

Meeting minutes

Meeting: **Transportation Policy Alternatives Committee (TPAC) Workshop**
Date/time: Wednesday September 13, 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
Dyami Valentine
Eric Hesse
Jaimie Lorenzini
Mike McCarthy
Tara O'Brien
Chris Ford
Gerik Kransky
Laurie Lebowsky-Young
Bill Beamer
Ellie Gluhosky
Sarah Iannarone
Indi Namkoong
Jasia Mosley
Katherine Kelly

Affiliate

Metro
Clackamas County
Washington County
City of Portland
City of Happy Valley and Cities of Clackamas County
City of Tualatin and Cities of Washington County
TriMet
Oregon Department of Transportation
Oregon Department of Environmental Quality
Washington State Department of Transportation
Community Representative at Large
Community Representative, OPAL
Community Representative, The Street Trust
Community Representative, Verde
Community Representative at Large
City of Vancouver

Alternates Attending

Jamie Stasny
Sarah Paulus
Dayna Webb
Will Farley
Gregg Snyder
Neelam Dorman

Affiliate

Clackamas County
Multnomah County
City of Oregon City and Cities of Clackamas County
City of Lake Oswego and Cities of Clackamas County
City of Hillsboro and Cities of Washington County
Oregon Department of Transportation

Members Excused

Allison Boyd
Judith Perez
Jay Higgins
Lewis Lem
Danielle Maillard
Jasmine Harris
Steve Gallup
Shawn M. Donaghy
Ned Conroy
Rich Doenges

Affiliate

Multnomah County
SW Washington Regional Transportation Council
City of Gresham and Cities of Multnomah County
Port of Portland
Community Representative, Oregon Walks
Federal Highway Administration
Clark County
C-Tran System
Federal Transit Administration
Washington Department of Ecology

Guests Attending

Ariadna
Brett Morgan
Bryan Graveline
Chris Smith
Dave Roth
Jean Senechal Biggs
Jeff Owen
John Charles
Joseph Auth
Kirsten Beale
Mat Donata
Rye Baerg
Stephanie Millar
Tia Williams

Affiliate

GTT
1000 Friends of Oregon
Portland Bureau of Transportation
No More Freeways
City of Tigard
City of Beaverton
HDR
Cascade Policy Institute
City of Hillsboro
WSP
City of Hillsboro
Oregon Department of Transportation
Oregon Department of Transportation
WSP

Metro Staff Attending

Ally Holmqvist, Andrea Pastor, Caleb Winter, Cindy Pederson, Eliot Rose, Grace Cho, Jake Lovell, John Mermin, Kim Ellis, Lake McTighe, Marie Miller, Marne Duke, Matt Bihn, Matthew Hampton, Michaela Barton, Ted Leybold, Thaya Patton, Tom Kloster

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.

Comments from the Chair and Committee Members

- Tara O'Brien provided updates on TriMet's Reimagine Safety and Security initiative: <https://trimet.org/publicsafety/pdf/reimagining-public-safety-security-finalreport.pdf>
Further information was provided on the UW study of public safety: <https://news.trimet.org/2023/09/trimet-works-to-combat-drug-use-on-board-as-health-experts-determine-no-public-health-risk-from-drug-residue-detected-on-transit/>

Public Communications on Agenda Items

- Chris Smith, No More Freeways, noted electric bikes outsold electric passenger cars both globally and in the US in the past year. The 2023 EV outlook had an interesting statistic on how petroleum is being displaced, and suggested the benefits to smaller vehicles incorporated in the RTP that address safety, mobility and climate be highlighted. The link to the Bloomberg EV outlook was shared: <https://about.bnef.com/electric-vehicle-outlook/>
- Jean Senechal Biggs, City of Beaverton, announced that recruitment is underway for a team of Transportation Ambassadors to help guide Beaverton's Transportation System Plan (TSP) update. The Ambassadors are a new engagement approach the project is taking, to go deep, early on, with a small, diverse group of community members. We are seeking 12 dedicated community members who can stay with the project for 2 years. Applications close October 15. To learn more and apply, individuals can go to the project webpage www.BeavertonOregon.gov/GoBeaverton

Consideration of TPAC workshop summary, July 12, 2023 (Chair Kloster) Edits or corrections were asked to be sent to Marie Miller. No edits/corrections were received. Meeting summary approved.

Statewide Carbon Reduction Program funding allocation: Update and Final Project List (Chris Ford, ODOT) This presentation was an abbreviated version of the statewide presentation to the Oregon Transportation Commission would have on Sept. 14. <https://www.oregon.gov/odot/Get-Involved/Pages/September-OTC-Support-Materials.aspx>

The Bipartisan Infrastructure Law (BIL) created a new Carbon Reduction Program (CRP) to reduce carbon emissions. Oregon will receive a total of \$82 million for FY 2022-2026. Projects for funding require carbon reduction strategy for projects in Transportation Management Areas, Small Urban and Rural Areas, and Statewide. Strategies and priorities with the projects include vehicle and fuel technology, systems and operations, transportation options and pricing.

TMAs: Portland, Salem, and Eugene have \$28.5 million for FY 2022-26. Three proposed projects in the Metro area statewide are I-205 Bus on Shoulder, Signal Synchronization on 5 corridors, and Zero emissions buses to support regional travel options and diversion mitigation.

Comments from the committee:

- Karen Buehrig asked if the three projects listed in the Metro area were proposed by Region 1. Mr. Ford noted through an internal process they were proposed by Region 1, but the Statewide ODOT Climate office also proposed projects. Asked if the I-205 Bus on Shoulder project was to prepare the roadway to handle bus on shoulder, it was noted ODOT would prepare this but not operate transit. Climate reduction strategies were noted in links for materials. https://www.oregon.gov/odot/Get-involved/OTCSupportMaterials/Agenda_F_Climate_Office_Update_PACKET.pdf
- Ted Leybold reminded the committee they would be seeing these projects again as they are amended into the MTIP when they are ready for programing and implementation. It was asked if testimony was taken at OTC meetings. This was generally agreed to be so at the start of their meetings but prior notice to give input at the meeting should be given to their office.
- Will Farley asked if the Bus on Shoulder was related to impacts from the RMPP or tolling projects. Mr. Ford noted the project was meant to expand transportation opportunities where facilities are best suited for strategic and technical accommodations in multiple modes. The section on I-205 was identified for this. Tara O'Brien added this Bus on Shoulder project was a pilot program that started from another project and carried over to I-205.
- Eric Hesse noted the more information on the Oregon Transportation Emissions was shared with a link in chat: <https://www.oregontransportationemissions.com/> It was recognized this was the ODOT presentation around climate strategies to reduce emissions, but prior discussions around the EPA Climate Pollution Reduction (CPR) Grant have been held. It was asked where we stood on all the programs currently.

Eliot Rose announced Metro's RFP just closed for consultation support on the CPR grant. Submissions are being reviewed with the hope to have the consultant on board by the end of Sept. The grant agreement with EPA is also in place. Beginning work on the CPR should be expected to start by the end of Sept.

Clarification on programs: FHWA-funded Carbon Reduction Program administered by ODOT (CRP; <https://www.oregon.gov/odot/climate/pages/carbonreductionprogram.aspx>).

2023 Regional Transportation Plan (RTP): Draft Public Comment Report and Recommended Actions in

Response to Public Comment (Kim Ellis, Metro) The presentation included an update on timeline and decision process, overview of public comments and major themes and preview process for recommendations on key policy topics. Major themes from the final public comment period emerged: Invest more in transit, walking and biking, better addressing safety and climate, accountability to ensure policies are implemented and that priorities align with policies, and project-specific feedback.

Metro staff is now summarizing and drafting recommendations to respond to comments in two buckets:

- Key policy topics to address – focus of final discussions
- Consent items – less substantive actions to be considered for approval by Consent

Key policy topics to address in this RTP cycle and beyond:

Investment emphasis – project mix and timing

- Project list adjustments in the 2023 RTP (feasibility and impact)
- Project list development for 2028 RTP
 - Policy guidance for project sponsors
 - Process changes for RTP updates

Pricing policy application to toll projects

- Ensure the NEPA processes underway follow through on ODOT commitments
- Apply pricing policy moving forward in future JPACT and Metro Council decisions on toll projects

Increasing funding for transportation investments

- Actions between now and the next RTP update to bring more funding for transportation into the region
 - Annual JPACT work program for 2024
 - State level funding discussions
 - Federal funding opportunities
 - Regional/local funding strategies

Climate tools and analysis

- Opportunities to improve policy and investment decisions that impact climate
- Opportunities to improve evaluation and modeling tools to assess the climate impacts of transportation investments

Mobility policy implementation

- Broad support for regional policy that shifts from a focus on congestion to one that prioritizes access, efficiency, equity, safety, reliability, and travel options
- Ensure work is completed with local and state partners before implementation:
 - Develop approach and guidance for use of Vehicle Miles Traveled (VMT) per capita as a measure to inform land use decisions
 - Clarify land use decisions where the mobility policy applies
 - Develop guidance for measuring multimodal system completeness
 - Review speed threshold for throughways with traffic signals

Comments from the committee:

- Eric Hesse noted the proposed topics for discussion resonated with our perspectives and concerns as a good starting place. What the committee may not see as evident to the commentators is the massive cost estimation we are facing and how this implicates even previous projects on the project list. It would help to connect these to the funding conversations. The other challenge looking at the lists is having this only the tip of the iceberg, not the entire funding investment, with local TSPs impacted among projects. Chair Kloster noted Metro is providing comments pertinent to local jurisdictions and agencies so they are aware of the comments. Ms. Ellis added responses with suggested changes before the RTP is adopted, or soon after when local TSPs are being updated is helpful.

Mr. Hesse noted climate discussion and how the updated assumptions from the state are playing out could help present the whole picture planned. Noted were discussions on light/heavy vehicles distinctions and impacts on traffic and safety, along with Zero emission strategies. Having the current trend with the slow down in vehicle replacement could be identified together to show the full benefits. It was noted of the challenge with so many moving parts to keep within the financially constrained strategies, with discussions needed.

- Indi Namkoong agreed with Eric re: fleet composition and its role in our models around GHGs and safety; I know that Metro may not have direct oversight to prescribe solutions on that and there are limits on the analytical tools available, but would definitely appreciate work in this RTP to tee up the issue for future state/federal actions and ensure it doesn't drop off the radar at a regional level.
- Karen Buehrig asked a follow up question regarding the investment emphasis. It would be helpful to TPAC reps to know the amount of comments sent back to their local jurisdictions for further consideration to recommendations. It's hard to understand the full picture with possible changes impacting investments when changes are asked with the recommendations outside the committee reps. Chair Kloster added community representatives would benefit from knowing where those comment went for further consideration as well.

Ms. Ellis noted this information is reflected in the comment log, with "staff recommendation under development" asking for further clarification/information with info on specific projects listed in the comment log. We have defined this as part of the preliminary draft but can do more to help with coordination with the counties. It was noted the finalized summary will have this information so that engagement in these investment comments/conversations are presented.

It was noted that pricing policies on tolling projects are one of the project things in Chapter 8 that is challenging; the tolling project is there but could apply to other chapter projects. Conditions change and there is concern how we currently describe projects and how this may change moving forward. It would be helpful to understand what it means to have a project in Chapter 8 as a project and the definitions about it. The influence we have in tolling in the RTP (in these projects) impacts how this affects how our system functions and what that means to the evaluation of the system, especially given changes over time.

Ms. Ellis noted in the presentation there are a lot of unanswered questions and only so much the RTP can tell us about that. Analysis and assumptions will need to be reconciled. Commitments between Metro and ODOT, NEPA evaluations, and future actions that address

changes over time will be part of the full accounting showing impacts with tolling, but not all is known at this time that can be written into the RTP.

Ms. Buehrig noted that language changes to Chapter 8 specific to reflect much of what was just said would be helpful. It was asked if it would be helpful for jurisdictions to think now about what the proposed language should be or is this part of what will be in the Metro recommendations. Ms. Ellis noted it would be helpful to have ideas about that these could be submitted now. There is a role for what Chapter 8 is and a role in what the ordinance does, so it could be an exhibit to the ordinance. Staff is struggling where past actions and commitments written and approved leading to this action needs to be placed so that it's not buried in the document. It needs to stay at the forefront as a direction, knowing changes over time will affect projections and outcomes.

- Eliot Rose added detailed information on how tolling is captured in the RTP can be found beginning on p. 25 of the 6/21 TPAC workshop packet:
<https://www.oregonmetro.gov/sites/default/files/metro-events/MTAC-TPAC-June-21-2023-workshop-meeting-packet-final.pdf>
- Mike McCarthy asked what is assumed in the RTP about the tolling and to what extent does that relate to the region. If tolling is extended in more/different directions, what would have to happen for that in the future. What assumptions are included in the RTP about tolling where the funding goes.

Ms. Ellis noted staff have the modified IPA for the IBR tolling at the bridge and some pre-tolling that happens before the bridge construction that happens before the IPA. There is the I-205 Abernethy bridge tolling and Tualatin bridge tolling based on the work ODOT has been doing from early assessment work as of last spring. They are doing more additional work based on results of that. The Regional Mobility Pricing Project also reflects the status of the analysis ODOT was doing in the NEPA process. The RTP tries to use the best analysis from the modeling projects. Assumed tolling is given for key entrances to I-5 and I-205. If things change in the future they are discussed, evaluated and updated.

It was noted there is controversy with the Regional Mobility Pricing Project. If the region decides collectively not to go forward with this, do we get to the next RTP and say we need to find something the climate modeling change would give for the same amount of GHG reduction credit for. Ms. Ellis noted each RTP needs to demonstrate we are meeting those targets. If we're not meeting those targets we need to make changes. So it kicks off a whole new level of conversation around what do we need to do differently to meet those targets. Noted in Appendix J are assumptions on tolling and vehicle complete analysis. If we are not on track we need to identify corrective actions to get us back on track.

With the conversations around if those tolls are collected, where does the revenue go? Ms. Ellis noted right now in the financial forecast the tolling revenues generated by those projects are for those projects. Right now there are no assumptions about additional funding for other investments in the system. Those are other conversations that will need to happen as part of the NEPA process. The RTP does have policies about the kinds of things that reinvestment of those revenues that should be doing, but these are efforts ODOT is leading. It was asked if that meant the RTP revenue goes to just putting a toll system in place. Ms. Ellis noted right now that is what is assumed in them. And that, in part, is due to where they are in their process. They are doing more in-depth tolling revenue analysis that will be given on higher-levels of analysis.

Comments were made on the safety impacts presented from the Regional Mobility Policy. It was noted freeway hours were adding to diversion that happens with a possible future staggering safety effect on local streets. It was felt this was an important thing for investigation before consideration of the RTP adoption occurs. Chair Kloster noted his experience showed long trips don't move off freeways because of congestion, but short trips do get pushed off. The safety part of it has more to do with the design and speed rather than the volume of traffic, but agree that's a concern because when talking major arterials the safety issues with diversion effects are real.

Cross-regional trips are being seen taken on local streets rather than freeways more commonly. It was suggested to see short trip diversion analysis and more data on diversion off freeways for all trips with more fatal crashes happening on local streets. The increase in this regional policy over the past decade is because we have essentially been using this policy already, we just haven't adopted it. Chair Kloster suggested TPAC members bring issues like this forward and question staff on recommendations. This can lead to action to consider.

Measures in the Regional Mobility Policy were discussed regarding travel speed and congestion. The exact language for the draft Mobility Policy for Travel Speed on Throughways is: "Increase miles of the throughway system that operate with 4 or fewer hours of congestion per day (based on a speed of 35 mph for expressways and 20 mph for throughways that are not expressways and have traffic signals)." The link to the draft Mobility Policy overview was shared: <https://www.oregonmetro.gov/sites/default/files/2023/02/24/Draft-2023-RTP-Regional-mobility-policy-overview-Jan2023.pdf>

- Indi Namkoong noted policy topic 1: Investment emphasis – project mix and timing. Support was given staff recommendations with actions to breakdown and unbundle the project buckets that we know we don't have a lot of context for now. The Federal timeline makes it hard to completely know everything now, but policy guidance to help take smart actions with the call for projects, and then build for smart action toward the 2028 RTP is possible. It was suggested we use this cycle to move as far forward as we can with our investments and policies.

A 5-minute break in the meeting was taken

- Gregg Snyder noted the different perspectives shared in the comments around the region about transportation and priorities. It was noted an excellent suggestion from Mike McCarthy on research and development. It was noted the mobility policy applies not just in the throughways by the performance standards we talk about but also the VMT where we have a really good understanding of the unintended consequences of these policies. Experts in the field are telling us that these policies may drive these unintended consequences. It's up to us to collectively use our knowledge to explore some of these things between now and the next RTP. The suggestion given to Metro to delay the implementation from the release of the public draft of the Mobility Policy, especially given the CFEC issues being handled by DLCD including the report of suspension in section 6.60 was questioned. If the review draft is coming out it appears Metro has decided either the Mobility Policy should be in the staff recommendations, either applied or deferred to the Regional Transportation Functional Plan.

Ms. Ellis noted deferring this to the Regional Transportation Functional Plan has been the plan all along. The local implementation of the plan is how we implement the RTP. There is work

that will be done as part of the update to follow through with outstanding questions. We propose adding more language in Chapter 8 for clarifying that.

It was asked if the plan to implement VMT per capita on comprehensive planned amendments at the TSPs local level is still planned as the recommendation (as stated in the draft). Does it remain unchanged or did you decide to delay implementation. Ms. Ellis noted the RTP applies to regional decisions. The Regional Transportation Functional Plan is where that information is codified for how it gets implemented, and we will do that as part of the Functional Plan update this is planned following the RTP adoption. In your letter it was recalled you had highlighted there was language that TSPs needed to meet state targets, but that is incorrect. The state targets apply to the RTP, not local TSPs. We are recommending clarifying that. Local TSPs need to show they are making progress and that they are not increasing VMT per capita. Similarly, comprehensive planned amendments under the transportation planning rule have to show they are not increasing the VMT per capita.

- Eric Hesse noted the conversations have highlighted more work to be done on projects and policies including the Regional Mobility Policy and Pricing strategies. It was asked if we are anticipating having capacity in addition to these programs over the next year where we could discuss and support other conversations identified for developing. Chair Kloster noted there are a lot of changes and unknowns yet with projects in the system, so we are challenged with the capacity to do everything we'd like. Another topic that will take capacity for staff and committees is the 2040 Growth Concept that needs significant update. It was suggested to review the TPAC October meeting packets and if there is a way to embed some of the discussion topics already in the RTP to highlight for more discussion, note that. If new topics are suggested for discussion, put this as an outline with details the committee can review. Chapter 8 is our call for action where topics can be listed, and depending on capacity to discuss and develop, the committee can encourage these plans to move forward.

It was noted that with limited capacity it would be useful to be as strategic as possible, and following legislative sessions look at the key questions and topics to further discussions to help policymakers with decisions. Also noted were our evolving tools for better data, with information shared with staff at Streetlight with their technology. Encouragement was given to further discuss what technology is readily available with possible investments.

- Tara O'Brien asked for clarification on how the process moving forward is planned given the themes and topic discussions. Ms. Ellis noted we can put things in Chapter 8 about future project processes. We want to develop proposals that we can do now as part of the adoption process, and then when JPACT and Metro Council take final action on the RTP they are adopting amendments or changes in response to these discussions. Chapter 8 could be adopted with these changes or recommendations for future work. Chair Kloster noted it was likely an October TPAC workshop would be scheduled for more time to discuss how the process will go, and distinction between agreed upon consent items and key policy topics to address.

It was asked if different than what has been discussed today, what may go to JPACT. Ms. Ellis noted the same materials from the packet would be given. Ms. O'Brien noted the vehicle fleet assumptions have been followed by the process set. There will be more coordination and discussion that will be ongoing as we transition for the EV fleet. Looking at the 2040 refresh, there could be a lot more opportunities to tie together assumptions between climate smart in our centers and corridors, and reaching our VMT reduction targets.

- Gregg Snyder noted a short list of Chapter 8 action items heard so far: 1) climate/vehicle fleet assumptions, 2) safety impacts of freeway diversion, 3) how to integrate streetlight or actual data into our policies/decisions and 4) collaborative process regionally to refine the mobility policy prior and during the RTFP.
- Dyami Valentine acknowledged the work on the documents and gave general support of the recommendations. The items flagged are items the County have commented on being addressed. We hope the first topic area, *Investment emphasis – project mix and timing*, can get to some resolution on this and part of the consent list. It is hoped there will be opportunities in our Safe Streets for All program to incorporate the input given by Mike McCarthy and Gregg Snyder into Chapter 8 to help us reach our safety targets. We support an analysis for that body of work in Washington County. The RTFP will be an important update to have. Some of the details in the RTP (table 3.5) with Regional Mobility Policy may be better located in the RTFP. Support was given for going bold on the 2040 Refresh.
- Laurie Lebowsky-Young supported ODOT’s plan for the I-5 corridor. The Washington legislature put a budget provisor on I-5 corridor of the plan for WA state. The second phase of the study is happening now. The program is being run by WADOT from the Puget Sound office.

Committee comments on creating a safe space at TPAC TPAC book club! Or TPAC trivia night. It’ll be a fun way to get to know everyone!

Adjournment

There being no further business, workshop meeting was adjourned by Chair Kloster at 11:33 a.m.

Respectfully submitted,



Marie Miller, TPAC Recorder

Attachments to the Public Record, TPAC workshop meeting, Sept. 13, 2023

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	9/13/2023	9/13/2023 TPAC Workshop Agenda	091323T-01
2	2023 TPAC Work Program	9/7/2023	2023 TPAC Work Program as of 9/7/2023	091323T-02
3	Minutes	7/12/2023	Draft minutes from July 12, 2023 TPAC workshop meeting	091323T-03
4	Memo	9/7/2023	TO: TPAC members and interested parties From: Kim Ellis, AICP, RTP Project Manager RE: 2023 Regional Transportation Plan: Draft Public Comment Report and Overview of Key Concerns Raised for Further Policy Discussion	091323T-04
5	Attachment 1	8/29/2023	Key Dates for Finalizing the 2023 Regional Transportation Plan and 2023 High Capacity Transit Strategy for Adoption	091323T-05
6	Attachment 2	September 2023	2023 Regional Transportation Plan <i>Working draft</i> Public comment report	091323T-06
7	Attachment 3	September 6, 2023	PUBLIC REVIEW DRAFT 2023 REGIONAL TRANSPORTATION PLAN Public Comment Report Appendices	091323T-07
8	Attachment 4	9/7/2023	Proposed Discussion Topics on Key Concerns with 2023 Regional Transportation Plan	091323T-08
9	Memo	9/13/2023	TO: TPAC members and interested parties and MTAC members and interested parties From: Kim Ellis, AICP, RTP Project Manager RE: 2023 RTP Comment Log: Summary Comments Received and Draft Metro Staff Recommended Actions – Subject to Refinement	091323T-09
10	Presentation	9/13/2023	ODOT CARBON REDUCTION PROGRAM	091323T-10
11	Presentation	9/13/2023	2023 Regional Transportation Plan Final Steps to Adoption	091323T-11