Joint Policy Advisory Committee

MOUNTAINLAND ASSOCIATION OF GOVERNMENTS
UTAH DEPARTMENT OF TRANSPORTATION
DIXIE METROPOLITAN PLANNING ORGANIZATION

WASATCH FRONT REGIONAL COUNCIL
UTAH TRANSIT AUTHORITY
CACHE METROPOLITAN PLANNING ORGANIZATION

MEETING MINUTES

Facilitated in 2024 by
Utah Department of Transportation
in person at 4501 S 2700 W, Taylorsville, UT 84129, and via Google Meet
Thursday, December 5, 2024
11:30 a.m. – 1:30 p.m.

Name	Agency	In Attendance
2024 JPAC Members		
Lee Perry	Box Elder County Commissioner	
Jeff Gilbert	Cache MPO	x
Todd Beutler	Cache MPO	x
Kathleen Alder	CMPO Chair, Mayor Providence City	x
Bob Stevenson	Davis County Commissioner	
Myron Lee	Dixie MPO	x
Gil Almquist	Dixie MPO, Washington Co Commissioner	
Bryan Thiriot	Exec. Director, Five Co Association of Gov	
Ivan Marrero	Federal Highways Administration	x
Jennifer Elsken	Federal Highways Administration	
Brigitte Mandel	Federal Highways Administration	x
Tracey MacDonald	Federal Transit Administration	
Peter Hadley	Federal Transit Administration	
Michelle Carroll	Mountainland Association of Governments	
LaNiece Davenport	Mountainland Association of Governments	x
Shawn Eliot	Mountainland Association of Governments	x
Michelle Kaufusi	MAG, Mayor, Provo	
Bill Wright	MAG, Mayor, Payson	
Amelia Powers Gardner	MAG, Utah County Commissioner	x
Brandon Gordon	MAG, Utah County Commissioner	
Julie Fullmer	MAG, Mayor, Vineyard	x
Carla Merrill	MAG, Mayor, Alpine	x
Steve Gale	Mayor, Morgan City	
Blaine Fackrell	Morgan County Commissioner	
Jeff Silvestrini	Salt Lake County, Mayor, Millcreek	x
Dirk Burton	Mayor, West Jordan	x
Dawn Ramsey	Salt Lake County, Mayor, South Jordan	x

Jenny Wilson	Salt Lake County, Mayor, SL County		
Alison Stroud	Councilmember, Sandy		x
Andy Pierucci	Councilmember, Riverton		x
Dave McCall	Tooele County, Tooele City Council		
Jared Hamner	Tooele County, Tooele County Council		
Carlos Braceras	UDOT		
Ben Huot	UDOT		x
Tiffany Pocock	UDOT		x
Andrea Olson	UDOT		x
Eileen Barron	UDOT		x
Leif Elder	UDOT		
Peter Asplund	UDOT		x
Josh Van Jura	UDOT		x
Carlton Christensen	UTA		x
Beth Holbrook	UTA		
Jeff Acerson	UTA		x
Annette Royle	UTA		
Cathie Griffiths	UTA		
Jay Fox	UTA		
Nichol Bourdeaux	UTA		
Russ Fox	UTA		x
Shule Bishop	UTA		
Michelle Larsen	UTA		x
Neiufi Longi	UTA		
Sharon Bolos	Weber County Commissioner		
Neal Berube	Weber County, Mayor, North Ogden		
Andrew Gruber	WFRC		x
Andrea Pearson	WFRC		
Ted Knowlton	WFRC		x
Jory Johner	WFRC		x
Julie Bjornstad	WFRC		x
Miranda Jones Cox	WFRC		x
Mark Shepherd	Clearfield City Mayor		x
Other Attendees			
Johnnae Nardone			
Kate Becker			
Helen Peters			
Bailey Butler			
Muriel Xochimitl			
Ryan Leavitt			
Kylar Sharp			
Nicholas Nylar			

1. **Welcome and Introductions:** Ben Huot, Deputy Director of Planning and Investment with UDOT provided welcome introductions.

2. **Approval of August 29, 2024 Meeting Minutes:**

   Mark Shepard moved to approve the August 29, 2024 meeting minutes. Dirk Burton second the motion. The August 29, 2024 meeting minutes were approved.

3. **State topics:**

   Ben Huot – Provided update regarding the Governor's new budget.

   Andrew Gruber – Stated, his support of the Governors proposed new budget for transportation, and emphasized on the remarkable level of investment that's going into multimodal transportation.

   Continuation of Aspirational Transportation Discussion:

   Ben Huot introduced the topic as a continuation of the discussion from the August 29, 2024 JPAC meeting.

   Andrew shared, when considering what we should be doing for the future of Utah's transportation system that it's not just about transportation but mobility, air quality and economic opportunities and overall the quality of life.

   Additionally, Andrew shared a document of how regional transportation concepts are considered. (A copy of the document is attached to the end of the meeting minutes.)

   Ben Huot – Stated, that the full scope of a project or corridor isn't always clear to the public given the way segments are shown in our plans.

   Andy Pierucci – Stated, he appreciates the process of collaboration and the merging of aspirations and technicalities but would also like the political decision process to be taken into consideration.

   Andrew Gruber – Stated, there should be a balancing of concept being raised and then an actual analysis and vetting about whether the concept is going to best serve the community.

   Julie Fullmer – Stated her support. She stated it helps to narrow in on our scope and so that we can update and start creating the best outlook for the future.

   Jeff Acerson – Stated, that we should keep the options open to the decisions we make today and not preclude the opportunities of this visionary site.

   Andrew Gruber – Stated, an example of eliminating all at grade crossings for the entire length of frontrunner would be challenging and really expensive. However, the idea may not be in the official transportation plan which has limits based on feasibility and costs, etc. but it should be identified as something that if feasible it would be wonderful to accomplish it.

   Ben Huot – Stated, it may not always need to be a specific project but like the example Andrew gave a principal like minimizing, limiting, eliminating at grade rail crossings within our system.

   Andrew Gruber – Stated, that it's not away about a specific project. We should open to considering other approaches of goals and needs that we are trying to accomplish.

Jeff Acerson – Stated, as we look at things, lets look at it from a local and regional perspective and always balance that because what one does in one City is going to affect you and the adjacent City. So that planning goes forward in such a way that it's in sync.

Andrew Gruber – Stated, Transportation is unified and working and thinking together aspirationally about the future and balancing that together for the future of Utah.

Carla Merrill – Stated, there seems to be a disparity between which data sets Cities, NPO, UDOT and UTA are working off of and how we can become more in line so that everyone is seeing the same data.

Jeff Acerson – Sated, that ultimately based on zoning and density, plans could change but there should be a perspective of what that will potentially look like and what it impacts.

Julie Fullmer – Stated, that the additional ability to have these studies before us for things that aren't necessarily in our plans, but have been reviewed will allow us to compare data sets to make sure it's streamlined.

Dawn Ramsey – Stated, it would be helpful exploring options to receiving the same data sets so that all Cities are up to speed.

LaNiece Davenport – Stated, that an important action that MPO's can take is communicate the data and process that is being used and work to build more trust around what that process looks like.

Andy Pierucci – Stated, that the policy political process will become more aligned with the technical process if there's more understanding and communication earlier in the process.

Ted Knowlton – Stated, that when we get stuff from local government reaction to our growth forecast, we learn from what we don't understand and we get better.

Andrew Gruber – Stated, there's no wrong door of engagement.

Dawn Ramsey – Stated, as we prepare for the Olympics, there's a lot of aspirational ideas, the entire State being involved and it can't take the place of the process and prioritization.

4. **Federal Topics:**

   Transportation Reauthorization:

   Ben Huot – Stated, this topic is related to Federal funding. The Infrastructure Investment and Jobs Act goes through September 2026 and now is the time to start having the conversations about the next one looks like.

   Ben shared Utah's' 2021 federal transportation reauthorization principals.

   Ryan Leavitt – Provided information regarding the reauthorization process.

   Andrew Gruber – Stated, that Utah is well represented with the National organizations and we have the ability to influence the national discussion not just via our members of Congress but also through our national associations.

Andy Pierucci – Stated, we should allow for more flexibility when federal funding comes for transit projects to not be so limited in scope of where the funding can go because it would benefit everyone.

Technical difficulties prevented some additional conversation to be recorded.

Ivan Marrero – Stated, one thing Federal Highway does every end of fiscal year, is gather all the funds that are in danger of lapsing and redistribute it to State DOT's, and over the years the number has grown immensely. He also mentioned that some time in January the States will know how much money will be becoming available.

Andrew Gruber – Stated, things to look at as we look ahead to reauthorization are: Ozone, to varying degrees that the EPA standards for ozone concentrations are challenging for us to meet in Utah.

Jeff Silvestrini – Stated, there have been some appeals to the EPA with respect to other things we have done as a State to reduce emissions and things that were done to address PM 2.5.

Andrew Gruber – Stated, a lot of federal transportation funding, particularly formula funding, is based on population data and that population data is based on outdated information.

5. **Other Business:**

   Frontrunner Report:

   Josh Van Jura – Provided a presentation and information regarding the current FrontRunner 2x project.

   Grid Study:

   LaNiece Davenport – Provided a presentation regarding the statewide MPOs regional Roadway Grid Study.

   Shawn Eliot – Provided further information regarding the grid study and system.

   Carlton Christensen – Stated, as we try to implement the local service, the lack of good arterial roads which are actually ideal for transit has been a real challenge. Especially, in some of the high growth communities so having a better grid system helps.

   Ben Huot – Shared that at the upcoming December 13th Transportation Commission Meeting, Andrea Olson will go over some updates on amendments that have happened to various plans and get those properly incorporated into the prioritization rank list.

   LaNiece Davenport – Provided March 13, 2025 as a tentative date for the next JPAC meeting.

6. **Adjourn:** Carlton Christensen moved to adjourn. Everyone was in favor.

Transcribed by Marlene Galindo
Executive Assistant to Ben Huot
Utah Department of Transportation

This document is not intended to serve as a full transcript as additional discussion may have taken place; please refer to the meeting materials located on the WFRC website for entire content.

This document along with the digital recording constitute the official minutes of this meeting.

Exploring Regional Transportation Concepts

Establish/clarify shared goals
Focus: What are we trying to achieve with the multimodal transportation system?

- Align [common goals](#) across agencies.
- Utilize/update [UVision](#) framework, [Guiding Our Growth](#), [Wasatch Choice Vision](#)

Explore transportation concepts
Focus: Enhance consideration of exploratory concepts in the development of Utah's transportation plans

- *Established transportation planning process*: The established transportation planning process starts with developing a "preferred scenario" that functions as a "vision" for the future transportation system, which considers multiple transportation ideas, scenarios, criteria, and projected future land uses. The regionally significant transportation projects in that scenario are then phased (by time) based on when they are needed. Fiscal constraints are then applied based on reasonably anticipated future revenues. This results in the official long-range transportation plan(s), which strike a balance between being aspirational and pragmatic. This process is the basis for [Utah's Unified Transportation Plan](#), the [Wasatch Choice Vision](#), and other regional visions and plans.
- *Enhancements to the transportation planning process and materials*
    - Explore **aspirational** concepts for multimodal transportation choices for state and local roads, transit, and active transportation – projects and strategies – balanced with **pragmatic** consideration of context and costs.
    - Concepts would be identified through the established transportation planning process and through stakeholder input. The parameters for identifying concepts would be flexible and qualitative.
    - There would be a clear separation between *exploratory concepts* and the *official needs-based and fiscally constrained plans* (Unified / long-range / Regional Transportation Plans). The *products* are distinct, but with an integrated *process*.
    - Exploratory concepts that are not included in the official plans would be *identified* and *displayed* but not necessarily *endorsed* by the transportation agencies. Those concepts can be reconsidered for inclusion in the plans as circumstances change or further study is conducted.

Define shared terms/vocabulary
Focus: Ensure that all agencies are using terminology with shared understanding
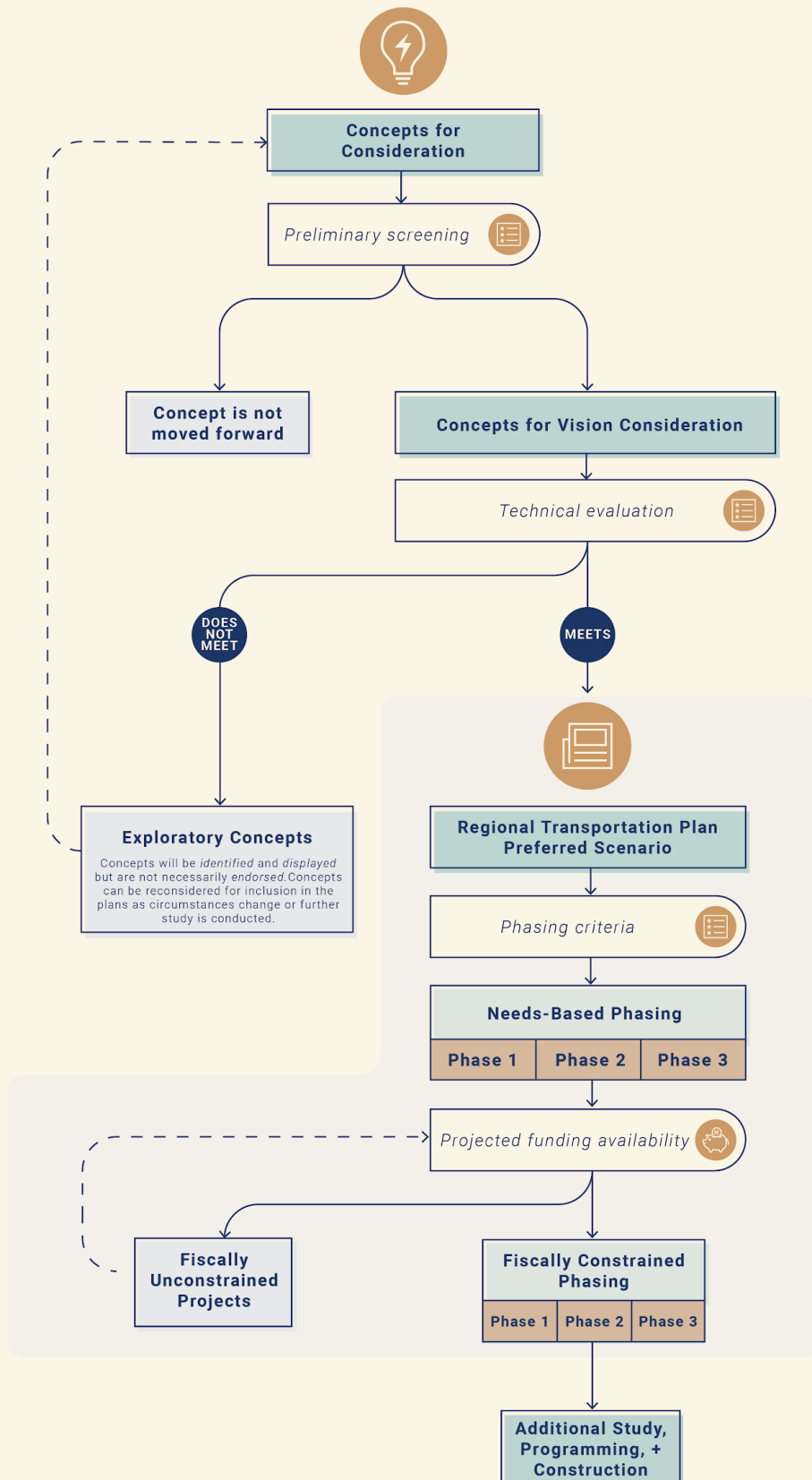
- Utilize Utah's Unified Transportation Plan working group to define shared vocabulary.
- Examples: exploratory, aspirational, vision, needs-based plan / phasing, funded (assumed funding), prioritized/prioritization, fiscally (un)constrained, goals, outcomes, and/or targets.

Engage external stakeholders
Focus: Ensure stakeholder perspectives are appropriately considered, and achieve common buy-in

- Engage stakeholders in considering transportation concepts.
- Utilize the Joint Policy Advisory Committee (JPAC) and Unified Plan Policy and Coordination Committee for guidance and input.

EXPLORING REGIONAL TRANSPORTATION CONCEPTS

Concepts for Consideration

Preliminary screening

Concept is not moved forward

Concepts for Vision Consideration

Technical evaluation

DOES NOT MEET

MEETS

Exploratory Concepts

Concepts will be *identified* and *displayed* but are not necessarily *endorsed.* Concepts can be reconsidered for inclusion in the plans as circumstances change or further study is conducted.

Regional Transportation Plan Preferred Scenario

Phasing criteria

Needs-Based Phasing

Phase 1	Phase 2	Phase 3

Projected funding availability

Fiscally Unconstrained Projects

Fiscally Constrained Phasing

Phase 1	Phase 2	Phase 3

Additional Study, Programming, + Construction

Step 1: Concepts for consideration are collected and preliminarily screened

Concepts can come from any source, including:
- existing plans
- transportation agencies (agencies should explore concepts themselves)
- in-progress studies that are exploring concepts
- local communities
- key stakeholders
- general public input

Concepts would be preliminarily screened, using flexible and qualitative considerations. If a concept satisfies the preliminary screening, it will be included in the exploratory list (and potentially the Unified Plan/RTP preferred scenario, if it satisfies the technical evaluation in step 2).
- Does the concept advance shared goals, e.g., community/economic development, opening new markets, centers vitality, network connectivity?
- Does the concept have meaningful community support?
- Does the concept have meaningful planning / analysis of the concept?
- Does the concept have reasonable technical viability? The criteria could be more flexible, such as lower minimum threshold for projected transit ridership, increased development intensity assumptions in centers, or flexibility on population projections.
- Does the project have significant harmful community or environmental impact?
- Does the concept have meaningful benefits to the system, relative to the potential costs?

Inclusion of an exploratory concept would not constitute an official endorsement by the transportation agencies. An exploratory concept would move forward for technical evaluation.

Step 2: Concepts/projects are evaluated for inclusion in the Unified Plan/RTP Preferred Scenario

All concepts/projects that satisfy the preliminary screening would move on to be considered for inclusion in the official Utah Unified Transportation Plan and long-range Regional Transportation Plan(s).

If a concept/project/strategy DOES satisfy evaluation criteria to be included in the Unified Plan/RTP, it is included in the Preferred Scenario (aka "Vision"), and moves through the remainder of the transportation planning process.

If a concept/project/strategy DOES NOT satisfy criteria to be included in the Unified Plan/RTP, then it stays as an "exploratory concept."
- Exploratory concepts are depicted on maps/lists. These could be layered "on top" of Unified Plan/RTPs/Wasatch Choice Vision.
- Projects that stay as exploratory concepts can be reconsidered for inclusion in Unified Plan/RTP if there are significant changes in circumstances that would impact likely evaluation (e.g., notable anticipated land use changes, system needs/benefits, additional funding sources, community consensus, technological advancements) or further study is conducted.
- Exploratory concepts are not tied specifically to a date or time frame, but roughly fit within the Unified Plan time horizon (30 years).

Even if a concept is considered and not included in the exploratory list or in the Unified Plan/RTP, other potential solutions to address identified needs may be considered and included. Improvements can also

be considered in stages, where certain project elements are in the Unified Plan/RTP and other elements are exploratory concepts.

Step 3: Projects/concepts in the Preferred Scenario move int o needs-based phasing
Projects in the preferred scenario are phased based on phasing criteria.

Step 4: Fiscally constrained phasing
Phasing is updated to reflect anticipated availability of funding. The fiscally constrained plan is based on the reasonably anticipated available revenues. Additional projects may be needed beyond what fiscal constraints would support ("fiscally unconstrai ned projects").

Step 5: Prioritization, programming, and construction
Projects are prioritized, programmed (depending on the availability of funding), and constructed.