

Memo

Date: October 28, 2022
To: Transportation Policy Alternatives Committee (TPAC) and interested parties
From: Kim Ellis, RTP Project Manager
Subject: 2023 Regional Transportation Plan: Overview of the Policy Framework and Draft Revenue Forecast for the RTP Call for Projects

PURPOSE

This memo provides an overview of the policy framework and draft revenue forecast 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

Transportation Policy Alternatives Committee (TPAC) discussion and feedback on the following policy questions:

1. Does the policy framework described in this memo provide adequate direction and guidance to agency partners to update the RTP investment priorities?
2. Do you have comments on the measures described in Table 1?
3. 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)?
4. Do you have comments or questions about development of the draft revenue forecast or cost targets?

At the November 4 meeting, TPAC will have an opportunity to review and discuss the policy framework and available revenue forecast information that will be used to update the investment priorities in the RTP. TPAC's feedback will help staff prepare recommendations and guidance to support updating the 2023 RTP list of projects and investment strategy.

In December, TPAC will be asked to make a recommendation to the Joint Policy Advisory Committee on Transportation (JPACT). TPAC's recommendation will include two parts:

- recommendation on the Policy Framework for the 2023 RTP Call for Projects
- recommendation on the Draft Revenue Forecast and Cost Targets for the 2023 RTP

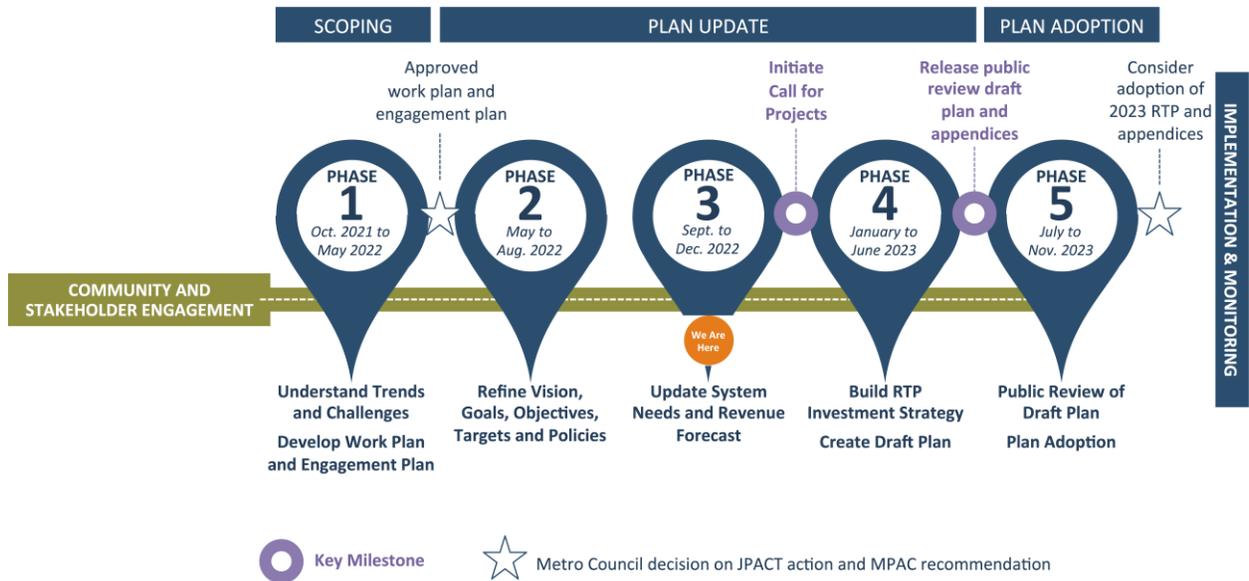
Pending JPACT action on recommendation from TPAC and Council action on recommendations from JPACT, Metro will issue a "Call for Projects to update the region's transportation near-term and long-term investment priorities to support regional goals for equity, safety, climate, mobility and economy. Metro 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



This memo 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.

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



Policy Framework for the 2023 RTP 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.

The policy framework for the Call for Projects includes:

- **RTP outcomes-based approach;**
- **Draft 2023 RTP vision and goals** developed by JPACT and the Metro Council for the 2023 RTP;
- **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;
- **RTP transportation network maps and supporting RTP modal and design policies** that designate the regional system for transit, motor vehicle, freight, bicycle and pedestrian travel and priorities for investment;
- **Equity Focus Areas map and supporting RTP equity policies** that identify priority areas and investments to advance equity;
- **High Injury Corridors and Intersections map and supporting RTP safety policies** that identify priority corridors to improve safety;
- **High capacity transit network map (draft) and supporting RTP policies (draft)** that identify priority corridors ready for high capacity transit investment; these will continue to be reviewed and refined in 2023;
- **Congestion management network map and supporting RTP congestion management policies** that identifies priority corridors to comprehensively manage congestion consistent with congestion management process policies in Chapter 3 of the RTP;
- **Draft policies related to pricing and regional mobility** that will continue to be reviewed and refined in 2023; and
- **Other existing Chapter 3 policies** that will be reviewed and may be refined in 2023.

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

Development of the draft revenue forecast and cost targets for the 2023 RTP Call for Projects is underway and will be finalized by the end of the year. 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.

The draft forecast reflects extensive consultation and coordination with local governments, the Oregon Department of Transportation (ODOT), TriMet and SMART staff that is still underway. Metro convened to two workshops with local agency staff and individual meetings with ODOT and TriMet staff to support this work. The forecast will include revenues raised at the federal, state, regional and local levels for transportation projects and programs to be included or accounted for in the 2023 RTP.

Forecasted local revenues came from local TSPs and capital improvement programs in consultation with local agencies. A summary of the methodology being used to develop local revenue estimates is provided in **Attachment 2**. The federal and state revenues were identified through a statewide funding working group convened by ODOT that included transit providers and MPOs. In addition, Metro is working with ODOT to estimate a range of potential tolling revenues that are reasonably expected to be available to fund ODOT capital projects (e.g., I-5 Interstate Bridge Replacement (IBR) Program, I-205/Abernethy Bridge, I-205 Widening).

Consistent with the adopted RTP work plan, three levels of investment will be defined for the 2023 RTP, with each level representing a statement of priority. The first and second levels, together, are known as the financially constrained project list under federal and state law. In order for projects to be eligible to receive federal and state funding, they must be on the *Constrained Priorities* project list. The Constrained Priorities will be prioritized into near-term (2023-2030) and long-term (2031-2045) priorities – based on the financially constrained revenue forecast and policy priorities of the RTP.

- The first level of priority, **the Near-term Constrained Priorities**, will represent the highest priority transportation project and program investments for near-term (2023-2030).
- The second level of priority, **the Long-term Constrained Priorities** will represent the highest priority transportation project and program investments for long-term (2031-2045).
- The third level of priority, **the Long-term Strategic Priorities**, will represent additional investments that advance RTP policy priorities or need further study but that do not fit within the financially constrained revenue forecast, but the region agrees to work together to complete remaining planning work and identify funding to advance these priorities in the 2031-2045 time period. As was done in the 2018 RTP, this investment level is recommended to be 1.5 times the financially constrained cost target.

The draft revenue forecast will be presented at the November 4 meeting. 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)

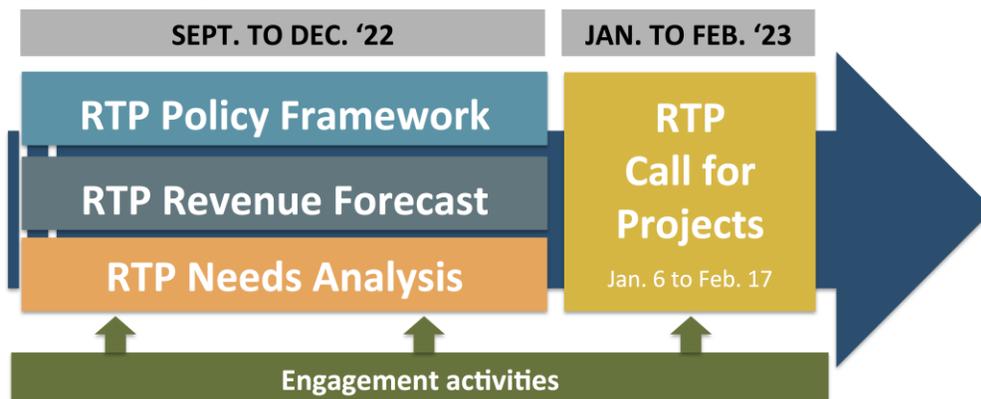
Agency/coordinating committee	Constrained List cost target for 2023-2030 (billions, 2023 dollars)	Constrained List cost target for 2031-2045 (billions, 2023 dollars)	Strategic List cost target for 2031-2045 (billions, 2023 dollars)	Total RTP List cost target for 2023-2045 (billions, 2023 dollars)
City 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

2023 RTP CALL FOR PROJECTS WILL UPDATE THE REGION’S PROJECT AND PROGRAM PRIORITIES

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 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 2018¹ and incorporate more recent JPACT and Metro Council policy feedback through the RTP update.

Figure 4 shows the timeline and steps leading up to the call for projects.

Figure 4. Development of the call for projects



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 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.

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.

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.

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.

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 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.

- **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). 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 for purposes of the RTP performance analysis.
- **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 policy framework. Projects must be located on the designated regional transportation system² 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

² 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=9057331682354a188ecec2688071239f>
The draft 2023 RTP Network Maps will be posted in an on-line viewer for the Call for Projects.

comment, with specific efforts to engage communities of color, people with low-incomes and people with limited English proficiency.

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 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.



Draft 2023 RTP Goals

Table 2: Measuring progress towards RTP goals

RTP goal	High-level project assessment	System analysis
<p>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.</p>	<p>Is the project located in an Equity Focus Area?</p>	<p>Does the RTP benefit Equity Focus Areas at least as much, if not more, than other communities in the region?</p>
<p>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.</p>	<p>Does the project have a high or medium greenhouse gas reduction potential?³</p> <p>Is the project located in a designated center?</p>	<p>Does the RTP meet vehicle miles traveled per capita reduction targets?</p> <p>Does the RTP meet transit, bicycle and pedestrian mode share targets?</p>
<p>Safe system: Traffic deaths and serious crashes are eliminated, and all people are safe and secure when traveling in the region.</p>	<p>Is the project identified as safety project?⁴</p> <p>Is the safety project on a high injury corridor?</p>	<p>Does the RTP meet regional safety targets?</p>
<p>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.</p>	<p>Does the project complete a gap in the region’s pedestrian, bicycle or transit networks?</p>	<p>Does the RTP meet targets for completing the multimodal transportation system?</p> <p>Does the RTP meet vehicle miles traveled per capita reduction targets?</p> <p>Does the RTP meet targets for reliable travel on throughways?⁵</p>
<p>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.</p>	<p>Does the project improve access to destinations within centers and industrial and employment areas?</p>	<p>Does the RTP improve freight, transit, bicycle and pedestrian access that serve centers and industrial and employment areas?</p> <p>Does the RTP increase access by auto and transit to destinations?</p>

³ As defined in the 2014 Climate Smart Strategy <https://www.oregonmetro.gov/climate-smart-strategy>

⁴ Identified as a safety project through a state or local process.

⁵ 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

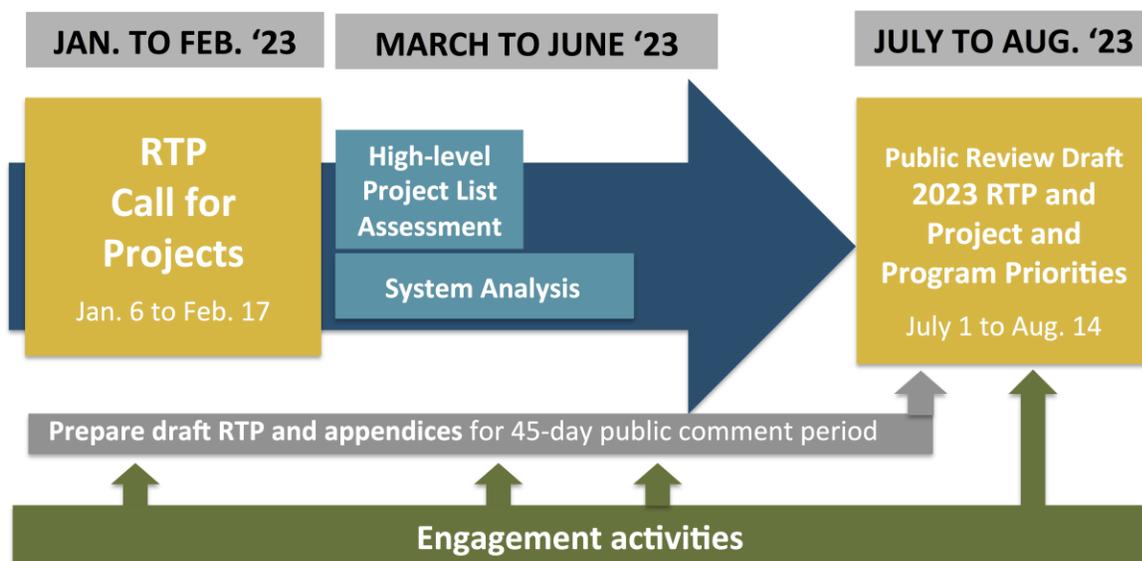
Stakeholders and policymakers will be asked to review and comment on draft priority projects and the high-level project assessment starting in April 2023. Metro is partnering with community-based organizations to engage communities of color and culturally specific communities from across the region. 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.

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



Next steps

A schedule of the next steps leading the 2023 RTP Call for Projects follows.

- 11/9/22 MPAC discussion on RTP Needs Assessment Findings
- 11/16/22 MTAC discussion on Policy Framework for 2023 RTP Call for Projects
- 11/17/22 JPACT discussion on Policy Framework and Draft Revenue Forecast for 2023 RTP Call for Projects
- JPACT discussion on RTP Needs Assessment Findings
- 12/2/22 TPAC recommendation to JPACT on Policy Framework and Draft Revenue Forecast for 2023 RTP Call for Projects

12/6 and 12/7/22	Online RTP Hub Training for agency staff responsible for submitting new and updated project information as part of the Call for Projects in January 2023
12/14/22	MPAC discussion on Policy Framework for 2023 RTP Call for Projects
12/15/22	JPACT considers action on TPAC recommendation
12/15/22	Metro Council considers action on JPACT recommendation
1/6 to 2/17/23	2023 RTP Call for Projects
2/17/23	Project list updates and supporting information due
5/1/23	Governing body project list endorsements due May 1

/Attachments

- Attachment 1. 2023 RTP Call for Projects Overview of the Policy Framework and Approach
- Attachment 2. Draft 2023 RTP Local Revenues Estimate Report
- Attachment 3. Draft 2023 Regional Transportation Plan Vision and Goals
- Attachment 4. Examples of RTP Projects and Programs



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



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*)

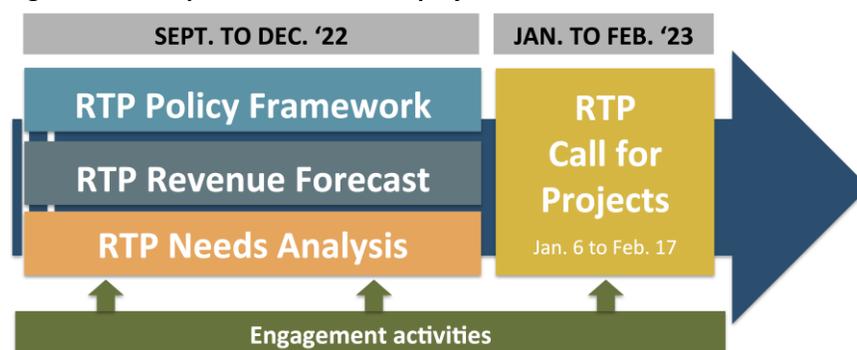
Agency/coordinating committee	Constrained List cost target for 2023-2030 <small>(billions, 2023 dollars)</small>	Constrained List cost target for 2031-2045 <small>(billions, 2023 dollars)</small>	Strategic List cost target for 2031-2045 <small>(billions, 2023 dollars)</small>	Total RTP List cost target for 2023-2045 <small>(billions, 2023 dollars)</small>
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Call for projects

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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.

Figure 4. Development of 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?

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.

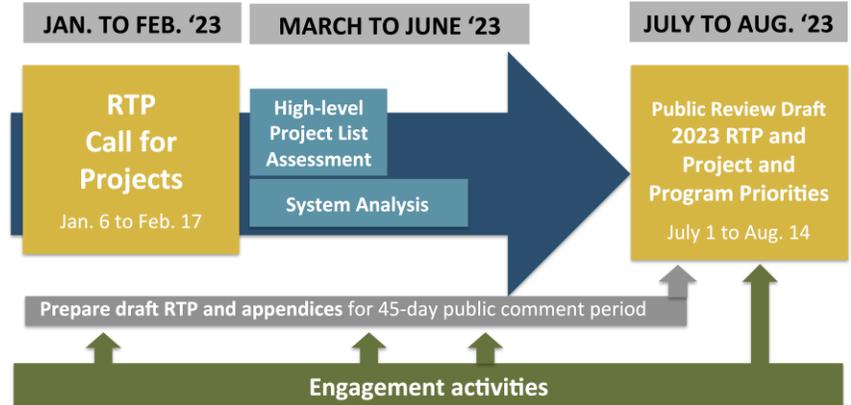
Refining project and program priorities for the 2023 RTP public review draft

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





2023 Regional Transportation Plan

Local Revenue

Estimates

October 24, 2022

Prepared for Metro

by DKS Associates



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Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

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Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. JPACT serves as the MPO board for the region in a unique partnership that requires joint action with the Metro Council on all MPO decisions.

Project web site: oregonmetro.gov/rtp

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration

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PURPOSE AND BACKGROUND

Regional Transportation Plan (RTP)

A RTP is a federally required planning document, that must be multi-modal (i.e. cover various aspects of the transportation system), and long-range (i.e. >20 years). As the federally recognized metropolitan planning organization (MPO), Metro plays a leading role in coordinating the effort to update the RTP every 5 years. This 2023 update to the 2018 RTP will cover FY 2023-2045.



Find out more about the 2023 Regional Transportation Plan Update: <https://www.oregonmetro.gov/public-projects/2023-regional-transportation-plan>

The RTP must meet federal air-quality standards and fiscal guidelines. This document is part of the larger effort to provide clarity on regional revenues and expenditures. An infographic on the process of this RTP update is shown in Figure 1.

This report summarizes the initial local revenue estimates furnished by local jurisdictions within the Portland Metro area. All jurisdictions that generate revenue used on regionally significant transportation infrastructure are included; this includes cities, counties, the Port of Portland, transit agencies, and parks districts. The full list of jurisdictions is presented in Table 1.

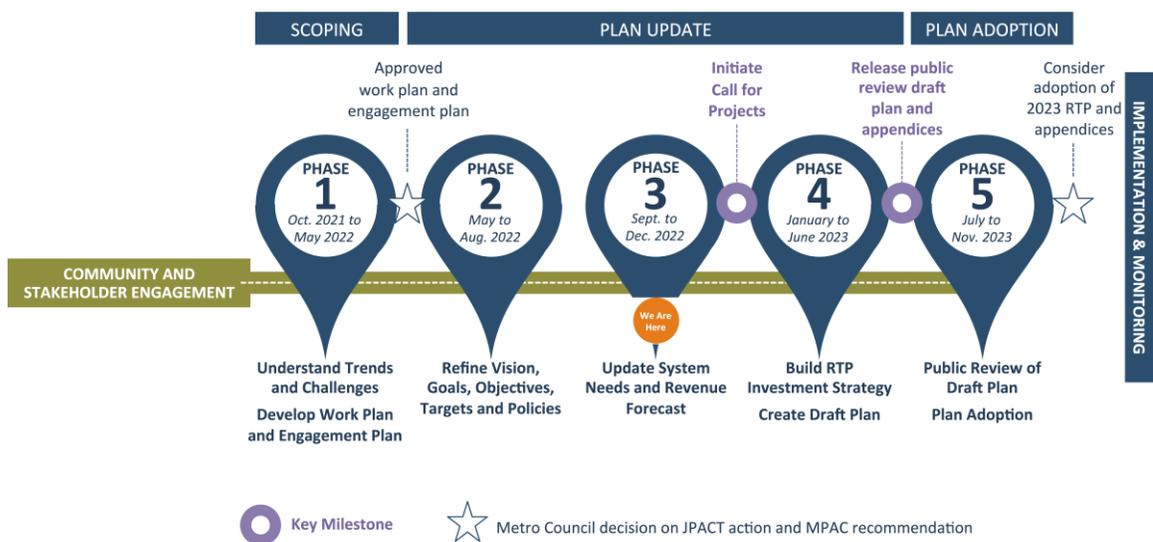


Figure 1: 2023 RTP Timeline

Table 1. Local Agencies within the Metro Region

Clackamas County	
Gladstone	Happy Valley
Johnson City	Lake Oswego ^a
Milwaukie ^a	Oregon City
Rivergrove ^a	West Linn
Wilsonville ^a	North Clackamas Parks and Recreation District
Multnomah County	
Fairview	Gresham
Maywood Park	Portland ^a
Troutdale	Wood Village
Port of Portland	
Washington County	
Beaverton	Cornelius
Durham	Forest Grove
Hillsboro	King City
Sherwood	Tigard
Tualatin	Tualatin Hills Parks and Recreation District
Transit Agencies	
TriMet	SMART
State Agency	
ODOT	

^a This city may have portions in other counties. However, for the purposes of this RTP, it is included as part of the county in which the city predominantly lies.

This document includes a methodology section, the summary table for local revenues, and some comments about the local funding sources. Due to the nature of the summary documents received, and to ensure this document is not prohibitively long, those documents will be made available at a later date.

Note that, due to the nature of these estimates, certain agencies are excluded. This estimate includes the cities, counties, parks districts, and SMART. ODOT, the Port of Portland, and TriMet will not be included. These estimates only include locally generated funds and exclude State and Federal funds that may be awarded to local agencies, other than state gas tax funds that are required to be passed through to local agencies by state law.

METHODOLOGY

The Federal Highway Administration (FHWA) requires that the RTP use “reasonably available” funds to forecast that regional transportation improvements are prudent and reasonably financed. Reasonably available funds are forecast to the best knowledge of staff and may not be indicative of actual funding levels in a future year. Values reflect current trends and are used to forecast “likely” project timelines for the region, not, for example, commitment that a project will be built in 20 years’ time. Reasonably available fund estimates are therefore not like budget estimates and are likely to reflect a higher value than local budget documents which are typically restricted to existing revenue sources and tax rates.

At this initial stage, cities, counties, and agencies were asked only for local funds, i.e., funds under their direct control. Common categories of funds considered local funds include utility fees, street development charges, or regional levies that go towards the regional transportation system.

Agencies received their 2018 narrative documents describing their local revenues, as well as their 2018 submitted funding spreadsheet. They were asked to update these documents to reflect any changes since 2018.

The methodology for this cycle is updated from the methodology used in 2018. In this cycle, year of earning/expenditure dollar (YOE) is used. To estimate the YOE value of a given fund, local agencies were asked to use historical values and local factors and estimate a growth rate for the fund out to the 2045 horizon year.

All items are reported as received from the local agencies. It is important to note that due to the nature of the estimates, there are likely to be changes before the final value is determined for the call for projects in January.

Example Worksheet

All cities were asked to update their 2018 worksheets with local revenue. An example table, which has been modified to fit the theme of this report, from hypothetical jurisdiction Example City, is shown as Table 2.

Table 2: City of Example City Revenue Sheet

City of Example City Local Revenues							
FYE	Transportation Utility Fee	Growth Rate	Service Development Charge	Growth Rate	Local Fund Transfer	Growth Rate	Total
2023	\$ 2,580,000.00	2.20%	\$ 1,368,000.00	3%	\$ 150,000.00	0%	\$ 4,098,000.00
2024	\$ 2,636,760.00	2.20%	\$ 1,409,040.00	3%	\$ 150,000.00	0%	\$ 4,195,800.00
2025	\$ 2,694,768.72	2.20%	\$ 1,451,311.20	3%	\$ 150,000.00	0%	\$ 4,296,079.92
2026	\$ 2,754,053.63	2.20%	\$ 1,494,850.54	3%	\$ 150,000.00	0%	\$ 4,398,904.17
2027	\$ 2,814,642.81	2.20%	\$ 1,539,696.05	3%	\$ 150,000.00	0%	\$ 4,504,338.86
2028	\$ 2,876,564.95	2.20%	\$ 1,585,886.93	3%	\$ 150,000.00	0%	\$ 4,612,451.89
2029	\$ 2,939,849.38	2.20%	\$ 1,633,463.54	3%	\$ 150,000.00	0%	\$ 4,723,312.92
2030	\$ 3,004,526.07	2.20%	\$ 1,682,467.45	3%	\$ 150,000.00	0%	\$ 4,836,993.52
2031	\$ 3,070,625.64	2.20%	\$ 1,732,941.47	2.50%		-100%	\$ 4,803,567.11
2032	\$ 3,138,179.41	2.20%	\$ 1,776,265.01	2.50%			\$ 4,914,444.41
2033	\$ 3,207,219.35	2.20%	\$ 1,820,671.63	2.50%			\$ 5,027,890.99
2034	\$ 3,277,778.18	2.20%	\$ 1,866,188.42	2.50%			\$ 5,143,966.60
2035	\$ 3,349,889.30	2.20%	\$ 1,912,843.13	2.50%			\$ 5,262,732.43
2036	\$ 3,423,586.86	2.20%	\$ 1,960,664.21	2.50%			\$ 5,384,251.08
2037	\$ 3,498,905.77	2.20%	\$ 2,009,680.82	2.50%			\$ 5,508,586.59
2038	\$ 3,575,881.70	2.20%	\$ 2,059,922.84	2.50%			\$ 5,635,804.54
2039	\$ 3,654,551.10	2.20%	\$ 2,111,420.91	2.50%			\$ 5,765,972.01
2040	\$ 3,734,951.22	2.20%	\$ 2,164,206.43	2.50%			\$ 5,899,157.66
2041	\$ 3,817,120.15	2.20%	\$ 2,218,311.59	2%			\$ 6,035,431.74
2042	\$ 3,901,096.79	2.20%	\$ 2,262,677.83	2%			\$ 6,163,774.62
2043	\$ 3,986,920.92	2.20%	\$ 2,307,931.38	2%			\$ 6,294,852.31
2044	\$ 4,074,633.18	2.20%	\$ 2,354,090.01	2%			\$ 6,428,723.19
2045	\$ 4,164,275.11	2.20%	\$ 2,401,171.81	2%			\$ 6,565,446.92
Total: 2024-2030			\$35,665,881.28	Total: 2031-2045			\$84,834,602.21
				Total: 2024-2045			\$120,500,483.49

Growth rates were generally left to the city to determine; cities usually opted to extrapolate from historic rates of growth. Cities were allowed to change the growth rate if future conditions were expected to change, input negative growth rates, or to terminate a revenue source if for some reason it was to sunset.

The preliminary picture for revenues in the Metro region is still in extremely draft form. However, local revenues are expected to start at roughly \$675 million and grow to about \$1 billion regionwide. These numbers are still likely to change. The average estimated annual intake will be roughly \$800 million, which is unevenly distributed throughout this 22-year period.

Despite these revenues, jurisdictions are worried that the cost of operations and maintenance may outstrip the ability of the region to raise funds to enhance the regional transportation network.

Common Local Revenue Sources

The following fund sources are common among jurisdictions in the region. These funds all contribute either to capital improvements for the regional roadway network or give an idea of the cost of maintaining the regional roadway network.

Franchise Fees

Franchise fees, utility fees, or right-of-way fees are charged to entities, such as companies or the city themselves, to use the city's streets, roads, or infrastructure. While not all franchise fees are spent on transportation infrastructure, cities generally do fund road projects using these fees.

Local Gas Tax

Oregon allows local governments to assess a gas tax for gasoline sold within their boundaries. These revenues are required to be spent on roadway infrastructure.

Miscellaneous Fee Revenues

Cities occasionally have some smaller funds dedicated to specific parts of their roadway network or take on specific, revenue producing tasks. These can produce a small but steady revenue stream that can be used on roadway projects.

System Development Charges (SDC)

SDCs are one-time fees paid as part of the development process. These fees help jurisdictions pay for improvements to the roadway network that offset traffic growth from new development. These charges may apply to an entire city, or a sub-area of a city.

Transportation Development Tax (TDT)

Washington County jurisdictions elected to adopt a transportation development tax in addition to local system development charges. This tax, assessed on

development and redevelopment within Washington County, pays for multimodal transportation improvements in the jurisdiction where the project is located.

Vehicle Registration Fees (VRF)

Counties in the Metro region assess vehicle registration fees in addition to what the State charges. These by law must be paying for certain regional transportation improvements.

NEXT STEPS IN THE RTP PROCESS

As illustrated in **Error! Reference source not found.**, receiving local revenues is only the start in the process of gaining a full picture of regional revenues.

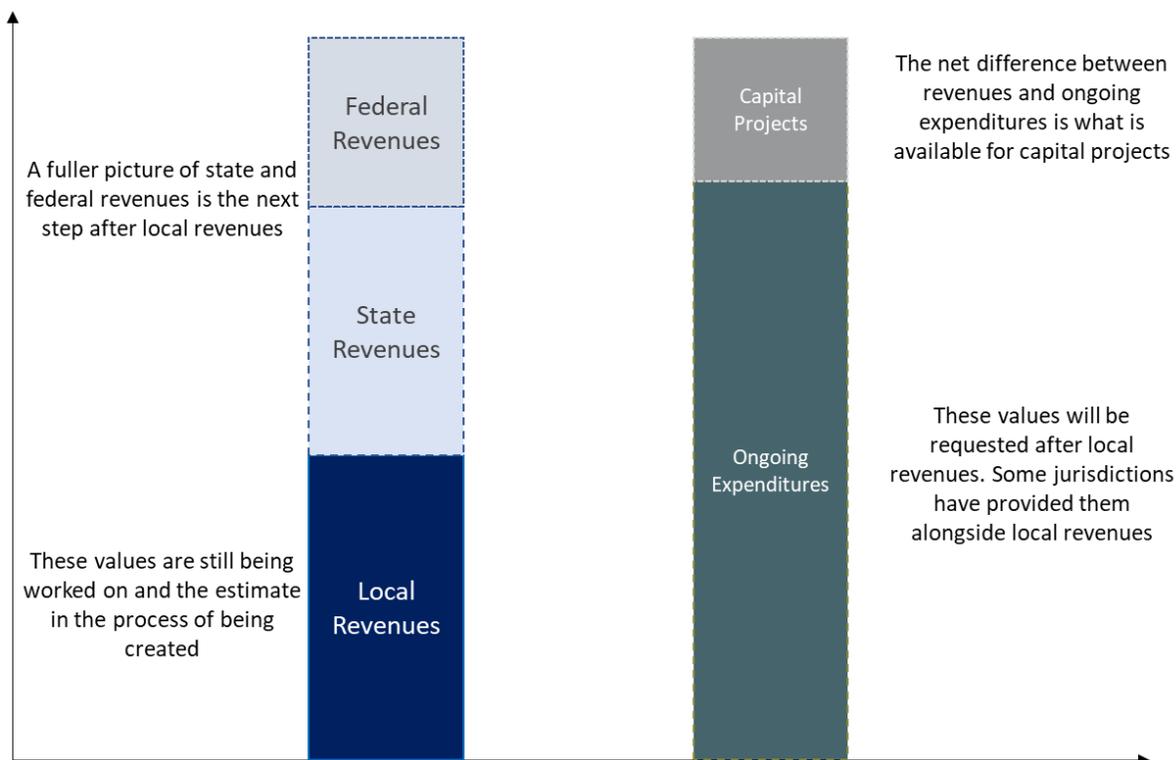


Figure 2: RTP Revenue Elements

For a project to receive federal funding, it must appear on the financially constrained list of a regional transportation plan.

Metro is working with ODOT and other partners to receive a fuller picture of state and federal funding that flows into the region. In parallel to this process, jurisdictions that have not yet provided their ongoing expenditures, including operations and maintenance, ongoing roadway rehabilitation, or funds prescribed for uses unavailable for capital projects, will be taken out of the regional revenue picture. The remaining fund value will be used for the call for projects in January to build the regional Class I (financially constrained) project list.

Metro recognizes that this may not be without challenges. The ongoing inflation crisis has driven up project costs dramatically. As a result, project cost growth is expected to outstrip revenue growth. Some projects may have to be moved back or moved to the Class II (strategic) project list. Ongoing conversations in the region about transportation priorities will be important to building a better regional transportation network.

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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Oct 24, 2022



Draft Vision and Goals for the 2023 Regional Transportation Plan

October 27, 2022

The Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council discussed the draft vision and goals for the 2023 Regional Transportation Plan at a joint workshop on June 30 and during subsequent meetings on Sept. 15 and Oct. 6, respectively. The recommended vision and goals for the 2023 RTP are shown below.

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.

Goals

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.

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