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JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT)

Meeting Minutes

April 20, 2017

Metro Regional Center, Council Chamber

REVISED 05/31/17

MEMBERS PRESENT

Jack Burkman
Shirley Craddick
Craig Dirksen (*Chair*)
Tim Knapp
Neil McFarlane
Roy Rogers
Dan Saltzman
Paul Savas
Bob Stacey
Jeanne Stewart
Jessica Vega Pederson

AFFILIATION

City of Vancouver
Metro Council
Metro Council
City of Wilsonville, Cities of Clackamas County
TriMet
Washington County
City of Portland
Clackamas County
Metro Council
Clark County
Multnomah County

ALTERNATES PRESENT

Kelly Brooks
Tim Clark
Jef Dalin
David Nordberg (*non-voting*)
Kathryn Williams

AFFILIATION

Oregon Department of Transportation (ODOT)
City of Wood Village, Cities of Multnomah County
City of Cornelius, Cities of Washington County
Oregon Department of Environmental Quality (ODEQ)
Port of Portland

MEMBERS EXCUSED

Denny Doyle
Kris Strickler

AFFILIATION

City of Beaverton, Cities of Washington County
Washington State Department of Transportation

OTHERS PRESENT: Mark Gamba, John Williams, Mark Clark, Doug Kelsey, Eric Tressa, Jeff Gudman, Dwight Brashear, Nicole Hendrix, Gerik Kransky, Nancy Grasouer, Brenda Perry, Megan Gibbon, Barb Hartwell

STAFF: Elissa Gertler, Alison Kean, Kim Ellis, Lake McTighe, Craig Beebe, Ernest Hayes, Frankie Lewington, Tom Kloster, Christopher Spencer, Nellie Papsdorf, Tim Collins, John Mermin, Ken Lobeck

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

JPACT Chair Craig Dirksen called the meeting to order and declared a quorum at 7:33 a.m. All attendees around the table proceeded to introduce themselves.

2. CITIZEN COMMUNICATION ON JPACT ITEMS

Mr. Ron Swaren, Citizen of Portland: Mr. Swaren testified in favor of a Northern Connector in Washington County. He discussed the need of a project to reduce congestion and traffic incidences with a western arterial route with a bridge to Columbia Boulevard. He cited

improved access to industrial areas and to help reduce impacts to the I-5 Bridge crossing, improvements to freight transit, and the potential use as a high capacity corridor, benefits to access of transit routes, the Port of Portland, and economic improvements to Washington County. He referenced successful projects in other areas of the county to highlight that it was a project that should be given consideration.

3. UPDATES FROM THE CHAIR AND COMMITTEE MEMBERS

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

- Chair Dirksen discussed the DC Trip Back. He explained that there was strong support from the JPACT delegation and that the feedback was that the unified regional agenda was helpful to understand the regional scenario. He acknowledged that there continued to be some uncertainty as the funding scenario unfolded. He noted that the United States Department of Transit (USDOT) was receptive and that DOT staff were receptive on the need for federal transportation funding and policy.
- Chair Dirksen mentioned JPACT Lobby Day. He noted that JPACT was planning a lobby visit to the state legislature on April 24, 2017. He thanked those that were willing to attend and explained that copies of the agenda and informational materials would be prepared.
- Chair Dirksen shared information on Active Transportation. He explained that the brochure was shared at the coordinating committee meeting and that it listed active transportation projects across the region that had been identified by local jurisdictions as priorities. He noted that the information was developed in response to the active transportation element of the project develop work funded through the recent Regional Flexible Funds Allocation (RFFA) process. He stated that the investment scenarios in the handout described what priority projects could be built with different levels of investment in the region and would be refined from a menu of options that was share at the January 2017 JPACT finance subcommittee meeting.
- Chair Dirksen announced the MTIP Public Comment Period. He explained that the 2018-21 MTIP was a four year program of spending on projects of regional significance, and was under development and was scheduled for JPACT approval in July 2017. He added that the MTIP serves as a tool to help administer the funding of regionally significant projects, ensures consistency of spending with the regional transportation plan and federal regulations, and defines how JPACT would manage changes to projects and funding conditions. He noted that the development was intended to meet federal requirements and to ensure that the region has the ability to access and spend federal transportation funds. He added that the public comment draft would be made available for public comment from April 24, 2017 to May 23, 2017.

Member discussion included:

- Commissioner Savas noted that there was a discrepancy between the Abernethy Bridge and I-205 project, explaining that JPACT made a motion at the prior meeting to clarify that the language to widening of Abernethy Bridge and I-205 to the Stafford Road interchange. Councilor Dirksen noted that the discrepancy would be addressed before JPACT lobby day.

- Councilor Stacey mentioned that the active transportation element was communicated to highlight the need for large regional investments without a fixed dollar amount.

4. CONSENT AGENDA

Chair Dirksen stated that federal guidelines require that any proposed changes to MTIP amendments require a MPO's consideration of changes. He added that the proposal is non-controversial in regards to policy.

4.1 Consideration of the March 16, 2017 Minutes

4.2 Resolution No. 17-4785, For the Purpose of Amending the 2015-18 Metropolitan Transportation Improvement Program (MTIP) to Modify and/or Add New Projects as Part of the March 2017 Formal MTIP Amendment Involving a Total of Twelve Affect Projects for ODOT, TriMet, and Multnomah County

MOTION: Mayor Knapp moved, and Councilor Craddick seconded, to approve the consent agenda with amendments to the March 16, 2017 Minutes.

ACTION: With all in favor, the motion passed.

PLEASE NOTE: The March 16, 2017 Minutes were amended to reflect Councilor Jeanne Stewart and Ms. Nina DeConcini as members present, and Mayor Jef Dalin as alternate present.

5. ACTION ITEMS

5.1 Draft Unified Planning Work Program (UPWP) 2017-2018

Chair Dirksen introduced Mr. John Mermin, Metro staff, to lead the discussion.

Key elements of the presentation included:

- Mr. Mermin announced that at the prior JPACT meeting, JPACT was introduced the purpose and need of the UPWP and were provided copies of the draft UPWP.
- Mr. Mermin stated that there was a single change from federal partners request.
- Mr. Mermin stated that the updated UPWP was available as well as the required self-certification of JPACT as the MPO. He reminded member that this was recommended from the Transportation Policy Advisory Committee (TPAC).
- Mr. Mermin explained that they requested JPACT recommendation to Metro Council on the Draft UPWP with final action from Metro Council on May 4, 2017.
- Mr. Mermin asked JPACT members and alternates if they had any questions.

Member discussion included:

- Mayor Knapp stated his willingness to move forward to recommend adoption by Metro Council.

MOTION: Councilor Craddick moved, and Ms. Kathryn Williams seconded, to recommend adoption from Metro Council.

ACTION: With all in favor, the motion passed.

6. INFORMATION/DISCUSSION ITEMS

6.1 Recommended Additions to the National Highway Freight Network (NHFN)

Chair Dirksen called on Mr. Tim Collins, Metro, to lead the presentation.

Key elements of the presentation included:

- Mr. Collins stated that this was an informal presentation on the National Highway Freight Network and that the presentation was given to TPAC for recommendation. He explained that this requirement came from the FAST Act and was required to gain additions to the NHFN and to direct federal resources to the NHFN. He noted that this would address critical urban freight corridors.
- Mr. Collins stated that the NHFN is the interstate system and inter-modal connectors, two elements critical to urban freight corridors defined as highways and public roads that provide access to airports and marine terminals. He added that DOT asked to add critical corridors for 77 miles statewide in Oregon. He noted that this was the process to select what would be on the network and that Metro is the deciding body on selected roadway segments with consultation from ODOT. He stated that there would be a workshop on how to divide 77 miles with MPO's in the state. He noted that ODOT allocated 45% to Metro and 55% to other MPO's, giving Metro 34.7 miles. He explained that Metro consulted with ODOT, Port of Portland, City of Portland, Multnomah County, Washington County, Clackamas County, and TPAC on which road way segments to recommend to JPACT.
- Mr. Collins described the chart on TPAC recommended roadway additions for the NHFN and noted Sunset Highway and US-26. He noted that it was missing smaller pieces such as intermodal connectors. He stated that the map showed the current NHFN and the recommended additions and future critical route segments proposed for addition if more miles were allotted by ODOT.
- Mr. Collins talked on next steps noting that the 34.7 miles for additions was inadequate for the Metro region. He explained that TPAC recommended that staff prepare a letter to the OTC on behalf of JPACT on the inadequacy of the regions allotted miles. He noted that final action on the resolution was scheduled for JPACT and Metro Council in May 2017.
- Mr. Collins asked JPACT if they had any questions.

Member discussion included:

- Chair Dirksen asked if the handout on the number of miles given for 12a and 12b for additions.
- Mayor Tim Knapp explained that 12a and 12b were TPAC recommended priority items and was strongly supported. He stated that the map was radial connecting to the southwest and would lead to a more efficient use of the system and for freight users. He encouraged the request that JPACT support their importance to the regional system and firmly supported TPAC recommendation.

- Chair Dirksen mentioned that ODOT struggled and that the determination of the 77 miles was challenging.
- Councilor Shirley Craddick asked Mr. Collins why roadways were desired for the NHFN. Mr. Collins responded that the freight network was developed in 2011 and was policy based that layered main roadways for freight as a higher priority than connectors. He added that they desired to determine key roadway connectors with key projects and intermodal connectors.
- Councilor Craddick asked if segments on the system would help aid in funding. Mr. Collins responded that it could but has yet to be determined.
- Councilor Jeanne Stewart asked about jurisdictions to the south and the determination where the broader benefit was and how it was integrated into county concerns. She asked how priorities for Clark County were integrated in the MPO plan. Mr. Collins responded that the RTP would not include roadways or the freight plan but would ensure good access and that the State of Washington was going through the same process.
- Councilor Stewart asked that since Clark County shared the same MPO as the Metro region if joint planning was required. Mr. Collins responded that coordination would be done with Washington State but that it did not include the entirety of the MPO.
- Councilor Stewart asked for clarification how two separate plans could be integrated under one MPO. Ms. Elissa Gertler, Metro staff, responded that the two MPOS would coordinate on many MPO activities but that the NHFN was federally driven to allocate federal miles across a state. Chair Dirksen added that this was based on state allocations specific to both Oregon and Washington, respectively.
- Councilor Stewart remarked that she would like a reaffirmation of connectedness.
- Mayor Roy Rogers agree with Councilor Stewart and remarked on the clarity of the message between partners in the region.
- Councilor Stewart reiterated that transportation was key for an interconnected region and that plans should be consistent with each other.
- Ms. Kathryn Williams stated that she would like to see what additions from Washington State are at TPAC to coordinate freight. She highlighted segments eight, nine and ten as critical especially when considering the value of freight moving over the segments and the importance for the Port of Portland.
- Mr. Collins added that coordination was being done with the Regional Freight workgroup.

6.2 2018 RTP Update: Building the RTP Investment Strategy

Chair Dirksen stated that the 2018 RTP provided the opportunity for JPACT to work together to update the shared vision and investment strategy for building the transportation system needed for the next 25 year. He explained that the three forums held last year provided opportunity for JPACT and others to discuss the vision for the future and strategies to reach that goal. He emphasized funding as a critical solution to a spectrum of challenges and reiterated the strong commitments he heard to focus on equity, improve safety for all users, and implementing the Climate Smart strategy. He added that public comment opportunities along the way have provided valuable input on public priorities for both short and long term investments. He noted that a summary of the most recent comment opportunity was available and that the public, community and business leaders expressed priority areas of keeping the system in good repair, improving safety for all users, and implementing a mix of investments

that keep people connected and commerce moving in ways that provide a return on the investments. He added that the online polls showed strong support for more funding when shown current state and federal spending levels and that more than 65% of participants agreed that transportation funding should work to expand and maintain the system of roads, bridges, bikeways and sidewalks.

Chair Dirksen stated that Ms. Kim Ellis, Metro staff, would share where the RTP update is headed and the elements that JPADCT would be asked to make a recommendation to the Metro Council the following month. He added that JPACT's recommendation would include direction to staff on three key pieces: The vision for the future of transportation in the region; the framework and process that would be used to evaluate and refine the initial draft investment strategy that would be brought back to JPACT; and the size of the overall investment strategy staff should aim for, recognizing that there was a need to balance ambition with a realistic sense about what is funded and built over the next 25 years. He explained that with JPACT's direction, staff would begin working with partner staff to update and evaluate the RTP investment strategy through the Call for Projects process. He added that staff would work with technical committees to prepare findings and recommendations for discussion and consideration starting in 2018. He noted that the current discussion was focused on the state transportation package and advancing the three bottleneck projects, the Southwest Corridor, the Division Transit project, and some to be determined active transportation projects. He added that additional conversations to discuss more about how to build a path to future funding opportunities were an option. He then called on Ms. Ellis to lead the presentation.

Key elements of the presentation included:

- Ms. Ellis introduced herself and stated that the intent for discussion was to ask for feedback on the updated vision statement. She noted that the vision statement reflected updates from TPAC and MPAC and staff recommendations for the leadership forums.
- Ms. Ellis explained the vision for the overall strategy and work done on investing in the shared priorities. She reminded attendees that the RTP was a federally required document to be re-examined every four years to provide opportunity to recalibrate the priorities and strategies outlined. She showed a timeline of the RTP process and noted that they were mid-way through the fourth phase of building the investment strategy. She explained that key challenges were identified in the financial forecast. She stated that they were on track to complete the re-examination by 2018 to undergo the federal review process.
- Ms. Ellis discussed the technical work and engagement practices. She stated that the evaluation measures were designed to see how well investments address areas for concern. She noted that the following meeting would continue RTP updates for freight and transit strategies. She explained that the RTP was a plan for long term land use vision. She added that each area under the RTP had performance targets for active transportation, greenhouse gas emissions, maintenance, and transit. She noted work done by TriMet to develop service enhancement plans across the region and work done by ODOT on freight bottlenecks. She stated that the RTP included regional system and community priority investments with ODOT and TriMet.
- Ms. Ellis discussed updates to the funding forecast. She explained that there would be less funding as we enter fiscal constraint. She explained the two levels of investment from what is predicted to be affordable and the strategic level, which represents local goals. She noted that the plan would help to understand the financial outlook and

- identify priorities. She added that JPACT and Metro Council were working to focus on the size of the investment strategy and tools to move beyond fiscal constraint. She explained the evaluation of investments and the three pieces of the framework for evaluation; system evaluation measures, transportation equity and pilot project level evaluation for a small number of projects.
- Ms. Ellis discussed the process for building the investment strategy. She explained that there was a high level of overview with Metro Council asked to support building the strategy by issuing a call for projects to work with counties, cities and transit authorities to identify project policy updates. She noted that work with technical committees would review information and identify areas of underperformance. She added that refinement would begin in January 2018 with a public review draft available in June 2018.
 - Ms. Ellis asked JPACT for feedback on the process.

Member discussion included:

- Chair Dirksen stated that Ms. Ellis had gone through the RTP framework and process in the past. He noted that the size of the investment strategy is the focus of the discussion for the state transportation package. He added that conversations with legislators would help guide the process.
- Councilor Jack Burkman stated his appreciation for the process and the vision statement. He suggested that safety be reinforced through a statement that reiterated the desire for a safe and accessible system for all ages.
- Commissioner Savas recommended refining the vision statement to include “will” before the term “share in a prosperous and equitable economy” to clarify that this was an aspiration for the future and not where the current system is at. He also recommended the addition of “will” after investment and support in the second paragraph of the vision statement as well as adding “will be” before the term “fiscally sustainable.” He noted that the statement could benefit to highlight aspiration to make homelessness better.
- Chair Dirksen stated that Commissioner Savas’s statements help clarify that they are statements of goals rather than statements of fact.
- Mayor Knapp referenced a letter to Representative Vial advocating that a study occur for I-5 South expansion. He asked on the process of rationalizing which projects for selection would reduce congestion and where an analysis can be found. Ms. Ellis stated that work had identified where congestion issues were and that an evaluation would be done on submitted projects. She stated that a Washington County study was completed in 2012 that identified issues on I-5 south and looked out to future needs. She added that there were many existing studies that would help identify priorities but that feedback for staff would help guide priorities. She explained that if it was found that congestion would exist in the future that conversations on future congestion areas would need to be studied.
- Chair Dirksen stated that if it was decided that a corridor study was desired immediately, that it would be unlikely to be ready for the current RTP rendition. He added that improvements that are needed to be addressed were well known.
- Ms. Kelly Brooks discussed the known issues on I-5 south from

6.3 2018 RTP Update: Vision Zero and Regional Transportation Safety Action Plan Update

Chair Dirksen provided a brief update on the Vision Zero and Regional Transportation Safety Action Plan.

Key elements of the presentation included:

- Ms. McTighe introduced herself and her role in Metro. She stated that she was presenting to receive policy direction from JPACT towards Vision Zero and target safety measures. She stated that the topic would return to JPACT for a recommendation for adoption to Metro Council. She noted that it was developed with guidance from the Transportation Safety Work Group. She added that safety is a priority policy area that was identified as a top priority from multiple resources. She stated that safety was identified second to maintenance from online public surveys.
- Ms. McTighe stated that Metro would be updating the 2012 Regional Transportation Safety Plan, noting that this was the first safety action plan that identified specific targets. She noted key findings from the 2012 plan such as analysis of crash data showing arterials as a primary safety concern, as well as influence from substance intoxication, vehicle miles per hour travelled, and streets with a greater number of lanes more subjected to higher crash rates. She noted that crash data from 2015 was reviewed and noted that injuries were a prevalent problem. She linked death and injury through vehicular accidents as contributing factors to economic health and active transportation for the region. She added that vehicle crashes were the leading cause of death in the region and the state.
- Ms. McTighe stated that the information was guided by the Transportation Safety Work Group and that it was compiled of local technical experts who met five times since May 2016. She added that the Transportation Policy Advisory Committee (TPAC), the Metropolitan Technical Advisory Committee (MTAC), other work groups, and public comment guided the development. She stated that the Transportation Safety Policy Framework was available in the packet to provide a policy context of a safety action plan with Vision Zero targets. She added that assessment of the current safety plan highlighted a need for policy direction to incorporate equity and public health perspectives. She touched on the importance of using data to shape effective strategies.
- Ms. McTighe noted that Clackamas County was the first jurisdiction in the region to adopt a Vision Zero strategy. She added that the City of Portland adopted a Vision Zero target by 2025. She explained that Washington County and the City of Hillsboro had drafted safety action plans that considered Vision Zero targets as well. She highlighted that policy has led to increasing recognition that safety is a major concern for vulnerable populations. She shared that adults over the age of 85 had the largest number of fatalities of age groups. She explained that traffic related deaths were a leading public health issue and that reduction of motor vehicle related deaths had been identified by the Center for Disease Control (CDC) and that such deaths disproportionately affected low-income and minority groups.
- Ms. McTighe discussed the Vision Zero element stating that the Transportation Safety Work Group recommended a Vision Zero target for the region for 2035. She explained that Vision Zero is a goal to eliminate traffic fatalities for all users, compared to the 50% reduction goal identified in the 2012 Safety Plan, with interim target identified up to 2035. She added that the target was consistent with the Oregon Department of

Transportation (ODOT) target adopted by the Oregon Transportation Commission (OTC). She noted that Vision Zero was as much a framework as a target for achievement. She highlighted the collaboration necessary between jurisdictions and transit authorities to achieve the ambitious goal of zero fatalities. She discussed the differences between traditional safety approaches to the Vision Zero approach. She noted that efforts would also look to create a shift in thinking to a holistic view on transportation safety.

- Ms. McTighe identified the proposed annual safety targets, stating that this was a requirement for ODOT and Metropolitan Planning Organizations (MPO's). She displayed a graph that compared trend lines of safety fatalities, the average annual fatalities from observed crashes, the linear trended needed to achieve zero fatalities, and the targets identified by ODOT. She explained that the current trend was expected to continue until policy development and investments are implemented and would then drop down gradually.
- Ms. McTighe elaborated on the transportation safety performance measures, announcing that they were developed by the Transportation Safety Work Group. She stated that the performance measures would be used to measure rate of success towards reaching Vision Zero over time. She stated that the performance measures were difficult to predict due to the unexpected nature of safety outcomes. She added that the performance measures were proposed by the Equity Work Group. She discussed the need to refine performance measures and noted that the first performance measure would be included in the number of safety projects for the 2018 RTP. She stated that they used Metropolitan Transportation Improvement Program (MTIP) benefits and burden analysis to show that 60 out of 163 identified projects were safety projects and that roughly 23% of funding would be granted to safety projects.
- Ms. McTighe discussed steps to reduce crashes by limiting non-freeway vehicle miles travelled per area. She then discussed regional high-injury corridors, identified multi-lane arterials as a major safety issue as well as roadways with a high concentration of vehicular crashes. She displayed an online interactive map of roadways for JPACT members and attendees to use if they choose. She added that work was still being done to refine corridors to make it comparable to the Vision Zero plans identified by Washington County and City of Portland and to help identify investment areas.
- Ms. McTighe concluded the discussion by stating next steps of receiving JPACT policy direction and return discussions with updated data and findings. She announced that a draft plan would be available in October 2017 with MTAC and TPAC feedback, with a return to JPACT in 2018 to ask for a recommendation for Metro Council for adoption. She then asked JPACT members and alternates if they had any policy direction for the Regional Safety Update Plan.

Member discussion included:

- Chair Dirksen spoke to JPACT members' support of the RTP framework and Vision Zero.
- Councilor Stacey stated his appreciation for Mayor Bemis in his roles to compromise and present leadership towards regional goals.

ADJOURN

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

Respectfully Submitted,



Christopher Spencer
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF APRIL 20, 2017

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1.0	Handout	4/20/17	April Hotsheet	042017j-01
1.0	Handout	4/20/17	Southwest Corridor	042017j-02
3.0	Handout	4/20/17	JPACT Lobby Day	042017j-03
3.0	Handout	4/20/17	JPACT State Legislative Summary Sheet	042017j-04
5.1	Presentation	4/20/17	2017-18 Unified Planning Work Program Presentation	042017j-05
6.1	Presentation	4/20/17	TPAC Recommended Additions to the National Highway Freight Network Presentation	042017j-06
6.2	Presentation	4/20/17	2018 RTP: Building the RTP Investment Strategy Presentation	042017j-07
6.2	Handout	4/20/17	I-205 Stafford Road to OR-99E Widening Project	042017j-08
6.2	Handout	4/20/17	Active Transportation: 10-year Investment Scenarios for Connected Centers and Corridors	042017j-09
6.2	Handout	4/20/17	Investment in Public Transit Generate Jobs	042017j-10
6.2	Handout	4/20/17	2018 RTP: Priorities for our transportation future	042017j-11
6.3	Presentation	4/20/17	2018 RTP: Vision Zero and Transportation Safety Plan update	042017j-12
6.3	Handout	4/20/17	High Injury Corridors and Intersections in Greater Portland	042017j-13