

## MEETING REPORT

DATE OF MEETING: May 8, 1997

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

PERSONS ATTENDING: Members: Chair Jon Kvistad, Susan McLain and Ed Washington, Metro Council; Charlie Hales, City of Portland; Linda Peters (alt.), Washington County; Gerry Smith, WSDOT; David Lohman (alt.), Port of Portland; Dean Lookingbill (alt.), Southwest Washington RTC; Craig Lomnicki, Cities of Clackamas County; Mel Gordon, Clark County; Jim Kight, Cities of Multnomah County; David Yaden (alt.), Tri-Met; Don Wagner (alt.), ODOT; Rob Drake, Cities of Washington County; and Ed Lindquist, Clackamas County

Guests: Lou Ogden (JPACT alt.), Mayor of Tualatin; Pat Collmeyer, Office of Neil Goldschmidt; Elsa Coleman and Steve Dotterer, City of Portland; Rod Sandoz and John Rist, Clackamas County; Susie Lahsene, Port of Portland; Dave Williams, Leo Huff, Jef Kaiser, and Michael Ray, ODOT; Gary Katsion, Kittelson & Associates; Randy Hammond, CH2M Hill; Xavier Falconi and Mary Tobias, TVEDC; Meeky Blizzard, Sensible Transportation Options for People; Bob Brannan, Parsons Brinckerhoff; Bill Burgel, HDR Engineering; G.B. Arrington, Tri-Met; Kathy Lehtola, Washington County; Karl Rohde, City of Lake Oswego Councilor; Howard Harris, DEQ; and Mike McKillip, City of Tualatin

Staff: Andy Cotugno, Richard Brandman, Leon Skiles, Mike Hogle, Rich Ledbetter, Chris Deffebach, John Cullerton, Gina Whitehill-Baziuk and Lois Kaplan, Secretary

### SUMMARY:

The meeting was called to order and a quorum declared by Chair Jon Kvistad.

ANNOUNCEMENTS

Dave Lohman announced that an international bulk trade, transportation and handling exhibition and conference, *Bulk '97 Transpo*, is scheduled for June 1-3 at the Portland Hilton Hotel. Attendees will view the Port's new Terminal 5 used for bulk exports and related Rivergate rail capacity improvements authorized through use of CMAQ funds.

\*\*\*\*\*

Chair Kvistad commented that the Cascadia Metropolitan Forum would be holding its conference May 8-10 in Vancouver, B.C. and felt it should be an interesting conference.

\*\*\*\*\*

MEETING REPORT

Mayor Drake moved, seconded by Councilor Washington, to approve the April 10, 1997 JPACT Meeting Report as submitted. The motion PASSED unanimously.

RESOLUTION NO. 97-2505 - ADOPTING COST-CUTTING AMENDMENTS TO THE SOUTH/NORTH LIGHT RAIL ALTERNATIVES AND DESIGN OPTIONS TO BE STUDIED FURTHER IN THE PROJECT DRAFT ENVIRONMENTAL IMPACT STATEMENT

Richard Brandman explained that the purpose of adopting the South/North cost-cutting measures is to make a determination of what alternatives and design options should be studied further in the Environmental Impact Statement. With the loss of Ballot Measure 32, an intensive, major public involvement effort ensued.

Richard commented on the 200 meetings held with neighborhood associations and business groups; the mailout of 100,000 brochures to households, resulting in over 3,000 responses; the newsletter sent to over 17,000 households about process and meeting dates; the three formal open houses; and the public hearings targeted at getting the community engaged in feedback.

Major results of the process are that there has been positive response from the public with respect to cost-cutting. The result is a \$500 million reduction of costs by deferring portions of the project and contractual savings that can be realized by Tri-Met.

One of the areas of citizen concern was that the project might not go to North Portland. Richard reported that the line will

extend into North Portland, resulting in more ridership. At issue is the desire for the line to go to Kenton Street rather than Lombard Street, which would require an additional \$30-50 million if the terminus were placed at Kenton. Richard noted that a special study will be undertaken of a Kenton terminus.

Richard also commented on the changes in the Portland State University area that resulted in a savings of \$6-7 million and the deferral of the north mall which would save \$120 million. He noted that there is considerable concern about deferring the north mall.

Many neighborhood groups in Southeast Portland were pleased that there would be cost savings on the Caruthers alignment. By changing the river crossing and the grade in Southeast Portland, a savings of \$40 million could be realized, making the alignment more cost-competitive. Richard also spoke of some design options in North Portland in association with the I-5 alignment.

The South/North cost-cutting recommendation has received endorsement from the South/North Steering and Citizens Advisory Committees, the Downtown Oversight Committee, and the Portland and Milwaukie City Councils. The South/North Expert Review Panel met to ensure that the data was accurate and to endorse the degree of detail and process. They concluded that the methods, assumptions and results were appropriate and sufficient for forwarding into the DEIS process.

Action Taken: Councilor Washington moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 97-2505, adopting cost-cutting amendments to the South/North light rail alternatives and design options to be studied further in the project Draft Environmental Impact Statement.

Councilor Washington took the opportunity to applaud the South/North committees and staff for their help and support in forwarding this light rail project. He noted that staff responded to the fact that people were concerned about costs and wanted them to be acknowledged. Richard cited some of the principals associated with the project, namely Leon Skiles, South/North LRT Project Manager, and Gina Whitehill-Baziuk for her public involvement efforts, noting that time would not permit acknowledging all of the participants. He commented further that it represented a unified effort of all the jurisdictions. Councilor Washington also thanked Andy Cotugno for his efforts.

Commissioner Lindquist indicated that the project has been worked on for a long time and complimented staff on regrouping with efforts that resulted, in spite of setbacks, with an even better

project. Commissioner Lindquist reported that Portland is recognized at the national level as a leader in land use and transportation planning.

Commissioner Hales recounted that the South/North light rail project is worthy of JPACT's unanimous support. He noted that, through the Steering Committee, the City of Portland's concerns relating to downtown Portland and the Kenton Street terminus have been addressed. The Kenton Street terminus will require a special study. The City also asks that the full mall improvement be identified as the region's priority after Phase 1 of the South/North project, citing the importance of transit being supportive to the River District/Union Station area. A letter from the City of Portland, which included a companion resolution, was distributed expressing support of the Steering Committee's recommendation.

Commissioner Hales also commented on his recent visit to Denver for an infrastructure conference, where massive spending on transportation projects bring into question the benefits gained and the lessons learned.

Also noted was the recent Regional Transportation Summit attended by 450 people. Commissioner Hales commented that we have hundreds of citizens that are interested in having transportation innovations introduced into their neighborhoods.

Commissioner Peters expressed Washington County's support of the South/North cost-cutting recommendation. She commented on a recent Commuter Rail Conference at which Senator Hutchinson of Texas spoke on behalf of efforts to enhance Amtrak. She shared her vision that the national inter-rail system would be seen as a nationwide arterial to which smaller rails and railroads are connected. She concurred in the need for further study relating to the north mall segment and the need for a connection to Union Station.

Mayor Lomnicki distributed a letter on behalf of the City of Milwaukie, noting that the Milwaukie City Council unanimously supports the cost-cutting DEIS changes along with an ongoing effort to study the project's negative impacts and corresponding mitigation measures through the FEIS. He emphasized that a No Build alternative is still considered an option. Councilor Washington wanted Mayor Lomnicki to be aware of the "Lomnicki Loop" acknowledged in the Milwaukie area.

Dave Yaden felt that this is neither the beginning nor the end of a process but rather a commitment toward a balanced transportation system. This cost-cutting recommendation will be viewed as

one adjustment along the way. He applauded the region's focus on that journey.

Councilor McLain acknowledged that this is just one segment of a much larger project. She felt the region would be doing a dis-service if it didn't identify Oregon City and Vancouver as part of the project. She noted that the recommendation doesn't include all the options we want nor have those extensions been forgotten.

In calling for the question, the motion PASSED unanimously.

RESOLUTION NO. 97-2507 - ADOPTING THE SOUTH/NORTH STEERING COMMITTEE COMMUTER RAIL OVERVIEW AND RECOMMENDATION REPORT

This resolution calls for commuter rail to be studied as part of the Regional Transportation Plan and that JPACT conduct a series of workshops to study the commuter rail issue as part of future transportation options.

The *Commuter Rail Overview and Recommendation Report* produced by the Steering Committee addresses lines currently in operation on the West Coast, how they operate, and how much they cost. The Project Management Group compared functional differences between commuter rail and light rail and recommended that it not be studied further in the South/North DEIS.

Richard Brandman explained that commuter rail trains typically run for longer distances (20-60 miles) while light rail is normally a 10-15 mile run. Commuter rail runs on existing freight tracks and permission is required from the railroads for operation on those tracks. In addition, commuter rail does not typically serve specific neighborhoods nor business districts and raises different land use issues than light rail. Richard felt there are some positive attributes and that there needs to be more discussion on the issue.

A series of workshops will be scheduled in the fall to discuss commuter rail. Richard announced that Chris Deffebach of Metro staff, introduced at the meeting, will be leading the effort.

Chris Deffebach commented that the study evolved from a South/North Steering Committee recommendation to evaluate commuter rail potential and provide the public with an opportunity for input. She spoke of interest in Yamhill, Clark and Washington Counties to coordinate a regional study of commuter rail to determine its role as part of the transportation system.

Information is needed on land use impacts, freight impacts, ridership and cost compared to other alternatives, and the type of transportation problems it would serve. Chris hoped that the study would increase the level of public understanding on what commuter rail is and why it is being considered and implemented in different urban areas.

Chris spoke of the need to include representatives from a broad range of geographic, business and community interests. It is the objective of the study to take the information and form commuter rail recommendations for the *Regional Transportation Plan*. The work scope would include assessing the potential for our region.

Commissioner Peters was excited about plugging commuter rail into the regional transportation planning process. She cited the need to decide, following the feasibility study, what the scope is and what authority is needed to make it happen. A discussion followed on the Wilsonville to Salem and Newberg to Salem connections. Commissioner Peters forewarned the committee that Washington County would not like the regional process to slow the county down in its commuter rail effort.

Commissioner Gordon reported that the Southwest Washington Regional Transportation Council has supported a plan in Clark County to study commuter rail and that Burlington Northern has expressed interest in looking at the proposal.

Councilor Washington wanted to applaud Jim Howell for all his efforts on behalf of commuter rail.

Action Taken: Councilor Washington moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 97-2507, adopting the South/North Steering Committee *Commuter Rail Overview and Recommendation Report*. The motion PASSED unanimously.

Councilor Kvistad appointed a commuter rail task force comprised of Councilor Washington; Commissioners Lindquist, Peters and Hales; and Mayor Ogden. (Following the meeting, Councilor Karl Rohde of Lake Oswego offered to serve on the task force as well.)

#### LAKE OSWEGO TROLLEY

Chair Kvistad announced the kick-off of the Lake Oswego trolley service and felt that the community should be congratulated on making it happen.

RESOLUTION NO. 97-2497 - ENDORSING THE RECOMMENDED ARTERIAL AND HIGHWAY IMPROVEMENTS CONTAINED WITHIN ODOT'S WESTERN BYPASS STUDY AND AMENDING THE 1995 INTERIM FEDERAL REGIONAL TRANSPORTATION PLAN

ORDINANCE NO. 97-689A - AMENDING THE 1992 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE NEED, MODE, FUNCTION AND GENERAL CORRIDOR FOR THE I-5/99W CONNECTOR

Andy Cotugno reported that a number of jurisdictions were signatory to looking at the Western Bypass and alternatives to the bypass. The study was initiated by ODOT and conducted through an Intergovernmental Agreement that led to a study of mobility and related needs in the entire urban portion of Washington County and the westernmost portions of both Portland and Clackamas County.

The study resulted in the conclusions reflected in the *Western Bypass Study Recommended Alternative Report*. Andy commented on the process that included review from a Citizens Advisory Committee, a Technical Advisory Committee, and a Steering Committee. The recommended alternative represents a package of roadway projects, a TDM program, transit service and facilities, and bicycle and pedestrian facilities. In addition, the LUTRAQ alternative was evaluated, but not recommended.

This resolution would implement two actions. It would amend the 1995 *Interim Federal Regional Transportation Plan* to incorporate the recommended arterial and highway projects as identified in the report and identifies TDM, TSM and other alternative mode strategies for the current RTP Preferred Project list for further evaluation. The overall content of the Bypass Study is included in Resolution No. 97-2497.

Mike Hoglund noted that the resolution endorses arterial and highway improvements for incorporation into the Preferred component of the federal RTP. It does not, however, assure funding priority for those projects; rather it addresses current RTP standards.

For the study, there were two basic components, a No Build and a TSM component. The LUTRAQ study was also evaluated but is not recommended since the Region 2040 Growth Concept provides the adopted land use strategy for the area. The *Western Bypass Study*, evaluated in terms of the RTP and Region 2040, found that the north/south circumferential travel could best be served by arterials. The Citizens Advisory Committee also developed a

JPACT

May 8, 1997

Page 8

minority report with a recommendation that the full bypass be considered as a long-term conclusion.

Andy noted that one project, the I-5/99W Connector, should be amended into the 1992 RTP because it represents the final land use decision relating to the need, mode, corridor and function the facility is intended to serve. Ordinance No. 97-689A amends the 1992 RTP to include the need, mode function and general corridor for the I-5/99W Connector and, associated with that, recognizes that the accessibility through the Willamette Valley will create land use impacts.

Mike Hoglund briefed the committee on attachments to Ordinance No. 97-689A, noting that current levels-of-service were addressed. He emphasized the importance of separation of traffic functions being critical to the 2040 Growth Concept. Mike noted that the I-5/99W Connector reduces the pressure on arterials in the area. He added that the Tualatin industrial area would also benefit.

A handout was distributed replacing the second page of the ordinance, reflecting action taken by TPAC at its April 25 meeting. Resolve 2 of Ordinance No. 97-689A should now read: "2. That Metro should work cooperatively with the Green Corridor and Neighbor City jurisdictions to ensure execution of these agreements prior to construction of the I-5/99W Connector."

A condition to approval is a Green Corridor Agreement developed for compliance with the Regional Urban Growth Goals and Objectives (RUGGOS). The agreement would be implemented between Metro, the City of Newberg, Yamhill and Washington Counties, and ODOT for the purpose of establishing a cooperative working relationship for management of growth.

Mayor Drake indicated he would be supportive of both the resolution and ordinance but noted that there have been intensive discussions about the Western Bypass. He felt that when gridlock occurs at some future point, we will realize that with all the improvements, the Regional Centers, and dollars spent to enhance and keep Highway 217 open, there may be regrets that the full bypass option hadn't been kept open. He commented that he supported the Western Bypass, was not opposed to the connector, but felt that at some point the bypass should be constructed. He expressed concern that there will be freight and travel demand that can't be accommodated. They don't want the roads to be wider but there is need to provide alternatives that work. Mayor Drake just wanted the target to stop moving.



Councilor McLain commented on the Western Transportation Alliance spearheaded by Intel's Commute Manager that addressed rideshare and a game called Stuck. The Stuck cardgame was so successful that it generated 25-30 additional requests. The premise was that, while you can't change the behavior of adults, you can teach children early to practice good commuting habits. Councilor McLain cited the need to put our energy together to put demand management and commuter rail in a package that would work.

Commissioner Hales was supportive of the connector but expressed concern over some of the lane-expansion projects listed in Exhibit A of Resolution No. 97-2497, citing Project No. 146 (Farmington Road, Murray Boulevard to 172nd Avenue); Project 148 (Scholls Ferry Road, 121st to Highway 217); Project 149 (Highway 99W: Pfaffle to Commercial); and Project 109 (Baseline Road, 158th to 185th). He reminded the committee that Title 8 of the Functional Plan asks that projects be prioritized based on their ability to improve mode split. He questioned how those massive east-west facilities will improve north/south movement in Washington County. Andy Cotugno pointed out that significant transit and TDM expansion is factored in to the traffic data for those road projects. Commissioner Hales noted that there are arterials in East Portland where street widths have had to be reduced to make them into urban streets. He wanted to know why the error should be repeated in Washington County.

Chair Kvistad cited differences in the City of Portland's infrastructure to that existing in Washington County. Commissioner Peters expressed concern over the reality of not having the kind of transit service and connecting streets there should be. She asked whether there would be further scrutiny of these projects within the Framework Plan's requirements and whether there would be an opportunity to scale them down at a later time. In response, Andy noted that there are a lot of projects in the current RTP that are being evaluated under new design and level-of-service standards. This resolution calls for these projects to also be evaluated in those terms and this would merely serve as a placeholder.

Chair Kvistad commented that most of the projects noted are in the LUTRAQ study and represent the trade-offs the community has made for not having the infrastructure. Many of the LUTRAQ concepts have been incorporated in the 2040 Growth Concept.

Commissioner Lindquist expressed concern about accommodating truck traffic for delivery of its goods across the I-5/Highway 217 interchange. This related to a large trucking center in Clackamas County. Mike Hوجلund noted that the alignment will study the interchanges at either end.

JPACT

May 8, 1997

Page 10

Mayor Ogden commented that, in 1979, tremendous growth potential and the need to divert industrial traffic away from the neighborhoods was recognized in the area around Tualatin. He noted that all of the mode split factors have been factored in, and there is still tremendous population and travel growth. He emphasized the importance of some type of infrastructure to move cars through the area.

A discussion followed on the differences in infrastructure between the Eastside and the Westside. On the Eastside, there is still an east-west freeway as opposed to a state highway in Washington County. There are few movement corridors in Washington County and one part of the mode split is still cars and trucks.

Commissioner Hales cited the need to change policy direction from past experience and build projects that improve mode split that are in keeping with the land use plan. He questioned how we justify approving some of the projects.

Dave Yaden asked Mike Hoglund to comment on whether multi-modal operations are factored in on these projects. Mike reported that the study included a number of TDM projects and transit, and that parking costs were applied to most of the commercial areas. In order for transit improvements to work, lane improvements are needed as well. In addition, the buses will operate better as a result of lane expansion.

Councilor McLain had some concern about some of the 5-7 lane facilities. Even though she was concerned about potential lane expansion, she recognized the need to deal with the existing infrastructure. She also acknowledged that the projects in question will undergo further study and there may be opportunity to downsize some streets. She pointed out that we are not starting out with a clean slate.

Don Wagner commented that he is responsible for the corridor project and that, in October of this year, will ask the Oregon Transportation Commission to further this study. He noted that one of the risks is the Goal 14 exception.

A discussion followed on whether the projects' construction in Washington County would be contingent on signing of the Neighbor Agreements. Mayor Ogden emphasized the goal of trying to achieve the 2040 Growth Concept but there was some skepticism expressed about the community agreements and the challenges and potential lawsuits they present. In that regard, a letter was distributed from Washington County, expressing support of the Green Corridor

and Neighbor Cities concept contained in RUGGOs but noting concern about making approval contingent upon those multi-jurisdictional agreements, as proposed in the ordinance. A discussion followed relating to the fact that, by making a land use decision, the agreement becomes part of that process. Andy Cotugno felt there is recognition outside of Metro's jurisdictional area on the need for such agreements in order for there to be a coordinated effort. Terms of what is called for are done in a cooperative, not dictatorial, spirit. Condition to approval requires that there be execution of some kind of agreement.

Andy Cotugno felt that the issue is a significant one. It determines how the land use impacts of the transportation project will be mitigated and provides the vehicle for a cooperative effort. It is required that these agreements be executed prior to construction; a long lead time is provided. If the process doesn't work and creates a stumbling block, it can be removed. Mayor Ogden asked what would happen if the City of Newberg didn't meet the jobs/housing balance, questioning whether the Metro Council could avert construction once the ordinance was approved. Andy noted that the Neighbor City Agreement condition to approval is linked only to the 99W/I-5 Connector project and is not tied to the rest of the projects in the corridor.

Councilor McLain felt that the Neighbor City Agreement is one of the best tactics for gaining coordination with other jurisdictions and did not feel it would be either legally, physically or technically damaging. She cited the need for there to be recognition of the fact that the region's systems extend beyond its jurisdiction.

Action Taken: Commissioner Peters moved, seconded by Mayor Drake, to recommend approval of Resolution No. 97-2497, endorsing the recommended arterial and highway improvements contained within ODOT's *Western Bypass Study* and amending the 1995 *Interim Federal Regional Transportation Plan*.

In discussion on the motion, Chair Kvistad noted his concern over eliminating the Western Bypass option. He felt it would be detrimental to the community. He was supportive of the I-5/99W Connector, expressing his concern that it is not politically viable from the transportation needs we have. He noted that many of the elements of the LUTRAQ study have been incorporated into the 2040 Growth Concept.

In calling for the question, the motion PASSED. Commissioner Hales voted against.

Action Taken: Commissioner Peters moved, seconded by Mayor Drake, to recommend approval of Ordinance No. 97-689A (inclusive of the new Resolve 2 recommended by TPAC), amending the 1996 *Regional Transportation Plan* to include the need, mode, function and general corridor for the I-5/99W Connector. The motion PASSED unanimously.

RESOLUTION NO. 97-2498 - ENDORSING THE INTERIM CORRIDOR STRATEGY FOR THE PORTLAND TO LINCOLN CITY CORRIDOR

Copies of the Interim Corridor Strategy for the Highway 99/18 corridor were distributed at the meeting. Rich Ledbetter explained that the resolution would endorse ODOT's strategy for the Portland to Lincoln City Corridor. The strategy encompasses a balanced transportation system, regional connectivity, and safety, environmental and energy components.

Rich noted that ODOT is looking at corridors across the state with an objective of linking transportation and land use issues in a more balanced multi-modal approach.

The process for the Portland to Lincoln City Corridor will include developing an interim corridor strategy, producing a corridor plan, planning for key sites, and implementing the projects and programs. It will require Green Corridor agreements.

Rich reported that this represents a long-range, 20-year plan for consideration of land use/transportation linkage in the corridor. ODOT's first approach requires TSM and TDM strategies.

A draft Green Corridor and Rural Reserve IGA was distributed at the meeting for information purposes only and was not to be considered part of the approval process.

Action Taken: Councilor Washington moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 97-2498, endorsing the interim corridor strategy for the Portland to Lincoln City Corridor. The motion PASSED unanimously.

HOUSEBILL 3163-A

Mary Tobias of the Tualatin Valley Economic Development Corporation distributed a position paper on TVEDC's stand with regard to HB 3163-A. She reported that the bill is being supported as a minimum funding package and needs to be upgraded in order to reflect current needs.

TVEDC's recommendations include supporting HB 3163-A as a minimum transportation funding package to address deferred maintenance on

the state's highways and bridges; raising the vehicle registration fee to at least \$90.00 or \$100.00 per year to provide for additional maintenance, preservation and modernization in the STIP; retaining the weight-mile tax or developing another cost recovery methodology that maintains parity between the auto and the heavy truck; and establishing a State Transit Trust Fund that would provide for general transit service and senior and disabled transportation needs.

TVEDC also recommends the formation of an interim joint legislative committee to address issues related to funding an interconnected, multi-functional transportation system. TVEDC's Transportation Committee wants the STIP built out as much as possible to make it more meaningful. They are concerned about the Access Fee and want the flexible funding issue to stay as part of the package. They are asking the Legislature to do what they can without a new tax and instead create an additional Trust Fund. Their objective is see that some of the rural areas' needs are met. She noted that the issue of the surcharge would disappear.

Mary Tobias asked for JPACT's support of TVEDC's proposal.

Commissioner Hales felt that the Access Fee is not the problem. He felt that the problem lay in the fact that the bill is still in the House and needs to get to the Senate.

Mayor Drake reported that Mayor Ogden, Mary Tobias and he had met with a group concerned about the Access Fee. He agreed that the bill needs to get out of the House. It was noted that 36 votes are needed on the House side. Commissioner Lindquist indicated that the House is not willing to approve something that will be rewritten in the Senate, citing the need for a compromise. The House leadership can't move the bill until the Speaker says it can be moved.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan  
COPIES TO: Mike Burton  
JPACT Members