

Westside Multimodal Improvements Study

Steering Committee #6 Agenda

Date: November 30, 1:00 PM to 4:00 PM

Location: Metro Regional Government, 600 NE Grand Ave, Portland, OR 97232
Room 375 on the 3rd floor

Materials:

- Location and Directions
- Steering Committee #5 Meeting Summary (November 2, 2023)
- WMIS Project Team Recommendation Memo

Meeting Purpose:

- Review WMIS Project Team Recommendation Memo
- Approve consensus items for inclusion in implementation plan
- Refine discussion items

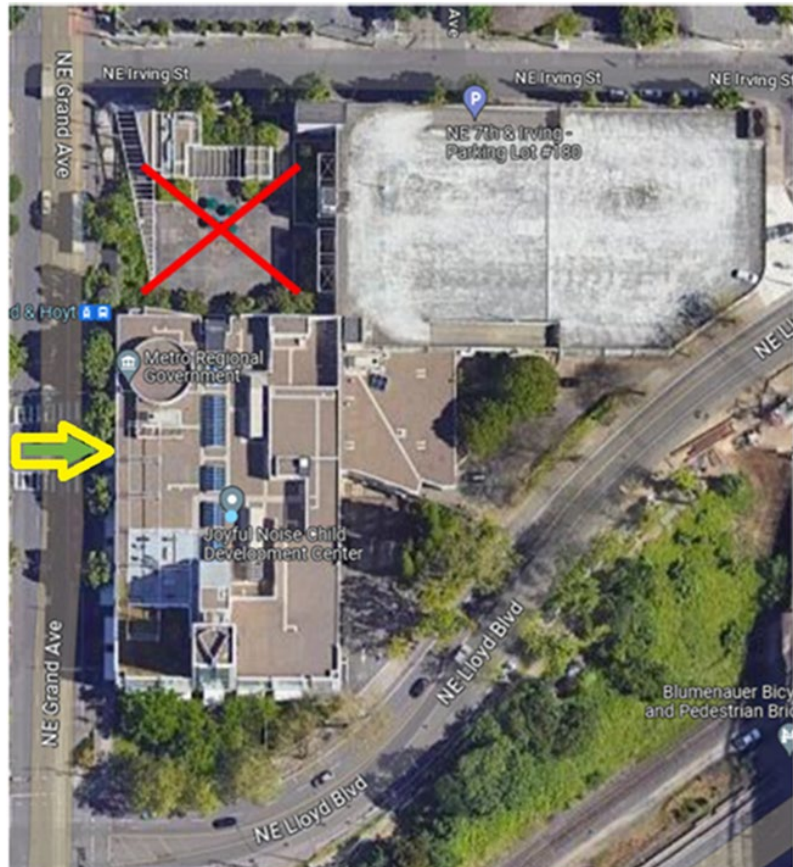
Time	Topic
1:00-1:10PM	Welcome and Introductions
1:10-1:40PM	Review and Update <ul style="list-style-type: none">• Recap main takeaways and themes from the last meeting & PMG input received to date• Confirm meeting purpose and desired outcomes• Overview of state and regional policy guidance
1:40-2:30PM	Projects and Programs to Advance <ul style="list-style-type: none">• Introduce draft recommendation memo• Review consensus items
2:30-2:45PM	Break
2:45-3:40PM	Discussion Items <ul style="list-style-type: none">• Review recommended strategic investments to pair with tolling and stand-alone projects
3:40-3:50PM	Public Comment, if needed
3:50-4:00PM	Next Steps
4:00 pm	Adjourn

Westside Multimodal Improvements Study Steering Committee Meeting 6

November 30, 1PM to 4PM

Metro Regional Government, 600 NE Grand Ave, Portland, OR 97232. Room 375

Please note: construction will be underway and there are changes for accessing the Metro Regional Center.



Enter at **600 Grand Ave** instead of the usual entrance off the Plaza.

- Beginning July 31, the main entry door on Irving Street and the North “Apotheker Plaza” will be closed for 3 months to install a waterproofing membrane. **600 Grand Ave** will be our primary entrance while our north plaza doors will be inaccessible.
- Visitors needing an ADA entrance will be able to park in the daycare lot on the east side of the building or the underground garage. These areas are not open to visitors normally, so please make arrangements to meet a staff member for ADA entry.
- **Paid parking for visitors is available nearby at the NE Irving St. Garage or on the street near the building. Transit options include TriMet MAX, bus line 6 and Portland Streetcar.**
- Once you arrive at the 600 Grand Avenue entry, please sign in at the welcome window, and they will escort/direct you to the meeting room
- Room 375 is on the 3rd floor, on the west side of the building near the Council Offices. From the Grand entrance, walk up the stairs or take the elevator to the 3rd floor.

MEMORANDUM

To: Westside Multimodal Improvements Study (WMIS) Steering Committee
From: WMIS Project Team
Date: November 22, 2023
Subject: Draft Recommendation Framework and Discussion Items for 11/30

Summary

This memorandum contains a draft recommendation framework for consideration by the Westside Multimodal Improvements Study's Steering Committee. The framework consists of consensus items, recommended for committee approval to include in implementation plan, and discussion items, which are recommended for committee discussion, refinement, and inclusion in the implementation plan.

The WMIS Project team requests that the Steering Committee review these recommendations in preparation for the discussion to be held at the upcoming meeting on November 30. The recommendations were developed based on the study evaluation and using input from the Steering Committee, the Project Management Group (PMG), and members of the public.

Organization of this memorandum:

- Context Setting: Study Purpose and State and Regional Policy Guidance on Transportation Investments
- Project Team Recommendation: Multimodal Consensus Items
- Projects for Steering Committee Discussion
 - Strategic Investments with Tolling
 - Projects Lacking Clear Consensus

Context Setting: Study Purpose and State and Regional Policy Guidance

The purpose of the Westside Multimodal Improvements Study process is to collaboratively identify the transportation issues in the Westside Corridor and to identify multimodal investments that can address them in order to support the regional economy and accommodate future growth in a socially and environmentally sustainable way.

A problem statement was adopted for the study and identified the following problems related to travel on US26:

- Traffic congestion and increased motor vehicle trips
- Unreliable travel times for people driving and moving freight
- Decline in transit use
- Dispersed and incomplete active transportation networks
- Increasing numbers of total traffic fatalities and serious injuries in the past 5 years.

The problem statement guided development of the study's priority areas and subsequent evaluation of projects and programs. The complete problem statement is included as Attachment 1.

Priority Areas established in the evaluation framework adopted for the study are:

- Mobility & Reliability
- Safety
- Social Equity
- Climate Action
- Economic Vitality

State and regional policy guidance direct that improvements to system efficiency and management are required before highway capacity can be considered.

Per the [Oregon Highway Plan](#), the state implements improvements in the following priority order, unless a lower priority measure is clearly more cost-effective or unless it clearly better supports safety, growth management, or other livability and economic viability considerations. The priorities are, in order from highest to lowest:

- Protect the existing system.
- Improve efficiency and capacity of existing highway facilities.
- Add capacity to the existing system.
- Add new facilities to the system.

Metro's Regional Transportation Plan, Policies 5 and 6, and Congestion Management Process are consistent with this state plan and call for implementing system and demand management strategies and other strategies prior to building new motor vehicle capacity, consistent with the Federal Congestion Management Process (CMP), Oregon Transportation Plan policies (including Oregon Highway Plan Policy 1G) and Section 3.08.220 of the Regional Transportation Functional Plan.

Additional context from the Oregon Highway Plan and Metro’s Regional Transportation Plan and Congestion Management Process is included in Attachments 2 and 3.

Recommendations: Multimodal Consensus Items

Supporting multimodal improvements is an important part of the Westside study. Our state and regional priorities point to providing transportation alternatives to support our communities and advance our regional climate, safety, and social equity goals. Although the improvements listed in this section would not individually have a substantial impact on the overall mode share or other travel performance measures within the study area, they could be significant at a smaller scale and would support further shifts away from single-occupant vehicle travel. The PMG recommends the following as additional transportation demand management and transit and supportive strategies where the Steering Committee and PMG have consensus to move ahead. Table 1 presents the strategies, short descriptions, and the primary owner or owners of each effort.

Table 1. Transportation Demand Management and Transit Supportive Programs and Projects

Program	Description	Owners
Employer and Regional Transportation Demand Management (TDM) Programs	Get There Oregon, a statewide program, will support a focused effort on the needs of Washington County's largest employers in cooperation with regional partners such as Washington County, the Westside Transportation Alliance, and the Washington County Chamber.	Metro, Washington County, Washington County Chamber of Commerce
High Frequency and High Capacity Transit Improvements	Continue to improve public transit on the westside, following TriMet concepts laid out in Forward Together 1.0 and 2.0 and the FX Plan to continue to grow high capacity transit options, utilizing ongoing work by TriMet and Metro . As new transit is developed, continue to consider need for new park and rides.	TriMet, Metro
Shuttles and Circulators	Continue to grow shuttles and circulators, advancing the work done as part of the Washington County Transit Study .	Washington County

Program	Description	Owners
Park and Rides	Consider opportunities for smaller park and rides that might be leased or owned by cities or Washington County.	Washington County, City of Hillsboro, City of Beaverton
Close gaps in the pedestrian network	Continue to work towards closing sidewalk gaps in the westside to support access to transit.	City of Hillsboro, City of Beaverton, Washington County, Multnomah County, ODOT
Parking Pricing	Adopt and implement town and regional center parking pricing	City of Hillsboro, City of Beaverton, Metro

Projects and Programs for Discussion

Strategic Capital Investments with Tolling

This section outlines a recommended strategic phased evaluation of some of the larger policy or investment approaches to addressing the priority areas identified for the WMIS. These approaches assume that items listed on the consent list (e.g., expanded TDM programs, transit-supportive shuttles and other services) have been included in the WMIS Implementation Plan. The discussion at the November 30 Steering Committee meeting will help to focus the recommendations for next steps to pair tolling with strategic investments and when and how the region will consider roadway expansions not currently identified in the plan.

The WMIS evaluation demonstrated that tolling would be an effective tool to manage congestion and demand; it can also be used to generate revenue. The WMIS team recommends conducting a study of tolling paired with identification of phased improvements on US 26 and ancillary routes to improve traffic efficiency and reduce congestion. This work should align with the objectives of the Regional Mobility Pricing Project, system-wide impacts including diversion to parallel and other facilities, and integrate with regional tolling infrastructure.

Table 2. Strategic Investments to Pair with Tolling

Program	Description	Owners
US 26/I-405 Corridor Bottlenecks	As part of a package with tolling identify phased improvements, including auxiliary lanes. Build upon work done in previous studies such as ODOT’s CBOS 1 and 2, and Metro’s Freight Commodity Study.	ODOT
Cornelius Pass Roadway Improvements	As part of a package with tolling, identify phased improvements of Cornelius Pass Road. Build upon previous work, such as the Cornelius Pass Road Safety Evaluation JTA. This would support the desire for redundancy to US 26, improve both traffic safety and transport of hazardous materials, and enhance travel time and travel time reliability. This project would improve mobility through the corridor and increase safety for hazardous materials prohibited from US 26 between OR 217 and the Vista Ridge Tunnel. Revenue from tolled facilities may be a revenue source for improvements.	ODOT

Projects Lacking Clear Consensus

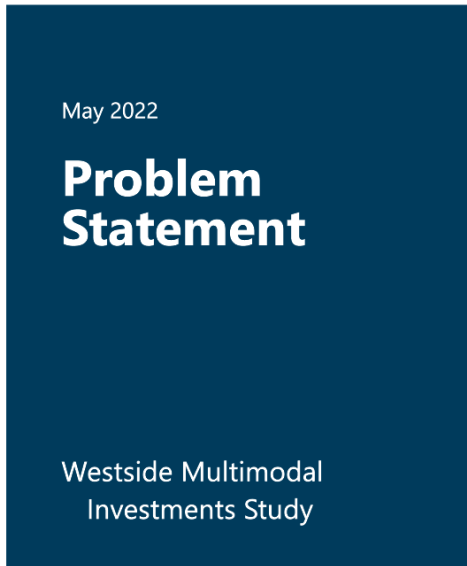
Due to the lack of consensus on the below projects (e.g., lack of clear ownership, environmental impact, cost-effectiveness, regional policy), the Steering Committee is asked to discuss these items and either add to the Consensus list for inclusion in the Implementation Plan or remove from consideration.

Table 3. Projects Lacking Consensus: For Further Discussion

Program	Description	Considerations	Owners
Barnes/ Burnside Improvements	Widen to 5 lanes between 217 and Leahy, 3 lanes between Leahy and the Multnomah County boundary (consistent with strategic investments in the 2023 RTP). Revenue from tolled facilities may be source for improvements.	Widening Barnes/Burnside to the Washington/Multnomah County line would create a new bottleneck and have impacts on surface streets in northwest Portland.	Washington County, Multnomah County, City of Portland
High Frequency and High Capacity Transit Improvements	Adding to the Transit work in the consensus list, include study of an all-day, 12-minute frequency high-capacity bus route in the WMIS Study Area.	Lack of consensus on location of new high capacity transit. Could be Bus on Shoulder and/or other route. Consider impacts to MAX ridership.	TriMet and Metro
Northern Connector	New tunnel and roadway connecting Kaiser Road to US30 across the west hills/Forest Park. Includes point toll at tunnel entrance.	Before considering a new facility, the Project Team would recommend that partners consider adding additional through lanes (beyond 3) to existing facilities. Because there is a lack of consensus among jurisdictions through which the proposed facility would pass, high environmental and cost considerations, and regional and state policy, this project would face significant headwinds.	TBD / None

Program	Description	Considerations	Owners
North Willamette Bridge	New bridge across the Willamette, connecting US 30 to N Columbia Boulevard/ N. Lombard Street in North Portland. Begins at the end of the proposed Northern Connector.	Before considering a new bridge, the Project Team would recommend that further work be done to understand commodity travel demands from the west side to access the Port. In addition, a lack of consensus among affected jurisdictions, a lack of a facility owner, high environmental consideration including the Superfund Site status of Portland Harbor, and high costs mean this project would face significant headwinds.	TBD / None

Attachment 1: Problem Statement



Current multimodal transportation conditions in the Westside Corridor result in an inequitable and environmentally unsustainable system that is overly dependent on personal motor vehicle travel, which results in vehicle congestion, diversion, and unreliable travel times for people driving and moving freight. This adversely affects the safety, affordability, and livability of the area and can impede economic competitiveness.

Travel conditions in the corridor are difficult due to traffic congestion and are expected to worsen as the corridor adds new housing and jobs. Despite a brief decrease due to the pandemic, trends are showing increased driving trips and freight travel. At the same time, there has been a decline in transit use. Active transportation networks are dispersed and incomplete.

Traffic safety is trending in the wrong direction, and impacts are higher for Black, Indigenous and people of color (BIPOC). Many of the key arterials in the study area have among the highest rates of injury and fatalities, compared to the rest of the region. Those include: Cornelius Pass Rd, Cornell Rd, Evergreen Pkwy, 158th Ave, Baseline Rd, and Murray Blvd.



Attachment 2: Oregon Highway Plan Policy 1G

Oregon Highway Plan Policy 1G: Major Improvements, states:

It is the policy of the State of Oregon to maintain highway performance and improve safety by improving system efficiency and management before adding capacity. ODOT will work in partnership with regional and local governments to address highway performance and safety needs.

Per the [Oregon Highway Plan](#), the state is required to use the following priorities for developing corridor plans, transportation system plans, the Statewide Transportation Improvement Program, and project plans to respond to highway needs. Implement higher priority measures first unless a lower priority measure is clearly more cost-effective or unless it clearly better supports safety, growth management, or other livability and economic viability considerations. Plans must document the findings which support using lower priority measures before higher priority measures.

1. Protect the existing system. The highest priority is to preserve the functionality of the existing highway system by means such as access management, local comprehensive plans, transportation demand management, improved traffic operations, and alternative modes of transportation.
2. Improve efficiency and capacity of existing highway facilities. The second priority is to make minor improvements to existing highway facilities such as widening highway shoulders or adding auxiliary lanes, providing better access for alternative modes (e.g., bike lanes, sidewalks, bus shelters), extending or connecting local streets, and making other off-system improvements.
3. Add capacity to the existing system. The third priority is to make major roadway improvements to existing highway facilities such as adding general purpose lanes and making alignment corrections to accommodate legal size vehicles.
4. Add new facilities to the system. The lowest priority is to add new transportation facilities such as a new highway or bypass.

Attachment 3: Regional Congestion Management Process (CMP)

The Regional Transportation Plan calls for considering system and demand management strategies and other strategies prior to building new motor vehicle capacity, consistent with the Federal Congestion Management Process (CMP), Oregon Transportation Plan policies (including Oregon Highway Plan Policy 1G) and Section 3.08.220 of the Regional Transportation Functional Plan.

One component of Metro's Congestion Management Process is a toolbox of congestion reduction and mobility strategies. This toolbox identifies a suite of strategies to manage congestion and address mobility needs prior to utilizing traditional roadway widening and other capacity projects. Prior to adding single occupant vehicle (SOV) capacity, agencies and jurisdictions should consider the various strategies identified in this section, consistent with FHWA direction and RTP and OTP policies. The intent of the CMP Toolbox follows FHWA's direction to consider all available solutions before recommending additional roadway capacity in transportation system planning, corridor refinement planning and subarea studies.

The following CMP strategies are arranged to be considered in order from first to last. Even with the addition of capacity, many of the strategies can be implemented with the project to ensure the long-term management of a capacity project. Each type of strategy has a range of options or approaches, as illustrated in Figure 1 below.

Figure 1. Toolbox of Strategies to Address Congestion in the Region

<p>1</p>		<p>Community design strategies</p> <ul style="list-style-type: none"> • Walkable communities and job centers facilitated by compact land use in combination with walking, biking and transit connections • Mixed-used areas and transit-oriented development • Parking management and pricing
<p>2</p>		<p>Travel Information and Incentives strategies</p> <ul style="list-style-type: none"> • Commuter travel options programs • Household individualized marketing programs • Car-sharing and eco-driving techniques • Safe Routes to School programs • Ridesharing (carpool, vanpool) services
<p>3</p>		<p>System management and operations strategies</p> <ul style="list-style-type: none"> • Real-time variable message signs and speed limits • Signal timing and ramp metering • Transit signal priority, bus-only lanes, bus pull-outs • Incident response detection and clearance • Access management (e.g., turn restrictions, medians)
<p>Emerging</p>		<p>Congestion pricing strategies</p> <ul style="list-style-type: none"> • Peak period pricing • Managed lanes • High occupancy toll (HOT) lanes
<p>4</p>		<p>Active Transportation strategies</p> <ul style="list-style-type: none"> • New biking and walking connections to schools, jobs, downtowns and other community places • Bicycle infrastructure (e.g., bicycle racks, lockers and other bicycle amenities at transit stations and other destinations) • Separated pathways and trails
<p>5</p>		<p>Transit strategies</p> <ul style="list-style-type: none"> • High capacity transit • Expanded transit coverage • Expanded frequency of service • Improvements in right-of-way to increase speed and reliability of buses and MAX • Community and job connector shuttles • Park-and-ride lots in combination with transit service
<p>6</p>		<p>Street and throughway capacity strategies</p> <ul style="list-style-type: none"> • Local and arterial street connectivity to spread out travel • Addition of turn lanes at intersections, driveway restrictions and other geometric designs such as roundabouts • Road widening to add new lane miles of capacity (e.g, adding auxiliary lanes, additional general purpose lanes); pricing is considered when adding new throughway capacity in the region

Source: Metro

Steering Committee #5

Meeting Summary

Date: November 2, 2023
Time: 2:30 PM to 5:00 PM
Location: Washington County Public Service Building 155 N 1st Ave, Hillsboro, OR 97124
and Zoom webinar

Committee Members Present

Art Pearce, *Portland Bureau of Transportation (PBOT)*
Brendan Finn, Urban Mobility Office Director, *Oregon Department of Transportation (ODOT)*
Councilor Beach Pace, *City of Hillsboro*
Councilor Juan Carlos González, *Metro*
Jessica Berry for Commissioner Sharon Meieran, *District 1, Multnomah County*
Karmen Chavez-Sam, *Asian Pacific American Network of Oregon (APANO)*

Mariana Valenzuela, Director of Community Partnerships and Advocacy, *Centro Cultural*
Monique Claiborne for Bret Marchant, *Greater Portland Inc. (GPI)*
President Deanna Palm, *Washington County Chamber of Commerce*
Stephen Roberts for Commissioner Pam Treece, *Washington County*
Tom Mills, *Director, Planning and Policy, TriMet*

Committee Members Absent

Bret Marchant, *Greater Portland Inc. (GPI)*
Commissioner Sharon Meieran, *District 1, Multnomah County*

Commissioner Pam Treece, *Washington County*
Mayor Lacey Beaty, *City of Beaverton*

Agency Representatives

Stephanie Millar, *ODOT*
Mandy Putney, *ODOT*

Kate Hawkins, *Metro*
Malu Wilkinson, *Metro*

Staff and Consultants

Mara Krinke, *Parametrix*
Jennifer John, *Parametrix*
Nadine Appenbrink, *Parametrix*

Jeanne Lawson, *JLA Public Involvement*
Brandy Steffen, *JLA Public Involvement*
Valentina Peng, *JLA Public Involvement*

Additional Attendees:

Jean Senechal Biggs, *City of Beaverton*
Eric Hesse, *Portland Bureau of Transportation*

Meeting Summary

This was the fifth meeting of the Westside Multimodal Improvements Study Steering Committee. The purpose of the meeting was to review previous work and meetings, to understand Scenarios 4 and 5, the cost assumptions, and to discuss investment prioritizations as a group. Committee members reviewed the investment options and began grouping and sorting them for inclusion into the plan. Since this was the first meeting to cover the topic, there was no final recommendation at the end of the meeting. Steering Committee members directed the Project Management Group (PMG, staff level technical working group) to develop a proposal for the Committee to consider in developing the Implementation Plan at Meeting #6.

Welcome and Introductions

Committee co-chair Brendan Finn thanked the group for their time and contribution to the process. He stated the study's problem statement and reminded them of the project goal and their roles in the process.

Review and Update

Facilitator Jeanne Lawson welcomed the group and provided an overview of the meeting plan. She emphasized that the group should consider the priority areas (mobility and reliability, safety, social equity, climate action, and economic vitality) in addition to effectiveness in addressing the problem statement when they evaluate the investment options. Following the previous meeting, project staff sorted the investment options into two categories:

- **Projects that move the needle** (address the core challenges laid out in the problem statement).
- **Projects that do not move the needle** (will not address the core challenges).

The facilitator introduced the three buckets the group will be sorting the projects into:

- **Bucket 1** – This addresses the study's problem statement and is worthy of further study.
- **Bucket 2** – This doesn't address the study's problem statement but should be considered through a different process.
- **Bucket 3** – This is not recommended for further study or inclusion in the implementation plan.

She emphasized that the group's goal is to reach consensus, but the projects will not be included in the plan if the responsible jurisdiction is unwilling. As requested at the previous meeting, the project staff will share information on the cost and jurisdiction responsibility for the projects.

Scenarios

Kate Hawkins provided a recap of the discussion from the last meeting. She noted that when reviewing scenarios 1-3, the group shared the consensus that it showed improvements for safety and mode-shift but little impact for mobility or reliability on US 26. She noted the group's request to include cost information as part of the evaluation.

Stephanie Millar provided a high-level review of the scenario groupings. She shared the expected changes by 2045, noting that the base year for comparison is 2045 using the Regional Transportation Plan (RTP) projections.

Jennifer John presented performance results for scenario 4 and the tolling scenario. She noted that scenario 4 focuses on major investments which include major, large-scale infrastructure, and that the tolling scenario is unique, as it is only built from the financially constrained-based RTP and does not include the investments from scenarios 1-4. She noted that the team identified congestion points, where high demand fees may be introduced in addition to base toll fees on US26 and OR217.

The group asked some clarifying questions to better understand the data presented. Highlights from the Q&A include:

- The change in travel time on the tolling scenario is a change compared to the baseline evaluation, which is the 2045 RTP.
- Modeling examined the effects of diversion. Most diversion is shown in the tolling scenario, but also occurs in scenarios 1-4 when US26 is at capacity.
- The baseline model run shows expected conditions in 2045 (land use, trip making, etc.). With this assumption, the baseline of delay is 800 hours during PM peak hours.
- Reliability is important for business operations. However, measuring reliability within the regional travel demand model is a challenge.
- The amount of delay remained largely unchanged between the arterials and the freeway system, except in the tolling scenario. The tolling scenario would eliminate delay on US26, but there would be a slight increase in delay on local streets.
- Scenarios were run through Regional Travel Demand modeling as groups of projects; it is not possible to distinguish how individual elements contributed to the aggregated results.
- There is a discussion on transportation funding happening right now in the region, including a special committee on joint transportation in the state legislature. This is a priority to many of the partners in the region.
- New and recent legislation and policies at the regional and state levels encourage employment opportunities.

Activity and Discussion

Ms. Millar provided an overview of the cost assumptions and lead agencies for the investment options. She noted that capital and operating costs were both considered.

The facilitator confirmed that the group is expected to make informed decisions with the information that is provided, acknowledging the limitations without detailed information. She reiterated the meeting goal of identifying items for further discussion and items that everyone can agree on, which would help guide decision making in future meetings.

Sorting Activity

The facilitator provided an overview of instructions for the sticky wall and the sorting exercise. She highlighted that there will be no decision at this meeting. The facilitator reminded the group that "moving the needle" in this study means improving US26 access and reliability, lowering congestion, and increasing mobility. Ms. Hawkins added that the feedback and categorization from this meeting will help the project team create a framework to help guide the discussion on bringing together a recommendation at the next meeting.



After the individual dot exercise, the facilitator confirmed with the committee that they're comfortable with the project management group (PMG) gathering their input and producing a recommendation to help guide their conversation at the next meeting.

The committee felt comfortable with most of the projects in the buckets discussed but noted that some additional information is needed for projects that received varying levels of support. During the next meeting, recommendations based on this feedback will be reviewed by the committee for additional refinement regarding the investments that should be included in the implementation plan. The project team anticipates adding another meeting with this group for a final vote.

Public Comment

The facilitator invited public attendees to ask questions or share comments. There was one public comment.

- Tim Layton, Director of State Government Affairs, Genentech: I appreciate the conversation and have learned a lot. This is a process that has impacted and will impact the operations of Genentech, in terms of production, expansion, and deliveries. If the changes impact Genentech's ability to ship or deliver our products, we'll need to move. When I look at the buckets and scenario 4, while they're expensive, those are projects that increase reliability and move the

needle. I would like the group to identify and figure out how to get it done in order to get to longer-term projects.

Next Steps and Adjourn

The next meeting is on November 30. The facilitator noted that an additional meeting following that would be needed to make a decision. She shared the goals of the next two meetings are to work through discussions, make recommendations, and then reach consensus at the final meeting.

Councilor González and the facilitator thanked the group for their discussion and comments.