

MEETING REPORT

DATE OF MEETING: September 9, 1999

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Chair Jon Kvistad, Ed Washington and David Bragdon, Metro Council; Jim Kight, Cities of Multnomah County; Rob Drake, Cities of Washington County; Charlie Hales, City of Portland; Karl Rohde, Cities of Clackamas County; Dave Lohman (alternate), Port of Portland; Bill Kennemer, Clackamas County; Mary Legry (alternate), WSDOT; Royce Pollard, City of Vancouver; Andy Ginsburg (alternate), DEQ; Sharron Kelley, Multnomah County; Kay Van Sickel, ODOT; and Fred Hansen, Tri-Met

Guests: Steve Clark, Traffic Relief Options (TRO) Task Force Vice-Chair; Mark Gorman, Intel (TRO T.F.); Betty Atteberry, Westside Economic Alliance (TRO T.F.); Mike Burton, Metro Executive Officer; Rod Monroe, Metro Presiding Officer; Tony Mendoza, Tri-Met; Ted Spence, Citizen; Ron Papsdorf, City of Gresham; Susie Lahsene, Port of Portland; Karen Schilling and Beckie Lee, Multnomah County; G.B. Arrington, Tri-Met; Dave Williams, ODOT; Bob Hart, Southwest Washington RTC; Dan Kaempff, Tualatin TMA; Gary Katsion, Kittelson & Associates, Inc.; Mark Lear, Marc Zolton, Elsa Coleman and Steve Dotterrer, City of Portland; Kathy Lehtola, Washington County; Chris Hagerbaumer, Oregon Environmental Council; Scott Rice, Cornelius City Council; Rod Sandoz and John Rist, Clackamas County; Kathy Lehtola, Washington County; and Jack Kloster, Kloster & Associates, Inc.

Staff: Andy Cotugno, Mike Hoglund, Bridget Wieghart, Marci LaBerge, Bill Barber, Lois Kaplan, and Rooney Barker, Recording Secretary

Media: Gretchen Fehrenbacher, Daily Journal of Commerce

SUMMARY:

The meeting was called to order and a quorum declared by Chair Jon Kvistad.

Chair Kvistad commented on the background and motivation leading to the memo he had sent to the Bi-State Committee relating to the committee's role and the issues to be addressed. He felt it was an exciting agenda, a challenge to scope out the questions for consideration, and that it was only his intent to move its agenda forward. His comments centered on the fact that it was not intended as a front page article and that the problems noted were not previously put on the front burner because of the lack of funding. He cited a crisis in the I-5 corridor and felt that cost responsibility of roads, congestion, and coordination of transit, bridge and funding issues need to be discussed.

Mayor Pollard of Vancouver cited the need of doing a better job of addressing bi-state issues and was supportive of bi-state cooperation at the local, state and federal level. He indicated support of projects previously agreed to and supported by bi-state leaders but felt it was a disservice to the region when new ideas are directed to one segment of the region without discussion. He felt it detracted from the vision of the region which is to achieve bi-state consensus. He noted that the proposal for a toll fee across the bi-state bridge for Washington residents came as a surprise, without warning, and became an embarrassment to him and other officials of Clark County. He thanked those members of the region who sent him calls of support, namely Mike Burton, Rod Monroe and Serena Cruz, but was disappointed that others had not joined them.

Mayor Pollard indicated that the Clark County Bi-State Committee members remain committed to bi-state relations because they believe it is in the best interest of the citizens of the Metro region and wish to build on past successes.

ANNOUNCEMENT

Andy Cotugno announced that this was Lois Kaplan's last JPACT meeting, having served as recording secretary for the committee for over 19 years. A flyer was distributed commemorating her retirement.

MEETING REPORT

Commissioner Kelly moved, seconded by Councilor Kight, to approve the July 8, 1999 JPACT Meeting Report as submitted. The motion PASSED unanimously.

RESOLUTION NO. 99-2830 - ADOPTING THE 2000-03 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM

This resolution would adopt the updated Metropolitan Transportation Improvement Program (MTIP) that allocates all highway and transit funds to projects in FY 1999 through 2003. It

JPACT

September 9, 1999

Page 3

includes Surface Transportation Program (STP), Transportation Enhancement (TE) and Congestion Mitigation/Air Quality (CMAQ) funds, ODOT programming, and all federal funding sources as well as federal transit funds for Tri-Met. This resolution assigns the funds and the year in which they will be spent. Andy indicated that there would be slippage of about 10 percent of projects over time and that the MTIP will be adjusted as necessary. MTIP funding, however, is contingent upon conformity with federal air quality requirements. The Air Quality Conformity Determination will be up for consideration at the October 14 JPACT meeting.

Andy Cotugno reminded the committee that the FY 2000 MTIP Modernization Program priorities approved by JPACT on May 27, 1999, allocating \$75.8 million of federal funds through TEA-21, is reflected in this Transportation Improvement Program.

Fred Hansen commented on the line item approved for Transit Choices for Livability in the amount of \$5.72 million and the changes already made on McLoughlin. He noted that most day and night service improvements have already been made along with the provision of more bus shelters and concrete pads. He also noted the installation of kiosks that display maps. Commissioner Kennemer thanked Tri-Met for implementing those changes in Clackamas County in such a quick manner. Fred wanted the committee to recognize that some of the dollars had already been put to work.

Commissioner Kennemer also acknowledged that it was likely the Clackamas County Commission would be approving the administrative transfer of the \$2 million from Clackamas County to Tri-Met to meet their past commitment for the South/North Project.

Action Taken: Commissioner Kelley moved, seconded by Mayor Drake, to recommend approval of Resolution No. 99-2830, adopting the FY 2000-03 Metropolitan Transportation Improvement Program. The motion PASSED unanimously.

RESOLUTION NO. 99-2831 - AMENDING THE MEMBERSHIP OF THE TPAC TRANSPORTATION DEMAND MANAGEMENT SUBCOMMITTEE

Since the TDM Subcommittee's initial establishment in 1992, changes have taken place that necessitate updating the committee's membership through formal amendment and resolution. Andy Cotugno commented that the subcommittee is a hard working group and that the resolution institutionalizes changes that reflect how the committee actually functions. The resolution would remove the DLCD representative from the committee and add representatives from the Port of Portland, Wilsonville/SMART, and a Transportation Management Association (TMA) who have already been active participants. The TMA representative would be appointed by a peer group of TMA directors.

Action Taken: Mayor Drake moved, seconded by Commissioner Kenemer, to recommend approval of Resolution No. 99-2831, amending the membership of the TPAC Transportation Demand Management Subcommittee. The motion PASSED unanimously.

ODOT \$600 MILLION BOND PROGRAM

Andy Cotugno explained that the criteria and process were developed to evaluate projects for inclusion in ODOT's \$600 million Bond Program as authorized by the 1999 Legislature through HB 2082. Jurisdictional comments were requested on the criteria that was submitted to the Oregon Transportation Commission (OTC) and adopted by that body on September 2, 1999. The OTC will submit its list to the legislative Emergency Board (E-Board) by February 2000.

It is ODOT's intent to use the list originally submitted to the Legislature to enlist public comment. That list of projects is an oversubscribed list that amounts to \$750 million. Any final list will have to fit within a \$600 million budget for the bond program. Of that amount, \$540 million is for actual construction, with \$60 million reserved for right-of-way acquisition. JPACT direction is being sought on whether a supplemental list of projects should be proposed and whether a final project list should also include developmental projects in addition to construction. Andy noted that the Tualatin Expressway and Newberg right-of-way projects are the only development projects included at this time. Should those projects be limited to construction only or should other projects be considered as well? Of the \$540 million in question for construction, the region's share would amount to around \$190 million.

Henry Hewitt, Chair of the OTC, commented on the success of Washington County's MSTIP program and its approach to funding. He cited the need for a connection between the needs and the gap in transportation funding and what constitutes the gap. He noted that the group of projects discussed over the past six years came about through the regional planning processes but acknowledged there are other community needs that would not be constrained by that list. He welcomed thoughtful consideration of other projects.

Dave Williams of ODOT noted that the projects listed for Region 1 are projects that have evolved over a long time and are included in the financially-constrained *Regional Transportation Plan*. In addition, the projects in question have all been modeled for air quality, including the highway projects associated with Westside light rail. He pointed out that ODOT's highest priority has been completion of those projects that complement the Westside light rail project. He also noted the resolution passed by JPACT in the spring of 1999 acknowledging the Columbia/Killingsworth project as a JPACT priority.

Andy Cotugno spoke of the JPACT/ODOT public hearings scheduled in late October and early November to enlist public comment. Chair Kvistad emphasized the uncertainty in funding for this program given the potential referendum.

Mayor Drake expressed Washington County's support of the draft criteria and the suggestions noted in the August 30 letter and attachment (draft project list) submitted to Henry Hewitt. He agreed with Mr. Hewitt that Washington County's MSTIP process and projects have been very effective and was appreciative of the kind comments on their behalf.

Commissioner Kennemer raised the question of whether the project cost numbers were current. Dave Williams indicated a need for updating those numbers which were used in a preliminary process. Of the \$600 million identified, \$400 million were previously developed. Some projects have had little development work. Commissioner Kennemer cited the need to update the numbers and noted that he believes the Legislature is now allocating projects rather than dollars. Dave Williams pointed out that Region 1 allocations in the past have traditionally been 80 percent to the Metro area and 20 percent outside. These projects are based on longstanding commitments, not on a geographical formula.

Commissioner Hales was supportive of submitting a realistic list of projects based on the schedule and set of criteria proposed. He questioned whether the funds would be made available and spoke of the standoff between Triple A and the truckers. He noted that the City of Portland would come forward with a list of recommendations on other state facility improvements within the City of Portland.

Commissioner Kennemer expressed the importance of a comprehensive vision of what the region needs to accomplish and to maintain a pragmatic focus but concurred that it should be realistic. He didn't want to create any illusion about expectations.

Fred Hansen felt that, if there was interest, there should be a process that would enable adding extra dollars to do work on Highway 26 or the I-84 connector to 242nd Avenue. The question was whether they want to take something out for public discussion that was bigger than \$271 million. Councilor Rohde had difficulty in going to the public with a list of projects totaling \$271 million if he felt that list needed to be pared down. He felt it would be a disservice to the public, wanted the list to be realistic, and saw no benefit in going out with a larger list of projects.

Dave Williams indicated that past actions have shown that if the list is constrained you invite negative comments by not providing choices. Commissioner Hales cited the need to get to a fundable, buildable list. He spoke of the \$75 million process, how well the process worked, and the need to get to that level of clarity and credibility. He favored combining the RTP public involvement process with that of ODOT's Bonding Program.

Henry Hewitt noted that ODOT encourages discussions through the STIP process, noting the needed balance between the list and what you hope to achieve. He spoke of the hard choices within the region and the opportunity for debate. He emphasized that this is not an absolute list with regard to statewide needs.

JPACT

September 9, 1999

Page 6

Dave Lohman cited the need for some consistency for a list of projects that are affordable. He also noted JPACT's past support, through resolution, of the Columbia/Killingsworth priority project.

Henry Hewitt commented on the public process for discussion of the project list. He noted the high priority placed on preservation and maintenance and the fact that modernization funding has declined to a small amount. He felt the process shouldn't be limited to the six-year Bonding Program and cited the need to look at the whole transportation picture. He felt the regional preservation priorities and the regular STIP process should be discussed as well.

Fred Hansen felt the opportunity to educate the public during this process should not be overlooked. Discussions should take place on mobility needs, transit, bike/pedestrian improvements, and roads -- all part of the transportation system. While the objective is to gain public input at the public hearings, there is need to educate the public better about the transportation needs of the region. He offered public involvement staff from Tri-Met to participate in the process.

Kay Van Sickel and Commissioner Kelley were supportive of Fred Hansen's proposal and the need to educate the general public on the region's comprehensive transportation needs and the kinds of projects to be funded. Councilor Washington was supportive of going beyond the public hearings in that education process.

Andy Cotugno noted that the *Regional Transportation Plan* (RTP) will be up for adoption in the latter part of October. The RTP is all encompassing while ODOT's Bonding Program is very focused and limited to a dozen or so projects. He asked for direction from JPACT on whether they wanted the two incorporated for public process. The suggestion of getting public involvement people from the various jurisdictions to participate in the hearings met with support from committee members. Henry Hewitt was also supportive of an integrated ODOT/Metro public process in holding hearings for the purpose of discussing comprehensive transportation needs.

Metro Presiding Officer Monroe cited the need to discuss politics during the hearing process that would occur in Phase 1 of the campaign. He commented that referral of this matter to the voters, and its possible failure at the polls, would set the region back six or more years before another package is introduced. Rod also spoke of the relationship of transportation to the economic viability of the region. He cited the possible decline of the economy if met with the inability to get places and emphasized the need to communicate how critical those transportation needs are during the hearings process.

Committee members agreed to proceed with an enhanced list of projects but with a cap. JPACT members will be polled for their response in readiness for its October 14 meeting. In addition, there was agreement that the public hearings (Metro/ODOT's) be coordinated with use of public involvement staff from the different jurisdictions. Final decision-making will take place in

October. Fred Hansen noted that, with the issue of developmental projects, a very comprehensive and detailed process should be used to determine what projects will fit. He didn't want to propose anything that would harm the historic process. Andy Cotugno noted that staff will identify how the projects meet the criteria.

Henry Hewitt commented on the importance of the cities and counties deciding how they will spend their 50 percent of the Bonding Program package (5 cents).

TRAFFIC RELIEF OPTIONS FINDINGS, RECOMMENDATIONS AND NEXT STEPS

Steve Clark, Traffic Relief Options (TRO) Vice-Chair, provided an overview of the TRO Task Force recommendations, reporting that the task force concluded its three-year effort in June of this year. It represented a joint Metro/ODOT effort which did not result in a pilot project but a request that the findings be incorporated into the *Regional Transportation Plan*.

The task force was charged to evaluate on a policy basis whether congestion or peak-period pricing could serve as a means of improving congestion and whether one could be implemented as a pilot project. Steve noted that it has proven to be a publicly-sensitive issue.

The Traffic Relief Options Study involved a \$1.2 million effort that included analysis, technical information and public outreach. Forty potential locations were initially studied and that list was narrowed to eight. The criteria addressed transportation considerations, equity of tolling, public acceptance, environmental and public impacts and land use considerations. Steve spoke of transportation and livability being a balancing act and that they can be achieved incrementally. By adding capacity and applying tolling, gains can be made.

Mike Hognlund, Transportation Planning Manager at Metro, followed with a slide presentation, highlighting the process and options considered. He noted that the 1991 Congress authorized the pilot program through ISTEA. Mike's presentation included project background, peak period pricing through electronic toll collection, the study process, the evaluation criteria, the public acceptance issue, implementation, and the eight options studied, which included: I-5S Reversible; I-5S Whole; I-5N Corridor; I-84 Whole; US 26 Partial; Highway 217 Partial; McLoughlin Partial; and Highway 43 Spot. Mike pointed out that the concepts were applied for study purposes but could be mixed and matched in any corridor, as appropriate.

Jack Kloster, former mayor of King City and an attendee at the meeting, asked whether the concept of getting truckers a tax rebate if they would consider driving at night was considered. Mike noted that with electronic tolling, various funding structures could be established and that specific user groups could be singled out and given price breaks or rebates.

Steve Clark noted that the TRO Task Force initially wanted to recommend a pilot project but didn't take that action. He cited the need to choose the right option for the right reasons. They

JPACT

September 9, 1999

Page 8

therefore recommended that peak period pricing be considered when major new capacity is added and that one specific project be identified in the next two years where peak period pricing could be applied.

Further discussion dealt with the need to remain active with the Federal Government and the fact that there is limited time, energy, focus and money to work with. Steve felt that, if congestion worsens and growth continues, the public might be more responsive to the pricing concept. It was evident that the public does not believe that existing lanes should be tolled.

Steve identified two major controversies that evolved from the analysis: 1) that it was cheaper and easier to provide tolling on existing lanes but it wouldn't gain public acceptance; and 2) that it is more acceptable to add capacity to relieve congestion but you might increase emissions in the process.

Steve spoke of the committee's frustration is not having a specific recommendation for a pilot project.

Andy Cotugno asked for JPACT direction for the next step in this process. Staff's proposal is to make this issue a distinct item in the *Regional Transportation Plan*. He spoke of performance and revenue implications on Highway 217, the Sunrise Corridor, and the I-5 Trade Corridor and questioned whether any lanes should be priced. If the task force recommendations are adopted, consideration of pricing will be triggered in a corridor study.

Chair Kvistad thanked Steve Clark and the members of the Traffic Relief Options Task Force for their efforts in this three-year study and presentation. Dave Williams of ODOT noted that the Oregon Transportation Commission has also participated in this study and has continued interest in this as a future concept. The notion of the HOT lane may be a way of providing reliability on the transportation system when the total problem can't be solved. Dave spoke of the treatment of roads as a freeway system and their treatment to something that is less. He felt the OTC will continue to share interest and participate in moving the idea forward.

Andy Ginsburg, the newest alternate on JPACT, representing DEQ, commented that he was one of the original members on the TRO technical committee. He congratulated Bridget Wieghart and the task force on its recommendations and felt they made sense. He asked whether there was a plan to incorporate this through the RTP and the \$600 million Bond Program that would further consider this concept.

A copy of *Building a Case for HOT Lanes -- A New Approach to Reducing Urban Highway Congestion*, authored by Robert W. Poole, Jr. and C. Kenneth Orski, was distributed at the meeting.

Members attending from the Traffic Relief Options Task Force, Steve Clark, Mark Gorman, Betty Atteberry and Henry Hewitt, were presented letters of appreciation and plaques of commendation.

ANNUAL ECO REPORT/TMA SOLICITATION

Tony Mendoza, Transportation Demand Management Planner at Tri-Met, distributed a document entitled *Transportation Demand Management in the Portland Metropolitan Region*. He indicated it was the annual ECO report that includes a status report on the strategies that encourage alternative forms of transportation as opposed to drive-alones. Goals of transportation demand management are to reduce vehicle miles traveled (VMT), reduce traffic congestion, improve air quality, enhance mobility, and make the existing transportation system more efficient. Strategies employed include employer-offered transit subsidies, carpool matching, guaranteed ride home and transportation fairs.

Tony briefly described the criteria and application process for the Transportation Management Associations (TMAs), noting that he would be back in November and December with a recommendation on which TMAs should be funded.

US 26 MURRAY-HIGHWAY 27 (BARNES ROAD ONRAMP)

Chair Kvistad deferred this agenda item to the November 18, 1999 JPACT meeting.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members