



Meeting minutes

Meeting: **Metro Technical Advisory Committee (MTAC) and Transportation Policy Alternatives Committee (TPAC) workshop meeting**

Date/time: Wednesday, October 20, 2021 | 9:30 a.m. to noon

Place: Virtual conference meeting held via Zoom

Members, Alternates Attending

Tom Kloster, Chair
Karen Buehrig
Allison Boyd
Chris Deffebach
Lynda David
Eric Hesse
Dayna Webb
Jay Higgins
Don Odermott
Lewis Lem
Jamie Stasny
Steve Williams
Peter Hurley
Jaimie Lorenzini
Julia Hajduk
Glen Bolen
Jerry Andersen
Carol Chesarek
Ray Eck
Tom Armstrong
Colin Cooper
Anna Slatinsky
Laura Weigel
Anne Debbaut
Jeannine Rustad
Heather Koch
Nina Carlson
Tom Bouillion
Darci Rudzinski
Brittany Bagent
Brett Morgan
Andrea Hamberg
Jean Senechal Biggs
Kevin Cook
Ryan Makinster
Dr. Gerard Mildner

Affiliate

Metro
Clackamas County
Multnomah County
Washington County
SW Washington Regional Transportation Council
City of Portland
City of Oregon City and Cities of Clackamas County
City of Gresham and Cities of Multnomah County
City of Hillsboro and Cities of Washington County
Port of Portland
Clackamas County
Clackamas County
City of Portland
City of Happy Valley and Cities of Clackamas County
City of Sherwood and Cities of Washington County
Oregon Department of Transportation
Clackamas County Citizen
Multnomah County Citizen
Washington County Citizen
City of Portland
City of Hillsboro
City of Beaverton
City of Milwaukie
Department Land Conservation and Development
Tualatin Hills Park & Recreation District
North Clackamas Park & Recreation District
NW Natural
Port of Portland
Private Economic Development Organizations
Greater Portland, Inc.
1000 Friends of Oregon
Multnomah County Public Health & Urban Forum
City of Beaverton
Multnomah County
Home Builders Association of Metropolitan Portland
Portland State University

Guests Attending

Sarah Iannarone
Will Farley
Bob Kellett

Affiliate

The Street Trust
City of Lake Oswego
Portland Bureau of Transportation

Guests Attending

Chris Smith
Mike Foley
Barbara Fryer
Gabriela Giron Valderrama
Mara Gross
Molly McCormick
Randy Fischer
Lucia Ramirez
John Charles
Susie Wright
Briana Calhoun
Chris Lamm
Nick Fortey
Kari Schlosshauer
Mike McCarthy
Warren Schuyler
Fiona Lyon
Sara Wright

Affiliate

City of Cornelius
Portland Bureau of Transportation

Port of Portland
Oregon Department of Transportation

Kittelson & Associates
Fehr & Peers
Cambridge Systematics
Federal Highway Administration
Safe Routes to School National Partnership
City of Tualatin
City of Tigard
TriMet

Metro Staff Attending

Ted Leybold, Planning Resource Manager
John Mermin, Senior Transportation Planner
Kim Ellis, Principal Transportation Planner
Lake McTighe, Senior Transportation Planner
Ted Reid, Principal Transportation Planner
Eliot Rose, Tech Strategist & Planner
Alex Oreschak, Investment Planner
Marie Miller, TPAC & MTAC Recorder

Cindy Pederson, Research Center Manager
Grace Cho, Senior Transportation Planner
Caleb Winter, Senior Transportation Planner
Dan Kaempff, Principal Transportation Planner
Tim Collins, Principal Transportation Planner
Matthew Hampton, Senior Transportation Planner
Molly Cooney-Mesker, Communications

Call meeting to order, introductions and committee updates (Chair Kloster)

Chair Tom Kloster called the workshop meeting to order at 9:30 a.m. Introductions were made. The meeting format held in Zoom with chat area for shared links and comments, screen name editing, mute/unmute, and hands raised for being called on for questions/comments were among the logistics reviewed.

Chair Kloster noted the statewide climate rulemaking process underway that was initiated by the Governor’s directive. Metro and partners in the region have been meeting with the Department of Land Conservation and Development (DLCD) on implications to land use and transportation with these proposed rule changes, building on past Climate Strategy plans. On Dec. 15 there will be a MTAC/TPAC workshop that provides the rollout of the draft rules with more feedback given to staff. Final adoption of the rules is expected next spring.

Kim Ellis, Metro provided a link to the Climate Friendly Equitable Communities website and information on the Nov. 5 RAC meeting materials: <https://www.oregon.gov/lcd/LAR/Pages/CFEC.aspx> In addition, DLCD will be hosting a community conversation session for the Portland area on Oct. 28 from 11-12:30 p.m. Registration for this is included in the link shared. For more information contact Chair Kloster or Kim Ellis.

Caleb Winter, Metro reminded the committees of the public comment period that ends Oct. 25 on the 2021 Regional Transportation System Management and Operations strategy (TSMO) draft. Appreciation was shared for comments received thus far. The link to add comments was shared in the chat area.

Public Communications on Agenda Items – none provided

Consideration of MTAC/TPAC workshop summary of June 23, 2021 – no edits or corrections

Regional Freight Delay and Commodities Movement Study (Tim Collins, Metro and Chris Lamm, Cambridge Systematics) Tim Collins and Chris Lamm presented information on the Regional Freight Delay and Commodities Movement Study developed as part of the 2018 Regional Freight Strategy, with a top priority in Regional Freight Strategy Action Plan. The purpose of the study is to evaluate the level and value of commodity movement on the regional freight network, and includes a policy framework for commodity movement in the region; with a history of how COVID-19 economic impacts have effected freight truck travel, e-commerce and delivery services.

The objectives from the study were described.

- Identify which mobility corridors are carrying the highest volumes and highest values of commodities
- Explore how increases in e-commerce are impacting the transportation system and regional economy
- Examine how congestion and unreliability on the regional transportation system impacts commodity movement
- Make recommendations for future regional policy and planning efforts to improve commodity movement; while addressing equity, safety and climate when applicable

Consultant Project Manager Chris Lamm with Cambridge Systematics was introduced. The committee was reminded this is a federally funded study with \$200,000 of the Regional Flexible Fund Allocation (RFFA) for freight planning. Metro is now certified to manage their own federal funded projects and studies, and will handle procurement with this study.

Task one of the study was completed; selecting a Project Management Team (PMT) consisting of representatives from ODOT, WSDOT, PBOT, the 3 counties, Port of Portland, SWRTC and Port of Vancouver. Task two is underway currently; selecting a Stakeholder Advisory Committee (SAC) with representatives from trucking and rail industries, marine and air freight operations, electronics, manufacturing, e-commerce and delivery services, and community members that would represent environmental, equity and safety concerns. Members of the Stakeholder Advisory Committee were acknowledged.

Further tasks with the study included Task Three: Policy Framework. Task 4: Regional Freight Modeling Work and Measures. Task 5: Growth Trends in E-commerce and Delivery Services (includes logistics solutions and Covid-19 impacts on ecommerce and delivery services). Task 6: Policy Findings and Recommendations, and Task 7: Final Report and Presentations. The next steps in the study is complete refinement of the Regional Freight Model, PMT and SAC meetings starting in mid-December, and updates to the committees starting in January 2022.

Comments from the committees:

- Gerald Mildner noted that as a proxy or a contact for the logistics firms, you might contact industrial property developers. For example, Sean Colleta, Pro-Logis; Greg Specht, Specht Development; Kirk Olsen, Trammel Crow; Kelly Ross, NAIOP. It was asked what feedback in this study involved land use planning. Specifically, the documented shortage of industrial land and Metro's decision not to expand industrial use boundaries, yet e-commerce is actually increasing demand forcing developers moving further away to find industrial sites. What specifically is the transportation and land use connection with this study? Mr. Collins noted this issue was outside the limited scope of the study. However, industrial land use supply and demand is good feedback for our land use planners and appreciated the feedback.
- Steve Williams noted not seeing railroad representation on the advisory committees. Mr. Collins noted outreach to the rail companies are still taking place and agreed having their input on the study would be advantageous.
- It was asked if the Freight model was the same as the Regional Travel Demand model. Mr. Collins confirmed this with the same network and zones being used. It would follow the base cases and financially constrained scenarios in the RTP. Asked if regional governments would have the results from modeling shared, given the next TSP updated forecasting for specific freight routes, it was confirmed the results out of the model would be shared approaching task 4 and more time with Metro's modelers available for information.
- It was asked if the study incorporated freight destinations outside the Metro region. Mr. Collins confirmed this was built into the model including information from National Freight Network data. It was also confirmed that lumber and wood product industries are included in the list of commodities for the freight study.
- Nick Fortey noted that given "freight centrality" of the Portland region, how this will inform statewide freight plan scheduled for update next year. Changes in e-commerce will impact statewide freight plans. How does this interplay with Metro's study? Mr. Collins noted a presentation planned soon at the Oregon Freight Advisory Committee and coordination with OPAC. Plan updates at state and regional levels are being reviewed.
- Eric Hesse asked that given the recent Regional Congestion Pricing Study, was this incorporated in the scope of the Freight study with lessons learned moving forward. Mr. Collins noted freight pricing with congestion would be evaluated and feed into the RTP update, including analysis and financial revenue forecasts.
- Chris Deffebach noted that bringing the findings to the committees for discussion prior to developing recommendations and finalizing the report would be appreciated.

Regional Mobility Policy Update: case study analysis (Kim Ellis, Metro, Glen Bolen, ODOT, and Susie Wright, Kittelson & Associates) Kim Ellis provided the purpose and background of the Regional Mobility Policy update. The mobility policy guides the development of regional and local transportation plans and studies, and the evaluation of potential impacts of plan amendments and zoning changes on the transportation system.

The goal of this update is to better align the policy and measures with shared regional values, goals, and desired outcomes identified in Metro's Regional Transportation Plan (RTP) and 2040 Growth Concept as well as with local and state goals, and define expectations about mobility by travel mode, land use context, and roadway functional classification.

Six key elements identified as integral to achieving the region's desired mobility outcomes were developed with input from project stakeholders and through workshops with the TPAC and MTAC in fall 2020; equity, access, efficiency, reliability, safety and options. The 38 measures identified through a review of best practices led to the 12 most promising. These 12 measures were advanced for further evaluation and testing through case studies. The aim of this approach is to reveal the implications of different measures, allowing policymakers and practitioners to select the ones that will capture progress and areas for improvement most clearly.

To determine which performance measures to advance for further consideration, the study team needed to answer three major questions.

Question 1: Which performance measures best support the region's desired mobility outcomes?

Summary:

- **Equity:** All measures that can be evaluated and compared for different geographic areas such as Equity Focus Areas (EFA) vs non-Equity Focus Areas can be used to advance equity through the planning and project prioritization process. This includes all the measures being evaluated, depending on how they are applied. Measures that further help plan and prioritize a multimodal system, not a system for people that own or travel in vehicles only, further enhance equity if still comparing outcomes for EFAs and non-EFAs
- **Multimodal measures:** Best suited to evaluating and enhancing people's access to destinations and opportunity, improving safety for all travelers and ensuring travel options are available.
- **Vehicle-focused measures:** The vehicle focused measures are the only measures that address the mobility outcome related to reliability.
- **VMT/Capita:** A vehicle-focused measure that if used for planning and project prioritization has positive impacts on accessibility, efficiency, safety, and travel options.

Question 2: Which performance measures best meet the region's technical needs?

Summary:

The evaluation criteria cover a wide variety of desires that may be addressed by a combination of measures. Each measure must be technically feasible (potentially with addition of new data or tools) and legally defensible.

V/C Ratio: As the current measure, it meets all technical needs but has negative impacts on some of the desired mobility policy elements when applied in practice. Solutions that improve the v/c-ratio often have negative impacts on people walking, biking and accessing transit which are more efficient modes and necessary to support a compact, urban environment. Peak hour v/c-based standards are frequently a barrier to implementing planned land uses if the standard cannot be met and is implemented by local agencies during development review.

Legal Defensibility: In evaluating the legal defensibility of a specific measure, two criteria were applied: 1) Can the measure be quantified so that a standard can be set, tied to a factual basis, and can it be applied objectively and consistently in most circumstances? 2) Once set as a standard or target, can the measure be used to describe incremental changes or impacts resulting from a proposed plan amendment?

Question 3: Which performance measures work best for different planning applications?

Focusing in on the applications related to system planning and evaluating plan amendments, the project team looked at the measures' usability for the following specific applications:

System Planning

Plan Amendments

-
- Applying a Target to Identify Needs and Develop a Plan
 - Setting a Standard based on a Plan
 - Show measurable impact
 - Identify mitigations if the standard is exceeded

What we want to learn from the case studies:

Equity Focus Areas

- Can we compare outcomes between EFAs and non-EFAs?

Sensitivity to land use changes

- How sensitive is the measure to changes in land use? If not sensitive, how could the measure be applied in plan amendments?

Policy elements

- What minimum group of measures cover all mobility policy elements and applications?

Planning impacts

- Would different needs or deficiencies have been identified in the planning process? (Example: would identified areas of congestion have been different?)

Policy insights

- Examples for how different sets of measures could be applied

Technical feasibility insights

- May have recommendations for data sets or tools to invest in

The presentation concluded with next steps outlined to complete the analysis by the end of Dec. 2021, and from Jan. through June, 2022 complete analysis, report additional findings from case studies, recommend measures, and develop and recommend policy for public review and consideration by policymakers.

Comments from the committee:

- Steve Williams noted the pedestrian crossing index, and asked how roads with long distance between crossings planned for access control measures to improve vehicle mobility could be addressed regarding pedestrian design concepts and impacts with costs. Ms. Wright noted there are target spacing for different types of facilities currently in plans addressing access to designations. They are trying to identify these for applying to system planning. Ms. Ellis added the RTP addresses crossing in policy programs and recent state level street map data sets can provide crossing planning. Addressing conflicts with different modes of travel, policies with different measures will vary in how applied.
- Don Odermott noted that performance measures should focus on solutions that improve walkability and other safety factors with mobility as a whole. Traffic impacts and design assessments to implement can have tools used in a smart way.
- Mike McCarthy noted we are hearing from our citizens about vehicle delays and lack of capacity to expand. There is concern developers are allowed methods to get around the system with standards now set. Ms. Wright noted the study capabilities limitations, but would work to develop fair assessments with development reviews. Ms. Ellis noted the estimated outcomes in the study be clear with tools and data applied, and future work planned.
- Eric Hesse noted the concerns with other factors in corridor planning, and how assessments on outcomes relating to region and/or local areas are challenging for multimodal travel.

Questions on how specific to standards will be tied to outcomes and the need for future discussions to develop them. Ms. Ellis agreed that more material will come from the case studies and presented to committees for input.

- Chris Deffebach congratulated the team on an amazing job with a complex topic. It was asked how evaluating congestion measures on corridors would differ from needs on arterials, given freeway speeds and peak times of travel, while local arterials may have different needs. Ms. Ellis agreed the standards of measures is expected to address specific roadways. The study is exploring these measurements.
- Gerald Mildner noted that access to destinations for jobs is critical to understanding equity. It was surprising to see all modes identified this way, given that 85% of people get to work by car, and lower real estate market areas in lower income areas have the least accessibility to transit. It was asked if the study was weighted by modes in terms of how they are actually used. Ms. Wright noted that each mode has a different travel measurement set measured in 20-30 minutes times. Improvements to bike and pedestrian modes with access to transit should achieve higher mobility equity accessibility.

Scoping Kick-off for 2023 Regional Transportation Plan Update (Kim Ellis, Metro) – not presented

Emerging Transportation Trends (Eliot Rose, Metro and Briana Calhoun, Fehr and Peers) Mr. Rose provided information on the Emerging Transportation Trends study with the goals of developing common understanding of changes that we've all been experiencing individually, identifying potential changes to policy and analysis to consider during the 2023 RTP update, and setting the stage for other emerging trends work.

It was noted that transportation trends are changes that will continue to impact the region in the future, have a measurable effect on how people travel, and are supported by existing research. This study focuses on the trends that have the greatest potential impact on the region's people and its values. The committee was reminded of the influence of media and personal affect with decisions during time of changes.

The pandemic highly widened the gaps for BIPOC and low-income people:

- Black and Latinx Americans are 2x as likely to be hospitalized and 3x as likely to die due to COVID as White Americans.
- Latinxs are 11% of our region's population, but account for 22% of COVID cases.
- Low-income students experienced 80% greater learning loss due to the pandemic than the average student.
- Only 44% of lower-income Americans say that they can work from home, vs. 76% of upper-income Americans.
- 33% of Asian immigrants report experiencing more discrimination since the pandemic began.

Graphics showing the changes in transportation since the pandemic began showed trip mode changes, increase in telework, the reliability on transit for low-income people, annual growth in e-commerce sales, increased traffic deaths, recreational bicycling in cities, and increased purchases of electric vehicles and e-bikes.

Briana Calhoun presented information on racism and economic disparities. The racism and economic disparities from the pandemic will continue to affect people. People of color will feel even less safe in public than before because of increased concerns about racist policing and pandemic-era anti-Asian racism. Research and community outreach will explore who is impacted by each trend.

Shifts in travel behavior seen during the pandemic will continue post-pandemic. These shifts are related to a post-pandemic high rate of telework and increase in ecommerce. Transit ridership will take several years longer than automobile traffic to return to pre-pandemic levels. It was asked, does transit planning and regional planning need to shift to accommodate long term changes in ridership and how can we speed up recovery?

More trends noted were concerns with using shared modes and transit may drive higher car ownership but is also an opportunity to increase bicycle trips. Electric vehicles and e-bikes will be increasingly affordable, have longer ranges, and be easier to use. Autonomous vehicle adoption will occur more rapidly with increased demand for AV delivery. Agencies will face pandemic recovery with limited resources and outdated processes. The increase in severe and fatal crashes seen during the pandemic will continue into recovery. Demand for parking and passenger loading curb space will increase in suburban areas and decrease in urban areas.

Comments from the committee:

- Lewis Lem noted commercial empty storefronts more commonplace since the pandemic began and driver pattern changes to e-commerce. It was suggested these changes may take a while to form new patterns and to think of the impact with small businesses and the economy.
- Don Odermott appreciated the presentation and data. The route of choice for freeways over arterials presently reflected what is being seen across the region. Telework patterns will be a key trend to track. It was suggested that those working from home but meeting in office during the day accounted for midday travel increases.
- Eric Hesse suggested to focus on the intersections and impacts of the themes in the RTP and where the data will lead to solutions and accurate trend tracking. With shifting trends and data quickly becoming outdated, it's important to closely monitor for future planning.
- Glen Bolen noted a recent New York Times article on TNCs impacts to travel changes. The link to the article: <https://www.nytimes.com/2021/10/17/opinion/uber-lyft.html> Asked for clarification by Mr. Rose about a "TNC bubble are you thinking about a bubble in trips or a bubble in prices? Mr. Bolen noted that we may see fewer drivers in the future if they have to charge prices that aren't subsidized by venture capital.
- Karen Buehrig noted the presentation was very informative. Regarding the demand for parking and curbside loading areas, it was suggested this is more tied to land use trends with implications to transit that may be incorrectly categorized. Dropping this trend from the list for further consideration would help narrow the list to 10 desired.
- Gerald Mildner suggested the lower income groups with transit routes may be tied to continued employment done from home, not accessibility. Increase car purchasing and higher income could lead transit ridership to stay lower. Policy issues overshadow many of the trends with carbon taxes/pricing and congestion. All will impact travel accessibility and behaviors.
- Heather Koch was curious how we look at the way these trends may be linked to different trip lengths and how that impacts mode shifts. Mr. Rose noted that he didn't talk about the

outputs of this work in much depth. We want this work to inform the RTP projects and policies directly, but we also want to update our model to account for changes in trips and modes and reflect the "new normal."

- Nina Carlson was curious to see what the freight haulers are saying about their routes. Mr. Rose noted he'd be working with Tim Collins Freight group on input and welcomed other information from the committee.
- Peter Hurley shared another link on TNC impacts:
<https://www.marketplace.org/2021/09/24/how-ride-hailing-accelerates-climate-change/>
- Don Odermott noted to Karen's point about service sector jobs relocating out of downtown Portland, I'm reminded of Standard Insurance pulling their staff out of downtown Portland a few years back and expanding their presence in Tanasbourne part of NE Hillsboro. Their staff revolted when they realized the poor level of transit availability in the suburban areas compared to downtown Portland core.
- Eric Hesse noted we need to keep balancing a more up to date sense of "what's happening out there" using additional sources of quantitative data with continuing real-time input from community about what they are experiencing and how those qualitative sources of knowing are also valued and incorporated into how we continue to plan and respond to these changes.
- Lewis Lem noted I think there was some discussion of lower income residents moving to the suburbs as a result of central city gentrification on a longer term trend prior to COVID - 19. So I am wondering if this longer term trend has been affecting central city focused transit line usage.
- Mr. Rose acknowledged trips to downtown Portland are down more than other major cities, but no significant changes in office spaces increases yet. The study of trends will focus on short term trends now, but expect to feed into land use issues as well as transportation issues in the longer term.

Adjournment (Chair Kloster)

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

Respectfully submitted,



Marie Miller, MTAC and TPAC Recorder

Attachments to the Public Record, MTAC and TPAC workshop meeting, October 20, 2021

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	10/20/2021	10/20/2021 MTAC and TPAC workshop meeting agenda	102021M-01
2	Work Program	10/8/2021	MTAC Work Program as of 10/8/2021	102021M-02
3	Work Program	10/8/2021	TPAC Work Program as of 10/8/2021	102021M-03
4	Draft minutes	6/23/2021	Draft minutes from MTAC/TPAC June 23, 2021 workshop	102021M-04
5	Report	October 2021	Regional Mobility Policy Update	102021M-05
6	Memo	10/12/2021	To: TPAC, MTAC members and interested parties From: Kim Ellis, Principal Transportation Planner RE: 2023 Regional Transportation Plan (RTP) Update – Kick-off Scoping Process	102021M-06
7	Presentation	10/20/2021	2023 Regional Transportation Plan update	102021M-07
8	Memo	10/12/2021	TO: Eliot Rose, Metro From: Cadell Chand, Briana Calhoun, and Anjum Bawa; Fehr & Peers RE: Metro Emerging Trends Background Research Task 1.1	102021M-08
9	Presentation	10/20/2021	Regional Freight Delay and Commodities Movement Study	102021M-09
10	Presentation	1020/2021	Regional mobility policy update	102021M-10
11	Presentation	1020/2021	Emerging transportation trends study	102021M-11