



600 NE Grand Ave.
Portland, OR 97232-2736

Joint Policy Advisory Committee on Transportation (JPACT) agenda

Thursday, September 16, 2021

7:30 AM

<https://zoom.us/j/91720995437>

1. Call to Order, Declaration of a Quorum & Introductions (7:30 AM)

Please note: To limit the spread of COVID-19, Metro Regional Center is now closed to the public. This meeting will be held electronically. You can join the meeting on your computer or other device by using this link: <https://zoom.us/j/91720995437> or by calling +1 917 2099 5437 or 888 475 4499 (toll free).

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2. Public Communications (7:35 AM)

Public comment may be submitted in writing and will also be heard by electronic communication (video conference or telephone). Written comments should be submitted electronically by emailing legislativecoordinator@oregonmetro.gov. Written comments received by 4:00 pm on the Wednesday before the meeting will be provided to the committee prior to the meeting.

Those wishing to testify orally are encouraged to sign up in advance by either: (a) contacting the legislative coordinator by phone at 503-797-1916 and providing your name and the item on which you wish to testify; or (b) registering by email by sending your name and the item on which you wish to testify to legislativecoordinator@oregonmetro.gov. Those requesting to comment during the meeting can do so by using the "Raise Hand" feature in Zoom or emailing the legislative coordinator at legislativecoordinator@oregonmetro.gov. Individuals will have three minutes to testify unless otherwise stated at the meeting.

3. Updates from the Chair (7:40 AM)

4. Consent Agenda (7:45 AM)

- 4.1 Consideration of the August 19, 2021 JPACT Minutes

[COM](#)
[21-0470](#)

Attachments: [August 19, 2021 JPACT Minutes](#)

5. Action Items (7:50 AM)

- 5.1 Resolution No. 21-5179 For the Purpose of Accepting the Findings and Recommendation in the Regional Congestion Pricing Study (7:50 AM) [COM](#)
[21-0466](#)

Presenter(s): Margi Bradway, Metro
Alex Oreschak, Metro

Attachments: [RCPS Memo to JPACT](#)
[Attachment 1-RCPS Final Report](#)
[Attachment 2-Overview of RCPS Process and Next Steps](#)
[Attachment 3-Resolution 21-5179](#)
[Attachement 4-Staff Report](#)

6. Information/Discussion Items (8:00 AM)

- 6.1 HB 3055 overview (8:00 AM)

Presenter(s): Anneliese Koehler, Metro
Clackamas County, Washington County, City of Portland Partners

- 6.2 Progress on our Regional Traffic Safety goals - update (8:30 AM) [COM](#)
[21-0469](#)

Presenter(s): Lake McTighe, Metro

Attachments: [Safety Memo & Progress Report](#)

7. Updates from JPACT Members (9:25 AM)

8. Adjourn (9:30 AM)

Upcoming JPACT Meetings

October 21, 2021

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានការបណ្តឹងរើសអើងសូមចូលទៅកាន់គេហទំព័រ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលការមតិរបស់លោកអ្នក ។

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2021 JPACT Work Program

As of 09/9/21

Items in italics are tentative

<p><u>September 16, 2021</u> <i>-start of 2 hr. meeting</i></p> <ul style="list-style-type: none"> • Congestion Pricing- ACTION (Elizabeth Mros-O'Hara, 10 min) • Legislative Update (Anneliese Koehler, Metro; ClackCo, WashCo, City of Portland Partners; 20 min) • Progress on our Regional Traffic Safety goals – update (35 min. Lake McTighe) 	<p><u>October 21, 2021</u> <i>2 hr. meeting</i></p> <ul style="list-style-type: none"> • ODOT Tolling Update (Lucinda Broussard, ODOT; 30 min - <i>tentative</i>) • 2023 Regional Transportation Plan Update Work Plan – Kick-off Scoping Phase (30 min, Kim Ellis) • Emerging Transportation Trends – update (20 min., Eliot Rose)
<p><u>November 18, 2021</u> <i>2 hr. meeting</i></p> <ul style="list-style-type: none"> • Regional Mobility Policy Update – Introduce Case Study Findings (40 min, Kim Ellis and ODOT staff) • TSMO Strategic Plan update- ACTION TO ADOPT (Caleb Winter, Metro; 30 min) • Freight Commodity Study – (30 min, Tim Collins) 	<p><u>December 16, 2021</u> <i>2 hr. meeting</i></p> <ul style="list-style-type: none"> • Regional Mobility Policy Update – Discuss Case Study Findings and Recommendations for Updating Policy (30 min., Kim Ellis and ODOT staff) • Boone Bridge- action • 2023 Regional Transportation Plan Update Work Plan Discussion (30 min, Kim Ellis)

Parking Lot:

- *Hwy 26/Westside Transportation Study – briefing (20 min, Matt Bihn & ODOT)*
- *TV Highway Corridor Study – briefing (30 min, Eryn Kehe)*
Enhanced Transit Corridor (20 min, Matt Bihn)

**4.1 Consideration of the August 19, 2021 JPACT
Minutes**

Consent Agenda

Joint Policy Advisory Committee on Transportation
Thursday, September 16, 2021



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

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT)
Meeting Minutes
August 19, 2021
Metro Regional Center, Council Chamber

MEMBERS PRESENT

Shirley Craddick (Chair)
Juan Carlos González
Christine Lewis
Nafisa Fai
Paul Savas
Travis Stovall
Steve Callaway
Kathy Hyzy
Rian Windsheimer
Sam Desue
Nina DeConcini
Carley Francis
Anne McEnerney-Ogle
Temple Lentz

AFFILIATION

Metro Council
Metro Council
Metro Council
Washington County
Clackamas County
Cities of Multnomah County
Cities of Washington County
Cities of Clackamas County
Oregon Department of Transportation
TriMet
Oregon Department of Environmental Quality
Washington State Department of Transportation
City of Vancouver
Clark County

MEMBERS EXCUSED

Jessica Vega Pederson
Jo Ann Hardesty
Curtis Robinhold

AFFILIATION

Multnomah County
City of Portland
Port of Portland

ALTERNATES PRESENT

Chris Ford
Jamie Kranz
JC Vannatta
Jef Dalin
Scott Langer
Ty Stober

AFFILIATION

Oregon Department of Transportation
Cities of Multnomah County
TriMet
Cities of Washinton County
Washington State Department of Transportation
City of Vancouver

OTHERS PRESENT: Allison Boyd, Bob Kellet, Brenda Bartlett, Brian Mondberg, Christina D, Dave Roth, Don Odermott, Erin Doyle, Glen Bolen, Grace Cho, Hendrik, Jaimie Lorenzini, Jamie Stasny, Jeff Gudman, Jeff Owen, Jennifer John, Julia Hajduk, Katherine Kelly, Kim McMillan, Mark Ottenad, Matt Ransom, Matthew, Mark Gamba, Mike Bezner, Monica Tellez-Fowler, Omar Jaff, Sarah Iannarone, Stephen Roberts, Tom

Markgraf, Zachary Lindahl

STAFF: Alex Oreschak, Andre Bealer, Caleb Winter, Dan Kaempff, Elizabeth Mros-O'Hara, John Mermin, Kim Ellis, Lake McTighe, Lisa Hunrichs, Matt Bihn, Noel Mickelberry, Ted Leybold, Tom Kloster, Tyler Frisbee, Margi Bradway, Carrie MacLaren, Connor Ayers, and Jaye Cromwell

1. CALL TO ORDER AND DECLARATION OF A QUORUM

JPACT Chair Shirley Craddick called the virtual zoom meeting to order at 7:30 am.

Chair Craddick provided instructions on how to properly participate in the virtual meeting and called the role.

2. PUBLIC COMMUNICATION ON AGENDA ITEMS

There were none.

3. UPDATES FROM THE CHAIR

Chair Craddick reminded members that starting next month, JPACT meetings would last two hours, from 7:30 a.m. to 9:30 a.m.

Chair Craddick asked Metro Staff Margi Bradway to read the names of those that have died in traffic accidents in Clackamas, Multnomah, and Washington Counties.

Ms. Bradway shared the names and ages of victims during the month of April:

Max Denning Chapman, 36, Dustin Armogeda, 33, Kyle Neil Hansen, Emilia Barajas, 65, Mark Ray Trice, 43, Jeremy Hudson, 46, Michael L. Bute, 34, Michael Gazley-Romney, 31, and six unknown persons.

4. CONSENT AGENDA

MOTION: Mayor Steve Callaway moved to approve the consent agenda. Mayor Anne McEnery-Ogle seconded the motion.

ACTION: With all in favor, motion passed.

5. INFORMATION AND DISCUSSION ITEMS

5.1 Regional Congestion Pricing Study – Final Report & Discussion

Chair Craddick reminded members that at the last meeting they had requested more time to discuss the Regional Congestion Pricing Study. The item today is just a discussion with no amendments or actions being taken. Chair Craddick introduced Metro Staff Margi Bradway and Elizabeth Mros-O'Hara to begin the discussion.

Key elements of the presentation included:

Ms. Bradway reminded members that at last month's JPACT meeting the resolution was to do further policy development in the 2023 Regional Transportation Plan. She acknowledged that members wanted to make sure there was enough time to do the policy development for the 2023 RTP and that there was a desire for more discussion, which there is time for at next month's meeting as well.

Ms. Mros-O'Hara shared the timeline for policy development in the 2023 RTP and when TPAC and JPACT would be able to provide input. She then opened up the meeting for discussion.

Member discussion included:

Commissioner Paul Savas expressed appreciation for the memo and raised the issue of conducting further study to more fully understand the impacts of congestion pricing. He noted that studies on the impacts of tolling on stretches of I5 and I205 are felt across the region. He expressed concern that the RCPS does not have enough detail to certain areas like Clackamas County. He pointed out that the study found that there are significant impacts of congestion pricing that affect the entire region and would like to have a greater understanding of the complexities created by it, especially in areas that were not looked at in as much detail. He advocated for having more policy and analysis around the revenue that would be created by certain strategies like VMT.

Chair Craddick thanked Commissioner Savas and he added that he would like to have more input to the guiding principles of the project.

Mayor McEnery-Ogle suggested that staff walk through the recommended considerations put forward by the study. She also proposed that the Oregon Department of Transportation could do more detailed local analysis of congestion pricing.

Mayor Callaway noted that the study looks at small parts of the region with the

assumption that other areas are fine. He suggested taking a broader look at the entire region. He brought up the history of highways being built over communities that are discriminated against, and expressed concern about diversion from congestion pricing pushing more cars to drive through those same neighborhoods. He suggested looking more closely at the relationship between tolling and diversion through an equity lens. He noted that another equity concern is the distance that some people will have to drive and would like to see a way to protect lower income people. He proposed having more public input.

Ms. Bradway thanked Mayor McEnerny-Ogle and Mayor Callaway for the comments. She noted that some of the recommended considerations were specifically for jurisdictions that have tolling authority.

Ms. Mros-O'Hara reviewed the recommended considerations of the study.

Commissioner Savas commented that it makes sense to look at congestion pricing from a regional perspective. He emphasized that a greater level of study is still needed and expressed hope for continuing to build on the study. He asked why the report was labeled as "final" and if this closed the door on further study.

Ms. Bradway answered that the resolution with the report says that studies on the subject are not done. The current report is one space in time that acts as a foundation to do further policy development work.

Commissioner Savas asked why ODOT should do the study over Metro and JPACT. He noted that while ODOT may have a lot of resources, they are not responsible for much of the reason and so it seems that the study should be with Metro and JPACT.

Ms. Bradway answered that as a federal entity and Metropolitan Planning Organization part of Metro's role is to do policy planning and research. Metro's partners are seen as having the role of implementation. She noted that ODOT and Metro coordinate closely with each other.

Mr. Rian Windsheimer agreed that the level of analysis of the study could be more detailed, but that it still provides good indicators for the region's policy. He emphasized the need for coordination between Metro and ODOT. He encouraged engagement and outreach on various projects. He noted that there may be some concern among MPAC members of setting policy before doing engagement.

In the chat Commissioner Savas asked if there was an opportunity for the Region 1

Area Commission on Transportation to provide policy guidance.

In the chat Mr. Windsheimer answered that the R1 ACT would provide input as part of the policy and project development for tolling.

Councilor Christine Lewis noted that JPACT has the ability to set the RTP agenda as the 2023 RTP is prepared for. She stated that she would prefer to use the work “requirement” so that in the future if a project does not meet the considerations being put forth, JPACT could have them try again.

Mayor McErnery-Ogle commented that she would like to see consistency across the region. The policies developed through the RTP update could address how analysis happens as long as it’s consistent across the region.

Councilor Kathy Hyzy noted that the group had received clear direction that climate needs to be a priority. Congestion pricing is a powerful tool at JPACT’s disposal to address climate. She pointed out that that local small cities often don’t have the resources to pursue the best option when it comes to congestion. She would like to see additional help and consideration to cities that would likely gravitate towards the parking option. She concluded by commenting that the creation of a transportation fund at the state level to make sure that projects are done right from the start would solve a lot of problems.

Councilor Juan Carlos Gonzalez commented that the study gives policy makers the tools to build a system and pointed to aspects of the study that gives him hope for building an equitable system. He agreed with Councilor Hyzy that it also provides tools to address climate.

Chair Craddick thanked members for their comments and reminded them that at the next meeting they would be taking up a resolution to accept the report.

In the chat Commissioner Savas asked for the next steps and policy guidance to be identified before the next JPACT meeting.

5.2 Safe Routes to School – update

Chair Craddick introduced the Safe Routes to School program, which was initially funded through Regional Flexible Funds in 2019. She introduced Metro Staff Noel Mickelberry.

Key elements of the presentation included:

Ms. Mickelberry shared the history of the program which began in 2019. The goal of the program is to invest non-infrastructure (programmatic) funds to ensure that children have travel options for getting to school. It is a regional program in the 2018 RTP. She reviewed key funding areas of where money for the program is going. In 2019 over twice as much funding was requested than was available. Much of the funding goes directly to local partners. Another big chunk goes into technical assistance like translation services, traffic playground support, and regional innovation requests. She highlighted aspects of the program from 2019, 2020, and 2021. A priority of the program is regional coordination. She shared maps demonstrating how the program analyzes walk zones around schools. Ms. Mickelberry concluded by sharing the next steps for the program.

Member discussion included:

Councilor Hyzy asked if updates to walk zones around schools would happen for every school in the region. She noted that if projects can only be done within the walk zone, the new way of analyzing them would potentially limit the amount of projects.

Ms. Mickelberry confirmed that the analysis would be done for each school, but the walk zone would not be used to determine what projects can be funded. It is a tool to better understand how far a child is from their school.

Mayor Callaway suggested including potential future diversion from congestion pricing as part of the safety criteria.

Commissioner Savas noted that the geography varies a lot across the region around schools. He suggested gaining a better understanding of what other areas are encountering with the program. He commented that the challenges of getting to school are unique for every place.

Chair Craddick asked how the program can fully engage school districts that are involved. She also noted that parents driving their kids to school every morning has a significant impact on the region's transportation system.

Ms. Mickelberry agreed that engaging with school districts is important and added that the pandemic has made it more difficult. There are plans in the near future to do more engagement with school districts around safe routes to school policy. She informed members that the new way of analyzing the one mile buffer around schools is a good tool for understanding the different geographies across the region.

5.3 Active Transportation Return on Investment Study

Chair Craddick introduced Metro Staff John Mermin to present on the Active Transportation Return on Investment Study.

Key elements of the presentation included:

Mr. Mermin gave a background on the study, which was approved through RFFA funds and recommended by JPACT in 2018. The purpose of the study was to help inform the region on the extent and economic benefits of different active transportation projects. He gave an overview of the study, which was led by Portland State University in partnership with Metro. He reviewed the key takeaways which included build back better, investments of all shapes and sizes, the multiplier effect, and setting projects up for success. He reviewed the details of the study like how many projects were studied and methods used, then shared the research findings. He concluded by sharing next steps for the study and when the final report would be completed in early 2022.

Member discussion included:

Councilor Hyzy thanked Mr. Mermin and asked what sort of metric could be used with the study to measure economic benefits.

Mr. Mermin answered that there is interest in including those kinds of metrics from people involved with the project and RFFA process.

6. UPDATES FROM JPACT MEMBERS

Chair Craddick reminded members that at the next meeting they would be asking members to accept the finding of the RCPS.

Ms. Bradway addressed Commissioner Savas' earlier request to summarize the discussion and next steps. The next steps for the report is to accept the report. After that policy development work would begin. Policy options would be brought to JPACT over the next two years. ODOT will also be coming back to the group as frequently as necessary to talk about tolling.

Commissioner Savas asked if any of today's discussion could be incorporated.

Ms. Bradway answered that she would bring concerns about the level of detail with the modeling to ODOT and Metro teams. She added that coordination between Metro and ODOT on micro analysis is ran on Metro's model which gets smarter every time it is run on congestion pricing. This will help the team to better model the entire system.

7. AJOURN

Chair Craddick adjourned the meeting at 9:00 am.

Respectfully Submitted,

Connor Ayers

Connor Ayers
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF AUGUST 19, 2021

ITEM	DOCUMENT TYPE	DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
3.0	Presentation	08/19/21	July Traffic Fatalities	081921j-01
5.1	Presentation	08/19/21	Regional Congestion Pricing Study Presentation	081921j-02
5.2	Presentation	08/19/21	Safe Routes to School Presentation	081921j-03
5.3	Presentation	08/19/21	Active Transportation Return on Investment Study Presentation	081821j-04

**5.1 Resolution No. 21-5179 For the Purpose of
Accepting the Findings and Recommendation in the
Regional Congestion Pricing Study**

Action Items

Joint Policy Advisory Committee on Transportation
Thursday, September 16, 2021

Date: September 16, 2021
To: Joint Policy Advisory Committee on Transportation and Interested Parties
From: Elizabeth Mros-O'Hara, RCPS Project Manager
Subject: Accept Regional Congestion Pricing Study Findings and Recommendations

Purpose

Present JPACT the final Regional Congestion Pricing Study (RCPS) study report, including key findings, and recommendations for policy makers and future owners and operators to consider based on the study findings.

Ask JPACT to recommend acceptance of the report findings and recommendations via a resolution. The resolution will be brought to Metro Council for acceptance on September 30th.

Request to JPACT

Recommend that Metro Council accept the report findings and recommendations via a resolution at the September 30th Metro Council meeting.

Revisions to Draft Report and Recommendations

The Draft Report and Recommendations reflect two years of modeling, analysis, and input from technical staff, subject-matter experts and policy makers. TPAC provided important technical input on a regular basis to shape the findings, and JPACT and the Metro Council provided policy direction and other considerations to shape the study.

After completing the technical analysis, Metro shared draft recommendations, draft findings, and a draft RCPS report which were presented to TPAC, JPACT, and Metro Council for feedback in June. Metro also sent the Draft Regional Congestion Pricing Study Report to TPAC for comments. Comments were addressed and the report and recommended considerations were updated as described below.

Report

Attachment 1: Regional Congestion Pricing Study Final Report July 2021 includes a new executive summary and some minor revisions based on TPAC and stakeholder comments. Changes to the draft address comments on readability, clarifying considerations of an equity analysis and a potential suite of affordability programs to address equity concerns, and references to federal tolling stipulations. In addition, the report contains the final recommendations discussed below.

Recommended Considerations for Policymakers and Future Owners and Operators

Comments on the recommended considerations were focused on ensuring coordination with other pricing efforts and across different geographic scales, combining considerations that applied to both policy makers and future owners and operators; and making the recommendations more action-oriented and succinct. Metro staff has adjusted the recommendations as follows:

List of changes made as a result of feedback:

- Adjusted recommended considerations to have generalized considerations as well as considerations specific to policy makers or future project owners/operators.
- Added reference to other projects in the region
- Adjusted bullet about conversations related to pricing to include the state level when applicable.

- Added language to reflect that various pricing programs in the region should be coordinated.
- Added additional reference to impacts on low-income travelers.
- Modified wording to reflect suggestions from TPAC members.

Updated recommendations are included in **Attachment 1: Regional Congestion Pricing Study Final Report July 2021**.

Below are general recommended considerations for both policy makers and future project owners and operators, as well as specific recommendations that would apply to each group.

- Congestion pricing can be used to improve mobility and reduce emissions. This study demonstrated how these tools could work with the region's land use and transportation system.
- Define clear goals and outcomes from the beginning of a pricing program. The program priorities such as mobility, revenues, or equity should inform the program design and implementation strategies. Optimizing for one priority over another can lead to different outcomes.
- Recognize that benefits and impacts of pricing programs will vary across geographies. These variations should inform decisions about where a program should target investments and affordability strategies and in depth outreach.
- Carefully consider how the benefits and costs of congestion pricing impact different geographic and demographic groups. In particular, projects and programs need to conduct detailed analysis to show how to:
 - maximize benefits (mobility, shift to transit, less emissions, better access to jobs and community places, affordability, and safety), and
 - address negative impacts (diversion and related congestion on nearby routes, slowing of buses, potential safety issues, costs to low-income travelers, and equity issues).
- Congestion pricing can benefit communities that have been harmed in the past, providing meaningful equity benefits to the region. However, if not done thoughtfully, congestion pricing could harm BIPOC and low-income communities, compounding past injustices.
- Conversations around congestion pricing costs, revenues, and reinvestment decisions should happen at the local, regional, and when appropriate the state scale, depending on the distribution of benefits and impacts for the specific policy, project, or program being implemented.

Specifically For Policy Makers

- Congestion pricing has a strong potential to help the greater Portland region meet the priorities outlined in its 2018 Regional Transportation Plan, specifically addressing congestion and mobility; climate; equity; and safety.
 - Technical analysis showed that all four types of pricing analyzed improved performance in these categories;
 - Best practices research and input from experts showed there are tools for maximizing performance and addressing unintended consequences.
- Given the importance of pricing as a tool for the region's transportation system, policy makers should include pricing policy development and refinement as part of the next update of the Regional Transportation Plan in 2023, including consideration of other pricing programs being studied or implemented in the region.

Specifically For Future Project Owners/Operators

- The success of a specific project or program is largely based on **how** it is developed and implemented requiring detailed analysis, outreach, monitoring, and incorporation of best practices.
- Coordinate with other pricing programs, including analysis of cumulative impacts and consideration of shared payment technologies, to reduce user confusion and ensure success of a program.
- Conduct meaningful engagement and an extensive outreach campaign, including with those who would be most impacted by congestion pricing, to develop a project that works and will gain public and political acceptance.
- Build equity, safety, and affordability into the project definition so a holistic project that meets the need of the community is developed rather than adding “mitigations” later.
- Establish a process for ongoing monitoring of performance, in order to adjust and optimize a program once implemented.

Feedback from JPACT and the 2023 RTP Policy Development

At the July 15th, 2021 JPACT meeting, JPACT members asked for further clarification on how the findings from the RCPS final report would be incorporated into the 2023 update to the Regional Transportation Plan (RTP), and additionally asked for more time to discuss congestion pricing and potential amendments to the draft resolution prior to voting on a recommendation to accept the findings and recommendations via resolution.

In response to JPACT feedback, Metro provided an opportunity for JPACT to discuss the RCPS at the August 19th, 2021 meeting.

In addition, Metro staff developed **Attachment 2: Overview of Regional Congestion Pricing Study Process and Next Steps August 2021**, which provides an overview of the RCPS process, final report, and future policy development process to implement the study recommendations as part of the next two year scheduled update to the RTP. Metro is committed to bringing policy issues to JPACT early and often, and well in advance of the final RTP 2023 adoption. Attachment 2 clarifies the timeline for input prior to the adoption of any new policies.

Questions for JPACT

- Do JPACT members have any questions about the finalized recommendations and report?
- Does JPACT recommend Metro Council accept the findings and recommendations via a resolution on September 30th?

Next Steps - JPACT asked to recommend and Metro Council asked to accept the findings and recommendations via resolution

If JPACT recommends that Metro Council accepts the findings and recommendations in the Regional Congestion Pricing Study report at its meeting on September 16th, staff will ask the Metro Council to adopt them via the draft resolution at the Metro Council September 30th, 2021 meeting.

The resolution and staff report are included as an attachment for JPACT review as **Attachment 3: Resolution 21-5179 For the Purpose of Adopting the Findings and Recommendations in the Regional Congestion Pricing Study** and **Attachment 4: Resolution 21-5179 Staff Report**.

Questions for JPACT

- Do JPACT members have any questions about the finalized recommendations and report?
- Does JPACT recommend Metro Council accept the findings and recommendations via a resolution on September 30th?

Attachments:

Attachment 1: Regional Congestion Pricing Study Final Report July 2021

Attachment 2: Overview of Regional Congestion Pricing Study Process and Next Steps August 2021

Attachment 3: DRAFT Resolution 21-5179 For the Purpose of Adopting the Findings and
Recommendations in the Regional Congestion Pricing Study

Attachment 4: Resolution 21-5179 Staff Report

**5.1 Resolution No. 21-5179 For the Purpose of
Accepting the Findings and Recommendations in the
Regional Congestion Pricing Study
[Attachment 1 – Final Report](#)**

Information/Discussion Items

Joint Policy Advisory Committee on Transportation
Thursday, September 16, 2021



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Memo

Date: Thursday, August 19, 2021
To: Joint Policy Advisory Committee on Transportation (JPACT) and interested parties
From: Elizabeth Mros-O'Hara, Investment Areas Project Manager, and Kim Ellis, RTP Project Manager
Subject: Overview of Regional Congestion Pricing Study Process and Next Steps

Purpose

Provide an overview of the Regional Congestion Pricing Study (RCPS) process, final report, and future policy development process to implement the study recommendations as part of the next scheduled update to the Regional Transportation Plan (RTP).

Background

The 2018 RTP was developed over a two-year period with extensive public and agency input and was unanimously adopted by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council.

The 2018 RTP identified congestion pricing as a high priority, high impact strategy to address congestion in ways that also advanced achievement of the region's climate, equity, and safety goals and directed further study of this strategy prior to the next update to the RTP.

JPACT and the Metro Council also adopted policies in the 2018 RTP to expand the use of pricing strategies to manage vehicle congestion and encourage shared trips and the use of transit and, in combination with increased transit service, consider use of pricing strategies to manage congestion and raise revenue when one or more lanes are being added to throughways designated in the RTP.

Specifically, the 2018 RTP includes goals, objectives, policies and direction for future work related to congestion pricing as follows:

- [Chapter 2: Our Shared Vision and Goals for Transportation](#) – *Goal 4: Reliability and Efficiency*
- [Chapter 3: Transportation System Policies to Achieve our Vision](#) – *Section 3.5 Regional Motor Vehicle Network Vision and Policies and Section 3.11 Transportation System Management and Operations Vision and Policies*
- [Chapter 8: Moving Forward Together to Achieve Our Vision](#) – *Section 8.2.3.2 Regional Congestion Pricing Technical Analysis*
- [Appendix L: Federal Performance-Based Planning and Congestion Management Process Documentation](#) – *Table 5 and Congestion Management Process Toolbox of Strategies*

The 2018 RTP additionally included policies related to transportation demand management and system management and operations, including value pricing. Congestion pricing was also identified in the Regional Transportation System Management and Operations (TSMO) Strategy (2010) and the Regional Framework Plan (2011).

RCPS Final Report

As directed by Chapter 8 of the 2018 RTP, Metro's RCPS explored whether congestion pricing can benefit the Portland metropolitan region. A range of scenarios testing different congestion pricing tools helped regional policymakers understand whether pricing can help the region achieve the four priorities set out in the 2018 RTP – advancing equity, improving safety, reducing greenhouse

gas emissions and managing congestion. **Attachment 1: Regional Congestion Pricing Study Final Report (July 2021)** includes a detailed technical analysis, a summary of key findings, and recommended considerations for policymakers and future owners and operators to consider based on the study findings.

The study shows that all four types of congestion pricing strategies analyzed can help address congestion and climate priorities. The report does not select or prioritize any single type of congestion pricing to move forward in our region, nor does it determine that any type of congestion pricing is infeasible in our region. Instead, the report presents the results of the technical analysis and identifies relative benefits and impacts for each type of pricing, including areas recommended for further analysis should an implementing agency move forward with a pricing project. It also describes tools to maximize benefits and address impacts of pricing projects.

The report reflects two years of modeling, analysis, research, and input from technical staff, subject-matter experts and policy makers. Because the study was a technical analysis to understand if and how the congestion pricing tools could help our region as directed by the RTP, Metro staff relied on the Transportation Policy Alternatives Committee (TPAC) as its steering committee. TPAC provided important technical input throughout the process to shape the analysis and findings, and JPACT and the Metro Council provided input and policy direction to shape the study.

Throughout the two-year process, Metro engaged several regional committees and elected bodies to share information and seek feedback. **Attachment 2: Stakeholder Engagement** provides an overview of the engagement process that informed the technical analysis and development of the study's key findings and recommendations.

The next step is to incorporate the research findings and recommendations into the 2023 RTP as part of the next scheduled plan update, as described below.

Next Steps

In July, JPACT requested more time for discussion to adopt a resolution that directs Metro to further develop policy into the 2023 RTP. JPACT members also asked to allow more time in future JPACT meetings to discuss the policy as it relates to congestion pricing.

Metro is committed to bringing policy issues to JPACT early and often, and well in advance of the final RTP 2023 adoption.

In the short term, Metro staff propose the following next steps:

- **August 2021 – JPACT meeting:** further discussion of the report and findings (no action).
- **September 2021 – JPACT meeting:** overview of HB 3055 (tolling bill) by government relations staff; request approval of resolution (Resolution No. 21-5179) to accept the final RCPS report and direct staff to do further policy development for the 2023 RTP.
- **October 2021 – JPACT meeting:** presentation by the Oregon Department of Transportation Office of Urban Mobility on ODOT's Tolling Program (tentatively scheduled); kick-off scoping phase of 2023 RTP update.
- **Fall 2021 –** In coordination with the larger 2023 RTP timeline, Metro staff will begin working with consultants to develop a policy options package for discussion by TPAC and JPACT. The policy brief will identify potential policy options regarding congestion pricing for incorporating the study findings and recommendations into the 2023 RTP.
- **Winter/Spring 2022 –** Metro staff will bring a *draft* policy brief for further discussion at TPAC and JPACT. Metro will work with TPAC to narrow and refine the policy options, and then bring a draft to JPACT for discussion.

- **Summer/Fall 2022** – Metro staff will bring a final policy options package to TPAC and JPACT for consideration in the 2023 RTP Plan update, well in advance of the final RTP adoption.

See **Figure 1** below for schedule of the 2023 RTP adoption.

FIGURE 1. Anticipated Timeline for 2023 Regional Transportation Plan Update



As noted above, in October 2021, staff will kick-off the RTP update scoping phase to identify the topics or issues that are most important for the update to address and how the region should work together to address them. The scoping phase will inform development of a work plan and engagement strategy for consideration by the JPACT and the Metro Council in Feb. 2022. The plan update must be adopted by Dec. 2023 to meet federal and state requirements.

Concurrent Partner Agency Projects

While this policy work is underway, Metro will continue to work with partner agencies on related projects. Two partner agencies are also developing their own congestion pricing projects concurrent with Metro’s RCPS and the 2023 RTP update. ODOT is advancing two projects: the I-205 Toll Project and the Regional Mobility Pricing Project. These two projects will need to be included in the RTP for federal approval and/or federal funding. ODOT plans to incorporate feedback from JPACT and Metro Council at key milestones in their projects, which will include coming to JPACT and Metro Council in October 2021.

Separately, the City of Portland’s Pricing Options for Equitable Mobility (POEM) task force recently adopted final recommendations on how the City of Portland can use pricing to make transportation more efficient, equitable, and climate-friendly. POEM’s final report will be shared with Portland’s City Council this fall. Lastly, Metro continues to work with state and local partners on implementation of the new state law, HB 3055, passed by the Oregon Legislature in the 2021 session.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ACCEPTING THE) RESOLUTION NO. 21-5179
FINDINGS AND RECOMMENDATIONS IN THE)
REGIONAL CONGESTION PRICING STUDY) Introduced by Chief Operating Officer
) Marissa Madrigal in concurrence with
) Council President Lynn Peterson

WHEREAS, the greater Portland region has experienced significant growth and demographic changes, that are forecasted to continue into the future; and

WHEREAS, the region's significant growth has resulted in increasing congestion, particularly on the greater Portland area's throughways; and

WHEREAS, this congestion affects quality of life as travelers sit in cars or on transit, and impacts the economy through delayed movement of goods and services and lost productivity; and

WHEREAS, congestion impacts climate, equity, and safety, and disproportionately affects Black, Indigenous and people of color (BIPOC) community members and people with lower incomes who typically have fewer resources and often need to travel long distances between their homes and their jobs; and

WHEREAS, ongoing efforts to address congestion in the region include directing growth in designated centers and corridors served by high-quality transit in combination with investments in system and demand management strategies, improving transit service and reliability, increasing bicycle and pedestrian connections and adding roadway capacity in targeted ways; and

WHEREAS, the 2018 Regional Transportation Plan (RTP) found that these strategies are not sufficient for addressing growing congestion and that the region must also manage demand; and

WHEREAS congestion pricing, wherein drivers are charged directly for their use of roadways, bridges, or parking, is used in congested cities around the world to improve mobility, reduce pollution and greenhouse gas emissions, and to raise revenue to fund investments in their transportation systems; and

WHEREAS, congestion pricing can implemented to replace or supplement the existing per gallon gasoline tax, which delivers declining revenues because it does not adjust for inflation and because the vehicle fleet is becoming more fuel efficient; and

WHEREAS, the 2018 Regional Transportation Plan (RTP) identified congestion pricing as a high priority, high impact strategy to address congestion in ways that also advanced achievement of the region's climate, equity, and safety goals and directed further study of this strategy prior to the next update to the RTP; and

WHEREAS, the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) adopted policies in the 2018 RTP to expand the use of pricing strategies to manage vehicle congestion and encourage shared trips and the use of transit; and in combination with increased transit service, consider use of pricing strategies to manage congestion and raise revenue when one or more lanes are being added to throughways designated in the RTP; and

WHEREAS, the Regional Congestion Pricing Study established a goal to understand how our region could use congestion pricing to manage traffic demand to meet climate goals without adversely impacting safety or equity, but not to recommend projects or to implement any pricing measures; and

WHEREAS, the study was conducted with input from several regional committees and elected bodies, such as the Transportation Policy Alternatives Committee (TPAC), the Metro Technical Advisory Committee (MTAC), the Metro Policy Advisory Committee (MPAC), Metro's Committee on Racial Equity (CORE), the City of Portland's Pricing Options for Equitable Mobility (POEM) Task Force, and ODOT's Equitable Mobility Advisory Committee (EMAC), the County Coordinating Committees (staff and policymakers), and direction from JPACT and Metro Council; and

WHEREAS, the Regional Congestion Pricing Study project coordinated with the Portland Bureau of Transportation and the Oregon Department of Transportation as they conduct their own pricing studies; and

WHEREAS, on April 22, 2021, Metro hosted an expert review panel made up of congestion pricing experts with diverse expertise in North America and Europe to provide input on the study methods and findings and to share lessons learned for their experiences elsewhere; and

WHEREAS, the expert panel endorsed the study's technical approach and findings related to potential benefits and impacts of the pricing tools addressed, and offered recommendations for further study and implementation; and

WHEREAS, the study evaluated four different congestion pricing strategies in the Metropolitan Planning Area—a Vehicle Miles Travelled Fee, Cordon Pricing, Roadway Pricing, and Parking Pricing--for their potential effectiveness in greater Portland based on whether they could help the region achieve the four priorities as laid out in the 2018 RTP – advancing equity, improving safety, reducing greenhouse gas emissions and managing congestion; and

WHEREAS, the study identified considerations around equity, implementation, and ways to maximize benefits and address impacts of pricing projects; and

WHEREAS, the study found that:

1. all four congestion pricing strategies could help the Portland Metropolitan Region to meet the four regional transportation priorities adopted in the 2018 Regional Transportation Plan;
2. all four congestion pricing strategies could reduce drive alone rates, vehicle miles travelled and emissions, and increase transit ridership;
3. some congestion pricing strategies could cause vehicle diversion in some locations resulting in areas of delay and decreased job accessibility by auto or transit;
4. all four strategies could increase the overall cost for travel in the region, but individual traveler costs would vary;
5. the benefits and burdens of congestion pricing may not be distributed equitably across the region, potentially disproportionately impacting BIPOC and other marginalized communities;
6. the flexibility of congestion pricing tools could be used to address equity concerns and the design and implementation of a program could mitigate negative impacts; and

WHEREAS, the study provides policymakers and jurisdictions with information on promising pricing strategies, recommendations for trade-offs to consider and further evaluate based on modeling and data analysis, and recommendations for equitable implementation; and

WHEREAS, on July 15, 2021 JPACT recommended acceptance of the report by the Metro Council; and

WHEREAS, by accepting the report, the Metro Council hereby recognizes the value in using the findings to inform planning, policy, investment priorities and ongoing efforts to manage congestion, advance equity, improve safety and reduce greenhouse gas emissions throughout the region, now therefore,

BE IT RESOLVED THAT:

1. The Metro Council hereby accepts the findings and recommendations in the Regional Congestion Pricing Study Report, as shown in the attached Exhibit A.
2. The Metro Council hereby directs staff to build upon existing policy in the RTP by incorporating the findings and recommendations from the study in the 2023 RTP and to use them to inform the 2023 RTP update.

ADOPTED by the Metro Council this 29th day of July, 2021.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 21-5179, FOR THE PURPOSE OF ACCEPTING FINDINGS AND RECOMMENDATION IN THE REGIONAL CONGESTION PRICING STUDY REPORT

Date: July 1, 2021
Department: Planning and Development
Meeting Date: July 29, 2021

Prepared by:
Elizabeth Mros-O'Hara
elizabeth.mros-ohara@oregonmetro.gov

ISSUE STATEMENT

The 2018 Regional Transportation Plan (RTP) identified congestion pricing as a high priority, high impact strategy to manage transportation demand to help the region meet its four transportation priorities – climate, congestion, equity, and safety, and directed further study of this strategy prior to the next update to the RTP.

Congestion is a problem in the Greater Portland region that will be exacerbated by changing travel patterns and a growing population, causing serious economic, social and environmental impacts.

In 2019, the Portland metro area ranked as the 8th most congested region in the country, with people in spending an average of 89 hours stuck in traffic (Source: 2019 Inrix Global Scorecard). In addition to slowing down commuters, transit and freight, congestion worsens the transportation sector's already high contribution to regional greenhouse gas emissions, and has inequitable impacts. The lowest income households spend a higher proportion of their income on transportation than those with the highest incomes, and the longer a trips equate to the more expensive travel, and low income and minority neighborhoods experience more exposure to toxic air from emissions than the average neighborhood.

However, it is clear the region cannot build its way out of congestion because of induced demand. When capacity is added to the transportation facility to address congestion, travelers change their behavior by changing the frequency, route, travel mode, and time of their travel to take advantage of that increased capacity. With more people driving on the facility at the peak times, that facility becomes congested. Consequently, investments in capital projects must be paired with travel demand management tools like congestion pricing.

Congestion pricing is a travel demand tool that has been shown to reduce congestion, reduce emissions, improve equity, and sometimes even reduce crashes where it has been implemented. The Regional Congestion Pricing Study is an examination of how congestion pricing could perform in this region, with our land use and transportation system.

The Metro Regional Congestion Pricing Study (Exhibit A) explored whether congestion pricing can benefit the Portland metropolitan region. Staff assessed four different pricing tools to understand how pricing could support an equitable, safe and sustainable transportation system:

- **VEHICLE MILES TRAVELED FEE:** Drivers pay a fee for every mile they travel

- **CORDON PRICING:** Drivers pay to enter an area, like downtown Portland (and sometimes pay to drive within that area)
- **ROADWAY PRICING:** Drivers pay a fee to drive on a particular road, bridge or highway
- **PARKING PRICING:** Drivers pay to park in certain areas

In preparing the study, staff coordinated with existing committees (Transportation Policy Alternatives Committee, Joint Policy Advisory Committee on Transportation, and Metro Council) for guidance and worked with project funding partners at City of Portland and TriMet, as well as ODOT, which is working on separate, parallel pricing projects.

ACTION REQUESTED

Approve Resolution No. 21-5179 accepting the findings and recommendations in the Regional Congestion Pricing Study Report, as recommended by the Joint Policy Advisory Committee on Transportation (JPACT) on July 15, 2021.

IDENTIFIED POLICY OUTCOMES

This work fulfills the direction provided in Chapter 8 of the 2018 RTP (Moving Forward Together). Section 8.2.3.2 (Regional Congestion Pricing Technical Analysis) acknowledges that current transportation supply-focused strategies to address congestion in the region are insufficient, and that we must also manage demand. It calls for a comprehensive regional study to be undertaken before the next update to the RTP to evaluate potential mobility, climate and equity impacts and policy implications of various pricing programs, including cordon pricing, VMT-based pricing and network based pricing.

The study also supports the 2018 RTP's transportation equity goals and policies, and Metro's agency-wide racial equity goals and Strategic Plan to Advance Racial Equity Diversity and Inclusion.

Pending Council approval of Resolution No. 21-5179, this work will inform planning, policy and investment priorities in the 2023 RTP update and ongoing efforts to manage congestion in a way that advances equity, improves safety and reduces greenhouse gas emissions throughout the region.

STAFF RECOMMENDATIONS

Staff recommends approval of Resolution No. 21-5179.

ANALYSIS/INFORMATION

Coordination and Review

Metro staff worked with local and national consultants that have extensive experience in congestion pricing, specifically implementation of congestion pricing programs in other regions, equity considerations, and data analysis. The consultant team was led by Nelson\Nygaard and included Sam Schwartz Engineering, HNTB, Silicon Transportation Consultants, TransForm, Mariposa Planning Solutions and PKS International.

Staff solicited input from several regional committees and elected bodies, such as the Transportation Policy Alternatives Committee (TPAC), the Metro Technical Advisory Committee (MTAC), the Metro

Policy Advisory Committee (MPAC), Metro's Committee on Racial Equity (CORE), the City of Portland's Pricing Options for Equitable Mobility (POEM) Task Force, and ODOT's Equitable Mobility Advisory Committee (EMAC), County coordinating committees (staff and policymakers), and direction from JPACT and Metro Council. The project coordinated with the Portland Bureau of Transportation and the Oregon Department of Transportation as they conduct their own pricing studies.

Metro also hosted an expert review panel made up of congestion pricing experts with diverse expertise in North America and Europe, who endorsed the study's technical approach and findings related to potential benefits and impacts of the pricing tools addressed, and offered recommendations for further study and implementation.

Advancing Metro's Racial Equity Goals and Climate Goals

This study can help advance Metro's racial equity goals by creating a foundational understanding of how to build equity into the congestion pricing program. The RCPS relied on best practices, input from local and national equity experts, and technical analysis (including modeling and mapping) to reveal the methods that a pricing program should employ to understand where benefits and impacts can occur and how the design of a program can improve equity.

Metro found that today's transportation funding system relies on regressive taxes and reinforces inequity by targeting the vast majority of spending to automobile infrastructure, favoring those that can afford a car, resulting in high emissions that disproportionately impact low income and BIPOC neighborhoods, and leave little funding for transit and active transportation which are disproportionately relied on by women, BIPOC, and low income populations.

A congestion pricing program can be more equitable if it employs best practices that are tailored to the places and people effected. Program design has the greatest potential to improve equity outcomes if it does three things: (1) builds affordability into the program (this can be realized in multiple ways such as providing discounts and exemptions for key groups or geographies), (2) focuses revenues on equity outcomes (this can include investing in key neighborhoods or facilities; focusing on transit, sidewalks, and/or bike lanes; and/or investing in senior or disabled services); (3) targets pricing benefits to key locations (mobility benefits and air quality can be targeted to equity communities).

The report lays out best practices any program going forward needs to employ to improve equity. In addition, it demonstrated that tools such as modeling and mapping are important to employ to understand the impacts and benefits to equity populations, geographies, and different types of travelers.

The study can also help advance Metro's climate action goals by helping lay the groundwork for congestion pricing tools to be moved forward. Each congestion pricing tool modeled and analyzed was shown to reduce greenhouse gasses and other harmful emissions.

Known Opposition – No known opposition.

Legal Antecedents

- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted on December 6, 2018.
- Resolution No. 20-5086 (For the Purpose of Adopting the Fiscal Year 2020-21 Unified Planning Work Program and Certifying that the Portland Metropolitan Area is in Compliance With Federal Transportation Planning Requirements), adopted on May 21, 2020.

Anticipated Effects

Congestion pricing projects are currently being planned in the metro area. Specifically, ODOT is proposing congestion pricing on I-5 and I-205 throughout the region, and the City of Portland is studying a variety of pricing strategies as part of their Pricing Options for Equitable Mobility (POEM) project. Approval of this resolution and acceptance of the Regional Congestion Pricing Study's findings and recommendations reaffirms the Metro's commitment to its four transportation priorities – climate, congestion, equity, and safety, and assures that Metro staff and committees will work with these and subsequent projects to ensure that those regional priorities are addressed as pricing projects are included in future updates of the RTP.

Attachments

Exhibit A – Regional Congestion Pricing Study Report

6.1 HB 3055 overview

Information/Discussion Items

Joint Policy Advisory Committee on Transportation
Thursday, September 16, 2021



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Memo

Date: July 15, 2021

To: Members of the Joint Policy Advisory Committee on Transportation

From: Tyler Frisbee, Deputy Director of Government Affairs and Anneliese Koehler, Regional and State Affairs Advisor

Subject: 2021 Federal and State Legislative Update

State Legislative Update

2021 Legislative Session context

The 2021 Legislature convened on January 19 and adjourned on June 26, one day before its constitutional deadline. This session resembled no other regular session in Oregon history as it was held in the midst of a global pandemic. This meant that the public was barred from the Capitol for safety reasons, all committee hearings were held remotely by videoconference and floor sessions were in-person for legislators only. This created unique challenges for those involved in the legislative process because communication was more difficult, especially to legislators. While under normal circumstances one can catch members for brief conversations in a number of places in the Capitol, staff are readily available for drop-by conversations, and lobbyists roam the halls and collaborate easily, the elimination of in-person activity dramatically reduced the sheer volume of information exchanged and made it much more difficult to reach members.

Much of the session was focused overall on COVID-19 response, wildfire response and racial justice. Additionally, the session started with concerns about budget cuts and a troubling financial forecast for the state and ended with a significant influx of federal funds through the American Rescue Plan Act of 2021 and a rosier outlook for anticipated state revenues. This resulted in historic levels of spending this biennium. A considerable portion of the funding was one-time and focused on addressing economic recovery, housing and homelessness, education, behavioral health, wildfire recovery and disaster preparedness, racial equity, and water systems.

Transportation

In the 2021 Legislative Session, the Joint Transportation Committee established by HB 2017 (2017) was the primary committee that discussed and debated transportation bills and is where much of the session's action on transportation took place. Highlights of the more significant bills and concepts they contemplated are provided below.

Congestion pricing and HB 2017

[HB 3055](#) is an omnibus bill that contains multiple provisions related to transportation. Of significant note are the portions that provide a financial pathway to deliver on HB 2017's major projects and further flesh out the congestion pricing program established in HB 2017. These portions of the bill went through multiple iterations, including amendments out of a stakeholder process with legislative leadership, local governments from the greater Portland area, ODOT and environmental organizations. The final version of the bill had the support or neutrality of nearly all of the local governments in the region that submitted statements on the record and contains the following provisions:

- Expands the use of the funding previously dedicated to the Rose Quarter project, allowing it also to be used for I-205, Boone Bridge and the implementation of the tolling program itself

- Calls out the dual purpose of the tolling program: manage congestion and raise revenue
- Requires the OTC to ensure that tolling reduces congestion and improves safety on the interstate and on adjacent streets impacted by tolling and minimizes and mitigates impacts to historically and currently underrepresented communities
- Requires government-to-government collaboration to determine the traffic, equity, safety and climate impacts of tolls and to make investments to reduce those impacts
- Requires that ODOT establish a method for implementing income-based toll rates

Road User Fee

Proposed by the Road User Fee Task Force, a legislatively created group charged with developing sustainable transportation funding, [HB 2342](#) would have required that all new model year 2027 vehicles that get 30 mpg or greater participate in Oregon’s per-mile road usage charge program. The bill passed out of the Joint Transportation Committee but lacked support and failed in Ways and Means.

State funding for state-owned highways

Jurisdictional transfer and state funding for state-owned highways was another topic discussed by the Joint Transportation Committee. [HB 2744](#), a concept discussed in previous sessions, would have authorized jurisdictional transfer studies statewide and established a jurisdictional transfer fund. New this session was the carving out of the Portland area for the study portion because our region has already completed such a study. The bill failed to pass out of the Joint Transportation Committee.

[HB 5006](#) provided \$80 million for safety improvements on 82nd Avenue. Along with a commitment of \$70 million from ODOT and \$35 million from PBOT, this provides full “state of good repair” funding and facilitates the transfer of 82nd Avenue to the City of Portland. This bill also includes \$4 million for the Sunrise Gateway Corridor community engagement and visioning effort.

Local control

There were a number of bills that increased local control over transportation systems. In particular, [HB 2530](#) passed and made permanent the City of Portland’s authority to operate fixed speed photo radar on urban high-crash corridors. As introduced, the bill extended this authority to other cities with populations of 50,000 or more, but that provision was not included in the final bill. However, committee discussions indicate that there will likely be conversations over the interim and similar concepts introduced in the future.

Additionally, the omnibus transportation bill, [HB 3055](#), also contained provisions that give ODOT increased authority to delegate speed limit setting to certain jurisdictions in the Portland region, subject to criteria adopted by ODOT. Jurisdictions would have the option to petition ODOT to set speed limits on their local roads, subject to ODOT criteria and approval.

Federal Legislative Update

Congress continues to have a lot of infrastructure and transportation related activity, but the path forward remains unclear. This is an important time for local government officials and advocacy organizations to communicate the impact that a robust transportation bill (and new transportation policy) could have on our communities. Metro staff will work to keep JPACT members informed and to advocate for the policies in the JPACT Federal Agenda as things move forward.

Bipartisan Infrastructure Deal

The bipartisan infrastructure deal represents agreement on a set of topline numbers for infrastructure funding (mostly transportation funding, but including other water, broadband, and sewer infrastructure initiatives). That agreement is currently being turned into legislative text. If that deal moves through the Senate, it will set the topline numbers for the transportation authorization proposals, and the transportation authorization bills will set policy.

Over the next few weeks there will be lots of bumps as the bipartisan deal comes closer to reality, these bumps don't necessarily mean the deal is finished. A successful deal will require a strong push from President Biden. Part of what local governments can do to keep momentum moving forward is to stay focused on the big picture: what significant transportation (and infrastructure) funding can do for the people we serve.

House of Representatives Transportation Action

The INVEST Act, the transportation authorization proposal put forward by the House of Representatives, under the guidance of Transportation and Infrastructure Chairman Peter DeFazio, passed the House of Representatives with a bipartisan vote at the end of June. The INVEST Act has a strong focus on increased multimodal investment and meeting local needs and aligns with much of the JPACT Federal Legislative Agenda. The House is ready to go to Conference should the Senate take action.

Senate Transportation Action

The Senate Environment and Public Works Committee has passed a bill out of Committee; they address the highway and road components of transportation authorization but the Banking and Commerce Committees both need to take action on the transit and rail titles (respectively). Both committees appear to be waiting for clearer direction from the bipartisan infrastructure deal before they take further action.

Earmarks

The INVEST Act includes \$30 million in earmarks directed to the Portland region, which is a significant achievement for the Portland region. The Senate is currently not considering earmarks, but congressional staff are aware of the region's earmark package. If a transportation authorization bill is to include earmarks, it will have to go through "regular" Senate order (i.e. not use the reconciliation process). Metro staff will keep JPACT members updated as the process unfolds.

**6.2 Progress on our Regional Traffic Safety goals -
update**

Information/Discussion Items

Joint Policy Advisory Committee on Transportation
Thursday, September 16, 2021

Memo

Date: September 1, 2021
To: Joint Policy Advisory Committee on Transportation (JPACT) and interested parties
From: Lake McTighe, Senior Transportation Planner
Subject: Progress Report: Regional safety targets, strategic actions and work program

Purpose

Provide JPACT members and interested parties with a progress report on regional safety targets, strategic safety actions and regional safety work program.

1. **Report on adopted regional safety performance targets** to reduce traffic deaths and serious injuries in the greater Portland area. Regional partners did not meet adopted safety targets for 2019, and the region is not on track to meet the 2035 Vision Zero targets.
2. **Report on progress made towards implementing regional strategic actions** identified in the 2018 Regional Transportation Safety Strategy. In the last two years, state, regional, local and community partners have made some progress, but more could be done to address the rising number of traffic deaths and serious injuries.
3. **Report on the annual work program** for the regional transportation safety program, as identified in Chapter 8 of the 2018 Regional Transportation Plan (RTP).

Background: 2018 Regional Transportation Safety Strategy

On December 6, 2018, the Metro Council adopted the [2018 Regional Transportation Safety Strategy](#) (RTSS), a topical plan of the 2018 Regional Transportation Plan (RTP).

The RTSS and RTP established a 2035 Zero Traffic Deaths and Serious Injuries target (see Figure 2.4, [Chapter 2](#) of the RTP), regional safety goals, objectives and policies, regional high injury corridors, strategies and actions. The RTSS was developed with racial and social equity and public health as core principles, and is based on the safe system approach which starts from a basic assumption that human life and health should not be compromised by the need to travel. The RTSS was recommended for adoption by the Joint Policy Advisory Committee for Transportation (JPACT) and developed by a regional safety working group.

Progress made towards regional safety performance targets

Regional partners did not meet safety targets set for 2019, and are not on track to meet the region's adopted 2035 Vision Zero targets.

In February 2021, Metro submitted the [2019 Traffic Fatalities and Serious Injuries Annual Performance Report](#) to the Oregon Department of Transportation (ODOT) and the Federal Highway Administration (FHWA). The report tracks the region's progress on federal safety performance measures adopted in the RTP and RTSS. The report compares the observed number of deaths and serious injuries in 2019 (using an average of five years of crash data to account for the randomness of crashes) with the 2019 targets. Metro also released a fact sheet on [2019 traffic deaths and serious injuries](#), which provides a snapshot of serious crashes in 2019.

To be on track to meet the targets, fatalities and serious injuries needed to decline 11 percent in 2019 from the 2015 base year. Instead, between 2015 and 2019 fatalities increased 34 percent and serious injuries increased 17 percent. Additionally, not everyone is equally safe on our roadways. Recent analysis by ODOT, Metro, Portland Bureau of Transportation, and Multnomah County, illustrate the disproportionate impact that serious traffic crashes have on Black people and other people of color. For example, in Oregon, Black people experience the greatest disparity in

pedestrian deaths.¹ In Multnomah County, Black people are twice as likely to die in a traffic crash.² Regionally, 76 percent of pedestrian fatalities and serious injuries are occurring in Equity Focus Areas, while 56 percent of the region’s population lives in these areas. Additional analysis is needed, including for Clackamas and Washington counties.

2-Year Progress Report on RTSS strategic actions

Metro’s [2-year Progress Report](#) provides a high-level assessment of actions that local, regional and state partners have taken since the RTSS was adopted at the end of 2018. The progress report is intended to be an evolving document that is added to over time, and will be used to inform the update of regional plans and policies; it is not intended to be an exhaustive inventory nor is it a quantitative assessment.

The 2018 RTSS identified six strategic action areas. The 2-year Progress Report provides an assessment on progress made towards the strategy. As the RTSS is a long-range plan, it will take several years for the policies, projects and programs to be fully implemented and evaluated. To assess progress on the each of the actions and strategies, Metro staff reviewed policies, projects and programs undertaken since 2018, and conducted interviews with community partners and staff from state and local agencies. The assessment shows that some progress has been made in the last two years, but more prioritization of safety is needed to reduce traffic deaths and serious injuries and the disproportionate impact on Black people and other people of color.

2018 RTSS strategy	Status of progress
1. Protect vulnerable users and reduce disparities.	Progress made, but more action is needed
2. Design roadways for safety.	Progress made, but more action is needed
3. Reduce speeds and speeding.	Minimal progress made
4. Address distracted and aggressive driving.	Minimal progress made
5. Address impaired driving.	Minimal progress made
6. Ongoing engagement and coordination.	Progress made, but more action is needed

Source: Metro 2018 RTSS 2-year Progress Report, June 2021

The six strategies represent a multi-pronged approach to reducing fatal and severe crashes in the region. Consistent with the safe system approach, the strategies and actions emphasize systemic solutions and deemphasize individual behavior change, especially enforcement. Each strategy includes a set of specific actions. An appendix to the progress report ([Appendix: 2-Year Progress Report – Strategies and Actions](#)) provides a brief summary of progress made towards each individual action.

The 2-year progress report identifies actions to prioritize in the next two years, doing more of what is working, prioritizing safety over speed and focusing on proven interventions using the safe system framework.

Annual Work Program - Regional Transportation Safety Program

Metro’s Regional Transportation Safety Program was formally established in Chapter 8 of the RTP (Section 8.2.2.2) and supports implementation of the 2018 RTSS, in coordination with other Metro

¹ Pedestrian Injury and Social Equity in Oregon, January 19, 2021, ODOT. https://www.oregon.gov/odot/Safety/Documents/Pedestrian_Safety_and_Social_Equity.pdf

² Multnomah County REACH Transportation Crash and Safety Report: At the Intersection of Transportation Health, Race and Justice, 2021. <https://multco.us/file/95327/download>

programs such as Safe Routes to School and Regional Flexible Fund Allocations, and the safety related programs and efforts of local, state, regional and community partners.

Metro's [annual work program](#) is divided into four areas: safety data, policy and planning, project and design support, and safe behaviors and program support. As a regional agency that does not own or operate any roadways, Metro's role within these general areas is focused on key tasks where Metro takes the lead; otherwise Metro's role is to coordinate with and support partners. Approximately .75 FTE is dedicated to the Metro transportation safety program activities.

- **Safety data:** Metro's work program focuses on obtaining, hosting and analyzing crash data from ODOT. Metro produces annual performance reports, annual crash update fact sheets, the [State of Safety Report](#), monthly fatal crash updates (presented at TPAC), the [High Injury Corridors and Intersections](#), [safety stats on the Regional Barometer](#) and the [Crash Map](#).
- **Policy and planning:** Metro's work program focuses on working with local, state and regional partners on regional policies in the Regional Transportation Safety Strategy, Regional Transportation Plan (Chapter 3), and Regional Transportation Functional Plan; addressing legislative issues consistent with the Metro Council's legislative principles; convening [regional safety forums](#) and providing updates to Metro committees, transportation coordinating committee TACs and other groups. In May 2021, Metro and Multnomah County Public Health and REACH program co-hosted a regional safety forum on Envisioning Safety, Health and Justice.
- **Safety projects and design support:** Metro's work program focuses on supporting partner agencies and other stakeholders with best practices, regional design guidelines, and participating in technical work groups. Metro's Regional Flexible Funds program funds projects and programs that address safety concerns.
- **Safe behaviors and programs support:** Metro's work program focuses on supporting partner agencies and other stakeholders with best practices, and participating in technical work groups. Metro's Safe Routes to School program is focused on coordinating and collaborating with partners to encourage safe behaviors.

Attached (with web link):

1. [2-Year Progress Report - Regional Transportation Safety Strategy \(June 2021\)](#)

Web links:

1. [Appendix: 2-Year Progress Report – Strategies and Actions \(June 2021\)](#)
2. [2019 Traffic Fatalities and Serious Injuries Annual Performance Report \(February 2021\)](#)
3. [Traffic deaths and serious injuries, 2019 \(fact sheet\) \(February 2021\)](#)
4. [Regional Transportation Safety annual work program](#)



Regional transportation safety strategy

2-YEAR PROGRESS REPORT

June 2021



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The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council.

The established decision-making process strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. JPACT serves as the MPO board for the region in a unique partnership that requires joint action with the Metro Council on all MPO decisions.





“The design choices we make about how fast cars move, whether there are bike lanes & sidewalks sharing the space with travel lanes — all of this is an example of what it means to have a truly forward-looking approach on infrastructure.”

- Pete Buttigieg, U.S. Transportation Secretary, March 18, 2021

VISION ZERO BY 2035.

ONE DEATH IS TOO MANY.



IN 2018 WE COMMITTED TO ZERO DEATHS AND LIFE-CHANGING INJURIES ON OUR ROADWAYS.

Regional partners came together and developed a strategic action plan to make our roadways safer for everyone. The strategy was recommended for adoption by the Joint Policy Advisory Committee on Transportation (JPACT) and adopted by the Metro Council as part of the Regional Transportation Plan at the end of 2018.

This 2-year report provides a snapshot of progress that we have made since 2018 to implement the strategic actions adopted in the [Regional Transportation Safety Strategy](#).

WE ARE NOT ON TRACK TO VISION ZERO.



Since the regional safety strategy was adopted at the end of 2018, at least 319 people have been killed in traffic crashes in Clackamas, Multnomah, and Washington counties. Thousands more are living with physical and emotional trauma from being in a crash.¹

On average, there are over 23,000 crashes a year in our region that result in injury – over 60 crashes a day. Every three days someone is killed in a traffic crash. Every day someone experiences a life changing injury. Every one of us is impacted by traffic violence. **The lives lost since the safety strategy was adopted have cost our region over \$2 billion.**

Our safety goals represent real people. When we set a goal of an 11 percent reduction in traffic deaths and life changing injuries from 2015 to 2019, it is a goal to see 58 fewer people killed or seriously injured in a traffic crash in 2019. Instead, in 2019, traffic deaths increased 34 percent, and serious injuries increased 17 percent.¹

We are moving in the wrong direction and are not on track to for zero deaths and serious injuries by 2035. Especially concerning is that **38 percent of people killed in traffic crashes in 2019 were walking.** **Pedestrian deaths have been on the rise for several years.**ⁱⁱ

¹ Due to the time-lag in crash data availability, only preliminary fatality numbers are available for 2020. Preliminary serious crash data for 2019 was available in early 2021.

*Every
three days
someone is
killed in a
traffic crash
in our region.*

*Every day
someone
is seriously
injured.*



NOT EVERYONE IS EQUALLY SAFE ON OUR ROADWAYS.

Systemic racism creates inequities in transportation safety and enforcement.

We know that Black, Indigenous, Latinx, Asian and other people of color are more likely to be killed in a traffic crash. These community members are also less safe from harassment and other types of violence on our roadways. More data and analyses is needed to fully understand disproportionate impact in all three counties and the region.



In Multnomah County, Black people are twice as likely to die in a traffic crash.^{iv}



of pedestrian deaths occurs in the communities in our region where **more people of color, people with lower incomes and people with limited English proficiency** live.^{vi}

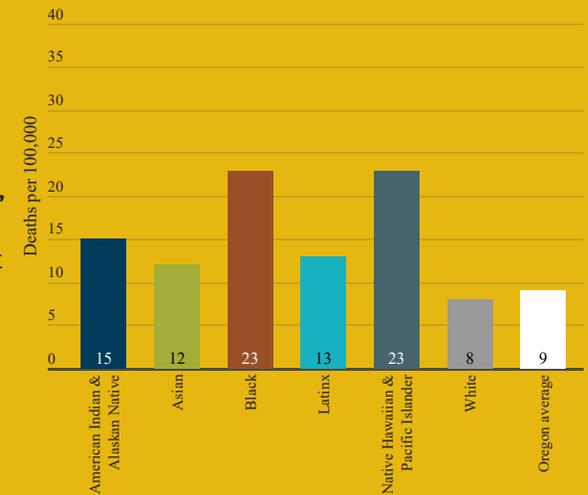


Nationally, **Black people are 80 percent more likely** to be killed by drivers while walking than White, non-Hispanic pedestrians.^v

Black people are the most common targets of racial bias crimes in Portland, 60 percent of which take place in public spaces. Black pedestrians are stopped by police at higher rates than other races. Drivers are less likely to yield to Black people crossing at a crosswalk.^{vii}

Fatal pedestrian injury rates by race, Oregon (2014-2018)

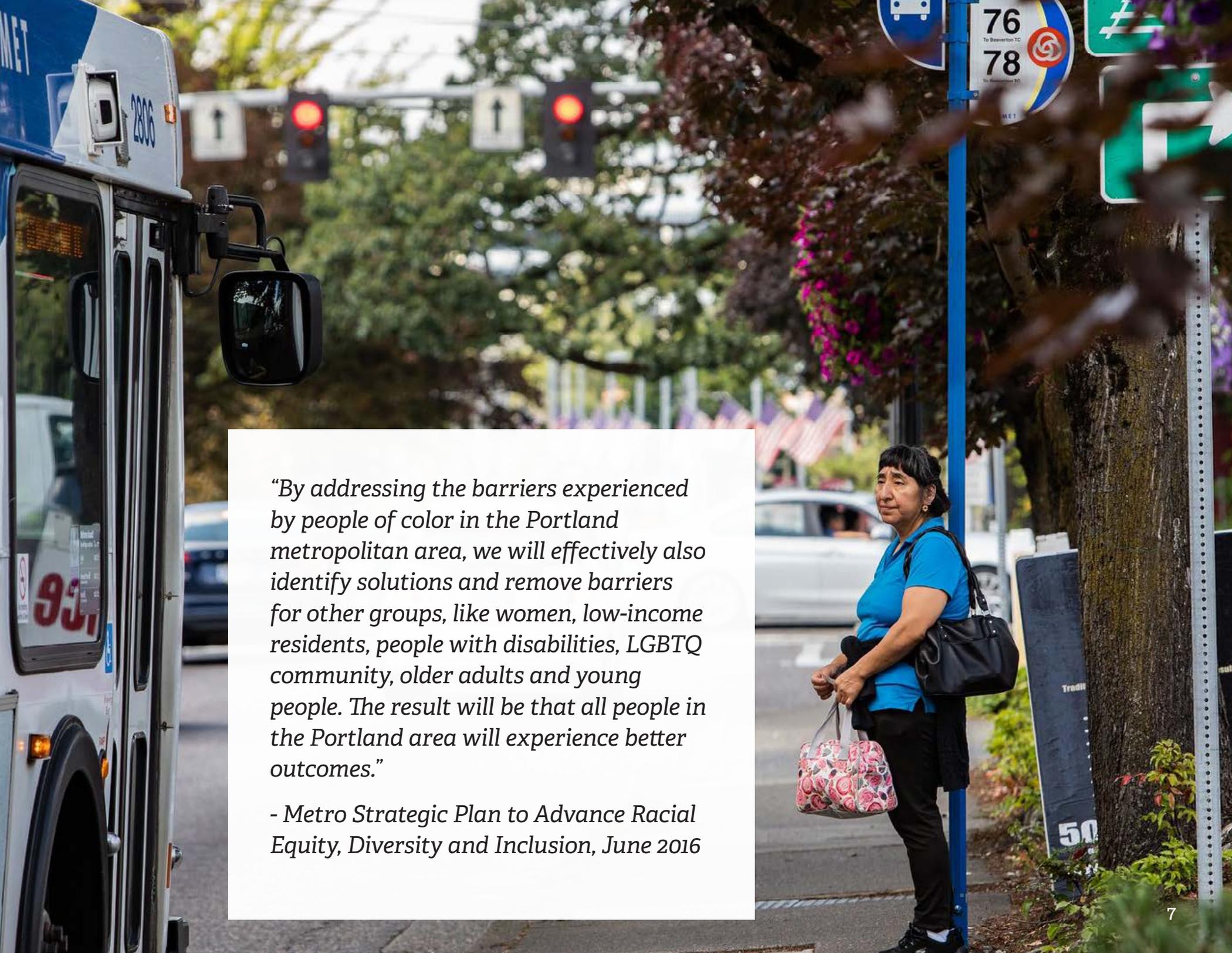
In Oregon, Black people experience the greatest disparity in pedestrian deaths, followed by Indigenous, Latinx and Asian people who also have a higher rate of pedestrian injury than the state average.



Source: ODOT, Pedestrian Injury and Social Equity in Oregon, 2021.ⁱⁱⁱ

In 2020, Black people accounted for **18.5% of traffic deaths in Portland.**

That's **three times higher** than residents' share of Portland's population.^{viii}



“By addressing the barriers experienced by people of color in the Portland metropolitan area, we will effectively also identify solutions and remove barriers for other groups, like women, low-income residents, people with disabilities, LGBTQ community, older adults and young people. The result will be that all people in the Portland area will experience better outcomes.”

- Metro Strategic Plan to Advance Racial Equity, Diversity and Inclusion, June 2016

WE HAVE MADE PROGRESS, BUT WE NEED TO DO MORE.

This progress report provides a high-level summary of actions taken by **state, regional, local and community partners** in 2019 and 2020 to advance the strategic actions in the [Regional Transportation Safety Strategy](#). In some areas we have made progress. However, the rising number of traffic deaths and serious injuries each year should make us pause and **consider how regional partners can prioritize safety even more**. For an expanded list of actions and more information on how progress was assessed refer to the Appendix at oregonmetro.gov/regional-transportation-safety-plan

2-YEAR REGIONAL TRANSPORTATION SAFETY STRATEGY PROGRESS REPORT			
Strategy	Status	What regional partners have done since 2018	What regional partners could do in the next two years
1. Protect vulnerable users and reduce disparities		Filled nearly 100 miles of combined sidewalk, trail and bikeway gaps and prioritized safety in funding decisions. Expanded understanding of the disproportionate impact of crashes on Black people and people walking.	Prioritize equity and pedestrian safety in project funding and roadway design. Prioritize community-led safety investments in communities of color and lower income communities.
2. Design roadways for safety		Developed new state, regional and local street design standards. Identified safety needs and opportunities on many high injury corridors.	Prioritize making our top-10 most dangerous and high-risk urban arterials safe for pedestrians.
3. Reduce speeds and speeding		Modernized statewide speed setting methodologies. Lowered speed limits on local roadways in Portland. Installed more fixed speed cameras in more communities.	Continue to lower posted speeds. Legalize fixed-speed cameras for use in all jurisdictions and on all roadways. Design current projects to manage speeds for safety.
4. Address aggressive and distracted driving		Implemented one of the strictest distracted driving laws in the U.S. Began reporting through the Statistical Transparency of Policing (STOP) Program.	Coordinate regional support of vehicle technology-based solutions. Continue to implement recommendations in Oregon's distracted driving report.
5. Address impaired driving		Maintained status quo as impairment has increased and resources have not kept pace.	Coordinate to accelerate the incorporation of Alcohol Detection Systems into vehicles at the state and federal level. Coordinate to lower legal blood alcohol content levels.
6. Engagement and coordination		Developed regional Safe Routes to School campaign. Ongoing coordination and policy making at state, regional and local levels.	Integrate the safe system approach into everything we do. Coalesce leadership around Vision Zero. Engage the public to demand safer streets and increase regional collaboration.

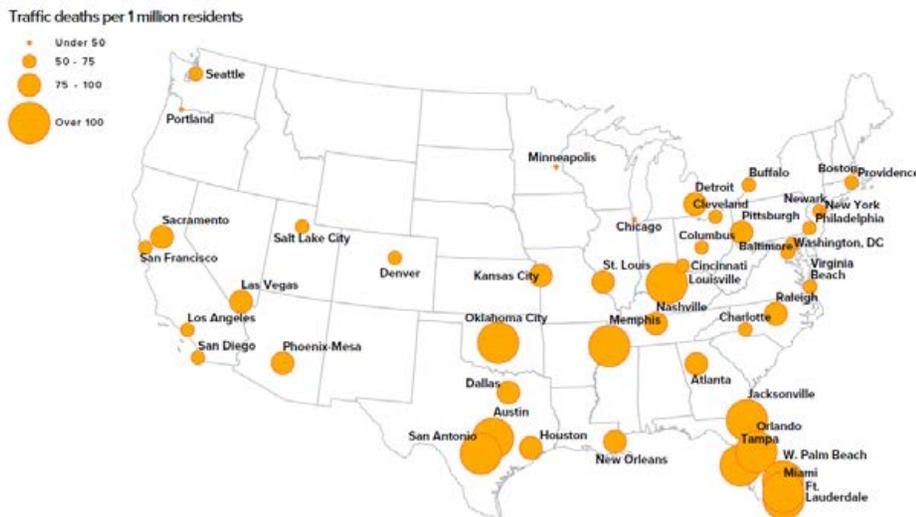
A BETTER STATUS QUO.

We've never been content with the status quo. Unfortunately, traffic violence has become our status quo. Some might think that Vision Zero is unachievable – but we know better. We know safe streets for all, all of the time, can be our status quo. And experts agree. Doing more of what is working and taking the safe system approach have been proven to work.

Doubling down on what works through proven, evidence-based strategies, advancing life-saving technology in vehicles and infrastructure, and prioritizing safety by adopting a safe system approach and creating a positive safety culture, have been proven to work.

DO MORE OF WHAT IS WORKING.

Our region has one of the lowest fatality rates in the country. What's working? Our commitment to compact urban growth. More trips made by walking, bicycling, scooting, bus and MAX. Fewer and shorter trips made by driving.



Traffic deaths by urban region, 2011–2015

U.S. urban regions (MPOs) with populations greater than 1 million
Source: 2018 Metro State of Safety Report

PRIORITIZE SAFETY OVER SPEED.

Adding [the safe system approach](#) to what is already working in our region can get us to zero. **Safety for all road users must be set as the foremost goal, and all decisions must be made based on how well they advance work toward zero deaths.**^{ix}



A **safe system approach** recognizes that although human error is inevitable, fatalities and life-changing injuries are preventable through street design and management choices. Successful safety programs systematically change the way streets operate to keep users safe, even when individuals make mistakes.

Safe speeds. Speed management strategies and technologies are estimated to save 4,000 lives each year nationally.^x

Safe vehicles. Incorporating Advanced Driver Assistance Systems, technologies which exist today, into all vehicles, is estimated to save up to 10,000 lives a year nationally.^{xi}

Safe road users. Incorporating Alcohol Detection Systems, technologies which exist today, into all vehicles, is estimated to save up to 9,000 lives a year nationally.^{xii}

Safe roads. Roadway design improvements that are safety-outcomes based, such as roundabouts, sidewalks and medians, are estimated to save 3,000 lives a year nationally.^{xiii}

Safe EMS. Improved emergency response to crashes is estimated to save 2,500 lives a year nationally.^{xiv}

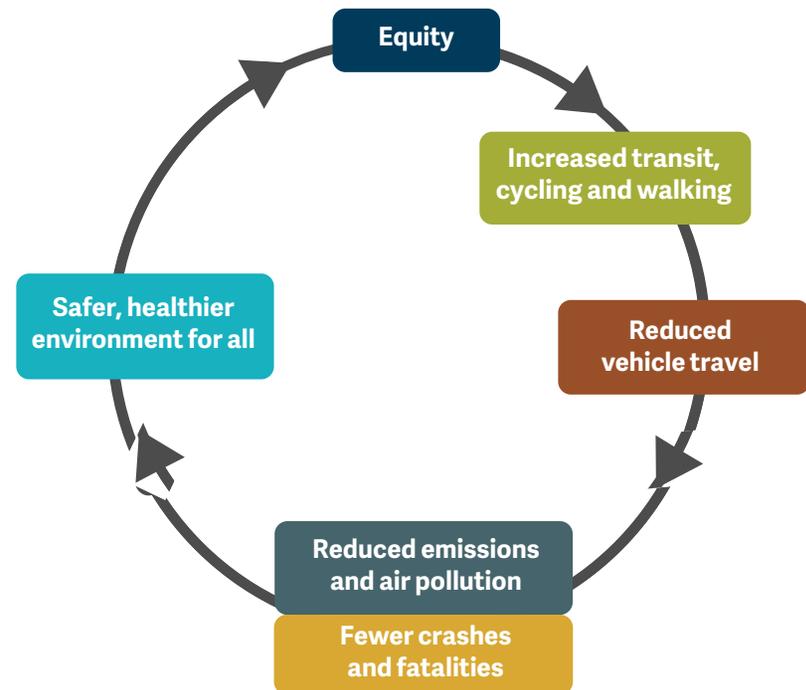
Safe system for all. Shifting to more transit, walking, and bicycling trips is estimated to save 3,000 lives a year nationally.^{xv}

INVESTING IN A SAFE SYSTEM IS AN INVESTMENT IN EQUITY, CLIMATE, ACCESS AND MOBILITY.

While more walking, bicycling and transit brings many benefits to our communities, we cannot expect Black, Indigenous or any person of color to choose **more vulnerable forms of transportation** (when they have the choice), without addressing structural racism and **arrested mobility** (a term coined by Charles Brown that asserts that legal and illegal authorities deny Black people the inalienable right to move or to simply exist in public spaces). Arrested mobility contributes to adverse social, political, economic, and health outcomes that are widespread, intergenerational and preventable.

We must prioritize racial and economic justice to achieve a safe transportation system with zero deaths and life changing injuries, where Black, Indigenous, Latinx, Asian and other people of color are safe and feel safe while traveling in our region.

When people are safe and feel safe while riding the bus, walking down the street and riding a bicycle, these options will be accessible to more people. Availability of travel options helps ease congestion and reduces the need to travel by motor vehicle, leading to cleaner air, fewer traffic fatalities and a safer and healthier environment for everyone.



2018 Regional Transportation Plan

Regional Transportation Safety Strategy

A strategy to achieve Vision Zero in the greater Portland region

December 6, 2018

oregonmetro.gov/safety

The Regional Transportation Safety Strategy works in concert with other adopted strategies to achieve an equitable, safe, resilient and reliable transportation system. Find the Regional Transportation Safety Strategy on [Metro's Transportation Safety webpage](#)

LOOKING AHEAD.

In the next two years we can drastically advance safety and reverse the upward trend of serious traffic crashes. We can take steps to save lives.

We can elevate the experiences and safety of Black, Indigenous, Latinx, Asian and other people of color in our processes and decisions.

We can prioritize near-term funding for safety projects, programs, and operations on the most dangerous arterial roadways and for the most vulnerable users.

We can amplify the safe-system approach in all decisions, focusing on safe speeds, safe streets, safe people, and safe vehicles. We can work together in coordination, proactively creating a safer system to prevent serious crashes from occurring.

“While it will take a generation, the success of other countries and some U.S. cities demonstrates that a combination of approaches makes this an achievable goal.” Rand Corporation, Road to Zero report, 2018.



This person uses their bicycle to get to and from their job in and around Forest Grove. We can make our most dangerous roadways, like the Tualatin Valley Highway, safe for everyone. The Oregon Department of Transportation, the City of Forest Grove and other partners are currently re-designing this stretch of highway to include safety features such as medians, enhanced pedestrian crossings, sidewalks and protected bicycle lanes.

ENDNOTES

- i 2019 Traffic Fatalities and Serious Injuries Annual Performance Report, Metro, 2021. <https://www.oregonmetro.gov/sites/default/files/2021/03/04/Metro-safety-annual-performance-report-2015-2019.pdf>
- ii 2019 Safety Fact Sheet, Metro, 2021. <https://www.oregonmetro.gov/sites/default/files/2021/03/04/Metro-2019-safety-fact-sheet-20210225.pdf>
- iii Pedestrian Injury and Social Equity in Oregon, Analysis of Pedestrian Injury, Built Environment, Travel Activity, and Social Equity, Oregon Department of Transportation Research Section, January 19, 2021. https://www.oregon.gov/odot/Safety/Documents/Pedestrian_Safety_and_Social_Equity.pdf
- iv Multnomah County REACH Transportation Crash and Safety Report: At the Intersection of Transportation Health, Race and Justice, 2021. <https://multco.us/file/95327/download>
- v Dangerous by Design 2021, Smart Growth America. <https://smartgrowthamerica.org/dangerous-by-design/>
- vi 2019 Traffic Fatalities and Serious Injuries Annual Performance Report, Metro, 2021. <https://www.oregonmetro.gov/sites/default/files/2021/03/04/Metro-safety-annual-performance-report-2015-2019.pdf>
- vii Multnomah County REACH Transportation Crash and Safety Report: At the Intersection of Transportation Health, Race and Justice, 2021. <https://multco.us/file/95327/download>
- viii Saving Lives with Safe Streets, Vision Zero Traffic Crash Report 2020, Portland. <https://www.portland.gov/sites/default/files/2021/2020-vision-zero-traffic-crash-report.pdf>
- ix Zero Traffic Deaths: A Roadmap to Get There, released on March 31, 2021. https://storymaps.arcgis.com/stories/b30d2c5754a3474bbecf7d46b6586469?utm_source=sfmc&utm_medium=email&utm_campaign=GOV%20540758&utm_content=
- x City Limits: Setting Safe Speed Limits on Urban Streets, NACTO, 2020: <https://nacto.org/publication/city-limits/the-need/speed-kills/>
- xi The Road to Zero: A Vision for Achieving Zero Roadway Deaths by 2050, RAND Corporation, 2018. <https://www.nsc.org/getmedia/485bod61-e657-44e7-84f2-1a4206a7ea33/rtz-report.pdf.aspx>
- xii Farmer, Charles M. "Potential lives saved by in-vehicle alcohol detection systems," Traffic Injury Prevention, Insurance Institute for Highway Safety and Highway Loss Data Institute, January 2021. <https://www.iihs.org/news/detail/alcohol-detection-systems-could-prevent-more-than-a-fourth-of-u-s-road-fatalities>
- xiii Safety Benefits of Highway Infrastructure Investments, AAA, May 2017. <https://aaafoundation.org/safety-benefits-of-highway-infrastructure-investments/>
- xiv The Road to Zero: A Vision for Achieving Zero Roadway Deaths by 2050, RAND Corporation, 2018. <https://www.nsc.org/getmedia/485bod61-e657-44e7-84f2-1a4206a7ea33/rtz-report.pdf.aspx>
- xv Public Transit is Key Strategy in Advancing Vision Zero, Eliminating Deaths, American Public Transportation Association (APTA), August 2018. <https://www.apta.com/wp-content/uploads/Resources/resources/hottopics/Documents/APTA%20VZN%20Transit%20Safety%20Brief%208.2018.pdf>

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

So, hello. We’re Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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Bob Stacey, District 6

Auditor

Brian Evans

600 NE Grand Ave.

Portland, OR 97232-2736

503-797-1700

June 3, 2021

oregonmetro.gov/regional-transportation-safety-plan



Materials following this page were distributed at the meeting.

August 2021 traffic deaths in Clackamas, Multnomah and Washington Counties*

Knyshya Latreace Wesley, 24 and Gregory James Beuving, 50, driving, Multnomah, 8/28

William Harold Kavanaugh, 65, driving, Clackamas, 8/26

Unidentified, motorcycling, Multnomah, 8/22

Charles Engblom, 44, motorcycling, Multnomah, 8/19

Kevin C. Ford, 48, walking, Multnomah, 8/10

Dustin Armogeda, 33, driving, Multnomah, 8/8

Max Denning Chapman, 36, driving, Washington, 8/7

Kyle Neil Hansen, 45, driving, Clackamas, 8/6

Unidentified, driving, Multnomah, 8/3



**ODOT preliminary fatal crash report and news reports, as of 8/31/21*



Report to JPACT: Progress made on the Regional Transportation Safety Strategy

September 2021



Regional transportation safety strategy

2-YEAR PROGRESS REPORT

June 2021

Purpose

Report on

- adopted regional safety performance targets
- progress made over the last two years, by state, regional, local and community partners, implementing the 2018 Regional Transportation Safety Strategy
- Metro's annual safety work program

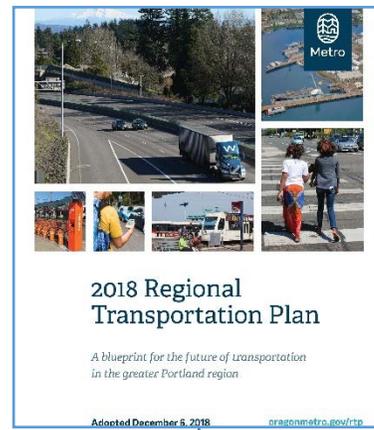
Receive input from JPACT members on prioritizing safety in the next two years

**VISION ZERO
BY 2035.**

**ONE DEATH IS
TOO MANY.**

Every three days
someone is killed
in a traffic crash
in our region.

Every day
someone is
seriously injured.

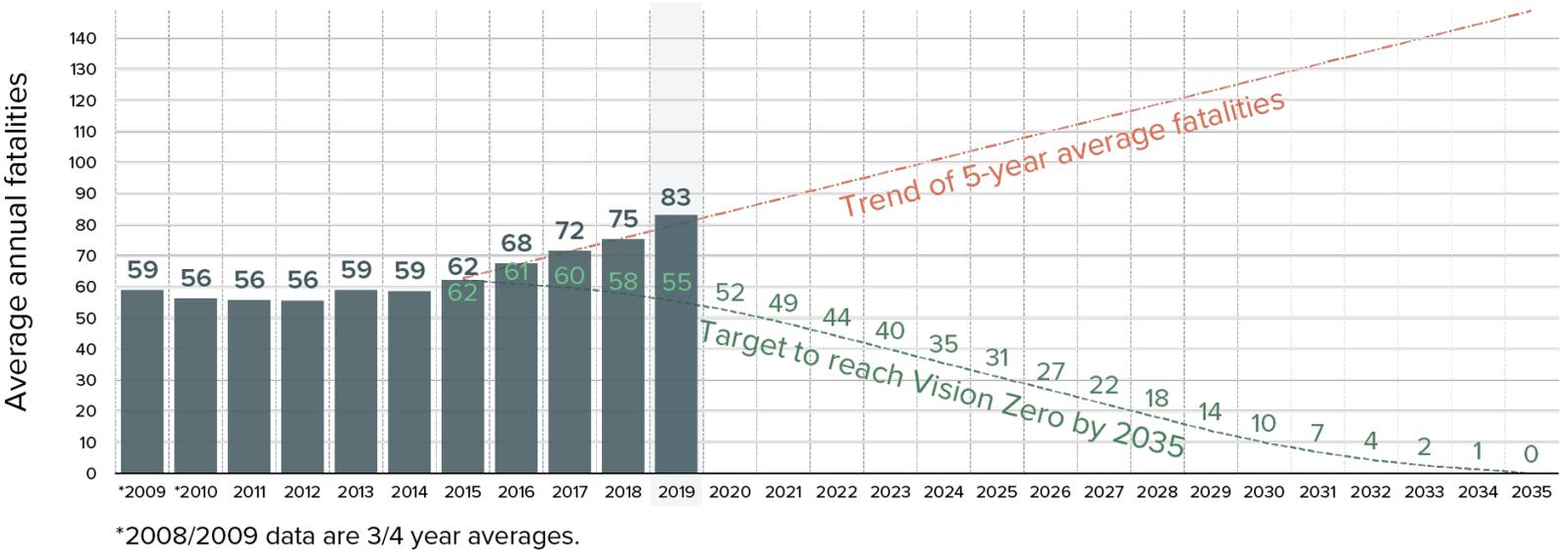


Regional safety strategy

- Adopted 2018
- Topical plan of the 2018 RTP
- Safe system approach
- Racial equity and public health framework
- Data driven
- 6 strategies, 50 actions
- Implemented by state, regional, local and community partners
- Zero deaths and serious injuries by 2035 – performance target



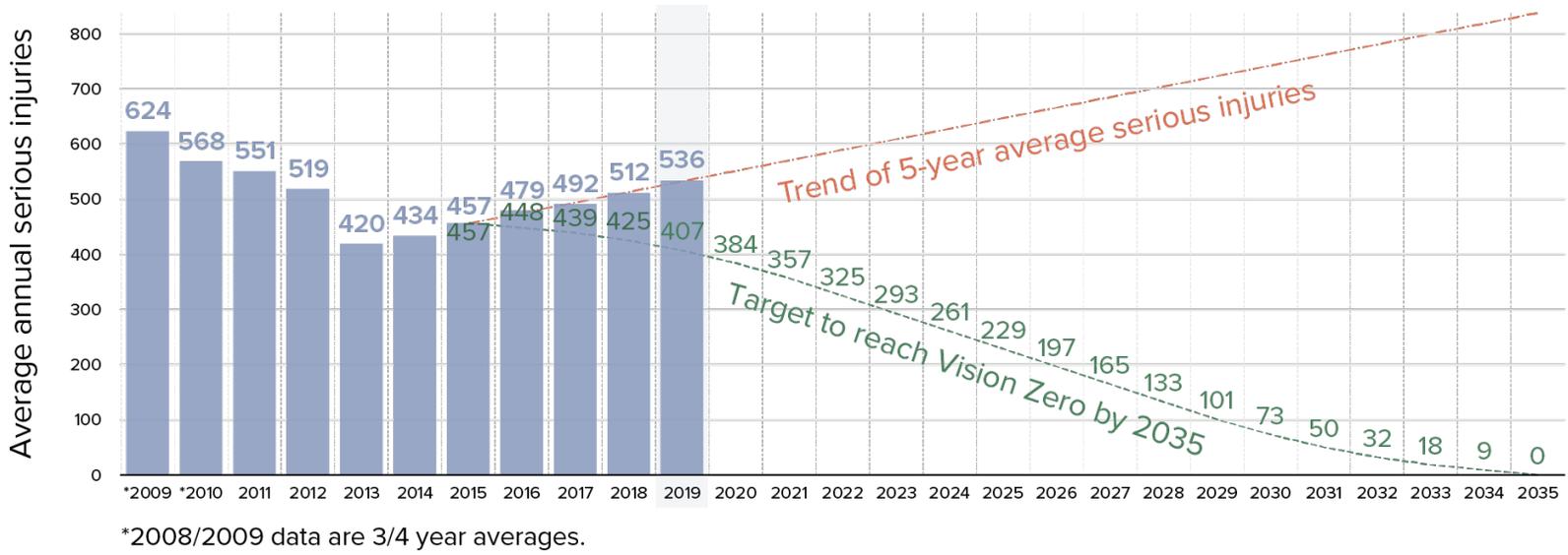
Fatalities



Progress on safety performance targets

Traffic deaths and life changing injuries are increasing, and we are not currently on track to achieve Vision Zero.

Serious injuries



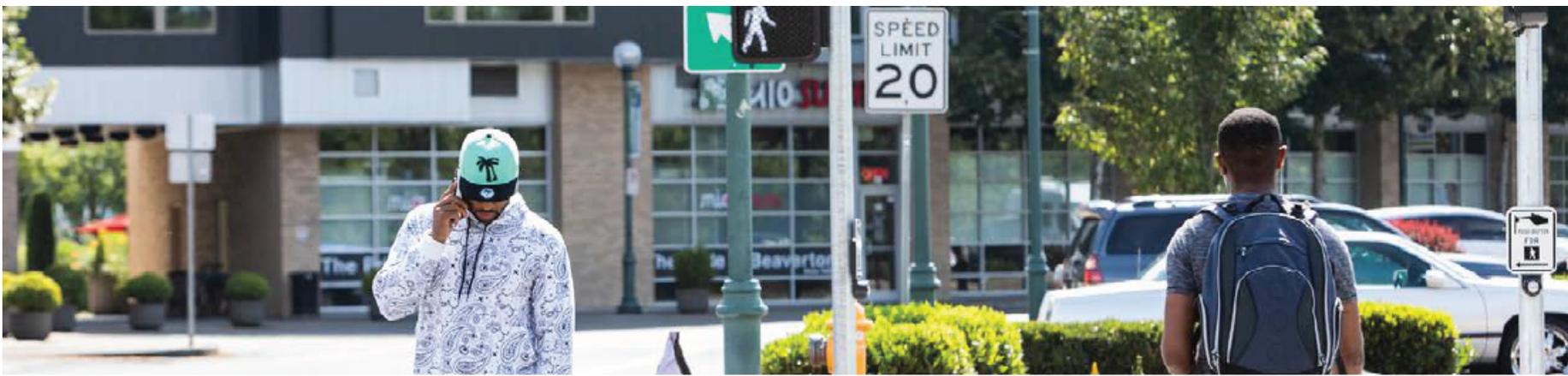
Fatality and serious injury trends for the greater Portland region
 Source: Metro, 2019 annual crash update and 2019 Traffic Fatalities and Serious Injuries Annual Performance Report

Traffic fatalities cost our region over \$1 billion a year.

\$1.1B

Annual cost to our region from traffic deaths.

Source: Metro; Guidance on the Treatment of the Economic Value of a Statistical Life (VSL) in U.S. Department of Transportation Analyses – 2021 Update



NOT EVERYONE IS EQUALLY SAFE ON OUR ROADWAYS.

Systemic racism creates inequities in transportation safety and enforcement. We know that Black, Indigenous, Latinx, Asian and other people of color are more likely to be killed in a traffic crash. These community members are also less safe from harassment and other types of violence on our roadways. More data and analyses is needed to fully understand disproportionate impact in all three counties and the region.



2x

In Multnomah County, Black people are twice as likely to die in a traffic crash.^{iv}



76%

of pedestrian deaths occurs in the communities in our region where **more people of color, people with lower incomes and people with limited English proficiency live.**^{vi}



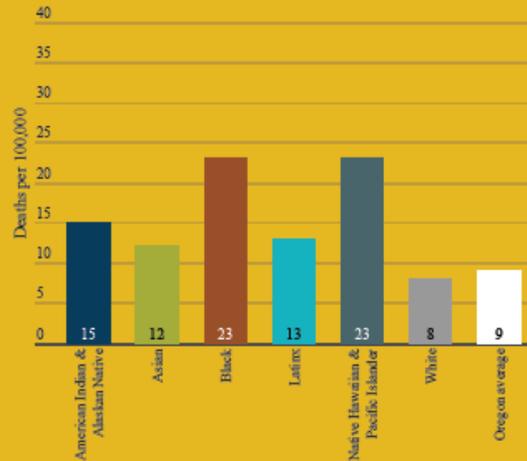
80%

Nationally, **Black people are 80 percent more likely to be killed by drivers while walking than White, non-Hispanic pedestrians.**^v

Black people are the most common targets of racial bias crimes in Portland, 60 percent of which take place in public spaces. Black pedestrians are stopped by police at higher rates than other races. Drivers are less likely to yield to Black people crossing at a crosswalk.^{vii}

Fatal pedestrian injury rates by race, Oregon (2014-2018)

In Oregon, Black people experience the greatest disparity in pedestrian deaths, followed by Indigenous, Latinx and Asian people who also have a higher rate of pedestrian injury than the state average.



Source: ODOT, Pedestrian Injury and Social Equity in Oregon, 2021.ⁱⁱⁱ

In 2020, Black people accounted for **18.5% of traffic deaths in Portland.**

That's **three times higher** than residents' share of Portland's population.^{viii}

Progress report
More action is needed to reduce racial disparities in traffic safety

2-YEAR REGIONAL TRANSPORTATION SAFETY STRATEGY PROGRESS REPORT

Progress report
We have made progress on some actions, could prioritize safety more

Strategy	Status	What regional partners have done since 2018	What regional partners could do in the next two years
1. Protect vulnerable users and reduce disparities		Filled nearly 100 miles of combined sidewalk, trail and bikeway gaps and prioritized safety in funding decisions. Expanded understanding of the disproportionate impact of crashes on Black people and people walking.	Prioritize equity and pedestrian safety in project funding and roadway design. Prioritize community-led safety investments in communities of color and lower income communities.
2. Design roadways for safety		Developed new state, regional and local street design standards. Identified safety needs and opportunities on many high injury corridors.	Prioritize making our top-10 most dangerous and high-risk urban arterials safe for pedestrians.
3. Reduce speeds and speeding		Modernized statewide speed setting methodologies. Lowered speed limits on local roadways in Portland. Installed more fixed speed cameras in more communities.	Continue to lower posted speeds. Legalize fixed-speed cameras for use in all jurisdictions and on all roadways. Design current projects to manage speeds for safety.
4. Address aggressive and distracted driving		Implemented one of the strictest distracted driving laws in the U.S. Began reporting through the Statistical Transparency of Policing (STOP) Program.	Coordinate regional support of vehicle technology-based solutions. Continue to implement recommendations in Oregon's distracted driving report.
5. Address impaired driving		Maintained status quo as impairment has increased and resources have not kept pace.	Coordinate to accelerate the incorporation of Alcohol Detection Systems into vehicles at the state and federal level. Coordinate to lower legal blood alcohol content levels.
6. Engagement and coordination		Developed regional Safe Routes to School campaign. Ongoing coordination and policy making at state, regional and local levels.	Integrate the safe system approach into everything we do. Coalesce leadership around Vision Zero. Engage the public to demand safer streets and increase regional collaboration.

Key	
Action completed	
Substantial progress made	
Progress made, but more action is needed	
Minimal progress made	
No progress made	

Strategy 1: Protect vulnerable users and reduce disparities

Strategy	Status	What regional partners have done since 2018	What regional partners could do in the next two years
1. Protect vulnerable users and reduce disparities		<p>Filled nearly 100 miles of combined sidewalk, trail and bikeway gaps and prioritized safety in funding decisions.</p> <p>Expanded understanding of the disproportionate impact of crashes on Black people and people walking.</p>	<p>Prioritize equity and pedestrian safety in project funding and roadway design.</p> <p>Prioritize community-led safety investments in communities of color and lower income communities.</p>

Progress report

Progress made,
but more action
is needed

Strategy 2: Design roadways for safety

Strategy	Status	What regional partners have done since 2018	What regional partners could do in the next two years
2. Design roadways for safety		<p>Developed new state, regional and local street design standards.</p> <p>Identified safety needs and opportunities on many high injury corridors.</p>	<p>Prioritize making our top-10 most dangerous and high-risk urban arterials safe for pedestrians.</p>

Progress report

Progress made,
but more action
is needed

Strategy 3: Reduce speeds and speeding

Strategy	Status	What regional partners have done since 2018	What regional partners could do in the next two years
3. Reduce speeds and speeding		<p>Modernized statewide speed setting methodologies.</p> <p>Lowered speed limits on local roadways in Portland.</p> <p>Installed more fixed speed cameras in more communities.</p>	<p>Continue to lower posted speeds. Legalize fixed-speed cameras for use in all jurisdictions and on all roadways.</p> <p>Design current projects to manage speeds for safety.</p>

Progress report

Minimal progress made

Strategy 4: Address aggressive and distracted driving

Strategy	Status	What regional partners have done since 2018	What regional partners could do in the next two years
4. Address aggressive and distracted driving		<p>Implemented one of the strictest distracted driving laws in the U.S.</p> <p>Began reporting through the Statistical Transparency of Policing (STOP) Program.</p>	<p>Coordinate regional support of vehicle technology-based solutions.</p> <p>Continue to implement recommendations in Oregon's distracted driving report.</p>

Progress report
Minimal progress
made

Strategy 5: Address impaired driving

Strategy	Status	What regional partners have done since 2018	What regional partners could do in the next two years
5. Address impaired driving		Maintained status quo as impairment has increased and resources have not kept pace.	Coordinate to accelerate the incorporation of Alcohol Detection Systems into vehicles at the state and federal level. Coordinate to lower legal blood alcohol content levels.

Progress report
Minimal progress
made

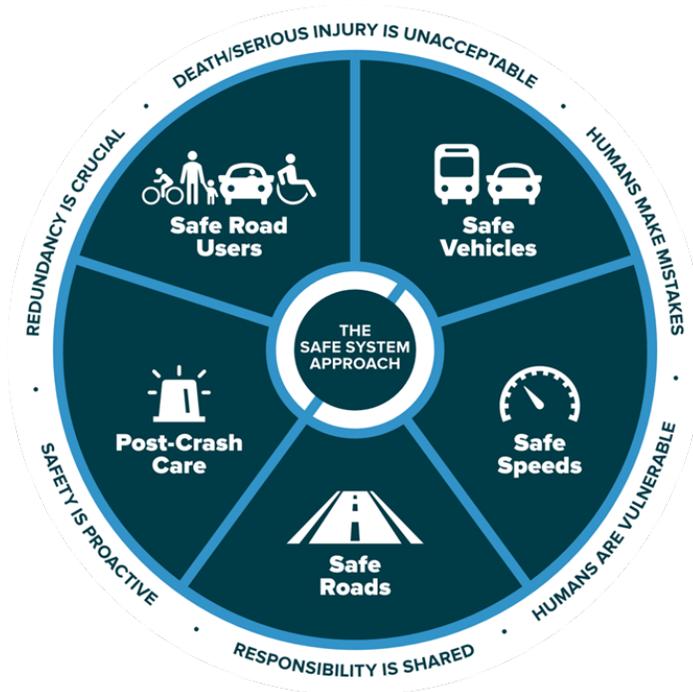
Strategy 6: Engagement and coordination

Strategy	Status	What regional partners have done since 2018	What regional partners could do in the next two years
6. Engagement and coordination		Developed regional Safe Routes to School campaign. Ongoing coordination and policy making at state, regional and local levels.	Integrate the safe system approach into everything we do. Coalesce leadership around Vision Zero. Engage the public to demand safer streets and increase regional collaboration.

Progress report

Progress made,
but more action
is needed

Progress report: Prioritize safety over speed, and other strategies



Source: FHWA



Accommodating human mistakes



Keeping impacts on the human body at tolerable levels

Safe speeds. Speed management strategies and technologies are estimated to save 4,000 lives each year nationally.

Safe vehicles. Incorporating Advanced Driver Assistance Systems, technologies which exist today, into all vehicles, is estimated to save up to 10,000 lives a year nationally.

Safe road users. Incorporating Alcohol Detection Systems, technologies which exist today, into all vehicles, is estimated to save up to 9,000 lives annually.¹¹

Safe roads. Roadway design improvements that are safety-outcomes based are estimated to save 3,000 lives a year nationally.

Safe EMS. Improved emergency response to crashes is estimated to save 2,500 lives a year.

Safe system for all. Shifting to more transit, walking, and bicycling trips is estimated to save 3,000 lives a year nationally.

Sources: National Safety Council, Rand Report; Insurance Institute for Highway Safety - Highway Loss Data Institute; AAA Report; APTA Report.

Metro's role: Annual regional transportation safety work program

- Safety data
- Regional policy and planning
- Safety projects and design support
- Safe behaviors and programs support

Receive previous year F/Inj A data from ODOT

Provide performance measure report to Metro Council and committees, partner committees

Process ODOT data

Identify legislative priorities

Develop performance measure report, annual crash fact sheet

Jan

Feb

Mar

Apr

May

Jun

Jul

Aug

Sep

Oct

Nov

Dec

Convene regional safety workshop

Receive ODOT annual crash data

Update RLIS, Barometer, Crash Map, webpage

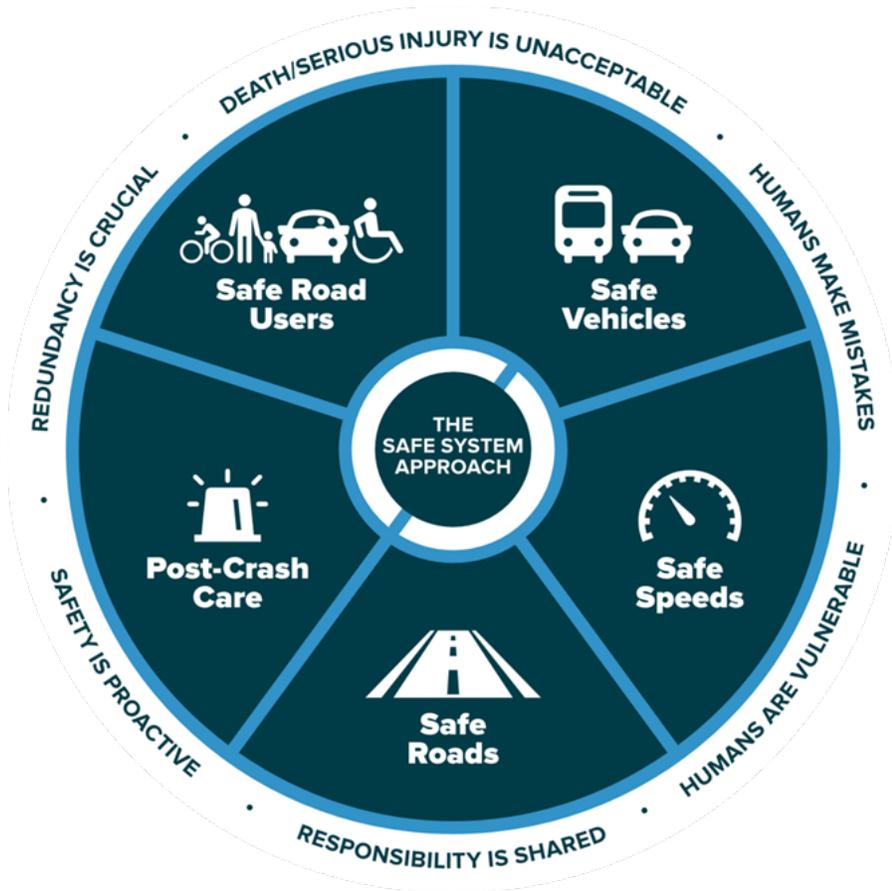
Distribute performance measure report, annual crash fact sheet

Every 5 years: update high injury corridors, state of safety analysis and report, regional plans, policies, strategies and actions

Ongoing: monthly fatal crash reports, 'safety of interest' emails, local plan and project development technical support



Questions and input on prioritizing safety in the next two years



Source: FHWA

What regional partners could do in the next two years
<p>Prioritize equity and pedestrian safety in project funding and roadway design.</p> <p>Prioritize community-led safety investments in communities of color and lower income communities.</p>
<p>Prioritize making our top-10 most dangerous and high-risk urban arterials safe for pedestrians.</p>
<p>Continue to lower posted speeds. Legalize fixed-speed cameras for use in all jurisdictions and on all roadways.</p> <p>Design current projects to manage speeds for safety.</p>
<p>Coordinate regional support of vehicle technology-based solutions.</p> <p>Continue to implement recommendations in Oregon's distracted driving report.</p>
<p>Coordinate to accelerate the incorporation of Alcohol Detection Systems into vehicles at the state and federal level.</p> <p>Coordinate to lower legal blood alcohol content levels.</p>
<p>Integrate the safe system approach into everything we do.</p> <p>Coalesce leadership around Vision Zero.</p> <p>Engage the public to demand safer streets and increase regional collaboration.</p>

Thank you

www.oregonmetro.gov/regional-transportation-safety-plan



Arts and events
Garbage and recycling
Land and transportation
Oregon Zoo
Parks and nature

oregonmetro.gov