

MEETING REPORT

DATE OF MEETING: June 11, 1998

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

PERSONS ATTENDING: Members: Chair Ed Washington, Susan McLain and Jon Kvistad, Metro Council; Commissioner Gordon, Clark County; Dave Williams (alt.), ODOT; Mayor Drake, Cities of Washington County; Commissioner Hansen (alt.), Multnomah County; Greg Green (alt.), DEQ; Commissioner Lindquist, Clackamas County; Bob Stacey (alt.), Tri-Met; Councilor Rohde, Cities of Clackamas County; Councilor Kight, Cities of Multnomah County; Dave Lohman (alt.), Port of Portland; and Dean Lookingbill (alt.), Southwest Washington RTC

Guests: Ron Papsdorf, City of Gresham; Lynn Peterson, 1000 Friends of Oregon; Karen Schilling, Multnomah County; Kerry Ayres-Palanuk, Tri-Met; Councilors Kay Walker and Scott Rice, City of Cornelius; Elsa Coleman and Mark Lear, City of Portland; Carl Hosticka, University of Oregon; Kate Deane, ODOT; Steve Wheeler, City of Tualatin; Dan Kaempff, Tualatin TMA; Paul Silver, City of Wilsonville; Rod Sandoz, Clackamas County and Kathy Lehtola, Washington County

Staff: Andrew Cotugno, Chris Deffebach, Michael Morrissey, and Lois Kaplan, Secretary

SUMMARY:

The meeting was called to order and a quorum declared by Chair Ed Washington.

MEETING REPORT

Mayor Drake moved, seconded by Councilor Rohde, to approve the May 14, 1998 JPACT meeting report as submitted. The motion PASSED unanimously.

TEA-21

Distributed at the meeting was a packet on the newly adopted ISTEA legislation entitled Transportation Equity Act for the 21st Century (TEA-21) which included an administrative summary and a

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list of earmarked projects. Andy Cotugno highlighted the packet, including the earmarked projects, noting that there are better guarantees that money will flow through this legislation. The old bill lapsed on May 1 so the jurisdictions have been unable to obligate funds.

Andy explained that most of the funds channeled through the state are through program categories, which has gone up 40 percent. In the past, there was approximately \$10 million/year available in regional STP funds. That amount has increased to \$14 million/year. Any portion of the funds spent by this region must first be included in the Transportation Improvement Program. It has not been determined how much the state will allocate from its share for preservation purposes.

Referencing the earmarked projects, Andy reported that, in the past, federal funds for earmarked projects could be spent independent of other federal funds regardless of category. These projects must now fit into that cap, the amount of which has to be determined and defined in the annual budget. The Oregon Transportation Commission will determine which categories will be allowed to reach the 100 percent level.

The two programs advocated by Senator Wyden were highlighted. The first was to better integrate decision-making under federal environmental guidelines (NEPA). The legal steps have opened the door for better coordination of issues. The second involved funding a program to better integrate land use/transportation issues. \$20-25 million has been provided for discretionary funds toward that end.

The South/North Light Rail project was earmarked for construction. \$3 billion is unearmarked, and there is a process for ranking projects when they are ready to go to construction. Andy indicated that staff feels we will be in a good position to access those funds next year.

Another change noted in the TEA-21 bill was the fact that the previous one had a limit of three congestion pricing programs, two of which had been awarded. The new bill allows for 15 projects. Also noted was the fact that the bridge program was retained.

Dave Williams commented on the need for some clarification with regard to the State Infrastructure Bank and the use of federal funds; the fact that the Major Investment Study category was eliminated; the fact that the feds are interested in the ITS program and how to better integrate it into the planning process;

and the addition of the Welfare-to-Work program and new category for transit.

ANNOUNCEMENT

Andy Cotugno announced that the previously scheduled June 10 joint JPACT/MPAC meeting has been moved to July 22. He cited the need to discuss what is important for the short, medium and long-term activities of the *Regional Transportation Plan* and the priorities we should focus on in the next five years as a means of presenting a clear picture for the Legislature. The Executive Officer and Metro Council have asked that the priorities be identified. Andy encouraged input from committee members toward that end.

MTIP CRITERIA

Andy Cotugno reviewed the MTIP criteria packet as recommended by TPAC at its May 29 meeting. Staff is asking for approval of the packet for public review. The MTIP criteria proposes selection procedures and criteria for ranking of projects.

Andy reviewed the steps in the final adoption process identified on Attachment A, which include a public hearing process, compliance with air quality standards in the Clean Air Act, and review and adoption of the TIP by the Oregon Transportation Commission. September 30 is the deadline for jurisdiction submittal of projects. Mayor Drake suggested that an additional hearing be scheduled in Beaverton or Hillsboro.

In review of Attachment C (TIP Allocation Process and Project Selection Criteria), Andy noted that the criteria forms the minimum prerequisites for the projects to be considered. One of the questions raised to date is whether or not there should be a prerequisite to meet the Metro street design guidelines. The projects will then be ranked by mode. Forty percent of the criteria relates to the 2040 Growth Concept while 60 percent relates to transportation performance measures. The next step is of an administrative nature, taking into consideration factors such as modal characteristics and affordable housing characteristics. The objective is to come up with an overall regional program that is regionally balanced, multi-modal and in support of the 2040 Growth Concept and air quality emission requirements.

A letter from Washington County was introduced, under the signature of Commissioner Rogers, expressing county concerns with respect to the need for the criteria to recognize local responsibility for improvements; the extent of the focus on the 2040 Growth Concept, disadvantaging areas with marginal or less than

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average transit service; the need to allocate a portion of the new funds in all categories toward resolving deficiencies in areas outside of the city center, town centers and regional centers; the need for public safety criteria to be addressed; and that past commitments be honored, citing the Westside light rail highway projects, Sunset Highway, and Phase II of the I-5/217 project as examples. In addressing Washington County's letter, Andy Cotugno noted that Washington County has put a lot of money into the transportation system and should be acknowledged for that. It is accounted for in the administrative criteria which deals with the provision of local or overmatch.

A discussion followed on past commitments, the need to fulfill those obligations, and whether additional points should be given for safety (in addition to the 20 points). Andy cited the need to identify such projects as the program is finalized. It was noted that the Washington County Coordinating Committee was supportive of Commissioner Rogers' letter.

Corrections noted for Attachment A included the 1:30 p.m. public hearing on June 23 (rather than 3:30 p.m.) before the Metro Council Transportation Planning Committee and the 5:30 p.m. Metro Council hearing on July 23 (rather than 2:00 p.m.).

Relating to Commissioner Rogers' comment on safety projects, Dave Williams reported on a federal safety program administered independent of the JPACT process. He noted that it doesn't matter whether the projects are located near regional centers and is based on an accident rate analysis.

Dave Lohman expressed the Port's concerns relating to the points awarded for 2040 criteria for freight in that it doesn't address the fundamental vitality areas (reloading and distribution centers). He noted they are critical to employment elsewhere in the region. He cited the need for an objective measure that deals with that "global competitiveness" issue. The Port would like to spend some time on ways to capture such points. To clarify, Andy explained that freight projects are ranked relative to industrial employment access. Dave Williams suggested flagging those projects that are close to global trade and have that effect.

Committee members agreed on the need for recognition of freight distribution issues, to determine whether safety is adequately addressed, to address the suburban vs. urban issue (in view of most of the growth occurring in the suburban area while most of the transit service is provided in the urban area), and cost per rider to demonstrate the locational issue. Commissioner Lindquist noted that the true safety criteria is where there are deaths and injuries reported.

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Mayor Drake cited the need to be cost-effective but to be able to grow in service. He spoke of areas outside of Portland and their need to experience small successes and for JPACT to encourage such densification.

Chair Washington pointed out that the two Transportation Fairs have been scheduled in Portland and Washington County, suggesting there may be need to hold one in Clackamas County. He also felt it is timely to schedule a tour of regional freight facilities in order to clearly understand the big picture on how we move freight in this region and its impact on our economy. He asked staff to arrange a tour of those facilities. Councilor Rohde suggested looking at all freight, not just Port of Portland facilities. He noted that there are freight movement needs throughout the region. Bob Stacey indicated that Tri-Met would provide bus transportation for the tour. Chair Washington noted that he would like to extend the tour into Clark County as well. Commissioner Gordon spoke of Clark County's mutual interest in freight and his desire to work with Oregon in any effort that would benefit the whole region.

It was noted that Mary Tobias of the Tualatin Valley Economic Development Corporation has spoken many times of "hidden" freight movement in the region with examples given such as Lake Oswego, Beaverton and parts of Hillsboro. Mayor Drake spoke of the two worlds of freight and commented on the single car delivery service.

Action Taken: Commissioner Lindquist moved, seconded by Mayor Drake, to approve the proposed MTIP criteria packet for release for public comment with the proposed changes, which included questions relating to:

- . Whether boulevard projects should be flagged through the Administrative criteria rather than be awarded 10 points under current criteria;
- . Whether projects of "global" significance should be flagged as part of the Administrative criteria;
- . Whether there is sufficient emphasis on safety;
- . Whether the cost per rider evaluation of transit projects should be adjusted to account for the different objectives and efficiencies of "core" versus "emerging" service provision in order to recognize the goals defined in Tri-Met's Transit Choices for Livability program to expand suburban transit services; and

- . Whether there is an overemphasis on growth areas at the expense of developed areas.

The motion PASSED unanimously.

TRANSIT CHOICES FOR LIVABILITY UPDATE

Bob Stacey, Tri-Met's Executive Director of Policy and Planning, reported that the Transit Choices for Livability Committee, under the guidance of Steve Clark, has concluded its 19-month effort. The process resulted in a 10-year transit improvement plan for regional service expansion (a blueprint for servicing six sub-areas of the region) which will be submitted to the Tri-Met Board at its June 24 meeting. The plan addressed the fundamental imbalance on how Tri-Met delivers transit service. Seventy percent of local service is provided in Portland while only 30 percent occurs in the regional communities outside Portland.

In order to provide enough additional transit service to achieve modal targets in support of the 2040 vision, Tri-Met anticipates a 3.8 percent annual increase in transit service to meet community objectives.

Bob reported that 69 percent of the potential service areas are located in regional communities outside Portland; that the new service will include use of 24 small local buses, nine new rapid bus lines, two new rail lines and 27 new bus lines not presently in use; that improvements will be made to 45 existing Tri-Met routes to improve reliability; and that amenities will be provided for shelters, security, pedestrian connections and customer information.

The TCL committee has identified the necessary service areas, trip destinations have been more spread out, and Tri-Met is looking at ways of reducing cost while introducing service to these new neighborhoods. Bob Stacey commented that Tri-Met is looking for partnerships, citing the Tualatin Transportation Management Association as an example. Internally, they will be working to deliver their product more cost-effectively. He spoke of small buses on neighborhood streets that would provide service to a town center or regional center. Bob reported that Tri-Met will form an advisory board that will review the findings of the TCL committee. Of the 25 fixed lines, three rail projects, a Central City streetcar and commuter rail are all alternatives.

Bob noted that, in order to make this plan feasible, it is dependent on finding resources. He indicated that this issue will be brought before JPACT once again to see what role JPACT can play in providing some portion of that expanded revenue.

Councilor McLain asked that the transit funding committee prioritize its requests in order to get partnering with this regional body. She felt JPACT could be more helpful if there were two elements. She noted that the available resources are reliant on the larger picture and whether Tri-Met's plan is tied to a prioritized list.

Mayor Drake pointed out that the real issue on funding during the initial phase is the reliance on the region's economy remaining healthy. If it doesn't remain healthy, Tri-Met may have to lower some of the expectations. Because this is regionwide, the second phase dealt with deficiencies that would improve the system. Everyone will benefit by that action. Small lines to Tualatin, Cornelius and Forest Grove would be supportive of those elements. Mayor Drake felt it would be difficult to prioritize and felt we need to be flexible.

Councilor McLain noted that it is a non-financed plan at this point. She wanted the doable important elements that would allow this group to partner in a real way.

Bob Stacey spoke of the first five-year phase and the second five years, with heavier emphasis on the annual service planning process. Tri-Met will be dependent on the funding flow process.

Councilor Rohde complimented Tri-Met on a job well done during the process. With regard to weekend service, Greg Green noted that the highest air quality emissions now occur on the weekends. Commissioner Lindquist was appreciative of the effort undertaken by Tri-Met that will coincide with light rail and connections to town centers.

Mayor Drake commented that Tri-Met's plan, *Community Transit: Investing in Livability*, will help make the 2040 concept happen. He felt that everyone in the region will be getting a piece of the pie and it will make 2040 happen. This is to accommodate the expected growth.

Bob Stacey reported that a series of workshops and open houses were held to discuss this plan, and about 1,000 people participated throughout the region.

Chair Washington thanked Bob Stacey for his *Transit Choices for Livability* presentation.

REQUEST FROM TUALATIN TRANSPORTATION MANAGEMENT ASSOCIATION

In the absence of Mayor Ogden, City of Tualatin, Andy Cotugno asked JPACT to consider the Tualatin Transportation Management

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Association's (TMA) request for \$20,000 for support of current services and a \$20,000 vanpool subsidy for inclusion in the MTIP. The letter requesting the consideration was distributed at the meeting and was under the signature of Mayor Ogden, City of Tualatin; Tualatin's City Manager, Steve Wheeler; Dan Kaempff, Tualatin TMA Program Manager; and Marianne Pratt, Tualatin Chamber of Commerce Executive Director.

Andy raised the broader question of what we should be looking for in TMAs as a more comprehensive approach to development, implementation and funding. Questions need to be addressed relating to whether we should be pursuing TMA creation, providing seed money on an ongoing basis, or assessing the value of TMAs in achieving regional TDM goals and objectives.

Mayor Drake noted that the City of Beaverton started a TMA two years ago which has been effective with the employers. A grant was received for that start-up, it has been operating very effectively, and they have to meet the ECO Rule. The TMAs are designed to move people and avoid congestion. Mayor Drake noted that it is a hidden tool to have clean industry. He felt that the funds in question for the Tualatin TMA would help the TMA attain the benefits the Lloyd Center and the City of Beaverton have achieved.

Steve Wheeler, Tualatin's City Manager, explained that this request is supported by the City of Tualatin and supports the east-west transit links. The TMA has a \$20,000 shortfall gap in its budget and has garnered a lot of community support.

Greg Green acknowledged that he is also a City Councilor in Tualatin. He noted that DEQ realizes that, in order to solve a lot of problems, you try to change people's travel behavior over the long term. He cited the importance of these programs and being supported.

Bob Stacey felt that support of the Tualatin TMA should be regarded as a responsible course of action. Last year, Tri-Met supported the TMA in the amount of \$60,000. Because of its importance and success in Tualatin, \$40,000 was pledged this year. Tri-Met values the program but they don't have a coordinated, articulated program for TMAs which, he felt, they should. Being supportive of a program for TMAs is a critical element to its success.

Mayor Drake supported covering the Tualatin TMA's shortfall, inclusive of the vanpool subsidy, as a means of addressing the needs of commuters outside Tri-Met's service area. It is hoped that, after a one-year subsidy program, they can buy into the

program. He proposed that Metro fund this recommendation and that staff proceed with a longer analysis to determine how we can accommodate more TMAs in the region and what that process would entail.

Further discussion centered on the question of 50 potential new TMAs coming on board and whether consideration should be made on an ad hoc basis. Because JPACT would be setting a precedent by such funding, Councilor McLain suggested that questions relating to the TMAs' relationship to the region and the funds that would be appropriate for allocation should take place. Andy Cotugno noted that the funds in question are the flexible categories that are programmed for the four-year period (STP and CMAQ). He also explained that the STIP is fully programmed for the four-year period and is currently overprogrammed. We also don't have sufficient information at this time on the increases to be provided through TEA-21. Andy pointed out that utilizing funds for TMAs could delay other projects.

Dan Kaempff, Tualatin TMA Program Manager, reported that they have funding pledged by Tri-Met for start-up purposes but insufficient funds for the remainder of the fiscal year. Unless TEA-21 is brought into the mix over the four years, the TMA will be lost. He hoped the program wouldn't fall apart.

Dave Williams noted that the TEA-21 legislation has expanded the tax break and felt that might be helpful to the TMAs.

Action Taken: Mayor Drake moved, seconded by Councilor Kvistad, that JPACT be requested to fund the Tualatin Transportation Management Association (TMA) shortfall of \$20,000 for supporting all current services along with the \$20,000 vanpool subsidy and instruct staff to identify the specific funding sources and any adjustments that need to be made to fund these programs. The motion PASSED. Dave Williams voted against.

Committee members agreed there's need to evaluate how other TMAs are operating and take into consideration how Metro's boundaries may change under 2040. Questions relating to putting place-holders in support of the transportation system, what the issues are, whether those commitments must be kept, and how we should react to future TMA requests was also raised for future JPACT discussion.

Chair Washington asked that this matter be placed on the July 9 JPACT agenda for further discussion.

JPACT COMMUTER RAIL SUBCOMMITTEE

Richard Brandman provided background to the formation of the Regional Commuter Rail Subcommittee and its activity on behalf of

commuter rail. He noted that, in the South/North light rail process, there was renewed interest in commuter rail. A decision was made to examine whether or not commuter rail could replace or supplement light rail.

Richard explained that, typically, commuter rail serves large downtowns with distant bedroom communities. He spoke of the number of rail lines throughout the region, some of which are heavily used and some of which are not, in terms of whether there is potential to have the so-called traditional commuter rail corridors. There are some lines through the heart of our corridor. Commuter rail doesn't typically get into the heart of the neighborhood or into the downtown but runs close to those areas and could serve those communities.

Councilor Kvistad reported that the Regional Commuter Rail Subcommittee met three times since its inception in May 1997. Their specific recommendation encompassed 9 or 10 different options but there was unanimous consensus for the following three areas and lines to be recognized as major priorities plus the high-speed rail corridor. The priority corridors are to be added to the Regional Transportation Plan as follows:

- . Beaverton to Wilsonville in Washington County (This corridor is currently being studied by Washington County and ODOT.)
- . Clark County to Portland (Several commuter rail options are currently being studied by the Southwest Washington Regional Transportation Council.)
- . Lake Oswego to Portland (including consideration of the old Southern Pacific crossing of the river and the Willamette Shores Trolley line)
- . Portland to Salem (as part of the efforts currently underway by Vancouver, B.C. and Washington and Oregon States to increase service frequency and travel times in the Pacific Northwest Passenger Rail Corridor)

The recommendation is that these commuter rail lines be included in the RTP as active projects or identified corridor areas. It is felt that commuter rail could serve a congested traffic corridor; serve some of our major employment and residential areas; offer transit service integration and/or efficiencies; use available track capacity and, in some cases, track that is in public ownership; use track that is in relatively good condition; and will elicit general public support.

In addition, Richard identified the recommendation to partner with other jurisdictions who are considering commuter rail outside of the Urban Growth Boundary.

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Councilor Kvistad thanked Chris Deffebach, Mike Hoglund, Richard Brandman and Andy Cotugno for their help and the information provided.

The next steps include pursuit of a demonstration project, seeking public comments on the potential corridors for commuter rail, continuing coordination with other ongoing studies to ensure commuter rail could fit within our regional transportation system, and coordinating the effort with elected officials from counties and cities outside the Urban Growth Boundary in consideration of commuter rail. They are hoping to plan a free excursion during the opening of the Westside light rail or an event for a local charity.

Councilor McLain questioned whether we would be doing a disservice. She was supportive of the commuter rail report but noted that there are other active programs out there, including one in Cornelius, that need to be recognized in some form. Councilor Walker of Cornelius reported that they plan a demonstration on commuter cars to coincide with opening of the Westside light rail. Commissioner Gordon reported that Clark County is working on commuter rail with Burlington Northern, noting that it will make a big difference in Clark County because they don't have light rail. He was supportive of the commuter rail report.

Also discussed was the need for a commuter rail system that is not a piece-meal approach.

The recommendation of the JPACT Subcommittee on Regional Commuter Rail is for a public process to review the initial recommendation and tie it to the RTP update process. There was consensus on the need to look at the bigger picture.

Bob Stacey reported that, at the workshops, it was evident there was significant community support for Tri-Met participating in one or more of these services. The recommendation from the committee is to proceed with public involvement and, based on that input, make a formal recommendation for inclusion in the RTP.

Chair Washington asked that the comments of Councilor McLain, Commissioner Gordon and Bob Stacey be incorporated into that report.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members