

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 21-5220, FOR THE PURPOSE OF ADOPTING THE 2021 REGIONAL TRANSPORTATION SYSTEM MANAGEMENT AND OPERATIONS STRATEGY, REPLACING THE 2010 REGIONAL 2010-2020 TRANSPORTATION SYSTEMS MANAGEMENT AND OPERATIONS ACTION PLAN

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Department: Planning, Development and Research
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ISSUE STATEMENT

Metro's 2018 Regional Transportation Plan (RTP) identifies four overarching policies for improving our regional transportation system – equity, safety, climate and congestion relief. Adopting the 2021 Regional Transportation System Management and Operations (TSMO) Strategy will incorporate the four priority policy outcomes and guide the region's TSMO Program to meet needs over the next ten years.

ACTION REQUESTED

The requested action is to adopt as a component of the 2018 RTP the 2021 TSMO Strategy, as shown in the attached Exhibit A and amended by the "Summary of Comments Received and Recommended Actions" in Exhibit C, replacing the 2010 Regional TSMO Action Plan and to inform development of the 2023 RTP.

Metro and ODOT started the 2021 TSMO Strategy process in 2019. In 2020, a consultant team was brought on to support the Metro and ODOT project team and a Stakeholder Advisory Committee convened and met through 2021. Additionally, the project team engaged stakeholders via workshops and surveys throughout the process. Next steps involve a work plan that starts in 2022 to implement the TSMO Strategy through Metro's TSMO Program and partnerships, a TransPort (Subcommittee of TPAC) work plan and a TSMO Program Project Solicitation for sub-allocation of Regional Flexible Funds (previously allocated to the TSMO Program).

IDENTIFIED POLICY OUTCOMES

Policy outcomes relate to Goal 4 of the 2018 RTP: "The transportation system is managed and optimized to ease congestion, and people and businesses are able to safely, reliably and efficiently reach their destinations by a variety of travel options."

In 2010 the Metro Council adopted Ordinance No. 10-1241B, which adopted the 2010 RTP and included the region's first TSMO Action Plan as a component of the RTP.

In 2018 the Metro Council adopted Ordinance No. 18-1421 which adopted the 2018 RTP, including Goal 4. The 2021 TSMO Strategy provides a regional approach to implementation.

POLICY QUESTION(S)

How shall the region get the most value from capital and operations investments in the transportation system?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Options for managing and operating our regional transportation system as efficiently and effectively as possible include implementing TSMO to: “Collaborate to provide reliable, agile, and connected travel choices so that all users are free from harm, and to eliminate the disparities experienced by Black, Indigenous, people of color and people with low incomes.”

TSMO approaches include managing demand, improving business practices and collaboration across jurisdictional boundaries and using technology to measure and manage transportation operations and track progress towards regional goals. While some of these strategies will be implemented through interagency agreements, other strategies such as congestion pricing, transportation options, and broadband will occur through collaborations between road, transit and other mobility service operators.

STAFF RECOMMENDATIONS

Metro and ODOT planning staff recommend adoption of the 2021 TSMO Strategy.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

In addition to the policies referenced above, the strategic context for the 2021 TSMO Strategy includes:

- Renewed involvement from regional stakeholders around Metro’s core work to plan for regional growth through land use and transportation policy and strategy.
- Advancement of Metro’s racial equity goals by beginning the TSMO Strategy update with an equity focus; applying a TSMO Equity Tree to all subsequent tasks and discussions; establishing a TSMO vision that integrates equity “...so that all users are free from harm, and to eliminate the disparities experienced by Black, Indigenous, people of color and people with low incomes;” with new goals, objectives, performance measures and actions that will guide implementation in a strategic way to respond to community-voiced needs.
- Support for reducing vehicle miles traveled, thereby reducing greenhouse gas emissions harmful to the climate; support for sustainable transportation options including Mobility on Demand; support for incident management and real-time demand management to reduce idling and provide congestion relief; support modernization of the traffic signal system to reduce idling and improve transit operations and improved operations for bicycling and walking; and, an objective to

“Minimize long term disruptions to the transportation system by creating resiliency to climate change and economic shifts.”

- Recognition of opposition to the TSMO Strategy from the Cascade Policy Institute regarding the investment of public resources that do not add capacity to respond to growth; community support from online comment participants who selected the following TSMO Actions to be emphasized: Facilitate ground truthing of emerging technologies. (3 respondents), Develop a Mobility on Demand strategy and policy (2 respondents), Manage transportation assets to secure the network (1 respondent), Pilot Origin-Destination data to prioritize TSMO investments (1 respondent), Explore new TSMO data sources (1 respondent), Create a TSMO safety toolbox (1 respondent), and Improve TSMO data availability to aid in traveler decisions and behavior (1 respondent); Community based organizations involved in key pieces of the Strategy include Asian Pacific American Network of Oregon, Verde and Division Midway Alliance. Community feedback is reflected in Exhibit C, the public comment report.

The 2021 TSMO Strategy Stakeholder Advisory Committee included:

Margi Bradway, Metro’s Deputy Director of Planning, Development and Research

Kate Freitag, ODOT’s Region 1 Traffic Engineer, TransPort Chair

Millicent Williams, former Portland Bureau of Transportation’s Deputy Director

Wendy Cawley, Portland Bureau of Transportation’s City Engineer

Joe Marek, Clackamas County’s Transportation Safety Program Manager

Lisha Shrestha, Division Midway Alliance’s Executive Director

Debra Dunn, Synergy Resources Group’s President and Founder, Oregon

Environmental Council Board Member

Avi Unnikrishnan, Ph.D., Portland State University’s Professor, Dept. of Civil and

Environmental Engineering

Matt Ransom, Southwest Washington Regional Transportation Council’s Executive Director

Geoff Bowyer, ODOT’s Region 1 Traffic Management Operations Center

Jon Santana, TriMet’s Interim Executive Director of Transportation

In addition to six Stakeholder Advisory Committee meetings, the project management team met monthly, received input from TransPort at four meetings, TPAC at two meetings, JPACT at two meetings, held a workshop, conducted a stakeholder survey, held focus groups and conducted interviews.

Legal Antecedents

- Ordinance No. 10-1241B, For the Purpose of Amending the 2035 Regional Transportation Plan (Federal Component) and the 2004 Regional Transportation Plan to Comply with Federal and State Law; to Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the

High Capacity Transit System Plan; to Amend the Regional Transportation Functional Plan and to Add it to the Metro Code; to Amend the Regional Framework Plan; and to Amend the Urban Growth Management Functional Plan, adopted on June 10, 2020.

- Ordinance No. 18-1421, For the Purpose of Amending the 2014 Regional Transportation to Comply with Federal and State Law and Amending the Regional Framework Plan, adopted on December 6, 2018.

Budget and Financial Implications

Coordination for the regional TSMO Program is part of Metro's budget, dependent on Regional Flexible Fund decisions and TransPort sub-allocation recommendations for those funds. The purpose of a regional TSMO strategy includes planning for operations and forming partnerships that require economical use of all agencies' operations and maintenance budgets. Regional collaboration and partnership often take the form of interagency agreements where no funds are transferred between agencies. A best practice for capital projects is to include TSMO to utilize Intelligent Transportation Systems and expand regional operator capabilities in the process. This is a project-by-project budget need that should not be overlooked. TSMO projects and TSMO project elements are included in RFFA and STIP funding cycles, for example Freight Intelligent Transportation Systems in Clackamas County and Active Corridor Management with real-time signage on regional throughways. As mentioned above, Regional Flexible Fund decisions to support the TSMO Program support the Actions and related projects through a sub-allocation process where stakeholders and technical experts recommend projects for funding. Agencies who receive funding do so with the prerequisite that they will cover a portion of the cost from their local budget. Last but not least, regional TSMO coordination has strengthened successful applications to national competitive funding programs such as Transportation Investment Generating Economic Recovery (TIGER) and Advanced Transportation and Congestion Management Technologies Deployment (ATCMTD). Financial implications may be ahead depending on federal legislation on transportation infrastructure funding.

Anticipated Effects

- Application of a holistic, systems approach to multimodal transportation, for example regional coordination for traffic signalization and related transit operations.
- Innovative, cost-effective solutions that include the continuation of data collection and enhanced use of data collected on the public right-of-way.
- Building on 10 years of TSMO progress, for example increasingly sophisticated traveler information through Trip Check that innovated both ways to communicate systems operations information to travelers and enhanced partner-agency tools to add incident and construction information to one, statewide platform.
- Incorporation of four key regional policies for equity, climate, safety and congestion relief with improved reliability.

BACKGROUND

Since adoption of the 2018 Regional Transportation Plan, Metro and ODOT planning staff worked with stakeholders to scope and update the 2010-2020 TSMO Action Plan. The timeline for the planning process began at Metro and ODOT in 2019 with consultant support starting in 2020 and the formation of a Stakeholder Advisory Committee who met through 2021 in addition to broad stakeholder engagement through workshops and surveys throughout the year. This work resulted in the attached 2021 TSMO Strategy Final Draft.

ATTACHMENTS

Exhibit A – 2021 TSMO Strategy Final Draft

Exhibit B – 2021 TSMO Strategy Appendices Final Draft

Exhibit C – 2021 TSMO Public Comment Report draft

Metro Resolution 21-5220 draft