



JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION  
August 1, 2013  
Metro Regional Center, Council Chamber

MEMBERS PRESENT

Jack Burkman  
Carlotta Collette, Chair  
Shirley Craddick  
Nina DeConcini  
Donna Jordan  
Steve Novick  
Kathryn Harrington  
Neil McFarlane  
Diane McKeel  
Roy Rogers  
Paul Savas  
Steve Stuart  
Jason Tell  
Don Wagner

AFFILIATION

City of Vancouver  
Metro Council  
Metro Council  
Oregon Department of Environmental Quality  
City of Lake Oswego, representing Cities of Clackamas Co.  
City of Portland  
Metro Council  
TriMet  
Multnomah County  
Washington County  
Clackamas County  
Clark County  
Oregon Department of Transportation, Region 1  
Washington State Department of Transportation

MEMBERS EXCUSED

Shane Bemis  
Denny Doyle  
Bill Wyatt

AFFILIATION

City of Gresham, representing Cities of Multnomah Co.  
City of Beaverton, representing Cities of Washington Co.  
Port of Portland

ALTERNATES PRESENT

Lisa Barton Mullins  
Jef Dalin  
Susie Lahsene

AFFILIATION

City of Fairview, representing Cities of Multnomah Co.  
City of Cornelius, representing Cities of Washington Co.  
Port of Portland

**STAFF:** Grace Cho, Andy Cotugno, Colin Deverell, Mia Hart, Alison Kean Campbell, Tom Kloster, Ted Leybold, Lake McTighe, Councilor Bob Stacey, Nikolai Ursin, Steve Wheeler.

**1. CALL TO ORDER, DECLARATION OF A QUORUM & INTRODUCTIONS**

Chair Carlotta Collette declared a quorum and called the meeting to order at 7:31 a.m.

**2. CITIZEN COMMUNICATIONS ON JPACT ITEMS**

There were none.

### **3. UPDATES FROM THE CHAIR & COMMITTEE MEMBERS**

Chair Collette updated members on the following items:

- Mr. Steve Wheeler is the Metro Interim Planning Director;
- Proposed postponing discussion related to auxiliary lanes to JPACT meeting on September 12, after Mr. Rian Windsheimer presents the Corridor Bottleneck Operations Study;
- Chair Collette proposed removing the reexamination of the definition and policy of auxiliary lanes in the RTP work program, which would be brought to JPACT for approval on September 12. Mr. Rian Windsheimer's presentation on CBOS at JPACT on August 1<sup>st</sup> will provide a better understanding of ODOT's auxiliary lane planning and the projects recommended. Metro Council and MPAC should review the CBOS recommendations to ensure all policy bodies have an understanding of the CBOS projects prior to adoption of the RTP projects lists;
- A Willamette Falls Legacy Project survey is on the project website ([www.rediscoverthefalls.com](http://www.rediscoverthefalls.com)) to assess the public's expectations and desires related to the Blue Heron site.

Mr. Jason Tell provided an update on the Statewide Transportation Improvement Program (STIP) Enhance Project List. The Region 1 STIP Project Selection Committee discussed risk assessment, missing information, and scoping results of the 150% project list at the July 31<sup>st</sup> meeting. The STIP Committee meets September 11<sup>th</sup> at 2 p.m. to discuss narrowing the 150% list. A delivery date for the 100% list has not been confirmed. Members discussed some of the projects and noted the importance of providing the opportunity for feedback.

Mr. Ted Leybold of Metro provided an update on the 2016-2018 Regional Flexible Funds Allocation (RFFA) schedule of meetings. County coordinating committees and the City of Portland will present their recommended projects to JPACT on October 17<sup>th</sup> to recommend projects for adoption to the Metro Council.

### **4. CONSIDERATION OF THE MINUTES FOR JULY 11, 2013**

MOTION: Councilor Shirley Craddick moved and Councilor Donna Jordan seconded to approve the JPACT Minutes from July 11 with two amendments: Commissioner Steve Novick was in attendance on behalf of the City of Portland, rather than Mayor Charlie Hales; Councilor Kathryn Harrington had a minor spelling error of her name under Consideration of the Minutes for June 13, 2013.

RESULT: With all in favor, the motion passed.

### **5. JPACT AND METRO COUNCIL LETTER TO THE ENVIRONMENTAL QUALITY COMMISSION IN SUPPORT OF TRANSPORTATION CONTROL MEASURES SUBSTITUTION**

Mr. Tom Kloster of Metro provided a summary of the JPACT and Metro Council Letter to the Environmental Quality Commission in support of the Transportation Control Measures Substitution (TCM). Mr. Kloster listed expected changes to the final draft letter, including alterations to the date and recipient title. The letter will be brought to the Environmental Quality Commission in October and will come back to JPACT Fall 2013.

Member comments included:

- Ms. Nina DeConcini invited members to attend the Oregon Department of Environmental Quality public hearing prior to Council and provide comments.
- Members stated the letter accurately reflects past discussions surrounding the region's commitment to bicycle, pedestrian, and transit investment.
- Members suggested there may not be a clear understanding of the model surrounding performance versus investment-based air quality factors. Mr. Kloster stated the RTP update provides clarity related to the region's transit investment.
- Members expressed their support of the letter.

## **6. CORRIDOR BOTTLENECK OPERATIONS STUDY**

Mr. Tell introduced the Corridor Bottleneck Operations Study (CBOS) and emphasized the focus of the study is to examine low cost and high benefit solutions to bottlenecks guided by regional land use goals. Mr. Windsheimer stated that the design of CBOS is not valid for all bottlenecks and only relevant to low cost projects. Reoccurring bottlenecks are caused by decision points (ramps, merge areas, weave areas, or drop lanes) and physical constraints (curves, underpasses, narrow structures, or no shoulders). The objective of CBOS is to examine operational improvements and to improve safety to achieve a minimum 30% - 70% reduction in crashes related to reoccurring bottlenecks on I-5, I-205, I-84, I-405, and US26.

Reoccurring bottlenecks are defined by area of influence, congestion duration, contributing factors such as, mainline volumes, spacing of interchange and ramps, or speed change, and frequency of crashes. 36 reoccurring bottleneck locations were identified and 20 potential solutions were recommended based on the level of effectiveness and maintaining costs below \$10 million. The most frequent cause of reoccurring bottlenecks in Region 1 is inadequate interchange spacing, which results in congestion and traffic slowing. The proposed solution is to provide additional space by way of an auxiliary lane for merging and weaving of traffic that is distinct from the freeway through-lane.

Mr. Windsheimer provided an overview of recently completed improvements including, I-5 southbound auxiliary lane constructed in 2010, I-5 southbound Nyberg Rd exit-ramp widening constructed in 2010, and I-5 southbound Carmen Dr. to Lower Boones Ferry auxiliary lane constructed in 2012. Bottleneck improvements under construction include, I-84 eastbound auxiliary lane from Halsey St. exit ramp to I-205 northbound entrance and re-striping the I-5 divergence on I-84 westbound. Three CBOS projects have been submitted for 2016-2018 STIP update and recommended for the 150% list: auxiliary lane addition on I-5 southbound, lower Boones Ferry Rd. exit to entrance; Lower Boones Ferry Rd. exist ramp reconfiguration on I-5 northbound; auxiliary lane from I-84 eastbound entrance to Stark St. exist ramp on I-205 southbound.

Mr. Windsheimer addressed questions formerly raised in regards to the effects of CBOS improvements on freeway capacity and encouragement of through trips. Improvements do not increase through trips to the freeway system. CBOS improvements are designed to address specific bottleneck areas to improve operations and safety and reduce diversion and out of direction travel. The CBOS Atlas and Appendices can be found on the ODOT website.

Member comments included:

- Members asked about bottleneck solutions north of the Marquam Bridge. Mr. Windsheimer stated there were a number of solutions identified around Rose Quarter, which are of a higher cost and higher benefit.
- Members inquired if high benefit solutions were not considered if the cost was substantial. Mr. Windsheimer stated these projects were considered.
- Ms. Susie Lahsene stated the Oregon Freight Advisory Committee was impressed by the CBOS presentation in July. Providing a lens for short term and low cost solutions is important when considering statewide projects.
- Members discussed the range of benefits associated with low cost solutions to bottlenecks, including the societal benefits of crash reduction and safety cost improvements, climate impacts, and benefits related to freight.
- Mr. Tell stated one goal is to provide real-time updates by utilizing electronic road signs and other technologies, which is expected to alleviate bottlenecks. Due to fiscal constraints, solutions focus on low cost projects with rapid crash reduction. Chair Collette stated CBOS projects are simple access improvements and do not conflict with the region's livable communities goals.

## **7. DRAFT REGIONAL ACTIVE TRANSPORTATION PLAN**

Ms. Lake McTighe of Metro provided an overview of the Draft Regional Active Transportation Plan (ATP). The purpose of the ATP is to create safe, reliable transportation network and exercise leadership on climate change while reducing congestion, increasing safety. The ATP knits together local plans and represents a collaborative effort with regional partners to provide the best available information and practices to assist local jurisdictions in developing their pedestrian and bicycle networks. The plan provides information to local jurisdictions and elected officials to invest in active transportation and receive the highest return on investment.

Ms. McTighe provided an overview of the draft resolution, which acknowledges work done to date on the current version of the Draft ATP and directs staff to provide continued opportunities for further review and refinements in conjunction with the RTP update. The ATP is considered draft until proposed for adoption as a component of the RTP in July 2014. The plan will be refined while Metro staff continues stakeholder engagement through spring 2014. The final Draft ATP will be released for public comment March 2014 after which time it will be proposed for adoption in July 2014. Changes made to the RTP will be reflected in the ATP. The project timeline is available in the JPACT packet, which summarizes the extended timeline providing further opportunities for discussion.

Metro staff is continuing stakeholder engagement with groups around the region. New pedestrian and bicycle routes on the ATP network vision maps were identified with input from the Stakeholder Advisory Committee, other stakeholders, results from a technical evaluation and analysis. The ATP pedestrian and bicycle network visions are based on existing networks in the RTP. Data and analysis informed how routes were classified, for example routes that showed a high demand for walking, bicycling and accessing transit were identified for Parkways. The identified bikeways and walkways are integrated with transit and destinations, and integrated with established 2040 districts.

To realize the multiple benefits of walking and bicycling, it is helpful to conceive of improvements to the regional pedestrian and bicycle networks on a corridor and district wide scale. It is hard to see substantive outcomes of biking and walking when you have incomplete networks, so the ATP uses the approach of thinking of projects that will complete entire routes or districts; obviously these will be constructed over time. The project list identifies major bikeways, pedestrian corridors and pedestrian/bicycle districts as projects.

The ATP has recommended bicycle and pedestrian guidelines. If built in a safe way, people will bike and walk more. The guidelines serve as a resource. Policies and actions are several years in the future in terms of implementation

The design guidelines are drawn from existing guidelines already being implemented in the region. Metro uses best practices to achieve the vision of the ATP with the purpose of providing consistency and connectivity for bicycle and pedestrian networks while ensuring the active transportation network equitably and completely serves all people.

The funding strategy is a multi-pronged approach that leverages existing investments, coordinates with other projects, develops a pipeline of projects, aligns projects with funding opportunities, and is flexible and strategic. The funding strategy focuses on identifying opportunities, working collaboratively, and providing a framework for local jurisdictions to choose to invest in active transportation. Implementation strategies and projects focus on completion of the network to drive outcomes with complete benefits to achieve a knitted framework, without using a one size fits all model.

Member comments included:

- Members expressed their appreciation and support of the work completed on the ATP. Discussion surrounding bicycle and pedestrian issues has matured to improving existing networks, access, and regional connectivity, rather than focusing on local concerns. Recommended language enhancements have made the plan more palatable. Councilor Harrington stated she is looking forward to making further improvements to language to emphasize achieving local goals, which will develop into achieving regional goals.
- Members suggested changing the color of the bicycle and freight routes displayed in the ATP maps to highlight the distinction. Members suggested firming up the list of actions to present a stronger message of accomplishments.
- Commissioner Paul Savas stated Clackamas County will hold a Regional Flexible Funds open house on August 1<sup>st</sup> to discuss bicycle, pedestrian, and freight projects. The ATP will be discussed and Commissioner Savas is expecting to receive feedback on local issues, particularly related to the value of a regional bicycle network.
- Councilor Jordan stated Clackamas County mayors will provide feedback to Ms. McTighe.
- Members suggested the ATP provide a definition or baseline for a “short trip” to aid in understanding the regional network connection.
- Mayor Jeff Dalin stated the regional mayors’ letter acknowledges the work completed on the ATP. Concerns noted in the letter surround detailing how and what the ATP will accomplish, how the plan will be incorporated in the RTP and implemented at the local level.
- Members provided acknowledgment of the work completed on the ATP to date.

## **8. MAP-21 UPDATES: CONTINGENCY FUND PROPOSAL FOR TRANSPORTATION ALTERNATIVES PROGRAM PROJECTS**

Mr. Ted Leybold of Metro provided an update on MAP-21 surrounding the Contingency Fund Proposal for Transportation Alternatives (TA) Program Projects. There were several changes to funding programs as a result of MAP-21, including transferring some of the funding authority from ODOT to Metropolitan Planning Organizations (MPO) and including that funding into the Regional Flexible Fund Allocation (RFFA). The Transportation Enhancement (TE) program was collapsed with the Safe Routes to Schools and Recreational Trails funding programs to create the TA program, which designates Metro and the State Department of Transportation (DOT) split funding authority.

Eleven local transportation projects selected for funding by ODOT are now partially funded by Metro TA funding program. When originally selected for funding, these projects had access to ODOT contingency funds to address unexpected costs and ensure timely implementation. Without access to contingency funds, projects could face significant delays, higher administrative costs and possible cancellation and repayment of development costs. Metro staff formed an ad-hoc working group that developed options to address this issue. Funding for the contingency would be limited to unallocated TA Program funds. A Metro contingency fund consistent with ODOT administration of the program was proposed to facilitate project delivery for the 11 projects. The program would be administered by Metro and approved by the Metro Planning and Development Director. JPACT members were asked to provide direction to Metro staff related to presenting legislation to JPACT on September 12<sup>th</sup> to implement the proposal.

Member comments included:

- Members asked clarifying questions related to the contingency fund and instances of overruns, when local jurisdictions are responsible. Mr. Leybold stated the Metro contingency fund is consistent with the existing ODOT program for the 11 projects selected through 2015. Mr. Tell stated the program and financial management decision surrounding contingency is up to JPACT members. Mr. Leybold clarified the contingency fund does not influence how funds are allocated through the RFFA.
- Members expressed their support for staff to present legislation to JPACT at the September 12 meeting to establish a contingency fund for the 11 local projects to facilitate project delivery.

## **9. ADJOURN**

Chair Collette adjourned the meeting at 9:05 a.m.

Respectfully Submitted,



Mia Hart

Recording Secretary

<b>ITEM</b>	<b>DOCUMENT TYPE</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT No.</b>
6.0	Handout	April 2013	CBOS Project Atlas – Final Working Draft	083013j-01
7.0	PowerPoint	8/1/2013	Draft Regional ATP	083013j-02
8.0	PowerPoint	N/A	MAP-21 Contingency Fund Proposal for Transportation	083013j-03