

## MEETING REPORT

DATE OF MEETING: July 9, 1992

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

PERSONS ATTENDING: Members: Chair Richard Devlin, Susan McLain and Jim Gardner, Metro Council; Les White, C-TRAN; Steve Larrance (alt.), Washington County; Tom Walsh, Tri-Met; Mike Thorne, Port of Portland; Craig Lomnicki (alt.), Cities of Clackamas County; Gerry Smith, WSDOT; Don Adams (alt.), ODOT; Ed Lindquist, Clackamas County; Steve Greenwood (alt.), DEQ; and Clifford Clark (alt.), Cities of Washington County

Guests: Tuck Wilson, Laurie Garrett, G.B. Arrington and Dick Feeney, Tri-Met; Tamara Clark, John Rist, and Ted Spence, ODOT; Steve Dotterer, City of Portland; Dale Chambers and John Rosenberger, Washington County; Lois Anderson and Keith Ahola, WSDOT; Dean Lookingbill, Southwest Washington Regional Transportation Council; Bud Roberts, City of Beaverton; Robert Cook, Operating Engineers; Geoff Larkin, The Larkin Group, Inc.; and Dave Lohman, Port of Portland

Staff: Andrew Cotugno, Richard Brandman, Mike Hoglund, Leon Skiles, John Cullerton, Larry Shaw, Larry Sprecher, Karen Thackston, and Lois Kaplan, Secretary

### SUMMARY

The meeting was called to order and a quorum declared by Chair Richard Devlin.

### MEETING REPORT

Commissioner Lindquist moved, seconded by Don Adams, to approve the June 11 JPACT Meeting Report as written. Motion PASSED unanimously.

### RESOLUTION NO. 92-1627 - ENDORSING ESTABLISHMENT OF THE REGION'S PRIORITY CONGESTION MITIGATION/AIR QUALITY PROGRAM PROJECTS FOR INCLUSION IN ODOT'S SIX-YEAR PROGRAM

Andy Cotugno explained that the Congestion Mitigation/Air Quality (CMAQ) Program represents a new category of funds since passage of the 1991 ISTEA. This resolution establishes the region's six

top funding priorities in this category for a two-year period pending completion of the work of the Governor's Task Force on Automobile Emissions.

Andy noted that the process included solicitation of projects, review for eligibility against FHWA CMAQ requirements, development of criteria, prioritization by jurisdiction, and ranking by TPAC's Transportation Demand Management (TDM) Subcommittee. He explained that there is about \$5 million of these funds available each year for use on projects in non-attainment areas. The Oregon Transportation Commission (OTC) will select the projects to be funded. Mike Hoglund reviewed the six projects proposed for CMAQ funding.

It was noted that \$31 million is programmed statewide for non-attainment areas over the course of the Six-Year Program.

Mike Thorne expressed concern that the region is facing problems rather than solving them. He spoke of Portland's role as the second largest distribution center on the West Coast, noting that that interface brings about congestion. He stressed the importance of understanding the linkage between the economic and transportation side of the issue while acknowledging the value of the proposed six projects. He cited his concerns pertaining to Columbia Boulevard, Marine Drive and I-205. Susan McLain asked whether these projects appropriately fit the criteria for CMAQ funds. Steve Greenwood felt that these projects dovetail quite well with Mike Thorne's concerns by reducing congestion which should complement the economic activities.

Andy Cotugno clarified that access facilities don't lead to this type of funds. He felt the list could be expanded upon if there is a project that hasn't been addressed, such as alternative modes for the Port. Andy encouraged Port staff to focus on this effort.

Action Taken: Commissioner Lindquist moved, seconded by Steve Greenwood, to recommend approval of Resolution No. 92-1627, endorsing establishment of the region's priority Congestion Mitigation/Air Quality Program projects for inclusion in ODOT's Six-Year Program. Motion PASSED unanimously.

RESOLUTION NO. 92-1646 - ENDORSING COMMITMENT OF TRI-MET GENERAL OBLIGATION BONDS TO EAST PORTLAND/CLACKAMAS COUNTY LRT DEVELOPMENT AND WESTSIDE CREDIT ENHANCEMENT

Richard Brandman reviewed the Staff Report/Resolution that would provide the \$15 million credit enhancement necessary for Tri-Met to secure its Full-Funding Agreement for the Westside light rail

project. He noted that the \$15 million (out of the total \$125 million of General Obligation bonds) designated for the Clackamas County/East Portland light rail extension is needed at this time to demonstrate Tri-Met's capabilities to the banking industry in trying to secure short-term financing. Tri-Met is striving to demonstrate how it will meet the borrowing requirement. This resolution establishes that approximately \$4 million in interest from the bond proceeds will be available over the next five years to pay for PE, AA, and FEIS costs for the Clackamas County/East Portland Corridor.

Action Taken: Commissioner Lindquist moved, seconded by Tom Walsh, to recommend approval of Resolution No. 92-1646, endorsing commitment of Tri-Met General Obligation bonds to East Portland/Clackamas County LRT development and Westside credit enhancement.

In discussion on the motion, Mayor Lomnicki asked whether, in the event of a Westside LRT cost overrun, there would still be \$15 million available to Clackamas County. Andy Cotugno clarified that the Regional Compact retains the full \$15 million pledge to Clackamas County and, if a cost overrun were to happen, Clackamas County and JPACT would have to approve the use of these funds.

Tom Walsh noted that \$944 million is available for the Westside project from Portland to Hillsboro, which does not include the borrowed \$15 million from Clackamas County. He indicated that the Capital Reserve Account is not included in the \$944 million total. He reported that an estimated \$21 million savings in interest costs would be realized over the life of the bonds and that Tri-Met has no intention of using these monies for Westside LRT construction.

Les White felt it is important to remember that, while the funds are available, any right-of-way acquisition could prejudice the East Portland/Clackamas County Corridor studies.

The motion PASSED unanimously.

RESOLUTION NO. 92-1644 - ESTABLISHING ADMINISTRATIVE PROCEDURES BETWEEN METRO AND ODOT FOR USE AND EXCHANGE OF FAU, STP AND STATE FUNDING

Andy Cotugno reviewed the Staff Report/Resolution that would provide a mechanism to work and coordinate with the state on exchange of FAU, STP and state funding. He explained that the new ISTEA provides STP funds and procedures need to be established that dictate how projects can proceed. This resolution would set up procedures for utilization of funds through ISTEA and would provide a contract between the state and the region.

Andy recommended that clause 4 of Exhibit A be stricken inasmuch as the cash flow is no longer available to the state.

Regarding old FAU funds, Andy pointed out that the state provided half the match and plans to continue that policy.

A discussion followed on whether or not Oregon competes for redistribution funds. To be eligible for redistribution of obligation authority, the region and the state have to work together. Les White emphasized that air quality and multi-modal projects are prime competitive projects and all monies must first be expended.

Commissioner Lindquist stressed the importance of projects being on the shelf, ready to go, and felt that point should be emphasized.

Andy Cotugno noted that the trading of funds would be of mutual benefit to the state and region in seeking excess obligation authority. Don Adams concurred and noted that this resolution would merely formalize a process for that exchange of funds.

Action Taken: Councilor McLain moved, seconded by Tom Walsh, to recommend approval of Resolution No. 92-1644, establishing administrative procedures between Metro and ODOT for use and exchange of FAU, STP and state funding, with deletion of clause 4 of Exhibit A. The motion PASSED unanimously.

RESOLUTION NO. 92-1645 - REVISING THE PORTLAND METROPOLITAN AREA'S URBANIZED TRANSPORTATION BOUNDARY TO ESTABLISH THE AREA ELIGIBLE FOR METRO STP FUNDS

Andy Cotugno explained that this resolution was largely a housekeeping effort, noting that concerns about Wilsonville's inclusion in the UAB will be addressed at a later date. The UAB designation is based on the census population area in compliance with requirements of the 1991 ISTEA. The defined area will be the recipient of Surface Transportation Program (STP) funds.

Andy noted some of the issues concerning Wilsonville: the fact that it is in Metro's Urban Growth Boundary but not in the census Urbanized Area Boundary and the necessity to address Wilsonville's transportation needs in the transition period.

Action Taken: Commissioner Lindquist moved, seconded by Mayor Lomnicki, to recommend approval of Resolution No. 92-1645, revising the Portland metropolitan area's urban transportation boundary to establish the area eligible for Metro STP funds.

In discussion, questions were raised as to how the Urban Growth Boundary differs from the Metro District Boundary. Councilor McLain questioned whether this action would be contradictory to any UGB amendment actions taken. It was noted that population outside our boundary generates transportation demands. Andy Cotugno clarified that the dollar figure is set by the census population and defines where the funds can be spent. Tom Walsh proposed an effort to establish a single boundary. He noted that areas already within this boundary question to what level they can urbanize.

The motion PASSED unanimously.

RESOLUTION NO. 92-1647 - ACCEPTING ODOT'S RECOMMENDED SIX-YEAR PROGRAM REDUCTIONS

Richard Brandman noted that, at an ODOT presentation before JPACT on February 13, the Six-Year Program was reportedly \$173 million overprogrammed. JPACT requested that ODOT balance the Six-Year Program and this proposed reduction is in response to that request.

At the April 9 JPACT meeting, it was clarified that \$22 million from ODOT's Surface Transportation Program funds would be allocated to the Westside light rail funding package with the understanding that it would require \$22 million of project deferrals. Exhibit A describes the projects recommended for deletion.

ODOT reduced the Six-Year Program for the Metro area by a net of \$47.7 million or about 28 percent of the reduction statewide. Richard Brandman spoke of concerns expressed at the June 26 TPAC meeting over proposed project cuts as reflected in Resolve No. 2, which he reviewed. Andy noted that the last page of Exhibit A deals only with Modernization projects over the next six years.

In further discussion, questions were raised about whether there's a strategy to deal with these proposed cuts. Don Adams reported that there is some recovery from redistribution of obligation authority.

Les White asked whether any of the proposed project cuts can be identified as competitive projects. Andy Cotugno pointed out that this is the construction commitment. The Six-Year Program is balanced with expectations of Discretionary funds and with ISTEA.

Commissioner Larrance stated that Washington County is supportive of this resolution but questioned whether the omission of Farmington Road was an oversight in Resolve 2d. Mr. Brandman assured

Commissioner Larrance that it was an oversight and would be corrected.

Mike Thorne reported that the Port will complete its plan on the intermodal transportation system tying together specifics on rail, barge and truck needs for review by TPAC/JPACT.

Tom Walsh cited the need to focus on strategies, rather than projects, relating to mobility, economic development, air quality and livability. He emphasized the fact that the region remains underfunded, not adequately funding the transportation system.

Clifford Clark was supportive of the big picture but felt that some of the smaller jurisdictions get lost when talking of strategic planning, air quality and livability, citing the Highway 47 Bypass as an example. In terms of the shrinking match, he noted it will happen to the Highway 47 Bypass.

Councilor McLain cited the importance of getting out to the jurisdictions and talking to them regarding the importance of projects, noting Farmington Road and Highway 47 as two prime examples.

Chair Devlin spoke on the issue of operating on a consistency as opposed to a concurrency standard.

Don Adams commented that there are not enough funds for the region. ODOT was asked by JPACT to reduce its optimistic Six-Year Program, which was overprogrammed by \$173 million, asking for input from the region on an approach. Don felt ODOT was faced with a difficult task but thought there was a reasonable balance of projects that was based on the region's priorities and a set of numerical values. He spoke of the Troutdale project as one that grew out of bounds. He emphasized the fact that ODOT tried to be as responsible as possible given the limited resources available but acknowledged that it has a "highway" bias.

Action Taken: Clifford Clark moved, seconded by Tom Walsh, to recommend approval of Resolution No. 92-1647, accepting ODOT's recommended Six-Year Program reductions with a refinement and clarification to the language in Resolve 2b pertaining to preliminary engineering and the inclusion of Farmington Road in Resolve 2d. The motion PASSED unanimously.

The language was later refined to read as follows:

- 2b. ~~The entire I-5/Greeley to Banfield project should continue to move forward and be completed through EIS work to provide the context for Phase II project development. Conceptual engineering during Phase II engineering~~

- 2d. Projects which improve urban mobility, such as the Columbia Boulevard, Troutdale interchange, Farmington Road and Stafford Road projects, should be given more emphasis in this and future updates of the Six-Year Program.

REPORT OF JPACT FINANCE COMMITTEE

Chair Devlin reported that the JPACT Finance Subcommittee has met once and has no real recommendation at this time. He noted that Metro and Tri-Met have received legislative authority for a local option vehicle registration fee.

Andy Cotugno added that, three years ago, a comprehensive financing strategy was developed by the JPACT Finance Subcommittee for funding major highway projects, light rail funding, transit alternatives and urban arterials. Legislative authority was sought at that time for a local option vehicle registration fee. The constitutional amendment failed but the intent was maintained to proceed with the local option vehicle registration fee for the Arterial Program. Questions to be answered at this time include: should we place something on the ballot this November; whether the time is right; and whether we should be considering an alternative funding mechanism, approach or strategy or date to define the program. Andy indicated that the timeframe is critical as it must be filed with the Elections Office by September 3 to allow it to be on the ballot. It would, however, not meet the deadline for the Voters' Pamphlet.

Andy Cotugno reported that there remains a gap in arterial funding. He asked whether the region would be supportive in proceeding toward that end. Commissioner Lindquist felt the timing is important to proceed now. He felt it would become a large election with the Legislature going into session and that it would be an opportune time to seek funding for urban arterials. He wasn't sure that Metro should be the party to place it on the ballot. He also indicated his support for the local option vehicle registration fee. Commissioner Lindquist felt the region's No. 1 concern for quality of life is high right now but questioned how best to market that approach and whether there is time to put that kind of a campaign together. Commissioner Larrance also cited the need to look for the most opportune time to pursue this funding.

Other committee members commented on the need to educate the public on arterial needs, citing specific examples of projects. Chair Devlin stressed the need to make sure we can deliver.

Councilor McLain noted that we are not dealing with a public that is receptive to a public agency and stressed the need to enlist

trust. She felt emphasis should be placed on trying to accomplish something that is real and needed and was apprehensive about the November election.

Steve Greenwood also questioned whether November would be the best time to approach the voters. A discussion followed on whether the local option vehicle registration fee should be looked at in concert with another funding package.

Chair Devlin indicated that past polls have not been optimistic. He cited the need to gain regional concurrence and that the JPACT Finance Committee needs to reach a decision on whether it should be placed on the November ballot. He asked for a commitment from all the jurisdictions to participate in public information efforts.

Andy Cotugno noted that the statute allows a \$15/year allowance for the local option vehicle registration fee.

Chair Devlin stressed the need for addressing this issue when a window of opportunity presents itself. He asked that the JPACT Finance Subcommittee meet at 7:15 a.m. for the next three Thursdays to address the issues in question. Their recommendation will be submitted at the August 13 JPACT meeting.

Mike Thorne agreed that it is crucial to find the appropriate funding sources, that the transportation program continues to be underfunded, and that there is need to reconcile direction before proceeding with a ballot measure. Tom Walsh supported the need for a funding strategy and, if there is an opportunity to be on the November ballot, to proceed in that direction along with defining the strategies and mechanisms.

#### OVERVIEW OF PRE-AA STUDIES CITIZENS ADVISORY COMMITTEE MEMBERSHIP

Richard Brandman noted that a Pre-AA Citizens Advisory Committee (CAC) has been formed as advisory for the I-5 North, Milwaukie Corridor, I-205/Milwaukie Corridor, and I-205S/I-205N Corridor studies. The first meeting of the Expert Review Panel has been held which includes staff from both Oregon and Washington. The citizen outreach program is beginning and a CAC is being formed. To reach a balance on the Pre-AA CAC, each jurisdiction nominated committee members based on a mix of geography, neighborhoods and business interests.

A summary table of the Pre-AA CAC membership was distributed. A working group of staff representing all jurisdictions in the study submitted the nominations and the membership has been approved by the Planning Management Group. It is submitted to TPAC for information purposes only.



Action Taken: Commissioner Lindquist moved to recommend endorsement of the Pre-AA Studies Citizens Advisory Committee membership. Motion PASSED unanimously.

ANNOUNCEMENTS

Chair Devlin announced there would be a 3-4 hour joint meeting of JPACT and RPAC on August 18 at 7:30 a.m. to discuss alternatives for the 2040 Study. A public review process is planned for September or October.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma  
Dick Engstrom  
JPACT Members