



JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT)
Meeting Minutes
July 9, 2015
Metro Regional Center, Council Chamber

MEMBERS PRESENT

Shirley Craddick, *Vice Chair*
Nina DeConcini
Craig Dirksen, *Chair*
Denny Doyle
Kathryn Harrington
Tim Knapp
Neil McFarlane
Roy Rogers
Paul Savas
Kris Strickler
Rian Windsheimer

AFFILIATION

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

MEMBERS EXCUSED

AFFILIATION

ALTERNATES PRESENT

Jef Dalin
Doug Daoust
Susie Lahsene
Jeff Swanson

AFFILIATION

City of Cornelius, representing Cities of Washington County
City of Troutdale, representing Cities of Multnomah County
Port of Portland
Clark County

OTHERS PRESENT: April Bertelsen, Kelly Brooks, Savannah Crawford, Radcliffe Dacanay, Jef Dalin, Chris Deffebach, Lori DeRemer, LeeAnne Ferguson, Jeff Gudman, Jeff Hamm, Eric Hesse, Alex Howard, Katherine Kelly, Gerik Kransky, Stephan Lashbrook, Jaimie Lorenzini, Zoe Monahan, Mark Ottenad, Amanda Pietz, Ted Tosterud, Joanna Valencia

STAFF: Grace Cho, Beth Cohen, Alexandra Eldridge, Kim Ellis, Elissa Gertler, Dan Kaempff, Ted Leybold, Dana Lucero, Chris Myers, Nellie Papsdorf, Gary Shepherd, Jamie Snook, Randy Tucker, Malu Wilkinson

1. CALL TO ORDER AND DECLARATION OF A QUORUM

JPACT Chair Craig Dirksen called the meeting to order and declared a quorum at 7:32 a.m.

2. CITIZEN COMMUNICATION ON JPACT ITEMS

There were none.

3. UPDATES FROM THE CHAIR AND COMMITTEE MEMBERS

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

- Chair Dirksen noted that at the June 11 JPACT meeting he had proposed having a discussion in July about whether there was interest in moving forward to collectively define and pursue a new transportation revenue source. He explained that the item had been moved to the September 9 JPACT meeting in order to provide more time for discussion. Chair Dirksen added that moving the conversation to September also allows the committee to proceed with a better understanding of the dynamics around transportation funding at the state, regional, and local level now that the 2015 legislative session is over.
- Chair Dirksen provided an overview of elements of the Oregon Transportation Forum proposal that made progress during the state legislative session:
 - House Bill 2274, which makes modest policy changes to ConnectOregon and provides a sixth round of ConnectOregon transportation funding, was funded at \$45 million.
 - Amtrak Cascades funding was provided in the Oregon Department of Transportation (ODOT) budget at a level of \$10.4 million, sufficient to continue service for two years.
 - Senate Bill 117, a bill that would have established a task force on jurisdictional transfers, failed to pass but it is likely that the Oregon Legislature will convene a work group on the topic.
 - Two bills (House Bill 2639 and House Bill 2979) which would have provided free or reduced-fare transit passes for secondary school students also failed but advocates feel that presenting the bills at legislative hearings advanced support for the topic.
- Commissioner Paul Savas suggested that the next step in the transportation funding discussion should be developing guiding principles and agreements for moving forward.

4. CONSIDERATION OF THE JPACT MINUTES FOR JUNE 11, 2015

MOTION: Councilor Kathryn Harrington moved and Councilor Shirley Craddick seconded, to approve the June 11, 2015 minutes.

ACTION: With all in favor, the motion passed.

5. ACTION ITEMS

5.1 Powell-Division Transit and Development Project: Draft Transit Action Plan

As City of Portland Commissioner Steve Novick was unable to be at the meeting, Chair Dirksen invited Ms. Leah Treat, Director of the Portland Bureau of Transportation to the committee table to discuss the Powell-Division item. He noted that both Commissioner Novick and Ms. Treat have represented the City of Portland on the Powell-Division project. Chair Dirksen then introduced Ms. Malu Wilkinson, Project Manager, to provide an update on the project.

Key elements of the presentation included:

- At its June 26 meeting, the Transportation Policy Alternatives Committee (TPAC) unanimously recommended that JPACT support the Powell-Division draft Transit Action Plan.

- In the context of Metro’s approach to investment areas, Ms. Wilkinson noted that public investments and high-capacity transit (HCT) in particular, can catalyze private development, and explained that it is important that resources are leveraged together with the region’s private, public, and non-profit sector partners. She explained that building such partnerships early on and aligning investments to support community goals are critical to setting a strong foundation for planning and development.
- Ms. Wilkinson noted that in the region’s investment areas such as Powell-Division and the SW Corridor, staff have been using a comprehensive approach to bring together different Metro projects and investments, including the Regional Transit Options (RTO) program, Parks and Nature investments, the Enterprising Places program, and Community Planning and Development grants.
- Ms. Wilkinson then introduced Ms. Dana Lucero to give a brief overview of the project.
- Ms. Lucero explained that the fifteen miles that connect downtown Portland and downtown Gresham and make up the Powell-Division area represent a diverse, growing corridor.
- Ms. Lucero noted that since its inception, the Powell-Division project has used a very community-driven, place-based approach. For example, more than half of the 22 members of the Powell-Division Steering Committee represent communities such as educational institutions, neighborhood associations, and environmental justice organizations.
- Ms. Lucero also noted that there has been extensive community engagement on the project with a strong focus on equity engagement. Some examples of the projects community engagement strategies include: community forums and briefings, culturally-specific multilingual engagement, local business engagement, and online surveys.
- Ms. Lucero then gave an overview of how the system operates currently, noting that it is incredibly active with more than 8,000 people riding each of the corridor’s two main bus lines every day. She gave an overview of some of the corridors connections, explaining that it includes a number of large employers and local businesses as well as some of the region’s largest educational institutions.
- Ms. Lucero then introduced Ms. Alex Howard, Portland Bureau of Planning and Sustainability, to provide an overview of the Portland Action Plan. The plan, funded by a Metro Community Planning and Development grant and informed by community engagement and research, is intended to complement the Powell-Division project and provides land use and transit goals expressed by the community. It also reflects many of the broader City of Portland plans, such as the city’s Comprehensive Plan and the East Portland Action Plan. A draft of the plan was shared with the Steering Committee in June and the plan will be brought forward for broader public review later this summer.
- Ms. Howard shared some core tenets that were used to guide the development of the Portland Action Plan, including: help communities grow with and benefit from the transit investments, knowing that such investments, while beneficial in many ways, can raise concerns about rising costs and affordability, and possibly contribute to gentrification and displacement; scale actions to the varying market conditions across the corridor, recognizing that different communities have different needs; and create a near-term plan to guide the plan and provide evaluation frameworks for results.
- Ms. Katherine Kelly, City of Gresham Transportation Planning Manager, then gave an overview of the Gresham Action Plan and how transit can support new development adjacent to or near new bus rapid transit (BRT) lines. She noted that the City of Gresham also received funding from a Metro Community Planning and Development grant to develop goals for land use and investment opportunities at primary station locations in the Powell-Division corridor.

- Ms. Kelly explained that the plan's approach mirrored the tenets outlined by the City of Portland, but also added that the city had analyzed existing market conditions and development potential for station locations near three primary areas within Gresham: 182nd and Division, downtown Gresham, and Stark and 257th. The analysis evaluated the change in housing costs over time in the City of Gresham relative to other similarly sized cities. The findings showed that based on previous transit planning projects, the Powell-Division project is not likely to have a major affect on housing costs that would negatively affect existing residents or promote displacement, but also found that a range of housing along the corridor would be needed to address the communities' needs.
- Ms. Kelly noted that public engagement efforts identified the following desired changes in the city's neighborhoods and commercial areas, many focused on making safe, nice places: safer sidewalks, safer crossings, places to bike, community gathering places, more places to work, and places to wait for the bus with safe design, weather protection, and seating.
- Based on the technical analysis and public feedback, a series of action items were created to promote economic development representative of the desires and needs of the community and a draft report of the Gresham Action Plan will be presented to the Gresham City Council in the fall.
- Ms. Wilkinson recapped the presentation and gave an overview of the schedule moving forward. She explained that the project would enter into a two-year project development phase upon the Federal Transit Administration's approval. The draft Transit Action Plan will be shared with the City of Portland, the City of Gresham, and Multnomah County during the summer and go to the Metro Council in fall 2015.

Member discussion included:

Councilor Shirley Craddick, a Council Liaison for the Powell-Division project, expressed her support for the project. She emphasized the significant needs of the Powell-Division area, noting that the corridor is already a high-capacity transit (HCT) route with over 18,000-19,000 people riding transit each day. She explained that the project is a wonderful opportunity for the east side of the region and noted the positive reactions she received when speaking to the public about the project. Councilor Craddick added that she had heard some concerns about having adequate north-south transit options available for people to access the MAX line and east-west bus routes, but stated that alongside TriMet's work on the Southeast Service Enhancement Plan, staff was looking forward to addressing these issues.

Mr. Neil McFarlane, TriMet General Manager, congratulated Metro staff and all the jurisdictions involved in the Powell-Division project and expressed strong support for the resolution. He noted that TriMet was very excited to work on the project and to deliver improved services to the area's residents. He stated that he felt bus rapid transit was an important tool to fill in the gaps of the region's transit system, but acknowledged that there would be difficult decisions to make moving forward. He explained that the region would have to work together to develop a funding strategy to advance the Powell-Division project with help from the FTA's Small Starts program, and added that TriMet was looking forward to engaging further with its partners on these issues.

Mayor Tim Knapp stated the Powell-Division project was a good example of an approach that shows the advantages of being responsive to local needs and could find utility in other parts of the region. He pointed out that the north-south component of the project was similar to the need for east-west connections in the southern part of the region. Mayor Knapp added that he was pleased to support the project and hopeful that the region would be able to make the same strides in similar corridors in the future.

Mayor Knapp asked if JPACT was considering endorsing a draft resolution or a final version. Ms. Wilkinson clarified that resolutions remain drafts until they are voted on by the Metro Council, and that the resolution was also presented as a draft in case the committee had any changes.

Members discussed State Representative Shemia Fagan's work to bring funding to outer Powell Boulevard in the area between I-205 and the Gresham city boundary. Councilor Dirksen added that the legislature passed \$17 million of funding for that area, specifically for road improvements.

Mayor Doug Daoust shared his support for the project, adding that it was very noteworthy that the project connects educational centers on the east side, including the state's two largest high schools. He noted that he felt the project was a great example of regional collaboration.

Commissioner Roy Rogers asked about possible effects of future industrialization in the eastside and how they could affect the area's transit needs. Mr. McFarlane noted that access to large industrial areas such as Gresham Vista was included in the recommendations outlined in the TriMet's Service Enhancement Plans.

Commissioner Paul Savas asked about total costs for the project. Ms. Wilkinson noted that decisions the Steering Committee will make over the next several months in terms of design will have significant impacts on the cost. She also explained that projects funded by the FTA's Small Starts program cannot exceed \$250 million, so the project will need to fall under that threshold to remain eligible for funding.

Ms. Leah Treat noted that the City of Portland was incredibly supportive of the project and ready to move forward.

MOTION: Councilor Kathryn Harrington moved and Councilor Shirley Craddick seconded, to recommend the Draft Transit Action Plan.

ACTION: With all in favor, the motion passed.

5.2 Grant Awards: Work Program Updates

Resolution No. 15-4633, For the Purpose of Amending the FY 2015-16 Unified Planning Work Program (UPWP) to Add the I-84 Multimodal Integrated Corridor Management Project

Chair Dirksen introduced Mr. Ted Leybold, Metro staff, to go over the two amendments. Mr. Leybold explained that as the region's metropolitan planning organization, Metro is responsible for several functions, including the Unified Planning Work Program (UPWP) and the Metropolitan Transportation Improvement Program (MTIP). He noted that both documents are living documents that are adjusted to adapt to scope and/or funding changes.

Mr. Leybold first presented the amendment to Metro's Unified Planning Work Program, a schedule of all the planning work that occurs in the region as well as the revenues and budgets that occur within those planning grants. Mr. Leybold noted that the region was awarded a \$190,000 federal grant from the United States Department of Transportation (ODOT) to do an integrated corridor management project within the I-84 Powell-Division corridor, explaining that the grant needs to be

reflected in the UPWP and approved by JPACT and the Metro Council before the region is eligible to receive it.

Member discussion included:

Mayor Knapp asked if Metro applied for the federal grant to fund a project not already in the work program. Chair Dirksen clarified that the amendment reflected an additional funding source for a project already listed in the work program.

Councilor Craddick noted that the project was part of the East Metro Connections Plan and intended to improve traffic connections between I-84 and Highway 26.

MOTION: Mayor Tim Knapp moved and Mayor Doug Daoust seconded, to approve Resolution No. 15-4633.

ACTION: With all in favor, the motion passed.

Resolution No. 15-4637, For the Purpose of Amending the 2015-18 Metropolitan Transportation Improvement Program (MTIP) to Allocate \$250,000 of Existing Regional Freight Analysis and Project Development Funds to the Freight Demand Modeling & Data Improvement Project

Mr. Leybold gave a brief overview of the amendment to the Metropolitan Transportation Improvement Program (MTIP). He explained that the MTIP is intended to make investments that implement the Regional Transportation Plan (RTP) and schedule funding for regionally-significant projects. He explained that in the past two Regional Flexible Funds Allocation (RFFA) cycles, JPACT and the Metro Council have approved setting funds aside for freight-related activities in the region.

Mr. Leybold explained that in November 2014, the region was awarded a federal grant to improve the ability to model the movement of freight within and through the region by better understanding how different industry and commodity sectors make their travel decisions. The improved model will allow the region to better understand the current and future needs of these industries as the region grows and inform the region's planning projects moving forward. Mr. Leybold noted that the proposed amendment would supplement the federal grant by allocating \$250,000 of existing funds to do the data research and surveying that is needed to develop the regional freight model.

Member discussion included:

Ms. Susie Lahsene expressed support for the project.

Mayor Knapp noted that a recent article in The Oregonian indicated that the lack of container ships in the port causes almost 2,000 additional truck trips per day, equaling an estimate of 10,000-15,000 automobile trips. Mayor Knapp explained that such figures should encourage the region's stakeholders to look at the impacts of freight on the roadways and how best to address them.

MOTION: Mayor Denny Doyle moved and Mr. Jeff Swanson seconded, to recommend Resolution No. 15-4637.

ACTION: With all in favor, the motion passed.

6. INFORMATION/DISCUSSION ITEMS

6.1 Oregon Bicycle and Pedestrian Plan Update

Chair Dirksen introduced Ms. Savannah Crawford, Oregon Department of Transportation (ODOT) Principal Planner, and Ms. Amanda Pietz, ODOT Planning Unit Manager.

Ms. Amanda Pietz gave a brief overview of the presentation. She explained that the Oregon Bicycle and Pedestrian Plan is part of a suite of statewide policy plans currently being updated that guide movement of people and freight. She added that although the plans are developed by ODOT and adopted by the Oregon Transportation Commission, staff hoped to engage with committees across Oregon early and often in order to develop the policies and strategies that would best reflect the diversity of the state.

Key elements of the presentation included:

- Differences of this plan as compared to past plans: This version of the plan is somewhat more substantive than before and aims to cover a broad range of how ODOT approaches transportation and how it prioritizes investments in the state, as well as how ODOT is building and maintaining the system; the plan is not solely focused on infrastructure but also considers the various users and the uses of the system; and it includes new focuses on making sure that it connects with other plans (such as transit-pedestrian links) and that it is made more accountable through performance measures and other indicators.
- What has been done to date: The plan has been through an extensive public involvement process and shared with policy boards across the state. The Policy Advisory Committee includes a broad representation of stakeholders to help identify the plan's framework and vision. A Technical Advisory Committee also provides insight into the development of the plan and helps identify key issues and opportunities. ODOT has also worked over the past two years to evaluate the existing conditions of bike and pedestrian pathways. This work helped inform the overall vision of the plan and framed constituents' key areas of concern including: fatalities and serious injuries, comfort and security, network gaps, inconsistencies in data and practice, maintenance needs, and changing demographics.
- Where the plan is now: ODOT identified policies and strategies that have already been implemented that contribute to bike and pedestrian efforts. Nine different goals were identified in the plan, each with recommended policies and strategies. The nine goals are as follows: safety, accessibility and connectivity, mobility, community and economic vitality, equity, health, sustainability, strategic investment, and coordination and collaboration.
- Next steps: In the next six months, ODOT will develop investment considerations, potential funding scenarios, implementation considerations, and key initiatives, as well as define programmatic performance measures and an overall network for the plan. Staff aims to have a draft plan finished sometime in the fall and plans to go to the Oregon Transportation Commission in October to ask for approval of the second round of public review. The draft is scheduled to be up for adoption by April 2016.

Member discussion:

Mayor Knapp noted that there seems to be an assumption that bike and pedestrian transportation is primarily an urban center function and inquired about how ODOT was building a comprehensive system that would address the needs of communities outside of the urban center. Ms. Pietz noted that the plan aims to address the diversity of the state by carefully defining the plan's network and understanding the appropriateness of different facilities given their particular contexts. She added

that ODOT also recognized that the ability to provide match funding in rural areas is sometimes a challenge, and explained that ODOT staff was looking towards building creative funding mechanisms to best leverage resources collaboratively.

Mayor Knapp recognized the importance of that work and suggested keeping the broader system in mind as disjointed components are difficult for people to use effectively. He added that prioritizing system connections could potentially increase project support, interest, and investment.

Mayor Daoust noted that a great example of a successful system connection was an investment ODOT made in the Interstate 84 Sandy River Bridge. He explained that the investment added a new pedestrian and bicycle path to the renovated bridge and tied it into local trails on both sides of the river with paved pedestrian and bicycle trails.

Chair Dirksen thanked Ms. Crawford and Ms. Pietz for the presentation. He also recognized Ms. Lynn Peterson, Secretary of the Washington State Department of Transportation (WSDOT) and asked if she would like to make any comments. Ms. Peterson introduced Mr. Kris Strickler as the new WSDOT representative on JPACT and expressed her excitement concerning the passage of a \$15 million transportation package by the Washington state legislature.

6.2 Metropolitan Transportation Improvement Program (MTIP) & Regional Flexible Fund Allocation (RFFA)

Mr. Dan Kaempff, Principal Transportation Planner, provided an update on the policy development process and timeline for the 2018-21 Metropolitan Transportation Improvement Program (MTIP) and 2019-21 Regional Flexible Funds Allocation (RFFA).

Key elements of the presentation included:

- Over the last three months, the Metro Council and staff have been discussing policy considerations with a range of stakeholders as part of the policy development process. Key activities include: three public workshops involving staff, community organizations, and interested citizens; discussions with County coordinating committees; and multiple meetings with community and business organizations.
- Four policy themes emerged from these discussions:
 1. Maintain the existing RFFA policy, which emphasizes Active Transportation/Complete Streets and Freight Initiatives/Green Economy investments;
 2. Focus on projects based on Climate Smart Strategies list of short-term actions;
 3. Focus on projects which achieve Safe Routes to Schools outcomes; or
 4. Maintain the current project categories, but eliminate the 75/25 split between the Active Transportation/Complete Streets and Freight Initiatives/Green Economy categories to create the ability to fund larger-scale projects.
- Feedback from the last workshop led to the following conclusions: work with the Transportation Policy Alternatives Committee (TPAC) to revise the theme format into a version more suitable for gathering useful feedback through a public comment period and add a second public comment opportunity to give people a chance to provide feedback on the final policy recommendation.
- The proposed schedule is as follows: refine policy themes in the public comment tool with TPAC in July-August and JPACT in September, begin public comment period in mid-

September, develop the policy and share with the public throughout the following months, and present for adoption in March 2016.

- Mr. Leybold recognized some concerns staff had heard in the workshops about the policies concerning the distribution of transportation benefits and how they will be considered. He explained that there is existing policy direction that directs distribution in the following way: “Select projects from throughout the region; however, consistent with federal rules, there is no sub-allocation formula or commitment to a particular distribution of funds to any sub-area of the region.” He explained that in the past few cycles, targets based on four sub-regions set throughout the Metro area and focused around the three county coordinating committees and the City of Portland conflicted with this guideline. He noted that staff worked with the region’s federal partners and agreed to find a new policy direction tool that will guide the consideration of geographic distribution of projects. He added that the sub-regional practice also limited the region’s ability to consider new projects that cross sub-regional boundaries.
- Chair Dirksen noted that the United States Department of Transportation had made it clear that the process as it stood was likely to violate federal sub-allocation guidelines.
- Mr. Leybold encouraged JPACT to share with staff and their TPAC members their desires and interests concerning the policy as staff continue to refine the policy language, prior to packaging up the materials for public comment in September.

Member discussion included:

Commissioner Savas stated that Clackamas County submitted a letter addressed to the JPACT Chair concerning feedback from the last workshop. He explained that there was significant discussion about project type versus policy and asked when JPACT would have an opportunity to provide input on MTIP/RFFA policies.

Councilor Harrington referred to the schedule and noted that there was time scheduled for MTIP/RFFA policy theme discussion.

Members discussed the MTIP/RFFA schedule and the interest in further opportunities for policy discussion.

Mr. Rian Windsheimer noted that he would like to see more of a focus on the question of should there be an emphasis on regionally-significant projects that address regionally-significant needs in the policy themes.

Ms. Susie Lahsene asked that as a potential regional funding source is being developed and considered, the MTIP/RFFA process should also be put in that context, to make the relationship between the two clear for the public.

Mayor Denny Doyle expressed support for considering Safe Routes for Schools. He noted that there were a dozen schools in the City of Beaverton that have a Safe Routes system in place, and explained that ongoing funding was a critical part of making sure the systems are maintained and able to adapt to changes.

Mayor Tim Knapp expressed concern that there was not enough time scheduled on the work program for MTIP/RFFA discussion at the September JPACT meeting.

Commissioner Roy Rogers asked about the specifics of the federal language in regards to sub-allocations.

7. **ADJOURN**

JPACT Chair Craig Dirksen adjourned the meeting at 9:11 a.m.

Respectfully Submitted,

A handwritten signature in cursive script, appearing to read "Nellie Papsdorf".

Nellie Papsdorf
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF JULY 9, 2015

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
5.1	PowerPoint	07/09/15	Powell-Division Update	070915j-01
6.1	PowerPoint	N/A	Oregon Bicycle and Pedestrian Plan	070915j-02
6.2	PowerPoint	05/18/15	2018-21 MTIP/2019-21 RFFA Policy Update	070915j-03
N/A	Handout	N/A	Metro Hotsheet	070915j-04
N/A	Flyer	N/A	MPAC Walking Tour and Speakers Series Event	070915j-05