

MEETING REPORT

DATE OF MEETING: December 9, 1993

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

PERSONS ATTENDING: Members: Chair George Van Bergen, Jon Kvistad, and Rod Monroe (alt.), Metro Council; Earl Blumenauer, City of Portland; Keith Ahola (alt.), WSDOT; Craig Lomnicki, Cities of Clackamas County; Fred Hansen, DEQ; Gary Hansen, Multnomah County; Ed Lindquist, Clackamas County; Mike Thorne, Port of Portland; Bruce Warner, ODOT; Rob Drake, Cities of Washington County; Roy Rogers, Washington County; Bernie Giusto, Cities of Multnomah County; David Sturdevant, Clark County; and Tom Walsh, Tri-Met

Guests: Dave Lohman (JPACT alt.), Port of Portland; Jerry Parmenter, John Rosenberger and Kathy Lehtola, Washington County; Dave Williams, ODOT; Dean Lookingbill, Southwest Washington RTC; Mary Legry, WSDOT; Bernie Bottomly and G.B. Arrington, Tri-Met; Elsa Coleman, Steve Dotterer, and Kate Deane, City of Portland; Bill Gill, Cities of East Multnomah County; Jack Orchard, Citizen; Richard Ross, City of Gresham; Jim Howell, Citizens for Better Transit; Susie Lahsene, Port of Portland; Xavier Falconi, City of Lake Oswego; Kathy Busse, Multnomah County; Rod Sandoz, Clackamas County; Geoff Larkin, Larkin & Associates; and Molly O'Reilly, Forest Park Neighborhood Association

Staff: Andrew Cotugno; Jennifer Sims; Ted Spence; Richard Brandman; Sharon Kelly Meyer; Gail Ryder and Lois Kaplan, Secretary

MEDIA: James Mayer and Gordon Oliver, The Oregonian

SUMMARY:

The meeting was called to order and a quorum declared by Chair George Van Bergen.

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Minutes of the November 10, 1993 JPACT Meeting Report were approved as written.

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RESOLUTION NO. 93-1868 - ADOPTING AN INTERGOVERNMENTAL AGREEMENT FOR MANAGEMENT OF THE WILLAMETTE SHORE LINE RIGHT-OF-WAY

Sharon Kelly Meyer explained that the purpose of the resolution is to adopt a policy for management of the Willamette Shore Line right-of-way. The issues surrounding the need for Metro to adopt an Intergovernmental Agreement (in participation with ODOT, Tri-Met, Multnomah County, Clackamas County, the City of Portland, and the City of Lake Oswego) were reviewed at last month's JPACT meeting. Sharon stated that the adoption process is expected to conclude by year's end.

Action Taken: Commissioner Lindquist moved, seconded by Tom Walsh, to recommend approval of Resolution No. 93-1868, adopting an Intergovernmental Agreement for management of the Willamette Shore Line right-of-way. The motion PASSED unanimously.

RESOLUTION NO. 93-1874 - AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM SO THAT TRI-MET CAN APPLY FOR SECTION 3 FUNDS IN THE REDIRECTED PROJECT BREAK-EVEN ACCOUNT

Andy Cotugno noted that JPACT has dealt with the Project Break-even funds a few times. After three years of attempting to get the preliminary engineering funds released, Tri-Met and the City of Gresham are proposing an alternate use of the funds. The projects proposed are the Banfield system double-tracking; Ruby Junction maintenance facility expansion; and communications system retrofit. As mandated by Congress, these funds are only eligible for system-related costs toward completion of Westside light rail. The funds will be rescinded if not used by the end of this fiscal year. Andy explained that the park-and-ride garage is not eligible for use of these funds.

Tom Walsh spoke of a strong partnership with the City of Gresham as they move toward system-related improvements. He noted that Tri-Met is committed to the park-and-ride structure in Gresham but indicated that alternative sources of funding must be sought. He indicated that this resolution is intended to narrow the use of the \$13.5 million.

Councilor Giusto emphasized that the funds would be used toward completion of systems on the Eastside related to Westside LRT expansion. He acknowledged that the parking structure is being discussed and felt that it is still a good way to accommodate LRT.

Bruce Warner wanted to be assured that these funds would result in additional money for the Westside project and asked about the status of the letters from Senators Hatfield and Lautenberg.

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Action Taken: Tom Walsh moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 93-1874, amending the TIP so that Tri-Met can apply for Section 3 funds in the redirected Project Breakeven account.

Motion to amend: Councilor Giusto, seconded by Commissioner Lindquist, moved to amend the resolution to add a new Resolve 3, which would read as follows:

"3. That this resolution is contingent upon Tri-Met and the City of Gresham agreeing upon an alternative approach to funding the Gresham park-and-ride."

The motion to amend PASSED unanimously.

In calling for the question, the amended motion PASSED unanimously.

METRO FY 94-95 PLANNING DEPARTMENT BUDGET PRIORITIES

Andy Cotugno reviewed the memo on FY 94-95 Planning Department budget priorities, noting those activities supported by the General Fund and those reliant on transportation grants. He reported that Metro's planning functions are based on transportation grants, local government dues and the General Fund (through an excise tax on enterprise functions).

Andy reviewed the recommendations of the Tax Study Committee, proposing a Construction Excise Tax and a Real Estate Transfer Tax to reduce the excise tax to 6 percent in the short term, and to seek a broad-based funding solution in the long term. He noted that the smaller cities did not participate in the voluntary dues this year and the issue of whether to continue with voluntary dues must be addressed.

Andy spoke of expanded planning responsibilities and mandates through the new Metro Charter (noting Future Vision and the Regional Framework Plan) and commented on the level-of-effort issue discussed at the November 24 TPAC meeting.

Accompanying the memo was a list of the current Planning Department budget and potential projects for next year's budget. The Tax Committee also recommended that Greenspace operations not be addressed at this time, that the focus should be on functions mandated through the Metro Charter, and that we should continue the excise tax on enterprise functions.

Councilor Monroe, Chairman of the Finance Committee, commented that it's hard to implement the recommendations of the Tax Study

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Committee in view of defeat of Ballot Measures 1 and 5. Metro's Executive Officer recommended that a balanced budget be produced based on existing known resources. A basic budget will be produced on December 17 and a package presented based on logical and defined decisions. Councilor Monroe stated that making recommendations relative to these decision packages is absolutely essential to carrying out mandated functions and formulating a prioritized list of projects. To gain input, he reported meeting with local government officials and special interest groups throughout the region interested in some of these new revenue sources. He noted that the balanced budget will be reviewed and alterations made based on that input. Then the decision packages will be looked at to determine which functions are essential, based on mandates, for inclusion in the budget. Other revenue sources will be explored and a recommendation will be made by the Budget Committee around May 1 from a fiscal and political standpoint. A 90-day period must be allowed for any kind of tax decision but the need to gain consensus before then is paramount.

Andy Cotugno noted that the budget is being prepared based on elimination of dues and rollback of the excise tax from 7 to 6 percent.

Fred Hansen suggested it would be helpful to note the extent of the activities when prioritizing. He felt the issues are under Growth Management. With regard to prioritizing, he cited the need to clearly define what is necessary and not be driven by the budget amount. He also spoke of patterns of development and cautioned about freezing industry's abilities.

Commissioner Blumenauer felt that emphasis should be placed on the Data Resource Center (DRC) as a fundamental building block, suggesting that some people from the private sector might be supportive of some of its costs. He suggested leaning toward fully funding the DRC which is needed and utilized by the jurisdictions. He commented that it is the easiest and most marketable function to maximize the budget. Commissioner Blumenauer thought there was more public support in that direction and that there are other ways to fund growth management. He suggested emphasizing the "building blocks" of Metro's Planning Department.

Bruce Warner felt it is useful when looking at priorities to first look at what's mandatory through the ISTEPA management systems, the supportive data that gets you to that point, and, lastly, a second list which is discretionary.

Tom Walsh stated that Tri-Met is unwilling to go through a ranking process because he felt the entire work program was

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important. Anything short of that, he felt would jeopardize the South/North study and other critical planning activities. He emphasized the importance of finding the necessary funding sources.

Mike Thorne acknowledged the struggle of balancing the demand with limited resources. He cited the need to deal with principles rather than projects and felt it represented a challenge for this group. He noted that JPACT should be thinking about a program and a budget that lets policy-makers make informed decisions.

Mayor Drake spoke on the issue of voluntary dues, suggesting that a service fee could be implemented to justify regional planning which could be billed on a monthly, quarterly or yearly basis. From a local perspective, he didn't feel that dues are the answer.

Chair Van Bergen stated that the planning functions will be driven by budget and income and, unless new revenue sources are found, there will be cutbacks. He cited the need for jurisdictional support in order to enact a revenue tax.

Andy asked for jurisdictional comments within the next six-week budget process.

ODOT SIX-YEAR PROGRAM

Andy Cotugno reported that ODOT is scheduled to release a draft Six-Year Program by the end of January with public hearings to follow in March. A preliminary conclusion will be reached in April followed by an air quality conformity analysis, with final adoption by the OTC in July.

Andy noted that three possible scenarios have been recommended. Staff needs to release a single recommendation on December 15 for review by TPAC and JPACT at their December 22 and January 13 meetings, respectively. Andy reviewed the tables which included the technical rankings, the supplemental administrative criteria applied, and the effect of administrative factors on the rankings.

In addition to public input on individual projects, Andy reviewed public recommendations for other factors that were evaluated and considered. Commissioner Lindquist asked whether a "safe and efficient link to any LRT corridor" should be considered as administrative criteria as well as "linkage of safe and efficient operation of the Sunset Highway/Highway 217 corridor." After further discussion, it was felt that the criteria could be

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modified at a later time when an alignment has been established for the South/North corridor.

Councilor Kvistad felt that the reference under Administrative Criteria No. 5 to ODOT's "Baseline of projects" should more appropriately be called "core construction program."

Andy reviewed the project lists and some of the uncertainties surrounding some of the projects.

Bruce Warner noted that ODOT is trying to look at all projects in terms of phasing in an effort to minimize costs. They hope to reach an agreement on priorities. He explained that projects committed for some sort of project development are included in the Development section of the TIP. Andy noted that the three Access Oregon Highway (AOH) projects are committed under Development, not in Construction.

Andy asked Committee members whether they felt we should cut to a balanced budget or go farther than that to reflect Table 6.

Other matters to be discussed further include: what are the regional bike priorities and where should the focus be at the regional level?

Councilor Van Bergen felt there are too many matters to be resolved and that the issues should be referred to TPAC.

Mike Thorne asked about the relationship between Table 2 and Table 6 and the logic used. He spoke of the importance of ensuring that competing interests in the region become compatible. He felt the logic and flow was not clear to him and that the process should be done in terms of systems rather than projects.

Commissioner Rogers spoke on behalf of the Washington County Transportation Coordinating Committee Policy Group who supported the following: that cuts should be limited to the \$131.5 million necessary to balance the program; if additional cuts are justified in order to support alternative modes, that the Water Avenue Ramps project would provide \$19 million in additional funds; that funding be provided to ensure that both the T.V. Highway (10th to 21st) and the Highway 47 Bypass projects remain in the Construction Section of the STIP before any funds are redirected to alternative modes; and that funding T.V. Highway and the Highway 47 Bypass would leave \$15 million in funds that could be expended in the last two years of the program for alternative mode support. While Washington County is sensitive to transit and other mode needs, they are not convinced that other modes will solve

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many of the problems facing Washington County but they do acknowledge that a multi-modal approach is needed. They also expressed concern about past commitments, citing the T.V. Highway/Shute Road project with 63 percent local match. While they understand budget constraints and the need for a cut list, they don't understand why new projects and new commitments are being added at a time when past commitments aren't being honored. Commissioner Rogers felt there could be some funds from the \$19 million Water Avenue ramp project that could be utilized for other projects. Washington County wants to remain good neighbors but finds it difficult to understand and wishes to strenuously argue over what's transpiring.

In terms of alternative modes, G.B. Arrington distributed a handout that outlined what a \$38 million or \$15 million shift of funds from highway to transit would include in terms of investment.

Fred Hansen felt it would be helpful to have air quality as a factor in the criteria. If heavy industry requirements are being imposed on employers, he questioned moving ahead with projects that compound air quality problems. He commented that it may not be quantified on a project-by-project basis. Fred felt that approach would be a valuable exercise to go through for the table cut list and then have discussions.

Councilor Kvistad suggested stressing that, even though it notes "roads only," it includes bike/pedestrian needs as well. He cited the need to focus on what's critical when you're facing a shortfall.

A discussion followed on the ability to move goods and services throughout the region.

Commissioner Blumenauer concurred in the need to focus on specific elements: the movement of freight (both rail and trucking), which he noted is approaching gridlock in certain areas; addressing the air quality aspect; and looking at some of the big-ticket items. With regard to the Sunset/Sylvan project, he spoke of deferring its improvements until after the Westside LRT is completed because of the mitigation measures faced by LRT construction. He felt it is an opportunity that won't jeopardize other projects.

Commissioner Blumenauer noted that the Portland City Council turned down the Water Avenue Ramps project and those funds may be directed for other alternatives, citing possibilities such as economic development and bike/pedestrian projects.

Bruce Warner responded that, in discussions on large projects, there must be a clear understanding of the safety issue trade-offs. He spoke of a predicament experienced by Freightliner Corporation that can't run its operation 24 hours because of freight access problems.

Andy Cotugno asked Committee members whether they wanted to hold another meeting to further discuss the issues pertaining to intermodal and multi-modal investments prior to the January 13 JPACT meeting. Committee members agreed to allow sufficient time at their next meeting to resolve outstanding issues in readiness for a recommendation. Commissioner Blumenauer indicated that some recommendations will be forthcoming from the City Council on alternative transportation projects (referring to the \$19 million allocated to the Water Avenue ramps project).

Fred Hansen felt that the need for alternatives should also be included.

FUTURE JPACT AGENDAS

Andy Cotugno cited the need to allow more discussion time at future JPACT meetings to review activities and address issues facing the region under Rule 12 and ISTEA requirements. From a suggested list of topics, it was agreed that "meeting air quality standards" would be discussed at the January 13 meeting and "reduction of VMT per capita" at its March meeting. Andy also felt that Region 2040 should be discussed further by JPACT.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members