

## MEETING REPORT

DATE OF MEETING: JULY 13, 1995

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

PERSONS ATTENDING: Members: Chair Rod Monroe, Susan McLain and Don Morissette, Metro Council; Bob Post (alt.), Tri-Met; Earl Blumenauer, City of Portland; Dean Lookingbill (alt.), Southwest Washington RTC; Gerry Smith, WSDOT; Tanya Collier, Multnomah County; John Godsey (alt.), Cities of Washington County; Langdon Marsh, DEQ; Ed Lindquist, Clackamas County; Linda Peters (alt.), Washington County; Craig Lomnicki, Cities of Clackamas County; Claudiette LaVert, Cities of Multnomah County; and Dave Lohman (alt.), Port of Portland

Guests: Gregory Green, DEQ; Les White, C-TRAN; Mary Legry, WSDOT; Patricia McCaig, Metro Council; Dave Williams, ODOT; Elsa Coleman, Steve Dotterer and Meeky Blizzard, City of Portland; Rod Sandoz, Clackamas County; Richard Ross, City of Gresham; Kathy Busse, Multnomah County; Bob Bothman, MCCI; and Tom Coffee, City of Lake Oswego

Staff: Mike Burton, Executive Officer; Andrew Cotugno, Richard Brandman, Merrie Waylett, Mike Hoglund, Tom Kloster, Terry Whisler, Casey Short, Carol Kelsey, Pamela Peck, and Lois Kaplan, Secretary

Media: Gordon Oliver, The Oregonian

### SUMMARY:

The meeting was called to order and a quorum declared by Chair Rod Monroe. He introduced and welcomed Langdon Marsh, Director of DEQ and a newcomer to JPACT.

### MEETING REPORT

Commissioner Lindquist moved, seconded by Mayor Lomnicki, to approve the June 8, 1995 JPACT meeting report as written. The motion PASSED unanimously.

RESOLUTION NO. 95-2176 - AMENDING THE FY 95 TRANSPORTATION  
IMPROVEMENT PROGRAM TO ALLOCATE \$27 MILLION OF REGION 2040  
IMPLEMENTATION FUNDS

Andy Cotugno reviewed the agenda packet and distributed materials that formed the basis of staff's recommendation for allocation of the \$27 million of Region 2040 implementation funds. He described the process and the recommendation summarized by modal category.

Andy noted that the funds in question are ISTEA funds; that this resolution would allocate all currently projected federal funds to specific projects and programs; that this action would be consolidated into an updated FY 96 MTIP; and that funding for additional projects would not be available until FY 98 or beyond.

During the process, TPAC agreed that, in order to make project recommendations, targets had to be set in a range that included a geographic and modal mix. These targets were based upon factors such as population, employment and road miles. In setting the ranges and targets, TPAC formulated a list of projects to be funded. Part of the challenge was to determine how many projects within the modal categories should be funded.

Andy explained that there were some cases where a higher ranked project wasn't recommended because of a more urgently needed project. He pointed out that these funding actions will be consolidated into an updated TIP.

Dave Lohman expressed Port disappointment over one project not on the recommended list -- the N. Lombard Railroad Overcrossing (PE) for \$897,000. He felt the \$1.7 million total allocated to freight seemed low when considering the benefits the region derives. The Port had considered withdrawing the NE Columbia Boulevard improvements project for \$250,000 but lacked the additional \$600,000 needed for the Lombard project. Andy responded that, given the amount of funds allocated to the regional program category, the Columbia Boulevard project was recommended for full funding at \$250,000 rather than partial funding for the higher ranked Overcrossing PE project. Andy indicated that substitution could be made by the Port to partially fund the N. Lombard Railroad Overcrossing (PE) from the "Next Priority" category in place of the NE Columbia Boulevard project.

Councilor LaVert felt the Civic Neighborhood LRT Station, noted on the East Multnomah County "Next Priority" list, should be reconsidered for funding. Andy reported that, in discussion with all the jurisdictions, the first order of priority was the Civic Neighborhood North/South Collector which is needed to access the

property. The 238th and Halsey intersection improvement was the next priority and the third priority was the Civic Neighborhood LRT Station. Staff recommended fully funding the next priority project (Springwater Connector at 190th) rather than a partial project. At issue really is whether the LRT station should be considered for funding out of the regional category. Based on population, employment and road miles, the \$2.233 million allocation is the appropriate share for East Multnomah County.

Andy explained that projects identified as regional are not geographic-specific but rather are projects that really serve the whole region and that they may be clustered in only one part of the region.

Bob Post was questioned on Tri-Met's intentions with respect to the light rail station in Gresham in conjunction with the Gresham TOD project without this funding source being available. Bob responded that a funding commitment has been made by Tri-Met but that the question revolves around timing. He noted that it is important to come on line but couldn't speak of potential funding sources. Mike Burton asked for, and received confirmation, that bringing in the road project first should be the first sequence.

Bob Post reported that the light rail station is planned for in the construction phase. The requested funds were intended for the signal system and the platform. Bob felt that timing of the station is a factor and that Tri-Met felt it should happen prior to build-out of the Civic Neighborhood project. Councilor LaVert pointed out that the LRT Station project is defined as a regional transitway.

Commissioner Peters commented that she was not involved in developing the project list but wanted to reinforce her concern about the Gresham light rail project's location in the geographic category and the overall definition of "regional" projects. She had a difficult time understanding why the Barbur Bike Lanes project was considered a regional project. In terms of traffic movement from one part of the region to another, she felt it was questionable. She felt that the regional definition was fuzzy.

Andy Cotugno responded that it would be difficult not to call any of the projects "regional." He emphasized that the intent was to ensure equitable distribution of funds. Andy noted that a number of projects on the regional list are ODOT projects, that only \$2 million of the \$16 million is being funded as ODOT projects, and that ODOT is bringing two-thirds of the funds to this allocation. They came to the table to spread these funds throughout the region. Dave Williams added that the geographic distribution of the allocation was defined as a decision-making tool to enable staff to get through this difficult process.

Commissioner Peters acknowledged that there is inadequate funding for the two projects that Washington County sees as a real need for light rail. She questioned the equity of labeling some projects "regional" at the expense of the urban core.

Commissioner Blumenauer pointed out that there are other issues involved, citing examples such as congestion, employment and people served. He acknowledged that there are limited funds available and felt the allocation should move forward with its regional agenda. He felt the regional objectives should be 1) to achieve equity and balance; 2) that this will serve as an important downpayment in terms of what we want to achieve regionally; and 3) these are the things we need to make a decision on now in terms of influencing development and other action. He felt it would help build a momentum for the next go-round.

Councilor McLain was supportive in moving forward with the recommendation and felt the allocation was justified in that there is a commitment to finish projects on the ground and that targets were set for projects to be built.

Andy also pointed out three projects not recommended for funding but are likely candidates for TGM grants. They included Westside Station Area Planning, the Clackamette Cove Study, and the Cornelius/T.V. Highway Study.

Chair Monroe noted that every project proposed for allocation is in conformity and enhances the Region 2040 Growth Concept. He noted commitments from Tri-Met. He felt that the Gresham TOD development will become a showcase for similar transit-oriented development in Washington County and throughout the region. He lobbied hard for its funding and felt it was a critical project but noted that no one got everything they wanted. Chair Monroe concluded that this effort represented a well-balanced recommendation and an unprecedented regionwide effort.

Action Taken: Commissioner Blumenauer moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 95-2176, amending the FY 95 TIP to allocate \$27 million of Region 2040 implementation funds, and that projects identified on the Staff Report under 2a and 2b be flagged with an asterisk to permit the Port of Portland to transfer the \$250,000 NE Columbia Boulevard Improvements project to the N. Lombard Railroad Overcrossing (PE) project and the City of Gresham an opportunity to transfer the \$205,000 from the Springwater Corridor Access project to the Gresham Civic Neighborhood LRT Station (PE) project.

In discussion on the motion, Andy Cotugno cited the need to have the Gresham/Port of Portland decisions before the Metro Transportation Planning Committee meeting of Tuesday, July 18, (by 1:00 p.m.) so the agenda item can move forward in the process. Both the Port of Portland and the City of Gresham committee members indicated they could meet that schedule.

Offered as a friendly amendment to the main motion by Councilor LaVert and Commissioner Peters, and accepted by Commissioners Blumenauer and Lindquist, they asked that JPACT go on record in support of finding other funding sources for the Civic Neighborhood LRT Station and Washington County (Hillsboro Garage Ground Floor Retail) TOD projects.

The motion, including its friendly amendment, PASSED unanimously.

#### CONGESTION PRICING POLICY ANALYSIS

Mike Hoglund explained that the congestion pricing issue has been discussed over the past few years and, under ISTEA, funds are available to do testing of that concept in the region. Metro has submitted a grant application to FHWA to do a study on the issue of congestion pricing. Tentative approval has been received but the region must seek the necessary match. Mike noted that the subject matter is a highly political issue.

Dave Williams introduced Randy Pozdena of ECO Northwest who provided a slide presentation and overview of the congestion pricing study prepared for ODOT.

Randy described congestion pricing as market-based pricing of road capacity to reflect the actual user cost. The study addresses pricing of existing roads and investment in new capacity. He emphasized that congestion pricing is not an arbitrary pricing policy but reflects a scientific methodology. Some of the best methods cited to implement congestion pricing were Automatic Vehicle Identification (AVI) systems, physical toll gates, and area licensing. In a lower category were parking charges, annual VMT charges, fuel taxes, purchase taxes and license fees.

Congestion pricing implementation exists in places such as Singapore, Paris, Norway, and Orange County, California. Studies are being conducted in San Francisco, Minneapolis, Los Angeles and Boulder.

Randy emphasized that maintenance costs and people's time are prime considerations in setting pricing. He noted that prices should be higher on congested roads. He stressed the need to link road pricing with road finance.

In terms of benefits, Randy cited lower overall transportation costs. Reducing congestion and operating costs would result in less distortion of investment decisions and would increase fairness of the finance system.

To comprehend the challenges to be met in applying congestion pricing, Randy reported that the level of public and policy-maker understanding is low; that the benefits are lost if the pricing is set too high; and that misuse of the concept is a major flaw. He emphasized that those who pay must benefit. He also spoke on the issue of equity and the fact that there will be winners and losers in the process. He also noted that there are privacy issues to be addressed and the need to study the interaction of pricing and actual land use. He indicated that the congestion pricing concept works best in conjunction with the necessary transportation and transit infrastructure being in place.

Randy reported that potential benefits can be achieved as technology advances but he cautioned the need to apply the concept scientifically and objectively, and that it not be utilized as a general revenue device.

Dave Lohman asked whether use of congestion pricing might serve as a solution in making the Columbia Boulevard exit more efficient. Randy questioned how you would price the congestion at that location. He indicated that pricing could be done on a link basis but is generally recommended on a corridor basis. Randy's concern related to that of equity, citing a driver from Vancouver and whether that driver would benefit.

Councilor Morissette commented that, from the discussion, he felt that the technology currently doesn't exist for implementation of congestion pricing, that it won't solve all of our problems, and that these points should be made at the Legislature in defense of the South/North light rail. He urged Randy Pozdena to comment at the Legislature on either July 26 and 27.

Langdon Marsh indicated that some of the proponents made a good case for this concept being necessary but also supported a transportation and transit package of improvements. He cited the need to put this into perspective.

Commissioner Lindquist stated that the technology is advancing quickly and that trucks are already using computer chips to document inventories, schedules, etc. He felt the public in the Portland metro area is an easier group to educate.

Chair Monroe thanked Randy Pozdena for his presentation and encouraged him to testify at the Legislature on either July 26 or 27.

RESOLUTION NO. 95-2177 - ADOPTING AMENDMENTS TO THE FEDERAL RTP  
PROPOSED BY THE CITIES OF EAST MULTNOMAH COUNTY

Mike Hoglund reviewed proposed amendments to the RTP update reflecting comments from the Cities of East Multnomah County.

Action Taken: Commissioner Lindquist moved, seconded by Mayor Lomnicki, to recommend approval of Resolution No. 95-2177, adopting amendments to the federal RTP proposed by the Cities of East Multnomah County. The motion PASSED unanimously.

RESOLUTION NO. 95-2174 - ADOPTING PUBLIC INVOLVEMENT POLICIES FOR  
REGIONAL TRANSPORTATION PLANNING AND FOR LOCAL JURISDICTIONS  
SUBMITTING PROJECTS TO METRO FOR RTP AND MTIP CONSIDERATION

Mike explained that these public involvement procedures are being enacted to comply with ISTEA requirements and would apply whenever there is a funding or planning exercise for inclusion in the Metro Transportation Improvement Program (MTIP) or Regional Transportation Plan (RTP). Mike cited the need to ensure there is adequate public involvement and thus the *Local Public Involvement Policy* document was developed.

Pamela Peck reported that an ad hoc committee, consisting of members of MCCI, TPAC and Metro staff, was formed in December 1994 to address past problems and to respond to new ISTEA requirements. The committee's challenge was to develop a policy that is proactive, provide timely and complete information to the public, and provide early and full access to key decisions and support in development of plans and programs.

Pamela explained that a lot of involvement needs to happen at the local level. A number of drafts were reviewed and local jurisdictions were briefed through their respective coordinating committees. Initially, both the *Local Public Involvement Policy* and the *Public Involvement Policy* documents were combined, but later separated into two documents. The documents in question underwent wide distribution including a 45-day public comment period. Very few comments were received from the public.

Also reviewed was TPAC's recommendation to include a reference to the State of Oregon Conformity Rule, new language proposed in Exhibit C, a cover memo clearly defining what local government activities the policy does and does not apply to, and the need for language designating a trial period under the Effective Date of Policy to test the policies for workability.

Mike Hoglund indicated that Metro can help the jurisdictions with the scope and effort in early notification. Councilor Morissette asked whether the smaller cities would be at a disadvantage in

meeting these requirements because of limited staff. In response, it was noted that there have been no objections cited by any of the smaller cities. Commissioner Lindquist cited the need for standardized guidelines. Councilor McLain noted that everything she has heard indicates that the smaller cities are happy a set of guidelines has been developed. They have not expressed concern in knowing what the rules are. She felt the document is a good example of local involvement process and that the one-year trial period would allow any problems to surface and later be addressed.

Commissioner Peters wanted to make sure the July 10, 1995 memo from Washington County, distributed at the meeting, had been read.

Bob Bothman expressed his support of the public involvement policies, commenting that the products are the result of a six-month effort that satisfied the citizenry. He noted that it was based on the Eugene model and expressed his belief that the two policy documents represented a good example of citizens working together with a technical group. He felt it is a citizen policy that will work and will be considered a landmark effort. He pointed out that it was developed to help small governments work with the federal requirements and would lend conformity and uniformity within the region.

Action Taken: Commissioner Lindquist moved, seconded by Mayor Lomnicki, to recommend approval of Resolution 95-2174, adopting public involvement policies for regional transportation planning and for local jurisdictions submitting projects to Metro for RTP and MTIP consideration and to accept the clarification language offered by Washington County for Section 4 of the *Local Public Involvement Policy* to read as follows:

"Metro expects that local jurisdictions will resolve local planning and programming issues during local planning and programming processes, prior to the time projects are forwarded to Metro. Project development decisions, from preliminary engineering (including the evaluation of alignment alternatives) through construction, are local project issues and not covered by this policy."

Mayor Lomnicki noted a problem with the proposed addition by Washington County.

The motion PASSED.



RESOLUTION NO. 95-2183 - AMENDING THE FY 1995 METRO TRANSPORTATION IMPROVEMENT PROGRAM TO UPDATE THE REGIONAL TRANSIT PROGRAM

Mike Hoglund reviewed the Staff Report/Resolution that would amend the FY 1995 MTIP by incorporating proposed Section 5307 (formerly Section 9), Section 3 (New Start) and Section 3 Light Rail System Completion funds. These actions are necessary in order for Tri-Met to have eligibility for these federal funds and would be authorized and reflected in the FY 1996 State and Metro TIPS. The proposed transit program amendments are defined on Exhibit A to the Resolution. There is need to forward this action to FTA for inclusion in the funding process.

Action Taken: Commissioner Lindquist moved, seconded by Mayor Lomnicki, to recommend approval of Resolution No. 95-2183, amending the FY 1995 Metro TIP to update the regional transit program. The motion PASSED. Councilor Morissette abstained.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton  
JPACT Members

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