

Transportation Division

Transportation Planning and Development

To: East Multnomah County Transportation Committee (EMCTC)

From: Allison Boyd, Senior Planner, Multnomah County

Date: Nov 14, 2022

Subject: 2023 Regional Transportation Plan Project Solicitation Process

Metro is issuing a “call for projects” to update the region’s near-term and long-term investment priorities for the 2023 Regional Transportation Plan (RTP) update. Metro expects a coordinated project list from each Coordinating Committee in the region. Multnomah County staff is coordinating with city staff to compile a comprehensive project list for endorsement by EMCTC and submission to Metro by February 17, 2023. Below is a summary of key information regarding the solicitation and our East County proposed coordination process.

Elements informing the RTP call for projects

Updating the RTP project list and priorities is informed by recent work on the RTP policy framework, needs assessment, and revenue forecast. EMCTC has had presentations and opportunities to provide feedback on many of the policy updates that have been in progress this summer and fall. Metro staff have recently shared a draft needs assessment and are currently using information provided by each agency to develop the revenue forecast (scheduling these topics for EMCTC’s December/January meetings). More on these elements can be found in the draft overview document in Attachment 1.

Financially Constrained Project List

The project list must meet the financial constraints identified by the revenue forecasts to be included in the 2023 RTP. The forecasts for local, regional, state and federal revenue are under development. The revenue forecasts may continue to be revised as additional information becomes available throughout the development of the 2023 RTP.

Metro staff will allocate a portion of the regional revenue forecast to each coordinating committee as their cost target to work within. We will receive this cost target allocation when the call for projects opens on Jan 6th. The cost target for EMCTC will be divided into three sub-targets: 1) constrained projects to be implemented in 2023-2030, 2) constrained projects to be implemented in 2031-2045, and 3) unconstrained, strategic projects to be implemented in 2031-2045 (1.5 times the constrained target).

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Project Eligibility

To be included in the RTP, projects must:

1. Be located on the designated regional transportation system (see [2018 RTP Maps](#) for what is on the system).
2. Help achieve regional vision, goals and policies for the transportation system.
3. Cost at least \$2 million or be bundled with similar projects to meet the cost threshold.
4. 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.
5. Have been 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.

Next Steps in Updating the Project List

Below are some of the major tasks and milestones in updating the RTP Project List that we are anticipating for EMCTC TAC, EMCTC, and post-submission touchpoints that will be led by Metro staff.

TAC tasks, December - February

As we wait for more guidance materials and prepare for the call for projects to open in January, Multnomah County staff are reviewing the 2018 RTP Project List to determine what projects are likely to be carried over to the 2023 RTP Project List and what updates they need. County staff will be coordinating with Fairview, Troutdale, and Wood Village staff to determine what new projects should be considered as well. Gresham staff will be conducting these tasks for Gresham-sponsored projects.

Once guidance is available on project evaluation, TAC will work to review the projects for alignment with the project eligibility criteria and begin prioritizing projects into the near and long-term timeframes.

When the cost targets for EMCTC are provided in January, staff will review project cost estimates for each timeframe and begin a preliminary assessment of which projects are within the cost targets. TAC will work on a recommendation of which projects should be included in the constrained and strategic lists.

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EMCTC Meeting Agenda Items

December 12: County staff will request Metro staff present on the updated RTP vision and goals and needs assessment as well as give an overview of the RTP revenue forecast.

January 9 or 17(date TBD): Updates on the final Call for Projects guidance and the cost targets allocated for EMCTC will be provided. EMCTC will be asked to review the draft project list and preliminary priorities as recommended by staff.

February 13: Staff will present TAC recommendations for a compiled project list prioritized by near and long-term financially constrained cost targets and the long-term strategic target. EMCTC will be asked to endorse the list by approving a letter of support.

Submit Projects by February 17

Multnomah County and Gresham staff will enter the project information into the online hub that will be used in the outcomes assessment of the submitted projects. The EMCTC letter of support will also be submitted to Metro.

Project Sponsor Endorsement by May 1

Any agencies who are sponsoring a project for consideration in the RTP must have their Board or Council endorse those projects by providing a letter of support to Metro by May 1.

Metro Evaluation, March to June

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 second phase is a system analysis 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 accounts not only for the projects and policies in the RTP, but also for factors such as projected population and job growth.

Refinement and Public Comment, April - Aug

Stakeholders and policymakers will be asked to review and comment on draft priority projects and

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the high-level project assessment starting in April 2023. 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 analysis findings will inform decision-makers and regional partners as they continue to work together to finalize the draft RTP and project priorities for public review in Summer 2023.

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.

Attachment 1

2023 Regional Transportation Plan call for projects Overview
DRAFT for TPAC review



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.



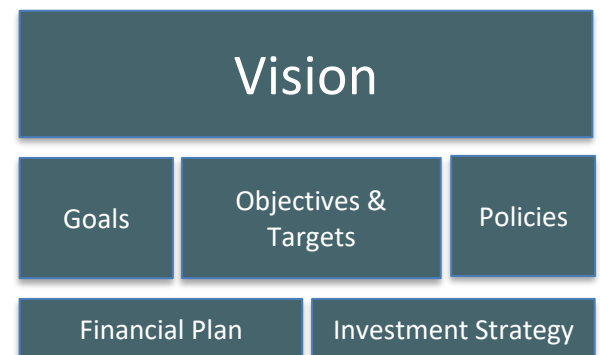
An outcomes-based approach

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

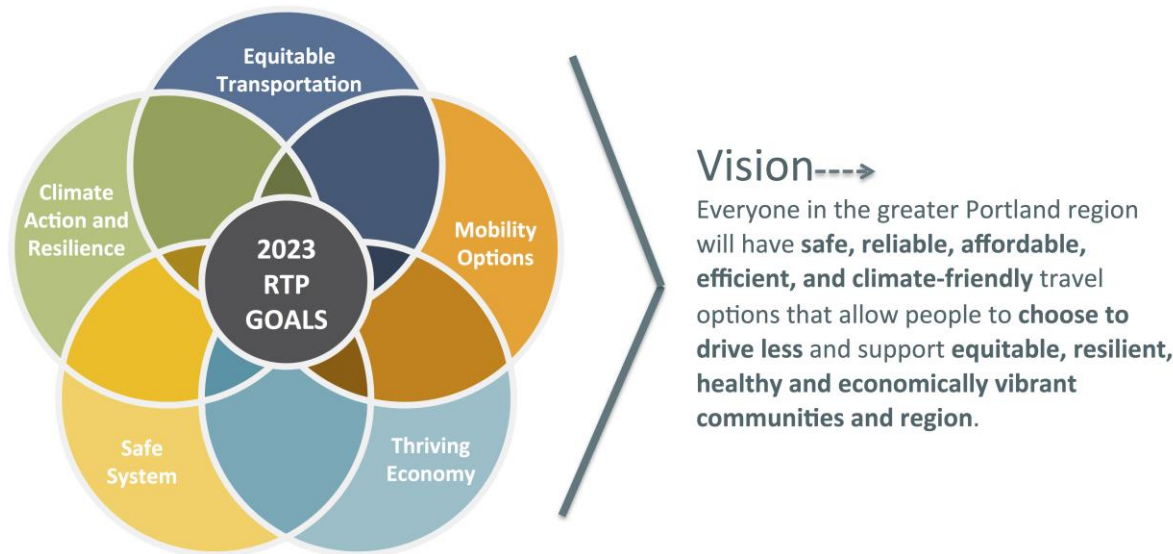


Vision and goals

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*)

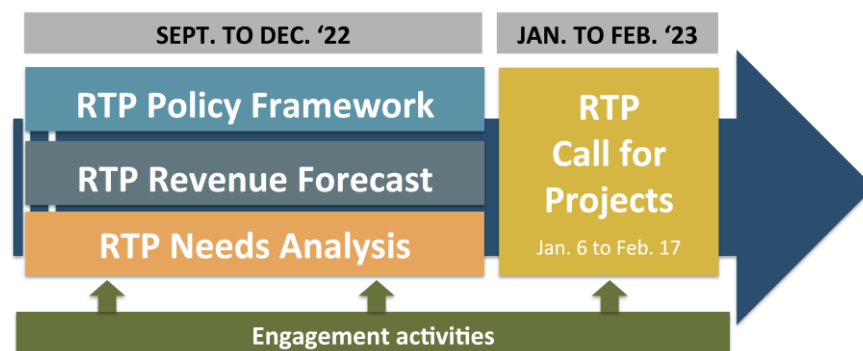
Agency/coordinating committee	Constrained List cost target for 2023-2030 <small>(billions, 2023 dollars)</small>	Constrained List cost target for 2031-2045 <small>(billions, 2023 dollars)</small>	Strategic List cost target for 2031-2045 <small>(billions, 2023 dollars)</small>	Total RTP List cost target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

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

