



600 NE Grand Ave.  
Portland, OR 97232-2736

## Joint Policy Advisory Committee on Transportation (JPACT) agenda

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Thursday, July 18, 2019

7:30 AM

Metro Regional Center, Council chamber

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1. **Call To Order, Declaration of a Quorum & Introductions (7:30 AM)**
2. **Public Communication on JPACT Items (7:35 AM)**
3. **Update from the Chair & JPACT Members (7:40 AM)**
  - *Legislative Update*
  - *Invitation to July 29 OMPOC Meeting in Portland*
4. **Consent Agenda (7:45 AM)**
  - 4.1 Consideration of June 20, 2019 Minutes [18-5254](#)  
Attachments: [June 20, 2019 Minutes](#)
5. **Information/Discussion Items**
  - 5.1 Regional Mobility Policy Update (7:50 AM) [COM](#)  
[18-0256](#)  
  
Presenter(s): Kim Ellis, Metro  
Lidwien Rahman, ODOT  
Attachments: [Memo: Regional Mobility Policy Update](#)
  - 5.2 Regional Congestion Pricing Technical Study (8:15 AM) [COM](#)  
[18-0257](#)  
  
Presenter(s): Elizabeth Mros-O'Hara, Metro  
Grace Cho, Metro  
Attachments: [Memo: Regional Congestion Pricing Technical Study](#)
6. **Adjourn (8:35 AM)**

### Upcoming JPACT Meetings

- *Thursday, August 15, 2019 – Cancelled*
- *Thursday, September 19, 2019*
- *Thursday, October 17, 2019*

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស្នើសុំទទួលបានការបណ្តឹងរើសអើងសម្រាប់សេវាសេវាសេវា [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំស្នើសុំអាចឲ្យគេសម្រួលការបកប្រែលោកអ្នក ។

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## 2019 JPACT Work Program

*As of 7/8/19*

*Items in italics are tentative*

|   |  |
|---|--|
| <p><b><u>July 18, 2019</u></b></p> <ul style="list-style-type: none"> <li>• Mobility Policy Update* (Kim Ellis, Metro; 25 min)</li> <li>• Regional Congestion Pricing Technical Study (Grace Cho and Elizabeth Mros-O'Hara, Metro; 20 min)</li> </ul>   | <p><b><u>August 15, 2019</u></b> - CANCELLED</p>   |
| <p><b><u>September 19, 2019</u></b></p> <ul style="list-style-type: none"> <li>• <i>Freight Commodity Study (Tim Collins, Metro; 20 min)</i></li> <li>• <i>Corridor Bottleneck Operations Study II (ODOT; 15 min)</i></li> </ul>  | <p><b><u>October 17, 2019</u></b></p> <ul style="list-style-type: none"> <li>• <i>T2020 Transportation Regional Investment Measure (Andy Shaw and Tyler Frisbee, Metro; 15 min)</i></li> <li>• <i>Transportation Systems Management Operations (TSMO) Strategy (Caleb Winter, Metro; 15 min)</i></li> <li>• Regional Flexible Funds Update (Dan Kaempff, Metro; 15 min)</li> </ul> |
| <p><b><u>November 21, 2019</u></b></p> <ul style="list-style-type: none"> <li>• Mobility Policy Update: Introduction to Draft Work Plan (Kim Ellis, Metro; 20 min)</li> <li>• Designing Livable Streets (Lake McTighe, Metro; 20 min)</li> <li>• Regional Flexible Funds: Draft Recommendation* (Dan Kaempff, Metro; 20 min)</li> </ul> | <p><b><u>December 19, 2019</u></b></p> <ul style="list-style-type: none"> <li>• Regional Flexible Funds: Recommendation to Metro Council* (Dan Kaempff, Metro; 20 min)</li> <li>• <i>T2020 Transportation Regional Investment Measure Update (Andy Shaw, Metro 15 min)</i></li> <li>• Mobility Policy Update: Approve Work Plan* (Kim Ellis, Metro; 15 min)</li> </ul>             |

**Parking Lot:**

- *Burnside Bridge (Multnomah County)*
- *Emergency Transportation Routes Update*

**4.1 Consideration of June 20, 2019 Minutes**

*Consent Agenda*

Joint Policy Advisory Committee on Transportation  
Thursday, July 18, 2019  
Metro Regional Center, Council Chamber





600 NE Grand Ave.  
Portland, OR 97232-2736  
oregonmetro.gov

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT)

Meeting Minutes

June 20, 2019

Metro Regional Center, Council Chamber

MEMBERS PRESENT

Shirley Craddick (Chair)  
Craig Dirksen  
Bob Stacey  
Nina DeConcini  
Tim Knapp  
Doug Kelsey  
Paul Savas  
Temple Lentz  
Carley Francis  
Jessica Vega Pederson  
Rian Windsheimer  
Karylenn Echols  
Anne McEnerney-Ogle

AFFILIATION

Metro Council  
Metro Council  
Metro Council  
Oregon Department of Environmental Quality (ODEQ)  
City of Wilsonville, Cities of Clackamas County  
TriMet  
Clackamas County  
Clark County  
Washington State Department of Transportation  
Multnomah County  
Oregon Department of Transportation  
City of Gresham, Cities of Multnomah County  
City of Vancouver

MEMBERS EXCUSED

Roy Rogers

AFFILIATION

Washington County

ALTERNATES PRESENT

Kathryn Harrington  
Theresa Kohlhoff

AFFILIATION

Washington County  
City of Lake Oswego, Cities of Clackamas County

OTHERS PRESENT: Erin Wardell, Jean Senechal Biggs, Jules Walter, Dwight Brashear, Anna Slatihsh, Bernadette Le, Rachel Dawson, Sheilajh Griffin Mark Graf, Garet Prior, Shaina Hobbs, Mark Lew and Chris Warner

STAFF: Michelle Bellia, Elissa Gertler, Margi Bradway, Anne Buzzini, Noel Mickelberry, Ted Leybold, Dan Kaempff, Sara Farrokhzadian and Marlene Guzman

**1. CALL TO ORDER AND DECLARATION OF A QUORUM**

JPACT Chair Shirley Craddick called the meeting to order at 7:29 AM. She asked members, alternates and meeting attendees to introduce themselves.

**2. PUBLIC COMMUNICATION ON JPACT ITEMS**

*There were none.*

**3. UPDATES FROM THE CHAIR AND JPACT MEMBERS**

**3.1 Transit Agency Annual Budget Process and Programming of Project**

Chair Craddick noted that information on the 2021-2024 MTIP – Transit Agency Annual Budget Process and Programming of Projects was included in the MPAC packet. Chair Craddick encouraged members to attend the Rail-Volution Conference in Vancouver BC in September. Chair Craddick noted the next JPACT meeting date and announced that the JPACT meeting in August would be canceled.

Mr. Rian Windsheimer updated JPACT on the recalibration project at the Oregon Transportation Commission (OTC), and he announced that the OTC had a meeting to approve budget amendments for ODOT’s transportation projects. He explained that many of these transportation projects had changed as a result of the ODOT’S new outsourcing techniques. Mr. Windsheimer also stated that ODOT hoped to take a comprehensive approach to determine more realistic cost estimates for various projects.

Mayor Tim Knapp asked about the broad direction of the projects included in the amendment. Mr. Windsheimer shared that more information on the amendments were available online for the public to access. Mayor Knapp asked about the final action date from the OTC. Mr. Windsheimer stated that the final action date for the OTC was in June 2019.

**4. CONSENT AGENDA**

MOTION: Chair Harrington moved and Mayor Anne McEnerny-Ogle seconded to adopt Resolution No. 19-5001 and May 16, 2019 minutes.

ACTION: With all in favor, motion passed.

## 5. **INFOTMATION/DISCUSSION ITEMS**

### **5.1 TV Highway Corridor Plan**

Chair Craddick introduced the presenter Ms. Erin Wardell, Washington County's Principal Transportation Planner.

*Key elements of the presentation included:*

Ms. Wardell explained the broad approach of the TV Highway Corridor Plan and stated that this plan would build on previous efforts. She summarized various studies conducted in the area. She stated that the plan aimed to combine information gathered from these studies to create a coordinated project list. Ms. Wardell provided a map of the TV Highway Corridor and highlighted various study areas.

Ms. Wardell reviewed the program vision and highlighted the following goals: enhancing safety and efficiency for transit riders and supporting equitable housing. She discussed the potential investment in more reliable transit service. Ms. Wardell explained that Washington County's modeling showed that there was a potential for a three times increase in transit ridership with improved transit efficiency. Ms. Wardell stated that completing the walk and bike network would be an important part of improving system operations and achieving clean air goals. She added that bus stop amenities, access improvements, enhancing lighting as well as the location of bus pull were being considered.

Ms. Wardell shared some of the concepts for the cities of Forest Grove, Cornelius, Hillsboro, Aloha and Beaverton. Ms. Wardell explained Washington County's next steps, which consisted of working with partners to create a project list that reflected a shared vision. She stated that Washington County planned to coordinate with Metro on the Regional Transportation Funding Measure and prepare materials for the local investment team as they moved into the project evaluation phase.

*Member discussion included:*

- Councilor Bob Stacey expressed his appreciation for the project. He asked about the working relationship between TV Highway and ODOT. Ms. Wardell stated that Washington County and senior ODOT staff had been convening on a month basis. Mr. Windsheimer expressed his appreciation for the project and noted that ODOT wanted to be a good partner in this project.

- Mr. Doug Kelsey expressed his excitement for the project and added that the project did not convey information about traffic flow around transit-oriented development. He explained that new projects could address traffic flow issues.
- Chair Harrington thanked ODOT for being good partners in this project. She explained that the cities of Forest Grove, Cornelius, Hillsboro and Washington County have been working to knit together their individual plans to set the stage for Metro's Regional Transportation Funding Measure. She thanked Ms. Wardell and Metro for their investments in TV Highway.
- Commissioner Paul Savas asked about trends in TV Highway's demographics data. Ms. Wardell stated that their demographic data is consistent with Metro's previous work on defining community and poverty. She noted that Washington County's high median income was often referenced but Washington County's high poverty rates were not highlighted.
- Chair Craddick expressed her appreciation. She asked about specific plans to enhance transit through transit designated lanes. Ms. Wardell expressed Washington County's commitment to transit improvement projects and explained ongoing research pertaining to transit development.

## **5.2 Metro Safe Routes to School Program Update**

Chair Craddick announced the next presenters, Ms. Noel Mickelberry, Safe Routes to School Program Coordinator and Ted Leybold, Transportation Planning Manager.

*Key elements of the presentation included:*

Ms. Mickelberry provided a brief overview of the Safe Routes to School Program. She touched on the elements of the program, which included education, encouragement, enforcement, evaluation, engineering and equity. She explained that in 2015 Congress eliminated funding for Safe Routes to School and as a result local advocates looked to Metro for funding. She stated that Metro developed the Regional Safe Routes to School Program framework in conjunction with practitioners and shared a map that evaluated schools based on the following three criteria: safety, equity and impact.

Ms. Mickelberry explained the program's vision and goals including: enhancing access to schools by walking, biking and transit for the regions kids and youth. She remarked that in order to reach these goals Metro created a local grant funding program, provided technical assistance for projects and enlisted a regional coordinator.

Ms. Mickelberry reviewed the 2019-2022 Safe Routes to School grantees, which included Beaverton School District, City of Hillsboro, City of Portland, City of Tigard, Clackamas County, Community Cycling Center and East Multnomah County. She explained that \$900,000 would be allocated to the grant program over the next three years and noted that the grant program was focused on serving Title 1 or equivalent schools. Ms. Mickelberry shared some recent partner successes, including Davis Elementary School's walk to school day as well as the Future Apollo walk and bike rally.

Ms. Mickelberry provided an overview of the programs next steps, including supporting grantees, identifying and developing program plans as well as coordinating commutations. She stated that the program aimed to develop technical assistance opportunities as well as engage in local, regional and statewide policy discussions.

*Member discussion included:*

- Commissioner Pederson asked about the overall budget for the program and the process for regional coordination. Ms. Mickelberry stated that she was in the process of gathering that information.
- Mayor Knapp asked about efforts to broaden the criteria for funding infrastructure around schools. Mr. Leybold explained the criteria and process for evaluating capital projects and their intended benefits. He stated that capital projects did not have to be on school sites to relay benefits to surrounding schools.
- Chair Harrington expressed her appreciation for the program. She asked how the Transportation Policy Alternatives Committee (TPAC) was helping to advance the program and ensure that the Metro network was working as efficiently as possible. Ms. Mickelberry explained that she would update TPAC in August.
- Commissioner Savas asked if Metro prioritized areas with transportation gaps. He noted that the four fastest growing cities in the region were in Clackamas County. Commissioner Savas spoke about the lack of transit, bike and pedestrian modes in areas with transportation gaps. Mr. Leybold noted that the Safe Routes to School program coordinated with other planning agencies and highlighted the Council Creek Trail as an opportunity to address these issues.

### 5.3 Regional Travel Options Grant

Chair Craddick introduced Mr. Dan Kaempff, Metro Staff, to provide a brief presentation.

*Key elements of the presentation included:*

Mr. Kaempff reported on the outcomes of the Regional Travel Options program. He noted changes made to the program based on the additional funding allocated by the Regional Flexible Funds. He shared the newly adopted strategic vision for the program to better align with the goals and objectives of the Regional Transportation Plan.

Mr. Kaempff provided a brief overview of the program. He spoke about the programs efforts to manage congestion by helping people reduce their auto use. Mr. Kaempff explained that the program had evolved from commuter-focused efforts in mid-1990s (ISTEA) into a multi-modal, multi-faceted, multi-partner approach. He explained the policy foundation for the program, including the various state and regional planning documents that aimed to address greenhouse gas emissions.

Mr. Kaempff reviewed the annual figures of the program and highlighted successful outreach projects. He explained key goals of Metro's strategic plan for the program, which included: increasing access to travel options, reaching new participants as well as encouraging walking and biking to school. Mr. Kaempff stated that in order accomplish these goals Metro created six new funding categories to properly allocate grants.

*Member discussion included:*

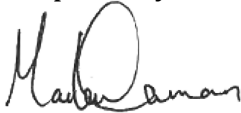
- Chair Harrington expressed her appreciation for the project. She noted the projects role in expanding Ride Connection service in Washington County.
- Commissioner Savas stated that he hoped that Clark County Staff and Metro staff work together to ensure that Clackamas County was supported by the program. He noted small grant allocations from the program to Clackamas County in previous years. Mr. Kaempff recalled that all of the applications that were submitted by Clackamas County partners received funding. Commissioner Sava expressed his appreciation for the project's work.

- Mr. Kaempff expressed his excitement for Oregon City's efforts to address future transportation issues in their downtown area, noting that Oregon City was a critical area for the region.
- Councilor Karylinn Echols asked whether there were match requirements for project grant funds. Mr. Kaempff remarked that project funds come with a standard match requirement. He noted that Metro Staff worked closely with grant partners to ensure that they fulfilled their match requirements. Councilor Echols asked about the total number of funded projects and the percentage of fully and partially funded projects. Mr. Kaempff noted that the selection committee worked to balance funding goals.
- Chair Craddick expressed her appreciation for the program and its role in helping to reach Metro's greenhouse gas reduction goals.

6. **ADIJOURN**

JPACT Chair Craddick adjourned the meeting at 8:45 AM.

Respectfully Submitted,



Marlene Guzman  
Recording Secretary

**ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF JUNE 20, 2019**

| <b>ITEM</b> | <b>DOCUMENT TYPE</b> | <b>DOC DATE</b> | <b>DOCUMENT DESCRIPTION</b>                | <b>DOCUMENT NO.</b> |
|-------------|----------------------|-----------------|--|---------------------|
| 5.1         | Presentation         | 6/20/19         | TV Highway Corridor Plan                   | 062019j-01          |
| 5.2         | Presentation         | 6/20/19         | Metro Safe Routes to School Program Update | 062019j-02          |
| 5.3         | Presentation         | 6/20/19         | Regional Travel Options Grant              | 062019j-03          |



**5.1 Regional Mobility Policy Update**

*Information/Discussion Items*

Joint Policy Advisory Committee on Transportation  
Thursday, July 18, 2019  
Metro Regional Center, Council Chamber

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: July 3, 2019  
To: Joint Policy Advisory Committee on Transportation (JPACT) and interested parties  
From: Kim Ellis, Metro Project Manager and Lidwien Rahman, ODOT Project Manager  
Subject: Regional Mobility Policy Update

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## PURPOSE

Introduce the Regional Mobility Policy and the process to update the policy over the course of the next two years. Propose next steps for development of a project work plan and stakeholder engagement plan for consideration by JPACT and the Metro Council in the fall 2019.

## ACTION REQUESTED

Staff seeks JPACT feedback on the draft project objectives, the scope of the policy and measures to be considered, and stakeholders to be engaged throughout the project. See **Attachment 1**.

## BACKGROUND

The greater Portland region is growing quickly, with more than one-half million more people expected to be living in the urban growth boundary by 2040. It's fundamental to our future to have a variety of safe, affordable, and reliable options for people to get where they need to go – whether they are driving, riding a bus or train, biking, walking or moving goods.

In December 2018, JPACT and the Metro Council adopted a significant update to the Regional Transportation Plan (RTP) following three years of engagement that included over 19,000 touch points with community members, community and business leaders, and regional partners. Through the extensive engagement that shaped the plan, Metro heard clear desires from partners and community members for safe, smart, reliable and affordable transportation options for everyone and every type of trip.

The 2018 RTP failed to meet state requirements for demonstrating consistency with the Oregon Highway Plan (OHP) Highway Mobility Policy (Policy 1F) under the current mobility targets for the region. As a result, the Oregon Department of Transportation (ODOT) agreed to work with Metro to update the mobility policy for the Portland metropolitan area in both the 2018 RTP and OHP Policy 1F. Built around key values of equity, climate, safety, and congestion relief, the 2018 RTP recognizes that a growing and changing region needs an updated mobility policy for measuring performance of the transportation system and identifying the transportation needs of people and goods.

**Attachments 2 and 3** contain the 2018 RTP mobility policy (which has been in place since 2000) and direction provided in Chapter 8 of the 2018 RTP to guide this process.

### What is the Regional Mobility Policy?

The region's mobility policy reflects vehicle-based thresholds adopted in the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP). These thresholds, referred to as the volume-to-capacity ratio (v/c ratio), are often expressed as a level-of-service (LOS) category, using letters A through F, with A being the best and F being the worst, similar to academic grading.

As the primary way of measuring congestion on roads and at intersections, the current policy measures the number of motor vehicles relative to the motor vehicle capacity of a given roadway during peak weekday travel times.

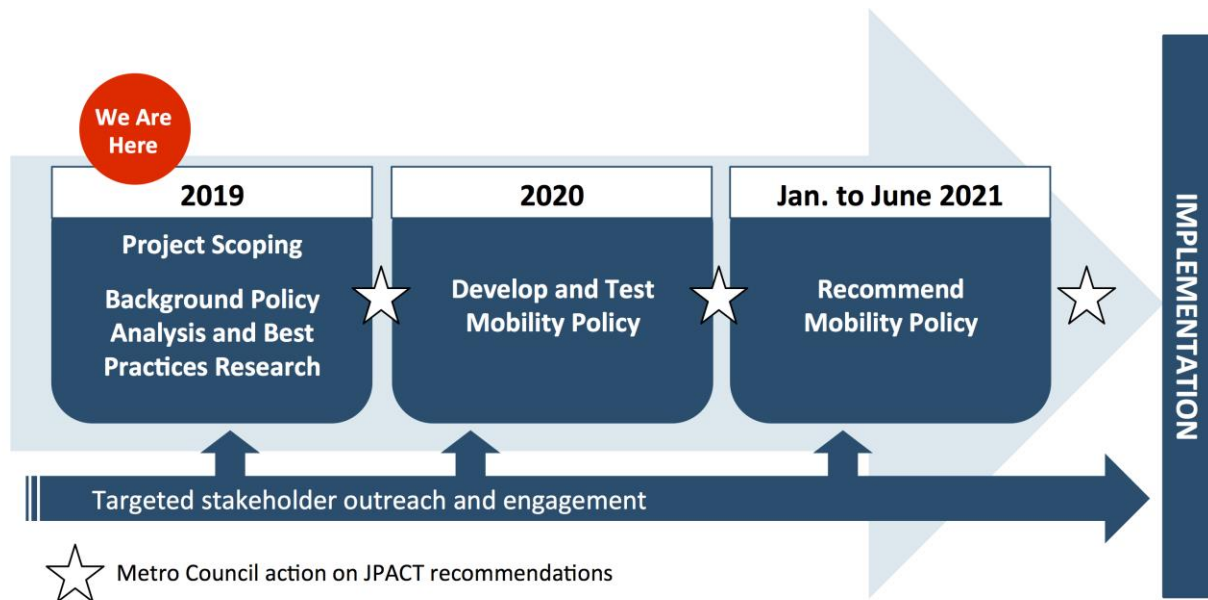
LOS was originally developed and used to guide the sizing and location of the Interstate System in the 1960s. Over time, the policy has been applied to all roads for these purposes:

- Planning for the future
- Regulating development
- Mitigating the impacts of development
- Managing and designing roads

**Project overview and timeline**

The Regional Mobility Policy Update project is a joint effort of Metro and ODOT. Since early 2019, Metro and ODOT staff have worked closely together to begin scoping the project. Identified in the 2018 RTP, this project will update the 20-year old “interim” mobility policy to better align with the comprehensive set of goals and desired outcomes identified in the plan for use in the 2023 RTP update. This work will be coordinated with planned updates to the Oregon Transportation Plan (OTP) and the OHP, and will result in amendments to the mobility policy contained in the 2018 RTP and the OHP for the Portland metropolitan region.

**Figure 1. Draft Project Timeline**



In 2021, staff will seek consideration of the updated RTP mobility policy and proposed OHP amendments by JPACT, the Metro Council and the Oregon Transportation Commission, prior to initiating the 2023 RTP update. The updated policy will guide the development of regional and local transportation system plans and the evaluation of plan amendments (zoning changes) subject to the Transportation Planning Rule (TPR) -0060 during development review.

**Status of project scoping and next steps**

Metro and ODOT have initiated the Regional Mobility Policy Update scoping process. The project team includes staff from Metro’s Planning and Development Department, Metro’s Research Center, ODOT Headquarters and ODOT Region 1.

Work to date led to creation of a Metro/ODOT Scoping Agreement contained in **Attachment 1** that identifies the project purpose, draft objectives and a proposed approach for updating the policy. At this meeting, staff will present an overview of the current mobility policy and uses, feedback provided to date and the timeline and proposed next steps for development of a project work plan and stakeholder engagement plan.

- Planned scoping engagement activities**
- Metro Council and JPACT briefings
  - Coordinating Committees’ briefings
  - TPAC/MTAC workshops
  - Stakeholder interviews
  - Community leaders discussion group
  - Project website

The scoping phase is expected to continue throughout Fall 2019. Metro and ODOT staff have started engaging jurisdictional staff from the cities and counties through county-level coordinating committees as well as other interested stakeholders. In addition to meeting with jurisdictional staff from the City of Portland and county coordinating committees and other stakeholder groups, the

project team is also in the process of developing a project website and hiring a consultant to conduct a series of stakeholder interviews<sup>1</sup> throughout the summer.

The early staff-level discussions along with feedback gathered through the stakeholder interviews, a community leaders discussion group, Metro Council briefings and local elected and public official briefings through JPACT and county coordinating committees will be used to develop a refined problem statement and project objectives to be addressed through this project as well as a scope of work and stakeholder engagement plan. Staff will bring a draft work plan and engagement plan for consideration by TPAC, JPACT and the Metro Council (by Resolution) in the Fall 2019.

/attachments

**Attachment 1.** Metro/ODOT Mobility Policy Update Scoping Agreement (4/18/19)

**Attachment 2.** Table 2.4 Interim Regional Mobility Policy (from 2018 RTP, Chapter 2)

**Attachment 3.** Section 8.2.3.1 Regional Mobility Policy Update (from 2018 RTP, Chapter 8)

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<sup>1</sup> Stakeholder interviews will include the Metro Council President, a Portland-area member of the Oregon Transportation Commission, city and county staff and elected officials, transit and other transportation providers, freight, business, port and economic development interests, community-based organizations representing underserved and historically marginalized communities, health and equity interests, youth, older adults, people living with disabilities, active transportation, environmental justice, environmental advocacy and land use issues, and transportation consultants with experience developing transportation system plans and conducting transportation impact analyses for plan amendments.

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## Metro/ODOT Mobility Policy Update Scoping Agreement

April 18, 2019

### Project Purpose

Update the mobility policy framework for the Portland metropolitan area in the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP) Policy 1F, including development of alternative mobility measures and targets. The updated policy will guide the development of regional and local transportation system plans and the evaluation of plan amendments subject to the Transportation Planning Rule (TPR) - 0060 during development review.

### Project Objectives

Develop an alternative mobility policy and associated measures, targets, and methods for the Portland area that define mobility expectations for multiple modes users, and time periods, and that:

- Clearly and transparently communicate mobility expectations and provide clear targets for local, regional and state decision-making
- Address all modes of transportation
- Address both people and goods movement
- Distinguish between throughway<sup>1</sup> and arterial performance
- Are financially realistic
- Reflect and are consistent with adopted state, regional and community policy objectives.<sup>2</sup>
- Support implementation of the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and Climate Smart Strategy and related policies.
- Address growing motor vehicle congestion in the region and its impacts on transit, freight and other modes of travel.
- Are coordinated with and supportive of other state and regional initiatives, including Value Pricing, Rose Quarter, and Jurisdictional Transfer.
- Are innovative and advance the state of the art beyond the current motor vehicle v/c-based measures and targets.
- Consider system and facility performance for all modes in the alternative mobility policy, as well as financial, environmental and community impacts of the policy, including impacts of the policy on traditionally underserved communities.
- Are applicable and useful at the system plan, mobility corridor, and plan amendment (development review) scale.

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<sup>1</sup> The RTP Throughways generally correspond to Expressways designated in the Oregon Highway Plan.

<sup>2</sup> Including the Oregon Transportation Plan, state modal and topic plans including OHP Policy 1G (Major Improvements), Oregon Transportation Planning Rule, Metro 2040 Growth Concept, Metro Regional Transportation Plan, Metro Regional Transportation Functional Plan, and the Metro Congestion Management Process.

## Approach

- **Phase 1 | Project Scoping | May to Oct. 2019** Metro and ODOT work together with assistance from a consultant to engage local, regional and state partners and stakeholders to develop a refined problem statement, glossary of terms, work plan and public engagement plan. Engagement activities in this phase will include stakeholder interviews<sup>3</sup>, TPAC workshop(s), a Community Leader’s Forum, Metro Council briefings and local elected official briefings through JPACT and City of Portland and County Coordinating Committees.
- **Phase 2 | Project Implementation | Oct. 2019 to June 2021** Metro and ODOT work together with assistance from a consultant to engage local, regional and state partners and stakeholders to develop the alternative mobility policy, measures, targets, and methods for consideration by JPACT, Metro Council, and the Oregon Transportation Commission.
- Work will be performed by Metro and ODOT (Region 1 and TDD) staff with targeted consultant support.
- ODOT and Metro roles and responsibilities and decision-making protocols will be set forth in a Memorandum of Understanding (MOU) or Intergovernmental Agreement (IGA).
- The project will rely on existing regional technical and policy advisory committees and decision-making processes that is supplemented with briefings to the Metro Council, OTC and targeted outreach to coordinating committees, business and freight associations, transportation, environmental justice and environmental advocacy groups and historically marginalized communities. The role of the Region 1 ACT needs to be clarified.
- The project will follow the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02. That means the project will set forth a Portland area-specific process(es) and documentation requirements and identify measures and targets for identifying needs and for demonstrating the adequacy of regional and local actions and projects in transportation system plans, and of mitigation measures for plan amendments during development review.
- Proposed measures and targets will generally be taken from existing measures and past research efforts, including the RTP, Climate Smart Strategy, ODOT Key Performance Measures, Federal performance measures and targets, Washington County TGM project on performance measures, and the ODOT Region 1 Highway Performance Project and Traffic Performance Report. A targeted review of best practices from California, Washington, Florida and other states and MPOs will be conducted.
- Measures to explore may include motor vehicle, freight and transit travel time and reliability, active transportation network completeness, street connectivity, transit coverage and frequency, mode share, accessibility, trip length, vehicle miles traveled, and mobility corridor person and goods movement capacity and throughput.
- Measures, targets, and methods may vary in how they apply system-wide, to multimodal mobility corridors, to throughways, to arterials, and to plan amendments, but will not result in 24 mobility corridor-specific measures or targets.
- The project will apply the proposed measures and targets to selected mobility corridors at the mobility corridor and development review scale through case studies. The case studies will involve a technical assessment to determine the feasibility and adequacy of the proposed measures and targets. Following the case studies, the project will define an updated alternative mobility policy for the Portland region, including measures and targets for use in the 2023 RTP update.

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<sup>3</sup> Stakeholder interviews will include the Metro Council President, a Portland-area member of the Oregon Transportation Commission, city and county staff and elected officials, transit and other transportation providers, freight, business, port and economic development interests, community-based organizations representing historically marginalized communities, health and equity interests, youth, older adults, people living with disabilities, active transportation, environmental justice, environmental advocacy and land use issues, and transportation consultants with experience developing transportation system plans and conducting transportation impact analyses for plan amendments.

## Excerpted from the 2018 Regional Transportation Plan

**Table 2.4 Interim regional mobility policy**

Deficiency thresholds for peak hour operating conditions expressed as volume to capacity ratio targets as adopted in the RTP and Oregon Highway Plan.

| Locations   | Target                                      |                                      |                      |
|---|---|--------------------------------------|----------------------|
|   | Mid-day<br>One-Hour<br>Peak <sup>A, B</sup> | PM<br>2-Hour<br>Peak <sup>A, B</sup> |                      |
|   |   | 1 <sup>st</sup> hour                 | 2 <sup>nd</sup> hour |
| Central City<br>Regional Centers<br>Town Centers<br>Main Streets<br>Station Communities   | .99   | 1.1                                  | .99                  |
| Corridors<br>Industrial Areas<br>Intermodal Facilities<br>Employment Areas<br>Neighborhoods   | .90   | .99                                  | .99                  |
| I-84 (from I-5 to I-205)  | .99   | 1.1                                  | .99                  |
| I-5 North (from Marquam Bridge to Interstate Bridge)  | .99   | 1.1                                  | .99                  |
| OR 99E (from Lincoln Street to OR 224 interchange)  | .99   | 1.1                                  | .99                  |
| US 26 (from I-405 to Sylvan interchange)  | .99   | 1.1                                  | .99                  |
| I-405 <sup>C</sup> (from I-5 South to I-5 North)  | .99   | 1.1                                  | .99                  |
| Other principal arterial routes <sup>D</sup><br>I-205 <sup>C</sup><br>I-84 (east of I-205)<br>I-5 (Marquam Bridge to Wilsonville) <sup>C</sup><br>OR 217<br>US 26 (west of Sylvan)<br>US 30<br>OR 8 (Murray Boulevard to Brookwood Avenue) <sup>C, D</sup><br>OR 47<br>OR 99W<br>OR 212 <sup>E</sup><br>OR 224<br>OR 213 <sup>F</sup> | .90   | .99                                  | .99                  |

**Table Notes:**

- Unless the Oregon Transportation Commission has adopted an alternative mobility target for the impacted state-owned facility within the urban growth boundary, the mobility targets in this table (and Table 7 of the Oregon Highway Plan) are considered standards for state-owned facilities for purposes of determining compliance with OAR 660-012-0060.
- The volume-to-capacity ratios in this table (and Table 7 of the Oregon Highway Plan) are for the highest two consecutive hours of weekday traffic volumes. The 2<sup>nd</sup> hour is defined as the single 60-minute period, either before or after the peak 60-minute period, whichever is highest. See Oregon Highway Plan Action 1.F.1 for additional technical details for state-owned facilities. The mid-day peak hour is the highest 60-minute period between the hours of 9 a.m. and 3 p.m.



## Excerpted from the 2018 Regional Transportation Plan

- C. A corridor refinement plan, which will likely include a tailored mobility policy, is required by the Regional Transportation Plan for this corridor.
- D. Two facilities are not designated as principal arterial throughway routes in the RTP, including OR 8 between Murray Boulevard and Brookwood Avenue and portions of 99W, and are proposed to be removed from Table 7 of the Oregon Highway Plan in the next scheduled update.
- E. OR 212 is designated as a throughway route in the RTP and is proposed to be amended into Table 7 of the Oregon Highway Plan in the next scheduled update.
- F. In October 2018, the OTC approved an alternative mobility target that applies to the intersection of OR 213 and Beaver Creek Road such that during the first, second and third hours, a maximum v/c ratio of 1.00 shall be maintained. Calculation of the maximum v/c ratio will be based on an average annual weekday peak hour.

**Appendix L** describes how this information is used in the region's congestion management process and RTP updates to identify needs and inform consideration and prioritization of multimodal strategies and investments to address congestion in the region. See **Chapter 3** for more information about this policy.

**8.2.3.1 Regional Mobility Policy Update**

| Lead agency    | Partners  | Proposed timing |
|----------------|---|-----------------|
| Metro and ODOT | ODOT, cities, counties, TriMet, SMART, FHWA, SW RTC | 2019-21         |

As part of adopting the 2000 RTP, the first transportation plan to fully implement the Region 2040 Growth Concept, Metro developed a new approach to managing mobility. The new policy came from an extensive conversation with regional elected officials and policy makers over a two-year period, including an alternatives analysis to help officials better understand the tradeoffs with making mobility investments.

Originally adopted by JPACT and the Metro Council in 2000 and amended into the Oregon Highway Plan (OHP) by the Oregon Transportation Commission (OTC) in 2002, the interim regional mobility policy reflects a level of motor vehicle performance in the region that JPACT, the Metro Council and the OTC deemed acceptable at the time of its adoption. Policymakers recognized the policy as an incremental step toward a more comprehensive set of measures that consider system performance for all modes, as well as financial, social equity, environmental and community impacts. This RTP continues that evolution and has defined a broader set of performance measures that can provide a more comprehensive assessment of transportation system performance as reflected in the performance measures identified for each RTP goal and the regional performance targets, including the interim regional mobility policy, contained in Chapter 2 and Chapter 3.

The interim regional mobility policy reflects volume-to-capacity targets adopted in the RTP for facilities designated on the Regional Motor Vehicle Network as well as volume-to-capacity targets adopted in the Oregon Highway Plan for state-owned facilities in the urban growth boundary. In effect, the policy is used to evaluate current and future performance of the motor vehicle network, using the ratio of traffic volume (or forecasted demand) to planned capacity of a given roadway, referred to as the volume-to-capacity ratio (v/c ratio) or level-of-service (LOS).

Traditionally, motor vehicle LOS has been used in transportation system planning, project development and design as well as in operational analyses and traffic analysis conducted during the development review process. As a system plan, the RTP uses the interim regional policy to diagnose the extent of motor vehicle congestion on throughways and arterials during different times of the day and to determine adequacy in meeting the region’s needs. LOS is also used to determine consistency of the RTP with the OHP for state-owned facilities.

The interim mobility policy broke from the historic practice of "one size fits all" congestion standards for roads and freeways to a more tailored approach that coordinates our region's land use goals with the role of our major streets, focuses auto and freight mobility expectations on the freeway system and emphasizes the role of transportation choices in moving people throughout the region. The policy allows for more congestion during the peak period in locations that have good travel options available, such as high capacity transit, while aiming to protect the off-peak period for freight mobility. This new emphasis on a tailored mobility policy and multimodal solutions was also incorporated into the Oregon Transportation Plan (OTP) in 2006, the policy document that frames and organizes all of the state's modal plans for transportation.

The policy also recognizes that past practice of "building our way out" of peak-hour highway congestion is not only fiscally and technically unattainable, but also has unintended impacts that are inconsistent with the adopted 2040 Growth Concept vision, including encouraging development on rural lands outside the urban growth boundary and undermining the broader public and private investments being made in centers and transit corridors. The policy prioritizes investment in a multimodal transportation system in order to make sure that our transportation investments also help us meet our economic development, public health, climate change and fiscal responsibility goals.

In the 2010 RTP, Metro expanded on the concept with the development of a series of regional mobility corridors that provide the geography for monitoring and reporting on mobility. Twenty-four mobility corridors, encompassing the entirety of the region's transportation system, were developed, with each corridor framed by Region 2040 land use outcomes, and bundling throughways, transit, arterial streets and bikeways in each mobility corridor as complementary parts of an integrated system. Metro publishes a periodic Regional Mobility Atlas to provide ongoing tracking performance of these corridors as a foundation for planning and project development work in the region.



### Regional Mobility Policy Update

There has been increasing discussion of the role of motor vehicle LOS as a performance metric. The region and local communities across the region have adopted goals such as improving safety for all roadway users (e.g., pedestrians, bicyclists, freight and transit users) and encouraging infill development to implement the 2040 Growth Concept, which often conflict with meeting LOS thresholds.

The region has committed to updating the interim regional mobility policy to better align with the comprehensive set of goals and desired outcomes identified in the RTP. This section describes a proposed work plan for considering measures aimed at system efficiency, including people-moving capacity, person throughput and system completeness.

In 2013, ODOT published the Corridor Bottleneck Operations Study (CBOS), another tool for understanding and responding to congestion bottlenecks on throughways within the regional mobility corridors. This tool has since been used to prioritize system management and operational investments on the region's throughways system with an eye toward fine-tuning a mature throughway system with strategic capacity improvements. The few major throughway projects envisioned in the RTP are focused on bottlenecks that are part of this shift toward maintaining, managing and operating a mature system.

Despite these efforts to keep pace with traffic growth in the region, congestion has continued to grow since the 2000 RTP mobility policy was adopted. During this time, the region has experienced significant population and employment growth, straining all parts of our transportation system. During the same period, state investments in the region's freeway system continued to decline from historic levels due to slowing state and federal transportation funding.

Congestion and its impacts on mobility and the region's economic prosperity and quality of life are a top public concern. The update identified current traffic congestion on many of the region's throughways and arterials, and predicts that many of these facilities are unlikely to meet the adopted interim mobility policy targets in the future, including I-5, I-205, I-84, OR 217 and US 26.

ODOT's 2016 Traffic Performance Report<sup>1</sup> shows what many of us have experienced: traffic congestion in the greater Portland region today can occur at any time of the day or week, and is no longer only a weekday peak hour problem. In 2013, about 11 percent of all travel in the greater Portland region occurred during congested periods. This increased to nearly 14 percent in 2015. This increase in congestion is a reflection of the both the region's continued growth, including our substantial economic rebound from the Great Recession that began in 2008.

More recently, the U.S. Department of Transportation issued new regulations (through MAP-21 and the FAST Act) for states and MPOs that will require greater monitoring of mobility on our throughway system and other facilities designated on the National Highway System and setting targets for system performance. While these new requirements differ somewhat from the current mobility policy for the region, the approach is similar.

ODOT and Metro propose to work in partnership on a refinement plan to update the regional mobility policy adopted in the RTP and the OHP Policy IF3 (Highway Mobility Policy) upon completion of the 2018 RTP. The process must comply with the provision of OHP Policy 1F3 and associated Operational Notice PB-02, and must include findings to demonstrate compliance. That means the project will set forth a Portland area-specific process(es) and documentation requirements and identify measures and targets for identifying needs and for demonstrating the adequacy of regional and local actions and projects in transportation system plans, and of mitigation measures for plan amendments during development review.

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<sup>1</sup> The 2016 Traffic Performance Report establishes a baseline for long-term monitoring that will help Metro and ODOT better understand the performance of the region's freeway system and supports the region's Congestion Management Process.

Proposed measures and targets will generally be taken from existing measures and past research efforts, including the RTP, Climate Smart Strategy, ODOT Key Performance Measures, Federal performance measures and targets, Washington County TGM project on performance measures and standards, and the ODOT Region 1 Highway Performance Project and Traffic Performance Report. A targeted review of best practices from California, Washington, Florida, and other states and MPOs will be conducted. Measures to explore may include motor vehicle, freight and transit travel time and reliability, active transportation network completeness, street connectivity, transit coverage and frequency, mode share, accessibility, trip length, vehicle miles traveled, and mobility corridor person and goods movement capacity and throughput.

Metro and ODOT will engage TPAC, JPACT and other interested stakeholders in development of the scope of work (and desired outcomes) beginning in early 2019, after adoption of the 2018 RTP. The agreed upon scope of work and budget will also be reflected in the 2019-20 Unified Planning Work Program (UPWP). This work is expected to take two years and result in amendments to the RTP and regional functional plans and OHP Policy 1F3 for consideration by JPACT, the Metro Council and the Oregon Transportation Commission prior to the 2023 RTP update.

Expected outcomes of the update include:

- A mobility policy framework will be developed for the regional throughways, which generally correspond with expressways designated in the Oregon Highway Plan (OHP). This policy will be incorporated into the RTP, Regional Transportation Functional Plan (RTFP) and OHP Policy 1F3 for the purpose of evaluating the performance of throughways.
- A mobility policy framework will be developed for arterial streets. This policy will be incorporated into the RTP and RTFP for the purpose of evaluating the performance of county and city-owned arterials, and in OHP Policy 1F3 for the purpose of evaluating the performance of state-owned arterials.

Together, these new policy frameworks will guide transportation system planning as part of future RTP and local TSP updates and monitoring activities in support of the region's ongoing Congestion Management Process (CMP). The policy frameworks will also be applied to the evaluation of transportation impacts of plan amendments during development review, and will provide guidance for operational decisions.

The City of Oregon City has locally adopted the Highway 213 Corridor Alternative Mobility Targets plan, which includes alternative mobility targets at the intersection of Highway 213 and Beaver Creek Road. The Highway 213 Corridor Alternative Mobility Targets were approved by the OTC as an amendment to the OHP in October 2018. It will be imperative that any planning work done regionally related to the regional mobility policy update, shall either create a condition where the Oregon City amendment to the Metro area mobility targets in the OHP is no longer necessary, or shall explicitly state that the Oregon City amendment to the OHP shall remain in effect even when an updated regional policy is adopted.

**5.2 Regional Congestion Pricing Technical Study**

*Information/Discussion Items*

Joint Policy Advisory Committee on Transportation  
Thursday, July 18, 2019  
Metro Regional Center, Council Chamber

# Memo

Date: Wednesday, July 3, 2019  
To: Joint Policy Advisory Committee on Transportation and Interested Parties  
From: Elizabeth Mros-O'Hara, Investment Areas Project Manager  
Grace Cho, Senior Transportation Planner  
Subject: Regional Congestion Pricing Technical Study

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## **Purpose**

The purpose of this memo is to introduce and provide an overview of the Regional Congestion Pricing Technical Study.

## **Background**

In December 2018, the Metro Council adopted the 2018 Regional Transportation Plan (RTP), the long-range transportation policy blueprint and funding strategy to address the region's existing and future transportation needs and opportunities for the system. While the RTP identifies \$15.4 billion in capital investments into the system, it also includes strategies and tools to manage travel demand, fill gaps, and address inequities. Of those tools and strategies, the 2018 RTP identified a comprehensive regional study of congestion pricing as one of the near-term next steps in implementing the region's long-range transportation blueprint.

Congestion pricing is a tool that can lead to the more efficient use of existing transportation infrastructure to better move traffic and reduce greenhouse gas emissions. While the tool has been identified in our plans for many years, the Regional Congestion Pricing Technical Study will be the region's first effort to model and analyze different pricing concepts. Congestion pricing is the use of a price mechanism (i.e. tolls, parking fees) to make drivers aware of the costs they impose upon one another and transportation infrastructure when making trips. Pricing can lead travelers to change their behavior (i.e. shifting trip times from peak periods, traveling less often, changing travel modes, carpooling) which can result in less congestion.

Metro, working in partnership with the Portland Bureau of Transportation (PBOT), TriMet, and in coordination with ODOT, is leading an exploratory technical study of congestion pricing approaches. The Regional Congestion Pricing Technical Study will look at different applications of pricing to understand the outcomes and effects of different pricing policies and programs as applied in our region. This future look explores how well concepts could work in our region. This study is separate from the work ODOT is conducting focused on Interstate 5 (I-5) and Interstate 205 (I-205) as required by the HB2017 legislative mandate.

The Regional Congestion Pricing Technical Study's goal is to better understand how the region could use congestion pricing to manage traffic demand and meet climate goals in a manner that doesn't adversely impact safety of equity.

## Scope of Work

The Regional Congestion Pricing Technical Study will test the efficacy and performance of different pricing concepts through testing a series of modeling scenarios, research, technical papers, and feedback from experts in the field. The study will evaluate congestion pricing as a tool to accomplish the four primary transportation regional priorities identified in the 2018 Regional Transportation Plan: addressing climate, managing congestion, getting to Vision Zero (safety), and reducing disparities (equity).

The study will primarily focus on evaluating three to four scenarios that apply different pricing concepts as well as mitigation options to address equity and safety issues that may emerge or potentially be exacerbated by pricing. Pricing concepts likely to be assessed are:

- Cordon: vehicles pay to enter/travel in a congested area
- Vehicle Miles Traveled/Road User Charge: a charge based on how many miles are traveled
- Roadway: a direct charge to use a specific roadway or specific roadways
- Parking: charges to park in specific areas

Some of the pricing concepts will be evaluated multiple times adjusting for a single factor (sub-concept) and/or for testing performance of certain mitigation strategies.

## Results and Process

At this time, the Regional Congestion Pricing Technical Study will focus on a technical evaluation of scenarios. We do not anticipate significant public outreach or convening of a project stakeholder committee for the work. Guidance for the technical study will be sought from TPAC, JPACT, and the Metro Council during regularly scheduled project updates. The project will rely on TPAC for technical input, JPACT for policy input, and the Metro Council for overall guidance of the project.

The results of the system-wide congestion pricing study are expected to inform future discussions on implementing congestion pricing for demand management purposes in our region. We expect this technical analysis to inform future policy recommendations and outline next steps for the purposes of evaluation and further study.

## Metro's Regional Congestion Pricing Technical Analysis & ODOT's (Value) Congestion Pricing Project

Metro's Regional Congestion Pricing Technical Analysis and ODOT's (Value) Congestion Pricing Project are two separate and distinct projects with different goals, objectives, and purposes. A comparison of the major features of each project are listed in the table below.



Table 1: Comparison of ODOT (Value) Congestion Pricing Project and Metro Regional Congestion Pricing Technical Study

|                                 | <b>ODOT (Value) Congestion Pricing Project</b>   | <b>Regional Congestion Pricing Technical Study</b>   |
|---------------------------------|--|--|
| Brief Project Description       | The ODOT (Value) Congestion Pricing Project is the second phase towards implementing value pricing, also known as congestion pricing, on Interstate 5 between Going Street and Multnomah Boulevard and Interstate 205 at or near the Abernethy Bridge.             | The Regional Congestion Pricing Technical Study is a broad examination of different applications of pricing to understand the outcomes and effects of different pricing systems. |
| Main outcome of the project?    | Implementable tolling projects on Interstate 5 and Interstate 205.   | Technical report and findings of how different pricing concepts performed to support future policy discussions   |
| Geographic Scope of the Project | Two specified locations only: <ul style="list-style-type: none"> <li>Interstate 5 between Going Street and Multnomah Boulevard</li> <li>Interstate 205 at or near the Abernethy Bridge</li> </ul>  | Regionwide. Certain pricing concepts (e.g. cordon pricing) will have specified geographic areas of study.  |
| Decision-makers for the project | Oregon Transportation Commission (OTC)   | Metro Council  |
| Process and engagement          | Full planning and public involvement process in compliance with federal regulation. Public involvement to include stakeholder committees, project advisory committee, and several workshops with affected communities, meetings, and public comment opportunities. | Key stakeholder engagement and the use of Metro committees. TPAC, JPACT, and Metro Council meetings are open to the public and allow for public testimony.                       |

Metro will make all the information and findings from the Regional Congestion Pricing Technical Study available to inform the planning and environmental linkage/pre-NEPA analysis work being undertaken by ODOT for the FHWA approved pricing proposal on I-5 and I-205. Project staff will meet regularly to discuss and coordinate opportunities to align and leverage work.

The project schedule and key tasks are listed below.

Table 2: Regional Congestion Pricing Technical Study Schedule

| <b>Activity</b>   | <b>Timeframe</b>       |
|---|------------------------|
| Kick off Regional Congestion Pricing Technical Study with project introduction at TPAC, JPACT, and Metro Council work session   | July 2019              |
| Procure consultant to support work<br>Define and prepare scenarios for congestion pricing analysis <ul style="list-style-type: none"> <li>• Develop methodology details and package into technical memorandum</li> <li>• Prepare initial technical memorandums defining areas which are not being addressed and studied</li> </ul> TPAC workshop to review model capabilities and constraints for understanding scenarios<br>Return to TPAC with further refined methodology and approach for input | Fall – Winter 2019     |
| Prepare technical memorandums and documentation<br>Prepare tools and inputs for scenario runs   | Early 2020             |
| Run pricing concepts and scenarios <ul style="list-style-type: none"> <li>• Review results with consultant team to help interpret results</li> <li>• Prepare technical memorandums of results</li> <li>• Develop and package committee materials</li> </ul> Return to TPAC, JPACT, and Metro Council with results for discussion  | Spring 2020            |
| Post TPAC, JPACT, and Metro Council comments and feedback, prepare modified technical inputs for second run of scenarios <ul style="list-style-type: none"> <li>• Second run of scenarios with modifications</li> <li>• Review results with consultant team to interpret results, findings, recommended next steps</li> </ul>   | Summer 2020            |
| Prepare and package second run of scenarios for final analysis report <ul style="list-style-type: none"> <li>• Develop project findings summary sheets and communication materials</li> </ul>   | Fall 2020              |
| Release final pricing analysis report <ul style="list-style-type: none"> <li>• Expert panel event in conjunction with release of report</li> </ul>  | End of 2020/Early 2021 |

### Questions for JPACT

- Are these the right potential scenarios to study?
- Are there other questions?

Materials following this page were distributed at the meeting.



# METRO/ODOT MOBILITY POLICY UPDATE

Kim Ellis, Metro Project Manager

Lidwien Rahman, ODOT Project Manager

JPACT | July 18, 2019



# Today's purpose

- Introduce the project
- Seek feedback on project objectives and proposed approach



# As greater Portland grows...

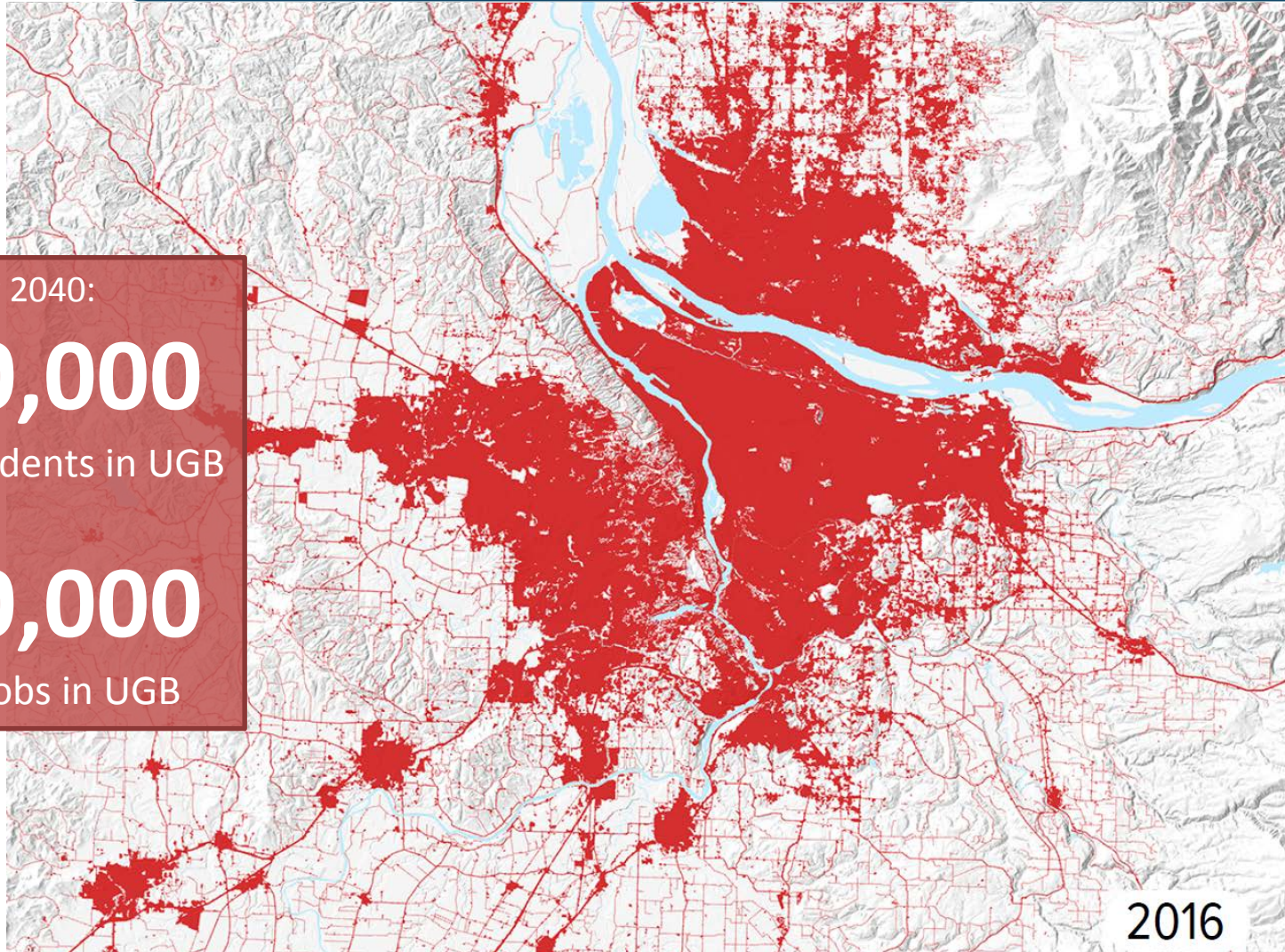
By 2040:

**500,000**

more residents in UGB

**350,000**

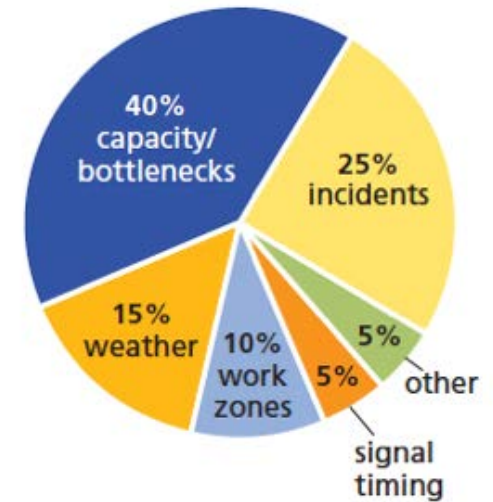
more jobs in UGB



2016



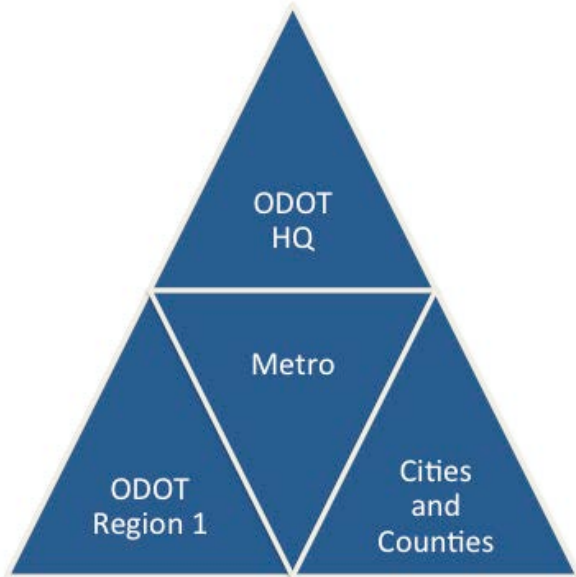
# ...more people and goods travel



More than half of all congestion is caused by crashes, breakdowns and other causes.

- 2018 RTP Chapter 4

# Coordinated planning is essential to keeping pace with our changing region



Coordinated planning across all levels of government is required by Federal and state law

Coordinated plans identify needs and set policies for investments

Investments have been historically driven by traffic congestion in our growing region





# What is our current congestion policy?

Targets accept peak period congestion and aim to preserve off-peak mobility for freight

| Locations                                     | Targets    |                       |                       |
|---|------------|-----------------------|-----------------------|
|   | Mid-day    | 1 <sup>st</sup> hour* | 2 <sup>nd</sup> hour* |
| Centers and main streets                      | .99        | 1.1                   | .99                   |
| Arterials outside of centers and main streets | .90        | .99                   | .99                   |
| Throughways**                                 | .99 or .90 | 1.1 or .99            | .99                   |

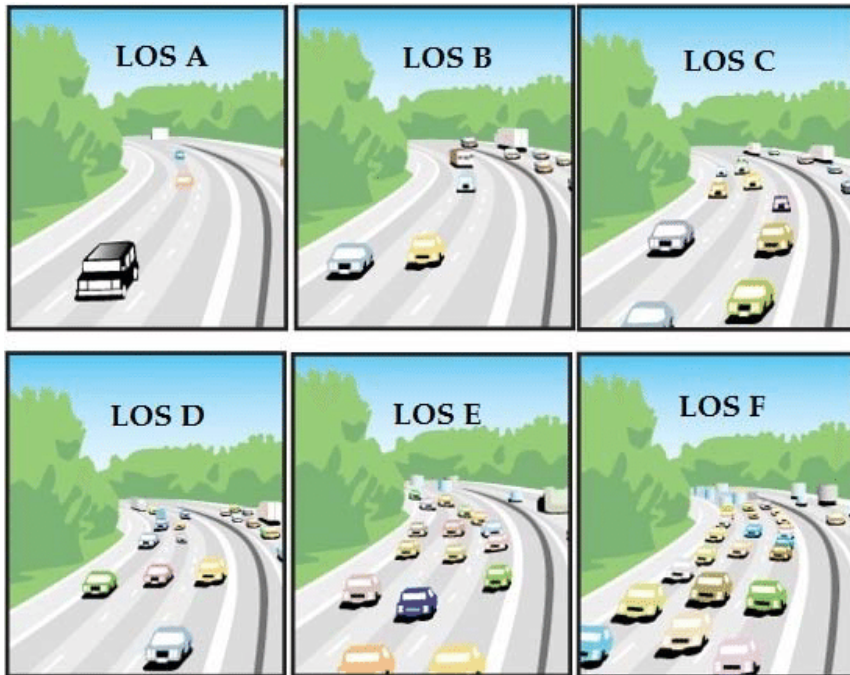
\* = AM/PM 2-hour peak period

\*\* = Varies by facility

See 2018 RTP Table 2.4 and OHP Table 7

# Traditional measure of congestion | Volume-to-capacity ratio

## What it looks like and how it's measured



| LOS | V/C        | Throughways             |
|-----|------------|-------------------------|
| A   | .50 to .59 | More than 60 mph        |
| B   | .60 to .69 | 57 to 60 mph            |
| C   | .70 to .79 | 54 to 57 mph            |
| D   | .80 to .89 | 46 to 54 mph            |
| E   | .90 to .99 | 30 to 46 mph            |
| F   | 1.0        | Less than 30 mph        |
| >F  | >1.0       | Demand exceeds capacity |

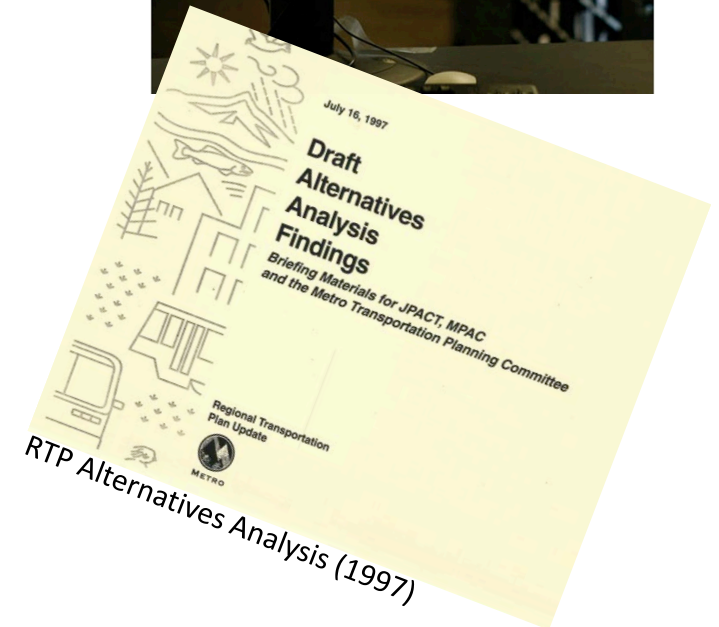
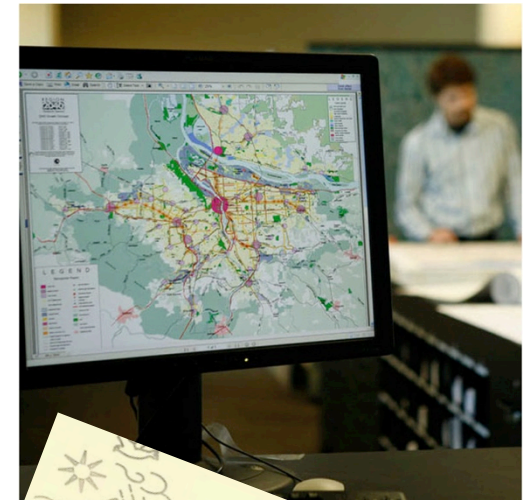
Source: Adapted from TRB Highway Capacity Manual

The most widely adopted metric for reporting transportation system performance in the U.S. since the 60's

Measures how full the road system is based on vehicle volumes, capacity of road and vehicle speeds.

# 2000 RTP tailored the mobility policy to support the 2040 Growth Concept

- Prior to 2000, the policy was all-day LOS “D” for all major streets and throughways
- “Interim” policy represented a major shift in transportation policy
- Policymakers based new policy on political consensus that the public was:
  - (a) not expecting this level of mobility
  - (b) unwilling to pay for the road capacity it would require
  - (c) wary of the impacts of projects that would have to be built
- The policy was subsequently adopted in the Oregon Highway Plan in 2002



# 2000 RTP adopted new strategies for managing congestion

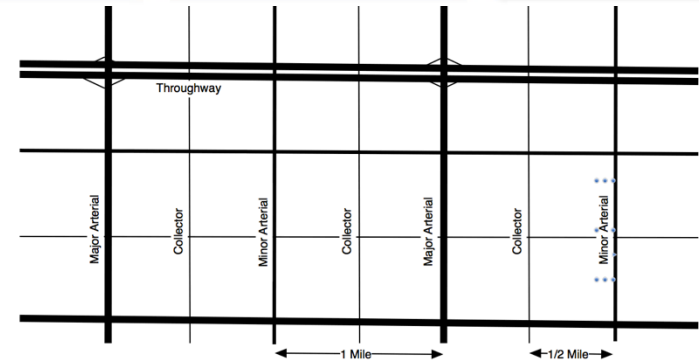
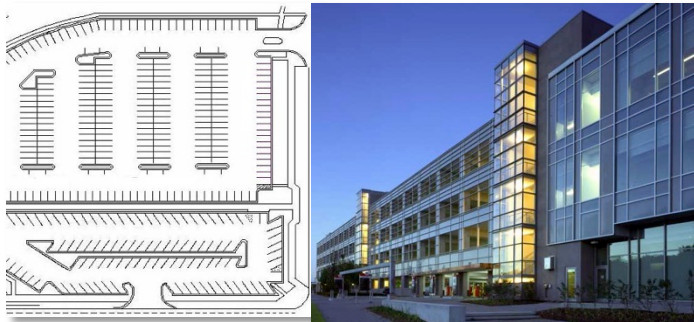
## Set targets to reduce driving alone



## Set targets for system sizing & connectivity

| Class      | Capacity      | Spacing     |
|------------|---------------|-------------|
| Throughway | Up to 6 lanes | n/a         |
| Arterial   | Up to 4 lanes | 1 mile      |
| Collector  | 2-3 lanes     | 1/2 mile    |
| Local      | 1-2 lanes     | 330 to 530' |

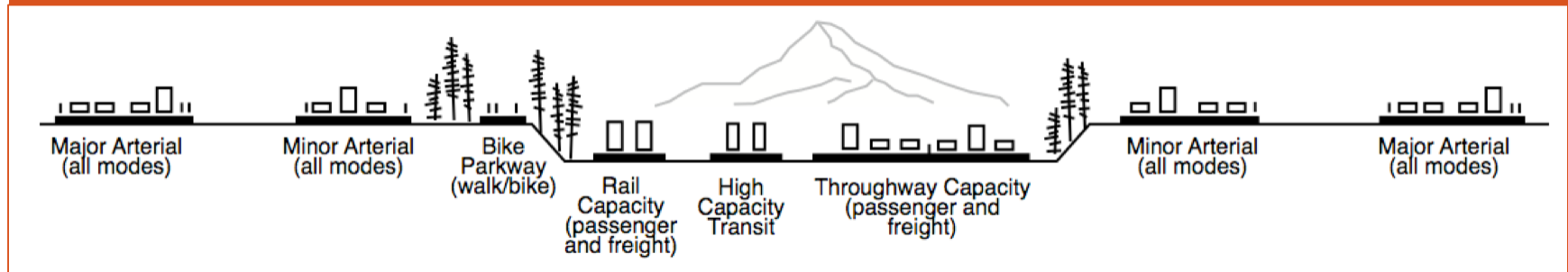
## Manage parking



# 2010 RTP focuses on broader outcomes

- Begins transition to focus on broader desired **outcomes**
- Identifies the **need to update the region's congestion policy**
- Introduces concepts of **mobility corridors** and **system completion** to define a finish line for the regional system

## Typical multimodal mobility corridor



# 2018 RTP further advances performance-based decisions

- New and updated system performance measures and targets reflect broader set of goals and desired outcomes
- Equity, safety, climate and congestion identified as priorities
- New federal MAP-21 targets that focus on reliability for people and freight





# Why Now? Our region is at a crossroads.



## 2018 Regional Transportation Plan

*A blueprint for the future of transportation  
in the greater Portland region*

Adopted December 6, 2018

[oregonmetro.gov/rtp](http://oregonmetro.gov/rtp)

2018 RTP failed to meet current mobility policy

Cities and counties are increasingly unable to meet current mobility policy

Better align policy with regional values, goals and desired outcomes, as well as with state and local goals

- Shift focus from vehicles to people and goods
- Can't afford what it would take to meet policy
- Impacts remain a top concern

# State and local decisions are connected to current congestion policy

TARGETS

Planning for the future \*

\*

Transportation system plans, corridor and area plans, including concept plans to set performance expectations to identify needs as defined in the RTP and Oregon Highway Plan

STANDARDS

Regulating plan amendments \*

\*

Mitigating development impacts

Zoning changes and plan amendments to evaluate traffic impacts and identify mitigation measures as defined in the Oregon Transportation Planning Rule

Development approval process to mitigate traffic impacts as defined in local codes

Managing and designing roads

Operational and road project designs as defined in the 2012 Oregon Highway Design Manual

\* Focus of this effort



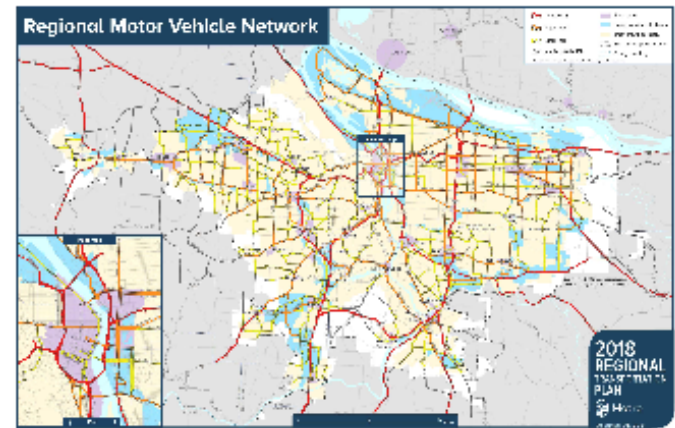
# What is the difference between a policy and standard?

A mobility **policy** is a statement of intent and direction for achieving desired outcomes at the regional and system level.

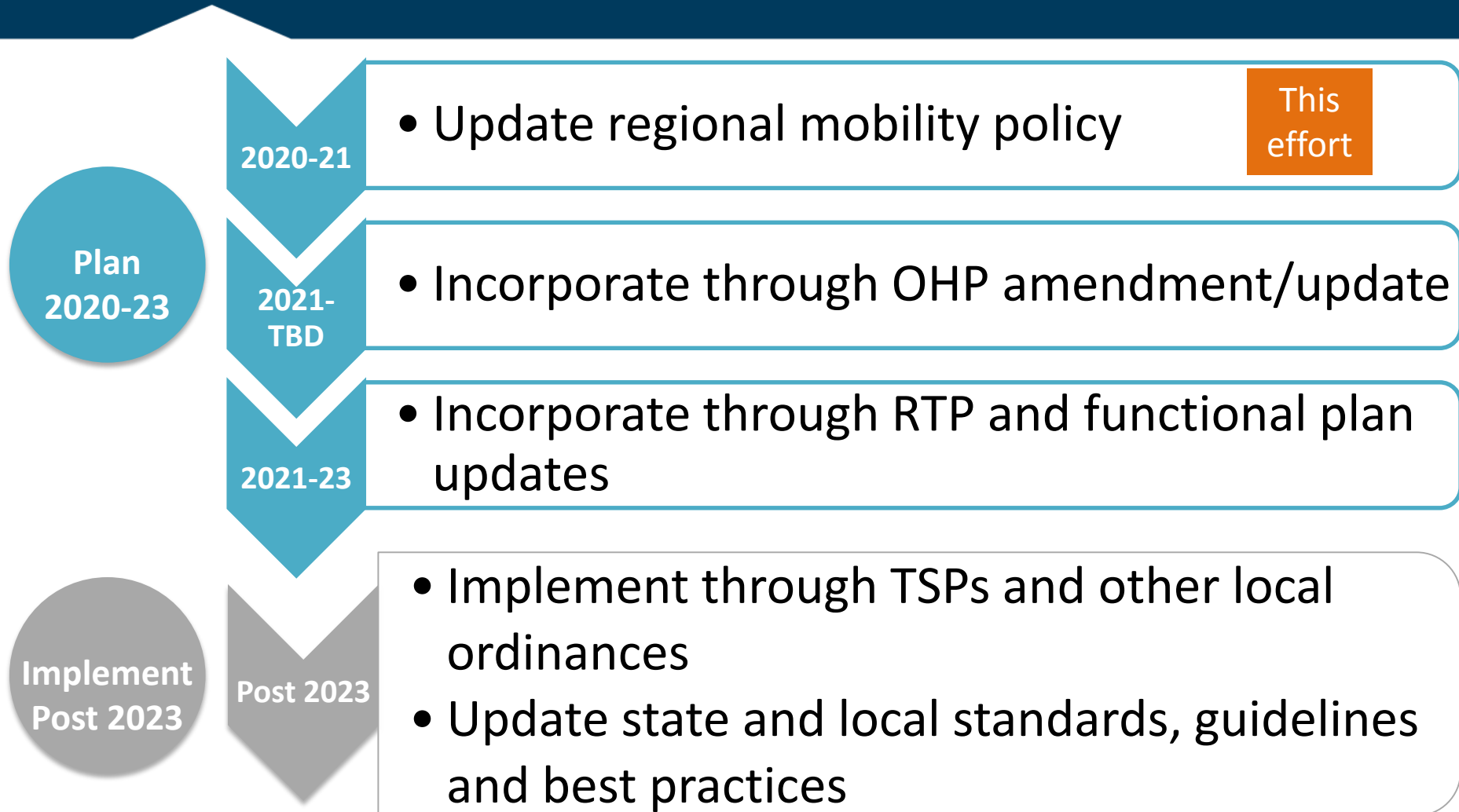
A mobility **measure** is a metric that is used to set targets and standards and to assess progress toward achieving the established targets and standards. Mobility is currently defined as a ratio of vehicle volume-to-capacity (v/c ratio).

The RTP defines **v/c-based targets** to implement the current mobility policy.

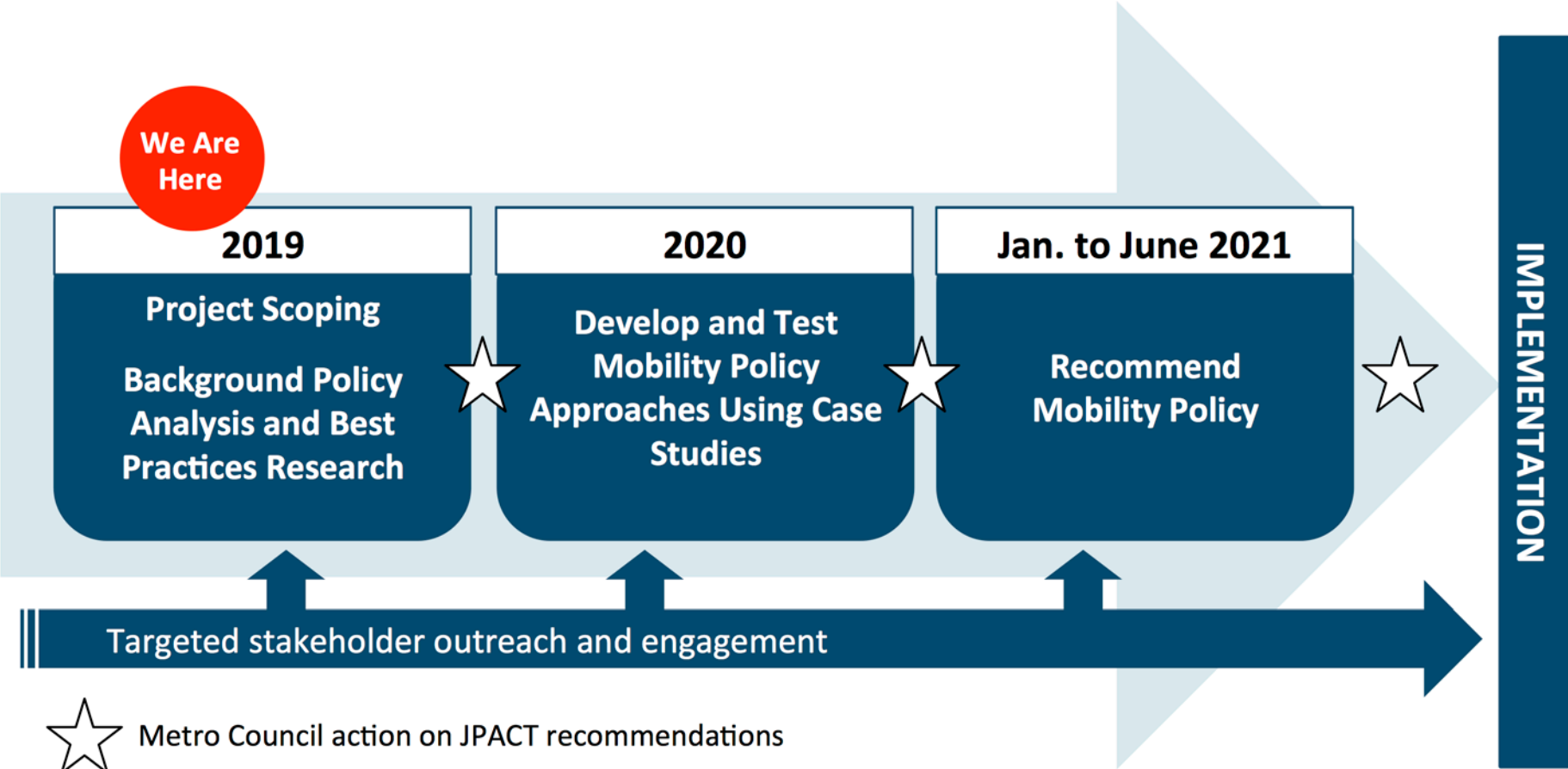
A mobility **standard** is a v/c-based threshold used to regulate plan amendments, mitigate development impacts and determine road design requirements at a local or project level.



# Where is this headed?



# Two-year timeline for updating our policy



# Purpose of mobility policy update

- **Update the mobility policy framework** in the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP)
- **Develop alternative mobility measures and targets** to guide the development of regional and local transportation system plans and the evaluation of plan amendments and zoning changes subject to the Transportation Planning Rule (TPR) -0060

*We are updating the way the region defines mobility and measures success*

# Mobility measures to explore



Vehicle miles traveled



Mode share



People and goods  
throughput



Trip length



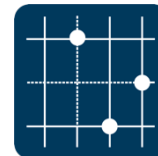
Access to jobs and  
destinations



Travel time and  
reliability



Vehicle hours  
traveled



System completeness

# Project partnerships and engagement



**Metro Council, JPACT and OTC**  
decision-making processes

**Existing regional technical**  
**advisory committees**

**Targeted outreach** to cities and  
counties through coordinating  
committees, business and freight  
associations, practitioners,  
developers, community-based  
organizations

# Scoping engagement activities

- TPAC and MTAC
- Coordinating committees and TACs
- Metro Council
- JPACT
- MPAC
- Stakeholder interviews
- Community leaders' discussion





# What we've heard...so far





# Next steps for 2019

**SUMMER**

**Stakeholder interviews and other outreach** to shape approach and desired outcomes for update

**AUG. 21**

**TPAC/MTAC workshop** to further shape approach and desired outcomes for update

**FALL**

**TREC/PSU background research**

**Project team finalizes work plan and engagement plan** for JPACT and Metro Council consideration

**NOV. – DEC.**

**JPACT and Council discussions/consider approval** of work plan and engagement plan

# JPACT feedback requested

Does JPACT have feedback on the draft project objectives in attachment 1?

How would you like to stay engaged throughout the process?



# Thank you!

**Kim Ellis, Metro**

[kim.ellis@oregonmetro.gov](mailto:kim.ellis@oregonmetro.gov)



**Lidwien Rahman, ODOT**

[lidwien.rahman@odot.state.or.us](mailto:lidwien.rahman@odot.state.or.us)







Metro

# Regional Congestion Pricing Study

*JPACT Presentation*

July 18, 2019

# Regional Congestion Pricing Study

## Project Overview

- Why are we doing this now?
- Preliminary scope, schedule, outcomes, relationship to other projects, partnerships
- Opportunities for input from JPACT
- Questions

# What is Congestion Pricing?

Congestion pricing is the use of a price mechanism (i.e. tolls, parking fees) to alert drivers to external costs of their trip

*Tool to:*

- Reduce traffic congestion and greenhouse gas emissions
- Change traveler behavior (shifting trip times, traveling less often, changing travel modes, carpooling, routes, etc.)

# Why now?

## Congestion is bad and getting worse

- 76% of our region thinks it is a serious problem
- 500,000 new residents in our region by 2040
- Vehicle hours of delay projected to increase by 120% from 2015 to 2027

How serious is traffic congestion in your area?

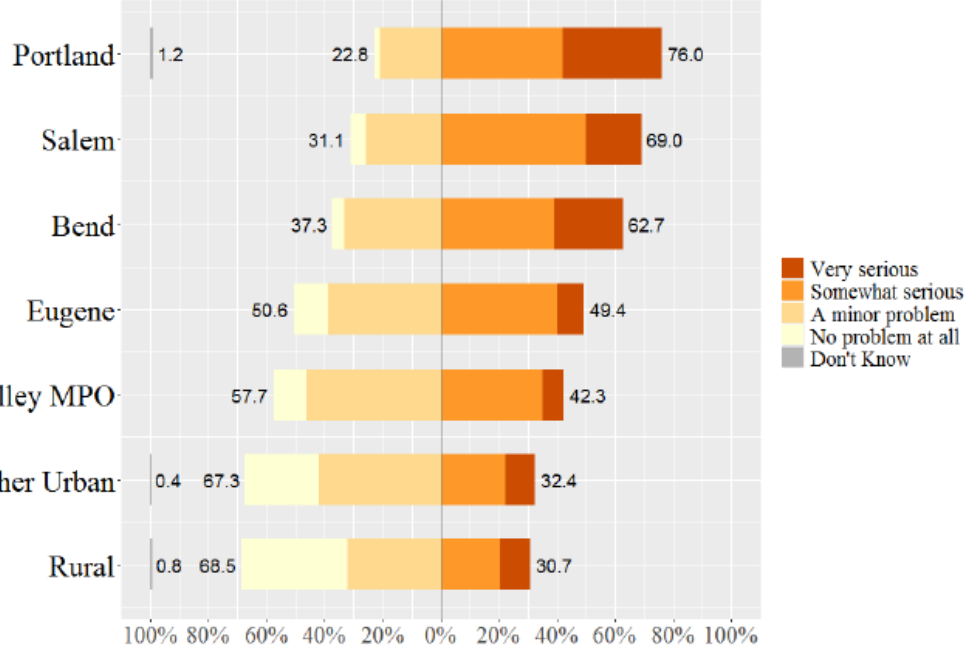
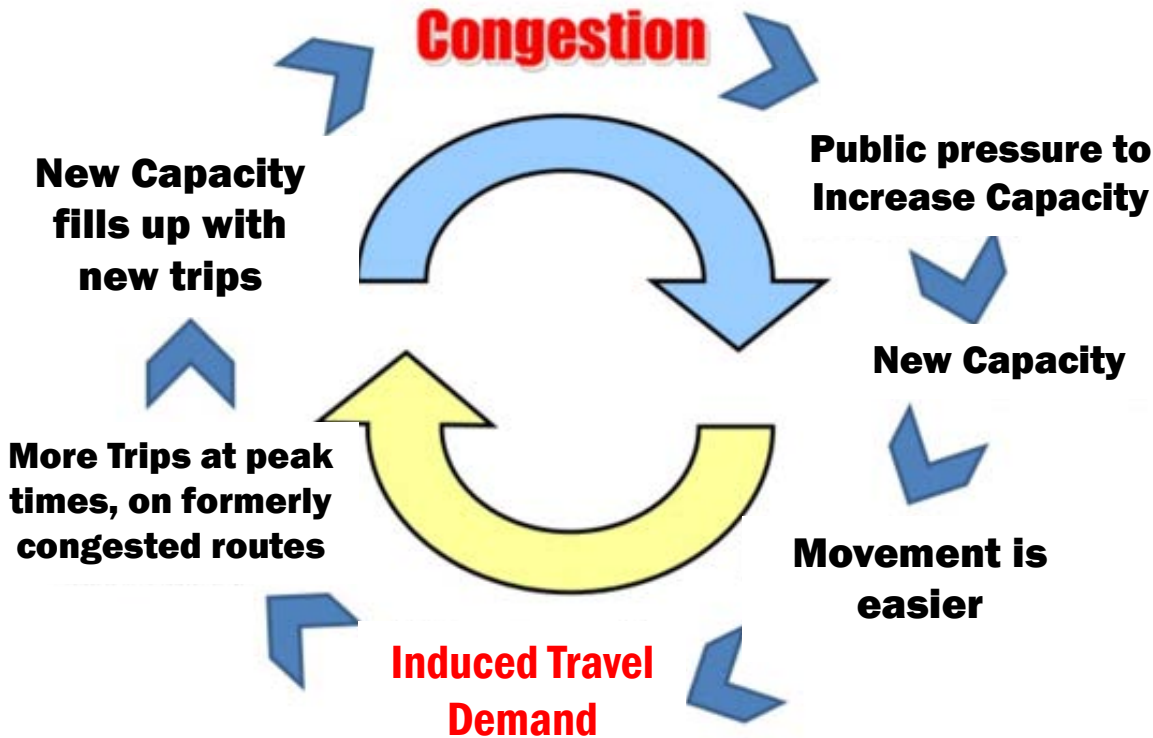


Figure 2.15: Seriousness of traffic congestion by area

# Why now?

- We can't build our way out of congestion
- Congestion pricing supports efficient use of infrastructure
- Transportation creates greenhouse gas emissions (40% in Oregon)
- Our current transportation system is inequitable



Vicious Loop of Traffic Congestion



# Planning Context

## Multiple plans identify the need

- *2010 RTP, TSMO Strategic Plan– 2010, Climate Smart Strategy – 2014 & Federal congestion management process*

## 2018 RTP & Metro Council prioritized a near-term comprehensive review of congestion pricing

- *Over \$15 billion in transportation investments need to be paired with travel demand efforts*



### 2018 Regional Transportation Plan

*A blueprint for the future of transportation  
in the greater Portland region*

Adopted December 6, 2018

[oregonmetro.gov/rtp](http://oregonmetro.gov/rtp)

# Coordination with Other Pricing Efforts

## City of Portland Pricing for Equitable Mobility

- Congested areas under City of Portland control

## ODOT Value Pricing

- I-5 and I-205 tolling project

## Metro

- Regional analysis



# Regional Congestion Pricing Study

## *RCPS Goal:*

*To understand how our region could use congestion pricing to manage traffic demand to meet climate goals without adversely impacting safety or equity.*

# Regional Congestion Pricing Study

Assess performance of congestion pricing tools from a wider perspective – modeling, research, and analysis

Technical analysis to answer big picture questions regarding:

- Most effective pricing tools
- Effects of different pricing tools
- How these tools perform in our region

# Evaluate technical feasibility and performance of 3-4 different pricing tools

Cordon: vehicles pay to enter/travel in a congested area

Vehicle Miles Traveled/Road User Charge: a charge based on how many miles are traveled

Roadway: a direct charge to use a specific roadway or specific roadways

Parking: charges to park in specific areas

# Congestion Pricing scenarios will be measured against the Region's 4 Priorities (RTP 2018)



**Equity-**  
Reduce disparity



**Climate Smart –**  
Reducing GHG  
emissions



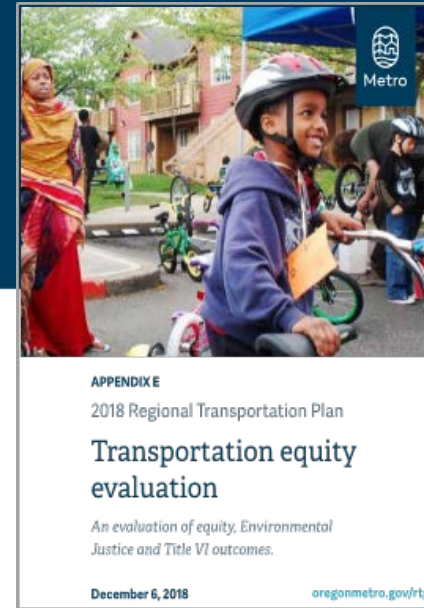
**Safety-**  
Getting to  
Vision Zero



**Congestion**

# Evaluation

1. Test for reducing congestion and GHG emissions
2. Review for potential impacts to equity and safety
3. Explore and model mitigations to address impacts
  - Increasing transit service in key areas
  - Adding pedestrian, bike, and transit infrastructure (2040 RTP Strategic investments)
  - Fee structures
  - Other?





# Strategic Advice

- Experts in congestion pricing programs and modeling will be hired to help us shape our study and evaluate results
- Findings and draft results will be reviewed by an expert panel
- Targeted stakeholder engagement

# Expected Outcomes

RCPS findings will:

- Inform future discussions on implementing congestion pricing and policy recommendations
- Outline next steps for evaluation and further study

# Regional Congestion Pricing Study Draft Timeline & Milestones

WE  
ARE  
HERE

July 2019

**Project Kickoff**

- Metro Council Work Session
- JPACT
- TPAC

August 2019

Hire Consultant

Define Pricing Scenarios Details

Fall 2019

Model and Analyze Pricing Scenarios

Winter-Spring 2020

Review First Round Modeling Results

- Metro Council
- JPACT
- TPAC

Expert Panel/Peer Review

Spring-Summer 2020

Modeling and Analysis of Refined/Modified Scenarios

Early 2021

Expert Panel/Pricing Symposium

Final report

- Metro Council
- JPACT
- TPAC

*\*Technical papers will be developed throughout the project. Topics may include: Items not studied, Model Results and Scenario Performance, Methodologies, Potential Impacts of Tools, Potential Mitigations, Areas for further analysis. Final Report will include recommendations for next steps.*



# Questions?

Are these the right pricing concepts to study?

What are regional considerations for pricing?

Other questions?



**oregonmetro.gov**

[elizabeth.mros-ohara@oregonmetro.gov](mailto:elizabeth.mros-ohara@oregonmetro.gov)

