

## MEETING REPORT

DATE OF MEETING: February 11, 1999

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

PERSONS ATTENDING: Members: Chair Jon Kvistad, Ed Washington and David Bragdon, Metro Council; Roy Rogers, Washington County; Karl Rohde, Cities of Clackamas County; Craig Pridemore, Clark County; Don Wagner, WSDOT; Dean Lookingbill (alt.), City of Vancouver; Greg Green (alt.), DEQ; Dave Lohman (alt.), Port of Portland; Bill Kennemer, Clackamas County; Kay Van Sickel, ODOT; Rob Drake, Cities of Washington County; Jim Kight, Cities of Multnomah County; Fred Hansen, Tri-Met; Sharron Kelley, Multnomah County; and Craig Pridemore, Clark County

Guests: Rod Monroe, Metro Presiding Officer; Bob Stacey (JPACT alt.), Dick Feeney, Neil McFarlane, Joe Walsh, G.B. Arrington, and Tony Mendoza, Tri-Met; Kathy Lehtola, Washington County; Elsa Coleman, Steve Dotterer, and Mark Lear, City of Portland; Dave Williams, ODOT; Rebecca Douglas, Citizen; Rex Burkholder, Coalition for a Livable Future; Ron Bergman, Clark County; Tom Brian, Washington County Board of Commissioners; Geoff Larkin, Larkin Group, Inc; Deb Wallace, C-TRAN; Karen Schilling, Multnomah County; Kay Walker, Cornelius City Council; Bob Duehmig and Jessica Hamilton, Office of Congressman David Wu; Howard Harris, DEQ; Gerard Mildner, Portland State University; Steve Fosler, Citizen; Myles Cunneen, Citizen; Dick Jones, Citizen; Gary Katsion, Kittelson & Associates, Inc.; Tony Eppell, Eppell Olsen & Partners of Brisbane, Australia; Susie Lahsene and Brian Campbell, Port of Portland; Rod Sandoz, Clackamas County; Dave Robertson, PG&E Gas Transmission (PGT); Martha Bennett, City of Milwaukie; Paul Silver, City of Wilsonville; Pat Collmeyer, Neil Goldschmidt, Inc.; Ted Spence, Citizen; and Jim Peterson, Multnomah Neighborhood Association

Staff: Andy Cotugno, Richard Brandman, Mike Hogle, Gina Whitehill-Baziuk; Pamela Peck, and Lois Kaplan, Recording Secretary

MEDIA: Linda McDonnell, Daily Journal of Commerce;  
Doug Browning, Hillsboro Argus; and  
Christian Foden-Vencil, Oregon Public  
Broadcasting

SUMMARY:

The meeting was called to order and a quorum declared by Chair Jon Kvistad who welcomed everyone in attendance.

MEETING REPORT

Mayor Drake moved, seconded by Councilor Kight, to approve the January 14, 1999 JPACT meeting report as submitted. The motion PASSED unanimously.

INTRODUCTIONS/ANNOUNCEMENTS

Introductions throughout the meeting included Bob Duehmig and Jessica Hamilton of Congressman Wu's office and Tony Eppell of Olsen & Partners of Brisbane, Australia who serves on a similar advisory committee in that country.

Tom Brian was also welcomed in his new position as Washington County Board Chair and Chair Kvistad announced that Mayor Drake has been reappointed as a member of JPACT.

RESOLUTION NO. 99-2754 - ENDORSING THE USE OF PASSENGER FACILITY CHARGES FOR CONSTRUCTION OF THE LIGHT RAIL PROJECT TO PORTLAND INTERNATIONAL AIRPORT

Andy Cotugno explained that JPACT considered this matter two years ago through adoption of a resolution when the airport light rail project was in a conceptual state. Presently, comments are being solicited by the Federal Aviation Administration (FAA) as the project is in the Environmental Impact Statement, design engineering and finance process. Approval of this resolution would demonstrate regional support for the use of Passenger Facility Charges (PFCs) for construction of the terminal segment of light rail to the airport but it is up to the FAA to approve that application.

Andy Cotugno then introduced Joe Walsh, Tri-Met's Project Development Director, who provided an overview of the airport light rail project. He described the alignment, distributed a fact sheet on the project, and reported on the planned transit stations at Parkrose/Sumner, Cascade and at Portland International Airport. He noted that the project is reflected in the

*Regional Transportation Plan* and other site-specific plans which has allowed Tri-Met and the Port to move forward with their plans.

Joe spoke of the Portland International Airport's role as an economic engine for the state. He noted challenges related to constrained road access at the airport. Joe reported that there is almost 25 percent private funding committed to the project. The funding breakdown is as follows: Port of Portland - \$28.3 million (PFC funds); Tri-Met - \$45.5 million; City of Portland - \$23.0 million; and Bechtel - \$28.2 million, with the project totaling \$125 million.

The public process has begun and the Public Review Committee will meet in April. Joe spoke of tremendous outreach through mailings and use of the Internet. He noted that the Environmental Impact Statement was completed in January and March 15 is being targeted for initial construction. Opening of Airport MAX is scheduled for the fall of 2001.

The operating assumption is that there will be through-routing from downtown Portland, out the Banfield, through Gateway and on to the terminal by means of single-seat rides. Final operating plans are still being developed. Therefore, this assumption could be supplemented or revised with a shuttle service from Gateway to the airport.

Jim Laubenthal, Port of Portland, commented on the overall framework and financing plan that started this project. He also noted that \$125 million is the basic cost of the project. Airports generally have FAA authorization to use the PFC funds that would be reapplied for capital programming. The use of such funds for transit construction is a controversial matter around the country and is involved in litigation in New York. Jim reported that, unlike in New York, the project is all on Port property. To use the PFCs, the Port must demonstrate that they not only divert people from the auto but demonstrate an increase in air passenger traffic. They feel they have made that case.

The land associated with the Cascade Station will be negotiated through a long-term ground lease. The two components of the development project relate to the light rail project and the associated station work at Portland International Center (PIC). The PIC is a 458-acre, mixed-use business park located at the airport adjacent to I-205. The development includes office, hotel, commercial, distribution and light manufacturing uses. Jim reported that they anticipate the project and the use of the PFCs will be in the Federal Register in the next couple of weeks.

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Commissioner Rogers asked how much the regional request would be and its relationship to the MTIP allocation. Andy Cotugno explained that there are no regional funds being directly allocated for the airport project but spoke of the indirect relationship to some of the MTIP projects. Fred Hansen noted that Tri-Met is using its own funding in a conduit role. Dave Lohman clarified that the Port is not seeking federal funds but they do need to seek federal approval for use of the PFC funds. The Federal Government retains strict control over their use.

Mayor Drake pointed out that we are getting additional dollars that we would not normally get. Fred Hansen noted that the Port's portion is coming from PFCs while other contributions are being made. Tri-Met will free up General Fund money so that it can be applied for construction funds. Tri-Met has applied for MTIP funding (such as STP or CMAQ funds) to replace any bus service that might be lost.

Another question raised was whether there are other possibilities for use of Congestion Mitigation/Air Quality (CMAQ) or STP funds if they came here. It was reported that the funds in question were earmarked for a number of activities. Mayor Drake was concerned about funneling potential road dollars off to light rail but he was assured CMAQ funds couldn't be used for that. CMAQ dollars are restricted to improving air quality. However, STP funds are flexible between roads and alternative modes.

Councilor Rohde asked questions relating to banking procedures for Passenger Facility Charges and the funds' accessibility. Dave Lohman explained that it sits in the Port's bank account under the watchful eye of the Federal Government. He noted that the use of PFCs must first be approved by FAA and will be allocated for future projects. They represent future PFC funds yet to be collected.

Councilor Rohde expressed concern about the proposed change from \$3.00 to \$5.00 on Passenger Facility Charges and wanted to know if it was because of the airport light rail project. Those future revenues are tied to the \$2.00 increase. Dave Lohman responded that there is a proposal in Congress to raise the fee by \$2.00 across the country. He noted that it is a controversial decision which has been delayed for two years. The \$3.00 Passenger Facility Charge is sufficient to cover the cost of the Port's contribution to the airport light rail project. Dave noted that no one is counting on the \$2.00 increase.

Presiding Officer Monroe commented that this project will serve two groups: people that access the airport and people who will be working in the new development at PIC. He noted that it will

also be serving the region's friends from north of the river in Clark County that cross I-205. He spoke of the park-and-ride lot on Sandy Boulevard and asked if there was opportunity to expand it in order to take away some of the pressure from the Gateway parking lot.

Brian Campbell presented an overview of the Portland International Center (PIC) development plan which will leverage private funding for the light rail. Brian reported that the plan has been developed over the past 10 years. Its development was based on a 1991 pedestrian-oriented design concept. A graphic was displayed depicting the relationship between the light rail and the planned development. The master plan includes a mix of office, green corridor, hotel, manufacturing/distribution and open space. The development team consists of Fregonese/Calthorpe, LMN and W & H Pacific. Principal features of the 120-acre development include the CascadeStation which is a very transit and mixed-use oriented development. Brian spoke of the use of linear park blocks around the light rail in a pedestrian-friendly environment. He further described the development and what it entailed. One hundred acres have been reserved for aviation support services.

A new access is needed off of Airport Way as part of the overall infrastructure development. Brian spoke of the collaborative effort with the City of Portland and Tri-Met and a regulatory framework which will allow the development to make an exchange of uses through an adjustment mechanism within an overall traffic cap. Other considerations include design standards relating to building height minimums and location, good street connectivity, spacing, and parking lots. There are no setbacks allowed for buildings on this part of the property. Stormwater runoff treatment will also be included.

Brian reported that the plan has received City Planning Commission approval and is slated for City Council approval on February 17. The Portland Development Commission and CascadeStation need to enter into an agreement with regard to quality amendments. The employment is based on 10,000 workers. Build-out of the project will take place over 15 years.

Presiding Officer Monroe asked whether there will be opportunity for people to check their baggage at their hotel and have it go directly onto their flight. Dave Lohman indicated the Port would like to see that happen but spoke of the difficulties, namely FAA baggage security restrictions. He reported that there isn't any place in the United States that is presently able to handle off-site baggage-checking as it needs to be done by the airlines. He felt those restrictions might change in the future. He indicated it would be difficult to work that out.

Another question raised by Presiding Officer Monroe was whether there would be specially designed light rail vehicles with luggage racks to provide for the traveling public. Tri-Met's Oversight Group feels the most pressing issues are to get the project moving and to further discuss those issues. If specially designated rail cars were provided, the integration of the core of the system may not work. Tri-Met is looking at systems that are more usable for all riders. One of the concepts offered had to do with requests that could assist a family with bags or young children. Across the country, most systems have been able to accommodate bags without special areas or special requests. Some have utilized that option but most have not. Whether that factor would frustrate people must be further addressed.

In terms of frequency of service to the airport in 2001, 15-minute service is being planned for a long service day.

Action Taken: Commissioner Hales moved, seconded by Fred Hansen, to recommend approval of Resolution No. 99-2754, endorsing the use of Passenger Facility Charges for construction of the light rail project to Portland International Airport.

In discussion on the motion, Commissioner Hales and Fred Hansen both congratulated the participants of this effort, with specific kudos to the Port. Commissioner Hales spoke further of the innovative project and the level of effort being outstanding. He personally thanked Dave Lohman and his team for making it happen.

In calling for the question, the motion PASSED unanimously.

#### FEDERAL TRANSPORTATION POSITION PAPER

Andy Cotugno explained that a federal transportation Position Paper from the Portland metropolitan area was drafted the last couple of years. He noted that this draft considers a narrower set of issues. TEA-21 is now in place and the nature of these comments are tailored to the structure of that program. Andy emphasized the need to enlist the support and help of our delegation to push regional transportation priorities that, in part, rely on federal actions.

Andy noted that there is talk of a Technical Corrections Bill and there's need to reauthorize the FAA Act and Water Resources Act. The Position Paper would affect those actions.

Andy reviewed the components of money-related issues and priority policy and project issues of the Portland metropolitan area federal transportation Position Paper. In review of the appropriation requests, Andy noted projects that included the Westside light rail, I-5 Trade Corridor, Tri-Met bus garage, Intelligent

Transportation System (ITS), SMART transit facilities, and C-TRAN bus facility.

Also reviewed were the two errata sheets. The first errata sheet requested support of the C-TRAN bus facility and Washington County's commuter rail project (Wilsonville to Beaverton). In addition, a letter was distributed with further explanation of Washington County's commuter rail-related request supported by the Washington County Coordinating Committee. The second errata sheet evolved from a Multnomah County request for street and highway funds as well as for bridge needs.

Commissioner Rogers provided an overview of Washington County's request. He noted that it is a viable project and that most of the right-of-way is owned by ODOT. Preliminary engineering has already been done; the cities and the county have been participants in the process; and they are close to having a real design and a real project. The project will extend for about 18 miles and will cost approximately \$80 million. Its broader application is that it potentially can extend to Lake Oswego, Salem, and Clackamas County. Discussions have been held with Congressional people and the Oregon Transportation Commission. One of the big issues is to design a rail car that meets the cost and efficiency parameters. Washington County is seeking help from Washington, D.C. on this project. Commissioner Rogers asked for the right to redress the issue if there were any questions.

Dean Lookingbill spoke in support of the C-TRAN bus facility. He noted that one of the issues of success with transit is that you have to increase the size or number of your maintenance facilities. There were no objections to adding it to the list of projects.

Councilor Rohde wanted to strengthen the commuter rail request by referencing it to the other two projects, noting that it was an important component of our transportation plan. The other corridors at some stage of analysis included Vancouver to Union (the Bi-State Corridor), the Lake Oswego to Portland Corridor, and the prospect of a Milwaukie or Lake Oswego to Newberg Corridor as part of the bypass question. There is no final conclusion on any of those but are in consideration around the region. Discussion followed on whether it would hurt or help to make such references. The commuter rail concept is the major component but there are opportunities for construction funds as well. Commissioner Rogers reported that the Commuter Rail Study is nearing some critical stages and wouldn't want it encumbered by any other studies. No action was taken to make the suggested references in the Position Paper.

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Commissioner Rogers cited the importance of the request for bridge maintenance needs and that it represented a collaborative effort of Washington County, Clackamas County and friends in Multnomah County. If additional funds were available, they would like to gain support of Surface Transportation Project funds. There were no objections raised on this request.

Chair Kvistad reported that a Portland metropolitan area group was going to Washington, D.C. on March 3 or 4 and cited the need for approval of the Position Paper. Committee members indicated their support of the federal Portland metropolitan area Position Paper, inclusive of errata sheets.

#### MTIP UPDATE

Andy Cotugno reported that information has been furnished by the jurisdictions as reflected in the updated MTIP summary. Staff is in the process of applying and scoring the technical criteria. Areas depicted in black on the handout indicated where data is still lacking and primarily relates to safety. Andy noted that an accurate narrative of administrative criteria is needed. The handout included information on the road modernization, road reconstruction, freight, boulevard design, bicycle improvement, pedestrian improvement, and TDM Program improvement projects.

The Priorities 2000 handout related to process and the workshops scheduled to share information with the public and ask for feedback on what the priorities should be. We need to illustrate what funds are available and what the applications are for.

A chart was displayed at the meeting on the historical allocation of transportation funds between 1992 and 2002. For submitted projects, there's a different mix of project modes around the region depending on what the needs are. Andy Cotugno suggested that the April 6 meeting be held as a joint JPACT/Transportation Planning Committee hearing to take comments on a list representing 150 percent of available funds. It could be moved to an evening timeslot. Chair Kvistad indicated that Metro would try to accommodate everyone as best they can.

Commissioner Kennemer commented on the scoring for the Sunnyside Road project which extends from 122nd to 172nd, questioning the accuracy of a score of "0." He noted that it runs to Urban Reserves 14 and 15. Chair Kvistad noted that there is \$310 million of project requests and \$75 million of funds available. The decision to be made is whether to completely fund the most critical projects or split the funds across several projects. These are difficult choices to be made for this allocation. JPACT and Metro Council will be making those selections.



Commissioner Kelley asked whether the bridges will be included, whether they are reflected on the summary handout, and what criteria will be applied. Andy noted that the handout does not reflect all the federal funds. There are bridge funds that are based on bridge sufficiency rating criteria which is measured on high-risk accident locations. A decision needs to be made on how to allocate those Discretionary dollars. Bridges also fit into the Bridge Replacement category and will not come into this process. Other bridge requests, however, will be considered in this ranking.

Commissioner Kelley also inquired about when dollar amounts for these categories will be discussed. Andy responded that, in the past, the approach taken was not to have a predetermined percentage. The optimum time to make such choices is when that funding recommendation is before you. Staff is presently looking at additional projects that have been submitted for ranking. Chair Kvistad felt that JPACT has a good track record in being able to prioritize funds equitably.

Presiding Officer Monroe asked about the status of the JPACT Finance Subcommittee and cited the need to reactivate it. He noted that it needs a new chair. He recommended Tom Brian for the task and to serve on that subcommittee.

Chair Kvistad assured the committee that more information will be provided on the MTIP update as it becomes available.

#### LISTENING POST WORKSESSION RECAP

Andy Cotugno reported that over 400 people attended the Listening Post worksessions. Input was given through e-mail, written correspondence to Metro and Tri-Met, testimony given at the Listening posts, and the Metro hotline. Andy felt it comprised a good, rich mixture of comments. In the front of the public comment document is a summary categorizing those comments. Comments related to the question of future South/North policy direction, road connections to Washington County, the need for road improvements in Clackamas County, and light rail comments. New strategies for this region were also noted such as high-occupancy vehicle (HOV) lanes, commuter rail, sidewalks for people to use transit, and jitneys. Transit Choices for Livability also offered other services to pursue around the region.

Andy noted that there was a lot of support for light rail but it was clear there was a different attitude in different parts of the region. He felt that the comments could be structured around four different categories: 1) recommendations that JPACT and the

Metro Council have endorsed and should be implemented; 2) recommendations that merit further consideration or study; 3) recommendations requiring further direction; and 4) comments regarding transit operations for Tri-Met to evaluate. In the second category, there's need to define the scope of evaluation for any of the ideas. The fourth category should appropriately be evaluated by Tri-Met. Andy clarified the fact that a commitment for additional projects would mean that the region won't be able to commit those funds to projects already supported. In discussion, Andy raised the issue of whether there should be more consideration of HOV lanes. There is general agreement these directions should be pursued having had no conclusions reached. Recommendations contained in Category 3 need to have more discussion as to whether funds should be spent studying some of those considerations.

The last page of the handout dealt with future direction of South/North light rail. Andy Cotugno reviewed the options for the South/North corridor suggested at the Listening Post sessions. He noted that it was clear from the comments that there was renewed support for a light rail approach to the north and to examine other alternatives in the McLoughlin corridor. Andy cited the need to provide a framework for the South/North corridor. He felt it would be in our best efforts to stop talking about light rail as component parts and redefine what will move forward. The need to call the north corridor something else was further discussed. The Columbia Extension option was suggested.

Chair Kvistad noted that the region has made a commitment to light rail here. However, he didn't wish to carry on with the South/North Light Rail Project name. He reported that the HOV lane had support in the south end of the region.

Councilor Bragdon reported that the South/North Citizens Advisory Committee met last week and is preparing a Position Paper to come to JPACT that will redefine the mission and scope of its work. They no longer will serve as the South/North CAC Advisory Committee to a particular project but will continue to work on this corridor on unresolved issues. The other important element of that meeting was the results of a poll that indicated that two-thirds of the people who voted against the South/North light rail project are favorably inclined toward light rail. The representatives from North Portland were emphatic about the need for transit in that area and pushing ahead with rail in that corridor. Councilor Bragdon wanted to keep those citizens involved but to change the definition of their work.

Commissioner Kennemer spoke of the study's components and other alternatives in the south end of the corridor. He emphasized

that, despite the failure of the light rail vote, the need to set direction still remains.

Chair Kvistad indicated he would continue to work with the business community, Fred Hansen and Andy Cotugno to redefine the scope and component parts of the South/North Corridor Study and to set priorities. He also spoke of the political pressures for being a supporter of transit.

Fred Hansen cited the need of the region to keep its focus on the 2040 plan, the goals we have set, to find ways to finalize the light rail component, and to redevelop the scope. He noted that we also need to establish whether federal funds are still available toward that effort. There was recognition of the southern county's need to increase or enhance bus service and evaluate potential HOV and/or bus lanes. There was agreement for the need to work together and move forward with an integrated transportation system. It was noted that ODOT will be a key player with respect to the HOV lanes.

Mayor Drake was supportive of incrementally working toward the 2040 concept. He spoke of the anticipated growth and the need to take incremental steps. Clackamas County is looking toward HOV lanes while there is still support for light rail in North Portland.

Councilor Washington felt the Listening Post comments evolved around a well-rounded, comprehensive transportation system. Comments for light rail were strong in the north end of the corridor but Councilor Washington felt the concerns raised over diesel health problems need to be addressed. He expressed appreciation for everyone's participation in the Listening Posts.

#### LEGISLATIVE UPDATE

Legislation relating to House Bills 2081, 2082, 2197, 2203, and 2478 and Senate Bills 86, 92, 95, and 96 were included in a handout. Chair Kvistad asked the committee members to review them and noted that timely updates would be provided.

Also included for distribution was a handout on the Secretary of State's audit of ODOT and the changes that have been implemented.

#### ADJOURNMENT

There being no further changes, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton  
JPACT Members