

## MEETING REPORT

DATE OF MEETING: April 8, 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; Kay Van Sickel, ODOT Region 1; Mary Legry (alternate), WSDOT; Royce Pollard, City of Vancouver; Craig Pridemore, Clark County; Sharron Kelley, Multnomah County; Bill Kennemer, Clackamas County; Charlie Hales, City of Portland; Roy Rogers, Washington County; Fred Hansen, Tri-Met, Rob Drake, Cities of Washington County; and Karl Rohde, Cities of Clackamas County

Guests: Congressman Earl Blumenauer; Mike Burton, Metro Executive Officer; Rod Monroe, Metro Presiding Officer; Dick Rieten and Gregg Kantor, Northwest Natural Gas; Ted Spence, Citizen; Susan Lee and Karen Schilling, and Lynn Dinger, Multnomah County; Bob Stacey (JPACT alt.), Bruce Harder, Phil Selinger, Neil McFarlane, Dick Feeney, G.B. Arrington and Mike Eidlin, Tri-Met; Dave Williams, Mark Hirota, Sam Grossberg, Dennis Mitchell and Frank Nelson, ODOT; Judy Edwards, Westside Transportation Alliance; Scott Rice, Cornelius City Council; Peter Fry and Michael Bolliger, Central Eastside Industrial Council; John Rosenberger, Washington County; Serena Cruz, Multnomah County Board of Commissioners, District 1; Paul Silver, City of Wilsonville; Stephanie Vance and Tom Markgraf, Office of Congressman Blumenauer; Deb Wallace, C-TRAN; Mark Lear, Steve Dotterer and M. Cristina Germain, City of Portland; Douglas Obletz, Shiels Obletz Johnsen; Susie Lahsene, Port of Portland; Gary Katsion, Kittelson & Associates; Betty Atteberry, Westside Economic Alliance; Judy Edwards, Westside Transportation Alliance, Renee Sessler, Reynolds School District; Pat Collmeyer, Neil Goldschmidt, Inc.; Ron Bergman, Clark County; Rod Sandoz, Clackamas County; Ray Phelps, Pac/West Communications; Martha Bennett and Dan Kaempff, Tualatin TMA

Staff: Andy Cotugno; Richard Brandman; Mike Hoglund; Gina Whitehill-Baziuk; Ross Roberts; Jeanna Cernazanu, John Cullerton; Randy Parker; Sharon Kelly, Bill Barber, Beth Anne Steele, John Houser and Lois Kaplan, Recording Secretary

## SUMMARY:

The meeting was called to order and a quorum declared by Chair Jon Kvistad. He announced and welcomed Mayor Drake who had once again been appointed to serve as the JPACT member representing the Cities of Washington County. Also in attendance and welcomed was Congressman Earl Blumenauer.

## MEETING REPORT

Councilor Rohde moved, seconded by Councilor Kight, to approve the March 11 JPACT meeting report as submitted.

In discussion on the meeting report, Commissioner Kennemer felt the minutes should reflect Commissioner Sowa's comments that JPACT had not paid attention to Clackamas County's concern on the \$55 million.

The minutes were approved as corrected.

## SOUTH/NORTH CORRIDOR DIRECTION

Dick Rieten of Northwest Natural, representing the business community, reported that discussions have been taking place on a new approach to the old South/North plan that would improve transit in the South/North Corridor. The business leaders feel that the vote on South/North light rail reflected a vote against taxes rather than the transportation issues. The question at hand is whether an alternate plan with an alternate financing strategy should be developed. Following a two-month review process and a retreat at the coast, the business people have examined the possibility of building a light rail line without any new property tax revenues associated with it. The issue raised was whether a comprehensive solution could be put in place using the available federal funds. The North Portland neighborhood and the business community are in support of it. He felt the new proposal has addressed the concerns of the November voters.

In defining the proposal, Mr. Rieten explained that the project represents one-third the cost of the original proposal, is \$113 million less than the original North segment, is a better approach to meeting the area's needs, would displace no one, and indications are that the voters would be supportive. It would emulate the Airport light rail experience and be viewed as an extension and has a potential of capturing \$240 million of federal funds that are still available.

Mr. Rieten noted that a petition has been circulated which has drawn a good share of support from the business community and most of the neighborhoods. He cited the need to communicate our interest in acquiring the needed federal assistance so that studies and engineering on an all-Interstate alignment could be started this summer. He also noted the need for high-occupancy vehicle (HOV) lanes, rapid bus, increased transit and road improvements in the South Corridor and the need for Tri-Met and Metro to work together to study those options. Matching funds must also be identified for the project. He spoke of the continuing growth of the region, the congestion that would follow, and the need to address those transportation problems.

Competition for the funds and opponents of the proposal were also discussed. Mr. Rieten commented that the overall project is substantially smaller than the original project. He asked JPACT for thoughtful deliberation and review of the proposal without parochialism. He cited the importance of each jurisdiction in looking out for one another in terms of what's best for the region to meet its transportation needs. He felt that progress must be achieved piece by piece and that the region needs to take advantage of the process while the funds are still available.

Considerations for the South Corridor should include rapid bus, expanded bus service and HOV lanes.

In the spirit of cooperation, Mr. Rieten indicated that Northwest Natural had raised \$1 million toward the Westside light rail celebration.

Fred Hansen then presented an overview of the project, explaining the window of opportunity for New Starts funding under TEA-21. If the region plans to take advantage of this funding opportunity, notification must be given in early summer to the Federal Transit Administration for inclusion in the November decision-making process. Fred noted that the whole South/North Corridor needs were taken into consideration, emphasizing that the Clackamas County issues were also addressed. He felt a South Corridor study was only the beginning of an outline and process to achieve the important goals of that corridor.

Fred cited the key South Corridor elements as rapid bus from downtown Portland to Milwaukie, Clackamas Town Center and Oregon City, bus service in the I-205 Corridor to connect to Gateway and Airport light rail, increased bus service to Clackamas County, and the provision of cross-regional connections. Also being looked at are capital improvements such as park-and-rides and high-occupancy vehicle (HOV) lanes as identified in the *Regional Transportation Plan*. Phase I of the plan will address the Transit Choices for Livability recommendations. Phase II will address the bus rapid transit development (starting in the fall of 2002 to fall of 2003). Busways are also being looked at in that corridor but they are at the beginning discussion stage.

Fred noted that Interstate Avenue is wide enough to accommodate a rail line and a single lane of traffic each way with turn lanes. Under this alignment, there would be zero displacements. As a result, the costs would be lowered substantially. Shiels and Obletz has reviewed the data and they believe this is the best way to achieve those cost reductions. Fred indicated that more engineering work needs to be done. Cost reductions are possible because many of the bridge structures, such as over Broadway and Weidler, would no longer need to be constructed. In addition, structures would no longer be needed over I-5.

Fred reported that they previously were seeking a 50 percent match from the Federal Government although statute allows the government to fund up to 80 percent of the project. He reported that the region would seek a higher match for a smaller project. He noted that the level of interest at the Deputy Secretary level was surprisingly high. They are interested in what Portland has done and what it can do. We would be seeking a 70 percent federal/30 percent local match. The combined project of the Airport light rail and this North proposal becomes a \$475

million project which places the project at the 52 percent federal funding level with 48 percent local funding and would allow the Federal Government to justify why a smaller project would receive a higher rate. Fred indicated that FTA must submit its New Starts report to Congress in July and would need to be identified in that report if the region is to move forward by November.

Fred Hansen indicated he was personally committed to work with Clackamas County representatives to find ways to make the South rapid bus approach and HOV lanes deliverable and to make it an integrated transportation system. He cited the need to continue to explore commuter rail, look at a series of options, strive to meet the 2040 goals, and make intelligent decisions.

Chair Kvistad thanked Dick Rieten and the business community for "stepping up to the plate" to address this issue. He noted that it was a labor of love in providing that leadership. Also noted was Doug Obletz' effort in bringing out the key elements of this proposal in a more cost-effective approach.

A discussion followed on constrained budgets, the opportunity to do something in the South/North Corridor, and the need to make some decisions in the next 30-45 days, taking into consideration the concerns raised by Washington and Clackamas Counties. In addition to the petition signed by the business committee, Dick Rieten noted that resolutions of support for this proposal have been passed by the Chamber of Commerce, the Association for Portland Progress and the Oregon Business Council.

Mayor Drake felt it was unclear to him whether the South bus service program was dependent on the North Portland rail project. Fred Hansen responded that it doesn't need to be addressed as a whole. FTA is interested in rapid bus and that portion of the project would be out of a separate pot of dollars. He added, however, that we need to demonstrate that we can achieve ridership across the whole of the transportation system. Chair Kvistad indicated it could be done incrementally and could take six months to a year to come up with a plan to address those needs.

Fred Hansen noted that rapid bus would have to make connections to the Cascade Station near the Airport or to Washington County for jobs. Mayor Drake questioned whether buses or rapid transit could replace the light rail in the North segment since it is less expensive and a quicker solution. Fred responded that it is less expensive than the long-term operating costs but Tri-Met has made commitments for those buses in their three-year service plan.

Councilor Washington spoke of being aware of the short timeframe, questioning whether we need to give anyone some sense of direction. An alignment strategy and a timeline have been presented. The objective is to move the proposal forward over the next 30 days and make a decision on whether or not to proceed by the June 10 JPACT meeting.

Commissioner Kelley indicated Multnomah County's continued commitment to South/North light rail. Multnomah County Commissioner Serena Cruz was then introduced and a letter distributed on behalf of the Multnomah County Board of County Commissioners, expressing support of the business community's and Tri-Met's new proposal for Interstate light rail and other transportation alternatives.

Commissioner Hales previewed the financing issue. He indicated it would not be difficult to support the North light rail project and South bus projects in view of the regional planning effort. He spoke of constrained financial resources, the difficulty in getting all the financial commitments, and the responsibility of finding the ways and means to maintain our investment in light rail and bus lanes. He indicated that, if a project doesn't evolve, the \$55 million STP allocation would be considered as part of the region's redistribution for the transportation plan. He indicated the region would know in the next 60 days whether those funds will be available.

Commissioner Rogers was appreciative that the issue was put on the agenda for discussion. He noted that the region has been supportive of rail. His caveats for approval included: 1) a more firm commitment to provide Clackamas County with a variety of bus, HOV and other options in the South Corridor; 2) the fact that Washington County commuter rail is a regional project that needs to move forward and be included in the *Regional Transportation Plan*; and 3) that the \$55 million of Regional STP funds be placed in mental escrow over the next 30-60 days until there is a better understanding of what that project looks like.

Action Taken: Councilor Washington moved, seconded by Commissioner Rogers with a friendly amendment:

1. To support initiating the environmental and engineering work and public process to allow consideration of a revised North light rail project.
2. To support initiating a work program to develop a "South Bus" improvement program with a commitment to Clackamas County that a variety of bus, high-occupancy vehicle (HOV) and other options will be considered and that the region is committed to its implementation.
3. To support pursuing the Washington County Commuter Rail project as a regional project and its inclusion in the *Regional Transportation Plan* to allow for its consideration.
4. To recognize that the \$55 million of Regional STP funds allocated to South/North LRT will be held in reserve until further delineation of a comprehensive financing strategy for the North LRT and South Bus corridors.

Fred Hansen explained that the \$55 million is currently dedicated to South/North and concurred that any change would have to be taken up at a future JPACT meeting.

Commissioner Kennemer appreciated the firm commitment proposed by Commissioner Rogers and his concern about losing the federal match. He spoke of 55 percent growth in Clackamas County, the need to look at a variety of options for the corridor, and to be able to access a portion of the \$55 million. He also appreciated the effort toward meeting the transportation needs of Clackamas County but had reservations about it because of the lack of a Plan B. He felt that busways would only be a partial solution.

Councilor McLain noted that the \$55 million in question was for a specific corridor and cited

the need to make sure that we protect that investment both to the north and the south. She emphasized the need to look at the whole system, how those projects fit together and affect the whole system, that we allow the system to the east and west to be built, that we don't lose sight of a complete system that takes in all intermodal connections, and that we don't lose the available funds.

In discussion on HOV lanes, Kay Van Sickel cautioned the committee that funding on the state side is very tight. She was supportive of transit but wanted to caution the committee, that before any conclusions are reached, they need to address the funding issue. There is no state money for that purpose. The state is already committed to some other regional priorities.

Dick Rieten noted that the possibility of obtaining funds from the Legislature for major road construction and enhancements is nil. He cited the importance of applying what resources are available in the most effective manner. The state's focus will be on maintenance.

Commissioner Hales cited the need for JPACT to work together as a region. Following defeat of the light rail bond measure, he noted that someone other than elected officials had to show support, and he expressed his appreciation to Tri-Met and the business community for their effort. Based on public comments, he felt the South busway, the North light rail, and commuter rail projects would be supported and was encouraged by the comments expressed at the JPACT meeting.

Congressman Blumenauer commented on the region's strategy and cautioned the committee to think very carefully about its regional commitment to the people of the South/North Corridor. He noted that the people of the North segment have been the strongest supporters of the regional effort and have paid out more than they have benefitted. He indicated that the Clackamas County element feels a step behind. He suggested there may be future implications if funds were moved out of the corridor. It could have profound effects on what would take place in the future in terms of federal and state support. Congressman Blumenauer also applauded the business community for their effort and felt the South/North proposal is a balanced approach that meets the objectives around the region. He emphasized the need to respect those South/North commitments.

Metro Executive Officer Mike Burton indicated that Metro staff would look at a variety of options in the South Corridor to maintain a long-range view of what might take place there. All options would be explored.

Fred Hansen felt the busway might make the best sense in the South Corridor although Tri-Met has a commitment to substantially increase services, provide cross-regional connections, look at HOV or dedicated HOV lanes, and provide park-and-rides in a comprehensive approach. He commented that no decision should be made at this time until more information is at hand and that the region should continue to work on meeting the 2040 goals of an integrated transportation system.

In calling for the question, the motion PASSED unanimously.

## LEGISLATIVE UPDATE

Ray Phelps of Pac/West Communications reported that House Bill 2082 is the lead bill that proposes a 4-cent increase in the gas tax and a \$10 increase in the vehicle registration fee. No amount has been specified for the weight/mile tax at this time.

Of concern is House Bill 3344 that will have an impact on intrastate travel. Ray reported that there is a great sense of urgency in the Legislature to identify projects for those funds, citing the need for the Association of Oregon Industries (AOI) to take the lead on this issue.

Commissioner Kelley felt it would be more effective to have a coalition of regional partners participating at the Legislature rather than operating in an independent nature. She commented on the need to establish inter-jurisdictional communication and to collaborate on these legislative issues. Commissioner Hales suggested staying out of Salem and encouraging business interests to lobby instead.

Dick Feeney also reported on discussions being held by the state Democrats for a 6-cent gas tax increase while a 4-cent gas tax increase is being supported on the Republican side. He noted that a hearing would be held by the Legislature on April 13 to consider the elderly and disabled request.

## TRI-MET FINANCIAL AND SERVICE PLAN REVIEW

A handout entitled *The Role of Transit and Tri-Met's Financial Position* was distributed but the agenda item was deferred to the May 13 JPACT meeting.

## 150 PERCENT METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM CUT LIST

Andy Cotugno reviewed the 150 percent cut list matrix recommended by TPAC. Andy asked JPACT members whether they felt it represented the right set of finalists, whether it represented the right modal mix between categories, and for direction on the next priorities to move onto the 100 percent list. He asked for feedback on the Priorities 2000 150 percent list so that it could be narrowed to a balanced 100 percent program. Each JPACT member was asked to list the dollar amount or a percentage of what they would like for the mix of modes. Andy then explained the constraints on the use of the resources.

A handout, based on input received at the April 6 Priorities 2000 public hearing, was distributed reflecting requests for additions or changes to the 150 percent list. Andy Cotugno counseled that this was the appropriate time to act on such requests as proposed amendments.

The first change requested was that by Mayor Drake who asked that the Hillsboro project (WM13 - SE 10<sup>th</sup>: E. Main/SE Baseline) be included; that the Cornelius boulevard project (WBL2 - Main Street: 10<sup>th</sup>/20<sup>th</sup>) be increased from \$1.8 to \$2.3 million; and that Project WM3 (Cornelius Pass – US 26 to Pickering) be dropped off the list. Tigard and Tualatin have recommended that two Beaverton projects (WM1 – Farmington Road: Hocken/Murray and

WM2 – Murray Boulevard Extension: Scholls Ferry/Walnut) receive Preliminary Engineering and Preliminary Engineering/right-of-way funds, respectively. Mayor Drake indicated that the exchanges would require an additional \$300,000 and suggested that the jurisdictions work with Metro on those projects.

Action Taken: Mayor Drake moved, seconded by Councilor Kvistad, to amend the MTIP 150 percent list to include Projects WM13 (SE 10<sup>th</sup>: East Main/SE Baseline); WBL2 (Main Street: 10<sup>th</sup>/20<sup>th</sup>); WM1 (Farmington Road: Hocken/Murray); and WM2 (the Murray Boulevard Extension: Scholls Ferry/Walnut) on the 150 percent MTIP short list and to drop Project WM3 (Cornelius Pass – US 26 to Pickering) from that list.

In discussion on the motion, Mayor Drake reported that the action would be revenue neutral. He indicated, however, that there could be future requests for completion of the projects.

The motion PASSED unanimously.

Chair Kvistad reported that he had been asked by the Tualatin Hills Park and Recreation District to reconsider funding the final phase of the Fanno Creek Trail project (Wbi10). They asked that the ranking be reconsidered but acknowledge that consideration is being given to a constrained list. In discussion on this, Mayor Drake noted that the Beaverton City Council voted “no” to this proposal a few years back because they felt there might be an alternative to that specific route. The neighbors of the surrounding area felt it was invasive to their neighborhood. Mayor Drake was supportive of buying the right-of-way for that corridor. He indicated there was public access to that corridor, felt the trail would be great, but was sympathetic about neighborhood reaction. Chair Kvistad asked if it could be moved forward as a placeholder. Fred Hansen indicated he could support it but asked whether the land use considerations would be known some time soon. Chair Kvistad asked that Mayor Drake work with Metro’s Transportation and Greenspace staff to address those issues.

Action Taken: Councilor Washington moved, seconded by Mayor Drake, to retain the Tualatin Hills Park and Recreation District project (Wbi10) as a placeholder at this time for further consideration. The motion PASSED unanimously.

Dave Lohman noted that he had a dilemma with regard to Project PF5 (East Columbia-Lombard Connector) in terms of whether to ask for the \$2 million for the Preliminary Engineering or a resolution that would provide language to accomplish the same through the ODOT STIP. The Port feels that the project should be regarded as a priority in ODOT’s Construction program and has been put on hold for over 10 years. The project has ranked high in the MTIP process, the Port and the City of Portland have put in \$2 million for PE costs to move this project forward, and it remains a priority in the City’s SDC program. In view of limited resources, Dave felt that costs are too high for this project to be included on the list. He asked that the region make a commitment to support this connector after completion of the Sunset Highway and I-5/Highway 217 improvements. A resolution was introduced to JPACT which read:

“In response to limited funding for Modernization projects, the OTC eliminated the “Development” section of the STIP in 1998 and ceased development work on most

Modernization projects. The Columbia-Killingsworth Connection project (Eastend Connector) was included in the "Development" program endorsed by JPACT.

"In response, the Port of Portland and the City of Portland assumed responsibility for \$2 million toward PE and environmental analysis for the Columbia-Killingsworth Connection project (Eastend Connector). This project is an existing problem, was identified as a priority in the Columbia Boulevard Corridor Study and ranked fourth in the MTIP Transportation Priorities 2000 freight category.

"Tight financial constraints for MTIP funding preclude a regional contribution to this project for the 2000-2003 period. Nevertheless, JPACT supports ODOT's intention to implement the Columbia-Killingsworth Connector project upon fulfillment of its commitment to complete the Sunset Highway and I-5/Highway 217 improvements."

Commissioner Hales didn't have a problem with the resolution but cited the need to be careful not to give the business community mixed signals. He noted that there are no funds to build such projects. He encouraged business people to address the Legislature for such funds. Dave Lohman indicated that the business community wants some assurance that their needs would be regionally supported.

Action Taken: Dave Lohman moved, seconded by Councilor Washington, to recommend approval of the resolution introduced above. The motion PASSED unanimously.

A discussion followed on the Transportation Enhancement projects. Also discussed was the Transit Choices for Livability program and the need to know how the funds would be spent and the benefits received.

Councilor Rohde expressed his support of the 2040 process and its goal toward building livability in this region. He felt the greatest amount of federal dollars are spent toward road projects. He cited the need to realize that boulevards, pedestrian/bike improvements and TDM improvements cannot be funded with road dollars. He felt the region should not take limited dollars and continue to spend them on roads. He cited the importance of freight improvements but felt they should be funded through the Legislature. Councilor Rohde felt that the alternative modes are severely underfunded and, in order to create a balanced transportation system, we need to communicate that fact to the Legislature.

Action Taken: Councilor Washington moved, seconded by Mayor Drake, to recommend approval of the 150 percent MTIP cut list as amended at the meeting. The motion PASSED unanimously.

**RESOLUTION NO. 99-2772 – AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO APPROVE AN ELEMENT OF TRI-MET'S BUS PURCHASE PROGRAM**

Andy Cotugno explained that this MTIP amendment would program \$20 million of Tri-Met general funds for a new bus purchase program in FY 2000. With this approval, Tri-Met could

begin capital purchase of the buses. Amendment to this will occur when the Priorities 2000 approvals are complete. This action will allow Tri-Met to save time in placing their bus order.

Action Taken: Fred Hansen moved, seconded by Dave Lohman, to recommend approval of Resolution No. 99-2772, amending the Metropolitan Transportation Improvement Program (MTIP) to approve an element of Tri-Met's bus purchase program.

The motion PASSED unanimously.

#### ROSS ISLAND BRIDGE PRESENTATION

Due to a lengthy agenda, the Ross Island Bridge presentation was deferred. A handout detailing the work programmed for the Ross Island Bridge was distributed. The information sheet provided background on the bridge, the nature of the rehabilitation project, and ODOT's plans for traffic management during that timeframe.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton  
JPACT Members