

## MEETING REPORT

DATE OF MEETING: March 11, 1999

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

PERSONS ATTENDING: Chair Jon Kvistad, Ed Washington and David Bragdon, Metro Council; Roy Rogers, Washington County; Royce Pollard, City of Vancouver; Kay Van Sickel, Region 1 ODOT; Don Wagner, WSDOT; Karl Rohde, Cities of Clackamas County; Sharron Kelley, Multnomah County; Larry Sowa (alt.), Clackamas County; Charlie Hales, City of Portland; Fred Hansen, Tri-Met; Dave Lohman (alt.), Port of Portland; Jim Kight, Cities of Multnomah County; and Rob Drake, Cities of Washington County

Guests: Mike Burton, Metro Executive Officer; Rod Monroe, Metro Presiding Officer; Susan McLain (JPACT alt.), Metro Council; Lisa Naito (JPACT alt.) and Karen Schilling, Multnomah County; Lou Ogden (JPACT alt.), Cities of Washington County; Dave Williams, Steve Harry, Bill Ciz, Leo Huff, Frank Nelson and Kathy Conrad, ODOT; Ted Spence, Citizen; Tom VanderZanden and Rod Sandoz, Clackamas County; Elsa Coleman and Mark Lear, City of Portland; Lee Leighton, Sellwood-Moreland Citizen; Kevin Downing, SMILE; Thayer Rorabaugh, City of Vancouver; Jason Daughn, Senator Ron Wyden's Office; Martha Bennett, City of Milwaukie; Tom Markgraf, Office of Congressman Blumenauer; Craig Maynard, Sellwood resident; Ron Papsdorf, Cities of Multnomah County; Gerald Gregg and William Paden, Oregon State Police; Bob Hart, Southwest Washington Regional Transportation Council; Scott Rice, Cornelius City Council; Mary Legry (JPACT alt.), WSDOT; Dick Feeney, Bernie Bottomly and Bob Stacey (JPACT alt.), Tri-Met; Rex Burkholder, Coalition for a Livable Future; Mark Schoening, City of Lake Oswego; and Lynn Peterson, 1000 Friends of Oregon

Staff: Andy Cotugno, Richard Brandman, Mike Hogle, Chris Deffebach, and Lois Kaplan, Recording Secretary

Media: John Dillin, The Sellwood Bee

### SUMMARY:

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

## MEETING REPORT

Councilor Rohde moved, seconded by Councilor Kight, to approve the February 11, 1999 JPACT meeting report as submitted. The motion PASSED unanimously.

### RESOLUTION NO. 99-2756 – APPROVING THE FY 2000 UNIFIED WORK PROGRAM

Andy Cotugno explained that the FY 2000 Unified Work Program (UWP) represents the Transportation Department's overall work program effective July 1 and is the prerequisite for grants to be authorized to that program. He highlighted some of the work elements and noted that the high capacity transit element is generic because no conclusion has been reached on its future direction. There's uncertainty about what will happen and, until it's sorted out, its inclusion in the UWP stresses the importance of pursuit of that South/North program. Andy noted that it may require a future UWP amendment.

Commissioner Sowa of Clackamas County raised questions relating to the FEIS reference under "Objectives" on Page 32 of the UWP and asked that it be corrected as follows:

“The work plan may need to be amended to include developing an FEIS for the North segment of the corridor. In addition, it may need to be amended to define the scope of work for a South Corridor Improvement Program. The HCT Program's...”

Andy Cotugno pointed out that the budget does not include an FEIS. In order to undertake that, it only recognizes that it is a direction under discussion and could constitute action by JPACT in the future. This work plan may include some plan to look at Clackamas County's needs. Andy felt that Commissioner Sowa's comments reflected the intent of the paragraph and would be appropriate. Fred Hansen also expressed his support of the proposed text change.

Action Taken: Commissioner Sowa moved, seconded by Fred Hansen, to amend the text on Page 32 of the Unified Work Program as noted above. The motion PASSED unanimously.

Action Taken: Mayor Drake moved, seconded by Dave Lohman, to recommend approval of Resolution No. 99-2756, approving the FY 2000 Unified Work Program with the text change noted. The motion PASSED unanimously.

### RESOLUTION NO. 99-2761 – CERTIFYING THAT THE PORTLAND METROPOLITAN AREA IS IN COMPLIANCE WITH FEDERAL TRANSPORTATION PLANNING REQUIREMENTS

Action Taken: Commissioner Kelley moved, seconded by Mayor Drake, to recommend approval of Resolution No. 99-2761, certifying that the Portland metropolitan area is in compliance with federal transportation planning requirements. The motion PASSED unanimously.

SOUTH WILLAMETTE RIVER CROSSING STUDY

Andy Cotugno explained that the material relating to the South Willamette River Crossing Study in the agenda packet reflects the conclusions reached by a JPACT subcommittee of affected jurisdictional representatives, including elected officials and community leaders. He reviewed the recommendations of the Ad Hoc Study Group which clearly supported options for rehabilitation or replacement of the Sellwood Bridge as a two-lane structure that would also meet the needs of pedestrians and bicyclists; to support land use goals, drop further study of a new bridge in Milwaukie; identifying actions that would mitigate traffic growth; better alternative modes, citing increased and improved transit service, bus treatments, and better bike/pedestrian treatments; consideration of more east-west bus routes between Milwaukie and Lake Oswego; increasing capacity on appropriate regional facilities that would attract traffic away from this corridor toward other regional districts; and encouragement of more jobs in Clackamas County to balance the oversupply of households.

Andy spoke of the preliminary conclusions reached by JPACT a few meetings ago. The recommendations of the subgroup reflect improvements to be pursued but are separate from the considerations in the Milwaukie/Sellwood area.

Councilor Washington reported that the subgroup he chaired included representation from all the affected jurisdictions. He felt that the Ad Hoc Committee was clear in its recommendations, urged acceptance of those recommendations, and felt that JPACT should move the recommendations forward for public comment.

Commissioner Hales complimented the work of the subcommittee and staff in getting to this point. He felt it was a test of whether the stated philosophy of coordinating land use and transportation meant something and indicated that this report passed that test. Commissioner Hales commented on the great neighborhood plan which was adopted by the City of Portland. He felt the plan mattered as did Milwaukie's recommendation in support of reinforcing neighborhoods rather than fixing traffic congestion. He noted that there was a strong consensus at the subcommittee level and felt it represented a model for future decisions. Commissioner Hales also thanked Mayor Tomei and her staff for the extra effort they put forward.

Commissioner Kelley indicated that Multnomah County would be supportive of the recommendation and respect the Ad Hoc Study Group process. She noted that the Sellwood replacement represents a \$60 million project with no new traffic amenities or plans for moving people. She asked for JPACT's support in funding this project as she acknowledged that Multnomah County can't do the job alone. Up to \$60 million is needed for the project.

Councilor Rohde and Fred Hansen cited the importance of the funding issue and felt that staff should be addressing that issue. Commissioner Rogers wanted to be assured that the vote would not be tied to a recommendation for prioritized funding and he was assured it would not.

Action Taken: Councilor Washington moved, seconded by Commissioner Hales, to recommend approval for release of the South Willamette River Crossing Study recommendations for public comment. The motion PASSED unanimously.

Metro Executive Officer, Mike Burton, recognized Chris Deffebach for her fine effort on this project. He noted that, critical to the process, was the terrific group of staff from the different jurisdictions backed by a great technical staff. Councilor Rohde also applauded Chris Deffebach for her effort as well.

Councilor Washington thanked everyone for their participation, indicated it was an easy committee to chair, noted that staff was helpful, and commented that the committee members worked well together with a sense of purpose.

Fred Hansen felt there was an opportunity over the next 18-24 months, in view of the planned closure of the Ross Island Bridge, to analyze where traffic flows are moving, what the choices are, and what future growth would mean. In addition, he was hopeful that there would be opportunity to see if there are ways of influencing the bridge area's mode split. He suggested targeting advertising for other alternatives to achieve long-term management goals. He cited the need for an aggressive way to address what those traffic impacts will be and corresponding management.

Kay Van Sickle indicated that the Ross Island Bridge won't be fully closed. One lane will be open at all times but the bridge will be under construction for a year. She spoke of difficulty with respect to Tri-Met's nearby facility and getting buses through the work area. She cited the need to take a critical stand so that congestion doesn't get ahead of them.

Bill Ciz of ODOT reported that the Ross Island Bridge project will be contracted to bid for August or September with construction work to commence as early as October. The railing on the bridge will have to be replaced; there is rehabilitation of the pavement involved; the bridge must be brought up to standard; and sidewalk work must be done. It will require about a year's work in duration. Bill noted that ODOT has been working with the City of Portland on traffic management and how to handle the construction. Construction will be done primarily at night. A discussion followed on the percentage of trips the Ross Island Bridge carries. In addition, the discussion centered on recognition of the work on regional facilities such as Highway 217 and the I-5/217 intersection impacts, the need to move people and cars, and the fact that they are critical projects that are not funded in the package.

Metro Presiding Officer Monroe noted that he was assuming that work on the Hawthorne Bridge would be completed before Ross Island traffic would need to be diverted. It was noted that ODOT has no plans to widen the Ross Island Bridge. Frank Nelson of ODOT indicated that pedestrian access is perilous on the bridge but that ODOT does not have the funds to do anything beyond what is planned. If the Ross Island Bridge was widened, there would be need to completely rebuild all of the cross-members and then put sidewalks inside. He noted that the four lanes are less than standard width and carried on the steel superstructure of the bridge. To widen the bridge would require \$30-40 million presuming the steel would withhold the additional capacity. ODOT generally defers to the region for Modernization projects.

In further discussion on the Ross Island Bridge, Presiding Officer Monroe reported that the listed speed on the bridge is 40 miles per hour and that it remains a high-accident structure. He felt it should be widened if there is the opportunity to do so and suggested there be more study of the bridge and its problems with on and off access. He added that it is poorly designed and that it is the major service way from the Southeast to Southwest area.

Fred Hansen re-emphasized the two issues raised: 1) to try to analyze what people choose to do rather than what our models project; and 2) to concern ourselves not only with the movement of buses but to be creative in finding alternatives that can influence traffic patterns and manage congestion. Chair Kvistad suggested that this issue be discussed further at a future JPACT meeting. Andy Cotugno indicated he would like to ask the traffic mitigation effort to deal with those traffic problems.

#### OREGON STATE POLICE 1999-2001 BIENNIAL BUDGET

Lt. Gerald Gregg of the Oregon State Police (OSP) reported that the OSP has been preparing for its 1999-2000 biennial budget request. He spoke of meetings held with other law enforcement agencies in an effort to determine what the expectations would be of the OSP. Transportation safety is one of their goals and they well realize that they are understaffed in terms of providing patrols on the state and interstate systems.

Lt. Gregg noted a resource gap and the need to fill the void. They are requesting 220 new personnel statewide. He reported that there are no troopers patrolling the City of Portland's freeway system. Fifty-eight officers are needed for 24-hour coverage in the Portland area.

Chair Kvistad clarified that endorsement of this request would not commit funding from the Transportation Trust Fund or gas tax allocation. Equipment, vehicles, and personnel were all included in the estimate.

A discussion followed on whether or not the Oregon State Police had looked into contracting with the local jurisdictions. It would cost \$11 million a year to utilize jurisdictional officers and equipment. The sheriffs, counties and the police chiefs don't have to provide the services the Oregon State Policy is presently providing.

Metro Presiding Officer Monroe commented that vehicle miles traveled have increased dramatically and felt there is a critical need for the patrols. He felt the Legislature should be encouraged to consider this a critical need and that anything JPACT can do to foster safer highways should be pursued.

Dave Lohman felt it was a worthy cause but felt uneasy about supporting the endorsement in light of not knowing its context out of the Governor's budget.

Councilor Rohde felt the patrols were a good idea but, in terms of statewide concerns and as a citizen, was not convinced that \$11 million a year was better utilized for the OSP than for the school system. He didn't object to the matter of safety but rather to the specificity of a biennial budget request.

Mayor Drake commented on the growth in Beaverton, citizen support of transportation measures, the lack of state police enforcement for patrolling the state highways, and Pact's responsibility to send a message to the Governor on the need to make our regional safer, that we are not getting adequate patrols, and that we are a donor state.

Chair Kvistad noted that the letter did not specify a specific amount.

Councilor Bragdon shared his concern over the decline and cuts of the state police that evolved from the state gas tax. He felt the service should be provided through a user fee and had difficulty in supporting this endorsement. Chair Kvistad noted that the *Regional Transportation Plan* calls for safe transportation systems.

Mayor Ogden commented on the importance of safety and enhancement but questioned JPACT's signature as an endorsement. Commissioner Hales emphasized the grassroots effort underway in establishing the relationship between transportation engineering work and the enforcement necessary to make the system work. He didn't feel JPACT should be content with a status quo position. Councilor Washington also felt that JPACT needs to send a supportive message.

Fred Hansen acknowledged that there are a lot of needs and priorities to be set but was supportive of the state police request.

Dave Lohman suggested a statement in the letter that wouldn't refer to the specific biennium budget and to note that state patrols are among the many transportation needs that are unfunded. Metro Presiding Officer Monroe commented that he's a member of the David Douglas School Board and didn't feel this was an education versus state police issue. He cited it as a critical safety need for the state of Oregon that needs to be addressed by the Legislature. Discussion followed over the possibility of there being other extraneous requests for endorsements.

Action Taken: Mayor Drake moved, seconded by Councilor Kight, to endorse the Oregon State Policy request with the recommended text changes. Mike Hoglund of Metro staff was directed to incorporate the text changes to reflect discussion at the meeting. The motion PASSED by a vote of 13 for; one against (Councilor Bragdon); and one abstention (Commissioner Rogers, citing the importance of first having a corrected draft).

#### FY 2000-2003 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM

Andy Cotugno noted that two of the "listening post" sessions on the Metropolitan Transportation Improvement Program (MTIP) had been held and the one remaining would take place on Wednesday, March 17, at 6:00 p.m. at Clackamas Community College. Staff is currently going through the ranking process and TPAC will meet to define the administrative criteria. Andy encouraged TPAC members to be timely in articulating what the other issues are that might affect which projects will get funded.

\$75 million of flexible STP funds are available but there are \$300+ million of projects to be ranked. Freeway projects are handled separately and have not been the focus of discussion. Andy indicated a short list of \$110 million would be drawn from the \$300 million of potential projects and that JPACT would adopt that short list at its April 8 meeting. Two public hearings will be held jointly by JPACT and the Transportation Planning Committee. The first is April 6 to discuss the 150 percent "short list" and a final hearing on May 4. Both hearings will start at 5:30 p.m. JPACT will then consider approval of the MTIP at its May 13 meeting. Andy asked JPACT members to review the preliminary rankings with their respective technical staff.

Fred Hansen distributed a draft of Tri-Met's three-year service plan that is reflected among the projects.

Commissioner Kelley asked about allocating specific amounts to modal categories and how or whether it should be done. Andy indicated that staff's recommendation is that there not be a prescribed or predetermined percentage assigned to each category. He felt that what's relevant is not the percentage in each category but rather which projects should be supported. He emphasized that it's more relevant when you're focused on specific projects on a prioritized list. Commissioner Kelley felt that policy-makers should be able to target specific allocations for each mode and that it's an issue that hasn't been discussed. She asked for JPACT discussion on that issue. Councilor Kvistad pointed out that we are dealing with a constrained fiscal environment and have tried to focus on the most critical projects. Andy suggested that JPACT use the 150 percent list to have each JPACT member provide their input on how much to allocate to each mode.

Dave Lohman felt that JPACT will get to the policy decisions and was supportive of how the list was formed. Discussion will take place at the April 8 JPACT meeting on the 150 percent project list. There was further discussion on whether to craft a survey that would help form a list by modes, assign a number of projects for each mode, and help develop the proper mix. If that feedback were provided in writing, it would be helpful in preparing the matrix for the April 8 JPACT meeting.

Mike Hoglund explained that there is a separate statewide process that will handle the enhancement projects but it won't be complete until May or June. It does, however, have a bearing on other projects. Committee members cited the need to get the statewide process better integrated with what is happening at the local level.

Councilor McLain spoke of the Cornelius boulevard program and the fact that it has moved down to about 13th on the list.

Councilor Bragdon asked how the "listening post" testimony gets disseminated to JPACT. Mike Hoglund indicated that, in addition to comments received on cards at the listening posts, comments were also directed to a website and are being summarized in a document for JPACT review, which will become available about the 1<sup>st</sup> of April.

In view of the Legislature meeting at this time, Chair Kvistad asked that each jurisdiction provide him with their No. 1 priority freeway or highway project that would benefit from a gas-tax increase. Committee members, however, decided to pass on the suggestion and not to participate in an exercise that would ask the Legislature for earmarks. Chair Kvistad reported that the Republican House and Senate Caucus have indicated that it would be in the region's best interests to reinforce the importance of their regional priorities. Commissioner Hales reminded the committee of the roles of JPACT and the Legislature and was not supportive of providing an "earmarked" list. Mayor Ogden commented that the STIP actually reflects those projects. Councilor Bragdon commented on process and the need for JPACT members to reach out to the House and Senate members in a timely and tactful manner as they approach the gas tax issue.

Councilor McLain agreed with Mayor Ogden and Commissioner Hales with respect to submitting a legislative request for earmarks. She felt it was more important to refine the process for land use/transportation-related decisions. If the list is too long or too integrated, she suggested stressing the land use/transportation approach as part of the full transportation system. In terms of selecting a short list, Councilor McLain asked them to consider how project No. 1 would infill the rest of the system and what projects they would get the most out of.

#### WASHINGTON COUNTY/CLACKAMAS COUNTY LETTERS RELATING TO REGIONAL PRIORITIES

Letters submitted by Washington County and Clackamas County raising issues relating to project priorities in the South/North Corridor were distributed. Commissioner Rogers stated that it was his request that this matter be scheduled for the April 8 JPACT meeting. He cited the confusion that exists over what regional projects are still being supported in the South/North Corridor, which are being recommended to move forward, and the need for that clarification. Commissioner Rogers reported that, in Washington, D.C., there is discussion about the north part of the corridor but not about the south end. Washington County would like to have a reassessment of that understanding. Commissioner Rogers noted that a prior commitment was made to Clackamas County and, if not viable, there's need to move quickly onto a north route.

At issue was the \$55 million of funds committed to a South/North light rail project. If the route takes a north alignment only, discussion should take place on whether the full \$55 million should be committed for that north alignment only. Commissioner Rogers cited the need for an open process rather than other alternatives being looked at. Congressmen in D.C. thought the project had been scoped at the JPACT table and they are not predisposed to any decision.

Commissioner Sowa noted that Commissioner Kennemer had raised similar concerns at the February 11 JPACT meeting. He felt he wasn't basically heard. During the rail planning effort, many alternatives surfaced in Clackamas County. The study process has not been completed as to whether support would be for high-occupancy vehicle (HOV) lanes or whether other options might surface. The purpose of the transportation hearings was to gain public input such as improvements to existing roads. Comments were universally in support of north light rail. A decision will need to be made on the Columbia Extension and whether to move it forward as a project. Commissioner Rogers asked that the South/North Corridor priorities be placed at the top of the agenda for the April 8 JPACT meeting.

Councilor McLain expressed support of the Clackamas County/Washington County letters. She felt that issues to be addressed include: what the project looks like to the north, the short and long-term needs of Clackamas County, and the need for a plan that includes those elements.

#### I-5 CORRIDOR PROJECT WITH SPECIAL EMPHASIS ON THE INTERSTATE BRIDGE NORTH SPAN – PAINTING AND REHABILITATION PROJECT

A packet of information relating to painting of the I-5 Bridge was distributed. Kay Van Sichel reported that ODOT, WDOT, Metro, Southwest Washington RTC, Tri-Met, C-TRAN and the cities of Vancouver and Portland are participating in a collaborative effort to minimize impacts of that task.



The northbound traffic span will be affected beginning April 1, 1999 through October 31, 2000. The bridge will be encapsulated during the 22 stages of painting. The project will cost \$17 million and will take place over an 18-month timeframe. The work will start at both ends of the bridge and progress toward the middle. Only those firms that had demonstrated the capability of doing a project of this magnitude were considered.

Bill Ciz of ODOT commented on the traffic management plan. He indicated that three meetings were held with the same group that planned for mitigation on the trunnion project. Strategies planned for during the painting period include keeping the high-occupancy vehicle lane in place for the length of the project and keeping three travel lanes open. During low-water periods, the contractor can only keep two lanes in place (summer months). C-TRAN is committed to additional service and park-and-rides. ODOT also will continue to work with the Portland Police for enforcement of the HOV lanes. Tow trucks will also be utilized to remove cars. There will be changes in signal times on the arterials and a campaign to divert traffic onto I-205. Kathy Conrad of ODOT can provide literature if wanted.

Mayor Pollard expressed his appreciation for the work done and the amount of cooperation extended. He noted that it is a critical time for the City of Vancouver as they are rebuilding the entire downtown at a \$360 million investment.

Discussion followed on the issue of sponsors during the trunnion project. Information will be available throughout the region by means of billboards and bus advertisements but they are not experiencing the sponsorship they had with the trunnion project.

#### UPDATE ON 99W THROUGH SHERWOOD

Dave Williams reported on the growth of Sherwood and the increase of traffic volumes from the casinos that have affected the performance of 99W. He noted that managing access among the roads is difficult for ODOT as there's a lot of roadway. Dave indicated that Sherwood's development objectives identify places where their growth and development conflict with traffic efficiency of the road, citing the need to identify mitigation measures, prioritize, and list the cost of those actions to determine the likelihood of implementing the plan. They are striving to reach consensus on what can be implemented. At issue is how much deterioration of the roadway is possible based on development of Sherwood.

Mayor Ogden of Tualatin spoke on behalf of Mayor Hitchcock of Sherwood. He noted that Sherwood is faced with being a town center, has a jobs/housing imbalance, and needs to assess the problem to see what can be done in a cooperative effort. Mayor Ogden thanked ODOT for its approach.

Chair Kvistad thanked Henry Hewitt for making overtures in resolving the Sherwood problems and moving this forward. He also thanked Mayor Hitchcock as well.

ADJOURNMENT

There being no further business, the meeting was adjourned to videos on the I-5 Corridor and OR 99W through Sherwood projects.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton  
JPACT Members