



Meeting minutes

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

Date/time: Wednesday, October 16, 2019 | 9:30 a.m. to 12 p.m.

Place: Metro Regional Center, Council chamber

Members Attending

Tom Kloster, Chair
Beverly Drottar
Adam Barber
Laura Terway
Laura Weigel
Denny Egner
Jeff Owen
Jennifer Donnelly
Glen Bolen
Chris Deffebach
Marlee Schuld
Don Odermott
Karla Kingsley
Karri Schlosshauer
Jean Senechal Biggs
Jessica Berry
Brendon Haggerty
Melanie Ware
Tom Armstrong
Karen Buehrig
Terra Wilcoxson

Affiliate

Metro
TPAC – Community Member
MTAC – Multnomah County
MTAC – Oregon City
MTAC – City of Hillsboro
MTAC – City of Milwaukie
MTAC & TPAC – TriMet
MTAC –DLCD
MTAC & TPAC – Oregon Department of Transportation
MTAC & TPAC – Washington County
MTAC – City of Troutdale
TPAC – City of Hillsboro
Portland Bureau of Transportation
Safe Routes to Schools National Partnership
MTAC – City of Beaverton
TPAC - Multnomah County
MTAC – Multnomah County Health
TPAC – Oregon Department of Transportation
MTAC – City of Portland
TPAC – Clackamas County
City of Gresham

Consultants/Workshop Presenters

Brandy Steffen, JLA
Kirsten Pennington, WSP
Elizabeth Antin, WSP

Zoie Wesenberg, JLA
Jaye Cromwell, WSP

Metro Staff Attending

Kim Ellis, Principal Transportation Planner
Ted Reid, Principal Regional Planner
Emily Lieb, Principal Regional Planner

Lake McTighe, Senior Transportation Planner
John Mermin, Senior Transportation Planner
Marie Miller, TPAC & MTAC Recorder

1. Call to Order and Introductions

Chairman Tom Kloster called the workshop meeting to order at 9:40 a.m. Introductions were made.

2. Comments From the Committee Members and Public - none

Ted Reid announced two upcoming events that the committee members and public were encouraged to attend. Flyers on these events were provided.

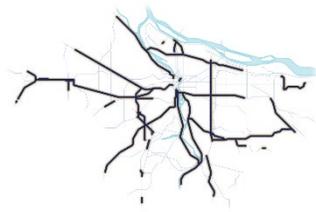
First, on Oct. 23, an MPAC speaker event on the likely effects of climate change in greater Portland. This is part of early efforts on a Refresh of the 2040 Growth Concept which will have climate change and racial equity as prominent themes. Second, registration is encouraged to attend the Nov. 7-8 Build Small, Live Large Summit which will take place at PSU. The Build Small Live Large Summit is where innovators share what's working in their cities, and promote the best strategies to regulate, design, build, and finance smaller homes and "Missing Middle" housing options.

3. Jurisdictional Transfer Methodologies

(John Mermin, Metro, Brandy Steffen, JLA, Kirsten Pennington, WSP)

John Mermin introduced the consultant teams on the Jurisdictional Transfer Project from WSP and JLA Public Involvement. A slideshow was presented on the project overview, followed by small group discussions, after which discussion points from the groups were reported to the whole. Key discussion points are described in detail in the workshop summary. This summary is included here in the minutes of the workshop, and listed in the public document records.

Committee members were encouraged to send Mr. Mermin further comments by Oct. 31 for additional input in the project. The committees will receive more information on how feedback and input will be applied for criteria for corridor segment selection of jurisdictional transfer candidates at the Dec. 18 MTAC/TPAC workshop.



METRO HIGHWAY JURISDICTIONAL TRANSFER FRAMEWORK

Workshop #1 Meeting Summary

Wednesday, October 16, 2019

Metro Council Chambers, Metro Regional Center

9:45-11:30 am

Attendees

John Mermin, Metro, Project Manager
Glen Bolen, ODOT, Project Manager
Tom Kloster, Planning Manager, Metro
Laura Terway, Oregon City
Karla Kingsley, PBOT
Bev Drottar, TPAC Community Member Rep
Kari Schlosshauer, Safe Routes to School
Jennifer Donnelly, DLCD
Jean Senechal Biggs, City of Beaverton
Jeff Owen, TriMet
Chris Deffebach, Washington County
Jessica Berry, Multnomah County
Brendon Haggerty, Multnomah County Health
Laura Weigel, City of Hillsboro
Marlee Schuld, City of Troutdale
Melanie Ware, ODOT
Denny Egner, City of Milwaukie
Tom Armstrong, City of Portland
Karen Buehrig, Clackamas County
Terra Wilcoxson, City of Gresham
Don Odermott, City of Hillsboro
Adam Barber, Multnomah County
Ted Reid, Metro
Emily Lieb, Metro
Lake McTighe, Metro
Kim Ellis, Metro
Marie Miller, Metro

Consultant Team

Kirsten Pennington, WSP, Project Manager
 Elizabeth Antin, WSP
 Zoie Wesenberg, WSP
 Brandy Steffen, JLA Public Involvement
 Jaye Cromwell, JLA Public Involvement

Meeting Format

During a regularly scheduled monthly meeting, members of the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC) provided feedback to the project team in a workshop format. Members commented on the draft corridor selection criteria for Metro’s Highway Jurisdictional Transfer Project. The meeting began with a project overview presentation from John Mermin and Kirsten Pennington before moving into facilitated small group discussions.

Key questions or comments collected during the introductory presentation included:

- Segment definition is important because each segment has a different feeling based on the surrounding land use.
- Consider updating the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP) classifications based on the land use/transportation interaction.
- There is a huge issue of resources and funding related to these corridors. How does funding fit with the roadway classification discussion?
 - The funding discussion has stalled the overall jurisdictional transfer discussion several times in the past, so Metro wants to set a uniform approach that moves beyond the funding discussion to advance the conversation. Every jurisdictional transfer process is optional for both jurisdictions.
- Curious about the top tier corridors/segments and how the community will react to this regional approach; particularly related to the vocal interest in transfer on 82nd Avenue.
- The recommendations need to be made carefully, particularly if a segment is eligible for jurisdictional transfer but ODOT doesn’t want to spend money on segment improvements.

Brandy Steffen asked participants to evaluate the criteria based on the following questions:

1. Is the criterion phrased in a way that measures/makes sense for defining if the roadway has a local function?
2. Does the criterion need to be phrased differently? How would you phrase it?
3. Does the criterion need to be measured differently? How would you measure it?
4. Are there any ‘red flags’ or ‘keys for success’ for this criterion?

After forty minutes of discussion, facilitators reported out the main discussion points for their groups. Below are the draft criteria reviewed:

Category	Criteria
Climate Change/2040 Growth Concept– expand transit and active transportation networks, and leverage emerging technology to meet Climate Smart Strategy goals	<ol style="list-style-type: none"> 1. Local plans 2. Access to business and housing
Equity – reduce disparities and barriers faced by communities of color and other historically marginalized communities	<ol style="list-style-type: none"> 3. Historically marginalized communities

Category	Criteria
Safety – reduce fatal and severe injury crashes, particularly focusing on the High Crash Corridor network	4. Crash frequency 5. Density of access points
Congestion Relief – Manage congestion and travel demand through low-cost, high value solutions.	6. Freight connection 7. Pedestrian completeness 8. Bicycle completeness 9. Transit 10. Redundant Route

Summary

While each of the small groups had different discussions and focus based on the jurisdiction they represented, some themes emerged. Many were concerned about the intent behind each of the criteria to ensure that each was clear and resulted in measurable outcomes. Others were concerned about potential weighting or the number of criteria within a category, particularly the difference between Congestion Relief and Equity. There was also concern about language choices, such as using the phrase “passing through” which makes the highway seem disconnected from the local land use and local jurisdictional plans; particularly since most groups were also concerned about the connection between local land use plans and transportation. Several groups stated that the project team should prioritize safety and historically marginalized communities.

Key Discussion Points/Comments

The key discussion points and comments summarized below.

Climate change/2040 Growth Concept

General comments:

- Change this category to “Placemaking/2040 Growth Concept.”
- The “climate change” category only includes local plans. Some local plans are not aiming to address climate and are, instead, worse than ODOT’s plans at addressing climate, specifically cities that do not want transit or sidewalks.

1. Local plans

- Many groups stated the need for more clarification on the interaction between land use and transportation. What does it mean if the segment runs through an area in which there is an existing land use plan?
- Create more nuanced criterion and measures; currently they are too vague.
- Utilize different ratings for various plans; e.g., H= vision for the road, M=land use plan.
- Desire to tie climate change to more than just local plans.
- The roadway plan only helps if it supports redevelopment in a town center, i.e. is it consistent with other pillars, community concerns, up to date, etc.
- *Additional questions for consideration by the technical team:*
 - Do local plans (compared to the status quo) make progress towards climate goals?
 - Does jurisdictional transfer help catalyze change?
 - Is there a stated desire or local support for jurisdictional transfer?
 - Does the segment have a corridor plan? Does the segment have a vision?
 - Are transportation investments identified?
 - Do the criteria include regional plans?

2. Access to business and housing

- The 2040 growth concept names highways as corridors; the criterion should change to reflect that viewpoint.
- Need to note the role of corridor redevelopment potential.
- Presumes that “passing through” should support land use; consider replacing “pass through” with “connections.”

Equity

3. Historically marginalized communities

- Groups questioned if a transfer would benefit these communities and if that was a correct assumption.
- Evaluating local jurisdiction engagement with local communities was important for several groups.
 - Suggestions for rewording the measure included “Has there been engagement from a local jurisdiction?” “Have they been engaged in a meaningful way?”
 - A statement from marginalized groups should be a sufficient measure.
 - Consider local jurisdiction capacity to engage with historically marginalized communities.
 - Include a “readiness factor” if jurisdictions are ready/willing to have a discussion with marginalized communities.
- The Regional Transportation Plan (RTP) measures equity based on residents, but some corridors are important to people even when they don’t live there. There was a desire to capture that regional element in the measure.
- “Exceed the regional rate” is a low measure. Instead ask, “How much does it exceed the rate”?

Safety

4. Crash frequency

- Ensure that the criterion captures “risk.”

5. Density of access points

- One group stated that the goal of this criterion is unclear. Another said that the name is unclear and that adding “conflict” or “risk” would help clarify.
- Suggestions for measuring this criterion included density of driveways and/or local street connections.
- One group suggested changing the measure to “Does the rating meet ODOT’s access management spacing standards?”

Congestion Relief

6. Freight connection

- Capture the importance of freight to the statewide economy in the measure.
- Freight makes it difficult to advance climate and safety goals, etc.
- Redundant routes could carry freight but would not need to be built to freight standards.
- One group said that “congestion relief” is not the right category for this criterion.
- Several groups commented that this criterion needs more clarification.
- *There were several questions raised that addressed these clarification points, including:*
 - Does it serve any other function?
 - Does freight classification need to be reevaluated?

- Include oversized freight as well.
- Need to acknowledge and add “hole in the air” routes.
- Are these covered by Regional Transportation Freight Routes?
- Add in rail requirements.
- Is there a benefit to system operations having local control over signals? This means they would no longer need to coordinate with ODOT. Need to add, “Does local jurisdiction operate the signals?” If yes, the jurisdiction is a better candidate because they have local knowledge and are ready to jump in.
- If it is a freight route and a jurisdiction doesn’t want it to be, what can be done? How to fix that?

7. Pedestrian completeness*

8. Bicycle completeness*

**Participants discussed these two categories together, which were presented separately.*

- Three groups suggested moving these two into the “safety” category, while another suggested moving to the “climate change, congestion relief” category.
- Note that ped/bike districts are the same as 2040 centers/ station communities.
- One group wanted to highlight ped/bike crashes with a higher rating and prioritize local design standards. Another added that ped/bike safety is strongly related to jurisdictional ownership.
- There was a concern that the measurements do not match the ped/bike completeness criteria.
 - Divide criteria into regional and local completeness for accurate measurement; e.g., 82nd Avenue isn’t of regional importance, but it is of local importance.
 - When measuring, ask “Is it part of a regional network? Is it complete?”
 - Use pattern vs. facility completeness. It is enough that we are completing the bike/ped network? “Who owns the sidewalks? Is there already jurisdictional overlap?”

9. Transit

- One group stated that this criterion needs more work.
- The current measurement is only about current transit. It should include desired future design or facilities.
- Use ETC corridors in measuring and include the ETC rating under congestion relief. Ask, “Is there transit congestion already?”
- Resources are a huge barrier for transit. The criterion should not penalize a jurisdiction for not having transit if the community wants it but is short on resources or political will. Need to ask, “Is there a community desire for increased transit?”
- *Additional considerations:*
 - Change “frequent” to be more fluid.
 - Account for cross lines.
 - If ODOT standards prohibit the transit design, this should be an important criterion.

10. Redundant Route

- Several groups agreed with this criteria, one group would like to move it higher in the list.
- We need to define “redundant” (spacing).

Other Comments

Other comments fell into the following topics:

- **Criteria Description/Priorities**
 - Be careful not to put criteria into too narrow of boxes; there will be other, unseen benefits like economic development.
 - Rather than grouping criteria under the four pillars, indicate which of the four pillars each criterion addresses.
 - As written, there is just one measure for equity and five for congestion. This seems backwards.
 - We need to assess the criteria by asking how and why it would benefit from a transfer, i.e. Does local ownership better support equity?
 - We need a way to prioritize or weight some criteria, especially safety and equity.
 - How do we make sure we don't end up with unintended consequences?
 - Achievement of these outcomes isn't only about the money needed. How do we achieve these benefits/outcomes?
- **Design Standards**
 - One group asked, "How do we talk about street design?" Implement local street design and ask, "Is the local agency federally certified?"
 - There is an assumption that local agency design standards will be applied, but there could be barriers to this. Applying local agency design standards will help achieve the four pillars outlined in the Regional Transportation Policy.
 - Enhancing design standards are key.
- **Segment Length/Readiness**
 - There is an issue in considering the length of the segment. The measure does not say how the segment fits with the need, i.e. city limits. This means the transfer could benefit locals but leave ODOT with "hanging chads."
 - We need to think about continuity between Portland and Clackamas County, including segments of 82nd Avenue.
 - If a segment or jurisdiction isn't ready, we need to be clear that we will not necessarily allocate funding. Just because something is up for jurisdictional transfer does not mean we need to put money towards it. We need to be clear about what giving it a recommendation means.
 - We have been hearing about 82nd for years, I feel cautious about this effort and how this project might be interpreted for the local community. I appreciate the regional approach to support smaller jurisdictions.
 - Consider the condition of the asset [roadway] when we are trying to decide on funding.
 - Segments might have different contexts within the same jurisdiction. We need to have a consistent definition of a segment, a description of the methodology, and an understanding of where allowances might be made; e.g., McLoughlin changes north and south of 224 within Milwaukie
- **Overall Project Process**
 - It is difficult to discuss round 2 without knowing what is in round 3.
 - Consider removing the "medium" ranking from the criteria to simplify.
- **Missing Information**
 - Missing criteria for evaluating what the existing roadway purpose is and how is it functioning today.

- There is no discussion of emergency response and resilience.
- There is also no discussion of policies in place and what is on the ground, including requirements such as main street development standards.
- It would be good to have a table listing the different (OHP, RTP, local, federal) classifications for each ODOT Hwy corridor/segment.

4. Metro Housing Bond Implementation Update (Emily Lieb, Metro)

Emily Lieb presented an update on the Metro Housing Bond Measure 26-199. The bond provided for \$652.8 million in general obligation bonds to fund affordable housing “land and improvements for residential units occupied by low-income households making 80% or less of area median income”, with 5% cap on administrative costs, and community oversight and independent financial audits.

Production targets: 3,900 affordable homes, that include 1,600 deeply affordable (less than 30% area median income), at least half sized for families (2+ bedrooms), and no more than 10% for households making 61-80% AMI. Implementation structure: Most investment by local jurisdictions according to local strategies, up to 10% of funding for Metro acquisition of regionally significant sites, and regional accountability and oversight.

A chart showing the distribution of targets and funds was shown. The implementation strategy requirements were provided:

- Development plan including selection criteria/process and approach to achieve unit targets
- Strategies for advancing racial equity in implementation
- Engagement of historically marginalized communities in strategy development and implementation

Examples of strategies were shown that included Beaverton, Washington County, Hillsboro and Clackamas County. Metro’s Site Acquisition Program Strategy was provided. This includes \$62 million to acquire and support development of regionally significant sites, location priorities that include opportunity to serve marginalized communities, lack existing affordable housing, displace risk, and access to transit and amenities. Fair housing and equitable contracting/workforce strategies were also included in the program strategy.

This project carries a 5-7 years commitment to the project timeline. Ms. Lieb described the work of the oversight committee and its role to review and recommend implementation strategies to Council for approval, monitor expenditures and outcomes, provide an annual report and presentation to Metro Council, and recommend implementation strategy improvements to Council as necessary. The oversight committee meets again Nov. 6 with more strategies reported expected.

The committees were encouraged to contact Ms. Lieb directly for further input and information on the project.

5. Adjourn

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

Respectfully submitted,



Marie Miller, TPAC & MTAC Recorder

Attachments to the Public Record, MTAC & TPAC workshop meeting, October 16, 2019

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	10/16/2019	10/16/2019 TPAC & MTAC Workshop Agenda	101619T-01
2	TPAC/MTAC Work Program	10/8/2019	TPAC/MTAC Work Program, as of 10/8/2019	101619T-02
3	Meeting Minutes	9/18/2019	Meeting minutes from MTAC meeting, Sept. 18, 2019	101619T-03
4	Handout	9/19/2019	Regional Framework for Highway Jurisdictional Transfer: Policy Framework	101619T-04
5	Handout	October 2019	Metro Highway Jurisdictional Transfer Framework: Corridor Segment Selection Methodology DRAFT	101619T-05
6	Handout	October 2019	Regional framework for highway jurisdictional transfer	101619T-06
7	Handout	N/A	2019 Build Small LIVE LARGE: An Innovative Small Housing Summit, Nov. 7 & 8, 2019	101619T-07
8	Handout	N/A	Climate Change in our Backyard: October 23, 2019	101619T-08
9	Handout	October 2019	Corridor Segment Selection Methodology DRAFT: Round 2 Evaluation	101619T-09
10	Handout	10/16/2019	Workshop #1 Meeting Summary: Metro Highway Jurisdictional Transfer Framework	101619T-10
11	Presentation	10/16/2019	Regional Framework for Highway Jurisdictional Transfer	101619T-11
12	Presentation	10/16/2019	Regional affordable housing bond update	101619T-12