

MEETING REPORT

DATE OF MEETING: March 10, 1994

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

PERSONS ATTENDING: Members: Chair Rod Monroe, Susan McLain and Jon Kvistad, Metro Council; Earl Blumenauer, City of Portland; John Kowalczyk (alt.), DEQ; Tanya Collier, Multnomah County; Jim Ebert (alt.), Cities of Clackamas County; Bruce Hagensen, City of Vancouver; Bonnie Hays (alt.), Washington County; Dave Lohman (alt.), Port of Portland; Tom Walsh, Tri-Met; Rob Drake, Cities of Washington County; and Gerry Smith, WSDOT

Guests: Steve Dotterer and Kate Deane, City of Portland; Dave Williams and John Rist, ODOT; Jerry Parmenter, Washington County; Molly O'Reilly, Citizen; Kathy Busse, Multnomah County; G.B. Arrington and Bernie Bottomly, Tri-Met; Susie Lahsene, Port of Portland; Royce Pollard, City of Vancouver; Dean Lookingbill, Southwest Washington RTC; Jim Beard, Oregon Environmental Council; Keith Ahola and Mary Legry, WSDOT; Rod Sandoz, Clackamas County; and Bob Akers and Bob Bothman, 40-Mile Loop

Staff: Andrew Cotugno, Richard Brandman, Gail Ryder and Lois Kaplan, Secretary

MEDIA: None

SUMMARY:

The meeting was called to order and a quorum declared by Chair Rod Monroe. He reminded everyone that meetings would adhere to the 7:15 a.m. timeslot as approved at the February 10 JPACT meeting.

MEETING REPORT

The February 10 JPACT Meeting Report was approved as written.

40-MILE LOOP TRAIL MAP

Bob Bothman, former ODOT Executive Director and Vice-President of the 40-Mile Loop Land Trust, introduced Bob Akers, President of the Trust. He reported that, over a year ago, they set out to develop a map that would be used by pedestrians, hikers and bikers

in the metropolitan area. The map was presented and distributed in appreciation of regional cooperation toward this effort.

The 40-Mile Loop Land Trust was formed for the purpose of coordinating land acquisitions and conservation of recreation easements along the 40-mile loop.

Bob commented that the region has a great highway system and is adding a transit system. He noted the need for a corresponding, viable bike/pedestrian program that is as great as the Highway Plan. He emphasized developing a bike/pedestrian plan that would encourage walking, such as the Springwater Corridor and Eastside Esplanade projects. He noted that, two years ago, there were 17 bike/pedestrian projects; this year there are 78.

When originally conceived, the loop was to be 40 miles long and circle the city. When complete, it will actually be 140 miles long, connecting 30 parks in the metro area.

CHANGE IN JPACT MEMBERSHIP

Mayor Hagensen reported that changes were taking place in the City of Vancouver that would direct that Royce Pollard, Mayor pro tem, serve in his place on JPACT. He introduced Mr. Pollard to committee members, commenting that he also serves on the Bi-State Committee and chairs the Southwest Washington RTC board.

OREGON TRANSPORTATION FINANCE STUDY

Kate Deane, Chair of the Oregon Transportation Finance Committee, stated that the mission of her group is to seek successful legislation of a balanced transportation finance package toward implementation of the Oregon Transportation Plan. An organizational chart was distributed of the Policy Committee and its corresponding Steering Committee, which she reviewed. Kate described the committee as a multi-modal transportation committee with representation from ODOT, the counties, the cities, the Port and the Oregon Transit Association.

In the past, the Oregon Transportation Finance Committee was concerned with obtaining technical data; it is now focused on public education and outreach of transportation needs. Kate noted that technical analysis will be happening but will not be the major focus. There will be a Weight-Mile Study conducted by ODOT in conjunction with the State Revenue Committee that will include truckers. She emphasized that all technical efforts will be coordinated.

Kate indicated that the package to be developed will build upon the strength of the House package that was based on roads. She

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noted that she looked forward to working with JPACT on this package in the future.

CONGESTION PRICING PROJECT

Copies of the second "rejection" letter received from FHWA for the proposed Congestion Pricing Pilot Program were distributed. Andy Cotugno reported that four applications were received and reviewed by FHWA and an interagency review group, but no grants were awarded. FHWA would like to discuss Portland's application further and indicated that pre-project funds may be available toward implementation of a congestion pricing program. ODOT is writing a reply to FHWA indicating the region's willingness to discuss a revised Phase I study.

UPCOMING JPACT MEETINGS

Andy Cotugno cited the need for another joint JPACT/MPAC meeting which has been scheduled for April 6 at 5:00 p.m. He noted it is time to move forward with 2040 in evaluating Concepts A, B and C. Region 2040 is now directed toward its public outreach phase.

Andy reported that ODOT/LCDC have announced the availability of some grants for land use and transportation planning which are to be reviewed by JPACT and MPAC.

Also reported was Multnomah County's request that the JPACT Finance Committee address concerns raised over Willamette River bridges. An assessment by their Auditor has found a number of the bridges to be in bad shape. Commissioner Collier encouraged JPACT members to read the audit.

RESOLUTION NO. 94-1902 - AMENDING THE TRANSPORTATION POLICY ALTERNATIVES COMMITTEE (TPAC) BYLAWS

Andy Cotugno explained that it has been 10 years since the TPAC bylaws were adopted. Metro Council's Planning Committee has recommended an update. Andy reviewed the proposed changes, noting that they are largely of a housekeeping nature with exception of a request that there be an additional member appointed to TPAC, with non-voting status, by Metro's Presiding Officer. He clarified that their request is for a Council staff person who works directly with Metro Council.

Commissioner Blumenauer expressed concern over the proposed addition to TPAC. He felt that one of Metro's strengths has been its staff work and the neutrality the committee offers in coming together. He cited good communication and the fact that he has

never recognized whether staff works for Council or the Executive Officer. Symbolically, he felt it would send the wrong message and was reluctant to endorse the change in membership.

Councilor McLain responded that Council staff need to relay that information to other Councilors who aren't there. She felt that the proposed addition on TPAC represented a unified effort to see that all pieces fit together rather than to demonstrate division within the agency. She also commented that the two staffs, Executive and Council, do work together.

Councilor Kvistad didn't have a problem with it and felt it would offer an opportunity to present another perspective at the table, but without voting status. Chair Monroe commented on differences that have occurred during the budget process and that it would be a plus to have both sides represented at the table.

Action Taken: Councilor Kvistad moved, seconded by Mayor Drake, to recommend approval of Resolution No. 94-1902, amending the Transportation Policy Alternatives Committee (TPAC) bylaws.

Discussion followed on the issue of division between executive and policy-makers and that, at a time when there is need to work together, the emphasis should be on integration rather than division. Some members felt the need for distinction between the two groups for clarification of issues. Commissioner Blumenauer requested that the Metro Council think about ways to strengthen that link as we enter a new era at Metro.

On the issue of separation of powers, Commissioner Collier noted that the hat she wears represents that of the Multnomah County Board.

In calling for the question, the motion PASSED unanimously.

POSITION PAPER ON CONGRESSIONAL AUTHORIZATION OF THE NATIONAL HIGHWAY SYSTEM

Andy Cotugno explained the need to develop a common statewide position on authorization issues under ISTEA. He noted that Congress has to adopt a map that includes the National Highway System (NHS). If it's not adopted by Congress, the source of funds dries up. Andy introduced John Rist, representative from ODOT on this project. The position paper will be submitted to the Oregon Transportation Commission for approval on March 16.

ODOT has solicited regional input and support of all jurisdictions in the state as well as interest groups. These funds provide for maintenance, preservation and modernization projects

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on NHS routes. Andy Cotugno explained that the funds can also be spent on routes or facilities parallel to the NHS and can be flexed into STP funds.

Andy then reviewed the Oregon NHS policy priorities. He noted that some interest groups across the United States advocate having suballocation of NHS funds. The region is opposed to that position. He also noted the flexibility offered by ISTEA for investment of those funds. Andy emphasized that there has to be a process whereby the state and region can cooperatively determine how much funds come to each region. This position paper supports how ODOT presently does business.

Commissioner Blumenauer asked whether it would be an advantage to some states to have those funds dedicated for suballocation, particularly in cases where the state and MPOs do not have a good working relationship. He questioned whether it wouldn't be a problem for states that don't have a cooperative arrangement and he didn't wish to pose problems on a national level. He suggested adding language in the first paragraph on page 4 under "Metropolitan Suballocation of Funds" to read as follows: "but would not oppose allowing states this flexibility." In response, John Rist indicated that adding that kind of language would require meeting once again with the same jurisdictions with the risk of losing some support in the process. He noted that national organizations are opposed to suballocation of NHS funds and it appears to be a uniform position nationwide. Commissioner Blumenauer pointed out that some states don't have the cohesive relationship we enjoy with our state, suggesting there may be need to provide some flexibility for those states. He felt we could protect Oregon's interest and yet allow others to have some flexibility. He wanted Oregon to be identified as a leader nationally in this effort.

Dave Lohman acknowledged that there's a short timeline before consideration by the OTC but wanted clarification on whether or not the Port should proceed with a minority report on the NHS position. Andy noted that if a "donor" state wishes to take advantage of ISTEA's flexibility provisions and flex NHS funds to STP funds, it gets penalized and is not eligible for Discretionary funds. John Rist commented that Oregon is a "donor" state which means that it receives less than what it puts into gas taxes.

Andy reviewed the proposed language change regarding project funding flexibility and the subsequent penalty. He supported removing that kind of penalty but suggested that we not include it at this time, that JPACT support the complete NHS position paper, and that these third-category issues be flagged in the transmittal letter to the position paper for later resolve.

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During discussion, it was noted that there have been suggestions across the country for a set-aside for preservation. Andy commented that he felt it was inappropriate and that too many categories create too much inflexibility.

There have been some nationwide suggestions for intermodal projects. John Rist noted that ODOT feels the issue is important but in a minimum requirement. Dave Lohman commented that the Port has a problem with that, that they have enlisted other ports to lobby that issue, and indicated it was his understanding that the national requirements have no set-asides. He noted that a lot of ports around the country are having trouble getting on the agenda with regard to Transportation Enhancement, CMAQ and bridge funds. He questioned whether the second to last paragraph should be deleted.

Motion: Dave Lohman moved to delete the second to last paragraph of the position paper relating to intermodal projects, which read as follows:

"Oregon believes existing ISTEA provisions provide sufficient project funding flexibility. While we support and encourage the funding of NHS alternative projects such as intermodal connections and the need for further clarification regarding usage of program funds for intermodal projects, we oppose recommendations that would establish a priority or a set-aside within the NHS program for particular system segments or projects. We believe NHS project selection and prioritization should be determined through the coordinated planning processes of the State, local governments and MPOs."

The motion failed for lack of a second.

Dave Lohman acknowledged the importance of unanimity behind the NHS position paper.

Bob Bothman testified that, as a citizen, he recognizes the importance of the region taking a unified position and was supportive of Commissioner Blumenauer's comments. He indicated that if the Port goes off in another direction, it would hurt Oregon nationally in dealing with Congress. He spoke of the need to support the common good. He pointed out that the National Highway System is only one tiny piece of funding that deals with major freeways and principal arterials.

Commissioner Collier suggested adopting a position that does not include the recommended change, lend support for the common good, and, in the transmittal letter, express the region's concern about the penalty issue. John Rist noted that there are several issues that need to be addressed including the formula, seismic retrofitting, and increasing Section 3 authorizations. He did

not feel they would find unanimity with all parties on specifics and flexibility. He felt that, although we support the point on suballocation, we should encourage other cities to reinforce the need for states to work with the MPOs.

Action Taken: Commissioner Blumenauer moved, seconded by Commissioner Collier, to endorse the NHS position paper but to recognize in the transmittal letter that there are some policy issues, such as encouraging states to work with the MPOs and the donor state issue, to be addressed by the state in the next round of policy issues.

In discussion on the motion, Dave Lohman wanted the minutes to reflect that the Port has a different perspective with regard to an intermodal set-aside.

The motion PASSED unanimously.

RESOLUTION NO. 94-1916 - APPROVING THE FY 1995 UNIFIED WORK PROGRAM

Andy Cotugno explained that the FY 94-95 Unified Work Program must be approved by Metro Council by the end of March in order to receive grant awards by July 1. Because of the uncertainties of the budget, Andy noted that the UWP may need to be amended later on.

Chair Monroe pointed out that the Metro budget was produced based on known existing resources. In addition, another budget was proposed based on continuation of local dues. Because of timing, we need to adopt the UWP at this time which may require future amendments.

Information was distributed relating to the overall budget process. Andy announced that representatives for the Ad hoc Committee on the budget would include Michael Robinson, TPAC; Dan Bartlett, City Managers Association; Rob Drake, JPACT; and Judie Hammerstad, MPAC. He encouraged attendance at those meetings by any committee members interested in the issues. He indicated that more background information on the budget process is available.

Andy Cotugno reviewed the proposed cuts in the Travel-Forecasting, Data Resource Center (DRC), and Growth Management sections. He noted that revenues have been prioritized toward the Regional Framework Plan as mandated by Metro Charter. The Executive Officer has introduced some "add" packages that would restore some functions described in the DRC and Travel-Forecasting sections. At issue is how to pay for those services.

Also included as a handout were some minor adjustments to the FY

Dave Lohman commented on behalf of one of the "add" packages. He noted that the region and the state have been neglecting the freight system. He spoke of the importance of getting workers to their jobs, making sure companies get their goods to market in time, or the risk you face if those companies choose to move elsewhere. He noted that the planning and data work haven't been done and it won't be done under the proposed UWP. The Port had hoped that ISTEA would provide for it but ODOT's emphasis has been on links between modes.

Dave suggested that the region start work on a commodity flow model, citing the importance of a model that considers truck movements. He commented that the Metro model is over 30 years old.

Action Taken: Dave Lohman moved, seconded by Mayor Hagensen, to recommend approval of the FY 95 UWP and distributed addendum with the following conditions:

- . That \$70,000 be added to the UWP from the existing Regional STP fund reserve for a staff position to work on a commodity flow model; and
- . That some of the \$130,000 identified in the Travel-Forecasting Transportation System Monitoring work element be used to establish a framework for truck count data that would provide information pertaining to type, location and frequency.

Mayor Hagensen commented on the importance of providing overall movement in the Metro area, inclusive of Clark County. Andy Cotugno spoke of the existing cooperative relationship with Clark County which includes financial participation.

Councilor Kvistad was supportive of Dave Lohman's comments but expressed caution in moving STP dollars that might be targeted for 2040 analysis.

In further discussion on the motion, Andy stated that Metro has always relied upon jurisdictions for traffic counts and that system needs to be improved. He spoke of the need of the right kind of data. \$130,000 was included for a contractual activity to upgrade traffic counts, including provision of data on truck movements. Andy emphasized the need for cooperation from all jurisdictions in order to pursue that data.

Tom Walsh felt that the budget is underfunded, questioning the impact that a 5-6 FTE reduction would have on staff studies. He spoke of the South/North Study, the 2040 analysis, and being a leader in ISTEA and the fact that we may not be providing the basic infrastructure, citing the importance of spending our funds wisely. Councilor McLain felt that the most important thing is

to come together to support that kind of budget. She felt it won't happen if we criticize each other's budget. She felt there is agreement on the need for planning and transportation dollars and that message needs to be identified to the general public. She cited the importance of gaining the public's general support. To be determined is which funding source should be used. There is need for an excise tax and voluntary dues to be recognized and a decision to be reached on whether other sources should be explored.

In calling for the question, the motion PASSED unanimously.

Chair Monroe asked that Dave Lohman testify before the Budget Committee.

RESOLUTION NO. 94-1917 - CERTIFYING THAT THE PORTLAND METROPOLITAN AREA IS IN COMPLIANCE WITH FEDERAL TRANSPORTATION PLANNING REQUIREMENTS

Andy Cotugno explained that this resolution certifies that Metro is in compliance with various federal requirements and will require consideration by ODOT as well since it is a joint Metro/ODOT resolution.

Action Taken: Commissioner Ebert moved, seconded by Mayor Hagensen, to recommend approval of Resolution No. 94-1917, certifying that the Portland metropolitan area is in compliance with federal transportation planning requirements. The motion PASSED unanimously.

UPCOMING JPACT MEETINGS

Chair Monroe announced that the next joint JPACT/MPAC meeting is scheduled on April 6 at 5:00 p.m. The next regular JPACT meeting will be held on April 14 at 7:15 a.m.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members