

MEETING REPORT

DATE OF MEETING: January 14, 1999

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

PERSONS ATTENDING: Members: Chair Ed Washington, Jon Kvistad and David Bragdon, Metro Council; Bill Kennemer, Clackamas County; Fred Hansen, Tri-Met; Kate Deane (alt.), ODOT; Karl Rohde, Cities of Clackamas County; Charlie Hales, City of Portland; Jim Kight, Cities of Multnomah County; Mary Legry (alt.), WSDOT; Sharron Kelley, Multnomah County; Rob Drake, Cities of Washington County; Craig Pridemore, Clark County; Dave Lohman (alt.), Port of Portland; and Roy Rogers, Washington County

Guests: Mike Burton, Metro's Executive Officer; Rod Monroe, Metro's Presiding Officer; Lisa Naito, Multnomah County Commissioner; Rod Sandoz and John Rist, Clackamas County; Carolyn Gassaway, ODOT; Steve Dotterer and Mark Lear, City of Portland; Pat Collmeyer, Neil Goldschmidt, Inc.; Ron Bergman, Clark County; Karen Schilling and Harold Lasley, Multnomah County; Rex Burkholder, Citizen; Jim Peterson, Multnomah Neighborhood Association; Scott Rice, Cornelius City Councilor; Paul Silver, City of Wilsonville; Ted Spence, Citizen; Dick Springer, Sellwood/SMILE; Martha Bennett, City of Milwaukie; Kathy Lehtola, Washington County; G.B. Arrington, Tri-Met; and Ray Phelps, Pacific/West Communications Group, Inc.

Staff: Andy Cotugno, John Houser, Tom Kloster, Kim White, and Lois Kaplan, Recording Secretary

Media: Gordon Oliver, The Oregonian; and Linda McDonnell, Daily Journal of Commerce

SUMMARY:

The meeting was called to order and a quorum declared by Chair Ed Washington. He announced passing of the gavel to Councilor Kvistad who will serve as JPACT chair effective this meeting date.

Councilor Washington shared with the committee a picture of Commissioners Hales and Francesconi taken with him at the Lownsdale Square dedication.

Commissioner Lindquist was then roasted by the JPACT members as a tribute to his many years of service to the region. Councilor Washington commented on his early years working on the 911 system with Ed Lindquist at Pacific Northwest Bell, that it was always a pleasure to serve with him, that he represented a strong voice for transportation in the Metro area, and on the difficult challenges he faced. He thanked him for his dedicated work and many trips to Washington, D.C. on behalf of the region.

Commissioner Lindquist commented that JPACT had taken on the biggest challenges in the nation and that it was a pleasure to serve on the committee and be part of the leadership of the Northwest and nation. The following motion was made on his behalf:

Action Taken: Fred Hansen moved, seconded by Commissioner Hales, to approve the resolution introduced by Andy Cotugno, acknowledging Commissioner Lindquist's retirement from JPACT as one of its longest serving members (attached as part of the meeting record) and presented to him at the meeting. The motion PASSED unanimously.

Action Taken: Fred Hansen moved, seconded by Commissioner Hales, to approve the resolution introduced by Andy Cotugno (attached as part of the meeting record), approving the chair's replacement by Councilor Jon Kvistad. The motion PASSED unanimously.

Councilor Kvistad then assumed the chairmanship and introduced newcomers to JPACT, as follows: Commissioner Bill Kennemer, Clackamas County; Commissioner Craig Pridemore, Clark County; Kate Deane, serving as ODOT's alternate at this meeting; and Councilor David Bragdon, Metro Council. A self-introduction followed of all JPACT participants.

Following Commissioner Lindquist's roast, this secretary was very much surprised and overwhelmed by a presentation of a dozen long-stemmed roses by Chair Washington on behalf of JPACT. I'd like to express my appreciation for that acknowledgement of my work and thoughtfulness.

ANNOUNCEMENTS

An announcement was made of the last two "listening post" sessions for input on regional transportation needs: one scheduled at Ockley Green Middle School at 6:00 p.m. on Thursday,

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January 14, and the other at the Clackamas Community Club (15711 SE 90th in Clackamas) at 5:30 p.m. on Thursday, January 21. JPACT members were encouraged to participate at these sessions.

Also announced was the 7:30 a.m. February 4 Transportation Priorities 2000 meeting scheduled at the Oregon Convention Center. A series of meetings have been scheduled to gain public input on funding priorities for the MTIP/STIP. An 11:00 a.m. January 25 briefing on the South Willamette River Crossing Study has also been scheduled for affected jurisdictions and will be held at Metro.

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Mayor Drake moved, seconded by Commissioner Kight, to approve the December 10, 1998 JPACT meeting report as submitted. The motion PASSED unanimously.

MTIP/STIP SCHEDULE

Andy Cotugno explained that the TIP update process is undergoing a technical ranking based on the criteria adopted by JPACT. JPACT will be asked to approve the ranking. Following that process, a "first cut" will be proposed for funding. A "short list" will then be prepared set at 50 percent higher than available resources.

ODOT'S DRAFT OREGON HIGHWAY PLAN

Andy Cotugno noted that Metro staff have been involved in an update of the Oregon Highway Plan (OHP) over the past two years. Comments were submitted a year ago for consideration in its rewrite. Andy spoke of several outreach sessions and that the report reflects the region's previous comments. This final draft of the OHP and the TPAC recommendation (from its January 5, 1999 meeting) will be considered by the Oregon Transportation Commission at its January 20 hearing.

Carolyn Gassaway, ODOT's Project Manager of the Oregon Highway Plan, spoke of the people involved throughout the state, the workshops held, extensive public involvement, and the investment strategies reviewed. She felt that the OHP policy is more in tune with the state's land use policies. ODOT is trying to focus on the transportation system in terms of achieving mobility and accessibility and to make it work with the local jurisdictions' land use. Carolyn felt the concepts correspond to the 2040 Concept.

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Carolyn reported that ODOT is trying to recognize freight movements based on truck tonnage; to get the most out of the transportation system; to work with what resources we have; to focus on better system management; to recognize partnerships with local governments; to use technology to improve system efficiency and safety; and to ensure that the highway system encompasses a well-coordinated and integrated multi-modal system for people and goods that includes TDM measures and efficient intermodal connections before any capacity is added to the system.

Also reviewed were the changes made to the land use policy. There was recognition of special designations within the Urban Growth Boundary. Special Transportation Areas (STAs) are viewed as downtown areas or Main Street development. Carolyn noted that there will be more flexible standards for access management in urban business areas. ODOT will try to cluster those developments in order to limit access on the state highway in other locations.

It was explained that expressways are limited access roads, some of which are limited now. Some would be new designations such as I-5/99W in Sherwood. Carolyn reported that these designations would have to be made in consultation with the local governments.

Also highlighted were the changes made with regard to access management and level of service, which was changed to a highway mobility standards policy. Carolyn indicated that ODOT is trying to make its standards more consistent with Metro's in that it allows for alternative standards and an expanded peak period.

Commissioner Hales commented that he hoped the emphasis on land use reflects the work done in the Portland metropolitan area. He felt it was commendable that ODOT has taken this approach. He wondered how the highway system will differ over the next 10 years in view of the emphasis on land use/transportation. Commissioner Hales wanted to make sure that investments will reflect local land use plans rather than "practice," citing problems connected with industrial development expansion in the Woodburn development.

Carolyn responded that it represents a change in philosophy. ODOT is trying to recognize the needs of the communities in these Special Transportation Areas. With agreements in place to manage those areas, there will be more local control. They want to have more control on access management areas outside the Urban Growth Boundaries.

A discussion followed on state/interstate routes and the fact that level-of-service freeway standards have not yet been adopted

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in the updated RTP and state highways are considered on a case-by-case basis. ODOT wants to achieve a certain minimum level of mobility and ensure there is a mechanism to get to agreement on any variance to that level. Other differences between ODOT/Metro standards relate to a more congested level outside STAs but, again, variance provisions can apply.

Councilor Washington cited the need to seek funds from the Legislature and asked Carolyn how ODOT plans to deal with that entity based on the history of its department.

Carolyn noted that STAs include the downtown, mixed-use areas, pedestrian-friendly, public parking along the street, citing Martin Luther King Boulevard and the Hillsdale areas as examples of places where people arrive in their cars and either walk or use transit. She indicated that provisions have been made for public involvement to play a role in this process at all stages.

Commissioner Rogers asked about 1) the allocation of funds, 2) whether the base system would be expanded, and 3) the continuing struggle in trying to weigh the interests of developing areas. He expressed concern about the allocation between maintenance and improvement projects. Carolyn indicated that the state would be allocating the required \$54 million and the rest would be allocated for preservation. At the present funding levels, pavement conditions will be maintained at 77 percent fair or better through 2005.

Carolyn reported the aging of a lot of bridges. She noted the difficulties that will be experienced at the end of 20 years as there are 850 bridges throughout the state needing replacement at the end of that period. In their higher funding scenarios, ODOT is trying to maintain pavement conditions and add to the Modernization program as funds become available. It would take one to two pennies to keep up with the present system, assuming the local governments get 50 percent of new state revenues.

Andy Cotugno then reviewed the draft letter to be sent to Carolyn Gassaway and the specific comments contained therein. There was no acknowledgement of the investment strategy of the alternatives analysis. He noted that, if the first priority is to preserve the system, there should be a corresponding first priority for the transit system or other alternatives that might take care of that congestion.

Commissioner Hales expressed concern about the designation of spacing standards for private streets as it related to access management in the street grid, citing problems encountered with Eastport Plaza and what constitutes a driveway. The bias is

toward public rather than private streets, which ODOT tries to discourage. At issue was how ODOT would determine a private street rather than a driveway, such as Highway 97. Andy Cotugno pointed out that the intent is to encourage developing both private streets and public streets to enhance connectivity. When there's a private street that functions as a public street, the street access standards should apply. In connectivity requirements, some of those will be private streets. Commissioner Hales felt that the comments in our letter on access management should be clarified in applying spacing standards when those private streets function as public streets. Andy suggested the Access Management bullet be changed to read as follows:

- . Access Management. The region is supportive of the access management policies contained in the draft Highway Plan. However, regarding the proposed spacing standards, ~~both public streets and private streets which allow public access and are designed and generate to function like a public street~~ should be included in the standards as "streets" and not "driveways."

Councilor Washington suggested that the issue of funding be at the onset of the letter and Fred Hansen wanted to make sure JPACT's comments were incorporated. He noted that, on alternative modes, transit should be maintained as status quo and cited the broader issue of how we maintain minimum levels of congestion. Fred emphasized the need to support a broad-based system with many components to take care of congestion. Carolyn Gassaway noted that the major improvements policy states the need to look at alternative modes before adding capacity. Fred also wanted more information on the costs in terms of lost time and the analytical framework.

Action Taken: Fred Hansen moved, seconded by Commissioner Hales, to accept the proposed letter on the Oregon Highway Plan for submittal to the Oregon Transportation Commission at its hearing on January 20 with changes incorporated relating to the funding need at the onset of the letter and the clarifying language on access management as it relates to private streets. The motion PASSED unanimously.

SECRETARY OF STATE AUDIT OF ODOT

Mike Marsh, ODOT's Executive Deputy Director of Central Services, provided an overview of the Secretary of State's management audit of ODOT as it pertained to administration and overhead costs, STIP project delivery, sources and uses of highway funds, and highway construction.

The strengths of the department included following effective, modern practices in most construction and maintenance areas; meeting statewide goals for construction of selected highway projects; enlisting public involvement in developing plans and its selection of highway projects; completing highway construction projects within budget; increasing productivity in the design of highway projects; and being prudent in following reasonable standards in road design.

Areas for improvement include exceeding the cost of designing projects; the use of inaccurate design schedule information; the need for better accountability measures and statewide oversight; improvement of quality design work; the need to ensure timely completion of projects; better data for development of maintenance budgets; and the need to use preventive measures for maintenance of road pavements.

Mike Marsh emphasized the need for ODOT to be accountable. He felt that, overall, they are doing a good job. Fifty recommendations came out of that analysis and an action plan has been adopted. ODOT would like to take these criticisms, move forward with specific policy directions to follow, and improve.

Mr. Marsh indicated that ODOT has placed more emphasis on preservation rather than Modernization. He spoke of DMV costs, its reorganization and impact on the agency, and the separating out of indirect from direct costs. Mike noted that ODOT feels they are on the right track and that more emphasis will be placed on preliminary engineering and budgeting up front so that the overall product is better. About half the recommendations contained in the state audit have been implemented.

A discussion followed on whether any comparison had been done in the analysis with regard to comparable work in the private sector. Performance measures indicate that DMV is operating at an appropriate rate at the present time and increases are not being sought in that area. DMV is utilizing a different approach, is using the computer system, and product delivery is being emphasized. Moreover, citizens feel they are getting appropriate service.

Commissioner Hales commented that he felt it was a useful audit. He noted that the Legislature did not support the Transportation Bill for the road system at its last session because they felt ODOT was being mismanaged. The audit proves that's not true and is indicative of competence and effectiveness.

Another recommendation is that there be a shift to a program budget which will be presented to the Legislature and will

delineate between operations and better communications. ODOT should be able to better explain and detail their programs this time.

Commissioner Rogers commented that, historically, the base transportation system was under contract to the local jurisdiction. He cited the importance of considering alternatives where ODOT contracts with local governments. In heavily populated areas, the county has road crews that can do ODOT maintenance. Mike Marsh felt that ODOT doesn't have a clear understanding of overhead and administrative costs and where savings could be realized.

Commissioner Rogers asked whether, with limited funds in rapidly developing areas, the audit would allow local governments to eliminate ODOT's overhead and project costs to conduct a Modernization project. Mike Marsh felt a discussion was needed for shifting those responsibilities.

Mayor Drake spoke of an Intergovernmental Agreement with ODOT for maintenance of signals in the city of Beaverton. He felt that kind of relationship should be continued. He felt the more ODOT can do locally in the more concentrated areas, then it should be done if a price can be agreed upon.

Mike Marsh indicated that, upon request, the state would be happy to provide JPACT members, AOC and LOC with copies of the ODOT audit.

REGIONAL TRANSPORTATION PLAN FINANCING

Andy Cotugno reminded the committee that they will be down at the Legislature at some future point to address the "Strategic" *Regional Transportation Plan* (RTP) funding gap. In that regard, an informational packet was provided in the mailout.

Andy commented on the significant impact on revenue sources that was due to inflation and a declining state gas tax as a result of fuel efficiency in vehicles.

The draft RTP update will move forward this spring and was based on needs rather than affordability. \$3.7 billion is needed to meet the priorities of the "Strategic" system while \$4.59 billion would be required for the "Preferred" system. Andy explained that 2 cents + 2 cents + 2 cents + 2 cents is needed to fully fund the \$3.7 billion "Strategic" system. JPACT needs to establish what is affordable for the region and to discuss that need at a spring worksession prior to adoption of the RTP update.

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Andy noted that the existing revenue base is flat and requires an additional penny per year to maintain the status quo. It would require 2 cents more per year to fund the "Strategic" system.

In highlighting the 2020 road-related cost chart, Andy noted that even the \$13.5 billion required to meet level-of-service standard D would not build its way out of congestion.

A handout detailing the following possible solutions to funding the gap included:

- . A 6-cent gas tax increase (2+2+2) plus indexing;
- . A 3-cent gas tax increase (1+1+1) for operations, maintenance and preservation -- just to maintain status quo pavement conditions;
- . Implementing major freeway expansion projects as toll facilities to substitute for a 3-cent gas tax increase (1+1+1), with examples given such as the Tualatin-Sherwood Expressway, I-5 Interstate Bridge, Highway 217, I-205 and Sunrise Highway;
- . That each \$9.00 of the vehicle registration fee be substituted for a 1-cent gas tax;
- . That there be more cost responsibility to System Development Charges (SDCs); and
- . That SDCs be levied at 100 percent cost responsibility in Urban Reserve areas rather than the current 25 percent.

Andy Cotugno noted that a "penny" increase represents the region's share of a state gas tax increase.

Councilor Rohde asked what an equivalent rate of return would be on a VMT tax as opposed to a gas tax increase, noting that the gas tax increase has not met with support in the past. Based on comparisons between 1970 and 1998, it was calculated at 2.7 cents per mile which is equal to 3 cents per mile in 1998. That would be the result of a 1-cent VMT tax.

A discussion followed on the road-related funding chart: reduced share of personal income and the percentage of tax to the motorist relative to the cost of driving and maintenance. It was noted that the total cost of driving is 40 cents per mile. The rest pertains to buying the car and gas. Commissioner Rogers felt that it would be better to relate it in terms of cost per mile.

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Fred Hansen agreed with the comments about driving the auto more, there being more vehicle miles traveled, more inflation, and more growth but felt that, over time, transit should also be kept in perspective. With transit costs going up, he felt its inclusion was needed for comparison purposes or it would leave the public with a misleading picture. Andy noted that transit was not intended to be a part of today's presentation, and would be discussed at a future JPACT meeting.

Presiding Office Monroe cited the need to rework the numbers and make the comparison on owning an auto. Councilor Washington commented on Mike Marsh's statement, citing the importance of obtaining the necessary information to educate the legislators. Andy noted that a simplified packet will be prepared for use at the Legislature.

DEEPENING OF COLUMBIA RIVER CHANNEL PROJECT

Dave Lohman distributed a letter to the Committee relating to the Lower Columbia River Channel Deepening project, inviting committee members to attend a January 22 11:30 a.m. meeting at the Port for discussion on the project and its relationship to the Willamette River's contamination. The options being proposed include: 1) not to do the deepening; 2) to do the deepening and deal with the contamination by whatever methods they can come up with; or 3) to phase the project so that it is done in conjunction with the clean-up.

I-5 CORRIDOR ISSUES

Mike Burton reviewed the January 12, 1999 letter to Henry Hewitt, Chair of the Oregon Transportation Commission, with respect to the need for coordination in the Portland/Vancouver area on I-5/I-205 matters relating to access and mobility of people and freight in the region. Proposals outlined in the letter dealt with asking the State of Oregon to assist the Portland region in meeting transportation costs generated by Clark County commuters; postponement of repainting of the Interstate Bridge pending consideration of a bridge replacement project; and exploring the possibility of building a park-and-ride lot on the Washington side of the I-205 Bridge to serve airport passengers and Port employees living in southwestern Washington. Mike noted that ODOT has already committed to repair of the span but, before that investment is made, there should be some discussion on a different design option. Efforts underway would result in a painted bridge and no expanded capacity.

Mike also noted that there is a bill being presented on the separation of the Highway Division from the Department of Transportation.

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LEGISLATIVE UPDATE

Ray Phelps reported on bills from the Associated Oregon Industries (HB 2082) and the Association of Oregon Counties (HB 2081) that would affect this region's jurisdictions.

The AOC bill (HB 2081) would accomplish a \$3 million safety net provision for Eastern Oregon because of its forestry and small-county program. It proposes a gas tax increase of 4 cents per biennium in 1999-2001; a \$20.00 increase per biennium statewide vehicle registration fee; and a \$20.00 increase per biennium of the vehicle registration fee for high-growth counties (Clackamas, Marion, Multnomah and Washington). The AOI supports the safety net but is not supportive of the small counties. Discussions will be ongoing between the AOI and the AOC.

The AOI bill (HB 2082) proposes a gas tax increase of 6 cents (3 cents per biennium in 1999-2001 and 3 cents per biennium in 2001-2003); an increase of \$10.00 per biennium in the vehicle registration fee; and a change in the weight/mile calculations.

Committee members raised questions about the positions held by the Trucking Association and AAA. It was noted that AAA did not support the vehicle registration fee increase last time.

Dick Feeney reported that there is no general transit support to the elderly and disabled in any bill associated with transit. He noted that there is about \$65 million more than is currently being funded. The Governor's budget includes about \$10 million biennially in its recommendation and there is significant support for it in the Senate. Questions remain to be addressed as to who would administer the funds, restrictions, and who gets to spend them. Restrictions will be limited only to new service.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members

Attachments