

MEETING REPORT

DATE OF MEETING: June 9, 1994

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

PERSONS ATTENDING: Members: Chair Rod Monroe, Susan McLain and Jon Kvistad, Metro Council; Bernie Giusto, Cities of Multnomah County; Mike Lindberg (alt.), City of Portland; Gregory Green (alt.), DEQ; Tanya Collier, Multnomah County; Craig Lomnicki, Cities of Clackamas County; Royce Pollard, City of Vancouver; Roy Rogers, Washington County; Mike Thorne, Port of Portland; Tom Walsh, Tri-Met; Rob Drake, Cities of Washington County; Keith Ahola (alt.), WSDOT; Ed Lindquist, Clackamas County; Les White (alt.), Clark County; and Bruce Warner, ODOT

Guests: Peter Fry and Jack Burns, CEIC; Dick Feeney, Bernie Bottomly and G. B. Arrington, Tri-Met; John Rist and Dave Williams, ODOT; Dave Yaden, Consultant for Tri-Met; Steve Dotterer, City of Portland; Bob Bothman, MCCI; Xavier Falconi, Lake Oswego; Mary Legry, WSDOT; Jennifer Ball, Conkling, Fiskum & McCormick; Tom VanderZanden and Rod Sandoz, Clackamas County; Jerry Parmenter, Washington County; Dave Lohman and Susie Lahsene, Port of Portland; Jim Beard, OEC; Dean Lookingbill, Southwest Washington RTC; and Kathy Busse, Multnomah County

Staff: Andrew Cotugno, Richard Brandman, Terry Whisler, Ted Spence, and Lois Kaplan, Secretary

MEDIA: Gordon Oliver, The Oregonian

SUMMARY:

The meeting was called to order and a quorum declared by Chair Rod Monroe. Chair Monroe introduced and welcomed Gregory Green, alternate to Fred Hansen from DEQ, and Commissioner Lindberg, alternate for Earl Blumenauer from the City of Portland.

REGION 2040 UPDATE

Andy Cotugno reported that the newly produced Region 2040 tabloid would soon arrive in the mail to all Metro area patrons. In addition, 1,500 copies of a video will be available at the

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counter in Blockbuster video stores. Andy reported that a joint JPACT/MPAC meeting has been scheduled for Wednesday, June 15, at 5:00 p.m. in the State Building to review background information.

ANNOUNCEMENT

It was announced that Metro's Finance Committee will hold its public hearing on Wednesday, June 22, at 4:00 p.m. for discussion on the construction excise tax and elimination of local dues. Andy Cotugno encouraged jurisdictional comments.

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Bruce Warner moved, seconded by Commissioner Collier, to approve the May 12, 1994 JPACT Meeting Report as written. The motion PASSED unanimously.

RESOLUTION NO. 94-1964 - ADOPTING THE FY 1995 TO POST 1998 TRANSPORTATION IMPROVEMENT PROGRAM AND THE FY 1995 THROUGH 1997 THREE-YEAR APPROVED PROGRAM

Andy Cotugno noted that Resolution No. 94-1964 represents the culmination of a nine-month extensive process to update the Transportation Improvement Program and includes ODOT's Six-Year Program cuts. Outstanding issues were addressed by JPACT at last month's meeting and forwarded to ODOT. Those issues included how to handle the alternative modes component, bus-related issues, and recommendations relating to I-84 and I-5/Kruse Way projects. Andy then highlighted the staff report. Bruce Warner noted that the state cannot concur with the recommendations until the OTC has met on this issue and takes action.

Andy pointed out that approval of the TIP is still subject to air quality conformity analysis.

Jack Burns, representing the CEIC, provided testimony relating to southbound access to the Central Eastside industrial area. He noted that history relating to the Water Avenue ramp project goes back 37 years. This matter has gone before LUBA and, in the past week, the decision not to construct the ramp has been questioned by the Court of Appeals with instructions that two questions be answered. By a 4-1 vote, the City Council decided not to build the Water Avenue ramp project. Mr. Burns indicated this matter will be pursued further with LUBA in the next few weeks.

Mr. Burns spoke of the importance of providing southbound access from I-5 to the Central Eastside for economic development and its impact on the rest of the transportation system. He further suggested taking funds provided for the Sylvan interchange (\$35 million) and reprogramming \$19 million for use on the Water

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Avenue ramp project. The Central Eastside Industrial Council asks that the \$19 million initially programmed for the Water Avenue ramp project be reprogrammed for that use.

Commissioner Lindberg reported that the Portland City Council has been meeting regularly with Mr. Burns, is trying to resolve the southbound access problem, and feels that other alternatives should be explored for funding.

Bruce Warner commented that, if the Water Avenue ramp project is included, then another project would have to come off the list. A discussion then followed on the question of removing I-5 from the east bank of the Willamette River. Commissioner Lindberg noted that the City Council felt there is a better vision for the east bank that would include mixed use development and wants to see how it relates to other studies. Bruce Warner spoke of the OTC's frustration over the possibility of moving the freeway. He questioned proceeding with an EIS that would later be challenged and permits appealed. Without closure on the land use/transportation issue, he felt it would be a difficult process. He noted that it is now a matter of funding and priorities.

Mayor Drake, representing the cities of Washington County, noted that, while he was sympathetic to the Water Avenue ramp situation, he felt the whole Sylvan interchange project was a necessity and definitely represented a priority to the cities of Washington County. He noted that the project has gone through a lot of process and questioned removing it from the priority list.

Councilor Giusto asked how the Portland City Council viewed the Water Avenue ramp project's impact on the comprehensive plan. Commissioner Lindberg responded that the questions on the appeal would be resolved in the next few weeks. He noted that because the ramp would be located on the river, there may be a violation of the Willamette Greenway in addition to regulations about what can be constructed within 25-50 feet of the Willamette River.

Councilor McLain asked for clarification on Metro's position on the Water Avenue ramp. Andy Cotugno noted that if some other alternative results from the studies, Metro will consider amending its RTP to replace the ramp as the way to provide the southbound access. At issue is when it could come under construction. Bruce Warner pointed out that ODOT would provide the money to get ready to go into construction if there is closure on the land use/transportation issues.

Chair Monroe noted that some of the decisions on light rail and new bridges could impact the Water Avenue ramp project.

Further discussion centered on the City's consideration for removal of the I-5 freeway from the east bank of the Willamette River.

Commissioner Lindquist spoke of Clackamas County's large trucking and distribution industry and questioned the wisdom of taking funds out of the deeply cut list too fast. He concurred that there is need for southbound access onto I-5 but agreed with others that the land use discussions must first be resolved. He acknowledged that southbound access in that area is important.

Commissioner Lindberg felt that it is up to the City of Portland now to expedite this work, acknowledging that it needs to be resolved as soon as possible.

Action Taken: Bruce Warner moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 94-1964, adopting the FY 1995 to post-1998 Transportation Improvement Program and the FY 1995-97 three-year approved program. The motion PASSED unanimously.

ARTERIAL FUND BOND MEASURE

Handouts were distributed outlining the next steps recommended by the JPACT Finance Subcommittee to seek financing for priority regional transportation improvements. The multi-modal program is designed to address regional mobility and subarea road needs and become an integral part of the state and regional transportation system. The next step involves a public outreach phase. Workshops have been scheduled as follows to provide that opportunity:

- . June 21, 1994
11:30 a.m.
Portland Conference Center
1020 NE Third, Portland
- . June 21, 1994
7:00 p.m.
Mt. Hood Community College
26000 SE Stark, Gresham
- . June 21, 1994
7:00 p.m.
Valley Conference Center
9368 SW Beaverton-Hillsdale Highway, Beaverton
- . June 22, 1994
7:00 p.m.
Oregon Institute of Technology
7726 SE Harmony Road, Milwaukie

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Andy noted that final recommendations for referral of the bond measure, following the public process, will be considered by JPACT at its July 14 meeting.

Andy indicated that there have been numerous discussions on different finance mechanisms and what the priorities should be. He cited the importance of the JPACT Finance Committee presiding over these workshops and the need for JPACT and support staff involvement from the area in which the workshop is located. He emphasized the importance of affording a good opportunity for dialogue on transportation priorities as they relate to growth concerns.

Andy Cotugno reported that the first component of the proposed General Obligation bond measure has identified \$475 million for regional match for the South/North LRT project that would be matched with Oregon/Washington state funds as well as federal funds. Also identified is \$25 million needed for development of the next LRT corridor and the unresolved issue of the airport connector. The third recommendation is that we include \$100 million for urban mobility needs.

Andy felt that a mailing list of 500 would be utilized and asked for further input for interested groups.

Commissioner Lindquist, JPACT Finance Committee Chair, stressed the importance of the public hearings in order to move this forward. He assured the Committee that the recommendations would not be finalized until after that process.

Chair Monroe commented that there have been some concerns expressed that we might be developing strictly a highway funding package. He noted that light rail is the major component of the package. In the original recommendation and proposed schedule, the 1995 legislative session was delineated for a constitutional amendment for use of a vehicle registration fee for South/North LRT. Chair Monroe noted that several things have happened since Ballot Measure 5. He felt that the only real option for local funding is a General Obligation bond and that there is no reason to wait for the Legislature. Chair Monroe cited the importance of getting the local match guaranteed and the advantage that offers in competing nationwide for funding.

Chair Monroe also noted the concern expressed that arterial development needs have been put on the "back burner." He didn't feel the region can continue to delay meeting those needs and cited the failure at the 1993 legislative session for creating the problem. He pointed out that other statewide interests have expressed negative comments over proposing a gas tax approach.

Councilor Kvistad was not supportive of the proposed funding mode split and questioned the need to allocate \$475 million for the South/North project.

Commissioner Lindquist felt it is important that we acknowledge that this is a team effort and that there needs to be another funding mechanism for local roads. He indicated that we will not be solving the whole problem but there is need to gain public comment, sort it out, and tie those needs into the Legislature.

Commissioner Collier felt that taking a list of candidate projects in a funding package to the hearings would skew the hearings toward light rail. She didn't feel it would solve the road funding issues by targeting \$475 million toward light rail, which she felt was high, and cited the need for further information on LRT. She felt there should be more discussion on a mix of projects before it goes to public hearing.

Mayor Drake expressed concern about the timeline in terms of missing Washington County committee deadlines. Even though he acknowledged that Metro would be sending out the notices for a June 21 workshop, he noted there would be no hearing held in either Hillsboro or Tualatin. He felt a 12-day lead was not sufficient and, in order to gain public support, we should be mindful of the need for grassroots involvement.

Councilor McLain noted some concerns relating to mode split and the dollar figures. Although she acknowledged the short time-frame prior to public hearings, she felt there would be further opportunities to gain public input and questioned whether it would be good public policy to miss out on a federal source of funding for multi-modal projects. If there's concern about mode split, then she felt there's all the more reason to get the dialogue started with the public. She also felt more information is needed, that it is appropriate for JPACT and Metro to start this process and cited the need to partner up with the Legislature. She did not, however, feel that missing deadlines was a good way to gain the public trust but added that this was only the starting point in the process and that there would be many future opportunities for public input.

Councilor Giusto supported the concept of the South/North LRT corridor investment but was concerned that the proposal is introduced at the right time. He expressed opposition to the fact that there is very little detail to discuss at this time and questioned the purpose of the workshop.

Dave Lohman also questioned whether the timing was right as he felt there is no November deadline. It was noted that the timing is based on comments from Tim Hibbitts (TH Research) who advises

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that the best time to take these issues to the voters is at a general election. He felt the effort should be postponed until spring of 1995. He asked whether the state will be asked for \$400 million from lottery funds. Andy Cotugno responded that he felt the lottery funds were an appropriate funding source but noted that it is the state's prerogative to change the source.

Andy explained that match for the non-rail component would be sought at the next legislative session out of a gas tax package.

Commissioner Collier felt we should hold off the public hearings and that no set amount of money be targeted for light rail until people are asked for input for a balance of transportation needs. In response, Commissioner Lindquist cited the need to move ahead now, noting that the impacts of Measure 5 need to be dealt with. He cited past history that indicated that a lot of past projects wouldn't have been funded if the leadership hadn't been provided. He spoke of Senatorial support from Washington, D.C. and supportive leaders at the state level that might not be in place two years from now, justifying the need to move forward at this time and encouraging JPACT not to back away from the November election.

Commissioner Collier asked whether Tri-Met is tied to a \$475 million commitment on the South/North light rail. The response indicated that the identified numbers resulted from what is expected to be required to allow for the project's inclusion in the reauthorization of ISTEA. Reauthorization of ISTEA evolves around a five or six-year cycle. Tom pointed out that, if we're not prepared to go the full amount in the next authorization process (1995-96), then the project would be pushed to the year 2003. Commissioner Collier cited the importance of balance in providing for a mix of our infrastructure while acknowledging the importance of South/North light rail. She spoke of unmet bridge needs and noted that these issues need to be addressed in public hearings. She asked whether a 10-year schedule couldn't be proposed. The response indicated that ODOT couldn't guarantee a 50 percent match over that period of time. Commissioner Collier felt that a longer range, more balanced appropriation would be more salable to the public.

Chair Monroe indicated that there are two variables of the proposal: 1) the size of the project has not been determined; and 2) we don't really know what the appropriate local resources should be -- State Legislature, north of the Columbia River or the Federal Government. He felt those issues could be discussed during the public workshop process. He noted that the preliminary numbers from the JPACT Finance Subcommittee are not "carved in stone." There was further discussion on a concept of a package that includes LRT and highway projects tied to state match.

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Les White spoke of citizen input from Clark County and the comments that acknowledged that it will never be cheaper than today. In terms of a federal commitment, what is now 50 percent may not be the same in the year 2003. He spoke of problems in the Seattle area linked to public distrust. Les pointed out that, in this region, everyone is working toward a completed transportation system. He felt the region would be supported because there is a unified governmental effort. He noted that this region has been singled out as a leader in that respect and asked that this proposal be looked at as the beginning of a process rather than the end of one.

Commissioner Lindberg spoke of the advantage of going out with a specific dollar figure for LRT rather than a budget process. Discussion followed relating to the process, timing and funding for LRT and the need to have a magnitude of the project in order to leverage those projects. It was agreed that those issues need to be discussed with the public in order to gain their support.

Dave Lohman cited the importance of getting into the next ISTEA bill but did not agree on the need to move toward a November timeline. The Port does not oppose going ahead with a joint roads/arterial program but wants a coalition in place or it anticipates a shortfall of support. He stressed the importance of taking it to the public and then building to form a coalition.

Mayor Lomnicki spoke of the gains to be made by moving forward at this time on the South/North LRT line. He asked that the group keep its focus on the importance of the South/North LRT to the region. He also felt there would be a shortfall of support if it was not a unified effort. He cited the need to go to the 1995 Legislature in order to get the state's commitment, that LRT should be regarded as a local collective issue in order to see it to fruition, and felt that the timing was right.

Councilor Kvistad expressed concern over the dramatic shift of priorities; was supportive of a funding package and the November timeline if there was flexibility on funding amounts; did not feel we would be reducing a commitment to LRT if the amount was reduced to \$200 million; and didn't feel that \$100 million was a sufficient number for roads.

Mayor Drake supported the general concept. He noted that the Washington County Mayors discussed an Arterial Program, not LRT. He questioned four-fifths of the funding package being proposed for LRT, noting that it represented a shift in emphasis. He felt it reflected a heavy mix of light rail. He noted that the Mayors group had decided to hold off on an MSTIP3 measure because of this issue. Mayor Drake cited the importance of getting this information before the Washington County Mayors as soon as

possible. He wasn't questioning the vision of a regional LRT program but felt there wasn't a lot of process to introduce that major concept. He cited the need to learn from this before we proceed or the measure will be defeated. He didn't feel we have done enough to set the stage.

Councilor McLain agreed that it is public policy to want more notice and involvement but felt that this is only the beginning and the first step in the process. She cited the need to exercise leadership in this undertaking and pointed out there would be future opportunities for public involvement before it is determined what the next step will be.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

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Dick Engstrom
JPACT Members