



# Meeting minutes

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

Date/time: Wednesday, August 16, 2023 | 9:00 a.m. to noon

Place: Virtual conference meeting held via Zoom

**Members, Alternates Attending**

Tom Kloster, Chair, TPAC  
Eryn Kehe, Chair, MTAC  
Karen Buehrig  
Steve Williams  
Allison Boyd  
Sarah Paulus  
Dyami Valentine  
Judith Perez  
Eric Hesse  
Jaimie Lorenzini  
Jay Higgins  
Mike McCarthy  
Gregg Snyder  
Tara O'Brien  
Chris Ford  
Glen Bolen  
Gerik Kransky  
Laurie Lebowsky-Young  
Mike Coleman  
Sarah Iannarone  
Danielle Maillard  
Jasia Mosley  
Indi Namkoong  
Katherine Kelly  
Joseph Edge  
Kamran Meshbah  
Carol Chesarek  
Vee Paykar  
Victor Saldanha  
Faun Hosey  
Morgan Tracy  
Jessica Engelmann  
Laura Terway  
Steve Koper  
Kevin Cook  
Jessica Pelz  
Gary Albrecht  
Laura Kelly  
Kelly Reid  
Manuel Contreras, Jr.  
Chris Faulkner

**Affiliate**

Metro  
Metro  
Clackamas County  
Clackamas County  
Multnomah County  
Multnomah County  
Washington County  
SW Washington Regional Transportation Council  
City of Portland  
City of Happy Valley and Cities of Clackamas County  
City of Gresham and Cities of Multnomah County  
City of Tualatin and Cities of Washington County  
City of Hillsboro and Cities of Washington County  
TriMet  
Oregon Department of Transportation  
Oregon Department of Transportation  
Oregon Department of Environmental Quality  
Washington State Department of Transportation  
Port of Portland  
The Street Trust  
Oregon Walks  
TPAC Community Member at Large  
Verde  
City of Vancouver  
Clackamas County Community Representative  
Clackamas County Community Representative  
Multnomah County Community Representative  
Multnomah County Community Representative  
Washington County Community Representative  
Washington County Community Representative  
City of Portland  
City of Beaverton  
City of Happy Valley  
City of Tualatin  
Multnomah County  
Washington County  
Clark County  
Oregon Dept. of Land Conservation & Development  
Oregon Dept. of Land Conservation & Development  
Clackamas Water Environmental Services  
Clean Water Services

Cassera Phipps  
Gery Keck  
Jeff Hampton  
Brett Morgan  
Nora Apter  
Jacqui Treiger  
Rachel Loftin  
Mike O'Brien  
Ryan Ames

Clean Water Services  
Tualatin Hills Parks & Rec District  
Business Oregon  
1000 Friends of Oregon  
Oregon Environmental Council  
Oregon Environmental Council  
Community Partners for Affordable Housing  
Mayer Reed, Inc.  
Washington County Public Health

**Guests Attending**

Andrew Bastasch  
Barry Manning  
Bryan Graveline  
Cody Meyer  
Dakota Meyer  
Erik Havig  
John Charles  
Kirsten Beale  
Marita Ingalsbe  
Max Nonnamaker  
Mike Mason  
Nick Fortey  
Stephanie Millar

**Affiliate**

Oregon Department of Transportation  
City of Portland  
Portland Bureau of Transportation  
Oregon Dept. of Land Conservation & Development  
City of Troutdale  
Oregon Department of Transportation  
Cascade Policy Institute  
WSP  
Hayhurst Neighborhood Association  
Multnomah County  
Oregon Department of Transportation  
FHWA  
Oregon Department of Transportation

**Metro Staff Attending**

Ally Holmqvist, Andre Bealer, Andre Lightsey-Walker, Andrea Pastor, Cindy Pederson, Eliot Rose, Eryn Kehe, Grace Cho, Grace Stainback, Isaiah Jackman, Jake Lovell, Joe Broach, John Mermin, Kim Ellis, Lake McTighe, Marie Miller, Matt Bihn, Matthew Hampton, Michaela Barton, Molly Cooney-Mesker, Sebrina Owens-Wilson, Ted Leybold, Tim Collins, Tom Kloster

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

Tom Kloster, TPAC Chair, called the workshop meeting to order at 9:00 a.m. Introductions were made. The meeting format held in Zoom with chat area for shared links and comments, screen name editing, mute/unmute, and hands raised for being called on for questions/comments were among the logistics reviewed. It was announced this was the last joint MTAC/TPAC committee workshop this year.

Chris Ford announced the application deadline with ODOT's Community Charging Rebates Program is October 13 or when funds run out. It has distributed \$1.2 million for 58 EV charging projects around the state already. Around \$550,000 remains for projects in disadvantaged and rural communities.

<https://www.oregon.gov/odot/climate/Pages/communitychargingrebates.aspx>

**Public Communications on Agenda Items** – none provided

**Consideration of MTAC/TPAC workshop summary of June 21, 2023** – No edits or corrections were submitted; summary of June 21, 2023 workshop approved as written.

**Construction Career Pathways Overview and Update** (Sebrina Owens-Wilson & Andre Bealer, Metro)

The presentation began with an overview of the project with developing a regional approach to recruiting and retaining women and people of color in the construction trades. Nine public agencies in the greater Portland region have made policy commitments to implement Construction Career

Pathways to grow and diversify the construction workforce. Ms. Owens-Wilson described the outcomes with the program:

- Increase construction career opportunities for Black, Indigenous, and people of color and women
- Help meet the regional demand for a skilled construction workforce
- Utilize regional coordination to leverage collective efforts
- Establish consistent recruitment, training and retention policies & practices
- Make equitable industry standards the norm

While the number of projects and demand for workers continue to grow, women and people of color leave the construction workforce at higher rates. The steps in the Construction Career Pathways program were described. In the framework of the program public agencies in the Portland Metro region are working together to grow and diversify the construction through a number of initiatives. Moving forward, the program plans to align data and regional dashboard information, analyze regional markets, gain new agency supports and expand the program.

Comments from the committee:

- Manny Contreras asked if Clackamas County was part of the regional agencies participating in the program. It was noted the importance for childcare and transportation assistance needs to overcome barriers relating to apprentices the County has. It was asked if any pushback with DEI has been noted given the climate of DEI attacks. Ms. Owens-Wilson noted the public agencies that adopted the program framework included Clackamas County, which included collaborative funding in strategies. Agreement was given on the needs of childcare and transportation. The program is aiming to support childcare through workforce development programs where opportunities exist in the region. DEI pushback has been acknowledged, but Metro is committed to the strategies, policies and direction of the program and will continue to evaluate strategies to develop further.
- Mike O'Brien asked where did you go to get partners for the pathway pre-apprenticeship program as well as the apprentice program. Are there any missing partners you would like to include? Apart from government agencies it may be challenging for support. Mr. Bealer noted we had several pre-apprenticeship programs across the region and are finding out if they have room for expanding the program, providing additional services and expanding outreach to the underserved areas of the communities.
- Indi Namkoong asked to what degree are some of these goals completed by apprentices aggregated by trade or race. Ms. Owens-Wilson noted the workforce diversity goals in the framework have this listed for 20% state-registered apprentices, 25% persons of color and 14% women. This is part of the tracking and improving strategy that would be by trade and race. The regional collaborative committee will be working on how we pool that data together across agencies. In the workforce agreement the goals are by trade.

**2023 Regional Transportation Plan Comments** (Kim Ellis, Metro) Public comments received to date on the proposed 2023 RTP and next steps for finalizing RTP and HCT Strategy for adoption was reviewed. The 45-day comment period builds on engagement conducted since 2021 and ends on August 25. Preliminary data on the comments received was shared. Key topic areas received to date with comments include transit service, distribution of funding across modes, chapter 3 (system policies to achieve our vision, and climate.

Online public survey results were reported to date. Participants were asked to weigh in on new and updated policies, RTP investment priorities and the High Capacity Transit Strategy. The survey also

asked on a scale of 1 to 5, how well do you think the pricing policies guide the region's transportation system in the right direction, and how well do you think the mobility policies guide the region's transportation system in the right direction. Next steps for finalizing the RTP and HCT strategy for adoption was reviewed.

Comments from the committee:

- Carol Chesarek asked about the ratings of people's feelings compared to past years; better or worse? There was interest in knowing more about comments expressed by Joe Cartwright about the math not working compared to past plans. Ms. Ellis noted she will need to look back on past engagements, but sensed this year regarding investments in particular, there are more voices expressing dissatisfaction than in the past. Regarding the math not working compared to past plans we are following the process directed by Metro Council and required by state. The math works in the model. The challenge is some of the assumptions that were made were not part of our strategy implemented statewide. Additional analysis has capabilities to further pricing implementation impacts.
- Eric Hesse noted comments relating to the 2040 Climate Smart and RTP targets on reducing emissions. Were these to reflect the evolution from state rules? Ms. Ellis noted that the 2018 RTP reported on emissions with air quality conformity, so the data pulled is different from the state's targets. The two models account for different things. Appendix J highlights this. Metro can work with the state to develop the tool for our region to compare more accurately the targets as they were defined by the state.
- Steve Williams asked about any scientific surveys in addition to the public comment forms. Ms. Ellis noted there will be demographic information reported and where people live from the comments, but no other surveys planned.

**2023 Regional Transportation Plan (RTP) Regional Mobility Policy** (Kim Ellis, Metro & Glen Bolen, ODOT) An update on additional work completed and underway to inform finalizing the draft policy, measures and targets/thresholds for the 2023 Regional Transportation Plan (RTP) was provided. The committees were reminded the Regional Mobility Policy is a policy in the RTP as well as the Oregon Highway Plan (OHP). It applies to transportation system planning and plan amendment processes within the Portland metropolitan area. The policy is used to identify transportation needs and solutions during updates to the RTP and local transportation system plans (TSPs), and to evaluate the potential impacts of local comprehensive plan amendments and zoning changes.

The draft regional mobility policy for the 2023 RTP identifies three mobility performance measures: vehicle miles traveled per capita, system completion for all modes (including TDM and TSMO) and throughway reliability using travel speed. It was noted RTP must meet state VMT per capita target and will set future baseline. The draft implementation action plan was reviewed. It was noted this policy intersects with statewide planning efforts underway and will support regional and local implementation of statewide policies.

Comments from the committee:

- Eric Hesse asked how the new segmentation was tied to solution development and connects with the rest of the process. It was suggested capital projects might be lengthier segments and pricing segments where interchanges are located. Glen Bolen noted the issue in past modeling with segments on roadways did not pick up everything, but current improvements are showing all segments on the map. As far as solution finding this policy was developed to define where

the problems are. This does not identify the fix, but where the need is. Ms. Ellis added they also helps align with our federal performance measures.

- Vee Paykar asked about reliability on throughways and if arterials or orphaned highways were considered part of throughways. Ms. Ellis noted throughways are the interstate freeways and other facilities that relate to serve longer interstate regional and statewide trips. They are an important part of the transportation system for the longer distance travel perspective and core part of our freight transportation network.
- Mike McCarthy expressed concerns about liability and safety issues with this policy. The 34mph proposed on freeways is not a reasonable threshold for defining functionality. This policy basically says we are going to make these transportation facilities unreliable for 4 hours of the day. We don't do this for any other mode of transportation. The freeway is our backbone of the transportation system and seeing policies like this aren't realistic.

Much traffic is observed through cities and through freeway diversions making it unsafe for pedestrians and cyclists. Hours of higher traffic varies on weekdays. With the diversion of traffic from freeways onto local streets we are running into significant safety concerns. The amount of traffic diverting from freeways when it goes below 35mph tends to carry only half the capacity of what it would carry if functioning properly. They would now have 6 times the number of fatal crashes based on some of the other Metro calculations.

If we take that freeway traffic based on the unreliability of this policy and have it divert onto the local system this would allow an additional 58 fatal or serious crashes every year – more than one a week. It was suggested that the models that show diversion participated with levels of freeways be provided. Comments and further feedback was encouraged that provide details and options on how this policy can be refined with the discussions ahead.

- Karen Buehrig asked for clarification with this mobility policy and other ways we access and measure our system, with her understanding that there isn't anything we are putting together here that would keep local jurisdictions from having other types of measures such as safety measures where they would evaluate their system or the measures they might use to intersect functionality. Shifting the regional mobility measures will not cause a local jurisdiction to have to change or remove how they assess their system. Ms. Ellis noted this policy allow for local measures. This not the only consideration in planning and accessing impacts on the system.

Clarification was asked on further conversations around the VMT measure which was noted in the presentation happening at the ODOT led level. At one point we discussed sub-areas and group discussions. What further opportunities and expectations are planned? Ms. Ellis noted staff at DLCD and ODOT have been discussing and Metro intends to bring forward future discussions to the committees including some the research we are doing on potential sub-districts and modes. It was confirmed these will be presented before the RTP is voted on.

Strong concerns were expressed about the measure for the throughways with signals and the 29mph level which isn't felt to be the correct level that helps us identify problems on the system. It was felt that Clackamas County was most significantly impacted if we look at this freeway map with signals. It was noted there would be more opportunity to discuss this.

- Jaimie Lorenzini expressed interest in learning more about impacts on signalized freeways, and how the mobility policy considers the feedback between transportation and land use. Mobility seems to be specific to the facility network with transportation. Some communities may feel

impacts of decreased mobility more than others. It was suggested that in the future we look at overlaying zoning areas to help find what possible impacts are being created on communities.

- Glen Bolen land use was one of the motivators of updating the arterials network in the mobility policy. Zoning differences have led to cities not meeting standards that conflict with land use. Overlaying maps with route selections on local roads can be challenging with liability issues on throughways.

Ms. Lorenzini noted when there is a mobility breakdown in the community on the system, there may be some parts our system perceived impacts to be much greater because of the adjacent land uses. Overlaying the surrounding zoning can help us anticipate where the breakdown in the system is and where communities are impacted.

- Eric Hesse appreciated the discussion on ways to evaluate the system with scenarios likely to affect the future. It was noted we have a ½ million-dollar gap in funding the project list now. Further discussion of strategies to address this is needed.
- Sarah Iannarone asked how we are planning to research impacts on mobility policy safety. Concern was expressed with unreliability of using calibrations with levels of service with safety and accuracy without data to make sure we are choosing the right mobility policies with the right data. Staff was asked if they are looking at this in forward thinking manner that gives us better safety results on our system. Joe Broach noted that at this point we are looking at ways to operationalize the policy at a regional scale. It has been done in a thoughtful manner and supports the analysis mentioned. It was acknowledged these are early days yet with more to be developed.
- Indi Namkoong noted so many of our safety remedies have tradeoffs in one place or another. Gathering good data and acting on good analysis will be incredibly valuable through implementation, but I'll admit I'm wary of making substantial changes before we have better empirical understanding of the relationship between the policy, diversion, and safety off the throughways.
- Joseph Edge asked how is the work of the Regional Habitat Connectivity Working Group being integrated into the updated Mobility Policy? Ms. Ellis noted the mobility policy is not directly addressing regional habitat issues, but addressed in areas of the RTP. The mobility policy is focused on movement of people, goods and services in the region but recognize the importance of having these policies not harm habitat connectivity.

*There was a 5-minute break in the meeting.*

**2023 Regional Transportation Plan (RTP) Throughway Policy and Auxiliary Lanes** (Kim Ellis, Metro & Chris Ford, ODOT) A background and overview of throughway system policy was provided. It was adopted in 2000 RTP in response to 2040 Growth Concept provision to connect regional centers and the central city with throughways and high capacity transit. The 2000 RTP throughway system included both existing and new routes, including the proposed Sunrise Corridor, I-5/99W Connector and Mount Hood Parkway. The 2000 RTP envisioned throughway network spacing of 6-10 miles with access from major arterials at spacing of no less than 1 mile. Throughways considered complete at up to 3 through lanes and 1 auxiliary lane in each direction. Two design classifications of “freeways” and “highways” was included.

The 2000 RTP included mobility policy to manage 2-hour AM and PM peaks, with the expectation that most throughways would be at capacity during the peak hours. 2000 RTP throughway expansion policy required that proposals to add freeway lanes consider pricing as an alternative. The auxiliary lane policy is defined as up to one additional lane in each direction to address short trips and merging safety, but



does not function as a through lane. It is defined to be from one interchange to the next and assumed in our travel model as an additional travel lane, but with one-half the capacity of a through lane.

Policy refinements from 2000 – 2022 included:

- 2-hour peak mobility policy incorporated into Oregon Highway Plan in 2000
- Throughways incorporated into broader concept of mobility corridors in 2010
- Oregon Highway Plan changes in 2011 and 2018 RTP performance trigger development of new mobility policy in 2019-2022

Throughways in the 2023 RTP:

1. Completeness policy of up to 3 through lanes and 1 auxiliary lane in each direction retained
2. Consideration of pricing alternative when adding throughway capacity retained
3. AM/PM Peak mobility policy replaced with proposed speed-based policy for throughways

Climate Friendly and Equitable Communities (CFEC) rules require additional updates to RTP throughway policy:

- Enhanced review of new motor vehicle capacity, including auxiliary lanes greater than one-half mile in length
- Estimation of latent and induced demand using best available science
- Adoption of at least two performance standards for evaluating land use decisions – one unrelated to motor vehicle performance

New Oregon Transportation Plan (OTP) furthers statewide CFEC rules and RTP throughway policy:

- Prior to adding new motor vehicle capacity, assess whether the capacity or other needs can be reasonably addressed by:
  - Multimodal investments
  - Transportation options programs
  - Transportation system management improvements
  - Context-appropriate pricing strategies

Comments from the committee:

- Eric Hesse noted the throughway system completeness with at up to 3 through lanes and 1 auxiliary lane in each direction. How did this sync up with the 2 auxiliary lane IBR proposal being currently evaluated. Ms. Ellis noted what the IBR conceptualizes and acknowledges in the policy language there may be cases where we need to go beyond the policy where congestion management process with required alternative is required as part of the evaluation process.
- Karen Buehrig asked if any thought had been given on how pricing on freeways interplays with mobility policy and corridors. There is a significant part of the RTP that discusses mobility corridors and the need for various types of investments within corridors. But now as we are moving forward with various pricing projects, how do these pricing projects interplay with the mobility corridors? Ms. Ellis noted the policy around mobility corridors is defining a complete transportation system. Tolling and pricing policies can be part of the management strategy to making transportation investments in the system.

Ms. Buehrig noted it's not pricing alone that addresses the mobility issues. You have to look at how all the transportation facilities are functioning in that area. While pricing may make an interstate facility function fine, it ends up where people are making different choices for travel, leading to deciding what other investments are needed in other parts of the system. Jurisdictions are in an awkward process as they are involved in deciding what current projects

are, where located, and need to support a tolling system. Concern was given if this is fully sufficient for our needs and mobility corridors needing to be thought about more comprehensively.

Chris Ford presented an overview on auxiliary lanes. The definition of an auxiliary lane was described with ODOT's application of the description an additional lane segment designed to effectively manage and restore existing capacity currently degraded by operational performance. An auxiliary lane is expected to restore (but not increase) effective existing system capacity caused by poor operations and address existing and future safety issues related to unique geometric and operational factors. The purpose of the freeway auxiliary lane and circumstances when freeway auxiliary lanes may be warranted was described.

Tools to identify auxiliary lane needs with technical evaluation topics, studies and system programs and evaluations of alternatives to auxiliary lanes. An example of auxiliary lane system-to-system connectivity was shown. General freeway operation goals included support 2040 Growth Concept as part of multimodal regional and statewide transportation network, provide a safe facility, provide a reliable facility, efficient and resilient system, and meet design and maintenance standards. Committees were encouraged to contact Mr. Ford with any follow-up questions.

**Adjournment** (Tom Kloster, TPAC Chair)

There being no further business, workshop meeting was adjourned by TPAC Chair Kloster at 12:01 p.m.

Respectfully submitted,



Marie Miller, MTAC and TPAC Recorder



Attachments to the Public Record, MTAC and TPAC workshop meeting, August 16, 2023

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	8/16/2023	8/16/2023 MTAC and TPAC workshop meeting agenda	081623M-01
2	Work Program	8/9/2023	MTAC work program as of 8/9/2023	081623M-02
3	Work Program	8/9/2023	TPAC work program as of 8/9/2023	081623M-03
4	Draft Minutes	6/21/2023	Draft minutes from June 21, 2023 MTAC TPAC workshop	081623M-04
5	Handout	N/A	CONSTRUCTION CAREER PATHWAYS REGIONAL FRAMEWORK	081623M-05
6	Handout	8/9/2023	Key Dates for Finalizing the 2023 Regional Transportation Plan and 2023 High Capacity Transit Strategy for Adoption	081623M-06
7	Report	8/8/2023	2023 Regional Transportation Plan Summary of public comment survey – reflects results through August 7, 2023	081623M-07
8	Report	8/8/2023	2023 DRAFT REGIONAL TRANSPORTATION PLAN Public Comments July 10 – August 7, 2023	081623M-08
9	Memo	7/28/2023	TO: MTAC and TPAC members and interested parties From: Kim Ellis, AICP, RTP Project Manager RE: 2023 Regional Transportation Plan: Update on Regional Mobility Policy Next Steps	081623M-09
10	Memo	8/8/2023	TO: MTAC and TPAC members and interested parties From: Joe Broach, Senior Researcher and Modeler Peter Bosa, Principal Researcher and Modeler RE: Updated Draft Throughways Travel Speed Analysis for the 2023 Regional Transportation Plan (RTP)	081623M-10
11	Handout	8/9/2023	RTP Mobility Corridors: Key Facts <i>Mobility Corridors Policy</i>	081623M-11
12	Presentation	8/16/2023	Regional Throughway Policy Overview <i>2023 Regional Transportation Plan Update</i>	081623M-12
13	Letter	May 3, 2023	From: ODOT RE: Motor vehicle and auxiliary Lane policies in draft 2023 RTP update	081623M-13
14	Presentation	8/16/2023	Overview of Auxiliary Lanes	081623M-14
15	Presentation	8/16/2023	Construction Career Pathways	081623M-15
16	Presentation	8/16/2023	2023 Regional Transportation Plan Final Public Comment Period	081623M-16
17	Presentation	8/16/2023	Draft Regional mobility policy for the 2023 RTP	081623M-17