



JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT)
Meeting Minutes
November 12, 2015
Metro Regional Center, Council Chamber

MEMBERS PRESENT

Jack Burkman
Shirley Craddick, *Vice Chair*
Nina DeConcini
Craig Dirksen, *Chair*
Kathryn Harrington
Tim Knapp
Steve Novick
Paul Savas
Kris Strickler

AFFILIATION

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

MEMBERS EXCUSED

Roy Rogers

AFFILIATION

Washington County

ALTERNATES PRESENT

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

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

OTHERS PRESENT: Bernie Bottomly, Barbara Cartmill, John Cook, Chris Deffebach, LeeAnne Ferguson, Mark Gamba, Judith Gray, Jeff Gudman, Eric Hesse, Brenda Howatt, Katherine Kelly, Gerik Kransky, Stephan Lashbrook, Alan Lehto, Zoe Monahan, Don Odermott, Mark Ottenad, Matt Ransom, Bob Stacey, Joanna Valencia, Michael A. Williams

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

Councilor Jeff Gudman, City of Lake Oswego: Councilor Gudman spoke to the 2018 Regional Transportation Plan (RTP) update with a focus on vehicle miles travelled. He stated that he had recently overviewed the 2014 RTP and its goals. He highlighted the plan's focus on decreasing total vehicle miles travelled in the region and explained that given the combination of the projected population increase and the reduction goal for miles traveled, every car in the region would need to reduce its annual miles travelled by 225 miles. He emphasized that to accomplish such goals, it would be necessary to reach out to the public about the need for these reductions.

Mayor Mark Gamba, City of Milwaukie: Mayor Gamba also spoke to the 2018 RTP update. He noted that as the update process begins, it would be important to think about what transportation will look like in 20-30 years, and gave the example of driverless automated cars as one example of a potential change in how people might move around the region in the future. Mayor Gamba then shared recent articles that assess the future of automated cars and gave an overview of how they may significantly influence the region's transportation system. He noted that it would be important to consider these and other changes in order to best prepare for the region's future needs.

Councilor Dirksen asked if it seemed like manually operated vehicles would eventually be banned. Mayor Gamba responded that Bloomberg estimated that automatic vehicles could be mandatory as early as 2060.

3. UPDATES FROM THE CHAIR AND COMMITTEE MEMBERS

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

- 2016 JPACT Trip Dates: Chair Dirksen explained that he felt the 2015 joint trip to Washington D.C. with the Portland Business Alliance and Oregon Business Association was very successful and noted that the committee had an opportunity to start planning a similar trip in 2016. He explained it was important to update the trip to reflect the changing landscape in Washington D.C. and how the federal government deals with transportation.
- November Oregon Metropolitan Planning Organization Consortium (OMPOC) Meeting: The OMPOC board unanimously approved the OMPOC work program whereby the Oregon metropolitan planning organizations (MPOs) have pooled resources to provide staffing support for the organization. OMPOC's goal in collaborating for this resource is to better address regional issues shared by MPOs around the state, including transportation funding at the state and federal level. Chair Dirksen explained that the OMPOC board meetings are held quarterly around the state and that the next meeting would be held in Eugene in late January 2016. Chair Dirksen requested that members let him know if they are interested in serving as members.
- The 2016 New Partners for Smart Growth Conference will be held in Portland on February 11-13.
- Councilor Harrington expressed interest in Congressman Blumenauer's seminars addressing infrastructure and transportation improvement potential and asked if anyone had received updates on the forums. Mr. Neil McFarlane shared that Congressman Blumenauer addressed the TriMet Board of Directors at a retreat on November 11. He noted that the conversation about funding was positive but it would still be important to assess local opinion. He explained that it seemed Congressman Blumenauer was hopeful about exploring opportunities at local, state, and federal level.
- Chair Dirksen reminded the committee that JPACT would be held the third Thursday of each month starting in 2016.

4. CONSIDERATION OF THE JPACT MINUTES FOR OCTOBER 8, 2015

MOTION: Councilor Kathryn Harrington moved and Mr. Neil McFarlane seconded, to approve the October 8, 2015 minutes.

ACTION: With all in favor, the motion passed.

5. ACTION ITEMS

5.1 Resolution No. 15-4664, For the Purpose of Amending the FY 2015-16 Unified Planning Work Program (UPWP) to Include 2016 Surface Transportation Program Funds for Use on the Powell/Division Corridor Plan

Chair Dirksen introduced the item by explaining that the resolution amends the FY 2015-16 Unified Planning Work Program (UPWP) to allow the Powell/Division Corridor Plan access to \$507,427 of Corridor and Systems Planning Funds. Chair Dirksen noted that the region is committing Next Corridor funds to support the collaborative effort over the next two years and that the funds had already been programmed for Powell/Division planning and reviewed at JPACT. He stated that the resolution allows the project access to the programmed funds since they were not available until October 1, 2015 after the intergovernmental agreements with the partner agencies were put into place, meaning the funds were unavailable when the UPWP was adopted in the spring.

Member discussion included:

Mr. McFarlane noted that in early October TriMet received permission from the Federal Transit Administration (FTA) to enter the formal project development phase. He explained that this means additional dollars going forward are able to be matched as part of the overall federal project.

MOTION: Mr. Neil McFarlane moved and Councilor Shirley Craddick seconded, that JPACT recommend to the Metro Council the adoption of Resolution 15-4664.

ACTION: With all in favor, the motion passed.

5.2 Resolution No. 15-4665, For the Purpose of Amending the 2015-18 MTIP to Include the New North Hillsboro Job Connector Shuttle Service Project

Chair Dirksen introduced the item by explaining that the shuttle project helps low and middle wage workers access jobs by providing a link between MAX and employers in the North Hillsboro Industrial District by operating a daily shuttle service from MAX to the employer sites. Chair Dirksen noted that the new Job Connector Shuttle Service Project is the first proposed use of federal Section 5307 transit funds for such purposes since the federal Jobs Access funding program was absorbed by the Section 5307 program in 2013. He stated that the annual operating costs are estimated at \$280,000 per year with service to be provided by Ride Connection.

Member discussion included:

Mayor Tim Knapp asked about the source of the funds being the existing bus and rail preventative maintenance annual program and if this meant that the funds were applied to the shuttle preventative maintenance. Mr. McFarlane expressed his appreciation for the question. He explained that the Job Access and Reverse Commute (JARC) program was eliminated in the last Transportation Act, but the authorities associated with JARC program were added into the

categories of the Section 5307 program under federal regulations. He noted that the project was an option largely due to the incrementing increase of the payroll tax that the TriMet Board of Directors approved in September. He shared that the project was marked as a priority in the Westside Service Enhancement Plan and that there are other areas that have been identified that could benefit from a similar job connection shuttle program as well.

Chair Dirksen added that the resolution did not really signify taking money from funds previously used for maintenance, as the JARC program was eliminated but the funds were simply transferred to other sources such as the 5307 program.

MOTION: Mr. Neil McFarlane moved and Councilor Kathryn Harrington seconded, that JPACT recommend to the Metro Council the adoption of Resolution 15-4665.

ACTION: With all in favor, the motion passed.

5.3 Resolution No. 15-4662, For the Purpose of Approving a Work Plan and Public Engagement Plan for the 2018 Regional Transportation Plan Update

Chair Dirksen explained that the committee would be making its final recommendation to the Metro Council on the 2018 Regional Transportation Plan (RTP) update draft work plan and public engagement plan. He noted that since May, many people have had the opportunity to provide input on the challenges, opportunities, and priorities the 2018 RTP should address and that this input was reflected in the work plan and public engagement plan recommended by the Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), and Transportation Policy Alternatives Committee (TPAC).

Chair Dirksen emphasized that the 2018 RTP process provides an opportunity for the region to envision its transportation future and expressed his excitement for continuing the collaboration shared during the Climate Smart Strategy process. He added that copies of the 2014 Regional Transportation Plan had been made available and explained that understanding the current desired outcomes, policies, and actions in the 2014 RTP would be essential to understanding the updates recommended as part of the 2018 update. He conveyed that approval of Resolution No. 15-4662 approves the work plan and public engagement plan for the 2018 RTP update and directs staff to proceed with the second phase of the update. He noted that the Metro Council would consider approval of the work plan and public engagement plan on December 3.

Member discussion included:

Mayor Knapp inquired about his request at the October 8 JPACT meeting to have capacity listed as one of the priorities for consideration in the 2018 Regional Transportation Plan. He shared the merits of listing capacity as a priority and recommended its inclusion.

Chair Dirksen asked if the committee would like to amend the recommendation to include capacity as a priority for the 2018 RTP and the committee agreed.

Commissioner Paul Savas noted that it would be important to inform the public about the reasoning for the update and its timing. He explained that marketing the update as a comprehensive response to regional transportation issues would be critical to its success.

Councilor Craddick added that there are other ways to increase capacity beyond highway capacity and expressed her hope that those options would also be built into the priority addressing capacity.

Chair Dirksen suggested adding to Exhibit B of the resolution a preamble that would provide an accessible explanation of what the 2018 RTP update is and why it's being done now in order to better inform the public about the process.

Mayor Knapp concurred that many of the region's residents' concerns center on their ability to get around the region safely and efficiently more so than statutory update requirements. He recommended making the link clear between these concerns and the goals of the RTP update. He also added that an efficient transportation system was vital for the success of business and industry.

Mayor Dalin encouraged staff to advertise public engagement events widely and emphasized the importance of connecting with the region's residents throughout the update process.

Ms. Ellis thanked the committee for their helpful direction and explained that staff would work on refining the resolution's language to better address their aims.

MOTION: Councilor Shirley Craddick moved and Ms. Susie Lahsene seconded, that JPACT recommend to the Metro Council the adoption of Resolution 15-4662.

ACTION: With all in favor, the motion passed, as amended.

6. INFORMATION/DISCUSSION ITEMS

6.1 Metropolitan Transportation Improvement Program (MTIP) and Regional Flexible Fund Allocation (RFFA) Policy Options

Chair Dirksen introduced the item by reminding the committee that it was in the midst of a conversation to articulate the region's policy priorities for RFFA investments in 2019 through 2021. He noted that it would be important to decide what elements should be emphasized and prioritized with three years of funding. He explained that staff would be sharing key questions about options for the RFFA policy framework and discuss these and other policy considerations. He stated that the conversations at the November and December JPACT meetings would help direct what proposals for RFFA step 1 and step 2 would be considered in the spring of 2016. Chair Dirksen added that while committee members probably know certain projects they would like to see funded through the RFFA, it was important to consider all options before beginning to discuss project selection.

Chair Dirksen then introduced Mr. Dan Kaempff and Mr. Ted Leybold, Metro staff, to give an overview of the policy options. Key elements of the presentation included:

- Mr. Kaempff reminded the committee that staff had spent time over the past year gathering stakeholder input related to issues that policymakers should be considering while updating the regional flexible funds policy. He explained that his briefing would outline for consideration the two main policy questions that had evolved from those discussions.
- Mr. Kaempff noted that the RFFA process was entering its second phase which would focus on public comment and a discussion of the policy options, working towards adoption of a final policy document in spring 2016, tentatively scheduled for April.

- Mr. Kaempff shared a list of major steps in the policy update process and explained that JPACT and the Metro Council were currently discussing and considering policy options. He noted that the goal was to adopt a final project list by the end of December 2016.
- Mr. Kaempff explained that the flexible funds policy is the outgrowth of several higher level planning and visioning policy documents that the region has adopted. He stated that beginning with Metro's six desired outcomes, the Regional Transportation Plan, the MTIP Finance Approach, and the RFFA objectives, directions vary from broad to more focused in terms of how the region spends RFFA funds. Mr. Kaempff gave a brief overview of how the different policy documents relate to RFFA funding.
- Mr. Kaempff then shared the ten policy objectives in the flexible funds policy that guide how projects are selected. He explained that over the last several cycles, the region has followed a two-step process for implementing the flexible funds and selecting projects. He noted that step one has consisted of making bond payments to leverage other funding to build out the region's high capacity transit system. He added that it also includes region-wide investments to help focus funding on parts of the system that are unique or federally mandated. Mr. Kaempff explained that step two of the implementation process is focused on capital projects and stated that historically 75% of those funds have addressed Active Transportation and Complete Streets goals, while 25% have addressed freight initiatives aimed at improving access or removing barriers to industrial sites.
- Mr. Kaempff gave the following overview of stakeholder input on the policy considerations: the region should follow Climate Smart Strategies and invest in transit, active transportation, travel options, and optimize built road capacity; the region should consider whether to invest in Safe Routes to School programs and infrastructure; and the region should consider eliminating the funding split and develop a combined active transportation/freight focus area with applicable criteria.
- Mr. Kaempff then shared two policy questions to guide discussion of the stakeholder recommendations and gave examples of possible adjustments under each.
 - 1) Does the region want to consider new investments through Step 1 Programs?
 - 2) Should the region consider eliminating the Step 2 funding split and instead invest in projects that achieve multiple outcomes for active transportation and freight/economic initiatives?
- Mr. Kaempff provided an overview of the 2019-21 funding model and available funding for the upcoming cycle (\$125.74 million). He noted that staff had presented a number of policy options for consideration and hoped to adopt a final policy direction in April 2016 that incorporates changes that reflect the best use of the RFFA funds relative to the region's transportation needs and policy goals.
- Mr. Kaempff stated that at the December 10 JPACT meeting, Metro staff would return with refinements to the policy questions as well as a description of the public comment opportunity that will be conducted in January and early February 2016.
- Mr. Kaempff then shared the following questions for discussion:
 - Are the two proposed policy questions the correct policy questions for the public comment period?
 - Should other policy issues be considered?
 - What other direction do you wish to provide for December's discussion?

Member discussion included:

Mayor Knapp asked about the vintage on the \$48 million transit bonds. Mr. Leybold responded that the current commitment is \$16 million per year through 2027. Mr. McFarlane added that the transit bonds had been included in a series of bonds since 1998.

Members discussed refinancing existing bonds. Councilor Harrington noted that Metro has been committed to implementing refinancing as a strategy when evaluating bonds in the past.

Commissioner Savas explained that he wasn't against assigning more of the funds towards bonding, but expressed concerns about that possibly leading to less flexibility with the funds. He also expressed concerns about potential redundancy across the split of funds. Chair Dirksen agreed that it would be important to consider those concerns and stated that he was interested in considering whether or not to have a split at all, and if so, if they should be adjusted to better suit the region's goals.

Mr. McFarlane spoke to the value of step one of the implementation process and shared his support for increasing its funding. He explained that step one had been very effective in leveraging investments which has helped the region grow its transportation system in the long-term. Mr. McFarlane also requested to discuss possibly speeding up the update process at the December 10 meeting so that partnership agencies can advance their work earlier to align with funding requests at the state level.

Mayor Dalin noted that in past years he believed it was very important to separate the funds for step two, but was less convinced of that now as many projects respond to overlapping issues. He recommended focusing instead on evaluating the region's investments and their return on investment. He explained that this would help prioritize projects that are beneficial for multiple modes of travel.

Commissioner Steve Novick noted that he was reluctant to dismiss the spending split as it provides a helpful regional policy, but added that he wasn't sure if the split was inconsistent with supporting projects that invest in multiple targeted outcomes.

Mayor Doug Daoust recommended focusing on regionally significant, high transit projects such as the Powell/Division and Southwest Corridor projects, as well as highway bottleneck projects. He also suggested considering making all of the \$11.68 million of additional funding capacity competitive to create a balance between the implementation steps.

Commissioner Savas made a distinction between regional and region-wide projects and recommended building on region-wide investments. He noted that it would be important to focus on projects with the best regional benefit on a significant scale.

Councilor Craddick expressed interest in exploring ways to achieve the same goals using the proposed criteria without explicitly focusing on percentages. She explained that she had heard feedback from staff and stakeholders that separating the funding can create challenges for applying flexible funds to projects.

7. ADJOURN

JPACT Chair Craig Dirksen adjourned the meeting at 9:05 a.m.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read "Nellie Papsdorf". The signature is fluid and cursive, with a long horizontal stroke at the end.

Nellie Papsdorf
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF NOVEMBER 12, 2015

| ITEM | DOCUMENT TYPE | DOC DATE | DOCUMENT DESCRIPTION | DOCUMENT No. |
|-------------|----------------------|-----------------|---|---------------------|
| 2.0 | Handout | 11/12/15 | 2014 Regional Transportation Plan Regional Miles Traveled | 111215j-01 |
| 3.0 | Memo | 11/04/15 | 2016 JPACT Meeting Schedule | 111215j-02 |
| 5.3 | Report | N/A | 2014 Regional Transportation Plan | 111215j-03 |
| 6.1 | PowerPoint | 11/12/15 | Regional Flexible Funds Policy Options | 111215j-04 |
| 6.1 | Handout | 11/01/15 | 2019-2021 Regional Flexible Fund Allocation | 111215j-05 |
| N/A | Handout | 11/01/15 | November Metro Hotsheet | 111215j-06 |