

MEETING REPORT

DATE OF MEETING: December 10, 1998

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

PERSONS ATTENDING: Members: Vice-Chair Susan McLain and Jon Kvistad, Metro Council; Charlie Hales, City of Portland; Rob Drake, Cities of Washington County; Karl Rohde, Cities of Clackamas County; Jim Kight, Cities of Multnomah County; Dave Lohman, Port of Portland; Ed Lindquist, Clackamas County; Kay Van Sickel, ODOT; Roy Rogers, Washington County; Sharron Kelley, Multnomah County; Mary Legry, WSDOT; and Fred Hansen, Tri-Met

Guests: Lou Ogden (JPACT alt.), Mayor of Tualatin; Diane Linn and Lisa Naito, Multnomah County Commissioners; Elsa Coleman, Steve Dotterer, and Marc Zolton, City of Portland; Kevin Downing, Ann McManaman, Anne Devane, SMILE; Carolyn Tomei, Mayor of Milwaukie; Rob Kappa, City of Milwaukie; Dan Bartlett, Jim Rustvold, and Gary Michael, City of Milwaukie; Dick Porn and Sister Eileen Brown, Mary's Woods at Marylhurst; Councilor Scott Rice, City of Cornelius; Stan Ghezzi, Multnomah County; Gary Katsion, Kittelson & Associates; Dave Williams and Dan Layden, ODOT; David Bragdon, Metro Councilor; Ron Papsdorf, City of Gresham; Lynn Dingler, Harold Lasley, Karen Schilling and Susan Lee, Multnomah County; Rod Sandoz, Clackamas County; Scott King, Washington County; G.B. Arrington, Tri-Met; and Lee Leighton, Sellwood-Moreland Citizen

Staff: Andy Cotugno, Richard Brandman, Michael Hoglund, Chris Deffebach, Gina Whitehill-Baziuk, and Lois Kaplan, Recording Secretary

Media: Gordon Oliver, The Oregonian; John Dillin, Sellwood Bee

SUMMARY:

The meeting was called to order and a quorum declared by Vice-Chair Susan McLain.

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Chair McLain announced that Metro will be acknowledging, through Livable Community awards, those people in the region that have contributed to planning efforts on regional issues. The purpose of the award is to honor citizens who have worked on efforts supportive of clean air and water, access to nature, a strong regional economy, resources for future generations, ability to get around the region, safe and stable neighborhoods, and access to arts and culture. Nominations should be submitted by 5:00 p.m. Wednesday, January 13, to the Metro Council Public Outreach Office.

A letter from Mike Burton, Metro's Executive Officer, describing the nature of the award, was available at the meeting.

Chair McLain reported on the successful turnout at Metro's December 1 "listening post" held at Metro for the purpose of gaining public input following failure at the polls of the South/North Light Rail project. It was the first of a series of four public meetings on regional transportation issues. The remaining three "listening posts" are scheduled as follows:

- . 7:00 p.m., Tuesday, January 12
Beaverton City Hall
4755 SW Griffith Drive, Beaverton
- . 6:00 p.m., Thursday, January 14
Ockley Green Middle School
6031 N. Montana, Portland
- . 5:30 p.m., Thursday, January 21
Clackamas Community Club
15711 SE 90th, Clackamas

ANNOUNCEMENT

Chair McLain announced that the JPACT meeting was not intended as a public hearing but that she would allow some time for those who wished to give testimony.

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Mayor Drake moved, seconded by Commissioner Kelley, to approve the November 12, 1998 JPACT meeting report as submitted. The motion PASSED unanimously.

LETTER OF SUPPORT FOR THE ODOT/WDOT I-5 TRADE CORRIDOR GRANT APPLICATION

Andy Cotugno introduced and reviewed the letter of support that would accompany ODOT's application for a grant for the I-5 Trade

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Corridor Study. FHWA is now in the solicitation stage for grants. The letter contains a brief description of the proposed study with more details included on the grant application.

Andy noted that January 11, 1999 is the deadline for grant submittals.

Action Taken: Commissioner Lindquist moved, seconded by Councilor Kight, to approve the letter of support for the I-5 Trade Corridor Study. The motion PASSED unanimously.

SOUTH WILLAMETTE RIVER CROSSING STUDY

Chair McLain cited the importance of knowing the kinds of responses we are seeking on the South Willamette River Crossing Study before we go to the public for input. It focuses on a potential river crossing in the corridor between the Marquam and I-205 bridges. Options for study to define a multi-modal transportation plan for river crossings were approved by JPACT/Metro Council in August 1997. This study is tied to the condition of the Sellwood Bridge and a broader set of questions.

The purpose of the transportation plan is intended to serve the growth in the area that supports the 2040 Growth Concept. Andy spoke of competing values -- trying to use transportation to access the places proposed for growth and the problems created by such access, noting the resulting traffic impact to Tacoma Street, Lake Oswego and Milwaukie in terms of a walkable environment.

Fourteen options were approved for study by JPACT that are being addressed in terms of travel effects, costs and environmental concerns. The information has been compiled and staff is now seeking JPACT direction. A decision needs to be made as to whether an Environmental Impact Statement process should be started for consideration of replacement or construction of a new bridge. In addition, the information needs to be shared with the public as a means of gaining public comment before JPACT is asked to make that decision.

Chris Deffebach reviewed the findings and conclusions of the South Willamette River Crossing Study. She commented that the area between the Marquam and I-205 bridges has increasing population and employment growth and that the crossing demands exceed capacity. Chris noted that the reason we are looking at the study now is because of the status of the Sellwood Bridge. The Sellwood Bridge was built in 1925 and is nearing the end of its structural life span.

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Part of the 2040 goals is to provide access to regional centers, town centers, and main streets but the intent is not to provide it at the expense of livability. Chris reviewed the options that include changes to the Ross Island Bridge, Sellwood Bridge and new crossings in Clackamas County. She identified the three possible bridge crossings that were costed out: the Milwaukie crossing, the north Lake Oswego crossing and the Marylhurst crossing. Costs varied greatly depending on bridge design (whether box girder or cable stayed), and reflect a feasible location for two and four-lane crossings and directly related street improvements. The study reflects the *Regional Transportation Plan's* base increase in transit services, a better transit network and better bus service. Chris reported that another option studied was how much of the traffic demand could be accommodated by travel demand management such as additional transit and telecommuting. Also assumed in this demand management option was meeting the ECO Rule, a reduction in per capita vehicle miles traveled (VMT), and a reduction of transit fares.

Depending on the options selected, the next steps in the study would involve how you accommodate the extra traffic, with examples noted of traffic calming measures and different ways of redirecting traffic. Also to be studied further is to see how the changes in traffic volumes affect the 2040 Growth Concept.

Chris reported that one of the findings of the Demand Management and Transit Service Option is that transit use increased by 10 percent and that VMT/capita was also reduced by 0.9 percent/capita. The 2040 Growth Concept was clearly supported by improving transit access to centers and main streets.

Charted for the committee were options that didn't add new capacity across the Willamette River and those that did. Among those that did not add new capacity was the proposal to use the existing Sellwood Bridge as a bike/pedestrian facility only, allowing some seismic retrofitting (\$23 million); to preserve the Sellwood Bridge to maintain its current use (\$40 million); and to improve the Sellwood Bridge to current design standards, allowing for full seismic standards, wider traffic lanes, sidewalks, bike/pedestrian crossings and extending the width (\$72 million). Chris noted that the bike/pedestrian use only option reduces the number of people crossing the river. It would also make some trips longer and would have a significant effect of lowering traffic volumes on Tacoma Street.

Councilor Kight asked about the timeline in terms of constructing a new bridge. Chris responded that an Environmental Impact Statement (EIS) would take a couple of years and then the

question of how you pay for it relative to other priorities evolves. Andy Cotugno estimated it could be done physically in four to six years but that the big issue is funding. Harold Lasley, Multnomah County, felt it would be 10-15 years until construction, given the factors out there. Replacement of the Sellwood Bridge with a two-lane facility (depending on design type) would cost between \$45 and \$59 million.

Chris reported that staff has met with ODOT and City of Portland staff to define the options for the Ross Island Bridge. Neither Ross Island option is enough of a change to draw traffic off the Sellwood Bridge.

Chris Deffebach noted that, on a four-lane Sellwood Bridge facility, traffic would be increased by 15 percent and would also add traffic to Tacoma Street (estimated on the peak two-hour period). Mayor Ogden asked about the relationship of the 0.1 percent increase in all river crossings and the 15 percent increase in traffic on the bridge. Andy noted that the 15 percent does not reflect changes in land use patterns that may result from changes in accessibility. As growth occurs in this corridor, traffic increases would be higher than 15 percent. Chris spoke of how traffic shifts from one bridge to another when you change capacity from one bridge to another. She explained that the change in daily river crossings for all modes reflects the changes that occur on all bridges.

Chris indicated that one of the more significant findings is that, the further south you go, the least effect a new bridge would have on the Sellwood Bridge. The four-lane facility for the north Lake Oswego crossing and the four-lane Marylhurst crossing provide opportunities to improve access to and support for the Lake Oswego/West Linn town centers. But, even with no added capacity, they wouldn't be drawing from the Sellwood Bridge. The cost of each of the "new capacity" four-lane options is upwards of \$100 million. There are many options that would connect to Highway 224. In discussion of options that would add capacity, reportedly, the two-lane crossing in Clackamas County would be as congested as the Sellwood Bridge is today.

Commissioner Hales pointed out that the issue is to decide what should be sent out for public review, not to select an option. Chair McLain assured Commissioner Hales there would be no vote taken on the options at this meeting.

Carolyn Tomei, Mayor of Milwaukie, reported that the same presentation was made before the Milwaukie City Council the prior week. Three Council members felt they should be looking at a crossing in Milwaukie. She spoke of an unworkable situation in Sellwood and the fact that their Council would be willing to work

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with staff on this study. Milwaukie wants to study all the alternatives but is supportive of the Milwaukie option. She noted that Milwaukie is a middle-class town bordered by Waverly Country Club and expensive neighborhoods. If an appropriate, viable place for a crossing could be found, Milwaukie would consider it (even through Waverly Country Club).

Chris Deffebach reviewed JPACT's optional next steps for the South Willamette River Crossing Study, which included: sharing the findings for all options with conclusions but not recommendations; identifying the most promising options for public comment; or developing a recommendation for a specific option.

Councilor Kight asked whether the data could be provided in terms of car counts rather than percentages. Chris indicated it could be done in terms of induced traffic for the entire length of the corridor in daily increases of people and traffic.

Andy Cotugno reviewed the four areas of consideration recommended by the Project Management Group (PMG) as detailed in a December 10 memo to JPACT. They related to 1) options that the region should consider further but not in the context of the Sellwood Bridge; 2) options that the region should set aside as they do not address the South Willamette River Study crossing objectives or other needs; 3) options that the region should consider further to meet the South Willamette River crossing needs; and 4) options that the region should consider further to meet the South Willamette River crossing needs in conjunction with adding or not adding roadway capacity. Andy noted that staff and the PMG are recommending that major rehabilitation or minor rehabilitation that preserves the bridge only for bike/pedestrian movement be dropped. Andy also noted that staff recommend setting aside the two crossings in the south (the north Lake Oswego and Marylhurst options) that do not affect the Sellwood Bridge or other needs. He asked committee members to indicate which options should be continued for consideration and what questions should be raised for public response. A key issue is to decide whether or not options that increase capacity should be considered or whether to mitigate the traffic by providing alternatives with better bike/pedestrian improvements. If it is decided that we should expand capacity, there's also need to decide whether a four-lane Sellwood or Milwaukie bridge should go into the EIS.

Fred Hansen expressed concern about dropping options before the study goes out for public comment and what their response might be. He suggested preserving the Sellwood Bridge for bike/pedestrian use only. Andy Cotugno felt that the issue is whether or not the main street needs bridge access to some degree. He felt that the Sellwood Bridge will always need to be retained for some

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vehicular use and that the businesses along that main street have expressed concern about losing access.

Commissioner Hales felt that analysis based only on congestion is the wrong way to proceed. Commenting on the meaning of traffic congestion, he felt it meant too many cars, while ODOT's emphasis and concern would be over capacity. He suggested another alternative. He noted that JPACT stands for Joint Policy Advisory Committee on Transportation and suggested taking out for public review only those alternatives based on the policy laid out for the *Regional Framework Plan*. He felt it was an opportunity to base the public's discussions on policy rather than vehicle counts. He recommended taking out for public comment only those alternatives that advance the goals of the *Regional Framework Plan*. He urged returning to an approach where roads and bridges are built to provide needed access to key destinations, not simply to relieve congestion.

Diane Linn, Multnomah County Commissioner, distributed a letter to JPACT recommending that Metro convene a meeting or meetings of elected officials and engaged citizens (representing the most directly impacted districts) from Metro, Multnomah County, Clackamas County, Portland, Milwaukie and Lake Oswego. The objective is to have a clear, unambiguous discussion among involved elected officials and directly impacted citizens on the subject of their communities and a river crossing strategy. The product would be a short document that will focus future community discussions on values and strategies for supporting the area's land use and transportation issues. The letter was supported by Beverly Stein, Chair of the Multnomah County Commission; Sharron Kelley, Multnomah County Commissioner of District 4; and Lisa Naito, Multnomah County Commissioner of District 3. Commissioner Linn thanked the Multnomah County Commissioners for their support in this regard.

Commissioner Linn felt that Metro should convene the meeting and that it would represent an interim step in the process that would encourage an open, deliberative discussion about policy issues. She cited the need for playing a partnership role with Metro and felt it represented an opportunity for the jurisdictions to connect and relate to one another.

Councilor Rohde asked whether any of the TDM options have been costed out. Chris noted that they are not comparable because the TDM option included systemwide costs. One year of operation is over \$40 million for TDM costs. She indicated the numbers could be refined.

Mayor Ogden asked for clarification with regard to costs relating to preservation of current usage. The response indicated that,

for example, preservation would cost about \$40 million in addition to the \$11 million needed for modifying Ross Island Bridge ramps. He noted that the concept of creating a six-lane bridge at Ross Island sounded devastating. He felt that a reasonable portion of the increase will go on alternative modes but that there will be people in cars.

Commissioner Hales commented on the earlier history of the Willamette River bridges based on the need to connect places. The later phase of this study has dealt with the movement of cars. He felt that Milwaukie needs to be better connected to the rest of the region and that land use planning is about connecting places. He was not supportive of taking options out for public review that were corrosive to the transportation plan.

Chair McLain cited the need to have a complete picture and to be direct and clear with respect to public strategy.

Commissioner Rogers took exception to Commissioner Hales' comments about congestion. He noted that, in parts of Washington County, congestion might be delivery vans and trucks. He felt too many cars aren't always the issue. Commissioner Rogers cited the need to also address trucks, delivery vans and commerce.

Commissioner Lindquist commented that the study should also include analysis of bus-only and HOV lanes for a four-lane Sellwood Bridge facility as an option.

Rob Kappa, a Milwaukie Councilor, indicated he was not supportive of bigger and better roads in getting from point A to point B. He was opposed to subsidizing the auto and spoke of its impact to the city of Milwaukie. He noted that, in their *Riverfront Master Plan*, there is no bridge scenario. He also commented that he was a strong supporter of light rail but expressed his concern that the voters and citizens sent a message that they are not committed. He cited the need to form better partnerships with the citizenry and support of commuter rail to Oregon City. Councilor Kappa believed in forming a better partnership with the respective jurisdictions so that there's a consensus around the region to buy into. He didn't want to spend another four to five years of time to wait for a measure that might fail and not be supported by its citizens.

Lee Leighton, a Sellwood-Moreland resident, commented on the need for an enhanced mode split for a variety of modes. He spoke of an element of retraining. He felt that an alternative mode strategy such as suggested by Commissioner Hales can work. Lee likened the 2040 concept to a composting process for the region, commenting that this could have a positive effect. He felt a four-lane Sellwood Bridge could be problematic and would be

detrimental to Tacoma Street. He was not here with any ultimatums, spoke of wanting to work with his Milwaukie neighbors, and was supportive of a policy-driven solution.

Kevin Downing, Chair of the Sellwood-Moreland Neighborhood Transportation Committee, questioned why there was continued consideration of the four-lane Sellwood Bridge option. He commented that the Sellwood-Moreland neighborhood is concerned about a four-lane facility's impacts and its surrounding neighborhood. The neighborhood is not afraid of growth. They have a vital business district, good housing, connectivity and many alternative modes. The neighborhood has supported South/North light rail, participated in the 2040 planning process, and has been held up as a model community. He believed that it is the only neighborhood that has an adopted neighborhood plan that calls for increased density. He questioned how an expanded Sellwood Bridge would support the 2040 Growth Concept. He suggested more thought be given to how we are going to grow and mature in this region.

Motion: Commissioner Kelley moved, seconded by Commissioner Hales, that Metro convene a meeting or meetings of elected officials and engaged citizens (representing the most directly impacted districts) from Metro, Multnomah County, Clackamas County, Portland, Milwaukie and Lake Oswego. The objective is to have a clear, unambiguous discussion among involved elected officials and directly impacted citizens on the subject of their communities and a river crossing strategy. The product would be a short document that will focus future community discussions on values and strategies for supporting the area's land use and transportation issues.

In discussion on the motion, Commissioner Hales indicated his support as long as the smaller group would take up the policy issue of building bridges to support the land use plans, not just relieve congestion.

In further discussion on the motion, Fred Hansen suggested that the piece missing should include the effect of this facility on the rest of the transportation system, the movement of people, and its connectivity. He felt that some of the options will be eliminated based on whether it achieves the goals of the 2040 Growth Concept. The need to consider different river crossing impacts would have a bearing on those choices.

It was also suggested that the committee be expanded to include Tri-Met and ODOT.

Commissioner Lindquist proposed that the bridge options south of Milwaukie, Marylhurst and Lake Oswego be omitted.

Andy Cotugno suggested that Page 2 in the December 10 JPACT memo (options that the region should consider further but not in the context of the Sellwood Bridge and options to set aside as they do not address South Willamette River crossing or other needs) be approved as part of the motion. He felt the real debate would be on the Sellwood versus Milwaukie crossings, or neither choice. In addition to the north Lake Oswego and Marylhurst crossing, this includes setting aside the pedestrian/bike only use of the existing Sellwood Bridge and the full rehabilitation of the existing bridge options.

Chair McLain felt that Andy Cotugno's suggestion was good "middle ground."

Councilor Kvistad agreed with Commissioner Hales on the need to focus on urban form and connectivity. He felt it made sense not to concentrate on capacity-driven issues when dealing with inner-city and cross-jurisdictional movement and the way we want to grow.

Before taking up the vote, it was clarified that this action is to decide what will be moved forward for discussion at a general public meeting. Policy issues will be discussed at the meeting.

Motion to Amend: Commissioner Rogers moved, seconded by Mayor Drake, to recommend that Page 2 of the December 10 JPACT memo be incorporated into the motion and that ODOT and Tri-Met representatives be included in those conversations.

Commissioner Rogers indicated he was interested in convening a group of invited citizens engaged in this planning process to discuss the tradeoffs between Milwaukie and Sellwood Bridge considerations. Mayor Drake noted that his first concern is about how the public will get back in the process.

In calling for the question on the Motion to Amend, the motion PASSED.

In calling for the main motion as amended, it PASSED unanimously.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan
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JPACT Members