



Meeting minutes

Meeting: **Transportation Policy Alternatives Committee (TPAC)**

Date/time: Friday, August 25, 2017 | 9:30 a.m. to noon

Place: Metro Regional Center, Council chamber

Members Attending

Tom Kloster, Chair
Karen Buehrig
Chris Deffebach
Lynda David
Judith Gray
Nancy Kraushaar
Katherine Kelly
Don Odermott
Eric Hesse
Tyler Bullen
Glenn Koehrsen

Affiliate

Metro
Clackamas County
Washington County
SW Washington Regional Transportation Council
City of Portland
City of Wilsonville and Cities of Clackamas County
City of Gresham and Cities of Multnomah County
City of Hillsboro and Cities of Washington County
TriMet
Community Representative
Community Representative

Alternates Attending

Jessica Berry
Jon Makler
Mike Coleman

Affiliate

Multnomah County
Oregon Department of Transportation
Port of Portland

Members Excused

Joanna Valencia
Kelly Brooks
Dave Nordberg
Michael Williams
Phil Healy
Rachael Tupica
Charity Fain
Heidi Guenin
Patricia Kepler
Alfred McQuarters

Affiliate

Multnomah County
Oregon Department of Transportation
Oregon Department of Environmental Quality
Washington State Department of Transportation
Port of Portland
Federal Highway Administration
Community Representative
Community Representative
Community Representative
Community Representative

Guests Attending

Nicole Hendrix
Talena Adams
Bob Kelleff
Zoe Monahan
Kari Schlosshauer
Dwight Brashear
April Bertelsen
Bob Hillier

Affiliate

SMART/ City of Wilsonville
Oregon Department of Transportation
City of Portland, Bureau of Transportation
City of Tualatin
Safe Routes to Schools National Partnerships
SMART/City of Wilsonville
City of Portland, Bureau of Transportation
City of Portland

Metro Staff Attending

Ted Leybold, Project & Resource Dev. Manager
Tim Collins, Senior Transportation Planner

Kim Ellis, Principal Transportation Planner
Ken Lobeck, Senior Transportation Planner

1. Call to Order, Declaration of a Quorum and Introductions

Chair Kloster called the meeting to order at 9:30 a.m. and declared a quorum was present. Member and guest introductions were made.

2. Comments From the Chair and Committee Members

- **Draft RTP Constrained Revenue Forecast Report (Ken Lobeck)** Lobeck provided an update on the 2018 Regional Transportation Plan (RTP) Constrained Revenue Forecast. Metro had planned on presenting the first draft of the forecast at this time, but with the passage of HB 2017, ODOT staff and Metro are still working through implications of expected revenue forecasts assumptions, with further review and updates needed. In the memo presented, Lobeck highlighted several of the next steps being taken to fully assess the impacts of HB 2017 on the RTP Constrained Revenue Forecast.
- Evaluate if the proposed gas tax increase could impact and change any of the local revenue assumptions:
 - Send out the agency local revenue templates to determine if HB 2017 has any impact upon their local revenues
 - Request all local agencies to review their local revenues and consider if changes are needed especially to the gas tax generated revenues
 - Update the local revenue templates and determine county level totals will have any significant increases
- Convene the ODOT Long Range Funding Assumptions (planned for October 2017) to determine the needed changes and/or updates to the revenue tables
- Plan on developing and providing the revised constrained revenue forecast to TPAC during January 2018
- **HB 2017-10 Implications for MPO Activities (Tyler Frisbee)** Agenda item tabled.

Comments from Committee Members Eric Hesse reported on TriMet applying for Federal Discretionary Grant Program funding for their Bus & Bus Facilities grant program, with the grant request for the Powell Blvd. Garage expansion. Part of the RTP, this expansion of the transit program would allow for articulated bus service and future growth with facility updates. Dwight Brashear, SMART, added they also are applying for grant funds for five current bus replacements.

3. Citizen Communications on Agenda Items

There were no comments.

4. Consideration of TPAC Minutes for July 28, 2017

MOTION: To approve the minutes of July 28, 2017 as presented.

Moved: Glenn Koehrsen Seconded: Eric Hesse

ACTION: Motion passed unanimously, with one abstaining: Jessica Berry.

5. MTIP Formal Amendment 17-4830

Ken Lobeck presented information on the proposed MTIP Formal amendment 17-4830. The August 2017 Formal MTIP amendment bundle contains required changes and updates to two urgent HB2017 projects that affect ODOT, the 2018 STIP, the 2018 MTIP, and the implementation of HB2017.

Highlights of the required changes include:

- New Project Addition: I-205 Corridor Bottleneck Project
- Expanded name: I-205 Johnson Creek to Glenn Jackson Bridge Corridor Bottleneck CBOS and ATMS Project

- Description & Impact: Tied to the implementation of HB2017 with a delivery condition that triggers the gas tax increases stipulated in the HB2017. The project will implement approved strategies from the Corridor Bottleneck Operations Study (CBOS) which primarily includes construction of NB auxiliary lane segments on I-205 from Powell Blvd NB to EB I-84 also including various ramp work improvements. The project also will implement Active Transportation Management system (ATMS) improvements (Intelligent Transportation type scope elements) along NB and SB I-205 from Johnson Creek to the Glenn Jackson Bridge.
- Programming Total: \$30.7 million
- New Project Addition:I-205 Paving Project
- Description and Impact: this project is a major non-capacity scope element to the I-205 corridor Bottleneck project. ODOT decided the project should be called out separately as a stand-alone project from the CBOS and ATMS portion.
- Programming Total: \$5 million

Staff is requesting a TPAC approval recommendation of resolution 17-4830 to JPACT enabling the two new projects to be added to the new 2018-21 MTIP allowing final approval to then occur from USDOT allowing a Preliminary Engineering Notice to Proceed (NTP) to occur before the end of October 2017.

Comments from the committee:

- Jon Makler agreed with the report from Lobeck. The two new projects in this amendment are immediately needed in response to HB2017 as our regional projects to keep the state package moving forward and have requirements met with STIP and MTIP qualifications. Because the projects in HB 2017 will be closely scrutinized, it was advised that jurisdictions review carefully.
- Chris Deffebach asked for clarification on the bundling of these two projects, and if there was some sequencing planned for the rest of the project list. OTC did not act on the full bundle of projects as it had specifics to be worked out first. But to meet the timeline for these new projects, action must be made, with future significant projects forthcoming next month. In response to a question on public comment periods, OTC is working with their records office to update lists of projects for matching streamlined commentary periods.
- Nancy Kraushaar asked for a spelling correction to the name “Abernethy”, who was in important figure in Oregon’s history. This will be corrected in future communications. Kraushaar asked where the I-205 paving went, since it was taken out of this project. Lobeck explained the paving is still part of the overall CBOS project, but was taken out for a separate timing consideration as OTC did not approve it yet. In September, it is expected to be approved with funding.
- Karen Buehrig asked for clarification on the differences with public comment periods, such as MTIP, STIP, notifications, and if there was any guidance on gaining helpful comments with public comments. Jon Makler stated that project specific questions ODOT staff could respond to, but with comments related to how government spends investment funds, with MPO actions taken on the authorization of funds and how projects are prioritized, as well as the timing and length of projects in specific periods, these comments would be directed to MPO’s. Chair Kloster added that a major public outreach on the RTP will be coming in six months where comments on the mix of projects might be helpful.

Following discussion,

MOTION: To approve recommendation to JPACT of Resolution 17-4830 as summarized:

- 1. Modify draft Resolution 17-4830 to include the \$10 million for the PE phase for ODOT’s I-205: Stafford Rd to OR99E project**
- 2. Correct and update supporting documentation**
- 3. Delete the I-205 Paving project as part of the September 2017 Formal MTIP Amendment**

4. **Extend the 30 day public notification/opportunity to comment period out to 9/25/2017**
5. **Provide an approved recommendation of the modified Resolution 17-4830 to include two total projects affecting ODOT:**
 - a. **I-do5 CBOS-ATMS project (add full project)**
 - b. **I-205: Stafford Rd – OR99E (add \$10 million HB2017 funding to PE phase in 2018)**

Moved: Judith Gray

Seconded: Don Odermott

ACTION: Motion passed unanimously.

6. 2021-24 STIP Process and Comment Letter

Ted Leybold provided an overview of the 2021-2024 State Transportation Improvement Program (STIP), including the allocation of expected 2021-24 revenues to funding programs and projects, and implications for the Portland Metro region. Staff is requesting recommendation to JPACT on submitting a comment letter to the Oregon Transportation Commission (OTC) regarding the forecast and allocation of ODOT administered funds.

In efforts to prepare for the next cycle of allocating federal funding, ODOT and OTC will be discussing questions on what level of federal funding should be assumed for fiscal years 2021-2014, and how the state should allocate funds among the different transportation funding allocation program categories. Action from the OTC at its November meeting is expected that will establish the funding levels to the allocation programs for federal fiscal years 2022-2014.

In the 2018-2021 STIP, the OTC approved an assumption federal funding revenue would decrease by 10%. This assumption was based on not having a federal transportation reauthorization in place to address issues of funding dedicated to the highway trust fund not meeting current expenditure levels. This forecast has led to situations during the STIP cycle where unexpected revenues become available, but due to project delivery and timing restrictions, ODOT must then make hurried recommendations with limited stakeholder engagement as to where to place the unexpected revenues or risk losing federal funds.

The Portland metropolitan region urges the following actions be taken by the OTC:

- 1.) Request ODOT staff to develop a supplemental modest federal funding growth scenario for consideration by the OTC as part of the 2021-2024 STIP development process. This modest growth scenario could reflect the historical moderate growth trend of federal funding for transportation;
- 2.) Provide direction to ODOT staff to develop a process, supported by a policy analysis of options, for allocating any additional increment of funds represented by the modest federal growth forecast or for other unexpected, new, or surplus revenue to the different ODOT funding programs. The process should include stakeholder engagement, allowing for the ACTs, Regional Solutions Groups, and MPO's to provide input on priorities for each funding program; and
- 3.) Invite MPO leadership to engage directly with the OTC at their retreat planned for October 2017, where a number of these items will be discussed as part of the 2021-2024 STIP process. This is to allow for consideration of how ODOT administered funding allocation decisions can account for regional planning objectives and for coordination with MPO, transit and local agency funding allocation processes within metropolitan areas.

Metro staff seeks TPAC recommendation to JPACT to submit the draft comment letter presented in the meeting packet to the OTC at its September meeting.

Comments from the committee:

- Mike Coleman asked if the other Oregon MPO's were making the same requests. Leybold reported that Lane County was, but did not know if others had formally considered this. Asked if Washington State MPOs were considering similar action steps, this was not known yet.
- Karen Buehrig was concerned that the language in the draft letter to OTC was not strong enough when addressing our input representing Region 1 Act. It was felt JPACT should speak with a strong, critical voice on this issue. Buehrig asked who was represented at the OTC retreat. Jon Makler reported this was an annual retreat with the chairs of each regional ACT invited. Part of the duty of each region ACT chair is to bring forward interests in the discussion, including MPOs.
- Chris Deffebach agreed on the importance of being prepared for project funding. It was felt advantageous to have Region 1 ACT with the ability to get influence with OTC. Discussion was held on how these recommendations are brought forward to OTC. Working through ACT chairs on endorsed MPOs was considered the most favorable proposal.
- Eric Hesse commented on the process of projects to be developed with the second forecast and what makes funding available beyond certain projected revenues. Ted Leybold reported that OTC could handle program allocations with forecasts, but if more revenue became available, MPOs had no opportunity of targeting programs without process input on priorities with funding programs. Jon Makler clarified that ODOT funded 150% of the enhanced project list and had policy in place for next projects.
- Tyler Bullen asked how ODOT arrived at the 10% reduction assumption. Jon Makler explained that a set of tables were presented to OTC with different funding scenarios based on reasonable assumptions. This assumption was based on not having a federal transportation reauthorization in place to address issues of funding dedicated to the highway trust fund not meeting current expenditure levels. To Bullen's question on the downside of the two plans, Makler reported going beyond having a list of projects could provide a policy based decision for enhanced projects that MPO focus could fund that were transparent and project ready.
- Judith Gray agreed on the importance of JPACT role in this decision. Clarification was asked on this being a one policy action working from the enhanced project list. Ted Leybold reported on how OTC might expect to look at the discussion with different allocations and if forecasts for possible extra funds had been planned. Policy direction for discretionary funds would address project lists in Region 1 different ODOT funding programs.
- Katherine Kelly agreed on the Federal funding tied to MPO input for policy discussion. Also significant would be the request for funding in different categories for project delivery.

MOTION: For TPAC to recommend to JPACT consideration of the 2021-24 STIP Comment Letter that addresses federal funding scenario and program funding levels.

Moved: Eric Hess

Seconded: Katherine Kelly

Discussion: Karen Buehrig asked for an amendment to the motion that JPACT work with the Region 1 ACT on these issues. Chris Deffebach asked for a second amendment that would clarify the purpose of the letter of OTC upstream policy conversation, and include a staff report with the letter to OTC as well.

ACTION: Including amendments, motion passed with one abstention; Jon Makler.

7. 2018 RTP Call for Projects Update

Kim Ellis shared an update on the 2018 Regional Transportation Plan Call for Projects and next steps. Ellis thanked everyone for their help with project data submitted, and referred to two handouts – an infographic that summarizes the projects submitted and a timeline for evaluating and refining the draft

RTP Investment Strategy. Ellis noted that more than 1,000 projects were submitted, which were adopted through a public process, of which one-quarter of them are new to RTP in 2018 reflecting new projects from recently completed planning efforts and local transportation plans updates. In addition, of more than 1,200 projects listed in the 2014 RTP, more than 100 have been built or will be completed in 2019 for a total of more than \$3 billion invested in the greater Portland region from 2014-2019.

Ellis explained reminders are being sent to agencies to submit public involvement checklists and pilot project evaluation worksheets as soon as possible – the deadline was August 25. Ellis explained preliminary system and equity evaluation results are expected in late October/early November. The findings will be reviewed with TPAC, MTAC and RTP work groups to inform recommendations on potential refinements to the project lists in spring 2018. In January, Metro will ask the public to weigh in on the draft project lists and evaluation's key findings. In February, the Metro Council and regional policy advisory committees will begin discussion on findings, updated policies and funding information, and public input to provide direction on refinements to project priorities. In March and April, cities and counties, TriMet, ODOT and other agencies will work together to recommend additional refinements to project priorities.

Comments from the Committee:

- Nancy Kraushaar questioned the proportion on the pie chart - the cost labels for Road & Bridges and Highways appear to be reversed. Ellis noted that would be corrected. Kraushaar stated her appreciation of the Metro staff for their dedicated work on the project with partner and agencies input.
- Katherine Kelly commented on the infographic as being helpful. She asked where the 26% new projects to RTP came from. Ellis explained that it was a combination of projects that changed in scope from 2014 RTP, new projects from recently completed Transportation System Plan updates and other planning efforts, and identification of potential enhanced transit corridor projects.
- Chris Deffebach asked if the \$3.5 billion spent on projects was known. Ellis noted some larger cost projects included the Sunrise Expressway, Sellwood Bridge Replacement and MAX extension to Milwaukie. A full list and map showing the location of all of the completed investments was under development and would be shared at a future meeting.
- Judith Gray asked if whether there were two evaluations being mentioned in the TPAC work program: the system evaluation and the pilot project evaluations. Ellis reported that the pilot project evaluations would be first discussed at a joint TPAC/MTAC workshop tentatively scheduled for Oct. 30, and the system evaluations listed in the TPAC work program for November would be sharing results of the system and equity evaluations. Gray asked how the Transportation House Bill this year would impact these projects. Ellis reported that a final constrained forecast would be needed before the project refinement period, likely March/April 2018. Ellis will provide a draft project list and findings from project analysis at future TPAC meetings.
- Glenn Koehrsen commented on the \$2.6 billion in active transportation projects submitted for evaluation and public review seemed high in comparison to investments submitted for roads, bridges and highways. Ellis and Chair Kloster reported that in terms of completing regional transportation system, a range of investments across the region were identified by each city and county, as well as ODOT, TriMet, the Port and others for project submissions.
- Karen Buehrig commented on the pilot project evaluations, suggesting it would be good to see an outline of future discussions on this topic to ensure adequate time for partners to give feedback. She encouraged scheduling meetings and being ready to bring this information to TPAC. Ellis agreed and encouraged members to send their comments now to help staff form an outline of policy and technical comments and an approach for addressing them. TPAC and MTAC can then have an informed conversation and make recommendations on potential refinements.

At 11:00 a.m. Chair Kloster left the meeting. Vice Chair Ted Leybold replaced Kloster as Chair for the remainder of the meeting.

8. Regional Over-Dimensional Truck Route Study

Bob Hillier, City of Portland Bureau of Transportation, presented results from the Regional Over-Dimensional Truck Route Study. The Portland Freight Master Plan and the Regional Freight Plan both identify the need to plan for the efficient movement of over-dimensional freight vehicles within and through the metro region. The City of Portland, ODOT, Metro, Clackamas, Multnomah and Washington Counties entered into an inter-governmental agreement to prepare a Regional Over-Dimensional Truck Route Study for the three county metro region. These partner agencies formed the Project Management Team for this study which was funded through Metro's Regional Flexible Funding Program.

Key Project Elements:

- Project timeline: Initiated in Fall 2015 and completed in Spring 2017
- Stakeholder Involvement: Hauling industry representatives and local permitting agency staff provided strategic input during the project duration.
- System Inventory: Identifies 34 strategic over-dimensional truck corridors in the Metro region and the most common load type and dimensions.
- System Constraints: Identifies existing constraints and physical barriers located along each corridor (primarily bridge structure height or weight limitations)
- Solutions and Recommendations: Recommends capital project solutions for identified constraint and approximate cost range based on engineering factors.

Hillier gave examples of several of the City of Portland recommended capital improvements identified from the study; NE Columbia Boulevard UPRR Bridge Underpass, NE Columbia Boulevard George Middle School Pedestrian Bridge, and North Portland Road Columbia Slough Bridge, among them. On July 19, 2017, Portland City Council adopted the Regional Over-Dimensional Truck Route Study as a strategy for improving the movement of over-dimensional freight in the City of Portland and to include the project recommendations in the next Transportation System Plan update.

Comments from the Committee:

- Tyler Bullen asked if the two projects on Columbia Boulevard prevent them from being identified as main priority truck streets. Hillier reported that they are identified as priority truck routes and on the National Freight Route. Truck routes through North Portland are desired to be designated as inter-jurisdictional transfer status and with the study the process for making them happen in this direction is possible.
- Mike Coleman asked what alternate routes could be taken with height restrictions, if to avoid Columbia Boulevard. Hillier reported that US 30B west of I-5 already has this capacity, and with the study identifying more capital projects that address these issues, they can direct attention to them.
- Jon Makler reported that the City of Portland was undertaking a TGM project for the Columbia Mobility Corridor that parallels this study to identify high priority freight needs. All modal needs identified in the region will help MPOs create and design a full set of projects and connections.

9. Enhanced Transit Corridors

April Bertelsen from the City of Portland started the presentation on Enhanced Transit Corridors. The Portland Bureau of Transportation (PBOT) is leading a planning process in coordination with TriMet to develop the Enhanced Transit Corridors Plan. This plan will help identify where transit priority, streamlining, and access treatments could be most beneficial on the planned TriMet Frequent Service network within the City of Portland.

Characteristics of Enhanced Transit include increased capacity, reliability and transit travel speed, moderate level of capital and operational investment, flexible and context sensitive, and can be deployed relatively quickly.

Portland's ETC Plan Goals (TGM grant)

- Increase transit ridership and improve experience of current riders
- Support planned growth consistent with the 2035 Portland Comprehensive Plan
- Define and identify "Enhanced Transit Corridors"
- Establish a program with clear and objective operational performance measures and thresholds to define what success looks like
- Guide prioritization of capital and operational investments to achieve success

Utilizing the 20 Toolbox applications to evaluate and monitor project plans for reliability, transit speed and dwell time, initial evaluations on criteria and measures will help provide data with:

- Ridership: Average Existing Weekday Transit Trips
- Reliability: Delay due to traffic congestion
- Transit Speed: Where buses are slower all day
- Dwell Time: When the doors are open at bus stops
- Equity: Higher number of People of Color, Low Income, Limited English Proficiency
- Growth: Forecasted increase in population and jobs

Next steps planned for the ETC include testing with the toolbox in select corridors and identify potential actions and investments, more public outreach in fall 2017, and return to City of Portland Council with recommendations to adopt a plan and establish an Enhanced Transit Program.

Eric Hess with TriMet added to the presentation. Hess explained that defined Enhanced Transit as a new service in RTP that proposes model speed and attractiveness between BRT and regular bus service for bus-based projects. Applied methodology developed in ECT Plan to regional candidate corridors (current and planned Frequent Service Network) will help identify areas of potential need.

It was emphasized that the Enhanced Transit System was a learning process for regional concepts with tools to bring the broader system. Additional modeling assumptions findings, best lessons learned, and coordination with agency projects will provide high productivity on the frequency lines, and the most benefit with capital investments.

Next steps:

- Finalize ETC Plan and share learning with regional partners to help prioritize candidate projects for further refinement
- Identify opportunities for supporting closer looks to refine scope and cost estimates for priority candidate projects
- Define policy and process for advancing refined projects; Regional vs. Local projects (Federal funds/System Expansion Policy); Link between capital and service investments

Comments from the Committee:

- Glenn Koehrsen commented on the need to think of Portland not the entire region for transit coverage. It was agreed that getting people to transit centers was critical with urban and rural rider areas designed to transit. Hess agreed and reported that this plan addresses transit outside urbanized areas of the region.

- Chris Deffebach commented on the additional transit projects in the Seattle area, much like the discussion with Enhanced Transit Projects for Metro, and support for further discussions on allocated funds and services.

10. Adjourn

There being no further business, meeting was adjourned by Vice Chair Leybold at 12:05 p.m.

Meeting minutes respectfully submitted by,



Marie Miller
Planning and Development, Metro

Attachments to the Public Record, TPAC meeting, August 25, 2017

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	8/25/17	8/25/17 TPAC Agenda	082517T-01
2	Work Program	08/17/17	2017 TPAC Work Program	082517T-02
3	Memo	08/15/17	To: TPAC and Interested Parties From: Ken Lobeck, Funding Programs Lead Re: 2018 Regional Transportation Plan (RTP) Constrained Revenue Forecast Update	082517T-03
4	Meeting Minutes	07/28/17	07/28/17 TPAC Meeting Minutes	082517T-04
5	Resolution, Exhibit A, Memo and Attachments	08/18/17	Resolution NO. 17-4830 MTIP Formal Amendment Exhibit A to Resolution: 2018-21 MTIP Program Memo: Staff Report on August 2017 MTIP Formal Amendment plus Approval Request of Resolution 17-4830 Attachment 1: Project Location Map Attachment 2: CBOS-ATMS Staff Report, OTC Approval Letter Attachment 3: I-205 CBOS-ATMS Maps	082517T-05
6	Memo and attachment	08/25/17	To: TPAC and Interested parties From: Grace Cho, Ted Leybold, Tyler Frisbee Re: 2021-2024 STIP – Federal Funding Scenario and Program Funding Levels Attachment 1: 2021-24 STIP Comment Letter	082517T-06
7	2018 RTP Call for Projects	08/25/17	2018 Regional Transportation Plan Call for Projects Handout 2018 Regional Transportation Plan Scheduled and Timeline for Building the 2018 RTP Investment Strategy	082517T-07
8	Project Summary and Study Map	08/14/17	Regional Over-Dimensional Truck Route Study Project Summary Regional Over-Dimensional Truck Corridors Map	082517T-08
9	Enhanced Transit Corridors Plan and Map	08/25/17	Enhanced Transit Corridors Plan Toolbox Applicability Matrix Regional Proposed Enhanced Transit Corridors Variability in Operating Speeds Map	082517T-09
10	Presentation	08/25/17	August 2017 MTIP Formal Amendment & Approval Request of Resolution 17-4830	082517T-10
11	Presentation	08/25/17	Regional Over-Dimensional Truck Route Study	082517T-11
12	Presentation	08/25/17	Enhanced Transit Corridors	082517T-12