



JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT)  
Meeting Minutes  
October 8, 2015  
Metro Regional Center, Council Chamber

MEMBERS PRESENT

Shirley Craddick, *Vice Chair*  
Nina DeConcini  
Craig Dirksen, *Chair*  
Kathryn Harrington  
Tim Knapp  
Diane McKeel  
Steve Novick  
Roy Rogers  
Paul Savas  
Kris Strickler

AFFILIATION

Metro Council  
Oregon Department of Environmental Quality  
Metro Council  
Metro Council  
City of Wilsonville, representing Cities of Clackamas County  
Multnomah County  
City of Portland  
Washington County  
Clackamas County  
Washington State Department of Transportation

MEMBERS EXCUSED

Denny Doyle

AFFILIATION

City of Beaverton, representing Cities of Washington County

ALTERNATES PRESENT

Kelly Brooks  
Jef Dalin  
Doug Daoust  
Susie Lahsene  
Alan Lehto  
Matt Ransom  
Jeff Swanson

AFFILIATION

Oregon Department of Transportation  
City of Cornelius, representing Cities of Washington County  
City of Troutdale, representing Cities of Multnomah County  
Port of Portland  
TriMet  
SW WA RTC  
Clark County

OTHERS PRESENT: Chris Deffebach, Lori Figone, Judith Gray, Mark Gray, Jeff Gudman, Jeff Hamm, Eric Hesse, Katherine Kelly, Stephan Lashbrook, Alan Lehto, Jaimie Lorenzini, Mark Ottenad, Gary Schmidt, Andrew Singelakis, Stacy Stubblefield, Ron Swaren, Ted Tosterud, Joanna Valencia, Michael A. Williams

STAFF: Grace Cho, Andy Cotugno, Alexandra Eldridge, Kim Ellis, Elissa Gertler, Dan Kaempff, Alison R. Kean, Tom Kloster, Ted Leybold, Ken Lobeck, Nellie Papsdorf, Noah Siegel, Randy Tucker

**1. CALL TO ORDER AND DECLARATION OF A QUORUM**

JPACT Chair Craig Dirksen called the meeting to order and declared a quorum at 7:33 a.m.

**2. CITIZEN COMMUNICATION ON JPACT ITEMS**

Mr. Ron Swaren, City of Portland: Mr. Swaren spoke to JPACT about a proposed Western Arterial Highway. He explained how the additional connection could improve access and mobility in the region and shared potential bridge designs.

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

Chair Dirksen, JPACT Members, and staff provided updates on the following items:

- 2016 JPACT Calendar: Chair Dirksen explained that a memo was included in the October 8 JPACT packet describing the proposed 2016 JPACT schedule. The calendar has JPACT meetings scheduled on the third Thursday of the month, as the committee discussed in previous meetings. Chair Dirksen added that the change will make it easier to attend both MPAC and JPACT and will allow for better information sharing between the technical and policy committees. He noted that staff hoped to share the schedule in advance in order to allow time for the coordinating committees to make any needed adjustments.
- MTIP/RFFA Update: Chair Dirksen noted that at the September 10 meeting, members expressed frustration with the sequencing of the MTIP/RFFA policy conversations and discussed how the policy choices would ultimately impact the project selection process next year. He explained that the MTIP outlines how the region invests in its policy goals established in the Regional Transportation Plan (RTP) and as such, larger scale policy questions would be discussed as part of the 2018 RTP update. He noted that Metro was currently working to articulate the region's policy priorities for RFFA investments for 2019-2021, and explained that it was important to define, using the RTP's current goals, what should be prioritized with three years of funding. He added that this was a similar process to how cities and counties prioritize their Capital Improvement Plans (CIPs). He explained that staff is working to capture feedback from JPACT, TPAC, and other stakeholders on options for the policy framework, and would convene a work group to refine the set of four policy options to be included for public comment this winter. The work group will meet in October and report back to TPAC in November and JPACT in December. Chair Dirksen then shared the following upcoming MTIP/RFFA discussions:
  - 1. At the November meeting, JPACT will receive an update from the work group and discuss what has been developed so far. The committee's feedback and input will further shape the draft policy and framework.
  - 2. At either the December or January meeting, JPACT will approve the policy options and share them for public comment.
  - 3. In early 2016, after JPACT receives feedback from the public comment period in December, the committee will act to approve the 2019-21 MTIP/RFFA policy framework.
  - Chair Dirksen noted that only after the policy framework is adopted will JPACT begin to discuss the project selection process in spring of 2016.
- Ms. Kelly Brooks, Oregon Department of Transportation (ODOT), gave an update on the ODOT Consultation Survey, noting that the link had been sent to JPACT earlier that week. She noted that the survey was intended to evaluate ODOT's local consultation practices and encouraged the region's partners and stakeholders to submit their feedback.
- Region 1 ACT Update: Ms. Brooks gave an overview of the topics discussed at the Region 1 ACT meeting held on October 5 including a ConnectOregon grant program presentation and a review of ODOT's proposed fix-it projects. She explained that the group would be meeting again in December to discuss any final input on the fix-it list and would begin discussing the enhancement plans shortly after.

#### **4. CONSIDERATION OF THE JPACT MINUTES FOR SEPTEMBER 10, 2015**

MOTION: Commissioner Paul Savas moved and Mr. Jeff Swanson seconded, to approve the September 10, 2015 minutes as amended.

ACTION: With all in favor, the motion passed.

*Notes*: Commissioner Savas requested that his comments on page three of the minutes be amended to include “the JPACT Finance Subcommittee had agreed that developing the guiding principles would be the next step.”

#### **5. ACTION ITEMS**

Senior Transportation Planner Mr. Ken Lobeck provided an overview of three formal amendments to the 2015-2018 Metropolitan Transportation Improvement Program (MTIP) and gave a brief background on the MTIP amendment process. Key elements of the presentation included:

- Mr. Lobeck explained that the MTIP represents the first four-year implementation program of the Regional Transportation Plan (RTP) and provides an overview of how federal transportation funds will be expended over the four-year period. He noted that according to federal regulations, Metro is responsible for completing MTIP updates and amendments in its role as the region’s metropolitan planning organization (MPO).
- Between the updates that normally occur every three years, Metro is authorized to complete administrative and formal amendments to the MTIP as needed to maintain compliance with federal regulations and/or keep projects moving forward. There are two main categories of amendments: administrative amendments that signify minor changes that have no impact on the program’s financial constraint or conformity finding; and formal amendments that are eligible changes that include potential RTP significance and a need to demonstrate compliance with federal and state regulations.
- Mr. Lobeck noted that Chapter 6 of the 2015-2018 MTIP provides guidance for formal and administrative amendments by defining eligibility and requirements. Table 6.1 of the document determines the types of changes that may proceed according to both categories. Mr. Lobeck explained that administrative amendments do not require Federal Highway Administration (FHWA) approval and are instead approved by ODOT acting as the delegated approval arm on behalf of the FHWA. Conversely, formal amendments require formal resolution and approval by JPACT and the Metro Council, as well as from FHWA. They do not impact the conformity finding or financial constraint, but must demonstrate through the documentation and approval processes that the conformity finding and financial constraint will be maintained correctly.

##### **5.1 Resolution No. 15-4642, For the Purpose of Amending the 2015-18 Metropolitan Transportation Improvement Program (MTIP) to Include the Interstate 84/Interstate 5-Banfield Interchange Deck Overlay and Bridge Rail Retrofit Project and the Interstate 405 Fremont Bridge Approach Ramps Modular Joint Replacement Project Look at 6/11 minutes for help**

Mr. Lobeck explained that Resolution No. 15-4642 would allow using cost savings from two ODOT State Bridge Program projects to provide funding for twelve bridge repair projects. Mr. Lobeck noted that the Oregon Transportation Commission had approved the amendment on April 16, 2015 and shared the four projects in the Metro region as the following:

- Interstate 84/Interstate 5 – Banfield Interchange Deck Overlay and Bridge Rail Retrofit
- Interstate 405 – Fremont Bridge Approach Ramps Modular Joint Replacement
- Oregon 224 (Highway 171) – Bridge Over Union Pacific Rail Road and Southeast 26<sup>th</sup> Ave. Deck Overlays Repair
- Interstate 5/Oregon 217 (Highway 1) – Deck Overlays Repair

MOTION: Commissioner Roy Rogers moved and Mayor Jef Dalin seconded, that JPACT recommend to the Metro Council the adoption of Resolution 15-4642.

ACTION: With sixteen in favor and one abstention (Ms. Nina DeConcini), the motion passed.

**5.2 Resolution No. 15-4646, For the purpose of amending the 2015-18 MTIP to reprogram the City of Milwaukie’s OR99 E. Bridge at Kellogg Lake Project Surface Transportation Program (STP) funds of \$1,055,000 to their 17<sup>th</sup> Ave. Multi-Use Trail Project for construction**

Mr. Lobeck explained that Resolution No. 15-4646 would deprogram \$1,055,000 worth of Regional Flexible Funds, previously slated for preliminary engineering of the OR99 E. Bridge at Kellogg Lake, and move them to fund the construction phase of the 17<sup>th</sup> Ave. Multi-Use Trail Project.

*Member discussion included:*

Mayor Mark Gamba, Commissioner Paul Savas, and Mayor Tim Knapp expressed their support for the project. Mayor Knapp explained that the Kellogg Project was unable to move forward due to a lack of funding, and spending the Regional Flexible Funds on an engineering plan without funding set aside for construction would be unwise. He expressed interest in returning to the project when there was a realistic expectation to begin preliminary engineering prior to project development.

Councilor Craddick noted that the amendment would use the funds to link currently disconnected trails, making it a significant milestone in the Regional Trails System.

MOTION: Commissioner Paul Savas moved and Councilor Kathryn Harrington seconded, that JPACT recommend to the Metro Council the adoption of Resolution 15-4646.

ACTION: With sixteen in favor and one abstention (Ms. Nina DeConcini), the motion passed.

**5.3 Resolution No. 15-4649, For the Purpose of Amending the 2015-18 Metropolitan Transportation Improvement Program (MTIP) to Include the Amtrak Cascades Passenger Rail Service Operations and Maintenance Costs Project**

Mr. Lobeck noted that Resolution No. 15-4649 would add a new Congestion Mitigation and Air Quality (CMAQ) Improvement Program funded state project to support the Amtrak Cascades rail service and reduce funding shortfalls that currently affect operations and maintenance. Mr. Lobeck added that the amendment would not impact Metro’s CMAQ allocation.

MOTION: Councilor Kathryn Harrington moved and Councilor Shirley Craddick seconded, that JPACT recommend to the Metro Council the adoption of Resolution 15-4649.

ACTION: With sixteen in favor and one abstention (Ms. Nina DeConcini), the motion passed.

## **6. INFORMATION/DISCUSSION ITEMS**

### **6.1 2018 Regional Transportation Plan Update**

Chair Dirksen introduced the item, noting that it was focused on discussing the draft work plan and engagement plan developed for the 2018 Regional Transportation Plan (RTP) update. He explained that Ms. Kim Ellis, Regional Transportation Plan update project manager, would provide a brief overview of what has been done since the last time she came before the committee in May to set a foundation for the discussion. He added that she would also describe the next steps of the update process, including seeking JPACT's approval of the work plan and engagement plan at its next meeting to be held on November 12. Chair Dirksen emphasized that the committee's feedback was important as it would be used by staff to inform further refinements to the draft work plan and public engagement plan. He then introduced Ms. Kim Ellis.

Key elements of the presentation included:

- Ms. Ellis explained that the discussion was an opportunity for JPACT to evaluate the proposed draft work plan and public engagement plan before they went to Metro's Transportation Policy Alternatives Committee (TPAC) for its recommendation.
- The RTP is a key tool for implementing the region's 2040 Growth Concept, which aims to achieve positive goals and targets for the region's communities. Ms. Ellis explained that the plan is focused on achieving Metro's six desired outcomes by defining the region's priorities for the future and understanding the challenges it faces.
- Metro is required by the federal government to update its RTP every four years. The update adopted in July of 2014 was very limited and intended to keep the agency in compliance with federal law and eligible for federal funding. The 2018 RTP update will be much more comprehensive in a number of ways, as it will address many of the issues deferred in the 2014 update. For example, the Climate Smart Strategy and the Regional Active Transportation Plan were both adopted with recommendations for implementation in the RTP, including significantly expanding transit service and improving transportation safety through design, and these recommendations will be included in the 2018 update.
- Ms. Ellis noted that the update is also an opportunity to make progress on many of the challenges identified in the Urban Growth Report (UGR) and Climate Smart Strategy. It also provides an opportunity to check in on the progress made towards the 2040 Growth Plan, adopted in 1995.
- Since MPAC was last briefed on the RTP update in July, Metro staff have initiated the partnership phase of the update, engaging partners and the public to seek input on priorities for the RTP update to address. Public engagement strategies included: briefings, presentations, community discussion groups, online quick polls, work sessions with the Portland State University Center for Public Service and community leaders, and stakeholder interviews.
- As a result of the public engagement efforts, staff were able develop central and recurring themes that were echoed across the region. These themes served as a basis for the development of a more detailed work plan and engagement approach, and centered around the following: traffic, safety, funding, maintenance, reliability, efficiency, travel options, access to opportunity (jobs, education, and services), health, affordability, clear regional priorities, and advance consideration of economic and equity impacts.
- As an example of the input provided, Ms. Ellis shared the results of a quick poll that asked what transportation issues most impacted participants' quality of life. She noted that across all three counties, the top three challenges were traffic, safety, and maintenance. She

explained that the stakeholder interviews would be completed in October and communications staff would summarize the feedback from these interviews to share with JPACT and other stakeholders by the end of the month.

- The draft work plan is organized into five phases, with the project currently in its first phase. Each phase has a set of key planning and partnership activities that lead up to a Metro Council milestone, with the goal of building regional agreement on specific elements before moving into the next phase of the project. The first phase began this summer and started shaping the work plan and engagement strategy for the remaining phases of the update.
- There are eight policy priorities that define the primary focus of the planning work, policy discussions, and engagement activities to support development of the 2018 RTP: transit, transportation equity, finance, freight, transportation design, transportation safety, performance and return on investment, and policy actions.
- Regional Leadership Forums (joint meetings of the Metro Council, JPACT, and MPAC) will be used to hear from local and national experts, collaborate and discuss regional challenges, integrate public input, and provide policy direction to staff. The forums will be similar to the groups convened during the development of the Climate Smart Strategy and are proposed to be focused on the following topics:
  - 1. Trends, challenges, and our vision for the future
  - 2. Funding transportation
  - 3. Designing for safe, healthy, and equitable communities
  - 4. Measuring what we value
  - 5. Shaping regional priorities
  - 6. Adopting a plan of shared actions
- In addition, Metro staff will convene technical work groups to provide input to staff on draft materials and implement policy direction from Regional Leadership Forums. Work group members will include topical experts and representatives from the Metro Technical Advisory Committee (MTAC) and the Transportation Policy Alternatives Committee (TPAC).
- Ms. Ellis explained that staff was striving through the 2018 update to be more inclusive, both in terms of having more opportunities for underrepresented communities but also better engaging the business communities and other stakeholders throughout the process. A variety of tools have been identified with the goal of leveraging other agency engagement efforts and connecting public input to the technical work and policy discussions in an inclusive and transparent manner. Ms. Ellis shared examples of planned public engagement strategies such as: Regional Leadership Forums, speakers' series, informational briefings and presentations, online quick polls, and multi-lingual materials.
- Next steps include:
  - October 21: MTAC makes its recommendation to MPAC.
  - October 28: MPAC considers approval of the work plan and engagement plan.
  - October 30: TPAC makes its recommendation to JPACT.
  - November 12: JPACT considers approval of the work plan and engagement plan.
  - November 17: The Metro Council discusses the recommendations from MPAC and JPACT.
  - December 3: The Metro Council considers approval of the work plan and engagement plan.
- Questions for discussion:
  - Policy priorities?
  - Regional Leadership Forums?
  - Overall work plan or public engagement plan?

*Member discussion included:*

Commissioner Paul Savas noted that Chair Dirksen and Councilor Harrington had attended the recent Clackamas County Coordinating Committee (CCCC) meeting and discussed the RTP. Commissioner Savas provided an overview of their conversation, noting that they had discussed how to best create a vision and establish goals for the RTP. He stressed the importance of working together to identify the region's transportation challenges and goals, and asked if those discussions would be addressed at the April meeting. Ms. Ellis responded that the April meeting was intended to share such challenges and begin discussing how to move forward with common goals. She noted that the current RTP already includes defined goals, projections, and targets, so that meeting will be an opportunity to revisit the existent elements and update them as needed.

Commissioner Savas referred to the presentation on the cost of congestion at the May 14 meeting and asked if congestion was a goal or a problem. Chair Dirksen responded that congestion can be a positive sign in terms of economic activity, but it must be dealt with as a problem to ensure that it doesn't negatively affect the region's residents and businesses.

Ms. Susie Lahsene stated that a critical aspect of the RTP update would be having adequate funding to implement the proposed improvements. She suggested that it would be important to share with the region's stakeholders how the RTP will help the region secure future funding.

Mayor Doug Daoust expressed interest in using the RTP update to discuss additional major projects not included in other plans, such as a third bridge across the Columbia River, and suggested connecting with the Bi-State Coordinating Committee.

Councilor Harrington expressed her excitement about the RTP update and the positive benefits it would bring the region. She explained that the region was able to compete for federal TIGER grants due in part to the quality of its RTP plans. She added that she looked forward to the Regional Leadership Forums and working together throughout the update process.

Commissioner Savas suggested identifying the overall vision and using it to garner excitement around the region about the RTP update. He explained that such a vision could provide an opportunity to have more fruitful conversations about funding.

Mr. Jeff Swanson agreed with Ms. Lahsene's concerns about adequate funding. He explained that in his experience in Clark County, residents are enthusiastic about transportation projects but discouraged by attached costs. He expressed his appreciation for the interest in bi-state issues and encouraged staff to reach out to the Columbia River Economic Development Council and other groups from Clark County to discuss the update.

Mayor Tim Knapp noted that it was important to discuss how transportation challenges such as congestion affect the region at large. He emphasized the importance of evaluating the capacity of the system in its relation to the lives of residents and businesses, and expressed interest in seeing capacity listed as one of the priorities in Attachment 1 of the materials. He also questioned the breadth of the engagement plan and recommended prioritizing what particular feedback would be needed. He also noted his appreciation for the link between land use and the RTP in Attachment 1.

Mr. Alan Lehto stated that it was difficult to understand from the materials what staff intended the committee to discuss.

Ms. Kelly Brooks noted that ODOT compiles information and data regarding how the systems are operating, how it seems them operating in the future, and where the region has seen improvements. She added that ODOT staff would be happy to share this information as the region moves forward with the update process.

Ms. Lahsene mentioned that she would appreciate such information and noted that a baseline of where the system is currently would be very helpful.

Councilor Craddick added that capacity is built in a variety of ways; she explained that capacity is not just the roads and highways, but also transit systems as well as bicycle and pedestrian pathways.

Mr. Swanson noted that it was also important to discuss the resiliency of the region's transportation system, such as its ability to respond to major accidents and recovery times.

Members discussed the system's ability to respond to accidents and obstacles. Ms. Brooks explained that ODOT operates a control response center and offered to provide interested members with a tour of the facility.

## **7. ADJOURN**

JPACT Chair Craig Dirksen adjourned the meeting at 8:59 a.m.

Respectfully Submitted,



Nellie Papsdorf  
Recording Secretary



**ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF OCTOBER 8, 2015**

<b>ITEM</b>	<b>DOCUMENT TYPE</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT No.</b>
<b>5.1-3</b>	PowerPoint	10/08/15	Amendments to the 2015-18 Metropolitan Transportation Improvement Program (MTIP)	100815j-01
<b>6.1</b>	PowerPoint	10/08/15	2018 Regional Transportation Plan Update	100815j-02