



Meeting minutes

Meeting: Transportation Policy Alternatives Committee (TPAC) and
Metro Technical Advisory Committee (MTAC) Workshop

Date/time: Wednesday, May 2, 2018 | 10 a.m. - noon

Place: Metro Regional Center, Council chamber

Attending

Tom Kloster, Chair
Brendon Haggerty
Glenn Koehrsen
Mary Kyle McCurdy
Gerry Mildner
Ramsay Weit
Carol Chesarek
Bob Kellett
Emily Lai
Karen Perl Fox
Chris Deffebach
Jon Makler
Kelly Betteridge
Mark Lear
Jennifer Hughes
Anna Slatinsky
Kay Durtschi
Karen Buehrig
Lidwien Rahman
Denny Egner
Don Odermott
Erika Palmer
Julia Hajduk
Raymond Eck
Chris Damgen
Cory-Ann Wind
Joanna Valencia
Nancy Kraushaar
Talia Jacobson
Anne Debbaut
Jessica Berry

Affiliate

Metro
Multnomah Co. Health Department
TPAC Community Member
1000 Friends of Oregon
Portland State University
AHS, Housing Affordability
Multnomah County
Portland Bureau of Transportation
TPAC Community Member
City of Tualatin
Washington County
Oregon Department of Transportation
TriMet
City of Portland, Bureau of Transportation
Clackamas County
City of Beaverton
Multnomah County Citizen
Clackamas County
Oregon Department of Transportation
Clackamas County, City of Milwaukie
Washington County, City of Hillsboro
Washington County, City of Sherwood
Washington County, City of Sherwood
Washington County Representative
Multnomah County, City of Troutdale
Oregon Department of Environmental Quality
Multnomah County
Clackamas County, City of Wilsonville
Oregon Department of Transportation
DLCD
Multnomah County

Metro Staff

Kim Ellis, Principal Transportation Planner
Grace Cho, Associate Transportation Planner
Grace Cho, Associate Transportation Planner
Marie Miller TPAC Recorder

John Mermin, Senior Transportation Planner
Jamie Snook, Principal Transportation Planner
Cindy Pederson, Modeling & Research Manager

1. Call to Order and Introductions

Chair Tom Kloster called the workshop meeting to order at 10 a.m., and welcomed everyone. Introductions were made.

2. Public Communications on Agenda Items - None

3. Facility Plan for I-5 Boone Bridge in Wilsonville

Jon Makler and Talia Jacobson, ODOT, and Nancy Kraushaar, City of Wilsonville provided an overview of the Southbound I-5 Boone Bridge Congestion Study that addresses emerging bottleneck congestion, and seeks to improve conditions for motorized travel, including freight and transit, identify improvements to pair with future seismic retrofit, and implement 2014 RTP recommendation for the mobility corridor.

Within the policy context of the plan, Federal and State looked at management of I-5 to provide safe, efficient, higher speed operations for longer distance trips. The 2014 RTP called for consideration of interstate lanes with six lanes, addressing peak period and mid-day congestion affecting freight reliability, mobility and travel patterns, and considering auxiliary lanes between Wilsonville interchanges. The City of Wilsonville supports industrial and commercial land uses with freight and jobs located near I-5, and more residential areas farther from the interstate. Wilsonville has noted impacts from delays on ramps, the creation of potential bottlenecks, and looked to find solutions to this issue.

The I-5 Wilsonville Facility Plan evaluates existing and future conditions on I-5 southbound, and proposes a solution for the bottleneck. It implements the Oregon Highway Plan without amending the highway's classifications or changing the alignment of I-5. This facility plan seeks to move our region closer to attaining 2014 RTP performance targets, which include reducing severe and fatal crashes, and reducing vehicle hours of delay per person and per truck trip. In addition, it follows the RTP recommendation to consider providing auxiliary lanes between Wilsonville's on and off ramps.

A review of land uses with city and county zoning plans was provided. It was noted that the residential area of Charbonneau was more recently added to the City of Wilsonville, but with one ramp access south of the bridge, it makes it challenging for planning with interstate transportation. Looking at existing traffic conditions during 4-5 p.m. peak hour, the annual average daily southbound traffic on the Boone Bridge is 63,590 vehicles. Freight trucks represent approximately 14% of daily volumes, higher than is typical for Portland metro area freeway segments. Multiple transit agencies run fixed-route transit along southbound I-5 in this area.

Average travel speeds slow considerably over the course of the extended peak period and do not increase until after 6 p.m. Average speeds at I-5 southbound over Wilsonville Road at this bottleneck location drop to a low of 30 mph for close to an hour during the peak and have been gradually decreasing for at least three years. ODOT's study of freight delay areas determined that delays in this segment result in an annual economic cost of \$746,000 per mile of I-5.

Travel through the bottleneck area is highly unreliable as well as highly congested during the evening peak. On the most congested days each month, travel through the bottleneck area will take 3x as long as it does on the least congested days. Travelers making regular trips in the corridor must plan extra time for their trip to ensure they will not be late. This unpredictability can be more frustrating and costly for users than consistent and predictable congestion.

The study showed the impact of no local access bridge crossing and no nearby alternatives for crossing the river, and merging of traffic entering and exiting lanes. The study also reported on the impact to land use and local traffic conditions, seismic concerns and environmental resources. Considerations with future conditions is nothing is done to address these issues, I-5 volumes are expected to increase 15% or more by 2040, I-5 will fail to meet federal and state performance benchmarks, reliability and safety is expected to worsen, demand to use Wilsonville Road on-ramp will exceed current ramp meter by 30—40%, and long on-ramp queues will spill back onto the local system.

Ramp-to-ramp lanes (auxiliary lanes) was explained, that can improve operations between closely spaced interchanges, reduce weaving and merging conflicts, and known to reduce crashes. The study presented three build alternatives for southbound ramp-to-ramp lane over the Boone Bridge, and decided on Option 3, that adds a second exit lane to help resolve weaving conflicts. The reasons for this option recommendation:

1. Offers greatest operational benefits to I-5 (speeds stay above 50)
2. Resolves weaving conflicts in study area
3. Offers greatest safety benefits
4. Improves reliability
5. Reduces hours per day Wilsonville Road ramp meter is likely to activate
6. Reduces ramp meter queuing impacts to traffic flow on Wilsonville Road
7. Minimal cost differences between options
8. Environmental impacts likely to be similar for all three options

Public and stakeholder involvement with the plan has been undertaken from January this year. The Facility Plan is currently out for public comment, with the Wilsonville Planning Commission hearing and City Council resolution expected in June. The expected OTC adoption hearing is scheduled in July.

Once this plan is adopted, ODOT will submit Option C as a project for the 2018 RTP Financially Constrained Project list, for funding in the 2028-2040 time frame. The next step will be to secure funding for project development, which will include analysis of engineering alternatives and their potential environmental impacts.

ODOT's Bridge section will analyze the Boone Bridge seismic needs to determine what improvements would ensure the structure remains standing if a major quake occurs. Once those engineering recommendations are available, the operational and seismic work will be combined into one project. The French Prairie Bridge project was discussed with the differences on focus for bike/pedestrian and emergency route with commonalities to the Boone Bridge. The French Prairie Bridge is completing work, while this study is just beginning. Combinations of transportation modes may be further studied in time. It was noted that this project is still in the process of being adopted, and not currently in the RTP project list. A current STIP project of the Boone Bridge for seismic study for retrofit is being studied and may be determined as needed for a possible bridge replacement rather than simply strengthening in the event of major seismic activity.

Comments from the committee:

- Denny Egner asked if this extension to the Canby/Hubbard exit might induce more travel congestion and lead to further development. Travel patterns indicate more congestion in this area, and the study provided the best option, with partner input on land use and transportation. While there is no guarantee with growth challenges in UGB areas, this study helps to provide options for congestion in the area, and give OTC findings for direction.

- Carol Chesarek asked if any analysis of long-term impacts with greenhouse emissions had been made in the study. Both land and air impacts will need to be studied if a capital project moves forward as a result of this plan.
- Chris Deffebach commented on I-5 being a critical route that deserves attention, and appreciates this highlighted comprehensive corridor study. It was asked if connections with I-5 and the Dundee bypass forecasts any effect with growth of 99W. Attention has been given to designing corridors that address travel with safety issues, and looking at corridors as a whole.
- Don Odermott commented on the impact with freight travel on I-5, and addressing needs to seismic upgrades. It was asked if a comprehensive study had been done on the peak morning hours of bottlenecks as well. Northbound travel had emerged first in studies for congestion on I-5, including seismic structures and retrofit issues.
- Gerry Mildner asked if there were any cost estimates on the French Prairie Bridge and possible alternate arterial bridge crossing. The French Prairie Bridge is listed in the UPWP. The challenge with building an alternate arterial bridge in this area were environmental impacts with new structures and no easy options with current neighborhoods.
- Chris Damgen asked if signage might help with directional truck routes. ODOT is looking at examples of this, and working to get ahead of potential problems in as many ways as possible.

The committee was reminded of the draft report in their packets, and the link given to the online public comment page, which ends May 29.

4. 2018 Regional Transportation Plan

Kim Ellis provided an overview of refinements made to the RTP project list and draft RTP. Additional feedback is being sought from jurisdictional partners on the implementation chapter content and project lists updates. The updates focused on timing and adding safety and equity components. \$24 billion in projects have been identified, with \$16.8 billion on the constrained list, among which \$7.6 billion slated for the first 10 years. It was noted that draft costs are preliminary, and do not reflect transit service operations and road maintenance. Preliminary technical and system analysis will be known in early June.

From initial staff review of refinements to project list projects, nearly 150 projects now include safety as a primary objective. This number has nearly tripled since the first round of projects. Portland now has 93 projects they updated adding safety as an objective. Portland also moved 13 active transportation projects to the first 10 years for addressing. Washington County moved 26 active transportation projects to constrained list, from strategic, and unbundled so they could be included in the system completion analysis. Multnomah County updated 15 projects to add safety as an objective. There were six active transportation and complete street projects moved to the first 10 years. Gresham focused on projects in high injury corridors and race/income equity focus areas, with 10 active transportation projects moved to the first 10 years. More changes occurred with ODOT and TriMet projects also, with more reporting on the project refinements at future meetings.

The draft RTP document under development with table of content chapters was reviewed. The chapters have been reorganized to become more useful and topical, with more chapters planned. Following the Executive Summary, draft chapters:

1. Toward A Connected Region
2. Our Shared Vision for Transportation

3. Transportation System Policies to Achieve Our Vision
4. Snapshot of Our Growing and Changing Region
5. Our Transportation Funding Outlook
6. Regional Programs and Projects to Achieve Our Vision (with project maps and better display of projects)
7. Measuring Outcomes
8. Moving Forward Together

Following chapters, appendices and supporting documents will be placed that provide reference and support with compliance to State and Federal goals and requirements. It was suggested that potential disaster bridge failure and plans be noted in the RTP. Comments and further feedback on the RTP draft Table of Contents (dated May 2, 2018), handed out at the meeting and added to the online packet, are to be provided to Ms. Ellis by Friday, May 11.

5. Draft Regional Transportation Plan Implementation Chapter

Kim Ellis provided an overview of the proposed RTP implementation chapter reorganization and content. As part of the 2018 RTP update, staff completed a comprehensive review of Chapter 5 (Implementation) of the 2014 RTP to identify changes need to reflect:

- Policy direction and other actions adopted by JPACT and the Metro Council since July 2014
- New or revised information adopted by local agencies since July 2014
- Federal performance-based planning requirements enacted since July 2014
- State planning requirements and rulemaking enacted since July 2014

Based on the review, staff recommends reorganizing and updating the implementation chapter to sharpen its focus and better communicate the cooperative, and ongoing transportation planning and decision-making process used in the region. Sections of the proposed Chapter 8: Moving Forward Together, Implementation Chapter, was reviewed.

Section 1: Introduction. This section summarizes the purpose and content of the chapter.

Section 2: Updates and Amendments to the Regional Transportation Plan. This section summarizes federal and state requirements for preparing and updating the RTP and the process for making revisions to the plan between scheduled updates. A new 5-year update schedule is planned. Identifying and requesting major revisions (amendments) and minor revisions (administrative modifications) is summarized. Ongoing monitoring and reporting progress summarizes the region's approach implementing the RTP, regional Congestion Management Process, federal transportation performance-based planning and programming, Climate Smart Strategy, and State Implementation Plan.

Section 3: Planning and Programs. This section summarizes local, regional and state planning and programs that advance implementation of the plan. In local implementation, transportation system planning, subarea studies, land use and concept planning is included. Transit Service Planning summarizes annual transit service planning conducted by TriMet and SMART in coordination with Metro, cities, counties and other transit providers to implement the RTP, regional transit strategy and Coordinated Transportation Plan for seniors and People with Disabilities.

The Regional Programs and Planning section summarizes ongoing activities focused on implementing the RTP, including federally funded regional programs such as the Regional Travel Options program, Transportation System Management and Operations program and Transit Oriented Development program. It will also address unresolved issues identified through the 2018 RTP update including

Regional Mobility Policy Update, Regional congestion Pricing Technical Analysis, Jurisdictional Transfer Strategy for State Arterials, Enhanced Transit corridors Pilot Program Implementation, and Emergency Transportation Routes Project.

The Multimodal corridor refinement planning section identifies regional mobility corridors recommended for refinement planning to comprehensively plan and develop shared investment strategies for a regional mobility corridor to comply with the Oregon Transportation Planning Rule. Plans to link economic development, housing and other goals with multimodal management and capital solutions will be analyzed to create recommendations on strategies and phasing to catalyze investment. The draft table of contents dated May 2, 2018 (handout), page 3 details more of the region-wide planning and multimodal corridor refinement planning, including longer-term planning work, and specific corridor locations being identified. Feedback is asked on whether or not to include these, develop further, eliminate or clarify in which section of the draft RTP.

The Investment Areas Program section summarizes Metro's investment areas program which aims to comprehensively plan and develop shared investment strategies for subareas of the region to connect major transportation projects identified in the RTP with regional and community goals for equitable housing, economic development, environmental protection and access to nature to catalyze public and private sector investment.

Section 4: Projects summarizes major project development activities and the allocation of federal transportation funds to implement projects in the RTP at the regional and state level. Section 5: Data and Research summarizes data and research activities to address existing and emerging planning and policy priorities and innovative practices in transportation planning and analysis and ensure that the region has the resources to fulfill its transportation performance measurement and reporting responsibilities. Section 6: Conclusion will summarize key takeaways from the chapter.

Ms. Ellis asked for any feedback on the implementation chapter, noting that TPAC, MTAC and JPACT would be reviewing further draft policy and implementation chapters. The public comment period planned is June 29 to August 13.

Comments from the committee:

- Jon Makler commented on conversations toward transportation funding needing to be called out and connected to a possible regional bond measure with RTP projects, policies and plans.
- Chris Deffebach asked for clarification on funding projects with priorities, and if resources and projects change, how would these be funded. Ms. Ellis provided clarification on federal funding of UPWP projects known now. Value pricing will have need for funding but amounts are unknown yet. State owned arterials and jurisdictional transfer strategies are examples of the change in priorities in projects as safety became a focus with funding. The advancement of TSMO projects and Enhanced Transit corridors development also changes funding priorities.
- Nancy Kraushaar commented on the desire heard at meetings to look at the bigger picture, long-range vision with regional transportation.
- Emily Lai asked where these updates were reflected. Ms. Ellis explained these drafts were for the next RTP, which includes projects and issues not fully addressed in the current RTP. They could lead to amendments to the RTP, or be refined for drafts in the next RTP, 2023. Ms. Lai asked for clarity with wording of safety, including personal safety, racial profiling and

transportation planning safety. Safety in the RTP is tied to implementing Vision Zero, but also included in other strategies. Ms. Ellis welcomed comments and offered to share a link to this prior to the public review comment period at the end of June.

- Denny Egner asked why the region-wide planning section for the next five years appears different from updates in part 2. It also appeared that Climate Smart seems hidden in the draft outline, and need to be called out with more focus. Climate Smart is being implemented, but will be more highlighted, including the monitoring section that can direct further strategy work.
- Lidwien Rahman commented on funding of projects. It was noted that the UPWP was a one-year plan; the RTP was a 5-year plan. The UPWP can help identify projects and issues. It was noted that safety strategies have been given in policy chapters following workshops and meetings with encouragement to Metro to add, including those with equity strategies.
- Jon Makler commented on the challenges of having too many named corridors that diffuse focus on impacts to the 2040 Growth plan. There is a need to rationalize corridors and connections among our plans that provide benefit to regional planning. Selecting safety and other criteria with one or two significant projects rather than 10 projects could help provide this focus of implementation.
- Kay Durtschi commented on the definite need to identify areas of congestion in these corridors most significant for planning. It was noted that the mobility corridors conversation was tied to levels of service but had further emphasis. It was important to identify these corridors to advance for implementation.
- Chris Deffebach commented on section 8: Projects. How projects would be funded if different from past funding, given competition for dollars, selection criteria and prioritizing. Chair Kloster and Ms. Ellis discussed the need for projects to identify their impact and importance using a broad focus with criteria, with funding uncertain on the federal level. Reframing and clarifying project development in the RTP moving forward will focus on implementation.
- Karen Buehrig agreed that the multimodal refinement project lists need to be better defined. The refocus on investment areas is good, and recommends a TPAC presentation on the investment areas with selected projects identified and described. Relating to corridors, clarifying intent on what is needed, what has already been completed, and where other sections of corridors are in development stages with jurisdictions can help the committee make decisions with project priorities.
- Lidwien Rahman commented on the roles and responsibilities planning multimodal projects with different jurisdictions and agencies. There is a need to define who does what, and who to include in discussions of projects. Language inclusion of the term “do not preclude” is helpful when planning transit. It was recommended to implement the updates first, then see what’s left for further development projects.
- Emily Lai asked if there was a guide on how funding investments were made relative to available allocations and priorities. Ms. Ellis described the work Clifford Higgins, Communications Manager, is working on now that shows the relationship to federal funding with RTP projects. Ms. Ellis will provide this to her. More on the implementation of federal funds process will be included in the chapter as well.

6. Adjourn

There being no further business, workshop meeting was adjourned by Chair Kloster at 12:00 p.m.

Meeting minutes submitted by,

Marie Miller

TPAC Recorder

Attachments to the Public Record, TPAC and MTAC Workshop meeting, May 2, 2018

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	5/2/2018	May 2, 2018 TPAC/MTAC Workshop Agenda	050218T-01
2	Work Program	4/25/2018	2018 Combined TPAC/MTAC Workshop Work Program	050218T-02
3	Meeting Minutes	4/4/2018	Meeting minutes from April 4, 2018 TPAC/MTAC Workshop meeting	050218T-03
4	Report	April 2018	I-5 Wilsonville Facility Plan; Public Review Draft Oregon Department of Transportation & City of Wilsonville	050218T-04
5	Handout	4/4/2018	2018 Regional Transportation Plan: Goals, Objectives and Policies Discussion, MTAC/TPAC Workshop Summary	050218T-05
6	Memo	4/25/2018	To: TPAC/MTAC and interested parties From: Kim Ellis, RTP Project Manager RE: Draft Outline for 2018 RTP Implementation Chapter	050218T-06
7	Handout	N/A	2014 RTP, Chapter 5, Implementation	050218T-07
8	Handout	4/20/2018	Draft Outline of the 2018 RTP Table of Contents	050218T-08
9	Handout	5/2/2018	Draft Outline of the 2018 RTP Table of Contents	050218T-09
10	Handout	5/1/2018	2018 RTP Update, 2018 Council and Regional Advisory Committees Briefings	050218T-10
11	Presentation	5/2/2018	Southbound I-5 Boone Bridge Congestion Study	050218T-11
12	Presentation	5/2/2018	2018 RTP Implementation Chapter Preview	050218T-12