

# Agenda



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Meeting: Metro Technical Advisory Committee (MTAC)  
Date: Wednesday, November 15, 2023  
Time: 9:00 a.m. to 12:00 p.m.  
Place: Virtual meeting held via Zoom  
*video recording is available online within a week of meeting*  
[Connect with Zoom](#)  
Passcode: 863801  
Phone: 877-853-5257 (Toll Free)

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<b>9:00 a.m.</b>	<b>Call meeting to order, Declaration of Quorum and Introductions</b>	Chair Kehe
<b>9:05 a.m.</b>	<b>Comments from the Chair and Committee Members</b> <ul style="list-style-type: none"><li>• Updates from committee members around the Region (all)</li></ul>	
<b>9:10 a.m.</b>	<b>Public communications on agenda items</b>	
<b>9:13 a.m.</b>	<b>Consideration of MTAC minutes, October 18, 2023 (action item)</b> Send edits/corrections to Marie Miller	Chair Kehe
<b>9:15 a.m.</b>	<b>Regional Transportation Safety Performance Report</b> Purpose: Provide an update on traffic deaths and serious injuries in the region and seek feedback on the DRAFT Safe Streets for All: Regional Transportation Safety Update to JPACT and the Metro Council.	Lake McTighe, Metro
<b>10:15 a.m.</b>	<b>2024 Urban Growth Management Decision: Buildable lands inventory update</b> Purpose: Provide MTAC with an update on work that informs the 2024 urban growth management decision.	Ted Reid, Metro Clint Chiavarini, Metro
<b>10:30 a.m.</b>	<b>2024 Urban Growth Management Decision: Overview of approach to estimating housing demand</b> Purpose: provide MTAC with an update on work that informs the 2024 urban growth management decision.	Ted Reid, Metro Dennis Yee, Metro
<b>11:15 a.m.</b>	<b>Adjournment</b>	Chair Kehe

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានការបណ្តឹងរើសអើងសូមទូរសព្ទទូរសារកេហ្វធីរ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឱ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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## 2023 Metro Technical Advisory Committee (MTAC) Work Program

**As of 11/7/2023**

**NOTE:** Items in *italics* are tentative; **bold** denotes required items

**All meetings are scheduled from 9am - noon**

<b><u>MTAC meeting, November 15, 2023</u></b>	<b><u>MTAC meeting, December 20, 2023</u></b>
<u>Comments from the Chair</u> <ul style="list-style-type: none"><li>• Committee member updates around the region (Chair Kehe and all)</li></ul>	<u>Comments from the Chair</u> <ul style="list-style-type: none"><li>• Committee member updates around the region (Chair Kehe and all)</li></ul>
<u>Agenda Items</u> <ul style="list-style-type: none"><li>• Regional Transportation Safety Performance Report (Lake McTighe, Metro, 60 min)</li><li>• 2024 Urban Growth Management Decision: Buildable Lands Inventory update (Ted Reid and Clint Chiavarini, Metro; 15 min)</li><li>• 2024 Urban Growth Management Decision: overview of approach to estimating housing demand (Ted Reid &amp; Dennis Yee, Metro, 45 min)</li></ul>	<u>Agenda Items</u> <ul style="list-style-type: none"><li>• Draft Sherwood West Concept plan (Sherwood staff; 45 min)</li><li>• Metro District Annexations (Glen Hamburg, Metro; 30 min)</li><li>• UGB discussion topic: Town and regional centers and CFEC (Update to Title 6) (Glen Hamburg, Metro; 30 min)</li><li>• EPA Climate Pollution Reduction Grant (Eliot Rose, Metro; 45 min)</li></ul>

### **Parking Lot/Bike Rack: Future Topics**

- Status report on equity goals for land use and transportation planning
- Regional city reports on community engagement work/grants
- Update report on Travel Behavior Survey
- Updates on grant funded projects such as Metro's 2040 grants and DLCD/ODOT's TGM grants. Recipients of grants.
- Transit-Oriented Development (TOD) annual report/project profiles report
- Employment & industrial lands
- 2040 grants highlights update
- Safety for all (Lake McTighe)

For MTAC agenda and schedule information, e-mail [marie.miller@oregonmetro.gov](mailto:marie.miller@oregonmetro.gov)

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# Meeting minutes

Meeting: **Metro Technical Advisory Committee (MTAC) meeting**

Date/time: Wednesday, October 18, 2023 | 9:00 a.m. to 12:00 p.m.

Place: Virtual video conference call meeting via Zoom

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## **Members Attending**

Eryn Kehe, Chair  
Joseph Edge  
Carol Chesarek  
Victor Saldanha  
Tom Armstrong  
Aquila Hurd-Ravich  
Laura Terway  
Steve Koper  
Katherine Kelly  
Jamie Stasny  
Jessica Pelz  
Neelam Dorman  
Laura Kelly  
Manuel Contreras, Jr.  
Gery Keck  
Cindy Detchon  
Tom Bouillion  
Tara O'Brien  
Bret Marchant  
Brett Morgan  
Rachel Loftin  
Preston Korst  
Mike O'Brien

## **Affiliate**

Metro  
Clackamas County Community Member  
Multnomah County Community Member  
Washington County Community Member  
Largest City in the Region: Portland  
Second Largest City in Clackamas County: Oregon City  
Clackamas County: Other Cities, City of Happy Valley  
Washington County: Other Cities, City of Tualatin  
City of Vancouver  
Clackamas County  
Washington County  
Oregon Department of Transportation  
Oregon Dept. of Land Conservation & Development  
Clackamas Water Environmental Services  
Tualatin Hills Park & Recreation District  
North Clackamas School District  
Port of Portland  
TriMet  
Greater Portland, Inc.  
1000 Friends of Oregon  
Community Partners for Affordable Housing  
Home Builders Association of Metropolitan Portland  
Green Infrastructure/Sustainability, Mayer/Reed, Inc.

## **Alternate Members Attending**

Vee Paykar  
Faun Hosey  
Mary Phillips  
Jean Senechal Biggs  
Martha Fritzie  
Sarah Paulus  
Glen Bolen  
Cassera Phipps  
Jerry Johnson  
Aaron Golub  
Jacqui Treiger  
Craig Sheahan  
Brendon Haggerty  
Ryan Ames

## **Affiliate**

Multnomah County Community Member  
Washington County Community Member  
Largest City in Multnomah County: Gresham  
Second Largest City in Washington County: Beaverton  
Clackamas County  
Multnomah County  
Oregon Department of Transportation  
Clean Water Services  
Johnson Economics, LLC  
Environmental Advocacy Org: Portland State U.  
Oregon Environmental Council  
David Evans & Associates, Inc.  
Public Health & Urban Forum, Multnomah Co.  
Public Health & Urban Forum, Washington Co.

**Guests Attending**

Allison Boyd  
Ariadna  
Brian Hurley  
Chris Ford  
Dakota Meyer  
Dyami Valentine  
Eric Hesse  
Indi Namkoong  
Jaimie Lorenzini  
Karen Buehrig  
Laurie Lebowsky-Young  
Max Nonnamaker  
Sarah Iannarone  
Three phone callers

**Affiliate**

Multnomah County  
GTT  
Oregon Department of Transportation  
Oregon Department of Transportation  
City of Troutdale  
Washington County  
City of Portland  
Verde  
City of Happy Valley  
Clackamas County  
Washington State Dept. of Transportation  
Multnomah County Health Department  
The Street Trust

**Metro Staff Attending**

Ally Holmqvist, Cindy Pederson, Eryn Kehe, John Mermin, Kim Ellis, Marie Miller, Thaya Patton, Tim Collins, Tom Kloster

**Call to Order, Quorum Declaration and Introductions**

Chair Eryn Kehe called the meeting to order at 9:00 a.m. A quorum was declared. Introductions were made. Zoom logistics and meeting features were reviewed for online raised hands, renaming yourself, finding attendees and participants, and chat area for messaging and sharing links. An overview of the agenda was given.

**Comments from the Chair and Committee Members**

- **Updates from committee members around the Region** – none given.

**Public Communications on Agenda Items**

Sarah Iannarone, The Street Trust asked for consideration with four aspects highlighted: pricing, mobility, safety and oversight. Pricing: this is critical but only if you implement them in ways that ensure trust with local government, including revenue sharing proceeds of pricing, the right of way must be dedicated to funding for mitigating climate change and achieving equity. The best mechanisms for this are making sure revenues go toward public transit and active transportation alternatives to regressive expenses of maintaining and operating a private vehicle, estimated by AAA as over \$12,000 a year. We need continued oversight to ensure alignment between ODOT Nexus projects and RTP policies, making sure that any of the Nexus projects that aren't in the RTP stay in line with RTP policies.

Two, on mobility, I know there is a lot of work to be done, understanding the impacts of accurately pricing the system, especially in terms of diversion. I think the RTP can provide a framework. We need to ensure local jurisdictions have the tools they need to deal with congestion and road safety. And for this reason I think it's critical that the 3 measures in the mobility policy are implemented in tandem. I recommend rejection of any proposed amendments that unbundle or disconnect them.

JPACT has directed staff to work with ODOT on unbundling on I-205 to provide more specificity about the location and project details to increase transparency and enable projects to be included in the final RTP system analysis. We support the proposed prioritization.

In terms of oversight one of the things we've seen is a very improved RTP through community participation. We would like to keep the subcommittees as written. Do not allow them to be emitted through amendment, and actually expand representations to 50% JPACT members and 50% community voices.

**Consideration of MTAC minutes September 20, 2023 meeting**

**MOTION:** To approve MTAC minutes from September 20, 2023 meeting.

Moved: Tara O'Brien

Seconded: Neelam Dorman

**ACTION:** Motion passed unanimously with three abstentions: Jean Senechal Biggs, Sarah Paulus, Michael O' Brien

**Adoption of the 2023 Regional Transportation Plan (Ordinance No. 23-1496) Recommendation to**

**MPAC** (Kim Ellis, Metro) An overview of how the process for making recommendations to MPAC at this meeting was provided. MTAC action items include:

1. Recommend approval of the "consent" items as a bundle (Part 2 to Exhibit C)
2. Make individual recommendations on each "discussion" item (Part 1 to Exhibit C)
3. Take final action on an overall recommendation to MPAC on adoption of the 2023 RTP, including:
  - Approval of the "consent" items (*Part 2 to Exhibit C*)
  - Approval of the "discussion" items (*Part 1 to Exhibit C*)
  - Approval of Ordinance (*Ordinance No. 23-1496 and its Exhibits A, B and C*)

The process with making motions and amendments was reviewed. It was recommended to have amendment changes/additions/edits clearly identified during the process and sharing screen for visible language was encouraged. The committee was reminded the Public Comment Report documents all comments received on RTP and HCT Strategy, and Staff recommendations address public comments with specific changes to both the RTP and HCT Strategy.

Staff recommendations were presented in two parts:

- **Part 1 - Key policy topics to consider individually** – focus of final discussions (*Exhibit C – Part 1*)
- **Part 2 - Consent items to consider in a bundle** – corrections and adjustments to be considered for approval by Consent, without discussion (*Exhibit C – Part 2*)

Beginning with Consent Items (Exhibit C – part 2), it was asked if there were any proposed items to be moved to the discussion items.

**MOTION:** To have poll comment #345 removed from the consent items, related to the 2040 Refresh project, and moved to the discussion items.

Moved: Martha Fritzie

Seconded: Manny Contreras

Discussion on motion:

Ms. Fritzie noted Clackamas County has submitted requested changes related to the language identified in comment #345. In your document it says it's been amended as requested. However it omits an important component of the request we sent. We think it should more clearly describe the land use and transportation connections and direct statement of the need to look at regional balance of economic development opportunities and transportation system investments that support our growing community. Karen Buehrig had sent additional language to add there.

**ACTION: Motion passed with one opposed: Joseph Edge. One abstaining: Neelam Dorman.**

**MOTION: To approve Consent Items with comment #345 removed.**

Moved: Jessica Pelz

Seconded: Joseph Edge

**ACTION: Motion passed unanimously.**

### **Discussion items (*Exhibit C – Part 1*)**

#### **1. Investment emphasis recommendations: Better align the project list with RTP goals and policies**

- **Project list adjustments** in the 2023 RTP, including unbundling of ODOT safety project
- Regular **reports on safety** investments
- **Improve project list development and review process for 2028 RTP**
  - JPACT oversight with community and business leaders
  - Improve metrics and evaluation tools
  - Policy guidance for project sponsors
  - Longer review and refinement period

**MOTION: To approve staff recommendation with additional changes shared by MTAC and TPAC on October 11 as reflected to attachment 1 to the Metro staff memo in the packet, and those added by the City of Happy Valley. (*shown on screen*)**

Moved: Martha Fritzie

Seconded: Manny Contreras

Discussion on motion:

Sarah Paulus did not agree with striking #1 as we don't have a huge reason to remove this. We need to address concerns here. If this is the Metro staff recommendation, we would support it. I think that the language is OK in the investment emphasis vs being represented in pricing policy, for example, because I think this is a little broader than just addressing the pricing policy.

Martha Fritzie noted we felt it was unnecessary to include in this item because it's covered in the infrastructure funding item. I feel it's more redundant but putting it back in could be considered.

Katherine Kelly agreed with Ms. Fritzie's comment. More on the background of this was asked. Ms. Ellis noted what Ms. Fritzie said and some this accounted for in the pricing policy and not topic 3, the regional funding. The pricing policy implementation recommendations are aimed at ensuring these, particularly the toll projects are accountable to previously adopted commitment. Ms. Kelly would support what Ms. Fritzie was saying and retain the striking of #1.

Jean Senechal Biggs agreed with striking and just knowing where we have this captured elsewhere around the funding. Ms. Paulus noted this was helpful. We want to ensure that this is represented somewhere. And I think if Metro is saying that it's OK represented in the pricing policy and that it's not limiting the message of this in any way then I think that's helpful.

Ms. Ellis not that the pricing policy does not account for the Rose Quarter project. That does not have a pricing element to it. The Interstate Bridge Replacement program does have a pricing element and their previously JPACT and Metro Council adopted modified LPA (locally preferred alternative) for that. There were specific commitments as part of the adoption of the LPA. The toll project would be captured within the pricing policy implementation recommendations specifically. It's not fully encapsulated in policy topic 2 recommendations and those accountabilities.

Sarah Paulus noted the thing we're trying to get to is, since it's not fully encapsulated, we would like to leave this language here to capture the things that aren't part of the pricing. Neelam Dorman noted these were along the same lines of redundancy but also that this particular item is quite vague, and ensuring accountability is a pretty big statement. I think leaving something in there we'd need to add a little bit more definition to it.

Joseph Edge asked would it be sufficient to enumerate the I-5 Rose Quarter project in the pricing policy language. Would that allow us to strike this here and retain kind of the spirit in the pricing policy? Ms. Ellis noted the Rose Quarter project does not have a pricing element to it. This has been through past adoption actions by JPACT and Metro Council and that project has moved forward into different stages of the NEPA process. I wouldn't advise that you work to include that in the pricing policy. Again, this topic area is around ensuring that projects advance the regional goals, particularly around safety, climate and equity, and ensuring that past actions that have been taken around these 3 projects are working to advance those 3 goals. So it is a separate issue that it's trying to get at than just simply how the tolling policy is implemented, but that those projects follow through on the things that have been adopted by Council to advance safety, climate and equity priorities in the RTP.

Chair Kehe asked Ms. Fritzie if she would approve an amendment to her original motion. Ms. Fritzie noted she would prefer the strikeout remain. The other concern is that why we are talking about accountability being discussed under investment emphasis and priorities. I'm not sure what the easiest route is to get through discussion and vote. But I could accept this as a friendly amendment even reached in a roundabout way. Chair Kehe noted the amendment to the motion to retain #1 language.

Asked if there were further edits proposed by Ms. Dorman, it was noted no particular proposals. I think when we talk about the pricing piece and item 2 we provide a little bit more detail. For item 1 it's a little vague as to what the ensuring accountability means. And I don't see what the action is. Is that a report, a letter, a vote? It's hard to gauge on this. And then the items it's referring to have been codified in letters and actions. So ensuring accountability, again, moving right back to it and kind of redundant that those actions have been taken. I leave it to Metro staff to see if they have a better language proposal.

Ms. Ellis noted the language proposal points back to the adopted actions so we can enumerate what those adopted actions are. There's an LPA that was adopted. There's the I-205 ordinance that amended the PE where there's specific amendments or specific commitments and were identified through that. And then there are other actions that have also been taken on the I-5 Rose Quarter project. So it is pointing back to adopted commitments that JPACT and Council have taken on these projects. It's really ensuring that as these projects move forward we're looking back at those adopted commitments and ensuring that they are, in fact, continuing to be part of the project as were approved by JPACT and Council. It's not ambiguous. Certainly we can reference and add or find a place to have those commitments be more expressly identified or reflected in the final action.

Chair Kehe asked that the strikeout be removed after agreement from the motion. Ms. Dorman asked, on that discussion, are we also looking to add other projects that have LPAs and potential agreements as part of that? If we are looking at Burnside Bridge or those projects into this list as well? Ms. Ellis noted we can do that. We do have a LPA for the Burnside Bridge, but other LPAs adopted are not known off the top of the head.

The motion with friendly amendments from discussion was shown on screen. It was asked if there was any other discussion, proposed amendments and language changes to suggest on the topic. Katherine Kelly noted, as a point of clarification, Ms. Fritzie has accepted a friendly amendment retaining what Metro staff had proposed to strike. I would say these are separate issues. If it's captured in the pricing policy that's really what this is getting to. To Ms. Ellis's point on the safety, climate and equity pieces those lie elsewhere and the commitments in particular with IBR through the modified locally preferred alternative rest in those actions. I would make a pitch that we retain the striking. I think it will be confusing for impacts if this remains or the striking gets removed.

Tara O'Brien noted that since we're looking at the full Metro action recommendation on screen, I'm trying to reference where there was additional reference to the need for coordination with other entities around reforming the call for projects. This strikes a JPACT subcommittee but there was also a commitment of some form beyond just Metro working on this with coordination with local jurisdictions or TPAC referenced in the broader actions. This was confirmed by Ms. Ellis. Reference to pg. 38 in the packet was made with the full set of Metro staff recommended actions. Those highlighted in yellow as strikeout refer to JPACT subcommittee doing the review of project list development process and providing more policymaker oversight of the call for projects. Striking all agencies align investment priorities was suggested due to it being something agencies do already.

Joseph Edge asked, with the recent changes from the climate friendly and equitable communities to the transportation planning rule, is that going to fundamentally change the way we do project prioritization? Wouldn't it be helpful to have a subcommittee that worked on this, that this is really intended to compliment the changes that we know are coming from the TRP revisions? Or is this something completely different?

Ms. Ellis agreed. The changes to the transportation planning rule will change everyone's transportation system plan. It's changing the RTP as part of the update. Four B will happen with or without this recommendation. That was the point Clackamas County recommended removing it since it will affect

how things are planned and implemented, through future TSP updates. The RTP policies and goals align with the transportation planning rule changes, and updated mobility policy also aligns with that.

Joseph Edge offered a friendly amendment that we undo the strikeout on 4a iii.

Martha Fritzie noted this recommendation was made because we think it's unnecessary to create a subcommittee. The process really needs to focus on local TSP priorities. The CFEC will change the way that the local jurisdictions are prioritizing. JPACT will still be involved in all this. But we don't feel that a subcommittee is necessary on top of all the other feedback loops and the work that the local jurisdictions are doing on their own TSPs.

Chair Kehe called the question on the main motion following discussion and amendments considered.

**MOTION SUMMARY: Recommendation 1 reinstated** "Ensure Accountability: Ensure project partners for the Interstate Bridge Replacement Program, I-5 Rose Quarter Project and the I-205 Toll Project are accountable to adopted commitments and desired outcomes to address safety, climate and equity priorities for each project."

**Cross outs to 4 a ii and iii left as strikeouts.**

**New recommendation 5 as written:**

5. Continue to improve coordination and support for small jurisdictions.

i. Following adoption of the 2023 RTP, develop strategies to support smaller jurisdictions to be more effective for funding opportunities.

iii. Prior to the 2028 RTP Call for Projects, consider strategies to improve coordination on submitting projects on state or multi-jurisdictional facilities.

**ACTION: Motion passed by majority. Four opposed. One abstention: Laura Kelly.**

**Discussion items (*Exhibit C – Part 1*)**

**2. Pricing policy implementation recommendations: Ensure regional concerns are addressed in NEPA processes and in project implementation.**

- **Ensure NEPA processes address local and regional concerns related to tolling** and follow through on project partner commitments
- **Apply RTP pricing policy** in future JPACT and Metro Council decisions on toll projects

**MOTION: To approve staff recommendations to Policy Topic 2 (with additional amendments proposed during the motion (*shown on screen*))**

Moved: Neelam Dorman

Seconded: Jessica Pelz

Neelam Dorman shared screen with ODOT edits:

**Recommendation 1:**

**Delete 1a and replace with the following:** "1a. As established under Oregon Revised Statute Chapter 383, the Oregon Transportation Commission (OTC) is the state's tolling authority and decision-maker on allocation of toll revenues. The use of toll revenues is subject to federal laws, the Oregon Constitution (Article IX, section 3a), state law, the Oregon Highway Plan, and OTC Policy. Specific allocation decisions regarding the revenues from toll projects are made by the OTC using an extensive public engagement process.

Tolling efforts for the IBR program will be developed in a bi-state process involving the legislatures, transportation commissions, and departments of transportation from both Oregon and Washington. The OTC and WSTC will jointly determine toll rates and toll policies for the IBR program. However, unlike in Oregon where the OTC determines how toll revenue is spent; in Washington, the Legislature, not the WSTC, has this authority

ODOT and regional partners will work together to understand the potential revenues from the I-205 and RMPP projects, and the amount of net revenue that may be available to fund projects that address safety and diversion impacts to local streets from tolling on ODOT facilities. JPACT and Metro Council shall coordinate with regional partners on a proposed toll revenue sharing approach to address safety and diversion impacts from tolling and work together to expand transportation options along priced corridors. JPACT and Metro Council shall provide testimony to the OTC in support of their proposed toll revenue sharing approach.”

**Revise 1b. as follows,** “ODOT must bring the work of the Equity and Mobility Advisory Committee (EMAC) into the analysis, discussion and influencing decision-making about the revenue raising potential of tolling and/or pricing consistent with EMAC’s foundational statements accepted by the OTC. Due to the bi-state nature of the IBR program, the advisory committees established by ODOT for the Oregon Toll Program will not be the entities utilized for the IBR program. The IBR program will work with the OTC and WSTC to identify the process for incorporating public, advisory group, and partner agency input around toll rate-setting and policies.”

**Revise 1c. as follows,** “ODOT ~~should~~ will evaluate, document and address diversion on local routes where diversion is identified at the mobility corridor level as part of the ongoing NEPA projects analyses underway, such as: consistent with Federal Requirements.

i. ODOT/RMPP technical team should produce one set of maps for each RMPP Option based on select-link analysis that show the major routes in the region conveying vehicles to/from I-5/I-205, including identified mobility corridors. ~~a series of flow bundle (select link) maps that can visualize the origins and destinations of users of I-5 and I-205 for the different RMPP project options.~~

**Delete 1e and replace with the following:** “1e. Consistent with the ongoing I-205 NEPA processes, ODOT will utilize the Metro Regional Travel Demand Model and other models that rely on state, regional and local data to evaluate tolling options for I-205. ODOT will conduct a separate analysis to determine if a managed lane concept on I-205 between OR43 and Stafford Road is viable. This analysis will include an evaluation of using one or more managed lanes to address congestion, raise revenues for needed expansion, and minimize diversion in the project area.”

**Delete 1d.** “~~1d. TPAC and JPACT should identify what is reconciled and not reconciled with the ODOT nexus project list and ODOT Public Transportation Strategy projects so there is a clear way to track post RTP adoption.~~” (later included as a friendly amendments to the ODOT motion)

**Delete 1f.** “1f. JPACT and Metro Council should clarify expectation of ODOT to prepare findings that document how the RTP pricing policies and actions, and previous ODOT commitments adopted by JPACT and the Metro Council are addressed when requesting JPACT and the Metro Council consideration of future MTIP amendments for toll projects.”

Discussion on motion:

Katherine Kelly noted that the Washington State Transportation Commission actually does recommend how the revenues will be allocated. So I’m not sure how this sentence fully captures accurately how that happens. I’m just wondering if it actually even needs to be in here, and what the intent and purpose of including that here is, just so I can further understand your context. Ms. Dorman noted we’re defining what the state policies are and who the allocating authority is given to. Our IBR team put this together as standard language they’ve had in other documents. The OTC is not the decision making authority for anything dealing with IBR toll revenues. However, unlike in Oregon where the OTC determines all toll revenues spent, in Washington, the legislature, not Washington State Transportation Commission, has the authority. Ms. Kelly was comfortable with the language if the IBR team had been consulted. (1a)

Tom Armstrong noted the last sentence “shall provide testimony to the OTC in support of their proposed toll revenue sharing approach”. I don’t think “in support of” is the right wording since we don’t know what this is and if JPACT and Metro Council would support it. Ms. Dorman noted, yes, that was a little difficult language. We’re not saying what the proposed is. This proposed is referring to what was stated in the first sentence that says regional partners will come up with a proposal toll revenue sharing, and then JPACT and Metro Council will then take that proposed one and share and support it at OTC. This later read “in support of their proposed toll revenue approach”. (1a)

Kim Ellis wanted to clarify the last statement made by Ms. Dorman proposing to delete 1f and replace language. It was noted this is not a new process. This is pointing to, again, the past actions that have been adopted by JPACT and the Council as the basis for ensuring that as those projects go forward there is documentation, and this is specific to the pricing policy implementation. All projects go through a review of are they consistent with the RTP policies. But there are specific actions that have been adopted by JPACT and Council of which this letter of agreement is not an adopted JPACT/Council action. But it is a reflection of that adopted commitment. I want to be clear that this is not a new process. (1f)

Martha Fritzie proposed an amendment to include the items that were recommended from Clackamas County identified in attachment 1, which would include striking 1d that was not seen from Ms.

Dorman’s motion. There are also changes to Chapter 8 proposed:

Revise Page 8-68, Section 8.3.1.6 to add: “As the I-205 Toll Project develops and future phases and cost adjustments are amended into the MTIP, reports shall be submitted documenting consistency on compliance with the Chapter 3 Pricing Policies.

Revise Page 8-70, Section 8.3.1.7 to add: “As the I-5 & I-205 Regional Mobility Pricing Project develops and future phases and cost adjustments are amended into the MTIP, reports shall be submitted documenting consistency on compliance with the Chapter 3 Pricing Policies.”

Neelam Dorman noted Chapter 8 proposed changes were broad in text stated. There's no defined parameters around reports, so that's something we're not comfortable with. The EP process already has the report that looks back at all of the policies. We should probably have the same process for all large processes. I will friendly amend to include the strikeout for 1d, but not the text edits proposed sections 8.3.1.6 and 8.3.1.7.

**MOTION: To add the proposed changes to Chapter 8 Sections 8.3.1.6 and 8.3.1.7 (above) to the staff recommendations.**

Moved: Martha Fritzie

Seconded: Manny Contreras

Discussion on the motion:

Neelam Dorman noted going back to the passed investment mix, including those projects and including the ensure accountability text, this also seems repetitive again because we've gone back to the bigger investment mix. We called out our I-205 project and IBR project. To do more text on ensuring accountability text here feels repetitive.

Ms. Ellis noted this is very separate from the investment mix. This is specifically to address how the tolling policy is implemented as those projects come forward for future MTIP amendments. Right now only the preliminary engineering phase for the I-205 project is included in the MTIP. As that project goes forward there will be future MTIP amendments to provide funding to continue to move that along toward implementation, including construction phases of that project. So what this is doing is making sure that as that project comes forward for future phases or cost adjustment, there's demonstration of consistency with the pricing policies that have been developed as part of this process and updating the RTP. This is totally separate from the investment emphasis. This is very specific to ensuring that the pricing policies are being implemented as the project goes forward into future phases of work. Ms. Fritzie agreed that the intent is to provide clarity with the tolling projects to align with RTP policies as they evolve.

Neelam Dorman asked that if in Chapter 8 this is defining Metro's work plan, correct? An action for Metro to complete since it's under Chapter 8? Ms. Ellis noted this would be the project demonstrating how it's meeting consistency. Chapter 8 includes Metro work and includes work of other partners that also has corridor refinement planning and project development descriptions. The two sections that are proposed to be amended and the public review draft plan are specific to the I-205 toll project and the I-5/I-205 regional mobility pricing project. It's adding specific actions to those efforts to their project descriptions and the planning work that's happening.

Discussion on motion was closed. Chair Kehe called for a vote:

**MOTION: To add the proposed changes to Chapter 8 Sections 8.3.1.6 and 8.3.1.7 to the staff recommendations.**

Revise Page 8-68, Section 8.3.1.6 to add: "As the I-205 Toll Project develops and future phases and cost adjustments are amended into the MTIP, reports shall be submitted documenting consistency on compliance with the Chapter 3 Pricing Policies.

Revise Page 8-70, Section 8.3.1.7 to add: “As the I-5 & I-205 Regional Mobility Pricing Project develops and future phases and cost adjustments are amended into the MTIP, reports shall be submitted documenting consistency on compliance with the Chapter 3 Pricing Policies.”

**ACTION: Motion passed by majority with one opposing and three abstaining.**

Discussion on the main motion:

Tara O’Brien noted, regarding 1f, previous discussion about this and what it would mean and how it is different, if at all, from existing processes that Metro goes through for MTIP amendments. Looking at the original text, my understanding is that for MTIP amendments, especially larger amendments, Metro already does a policy check on how this aligns with our policies. Is this simply calling it out for alignment for pricing projects? Ms. Ellis agreed.

Ms. O’Brien noted ODOT’s changes do seem to remove any reference to the existing MTIP process, which I believe was the intention of Metro, just to acknowledge that original need to check back with both commitments and the policy process. I’m interested if there is the ability to reference that process. Are there any consequences to this change to the original proposal? Ms. Ellis note the MTIP process goes through JPACT and Metro Council for action. Ms. Dorman noted the ODOT language is pulling it into the letter of agreement.

Tom Armstrong noted it was not understood why the ODOT proposed amendment is cutting out the MTIP process and why we can’t still call that out because that seems to be the point of leverage that the region has over this whole process. That is the one vote that JPACT and Metro Council take that is needed for these projects. And to not speak to it in this proposal is at the very least confusing. We should call it out if that is still the process that it will go through.

Sarah Paulus agreed. We should see the connection to the MTIP spelled out. I would prefer the Metro staff language for 1f be approved and not what ODOT is proposing. Neelam Dorman was asked she wanted to change or edit 1f. It was noted it would leave as is.

Brett Morgan asked for clarification on where 1f sits relative to Clackamas County amendments vs what’s in the staff recommendation. There was interest to speak of some of the ideas espoused in the Clackamas County edits, and also concern about removal of the environmental assessment process as a consideration in this. Clarity or contrast on what was in the staff report vs what’s in the adopted amendments so far would be helpful.

Ms. Ellis noted, 1f proposed by ODOT to be reworded was made into a friendly amendment to stay as the staff recommendation:

1f. JPACT and Metro Council should clarify expectation of ODOT to prepare findings that document how the RTP pricing policies and actions, and previous ODOT commitments adopted by JPACT and the Metro Council are addressed when requesting JPACT and the Metro Council consideration of future MTIP amendments for toll projects.

What was proposed by Clackamas County for Chapter 8 revisions (and approved) calls out both the consistency with the pricing policies and consistency with past commitments that have been made by ODOT in terms of the work that will be done for these toll projects.

Ms. Dorman confirmed the proposed new text from ODOT for 1f has been removed for consideration, leaving the text from staff recommendation.

Discussion was closed. Chair Kehe called for a vote:

**MOTION: To accept staff recommendations on Policy Topic 2 with edits proposed by ODOT that were accepted, adding Chapter 8 additions from Clackamas County proposal and accepting staff recommendation 1f as written.**

**ACTION: Motion passed unanimously with one abstaining: Brett Morgan.**

### **Discussion items (*Exhibit C – Part 1*)**

#### **3. Regional transportation funding recommendations: Secure more funding for projects that advance regional goals**

- Expand regional efforts to bring more transportation funding to the region
- Develop annual JPACT work program for 2024
- Participate in State level funding discussions
- Prepare for 2025 Legislative session
- Increase competitiveness for Federal funding opportunities
- Research on potential new revenues
- Secure long-term funding for transit

**MOTION: To approve Metro staff recommendation with one amendment proposed. Revise 1a.**

**“...developing state and federal funding legislative priorities position supported by JPACT and the Metro Council, including the need to maintain the transportation system, invest more in transit and active transportation, address resiliency of bridges and the system, and create dedicated funding for active transportation, transit, and Willamette River and other major bridges.”**

Moved: Jessica Pelz

Seconded: Steve Koper

Discussion on motion:

Laura Terway proposed a friendly amendment Add new 1e.: “develop effective strategies to fund and implement transportation infrastructure in Urban Growth Boundary expansion areas and adjacent networks to meet urban multimodal standards and support complete communities consistent with the Regional Growth Concept.”

Sarah Paulus noted, regarding the proposed strikeout from 1a, I think we want to make sure that there’s a specific project about funding for the Willamette River bridges and the Willamette River bridge project in Chapter 8 is kept. Whereas if in Chapter 8 you do more of a combined funding project, then we would want to keep that language in there and not strikeout. Ms. Ellis noted I think Metro staff recommended retaining the Willamette River bridge section in Chapter 8 that’s already there but I would like to verify that.

Jean Senechal Biggs noted she spoke about the 1e proposed amendment addressing urban growth expansion areas during the past workshop. This refined language is a place that came from a team effort and supports the friendly amendment. Tara O'Brien felt 1e is an improvement on the language but it does seem to still focus on investing outside the urban growth boundary and not just improving transportation infrastructure, both rural roadways inside the UGB and outside. Could this just be combined with the list of other things this subcommittee may consider? It seems like this focuses more on outside UGB development than just acknowledging the many needs. I wonder if there's either a potential slight amendment to this language to reference also improving rural roadways inside existing UGB.

Ms. Senechal Biggs noted she was the one that first put the rural roads in and then worked to remove it. This is now very honed in on the urban growth areas which several communities in the region are actively doing planning to conceive how these areas develop in ways that are consistent with the growth management plan. With the policies of the RTP our challenge is that, when we look at either the existing arterial and collector infrastructure that where funding for those roadways are where we don't have good funding mechanisms. Urban growth areas are where we requested that they become included. They are there for us to do that planning work to incorporate them into our cities. I hear what you're saying, but it's not a focus on investment outside the UGB. It's saying Metro told us to put together more housing in these areas and we're trying to address those needs. This language addresses time to focus on this issue.

Brett Morgan appreciated the discussion which gives more context to understand where this fits in. In particular 1000 Friends is always paying close attention when we see the UGB topic. I think I have agreement with some of what Ms. O'Brien said about understanding how this fits into the other components of the committee and the oversight. Is there other language that we could include just to be more specific because I hear that point that we need to make sure we are transportation planning and long range planning and investments at the edge of our UGB and already identified expansion areas is important.

But hearing this comment on its own also begets the fact that there's an intentionality and need to make sure that we're developing and improving upon transportation infrastructure within our current facilities, and not just the areas we intend to expand upon and the interrelationship of existing facilities to expansion areas. As a general note, a concern about a long-term plan is what is the management plan for our roadway systems as we face a decline in the gas tax and other revenue sources. What is the ability to maintain and effectively utilize our current facility? I have some apprehension about some of the language here, but I understand better where some of this comes from. If there was a way to friendly amend and include some language about ensuring that we're also prioritizing infill and also just the idea that we're improving upon and investing in current UGB areas feels important.

Laura Terway noted in order to plan for roadway in UGB expansion areas there's this downstream effect (utilities, etc.) which will cause issues for our roadways with the city as well. You can't look at them separately. It's a combined thing. I want to make sure that we're intentionally thinking about how to help solve some of these infrastructure problems to provide additional housing and be more intentional about how to address issues in the UGB so that we can provide more readiness.

Jean Senechal Biggs asked for Policy 3 be displayed on screen. It was felt we have captured concerns discussed in 1a-c including new funding sources to replace the gas tax. Ms. Ellis showed Policy 3 onscreen. It was felt we deferred to the highlighted 1a recommendation to retain a description of the Willamette River bridges or just retain what's in the current RTP. I would recommend you make that as either a motion or a friendly amendment. Text highlighting what was recommended to be removed in the original motion to this action was shown.

Martha Fritzie felt retaining this was important. It's not replacing anything. I think funding for new expansion areas coming into the UGB is extremely important because it's very difficult. I think the language proposed is clear about the improvements inside the UGB. It doesn't appear to interpret as outside the UGB. I would support removing everything past "Metro Council" that Washington County proposed because once you start a list of items to include, this becomes the list. You run the risk of missing something.

Mike O' Brien suggested that in the language for 1e adding after areas, say "and adjacent networks" just to allow, because I agree with what I understand the sentiment to be is that we need to make sure that all the infrastructure going into the expansion areas is as refined and capable of meeting the needs as the new infrastructure in the expansion areas. It says you have to do both. Ms. Pelz agreed to this added language to her motion.

Sarah Paulus understood people struggling with the list seeming inclusive. If we are losing the call out, it sounds like in Chapter 8 for the bridges we're just concerned that we wouldn't have that language here either. So if people don't want that, what seems to be a comprehensive list, another option could be that we just address the needs of the bridges as reflected in Chapter 8 project. That was the public comment draft. Ms. Ellis noted a clean way to do this would be to recommend retaining section 8 in Chapter 8 of the RTP which is the funding strategy for regional bridges. Ms. Pelz agreed to this as a friendly amendment.

Brett Morgan suggested a friendly amendment that would be at the beginning of it, with community engagement, develop effective strategies to fund and implement. This may be redundant, but I think worth calling out due to some conversations playing out in urban growth expansion areas and there's more work we can do to better communicate and articulate vision and plan.

Jessica Pelz didn't agree with the amendment because we always do community engagement through these planning processes. And a lot of it comes down to municipal financing and funding of transportation investments. This friendly amendment was not accepted as part of the motion.

Tara O'Brien asked if we were still calling out bridges as its' own in Chapter 8 and calling out 1e as a portion of this. Is this getting away from the comments to originally have a subcommittee working at the need for funding and new revenue sources, specifically the JPACT subcommittee? It was suggested to add "such as" and add "Great Streets" after transit in 1e.

Discussion was closed. Chair Kehe called for a vote:

**MOTION: To accept staff recommendations with one discussed and friendly amendments approved.**

**ACTION:** Motion passed unanimously with no abstaining.

**Discussion items (Exhibit C – Part 1)**

**4. Climate tools and analysis recommendations: Improve tools to better inform policy and investment decisions that impact climate**

- Update climate analysis to reflect current fleet mix and age
- Continue to improve evaluation and modeling tools to assess the climate impacts of transportation investments
- Request state review of key state assumptions underlying region's climate strategy and targets
- Take actions to support EV transition

**MOTION:** To approve Metro staff recommendation with additions proposed by Clackamas County to Recommendation 5:

"5. Take action to support Federal and State electrification efforts: Update Chapter 8 to identify actions for improved coordination and assessing the needs and gaps ~~add creation of a electric vehicle (EV) action plan that identifies~~ in local and regional actions to advance transportation electrification in the greater Portland region a way that complements existing state and federal policies and programs. Potential local and regional actions may include: ..."

Moved: Martha Fritzie

Seconded: Manny Contreras

Discussion on the motion:

Tara O'Brien noted we support these changes. I think it just slightly scales down expectations about level of effort around this and focuses on just the need for coordination and really identifying needs and gaps. Not presupposing that we need a regional EV action plan necessarily, but that identification of needs and gaps can dictate next steps.

Discussion was closed. Chair Kehe called for a vote:

**MOTION:** To approve Metro staff recommendation with additions proposed by Clackamas County to Recommendation 5

**ACTION:** Motion passed unanimously with no abstaining.

**Discussion items (Exhibit C – Part 1)**

**5. Mobility policy implementation recommendations: Finalize the mobility policy to inform system planning needs and support local land use decisions.**

- Continue shift from a sole focus on congestion to a broader multimodal approach that prioritizes access, efficiency, equity, safety, reliability, and travel options
- Complete work with local and state partners before implementation:
  - Develop approach and guidance for use of Vehicle Miles Traveled (VMT) and multimodal system completeness measures to inform land use decisions
  - Review travel speed threshold for throughways with traffic signals and use of VMT per employee measure

**MOTION:** To approve Metro staff recommendation with one change. Move to strike sections 3.2.5.2 (Mobility policy system planning actions) and 3.2.5.3 (Mobility policy plan amendments evaluation actions) from RTP Chapter 3.

Added as a friendly amendment to the motion: Adding the following language to Chapter 3, page 3-57 that clearly states “since implementing the mobility performance targets and thresholds are more complex than in the past the following description of their application is an example and will be refined further within the Regional Transportation Functional Plan update”.

Moved: Jessica Pelz

Seconded: Martha Fritzie

Discussion on the motion:

Laura Terway proposed a friendly amendment

- Update action 1.d as follows, “d. Define future analysis needed to determine an appropriate ~~throughway speed threshold~~ reliability metrics for signalized throughways and that this work will be completed in collaboration with affected jurisdictions and the Metro Transportation Policy Alternatives Committee as part of the Regional Transportation Functional Plan update (2024-25) and in coordination with the update to the Oregon Highway Plan (2023-24)”

Neelam Dorman proposed broadening the language of 1d to allow for some flexibility in the language (shown on screen and added to the above amendment). Tara O’Brien asked is reliability metrics inclusive of freeway speed thresholds. Ms. Dorman noted speed will definitely be considered. I think we’re trying to measure reliability, not knowing exactly what the best measure would be. And really it’s just a limitation when you’re looking at access controlled roadways like freeways. When looking at a signalized corridor you have a lot of what we call friction. Speed is a difficult measure to calculate. Ms. Terway accepted this friendly amendment to her friendly amendment.

Martha Fritzie proposed a friendly amendment to Mobility Policy 6: “Use mobility performance targets and thresholds for system planning and evaluating the impacts of plan amendments, such as including: Vehicle Miles Traveled (VMT) per capita for home-based trips, ~~VMT/Employee for commute trips to/from work~~, system completeness for all travel modes and travel speed and reliability.”

Asked for input on proposed amendment to Mobility Policy 6, Ms. Ellis noted it seems to back away from the work we have spent the last three years doing and defining the measures. I don’t feel it’s retractable, but I do have concerns about it and the message that it sends about the policy and the commitment behind the work that has been done. This is MTAC’s recommendation action, but yes, I’d support all but the proposed edits to Mobility Policy 6 (shown on screen).

Martha Fritzie felt the change was made because we’re really trying to add flexibility. And again, it goes to the list, if adding to make it inclusive. Ms. Ellis added the measures went through a very deliberate narrowing process to these 3 measures. We know we have further work on how to implement it. Sarah Paulus shared the same concern and would opt out of having this. That was agreed from Jacqui Treiger and Jean Senechal Biggs. Jessica Pelz agreed to retaining the word “including” in the friendly amendment.

Joseph Edge noted going back to make a pitch for retaining the work base: VMT/employee for commute trips to/from work. I think that's an important metric to continue to capture. And I think it should continue to be on including lists, and perhaps not limited but definitely including. This is a shadow VMT that we need to be capturing and we're not really capturing it now. There's a lot of missed data there around this particular metric, which we need to be tracking into the future. Tom Armstrong agreed. It was not understood why the employee commute trips are being singled out for deletion. This is what we've zeroed in on many years of work.

Jessica Pelz noted I think we shared some concerns about the VMT per employee based on a lot of home-based employee things that are happening now. Martha Fritzie noted I think that we just still don't really know enough about how the VMT will be implemented and we were intending this amendment to provide us more flexibility.

Tom Armstrong noted if it's an affirmative action to eliminate something from consideration, I think leaving it in there, as you know, we will continue to work on. Home based work trips are a fraction of the work trips now. The number of work from home all the time is probably less than 10%. We need to continue to call out that employee VMT commute trips as an important component of what is stressing our system. Sarah Paulus agreed. Taking it off the table completely right now doesn't make sense.

Martha Fritzie agreed to withdraw the proposed edits and keeping the original language to Mobility Policy 6. This was agreed by Jessica Pelz.

Discussion was closed. Chair Kehe called for a vote:

**MOTION: To approve Metro staff recommendations with these revisions:**

- Add new recommendation 3: "Strike sections 3.2.5.2 (Mobility policy system planning actions) and 3.2.5.3 (Mobility policy plan amendments evaluation actions) from RTP Chapter 3. "
- Update action 1.d as follows, "d. Define future analysis needed to determine an appropriate ~~throughway speed threshold~~ reliability metrics for signalized throughways and that this work will be completed in collaboration with affected jurisdictions and the Metro Transportation Policy Alternatives Committee as part of the Regional Transportation Functional Plan update (2024-25) and in coordination with the update to the Oregon Highway Plan (2023-24)"

**ACTION: Motion passed unanimously with one abstaining: Laura Kelly.**

**Consent Item - Comment #345 previously pulled from consent bundle**

**MOTION: Proposed update recommendation for Comment #345 with underlined being added, as follows,** "In 1995, the Metro Council adopted a long-range land use and transportation plan for the region. The 2040 Growth Concept was seen as visionary for its time but does not address topics such as racial equity and climate change, which have taken on increasing importance. In recent years, the Metro Council, local jurisdictions, and stakeholders have seen a need to update the Growth Concept, which is now approaching 30 years since adoption. In spring 2019, the Metro Council directed staff to proceed with implementation of a work program to refresh the Growth Concept. The work program focused on incorporating racial equity and climate change considerations into the region's long-term plans and expressed an intention to do so while maintaining an emphasis on compact growth and reinvestment in existing urban locations. With the emergence of the COVID pandemic in early 2020, the

Metro Council called for a pause on this work, pending future Council direction. In addition to topics such as racial equity and climate change, the 2040 refresh project should focus on the need to plan for complete transportation networks to support the emerging urban areas as well as support freight and employment uses throughout the region. Metro staff anticipates guidance from the Metro Council on a work program after the Council makes its urban growth management decision in late 2024.”

No discussion. Chair Kehe called for a vote:

Moved: Martha Fritzie

Seconded: Jessica Pelz

**ACTION: Motion carried by majority. Opposed 2: Gery Keck and Joseph Edge. Abstaining: Brendon Haggerty.**

**Overall recommendation to MPAC on adoption of the 2023 RTP including consent items, discussion items, Ordinance No. 23-1496, and including its exhibits:**

**Exhibit A – 2023 Regional Transportation Plan (and appendices)**

**Exhibit B – Regional Framework Plan Amendments**

**Exhibit C – Summary of Comments and Recommended Changes (Part 1 and Part 2)**

**Exhibit D – Findings of Compliance with Statewide Goals**

**Motion: To approve the overall recommendation to MPAC on adoption of the 2023 RTP as listed.**

Moved: Jean Senechal Biggs

Seconded: Tom Armstrong

No discussion. Chair Kehe called for a vote.

**ACTION: Motion approved unanimously.**

**2023 High Capacity Transit Strategy (Resolution No. 23-5348) Recommendation to MPAC** (Ally

Holmqvist, Metro) Information was presented on recommendations for the 2023 High Capacity Transit Strategy. Included were technical edits for standard terms, clarity & consistency, added language about additional transit tools, added language about HCT accessibility strategies, more detail and new sections on rapid bus implementation in Plan & Ch 8, new survey engagement summaries added to Appendix A, and standardized titles and added detail on bus lanes & feedback.

**MOTION: To approve High Capacity Transit Strategy Resolution No. 23-5348 including Exhibit B – Summary of Comments and Recommended Changes**

Moved: Jean Senechal Biggs

Seconded: Joseph Edge

Discussion on the motion:

Martha Fritzie didn't have any particular changes to offer. I think it's fair to say Clackamas County has a number of concerns about this and several questions. One of the questions is why there's been an increase in corridors from the 2009 to 2023 High Capacity Transit Strategy. I think it's pretty clear from the map that most of the priorities have moved away from the County with the County already lacking transit options. Looking at the map it also appears that in a lot of parts of the region the strategy doesn't create the possibility for a viable and complete HCT system in the foreseeable future. I don't know at this time we are supportive. I think there are still too many questions and concerns particularly about the lack of transit priority in Clackamas County.

Ms. Holmqvist noted we had actually had an opportunity to discuss this at the C4 subcommittee meeting this morning. And you are correct, the number of corridors in the 2023 HCT Strategy is more than in 2009. That largely because the 2009 plan was focused on light rail, which is generally a much higher cost investment than Rapid Bus. With Rapid Bus we have opportunities for that to be much less cost. So there was the opportunity to look at expanding the network.

And because HCT really is a tool that with the capital investment often is providing things like the larger buses and some the different features that provide more speed. And not always, although there is a policy framework for increasing frequency that it is an investment that really is taking frequent transit to the next level. Where we are seeing that frequent transit sort of bursting at the seams, overcrowding in buses, where the operations maybe aren't working as intended because they are the popular corridor in such a heavily traveled one that we're not seeing that speed and or reliability that really creates a trip comparable to driving.

Priority needs differ in locations, capacity in the system and frequency of service. Rapid Bus allows for more flexibility that what light rail provided in the past or HC investments just aren't the right tool or solution at this time. More information was provided on the priority with tiers. Ms. Fritzie appreciated the comments and looked forward to further discussion with concerns and questions going forward. There were no amendments to the motion.

Discussion was closed. Chair Kehe called for a vote:

**MOTION: To approve High Capacity Transit Strategy Resolution No. 23-5348 including Exhibit B – Summary of Comments and Recommended Changes**

**ACTION: Motion passed by majority. Two opposed: Martha Fritzie and Manny Contreras. No abstentions.**

### **Adjournment**

There being no further business, meeting was adjourned by Chair Kehe at 11:53 a.m.

Respectfully submitted,

Marie Miller, MTAC Recorder

Attachments to the Public Record, MTAC meeting October 18, 2023

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	10/18/2023	10/18/2023 MTAC Meeting Agenda	101823M-01
2	MTAC Work Program	10/11/2023	MTAC Work Program as of 10/11/2023	101823M-02
3	Minutes	September 20, 2023	Minutes from MTAC September 20, 2023 meeting	101823M-03
4	Memo	10/11/2023	TO: MTAC and interested parties From: Kim Ellis, AICP, RTP Project Manager RE: Adoption of the 2023 Regional Transportation Plan (RTP) – Ordinance No. 23-1496: MTAC RECOMMENDATION TO MPAC REQUESTED	101823M-04
5	Attachment 1	10/18/2023	Potential Changes to Part 1 to Exhibit C to Ordinance No. 23-1496 as Shared by TPAC and MTAC members on Oct. 11, 2023	101823M-05
6	Attachment 2	N/A	Key Dates for Finalizing the 2023 Regional Transportation Plan and 2023 High Capacity Transit Strategy for Adoption	101823M-06
7	ORDINANCE NO. 23-1496	N/A	ORDINANCE NO. 23-1496 FOR THE PURPOSE OF AMENDING THE 2018 REGIONAL TRANSPORTATION PLAN (RTP) TO COMPLY WITH FEDERAL AND STATE LAW AND AMENDING THE REGIONAL FRAMEWORK PLAN	101823M-07
8	Exhibit A to Ordinance No. 23-1496	July 10, 2023	Exhibit A to Ordinance No. 23-1496 PUBLIC REVIEW DRAFT 2023 Regional Transportation Plan	101823M-08
9	Exhibit B to Ordinance No. 23-1496	N/A	Exhibit B to Ordinance No. 23-1496 Chapter 2 Regional Framework Plan	101823M-09
10	Part 1 to Exhibit C to Ordinance No. 23-1496	September 29, 2023	Part 1 to Exhibit C to Ordinance No. 23-1496 Key policy topics for discussion to address for the 2023 Regional Transportation Plan and beyond	101823M-10
11	Attachment 1 to Part 1 to Exhibit C to Ordinance No. 23-1496	N/A	Attachment 1 to Part 1 to Exhibit C to Ordinance No. 23-1496 Key JPACT and Metro Council discussions and actions on ODOT projects in the greater Portland area undergoing the NEPA process	101823M-11
12	Attachment 2 to Part 1 to Exhibit C to Ordinance No. 23-1496	9/25/2023	Attachment 2 to Part 1 to Exhibit C to Ordinance No. 23-1496 ODOT Projects Adopted in 2024-27 MTIP and 2024-27 STIP with RTP ID 12095	101823M-12
13	Part 2 to Exhibit C to Ordinance No. 23-1496	9/29/2023	Part 2 to Exhibit C to Ordinance No. 23-1496: Consent Items	101823M-13

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
14	Memo	10/11/2023	TO: MTAC and interested parties From: Ally Holmqvist, Senior Transportation Planner RE: 2023 High Capacity Transit Strategy Adoption	101823M-14
15	RESOLUTION NO. 23-5348	N/A	RESOLUTION NO. 23-5348 FOR THE PURPOSE OF ADOPTING THE 2023 HIGH CAPACITY TRANSIT STRATEGY	101823M-15
16	Exhibit A to Resolution No. 23-5348	July 10, 2023	Exhibit A to Resolution No. 23-5348 HIGH CAPACITY TRANSIT Strategy PUBLIC REVIEW DRAFT	101823M-16
17	Exhibit B to Resolution No. 23-5348	9/29/2023	Exhibit B to Resolution No. 23-5348 2023 HCT Strategy Summary of Comments and Recommended Actions	101823M-17
18	Staff Report to Resolution No. 23-5348	9/27/2023	Staff Report IN CONSIDERATION OF RESOLUTION NO. 23-5348 ADOPTING THE 2023 HIGH CAPACITY TRANSIT STRATEGY	101823M-18
19	Presentation	10/18/2023	Adoption of the 2023 Regional Transportation Plan MTAC RECOMMENDATION TO MPAC REQUESTED	101823M-19
20	Presentation	10/18/2023	HCT Strategy Adoption	101823M-20

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: November 1, 2023  
To: Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), and interested parties  
From: Lake McTighe, Principal Planner  
Subject: DRAFT SS4A Regional Transportation Safety Update to JPACT and the Metro Council

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## **Purpose**

Provide TPAC, MTAC, and interested parties with an update on traffic deaths and serious injuries in the region and seek feedback on the *DRAFT Safe Streets for All: Regional Transportation Safety Update to JPACT and the Metro Council* before bringing it to the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in December and January.

## **Background**

The Metro Council and JPACT adopted the 2018 [Regional Transportation Safety Strategy](#) with a goal of eliminating traffic deaths and life changing injuries by 2035. Using a data driven and Safe System approach, the Regional Safety Strategy provides strategies and actions to address serious traffic safety problems.

To support implementation of the Regional Safety Strategy and local and state safety action plans, Metro provides periodic progress reports on safety targets and actions to JPACT, the Metro Council, and other regional partners. The *DRAFT Safe Streets for All: Regional Transportation Safety Update to JPACT and the Metro Council* is the third in-depth update since the Regional Safety Strategy was adopted in 2018.

Previous in-depth updates on roadway safety were provided:

- In 2022, as part of the 2023 Regional Transportation Plan (RTP) update [Needs Assessment](#) and [Needs Assessment Fact Sheets](#), which were the foundation for draft [Chapter 4: Our Growing Changing Region](#) in the 2023 RTP.
- In 2021, with the [2019 traffic fatalities and serious injuries annual performance report](#) and the [2-Year Progress Report of the Regional Transportation Safety Strategy](#).

## **Safe Streets for All Program**

Metro has been awarded a federal [Safe Streets for All grant](#) (SS4A). The grant enables Metro to dedicate more resources and time to coordinate and support roadways safety efforts across the region. In addition to regional safety activities, the grant provides funding to the City of Tigard, Washington County, and Multnomah County and the cities of East Multnomah County, to develop Transportation Safety Action Plans. There are three more cycles of the SS4A federal grant (2024, 2025, 2026) with opportunity for additional funding for planning and capital projects.

The *DRAFT Safe Streets for All: Regional Transportation Safety Update to JPACT and the Metro Council* provides an update on traffic fatalities and serious injuries and a framework to support discussions with Metro's technical and policy advisory committees and the Metro Council as Metro begins to coordinate efforts with government and community partners to implement the Safe Streets for All program. The report is addressed to JPACT and the Metro Council, the governing bodies responsible for regional transportation decisions. Metro is seeking feedback on the draft report to accurately reflect regional coordination before it is presented to JPACT and the Metro Council.

As the SS4A program gets underway, Metro will be developing more in-depth and nuanced analysis. Using the *DRAFT Safe Streets for All: Regional Transportation Safety Update to JPACT and the Metro Council* as a starting place, Metro is seeking guidance and input from the Metro Council and Metro's technical and policy committees and other partners on what analysis and information will increase understanding of safety challenges and solutions, and what strategies should be pursued to effectively advance safety. Metro will put together a regional safety work group to guide the work plan and support coordination.

### **Questions for TPAC and MTAC**

Metro requests feedback from members of TPAC, MTAC and other interested parties to finalize the *DRAFT Safe Streets for All: Regional Transportation Safety Update to JPACT and the Metro Council* before it presented to JPACT and the Metro Council.

Specifically:

- Do you have feedback on how the information in the report is framed, to support a productive discussion at JPACT and the Metro Council?
- Do you have feedback on the safety actions listed in Tables 1 and 3 of the report? Are there actions that should be added? Are there actions that need further discussion?
- Is there anything missing that you think should be included in the report that would support productive discussion at JPACT and the Metro Council?
- Do you have input on the makeup and role of a regional safety work group?

### **Next Steps**

- November 30, 2023 – Deadline to provide feedback on the Draft report, please email comments to [lake.mctighe@oregonmetro.gov](mailto:lake.mctighe@oregonmetro.gov)
- December 14, 2023 –Present report at JPACT meeting, discussion of regional safety.
- January 2024 (Date TBD) –Present report at Metro Council work session, discussion of regional safety.
- Spring 2024 – Convene regional SS4A safety work group.
- Fall 2024 –Provide status update on serious crashes and on the Safe Streets for All project to JPACT and Metro Council.

### **Attachments**

- *DRAFT Safe Streets for All: Regional Transportation Safety Update to JPACT and Metro Council* (October 31, 2023)



# Safe Streets for All

Regional transportation safety update to  
JPACT and the Metro Council

DRAFT October 2023



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Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. For up-to-date public transportation information, visit TriMet's website at [trimet.org](http://trimet.org).

**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

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 assures 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.

**Project web site:** [oregonmetro.gov/safety](http://oregonmetro.gov/safety)

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration

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## LETTER FROM THE DIRECTOR

Our region is facing growing roadway safety challenges as seen across the United States and in Oregon. These challenges reflect systemic issues impacting communities large and small, but that disproportionately impact lower income and communities of color.

The multifaceted nature of traffic safety challenges may appear daunting, but it is crucial that we tackle them collectively and strategically, with a sense of shared purpose and unwavering commitment to eliminating traffic-related deaths and serious injuries. With federal funding Metro can work with partners to focus more deeply on roadway safety using the Safe System Approach over the next few years.

Our goal is to transform our region into a place where every resident, regardless of their background, income, or zip code, can enjoy the benefits of safe, accessible, and reliable transportation. Together, we will not only make our roadways safer but also work to right the historical and contemporary injustices that have disproportionately impacted our communities for far too long. This will require dedication, collaboration, and innovative thinking, and I have no doubt that we are up to the challenge.

Our safety program staff have prepared this report to kick-off the implementation of our federally funded Safe Streets for All (SS4A) project. This report will be used to frame initial discussions with regional partners as we develop our work plan. We want to learn what data and information Metro can provide to support local, regional and state efforts and determine what additional questions we need to be asking to arrive at effective solutions. As the regional government and MPO, Metro serves as the regional convenor and coordinator with the intention of making our collective actions more effective.

Working together in coordination we will realize a future where death and serious injuries are no longer consequences of using our transportation system.

Sincerely,



Catherine Ciarlo, Director  
Planning, Research and Development

## PURPOSE

This report provides a preliminary overview of traffic-related deaths and life changing injuries in the greater Portland region since 2017 and a summary of actions undertaken in the past few years by regional, state and local partners since 2021, when the last comprehensive update was provided to the Metro Council and Metro's technical and policy committees with the [2-Year Progress Report on the Regional Transportation Safety Strategy](#).<sup>1</sup>

The data presented in this report represent real people—members of our regional community. The victims of traffic crashes are family members, friends, and coworkers in our region.

This report was developed to support discussions with Metro's technical and policy advisory committees and the Metro Council as Metro begins to coordinate efforts with government and community partners to implement the Safe Streets for All project. As that project gets underway, Metro will be developing more in-depth and nuanced analysis. Using this report as a starting place, Metro is seeking guidance and input from the Metro Council and Metro's technical and policy committees and other partners on what analysis and information will increase understanding of safety challenges and solutions.

Metro received a federal Safe Streets for All grant for the purpose of supporting regional, local and statewide efforts to address traffic safety problems in the region. Metro will coordinate with government, community, and business partners on the Safe Streets for All project over the next few years on this effort. The final section of the report lists high-level actions that would benefit from coordinated efforts.

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<sup>1</sup> Metro Regional Transportation Safety Strategy 2-year progress report, June 2021. <https://www.oregonmetro.gov/sites/default/files/2021/08/03/RTSS-progress-report-20210603.pdf>.

## INTRODUCTION AND THE SAFE SYSTEM APPROACH

In the past ten years, state, regional and local transportation agencies and the communities they serve have adopted and begun implementing transportation safety action plans with goals to eliminate traffic deaths and life-changing injuries using the proven [Safe System Approach](#),<sup>2</sup> recognizing that this approach has been successful in greatly reducing serious crashes in other places.<sup>3</sup>

- 2016 - City of Portland adopts the first Vision Zero Plan in the state, with a goal to eliminate traffic fatalities and serious injuries by 2025.
- 2018 - JPACT and the Metro Council adopt the Regional Transportation Safety Strategy with the goal to eliminate traffic deaths and life changing injuries by 2035.
- 2019 - Clackamas County adopts the updated Drive to Zero safety action plan, with a goal to eliminate fatal and serious injury crashes by 2035. The County developed the first safety plan in the state in 2012.
- 2021 - Oregon Transportation Commission adopts the Transportation Safety Action Plan with a goal to eliminate traffic deaths by 2035.
- 2023 - Metro updates the 2023 Regional Transportation Plan, including regional safety policies embedded in the Safe System approach; the City of Hillsboro begins development of a safety action plan, and the City of Tigard, Multnomah County and the cities of East Multnomah County, and Washington County prepare to develop safety action plans.

The Safe System approach relies on multiple, complementary safety interventions for all people who use our roadways to prevent crashes from occurring in the first place and to reduce harm if a crash occurs.

When the Metro Council and JPACT adopted a regional strategy to eliminate traffic deaths and life changing injuries, it was clear that confronting this challenge would be neither easy nor quickly resolved. People dying on our highways, streets, and roads is an ingrained and persistent problem, one that many in society have come to accept as part of our everyday lives.

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<sup>2</sup> ITF (2022), Road Safety Annual Report 2022, OECD Publishing, Paris.

<https://www.itf-oecd.org/sites/default/files/docs/irtad-road-safety-annual-report-2022.pdf>

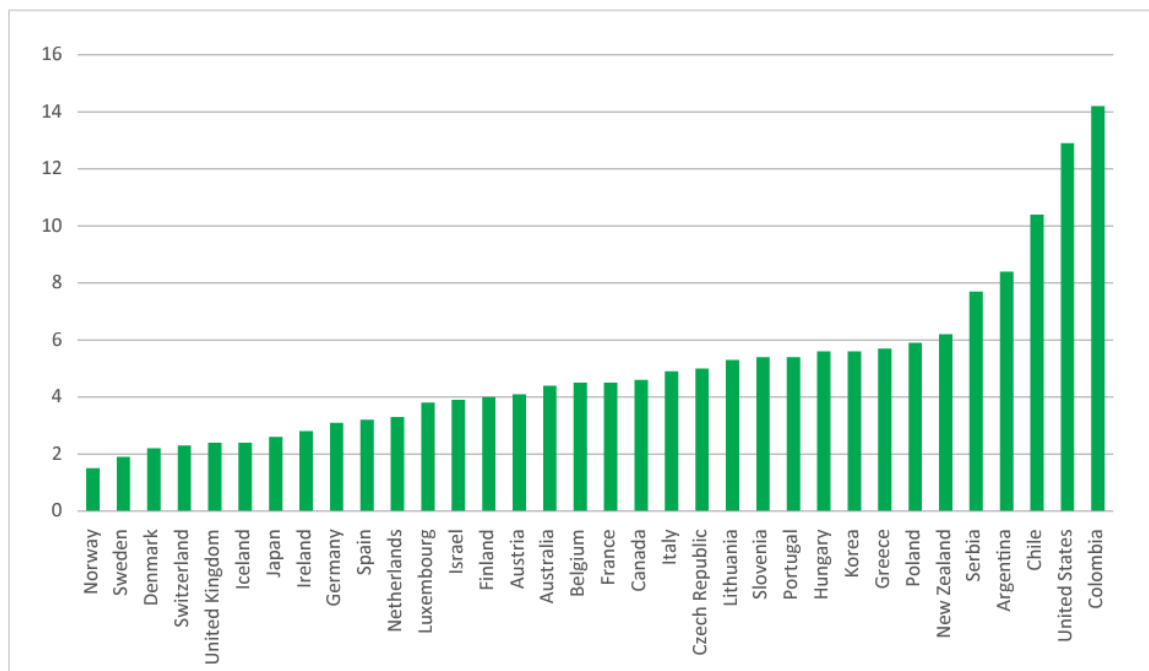
<sup>3</sup> ITF (2022), Road Safety Annual Report 2022, OECD Publishing, Paris.

<https://www.itf-oecd.org/sites/default/files/docs/irtad-road-safety-annual-report-2022.pdf>

In recognition of the need to substantially change how the region views and addresses roadway safety, the [Regional Transportation Safety Strategy](#) commits to the Safe System Approach the region’s guiding principle.

The Safe System Approach has been used with great success in a growing number of nations and cities around the world and has now taken hold in the United States. The Safe System Approach has origins in Sweden through its Vision Zero program and with the Sustainable Safety program in the Netherlands. These early adopters experienced impressive decreases in roadway deaths—each with at least a 50% reduction in fatalities between 1994 and 2019. The concept has spread to other countries in Europe and beyond with notable success in Australia and New Zealand. The progress of these counties, compared to the United States, is illustrated in Figure 1.

**Figure 1 Road fatalities per 100,000 people in International Traffic Safety Data and Analysis Group (IRTAD) countries, 2021**



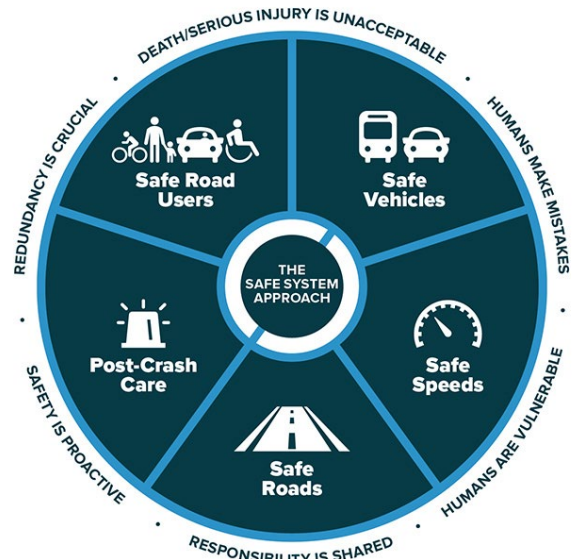
Source: International Transport Road Safety Annual Report 2022

While Figure 1 shows that there are over 12 traffic fatalities for every 100,000 people in the United States, the 2017-2021 per capita fatality rate in the greater Portland region is 6 people per 100,000 people, closer to some of the countries that are moving in the right direction. The regional per capita rate is lower than Oregon’s (12). Washington County has the lowest fatality rate in the region (4). Clackamas and Multnomah County have fatality rates double that of Washington County (8). Refer to Table 5 for per capita 2017-2021 fatality rates for Oregon, the region, the three counties, and all cities in the region.

## Safe System Approach Elements and Principles

There are five elements of the Safe System Approach:

- **Safe People.** Encourage safe, responsible behavior by people who use our roads and create conditions that prioritize their ability to reach their destination unharmed.
- **Safe Roads.** Design roadway environments to mitigate human mistakes and account for injury tolerances, to encourage safer behaviors, and to facilitate safe travel by the most vulnerable users.
- **Safe Vehicles.** Expand the availability of vehicle systems and features that help to prevent crashes and minimize the impact of crashes on both occupants and non-occupants.
- **Safe Speeds.** Promote safer speeds in all roadway environments through a combination of thoughtful, context-appropriate roadway design, targeted education and outreach campaigns, and enforcement.
- **Post-Crash Care.** Enhance the survivability of crashes through expedient access to emergency medical care while creating a safe working environment for vital first responders and preventing secondary crashes through robust traffic incident management practices.



With the Safe System approach, these five elements work together to create a safe, redundant transportation system. In such a system, if one layer fails another layer is in place to prevent serious harm.

**Six principles** underpin the Safe System approach:

- **Death and serious injuries are unacceptable.** The Safe System approach rejects the idea that these are simply the price of mobility.
- **People make mistakes,** so the transportation system should be designed and operated to avoid death and serious injuries when a crash occurs.
- **Human bodies are vulnerable** and have physical limits for tolerating crash forces before death or serious injury occurs; therefore, it is critical to design and operate a transportation system and vehicles that is human-centric and accommodates physical human vulnerabilities.

- **Responsibility is shared** among those who design, build, and manage streets and vehicles, those who use these streets and vehicles, and those who provide care after crashes.
- **Safety is proactive.** Systemic change is needed to prevent serious crashes.
- **Redundancy is crucial.** If one layer of the system fails, another layer is in place to prevent serious injury.



A cyclist rides their bicycle through a crosswalk at a roundabout along a tree lined street, a pedestrian stands on the corner in Orenco Station, Hillsboro

Source: Metro

## INTERSECTION OF TRAFFIC SAFETY AND PUBLIC HEALTH

Preventing fatal and serious traffic injuries is an intersectional issue that is not only about the physical design of roadways but also social, economic, and political power. Solutions for improving road safety and preventing serious crashes are more effective when they are developed with an understanding of contextual factors that impact roadway safety. Including holistic solutions to address upstream public health issues including mental health, discrimination, substance abuse, income inequality, and housing and job insecurity, will make roadways safer for everyone.

“Public health is focused on creating a safe transportation system through street design, but we are acutely aware of the need to also address contextual factors such as housing, mental and behavioral health, substance abuse, and cost of living.” Public Health Data Report: Traffic Crash Deaths in Multnomah County, August 2023

Roadways are the meeting places of communities and can reflect the health of communities. Supporting solutions that complement traffic safety countermeasures, such as affordable housing and substance abuse rehabilitation will result in better outcomes.

**Figure 2 Upstream Approach to Public Health Issues**



Figure 2 illustrates an upstream approach to addressing roadway safety. Core to the concept is promoting healthy environments including roads and streets, preventing injury by creating a transportation system where traffic crashes do not result in serious injury, and addressing social injustice to address the root causes of traffic safety disparities.

Source: BCCDC Foundation for Population and Public Health

## NOTABLE SAFETY ACTIONS SINCE 2021

The actions needed to significantly improve safety, protect people from traffic death and injury, and achieve a cultural shift that treats roadway deaths as unacceptable are multi-year endeavors. Although it may take years of sustained effort to realize substantial reductions in lives lost due to traffic crashes, regional partners have been taking actions to target our most significant and urgent problems to improve road traffic safety.

Table 1 provides a summary of notable actions of local, regional, and state governments with the support and championship of communities and advocates. These actions are in addition to ongoing city, county, regional, state, and advocacy led safety programs.



A cyclist exits a separated bikeway in SE Portland.

Source: Metro

**Table 1 Notable Safety Actions Since 2021**

Safe System Approach element	Notable safety actions since 2021
<b>Safe People</b>	<p>Awarded \$1.6 million <a href="#">regional funds</a> to local SRTS programs for education and encouragement activities across the region.</p> <p>Passed the 2023 Bike Bus Bill (<a href="#">House Bill 3014</a>) giving schools more flexibility spending state transportation funds.</p> <p>Instituted modifications to the Safe Routes to School program in the 2023 Omnibus Transportation Bill (<a href="#">House Bill 2099</a>) increasing the radius for eligible schools, and updates to DMV regulations related to safety.</p> <p>Passed the 2021 Driving Under the Influence of Psilocybin bill (<a href="#">House Bill 3140</a>).</p> <p>Added clarifications to laws related to Driving Under the Influence of Intoxicants (<a href="#">Senate Bill 201</a>).</p>
<b>Safe Roads</b>	<p>Approved \$613 million for capital projects to improve safety in the FY 21-24 and 24-27 <a href="#">MTIP</a>, including \$14 million for SRTS infrastructure projects and <a href="#">\$47.4 million in regional funds</a>.</p> <p>Applied the <a href="#">ODOT Blueprint for Urban Design</a> to all urban projects scoped for the 2024/2027 STIP cycle, and several projects in the 2021/2024 STIP.</p> <p>Advanced safety improvements on high injury urban arterials, such as: <a href="#">Outer Division Safety Project</a>, <a href="#">82nd Avenue</a>; <a href="#">122<sup>nd</sup> Avenue SS4A</a>, <a href="#">OR 8 at East Lane (Cornelius)</a> <a href="#">Pedestrian Safety Project</a>, <a href="#">OR 141: SW Hall Boulevard Pedestrian Safety Improvements</a>.</p> <p>Continued planning for safety improvement on high injury urban arterials, including: <a href="#">Tualatin Valley Highway Transit Project</a>, <a href="#">McLoughlin Boulevard Investments Strategy</a>, <a href="#">82nd Avenue Transit Project</a>.</p> <p>Established the state Jurisdictional Transfer Advisory Committee (<a href="#">House Bill 2793</a>) to recommend highways for jurisdictional transfer.</p>
<b>Safe Vehicles</b>	<p>Developed research examining the role of vehicle design and speed as a factor in the severity of pedestrian injury in Oregon.</p>
<b>Safe Speeds</b>	<p>Expansion of <a href="#">Portland's use of cameras in traffic enforcement</a>, up to 40 cameras at the end of 2024.</p> <p>Passed legislation to allow all cities in Oregon to install traffic cameras and set designated speeds on certain types of residential streets at up to 10 miles below the statutory speed (provided it's not less than 20 mph) (<a href="#">House Bill 2095</a>).</p> <p>Passed legislation (<a href="#">House Bill 4105</a>) making it easier for jurisdictions to review and issue citations based on photo radar.</p>
<b>Post-Crash Care</b>	<p>No new activities reported.</p>

## UPDATE ON THE ROADWAY SAFETY PROBLEM

Traffic violence continues to be one of the major public health crises facing many communities in the greater Portland region. In a trend seen in the region, in Oregon, and across the United States the number of traffic deaths have been on the rise for the past decade.

While cities, counties, the state, and the region make significant investments in proven safety measures, other factors that impact safety have been moving in the wrong direction. These factors include, increasing car size and car weight and increasing driver speed.

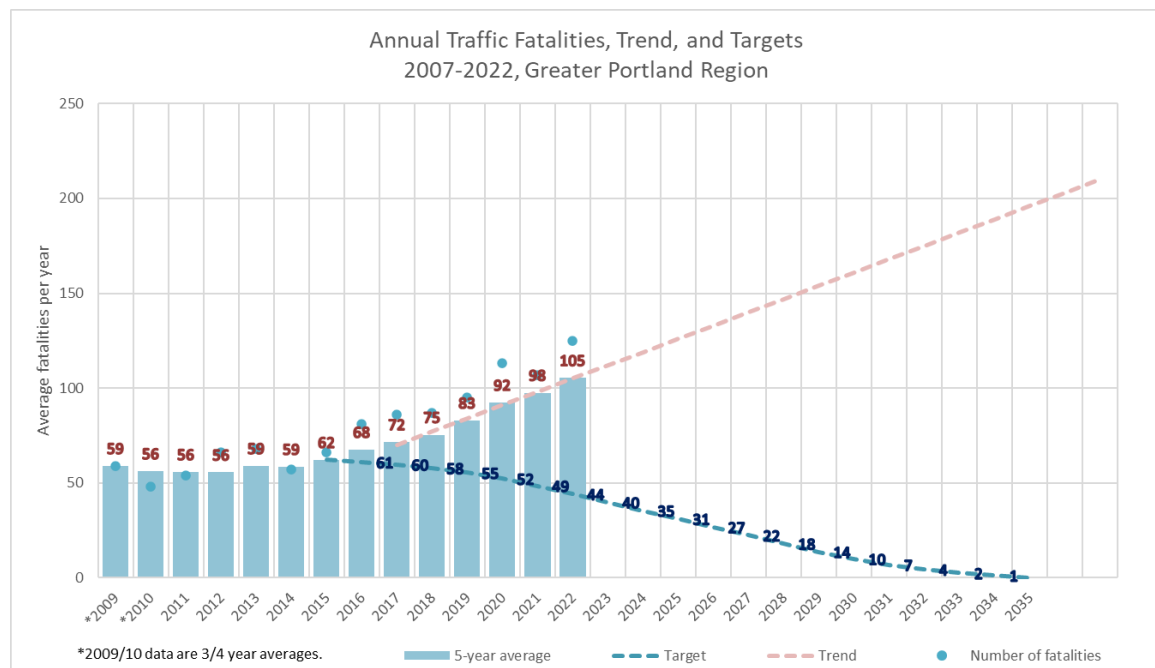
It will likely take years of sustained investments in proactive and systemic safety countermeasures that separate roadway users and calm traffic to realize substantial reductions in lives lost due to traffic crashes.

Analysis of traffic crashes in the greater Portland region since 2017 indicate:

- Traffic deaths are increasing.
- Pedestrian deaths have risen disproportionately over the past decade.
- Black and Native American people are at much higher risk of being killed in a traffic crash whether driving, walking, or bicycling.
- Intoxicated driving is a leading risk factor for deadly crashes.
- High traffic speeds continue to be a risk factor.
- Increasingly heavier, larger vehicles on roadways is a growing risk factor.
- Arterial roadways account for most deadly crashes.

Figure 3 illustrates that the region is not on track towards zero traffic deaths and serious injuries. The blue bars and red numbers show the increase in the annual average traffic deaths each year since 2009. The blue numbers and blue dotted line indicate regional targets. The average number of yearly traffic deaths increased 56% between 2016 and 2022, increasing, on average, by 8% each year.

**Figure 3 Annual Traffic Fatalities, Trend, and Targets 2007-2022, Greater Portland Region**



Source: ODOT crash data 2007-2021, ODOT preliminary crash data 2022, Metro 2018 RTP targets

Compared to 2021, traffic deaths in the greater Portland region in 2022<sup>4</sup> increased:

- 17% - 125 lives were lost, the highest total number recorded since 2007.
- 29% for people walking - 49 pedestrians were killed, the highest number recorded since 2007, the first year of data that Metro began tracking.
- 80% among motorcyclists, 27 motorcyclists were killed, the highest number recorded since 2007.

## 2021 Safety Performance Measures

Safety performance measures compare observed number and rate of traffic fatalities and serious injuries to targets set in the 2018 Regional Transportation Plan. The region is not on track to meet its targets. In fact, across all the measures summarized in Table 2, the region's streets have gotten less safe since compared to baseline data established in 2015.

<sup>4</sup> Preliminary 2022 Fatal & Serious Injury data, Oregon Department of Transportation, <https://tvc.odot.state.or.us/tvc/>

**Table 2 Federal Safety Performance Measures, Greater Portland Region, 2017-2021**

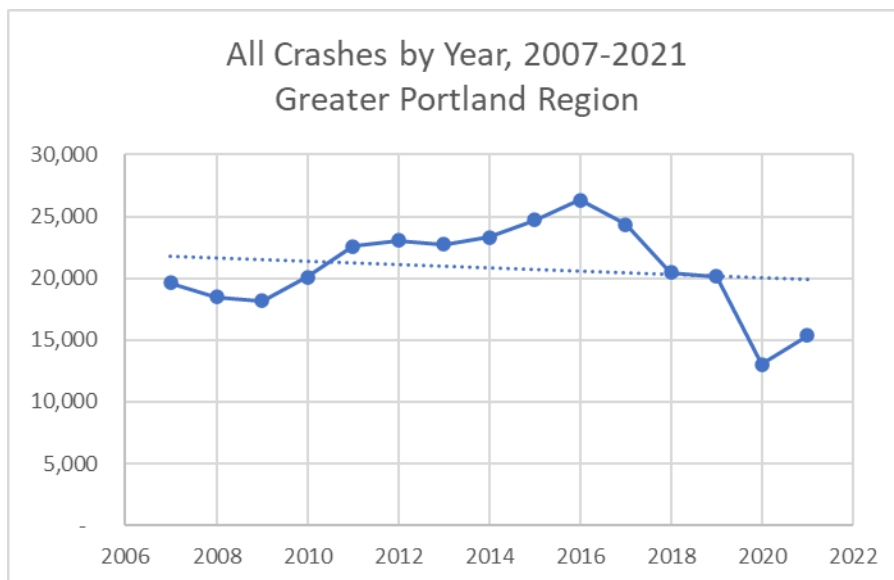
Performance Measure	5-year rolling averages		
	2015 Baseline	2021 Target	2021 Actual
Number of fatalities	62	49	98
Fatalities per 100 million vehicle miles traveled	0.6	0.4	0.9
Number of serious injuries	458	357	544
Serious injuries per 100 million vehicle miles traveled	4.5	3.3	5.0
Number of non-motorized fatalities and serious injuries	113	95	122

Source: Source: ODOT crash data 2017-2021, analyzed by Metro

## Fatality Trends

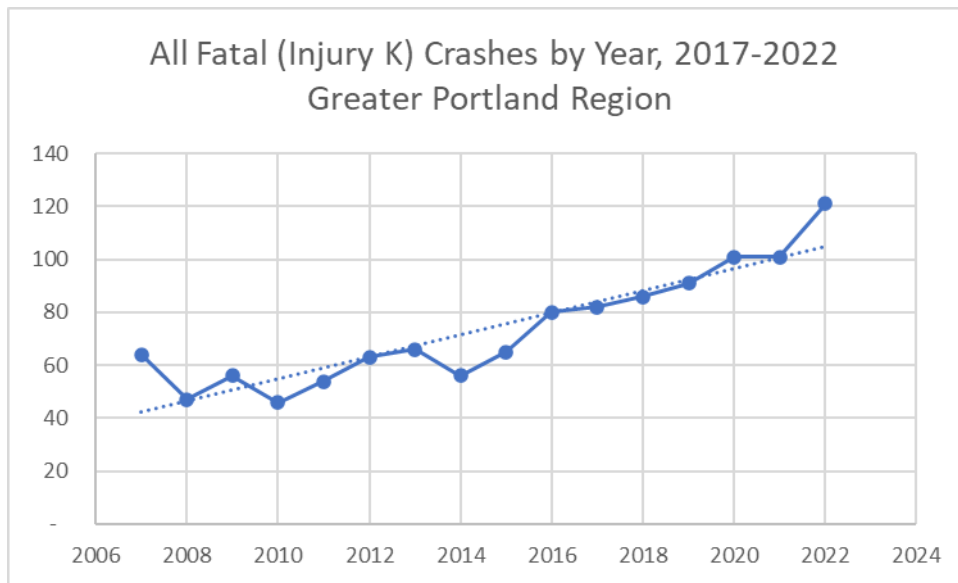
While the total number of crashes has decreased since 2007, as shown in Figure 4, the number of deadly crashes has increased, especially in the past five years, shown in Figure 5. The increase is due primarily to the increase in pedestrian fatalities. The number of serious injury or life-changing crashes after remaining somewhat constant since 2007 increased 134% from 2020 to 2022, shown in Figure 6.

This pattern points to the need to focus on the contributing factors of fatal traffic crashes, namely intoxication, speed, roadway design, pedestrian safety, and heavier vehicles.

**Figure 4 All Crashes by Year, 2007-2021 Greater Portland Region**

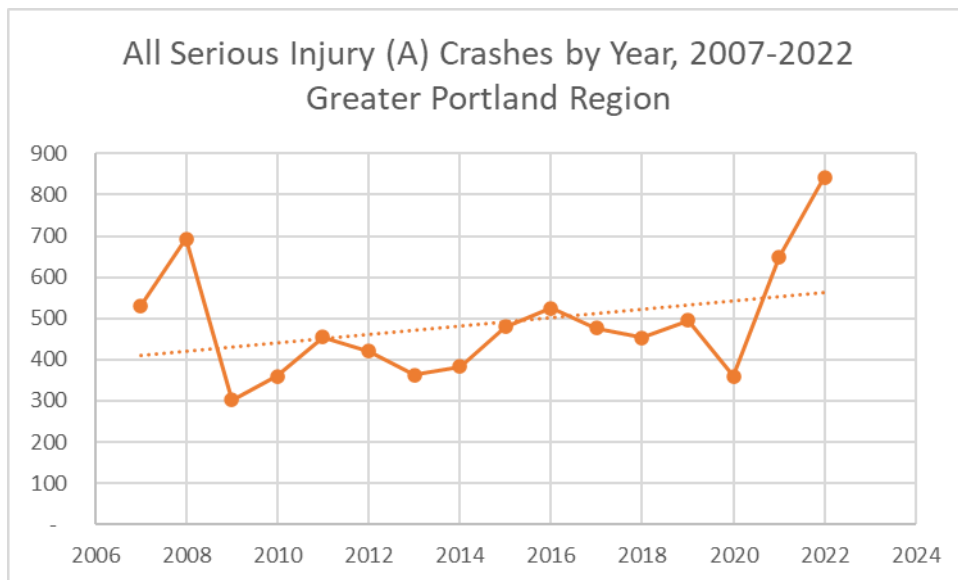
Source: ODOT crash data 2007-2021

**Figure 5 All Fatal (Injury K) Crasher by Year, 2017-2022 Greater Portland Region**



Source: ODOT crash data 2007-2021

**Figure 6 All Serious Injury (A) Crashes by Year, 2007-2022 Greater Portland Region**



Source: ODOT crash data 2007-2021

## Race and Ethnicity

Within the three counties, Native Americans and Black people are being killed in traffic crashes at higher rates than white people. Analysis from the National Highway Traffic Administration concludes that by several measures, roadway travel is less risky for white people than for most other race-ethnicity groups; this

disparity persists, even accounting for the amount and mode of travel.<sup>5</sup> And, recent analysis from Multnomah County Health Department found that rising traffic fatality rates in the region are largely driven by growing pedestrian fatalities, the impacts of which are disproportionately experienced by Black, Indigenous, and people of color (BIPOC), people with lower incomes, and people likely experiencing houselessness.<sup>6</sup>

For all traffic fatalities 2017-2022 in Clackamas, Multnomah and Washington counties:

- Black people experience a fatality rate 40% higher than white people, though lower than the national average.
- Native Americans experience a traffic fatality rate that is 129% higher than white people.
- Hispanic/ Latinx people experience a traffic fatality rate that is 18% lower than white people, and Asian people experience a traffic fatality rate that is 186% lower than white people. This is consistent with national rates.<sup>7</sup>
- Black pedestrians are killed at a rate twice as high compared to white pedestrians, and Native American pedestrians experience a traffic fatality rate that is 141% higher than the rate of white pedestrians.
- Three quarters of serious pedestrian and bicycle crashes, and 65% of all serious crashes, occur in areas identified as Equity Focus Areas.

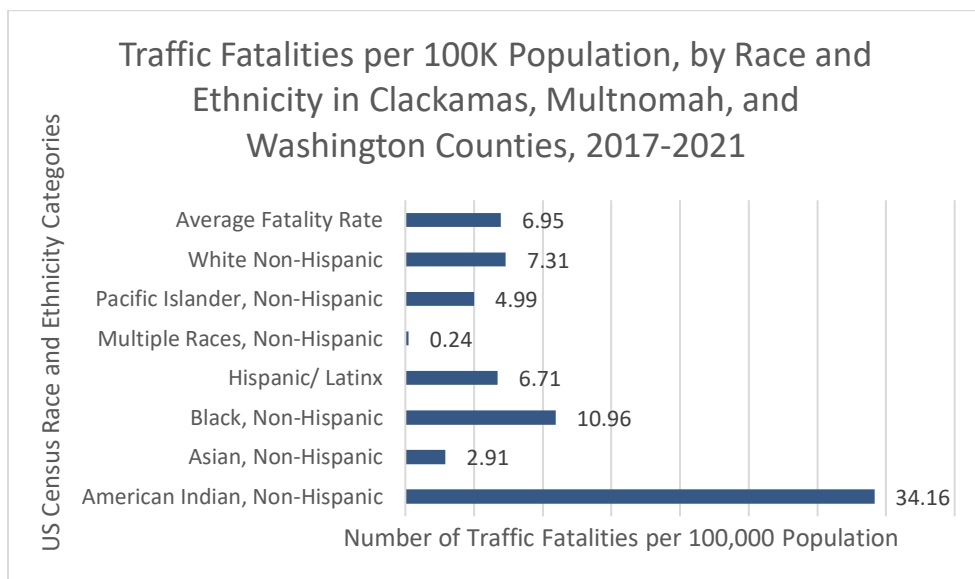
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<sup>5</sup>Evaluating Disparities in Traffic Fatalities by Race, Ethnicity, and Income, NHTSA, United States Department of Transportation, January 2022  
<https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813188>

<sup>6</sup> Public Health Data Report: Traffic Crash Deaths in Multnomah County Taking a Safe System approach to address traffic-related fatality trends & contributing factors, Multnomah County, 2020-2021 August 2023 [https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/Revised\\_Final\\_MultCo%20traffic%20deaths%202020\\_2021\\_0.pdf](https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/Revised_Final_MultCo%20traffic%20deaths%202020_2021_0.pdf)

<sup>7</sup> Disparities by Race or Ethnic Origin, National Safety Council  
<https://injuryfacts.nsc.org/motor-vehicle/road-users/disparities-by-race-or-ethnic-origin/>

**Figure 7 Traffic Fatalities per 100k Population, by Race and Ethnicity in Clackamas, Multnomah, and Washington Counties, 2017-2021**



Source: Fatality Analysis Reporting System, 2017-2021, Race and Ethnicity Population Estimates 2020 Census, Metro

## Pedestrians

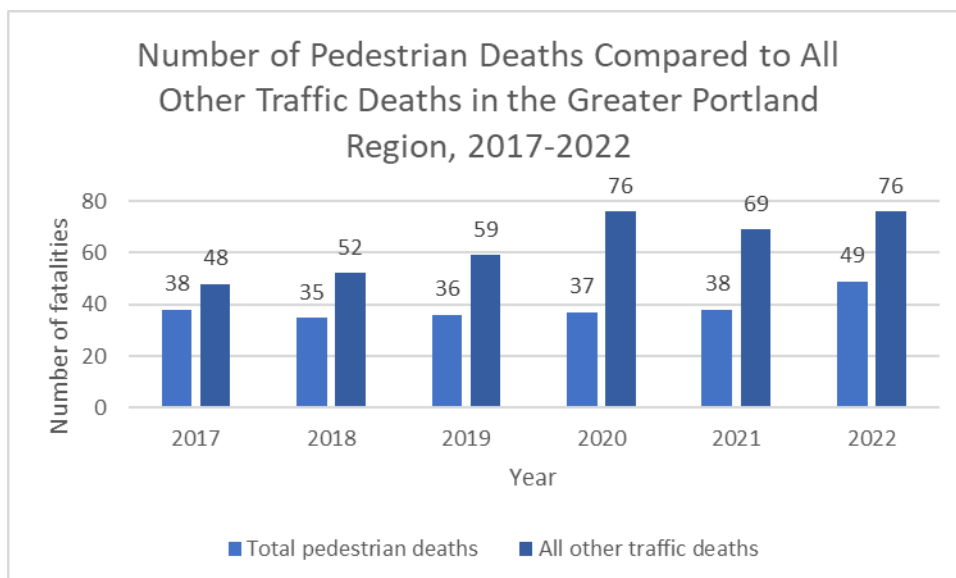
Fatal pedestrian traffic deaths in the region, in Oregon, and across the United States continue to rise; the [2022 Dangerous by Design](#) report<sup>8</sup> identified Oregon in the top 20 states that are most dangerous for pedestrians based on pedestrian fatalities between 2016 and 2020.

- People walking are more likely to die in traffic crashes than people traveling by other modes of transportation. While pedestrians are involved in only 2.5% of all crashes, they represent 38% of all traffic fatalities.
- Preliminary crash data for 2022 suggests that it will likely to be the highest count of pedestrian deaths since Metro began tracking crashes, with 49 people were killed in a traffic crash while walking, a 29% increase from 2021.
- Dark or dim light conditions are a contributing factor in fatal pedestrian crashes - 75% of pedestrian deaths in the region occur when it is dark or dim out, while 57% of motor vehicle occupant deaths, 50% of bicycle deaths, and 44% of motorcycle deaths occur in dark/dim lighting conditions.<sup>9</sup>

<sup>8</sup> 2022 Dangerous by Design, Smart Growth America, <https://smartgrowthamerica.org/dangerous-by-design/>

<sup>9</sup> Dim/dark lighting conditions are darkness-no streetlights, darkness-with street lights, dawn (twilight), dusk (twilight).

**Figure 8 Number of Pedestrian Deaths Compared to All Other Traffic Deaths in the Greater Portland Region, 2017-2022**

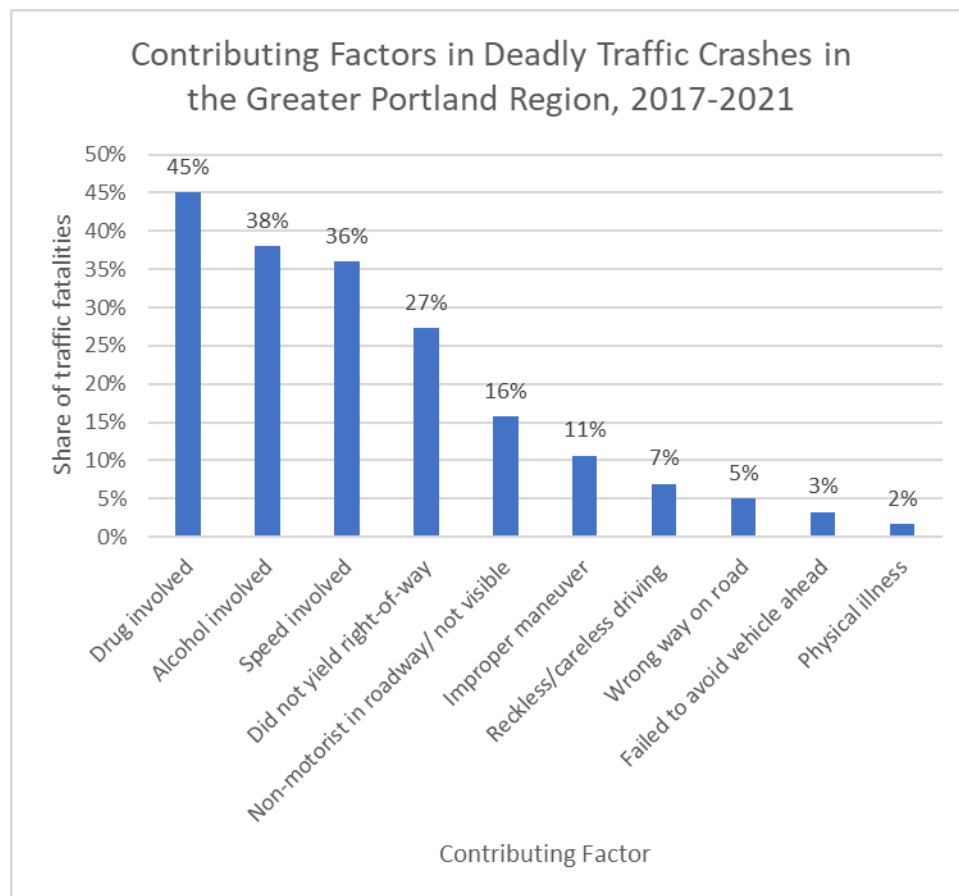


Source: ODOT crash data 2007-2021, ODOT preliminary crash data 2022

### **Speed and Intoxication**

While there are many factors that contribute to the likelihood of a crash occurring, higher speeds and drugs and alcohol are among the top contributing factors to deadly crashes in the region.

**Figure 9 Contributing Factors in Deadly Traffic Crashes, Greater Portland Region, 2017-2021**



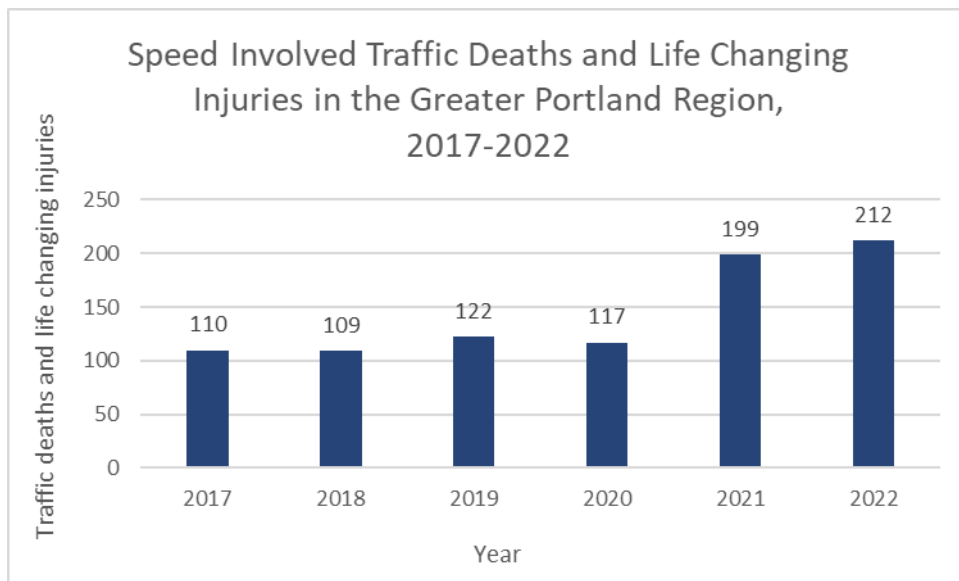
Source: ODOT crash data 2007-2021

Crash causes, speed involved flag, drug and alcohol involved flag

- Speed involved crashes tend to be deadlier: 36% of all traffic deaths involve speeding, while only 7% of all crashes involve speeding.
- Speed involved traffic fatalities and life changing injuries in the region have doubled since 2017 and increased 81% from 2020 to 2022 reflecting a national trend. In 2020 there were 117 traffic deaths involving speed, in 2022 there were 212.
- 51% of fatalities in motor-vehicle-only crashes (crashes not involving pedestrians, motorcyclists or bicyclists) involved speeding (average of 2017-2021 crash data).
- 15% of pedestrian fatalities involve speed, and 18% of all motorcycle crashes and 45% of fatal motorcycle crashes involve speed
- 38% of all traffic deaths involve alcohol: 41% of motor vehicle occupant deaths, 36% of pedestrian deaths, 28% of motorcyclist deaths, and 19% of bicyclist deaths involve alcohol.

- 49% of all traffic deaths involve drugs: 49% of motor vehicle occupant deaths, 49% of pedestrian deaths, 43% of motorcyclist deaths, and 44% of bicyclist deaths involve drugs.

**Figure 10 Speed Involved Traffic Deaths and Life Changing Injuries in the Greater Portland Region, 2017-2022**



Source: ODOT crash data 2007-2021, ODOT preliminary 2022 fatal and serious injury data

## Vehicle Design

Heavier vehicles are contributing to more deadly crashes. The share of larger and heavier vehicles in the United States and Oregon has been steadily rising over the past ten years, as shown in Figure 11 and Figure 12.

The growing share of heavier vehicles correlates to the increase in deadlier crashes and pedestrian fatalities. Research indicates that larger vehicles including pickups, SUVs, CUVs, and vans significantly increase the odds of a pedestrian being seriously or fatally injured in the event of a crash, even at lower speeds.<sup>10, 11</sup>

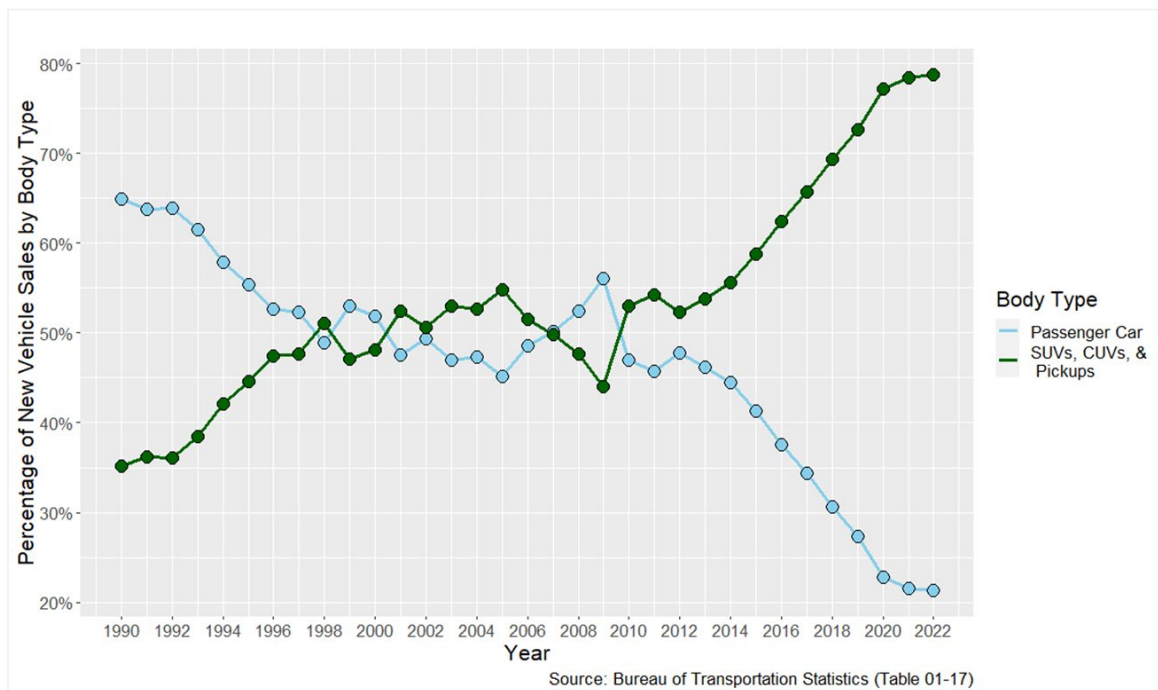
As vehicles get larger the impact of speed may be even more pronounced. Many people are familiar by now with the graphics showing the impact of speed on survivability for people walking, such as shown in Figure 13 from the National Traffic Safety Board and Smart Growth America. An article by Smart Growth America points out that “One important bit of fine print is that the data behind this

<sup>10</sup> Vehicle Design and Speed: Factors Associated with Pedestrian Injury Severity in the 1 Pacific Northwest, Josh F. Roll, Oregon Department of Transportation, Submitted for presentation and publication at the 103rd Annual Meeting of the Transportation Research Board, Submitted 8/1/2023

<sup>11</sup> SUVs Responsible for More Pedestrian Deaths, December 22, 2003  
<https://today.rowan.edu/news/2003/12/suvs-responsible-more-pedestrian-deaths.html>

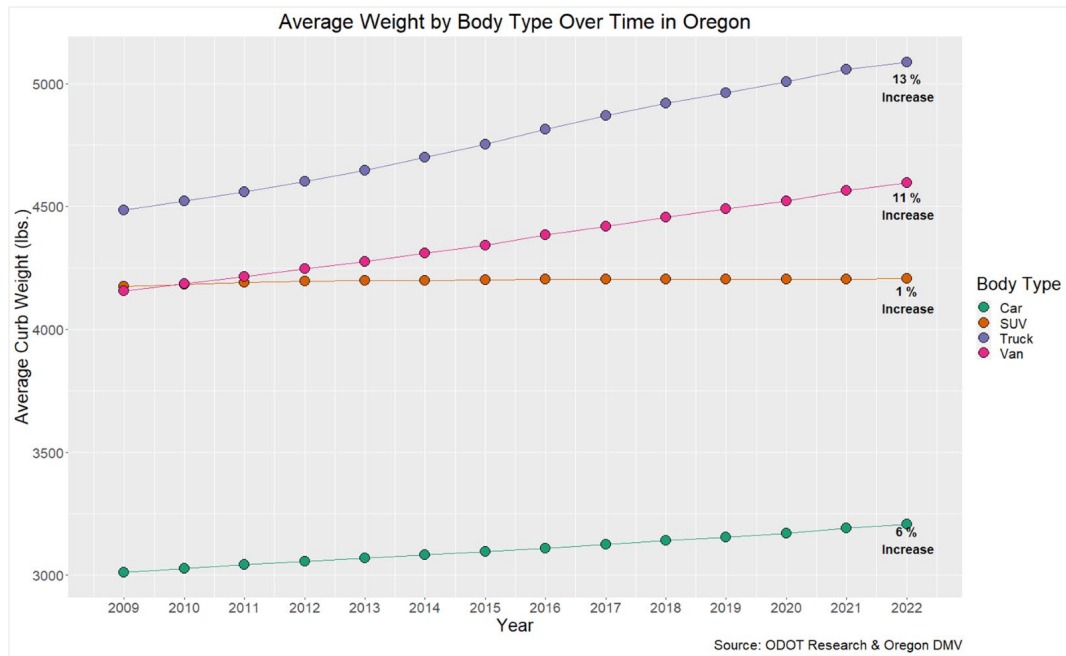
graphic (and almost all the other versions you see all over the internet) are sourced from a 1995 European study that predates the significant shift of the vehicle fleet (and increase in size) of the last two decades. This means that, today, it could be that the likelihood of surviving crashes with an “average” vehicle in the US—at all speed levels—could be even worse than the graphic shows, because the “average” vehicle is so much larger today—and getting bigger.”<sup>12</sup>

**Figure 11 Percentage Change of New Vehicle Sales by Body Type, 1990-2022**

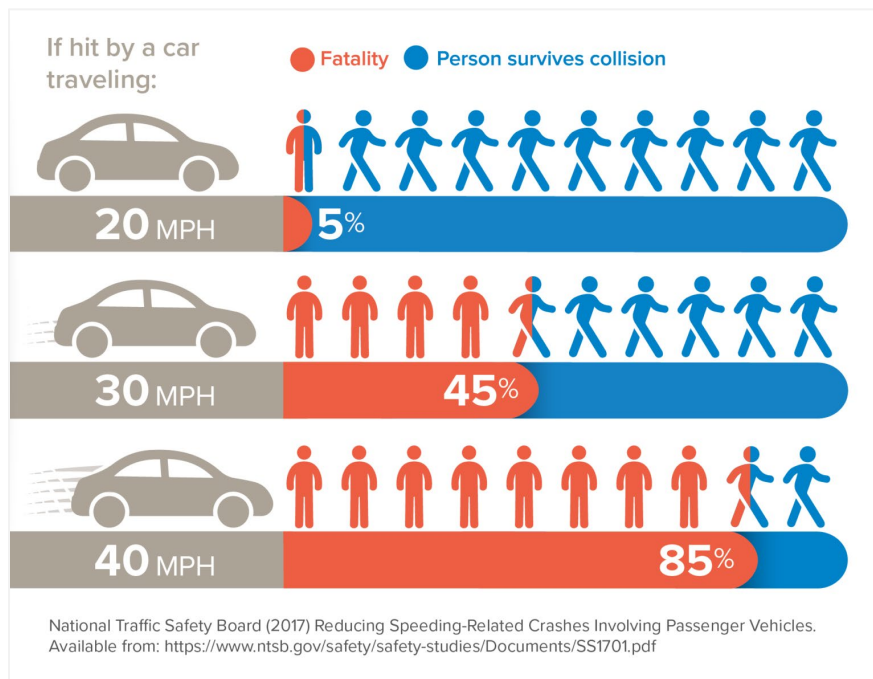


<sup>12</sup> “Bigger vehicles are directly resulting in more deaths of people walking” Steve Davis, April 12, 2021, Smart Growth America, <https://smartgrowthamerica.org/bigger-vehicles-are-directly-resulting-in-more-deaths-of-people-walking/>

**Figure 12 Average Vehicle Weight by Body Type Over Time in Oregon, 2009-2022**



**Figure 13 Probability of Survival Based on Speed of Vehicle Impact**



## Urban Arterials

Urban arterials are critical transport corridors. They are transit and freight routes, and important routes for trips made by car, walking and bicycling. They typically have speeds of at least 35 mph with four or more travel lanes and they carry tens of thousands of vehicles per day. Without systemic safety interventions, these roads are more dangerous due to a combination of high traffic speeds and volumes, more lanes, a mix of travel modes and auto-oriented design and land uses. These safety issues are exacerbated for pedestrians and bicyclists. Most regional high injury corridors are urban arterials. Most speed involved, and drug and alcohol involved serious crashes occur on urban arterials.<sup>13</sup>

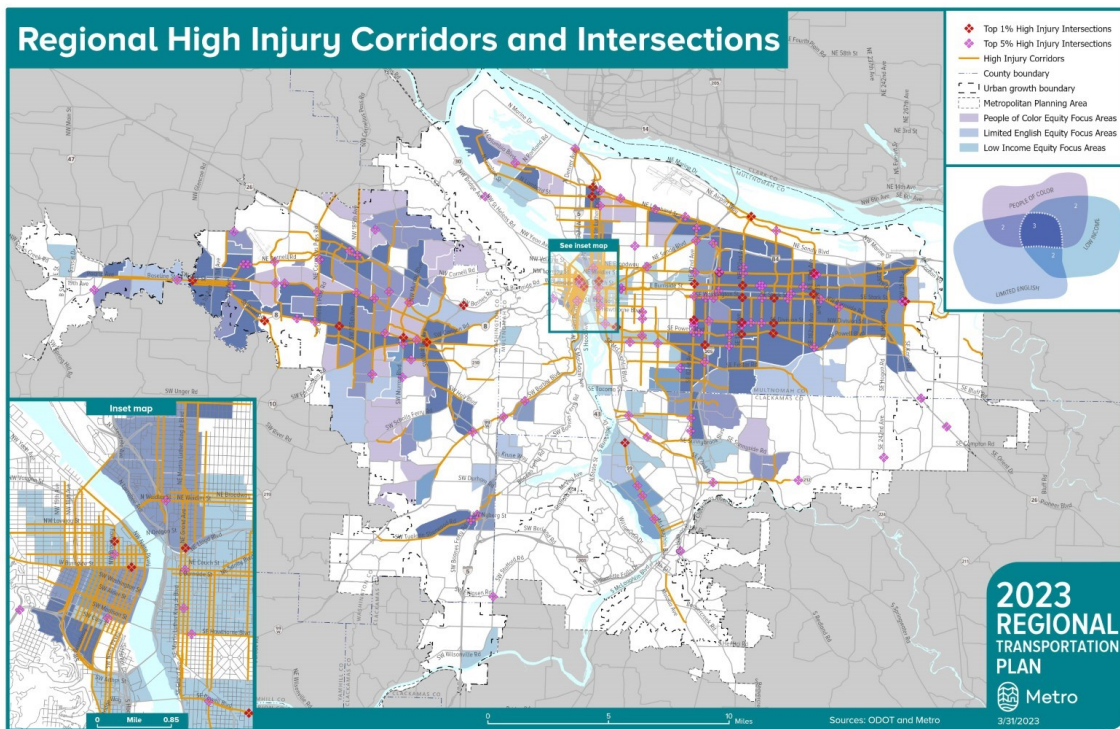
- 68% of traffic deaths and serious injuries occur on urban arterials; 41% of traffic deaths and serious injuries occur on major arterials, which make up only 5% of the roadway miles in the region.
- There is more than one fatal crash every year on every mile of the deadliest high injury corridors in the region.
- 54% of high injury corridors and 71% high injury intersections are in equity focus areas, disproportionately impacting people of color and people with lower incomes.
- 59% of all alcohol involved crashes, 62% of all drug involved crashes, and 55% of all speed involved crashes occur on arterials.

Figure 14 shows regional high injury corridors, intersections and equity focus areas (census tracts that above regional average populations of people of color, people with limited English proficiency and people with low incomes) identified in the Regional Transportation Plan. Sixty percent of all fatal and serious crashes and all pedestrian and bicycle crashes in the region are on these corridors, which account for about 6% of all roadway miles.

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<sup>13</sup> Metro 2016-2020 High Injury Corridors Dashboard, 2022  
<https://experience.arcgis.com/experience/6b5ae16aad814e6e81546bcc4ffdf964>

**Figure 14 Regional High Injury Corridors, Intersections and Equity Focus Areas<sup>14</sup>**



Source: Draft 2023 Regional Transportation Plan

<sup>14</sup> Regional High Injury Corridors and Intersections Dashboard (2016-2020 crashes), <https://experience.arcgis.com/experience/6b5ae16aad814e6e81546bcc4ffdf964>

## TAKING ACTION – NEW SAFETY STRATEGIES

The actions needed to significantly improve safety are multi-year endeavors. Although it may take years of sustained effort to realize substantial reductions in lives lost due to traffic crashes, regional partners continue to implement short and long-term strategies and actions to target our most significant and urgent problems to improve road traffic safety.

The Safe System Approach requires a culture that places safety and equity first and foremost in road system investment decisions. Systemic interventions that focus on creating a safe transportation system are needed to address the safety trends highlighted in this report.

Table 3 provides proposed strategies and actions that local, regional, and state governments, communities and advocates could focus on in the coming years, in addition to ongoing city, county, regional, state, and advocacy led safety programs.



Two adults and a child walk on a sidewalk along Tualatin Valley Highway in Cornelius.

Source: Metro

**Table 3 Planned and proposed safety strategies**

Safe System Approach element	Planned and proposed safety strategies for the next two years
<b>Safe People</b>	<p>Continue investments in stable housing, harm prevention, and behavioral health.</p> <p>Support legislation to lower legal limits for blood alcohol content (BAC) to 0.05 or lower. <a href="#">Countries with lower BAC levels</a> have lower fatality rates.</p> <p>Develop in-depth pedestrian traffic crash analysis with corresponding countermeasures and strategies.</p> <p>Develop in-depth crash victim analysis (age, seat belt use, BAC level, etc.)</p>
<b>Safe Roads</b>	<p>Form a regional work group and convene interagency partners for coordination.</p> <p>Develop strategies for additional funding (including SS4A) and prioritize HSIP and other funding for systemic, corridor wide safety interventions on the urban arterials where most deadly crashes occur, with a focus on pedestrian safety and speed reduction.</p> <p>Pilot ODOT Vulnerable User Crash Response team.</p> <p>Hold workshops on street design, such as “<a href="#">Improving Pedestrian Safety on Urban Arterials: Learning from Australasia</a>.”</p> <p>Implement findings from the <a href="#">Oregon Vulnerable Road User Assessment Safety Assessment</a>.</p> <p>Develop regional high injury corridor profiles.</p> <p>Develop in-depth assessment of primary causes and contributing factors of serious crashes for each county and city in the region.</p>
<b>Safe Vehicles</b>	<p>Identify and focus on interventions and incentives to reduce the impact of heavier vehicles.</p> <p>Support legislation that prioritizes people when considering the <a href="#">safety of new cars</a>.</p> <p>Gather data to understand kinetic energy involved in crashes.</p> <p>Advocate for state-level policies adopting intelligent speed technology systems and alcohol detection systems in new vehicles.</p>
<b>Safe Speeds</b>	<p>Focus on reducing speeds on high injury urban arterials through automated enforcement, roadway design and lowering posted speeds to a maximum of 30mph.</p> <p>Increase the number of fixed speed and red-light cameras in the region.</p> <p>Develop SS4A safety camera toolkit to support implementation.</p> <p>Hold workshop on speed setting and speed management.</p>
<b>Post-Crash Care</b>	<p>Complete a scan of best practices for EMS response times to crash sites and assessment of needs.</p> <p>Review state and <a href="#">national (NRSS) strategies</a> on post-crash care to identify strategies that could be supported at the regional level.</p> <p>Use planned data exchange to link EMS response activities and hospital outcomes.</p>

## DATA AND METHODS

### Data and Geography

Unless otherwise specified, all analysis uses the Metropolitan Planning Area (MPA) boundary. Other boundaries used include county and city boundaries.

- ODOT crash data 2007-2021, summarized by Metro and available at [RLIS Discovery](#).<sup>15</sup> Also see [ODOT Crash Statistics and Reports](#).<sup>16</sup>
- [Preliminary 2022 Fatal & Serious Injury data](#), Oregon Department of Transportation<sup>17</sup>
- Fatal Analysis Reporting System ([FARS](#))<sup>18</sup>
- Metro streets data available at RLIS Discovery
- Race and Ethnicity Population Estimates 2020 Census, Metro
- American Community Survey, 1-Year and 5-Year

### Data Tables

- Between 2017 and 2021 in the greater Portland region, there were 93,322 crashes documented in ODOT crash data. 232,435 people were involved in crashes, and 184,279 vehicles (including bicycles and motorcycles).
- Between 2007 and 2021, there were 312,422 crashes documented in the ODOT crash data.

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<sup>15</sup> Metro RLIS <https://rlisdiscovery.oregonmetro.gov/search?q=crash>

<sup>16</sup> ODOT Crash Statistics and Reports <https://www.oregon.gov/odot/data/pages/crash.aspx>

<sup>17</sup> TDS Crash Reports <https://tvc.odot.state.or.us/tvc/>

<sup>18</sup> <https://www.nhtsa.gov/research-data/fatality-analysis-reporting-system-fars>

**Table 4 Crashes in the Greater Portland Area, 2007-2021**

Year	Fatal Injury Crash (K)	Serious Injury Crash (A)	Minor Injury Crash (B)	Possible Injury Crash (C)	No Apparent Injury/PDO (O)	Total
2007	64	531	2,132	4,837	12,073	19,637
2008	47	693	1,936	5,029	10,755	18,460
2009	56	302	1,873	6,042	9,921	18,194
2010	46	359	2,310	7,117	10,267	20,099
2011	54	455	2,489	8,404	11,191	22,593
2012	63	421	2,653	8,556	11,371	23,064
2013	66	363	2,429	7,666	12,213	22,737
2014	56	383	2,512	8,219	12,123	23,293
2015	65	480	2,655	9,881	11,635	24,716
2016	80	525	2,701	10,099	12,902	26,307
2017	82	477	2,581	9,019	12,174	24,333
2018	86	453	2,502	8,537	8,858	20,436
2019	91	495	2,281	8,326	8,970	20,163
2020	101	360	1,647	4,851	6,051	13,010
2021	101	649	3,276	4,514	6,840	15,380
Total All Years	1,058	6,946	35,977	111,097	157,344	312,422

**Table 5 2021 Traffic Fatality Rates per 100,000 People**

Geography	Population Estimate	Total fatalities 2017-2021	Fatality rate per 100,000 people
State of Oregon	4,246,155	2541	12
Region (MPA)	1,740,845	488	6
Clackamas County	422,537	174	8
Multnomah County	803,377	337	8
Washington County	600,811	123	4
City of Beaverton	98,204	18	4
City of Cornelius	12,893	3	5
City of Durham	2,073	0	0
City of Fairview	10,439	6	11
City of Forest Grove	25,767	3	2
City of Gladstone	12,017	2	3
City of Gresham	113,106	54	10
City of Happy Valley	23,442	8	7
City of Hillsboro	106,651	25	5
City of Johnson City	451	0	0
City of King City	4,992	0	0
City of Lake Oswego	40,390	4	2
City of Maywood Park	1,054	0	0
City of Milwaukie	21,108	1	1
City of Oregon City	37,160	10	5
City of Portland	642,218	248	8
City of Rivergrove	545	0	0
City of Sherwood	20,281	1	1
City of Tigard	54,750	6	2
City of Troutdale	16,353	8	10
City of Tualatin	27,821	2	1
City of West Linn	27,173	3	2
City of Wilsonville	25,887	2	2
City of Wood Village	4,435	3	14

Source: ODOT 2021 crash data, American Community Survey, 1-year and 5-Year population estimates. Notes: 1) Portland Metropolitan Planning Area geographically defined as Oregon Census tracts that intersect Metropolitan Planning Area boundary. 2) 1-year estimates only available for geographies with 65,000 persons or more.

## RESOURCES

The following resources support efforts of communities to apply the Safe System approach and make streets safer for all.

### Reports, Plans and Strategies

- [2023 Progress Report on the National Roadway Safety Strategy](#), United States Department of Transportation, February 2023
- [Public Health Data Report: Traffic Crash Deaths in Multnomah County Taking a Safe System approach to address traffic-related fatality trends & contributing factors](#), Multnomah County, 2020-2021, August 2023
- [Vision Zero Portland 2022 Deadly Traffic Crash Report](#), City of Portland, 2022
- [Oregon FFY 2023 Highway Safety Plan](#), Oregon Department of Transportation
- [Regional Transportation Safety Strategy](#), 2018, Metro

### Data and Tools

- [Fatality and Injury Reporting System Tool \(FIRST\)](#) This query tool allows a user to construct customized queries from the Fatality Analysis Reporting System (FARS) and from the Crash Report Sampling System (CRSS).
- [Oregon Health Authority, Oregon Transportation Safety Dashboard](#)
- [Metro 2016-2020 High Injury Corridors Dashboard](#)

### Race and Ethnicity

- [Disparities by Race or Ethnic Origin](#), National Safety Council
- [Evaluating Disparities in Traffic Fatalities by Race, Ethnicity, and Income](#), NHTSA, United States Department of Transportation, January 2022
- [Race and income disparities in pedestrian injuries: Factors influencing pedestrian safety inequity](#), Josh Roll, Nathan McNeil, Transportation Research Part D: Transport and Environment, Volume 107, 2022

### Pedestrian Safety, Speed, and Urban Arterials

- [Global Benchmarking Program: Reducing Pedestrian Fatalities and Serious Injuries on Urban Signalized Arterials](#), United States Department of Transportation, September 2022
- [Safe and Healthy Urban Arterials](#), Policy Brief, Metro RTP, 2023
- [Speeding Away from Zero: Rethinking a Forgotten Traffic Safety Challenge](#), Governors Highway Safety Association, January 2019
- [Speed Safety Camera Program Planning and Operations Guide](#), United States Department of Transportation, 2023

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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### **Auditor**

Brian Evans

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October 30, 2023

# Draft Safe Streets for All:

## Regional transportation safety update to JPACT and the Metro Council

Presentation to TPAC, MTAC  
and interested parties  
November 2023



# Purpose of SS4A report and today's discussion

- Purpose of report: Provide a safety update and framework discussions on regional transportation safety
- Purpose of today's discussion: Provide an overview of the report and seek feedback on the draft report before bringing it JPACT and the Metro Council

# Background

- 2035 target of zero traffic deaths and serious injuries adopted by elected Metro Council and Joint Policy Advisory Committee on Transportation
- Adopted Regional Transportation Safety Strategy established data driven policies, strategies and actions
- Previous updates in 2021 and 2022
- Safe Streets for All federal grant – increased resources to focus on safety for next two years

[oregonmetro.gov/safety](https://oregonmetro.gov/safety)

## 2023 Regional Transportation Plan Update

Zero is the region's goal. A safe system is how we get there.

In the greater Portland region, traffic fatalities and severe injuries are on the rise. People walking are more likely to die in crashes than people using other modes of transportation.

### The region's approach to safety

In 2008, the Metro Council and Joint Policy Advisory Committee on Transportation adopted a target to reach zero traffic deaths and serious injuries by 2035. To achieve this goal, Metro and the region's transportation agencies employ a Safe System approach. The Safe System approach prevents the most serious crashes by holistically considering

Figure 1. Components of the Safe System approach



### Did you know...

About half (50%) of planned capital investments in the fiscally constrained 2023 RTT were safety benefit projects.

Traffic fatalities in the Portland region have been increasing, except among people bicycling.

Speeding, alcohol, and drugs are the most common contributing factors for crashes in the region. From 2018 to 2022, speed was involved in 30% of fatal crashes.

Total crashes fell during the COVID-19 pandemic because fewer people were driving. However, the crashes that occurred were more likely to be fatal.

The Portland region has fewer fatal crashes than other metro regions. Though it is the sixth most populous region in the US, it has the sixth highest rate of pedestrian traffic fatalities. This is in part because our commitment to compact urban growth is working.

The regional pedestrian fatality rate increased from 1.5 in 2018 to 1.9 in 2022. This seems to be part of a national trend—the pedestrian fatality rate also rose across the US and in almost all peer metro regions during that same time period. Larger vehicles may be making streets more dangerous for pedestrians.



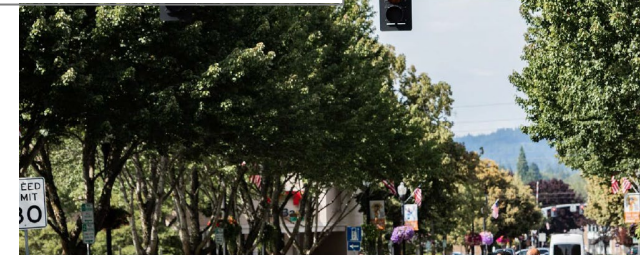
2018 Regional Transportation Plan

## Regional Transportation Safety Strategy

A strategy to achieve Vision Zero in the greater Portland region

December 6, 2018

[oregonmetro.gov/safety](https://oregonmetro.gov/safety)



Regional transportation safety strategy

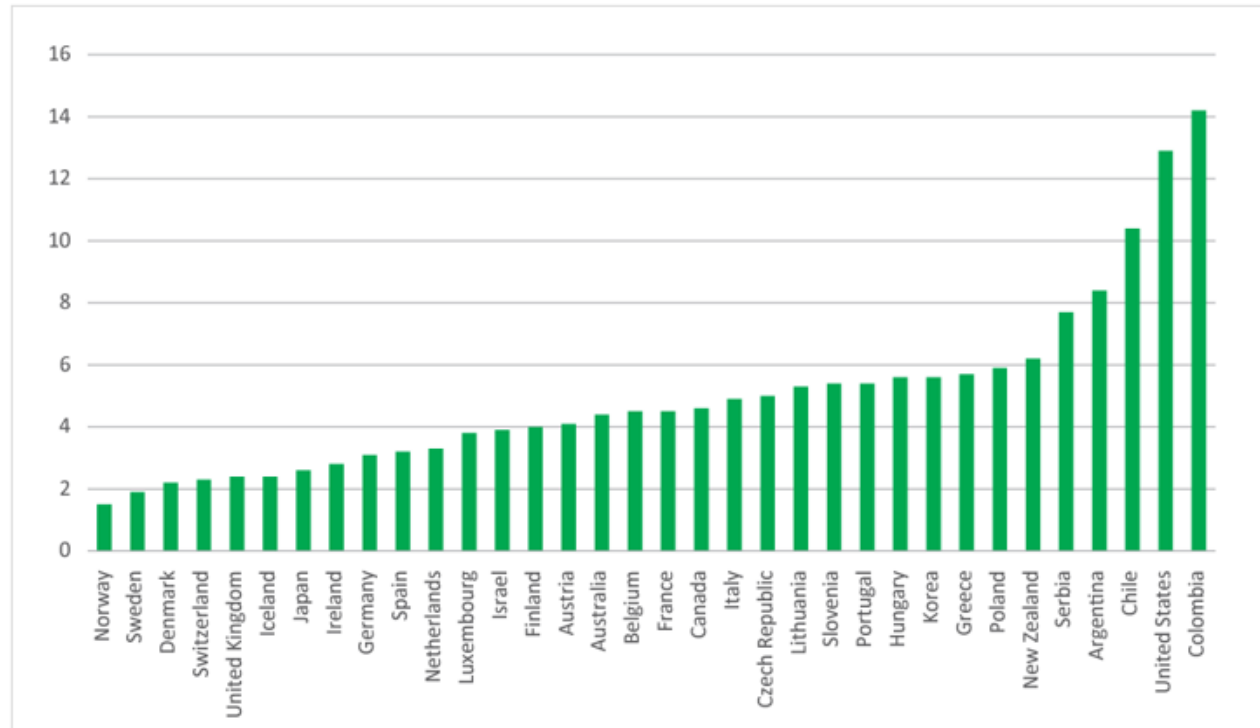
## 2-YEAR PROGRESS REPORT

June 2021

# Introduction and Safe System Approach

More communities in the region are starting to use the Safe System Approach, recognizing that this approach has been successful in greatly reducing serious crashes in other places

**Figure 1 Road fatalities per 100,000 people in International Traffic Safety Data and Analysis Group (IRTAD) countries, 2021**



Source: International Transport Road Safety Annual Report 2022

# Safe System Approach Elements and Principles

The Safe System approach relies on multiple, complementary safety interventions for all people who use our roadways to prevent crashes from occurring in the first place and to reduce harm if a crash occurs.



The Safe System Approach  
5 Elements and 6 Principles

# Intersection of Traffic Safety and Public Health

Including holistic solutions to address upstream public health issues including mental health, discrimination, substance abuse, income inequality, and housing and job insecurity, will make roadways safer for everyone.

Figure 2 Upstream Approach to Public Health Issues



Figure 2 illustrates an upstream approach to addressing roadway safety. Core to the concept is promoting healthy environments including roads and streets, preventing injury by creating a transportation system where traffic crashes do not result in serious injury, and addressing social injustice to address the root causes of traffic safety disparities.

Source: BCCDC Foundation for Population and Public Health

# Draft - Notable Safety Actions Since 2021 (Table 1 in report)

The actions needed to significantly improve safety are multi-year endeavors.

Although it may take years of sustained effort to realize substantial reductions in lives lost due to traffic crashes, regional partners have been taking actions to target our most significant and urgent problems to improve road traffic safety.

Table 1 Notable Safety Actions Since 2021

Safe System Approach element	Notable safety actions since 2021
Safe People	<p>Awarded \$1.6 million <a href="#">regional funds</a> to local SRTS programs for education and encouragement activities across the region.</p> <p>Passed the 2023 Bike Bus Bill (<a href="#">House Bill 3014</a>) giving schools more flexibility spending state transportation funds.</p> <p>Instituted modifications to the Safe Routes to School program in the 2023 Omnibus Transportation Bill (<a href="#">House Bill 2099</a>) increasing the radius for eligible schools, and updates to DMV regulations related to safety.</p> <p>Passed the 2021 Driving Under the Influence of Psilocybin bill (<a href="#">House Bill 3140</a>).</p> <p>Added clarifications to laws related to Driving Under the Influence of Intoxicants (<a href="#">Senate Bill 201</a>).</p>
Safe Roads	<p>Approved \$613 million for capital projects to improve safety in the FY 21-24 and 24-27 <a href="#">MTIP</a>, including \$14 million for SRTS infrastructure projects and <a href="#">\$47.4 million in regional funds</a>.</p> <p>Applied the <a href="#">ODOT Blueprint for Urban Design</a> to all urban projects scoped for the 2024/2027 STIP cycle, and several projects in the 2021/2024 STIP.</p> <p>Advanced safety improvements on high injury urban arterials, such as: <a href="#">Outer Division Safety Project</a>, <a href="#">82nd Avenue</a>; <a href="#">122nd Avenue SS4A</a>, <a href="#">OR 8 at East Lane (Cornelius)</a> <a href="#">Pedestrian Safety Project</a>, <a href="#">OR 141: SW Hall Boulevard Pedestrian Safety Improvements</a>.</p> <p>Continued planning for safety improvement on high injury urban arterials, including: <a href="#">Tualatin Valley Highway Transit Project</a>, <a href="#">McLoughlin Boulevard Investments Strategy</a>, <a href="#">82nd Avenue Transit Project</a>.</p> <p>Established the state Jurisdictional Transfer Advisory Committee (<a href="#">House Bill 2793</a>) to recommend highways for jurisdictional transfer.</p>
Safe Vehicles	<p>Developed research examining the role of vehicle design and speed as a factor in the severity of pedestrian injury in Oregon.</p>
Safe Speeds	<p>Expansion of <a href="#">Portland's use of cameras in traffic enforcement</a>, up to 40 cameras at the end of 2024.</p> <p>Passed legislation to allow all cities in Oregon to install traffic cameras and set designated speeds on certain types of residential streets at up to 10 miles below the statutory speed (provided it's not less than 20 mph) (<a href="#">House Bill 2095</a>).</p> <p>Passed legislation (<a href="#">House Bill 4105</a>) making it easier for jurisdictions to review and issue citations based on photo radar.</p>
Post-Crash Care	<p>No new activities reported.</p>

# Actions Since 2021– Safe People (Table 1)

- Awarded \$1.6 million regional funds to local SRTS
- Passed the 2023 Bike Bus Bill
- Instituted modifications to the Safe Routes to School program and updates to DMV regulations related to safety.
- Passed the 2021 Driving Under the Influence of Psilocybin bill (House Bill 3140).
- Added clarifications to laws related to Driving Under the Influence of Intoxicants (Senate Bill 201).

# Actions Since 2021– Safe Roads (Table 1)

- Approved \$613 million in MTIP safety projects
- Applied the ODOT Blueprint for Urban Design to all urban projects scoped for the 2024/2027 STIP cycle, and several projects in the 2021/2024 STIP
- Advanced safety and planning improvements on urban arterials
- Established the state Jurisdictional Transfer Advisory Committee (House Bill 2793) to recommend highways for jurisdictional transfer

# Actions Since 2021– Safe Vehicles (Table 1)

- Developed research examining the role of vehicle design and speed as a factor in the severity of pedestrian injury in Oregon



Source: Consumer Reports

# Actions Since 2021– Safe Speeds (Table 1)

- Expansion of Portland's use of cameras in traffic enforcement, up to 40 cameras at the end of 2024
- Passed legislation to allow all cities in Oregon to install traffic cameras and set designated speeds on certain types of residential streets
- Passed legislation (House Bill 4105) making it easier for jurisdictions to review and issue citations based on photo radar

# Actions Since 2021– Post-Crash Care (Table 1)

- No new activities yet reported



Source: Metro

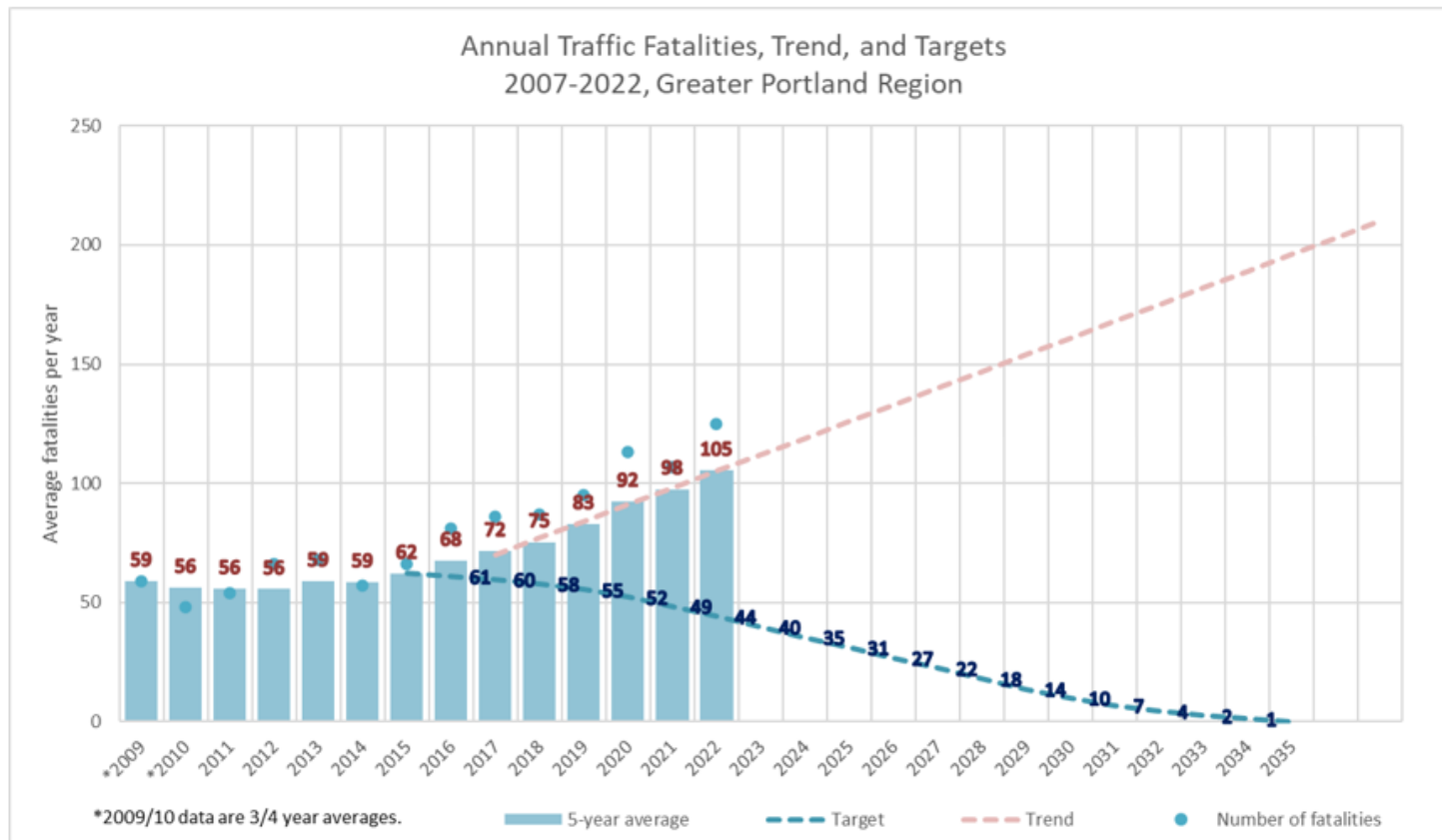
# Update on the Roadway Safety Problem

Analysis of traffic crashes in the greater Portland region since 2017 indicate:

- Traffic deaths are increasing, and pedestrian deaths have risen disproportionately over the past decade.
- Black and Native American people are at much higher risk of being killed in a traffic crash whether driving, walking, or bicycling.
- Intoxicated driving, high traffic speeds, and increasingly heavier and larger vehicles increase risk.
- Arterial roadways account for most deadly crashes.

# Update on the Roadway Safety Problem

**Figure 3 Annual Traffic Fatalities, Trend, and Targets 2007-2022, Greater Portland Region**



Source: ODOT crash data 2007-2021, ODOT preliminary crash data 2022, Metro 2018 RTP targets

# Safety Performance Measures

**Table 2 Federal Safety Performance Measures, Greater Portland Region, 2017-2021**

Performance Measure	5-year rolling averages		
	2015 Baseline	2021 Target	2021 Actual
Number of fatalities	62	49	98
Fatalities per 100 million vehicle miles traveled	0.6	0.4	0.9
Number of serious injuries	458	357	544
Serious injuries per 100 million vehicle miles traveled	4.5	3.3	5.0
Number of non-motorized fatalities and serious injuries	113	95	122

Source: Source: ODOT crash data 2017-2021, analyzed by Metro

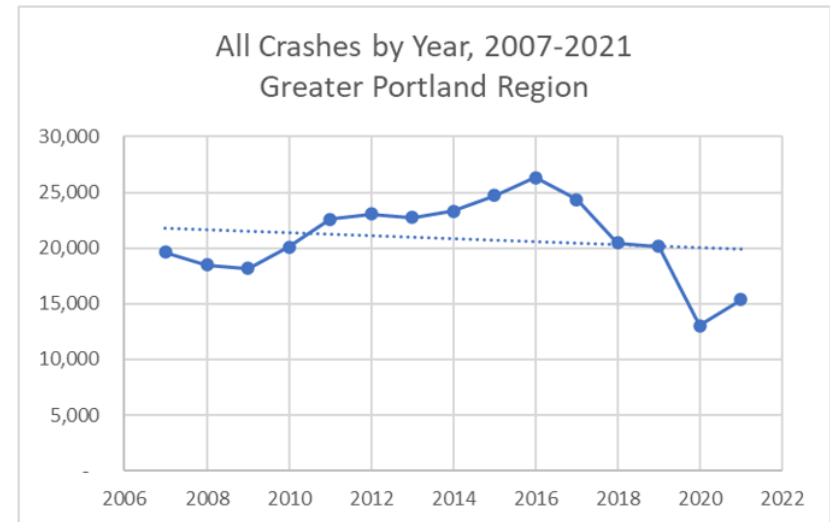
Across all the measures summarized in Table 2, the region's streets have gotten less safe since compared to baseline data established in 2015.

# Fatality Trends

While the total number of crashes has decreased since 2007, the number of deadly crashes has increased.

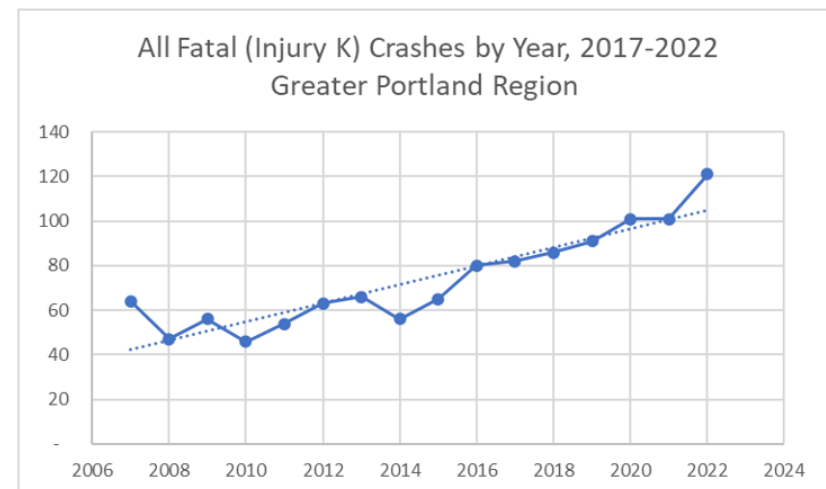
This pattern points to the need to focus on the contributing factors of fatal traffic crashes, namely intoxication, speed, roadway design, pedestrian safety, and heavier vehicles.

Figure 4 All Crashes by Year, 2007-2021 Greater Portland Region



Source: ODOT crash data 2007-2021

Figure 5 All Fatal (Injury K) Crasher by Year, 2017-2022 Greater Portland Region

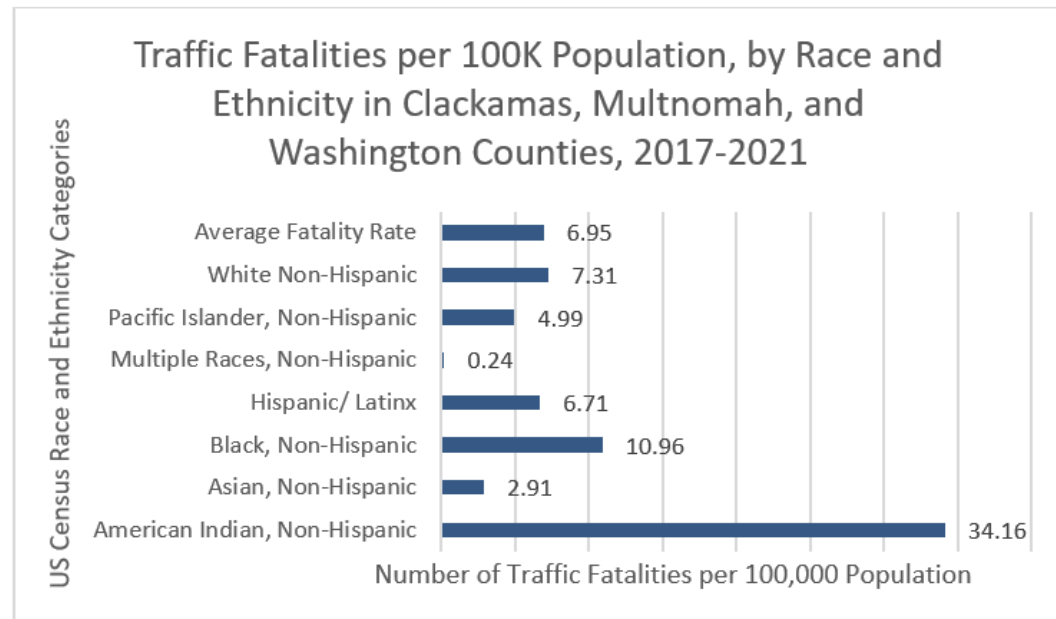


Source: ODOT crash data 2007-2021

# Race and Ethnicity

Within the three counties, Native Americans and Black people are being killed in traffic crashes at higher rates than white people.

**Figure 7 Traffic Fatalities per 100k Population, by Race and Ethnicity in Clackamas, Multnomah, and Washington Counties, 2017-2021**

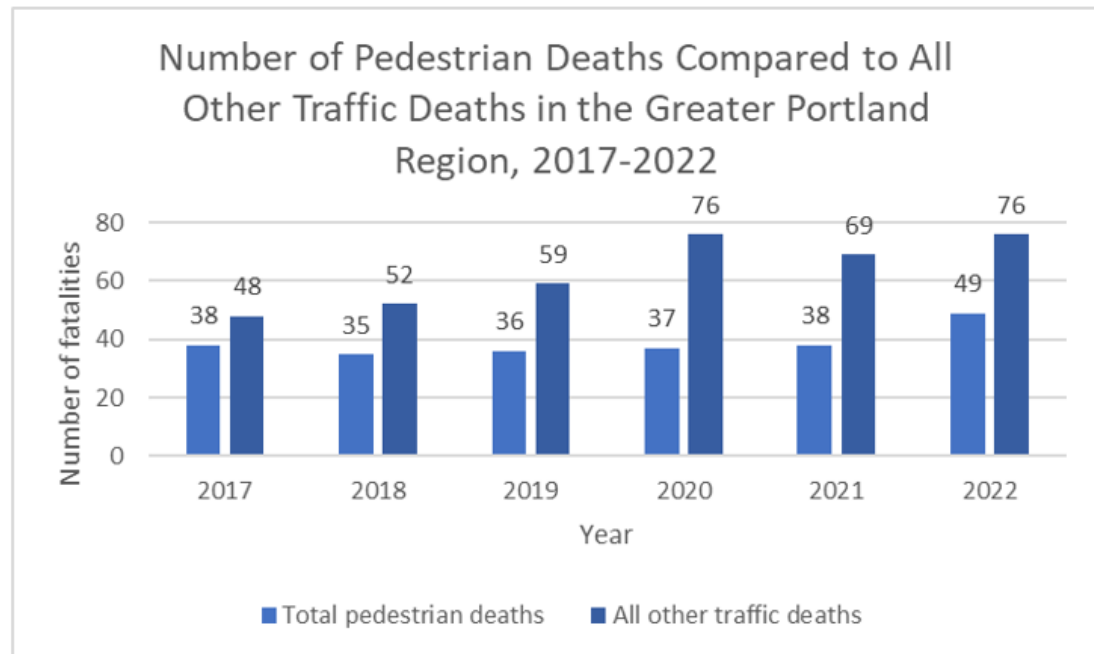


Source: Fatality Analysis Reporting System, 2017-2021, Race and Ethnicity Population Estimates 2020 Census, Metro

# Pedestrians

While pedestrians are involved in only 2.5% of all crashes, they represent 38% of all traffic fatalities.

**Figure 8 Number of Pedestrian Deaths Compared to All Other Traffic Deaths in the Greater Portland Region, 2017-2022**

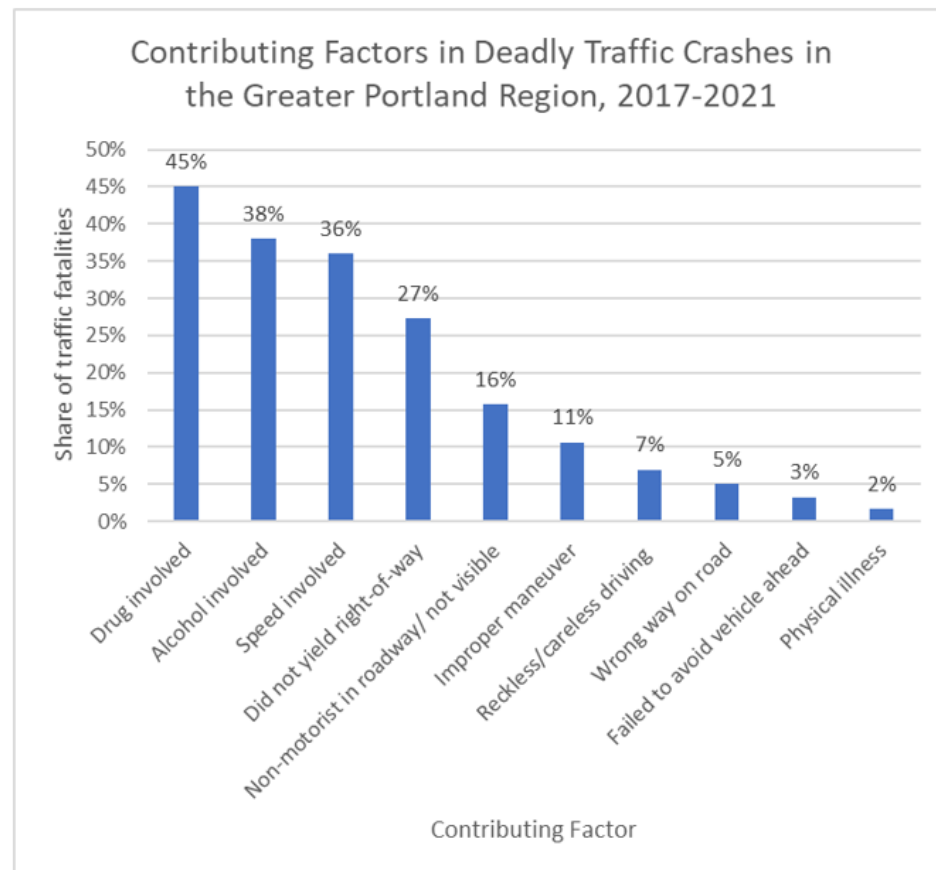


Source: ODOT crash data 2007-2021, ODOT preliminary crash data 2022

# Speed and Intoxication

While there are many factors that contribute to the likelihood of a crash occurring, higher speeds and drugs and alcohol are among the top contributing factors to deadly crashes in the region.

Figure 9 Contributing Factors in Deadly Traffic Crashes, Greater Portland Region, 2017-2021



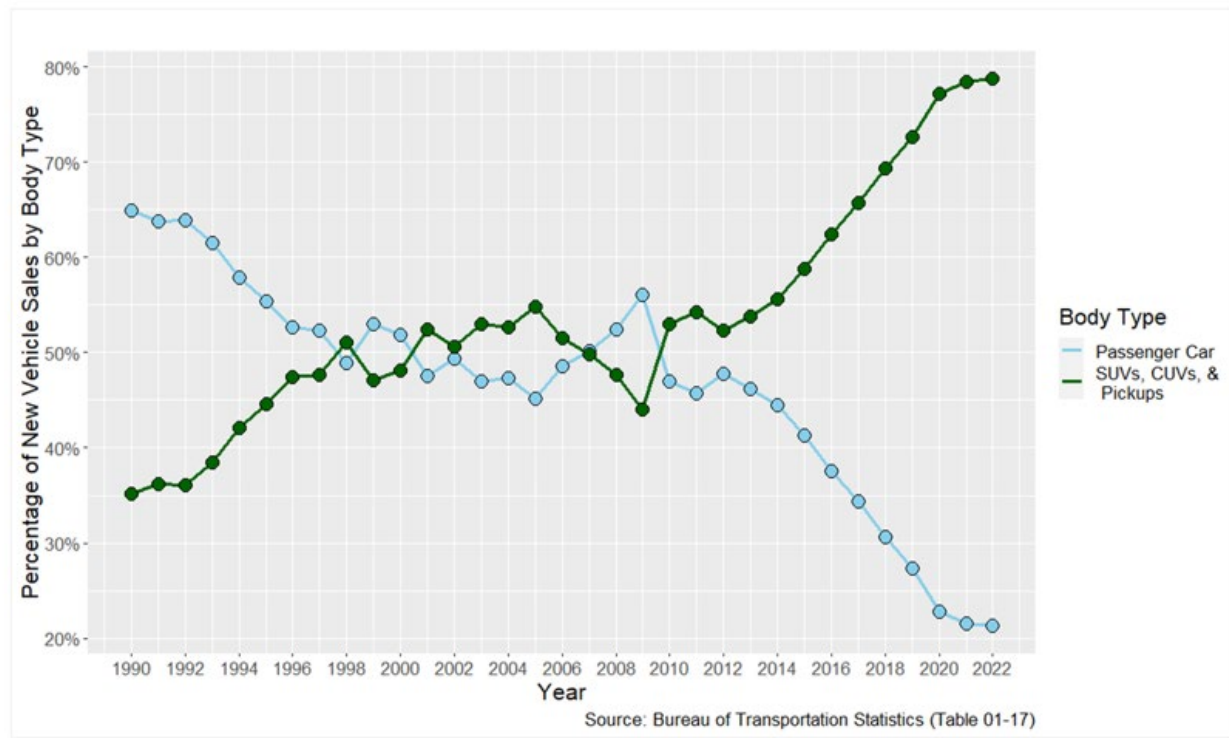
Source: ODOT crash data 2007-2021

Crash causes, speed involved flag, drug and alcohol involved flag

# Vehicle Design

The growing share of heavier vehicles correlates to the increase in deadlier crashes overall and pedestrian fatalities in particular.

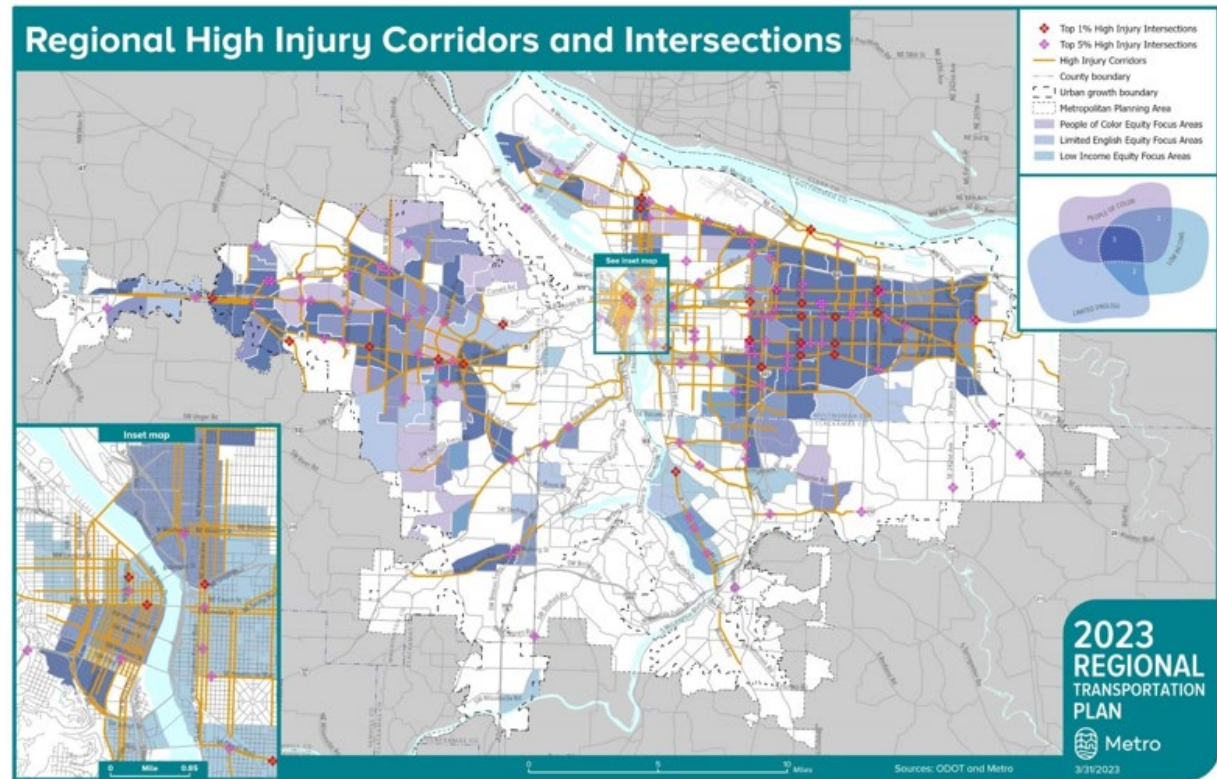
Figure 11 Percentage Change of New Vehicle Sales by Body Type, 1990-2022



# Urban Arterials

68% of traffic deaths and serious injuries occur on urban arterials, and 41% of traffic deaths and serious injuries occur on major arterials, which make up only 5% of the roadway miles in the region.

Figure 14 Regional High Injury Corridors, Intersections and Equity Focus Areas<sup>14</sup>



Source: Draft 2023 Regional Transportation Plan

# Taking Action – New Safety Strategies (Table 3 in report)

The Safe System Approach requires a culture that places safety and equity first and foremost in road system investment decisions.

Systemic interventions that focus on creating a safe transportation system are needed to address the safety trends in the region.

Table 3 Planned and proposed safety strategies

Safe System Approach element	Planned and proposed safety strategies for the next two years
Safe People	Continue investments in stable housing, harm prevention, and behavioral health. Support legislation to lower legal limits for blood alcohol content (BAC) to 0.05 or lower. <a href="#">Countries with lower BAC levels</a> have lower fatality rates. Develop in-depth pedestrian traffic crash analysis with corresponding countermeasures and strategies. Develop in-depth crash victim analysis (age, seat belt use, BAC level, etc.)
Safe Roads	Form a regional work group and convene interagency partners for coordination. Develop strategies for additional funding (including SS4A) and prioritize HSIP and other funding for systemic, corridor wide safety interventions on the urban arterials where most deadly crashes occur, with a focus on pedestrian safety and speed reduction. Pilot ODOT Vulnerable User Crash Response team. Hold workshops on street design, such as <a href="#">"Improving Pedestrian Safety on Urban Arterials: Learning from Australasia"</a> . Implement findings from the <a href="#">Oregon Vulnerable Road User Assessment Safety Assessment</a> . Develop regional high injury corridor profiles. Develop in-depth assessment of primary causes and contributing factors of serious crashes for each county and city in the region.
Safe Vehicles	Identify and focus on interventions and incentives to reduce the impact of heavier vehicles. Support legislation that prioritizes people when considering the <a href="#">safety of new cars</a> . Gather data to understand kinetic energy involved in crashes. Advocate for state-level policies adopting intelligent speed technology systems and alcohol detection systems in new vehicles.
Safe Speeds	Focus on reducing speeds on high injury urban arterials through automated enforcement, roadway design and lowering posted speeds to a maximum of 30mph. Increase the number of fixed speed and red-light cameras in the region. Develop SS4A safety camera toolkit to support implementation. Hold workshop on speed setting and speed management.
Post-Crash Care	Complete a scan of best practices for EMS response times to crash sites and assessment of needs. Review state and <a href="#">national (NRSS) strategies</a> on post-crash care to identify strategies that could be supported at the regional level. Use planned data exchange to link EMS response activities and hospital outcomes.

# Draft New Actions - Safe People (Table 3)

- Continue investments in stable housing, harm prevention, and behavioral health
- Support legislation to lower legal limits for blood alcohol content (BAC) to 0.05 or lower
- Develop in-depth pedestrian traffic crash analysis with corresponding countermeasures and strategies.
- Develop in-depth crash victim analysis (age, seat belt use, BAC level, etc.)

# Draft New Actions - Safe Roads (Table 3)

- Form a regional safety work group and develop strategies for additional funding
- Pilot ODOT Vulnerable User Crash Response team, implement findings from the Oregon VRU Assessment
- Hold workshops on safety and street design
- Develop regional high injury corridor profiles
- Develop in-depth assessment of primary causes and contributing factors of serious crashes for each county and city in the region

# Draft New Actions - Safe Vehicles (Table 3)

- Identify and focus on interventions and incentives to reduce the impact of heavier vehicles
- Support legislation that prioritizes people when considering the safety of new cars
- Gather data to understand kinetic energy involved in crashes
- Advocate for state-level policies adopting intelligent speed technology systems and alcohol detection systems in new vehicles

# Draft New Actions - Safe Speeds (Table 3)

- Focus on reducing speeds on high injury urban arterials through automated enforcement, roadway design and lowering posted speeds to a maximum of 30mph
- Increase the number of fixed speed and red-light cameras in the region
- Develop SS4A safety camera toolkit to support implementation
- Hold workshop on speed setting and speed management

# Draft New Actions – Post-Crash Care (Table 3)

- Complete a scan of best practices for EMS response times to crash sites and assessment of needs
- Review state and national (NRSS) strategies on post-crash care to identify strategies that could be supported at the regional level
- Use planned data exchange to link EMS response activities and hospital outcomes

# Next steps

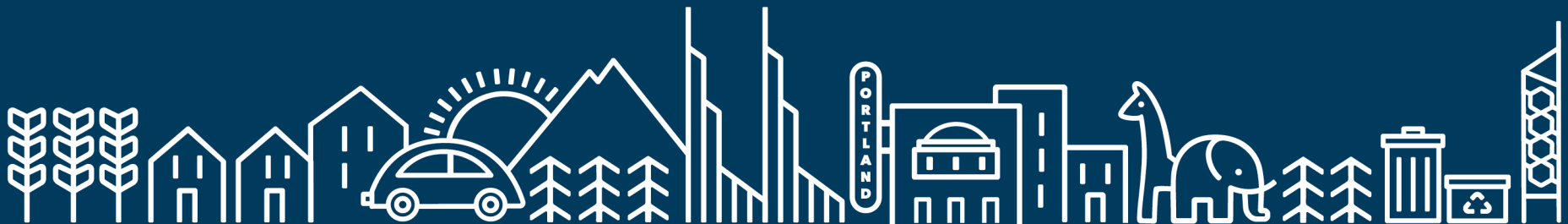
- November 30, 2023 – Deadline to provide feedback
- December 14, 2023 –JPACT
- January 16, 2024 (tent.) –Metro Council work session
- Spring 2024 – Convene regional SS4A safety work group
- Fall 2024 –Provide status update on serious crashes and on the Safe Streets for All project to JPACT and Metro Council

# Discussion questions

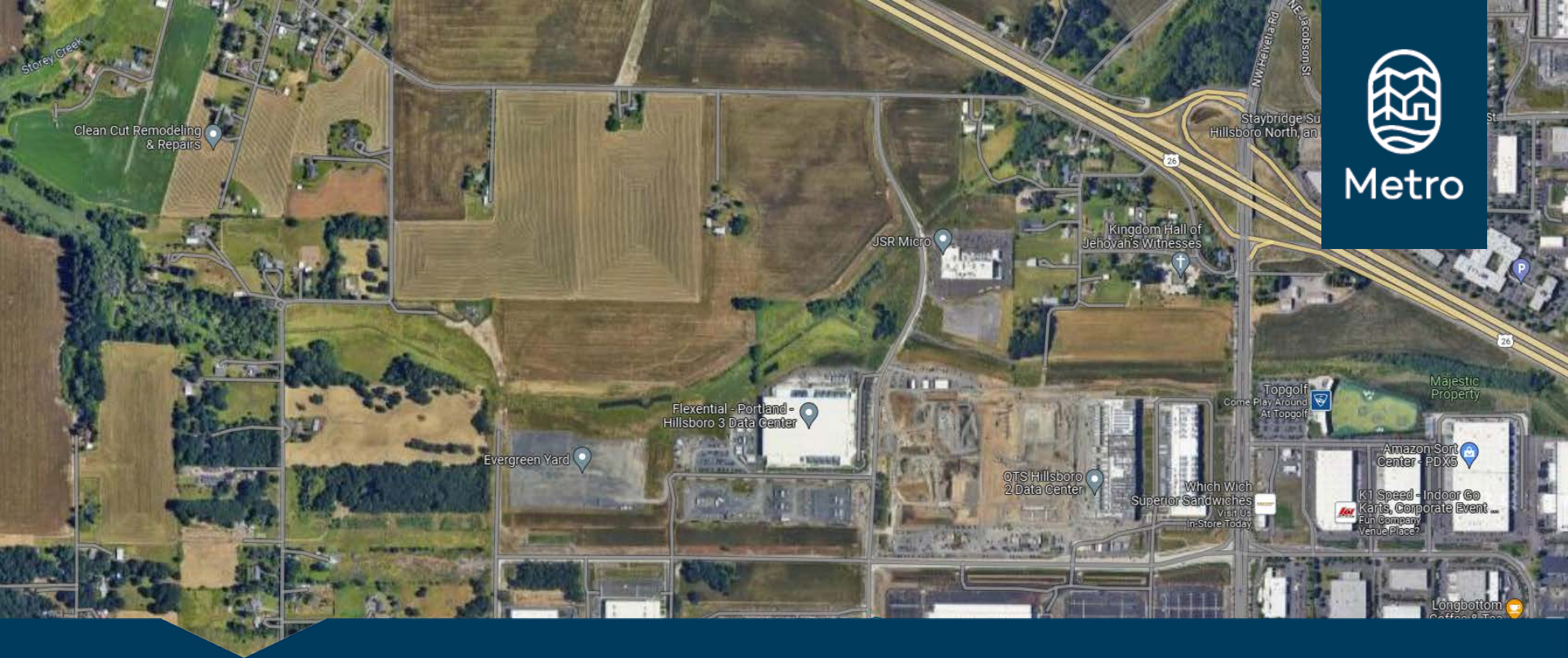
- Do you have feedback on how the information in the report is framed, to support a productive discussion at JPACT and Metro Council?
- Do you have feedback on the safety actions listed in Tables 1 and 3 of the report?
- Is there anything missing that you think should be included in the report that would support productive discussion at JPACT and Metro Council?
- Do you have input on the makeup and role of a regional safety work group?

**[oregonmetro.gov/safety](https://oregonmetro.gov/safety)**

**[lake.mctighe@oregonmetro.gov](mailto:lake.mctighe@oregonmetro.gov)**



Materials following this page were distributed at the meeting.



# Land capacity for growth

## November 2023

Technical work and analysis: Developing the urban growth report	City expansion proposals	Metro Council decision
<ul style="list-style-type: none"> <li>• Buildable land inventory (BLI)</li> <li>• Regional forecast</li> <li>• Capacity analysis</li> <li>• Employment trends and site characteristics</li> <li>• Housing needs analysis</li> <li>• Residential readiness analyses</li> <li>• Draft urban growth report (UGR)</li> </ul>	<ul style="list-style-type: none"> <li>• Letters of interest</li> <li>• Expansion proposals</li> </ul> <p><i>2040 planning and development grants available</i></p>	<ul style="list-style-type: none"> <li>• Consider Metro staff and advisory group recommendations</li> <li>• Public hearings</li> <li>• Policy direction</li> <li>• Final decision</li> </ul>

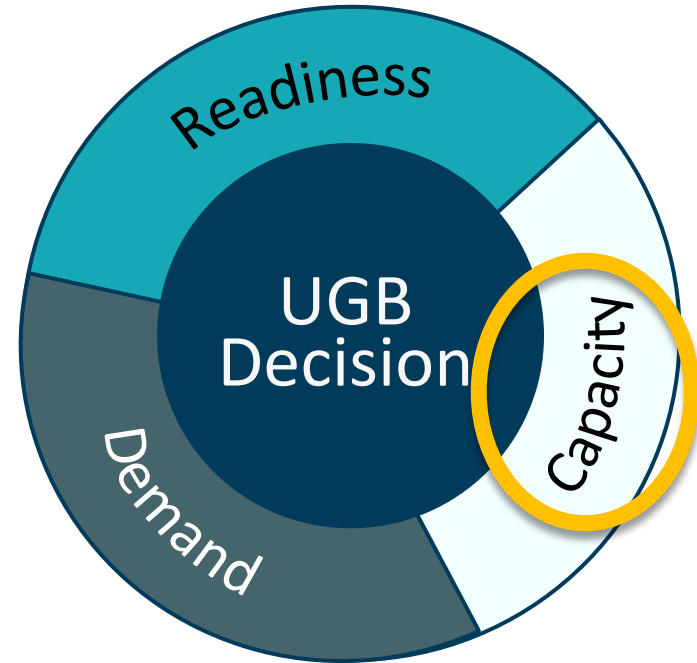


# 2024 urban growth management decision timeline

# Capacity in the UGR

The Urban Growth Report (UGR) is a decision-making tool for the Metro Council

Capacity is one of the three main components of the analysis in the UGR



DEMAND

How much land is in demand inside the UGB?

-

BUILDABLE LAND

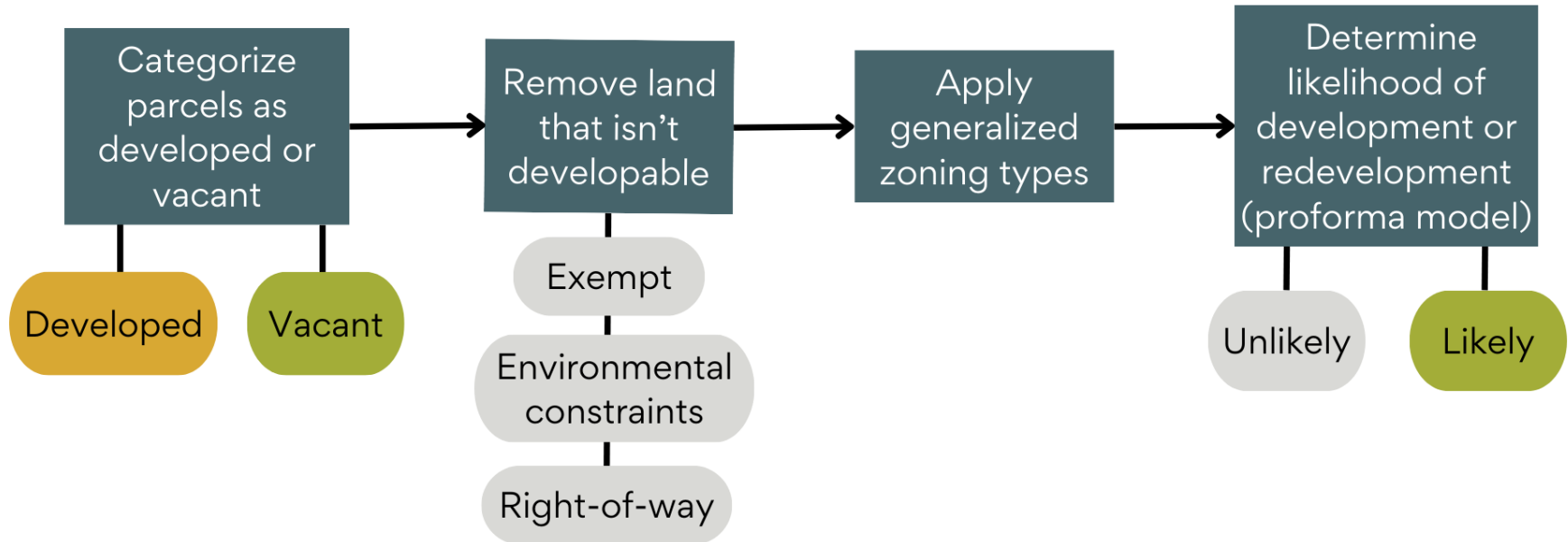
How much land is buildable inside the UGB?

=

UGB  
EXPANSION

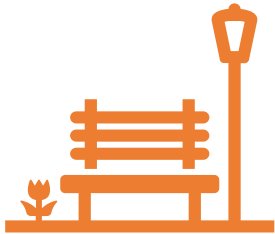
Is more land is needed because of household and employment growth?

# Buildable land inventory process



# Local Review Opportunities

**October (complete)**



## **Buildable Land Inventory**

- Zoning (especially FUD, RUR)
- Recent development
- Environmental Takeouts
- Entitlement screen

**January**



## **Pro Forma Capacity**

- Likelihood of redevelopment
- Model overrides
  - Concept plans
  - Site master plans

# Other pending technical work

- Residential and employment trends
- Regional forecast (population, households, jobs)
- Regional housing demand analysis
- Employment land demand analysis
- Demographic analysis of past UGB expansions

# Questions?

**Learn more:**

[oregonmetro.gov/public-projects/2024-growth-management-decision](https://oregonmetro.gov/public-projects/2024-growth-management-decision)

**oregonmetro.gov**





Metro

Duplex

Internal conversion

ADU: Addition

ADU: Detached

Skinny houses

Cottage cluster

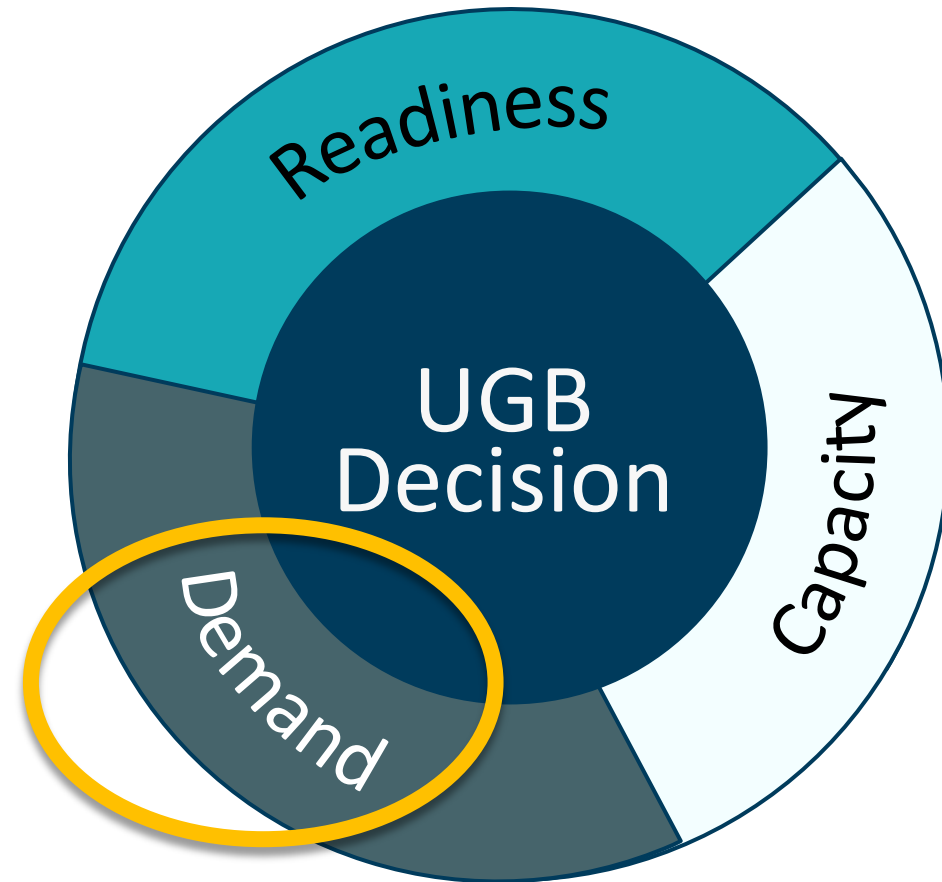
# Regional housing demand analysis

November 2023

# Housing demand in the UGR

The Urban Growth Report (UGR) is a decision-making tool for the Metro Council

Demand is one of the three main components of the analysis in the UGR



DEMAND

How much space is in demand inside the UGB?

-

BUILDABLE LAND

How much room for growth is there inside the UGB?

=

UGB  
EXPANSION

Is more land is needed because of household and employment growth?

# The housing demand analysis will include assessments of existing and future needs



## EXISTING

Housing needs for those experiencing  
houselessness  
&  
Historic underproduction - what is the backlog of  
housing units to date?



## FUTURE

20-year forecast

Regional population forecast  
&  
Household forecast



*Housing need (by type)  
estimated by:*



household size  
and presence  
of kids



income

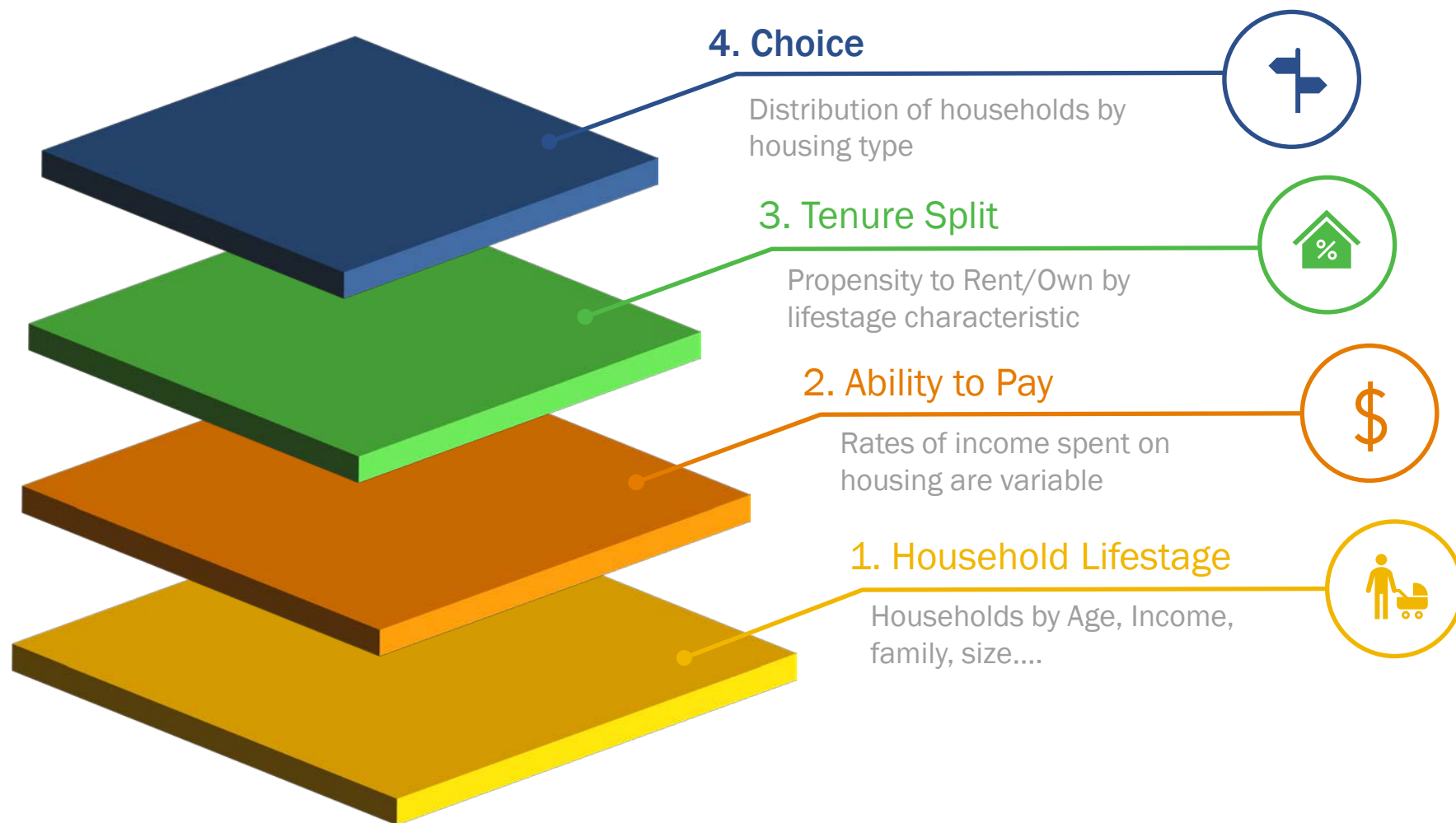


age / life  
stage

## HOUSING DEMAND MODELING

# METHODOLOGY

The demand methodology combines forecasts of households by socioeconomic characteristics (from Metro) with factors impacting housing choice to estimate housing need by housing typology.



HOUSING DEMAND MODELING

# METHODOLOGY

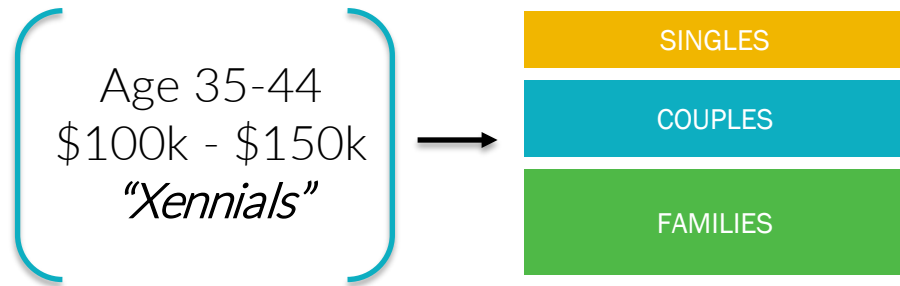
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Age 35-44  
\$100k - \$150k  
*"Xennials"*

# METHODOLOGY

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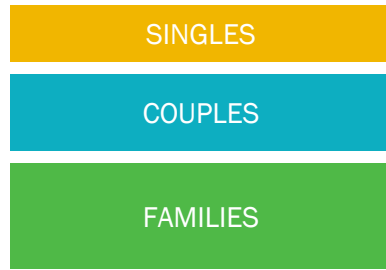
## HOUSEHOLD CHARACTERISTICS



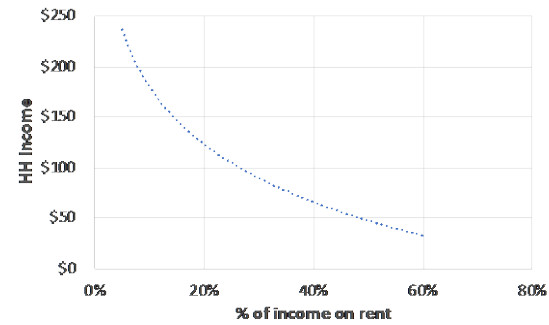
# METHODOLOGY

## HOUSEHOLD CHARACTERISTICS

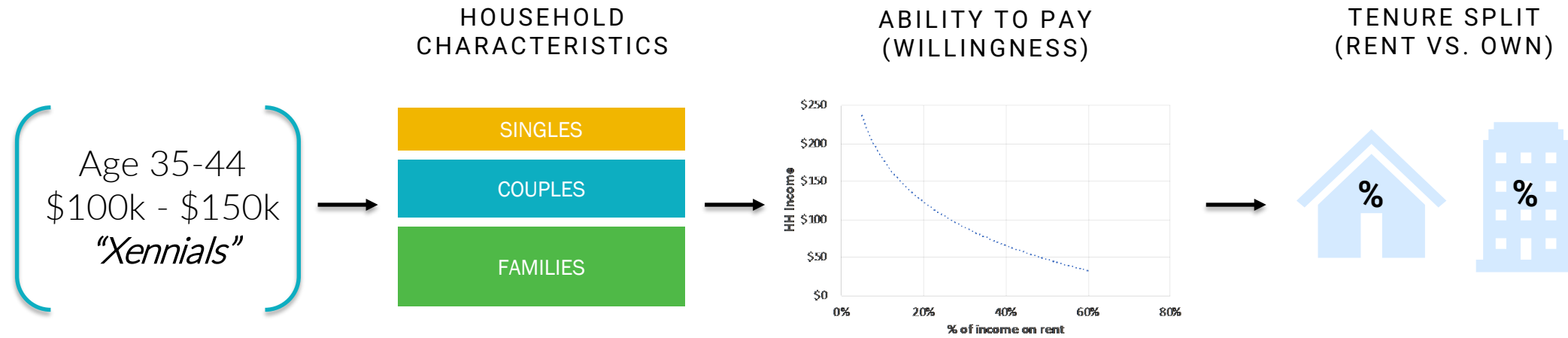
Age 35-44  
\$100k - \$150k  
*"Xennials"*



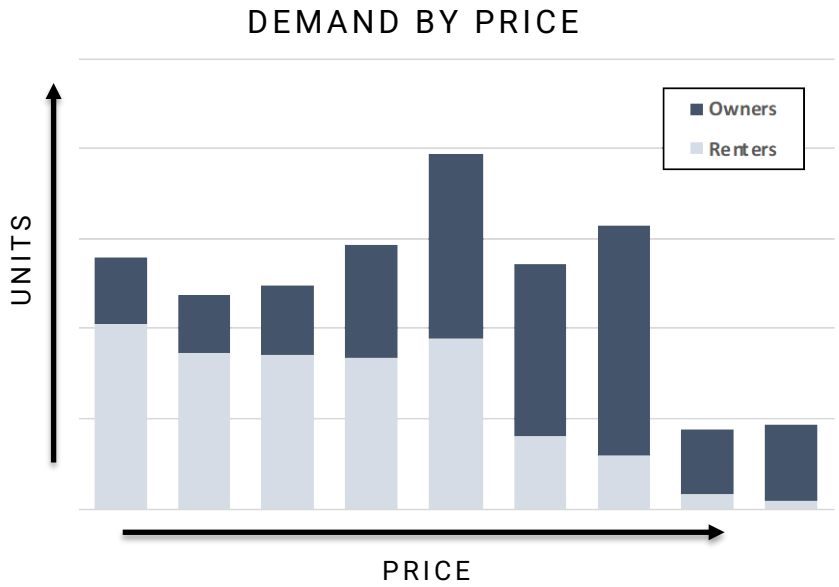
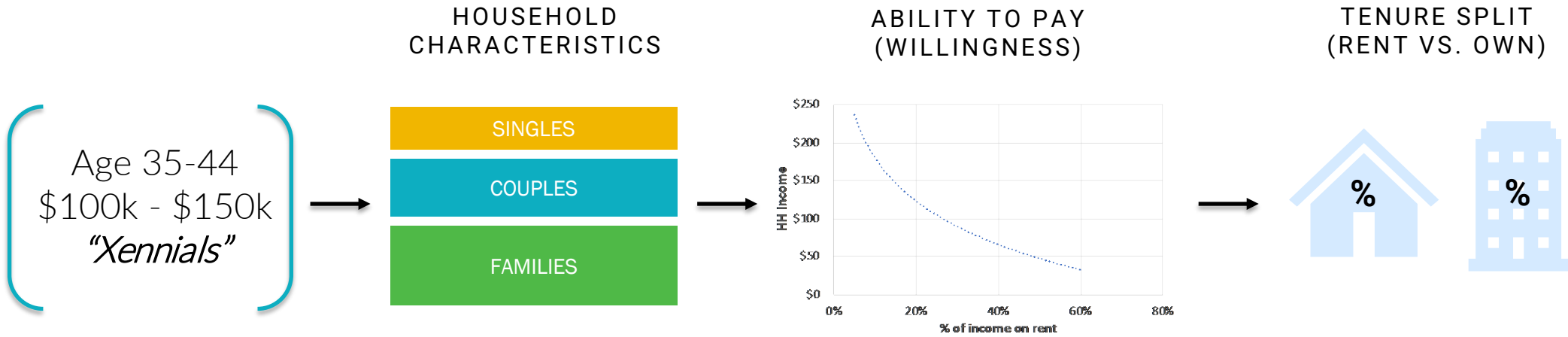
## ABILITY TO PAY (WILLINGNESS)



# METHODOLOGY



# METHODOLOGY



# METHODOLOGY



# LEVERS AND SCENARIO TESTING

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Growth Scenarios



Tenure Split



Cost Burdening



Migration Leakage



Isolate Household Types



# Questions?

**oregonmetro.gov**

