

## MEETING REPORT

DATE OF MEETING: June 17, 1999

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

PERSONS ATTENDING: Members: Chair Jon Kvistad, Ed Washington and David Bragdon, Metro Council; Dave Lohman (alternate), Port of Portland; Jim Kight, Cities of Multnomah County; Fred Hansen, Tri-Met; Karl Rohde, Cities of Clackamas County; Greg Green (alternate), DEQ; Don Wagner, WSDOT; Kay Van Sickel, ODOT; Royce Pollard, City of Vancouver; Charlie Hales, City of Portland; Roy Rogers, Washington County; Bill Kennemer, Clackamas County; Sharron Kelley, Multnomah County; Lou Ogden (alternate), Cities of Washington County; and Ron Bergman, Clark County

Guests: Rod Monroe, Metro Council Presiding Officer; Bob Stacey, Neil McFarlane, G.B. Arrington, Carolyn Young, Dick Feeney, Ron Higbee, Anne Winthrop and Jan Schaeffer, Tri-Met; Dave Williams, ODOT; Beckie Lee and Karen Schilling, Multnomah County; Paul Silver, City of Wilsonville; Mark Lear, City of Portland; Rod Sandoz and Tom VanderZanden, Clackamas County; Susie Lahsene, Port of Portland; Kathy Lehtola and John Rosenberger, Washington County; Jim Howell, AORTA; Douglas Oblatz, Shiels Oblatz Johnson; Bill Burgel, HDR Engineering; Rebecca Ocken, Gresham; Tom Markgraf, Office of Congressman Blumenauer; Steve Dotterer and Marc Zolton, City of Portland; Nina DeConcini, DEQ, Air Quality Division; Dave Mercier, City of Battleground; Dean Lookingbill (JPACT alternate), Southwest Washington RTC; Martha Bennett, City of Milwaukie; and Steve Lippman, The Lippman Company

Staff: Andy Cotugno, Richard Brandman, Ross Roberts, Gina Whitehill-Baziuk, Tom Kloster, Kim White, John Cullerton, Sharon Kelly, Jeanna Cernazanu, Chris Deffebach, John Houser, Jared Pruitt (Metro intern), and Lois Kaplan, Recording Secretary

Media: Gordon Oliver, The Oregonian; and Gretchen Fehrenbacher, Daily Journal of Commerce

SUMMARY:

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

With regard to representation on the Bi-State Committee, Commissioner Kelley reported that Serena Cruz would be the most appropriate person from the three counties for that committee assignment. Andy asked other jurisdictions to get in their appointments.

Andy Cotugno cited the need for JPACT to respond to appropriation-related issues and language directing the Federal Railroad Administration and Federal Transit Administration to begin development of policy for mixed freight and passenger traffic on the Washington County commuter rail line.

Andy noted the provisions in the Senate and House Bills that would authorize Alternatives Analysis and Preliminary Engineering in that corridor. He felt that JPACT should indicate some direction toward authorizing language that would be helpful to the region and extend its thanks to the Congressional delegation for their effort on its behalf. Alternatives Analysis and Preliminary Engineering were included in the MTIP process. Andy felt it would be helpful if FTA had similar language.

Chair Kvistad indicated that the Senate has been looking to earmark specific projects from the General Fund. He cited the need for our Congressional delegation to know the region's priorities. We need to let them know of our intent to move forward with the Interstate MAX project, to apply for a \$3

million grant of New Starts funding for final design, to sign a Full-Funding Grant Agreement on the I-MAX project in early FY 2000, to ensure that funding is secured for completion of the Westside LRT project, to seek a grant for STP funds for a substitute transit project in the South Corridor, and to include language to the FY 2000 Conference Committee that would direct FRA and FTA to authorize initiation of Alternatives Analysis and Preliminary Engineering for the Washington County commuter rail project. Alternatives Analysis and Preliminary Engineering dollars would be welcomed as long as it doesn't compete with the remaining \$14 million of the Westside Full-Funding Grant Agreement.

Commissioner Rogers indicated there would be a Congressional visitation relating to the Washington County commuter rail project. Fred Hansen commented on the importance of the project as long as it did not compete with the region's already established priorities. He also indicated that he felt the step we are taking is to develop more information about the proposal so we can then decide whether to proceed. Commissioner Hales spoke of the many years of design work before a project is ready to go and the need to have a few projects on the back burner at the same time. He emphasized the need for sequencing of projects.

Action Taken: There was committee consensus that a presentation on the Washington County commuter rail project be scheduled at an upcoming JPACT meeting and that a letter be drafted outlining JPACT's appropriation-related priorities.

MEETING REPORTS OF MAY 13, MAY 4 AND APRIL 28, 1999

Corrections noted for the May 13, 1999 JPACT meeting report were as follows:

- Change from Lynn Dingler, "City of Gresham" on Page 1 under "Guests" to Lynn Dingler, Multnomah County
- Change on Page 8 under the "13th Motion" to reflect \$1.732 million for Transit Choices for Livability - Barbur Boulevard rather than "\$1.7 million"

The May 13 meeting report was approved as corrected.

Councilor Rohde moved, seconded by Fred Hansen, to approve the May 4 and April 28 joint JPACT/MPAC meeting reports as submitted. The motion PASSED unanimously.

RESOLUTION NO. 99-2795 - AMENDING THE FY 00 UNIFIED WORK PROGRAM  
TO ADD THE SOUTH CORRIDOR TRANSPORTATION ALTERNATIVES STUDY AND  
AMENDING THE TIP TO AUTHORIZE FY 99 STP FUNDS

Richard Brandman explained that this resolution would amend the FY 2000 Unified Work Program to add a South Corridor Transportation Alternatives Study. It would further amend the Transportation Improvement Program (TIP) to authorize use of \$1.5 million of FY 99 Surface Transportation Program (STP) funds for that study.

Richard then provided an overview of the South Corridor Transportation Alternatives Study. He described the study area; commented on the four Listening Posts held throughout the region; noted the wide range of transit and highway improvements to be explored; and cited the need to work cooperatively with the affected jurisdictions in an extensive public involvement effort to narrow down the most promising alternatives. Jurisdictions to participate in this effort include the City of Portland, City of Milwaukie, City of Gladstone, City of Oregon City, Clackamas County, Tri-Met, Metro and the Oregon Department of Transportation.

The non-LRT options to be prioritized will involve transportation improvements for the following three segments: Portland to Milwaukie, Milwaukie to Oregon City and Milwaukie to the Clackamas Regional Center.

The previous work in the corridor, including the South/North Draft Environmental Impact Statement, will expedite the study. Light rail will not be studied further in the South Corridor. The objective is to look at various capital and noncapital-intensive improvements for the three segments, develop and prioritize the non-LRT options, work with the communities in the three segments, develop capital and operating costs and bring back a comprehensive strategy and a financing plan for consideration. Richard noted that there are transit service options that would not require a significant capital investment. The outcome of the study will determine what funds will be sought. Richard commented that Tri-Met is already committed to service

improvements in the South Corridor this fall and is also sensitive to the City of Milwaukie's needs.

An amendment to Resolution No. 99-2795 was distributed at the meeting, proposing the following additional "Whereas":

WHEREAS, The region will endeavor to identify an early element of the South Corridor Improvement Program by December 1999 to be the basis of an FY 2001 federal transit funding request; and

In discussion on the proposed amendment, it was noted that it would allow seeking funds for a South Corridor element in the next appropriations cycle.

Councilor Rohde asked whether the work plan included the potential for commuter rail between Milwaukie, Lake Oswego and Tualatin. Commissioner Rogers indicated that Washington County is looking toward Clackamas County to assess whether this connection could meet their needs. He felt that commuter rail should be part of a larger system and noted that Clackamas County has a lot of out-migration of workers. If funds are available, he felt it would be worthwhile to see if it could be branched out. Richard Brandman felt it could be included as part of the work plan.

Councilor Bragdon commented on Southeast Portland's unique needs and hoped the work plan would be tied to the South Willamette River Crossing Study. He noted that Southeast Portland's residents have been supportive in land use planning and shouldn't be forgotten.

Commissioner Kennemer thanked everyone for their regional support and cooperation. He was hopeful that, by December, some initial proposals would be forthcoming so that these improvements can be put in the queue for funds.

Fred Hansen expressed support of Councilor Rohde's comments on service options and the need to recognize that providing additional bus service without park-and-rides won't work without additional capital investments in Clackamas County.

Councilor Rohde asked how the \$171,000 of local match would be divided among the local jurisdictions, noting that Gladstone

might be concerned about an \$8,000 additional cost to their budget. Richard Brandman indicated that it was still to be determined.

Action Taken: Councilor Washington moved, seconded by Fred Hansen, to recommend approval of Resolution No. 99-2795, amending the FY 2000 Unified Work Program to add the South Corridor Transportation Alternatives Study and amending the Transportation Improvement Program to authorize FY 99 Surface Transportation funds.

1st Motion to Amend: Councilor Bragdon moved, seconded by Councilor Kight, to incorporate language in the resolves that would coordinate this work plan with the Willamette River Crossing Study. The first motion to amend PASSED unanimously.

2nd Motion to Amend: Commissioner Rogers moved, seconded by Commissioner Kennemer, to include in the resolution a new "Whereas" that would read: WHEREAS, The region will endeavor to identify an early element of the South Corridor Improvement Program by December 1999 to be the basis of an FY 2001 federal transit funding request; and

The second motion to amend PASSED unanimously.

3rd Motion to Amend: Councilor Rohde moved, seconded by Commissioner Kennemer, to incorporate in Resolve 3 the following language: Develop and prioritize non-light rail transportation options that are responsive to the travel demand in the corridor and to the community needs as defined in the attached work plan including the potential for commuter rail between Milwaukie and Lake Oswego and Tualatin; and

The third motion to amend PASSED unanimously.

In calling for the question on the original motion, as amended, the motion PASSED unanimously to amend the FY 2000 Unified Work Program to add the South Corridor Transportation Alternatives Study and amend the Transportation Improvement Program to authorize FY 99 Surface Transportation Program funds.

RESOLUTION NO. 99-2806 - AMENDING THE LOCALLY PREFERRED STRATEGY FOR THE SOUTH/NORTH LIGHT RAIL PROJECT TO DEFINE THE INTERSTATE MAX PROJECT AS THE FIRST CONSTRUCTION SEGMENT AND TO AMEND THE FY 2000 UNIFIED WORK PROGRAM

Richard Brandman explained that this resolution would adopt Exhibit A, the revised *Locally Preferred Strategy Report*, which identifies the Rose Quarter Transit Center and Expo Center as the termini for the first construction segment. It would also amend the FY 2000 Unified Work Program to include these amendments and direct staff to initiate PE and prepare the FEIS for the North Corridor based on this strategy.

Richard reported that this proposal was brought about by local business and community members who urged Tri-Met, the City of Portland and Metro to explore a lower cost, more affordable alignment with less impacts in the North Corridor. The new alignment has been referred to as Interstate MAX. This alignment would result in an estimated savings of \$114 million over the previous alignment.

The engineering work was advanced, an SDEIS was prepared, and staff worked with the Federal Transit Administration to get the SDEIS approved. The SDEIS was published in the Federal Register on April 29 and the 45-day public comment period ended on June 14. The proposal would serve an estimated 14,100 daily riders in this corridor in 2015 and travel time savings between the Expo Center and the Rose Garden could be as much as 46 percent faster than on the bus. This proposal would also help achieve objectives defined in the Albina Community Plan and the Region 2040 Growth Concept.

Neil McFarlane reviewed the proposed alignment, noting that it would incur no displacements. He noted that it would not serve the residential portion of the Eliot neighborhood and Emanuel Hospital as well as the previously adopted LPS. The Citizens Advisory Committee appointed to review this project has met six times and endorsed moving forward with the project by a 13-2 vote. There is 65 percent support within a three-mile radius of the North Corridor alignment.

Concerns mentioned that need to be addressed include: traffic diversion on Interstate, urban design issues by the Kenton neighborhood, bus service revisions and plan, bicycle commuting,

traffic pattern changes, revitalization of neighborhoods, and construction impacts.

The Tri-Met Board will review the proposal on June 23 followed by Metro Council review on June 24. If approved, development of the FEIS and Preliminary Engineering will be completed. A bus service plan is also being developed in support of Interstate MAX.

Neil reported that a second round of meetings would take place with the jurisdictions regarding amendments to the Land Use Final Order (LUFO) in October, which is timed for a Full-Funding Grant Agreement by the end of the year. Construction would begin in the spring of 2000 and the light rail project would open in 2004 if all goes well.

Ridership questions were raised relating to how the airport trains would impact the Gresham/Hillsboro segments. The response related to signal cycle timing. Allowing for growth, it was felt that there is capacity for those trains.

Commissioner Rogers expressed support of a North light rail route but wanted to know what it would mean in terms of queueing for limited funding for the South Corridor and other projects such as commuter rail. He asked how it would impact Clackamas County. Neil responded that Tri-Met has tried to develop a two to three-tier system that would stand alone, making sure the region will meet its commitment regardless of what happens with the North project. Richard Brandman commented that the amount of federal funds being requested is about \$257 million and is in the ballpark of what FTA is granting for rail projects across the country. If only a limited amount was received, he acknowledged that it would put the project in jeopardy. Neil McFarlane noted that there is a separate bus discretionary program that could be accessed for the South Corridor.

Andy Cotugno indicated that the timing on this proposal takes some of the doubt out of the picture. The schedule is predicated on signing a Full-Funding Agreement next spring. If a funding contract is signed, the dollar amount will be limited to the total amount authorized in TEA-21 and, if not sufficient, would be referred back to JPACT. This would become known prior to construction. Andy also cited the need to get the funds appropriated each year. Once a contract is signed, Congress



usually honors that commitment, but sometimes it takes longer and there would then be additional financing costs. However, the delay is generally a year or two, not five to ten.

Action Taken: Fred Hansen moved, seconded by Commissioner Hales, to recommend approval of Resolution No. 99-2806, amending the Locally Preferred Strategy for the South/North light rail project to define the Interstate Max project as the first construction segment and to amend the FY 2000 Unified Work Program.

Discussion followed relating to questions raised about the alignment's impact on I-5 and the ability to move tens of thousands of people through the North Corridor. Mayor Ogden also commented on a report from Portland State University that was not supportive of this proposal and was interested in responding to the cost figures provided.

Neil spoke of the need for more cross-connections in the most heavily used transit quadrants of the region. Tri-Met's overall bus service grows 1.5 percent per year.

Fred Hansen commented that, in terms of congestion, on the Westside, there are about 24,000 boardings every day and half of those are people who never rode transit prior to the Westside opening. Tri-Met anticipated 50,000 boardings per day for the East and West and are already over 60,000. It was noted that the Federal Transit Administration requires certain types of analysis of projected ridership.

In further discussion, Commissioner Hales commented on the great strength and weakness of JPACT. He felt the committee's strength lies in reaching consensus on good transportation investments. Its weakness dealt with federal process and the need to follow guidelines with reference to capacity, ridership, dollars and traffic. He commented on the relationship between land use and transportation policy and the fact that the term "places" is often overlooked. Discussion followed over those elements that serve an urban plan. Examples noted of neighborhood commitment and leadership relating to ridership were that of Orenco and the Albina Plan. Commissioner Hales cited the need to capitalize on the support for the line. He noted the commitment to form an urban renewal district along the Interstate MAX light rail line, that the City of Portland is excited

about the Interstate Avenue project, and the need to demonstrate the land use/transportation connection.

Dave Lohman was supportive of the motion but raised concerns about the potential park-and-ride at the Expo Center and its impact on the Marine Drive interchange. It was noted that, in the I-5 Trade Corridor Study, that interchange might be changed. In the long term, it will be viewed as a whole transportation corridor. It was noted that work on the Interstate MAX detailed traffic analysis and conceptual engineering will examine solutions for this problem.

The second concern related to the alignment as it nears the radio tower site. The Port's wetlands mitigation area needs to be kept intact.

Councilor Rohde expressed support of the light rail project and of alternative modes in general for the long term. He expressed concern about promoting the light rail based on relieving congestion, noting that it would not reduce congestion and that we should advocate light rail as an alternative to congestion. He strongly supported moving forward with this line in conjunction with the study to the south.

Mayor Pollard noted that, even though the current proposal is not timely with respect to an extension to Vancouver, he was very supportive of all light rail development in the region to the north, of any effort that would move light rail closer to his citizens, was supportive of regional light rail, understood the significance of light rail, and wanted to note his concern about rogue parking on local streets in view of the 50,000 citizens who cross that river each day.

Councilor Washington expressed appreciation for all the jurisdictional support of the project. He noted that it is a small part of the big transportation picture.

Metro Council Presiding Officer Monroe reported on a recent conference he attended along with Councilors Washington and Kvistad where they were reminded by others that Portland serves as the example of regional planning in terms of connectivity between land use and transportation, the way things ought to be done in every part of the country, and the concept of building livable communities based on land use choices. Rod felt the

federal funding would be provided. He also felt it wouldn't be long before light rail would be extended to Vancouver following construction of the line to the Expo Center. He noted that we are one region located on both sides of the Columbia and the Willamette Rivers that serves as a shining example in the United States of land use/transportation planning.

In calling for the question, the motion PASSED unanimously.

RESOLUTION NO. 99-2804 - ENDORSING THE INTERSTATE MAX LIGHT RAIL TRANSIT PROJECT AND SOUTH CORRIDOR FINANCING STRATEGY AND AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM

This resolution would reserve up to \$55 million of Surface Transportation Program (STP) funds for the Interstate MAX project and create an STP Flexible Reserve account of \$20-30 million with first call for South Corridor projects.

Action Taken: Commissioner Kennemer moved, seconded by Councilor Rohde, to recommend approval of Resolution No. 99-2804, endorsing the Interstate Max Light Rail Transit project and South Corridor financing strategy and amending the MTIP, subject to changes on Exhibit A (North LRT/South Corridor Transit Financing Strategy) as follows:

"2. The region will pursue federal transit funding for South Corridor improvements. The specific projects are subject to conducting ~~completing~~ a South Corridor improvement study and defining eligible projects."

Andy Cotugno then provided an overview of the proposed amendments which were intended to develop an integrated transportation strategy. A handout for proposed amendments to Exhibit A was distributed at the meeting.

Chair Kvistad cited the need for a regional flexible reserve to be discussed at a future JPACT meeting.

Commissioner Kennemer thanked Commissioner Hales and Chair Kvistad for their visit during the past week and the understanding that the funding categories are not limited to "bus" only. He noted that the \$35 million federal share was a starting number, not "the" number. He also indicated that their \$15 million of local match was tied to projects in the CTC urban

renewal district. Fred Hansen noted that Tri-Met has committed \$9 million of the \$15 million Tri-Met share in their Capital Improvement Program. Additional revenues must also be sought for the remainder.

In further discussion, Mayor Ogden indicated that he understood the importance of the project but was concerned about the assumption that the \$55 million would be available. It was to have been set aside in a trust fund until further definition of a project. The \$55 million of STP funds has now grown to \$67 million that will be locked up. There is a significant portion of it that can't be spent on roads. He felt that transit projects should compete against transit projects and that it takes roads out of consideration. He felt it should compete with other non-road projects.

Commissioner Rogers concurred with Mayor Ogden's thinking but indicated he would vote "yes" on the resolution. The concern is about the long-range allocation and about how much is being allocated.

In calling for the question, the motion with its specified conditions PASSED unanimously.

Fred Hansen extended special thanks to Commissioner Hales, Commissioner Rogers, Commissioner Kennemer, Chair Kvistad, Councilor Washington, Andy Cotugno, Richard Brandman, and Tri-Met, Washington County, Clackamas County and City of Portland staff for their contribution and effort toward this project. Commissioner Kennemer appreciated everyone working with them for Plan B.

RESOLUTION NO. 99-2799 - AMENDING THE MTIP TO PROGRAM THE  
PORTLAND REGIONAL JOB ACCESS PLAN

Approval of this resolution would amend the Metropolitan Transportation Improvement Program (MTIP) to program Section 3037 funds for first-year financing of the Portland Regional Job Access Plan. Two applications have been submitted for use of these Discretionary funds, one from Tri-Met and one from Wilsonville. The Federal Transit Administration has awarded Tri-Met \$1 million of first year federal funds for its Regional Job Access Program that would provide one year of service. The

City of Portland would provide about \$635,000 in pedestrian and related bike improvements.

Commissioner Kelley distributed a friendly amendment for consideration that would add a new Resolve to the resolution relating to expanded job hubs. A discussion followed on how out-migration is affected by affordable housing issues.

Action Taken: Commissioner Kelley moved, seconded by Councilor Rohde, to recommend approval of Resolution No. 99-2799, amending the MTIP to program the Portland Regional Job Access Plan, incorporating the following Resolve into the resolution:

5. The Jobs Access Program should be examined by TPAC and JPACT after year one to consider the need for expanded job hubs at additional transit centers (especially MAX/bus centers) in areas not served by the initial job hubs.

The motion PASSED unanimously.

#### DEQ CLEAN AIR ACTION DAYS

A draft memo encouraging the Metro area cities, counties, ODOT, Tri-Met and the Port of Portland to participate in Clean Air Action Days was circulated in the agenda packet. Nina DeConcini of DEQ highlighted the color-coded Clean Air Guide and its use as a tool in identifying activities to be addressed as the summer ozone season approaches. The memo encouraged the jurisdictions to participate in this voluntary program aimed at educating its residents and businesses on preventing air pollution during those hot summer days.

Nina indicated a willingness to make similar presentations at the request of individual jurisdictions.

Action Taken: There was committee consensus for approval of the memo and for staff to forward it with the Clean Air Guide to Metro area cities and counties, ODOT, Tri-Met, and the Port of Portland.

#### DRAFT REGIONAL TRANSPORTATION PLAN RESOLUTION

Andy Cotugno indicated that the draft resolution (No. 99-2810) distributed at the meeting would be considered at the July 8

JPACT meeting. The resolution would authorize compiling the final *Regional Transportation Plan* (RTP) and its policies into a document that could be released for public comment. It was distributed at this time for preliminary review prior to action at the July 8 JPACT meeting.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton  
JPACT Members