

Meeting minutes

Meeting: **Transportation Policy Alternatives Committee (TPAC) Workshop**
Date/time: Wednesday March 8, 2023 | 9:00 a.m. to 12:00 p.m.
Place: Virtual online meeting via Web/Conference call (Zoom)

Members Attending

Tom Kloster Chair
Karen Buehrig
Allison Boyd
Chris Deffebach
Lynda David
Eric Hesse
Jay Higgins
Mike McCarthy
Tara O'Brien
Chris Ford
Karen Williams
Lewis Lem
Bill Beamer
Ellie Gluhosky
Andre Lightsey-Walker
Jasia Mosley
Indi Namkoong
Katherine Kelly

Affiliate

Metro
Clackamas County
Multnomah County
Washington County
SW Washington Regional Transportation Council
City of Portland
City of Gresham and Cities of Multnomah County
City of Tualatin and Cities of Washington County
TriMet
Oregon Department of Transportation
Oregon Department of Environmental Quality
Port of Portland
Community Representative at Large
Community Representative, OPAL
Community Representative, The Street Trust
Community Representative at Large
Community Representative, Verde
City of Vancouver

Alternates Attending

Sarah Paulus
Gregg Snyder
Glen Bolen

Affiliate

Multnomah County
City of Hillsboro and Cities of Washington County
Oregon Department of Transportation

Members Excused

Jaimie Lorenzini
Laurie Lebowsky-Young
Danielle Maillard
Jasmine Harris
Rob Klug
Shawn M. Donaghy
Ned Conroy
Rian Sallee

Affiliate

City of Happy Valley and Cities of Clackamas County
Washington State Department of Transportation
Community Representative, Oregon Walks
Federal Highway Administration
Clark County
C-Tran System
Federal Transit Administration
Washington Department of Ecology

Guests Attending

Bryan Graveline
Chris Lamm

Affiliate

Portland Bureau of Transportation
Cambridge Systematics

Guests Attending

Cody Meyer
Dave Roth
Francesca Jones
Gabriela Giron
Jessica Engelmann
Jessica Pelz
Jonathan Slason
Max Nonnamaker
Peter Swinton
Steve Kelley
Tom Armstrong
Vanessa Vissar

Affiliate

Department of Land Conservation & Development
City of Tigard
Portland Bureau of Transportation
Portland Bureau of Transportation
City of Beaverton
Washington County
RSG
Multnomah County
Tualatin Hills Park & Recreation District
Washington County
City of Portland
Oregon Department of Transportation

Metro Staff Attending

Alex Oreschak, Ally Holmqvist, Andrea Pastor, Caleb Winter, Cindy Pederson, Clint Chiavarini, Dan Kaempff, Daniel Audelo, Eliot Rose, Grace Cho, John Mermin, Kim Ellis, Kyle Hauger, Lake McTighe, Marie Miller, Matt Bihn, Shannon Stock, Ted Leybold, Thaya Patton, Tim Collins

Call to Order and Introductions

Chair Kloster called the meeting to order at 9:00 a.m. Introductions were made. Reminders where Zoom features were found online was reviewed. The link for providing 'safe space' at the meeting was shared in the chat area.

Committee and Public Communications on Agenda Items – none received

Consideration of TPAC workshop summary, January 11, 2023 (Chair Kloster) Edits or corrections were asked to be sent to Marie Miller. No edits/corrections were received. Meeting summary approved.

Regional Freight Delay & Commodities Movement Study (Tim Collins, Metro/ Chris Lamm, Cambridge Systematics) Tim Collins began the presentation on the Regional Freight Delay & Commodities Movement Study noting the main study objectives. The Freight Network map from the Regional Freight Strategy was shown and analyzed per corridors by freight categories. The 2020 and 2045 model results for commodities traveling in the freight corridors were described.

The memo in the packet was noted to show locations with percentage increases from 2020 to 2045 for all 10 categories of commodities (All Goods). Growth rates by percent increases (from 2020 to 2045) were described. Mobility corridors carrying the highest volumes are freeways: 6k+ trucks daily by direction. Other corridors also play important roles for freight movement and connect industrial sites to freeways and destinations.

Future analysis and reporting was noted. This includes:

- Consider average travel speed during all hours of day
- Use INRIX data (15-minute intervals) to compile annual average speeds
- Metro's draft mobility policy – 4 hours or less of congestion
 - Expressway Speeds < 35 mph
 - Other throughways (with signals) Speeds < 20 mph
- Report the duration that congestion occurs

Data mapping and corridor level key findings well be reported on as developed.

Comments from the committee:

- Chris Deffebach noted the amount of data developed over the years was impressive. The data appears to show that I-5 is our major freight route, and although the Interstate Bridge is critical, the entire I-5 corridor needs to function. It was suggested to have a commodity value map showing percentage increases in commodity values. Regarding congestion, important input on the Urban Mobility Policy is needed. Will this be available before refinement with the new Mobility Policy is finalized? Ms. Ellis noted this data is being used to support the analysis for the freight and mobility policy with more developed this spring/summer for incorporating into the RTP.
- Karen Buehrig noted the importance of the 224 corridor, and agreed it was put in perspective the larger percentage of increases when compared to others. Regarding future year data, specifically the 2045 date, it was asked where this came from. It would be helpful to use in additional work such as the Sunrise Area where work is just not getting ready to kick off. Knowing the right facilities to be able to support the movement of commodities and the communities in these areas is helpful.

Mr. Collins noted the data came from our regional travel model, being advanced so we can look at these commodities by value and tonnage. Inputs have come from projected jobs and use of industrial lands. The analysis have provided the model to be well calibrated and positioned to show future projections from these inputs.

- Lewis Lem asked what Metro's plan is for the final product with this information. Would there be a final report and when? Mr. Collins noted the final project is expected in late summer.

Chris Lamm continued the presentation with information on E-Commerce impacts in the Portland region. National E-Commerce sales trend were shown, that provided input and trends in the regional market. E-commerce represented 14.7% of retail sales nationally in Q4 of 2022, a new record. E-Commerce jobs and wages in the Portland Metropolitan Region were shown. Portland's industrial market is trending to record low vacancies, record high lease rates, with 6.8 million square feet of industrial buildings under construction (coming online through 2023-24).

Several industrial properties were described with locations. Private Sector Strategies to reduce the cost of the last mile include management of demand for deliveries and using artificial intelligence to optimize delivery tours and routing. To reduce the impacts of last-mile deliveries strategies include loading zones and curb access for deliveries with curb management and looking at land use policies with industrial zoning and using former retail space that has been vacated.

Comments from the committee:

- Lewis Lem asked if there was a way to tell with industrial land uses and distribution facilities if they are serving the local Portland regional market and/or the larger Pacific Northwest market. Mr. Lamm noted this wasn't stated in the industrial trends data, but survey data could be used if the retailer or facility owner was known, and what their supply chain looks like. A large facility that serves a broad network of stores or a smaller network of distribution stores will vary by company and how their supply chains are organized.
- Jay Higgins asked if there are any estimates on how much traffic impacts, we are seeing from e-commerce. Mr. Lamm noted there is work underway on data with A.I. trip generation manuals that have guidance on estimating trip generation on warehouses and distribution centers, but e-commerce is changing how these facilities operate. They are creating a different class of industrial building that have their own generation trip characteristics.

- Indi Namkoong asked if there were any insights on these shifting trips of deliveries, such as pick up at stores, curbside service and creating more opportunities for deliveries out of neighborhoods. Was this integrated into the modeling? Mr. Lamm noted it's not incorporated into models yet. It's an emerging model that a few retailers have been experimenting with during the pandemic. More retailers are expecting to enjoy the benefits of this but not much public data is shown to demonstrate this or even to demonstrate trends and value of sales.

2023 Regional Transportation Plan: Continue discussion of draft Chapter 3 policies (Kim Ellis, Metro)

Discussion was continued from the TPAC March 3, 2023 meeting on draft policies in the 2023 Regional Transportation Plan (RTP). Comments on the policies and draft Chapter 3 were requested by March 24. Reminders of coordinated planning and decision-making steps were described: Federal and state law define roles and responsibilities and expectations for coordinated planning (Oregon Transportation Plan), policies guide planning and investment decisions for the parts of the system they address (RTP), and plans identify needs and solutions (City and County transportation plans).

Currently, draft Chapter 3 policies have:

- New policies related to pricing, mobility and transit
- Updates to climate and motor vehicle policies related to new policies and state Transportation Planning Rules
- Minor updates/reformatting to transportation equity, freight, design, TSMO and TDM policies
- No changes to safety, bike, pedestrian and emerging technology policies

Following the TPAC March 3 meeting with comments to be specific about mode share targets, noting resilience is missing from policies, add resilience to Policy 9, and add new policy for resilience to earthquakes and other hazards, Climate Policy changes now read:

Policy 3 Prioritize transportation investments that make biking and walking safe and convenient to significantly increase walking and bicycling mode shares.

Policy 9 Secure adequate funding for transportation investments that support the RTP climate goal and implementation of the climate smart strategy.

From March 3 comments regarding localized impacts - Language doesn't talk about localized impacts, including how is diversion defined, what is too much diversion, what can/should be done to address it or who has responsibility for addressing it. Pricing Policy 4 now reads:

Policy 4 Minimize diversion impacts created by pricing programs and projects prior to implementation and throughout the life of the pricing program or project.

Comments from the committee:

- Ellie Gluhosky noted that in the pricing policy there is no specific language about where tolling revenue would be invested or was this listed in a different section? Alex Oreschak noted from past discussions the consensus to not have specific policies directing revenue reinvestments. Action items would be more broadly written to direct portions of revenues.
- Karen Buehrig noted it was helpful to understand the pricing policies in relationship to the actions because the actions allow for what is meant by minimizing divergence impacts. Action 3-1 in the policies notes evaluations of localized impacts of divergence such as VMT. In our review of tolling projects, it is one thing to direct someone to look at the localized impacts, but if the broader overall benefits of pricings are to reduce travel it negates the desired goal of reducing impacts to divergence. The pricing set of policies and actions are helpful to understand what's done when pricing is looked at, but how do they influence outcomes of

projects? Ms. Ellis noted we can review and discuss tolling projects being developed and what is impacting the region.

- Chris Ford suggested another special workshop to discuss the pricing policies may be needed. It was noted that parking policy is new in the region with other work done on this around the county is that is adapting to new environments. Collaboration with partners will be important with these discussions. It was noted proposed pricing projects don't just apply to highway tolls but apply to parking programs also. Examples of parking programs in Portland and parking districts were noted. These policies are meant to be about applied policies to bring equitable outcomes and minimize impacts to divergence.

There were certain policies and actions in the proposed draft Chapter 3 that called out policy actions relating to toll setting rates and costs. There are concerns with the policies setting revenue distribution. Actions that direct setting tolls and how revenues unfold are in direct conflict the Oregon Highway Plan. The State Legislature establishes that the Oregon Transportation Commission is the toll authority. They will set toll rates and plan allocation revenues. The proposed actions also box in City and County board and commissions and they potentially direct those elected bodies in what they can do with their policies around parking.

- Chris Deffebach agreed that more time on the pricing policies is needed. It was suggested more definition of "diversion" is needed. We don't understand the cause and effect. Implications of highways and other systems in our plans don't account for the functionality of programs. Monitoring divergency over time may be challenging but beneficial as growth is only one element with changes. It was suggested that diversion may be part of the Motor Vehicle Policy as well. Several times in the policy language it says "should take the following actions" and "requires". More guidance on that this mean was suggested. It was suggested to consider keeping parking pricing in the climate or demand management section, and not the pricing section.

Ms. Ellis noted that actions on policies in the RTP do not direct local governments on how to implement actions. This is done through the Regional Transportation Functional Plan. Further conversation between the relationship of the plans could be scheduled. It was noted how we differentiate between trip purposes, length of trips, and use highway intersections affects our meanings of divergence. Regional growth is changing how our highways function.

- Karen Buehrig agreed a separate meeting on pricing would be helpful. It was noted rate setting effects land use and expenditures of funds that are collected, which is why there are actions around rate settings and related to expenditures of funds that impact how our transportation systems are used as well as land use developments. It was agreed that many pricing policies lean toward addressing toll, which should be more clearly stated if different from parking.

This chapter and guidance related to pricing is intended to influence what the Regional Mobility Pricing program policies are and adopted in the RTP. It was suggested to create new wording around the phrases in the draft regarding "Agencies should take the following action". Better guidance on which of these elements could influence the functional plan was suggested.

- Eric Hesse agreed that parking and pricing facilities are not the same, nor intended to be in the same category where distinctions of types of diversion are applied. The scales of envisioning these differ between serving multitudes of travel on our transportation system and uses with a parking space. It was agreed that more time should be spent on the substance with policies

beyond general statements, especially regarding pricing, their actions to meet goals, the intent of the policy and implications between the RTP and Functional Plan.

- Chris Ford noted it would be helpful to know if Metro then intends to point the Functional Plan to those capacity definitions.

The presentation resumed with Motor Vehicle Policies #6 and 9 discussed. Comments from the March 3 TPAC meeting were summarized. Noted were:

- Overlap between the two policies.
- Support for concepts and hierarchy of solutions but concern with how to address use of pricing for arterials and in local TSPs – seems more appropriate for throughways.
- Add reference to mobility policy and congestion management process.
- Concern policy would limit new roads in UGB expansion areas.

Comments from the committee:

- Gregg Snyder looked back at their Urban Reserve Transportation Study that planned for 35,000 housing units and 13,000 jobs in the UGB and urban reserves areas. There is concern with anything listed that restricts, reduces or limits needed infrastructure if plans for housing, jobs and transportation are compromised. It was noted that specific OAR specific citing may not make sense as they frequently change over time. The Oregon Administrative Rule (OAR) link was provided in chat:
https://secure.sos.state.or.us/oard/viewSingleRule.action;JSESSIONID_OARD=WwvCqr9rT0LLj211LAzKhRXcajdU17jICWSw0IJA5whcaNaylq_j!-1441486436?ruleVrsnRsn=293054
- Chris Ford commented on policy 6, that ODOT had no big concern but that it creates some problems. It appears as written that if anything new is added to the system, increased transit service and a pricing evaluation is needed. Questions on what is meant as the definition of capacity was asked. Ms. Ellis the definition of capacity was used per the adopted Highway Plan with terms listed on requirements setting new capacity. The TPR rule that defines capacity is 660-012-0803 Enhanced Review of Select Roadway Projects.

Policy 9 was noted for challenges with changes uncalled for and unacceptable. It was felt this clashed with state law. Strikeouts in the proposed draft were noted. The TPR has been historically used rules on land use that affect transportation. State law says that with the transportation rule there has to be a transportation capacity to accommodate the land use. TSPs get updated with transportation system plans, and there is reasonable likelihood investments apply with land use planning. It was felt the strikeouts in the proposed language risk invalidating land use systems. It clashes with the transportation rule, affects the NEPA process and project planning in the RTP.

Ms. Ellis noted the reason for the knockout was that under the Climate Friendly Equitable Communities (CFEC) rule, any new capacity is defined in the rule. It is consistent with the TPR with Enhanced Review of Select Roadway Projects. Mr. Ford felt it might create tremendous problems with the development community and land use planners at state and local levels if we do this. More discussion is needed. Chair Kloster suggested planned discussions between Metro and state agencies as we move forward on this issue.

The word “deficiencies” being struck out was a concern about walking backwards or having misinterpretation of the work being done on the Regional Mobility Policy. ODOT is fine with studying the update but the intent of this update is not to shift away reliability of throughways with setting speed targets. It was suggested to highlight where the deficiencies are on our

systems everywhere that need to be planned for with planned investments. More discussion on removing “deficiencies” was suggested.

- Chris Deffebach asked if this in OAR and required by the state to meet this in the TPR, does it need to be included in the RTP as well? Chair Kloster noted it has some overlapping elements between Metro, cities and counties, but also different requirements. We have more work to do on this.

Climate Smart Strategy Discussion (Kim Ellis & Eliot Rose, Metro) A presentation was given on the 2023 RTP Climate Smart Analysis: teleworking and the “GHG gap”. Updated results were shown how different future levels of teleworking affect the estimated gap. Understanding and honing these results will allow us to account for teleworking in the climate analysis and focus on aligning the analysis with the RTP project list. It was noted the 2023 RTP target for GHG reduction is a 30% reduction by 2045. Specific definitions of what the climate targets include were given.

The definition of teleworker was discussed. Teleworking includes all work undertaken remotely, regardless of location (home, coffee shop, co-working space) or frequency (part-time or full-time). This is a broader definition than the region has previously used. We used to only count full-time telework. Since teleworking means so many different things it can be more useful to measure its opposite: “workers who commute full-time.” Everyone else is a teleworker.

Graphics were shown on the changes of telework in recent years, the job sectors with teleworkers, and teleworking scenarios. Teleworking impact on VMT (Vehicle Miles Traveled) with initial gap estimates were described. What was learned from the analysis:

- If you count hybrid workweeks, a lot of workers (28%) were teleworking before the pandemic.
- Teleworking hasn’t been part of our climate analysis before. It’s important to account for it because people seem likely to continue doing it.
- We explored 2045 scenarios where between 42% and 56% of workers telework some of the time.
- Those scenarios reduce 2045 GHG emissions by between 0.5 and 2.5 percentage points – reducing, but not eliminating, the estimated 5-point gap.

Comments from the committee:

- Bill Beamer noted other factors that affect telework including businesses trying to get workers back into office and creating economic opportunities in the downtown corridor and other places, rent and office spaces, and technical capabilities varied across the region. Commuting relative to climate emissions and the drop in transit pre-pandemic and currently was of interest. With the growth and population in the region and overlaps of increasing traffic, it seems challenging for long range planning with commitments and investments when situations change and create different opportunities. It seems regional plans focus on changes in infrastructure for growth but not as much planned for changes of people movement.

Chair Kloster noted the 5-year mandated cycle per Federal requirement to review and update plans to develop changes with plans that periodically need changes. Mr. Rose agreed on the complexity of telework issues and limitations of any forecast we can make. Some guesswork is needed with between 7-21% of people in the region doing something with their commute trips that we aren’t accounting for in a lot of the planning we do. Jonathan Slason noted that none of the scenarios are forecast. They represent various futures that have equal opportunity for occurring. At this time we have the tools to analyze it, but interested in learning from others thoughts on how this will progress over time.

- Andre Lightsey-Walker noted telework is one of the biggest class divisions in modern history so when we are in a group of people that are clearly remote workers we need to think clearly and thoughtfully about this issue. Per capita VMT reduction in relation to a growing regional population gives note to per capita doesn't matter if our VMT is increasing. Future projects based on that would be helpful.
- Eric Hesse would be interested in learning about the variables with telework for peak/off peak trips. It was noted the data around transit service trips pre-pandemic and currently with projected trips when telework was data was included would be helpful. It was felt to be premature to give priorities or preferences to scenarios until a better understanding with trends and analysis is done.

There have been analyses that also suggest that there can be increases in VMT connected to higher levels of teleworking, both in terms of midday travel and relocation relating longer distance travel. Curious if these dynamics are also reflected in the scenarios?

- Francesca Jones noted we've seen different data on commute trip reduction vs all trips reduction from telecommuting, so curious if the reduction in VMT is just based on commute trips or all trips made by telecommuters.
- Tara O'Brien noted TriMet did reassess where bus lines serve and have a proposed restructuring of service to build ridership - those changes will be reflected in the updated RTP transit network model. Some good highlights in our Exec summary and existing conditions report here. Happy to answer other questions about teleworking and transit planning later if needed. <https://trimet.org/forward/#background> Peak demand hours and changes in trends are being discussed and refined and will be shared as more becomes known.
- Chris Ford asked if this data accounted for workers coming from outside the region. Mr. Rose noted the nature of our targets is the focus on household emissions from households in our region. Mr. Ford suggested further discussion on impacts with affordable housing, land development and transportation emissions and different services offered where people are moving and living outside the region that affect making these targets.

Committee comments on creating a safe space at TPAC – none received

Adjournment

There being no further business, workshop meeting was adjourned by Chair Kloster at 12:03 p.m.
Respectfully submitted,



Marie Miller, TPAC Recorder

Attachments to the Public Record, TPAC workshop meeting, March 8, 2023

| Item | DOCUMENT TYPE | DOCUMENT DATE | DOCUMENT DESCRIPTION | DOCUMENT No. |
|------|------------------------|---------------|---|--------------|
| 1 | Agenda | 3/8/2023 | 3/8/2023 TPAC Workshop Agenda | 030823T-01 |
| 2 | 2023 TPAC Work Program | 3/1/2023 | 2023 TPAC Work Program as of 3/1/2023 | 030823T-02 |
| 3 | Minutes | 1/11/2023 | Minutes for TPAC workshop, 1/11/2023 | 030823T-03 |
| 4 | Memo | 2/28/2023 | TO: TPAC and interested parties From: Tim Collins, Senior Transportation Planner RE: Commodities Movement Study - 2020 to 2045 growth rates (by percent increase) of Daily Regional Commodity amounts | 030823T-04 |
| 5 | Memo | 3/1/2023 | TO: TPAC and interested parties From: Kim Ellis, AICP, RTP Project Manager RE: 2023 Regional Transportation Plan – Draft Chapter 3 (System Policies) | 030823T-05 |
| 6 | Report | 3/1/2023 | Draft Chapter 3 System Policies to Achieve Our Vision 2023 Regional Transportation Plan | 030823T-06 |
| 7 | Map | 2/13/2023 | Regional Freight Network Map | 030823T-07 |
| 8 | Handout | February 2023 | 2023 Regional Transportation Plan Update Climate Smart analysis: estimating the GHG reduction gap | 030823T-08 |
| 9 | Presentation | 3/8/2023 | Regional Freight Delay and Commodities Movement Study 2020 and 2045 freight modeling results on commodities | 030823T-09 |
| 10 | Presentation | 3/8/2023 | Regional Freight Delay and Commodities Movement Study E-Commerce Impacts in the Portland Region | 030823T-10 |
| 11 | Presentation | 3/8/2023 | 2023 Regional Transportation Plan Draft Chapter 3 – System Policies | 030823T-11 |
| 12 | Presentation | 3/8/2023 | 2023 RTP Climate Smart Analysis: teleworking and the “GHG gap” | 030823T-12 |