

## MEETING REPORT

DATE OF MEETING: November 12, 1998

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

PERSONS ATTENDING: Members: Chair Ed Washington, Susan McLain and Jon Kvistad, Metro Council; Fred Hansen, Tri-Met; Rob Drake, Cities of Washington County; Don Wagner, WSDOT; Sharron Kelley, Multnomah County; Royce Pollard, City of Vancouver; Jim Kight, Cities in Multnomah County; Greg Green (alt.), DEQ; Charlie Hales, City of Portland; Kay Van Sickel, ODOT; Ed Lindquist, Clackamas County; Roy Rogers, Washington County; and Karl Rohde, Cities in Clackamas County

Guests: Mike Burton, Executive Officer, Metro; Congressman Earl Blumenauer, Oregon's Third District; Rod Monroe (JPACT alt.) and Patricia McCaig, Metro Councilors; Dean Lookingbill (JPACT alt.), Southwest Washington RTC; Alan Willis, Port of Portland; Dick Springer, Citizen; Lynn Dingler and Diane Linn, Multnomah County; Scott Rice, Cornelius City Councilor; Jim Howell, AORTA; Ray Polani, Citizens for Better Transit; Art Lewellan, LOTI; Nohaud Toulon, George Pernsteiner, and Deborah Murdock, Portland State University (PSU); Kevin Downing, Sellwood Moreland Neighborhood Association; Bill Atherton, Lake Oswego City Councilor; Ethan Seltzer, Institute of Metropolitan Studies, PSU; Rod Park, Metro Councilor-Elect; Mary Legry (JPACT alt.), WSDOT; Dave Williams and Kate Deane, ODOT; George Dock, Southeast Portland Resident; Betty Atteberry, Westside Economic Alliance; John Burger, Tigard Resident; David Raphael, Southeast Portland Resident; John Rosenberger, Washington County; Jason Daughn, Senator Ron Wyden's Office; Jesse VanderZanden, Senator Gordon Smith's Office; Mayor Carolyn Tomei, Dan Bartlett and Dary Michael, City of Milwaukie; Bob Stacey (JPACT alt.), Ron Higbee and G.B. Arrington, Tri-Met; Karen Schilling, Multnomah County; Larry Bissett, Citizen; Maggie Collins; Consultant; Lynn Peterson, 1000 Friends of Oregon; John Charles, Cascade Policy Institute; Elsa Coleman and Steve Dotterrer, City of Portland; Meeky Blizzard, Citizen; Alan Hipolito and Geri Washington, Urban

League; Steve Clark, Community Newspapers; Mel Zucker, Citizen; Len Bergstein, Northwest Strategies; Don Arambula, Crandall-Arambula; Rod Sandoz, Clackamas County; Sybil Merrels, Citizen; and countless others that missed the opportunity to sign the meeting roster

Staff: Andy Cotugno, Richard Brandman, Mike Hoglund, Bridget Wieghart, Tim Raphael, Gina Whitehill-Baziuk, Jeanna Cernazanu, Marci LaBerge, John Cullerton, Dave Unsworth and Lois Kaplan, Recording Secretary

Media: Larry Hildebrand and Gordon Oliver, The Oregonian; Dawn Phillips, KXL Radio; Linda McDonnell, Daily Journal of Commerce; and Jim Hyde, Channel 12

#### SUMMARY:

The meeting was called to order and a quorum declared by Chair Ed Washington. He announced that the JPACT meeting was not to be regarded as a public hearing and that no testimony was to be given. He noted, however, that there would be an opportunity to hear from the public at an upcoming public hearing.

Chair Washington acknowledged and welcomed Congressman Earl Blumenauer; Milwaukie Mayor Carolyn Tomei and her husband; and Metro Councilors-elect Rod Monroe, David Bragdon and Rod Park.

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Mayor Drake moved, seconded by Councilor McLain, to approve the October 8, 1998 JPACT meeting report as submitted. The motion PASSED unanimously.

#### COMMENTS ON REVISED FHWA AND FTA PROJECTS

Andy Cotugno explained that FHWA/FTA are in the process of developing new rules that would provide guidance for implementation of the Transportation Equity Act for the 21st Century (TEA-21). Comments on proposed modifications have been drafted and reviewed by TPAC relating to Congestion Pricing (recently renamed Value Pricing), the Transportation and Community and System Preservation Pilot Program (TCSP), Environmental Streamlining, Major Investment Studies, Right-of-way and Corridor Preservation, and statewide planning requirements.

Andy welcomed additional comments from the jurisdictions but indicated there were deadlines to comply with and that the comments would have to be sent in a timely manner.

The region is participating in one of the Congestion Pricing pilot study programs (*Traffic Relief Options Study*). Andy reported that a lot of progress has been made locally in this study. A newsletter on the *Traffic Relief Options Study* was distributed.

#### SUMMARY OF PROJECT SOLICITATIONS FOR MTIP

Andy Cotugno reported that applications resulting from solicitation for the Metro Transportation Improvement Program (MTIP) have been compiled and are in the process of being ranked against the technical criteria. Submitted projects total approximately \$331 million while available resources amount to \$75 million for the four-year period between 2000 and 2003.

#### BI-STATE TRANSPORTATION ISSUES

Dean Lookingbill, Transportation Director of the Southwest Washington Regional Transportation Council (RTC), commented on bi-state issues of major concern to the region. He cited examples relating to the South/North LRT project, the bottleneck at Delta Park, the PDX light rail extension and I-205 considerations, improvements to I-5 to alleviate congestion problems in the corridor, possible replacement of the Interstate Bridge, the lack of improvements to I-5 North in Metro's *Strategic Regional Transportation Plan*, and an opportunity to work together to provide good communication and look at good investment opportunities in the corridor.

Dean reported that the Southwest Washington RTC Board of Directors approved the formation of a Bi-State Transportation Policy Advisory Committee at its meeting in October. The committee would be authorized to consider all projects of bi-state significance and would report back to the RTC and JPACT/Metro. Membership would be comprised of RTC and JPACT representatives from Vancouver, Clark County, C-TRAN, WSDOT, Portland, Multnomah County, Tri-Met and ODOT.

The concept would be to initiate a one to six-year strategy between Oregon and Washington that would focus on the need for bi-state investment on I-5 and I-205 and the funding needed to oversee that process; to develop a financing plan; and to identify what the long-term strategy should be in those corridors. Mayor Pollard of Vancouver indicated his support of the proposal and the need to formalize a structure that can look at the regional issues and its impacts on both the Oregon/Washington areas.

Commissioner Hales was also supportive of the proposal, noting the close working relationship that was experienced during the

closure of the Interstate Bridge. He felt it was a worthwhile proposal.

Mike Burton commented on the cooperation among bi-state entities exhibited during and prior to the Interstate Bridge closure, the ensuing work between WDOT and ODOT as a result of that closure, the need to address freight issues, and that it looked like a good approach to deal with such issues.

Appropriately announced at this time was the November 20 bi-state conference sponsored by the Institute of Portland Metropolitan Studies of Portland State University and Washington State University of Vancouver. The 1998 annual leadership symposium will take place at the Oregon Convention Center. Presentations will be made by Oregon/Washington Governors John Kitzhaber and Gary Locke, respectively. The purpose of the symposium is to foster new partnerships on behalf of the region's economy, environment and quality of life.

Andy Cotugno suggested that action be deferred on this proposal until the scope of the I-5 Trade Corridor Study is clarified. It would help to define the main focus of this group over the next two years and how decisions would be made. Chair Washington suggested that a future JPACT meeting be scheduled on the I-5 Trade Corridor and asked for an update on the I-5/I-205 corridors.

Commissioner Hales felt there's a distinction between the bi-state work related to rail and freight needs versus urban congestion problems. He hoped the opportunity wouldn't be lost due to a study process and was supportive of coordinating the work. The study in question is from the Fremont Bridge to I-205.

Mayor Pollard didn't want to wait too long to form this partnership in view of members' willingness and degree of cooperation.

No action was taken on this agenda item.

#### STATUS OF SOUTH WILLAMETTE RIVER CROSSING STUDY

A copy of the draft *South Willamette River Crossing Study* options was included in the agenda packet. JPACT had previously recommended study of the options and this draft represents a synopsis of all those alternatives. Andy Cotugno briefly highlighted the retention, rehabilitation and replacement options studied for the Sellwood Bridge and other new crossing options. He commented that it's time to start collecting public and elected official input on preferences and to make decisions. He asked that JPACT take ownership of this proposal, noting that the alternatives involve multi-modal and interjurisdictional issues.

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One of the issues is whether or not to proceed with all crossing options identified in the report. Andy spoke of this being a JPACT process and the need for its members to assist with the hearings on the *South Willamette River Crossing Study*. He asked that all the affected jurisdictions provide input, that there be an in-depth discussion on this at a future JPACT meeting, and a decision reached on the type of outreach that should be undertaken.

Commissioner Hales felt that Chris Deffebach had done a great job in preparation of the report, that there were difficult choices to make in working with the communities, but that the document focused too much on traffic, not growth management. He expressed concerns relating to Tacoma Street impacts. He noted that Tacoma Street has been designated as a 2040 Main Street, that it has an adopted neighborhood plan with appropriate zoning, and that the report needs to include a description of how its community members want it to function and the fact that it was crafted as a land use plan. Therefore, transportation should be subservient to land use.

Councilor Rohde was concerned with the ancillary costs of roadways on the Milwaukie or Lake Oswego sides that would provide access to the bridge in addition to the costs of construction of the bridge.

Commissioner Lindquist spoke of I-205 being the only crossing south of the Sellwood Bridge and the need to look at land use plans.

Mike Burton felt that it would be helpful to have Commissioner Hales and Councilor Rohde's comments prior to the next JPACT meeting.

#### ASSESSMENT ON SOUTH/NORTH LIGHT RAIL

Chair Washington explained there would be no testimony given at this meeting relating to the South/North light rail effort but that opportunity would be given at a December 1 Metro Council Transportation Planning Committee meeting. He asked that members be recognized by the chair in order to have a more efficient meeting.

In addressing the light rail campaign, Chair Washington thanked everyone for their hard work, with particular appreciation extended to Councilor McCaig for doing an excellent job in spearheading the campaign effort under difficult circumstances. He also thanked Tom Walsh for leading the campaign fund-raising effort.

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Chair Washington commented that the defeat was not based on the opposition and is clearly a regional issue. He noted that the JPACT members are being asked to work together to solve the region's transportation problems and the implications resulting from failure of the LRT measure.

Fred Hansen spoke of his disappointment of the vote, the need to acknowledge and respect that it was a vote of the people, and to recognize that the transportation problems that brought the proposal forward in the first place will not go away. He commented on the growth of the region and felt that we have the ability to control our future. He cited the need to find ways to address that growth, recognizing the results of this election. He emphasized the need for the region to recommit itself to the 2040 Growth Concept, including a commitment to more compact development, to preserve and protect our neighborhoods as future communities, address air pollution, and ensure neighborhood livability. He pointed out that there wasn't a Plan B.

Fred noted that, in discussions with the Federal Transit Administration this week, it was clear that they were prepared to proceed with a Full-Funding Grant Application for the South/North LRT project. He proposed that JPACT pursue any opportunities or take any steps to recapture some or all of the federal dollars that may bypass this region as a result of the election. He suggested developing a sense of options or alternatives for further analysis; pursuit of capturing any portion or all of the FTA dollars that were committed; and to define what options exist for use of those funds.

Mike Burton expressed concern over the land use implications and the ability to carry out the 2040 Concept Plan as it was based on certain assumptions, those being: the forecasted population growth, movement of people and freight through the region, the two major rivers and railheads, and the ability to move people around in livable communities. Impacted will be Clackamas Regional Center for the lack of transit in that area and Portland State University's future development plans for the same reason. Air quality was another concern noted. Mike asked the JPACT members to return to the table in the next couple of months with some strategies that can be adopted that will help the region implement the adopted 2040 concepts.

Mike Burton pointed out that the \$331 million of MTIP project requests reflected a prudent request. With only \$75 million in resources available, the inability to solve our region's transportation problems will doubly affect the land use issues. A discussion followed on whether the region would be able to sustain the communities within the existing Urban Growth Boundary. Eighteen thousand acres of urban reserves have been

identified. Some of the urban reserves can't move forward because of the lack of transportation infrastructure.

Councilor McCaig expressed her regrets over the failure of the ballot measure, acknowledging the hard work and effort of a lot of people on this 13-week campaign, the fact that it was hard to accept such a loss, but the need to move forward. She noted that the campaign involved extensive phoning, media, and the use of 5,000 lawn signs. The campaign was based on a 65 percent turnout but there was only a 55 percent turnout in the tri-county area.

Councilor McCaig stressed that, in a low voter turnout, when you force the voters to choose among a variety of money measures, you are going to lose some. They didn't apparently see the personal benefit. The issue was one of regional solutions. Patricia cited the need to prioritize what goes on the ballot or we will continue to lose very important measures.

Mayor Drake felt it would be important to poll people to find out exactly what they think will solve the problem. In a recent Beaverton poll, the top three concerns dealt with traffic and the fourth was growth. The need to ascertain how the citizens want to accommodate the growth of 500,000 people was stressed. Key questions being asked in Washington County relate to growth, traffic and transportation issues.

An ongoing problem was discussed with regard to the public's perception that a lot of money already exists for transportation. Mike Burton spoke of the lack of public understanding on what resources are available and how those funds can be used. He felt it was a frustrating issue in that it is difficult to demonstrate to the public what funds are available and how they may be spent. Mike cited the need to address what the region can do in terms of follow-up.

Andy Cotugno indicated that, when the Mt. Hood Freeway funds were canceled and reprogrammed, projects throughout the region were built such as the first light rail transit project and roadway, freeway, bike and bus improvements. Cancellation of plans for the South/North light rail project does not allow for such reprogramming of funds. Federal funding is provided predominantly through formulas and there are few discretionary programs. Discretionary programs are generally small. The only substantial category of discretionary funding is for New Starts. The South/North project has been working through that process for five years. Andy Cotugno spoke of the process of drafting an Environmental Impact Statement (EIS) and Final Environmental Impact Statement (FEIS) in order to be eligible for funding. The FTA is prepared to award approximately \$850 million toward the South/

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North LRT project. There are 196 projects in the TEA-21 bill authorized for funding, of which 10-12 might be successful. If these funds are not used for the South/North project, they cannot be reprogrammed for some other regional purpose. Andy also noted that the bond measure was for \$475 million and cannot be used for something else.

Fred Hansen asked about the constraints of the FTA funds. Andy explained that the federal process encompasses a project from the Clackamas Town Center to north of downtown Vancouver. Any project would have to compete well with their criteria. Some of the work from the EIS could be utilized.

Councilor McLain noted that the MTIP/STIP projects are being built on the assumption there would be a complete light rail system. She felt the public needs to have a better understanding and that it would be irresponsible not to complete the system as the voters do not wish to deal with congestion. She cited the importance of knowing what the public's vote meant.

Mike Burton spoke of the road improvements that were connected in the South/North light rail project corridor. There were road-related projects that were included that would need to be funded separately. Some opportunities will be lost for some of those projects.

Commissioner Lindquist indicated he was deeply hurt that the light rail measure failed, noting that planning for the project has been in the works since the 70's. He emphasized the fact that land use and transportation are tied together and that, if we don't resolve this, the land use plan will be in jeopardy. Commissioner Lindquist spoke of the Portland region being the model for the nation. He noted that 60 percent of the Clackamas County residents now go outside the county to work and there's need to change that pattern. Sixty percent of the land for urban expansion is in Clackamas County. The need for resolution of the transportation/land use issues was stressed. Commissioner Lindquist pointed out that you can't build enough highways or provide enough bus lines to take care of the problem. He urged JPACT to find the answer to the problem and not to lose sight of the objective.

In further discussion, it was noted that the air quality problem actually starts in Columbia and Clark Counties. Commissioner Lindquist also saw need to do what we can to relate to the public and urged everyone to stay the course.

Councilor Monroe expressed a debt of gratitude to Councilor McCaig for her professionalism and judgment used in the light rail campaign effort. He felt the public couldn't relate to the



terminus in Oregon City and Vancouver and that it was considered a bi-state problem. Councilor Monroe cited the importance of resolving the problem north of the river and felt it would be more successful if it were a bi-state project. Apparently, the public didn't perceive that the project would solve the major problems we face.

Councilor Rohde did not feel that this was a roads versus transit issue and felt that the voters believe the solution is through rail. Half of the people who voted still firmly believe that we need to address a transit issue along with alternative modes. The public was not supportive of the rail option but, in the Transit Choices for Livability process, there was evidence of support for alternative modes. Councilor Rohde commented that this was an attempt on our part to construct the South/North light rail project to address a coming problem and the voters did not see the problem as clearly as we did. In a recent poll, 48 percent of the respondents felt that congestion was not a problem in the metro area. The region needs to be able to demonstrate why we need to be proactive, how it will be more cost-effective, and why we will spend fewer dollars if we act now. Councilor Rohde did not regard this vote as a message to find monies to expand freeways.

Congressman Earl Blumenauer commented that he is committed to being a federal partner with this region in trying to implement the regional plan. He noted that there is no region in the country that has done the job this region has in involving its citizenry. The Federal Government was prepared to sign a big contract because the region has done an outstanding job. He noted that he will continue to work with the region to see if we can hold onto some of those funds.

Congressman Blumenauer reported that there are 196 different projects requesting funds through TEA-21. It is because of the success of this region that they have looked at the patterns we have. He felt we would ultimately be successful. \$2 billion has already been invested in the rail component. He felt the public's motto must be "we will build no line before its time." He noted that there is no comprehensive approach to people in this region as we are talking about a 100-year project. In his judgment, that can't be said about any road or bridge. Congressman Blumenauer felt we would have been in construction by this time if the Clark County voters had been supportive of the project in 1997.

Elements he stressed were: to make sure we keep faith with the public who made the plan possible; the fundamental change in how financing is taking place; and the fact that people like light rail. He noted that the state has been "asleep at the switch" on

infrastructure for six years. He reinforced his commitment to work with the region for those corridors and that the people not be left behind.

Metro Council Presiding Officer Kvistad noted that he had the opportunity to go to King City following the vote. This was not a referendum on land use planning. They were specific about the fact that their transportation doesn't work, that this was such a massive ballot, and concerned about the extent of the measure. He felt the region shouldn't read too much into it.

Councilor Kelley cited the need to underscore the lessons learned before making plans for the next election. She noted that the South/North light rail measure didn't pass to the extent expected in Multnomah County. She felt that the cities and counties are competing with each other on funding measures and was surprised at how many of the ballot measures went down in Multnomah County.

Mike Burton reminded the committee that there has never been a silver bullet for transportation issues. The region has worked on a multi-modal basis over the years to consider all aspects of transportation but the missing component of a complete light rail system puts the whole planning process in harm's way. Mike emphasized the need to ensure the 2040 land use plans are maintained. He felt the committee should reconvene to examine the meaning of the vote and to discuss the strategies that are falling out -- a time for retrospect.

Fred Hansen agreed with the need for that analysis and that it would be helpful to focus on whether there is any reasonable way of recapturing some portion of the \$866 million of FTA dollars and whether there are some additional, logical steps that we can take that will allow us to achieve some of the goals (citing examples such as congestion, air quality and Transit Choices for Livability).

Mayor Drake expressed regret about the outcome of the light rail vote but sensed that it was a question of priorities after looking at all the possibilities. He noted that Washington County is still looking at commuter rail. He commented on a contract with Tri-Met in regard to Transit Choices for Livability. Mayor Drake noted that there's a healthy economy in the region and the number 1 issue is jobs. He noted, however, that things are cyclical and that that could change. He also commented about freight being a critical issue, noting that the AOI supports a 6-cent gas tax increase at the Legislature. He felt that citizens perceive there are other solutions to be explored but he was not about to give up.

Jesse VanderZanden of Senator Gordon Smith's office reported that Congress worked hard to obtain the authorization language under TEA-21. The Oregon delegation worked well together to ensure

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that the South/North LRT project was placed on the list. He noted the New Starts authorization funds for multi-modal needs in that corridor.

Commissioner Rogers appreciated the comments made on behalf of Washington County. He noted that there were a number of money measures on the ballot, some of which failed. He cited the importance of discussing alternatives or options in the South/North corridor that might be explored. He was resentful that comments were made about Washington County not being supportive of the South/North light rail project.

The linkage between benefits and costs was also addressed. Commissioner Rogers noted that no part of the South/North light rail route touches Washington County but that many there supported it. He emphasized the importance of better public education and the need for options. He commented that the Washington County Coordinating Committee wants to be proactive and is looking at a multitude of solutions. The need to have contingency plans and to be good stewards of government run as a business was also stressed. Commissioner Rogers indicated that Washington County will continue to share the region's resolve, its pain, and be supportive. Washington County believes that commuter rail is a fine alternative. They are discussing a commuter rail program that encompasses 18 miles and will cost approximately \$81 million. In addition, Washington County will be pressing forward with many of its programs as well.

#### ANNOUNCEMENT

Chair Washington announced that a public hearing would be scheduled on the South/North light rail bond measure on Tuesday, December 1, by Metro Council's Transportation Planning Committee. He encouraged public comments at that time. He noted that four years ago, there wasn't the national competition for such funds that there is today and agreed with Mayor Drake on the need to look at this more extensively and consider more options.

In closing, Chair Washington thanked Andy Cotugno and Richard Brandman and all the staff for their hard work toward the South/North LRT effort.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

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JPACT Members