from a UGB provided it determines:
a) The removal of land would not violate applicable statewide planning goals and rules;
b) The UGB would provide roughly the same supply of buildable land after the exchange;
c) Existing public facilities agreements do not provide for urban services in the area to be removed from the UGB, unless the public facilities provider agrees to removal and concurrent modification of the agreement;
d) Removal of the land does not preclude the efficient provision of urban services to any other buildable land that remains inside the UGB; and
e) The land removed from the UGB is planned and zoned for rural use consistent with all applicable laws.

Metro staff is following a two-step process for determining areas to consider for the UGB exchange. The first step is GIS analysis to identify preliminary exchange candidates and the second step is consultation with local jurisdictions, service districts, and other stakeholders about the planning and development status of exchange candidates to focus on those areas that have not demonstrated a path towards readiness.  Areas identified for further consultation and discussion as well as areas identified as no longer under consideration were shown.

Per Metro Council direction, it is staff's intention to provide several possible UGB exchange options for Council consideration. However, it is also necessary to narrow existing options down somewhat to facilitate Council discussions. Staff will present narrowed options in a Chief Operating Officer (COO) recommendation this October and will seek MPAC's endorsement of that recommendation. To get to that COO recommendation, staff is seeking MTAC's advice on considerations that can narrow the exchange options presented in this memo. Suggested considerations are as follows:

Planning and infrastructure status
Understanding the planning, infrastructure provision, and development status of candidate areas has been the focus of consultations with local jurisdiction and service district staff this summer. If additional information comes forward, it could be used to remove from consideration areas that may be more ready for development than initially understood or to reinforce our understanding that some areas do not appear ready for development for some time to come.

Time in UGB
All the UGB exchange candidate areas that staff recommends for further discussion have been inside the UGB for at least 20 years. Most of these areas were added to the UGB in 2002, but some date back to 1983 and 1979, when the region's UGB was originally adopted. Staff suggests discussing whether areas that have been in the UGB longer, yet remain undeveloped, deserve additional consideration as exchange candidates.

Parcellation
Some exchange candidate areas consist of large parcels, while others consist of smaller parcels with rural residential development. Existing low-density development may make some areas difficult to urbanize efficiently in the future and, by that measure, may make sense for UGB exchange. On the other hand, it is likely that such areas have property owners that have diverse views on whether they would like their properties considered for exchange.

Property owner wishes
The Metro Council has the authority to manage the region's urban growth boundary and, while it values the desires of property owners, it is not bound by them and must maintain a regional perspective. On some occasions, the Council's regional perspective has led it to expand the UGB in locations where property owners did not want their properties included in the UGB (while others did). Similarly, in this proposed exchange, there will be a mix of viewpoints among property owners whose properties are being considered for removal from the UGB. While it is important to understand the general sentiment of property owners, staff does not recommend only considering areas with property owners that wish to have their land removed from the UGB as doing so would likely result in a piecemeal outcome.

Number of exchange areas
The quickest way to narrow options down would be to focus on larger contiguous areas. On the other hand, focusing on such areas may deemphasize other considerations that are equally or more important.

In the UGB for a unique purpose
Some areas were added to the UGB to address a very specific need such as to provide large industrial sites that could be served by specialized infrastructure. Discussions of such areas may be best handled in a more deliberate manner with an updated understanding of whether those unique needs still exist. For instance, such areas may deserve additional discussion as part of the 2024 Urban Growth Report.

Jurisdiction's position
As with property owners, some jurisdictions may be open to having lands removed from the UGB in their jurisdiction (as with counties) or in their vicinity (as with cities that have not yet annexed areas). While the approval of local jurisdictions or service districts is not required, their interests are worth considering.

Comments from the committee:
- Colin Cooper noted an update in Hillsboro, Jackson East area previously reported that was in the process of having their comprehensive plan designated for industrial land. This has continued to its conclusion with no appeals filed. Property owners have agreed with this parcellation. Referring to OAR 660-024-0070, the element of land removed from UGB as planned with all applicable laws, it was asked how Metro staff was looking at this regarding future development providing taxes through urbanization. Ted Reid affirmed the sections in Hillsboro in the land exchange in some areas where urbanization is being considered. It was

noted that part of the process identifies unincorporated areas within a mile of the UGB. Areas on the map shown are options that still have rural zoning.

- Carol Chesarek noted the memo did not describe the different areas under consideration with size of land removal. It was asked to expand on the pros and cons of trade out areas divided into 2 or 3 different areas in regard to different jurisdictions that could make this complicated in terms of logistical work and potential legal issues. Mr. Reid noted there are a number of options on the map shown where the full 350 buildable land acres were not possible for dividing. Limited areas where one identified area might be handled this way was noted in the former Damascus area because of the larger size area.
- Chris Deffebach noted that for those unfamiliar with the process with UGB, in Washington County per Metro requirements land in the UGB is protected for future development with applicable rules. Some areas zoned for future development may also be planned with future infrastructure such as sewer or electrical lines.
- Kevin Cook asked for clarification on rural and urban reserves. Mr. Reid noted Metro's goal is to put any areas removed from the Urban Growth Boundary into urban reserve areas because we need to look at these areas first when extending the urban development areas. Metro's legal staff are sorting out the steps and process with this now.
- Steve Koper noted these considerations make good sense and appreciated the work done by staff.
- Katherine Kelly agreed that the considerations were well thought out. It was noted it appeared from the slides part of the exchange areas extended into Washington state. Mr. Reid assured the areas are all located in the state of Oregon, with the software program sometimes extending circles wider in slides.
- Shelly Parini asked if the meeting later today with the Clackamas County Board would be the same. Mr. Reid noted some of Metro staff from Government Affairs and planning would be attending with more context around the process rather than the technical aspect.

Mr. Reid concluded the presentation noting further comments could be sent to him directly. Next steps include considerations presented at MPAC Sept. 28, working toward the Metro COO recommendation this fall and Council decision early 2023.

**Regional Transportation Plan (RTP) Pricing Policy Development** (Alex Oreschak, Metro) Mr. Oreschak provided background information on the Regional Congestion Pricing Study initiated in summer of 2019, and resulted in a Metro Council resolution to accept the findings and recommendations in the final report, and directed staff to incorporate the findings and recommendations from the study in the 2023 RTP update and use them to inform the 2023 RTP update.

Mr. Oreschak noted the new introduction sections:
• Types of pricing, what jurisdictions might implement
• Why is pricing important?
• Benefits to freight and businesses
• Revenue reinvestment
• Constitutional restrictions
• Other state and regional pricing work

• Federal pricing programs
• Regional Congestion Pricing Study summary

Revised draft RTP pricing policies (the first 6 policies) were reviewed.  These included:
**Policy 1 Mobility**: Improve reliability and efficiency of the transportation network, reduce VMT per capita, and increase transportation options through congestion management, investments in transit, bike, and pedestrian improvements, and transportation demand management programs.
**Policy 2 Equity**: Center equity and affordability into pricing programs and projects from the outset.
**Policy 3 Safety**: Address traffic safety and the safety of users of all modes, both on the priced system and in areas affected by diversion.
**Policy 4 Diversion**: Minimize diversion impacts created by pricing programs and projects prior to implementation and throughout the life of the pricing program or project.
**Policy 5 Climate**: Reduce greenhouse gas emissions and vehicle miles travelled per capita while increasing access to low-carbon travel options.
**Policy 6 Technology and User Experience:**
Coordinate technologies and pricing programs and projects to make pricing a low-barrier, seamless experience for everyone who uses the transportation system and to reduce administrative burdens.

Continuing work on RTP policies includes policy background/context and connection to the RCPS and the action items, clarification on how policies and actions relate to RTP goals and objectives, how different pricing projects can be regionally coordinated, and continue coordination with OHP amendment.  Staff will update policies and incorporate into RTP chapter updates with the chapter updates planned to be released in late winter or early spring.

Comments from the committee:
- Glen Bolen noted not a lot in the policies regarding tolling revenue with operations and maintenance.  This is still being developed.  It was noted many obstacles are tied together between policies and objectives to achieve goals, which include increasing capita, increasing options, reducing congestion and raising revenue.

  It was noted that a segment in Policy 12 was stricken out "before adding capacity beyond the planned system".  The logical connections with the OHP amendment are looking at tolling before adding capacity.  Land use planners typically use the transportation rule in the system to justify land use changes.  ODOT will require capacity during the lifetime of the plan and will need land use plans fully developed.  DLCD, ODOT and Metro are working together on this issue.

- Sara Wright appreciated the work done.  It was noted goals to prioritize and process work moving forward.  The reconciliation with ODOT on OHP amendment will be critical and looked forward to these updates reported on.
- Chris Deffebach noted pricing and the goal to raise revenue not mentioned in the policies.  With tolling, parking charges and user fees among revenue discussions currently, was there a reason pricing was left out?  Mr. Oreschak noted lack of results to use in updating the policy,

and the timing of RTP goals, as well as noting the study was started without work on revenues as part of the study findings.  More on this is working its way through the process.

- Tara O'Brien agreed on the previous comments that are significant issues to continue work on, reconciling pricing assumptions to revenue and RTP policies.  It was noted there are many goals we want to see in the policy implementations and how they align with tolling projects underway now.  Are these too challenging to be implemented because of the many issues we are hoping these policies support?  Interest was shared with ongoing discussions.

**Adjournment**
There being no further business, meeting was adjourned by Chair Kloster at 11:19 a.m.
Respectfully submitted,
Marie Miller, MTAC Recorder

Attachments to the Public Record, MTAC meeting September 21, 2022

| Item | Document Type | Document Date | Document Description | Document No. |
|------|---------------|---------------|---------------------|--------------|
| 1 | Agenda | 9/21/2022 | 9/21/2022 MTAC Meeting Agenda | 092122M-01 |
| 2 | MTAC Work Program | 9/8/2022 | MTAC Work Program as of 9/8/2022 | 092122M-02 |
| 3 | Memo | 8/25/2022 | TO: MTAC members and interested parties<br>From: Lake McTighe, Regional Planner<br>RE: July 2022 Report - Traffic Deaths in the three counties | 092122M-03 |
| 4 | Slide | 9/1/2022 | August traffic death report for Clackamas, Multnomah and Washington counties | 092122M-04 |
| 5 | Minutes | 7/20/2022 | Draft minutes from July 21, 2022 MTAC meeting | 092122M-05 |
| 6 | Memo | 9/14/2022 | TO: MTAC members and interested parties<br>From: Ted Reid and Tim O'Brien, Metro Principal Regional Planners<br>RE: River Terrace 2.0 UGB exchange: preliminary UGB exchange options | 092122M-06 |
| 7 | Memo | 9/14/2022 | TO: MTAC members and interested parties<br>From: Alex Oreschak, Senior Transportation Planner<br>RE: 2023 Regional Transportation Plan Policy Brief –Pricing Policy Development | 092122M-07 |
| 8 | Attachment 1 | August 2022 | Metro Regional Transportation Plan – Draft Pricing Policy, Policy Actions, Definitions, Background & Context | 092122M-08 |
| 9 | Attachment 2 | August 2022 | Feedback from July 2022 TPAC Meeting | 092122M-09 |
| 10 | Attachment 3 | August 2022 | JPACT & Council Workshop #2 (July 28, 2022) Summary | 092122M-10 |
| 11 | Presentation | 9/21/2022 | Tigard UGB Exchange Metro Technical Advisory Committee | 092122M-11 |
| 12 | Presentation | 9/21/2022 | RTP Pricing Policy Development | 092122M-12 |

# Memo

Date:       November 9, 2022

To:         Metro Technical Advisory Committee (MTAC) and interested parties

From:       Kim Ellis, RTP Project Manager

Subject:    2023 Regional Transportation Plan Policy Framework and Process for the RTP Call for Projects

**PURPOSE**

This memo provides an overview of the draft policy framework and process for the 2023 RTP Call for Projects that will be shared with Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) later this month. The purpose of the Call for Projects is to update of the region's near-term and long-term investment priorities for the 2023 Regional Transportation Plan (RTP).

**ACTION REQUESTED**

MTAC discussion and input on these policy questions:

1.  Does the draft policy framework described in Attachment 2 provide adequate direction and guidance to agency partners to update the RTP investment priorities?

2.  Do you have comments or questions about the process for updating the RTP project and program priorities for the near-term (2023-2030) and long-term (2031-2045) in Attachment 3?

3.  Do you have comments on the measures described in Table 1 in Attachment 3?

In December, the Transportation Policy Alternatives Committee (TPAC) will be asked to make a recommendation to the Joint Policy Advisory Committee on Transportation (JPACT) on the Policy Framework for the 2023 RTP Call for Projects. TPAC will also make a recommendation to JPACT on the Project List Cost Targets for the 2023 RTP Call for Projects.

Pending JPACT action on recommendation from TPAC and Council action on recommendations from JPACT, Metro will issue a "Call for Projects to update the region's transportation near-term and long-term investment priorities to support regional goals for equity, safety, climate, mobility and economy. Metro will issue the Call for Projects on January 6, 2023. The deadline for project sponsors to submit recommended updates to RTP project and program priorities to Metro is February 17, 2023.

**BACKGROUND**

A major update to the Regional Transportation Plan (RTP) is underway. The RTP is the blueprint for transportation in our region and 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.

The timeline below shows where we are in the process

**Timeline for 2023 Regional Transportation Plan Update**
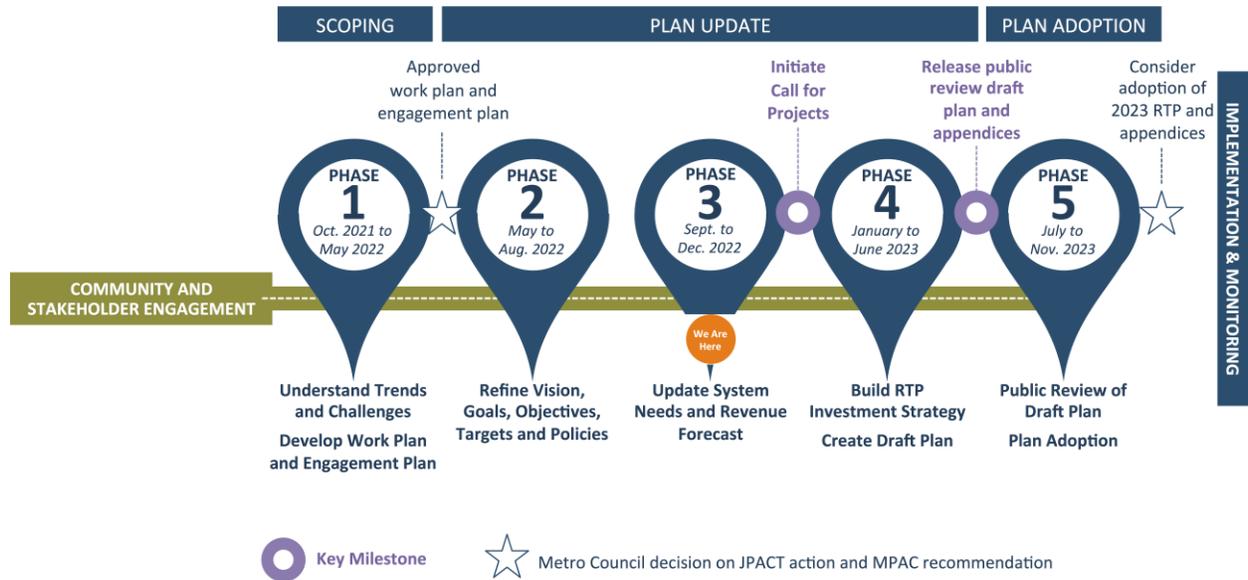


At the meeting, staff will present the policy framework and approach for updating, assessing, and refining the list of projects and programs for the 2023 RTP. The policy framework reflects the culmination of more than two years of work by regional and community partners to identify transportation needs and develop a vision, goals, objectives, targets and a financial plan. The 2023 RTP call for projects responds to this direction as agency partners work together and with communities to update the investment priorities of the plan.

**NEXT STEPS**
A summary of key dates and next steps follows.

| | |
|---|---|
| Nov. 16, 2022 | MTAC discussion on Draft Policy Framework and Process for 2023 RTP Call for Projects |
| Nov. 17, 2022 | JPACT discussion on Draft RTP Needs Assessment Findings and the Draft Policy Framework and Process for 2023 RTP Call for Projects |
| Dec. 2, 2022 | TPAC recommendation to JPACT on Draft Policy Framework and Draft Project List Cost Targets for 2023 RTP Call for Projects |
| Dec. 6 and 7, 2022 | Online RTP Hub Training for agency staff responsible for submitting new and updated project information as part of the Call for Projects |
| Dec. 14, 2022 | MPAC discussion on Draft Policy Framework for 2023 RTP Call for Projects |
| Dec. 15, 2022 | JPACT considers action on TPAC recommendation on Draft Policy Framework and Draft Project List Cost Targets for 2023 RTP Call for Projects |
| Dec. 15, 2022 | Metro Council considers action on JPACT recommendation |
| Jan. 6 to Feb. 17, 2023 | RTP Call for Projects |
| Feb. 17, 2023 | DEADLINE: Project list updates and supporting information due |

| | |
|---|---|
| January to June 2023 | Work continues to develop draft 2023 RTP and appendices for public review, reflecting feedback received throughout Phase 2 and Phase 3 of the update |
| March-April 2023 | Policymakers, regional advisory committees and stakeholders review and comment on draft priority projects and the high-level project assessment; this will include an on-line comment opportunity |
| | RTP System Analysis conducted |
| May 1, 2023 | DEADLINE: Governing body project list endorsements due |
| May-June 2023 | JPACT and Metro Council consider input and technical findings and provide direction on finalizing draft RTP and list of project and program priorities for public review |
| July 1 to Aug. 14 2023 | Public comment period on draft plan and list of project and program priorities with hearing(s) |
| Sept.-Nov. 2023 | Metro staff document public comments received and work with TPAC and MTAC to develop recommendations for consideration by MPAC, JPACT and Metro Council |
| November 2023 | JPACT and Metro Council consider adoption of the 2023 RTP |

/Attachments

- Attachment 1. Overview of the Policy Framework and Approach
- Attachment 2. Draft Policy Framework for the 2023 RTP Call for Projects
- Attachment 3. Draft Process Overview for 2023 RTP Call for Projects

# 2023 Regional Transportation Plan call for projects

## An overview of the policy framework and approach

*The 2023 Regional Transportation Plan is an opportunity to bring together city, county, regional and state priority transportation projects to create a coordinated list of priority projects and programs for the period from 2023 to 2045. It is a key step for these projects to qualify for regional, state and federal funding.*



### Purpose

A major update to the Regional Transportation Plan (RTP) is underway. The RTP is the blueprint for transportation in our region and 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 document describes the policy framework and approach for updating, assessing, and refining the list of projects and programs for the 2023 RTP. The policy framework reflects the culmination of more than two years of work by regional and community partners to identify transportation needs and develop a vision, goals, objectives, targets and a financial plan. The 2023 RTP call for projects responds to this direction as agency partners work together and with communities to update the investment priorities of the plan.

### An outcomes-based approach

An outcomes-based approach means the RTP is guided by a vision and goals that describe what our communities want greater Portland to be in the future. This approach identifies policies and investments that will achieve the vision and goals within a financially achievable budget.

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 framework**

## 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.

Dramatic changes have unfolded since the RTP was last updated five years ago, many documented in the 2018 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 allows all levels of government to work together to deliver a better transportation future.

**Figure 2. 2023 RTP vision and goals**



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 support **equitable, resilient, healthy and economically vibrant communities and region**.

## A policy framework for the call for projects

In addition to the vision and goals, the call for projects is informed by public engagement, adopted regional plans, strategies, policies, federal and state 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 form the policy framework for the 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 contributing to the call for projects policy framework reflect extensive engagement with local elected officials, public agencies, Tribal governments, community-based organizations, business groups and the community at large.

## Revenue forecast for the 2023 RTP financially constrained project list

The region has limited transportation funding, which must be used strategically to meet the extensive needs of the people who live and work here. The RTP revenue forecast is an important part of the call for projects process, providing an estimate of how much funding can be reasonably expected to be available during the life of the plan (2023-2045) both for capital projects and for maintaining and operating the existing transportation system.

Financial assumptions for the RTP revenue forecast are developed in cooperation with transportation agencies. Development of the revenue forecast is underway and will be finalized by the end of the year. Table 1 is a placeholder to illustrate the revenue information that will be available for the call for projects. Project lead agencies will be given targets based on available funding for the constrained project list (projects that can be funded with the revenues that are expected to be available in the region), the strategic project list (projects that can be funded with additional revenues should they become available), and for the first seven years of the constrained list, which typically includes high-priority projects meeting regional goals that are ready to be implemented.

**Table 1: Draft 2023 RTP financially constrained revenue forecast** (*under development*)
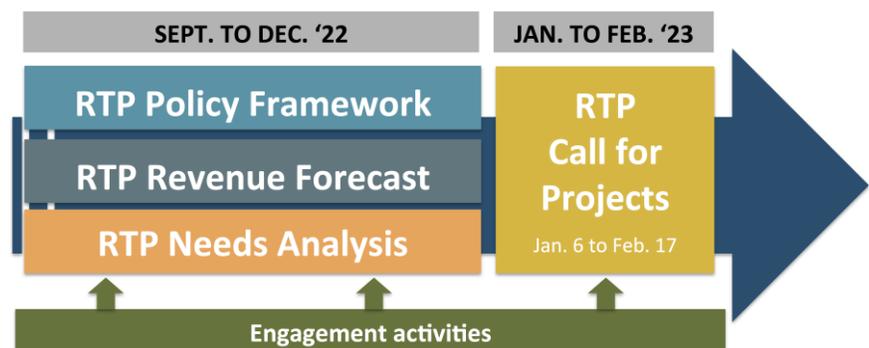
| Agency/coordinating committee | Constrained List cost target for 2023-2030 (billions, 2023 dollars) | Constrained List cost target for 2031-2045 (billions, 2023 dollars) | Strategic List cost target for 2031-2045 (billions, 2023 dollars) | Total RTP List cost target for 2023-2045 (billions, 2023 dollars) |
|---|---|---|---|---|
| City of Portland | $0.000 | $0.000 | $0.000 | $0.000 |
| Clackamas County, Cities, & NCPRD | $0.000 | $0.000 | $0.000 | $0.000 |
| Multnomah County and Cities | $0.000 | $0.000 | $0.000 | $0.000 |
| Washington County, Cities & THPRD | $0.000 | $0.000 | $0.000 | $0.000 |
| Oregon Dept. of Transportation | $0.000 | $0.000 | $0.000 | $0.000 |
| TriMet & SMART (Transit Capital) | $0.000 | $0.000 | $0.000 | $0.000 |
| Metro | $0.000 | $0.000 | $0.000 | $0.000 |
| Port of Portland | $0.000 | $0.000 | $0.000 | $0.000 |

## Call for projects

The call for projects kicks off the window of time for transportation agencies to update existing projects and add new priority projects to the RTP. Updating the list of priority projects and programs in the RTP is more than just a housekeeping exercise; priorities in the RTP are updated to reflect changing transportation needs and trends – such as those



Figure 4. Development of the call for projects

SEPT. TO DEC. '22     JAN. TO FEB. '23

RTP Policy Framework

RTP Revenue Forecast

RTP Needs Analysis

RTP Call for Projects
Jan. 6 to Feb. 17

Engagement activities

documented in the 2023 RTP Emerging Transportation Trends Study and 2023 RTP needs assessment – and respond to the policy framework. Figure 4 shows the timeline and steps leading up to the call for projects.

The list of projects and programs in the 2018 RTP is the starting place for the call for projects. Many of the projects and programs in the 2018 RTP will be carried forward, with updated costs and, sometimes, refinements to project details. Some projects may no longer be needed, while new projects identified in local transportation system plan updates and other public planning processes may be added.

Over many years of planning, local, regional and state partners have identified and refined projects to meet the transportation needs of the region. These projects are primarily identified in local transportation system plans, but also in transit service and master plans, park and trail plans, corridor plans, and other transportation studies. Engaging the public and affected communities is a core part of identifying transportation needs and developing the list of projects to address those needs.

During the call for projects, transportation agencies are asked to update the projects and programs in the RTP that will implement the regional vision, advance regional goals, and address the transportation needs of the region.

Communities across the region contribute to the development of plans and studies from which RTP projects are drawn from. Cities, counties, transit agencies, park and trail providers, the Port of Portland, ODOT and other agencies are responsible for compiling and submitting the list of priority projects recommended for the RTP.

Agencies updating or submitting new projects to the RTP will provide information that will be used to organize, summarize and conduct analysis of the projects. Information collected will include:

- agency information
- general project information
- summary of public engagement
- estimated project cost in 2023 dollars
- time period for completion
- project type and investment category
- modeling assumptions
- spatial data.

Project list updates and supporting information is due February 17. For all projects submitted to the RTP, agencies will provide documentation of public engagement conducted during the planning and development of projects. Additionally, agencies must include a letter of endorsement from the agency's governing body. This engagement information may be provided after the projects have been submitted in the call for projects but must be submitted by May 1. Metro will use the information provided to describe the array of public engagement opportunities that contributed to the development of the 2023 RTP.

**Project list updates and supporting information due February 17**

The call for projects starts Jan. 6 and closes on Feb.17, 2023. Over the past two years, the update of the RTP has focused on understanding the region's transportation challenges and priorities for investment and updating the region's vision for the transportation system.

Now it is time to pull the pieces together in the call for projects to address these challenges, reflect public priorities and make progress toward our shared vision and goals for the future transportation system.

**Project list endorsements due May 1**

New for the 2023 RTP, agencies will be asked to submit a letter from their governing body, such as a city council, board or commission, endorsing the list of projects that they are recommending for the RTP.

This step supports transparency and awareness of the process and projects for the public, community partners and elected and appointed officials responsible for implementing the projects.

**Community led engagement in 2023**

During the call for projects, decision-makers will have the opportunity to learn from and include perspectives of the region's diverse communities in shaping 2023 RTP policies and investment priorities.

Metro is partnering with community-based organizations to engage communities of color and culturally specific communities from across the region.

The process is designed to grow the capacity of the organizations that serve these communities to engage in regional and local transportation decisions more broadly, including future decisions beyond the 2023 RTP.

Metro will also host an online survey that provides an opportunity for the public to provide input on the draft project list.

Learn more about engagement for the 2023 RTP update, including business, community, and agency partner forums and surveys at oregonmetro.gov/rtp

## Assessing the List of Projects and Programs

Metro will complete an outcomes-based technical analysis on how the draft project list advances the RTP vision, goals and policies. This analysis consists of two phases. The first phase is a high-level assessment of the individual projects based on information provided in the call for projects and the location of the project's location. The assessment will be used to show how individual projects advance regional goals. In addition to reporting on the questions shown in Table 2, the high-level assessment will report on the share of funding prioritized for each of the investment categories.

The second phase is a system analysis of how the RTP performs with respect to performance measures and targets that reflect RTP goals. This analysis will be used to assess how the overall package of projects advance regional goals and make progress towards the regional performance targets. This phase includes detailed equity and climate analyses that are required by the federal and state regulations that govern the RTP. The system analysis uses Metro's travel model and other analytical tools, as well as the information from the high-level assessment. The system analysis accounts not only for the projects and policies in the RTP, but also for factors such as projected population and job growth. Table 2 summarizes the key questions that the assessment and analysis will look to answer for each of the five RTP goals.

**Table 2: Measuring progress towards RTP goals**

| RTP goal | High-level project assessment | System analysis |
|---|---|---|
| **Equitable transportation**: Transportation system disparities experienced by Black, Indigenous and other 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. | Is the project located in an Equity Focus Area? | Does the RTP benefit Equity Focus Areas at least as much, if not more, than other communities in the region? |
| **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. | Does the project have a high or medium greenhouse gas reduction potential?[1] Is the project located in a designated center? | Does the RTP meet vehicle miles traveled per capita reduction targets? Does the RTP meet transit, bicycle and pedestrian mode share targets? |
| **Safe system**: Traffic deaths and serious crashes are eliminated, and all people are safe and secure when traveling in the region. | Is the project identified as safety project?[2] Is the safety project on a high injury corridor? | Does the RTP meet regional safety targets? |
| **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. | Does the project complete a gap in the region's pedestrian, bicycle or transit networks? | Does the RTP meet targets for completing the multimodal transportation system? Does the RTP meet vehicle miles traveled per capita reduction targets? Does the RTP meet targets for reliable travel on throughways?[3] |
| **Thriving economy**: An economically vibrant greater Portland region includes centers, ports, industrial areas, employment areas and other regional destinations that are accessible through a variety of multimodal connections that help people, communities and businesses thrive and prosper. | Does the project improve access to destinations within centers and industrial and employment areas? | Does the RTP improve freight, transit, bicycle and pedestrian access that serve centers and industrial and employment areas? Does the RTP increase access by auto and transit to destinations? |

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[1] As defined in the 2014 Climate Smart Strategy https://www.oregonmetro.gov/climate-smart-strategy
[2] Identified as a safety project through a state or local process.
[3] As defined in the draft Regional Mobility Policy developed to test and refine through the 2023 RTP update.
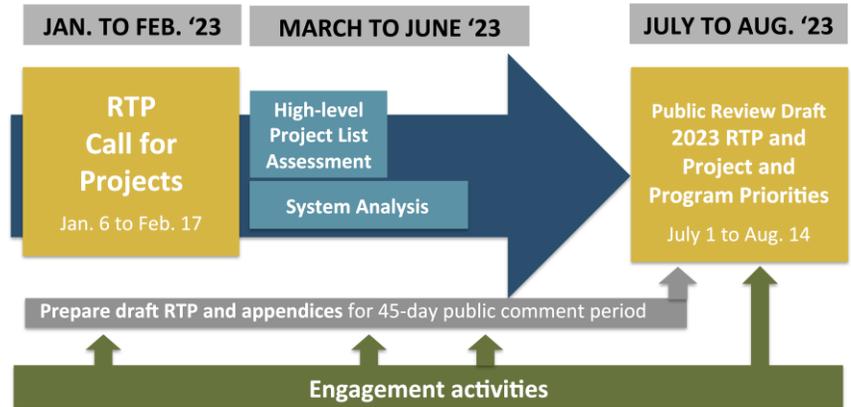
**Refining project and program priorities for the 2023 RTP public review draft**

Stakeholders and policymakers will be asked to review and comment on draft priority projects and the high-level project assessment starting in April 2023. Input on the assessment of projects, along with public input on the system analyses findings will inform decision-makers and regional partners as they continue to work together to finalize the draft RTP and project and program priorities for public review in Summer 2023.

Figure 5 illustrates the timeline and process for the call for projects and the development of the public review draft of the RTP.

A 45-day comment period on the draft plan is planned from July 1 to Aug. 14, 2023. JPACT and the Metro Council will consider adoption of the 2023 RTP (and updated project and program priorities) in November 2023.

**Figure 5. Call for projects timeline and process**



| JAN. TO FEB. '23 | MARCH TO JUNE '23 | JULY TO AUG. '23 |
|---|---|---|
| RTP Call for Projects Jan. 6 to Feb. 17 | High-level Project List Assessment / System Analysis | Public Review Draft 2023 RTP and Project and Program Priorities July 1 to Aug. 14 |

Prepare draft RTP and appendices for 45-day public comment period

Engagement activities

**DRAFT Policy Framework for the**
**2023 Regional Transportation Plan Call for Projects**

November 8, 2022

*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. The current list includes more than 1,100 projects.*

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 allow 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.



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 support **equitable, resilient, healthy and economically vibrant** communities and region.

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)
  - **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 -** An economically vibrant greater Portland region includes centers, ports, industrial areas, employment areas, and other regional destinations that 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 objectives** that identify specific outcomes and measurable targets the region wants to achieve with investments in the transportation system to realize the plan's vision and goals; and

- **supporting policies** that 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;

- o **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;

- o **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;

- o **Draft policies related to pricing and regional mobility** that will continue to be reviewed and refined in 2023; and

- o **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 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.

**Process Overview**
**for the 2023 Regional Transportation Plan Call for Projects**
November 8, 2022

*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. The current list includes more than 1,100 projects.*

This document summarizes the process for updating the list of Regional Transportation Plan project and program priorities. Additional information is being prepared to support the process. Pending support and direction from the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council in December 2022, the Call For Projects will kicks off the window of time for transportation agencies to update existing projects and add new priority projects to the RTP.

Updating the list of priority projects and programs in the RTP is more than just a housekeeping exercise; priorities in the RTP are updated to reflect changing transportation needs and trends – such as those documented in the 2023 RTP Emerging Transportation Trends Study and 2023 RTP needs assessment – and respond to the policy framework. The 2023 RTP is an opportunity advance new project priorities identified in planning efforts completed through a public process since December 2018[1] and incorporate more recent JPACT and Metro Council policy feedback through the 2023 RTP update.

**Call for Projects**
**Jan. 6 to Feb. 17, 2023**

During the past year, RTP work focused on updating the region's vision for the transportation system, understanding the region's transportation challenges and priorities for investment, documenting in the amount of funding expected to be available to pay for the region's transportation needs.

The RTP Call for Projects kicks off the window of time for transportation agencies to review and update existing projects and add new priority projects to the RTP – a key step for these projects to qualify for state and federal funding.

**Figure 1** shows the timeline and steps leading up to the call for projects.

**Figure 1. Development of the call for projects**



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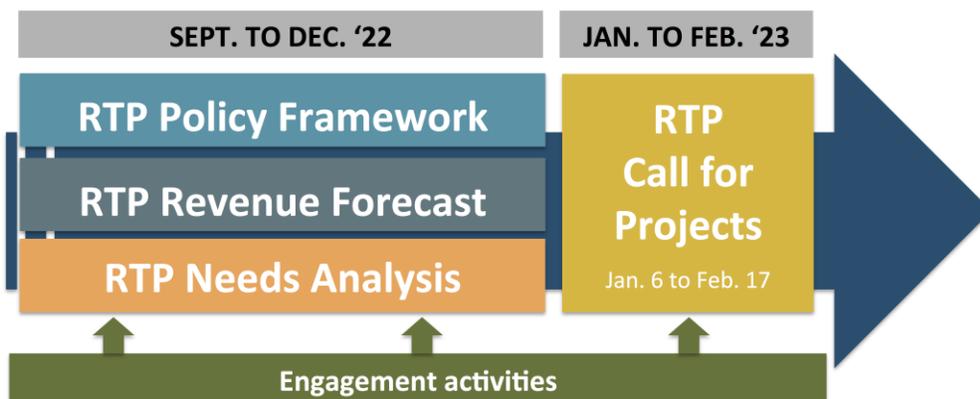
[1] Examples include projects identified through transportation system plan (TSP) updates, corridor and areas studies; development of the Metro's regional funding measure in 2020, TriMet's Forward Together Service Restoration Planning effort, and SMART's Master Plan update.

The list of projects and programs in the 2018 RTP is the starting place for the call for projects. Many of the projects and programs in the 2018 RTP will be carried forward, with updated costs and, sometimes, refinements to project details. Some projects may no longer be needed, while new projects identified in local transportation system plan updates and other public planning processes may be added.

Over many years of planning, local, regional and state partners have identified and refined projects to meet the transportation needs of the region. These projects are primarily identified in local transportation system plans, but also in capital improvement plans, transit service and master plans, park and trail plans, corridor plans, concept plans, and other transportation studies. Engaging the public and affected communities is a core part of identifying transportation needs and developing the list of projects to address those needs.

**Who is eligible to submit project or programs to the RTP?**

Eligible entities are referred to as project sponsors and include:

- Clackamas County and its cities

- Multnomah County and its cities

- Washington County and its cities

- City of Portland

- South Metro Area Regional Transit (SMART) district

- TriMet

- Oregon Department of Transportation (ODOT)

- Port of Portland (in coordination with transportation agencies and county coordinating committees)

- Metro

- Portland Streetcar, Inc. is eligible as part of a joint project with the City of Portland and TriMet

- Special districts (e.g., Tualatin Hills Parks and Recreation, Clackamas Parks and Recreation, Portland Bureau of Environmental services) and railroad operators are eligible as part of a joint project with a local government, Metro, ODOT or transit provider (in coordination with transportation agencies and county coordinating committees).

- Eligible project sponsors are encouraged to join together to propose a project, such as a multi-county or multi-city or city-county transportation project.

**What projects or programs can be submitted to the RTP?**

Communities across the region contribute to the development of plans and studies from which RTP projects are drawn from. Cities, counties, transit agencies, park and trail providers, the Port of Portland, ODOT and other agencies are responsible for compiling and submitting the list of priority projects recommended for the RTP.

Example of the types of investments that will address local, regional and state transportation needs on the regional transportation system and regional transportation challenges is provided in Figure 2.

**Figure 2. Examples of RTP Projects and Programs**



*Examples of the types of investments identified to address regional transportation challenges*

**Projects**

**Bridge and road maintenance**
Bridge and road pavement resurfacing, preventive maintenance, preservation and rehabilitation

**Bus and rail vehicle maintenance and replacement**
Preventive maintenance for fleet and facilities, transit vehicle replacement, etc. to keep system in good repair

**Complete streets for all users**
Modernize street and intersection designs to reduce conflicts and better serve all modes and users

**Freight access to industry and ports**
Road and railroad crossing upgrades, port and intermodal terminal access improvements, rail yard and rail track upgrades

**Throughway expansion**
Interchange fixes, strategic widening, auxiliary lane additions in areas of consistent bottlenecks

**Main street retrofits**
Retrofit streetscapes in areas with shopping, restaurants and local services to include street trees, improved lighting, street furniture, such as benches, garbage bins, wider sidewalks, bike parking, etc.

**Seismic upgrades**
Retrofit roads and bridges to increase resiliency to earthquakes, particularly major river crossings

**Street connections and expansion**
New arterial and collector street connections, strategic widening, highway overcrossings, etc.

**Transit service enhancement and expansion**
Increased bus service coverage, speed and frequency, MAX and streetcar extensions, expanded WES commuter rail service, employee and community shuttles, separate travel lanes for buses, etc.

**Walking and biking connections**
Protected and/or separated bike lanes, sidewalks, crosswalks and curb ramps on major streets, off-street trails, etc.

**Programs**

**Affordable transit pass program**
Provide affordable transit passes to students, seniors and low-income riders

**Programs and incentives to reduce vehicle trips**
Regional travel options programs, paid and timed parking in centers, encourage walking, biking, use of transit, carpooling, carsharing, ridesharing, telecommuting, etc.

**Smart technology and traffic management**
Traffic signal and transit priority coordination, vehicle charging stations, clearing crashes quickly, etc.

**Transit amenities**
Bus shelters and benches, passenger boarding areas, transit stop and station access, lighting at stops, etc.

**Transit oriented development**
Policy and market incentives to encourage building higher-density, mixed-use projects in centers and along corridors served by high capacity and frequent transit

**Transportation safety and education programs**
Improved and expanded Safe Routes to Schools programs, speed enforcement, Safe Routes to Transit programs, etc.

**Transportation services for older adults and people with disabilities**
On-call paratransit services, door-to-door pick up, etc.

**Other tools that could be supported by policies**

**Emerging market-based technologies**
Freight movement technology, self-driving vehicles, shared mobility services (e.g., Uber and Lyft), etc.

**High occupancy vehicle/tolled lanes, express lanes/congestion pricing**
High occupancy vehicle (HOV) lanes, high occupancy tolled (HOT) lanes, tolling, managed lanes, congestion pricing

Metro

**How will project list updates be coordinated?**

Transportation agencies will work through county-level coordinating committees and with the City of Portland to review and update priorities for the RTP.

During the call for projects, transportation agencies are asked to update the projects and programs in the RTP that will implement the regional vision, advance regional goals, and address the transportation needs of the region. As in previous updates of the RTP, transportation agencies, including ODOT and TriMet, will work through county-level transportation coordinating committees and with the City of Portland, to coordinate across jurisdictional boundaries and recommend priority projects for the 2023 RTP. These meetings, as well as meetings of elected and appointed officials, provide opportunities for the public to learn about and provide input on the projects and programs being recommended.

Several resources and tools are being developed and will be available to support jurisdictional partners, including an on-line RTP Hub database, a project submission guide, project cost estimate guidance, online maps and geospatial data of the 2018 RTP projects[2], RTP policy framework maps, and RTP needs assessment maps and related data.

**A web page and on-line project database – called the RTP Hub - will support jurisdictions as they review and update their investment priorities at www.oregonmetro.gov/rtp.** Two on-line trainings on access and use of the Hub will be held for agency staff on Dec. 6 and Dec. 7. The online hub will go live on Jan. 6.

**Project list updates and supporting information from coordinating committees, TriMet, ODOT, and City of Portland priorities due February 17**

The call for projects starts Jan. 6 and closes on Feb.17, 2023. Over the past two years, the update of the RTP has focused on understanding the region's transportation challenges and priorities for investment and updating the region's vision for the transportation system.

Now it is time to pull the pieces together in the call for projects to address these challenges, reflect the region's priorities and make progress toward our shared vision and goals for the future transportation system. Each county-level coordinating committee will submit endorsement letter with their respective lists of projects and programs, indicating the lists are the agreed upon priorities for 2023 RTP for the cities and county of each respective sub-region.

**Project list endorsements from governing bodies due May 1**

New for the 2023 RTP, agencies will be asked to submit a letter from their governing body, such as a city council, board or commission, endorsing the list of projects that they are recommending for the RTP.

This step supports transparency and awareness of the process and projects for the public, community partners and elected and appointed officials responsible for implementing the projects.

A **2023 RTP Project Submission Guide** is being developed to support agencies that are updating the list of projects. Agencies will update and add projects in the RTP Project Hub, an online database. Agencies updating or submitting new projects to the RTP will provide information that will be used in the outcomes assessment, and system, equity, climate and environmental analysis of the draft project list.  For projects already in the RTP Project Hub, much of the information will already be available. Some information will need to be updated, or added for new projects.

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[2] Existing 2018 RTP Projects can be viewed at:
https://www.arcgis.com/apps/webappviewer/index.html?id=73e94a0343ea487e82b4830fead7c88e&extent=-13751666.1848%2C5656339.7069%2C-13586562.2037%2C5748675.6371%2C102100

**Key information requested in Call for Projects** (definitions will be provided in the Project Submission Guide):

- **Agency information** identifying the nominating agency, agency partners and primary owner.

- **General project information** describing the project, location, features and design elements.

- **Project status**, whether the project is has committed construction funding, and/or the project is new.

- **Estimated project cost** estimated in current cost (in 2023 dollars) and for the time period within which the project is recommended for completion (year of expenditure). Metro will inflate 2018 RTP project costs in the RTP Hub from 2016 dollars to 2023 dollars – anticipated 35-45% increase. Metro will provide guidance for inflating current cost to expected year of expenditure cost will be provided.

- **Time period** for which the project is anticipated to be completed, 2023-2030 or 2031-2045.

- **Project type and investment category**:

    - Active Transportation (Pedestrian, Bicycle, or Pedestrian & Bicycle)
    - Freight
    - Roads and Bridges
    - Roadway and Bridge Operations
    - Roadway and Bridge Maintenance and Preservation
    - Throughways
    - Transit (High Capacity, Better Bus, or Other)
    - Transit Operating Capital
    - Transit Service and Operations
    - Transit Maintenance
    - Transit-oriented Development
    - Transportation System Management (Technology)
    - Transportation Demand Management
    - Pricing Programs; and Regional Activities

- **Safety projects** identified as a safety project through a state or local process.

- **Modeling assumptions** describing the number and type of traffic lanes and signals (before and after the project), posted speed, signal timing/coordination, type of bicycle facility to be provided, and whether sidewalks are included.

- **GIS shapefiles** for location-specific projects for Metro to develop maps and conduct GIS analysis to determine which projects overlap with 2040 Growth areas, high injury corridors, Equity Focus Areas and other spatial data.

- **Drawings or more detailed maps** when needed to communicate the location or modeling assumptions for more complex projects.

**What projects are eligible to be included in the 2023 RTP?**

To be included in the RTP, projects and programs must meet certain eligibility requirements consistent with the RTP policy framework. Projects must be located on the designated regional transportation system[3] and be inside the federally-recognized metropolitan planning area boundary, and:

1. Projects must help achieve regional vision, goals and policies for the transportation system.

2. Projects must cost at least $2 million or be bundled with similar projects to meet the cost threshold.

3. Projects must come from adopted plans or strategies developed through a planning process that identified the project to address a transportation need on the regional transportation system.

4. Projects that were identified through a public planning process that met the appropriate requirements for public involvement, including having provided opportunities for public comment, with specific efforts to engage communities of color, people with low-incomes and people with limited English proficiency.



**Draft 2023 RTP Goals developed by JPACT and Metro Council**

Project list updates and supporting information is due February 17. For all projects submitted to the RTP, agencies will provide documentation of public engagement conducted during the planning and development of projects. New for the 2023 RTP, agencies will be asked to submit a letter from their governing body, such as a city council, board or commission, endorsing the list of projects that they are recommending for the RTP. This step supports transparency and awareness of the process and projects for the public, community partners and elected and appointed officials responsible for implementing the projects. This engagement information may be provided after the projects have been submitted in the call for projects but must be submitted by May 1. Metro will use the information provided to describe the array of public engagement opportunities that contributed to the development of the 2023 RTP.

**How will projects and the transportation system be evaluated to measure progress?**

Once the Call for Projects closes, Metro will complete an outcomes-based technical analysis of how the draft project list advances the RTP vision, goals and policies. This analysis consists of two phases. The first phase is a high-level assessment of the individual projects based on information provided in the Call for Projects and the project's location. The assessment will be used to show how individual projects advance each of the five regional goals. In addition to reporting on the questions shown in **Table 2**, the high-level assessment will report on the share of funding prioritized for each of the investment categories.

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[3] An on-line viewer of the 2018 RTP network maps, that also includes the urban growth boundary and the metropolitan planning area boundary, can be found at:
https://drcmetro.maps.arcgis.com/apps/MapSeries/index.html?appid=9057331682354a188ecec26880712 39f
The draft 2023 RTP Network Maps will be posted in an on-line viewer for the Call for Projects.

The second phase is a system analysis of how the RTP performs with respect to performance measures and targets that reflect RTP goals. This analysis will be used to assess how the overall package of projects advance regional goals and make progress towards the regional performance targets. This phase includes detailed equity and climate analyses that are required by the federal and state regulations that govern the RTP. The system analysis uses Metro's travel model and other analytical tools, as well as the information from the high-level assessment. The system analysis accounts not only for the projects and policies in the RTP, but also for factors such as projected population and job growth. **Table 2** summarizes the key questions that the assessment and analysis will look to answer for each of the five RTP goals.

**Table 2: Measuring progress towards RTP goals**

| RTP goal | High-level project assessment | System analysis |
|---|---|---|
| **Equitable transportation**: Transportation system disparities experienced by Black, Indigenous and other 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. | Is the project located in an Equity Focus Area? | Does the RTP benefit Equity Focus Areas at least as much, if not more, than other communities in the region? |
| **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. | Does the project have a high or medium greenhouse gas reduction potential?[4] Is the project located in a designated center? Is the project located on a Regional Emergency Transportation Route or Statewide Seismic Lifeline Route? | Does the RTP meet vehicle miles traveled per capita reduction targets? Does the RTP meet transit, bicycle and pedestrian mode share targets? |
| **Safe system**: Traffic deaths and serious crashes are eliminated, and all people are safe and secure when traveling in the region. | Is the project identified as safety project?[5] Is the safety project on a high injury corridor? | Does the RTP meet regional safety targets? |
| **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. | Does the project complete a gap in the region's pedestrian, bicycle or transit networks? | Does the RTP meet targets for completing the multimodal transportation system? Does the RTP meet vehicle miles traveled per capita reduction targets? Does the RTP meet targets for reliable travel on throughways?[6] |
| **Thriving economy**: An economically vibrant greater Portland region includes centers, ports, industrial areas, employment areas and other regional destinations that are accessible through a variety of multimodal connections that help people, communities and businesses thrive and prosper. | Does the project improve access to destinations within centers and industrial and employment areas? | Does the RTP improve freight, transit, bicycle and pedestrian access that serve centers and industrial and employment areas? Does the RTP increase access by auto and transit to destinations? |

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[4] As defined in the 2014 Climate Smart Strategy https://www.oregonmetro.gov/climate-smart-strategy
[5] Identified as a safety project through a state or local process.
[6] As defined in the draft Regional Mobility Policy developed to test and refine through the 2023 RTP update.

**Refining project and program priorities for the 2023 RTP public review draft**

**Figure 5** illustrates the timeline and process for the call for projects and the development of the public review draft of the RTP.

**Figure 5. Call for projects timeline and process**
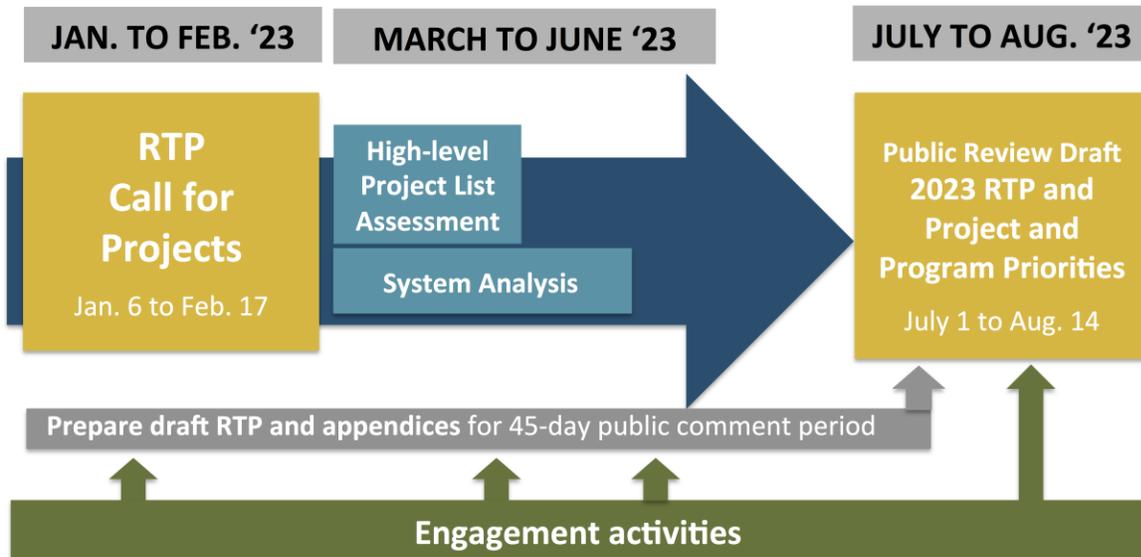


Starting in late March/April 2023, stakeholders and policymakers will be asked to review and comment on draft priority projects and the high-level project assessment.  Metro is partnering with community-based organizations to engage communities of color and culturally specific communities from across the region. The process is designed to grow the capacity of the organizations that serve these communities to engage in regional and local transportation decisions more broadly, including future decisions beyond the 2023 RTP. Metro will also host an online survey that provides an opportunity for the public to provide input on the draft project list in Spring 2023.

Input on the assessment of projects, along with the system analyses findings will inform decision-makers and regional partners as they continue to work together to finalize the draft RTP and project and program priorities for public review in Summer 2023.

In May and June, JPACT and Metro Council will consider input and technical findings and provide direction on finalizing draft RTP and updated project and program priorities for public review.

A 45-day comment period on the draft plan is planned from July 1 to Aug. 14, 2023. JPACT and the Metro Council will consider adoption of the 2023 RTP (and updated project and program priorities) in November 2023.

A more detailed schedule is under development and will be provided in December.

# Memo

**Metro**
600 NE Grand Ave.
Portland, OR 97232-2736

Date:     November 9, 2022

To:       Metro Technical Advisory Committee (MTAC) and interested parties

From:     Kim Ellis, RTP Project Manager

Subject:  Climate Smart Strategy Update – Kick-off Discussion

## PURPOSE

This memo provides background information on the Climate Smart Strategy and work ahead to review and update the strategy as part of the 2023 Regional Transportation Plan update.

The background information was discussed by the Transportation Policy Alternatives Committee (TPAC) in September. The Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council will discuss this information at a joint workshop on November 10.  The Metro Policy Advisory Committee (MPAC) will have an opportunity to review and discuss this information at their December or January meeting.

## ACTION REQUESTED

MTAC discussion and input on these questions:

1. Do you have specific feedback on the assumptions identified in Table 1 of the background document?

2. Are there new or updated policies and additional carbon reduction strategies that are not currently included in the Climate Smart Strategy that should be reflected in the updated strategy?

3. What issues and policy questions are you interested in exploring as we update our strategy during this time of change and uncertainty?

4. What opportunities do you see for the region to move forward should our analysis show we need to do more to meet our VMT per capita reduction targets and climate goals?

## NEXT STEPS

Feedback from MTAC will help identify what assumptions may need to be updated or revised to account for new information and changes to policies, strategies and then identifying which high-impact and medium-impact strategies that have the greatest potential to reduce GHG emissions should be focused on in the update to the Climate Smart Strategy.

A consultant team is being hired to support the greenhouse analysis work for the RTP update and the update to the Climate Smart Strategy. A schedule of upcoming discussions about updating the Climate Smart Strategy is pending completion of the procurement process.

**2023 Regional Transportation Plan Update**

**Climate Smart Strategy: Background on greenhouse gas emissions targets, policies, and analytical tools**

*Prepared for Metro Council, JPACT members and interested parties*

## The Portland region's climate targets

Climate change is the defining global challenge of the 21st century. And as the recent increase in climate-induced wildfires and extreme weather events has demonstrated, it is likely to have significant impacts on the Portland region.

In 2009, the Oregon Legislature set goals to reduce greenhouse gas (GHG) emissions 10 percent below 1990 levels by 2020 and at least 75 percent below 1990 levels by 2050.[1] More recently, Executive Order 20-04 set new emissions reduction goals that call for the State of Oregon to reduce its GHG emissions at least 45 percent below 1990 emissions levels by 2035 and at least 80 percent below 1990 levels by 2050.[2] These updated goals are consistent with the reductions that climate scientists now believe are necessary to avoid catastrophic climate change impacts.

The transportation sector is the largest contributor to greenhouse gas emissions in Oregon. It is therefore a key focus of the state's greenhouse gas reduction efforts. And the State, recognizing the role that regional transportation plans (RTPs) play in influencing transportation policies, projects, and outcomes, has relied on RTPs to help reduce transportation emission. Beginning in 2012, the State set GHG reduction targets for Oregon's metropolitan areas to meet, and has continued to update these targets since. For the 2023 RTP update, the Portland region's targets are:

- A 20 percent reduction in per capita greenhouse gas emissions by the year 2035
- A 25 percent reduction by 2040
- A 30 percent reduction by 2045
- A 35 percent reduction by 2050
- Targets for the years 2041-2049 steadily increase from 26 to 34 percent in order to maintain progress toward the 2050 target.[3]

It is important to note that **these targets focus on per capita reductions achieved by reducing light vehicle trips and travel which includes passenger vehicles (cars, pickup trucks and SUVs) and commercial trucks with a** vehicle weight rating of 10,000 pounds or less. Only certain kinds of reductions count toward these targets:

**Regional targets are focused on reducing vehicle use, not on making fuels and vehicles cleaner and more efficient**. Regional transportation plans have typically focused on providing sustainable travel options, coordinating transportation and land use, and other actions that allow people to drive less.

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[1] Oregon Department of Environmental Quality, Oregon Greenhouse Gas Emissions, https://www.oregon.gov/deq/aq/programs/Pages/GHG-Oregon-Emissions.aspx

[2] https://www.oregon.gov/gov/Documents/executive_orders/eo_20-04.pdf

[3] Oregon Administrative Rule 660-044-0020, https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3093 https://www.oregon.gov/lcd/LAR/Documents/2022-01_Div44.pdf

The State is the primary regulator of vehicles and fuels sold in Oregon. Oregon's climate rules recognize this division of responsibilities, and require that RTPs primarily focus on reducing GHG emissions by reducing vehicle miles traveled (VMT) per person. Regional targets are designed to "fill the gap" between the State's overall GHG reduction goals and the reductions that are expected to be achieved through State-level policies and actions identified in the Statewide Transportation Strategy (STS), which aim to advance Oregon's transition to cleaner, low-carbon fuels and zero and low-carbon emissions vehicles.  Metropolitan areas can only take credit for GHG reductions from making vehicles and fuels cleaner if they can demonstrate that they are taking actions that go above and beyond the STS. This means that in most cases, the GHG reduction targets above are functionally the same as VMT per capita reductions.

**Regional targets only apply to emissions from light-duty passenger and commercial vehicles, and reductions in emissions from heavy-duty vehicles** (e.g., freight trucks with a gross vehicle weight rating greater than 10,000 pounds) **do not count** toward these targets.

**Population growth is accounted for in progress toward regional targets**. All things being equal, a region with a higher population will produce more total greenhouse gas emissions than one with a lower population, because more people means more driving and therefore more emissions. To control for the influence of growth, and to focus instead on the influence of transportation policies and investments, the targets above apply to per capita GHG emissions, not total emissions.

## The greater Portland region's climate strategy

In 2014, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council adopted the Climate Smart Strategy[4] with broad regional support from community, business and elected leaders. The Strategy, which was approved by the Land Conservation and Development Commission in 2015, was based on extensive stakeholder and public input, scenario planning and analysis. As part of the process, Metro conducted detailed modeling and analysis of various GHG scenarios and estimated the potential for a variety of strategies to reduce transportation-related GHG emissions, and identified the most effective strategies. These GHG reduction strategies are summarized below in Figure 1.

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[4] https://www.oregonmetro.gov/climate-smart-strategy

**Figure 1: Climate Smart Strategy (Policies and Investments by potential GHG reduction impact)**
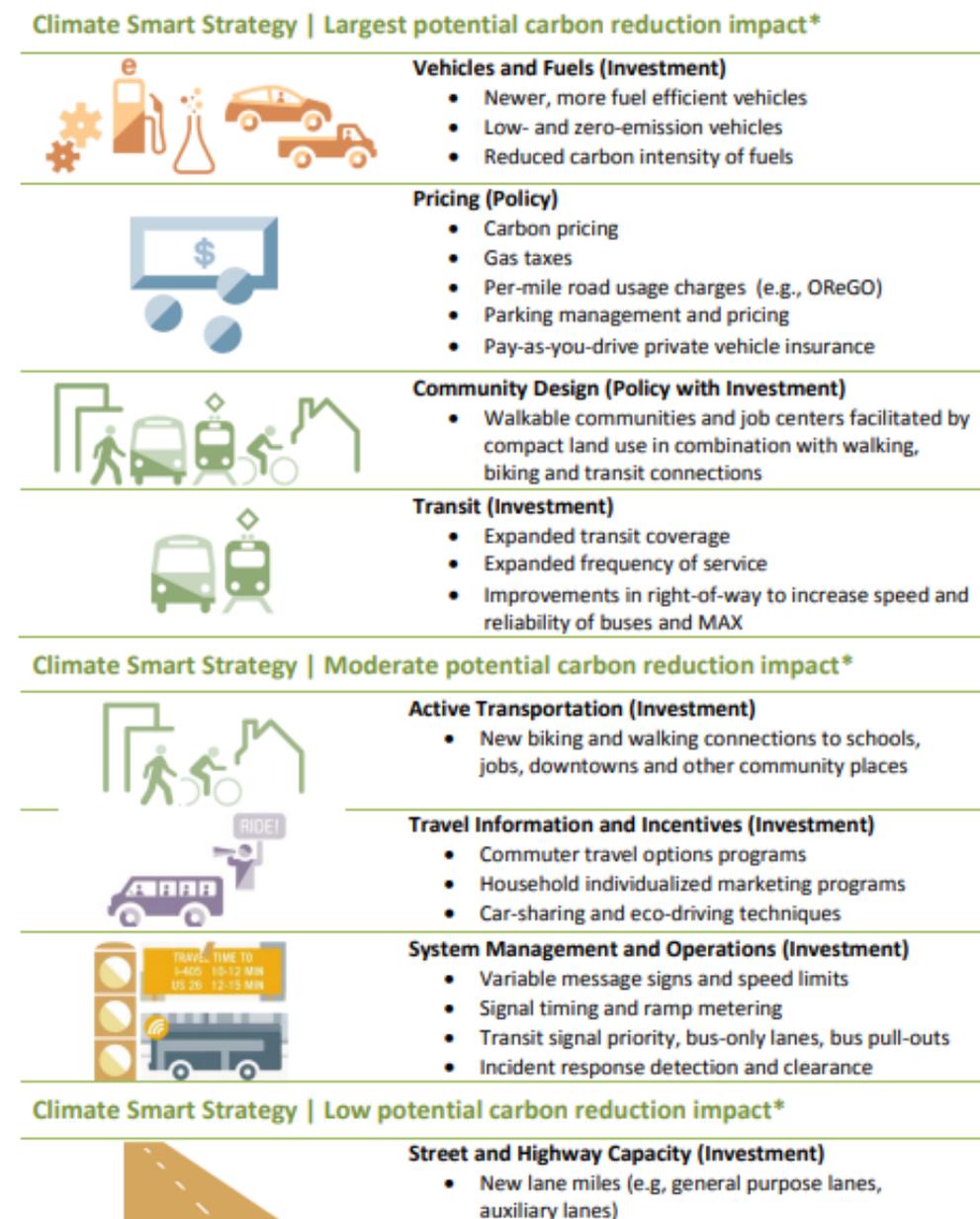


Source: Understanding Our Land Use and Transportation Choices Phase 1 Findings (January 2012), Metro.

The Climate Smart Strategy and related policies (see Appendix B) were adopted in the 2018 Regional Transportation Plan and will be reviewed and updated in 2023 to ensure ongoing compliance with Oregon's GHG emissions reduction targets. The monitoring report that was included as part of the 2018 RTP concluded that the Portland region was making satisfactory progress implementing the Climate Smart Strategy, but was not able to directly compare the GHG emissions from the RTP to the state-mandated targets because different tools were used to set the targets than were used to analyze performance of the RTP (see the GHG forecasting tools section).

In order to help stakeholders gauge progress toward climate targets, the RTP also reported on the implementation of individual strategies and assumptions from the climate strategy. It found that the

RTP met or exceeded targets for expanding transit service, locating housing in compact communities, managing parking, and increasing bicycle travel. However, the RTP fell short of targets for reducing VMT per capita, building bicycle and pedestrian infrastructure, and tripling walk, bike and transit mode share.

The 2023 RTP update will include an update to the Climate Smart Strategy and supporting RTP policies and investments, as needed, to meet the region's state-mandated greenhouse gas emissions reduction targets. The update will consider how best to account for more recent changes to federal and state climate-related policies and updated regional congestion pricing-related policies, and whether the strategies and key assumptions underlying the region's Climate Smart Strategy are being implemented and continue to be realistic, including:

- **Federal climate rulemaking**[5] is underway that would require State departments of transportation (State DOTs) and metropolitan planning organizations (MPOs) to establish declining carbon dioxide ($CO_2$) targets for on-road motor vehicle emissions. As proposed, the draft rule does not mandate the level of reduction the targets should achieve. Rather, State DOTs and MPOs would have flexibility to set targets that are appropriate for their communities and given their respective climate policies and other policy priorities - so long as the targets would reduce emissions over time and align with the Biden Administration's target of net-zero emissions, economy-wide, by 2050.[6] Comments are due by Oct. 13, 2022.

- New **Climate-Friendly and Equitable Communities land use and transportation rules** that support implementation of the Climate Smart Strategy. Adopted by the Land Conservation and Development Commission in July 2022, the new rules require cities and counties to designate walkable, compact mixed use areas[7] that are served by transit and other sustainable transportation options, reform parking management, plan for high quality pedestrian, bicycle and transit infrastructure, prioritize and select projects meeting climate and equity outcomes and demonstrate that land use and transportation system plan updates reduce per capita vehicle miles traveled.

- State updates to the STS that are expected to account for **new policies and programs to support the transition to cleaner, low carbon vehicles and fuels**. Since 2018, the State has adopted new policies and programs to support clean vehicles and fuels in response to Executive Order 20-04.[8] See Appendix A for an overview of these and other state policies and programs are under development.

- Updates to **congestion pricing policies** in the RTP. Research suggests that pricing can be very effective at reducing GHG emissions, and pricing is the only high-effectiveness strategy in Climate Smart Strategy that has not yet been implemented in the region.

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[5] https://www.federalregister.gov/documents/2022/07/15/2022-14679/national-performance-management-measures-assessing-performance-of-the-national-highway-system
[6] Executive Order 13990 (https://www.federalregister.gov/documents/2021/01/25/2021-01765/protecting-public-health-and-the-environment-and-restoring-science-to-tackle-the-climate-crisis) and Executive Order 14008 (https://www.energy.gov/sites/default/files/2021/02/f83/eo-14008-tackling-climate-crisis-home-abroad.pdf)
[7] For the Portland region, these areas are the 2040 Centers, including the Portland Central city and regional and town centers
[8] https://www.oregon.gov/gov/Documents/executive_orders/eo_20-04.pdf

- The **impact of the COVID-19 pandemic on travel behavior and the transportation system** - in particular the significant loss of transit riders due to health concerns and the resulting cuts in service, which have been exacerbated by an ongoing shortage of transit drivers.

## GHG forecasting tools

Since 2010, ODOT and Metro have been developing, testing, and refining tools to measure and forecast transportation-related GHG emissions. There are three main tools that have been used to develop GHG reduction targets and assess regions' progress toward these targets.

**The regional travel model**

**The regional travel model** has been the primary tool that Metro uses to evaluate the impact of transportation projects and policies. It is a complex model that simulates travel behavior based on surveys detailing individuals' tripmaking and on a detailed representation of the regional transportation system. Metro also uses a land use and economic model and various off-model tools (including MOVES, which is a tool developed by the EPA that is required in clean air analysis, and is used to convert travel model outputs into GHG emissions) in concert with the travel model when developing the RTP.[9] The term "travel model" is used in this memorandum as a shorthand way of referring to this entire suite of tools.

**The travel model will likely remain the primary tool for quantifying greenhouse gas reductions, as well as other performance measures, for the 2023 RTP**. There are three reasons for this. First, it is a detailed and nuanced tool that takes into account the complex interrelationships between land use, trip cost, the availability of different travel options, congestion, socioeconomic characteristics, and other factors that determine how people travel in the region. Second, the travel model has been widely used to assess regional plans and projects, which makes it easier for stakeholders to interpret results. Third, federal regulations require the use of a travel model in developing an RTP.

That said, there are two important limitations to the regional travel model. First, it is a complex tool that is labor-intensive to program and run, so it is not the best tool for quickly assessing the relative effectiveness of different GHG reduction strategies or for conducting "what if" assessments that explore how different combinations of strategies could impact emissions. Second, results from the travel model are not directly comparable to those from VisionEval (see below), which is the tool that the State used to set regional GHG reduction targets – an issue that the State noted when reviewing GHG results from the 2018 RTP. As described in the following section, Metro has been developing and testing a regional-scale version of VisionEval to support the 2023 RTP update. One of the goals of this work is better understand how VisionEval works at the regional scale and improve our understanding of the differences in results between VisionEval and the regional travel model and to be able to estimate greenhouse gas emissions from the 2023 RTP and directly compare forecasted emissions and corresponding VMT per capita to the region's state-mandated targets.

**VisionEval and GreenSTEP**

**VisionEval** is a scenario planning tool that examines how people respond to changes in the transportation system based on aggregate inputs about the transportation system (e.g., factors like lane-miles and transit service), detailed assumptions about current and future travel options and costs, research on the impact of different changes on travel behavior, detailed demographic and socioeconomic data, and other information.

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[9] Modeling 101 Workshop, May 23, 2022. Information available: https://www.oregonmetro.gov/modeling-services

VisionEval is designed to allow users to evaluate large numbers of scenarios and explore how different combinations of future conditions might affect performance measures like VMT and GHG emissions. It is also the tool that the State uses to set regional greenhouse gas reduction targets (which it does by using VisionEval to assess progress toward state GHG reduction goals due to state-level clean vehicle and fuel strategies, determining the gap between the results of these strategies and the targets, and identifying the reductions in VMT per capita that may be needed to fill this gap). As such, **VisionEval is well-suited for assessing progress toward the GHG reduction target and estimating potential reductions from many of the additional strategies that may be needed to meet these targets**. In addition, **Metro may recommend using VisionEval to demonstrate compliance with GHG reduction targets if staff find that technical differences between VisionEval and the travel model make it challenging to compare results and targets that are based on two different tools**.

However, VisionEval is not as detailed of an analysis tool as the travel model. The model forecasts people's behavior based on the destinations that they typically travel to and on the specific travel time, options, and conditions between their origin and destination, whereas VisionEval looks at fleet changes and aggregate effects of policies on GHG and VMT.

**GreenSTEP** is a scenario planning tool, similar to VisionEval, that the State used to set regional GHG reduction targets prior to 2017. The State has since promoted VisionEval as a replacement for GreenSTEP in setting and assessing progress toward state and regional targets. GreenSTEP and VisionEval are broadly similar, but they use different inputs and calculations, so **GHG targets and results from one RTP cycle are not directly comparable to those from other cycles or development of the Climate Smart Strategy in 2014.**

**Different tools for different uses**

GHG analysis is complex, and must speak to a variety of audiences – including the public, decision-makers, state and federal regulators, and partner agency staff. As reinforced by the Climate Expert Panel convened by Metro in June 2022[10], **there is no single best tool for the job, all of the available tools have their limitations, and the results are only as sound as the assumptions behind each tool. All of these tools are only useful insofar as they support Metro and its partner agencies in taking action** to reduce carbon emissions and protect people from the impacts of climate change.

Though VisionEval and the travel model have their differences, **they share many of the same strengths and limitations**. Both are generally well-suited to capture how land use, population change, roadway capacity, transit service, transportation costs, and travel time affect travel behavior. Both are capable of accounting in detail for how changes to fuels and vehicles affect GHG emissions. Both are also limited when it comes to analyzing induced demand, pedestrians' and bicyclists' behavior, or how people respond to travel demand management strategies (other than those that involve pricing). However, **the strengths of these tools generally align with the strategies that research suggests are most effective at producing significant long-term VMT reductions** (or avoiding further increases) – including implementing pricing, expanding and improving transit service, and limiting new roadway capacity.[11]

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[10] https://www.oregonmetro.gov/events/climate-and-transportation-expert-panel/2022-06-22
[11]For examples of research highlighting the impact of these strategies, see: Handy et al., State-Level Strategies for Reducing Vehicle Miles of Travel (2017); CDC, Strategies for Health-Oriented Transportation Projects and Policies: Reduce Vehicle Miles Traveled (VMT); Salon, The Effect of Land Use Policies and Infrastructure Investments on How Much we Drive (2015), Gately and Reardon, The Impacts of Land Use and Pricing in Reducing Vehicle Miles Traveled (2021).

VisionEval is better suited to evaluate and compare the relative effectiveness of different packages of GHG reduction strategies. It is also responsive to state climate policies. The travel model is better suited to conduct the final analysis of the RTP, and its use is required by federal regulations. Technically, the main question that Metro and its partner agencies face in using these two separate tools in the RTP update is how to compare and translate results between the two, so that the initial VisionEval analysis of GHG scenarios leads to a final RTP that meets GHG reduction targets.

## Initial Climate Smart Strategy review: preliminary findings and considerations for the 2023 RTP update

In preparation for updating the 2023 RTP, Metro staff is creating a **Climate Smart Strategy (CSS) Scenario**[12] **in VisionEval** that represents the 2014 Climate Smart Strategy as currently adopted in the 2018 RTP, but with the updated growth forecast (households and jobs) adopted in 2020 for use in the 2023 RTP update. This scenario will be based on adopted policies and plans, including regional assumptions about implementation of VMT-reducing strategies in the 2018 RTP and State assumptions about Oregon's transition to cleaner, low carbon fuels and more fuel-efficient vehicles from the 2013 Statewide Transportation Strategy.[13]

Table 1 summarizes how Metro staff is using the inputs in VisionEval to represent some of the key strategies[14] adopted in the Climate Smart Strategy. **This is designed to help build understanding of how the current Climate Smart Strategy is represented in VisionEval.**

**At the workshop, Metro staff will be asking for input on whether the assumptions underlying the region's Climate Smart Strategy are realistic, how certain assumptions should be updated, and if new or updated policies and additional GHG reduction strategies that are not currently included in Climate Smart Strategy should be reflected in the updated strategy**. Initial feedback from agency partners on these questions is provided in the packet.

Table 1 does not include any recommendations on how strategies should be updated, but it does include notes on current values and/or trends for many inputs. This information should be considered when updating Climate Smart Strategy assumptions as part of the 2023 RTP update. The table also distinguishes between regional assumptions that are set by Metro and its partner agencies through the RTP and assumptions that are set by the State.

As of November 2022, ODOT is in the process of updating the latter based on several new policies and programs described in Appendix A, and intends to provide these updated assumptions for use in the 2023 RTP update. **Though State assumptions are not set through the RTP process, they are included in this document to help improve understanding of key factors behind VMT and GHG results more thoroughly**.

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[12] Though the assumptions used in creating this scenario mirror those used for the 2018 RTP as closely as possible, neither the assumptions nor the results are identical because of the differences between GreenStep, VisionEval and the regional travel model discussed in the previous section.

[13] https://www.oregon.gov/odot/Planning/Pages/STS.aspx. In 2018, the Oregon Transportation Commission adopted an amendment to incorporate the STS as part of the Oregon Transportation Plan (https://www.oregon.gov/odot/Planning/Pages/Plans.aspx). The 2013 STS assumptions do not reflect recent updates to State clean vehicle and fuel policies (see Appendix A). As of August 2022, ODOT staff are working to develop VisionEval assumptions that reflect these updates.

[14] VisionEval is a complex tool with hundreds of detailed inputs. Table 1 focuses only on inputs that reflect key strategies adopted in the CSS. Information on all VisionEval inputs can be found at https://visioneval.org/docs/model-inputs.html.

The Climate Smart Strategy was incorporated in the 2018 RTP in 2018, and meeting the region's targets depends in large part upon implementing the policies and investments in the RTP. However, recent data suggests that some of the assumptions underlying the Climate Smart Strategy may need to be updated, and that these revisions may impact the region's progress toward meeting its targets. Table 1 highlights some of the key assumptions in the Climate Smart Strategy that may need to be updated, and that could have a significant impact on how we meet our GHG targets.

**Table 1: Key transportation assumptions in Climate Smart Strategy Scenario**

| Assumption | Climate Smart Strategy Scenario in VisionEval for 2035 | Notes on recent[15] data and trends |
|---|---|---|
| *Climate Smart Strategy Assumptions* | | |
| **Transit Service** | Transit service grows roughly in proportion with the region's population. | Between 2010 and 2019, transit service hours grew by 4%, roughly half the rate of population growth.[16] The region plans to increase transit service significantly,[17] but agencies have cut service during the COVID pandemic and that have continued due to challenges hiring drivers. |
| **Employer-based Travel Options Programs** | 30% of workers receive regular travel options programming. | Based on data from the Regional Travel Options program, 5.5% of workers currently receive regular travel options programming. |
| **Household-based Travel Options Programs** | 45% of households receive regular travel options programming. | Based on data from the Regional Travel Options program, less than 1% of households currently receive regular travel options programming. |
| **Parking pricing and management** | Consistent with the 2018 RTP, most of the region's 2040 centers and many of its frequent transit corridors include managed parking, and parking is priced in central Portland and at selected other destinations throughout the region.[18] | The new Climate-Friendly and Equitable Communities rules call for increasing the use of parking management and pricing in 2040 centers and within proximity of frequent transit service. |
| **Pay-As-You-Drive (PAYD) Insurance** | 40% of the region uses PAYD insurance. | Some insurers offer PAYD insurance, but usage of PAYD insurance in Oregon is not increasing as envisioned in the STS.[19] The STS envisioned 20% of Oregon households had PAYD insurance by 2020 and almost 100% of households by 2035. |
| *Fleet and technology assumptions from the State at the time of adoption of the Metropolitan GHG Reduction Target Rule in 2011* | | |
| **Gas Prices** | Gas prices are $6.75 per gallon[20] | |

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[15] As of April 2022.

[16] TriMet, TriMet Service and Ridership Statistics, November 30, 2021. https://trimet.org/about/pdf/trimetridership.pdf.

[17] Metro, Regional Transit Strategy, 2018 Regional Transportation Plan, December 6, 2018.

[18] See the 2018 RTP, Figure 6.30, p. 6-44 and 2018 RTP Appendix M, p. 20 to p.25. https://www.oregonmetro.gov/sites/default/files/2020/07/29/2018-RTP-Appendix_M-Regional-Analysis.pdf

[19] ODOT, STS Implementation Monitoring Report, p. 26. https://www.oregon.gov/odot/Planning/Documents/STS-2018-Monitoring-Report.pdf.

[20] This price is in 2010 dollars and approximates the STS Vision inputs and was provided by the State for use during development of the Climate Smart Strategy. This equates to $9.17 per gallon in 2022 dollars.

| Assumption | Climate Smart Strategy Scenario in VisionEval for 2035 | Notes on recent[15] data and trends |
|---|---|---|
| **Electricity Prices** | Electricity prices are $0.23 per kWh[21] | |
| **Commercial Fleet Age** | The average lifetime of commercial vehicles is 7.6 years. | Commercial vehicle lifetimes currently average 14.2 years and are increasing.[22] |
| **Fleet Electrification** | 24% of commercial light-duty trucks are hybrid or electric. | Currently, less than 1% of heavy-duty vehicles are hybrid or electric. One recent forecast[23] estimates that 7% of the heavy-duty fleet will be hybrid/electric by 2030, rising to 49% in 2040. This does not account for state policies promoting clean heavy-duty vehicles. |
| **Commercial Fleet Share** | 20% of light-duty commercial vehicles are trucks/SUVs and 80% are cars. | 58% of light-duty commercial vehicles are trucks, and that percentage has been increasing.[24] The STS Vision assumed 35% are trucks/SUVs and 65% are cars. |
| **Household Fleet Share** | 20% of light-duty passengers vehicles are trucks/SUVs and 80% are cars. | 80% of new U.S. vehicle sales are trucks, and that percentage has been increasing.[25] |
| **Household Vehicle Fleet Age** | The average lifetime of passenger cars is 7 years and 7.7 years for trucks/SUVs. | Passenger vehicle lifetimes currently average 11.9 years and are increasing.[26] |

**Potential strategies to produce additional VMT per capita and related GHG reductions**

In support of the 2023 RTP update, Metro staff proposes to use VisionEval to conduct a preliminary analysis of VMT per capita and related GHG reductions under the 2018 RTP (as a next step), and will update regional technical and policy advisory committees and the Metro Council on the results at future meetings, including whether the updated RTP seems likely to meet its VMT per capita and related GHG reduction targets. Staff also proposes to evaluate the draft 2023 RTP project list using VisionEval as part of the system analysis conducted following the Call for Projects in Spring 2023.

Below are some of the strategies that are likely to produce significant additional reductions – focusing on the strategies identified in the Climate Smart Strategy (See Figure 1) with the greatest potential carbon reduction potential, as well as on strategies that are well-represented in the GHG analysis tools discussed above – if additional action is needed to meet the region's targets.

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[21] This price is in 2010 dollars approximates the STS Vision inputs and was provided for use during development of the climate Smart Strategy. This equates to $0.23 per kWh in 2022 dollars.

[22] Brusseau, D., Aging Trucks Create More Service Opportunities, NTEA News, https://www.ntea.com/NTEA/Member_benefits/Industry_leading_news/NTEANewsarticles/Aging_trucks_create_more_service_opportunities.aspx?fbclid=IwAR3mkimdcKilEbdqwvYYSwODX5Hop5g6odQWuQdIt9cJ37I30kwxgv209PU

[23] Ledna, C., et. al., Decarbonizing Medium- & Heavy-Duty On-Road Vehicles: Zero-Emission Vehicles Cost Analysishttps://www.nrel.gov/docs/fy22osti/82081.pdf

[24] Bureau of Transportation Statistics, U.S. Automobile and Truck Fleets by Use, https://www.bts.gov/content/us-automobile-and-truck-fleets-use-thousands

[25] FRED Blog, Long-term trends in car and light truck sales, March 15, 2021. https://fredblog.stlouisfed.org/2021/03/long-term-trends-in-car-and-light-truck-sales/

[26] Bureau of Transportation Statistics, Average Age of Automobiles and Trucks in Operation in the United States, https://www.bts.gov/content/average-age-automobiles-and-trucks-operation-united-states

**Pricing:** Multiple agencies, including ODOT, Metro and the City of Portland, are currently working on plans to price roadways in the Portland region in order to both manage demand and raise revenues for future transportation investments. The 2023 RTP update is anticipated to include updated policies and new projects that expand the region's approach to pricing. **Pricing presents a major opportunity to reduce GHG emissions since pricing is the only high-impact strategy identified in Climate Smart that has not yet been implemented at scale**. The Regional Congestion Pricing Study analyzed a variety of potential approaches to pricing and found that all of them reduced VMT, ranging from a minor reduction to a 7.6 percent decrease.[27] This analysis focused on pricing's potential to help manage travel demand, and does not account for additional VMT per capita and related GHG reductions that could result from reinvesting a share of the resulting revenues in other climate strategies such as those discussed below.
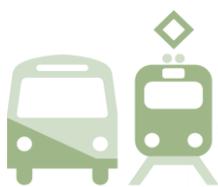
**Increasing transit service**: Increasing transit service has long been a focus of Metro and its partners' efforts to implement the 2040 Growth Concept, expand travel options, improve air quality and reduce GHG emissions. This strategy also has significant potential benefits for equity and mobility. The 2018 RTP exceeded Climate Smart Strategy targets for increasing transit service, both in general and in the region's housing and job centers. However, the COVID-19 pandemic reduced transit ridership and necessitated cuts to transit service that weren't anticipated in the 2018 RTP. As a result, it may take additional funding to achieve the level of transit service – and corresponding per capita VMT and GHG reductions – envisioned in the 2018 RTP, and even more to increase transit-related GHG reductions beyond what was expected in 2018. Some resources may be available through pricing (though constitutional restrictions on how revenue raised from vehicles and fuels can be spent may limit how pricing revenues can be spent on transit); others may be available through the new funding programs created as part of the Bipartisan Infrastructure Law.

**Expanding parking management and pricing**: Managing and pricing parking can have a similar impact on VMT and GHG emissions as road pricing. In addition, parking pricing can also be applied in a more targeted fashion to destinations that are easy to reach by modes other than driving. Currently, very few places in the region have managed or priced parking, and in most cases the rules and fares that are in place are not designed to manage demand and encourage the use of transit and other modes instead of driving. The new Climate Friendly and Equitable Communities (CFEC) rules seek to change this by requiring the implementation of managed/priced parking in designated regional centers and station communities. The RTP is generally aligned with the CFEC rules, which calls for significantly expanding the use of managed parking in the region in 2040 centers and in areas near frequent transit service. However, the RTP currently anticipates a modest level of parking management in most communities that implement it. This means that there is an opportunity for local governments to implement parking management and pricing in a coordinated fashion that is guided by best practices in managing demand, and implement the new CFEC rules in a way that maximizes GHG reductions.

**Plan and build compact and multimodal communities**: Coordinating land use and transportation planning has been a core focus of Metro and its partners' efforts for decades. In the context of the RTP, this has meant building a multimodal transportation system that connects the

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[27] Metro, Regional Congestion Pricing Study, p. xiii and Appendix D.i. https://www.oregonmetro.gov/sites/default/files/2021/10/05/Regional%20Congestion%20Pricing%20Study%20-%20final%20report%20-%20Metro.pdf

centers and communities identified in the 2040 Growth Concept.

**Take additional action to accelerate the adoption of clean vehicles and fuels**: Oregon's climate regulations generally direct Metro, cities and counties to focus on reducing GHG emissions by reducing VMT per capita. They require Metro to assume that complementary State clean vehicle and fuel programs and policies will be implemented, and to use assumptions provided by the State that account for these programs and policies when calculating progress toward GHG reduction targets. However, the State also allows Metro to take credit for GHG reductions from clean vehicle and fuel strategies as long as they can demonstrate that these strategies are additive to State policies and programs.

Given how high interest in clean vehicles and fuels is in the Portland region – zero-emission vehicle (ZEV) ownership rates in each of the region's three counties exceed those in any other Oregon county by 50% or more, and collectively Multnomah, Washington and Clackamas Counties account for three-fifths of the state's registered ZEVs – there may be opportunities to implement unique and innovative programs. However, the State already assumes a high level of ZEV penetration in the Portland region, and agencies in the region have so far generally focused on greening their own fleets instead of increasing consumer usage of ZEVs. It will likely take detailed analysis and coordination between local, regional and State agencies to identify what, if any, additional actions that the RTP could take to significantly increase adoption of clean vehicles and fuels and that are not duplicative of State policies and programs.

As noted above, the recommendations above are focused on implementing strategies that are identified by the Climate Smart Strategy as having a high impact on GHG reductions. It may also be possible to increase GHG reductions from the medium-impact strategies shown in Figure 1 above.

## Next steps

Metro staff recommend that Metro Council and regional policy and technical advisory committees first identify what assumptions may need to be updated or revised to account for new information and changes to policies, strategies and other assumptions since 2018 and then identifying which high-impact and medium-impact strategies that have the greatest potential to reduce GHG emissions should be focused on in the update the Climate Smart Strategy.

Next steps include:

- Engaging JPACT and the Metro Council in updating the Climate Smart Strategy at a joint workshop on November 10 to build a shared understanding of the Climate Smart Strategy and state requirements to reduce per capita VMT as the way to demonstrate meeting GHG emissions reduction targets. **At the workshop, Metro staff will be asking for input on whether the assumptions underlying the region's Climate Smart Strategy are realistic, how certain assumptions should be updated, and if new or updated policies and additional GHG reduction strategies that are not currently included in Climate Smart Strategy should be reflected in the updated strategy**. Initial feedback from agency partners on these questions is provided in the packet in Appendix C.

- Working with a consultant team to support greenhouse gas analysis in the 2023 RTP update, including some of the tasks listed below:

  - Estimating likely VMT per capita and related GHG reductions under the 2018 RTP and 2023 RTP using VisionEval, to help assess whether the RTP is on track to meet its targets for 2040 and 2045.

  - Conducting a sensitivity analysis of the additional VMT per capita and related GHG reductions that could result from increasing implementation of certain carbon reduction strategies.

  - Mapping how household-based VMT per capita varies across the region, which will help identify communities with higher and lower levels of per person transportation-related GHG emissions, as well as support the implementation of the Climate-Friendly and Equitable Communities rules and the updated Regional Mobility Policy.

## 3.2.3 Climate leadership policies

Climate change may be the defining challenge of this century. Global climate change poses a growing threat to our communities, our environment and our economy, creating uncertainties for the agricultural, forestry and fishing industries as well as winter recreation. The planet is warming and we have less and less time to act. Documented effects include warmer temperatures and sea levels, shrinking glaciers, shifting rainfall patterns and changes to growing seasons and the distribution of plants and animals.

Warmer temperatures will affect the service life of transportation infrastructure, and the more severe storms that are predicted will increase the frequency of landslides and flooding. Consequent damage to roads and rail infrastructure will compromise system safety, disrupt mobility and hurt the region's economic competitiveness and quality of life. Our ability to respond will have unprecedented impacts on our lives and our survival.

The 2018 Regional Transportation Plan is a key tool for the greater Portland region to implement the adopted Climate Smart Strategy.

For more information, visit www.oregonmetro.gov/climatesmart

Transportation sources account for 34 percent of greenhouse gas emissions in Oregon, largely made up of carbon dioxide ($CO_2$). Since 2006, the state of Oregon has initiated a number of actions to respond including directing the greater Portland region to develop and implement a strategy for reducing greenhouse gas emissions from cars and small trucks.

### 3.2.3.1 Climate Smart Strategy (2014)

The Regional Transportation Plan is a key tool for the greater Portland region to implement the adopted Climate Smart Strategy and achieve greenhouse gas emissions reduction targets adopted by the Land Conservation and Development Commission in 2012 and 2017.

As directed by the Oregon Legislature in 2009, the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) developed and adopted a regional strategy to reduce per capita greenhouse gas emissions from cars and small trucks by 2035 to meet state targets. Adopted in December 2014 with broad support from community, business and elected leaders, the Climate Smart Strategy relies on policies and investments that have already been identified as local priorities in communities across the greater Portland region. Adoption of the strategy affirmed the region's shared commitment to provide more transportation choices, keep our air clean, build healthy and equitable communities, and grow our economy – all while reducing greenhouse gas emissions.

The analysis of the adopted strategy demonstrated that with an increase in transportation funding for all modes, particularly transit operations, the region can provide more safe and reliable transportation choices, keep our air clean, build healthy and equitable communities and grow our economy while reducing greenhouse gas emissions from light-duty vehicles as directed by the Legislature. It also showed that a lack of investment in needed transportation infrastructure will result in falling short of our greenhouse gas emissions reduction goal and other desired outcomes. The Land Conservation and Development Commission approved the region's strategy in May 2015.

### 3.2.3.2 Climate Smart Strategy policies

The Climate Smart Strategy is built around nine policies to demonstrate climate leadership by reducing greenhouse gas emissions from cars and small trucks while making our transportation system safe, reliable, healthy and affordable. The policies listed below complement other RTP policies related to transit, biking and walking, use of technology and system and demand management strategies.

| **Climate Smart Policies** | |
|---|---|
| **Policy 1** | Implement adopted local and regional land use plans. |
| **Policy 2** | Make transit convenient, frequent, accessible and affordable. |
| **Policy 3** | Make biking and walking safe and convenient. |
| **Policy 4** | Make streets and highways safe, reliable and connected. |
| **Policy 5** | Use technology to actively manage the transportation system and ensure that new and emerging technology affecting the region's transportation system supports shared trips and other Climate Smart Strategy policies and strategies. |
| **Policy 6** | Provide information and incentives to expand the use of travel options. |
| **Policy 7** | Make efficient use of vehicle parking spaces through parking management and reducing the amount of land dedicated to parking |
| **Policy 8** | Support Oregon's transition to cleaner fuels and more fuel-efficient vehicles in recognition of the external impacts of carbon and other vehicle emissions. |
| **Policy 9** | Secure adequate funding for transportation investments that support the RTP climate leadership goal and objectives. |

### 3.2.3.3 Climate Smart Strategy toolbox of potential actions

The responsibility of implementation of these policies and the Climate Smart Strategy does not rest solely with Metro. Continued partnerships, collaboration and increased funding from all levels of government will be essential. To that end, the Climate Smart Strategy also identified a comprehensive toolbox of more than 200 specific actions that can be taken by the state of Oregon,

Metro, cities, counties, transit providers and others to support implementation. These supporting actions are summarized in the *Toolbox of Possible Actions (2015-2020)* adopted as part of the Climate Smart Strategy. The actions support implementation of adopted local and regional plans and, if taken, will reduce greenhouse gas emissions and minimize the region's contribution to climate change in ways that support community and economic development goals. The Climate Smart Strategy's *Toolbox of Possible Actions* was developed with the recognition that existing city and county plans for creating great communities are the foundation for reaching the state target and that some tools and actions may work better in some locations than others. As such, the toolbox does not mandate adoption of any particular policy or action. Instead, it emphasizes the need for many diverse partners to work together to begin implementation of the strategy while retaining the flexibility and discretion to pursue the actions most appropriate to local needs and conditions.

Local, state and regional partners are encouraged to review the toolbox and identify actions they have already taken and any new actions they are willing to consider or commit to in the future. Updates to local comprehensive plans and development regulations, transit agency plans, port district plans and regional growth management and transportation plans present ongoing opportunities to consider implementing the actions recommended in locally tailored ways.

### 3.2.3.4 Climate Smart Strategy monitoring

The Climate Smart Strategy also contained performance measures and performance monitoring targets  for tracking implementation and progrss. The purpose of the performance measures and targets is to monitor and assess whether key elements or actions that make up the strategy are being implemented, and whether the strategy is achieving expected outcomes. If an assessment finds the region is deviating significantly from the Climate Smart Strategy performance monitoring targets, then Metro will work with local, regional and state partners to consider the revision or replacement of policies and actions to ensure the region remains on track with meeting adopted targets for reducing greenhouse gas emissions.



Appendix J reports on implementation progress since 2014. The analysis found the 2018 RTP makes satisfactory progress towards implementing the Climate Smart Strategy, but more investment, actions and resources are needed to ensure the region achieves mandated greenhouse gas emissions reductions.

Appendix J reports on implementation progress since 2014, and found the 2018 Regional Transportation Plan makes satisfactory progress towards implementing the Climate Smart Strategy and, if fully funded and implemented, can reasonably be expected to meet the state-mandated targets for reducing per capita greenhouse gas emissions from passenger cars and small trucks (light-duty vehicles) for 2035 and 2040.

The analysis also found that more investment, actions and resources will be needed to ensure the region achieves the mandated greenhouse gas emissions reductions defined in OAR

660-044-0060. In particular, additional funding and prioritization of Climate Smart Strategy investments and policies that substantially reduce greenhouse gas emissions will be needed.

### 3.2.3.5 Transportation preparedness and resilience

The topic of preparedness and resilience has broad implications across all sectors of the economy and communities throughout the region. Natural disaster can happen anytime, affecting multiple jurisdictions simultaneously. The region needs to be prepared to respond quickly, collaboratively and equitably, and the transportation system needs to be prepared to withstand these events and to provide needed transport for fuel, essential supplies and medical transport. Advance planning for post-disaster recovery is also critical to ensure that communities and the region recover and rebuild important physical structures, infrastructure and services, including transportation – it can make communities and the region stronger, healthier, safer and more equitable.

**What are the risks we face?**

Climate change, natural disasters, such as earthquakes, urban wildfires and hazardous incidents, and extreme weather events present significant and growing risks to the safety, reliability, effectiveness and sustainability of the region's transportation infrastructure and services. Flooding, extreme heat, wildfires and severe storm events endanger the long-term investments that federal, state, and local governments have made in transportation infrastructure. Changes in climate have intensified the magnitude, duration and frequency of these events for many regions in the United States, a trend that is projected to continue. There is much work going on locally, regionally, statewide and across the country to address these risks.

**Regional collaboration and disaster preparedness**

The Regional Disaster Preparedness Organization (RDPO) is a partnership of government agencies, non-governmental organizations, and private-sector stakeholders in the Portland metropolitan area collaborating to increase the region's resilience to disasters. RDPO's efforts span across Clackamas, Columbia, Multnomah, and Washington counties in Oregon and Clark County in Washington.



The Regional Disaster Preparedness Organization (RDPO) is a partnership of government agencies, non-governmental organizations, and private-sector stakeholders in the Portland metropolitan area collaborating to increase the region's resilience to disasters. For more information, visit www.rdpo.net.

According to the 2013 Oregon Resilience Plan, Oregon's buildings and lifelines (transportation, energy, telecommunications, and water/ wastewater systems) would be damaged so severely that it would take three months to a year to restore full service in areas such as the Portland region. More recently, a 2018 report from the Oregon Department of Geology and Mineral Industries (DOGAMI) on the Portland region describes significant casualties, economic losses and disruption in the event of a large magnitude Cascadia subduction zone earthquake.

While transportation infrastructure is designed to handle a broad range of impacts based on historic climate patterns, more planning and preparation for climate change, earthquakes and other natural disasters and extreme weather events is critical to protecting the integrity of the transportation system and improving resilience for future hazards.

Potential opportunities for future regional collaboration in support of transportation preparedness and resilience include:

- Partner with the RDPO to update the region's designated Emergency Transportation Routes (ETRs) for the five-county area, which were last updated in 2006. These routes are designated to facilitate all-hazards emergency response activities, including those of medical, fire, law enforcement and disaster debris removal in the immediate aftermath of an earthquake or other major event. The project will use data from the DOGAMI study to apply a seismic lens to determine whether the routes have a high likelihood of being damaged or cut-off during an earthquake and determine whether other routes may be better suited to prioritize as ETRs as a result. Some considerations for emergency recovery will also be incorporated into the updated ETR criteria and recommendations for future work. See Chapter 8 (Section 8.2.3.10) for more information.

- Consider climate and other natural hazard-related risks during transportation planning, project development, design and management processes.

- Conduct a vulnerability assessment for the region, documenting climate and other natural hazard-related risks to the region's transportation system and vulnerable populations, and potential investments, strategies and actions that the region can implement to reduce the vulnerability of the existing transportation system and proactively increase the transportation system's resiliency.

- Optimize operations and maintenance practices that can help lessen impacts on transportation from extreme weather events and natural disasters. Examples include more frequent cleaning of storm drains, improved plans for weather emergencies, closures and rerouting, traveler information systems, debris removal, early warning systems, damage repairs and performance monitoring.

- Integrate green infrastructure into the transportation network when practicable to avoid, minimize and mitigate negative environmental impacts of climate change, natural disasters and extreme weather events.

- Protection and avoidance of natural areas and high value natural resource sites, especially the urban tree canopy and other green infrastructure, in slowing growth in carbon emissions from paved streets, parking lots and carbon sequestration and addressing the impacts of climate change and extreme weather events, such as urban heat island effects and increased flooding.

- Avoidance of transportation-related development in hazard areas such as steep slopes and floodplains that provide landscape resiliency and which are also likely to increase in hazard potential as the impacts of climate change increase.

## Appendix B: New State clean vehicle and fuel strategies since 2018

Since 2018, the State has adopted new policies and programs to support clean vehicles and fuels in response to Executive Order 20-04.[1] The Every Mile Counts Program and its coordinated STS Multi-Agency Implementation Work Plan are focused on reducing greenhouse gas emissions and implementing the STS.

Recent actions include the formation of climate offices within ODOT and ODEQ and the statewide CFEC rulemaking by the LCDC and the Department of Land Conservation and Development (DLCD). In addition, several Oregon vehicles and fuels legislative actions and Environmental Quality Commission (EQC) rules are expected to be in place by the end of 2022 that will help greatly advance the STS goals to "clean up every mile" and associated air quality impacts:

1. Clean Car Standards Program (ZEV1) (EQC adopted in 2005)
2. Clean Fuels Program (CFP1) (HB2186, 2009)
3. Clean Electricity Standard (HB2021, 2021)
4. Advanced Clean Truck Rules (ACT) (EQC adopted in November 2021)
5. Climate Protection Program (CPP) (EQC adopted in December 2021)
6. Clean Fuels Program Expansion (CFP2) (EQC expected adoption in 2022)
7. Clean Car Standards Program Expansion (ZEV2) (EQC expected to initiate rulemaking mid-2022)

The first three are expected to achieve by 2026 a roughly 10 percent reduction in state GHG emissions. The Climate Protection Program is an overarching policy that will restrict sales of fossil fuel sales in the state across multiple sectors increasingly each year starting in 2022. The latter programs are critical to implementing that policy to ease the transition to a low carbon future for all vehicle groups. Some credit trading is allowed prior to 2030, which makes it hard to predict exact forecasts in the near term. The ZEV programs when fully implemented should roughly conform to the goals set out in SB1044.

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[1] https://www.oregon.gov/gov/Documents/executive_orders/eo_20-04.pdf

**2023 Regional Transportation Plan Update**

# Climate Smart Strategy Update
## Jurisdictional Partner Comments

October 2022

**092722 Clackamas County Staff Comments on Climate Smart Strategies**

1. **Do you have specific feedback on the assumptions identified in Table 1** of the staff memo:

   **Transit Service** – Use updated information from TriMet on assumptions on return of service. Document.

   **Employer Based Travel Options Programs** – why are only 5.5% of workers receiving regular travel options programming?  Why would we assume that it is more?  How does this change with increased work from home options?

   **Household Based Travel Options Programs** – The assumptions on this should change because they are dramatically different that they are today. The Climate Smart Plan should be clear on what specific actions / programs are needed to change the "trend" to the "assumption."

   **Parking and Pricing Management –** No recommended changes to the assumptions.

   **Pay As You Drive Insurance –** The assumption should be reduced since PAYD insurance is not being used as was envisioned.

   No Comment on **- Gas Prices; Electricity Prices; Commercial Fleet Age; Fleet Electrification; Commercial Fleet Share; Household Fleet Share**

   **Household Vehicle Age –** Since vehicles are so expensive, it seems that 7 years is too low of a number.

2. **Are there new or updated policies and additional carbon reduction strategies that are not currently included in the Climate Smart Strategy that should be reflected in the updated strategy?**

   **Pricing** – Can both Roadway Pricing, as being implemented by ODOT and Road User Charge Fee / VMT Fee across the region be "tested" for their impact on reducing VMT?

   **Increased Transit Service** – How can Climate Smart discuss not just "more transit service" but type and where?  What are the actions that need to be taken to get people to use the transit service?

   **Expanding Parking Management and Pricing** – The assumptions for this do not need to be changed.  The CFEC rules that limit mandated parking may create more demand for parking (since there is less available parking), which then will result in a greater need to manage the demand through pricing.

   **Plan and Build Multimodal Communities** – There is a need to take actions to create jobs closer to where people live so that it will be easier for people to use multimodal options (which are better for shorter trips)

   **Take additional action to accelerate the adoption of clean vehicles and fuels –** Create a high tax for environmental damage on internal combustion engine vehicles

3. **What issues and policy questions are you interested in exploring as we update our strategy** during this time of change and uncertainty?

   1. Better understanding of how the ODOT Roadway Pricing will reduce VMT verses a VMT Fee/Road User Charge in the Metro area.  Build the understanding of the laying of Roadway Pricing and its effectiveness on reducing VMT.

   2. How the Climate Strategy could be influenced by taxes and incentives, instead of voluntary adoption of the strategies.  Often the most successful strategies for bringing about real change

are those based on taxes and incentives. Driving and greenhouse gas emissions is currently incentivized in many ways. For example, increasing the cost of greenhouse gas emissions and providing a very large incentive for driving zero or low emitting vehicles.

3. Land use –The current land use pattern is one of the most significant drivers of greenhouse gas emissions because our land use pattern relies upon driving far distances to get to jobs and services and limiting reduces walking and biking because facilities do not exist and the distances may be too far. The CFEC rules to parking minimums are a potential good start.

    a. How can land use codes incentivize high density residential uses within ½ mile of fixed route transit or employment locations? Lower parking standard, higher allowable residential densities?

    b. How can we quantify the benefit of implementing the new CFEC rules, such as the requirement to have capacity for EV charging.

4. Using VisionEval to assess different approaches to GHG reductions sounds like a good idea.

5. How can different vehicle registration fees, such as a very large vehicle registration fee on internal combustion vehicles, and no vehicle registration fee for no emission vehicles, influence the Climate Smart Strategies?

6. Impact of a VMT+EMISSIONS Charge – Assessing a VMT charge for internal combustion engines vehicles for the basis of cost of road improvements/maintenance/enforcement AND a very large greenhouse gas emissions charge. Low emission vehicles could be charged a fee bases on the cost of road improvements/maintenance/enforcement, and receive a large credit for the greenhouse gases that are not emitted.

4. **What opportunities do you see for the region to move forward should our analysis show we need to do more** to meet our VMT per capita reduction targets and climate goals?

While local land use changes to development codes are almost entirely under local control – that is the place to start, there also needs to be a better understanding of how to incentive builder/developers so places are built to their planned densities.

Depending on the outcomes of the analysis, local governments could consider adopting higher vehicle registration fees.

5. **Other comments or suggestions you would like to share?**

While the Climate Smart Strategies are all reasonable actions, Table 1 demonstrates that more needs to be done to achieve the various goals. What tools are needed to achieve effective change before it is too late? Incentives are needed for the implementation of measures that reduce greenhouse gas emissions and disincentives (carbon tax?) for existing approaches that result in production of greenhouse gases.

It would be helpful to know if the changes to the Transportation Planning Rule related the Climate Friendly and Equitable Communities will make an impact on the regions potential of achieving the goals set forth in the Climate Smart Strategies.

**PBOT Comments to Kim on 9/12 RTP CSS presentation questions**
September 26, 2022


**PBOT Comments on Climate Smart Scenario memo from 9/14 TPAC-MTAC Workshop**

**Overall**
We're concerned with the slow pace of Climate Smart Strategy (CSS) work, especially since so much of the work creating a revised Reference Case has already been done and could begin to be validated with TPAC.  Failing to share an updated Reference Case undermines our ability to understand the magnitude of the VMT Gap in a timely manner and thus impedes discussion of scenario development reflective of the policies, programs and projects the RTP will need to prioritize to eliminate the gap.  We are increasingly concerned that TPAC, MPAC, Metro Council, and JPACT will have inadequate time for the challenging conversations around road and parking pricing, parking reform, and TDM implementation that are likely necessary to close the VMT/capita gap and ensure compliance with 660-44-0020 requirements.

To help us and the other regional partners and their policymakers understand how and when these important issues will be discussed and our ability to iteratively deliberate and decide on key emergent questions and additional evaluation, please share at your earliest possible convenience with TPAC a specific process and schedule for discussion of:
- Assumption changes and a revised Reference Case
- VMT/capita Gap and any other assumptions (e.g., fuel and electricity prices and STS implementation, or lack thereof, especially around fleet transition and state pricing)
- Scenario development
- Scenario results discussion
- Metro's plan to use "best available science" to evaluate induced demand (i.e., what beyond-the-model tools will Metro use to address the induced demand weaknesses in the RTDM?)
- Use of scenario results in project evaluation

**Assumptions in Table 1**
We do not believe the transit service levels, PAYD insurance, and employee and household travel options participation rates are realistic given trends to date and should be revised to create a new draft Reference Case for TPAC review as soon as possible.  Much of the work needed to support revising the assumptions has already been done by Metro staff, as provided the packet produced for the Expert Panel in June.

In addition, gas and electricity price, commercial fleet age, fleet electrification, commercial fleet share, household fleet share, and household vehicle age assumptions should be updated for the 2023 RTP to reflect more realistic number based on the best available data.  For example, gas prices assumed by the STS and CSS for 2022 are more than double current gas prices, and the share of light duty passenger vehicles that are SUV's is four times the STS/CSS assumption.  Recognizing that the state has some responsibility for updating these assumptions, the region should also be engaging with the state agencies to ensure any updated assumptions are reasonable.

It will also be essential to be updating and strengthening assumptions around the demand management roadway pricing and parking management mechanisms being deployed in the region and reflected in the

**PBOT Comments to Kim on 9/12 RTP CSS presentation questions**
September 26, 2022

RTP, given what the RCPS and other analyses from around the nation and industry have demonstrated (including our previous work on VisionEval) is likely needed to meet ambitious VMT/capita reduction targets.

We have questions about this language on pdf p. 160 in the September 14 TPAC packet:

"In support of the 2023 RTP update, Metro staff proposes to use VisionEval to conduct a preliminary analysis of VMT per capita and related GHG reductions under the 2018 RTP (as a next step), and will update TPAC and MTAC on the results at a future meeting, including whether the updated RTP seems likely to meet its VMT per capita and related GHG reduction targets."

We would like to confirm that this is referring to the development of a new Reference Case? The "Climate Smart Proxy" is based on dramatically outdated assumptions; it's critical that Metro share the evaluation based on a Reference Case using updated assumptions for each of the items in Table 1. Otherwise, the results are likely to be misleading. Also, conducting this "preliminary analysis" as soon as possible is highly desirable to give the region a sense of the VMT gap needing to be closed by the RTP to inform our other RTP workplan elements during the remainder of the update.

We also have concerns that VisionEval may not be the right tool to evaluate a project list, given its insensitivity to induced demand and VE's inability to show changes in bicycle and pedestrian mode share outputs. Rather, it is likely better suited for use in framing up key policy and program approaches needed to be applied in conjunction with projects that will be generate a higher utilization of multimodal infrastructure investments and help manage demand for low and no occupancy automobile trips.

**New or Updated Policies**

The 2023 RTP will need updated policies to reflect CFEC requirements, including a focus on VMT reduction and new parking reforms. Stronger road pricing, parking pricing, parking management, and mixed-use development requirements may be needed to put us on track to achieve targets, especially by 2030 which is when the scientific community is pointing to the need for significant reductions to avoid the most catastrophic outcomes from climate change.

The current language of the climate policies is not outcome oriented. We recommend revising the policies to focus on outcomes rather than process. Please see our comments on page 164 of the 9/14/22 TPAC packet, attached to the email.

**Additional Carbon Reduction Strategies**

As noted, the primary missing strategy in CSS is pricing, including demand management tolling, a regional and/or local Road User Charge to manage demand in the region above the gas tax replacement RUC, and parking pricing in centers and corridors across the region.

Several strategies will also need to be significantly expanded. The relatively weak household and employer travel options programs will need to be significantly expanded, with significant financial incentives provided by employers, residential property managers, Metro, and local governments.

For transit service to be more effective, an evaluation of needed transit-supportive strategies is necessary. Investing in additional transit service without additional regional and local transit-supportive actions would likely continue to produce marginal outcomes for transit ridership.

Metro should also evaluate strategies being implemented in California and Colorado to mitigate for VMT increases from adding SOV capacity to highways and arterials. We can't have one part of the boat rowing forward while the other part rows back.

**Issues and Policy Questions to Explore**

AS we update the climate smart Scenario for the region, it will be important not only to be understanding and addressing how to ensure maximum efficacy of emission reduction strategies is identified and implemented, but also ensuring that we are understanding and addressing the risk of potential VMT and GHG increasing policies, practices and investments that we are continuing to undertake or considering doing. From that perspective, we think the following questions are crucial for the region to also be exploring through this RTP update, and other CFEC implementation efforts:

- How do CSS policies and strategies connect with, and support, the RTFP policies 3.08.220 on Transportation Solutions and 3.08.230 on Performance Targets and Standards and the "significant SOV capacity language?"

- How do CSS policies and strategies connect with, and support, the region's Congestion Management Process? When and how will the Congestion Management Process be updated to reflect VMT reduction requirements?

- How is/will OHP Policy 1.G.1 be operationalized and implemented within the Metro region?

- How will "best available science" tools to evaluate induced demand be implemented in the 2023 RTP in time for the call for projects and scenario evaluation (e.g., a scenario reflecting travel demand needs after implementing VMT reduction strategies sufficient to achieve 660-044 requirements)?

**Opportunities to Move Forward**

There's a strong correlation between strong Regional Congestion Pricing policies and actions and achieving our climate, mobility, safety, and equity goals and objectives. Ensuring that we are linking the development of regional congestion pricing policy and parking management with the financial and system management assumptions and our performance evaluation relative to priority RTP outcomes is a key opportunity to ensure this key tool is used as effectively as possible.

**Other Comments**

In conclusion, timeliness is of the essence in order that scenarios that meet VMT reduction targets are used to inform the Needs Analysis and the Call for Projects.  We need to move Climate out of first gear to sync with the other elements of the RTP workflow in a way that will enable the technical analyses and policymaker consideration needed to develop understanding and consensus around the important new moves that the region must take to address the multiple crises and associated opportunities we face.

Appendix A: 2018 Regional Transportation Plan - Climate Leadership Policies

The analysis of the adopted strategy demonstrated that with an increase in transportation funding for all modes, particularly transit operations, the region can provide more safe and reliable transportation choices, keep our air clean, build healthy and equitable communities and grow our economy while reducing greenhouse gas emissions from light-duty vehicles as directed by the Legislature. It also showed that a lack of investment in needed transportation infrastructure will result in falling short of our greenhouse gas emissions reduction goal and other desired outcomes. The Land Conservation and Development Commission approved the region's strategy in May 2015.

### 3.2.3.2 Climate Smart Strategy policies

The Climate Smart Strategy is built around nine policies to demonstrate climate leadership by reducing greenhouse gas emissions from cars and small trucks while making our transportation system safe, reliable, healthy and affordable. The policies listed below complement other RTP policies related to transit, biking and walking, use of technology and system and demand management strategies.

**Climate Smart Policies**

| | |
|---|---|
| **Policy 1** | Implement adopted local and regional land use plans. |
| **Policy 2** | Make transit convenient, frequent, accessible and affordable. |
| **Policy 3** | Make biking and walking safe and convenient. |
| **Policy 4** | Make streets and highways safe, reliable and connected. |
| **Policy 5** | Use technology to actively manage the transportation system and ensure that new and emerging technology affecting the region's transportation system supports shared trips and other Climate Smart Strategy policies and strategies. |
| **Policy 6** | Provide information and incentives to expand the use of travel options. |
| **Policy 7** | Make efficient use of vehicle parking spaces through parking management and reducing the amount of land dedicated to parking |
| **Policy 8** | Support Oregon's transition to cleaner fuels and more fuel-efficient vehicles in recognition of the external impacts of carbon and other vehicle emissions. |
| **Policy 9** | Secure adequate funding for transportation investments that support the RTP climate leadership goal and objectives. |

### 3.2.3.3 Climate Smart Strategy toolbox of potential actions

The responsibility of implementation of these policies and the Climate Smart Strategy does not rest solely with Metro. Continued partnerships, collaboration and increased funding from all levels of government will be essential. To that end, the Climate Smart Strategy also identified a comprehensive toolbox of more than 200 specific actions that can be taken by the state of Oregon,

**TriMet comments on Climate Smart Strategy Memo from 9/13/22**

- **Do you have specific feedback on the assumptions identified in Table 1** of the staff memo:

- Are the key transportation assumptions underlying the region's Climate Smart Strategy realistic?

  In reviewing the assumptions, and how far off we are from the objectives set, perhaps they are too aspirational vs. actual based on available funding.

  We do support the assumptions regarding service growth in this decade, but are uncertain about whether future assumptions are achievable or too aspirational. TriMet is currently projecting 38% service growth over current levels through 2027 (assuming operator hiring progresses), but have yet to identify funding sources to support 4% growth through 2045. Beyond 2027, our current estimates may cover slight annual increases in service hours (can share more details if needed) to address reliability and capacity issues, but no more major service increases unless additional revenue is committed. There will also be additional costs to factor in to support service growth, including expansion of facilities, new bus garages and the higher costs of zero emission fleet, which need to be accounted for to reflect the true costs of service expansion.

- Should certain assumptions be updated?

  Strategies that reduce VMT and those that are most likely to lead to modeshift are those that will make the most impact in achieving our climate goals.

  - Transit Service growth – see above

  - Parking pricing and availability makes a big impact on mode choice. It is still often cheaper to pay for parking for a family rather than multiple transit passes if families do not already participate in any discounted monthly pass programs. Should the pricing assumption be updated to include more forms of pricing beyond parking?

  - Travel options programming assumptions– it seems that we are quite far off on achieving these assumptions. Is there a way to instead/in addition measure the expansion of fare discount programs rather than just employer-based vs. household-based RTO outreach? It seems as though "received information about RTO programs" is not the best metric to measure whether behavior is actually changing. Perhaps there are ways to track expansion of fare (or other travel option) discount programs and availability of those to higher percentages of the population instead of employer-based program outreach? Employer-based travel options programs are only one of the fare discount programs.

- Are there new or updated policies and additional carbon reduction strategies that are not currently included in Climate Smart Strategy that should be reflected in the updated strategy?

  - Prioritizing transit speed (specifically in-roadway transit priority treatments) and travel time over parking makes an impact in people choosing to ride transit. Could we include and track growth in number of transit priority improvements or transit travel time savings growth?

- o In the long term - urban design to support transit and increased housing and employment density are critical to be able to support transit service growth that will actually lead to increased ridership. Interested in if there is a way to include any assumptions regarding transit-supportive design and land use to ensure that transit has a competitive advantage.

- o Affordable housing along transit and access to opportunity. Is there a way to include increased access to opportunity via transit? Seems like one of the greatest opportunities to regain ridership will be to expand affordable multi-family housing closer to jobs and regional centers, which will reduce travel times and increase availability of high capacity transit to more people.

- **What issues and policy questions are you interested in exploring as we update our strategy** during this time of change and uncertainty?
    - o Focus on the best strategies to achieve mode shift to transit and how we double-down on those investments.

- **What opportunities do you see for the region to move forward should our analysis show we need to do more** to meet our VMT per capita reduction targets and climate goals?

    - E-bikes seem to be growing as a car replacement as their price and technology is improving. Is that adequately accounted for in this strategy? It is a small segment compared to transit mode shift but an important piece to reflect.

**Washington County comments on TPAC 9/14/2022 Climate Smart Strategy presentation and memo dated 9/7/22**

*Washington County comments in italic*

**Do you have specific feedback on the assumptions identified in Table 1** of the staff memo:

- Are the key transportation assumptions underlying the region's Climate Smart Strategy realistic?

- Should certain assumptions be updated?

- Are there new or updated policies and additional carbon reduction strategies that are not currently included in Climate Smart Strategy that should be reflected in the updated strategy?

*Yes, the assumptions should be updated.*

***Transit service funding and projects:*** *Consider assuming transit service increases with wage growth at least for the share tied to local employer and employee payroll tax revenue. Looking at past trends, consider growth in federal transit revenue as well. Assume HCT expansion per project list in 2023 RTP (hopefully include TV Hwy and SW Corridor, which were not in 2018) and other transit speed and reliability projects if they prove to provide realistic travel time savings. A tougher challenge will be to estimate transit service levels per increased cost/hour.*

***Employer-based travel options and household based options****: Revisit this assumption with updated data on the share of employers offering incentives – I do not know where the 5.5% is based for employers or 1% the household-based is based on and evaluate how effective these incentives have been.*

***Parking pricing and management****: Consider parking availability and management into this factor. Parking requirements have changed since Climate Smart was initiated. This should be updated data on pricing and availability as part of travel demand model.*

***PAYD:-*** *drop unless more new programs are established (see Road User Charge below)*

***Fleet and technology assumptions****: Assume a higher share of EV in the metro area – tied to the higher average income than statewide and greater share of EV purchases.*

**What issues and policy questions are you interested in exploring as we update our strategy during this time of change and uncertainty?**

***Investment, policy and density.*** *Explore how past investments and policies are supporting increased density and reduced VMT/capita compared to w/out investments and policy. Some of this analysis may be required by CFEC but be open to different methods. Document what tools/incentives are most effective. Support increased density through transportation investments and other subsidies/tax credits for housing, commercial and employment development in centers, corridors, employment areas and equity focus areas. Be open to supporting development in new centers and corridors not previously identified in the original 2040 concept that support higher job and housing growth.*

**Washington County comments on TPAC 9/14/2022 Climate Smart Strategy presentation and memo dated 9/7/22**

*Neighbor counties VMT.* *Consider effect of increased VMT in our region due to increased commuting/traffic from adjacent counties and consider effect of improved transit and travel options to meet this small but growing share of the region's VMT.*

**What opportunities do you see for the region to move forward should our analysis show we need to do more to meet our VMT per capita reduction targets and climate goals?**

*EV Charging-* *Support increased EV charging and other policies that make it easier to shift to EV use.*

*Broaden EV use.* *Support schools, transit, trucks to take advantage of new truck and bus fuel reduction incentives at federal level with Inflation Reduction Act and at State level if available.*

*Telecommute.* *Revise assumptions in travel demand model to assume a higher work from home percentage and related VMT/capita changes. With a greater share of white collar jobs, the Portland region should be above statewide averages which can affect VMT and GHG in the region.*

*Pricing/tolling/RUC and cost of driving overall.* *Better understand cost elasticity of owning and operating a vehicle to reducing VMT and adjust policies to encourage higher EV use and other travel options.*

*Road User Charge.* *When implemented by the State, consider increased fees (over gas tax revenue levels) to support needed multimodal transportation investments with GHG benefits.*

**Other comments or suggestions you would like to share?**

*The memo describes the differences and challenges between using the Eval and the results of the Regional Travel Demand Model to estimate GHG. Continue to track work at federal level and elsewhere, that improve tools for consistent GHG analysis across the country to develop a consistent method of assessing effectiveness. Having two different approaches to estimating GHG reductions could be an advantage in being able to estimate ranges of effectiveness or success for now.*

*Do not try to measure GHG impact on a project by project basis. Projects tend to be multi-factored – added turn lane capacity and sidewalks can improve auto times and make it easier to access transit, walk and bike for example. Look at the Transportation Plan as a whole at the 20-year time, not near term.*

*Evaluate policy strategies and their effectiveness on reducing GHG. VMT will be come less important of a measure as EV use increases.*

*Analysis of the effectiveness of the Climate Friendly Equitable Communities requirements would be helpful to help shape how to focus efforts in the Metro area and any revisions from statewide approach.*

**ODOT Region 1 and Climate Office comments on**
9/13/22 TPAC Climate Smart Strategy Materials

**Do you have specific feedback on the assumptions identified in Table 1** of the staff memo:
Are the key transportation assumptions underlying the region's Climate Smart Strategy realistic? Should certain assumptions be updated?

Are there new or updated policies and additional carbon reduction strategies that are not currently included in Climate Smart Strategy that should be reflected in the updated strategy?

ODOT Climate Office comments on Table 1:
- Several assumptions are based on "Allowed state actions and conditions at time of GHG target rule adoption". This may explain what appears to be $6.75 price, vehicle age, and other assumptions in the CSS (first) column. This should be noted. Some footnotes are missing.
- High levels of transit service is a key CSS assumption to meet the target, trends are pointing away from those assumptions.
- Key local policy actions are missing; transit vehicles & fuels, active transportation.
- One state-led value does not match STS Vision:  Commercial Fleet Share 35% are trucks/SUVs and 65% are cars.
- Recommend adding other State-led actions, such as those related to laws on veh/fuels regulations, e.g. HD Trucks vehicle mix, Fuel and Electricity carbon intensities by vehicle group. These actions have made significant progress with the Advance Clean Trucks (ACT) & HB 2021 legislation on electricity carbon intensity.
- Note what year the RTP assumptions are for – 2035? 2040?
- Make sure to use/note correct year dollars for monetary units (looks like 2005$).


ODOT Region 1 Comments:
- The OTC's Strategic Action Plan includes increasing the rate of vehicle fleet electrification. The State is now actively investing to help kick-start that transition.
- The Climate-Friendly Equitable Communities rulemaking will both reduce parking and result in increased housing density in areas with good multi-modal transportation choices.
- HB 2001 provides for more infill housing in previously developed areas where there are more likely to be good transit and multi-modal choices than in green-field development.

**What opportunities do you see for the region to move forward should our analysis show we need to do more** to meet our VMT per capita reduction targets and climate goals?

The planned 2040 Refresh should provide an avenue with which to investigate land use changes that can be supported with fewer and shorter vehicular trips.

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

So, hello. We're Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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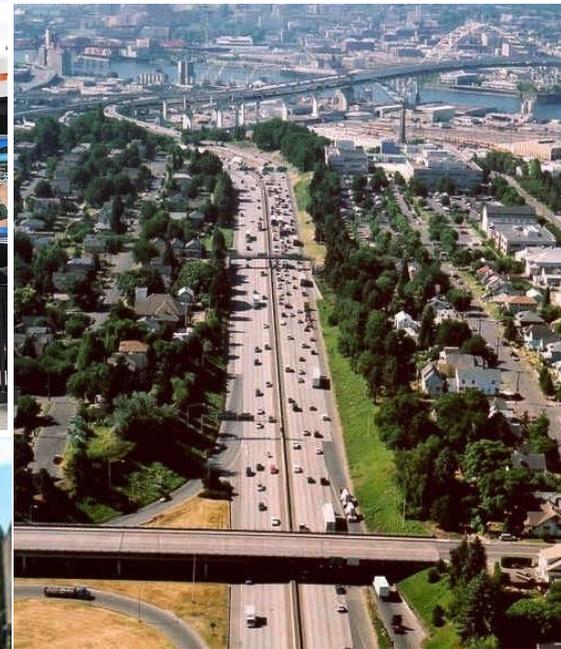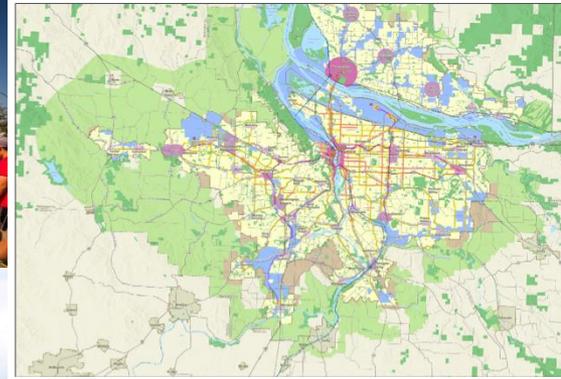
# Today's purpose

## Discussion and feedback

1. Comments or questions about the policy framework for updating the RTP investment priorities? *(see Attachment 2)*

2. Comments or questions about the process? *(see Attachment 3)*

3. Comments on the measure in Table 1? *(see Attachment 3)*

Next month JPACT will be asked to make a recommendation to Metro Council

# Timeline for the 2023 RTP update
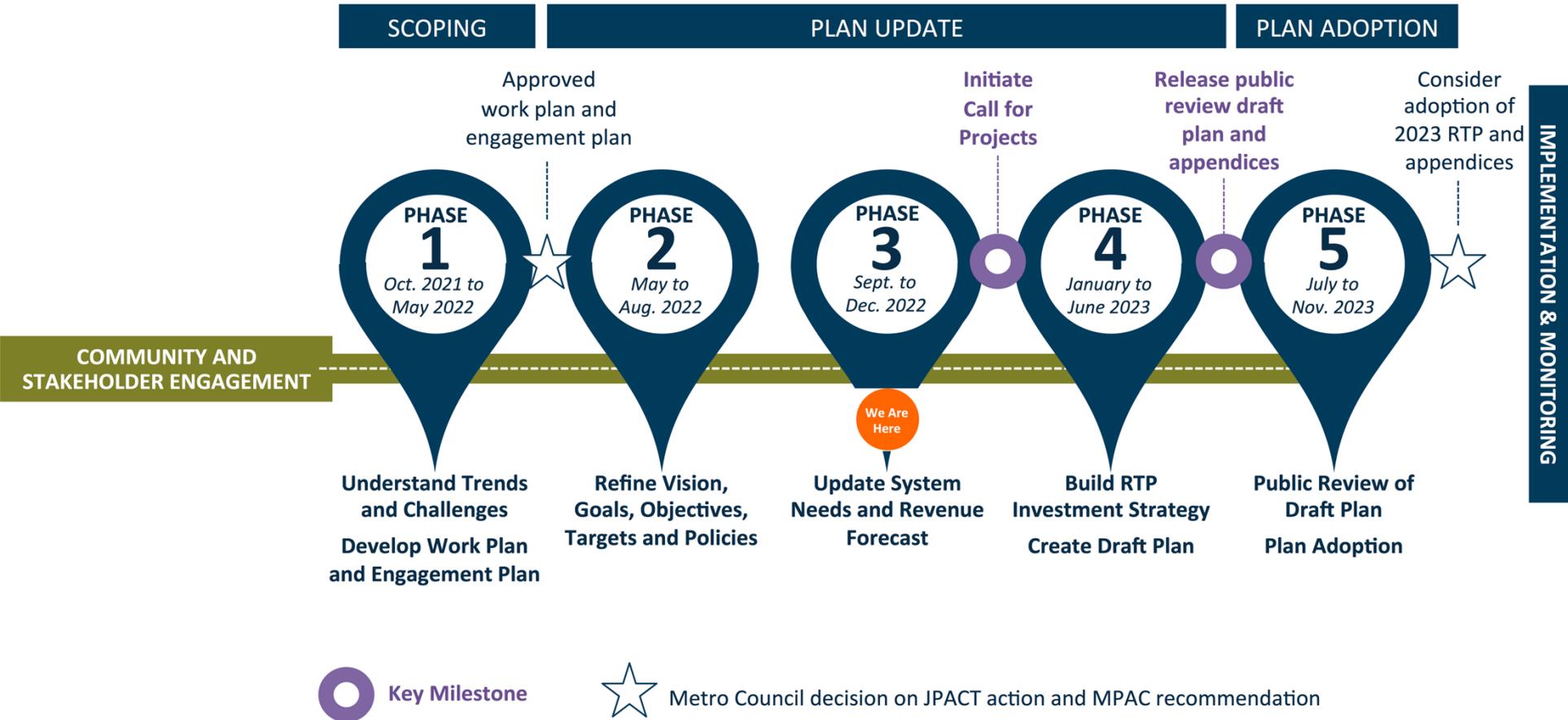
# Current Snapshot: Where we have been and where we are now



SEPT. TO DEC. '22

JAN. TO FEB. '23

**RTP Policy Framework**

**RTP Revenue Forecast**

**RTP Needs Analysis**

**RTP Call for Projects**

Jan. 6 to Feb. 17

**Engagement activities**

**JPACT and Metro Council direction** on policy framework and project list cost targets for Call for Projects

4

# Updating the region's priorities
## Call for Projects from Jan. 6 to Feb. 17, 2023

- Build draft RTP list for evaluation, review, and refinement:

  ➢ **Constrained priorities** – region's top priorities given current funding outlook

  ➢ **Strategic priorities** – additional long-term priorities the region agrees to work together to advance

- Priorities identified collaboratively through county coordinating committees

- Capital costs targets determine how many projects may be submitted

Partnerships

Planning

Implementation
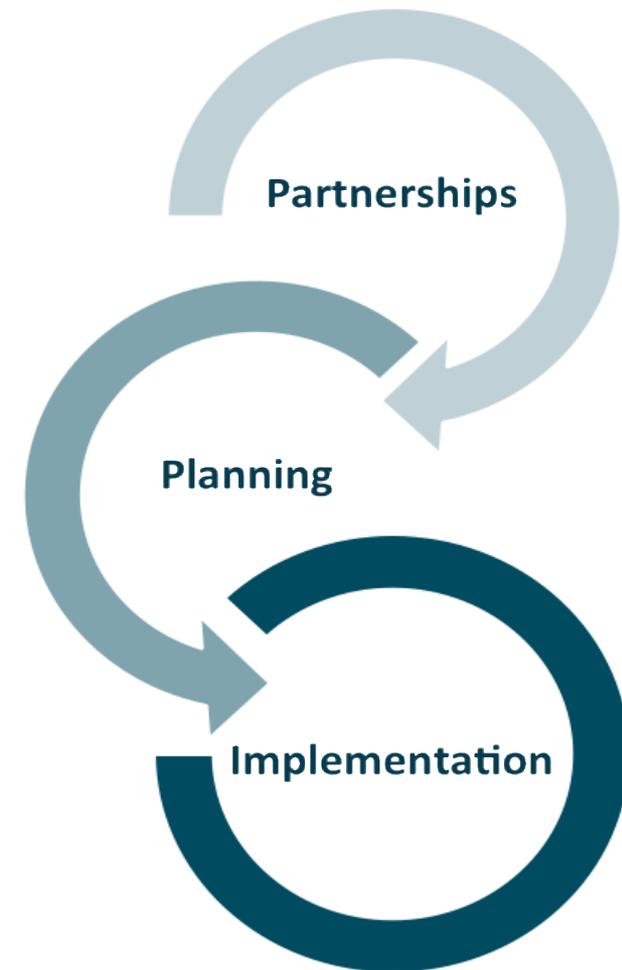
# Where do RTP projects come from?

- Transportation system plans
- Regional planning
- Concept planning
- Subarea and topical plans and studies
- Comprehensive plans
- Capital improvement plans
- Project development
- Transit service plans
- Legislature

# What projects are eligible?

Projects that:

☐ help achieve vision, goals and policies

☐ come from adopted plans or strategies that had opportunities for public input

☐ are located inside the MPO boundary and on the designated regional system

☐ cost at least $2 million or be bundled with like projects
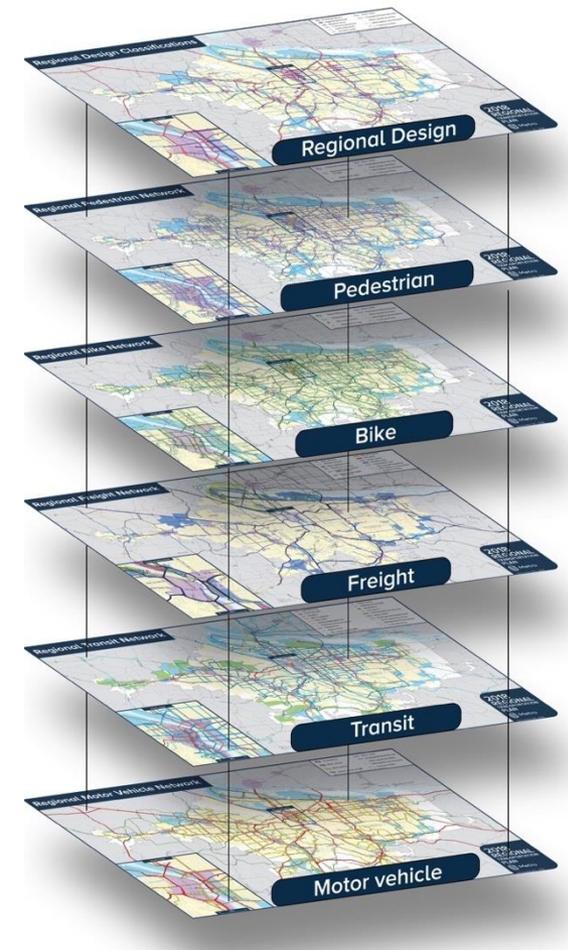
# Draft Goals for 2023 RTP

## 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.

## 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.

## THRIVING ECONOMY

An economically vibrant greater Portland region includes centers, ports, industrial areas, employment areas, and other regional destinations that are accessible through a variety of multimodal connections that help people, communities, and businesses thrive and prosper.

*Developed by JPACT and Metro Council in 2022.*

8

# Policy framework for 2023 RTP



2040 Growth Plan

Equity Focus Areas

Regional High Injury Corridors and Intersections

Safe and Healthy Arterials

Regional Mobility Policy

Regional Congestion Pricing Policy

Key Policy Topics

High Capacity Transit Strategy

Climate Smart Strategy

Regional Design

Pedestrian

Bike

Freight

Transit
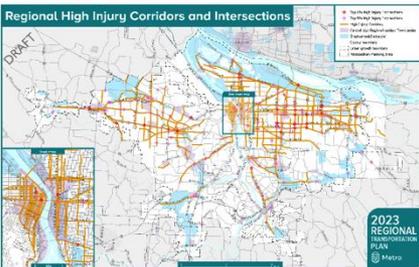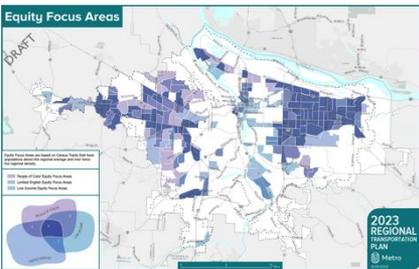
Motor vehicle

**RTP Transportation Networks**

2023 RTP Call for Projects Policy Framework
**Building a complete, connected multimodal system**
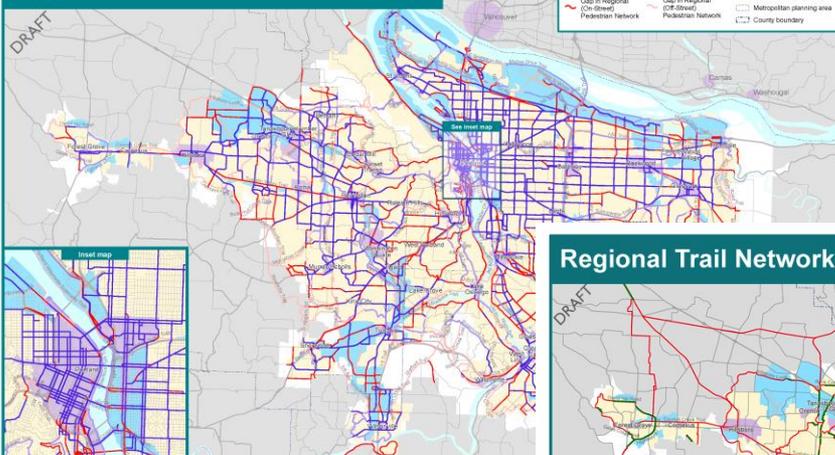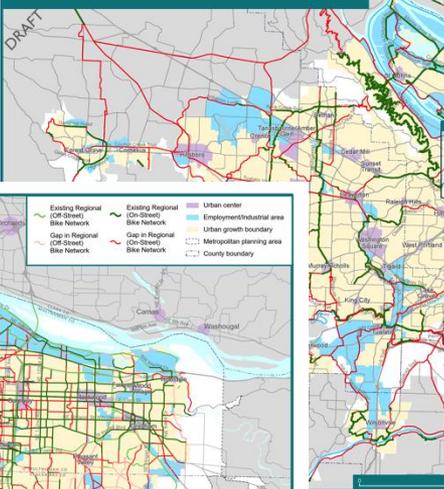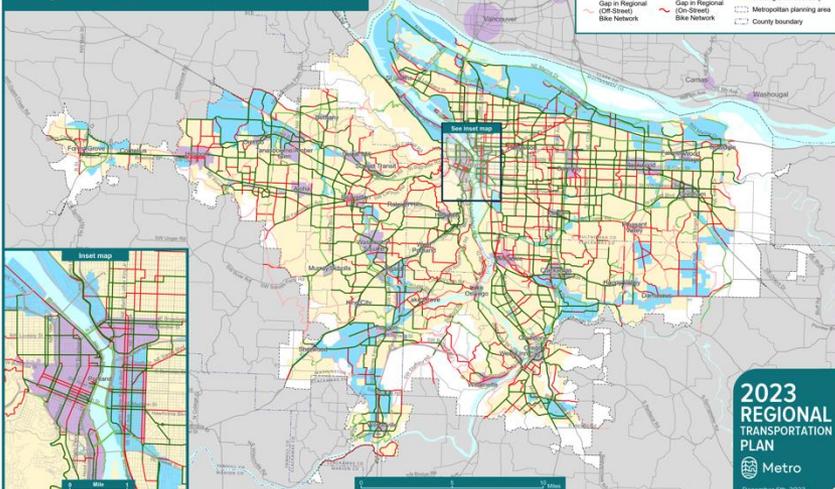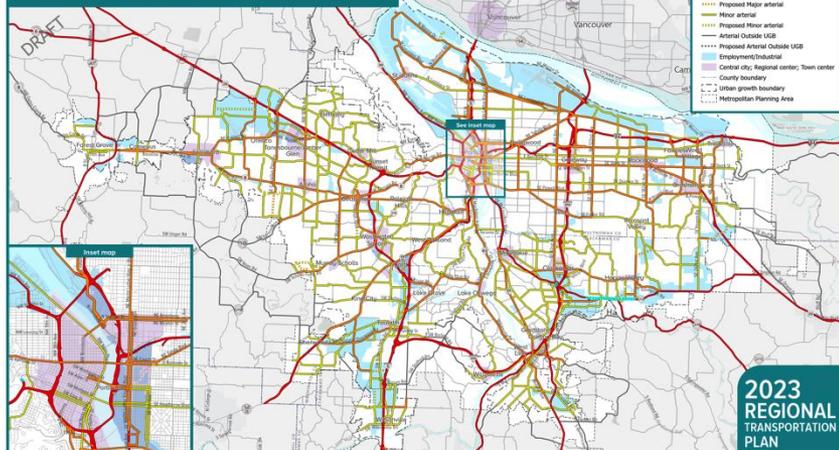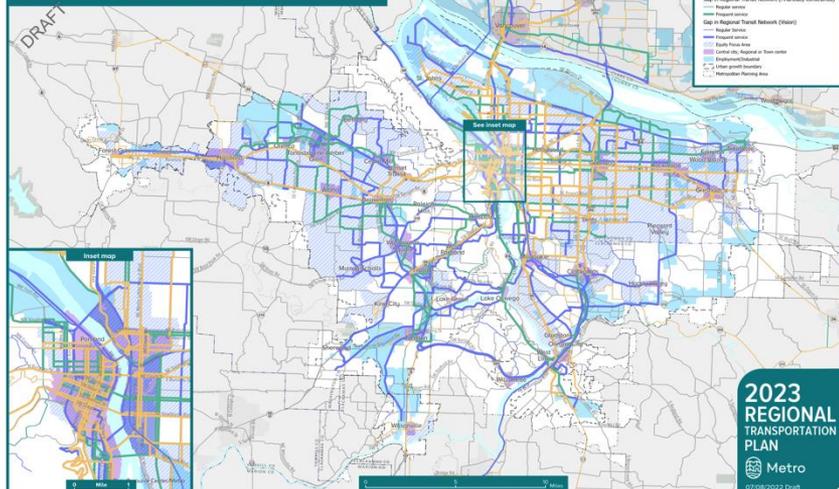
# Role of coordinating committees

- ❑ **Build a coordinated, sub-regional list of city and county project and program priorities** for the 2023-2045 time period in collaboration with state and regional partners

- ❑ **Submit three packages within respective cost targets**:

  - ➢ 1 – "Constrained" priorities for 2023 to 2030

  - ➢ 2 – "Constrained" priorities for 2031 to 2045

  - ➢ 3 – "Strategic" priorities for 2031 to 2045

- ❑ **Submit endorsement letter stating packages are sub-region's agreed upon priorities** for 2023 RTP

# 2023 RTP Call for Projects
# Where we are going

**JAN. TO FEB. '23**

**MARCH TO JUNE '23**

**JULY TO AUG. '23**

**RTP Call for Projects Application Period**

Jan. 6 to Feb. 17

*Coordinating committees and agencies identify priorities*

**High-level Project List Assessment**

**System Analysis**

**Public Review Draft 2023 RTP and Project and Program Priorities**

July 1 to Aug. 14

**Prepare draft RTP and appendices** for 45-day public comment period

**Engagement activities**

**JPACT and Metro Council direction** on policy framework and project list cost targets for Call for Projects

**JPACT and Metro Council direction** on finalizing plan and project priorities for public review

# Outcomes-based technical analysis

| | High-level project assessment | System analysis |
|---|---|---|
| **Equity** | Is the project located in an Equity Focus Area? | Does the RTP benefit Equity Focus Areas at least as much, if not more, than other communities in the region? |
| **Climate** | Does the project have a high or medium greenhouse gas reduction potential?<br><br>Is the project located in a designated center?<br><br>Is the project located on a regional emergency transportation route or state seismic lifeline route? | Does the RTP meet vehicle miles traveled per capita reduction targets?<br><br>Does the RTP meet transit, bicycle and pedestrian mode share targets? |
| **Safety** | Is the project identified as safety project?<br><br>Is the safety project on a high injury corridor? | Does the RTP meet regional safety targets? |
| **Mobility** | Does the project complete a gap in the region's pedestrian, bicycle or transit networks? | Does the RTP meet targets for completing the multimodal transportation system?<br><br>Does the RTP meet vehicle miles traveled per capita reduction targets?<br><br>Does the RTP meet targets for reliable travel on throughways? |
| **Economy** | Does the project improve access to destinations within centers and industrial and employment areas? | Does the RTP improve freight, transit, bicycle and pedestrian access that serve centers and industrial and employment areas?<br><br>Does the RTP increase access by auto and transit to destinations? |

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# Discussion Questions

1. Comments or questions about the policy framework for updating the RTP investment priorities? *(see Attachment 2)*

2. Comments or questions about the process? *(see Attachment 3)*

3. Comments on the measure in Table 1? *(see Attachment 3)*

# Learn more about the Regional Transportation Plan at:



**Kim Ellis, AICP**

**RTP Project Manager**

kim.ellis@oregonmetro.gov

**Metro**

**oregonmetro.gov/rtp**

## 2023 RTP Call for Projects
# Key dates

| | |
|---|---|
| Dec. 6 and 7 | **Online RTP Hub training for agency staff** *(12/6: noon to 3PM and 12/7: 9AM-noon)* |
| Jan. 6 | **Call for Projects begins** and **online database system available** |
| Jan. 27 | Partners provide draft list of projects |
| Feb. 17 | **Deadline #1** Project sponsors submit required project information through online system and coordinating committees email endorsement letters to Metro |
| March-May | **Metro conducts technical analysis,** Metro and CBOs **seeks public input on draft lists, and reports findings** to Metro Council, and technical and policy committees, including county coordinating committees |
| May 1 | **Deadline #2** Project sponsors submit letters of endorsement from governing bodies |
| May-June | **JPACT and Metro Council consider input and findings and provide direction** on finalizing draft RTP and updated priorities for public review and adoption |

# Role of cities and counties

☐ **Identify local priorities for regional system** for near-term and long-term in collaboration with each other and agencies

☐ **Work within coordinating committees/City of Portland to build a coordinated, sub-regional list of project and program priorities** for the 2023-2045 time period

☐ **Submit updated project information** for your priorities

☐ **Submit public engagement documentation**

☐ **Submit endorsement letter from city council/county board on priorities submitted on behalf of jurisdiction** for 2023 RTP

# Role of ODOT, TriMet, SMART and Port

- ❏ **Identify agency priorities for regional system** for near-term and long-term in collaboration with cities and counties and each other

- ❏ **Seek opportunities to partner with and/or leverage priorities** identified by county coordinating committees and City of Portland and each other

- ❏ **Submit updated project information** for your priorities

- ❏ **Submit public engagement documentation**

- ❏ **Submit endorsement letter from governing body on priorities submitted on behalf of agency** for 2023 RTP [18]

# Draft revenue forecast and cost targets

**Draft 2023 RTP cost targets for capital projects** (*under development*)

| Agency/County coordinating committee | Constrained List cost target for 2023-2030 (billions, 2023 dollars) | Constrained List cost target for 2031-2045 (billions, 2023 dollars) | Strategic List cost target for 2031-2045 (billions, 2023 dollars) | Total RTP List cost target for 2023-2045 (billions, 2023 dollars) |
|---|---|---|---|---|
| City of Portland | $0.000 | $0.000 | $0.000 | $0.000 |
| Clackamas County, Cities, & NCPRD | $0.000 | $0.000 | $0.000 | $0.000 |
| Multnomah County and Cities | $0.000 | $0.000 | $0.000 | $0.000 |
| Washington County, Cities & THPRD | $0.000 | $0.000 | $0.000 | $0.000 |
| Oregon Dept. of Transportation | $0.000 | $0.000 | $0.000 | $0.000 |
| TriMet & SMART (Transit Capital) | $0.000 | $0.000 | $0.000 | $0.000 |
| Metro | $0.000 | $0.000 | $0.000 | $0.000 |
| Port of Portland | $0.000 | $0.000 | $0.000 | $0.000 |

The strategic list cost target is recommended to be **1.5 times** the financially constrained list cost target.

# Resources and tools to support partners

**RTP Hub online system and web page** with resources:

- **Project Submission Guide** – a *how to guide with more details about information to be updated/submitted in the hub*

- **RTP Map Tool** – *online resource maps and geospatial data of 2018 RTP projects, policy framework maps and needs assessment maps and data*

- **Cost estimate guidance** and workbook

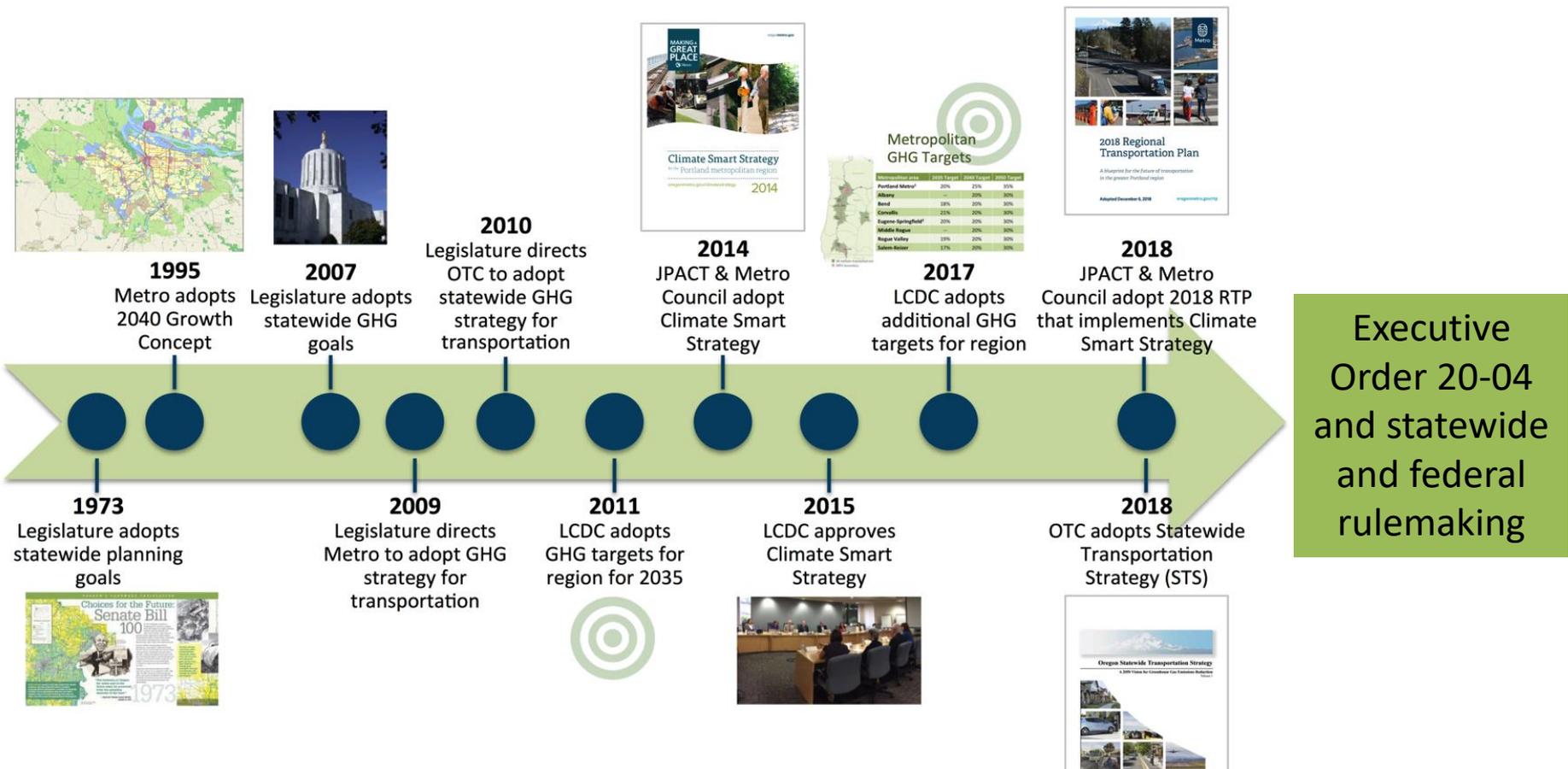- **Metro RTP staff liaisons**

20

# 2023 Regional Transportation Plan

# Climate Smart Strategy Overview

MTAC

November 16, 2022
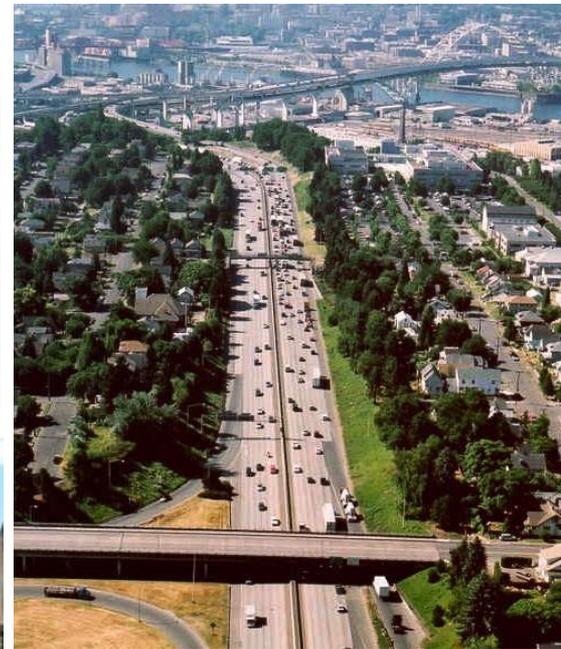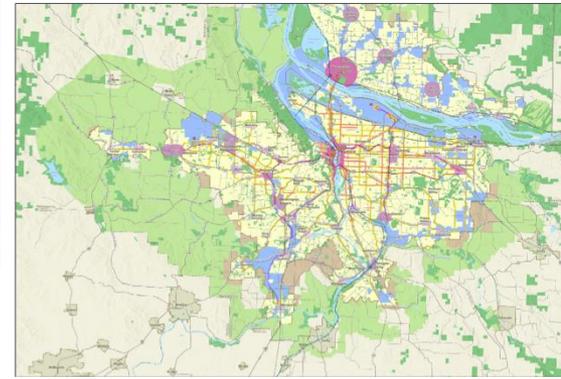
# It was adopted in 2014 in response to state legislative mandates.



**1995**
Metro adopts 2040 Growth Concept

**2007**
Legislature adopts statewide GHG goals

**2010**
Legislature directs OTC to adopt statewide GHG strategy for transportation

**2014**
JPACT & Metro Council adopt Climate Smart Strategy

**2017**
LCDC adopts additional GHG targets for region

**2018**
JPACT & Metro Council adopt 2018 RTP that implements Climate Smart Strategy

**1973**
Legislature adopts statewide planning goals

**2009**
Legislature directs Metro to adopt GHG strategy for transportation

**2011**
LCDC adopts GHG targets for region for 2035

**2015**
LCDC approves Climate Smart Strategy

**2018**
OTC adopts Statewide Transportation Strategy (STS)

Executive Order 20-04 and statewide and federal rulemaking

# Our targets are in addition to reductions anticipated from changes to fleet and technology.

OAR 660-044 adopted by the Oregon Land Conservation and Development Commission in 2011 and amended in 2017 and 2022

| Metropolitan area | 2035 Target | 2040 Target | 2045 Target | 2050 Target |
|---|---|---|---|---|
| Portland Metro[1] | 20% | 25% | 30% | 35% |
| Albany | -- | 20% | 25% | 30% |
| Bend | 18% | | | |
| Corvallis | 21% | | | |
| Eugene-Springfield[2] | 20% | | | |
| Middle Rogue | -- | | | |
| Rogue Valley | 19% | | | |
| Salem-Keizer | 17% | | | |

45-minute travelshed ext
MPO boundary

Meeting these targets sets us on a trajectory to meet state goals adopted in 2007 to reduce total GHG emissions from all sources to 75% below 1990 levels by 2050

3

# It reaffirmed the 2040 Growth Plan as our platform for local and regional climate action.



Adopted in 1995
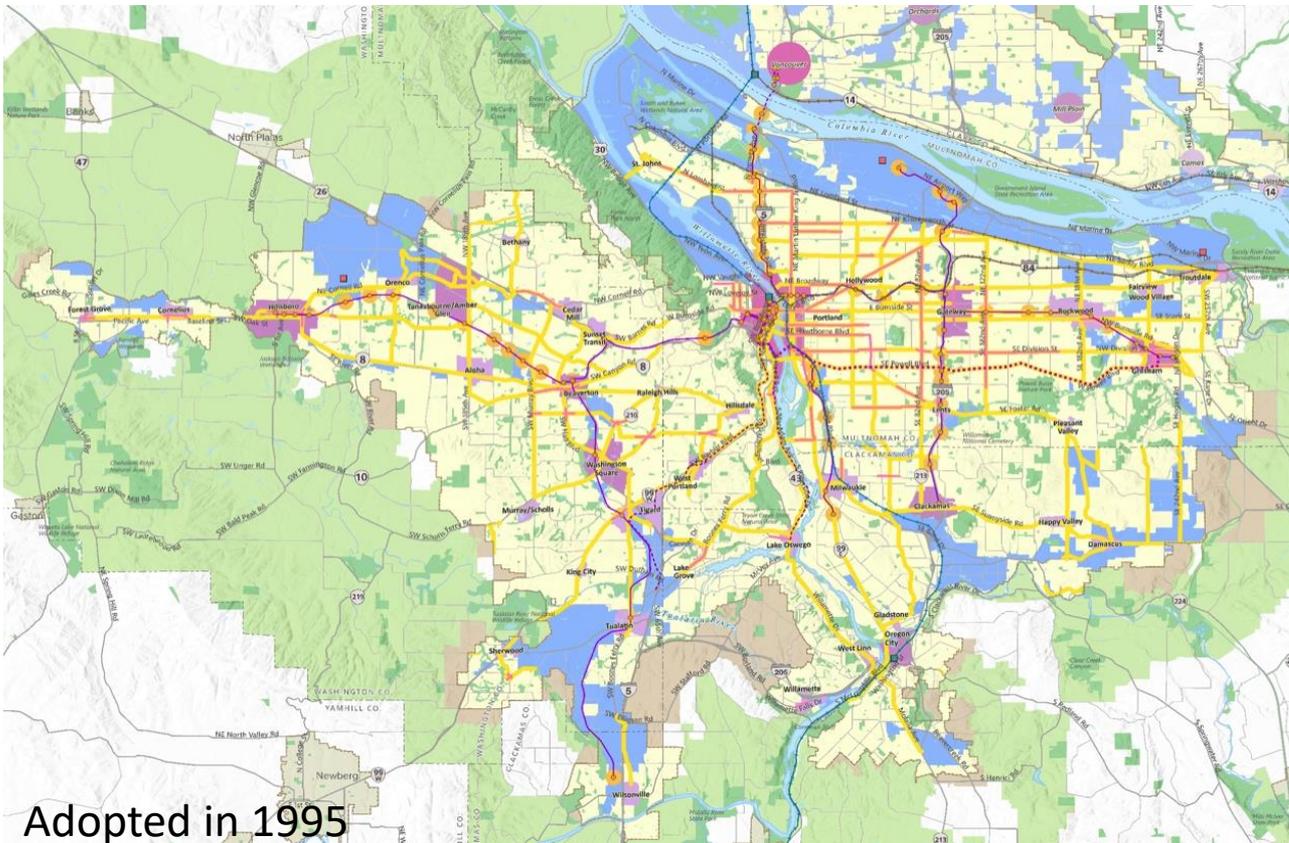
Implemented through adopted community and regional plans



- Vibrant communities
- Equity
- Regional climate change leadership
- Making a great place
- Clean air and water
- Transportation choices
- Economic prosperity

Building toward six desired outcomes

4

# We found that investing in communities in ways that support local visions for the future helps get us there.

**Climate Smart Strategy | Largest potential carbon reduction impact***

**Community Design (Policy with Investment)**
- Walkable communities and job centers facilitated by compact land use in combination with walking, biking and transit connections

**Transit (Investment)**
- Expanded transit coverage
- Expanded frequency of service
- Improvements in right-of-way to increase speed and reliability of buses and MAX

**Climate Smart Strategy | Moderate potential carbon reduction impact***

**Active Transportation (Investment)**
- New biking and walking connections to schools, jobs, downtowns and other community places

**Travel Information and Incentives (Investment)**
- Commuter travel options programs
- Household individualized marketing programs
- Car-sharing and eco-driving techniques

**System Management and Operations (Investment)**
- Variable message signs and speed limits
- Signal timing and ramp metering
- Transit signal priority, bus-only lanes, bus pull-outs
- Incident response detection and clearance

5

Source: *Understanding Our Land Use and Transportation Choices Phase 1 Findings* (January 2012), Metro.

# We found that significant investment in transit is key.



Adopted Plans

New Plans and Policies

Recent Trends

Transit Access
- More
-
-
-
- Less
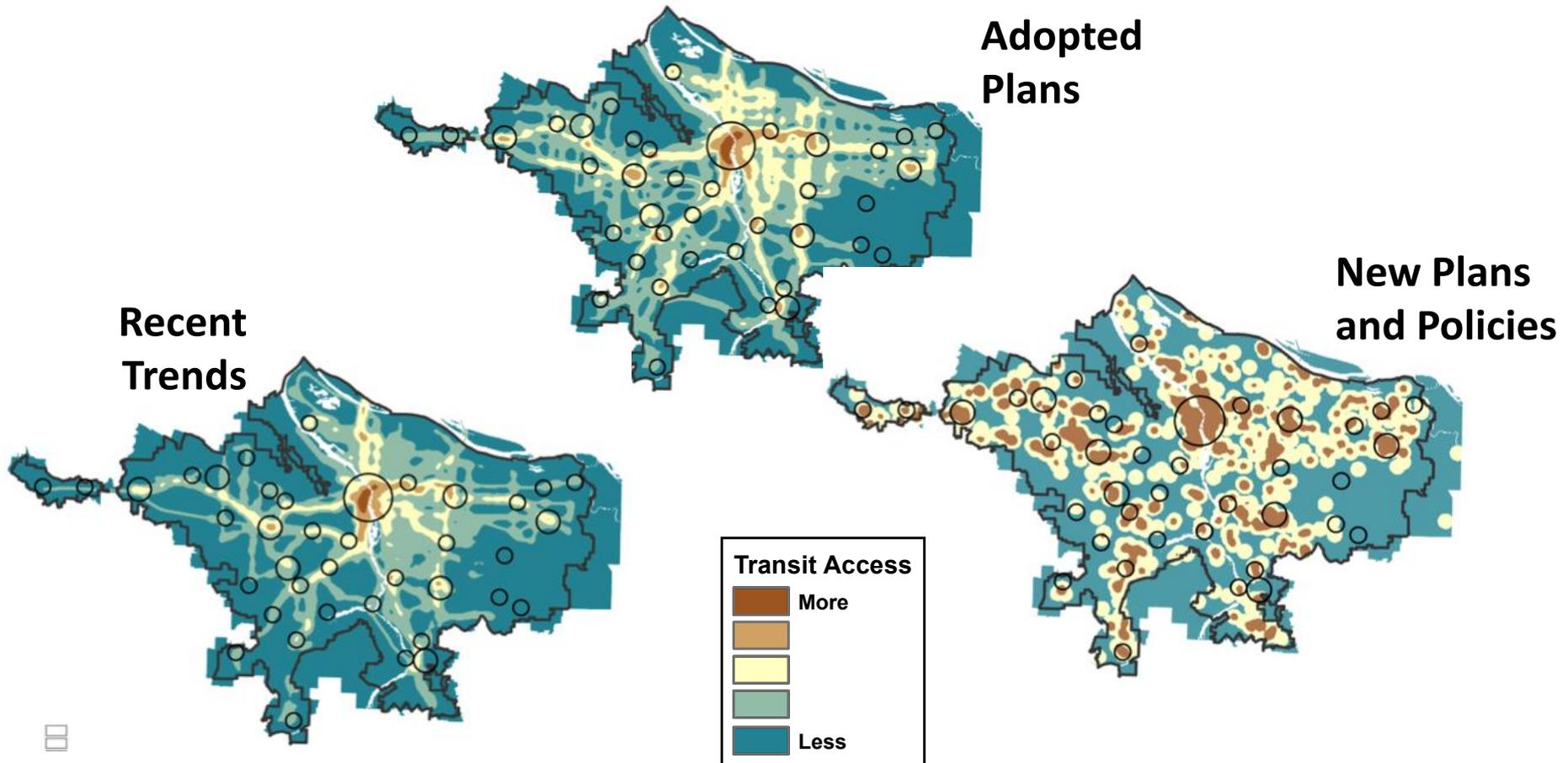
# Adopted strategy exceeds target and supports other goals

- 144 scenarios narrowed to 3

- 3 scenarios narrowed to our preferred scenario – the Climate Smart Strategy



**REDUCED GREENHOUSE GAS EMISSIONS**
PERCENT BELOW 2005 LEVELS

SCENARIO A **RECENT TRENDS**
SCENARIO B **ADOPTED PLANS**
SCENARIO C **NEW PLANS & POLICIES**
**CLIMATE SMART STRATEGY**

12%
24%
36%
29%

STATE MANDATED TARGET

**20% REDUCTION BY 2035**
The reduction target is from 2005 emissions levels after reductions expected from cleaner fuels and more fuel-efficient vehicles.

Source: GreenSTEP

7
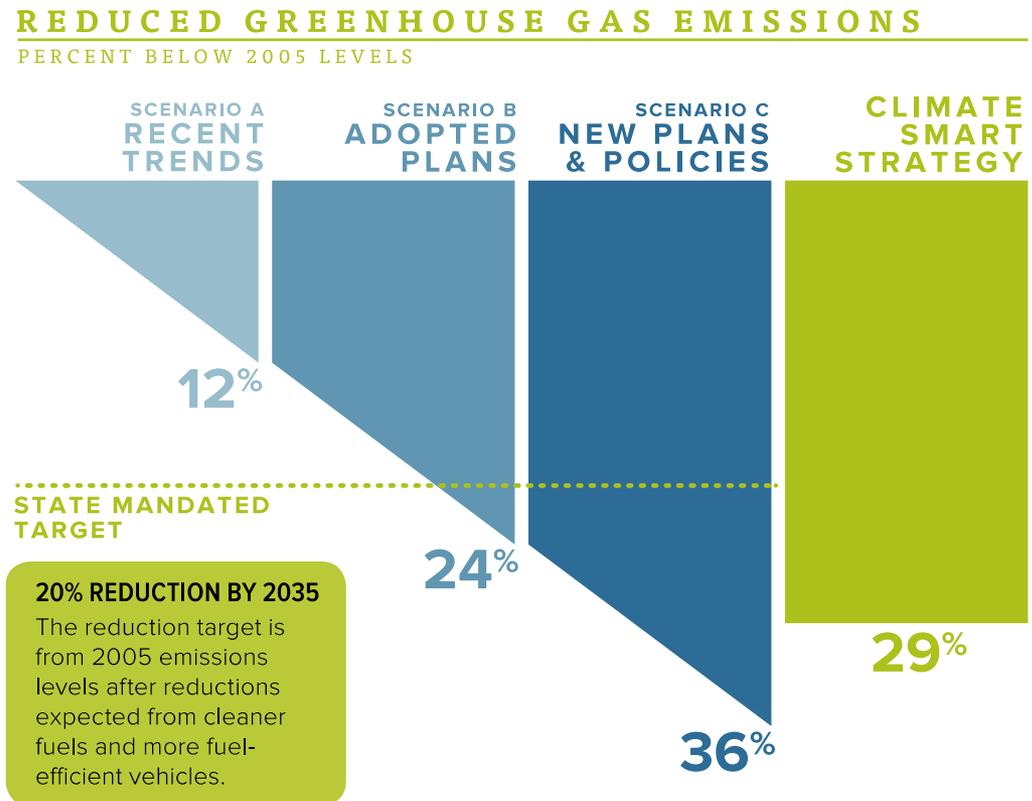
# Extensive, inclusive engagement built the Climate Smart Strategy.



More than 15,000 individual touch points from 2011-14

# And from 2015-2017, we made significant progress on transit, thanks to the state.



House Bill 2017

# In 2018, we found were on track if we fully implemented the RTP

**We were making satisfactory progress if we fully implement the 2018 RTP,** but recognized more work and funding needed

**We exceeded Climate Smart targets for:**

- land use and growth in 2040 mixed-use centers
- transit service hours
- households served by frequent transit service

**We fell short of RTP targets for:**

- sidewalk and biking system completion
- tripling walking, biking and transit mode share
- reduced per capita vehicle miles traveled by 10 percent by 2040



**APPENDIX J**

2018 Regional Transportation Plan

Climate Smart Strategy implementation and monitoring

December 6, 2018          oregonmetro.gov/rtp

**oregonmetro.gov/rtp**

# The world has since changed dramatically.


Declining transit service and ridership
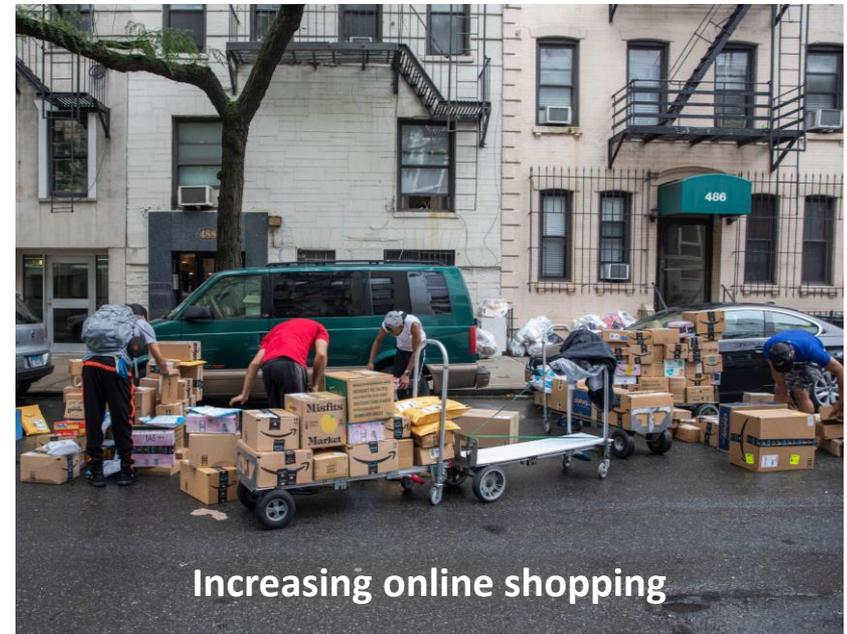

Increasing online shopping

# It's time to review how we are doing and what updates may be needed.



CLIMATE SMART STRATEGY
Key policies and strategies

- Implement **adopted land use plans**
- Make **transit** convenient, frequent, accessible and affordable
- Make **biking and walking** safe and convenient
- Make **streets and highways** safe, reliable and connected
- Use **technology** to actively manage the transportation system
- Provide **information and incentives** to expand use of travel options
- Make efficient use of **parking** and land dedicated to parking
- Support Oregon's transition to **cleaner fuels and more fuel-efficient vehicles**
- Secure adequate **funding** for transportation investments

Fleet and technology assumptions provided by the state

**Adopted in 2014 and approved by LCDC in 2015**
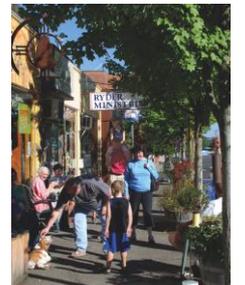
# New state policies and requirements bring new tools to support reducing emissions.
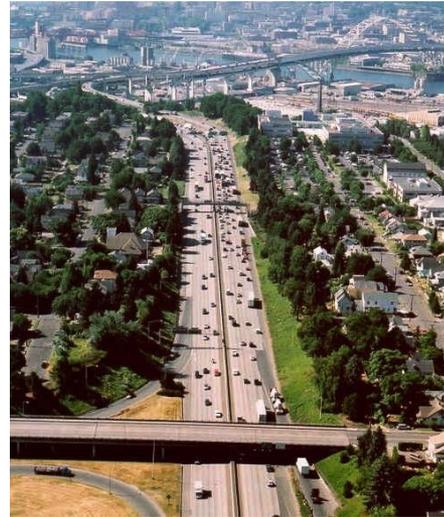
# We convened an expert panel on climate analysis to inform our work.

- **No perfect climate analysis tool,** and more than one tool is likely needed

- **Significant progress can be made** with less than perfect information

- **Keep the tent broad and diverse**

- **Decide what future we want and work together to get there** – knowing modeling cannot answer all our questions



https://www.oregonmetro.gov/events/climate-and-transportation-expert-panel/2022-06-22

14

# Discussion

1.  Do you have specific feedback on the assumptions identified in Table 1 of the background document?

2.  Are there new or updated policies and additional carbon reduction strategies that are not currently included in the Climate Smart Strategy that should be reflected in the updated strategy?

3.  What issues and policy questions are you interested in exploring as we update our strategy during this time of change and uncertainty?

4.  What opportunities do you see for the region to move forward should our analysis show we need to do more to meet our VMT per capita reduction targets and climate goals?

# Next steps

- **September:** TPAC kick-off discussion; Metro staff release RFP for consultant support

- **November:** MTAC discussion; JPACT/Metro Council Workshop (11/10)

- **December/January:** TPAC, MPAC, JPACT and Metro Council follow-up discussions

# Learn more about the Regional Transportation Plan at:



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**oregonmetro.gov/rtp**

Metro