

MEETING REPORT

DATE OF MEETING: September 14, 1989

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

PERSONS ATTENDING: Members: Chairman Ragsdale, Metro Council;
George Van Bergen and Jim Gardner, Metro
Council; Don Adams (alt.), ODOT; Earl
Blumenauer, City of Portland; Pauline
Anderson, Multnomah County; Wade Byers,
Cities of Clackamas County; Clifford Clark,
Cities of Washington County; Scott Collier,
City of Vancouver; James Cowen, Tri-Met; Gary
Demich, WSDOT; Fred Hansen, DEQ; Marge
Schmunk, Cities in Multnomah County; Bonnie
Hays, Washington County; Ed Lindquist,
Clackamas County; and John Magnano, Clark
County

Guests: Felicia Trader, Steve Dotterer and
Grace Crunican, City of Portland; Denny Moore
(Public Transit) and Ted Spence, ODOT; Rick
Parker and Peter Fry, Central Eastside
Industrial Council; Cynthia Weston and Kevin
McDonald, Tri-Met; Robert Dreyfuss, Citizen
of Clark County; Susie Lahsene, Multnomah
County; Tom VanderZanden, Clackamas County;
Craig Lomnicki, Milwaukie Councilman (JPACT
alt.); Keith Ahola, WSDOT (JPACT alt.);
Richard Devlin, Metro Council (JPACT alt.);
Gil Mallery, IRC of Clark County; Les White
and Kim Chin, C-TRAN; Alan Peters, Holladay
Investors; John Magnano, Clark County; Bebe
Rucker, Port of Portland; and Molly O'Reilly,
Forest Park Neighborhood Association

Staff: Andy Cotugno, Richard Brandman, Karen
Thackston, and Lois Kaplan, Secretary

MEDIA: None

SUMMARY:

The meeting was called to order by Chairman Mike Ragsdale.

MEETING REPORT

The July 13 meeting report was approved as written.

ADOPTING THE FY 90 TO POST 93 TIP AND THE FY 1990 ANNUAL ELEMENT

Andy Cotugno reviewed the Staff Report and Resolution that incorporates TIP actions of the past year, a list of projects to be funded, updated project schedules and phasing, and dollar amounts for the next five-year period. He pointed out that JPACT had endorsed a comprehensive transit funding program in May 1989 that has since been incorporated in the Transportation Improvement Program. He noted that the McLoughlin Boulevard highway improvement project is reflected in the TIP at its current costs, denoting a \$10 million shortfall. However, allocation of the McLoughlin Corridor Reserve and allocation of the Regional Reserve are not reflected, pending upcoming action.

Andy expressed concern over the amount of available Section 9 funds during the five-year period, citing two projects at potential risk: the Hillsboro park-and-ride lots and Westside preliminary engineering.

Action Taken: It was moved and seconded to recommend approval of Resolution No. 89-1132 for adoption of the FY 1990 to post 1993 Transportation Improvement Program and the FY 1990 Annual Element, incorporating the errata sheet. (The errata sheet dealt with deletion of the Pacific Highway East/Multnomah Street to Glisan Street project for \$744,480 and added the City of Portland Arterial Overlay Program for \$744,480.) Motion PASSED unanimously.

ALLOCATING THE MCMCLOUGHLIN CORRIDOR INTERSTATE TRANSFER RESERVE

Andy Cotugno reviewed the Staff Report and Resolution that would allocate the remainder of the McLoughlin Corridor Interstate Transfer Reserve. He pointed out that the Southeast Corridor Study addressed a broader, comprehensive set of circulation patterns that will be presented to JPACT for adoption at its October 12 meeting pending action by the City of Milwaukie and the City of Portland. This resolution funds a portion of the projects recommended in the Southeast Corridor Study.

Andy reviewed the project list for allocation of the funds as described in Exhibit A.

Rick Parker, Chair of the Central Eastside Industrial Council, stated that his group recently passed a resolution in support of the Hawthorne Bridge Transition Structure LRT Study. He spoke of the importance of rail being able to traverse the Hawthorne Bridge and the need for the Central City Plan to be implemented.

In addition, he distributed a pamphlet on the proposed OMSI site, a \$31 million project slated for development on the east bank of the Willamette River.

With regard to the Southeast Corridor Study, Councilman Craig Lomnicki of Milwaukie hoped that the issues would be resolved at Milwaukie's September 19 Council meeting.

Commissioner Anderson raised the issue of whether or not ODOT would see fit to fund the shortfall on the McLoughlin Corridor if the reserve was used for other purposes. Don Adams indicated that ODOT has made a commitment to mitigate traffic on Johnson Creek Boulevard and felt that a strong case could be made to the Oregon Transportation Commission to include the McLoughlin Corridor for Access Oregon funding. He felt it would be supported.

Action Taken: It was moved and seconded to recommend approval of Resolution No. 89-1135 for allocation of the McLoughlin Corridor Interstate Transfer Reserve with the following changes:

- . Addition to last paragraph of Staff Report...This resolution reflects the TIP Subcommittee recommendation.
- . Addition to first Resolve of Resolution...subject to adoption of the Southeast Corridor Study to include these projects.
- . Rewording of project No. 1 of Exhibit A (relating to Johnson Creek Boulevard (32nd Avenue to 45th Avenue) to read as follows:

Provide mitigation and safety measures such as curbs, drainage, street lighting and sidewalks where needed. Design lanes to meet minimum ~~standards.~~ acceptable width so as to not encourage increased traffic. Exact scope of project will be determined by Portland, Milwaukie, the Ardenwald Neighborhood Association and affected property owners.

The motion PASSED unanimously.

INTRODUCTION OF NEW JPACT MEMBERS

Chair Ragsdale welcomed recently re-elected Marge Schmunk, representing the cities of Multnomah County, to JPACT and announced that her alternate would be Gussie McRobert, Mayor of Gresham. Councilman Craig Lomnicki of Milwaukie will be serving as alternate for the cities in Clackamas County.

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ODOT SIX-YEAR HIGHWAY PROGRAM -- REGIONAL PRIORITIES

ODOT is in the process of updating the Six-Year Program with several OTC worksessions planned. Andy Cotugno asked the Committee to review the project lists for short and long-term priorities based on existing criteria. The draft Staff Report/Resolution is provided as a status report at this time. Andy noted, however, that the accompanying memo addresses some policy concerns that he felt JPACT should act on and communicate to the Oregon Transportation Commission. Among the issues, he cited the following:

- . The request for Sunset Highway to be included in the Access Oregon System;
- . The need for maintaining an adequate funding level for Interstate modernization (because of the proposed change in policy from a 60/40 percent split to a 90/10 split in funds from FAI-4R to Rehabilitation/Modernization);
- . Clarification by ODOT on how it proposes to treat arterial projects -- which are planned for retention, improvement; which will be dropped; and conditions under which jurisdictions must assume responsibility;
- . Consideration be given to not fully committing all available Access Oregon funding in the next several updates to the Six-Year Highway Program;
- . Consideration be given to establishing a funding program for intersection improvements, freeway management projects and other small scale operation improvements; and
- . Continuation of the Six-Year Program being a firm commitment for funding a project and the Six-Year Program update process used for decisions on dropping projects. In this regard, Andy Cotugno felt that ODOT should recognize that the Six-Year Program represents a funding commitment regardless of federal changes.

Mayor Clark concurred with the intent of the memo, citing the need to have goal-setting and policy direction for staff.

Fred Hansen questioned the value placed on the Access Oregon Program. In response, Andy Cotugno noted that it focuses on the major corridors of importance to the state and assures that concentrated funding will be provided to them. Mr. Hansen wanted

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to be assured that a fundamental policy direction would be set for regional interests throughout the state in terms of focus and allocation of funds and not a tailor-made request to suit our needs.

There was discussion over the point that there is a process for eliminating projects from the Six-Year Program against specific criteria. Andy Cotugno emphasized that the issue should be the project rather than the lack of funding in making a decision to drop a project through the Six-Year Program process. Don Adams concurred that a commitment to the Six-Year Program should be supported.

There was general consensus that U.S. 26 meets the criteria for the Access Oregon System and should be considered for such funding as it represents the key route from Portland to Seaside. Gary Demich questioned the political feasibility of adding the Sunset Highway to the Access Oregon System at this time. Chair Ragsdale noted that this request is preparatory to the Six-Year Program update and appropriate at this time. In addition, Commissioner Hays felt that U.S. 26 should be added to the Access Oregon System and that this was an opportunity for JPACT to give input.

Don Adams spoke of pressures throughout the state to add other routes under the Access Oregon System. He pointed out that the Westside LRT is the No. 1 project for LRT in the region and felt it would be supported by the OTC. Commissioner Hays reported that the Washington County Transportation Coordinating Committee has endorsed forwarding these recommendations as policy issues to the OTC as soon as possible, pointing out her understanding that the Sunset Highway fits the definition of the Access Oregon criteria and is not directly related to consideration of Sunset LRT.

Commissioner Blumenauer stated that the purpose of this memo evolved from TPAC discussions that raised some of these issues, and are legitimate concerns for submittal on a formal basis to the Oregon Transportation Commission. He spoke of the need to communicate these concerns as a means of setting staff direction and determining strategy for the best interests of the region.

Action Taken: It was moved and seconded to recommend approval of concerns outlined in the memo on regional priorities for ODOT's Six-Year Highway Program and that these issues be forwarded to the Oregon Transportation Commission, with the following changes:

. Issue No. 1 to read as follows: Consideration should be given

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to adding the Sunset Highway to the Access Oregon System and to scheduling improvements to be coordinated with the LRT construction schedule. The Sunset Highway ~~should~~ does meet ODOT's criteria for the Access Oregon System as the key route from Portland to Seaside.

- . Issue No. 6 to read as follows: Funding Commitment -- The Portland region has historically viewed the Six-Year Program as a commitment by ODOT to fund the project. This is a good policy that should be continued. Furthermore, ODOT should maintain a commitment to a project once included in the Six-Year Program in the event funding is reprogrammed to other purposes and use the Six-Year Program update process to decide to drop projects.

Motion PASSED unanimously.

JPACT MEMBERSHIP STATUS REPORT

The JPACT Membership Committee report was provided for discussion purposes with the request that comments be submitted in the next three weeks. The draft bylaws reflect the present role and responsibilities of JPACT as a consensus-building entity and are modeled after how it actually operates and include clarification of its relationship with Clark County.

The three options for membership being discussed by the JPACT Membership Committee include: Option 1 -- a reduction of JPACT membership; Option 2 -- an increase in membership; and Option 3 -- the creation of an Executive Committee (composed of 9-11 members) that would meet monthly and require the full membership to meet bimonthly. In addition, approval of matters pertaining to the RTP, TIP, Six-Year Program, UWP and funding allocation would require action by the full membership.

Councilman Collier's recollection of the recommendation of the Membership Committee was that membership on the Executive Committee would be about 7-9 members rather than 9-11 as indicated in the memo. He also felt that the larger the group, the more unwieldy it is.

Mayor Byers expressed opposition to Option 1, commenting that jurisdictions would not appreciate losing their representation on JPACT when they have a communication link in place.

Commissioner Blumenauer spoke of the long-term future of JPACT and its role as a potential quasi-legislative unit, raising questions of the nature of public access and how it should be

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treated. He questioned what the implications would be as resources diminish, the Committee lacks consensus, and the issues become more complex. He felt that the creation of an Executive Committee as a working group would eliminate the need for subcommittee meetings and streamline the process. He emphasized that issues that were not resolved unanimously by the Executive Committee would be referred to the full membership.

Chair Ragsdale also commented that, during this process, concerns were brought forward by TPAC members over the fact that policy decisions were being made by that group that should properly have been made by JPACT. The need to strike a balance between the technical and policy groups in setting policy direction was noted.

Councilman Collier announced that the IRC of Clark County has opened its forum to representation from Oregon, noting that Mike Ragsdale (Metro) and Don Adams (ODOT) have been appointed. Commissioner Blumenauer felt that, on a long-term basis, the issue of who should represent JPACT on the IRC forum should be discussed by the full membership inasmuch as there is limited representation.

Mayor Clark expressed opposition and concern to any proposal that would lower membership on JPACT and use an Executive Committee as the working group. He commented further that the cities of Washington County would be opposed to being represented on the Executive Committee by a county representative as city and county perspectives and issues were different. He questioned the need for change as he felt that attendance has not been a problem of late. He also concurred in the need for a set of bylaws and felt that the proposed bylaws looked correct.

Commissioner Blumenauer indicated that it was not the intent of the Membership Committee to recommend a reduction in JPACT membership but rather to expand it, with certain limitations. Because of fewer dollars and more projects, he did not feel JPACT was the consensus group it used to be. His comments centered on the need to recognize equity, jurisdictional operating responsibilities, lessening the burden of subcommittee meetings, and providing an efficient process. He felt that an Executive Committee could make the work flow more efficiently by holding monthly meetings. The important decisions would be reviewed by the full membership. He also questioned the number of members on JPACT with no operational responsibility (in terms of a road system) making decisions on behalf of the region.

No action was taken on this matter. Comments were solicited from

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the full membership for review and recommendation by the JPACT Membership Committee within the next three weeks. The final Membership Committee recommendation will be forwarded to JPACT for consideration at a future meeting.

PROJECT BREAKEVEN LETTER

Alan C. Peters, representing Holladay Investors, Ltd., asked to address JPACT regarding the hotel component of the Project Breakeven development. His company is currently in litigation with the Portland Development Commission and the Urban Renewal District regarding the land parcel north of the Convention Center. Mr. Peters' major concern involved the use of federal funds for construction of the headquarters hotel. He asked whether the hotel site could be separated out from the shopping center component of Project Breakeven, noting the differences between the two and the need for better analysis.

Andy Cotugno responded that Tri-Met is the project sponsor and that a number of regulations and requirements are in place as a check and balance before the Tri-Met board. Funding, however, was previously approved by JPACT for the entire project. He explained that development could proceed on the hotel and shopping center as integrated or separated projects. Approval, however, was granted for funds for Tri-Met and the Portland Development Commission to pursue in its development of a headquarters hotel. Andy noted that several options are available as to where the hotel site will be located. Alan Peters clarified for the Committee that it was because of its July 13 action that he was at this meeting.

TRANSPORTATION 2000 MEETINGS

Andy Cotugno reported that the Transportation 2000 meetings will resume in September with concentration on legislation for arterials and LRT. The Committee needs to concentrate on consensus-building while JPACT's efforts should be project-specific if those needs are to be addressed by the public.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members