

MEETING REPORT

DATE OF MEETING: September 13, 1990

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

PERSONS ATTENDING: Members: Chair George Van Bergen, Richard Devlin and David Knowles, Metro Council; Bob Bothman, ODOT; Gary Demich, WSDOT; Les White (alt.), C-TRAN; Jim Cowen, Tri-Met; Clifford Clark, Cities of Washington County; Ed Lindquist, Clackamas County; Craig Lomnicki (alt.), Cities of Clackamas County; Fred Hansen, DEQ; Bonnie Hays, Washington County; Marjorie Schmunk, Cities of Multnomah County; Robert Woodell; and Pauline Anderson, Multnomah County

Guests: Walt Peck and Dennis Mulvihill, Washington County; G.B. Arrington, Tri-Met; Keith Ahola, WSDOT (JPACT alt.); Felicia Trader, Steve Dotterer and Grace Crunican, City of Portland; Howard Harris, DEQ; Don Adams (JPACT alt.) and Ted Spence, ODOT; Tom VanderZanden and Rod Sandoz, Clackamas County; Raye Woolbright, Citizen; Molly O'Reilly, Citizen; Bebe Rucker, Port of Portland; Ray Polani and Jim Howell, Citizens for Better Transit; Susie Lahsene, Multnomah County; Richard Ross, City of Gresham; Dennis Mulvihill, Washington County; and Frank Gearhart, CIIBRI

Staff: Andrew Cotugno, Keith Lawton, Richard Brandman, Casey Short, Mike Hoglund, and Lois Kaplan, Secretary

MEDIA: Jim Mayer, The Oregonian; and Robert Goldfield, The Daily Journal of Commerce

SUMMARY:

The meeting was called to order and a quorum declared by Chair George Van Bergen. He announced that Bob Liddell, Mayor of West Linn, has been selected as the representative from the cities of Clackamas County with Craig Lomnicki continuing as alternate.

MEETING REPORT

Metro Councilor Gardner had asked that the July 12 JPACT minutes be amended on page 4 under "Action Taken" to read as follows:

JPACT

September 13, 1990

Page 2

"Action Taken: The motion to refer the draft resolution to the Metro Council at its July 12 meeting PASSED unanimously. Inasmuch as Councilor Gardner was not present at this point in the meeting, he wanted the record to reflect that he did not participate in the vote."

The minutes were approved as amended.

RESOLUTION NO. 90-1315 - ADOPTING THE FY 1991 TO POST 1994 TRANSPORTATION IMPROVEMENT PROGRAM AND THE FY 1991 ANNUAL ELEMENT

Andy Cotugno explained that the annual update of the TIP consolidates all past funding actions, identifies funding sources for those projects, and sets the program for FY 1991, thereby establishing our regional transportation priorities. It also incorporates the Six-Year Program that was adopted by the Oregon Transportation Commission in August.

Action Taken: It was moved and seconded to recommend approval of Resolution No. 90-1315, adopting the FY 91 to post '94 Transportation Improvement Program and the FY 91 Annual Element. Motion PASSED unanimously.

PRELIMINARY DESIGNATION OF HIGHWAYS OF NATIONAL SIGNIFICANCE

For illustrative purposes, a system of Highways of National Significance (HNS) has been proposed for inclusion in the next Surface Transportation Act (STA) update. Andy reviewed TPAC's comments on the proposed network (for submittal to FHWA), which included the following comments and concerns:

- . That urban mobility should be recognized as the primary objective in urban areas -- not building national highways.
- . That the HNS system be consistent with local comprehensive plans and the Regional Transportation Plan.
- . That consideration be given in the STA to alternative modes/improvements if shown to be more cost-effective.
- . That the level of funding provided each urban area have sufficient flexibility to implement the transportation system most appropriate for the area.
- . That the Portland region HNS system be fully designated without a reserve and that consideration be given for the addition of future routes deemed necessary through the EIS process.

JPACT

September 13, 1990

Page 3

- . That the following routes under consideration -- Mt. Hood Parkway (from I-84 to U.S. 26), the Sunrise Corridor (from I-205 to Highway 224 in the vicinity of SE 135th Avenue) and the Western Bypass (between I-5 and the Sunset Highway) -- be added to the HNS system if ultimately approved.

Andy noted that one of the issues in question is how big the system will be nationwide. Concerns about how a metro area makes decisions and funds projects related to the HNS system and other federally-mandated service standards and the lack of program flexibility were discussed at the TPAC meeting. Information has not been provided about the transit side of the STA proposal.

Andy noted that TPAC was also supportive of the requirement that states develop a Congestion Management Plan based on a level-of-service standard.

Andy then highlighted the memo from Citizens for Better Transit and their concerns relating to a highway bias of the proposal. In that regard, Les White reported a recent UMTA recommendation on the new STA for a 60 percent share on transit improvements.

Bob Bothman reported that submittal of the HNS map must be made by the state to FHWA by September 14, stating that the big issue is how much money comes to Oregon out of that process (based on the split between category and turn-back -- vehicle miles traveled as opposed to fuel consumption). Some states are not submitting a map at all due to similar concerns.

Commissioner Hays indicated the Washington County Transportation Coordinating Committee (WCTCC) endorsed the TPAC position but directed staff to continue its analysis before the November 30 state deadline on state routes.

Fred Hansen felt we are recommending a broader base with direction about urban mobility, but cited the need to expand the concept of urban mobility to include the concerns of air quality. He suggested taking a comprehensive approach to an urban area and expanding the concept into how it affects urban growth and land use and its interrelationship to the land use plan.

Action Taken: It was moved and seconded to recommend approval of the Highways of National Significance (HNS) endorsement, as proposed by TPAC, with comments to be expanded as noted at the meeting (relating to air quality, urban growth and land use). Motion PASSED unanimously.

DRAFT STATE HIGHWAY PLAN

Andy reported that ODOT has circulated a draft State Highway Plan and is in the process of holding public hearings on the document.

JPACT is being asked to endorse the comments on the State Highway Plan for forwarding to Bob Bothman. Andy noted that concerns have been raised and principles identified that advance the plan in some right directions (such as access management and multi-modal programs) but their impact on the highway system is unknown. The plan presents a needs analysis, funding recommendation and a policy framework on the operation of ODOT and the question remains of how big a system should be pursued. Better identification of policy implications, more specific details of the highway system, and the need for better justification of the defined needs are being requested.

Andy also highlighted concerns about the "Functional Classification" category and the omission of Highway 26 (from I-405 to U.S. 101) and Highway 217 from "routes of statewide significance."

The need for a broader set of standards relating to access to jobs, shopping and urban mobility (peak hour and non-peak hour) was discussed. It was felt that travel within urban areas should be recognized and defined.

Bob Bothman stated that he would abstain from the vote but was pleased to see this kind of response. He indicated that the state has already dealt with a majority of the points raised over the last 18 months and that they are substantive issues. It represents a balance between an aggressive funding program and trying to set priorities, and he applauded staff for their efforts and communicating well on this plan.

Ray Polani, representing Citizens for Better Transit, noted CBT's concern over the 20-year plan and the feeling that it is unrealistic. He cited California's provision of \$5 billion for transit funding and high-speed rail provisions throughout Europe. He pointed out that his vote on TPAC reflected support of the comments being submitted, not approval of the highway plan. He felt that the plan is out of step with the incoming administration and spoke on the alternative proposal offered by Citizens for Better Transit.

Action Taken: It was moved and seconded to recommend endorsement of the letter and comments for transmittal to the state.

A discussion followed on the meaning of the term "minimum tolerable condition standards" because the state has set a higher level-of-service standard and design for the facilities than the Regional Transportation Plan. Bob Bothman pointed out that this is a draft and that no approval has been given regarding level-of-service D or E. It was noted that there may be more air pollution with E than D in addition to the level of congestion. Bob spoke of metering the freeways in order to alleviate the congestion. He indicated that ramp metering takes care of 90 percent of the rural highways while meeting 23 percent of urban mobility needs.

There was consensus that the following statement be incorporated under "2c" relating to finance policies for the Modernization program. It is our understanding that this plan meets 90 percent of the intercity highway needs while meeting only 23 percent of urban mobility needs. We feel that this is not an equitable balance between urban and rural needs.

Jim Howell, representing Citizens for Better Transit, questioned whether we have a proposed 1990 Railroad Plan. Bob Bothman responded that it is being updated, its last publication being 1985.

In calling for the question, the motion PASSED for endorsement of the letter and comments (with inclusion of comments on the 90-23% issue) for transmittal to the state. Bob Bothman abstained.

COMMENTS ON TRI-MET/METRO MERGER

On July 12, the Metro Council adopted a resolution for the purpose of undertaking a Tri-Met/Metro Merger study. Resolution No. 90-1293A included a request that JPACT study the implications of such a merger on transportation planning and transit service and report back to the Council Intergovernmental Relations Committee no later than October 31, 1990.

A JPACT subcommittee, chaired by Commissioner Blumenauer, was formed to consider these issues and develop an overall position paper. The next meeting will be held on Wednesday, September 19, at 7:30 a.m. The subcommittee has agreed to have JPACT conclude its consideration of their recommendations at its November 8 meeting. All jurisdictional letters commenting on the proposed merger will be forwarded to the subcommittee.

Commissioner Hays, after reviewing the comments received to date, felt there were common concerns regarding 1) the timeliness of the issue coming up before the November LRT bond measure; and

JPACT

September 13, 1990

Page 6

2) the possibility of jeopardizing the Full-Funding Agreement in September 1991. She noted that the WCTCC had discussed the appropriateness of such a merger as well as the timing issue. Chairman Van Bergen felt that a firm recommendation will be made by the subcommittee and that those concerns will be conveyed to the committee. Bonnie Hays proposed a recommendation to postpone the study at this time but Chairman Van Bergen did not feel it was appropriate prior to subcommittee meetings.

Councilor Devlin, as a member of the Tri-Met/Metro Merger Committee, noted the fact that JPACT was placed in the planning process of this study and that the committee will make changes in the work plan. He promised that no public hearings would be held prior to the November election and emphasized that the committee is trying to keep this in a study mode rather than make it a controversial issue before the election.

Commissioner Hays questioned whether the committee has given consideration to the September 1991 deadline of the Full-Funding Agreement. Councilor Devlin responded that the comments are relative to the Full-Funding Agreement and getting the legislature to keep its commitment on local match. He also indicated that Metro Council is trying to avoid a conflict with JPACT and felt that a motion to postpone might create that situation.

Commissioner Lindquist spoke of the legislative committee he worked on regarding this issue and wished to endorse the efforts of Blumenauer's committee rather than passing a resolution at this time. Rather than taking a position today, he proposed letting the subcommittee deal with this issue. He pointed out that the subcommittee meetings are open.

Jim Cowen appreciated Councilor Devlin's comments on behalf of the Metro Council, trying to prevent a stressful situation between JPACT and the Council. He did not, however, feel it was an appropriate time to bring up the issue. Commissioner Hays also spoke of her frustration.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members